

ISLE OF WIGHT COUNCIL PLANNING COMMITTEE - TUESDAY, 17 APRIL 2018

REPORT OF THE HEAD OF PLACE

WARNING

1. THE RECOMMENDATIONS CONTAINED IN THIS REPORT OTHER THAN PART 1 SCHEDULE AND DECISIONS ARE DISCLOSED FOR INFORMATION PURPOSES ONLY.
2. THE RECOMMENDATIONS WILL BE CONSIDERED ON THE DATE INDICATED ABOVE IN THE FIRST INSTANCE. (In some circumstances, consideration of an item may be deferred to a later meeting).
3. THE RECOMMENDATIONS MAY OR MAY NOT BE ACCEPTED BY THE PLANNING COMMITTEE AND MAY BE SUBJECT TO ALTERATION IN THE LIGHT OF FURTHER INFORMATION RECEIVED BY THE OFFICERS AND PRESENTED TO MEMBERS AT MEETINGS.
4. YOU ARE ADVISED TO CHECK WITH THE PLANNING DEPARTMENT (TEL: 821000) AS TO WHETHER OR NOT A DECISION HAS BEEN TAKEN ON ANY ITEM BEFORE YOU TAKE ANY ACTION ON ANY OF THE RECOMMENDATIONS CONTAINED IN THIS REPORT.
5. THE COUNCIL CANNOT ACCEPT ANY RESPONSIBILITY FOR THE CONSEQUENCES OF ANY ACTION TAKEN BY ANY PERSON ON ANY OF THE RECOMMENDATIONS.

Background Papers

The various documents, letters and other correspondence referred to in the Report in respect of each planning application or other item of business.

Members are advised that every application on this report has been considered against a background of the implications of the Crime and Disorder Act 1998 and, where necessary, consultations have taken place with the Crime and Disorder Facilitator and Architectural Liaison Officer. Any responses received prior to publication are featured in the report under the heading Representations.

Members are advised that every application on this report has been considered against a background of the implications of the Human Rights Act 1998 and, following advice from the Head of Legal Services and Monitoring Officer, in recognition of a duty to give reasons for a decision, each report will include a section explaining and giving a justification for the recommendation.

LIST OF PLANNING APPLICATIONS REPORT TO COMMITTEE – 17 APRIL 2018

1	P/01573/17 TCP/09009/D	Whippingham	Conditional Permission
Page 3	Land between East Cowes Road and Fairlee Road, to north west of roundabout, Racecourse, Newport, Isle of Wight Proposed football ground, grandstand and floodlights, clubhouse and associated roads and parking		
2	P/01326/17 TCP/22015/E	Arreton	Refusal
Page 27	Mole Countrystore, Blackwater Road, Newport, Isle of Wight, PO303BG Proposed extension to existing store, new building for retail and visitor use; change of use of existing bungalow to cafe/workshop; parking (revised scheme).		

01 Reference Number: P/01573/17

Description of application: Proposed football ground, grandstand and floodlights, clubhouse and associated roads and parking

Site Address: Land between East Cowes Road and Fairlee Road, to north west of roundabout, Racecourse, Newport, Isle of Wight

Applicant: South Coast Leisure

This application is recommended for Conditional Permission

REASON FOR COMMITTEE CONSIDERATION

This application is considered to be of Island wide significance.

MAIN CONSIDERATIONS

- Principle of the proposed development
- Impact on the setting of the adjacent listed building and the character of the area.
- Impact on neighbouring properties
- Highway considerations
- Ecology

1. Location and Site Characteristics

- 1.1. The site is an irregular parcel of land covering an area of approximately 9.93 hectares bounded by East Cowes Road and Brickfield Cottages to the north and Racecourse to the south.
- 1.2 The area is characterised by limited residential development to the north-west but generally surrounded by open countryside. The site is located approximately 170 metres to the south-west of the Racecourse roundabout.
- 1.3 The proposed development would be located in the centre of the existing field that forms the application site, in an approximately square parcel of land with tentacles coming from three corners to serve pedestrian and vehicle access points
- 1.4 The site currently comprises three accesses. One off East Cowes Road, one of Whippingham Road and one off the Racecourse. The latter two accesses

were previously consented by the LPA, so that the field could be used as overspill car parking for the Isle of Wight Festival.

- 1.5 The site is relatively flat with the existing boundaries being delineated by hedgerows and trees.

2. Details of Application

- 2.1 The application seeks permission for a football ground, with associated grandstand, clubhouse, floodlights and parking. The pitch would be aligned north/south, with the clubhouse on the western side. The site would allow for the re-location of Newport Football Club from St. Georges Park, but would not be a facility solely for their use, it would also provide a community facility for other clubs.
- 2.2 The clubhouse would comprise changing facilities, storerooms, offices, a bar/function room, directors and meeting rooms, toilets and a match viewing room specifically designed for disabled people. Terraced covered seating for 150 spectators would be provided on the eastern side of the building.
- 2.3 The club house building would be constructed of facing blockwork, render and colour coated metal profile panels. The final materials would be agreed by condition, should permission be granted. The building would measure between 6.8 metres and 8.6 metres in height (the design incorporating a cat-slide roof), with an overhang extending out over external seating and measuring a maximum of 9.5 metres. The footprint of the building, excluding seating would measure 10.5 metres x 30 metres.
- 2.4 Two further buildings would be provided on site, these being a maintenance building and a spectator toilet block. These would be small scale measuring 10m (l) x 5m (w) x 4.3 m (h) and 6.8m (l) x 4.8m (w) and 3.6m (h) respectively.
- 2.5 The application would include areas of spectator covered seating on the remaining boundaries of the pitch with small enclosed 'technical areas' for home and away teams in front of the club house, adjacent to the pitch.
- 2.6 The site would include 8 floodlight columns. These would be positioned around the eastern and western boundaries of the pitch itself. The columns would measure 15 metres in height.
- 2.7 Parking would be provided for 80 cars and 2 coaches, with overflow parking on a remaining grassed area to the north. Space either side of the site would be undeveloped to provide additional overflow parking for the site and for the Isle of Wight Festival. The formal hard surfaced parking is shown to be provided to the west and south of the pitch.

- 2.8 The site would be accessed from Whippingham Road, via a left hand turn only. This would mean anyone accessing the site from East Cowes would have to continue along Whippingham Road to the roundabout and enter the site via a left turn.
- 2.9 The internal site road would be a one way system with vehicles then exiting onto Racecourse. This would again be designed to provide a left turn only, with people wanting to go towards Newport having to turn left and go around the roundabout. This arrangement is similar to that of the current football club on St. Georges Way.

3. Relevant History

- 3.1 P/00068/13: Formation of one new vehicular access (White 3) and improvements/alterations to four existing vehicular accesses at (White 1 - land on southwest side of Whippingham Road approx 100m northwest of Racecourse Roundabout; White 2 - land southeast of Brickfield Cottages, East Cowes Road; Red 1 - land northeast of Astolat, Pt OS Parcel 0001, East Cowes Road; Red 2 - land adjacent Astolat, East Cowes Road) for the duration of the temporary use of the associated fields for car parking in connection with the Isle of Wight Festival was approved in March 2013.
- 3.2 P/01565/12: Lawful Development Certificate for proposed use of land as a temporary car park for up to 28 days in any calendar year was approved in December 2012
- 3.3 P/02545/04: Formation of trailer park to accommodate 60 freight trailers and associated facilities; formation of vehicular access; storm water attenuation pond and landscaping (revised scheme) was refused in August 2005.

4. Development Plan Policy

National Planning Policy

- 4.1. The National Planning Policy Framework (NPPF) constitutes guidance for local planning authorities and decision-takers both in drawing up plans and as a material consideration on determining applications. At the heart of the NPPF is a presumption in favour of sustainable development.
- 4.2 The NPPF states that sustainable development is a core issue for the planning system and sets out three roles (economic, social and environmental) that should be performed by the planning system.

The NPPF places a “presumption in favour” at its core, citing that development in accordance with an up-to-date Local Plan should be approved.

The NPPF sets twelve principles and these include encouraging the reuse of

existing resources and effective use of previously developed land, and encourages that policies and decisions should seek to address barriers to investment (particularly infrastructure) as part of encouraging economic growth.

Local Planning Policy

4.3 The Island Plan Core Strategy defines the application site as being within the Medina Valley Key Regeneration Area, between the Settlement Boundaries of Newport and Cowes/East Cowes. The following policies are relevant to this application:

- SP1 Spatial Strategy
- SP5 Environment
- SP7 Travel
- DM2 Design Quality for New Development
- DM7 Social and Community Infrastructure
- DM8 Economic Development
- DM10 Rural Service Centres and the Wider Rural Area
- DM11 Historic and Built Environment
- DM12 Landscape, Seascape, Biodiversity and Geodiversity
- DM13 Green Infrastructure
- DM14 Flood Risk
- DM17 Sustainable Travel

5. Consultee and Third Party Comments

Internal Consultees

5.1 The Council's Assistant Archaeologist has recommended conditions in respect of a written scheme of investigation be attached to any application, should permission be granted.

5.2 The Council's Ecology Officer has confirmed that the site is not of high importance for biodiversity and through careful design damaging impacts have been avoided. Conditions are however recommended to ensure that the proposed mitigation is undertaken.

5.3 The Council's Environmental Practitioner has raised questions with regards to the proxy data provided in respect of noise and the level of potential harm from noise. This matter is discussed in more detail in the elevation of this report. An informative is recommended in respect of contamination.

