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Agenda

Name of meeting	PLANNING COMMITTEE
Date	TUESDAY 25 OCTOBER 2022
Time	4.00 PM
Venue	COUNCIL CHAMBER, COUNTY HALL, NEWPORT, ISLE OF WIGHT
Members of the Committee	Cllrs J Medland (Chairman), W Drew (Vice-Chairman), D Adams, D Andre, G Brodie, V Churchman, C Critchison, C Jarman, M Oliver, M Price, C Quirk, P Spink and G Alldred
	Democratic Services Officer: Marie Bartlett democratic.services@iow.gov.uk

1. **Apologies and Changes in Membership (if any)**

To note any changes in membership of the Committee made in accordance with Part 4B paragraph 5 of the Constitution.

2. **Minutes** (Pages 3 - 8)

To confirm as a true record the Minutes of the meeting held on 26 July 2022.

3. **Declarations of Interest**

To invite Members to declare any interest they might have in the matters on the agenda.



Details of this and other Council committee meetings can be viewed on the Isle of Wight Council's Committee [website](#). This information may be available in alternative formats on request. Please note the meeting will be audio recorded and the recording will be placed on the website (except any part of the meeting from which the press and public are excluded). Young people are welcome to attend Council meetings however parents/carers should be aware that the public gallery is not a supervised area.

4. **Public Question Time - 15 Minutes Maximum**

Questions are restricted to matters not on the agenda. Questions may be asked without notice but to guarantee a full reply at the meeting, a question must be put including the name and address of the questioner by delivery in writing or by electronic mail to Democratic Services at democratic.services@iow.gov.uk no later than two clear working days before the start of the meeting. Normally, Planning Committee is held on a Tuesday, therefore the deadline for written questions will be Thursday, 20 October 2022.

5. **Report of the Strategic Manager for Planning and Infrastructure** (Pages 9 - 110)

Planning applications and related matters.

6. **Members' Question Time**

To guarantee a reply to a question, a question must be submitted in writing or by electronic mail to democratic.services@iow.gov.uk no later than 4.00pm on Friday, 21 October 2022. A question may be asked at the meeting without prior notice but in these circumstances there is no guarantee that a full reply will be given at the meeting.

CHRISTOPHER POTTER
Monitoring Officer
Monday, 17 October 2022



Minutes

Name of meeting	PLANNING COMMITTEE
Date and Time	TUESDAY 26 JULY 2022 COMMENCING AT 4.00 PM
Venue	COUNCIL CHAMBER, COUNTY HALL, NEWPORT, ISLE OF WIGHT
Present	Cllrs J Medland (Chairman), D Adams, D Andre, G Brodie, V Churchman, C Critchison, C Jarman, M Oliver, M Price, C Quirk and P Spink
Co-opted	G Alldred (IWALC)
Also Present	Oliver Boulter, Russell Chick, Ben Gard, Jodie Gibson, Neil Troughton (Island Roads), Sarah Wilkinson and Marie Bartlett
Apologies	Cllr W Drew

6. Minutes

RESOLVED:

THAT the minutes of the meeting held on 21 June 2022 be approved subject to the following addition:

Planning Committee was advised by planning officers that the definition of affordable housing in the NPPF namely 80% of market value could not be altered to allow greater discount as the island planning strategy 2012 did not provide the tools for this to be carried out.

7. Declarations of Interest

Councillor Oliver declared an interest in minute number 9 (22/00491/RVC Marks and Spencer Plc, Church Litten, Newport) as he lived on Medina Avenue where the application site was.

Councillor Alldred declared an interest in minute number 9 (21/00684/FUL Land at Lee Farm, main Road, Wellow) as he was a friend of the applicant, he would therefore leave the room for that item.

In relation to minute number 9 (21/00684/FUL Land at Lee Farm, main Road, Wellow) the chairman noted that he and other members of the committee knew the applicant.

Councillor Spink declared an interest in minute number 9 (21/00684/FUL Land at Lee Farm, main Road, Wellow) as he was predetermined and would therefore leave the room for that item.

8. Public Question Time - 15 Minutes Maximum

There were no public questions submitted.

9. Report of the Strategic Manager for Planning and Infrastructure

Prior to the start of the applications Councillor Spink requested to speak on the item relating to Lee Farm, he had been advised that the Council's Constitution was specific in not allowing public speaking on an item that had already been before the Planning Committee. The Chairman advised that any member present could be invited to speak.

Consideration was given to items 1 - 2 of the report of the Strategic Manager for Planning and Infrastructure Delivery.

A schedule of additional representations received after the printing of the report were submitted at the beginning of the meeting and were drawn to the attention of the Councillors when considering the application. A note is made to that effect in the minutes.

Application:

22/00491/RVC

Details:

Variation of condition 11 on TCP/18797/G to allow alterations to delivery times to include earlier delivery time of 8am on Sundays and Bank Holidays

Marks and Spencer Plc, Church Litten, Newport

Public Participants:

Mr Graham Drudge (Objector)

Ms Vix Lowthion (on behalf of Newport and Carisbrooke Community Council)

Additional Representations:

A letter had been received by the Local Planning Authority from a resident advising that the properties located to the south of the application site front onto Medina Avenue not St Georges Approach.