External Consultees

5.4 Sport England supports the application.

- 5.5 Island Roads have requested additional information in respect of junction design. Their comments are outlined in more detail in the relevant section of the evaluation of this report.

Parish/Town Council Comments

- 5.6 Whippingham Parish Council have confirmed that they are broadly supportive of the application, subject to conditions relating to:
- Parking restrictions in East Cowes Road and Alvestone Road on match and event days.
 - New planting and screening to maintain as much of the rural character as possible, using mature trees and saplings
 - Section 106 monies for safe cycle route improvements to the route between Fairlee Road/Island Harbour junction to East Cowes Road, including the repositioning of street lighting
 - Section 106 monies towards improved signage and safety issues at the triangular junction on Alverstone Road and Mount Road.
 - The floodlighting is not to affect properties in East Cowes Road.
 - The management of vehicles on and off the site when it coincides with ferries coming in.

Third Party Representations

- 5.7 The Isle of Wight Football Association fully support the application outlining that the new site would enable the club to survive for many years to come and to continue to provide football opportunities for youngsters from the Island from youth football up to Wessex League level. The ground would be an asset for the community.
- 5.8 The Observatory Director of Vectis Astronomical Society has outlined that it is good that some effort has been made to ensure that modern, full cut off floodlighting is being proposed for the site. The manufacturer's brochure is a good start but only part of the solution as it does not explain which particular fittings will be used. It was not clear how many floodlights will be installed, the colour temperature of the lights or lighting curfew. No details appear to have been provided in respect of car park or general exterior lighting for the site.
- 5.9 30 letters of objection have been received from third parties, the content of which can be summarised as follows:
- Entrance off Whippingham Road would cause heavy traffic delays
 - Exit onto Racecourse is in a very dangerous position
 - Entrance will not be big enough for buses and they will therefore have to go onto the wrong side of the road to turn into the site
 - Siting of floodlighting will cause a problem to road users and the houses on East Cowes Road.

- Only parking for 80 cars
- Congestion
- Why move from existing site, which is closer to the town centre, where you can walk
- Risk of footballs going onto the main road
- What happens to the site if the club cannot sustain it?
- What plans for expansion
- Light pollution
- Does not provide evidence that more sites have been explored
- How long before sightlines are blocked by hedge
- Removal of hedgerow would result in loss of mature hedge, detrimental to the character of the area and ecology.
- Badgers
- Noise assessment does not consider the impact from events
- Are existing road crossing sufficient
- Loss of buffer between 3 settlements
- Site is agricultural land
- Impact on bats from floodlighting
- Exit would be too close to roundabout
- Road very fast and busy
- Adjacent fields are earmarked for festival parking
- Access road to north is too close to residents, resulting in an impact from noise and headlights
- Impact on ecology
- Extra foul water would cause a problem for the pumping station.
- Ground should only be used for football
- Noisy patrons leaving the site late at night would impact on residents
- Similar plan rejected in 2005
- Open door to future development
- Would fans use East Cowes Road for overflow car parking
- Site heavily water logged, more hard surfacing would result in flooding
- Litter generation
- Impact on the setting of the listed cottages
- 2013 application restricted traffic exiting onto Racecourse
- Site sits lower than the Racecourse but the Traffic Assessment makes no reference to gradient of exit road
- Report does not mention walk to bus stops is via a verge and not a footway
- Pedestrian refuge is too small if more than a couple of people are crossing to or from the bus stop.
- Rural environment
- Flooding.
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5.10 30 letters of support have been received which have raised the following points:

- Benefit supporters, many of whom reside outside of Newport
- Ease congestion in the Town Centre
- On a main bus route
- Better facilities for the disabled
- Meets the Football Association requirements for clubs of the size of Newport Football Club with scope to progress
- Would also be used by the community
- Attract young footballers and build team spirit
- Much better than existing pitch
- Improve level of football and experience for the fans and spectators
- Existing floodlighting at Wootton Recreation Ground does not impact on the residents backing into the site.
- Good proximity to mainland links
- Would provide a facility for the Island as a whole
- Disabled spectator viewing for the first time on the Island
- Smaller clubhouse will make better business sense and one third of the existing capacity should ease local concerns about large numbers departing late.
- Smaller building would be less imposing and appears to be a very sympathetic design
- Scheme has been amended to respond to residents' concerns
- Very sustainable location
- Adequate parking with contingency overflow
- Current facilities are operated in a responsible manner as a good neighbour and will continue to do so.
- Several layers of planting and new trees to alleviate noise and disturbance, including existing traffic on Racecourse.
- Grandstand designed to face away from local houses
- Design and appearance in line with modern football.
- Accessible from ferries for visiting teams with regular bus service and cycle paths
- Only way forward for the club, due to being financially unable to maintain existing site.
- Decent sized lift for disabled access
- Women's changing rooms for visiting officials
- First aid room with defibrillator
- Facility for the whole Island and young people.

5.11 A letter of support has been received from Newport (IW) Football Club Supporters Society and another from Newport (IW) Football Club. These outline support for the scheme and the greater affordability for the club it would represent. The letter also outlines that of the current 42 members of the

Society; 70% travel to the current site by car, 15% walk, 12% bus/coach, 2% taxi and 1% cycle. This equates to only 19 members living within one mile of the existing site.

6. Evaluation

Principle of the proposed development

- 6.1 The application seeks consent for a football ground, club house, floodlights and associated car parking. Although not linked to an application for the redevelopment of St. Georges Park, the application submission documents make it very clear that this application represents a replacement for this existing facility. The potential redevelopment opportunities of the existing site due to its location close to the town centre of Newport is well documented, through the recent resolution to grant an application on the existing football club for retail. This application was not issued, due to the loss of the land for the re-provision of the existing facility, which was due to be to the rear of the existing site, but has been lost due to the construction of a road bisecting the site. It has therefore been necessary for the owners to seek an alternative location of the sports provision to fulfil the potential for the existing site.
- 6.2 Comments have been received by third parties questioning why the site/facility needs to be moved at all, aside from the aspirations of the owner. It should be noted at this stage that a football ground is not considered to be a 'main town centre use', as defined by the NPPF, as such there is no requirement for them to be located within or close to town centres. However, the existing site has been determined suitable for retail use in principle and therefore the principle of re-location has been accepted by the LPA.
- 6.3 The above is not however the sole reason for the need to provide an alternative facility. Although the application does not represent a specific relocation for Newport Football Club, but the re-provision of the facilities, the desire is to ensure they can meet the needs of the club moving forward. It should be noted that Newport Football Club have remained at St. Georges Park using the facilities at a peppercorn rent since 2004. The owners have also allowed the Club to hire out the facilities and keep the proceeds and have covered insurances. This arrangement cannot continue indefinitely, with the owner having already subsidised the club by over £1m. The aim of the proposal is to find an alternative location for the football ground, together with appropriate clubhouse facilities suited to the scale of the club, which could be more economically sustainable moving forward, protecting the long term future of the club.
- 6.4 St. Georges Park is currently of a scale to allow the club to play at category D. The club actually play at category F. Therefore, the existing site far exceeds the scale of the provision required. The proposed development would see a

club house which would be 40 percent smaller than the existing building, making it more manageable, but allowing for expansion to a category D should the club progress. Comments have been received from Newport IW Football Club and Newport (IW) Football Club Supporters Society, both supporting the application as it would meet their need for now and the future, acknowledging that the continued use of St. Georges Park is not viable beyond the short term.

- 6.5 The site is not located within or adjacent to a settlement boundary, although is within the Medina Valley Key Regeneration Area. As such policy SP1 requires that developments outside of the settlement boundaries to be supported by a justification of need. However, this requirement must be considered in conjunction with DM7 (Social and Community Infrastructure), DM8 (Economic Development) and DM13 (Green Infrastructure).
- 6.6 As the use needs a large area of open green space, which is relatively flat, there are limited sites located within the settlement boundaries that could meet these base requirements, as by definition they are developed. As such it is necessary to consider sites outside of the settlement boundaries. This is considered to represent a suitable argument as to why the development would 'need' to be within the wider rural area.
- 6.7 Regardless of the above the applicant has entered into dialogue with the Council over a number of years to try and find a location for this football ground and no sites closer to a settlement boundary were considered to be acceptable. Third parties have suggested Seaclose Park should be considered however, as an existing area of sports ground and public park the site could not be used a mitigation for the loss of St. Georges Park, as there would still be a loss and not a net gain of sports ground. The LPA also had significant concerns with regards to the loss of the existing public areas of the park, which are heavily used, especially at the weekends by families, and is the only area close to the town centre for this purpose. Other sites, including Medina College and Carisbrooke College, an area near Northwood and an area off Forest Road were also considered but discounted due to location, levels and size. This site has been identified following a long search and assessment of potential alternatives.
- 6.8 Comments have been received that the site is not sufficiently close to Newport to provide the home of Newport Football Club. However, the application relates primarily to the use and therefore seeks the provision of a replacement sports pitch, which would be considered as an Island wide facility. Furthermore, it should be noted that it is not unusual for clubs to play outside of their postcode area, with Newclose Cricket Ground providing the facilities for Ventnor Cricket Club, when playing at a gold league level. The facility would be available to the wider community and be located on a site which has good links to Ryde, Wootton, East Cowes and Newport.

- 6.9 It is also worth noting, although accepting the above comment that the site would not exclusively be for the use of Newport Football Club, the existing players of the club and supporters are not all from the Newport area, but include people from Ryde, Sandown, East Cowes and the West Wight.
- 6.10 The application site is considered to represent a relatively sustainable location for the nature of use proposed, with good links to the existing cycle and footpath network, close to bus stops and on the intersection of part of the Island major road network.
- 6.11 Having due regard to the above the principle of the site for Green Infrastructure (GI) is considered to be acceptable.

Impact on the setting of the adjacent listed building and the character of the area.

- 6.12 The site is not located within any landscape designations; it sits as an island between a network of roads, one of these being the Racecourse, the main road between Newport and the north-east of the Island. The area around the site is relatively flat although, increasing its visibility. However, the boundary landscaping provides significant screening from the north and east. Therefore, the buildings on site would be well screened from locations to the north and north west. Moreover, from vantage points to the west, the site is screened by topography and therefore, the proposed buildings would not be readily visible from such locations. The buildings would be visible from the main roads to the south and east, given the low height of boundary treatments on these boundaries. From these locations, the buildings, pitch, parking areas and access arrangements would be obvious. However, these would be seen at distance and it is considered that landscaping could assist in screening the development. The residual level of change, which would result in less than substantial harm, would be outweighed by the social benefits of re-providing this facility.
- 6.13 The site is considered to have a semi-rural character but the proposed development, which would constitute a relatively small building, sports ground, car parking and floodlights is not considered to be a project of an urban character, as it would represent Green Infrastructure. It is acknowledged that the pitch would need to be screened by fencing however this could be suitably landscaped to prevent a harmful impact on the character of the area.
- 6.14 Officers consider that the proposed floodlighting would be of a modern specification, which would reduce the level of light pollution and light spillage, which would be experienced and seen in the context of the street lighting associated with the major road network adjacent to the site.

- 6.15 To the north of the site is a terrace of 3 Grade II listed cottages, Brickfield Cottages. These are located approximately 77 metres from the nearest building proposed on site, this being a small pitch maintenance building. The closest floodlight being approximately 106m away and the proposed club house 132 metres. These distances together with the existing outbuilding to the rear of these cottages, within their curtilages and the existing and proposed landscaping is considered to mitigate any substantial harm resulting from the buildings on site.
- 6.16 It is acknowledged that the proposed buildings, footlights, pitch and associated fencing would be visible from the upper storey windows of the listed buildings. However, it is not considered that these views are significant to the setting of these buildings, or understanding their historic context to result in substantial harm.
- 6.17 The level of harm which would result to the setting of these buildings would not be substantial and must be weighed against the community benefits of providing this new facility, which are considered to be significant. The application is therefore not considered to result in an unacceptable impact on the setting of these listed buildings.
- 6.18 Impact on neighbouring residential properties
- 6.19 The site is located to the south-east of properties fronting East Cowes Road and south-west of Brickfield Cottages.
- 6.20 The proposed development would result in some impact on the amenities currently enjoyed by the residents of these properties, mainly when games and training are being undertaken, which generally results in noise from people shouting, whistles etc. That said, games and training would not be likely to occur every day/all day and times of use into the evenings can be controlled by condition. Levels of noise are also different between a match and training session, the latter of which would generate lower levels of noise.
- 6.21 For purposes of comparison Newport Football Club has 4 teams using the ground for matches at St Georges Park; 2 senior teams and 2 youth teams. Matches for the 2 senior teams are every Saturday and almost every other Tuesday evening for mid-week fixtures. The 2 youth teams play on a Sunday and average about 20 to 25 league/cup games a season. The season runs from August through to May. Only the senior teams use the existing St. Georges pitch for training purposes on a Tuesday, Wednesday and Thursday evening each week from around 7pm to 9pm.
- 6.22 Newport Football Club have 21 home games as well as approximately 5 to 8 home cup games for the first team played at St. George's Park over the season. Approximately 10 of those home games and mid-week fixtures will be

played under floodlights. During the winter, Saturday fixtures require the use of floodlights from around 4pm till 5:30pm. This also applies to the reserve side who play between 5 to 8 games throughout the season under floodlights mid-week. There are occasional times when the youth teams play in the evenings mid-week to catch up on fixture backlogs and require the use of floodlights. These are likely to result in around 5 games a season. Newport FC has previously hosted youth (girls) football tournaments and would like to continue with these. They are usually held mid-week under floodlights from approximately 6pm till 10pm. There would be a maximum of 2 tournaments a season.

- 6.23 Brickfield Cottages sit approximately 40 metres from the pitch itself. The closest property on East Cowes Road siting approximately 70 metres away. The club house has been positioned on western side of the pitch, so that the building itself would provide a level of noise attenuation to the properties on East Cowes Road.
- 6.24 The application has been supported by a noise assessment. This assessment compares the background level of noise at the proposed football ground to the average noise level from a proxy football match data sourced elsewhere and correlates the difference between these two levels with an indication of impact. The proxy data was sourced from a Weymouth FC stadium match, with 2000 spectators, a significantly higher level than would be anticipated at the proposed venue, providing a worst case scenario.
- 6.25 The noise assessment concludes that the proposed facility would have a Low Adverse Impact on the properties along East Cowes Road and an Adverse Impact on a house to the north, specifically the garden area. However, it should be noted that the number of spectators used to generate the proxy levels would be far greater than that envisaged on this site and therefore the level of harm would be significantly less, with the impact on Brickfield Cottages being reduced to low adverse with appropriate fencing and landscaping.
- 6.26 The principle of operating sports facilities within close proximity of residential premises is one which environmental health considers can be adequately controlled through the application of appropriate conditions. Environmental Health do not consider that the principle of such a use to be something that should be refused on noise impact grounds. However, the use of reasonable steps should be employed in order to minimise the adverse impact so some conditioning is likely to be appropriate, particularly in relation to the permissible operational timings.
- 6.27 Third parties have raised concerns that the site would not only be used for sporting activities, but the club house would also be used of licenced events, as with the current St. Georges Park. Officers acknowledge that this would be the case, however consider that the impact of this could be adequately dealt

with through the licencing process. Although this could not control the noise associated with people leaving at the end of the evening, when considering the capacity of the venue, the presence of evening entertainment venues to residential properties and the ability of the licence to manage this, officers do not consider a wider use of the site would be harmful.

- 6.28 At present, the club will usually have a function or social event every weekend at St. Georges Park, either on a Friday and Saturday evening. Once or twice a month there may be a function on both Friday and Saturday evenings, and there will be the occasional Sunday evening event. On Wednesday and Thursday evening, the existing clubhouse is open for use by the club's pool teams. The existing clubhouse also hosts one or two events a week during weekdays which include wakes, conferences or meetings for local community groups, businesses or organisations. These events would need to continue to assist with the financial future viability of the club.
- 6.29 Having due regard to the above officers consider that, with appropriate controls, through conditions and licencing, the application would not result in an unacceptable impact on the amenities of neighbouring properties.

Highway Considerations

- 6.30 The development includes for the formation / remodelling of two existing vehicle accesses that serve the site from Whippingham Road and Racecourse respectively. The layout also includes for the retention of an existing vehicle access and the formation of a new pedestrian / cycle access point onto East Cowes Road.
- 6.31 Whippingham Road and Racecourse are both governed by 50mph speed limits at the points in question; with East Cowes Road being covered by a derestricted speed limit. However due to its residential frontage at its southwestern end and cul-de-sac layout, speeds on this part of the highway network are more reflective of a 30mph limit.
- 6.32 The principal onsite road layout is designed to operate as a one-way system with vehicles entering the site from Whippingham Road and exiting via the Racecourse. Due to the level of daily vehicle movements on each of these roads, coupled with the posted speed limits, the two junctions are proposed to be set out to prevent motorists making right turns against the flow of traffic into and out of the site. It has been acknowledged by the applicant that each of these junctions and a proportion of the associated onsite access road will need to be adopted as public highway and covered by traffic regulation orders to ensure that the one-way system may be enforced. It is anticipated that 'No Right Turn' and a 'No Entry' orders will be required on both the Whippingham Road site entrance and the Racecourse exit.

- 6.33 However, while submitted drawings within Appendix A of the accompanying Transport Assessment show an indicative junction arrangement and swept path analysis for large vehicles using the Whippingham Road entrance, on initial assessment Island Roads requested additional design detail with consideration to physically prevent vehicles turning into the site when approaching from the north. No further information has been provided at this time however Officers consider, based on the land falling within the ownership of the applicant, that this could be suitably conditioned. Furthermore, Officers do not consider it is essential that the junction physically restricts this movement, as signage would be appropriate and no different to a one way street.
- 6.34 The Racecourse exit arrangement is designed to prevent / discourage motorists from exiting the site and turning right. The proposed visibility-splay for the Racecourse junction would be reflective of the 50mph speed limit that governs this part of the highway network. The proposed exit is deemed to be compliant subject to Traffic Regulation Orders being secured to prevent this point of access being used as a means of entrance from the public highway and preventing vehicles exiting from turning to the southwest.
- 6.35 The site is served by 5 bus routes within a recognised easy walking distance with stops at Binfield Corner (Racecourse) Route 5, Queens Brickyard (just north of the East Cowes Road / Whippingham Road junction) Route 4 and on Lushington Hill Route 9, to the west of Racecourse Roundabout. While it is acknowledged that subject to a suitable pedestrian / cycle access arrangement being provided pedestrians could use the existing footway on the northern side of East Cowes Road to access the bus stops at Binfield Corner question is raised in respect to the safety of site users seeking to access the bus stops to the east / northeast and those on Whippingham Road. The Technical Note relies on all users accessing the site by bus using the stops at Binfield Corner. It is accepted by Island Roads that based on the walking distance and the need to cross two principal traffic routes passengers approaching from Lushington Hill are likely to alight at Binfield. However, they consider those approaching from East Cowes / Whippingham are likely to seek to access and egress the site utilising the stops at Queens Brickyard. These stops are request stops devoid of any shelters and more importantly lack any associated crossing facilities or footway links. Officers have considered this in detail and, due to the proximity of the pedestrian access to the Binfield Corner stops, the shelters available at these stops and the ability for the site to promote these as the stop for the facility, through promotional material the percentage of people who choose to use the other stops would be limited and would be a personal choice as safer pedestrian links are available.
- 6.36 Concern is also still raised in respect of an existing crossing facility at Binfield Corner when considering the two-way vehicle flows on this part of the highway network. While there may be no recognised pattern of incidents relating to

pedestrians crossing at this location there is currently no principle attractor such as the proposed football club acting as a generator on this part of the highway network. As such it is suggested that an Agreement be entered into to seek an enhancement to the existing pedestrian refuges.

- 6.37 Third party letters have been received raising concerns with regards to the safety of the proposed accesses, the congestion associated with the proposed development and the potential impact on highway safety as a result of the floodlights. Considering each of these points in turn; Officers consider the in/out one way arrangement on site would ensure that the proposal would not have an impact on highway safety, with adequate visibility being achievable to ensure someone can safely enter the flow of traffic. The hours of use of the facility would not likely coincide with peak hours and it is therefore considered that the proposed development would not result in significant additional congestion. There is currently street lighting along the Racecourse. Officers do not consider that, subject to the floodlights being appropriately angled, that there would be any more harm to drivers than street lighting.

Ecology

- 6.38 An Ecological Impact Assessment (Arc, 2017) has been submitted where through extensive survey work ecological features of the site have been determined. Using this information an assessment into the impacts of the development and subsequent mitigation has been made. Dormice, foraging bats, reptiles, badgers, wild birds including barn owls and red squirrels have been recorded on site and so through careful design the proposals aim to avoid habitats of these species and include additional habitat for them. The site is not of high importance for biodiversity and through careful design damaging impacts have been avoided.
- 6.39 A Landscape and Ecological Management Plan (LEMP) should be developed to manage retained non-developed areas and areas of open space to maximise biodiversity. As outlined within the Ecological Impact Assessment it is important that new and enhancement habitat is created prior to the construction of the football ground. This would allow wildlife to disperse and utilise new habitats. A Construction Environment Plan (CEMP) should also be supplied to demonstrate how ecological features would be protected through the development phase. It would also be important that the planted areas and proposed GI is maintained in-perpetuity so as to cause no net loss for biodiversity.
- 6.40 It is noted that the site includes floodlighting and would generate a level of noise, both of which can impact upon protected species. However, it is considered that appropriate conditions can be attached to any permission, if granted, to ensure these floodlights are timer controlled, which would limit the usability of the site outside of these hours.

- 6.41 The proposal would result in the removal of part of the roadside boundary to allow for visibility splays. However, this would be relocated behind the splays to ensure the habitat would not be lost and the screening and character would be preserved.
- 6.42 The application is therefore not considered to have an unacceptable impact on ecology, which could not be appropriately mitigated or conditioned.

Other matters

- 6.43 Concerns have been raised by third parties with regards to potential flooding from both foul and surface water. Officers consider that the site would not generate significant foul waste to impact on capacity and would be subject to connection and the agreement of Southern Water. With regards to surface water, the drainage of the pitch would be vital to the useability of the site and therefore would be significantly improved above the existing greenfield situation. However, a condition is recommended to ensure that the Council agree the final drainage strategy/design.
- 6.44 Comments have also been received suggesting that a 'similar' development was refused in 2005. For clarity, as outlined in section 3 of this report, the 2005 application was for the formation of a trailer park to accommodate 60 freight trailers. Officers do not consider that to be a comparable form of development.

7. Conclusion

- 7.1 Giving due regard and appropriate weight to all material considerations referred to above Officers consider the application would provide a good quality community facility in a sustainable location which would not cause unacceptable harm to the setting of the adjacent listed buildings, the amenities of neighbouring properties or the highway network.

8. Recommendation

- 8.1 Conditional Permission subject to a Section 106 for enhancements to the existing pedestrian refuges on the Racecourse.

9. Statement of Proactive Working

- 9.1 In accordance with paragraphs 186 and 187 of the NPPF, the Isle of Wight Council takes a positive approach to development proposals focused on solutions to secure sustainable developments that improve the economic, social and environmental conditions of the area. Where development proposals are considered to be sustainable, the Council aims to work proactively with applicants in the following way:

- The IWC offers a pre-application advice service
- Updates applicants/agents of any issues that may arise in the processing of their application and, where there is not a principle objection to the proposed development, suggest solutions where possible

In this instance the applicant was provided with pre application advice and updated of any issues after the initial site visit. Revised plans were submitted in respect of the design of the clubhouse and further information on highways, during the course of the application that overcame the Council's concerns.

Conditions/Reasons

- 1 The development hereby permitted shall be begun before the expiration of 3 years from date of this permission.

Reason: To comply with Section 91 of the Town and Country Planning Act 1990.

- 2 The development hereby permitted shall only be carried out in complete accordance with the details shown on the submitted plans;

- Proposed site layout
- Club House - Proposed Elevations
- Maintenance Building - Proposed Floor Plan and Elevations
- Spectator Toilets Building - Proposed Floor Plan and Elevations
- Club House First Floor Plan
- Club House Ground Floor Plan

Reason: For the avoidance of doubt and to ensure the satisfactory implementation of the development in accordance with the aims of policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

- 3 No development shall take place above foundation level until samples of materials to be used in the construction of the external surfaces of the development hereby permitted and details of the fencing have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In the interests of the amenities of the area and to comply with policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

- 4 No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of landscaping, in

accordance with the details shown on Proposed Site Layout and which shall include indications of all existing trees and hedgerows on the land, and details of any to be retained, together with measures for their protection in the course of development. Development shall be carried out in accordance with the approved details.

Reason: To ensure the appearance of the development is satisfactory and to comply with policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

- 5 No development including below ground site clearance works shall take place until the applicant or their agents has secured the implementation of a programme of archaeological works in accordance with a Written Scheme of Investigation which has been agreed in writing by the Local Planning Authority. The works shall be carried out in accordance with the approved details.

Reason: To mitigate the effect of the works associated with the development upon any heritage assets and to ensure that information regarding these heritage assets is preserved by record in accordance with Policy DM11 (Historic and Built Environment) of the Island Plan Core Strategy.

- 6 No development shall take place unless and until:
- A detailed assessment of ground conditions of the land proposed for the replacement playing field land as shown on the Proposed Layout Plan shall be undertaken (including drainage and topography) to identify constraints which could affect playing field quality; and
 - Based on the results of this assessment to be carried out pursuant to (a) above of this condition, a detailed scheme to ensure that the playing fields will be provided to an acceptable quality in line with the FA's Performance Quality Standard (PQS) (including appropriate drainage where necessary) shall be submitted to and approved in writing by the Local Planning Authority.

The works shall be carried out in accordance with the approved scheme within a timescale to be first approved in writing by the Local Planning Authority.

Reason: To ensure that site surveys are undertaken for new or replacement playing fields and that any ground condition constraints can be and are mitigated to ensure provision of an adequate quality playing field and to accord with Policies DM2, DM7, DM13 and DM14 of the Island Plan Core Strategy.

- 7 The playing field shall be used for Outdoor Sport and for no other purpose (including without limitation any other purpose in Class D2 Use Classes Order 2005, or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason: To protect the playing field from loss and/or damage, to maintain the quality of and secure the safe use of sports pitch/es and to accord with Policies DM2, DM7 and DM13 of the Island Plan Core Strategy.

- 8 The playing field/pitch shall be constructed and laid out in accordance with the document 'Planning, Design and Access Statement Racecourse site, Newport Appendix 1. Football Association National Ground Grading - Category D' and Drawing; 'Proposed Site Layout' and with the standards and methodologies set out in the guidance note "Natural Turf for Sport" (Sport England, 2011) and the FA's Performance Quality Standard (PQS).

Reason: To ensure the quality of pitches is satisfactory and to accord with Policies DM2, DM7, DM13 and DM14 of the Island Plan Core Strategy.

- 9 Prior to the bringing into use of the new football ground a Management and Maintenance Scheme for the facility including management responsibilities, a maintenance schedule and a mechanism for review shall be submitted to and approved in writing by the Local Planning Authority. The measures set out in the approved scheme shall be complied with in full, with effect from commencement of use of the football ground.

Reason: To ensure that new facility/ies is capable of being managed and maintained to deliver a [facility] which is fit for purpose, sustainable and to ensure sufficient benefit of the development to sport (National Planning Policy Framework (NPPF) para 74) and to accord with Policies DM2, DM7 and DM13 of the Island Plan Core Strategy.

- 10 The use hereby permitted shall not commence until space has been laid out within the site and drained and surfaced in accordance with the details shown on drawing 'Proposed Site Layout' for 80 cars and bicycles to be parked. The space shall not thereafter be used for any purpose other than that approved in accordance with this condition.

Reason: In the interests of highway safety and to comply with policy DM2 and DM17 of the Island Plan Core Strategy.

- 11 Development shall not begin until details of the design, surfacing and construction of any new roads, footways, accesses and car parking areas, together with details of the means of disposal of surface water drainage therefrom have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: To ensure an adequate standard of highway access and drainage for the proposed dwellings and to comply with Policies DM2 and DM17 of the Island Plan Core Strategy.

12 Development shall not begin until details of the sight lines to be provided at the junction between the access of the proposal and the highway have been submitted to and approved in writing by the Local Planning Authority and the development shall not be occupied until those sight lines have been provided in accordance with the approved details. Nothing that may cause an obstruction to visibility shall at any time be placed or be permitted to remain within the visibility splay shown in the approved sight lines.

Reason: In the interests of highway safety and to comply with policy DM2 of the Island Plan Core Strategy.

13 Development shall not begin until details of the junctions between the proposed ingress and egress and the highway have been approved in writing by the Local Planning Authority; and the building shall not be occupied until these junctions has been constructed in accordance with the approved details.

Reason: To ensure adequate access to the proposed development and to comply with Policy DM2 and DM17 of the Island Plan Core Strategy.

14 The use hereby permitted shall not commence until details of the final design of the floodlighting to be installed have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In the interests of maintaining the amenity value of the area and to comply with policy DM2 of the Island Plan Core Strategy.

15 The use hereby permitted shall not be operational outside the following times:

0800 to 0000 Mondays to Fridays
0800 to 0000 Saturdays
0900 to 2300 Sundays and Bank or Public Holidays

Reason: To protect the amenities of nearby residential properties and to comply with policy DM2 of the Island Plan Core Strategy.

16 Prior to the installation of external lighting of any kind, with the exception of the approved floodlighting details shall be submitted to and approved in writing with the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: In the interests of the amenities of the area and in compliance with policy DM2 of the Island Plan Core Strategy

- 17 Steps, including the installation and use of wheel cleaning facilities in accordance with details to be submitted to and approved in writing by the Local Planning Authority, shall be taken to prevent material being deposited on the highway as a result of any construction operation on the site. Any deposit of material from the site on the highway shall be removed as soon as practicable by the site operator.

Reason: In the interests of highway safety and to prevent mud and dust from getting on the highway and to comply with policy DM2 of the Island Plan Core Strategy.

- 18 No development shall take place until a Construction Environmental Management Plan (CEMP) has been submitted to and approved in writing by the local planning authority. Works associated with the development hereby shall be carried out in accordance with the approved CEMP. The CEMP shall include consideration of but not limited to the following issues:

- The means of access/egress for construction traffic;
- The loading and unloading of plant and materials;
- The storage and handling of plant, materials and wastes;
- Measures to control the emission of dust and dirt during construction;
- Construction working hours;

Reason: In order to ensure that the works are undertaken in an appropriate manner to minimise impact on the amenities of neighbouring uses and to comply with policy DM2 of the Island Plan Core Strategy.

- 19 No development, including site clearance works, shall take place until a Landscape and Ecological Management Plan (LEMP) that is in accordance with the principles outlined in the Environmental Statement has been submitted to and approved in writing by the Local Planning Authority. This shall deal with the treatment of any environmentally sensitive areas and species, detailing how the works will be carried out and how the environment will be protected during the works. Such a scheme shall include details of the following:

- The timing of the works
- Construction methods and lighting controls
- Plans for waste management, maintenance of plant
- A map or plan showing habitat areas to be specifically protected during the works and the means of protection

Development and site clearance works shall be carried out in accordance with the approved LEMP.

Reason: In order to avoid impacts to features of ecological interest and to comply with the requirements of policy DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy. This is a pre-

commencement condition due to the timing at which the agreed LEMP would need to be employed.

- 20 No building shall be occupied until a site wide ecological enhancement plan has been provided, outlining measures for the enhancement of habitats at the site. Development shall be carried out in accordance with the approved details and the approved enhancements shall be carried out prior to the site being bought into use.

Reason: To secure a programme of ecological enhancements and to comply with the requirements of policy DM12 of the Island Plan Core Strategy.

- 21 The floodlights hereby permitted shall only be illuminated/ in operation between the hours of 16:00-22:00 on any day, unless otherwise agreed in writing by the Local Planning Authority. The applicant shall maintain a record of the days and hours during which the floodlights are in use and the associated user group. This record shall be made available for inspection by the Local Planning Authority at reasonable notice.

Reason: To comply with the terms of the application and in the interests of protecting the amenity of adjoining residential properties and to comply with policy DM2 of the Island Plan Core Strategy.

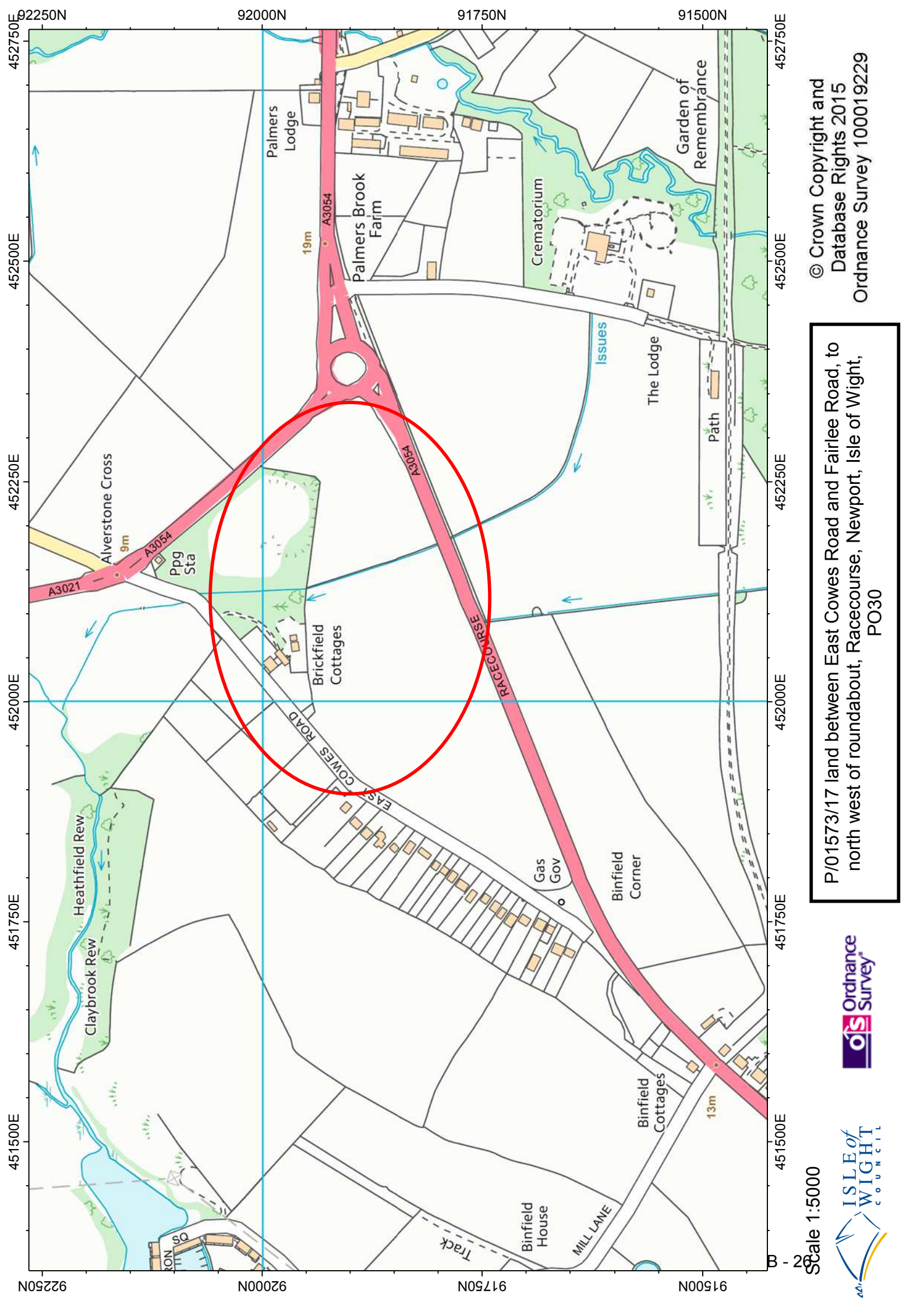
- 22 Construction of the hard surfacing and buildings hereby permitted shall not begin until details of the means of disposal of surface water from the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. The submitted details shall include an assessment of the potential for surface water to be disposed of by means of sustainable drainage systems (SuDS), evidence that any SuDS would have the capacity to accommodate the surface water flows from the development, and details of how any SuDS would be managed and maintained in the future. Evidence shall also be provided to demonstrate that the surface water flow rates from the site after the development would not be greater than the surface water flow rates from the site before the development took place. The approved drainage works shall be carried out and completed before site is bought into use.

Reason: To ensure that the development would make adequate provision for the disposal of surface water and would not increase the rate of surface water flows across the site in accordance with the aims of policies DM2 of the Island Plan Core Strategy.

23. No development shall commence until a Traffic Regulation Order relating to the upgrade of existing pedestrian refuges adjacent to the site on Racecourse and the ingress and egress for the site. All subsequent works associated with the TRO shall be implemented in accordance with a scheme to be submitted to and

approved in writing by the Local Planning Authority prior to the commencement of the development hereby approved.

Reason: In the interests of highway safety and to comply with policy DM2 of the Island Plan Core Strategy.



P/01573/17 land between East Cowes Road and Fairlee Road, to north west of roundabout, Racecourse, Newport, Isle of Wight, PO30

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Scale 1:5000

02 Reference Number: P/01326/17

Description of application: Proposed extension to existing store, new building for retail and visitor use; change of use of existing bungalow to cafe/workshop; parking (revised scheme).

Site Address: Mole Countrystore, Blackwater Road, Newport, Isle of Wight, PO303BG

Applicant: Mr D Willard, Leigh Thomas & Co Ltd

This application is recommended for Refusal of planning permission

REASON FOR COMMITTEE CONSIDERATION

The previous application for this site was determined by the Planning Committee. It was therefore considered appropriate for the revised scheme to be presented.

MAIN CONSIDERATIONS

- Principle, including retail considerations
- Impact on the character of the area
- Highway considerations
- Other matters

1. Location and Site Characteristics

- 1.1. The application site is located on the western side of Blackwater Road, approximately 3km to the south of Newport, and 100 metres from Blackwater Corner junction whereby Blackwater Road meets Blackwater Hollow.
- 1.2 The overall site is approximately 1hectare in size, although the application site is a smaller part and represents an area of 0.51 hectares. The site is bounded to the east by Blackwater Road, to the south by properties known as the Lodge, the Cot, Blackwater House, Applewood House and Fairways. To the north lie South Cottage and Swiss Cottage, while the cycle track denoting the far western boundary.
- 1.3 Within the site are a series of existing structures which are occupied by Mole Valley Farmers which is a retail enterprise stocking a variety of goods linked to countryside activities including living, working and recreation. The site is best

described as an isolated commercial site within a rural location and not a “rural retail centre” as described within the application. The site comprises a commercial activity, which has evolved over-time as a result of incremental changes. There is a car parking and turning area to the frontage of the site.

2. Details of Application

2.1 The application seeks full planning permission for an extension to the existing store, along with the provision of a new building for retail and storage use, and a further change of use of an existing bungalow to provide a café and workshop spaces. The application details the intention for Bayliss & Booth to be relocated to the site to operate alongside the continued and expanded operation for Mole Valley Farmers.

2.2 This application follows the refusal of a similar scheme last year. The proposed revisions to the scheme since that refusal include:

- Enhanced landscaping provision to the road frontage
- Car parking material confirmed as a porous compacted gravel
- Staff car parking designated as grasscrete
- New building re-orientated to follow the profile of the existing main store building on site.
- Elevations/materials of new building amended to reflect extension to Mole, with the Bayliss & Booth element clad in timber
- Eco credentials include: juicing point for electric cars, electric bike hire and recharging points, puncture repair kits to be sold, park and cycle/walk facility added to Blackwater Hollow with parking for 24 and cycle/walking circuits to take in café and PV cells on south facing roofs of development.
- Creation of new external sales area added for plant plots, herbs, specialist garden furniture, with cycle rack added.

2.3 The proposed development would now read as an extension to the existing building, with an overall footprint of approximately 23m x 20m. It would have a maximum ridge height of 8.2m and is shown to be finished in timber/medal cladding under a standing seam metal roof.

2.4 The extension to the existing store would provide an additional 217 sqm of floorspace. The retail unit for Bayliss and Booth would provide 200 sqm at ground floor level, a mezzanine of 97.8 sqm and an outdoor display area measuring approximately 262.5 sqm.

2.5 The proposals would see an existing bungalow (located at the rear of the site) incorporated into the activities proposed for the site through its conversion and attachment (via a glazed link) to the proposed new building. It is not proposed to make any external changes to the bungalow, with the existing floorspace

being converted into a café, staff facilities, workshops and storage in connection with the proposed operation by Bayliss & Booth.

2.6 The proposed scheme now includes an external display and garden centre area to the north of the existing bungalow.

2.7 The submitted plans identify that a total of 49 car parking spaces would be provided for customers to the front of the site and an additional 16 staff spaces, to the side of the existing bungalow. These areas would be served using the existing vehicular access arrangements. The frontage of the site with the Blackwater Road would be remodelled to relocate and improve bus stop facilities and provide a pedestrian access from this point.

3. Relevant History

3.1. P/01606/16: Proposed extension to existing store; new building for retail and storage; change of use of existing bungalow to cafe and workshops was refused in August 2017 on grounds that can be summarised as:

- Did not adequately demonstrate that there are no suitable, available or viable sites within a sequentially preferable location.
- Adverse impact on character and appearance of the area by virtue of the dominance, scale, siting and appearance of the proposed building.
- Unsustainable development, resulting in a use that would be reliant on the private car.

3.2 Although not on the application site a planning application has been submitted on land adjacent to the site for a car park:

P/01450/17: car park to serve cycle way and walking circuit link to Mole Valley store site.

This application is currently being considered by officers and although not considered relevant to the determination of this application it is noted by Officers that it was originally submitted as part of the current application but removed for fee reasons, and submitted as a separate application.

4. Development Plan Policy

National Planning Policy

4.1. National Planning Policy Framework.

- Section 1; Building a strong, competitive economy
- Section 2; Ensuring the vitality of town centres
- Section 3; Supporting a prosperous rural economy
- Section 4; Promoting sustainable transport

- Section 7; Requiring good design.

Local Planning Policy

- 4.2 The Island Plan Core Strategy defines the application site as being within the Wider Rural Area

The following policies are relevant to this application:

- SP1 Spatial Strategy
- SP3 Economy
- SP7 Travel
- DM2 Design Quality for New Development
- DM8 Economic Development
- DM9 Town Centres
- DM10 Rural Service Centres and the Wider Rural Area
- DM12 Landscape, Seascape, Biodiversity and Geodiversity
- DM17 Sustainable Travel

- 4.3 The Guidelines for Parking Provision as Part of New Developments Supplementary Planning Document (SPD) was adopted by the Isle of Wight Council at its Executive meeting on 12 January 2017 and came into force on 23 January 2017.

5. Consultee and Third Party Comments

Internal Consultees

- 5.1 The Highway Engineer on behalf of the Highway Authority has raised no objections to the proposals and recommended conditional permission.
- 5.2 The Council's Tree Officer raises no objections subject to conditions relating to agreement of soft landscaping proposals.
- 5.3 The Council's Environmental Health Officer has identified that there are no concerns regarding contaminated land and the impact on this development.
- 5.4 The Council's Ecology Officer has raised no objection to the application.

External Consultees

- 5.5 The Environment Agency raises no objections to the proposals.

Parish Council Comments

- 5.6 Arreton Parish Council have confirmed that they have no objection to the application in principle but would wish to raise the following concerns:

- Provision of a bus lay-by and a shelter at the bus stop on the store side of the road.
- Requirement for external lighting at existing site must be switched off half an hour after closing time. The proposed 22:00hrs closing time is considerably later than the current 17:30hrs. Raising further considers in respect of noise and lights.
- Conditions on the recent car showroom approval at Blackwater Garage including a closing time of 20:00hrs of internal and external lighting, to protect the amenities of nearby residential properties. The same consideration should be given to this application.

Third Party Representations

5.7 66 letters of support have been received which has raised points that can be summarised as follows:

- Established Island Business
- Expand scope of current retail offer
- Enhance current premises
- Well considered for customers irrespective of their mode of transport
- Value to Island economy
- Would provide all year round employment, education and apprenticeship opportunities.
- Rents and rates too high in Newport
- Need for parking
- Improve run down appearance of the area next to Mole
- Café would make the site more of a locale
- Need to support local business
- Town centre site not correct location for rural lifestyle brand
- Appearance of the building would be an improvement
- Revised car parking would improve traffic flows and movement
- Area is a retail location
- Promotes a full shopping experience
- Not just a shop but a rural retail experience
- Provides sustainable transport links
- Business need to be located out of centre
- Current site is underutilised and unattractive
- Job creation
- Good for local economy
- Positive impact of café
- Divert traffic away from congested roundabout
- Complementary to existing use of site
- Destination would promote more use of the cycle track
- Issues of lighting and access could be dealt with by condition
- Not viable premises cost in town centre

- Showcase for local artisans
- Café would be a positive addition to the cycle track.

5.8 One letter of objection has been received from a local resident raising concerns in respect of:

- External lighting around existing building must be turned off by 18:00hrs to protect the amenities of the area. Bayliss and Booth propose opening hours of 7:00 – 22:00. Their customers would be accessing in the dark.
- Original application sought to allow Bayliss and Booth to expand their business and add a workshop for tutorials etc. Application now seeks diversify and have a garden centre plus electric bile hire business, this is too much.
- A bus lay-by should be constructed
- Before any trees are cut down and written tree survey should be carried out and an environmental/badger survey.
- The applicant has not demonstrated a need for a footpath from site across the field to the nearby cycle track. Would this be suitable for mobility scooters? The field through which the track would run was a landfill site.
- Plans show electric car charging points. Would these be available 24 hours a day? Lighting and security issues are not shown to be in place.

5.9 Cycle Wight welcome the application. Although note that details of cycle parking provision are lacking. They strongly support the provision of a link to the National Cycle Network. The surface of this should be suitable so people could ride bikes or use mobility scooters.

6. **Evaluation**

Principle, including retail considerations

6.1 The application seeks consent for an extension to the existing building to allow for an expansion of the existing operator and a new building to provide for the relocation of Bayliss and Booth, who are currently located within Riverway Industrial Estate. The new building would be connected to the existing bungalow on site, by way of a glazed link. The bungalow would be converted to provide space for a café and workshop.

6.2 Bayliss and Booth were described within the Design and Access Statement submitted with the previous application at this site as *“antiques and interiors specialist retailers, who have found Newport restrictive in terms of availability of suitable (suitably priced) space with customer parking, are also looking for sufficient space to accommodate 220m² (GEA) of flexible, open plan sales area, with additional 113m² of mezzanine storage area and separate rooms to offer selected workshops in home crafts such as upholstery, painting, curtain making etc., café and seating area for refreshments”*.

- 6.3 Policy SP1 sets out the main locations where it is expected that the majority of development will occur over the lifetime of the development plan. For the purposes of SP1 the site is within the Wider Rural Area. Within these areas development proposals will not be supported, unless a specific local need is identified.
- 6.4 Policy DM9 outlines that new retail development will be expected to be located within the Town Centre Boundary before edge-of-centre and out-of-centre sites are considered. Any proposals for retail development which falls outside of the identified town centre boundaries will be assessed on a sequential and impact basis as outlined in national policy. There is no question that the site is out of centre.
- 6.5 In respect of national policy paragraph 24 of the NPPF sets the basis for the sequential test:
- "Local planning authorities should apply a sequential test to planning applications for main town centre uses that are not in an existing centre and are not in accordance with an up-to-date Local Plan. They should require applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered. When considering edge of centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre. Applicants and local planning authorities should demonstrate flexibility on issues such as format and scale."*
- 6.6 Paragraph 27 makes it clear that *"where an application fails to satisfy the sequential test or is likely to have significant adverse impact on one or more of the above factors, it should be refused."*
- 6.7 For applications relating to out of centre sites, the sequential test in the NPPF requires the search process to include all other potential out of centre sites (as well as ones in the sequentially higher categories of "in centre" and "edge of centre'), and a comparative assessment of all such out of centre sites, to identify whether any such sites should be "preferred" on the basis of better accessibility or connectivity to the Primary Shopping Area.
- 6.8 In applying the Sequential Test (as per paragraph 24 of the NPPF and the requirements of DM9 of the Island Plan), a key concept is the definition of the "primary shopping area". This concept is a key ingredient of the NPPF's approach to defining "edge of centre" sites and so by implication the extent of the "centre" and the location of "out of centre" sites. The Local Planning Authority has previously accepted that the Core Strategy does not define a 'Primary Shopping Area'. A judgement therefore has to be made, having regard to the practical position on the ground as well as to other relevant factors, in order to assess the extent of the 'primary shopping area'.

- 6.9 The approach in the NPPF to determine the sequential status of sites starts with the "primary shopping area". For retail development, "well connected" sites within 300 metres distance of the "primary shopping area" are "edge of centre" sites and sites further away (or sites that are not well connected) are "out of centre" sites.
- 6.10 It is clear from the NPPF that a "primary shopping area" is where retail development is concentrated and will include both "primary and those secondary frontages which are adjoining and closely related to the primary shopping frontages". The Local Planning Authority has previously accepted that this is likely to be more extensive than the defined "primary retail frontages" of the Core Strategy because the NPPF definition also takes account of connected secondary frontages.
- 6.11 Having assessed the particular characteristics of Newport, and the position of no continuous retail frontages it is considered by officers that the boundary is defined by Crocker Street to the north (between lower St. James Street and Holyrood Road), Holyrood Street to the east, the bus station to the south and Mill Street to the west. This area is considered to represent a suitable proxy for the outer limits of the "primary shopping area", and this is therefore used as the starting position in relation to the examination in relation to compliance with the NPPF.
- 6.12 The application has been supported by a sequential test. However, this is considered to be flawed and insufficient to justify the proposals. Officers are not satisfied that the assessment has included all available premises, does not demonstrate sufficient flexibility, as required by paragraph 24 of the NPPF, including a consideration of disaggregation of the uses, especially the workshops and retail elements. It is also not clear why the store requires free car parking, especially considering the submission suggests customers will utilise the cycle track to access the use in the proposed location. If car parking is considered to be such an essential factor it is also questionable why public transport access is also essential. Officers do not consider cost associated with sale or rental values is sufficient as a sole discounting factor. The incorporation of a 'garden centre' element and external display area in this revised scheme is not considered to be sufficient to justify an out of centre location. No details have been provided to suggest that the flowers/herbs etc. would be grown on site, requiring the associated outdoor space, the product therefore being a retail product for sale, much like any other site.
- 6.13 The updated sequential assessment continues to state that the business requires a 'Central Island Location (Newport area)'. This need remains unclear. Thirty letters of support have been received during this planning application and many of these were from existing customers, supporting the expansion of the business. The comments show that these customers come from across the Island including Ventnor, Yarmouth, Brighthstone, Cowes,

Newport and Ryde. As such it would appear that current customers travel to the site from a range of locations on the Island. Officers therefore consider the catchment area should be Islandwide. It is therefore questionable why the store needs to be located in the Newport area (central Island location). That said the updated assessment has considered sites outside of Newport but these do not logically and systemically consider each Town, and available retail units inside and on the edge of the centres but general Islandwide out of centre locations.

- 6.14 In light of the above and the lack of flexibility in respect of user requirements, disaggregation and location, officers are not satisfied that the sequential test has been undertaken appropriately or passed and consider that on this basis the application should therefore be refused.
- 6.15 Irrespective of the above concerns the proposed development is also considered to be contrary to SP1, as no justification has been provided for the need for the proposed development to be located in the Wider Rural Area. The Design and Access Statement for the previous submission stated that the site is “Sparsely populated and completely rural with an emphasis on agriculture, there are large fields and few trees in this area except in the river valleys.” Although this appears to have been removed from the revised statement the description of the area is considered to still be relevant. Given the nature of the proposed development, the proposed use is not considered to require a rural location. Furthermore, the existing use of the site is historic and not a within a location that unjustified retail development would be supported today or supported for intensification. The existing retail use of the site is occupied by Mole Valley Farmers who stock a range of countryside and rural products, ranging from farming and equine supplies.” This specialist retail use can be justified in a rural location. Officers acknowledge that the revised application now includes a garden centre element and cycle hire however, these additions and enhanced environmental accreditations are not considered to justify the need for an antique and interiors retailer to specifically require a rural location.
- 6.16 Officers acknowledge that the proposed development has been referred to as a ‘Rural Living Centre’ which suggests it would go beyond retail, due to the proposed craft workshops and intention to host events to promote local artisans/artists and craftsman. The primary use of the premises would remain retail. Officers do not accept that this is a suitable justification as to why the use would need to be situated in this rural location.
- 6.17 Although much has been made of the end user of the proposed new building, being Bayliss and Booth, as their needs have to be taken into consideration through the sequential test, it should be noted that the proposal is in essence an application for a retail unit, café and workshop space. Should members seek to approve the application, it would be unreasonable to restrict the use of the resultant premises to the specific end users and knowing the nature of the

products sold. Furthermore officers do not consider that the sequential test has been passed. Therefore, should permission be granted it would result in an unrestricted retail unit in a rural location, which is considered to be unacceptable. Therefore little weight should be attributed to the name of the operator or the success of their business.

- 6.18 The application includes for an extension to the existing store. The principle of expanding the existing business on site is not unacceptable in planning terms, as this is not subject to the same tests as a new retail premises. However, officers would raise concerns that there are already a number of buildings on site which have been utilised for the business and have not received any information in respect of the need for this element of the scheme. The impact of this element of the scheme could be balanced against a justification for the need for the extension. This has not however been submitted therefore officers would raise concerns with regard to the further expansion of the retail use of this site by way of a large extension.

Impact on the character of the area

- 6.19 Policy SP5 of the Island Plan supports proposals that protect, conserve and / or enhance the Island's natural environment and protect the integrity of international, national, and local designations. In addition, policy DM2 requires development proposals to have regard to existing constraints such as adjacent buildings, topography, views and other features that significantly contribute to the character of the area and complement the character of the surrounding area.
- 6.20 The application site is located within a rural area, which forms part of the wide plateau of farmland either side of the River Medina. Land to the east of the site begins to rise towards St Georges Down and is characterised by increasingly steep areas of down land. To the west of the site the land is more level, with a gradual slope down to the River Medina, which is 120m west of the application site. This area is characterised by a mix of pasture and arable farmland that is enclosed by established hedgerows and areas of woodland.
- 6.21 The application site is located within an area that comprises loosely laid out development with houses immediately to the south of the site and further housing a greater distance to the north. The site itself includes two existing larger shed style retail buildings and a brick built run of buildings along the southern boundary that includes a further retail element. These buildings are set back from the road with a parking area to the front.
- 6.22 The submitted plans show that the proposed extension to the existing building would be extensive and effectively double the length of the front and rear elevations of the building. That said the revised design shows that the proposed building would simply elongate the existing Mole Valley building.

This together with the mix of materials proposed is considered to result in an extension that would now not result in an unacceptable impact on the rural character of the area.

- 6.23 Concerns previously raised in respect of the car park have been largely overcome through the confirmation of the surface, which would be bound gravel and the incorporation of additional landscaping to the main road.

Highway considerations

- 6.24 The existing site benefits from an established vehicular access from the A3020 (Blackwater Road) which is a classified road forming part of the Island's strategic network. The road immediately outside the site forms part of the 40mph restriction. There is also a right-hand turn lane serving the site, and there is a bus-stop adjacent to it.
- 6.25 The proposed development would continue to utilise the existing access to the site, although the frontage of the premises would also be remodelled to improve visibility and the bus-stop facilities along with further improvements to pedestrian connectivity.
- 6.26 The Highway Engineer from Island Roads has recommended conditional permission. The Engineer has identified that the proposals would see an improvement to the visibility of the access as a result of the repositioning of a telegraph pole which presently sits within the required splays. The junction design and parking arrangements would meet the required standards and would be sufficient to allow vehicles to enter and exit the site in forward gear. It is accepted that there would be an increase in vehicle movements, but this would be less than a 1% increase on the existing traffic using this part of the network and thus would not result in a significant impact.
- 6.27 The proposals would also result in a level of parking which is considered in line with the requirements of the adopted SPD.
- 6.28 The proposals would secure improvements to the bus-stop facilities, which would include providing refuge areas and provision of formalised shelters. These improvements would require a S278/38 agreement as well as being secured by conditions. Appropriate pedestrian improvements to connect the site to these facilities would also be secured.
- 6.29 Based on the above, the proposals are considered to be appropriate in respect of highway safety.

- 6.30 Concerns had previously been raised in respect of the sustainability of the site and a lack of connectivity to the nearby Newport to Sandown cycle track. As a result, the application now includes for an access track, which would run to the rear of the existing site building along the rear of the adjacent residential properties to an existing access close to the cycle track. This is not considered to represent a significant enhancement to wider pedestrian or cycle connectivity. The route could not be used outside of daytime hours. Furthermore, the submitted plans do not show any on site cycle parking, raising questions about how many people would actually utilise this link, or access the site by cycling. General pedestrian connectivity is limited by virtue of the heavily trafficked nature of the surrounding highways and lack of footpaths. Officers would advise that this further reinforces concerns regarding the suitability of the site for an increased level of commercial activity. The positive comments on the application and the supporting information within the proposal, identifies the potential for increased “passing trade” and the potential for the site to become a destination. Officers would argue therefore that in the absence of appropriate forms of alternative connection including pedestrian routes and cycleways, there must be a question as to whether this is an appropriate use within this location. This is not solely a matter of connective but walking distance. In short, whilst the site would be accessible by alternative means, including bus users, the site would be heavily reliant upon access via the private car, and therefore concerns relating to general sustainability are raised.
- 6.31 It should be noted that Paragraph 24 of the NPPF states that *“When considering edge of centre and out of centre proposals, preference should be given to accessible sites that are well connected to the town centre.”* Moreover, in compliance with the NPPF, the Island Plan requires development to be located within sustainable locations. It is considered that the application site is not within a sustainable location, given its lack of transport links and the reliance on car travel.
- 6.32 Officers consider that given the above, this proposal is not suitable or appropriate for this location, and would fail to comply with the objectives of policies SP1 (Spatial Strategy) and DM17 (Sustainable Travel) and paragraph 24 of the NPPF.

Other comments

- 6.33 The application would result in the loss of a row of trees, which currently sit adjacent to the buildings at the site and provide a clear distinction between the built form and the fields beyond. However, due to these trees being conifers and the ease by which these could be re-established their loss is not considered to be unacceptable in principle.

6.34 Comments have been received raising concerns with regards to the proposed opening hours for the resultant retail use, which are proposed as 7am – 10pm. The concerns relate to both associated noise disturbance and light pollution. The existing store closes at 5.30pm, with all lighting having to be turned off half an hour later. Officers share these concerns and do not consider it would be appropriate for a store in such a rural location to be open until 10pm. However, as the application is being recommended for refusal on other matters it is not considered necessary to also refuse on this ground, which could be negotiated or conditioned.

6.35 Objections also reference the need for ecological surveys which officers consider could be dealt with by condition or additional information, were the application to be approved and would therefore not reasonably form a reason for refusal.

7. Conclusion

7.1 Having given due regard and appropriate weight to all material consideration and relevant policies officers do not consider that the application can be supported, as it fails the sequential test and would result in unsustainable development in a rural area, which does not require such a rural location, contrary to policies SP1 and DM9 of the Core Strategy.

8. Recommendation

8.1 Refusal.

9. Statement of Proactive Working

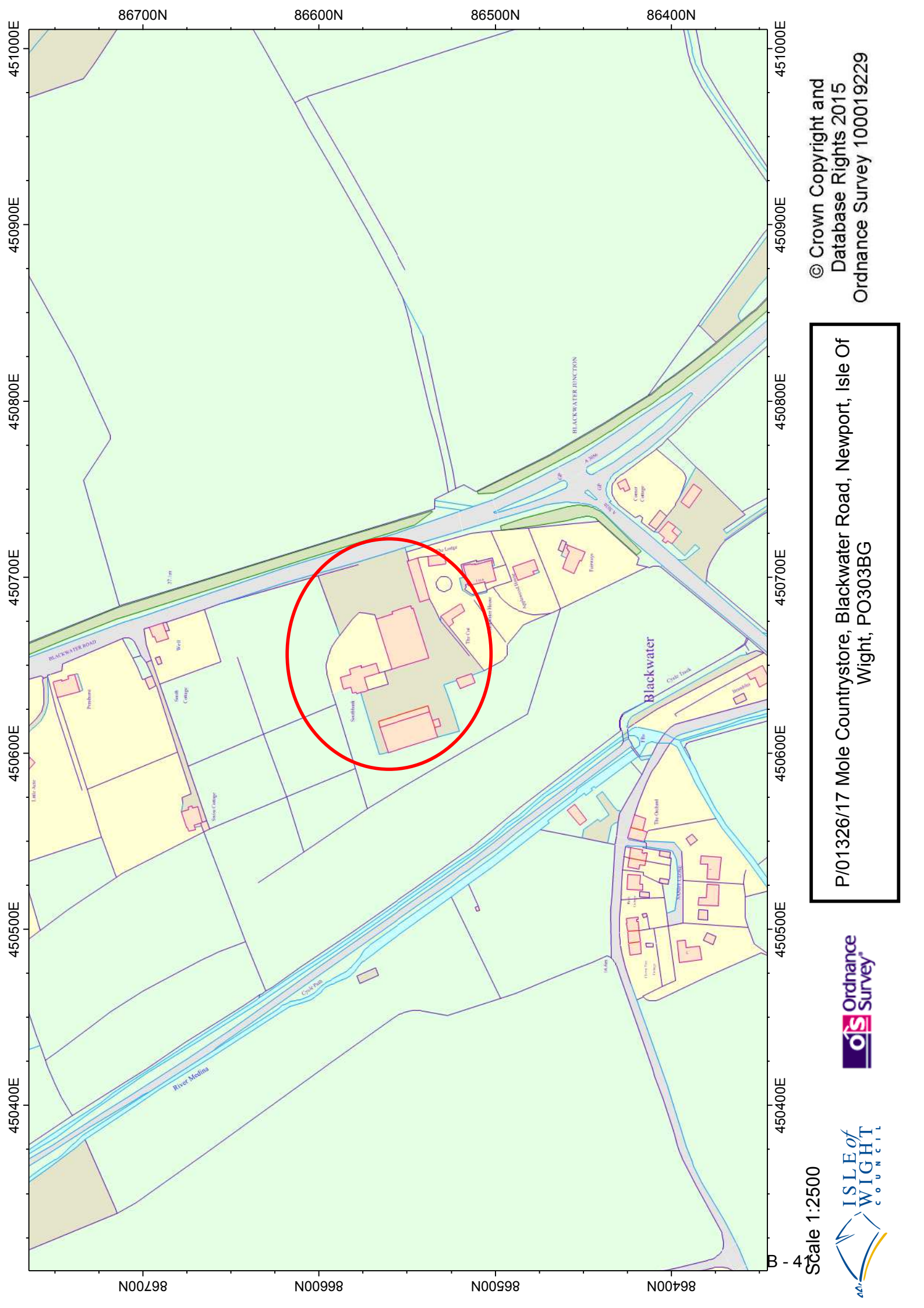
9.1 In accordance with paragraphs 186 and 187 of the NPPF, the Isle of Wight Council takes a positive approach to development proposals focused on solutions to secure sustainable developments that improve the economic, social and environmental conditions of the area in the following way:

- The IWC offers a pre-application advice service
- Updates applicants/agents of any issues that may arise in the processing of their application and suggest solutions where possible

In this instance the applicant was updated of any issues after the initial site visit and through the course of the determination process but the application was considered to be an unsustainable form of development and unfortunately these issues could not be resolved.

Conditions/Reasons

1. The application does not adequately demonstrate that there are no suitable, available or viable sites within a sequentially preferable location which could accommodate the proposed development, which is located on an out of centre site. In the absence of this the application would fail the sequential test contrary to the requirements of Policy DM9 (Town Centres) and Section 2 (Ensuring the Viability of Town Centres) of the National Planning Policy Framework.
2. The Island Plan Core Strategy identifies the application site as being situated outside the defined settlement boundaries and thus falls within the Wider Rural Area. The proposed development would result in retail development situated outside of a settlement boundary, away from services and facilities which would result in an unsustainable form of development. The site would result in a use that would be reliant on access by private car. The local need put forward is insufficient to outweigh the concerns regarding the principle of the development. Thus the scheme would result in a form of development that would fail to comply with the principles of sustainable development as required by the established planning policy framework. The principle of the scheme is therefore considered contrary to Policies SP1 (Spatial Strategy) and DM17 (Sustainable Travel) of the Island Plan Core Strategy and the National Planning Policy Framework (NPPF).



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