Comment:

The Committee asked for clarification on the application address listed on the application, Officers advised that they were satisfied with the address of the application site, it was noted that the postal address to the delivery site was off St Georges Approach.

Councillor Julie Jones-Evans spoke as Local Councillor against the application.

Officers confirmed that enforcement were looking into breaches of current conditions, however that would be done as a separate matter and not part of the

consideration for the application before the Committee. They were also advised that this application would not seek to change the current conditions other than the condition being sought to vary.

The Committee asked what had changed to vary the condition since the last application had been refused in January 2022. Officers advised that the previous application was to change the delivery times for more than that applied for in this application.

The Committee considered the noise impact on local residents and noted the comments made by environmental health.

Decision:

A proposal to refuse the application based on the adverse effect on the local residents was made and duly seconded.

In accordance with the Council's Constitution a named vote was taken the result of which was:

For (9)

Cllrs David Adams, Debbie Andre, Geoff Brodie, Vanessa Churchman, Claire Critchison, Chris Jarman, Martin Oliver, Matthew Price, Peter Spink

Against (1)

Cllr Chris Quirk

RESOLVED

THAT the application be refused due to the adverse effect on the local residents.

Application:

21/00684/FUL

Details:

Demolition of barns and storage buildings; proposed construction of 16 dwellings and use of existing holiday bungalow as permanent dwelling; access road, garage/car ports, parking and associated landscaping

Land at Lee Farm, Main Road, Wellow

Additional Representations:

Officers had discussed the alteration with the applicant and reassured the Committee that the development would make the affordable housing contribution at the earliest opportunity and has agreed that this would be made prior to the commencement of the development which would be included in the legal agreement.

Comment:

The chairman invited Councillor Spink to speak as a member. Councillor Spink advised the Chairman that he would not accept the invitation to speak as he believed that it was unfair that the applicant had not been given the same opportunity.

Councillor Spink left the room.

Officers advised that the applicant had been unable get any developer interest in buying the site due to the wording of the legal agreement the increasing costs of materials and the potential risks associated with developing previously developed land. A range of experts had provided advice regarding the site, and advised that developers were looking at developments which would present the least amount of risk. To overcome these issues the applicant requested the leverage clause was removed from the legal agreement and for the affordable housing contribution to be fixed at £80,000.

The Committee asked why the payment had not been requested at the point of sale to the developer and they felt it was sensible to tie the contribution to completion of sale. Officers advised that any contribution should be reasonable and as the developer may request to make changes to the current scheme, it was seen to be reasonable to request the payment prior to commencement of the site.

The Committee were concerned that without the leverage clause Local Authority could be losing out on money towards affordable housing by agreeing the amount at this stage. Officers advised the Committee that the legal agreement, as currently drafted, made the sale of the site unviable.

Concern was raised regarding that historically legal agreements took time to sign and asked if a condition could be in place to ensure the agreement was signed in an appropriate timescale. Planning officers advised that a time limit could be stipulated however it took time for the Local Authority to produce the agreement, so an appropriate timescale needed to be considered. The Committee was also advised that the Planning Permission would not be issued until the agreement was signed. The legal officer advised that if the landowner refused to sign, the application could be reconsidered by the Committee. It was advised that the contribution would be linked to the market index to safeguard any increase.

A proposal was put forward to approve the application with the affordable housing contribution being paid at the time officers believed would be most appropriate, and the proposal was seconded.

Decision:

The Committee had taken into consideration and agreed with the reasons for the recommendation as set out under the paragraph entitled Justification for Recommendation of the report and resolved:

THAT the application be approved subject to the inclusion of the following:

- Legal agreement to be signed within six months of the date of decision, if not signed then a report be brought back to the Planning Committee
- That the contribution be index linked
- That the contribution be made to the Local Planning Authority within 3 months of the land being sold or commencement of the development whichever is the first.

10. **Members' Question Time**

Cllr Brodie submitted a written question (MQ 16/22) regarding the decision made by the Planning Committee on 1 March 2022 to establish a cross-party working group.

Councillor Brodie asked a supplementary question regarding the constitution update now being considered by the Audit Committee, the review of the Code of Practice for Planning Matters needed to be undertaken as soon as possible as highlighted in the peer review recently undertaken.

The frustration of the Committee was recognised, and they were keen to move forward with this piece of work. The Cabinet Member for Planning and Enforcement would liaise with the Chairman of the Audit Committee to move this on as quickly as possible. The Committee expressed a view that they would like to see the working group to move forward and progress the review.

Councillor Spink withdrew his submitted question to try and resolve the matter raised outside of the meeting.

CHAIRMAN

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ISLE OF WIGHT COUNCIL PLANNING COMMITTEE - TUESDAY, 25 OCTOBER 2022

REPORT OF THE STRATEGIC MANAGER FOR PLANNING AND INFRASTRUCTURE

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.

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1	<p>22/01239/FUL</p> <p>Ryde Esplanade Railway Station, Esplanade, Ryde.</p> <p>Demolition of public toilets; Proposed alterations and refurbishment of existing station buildings to include new public toilets, café and pedestrian link to pier</p>	<p>Parish: Ryde</p> <p>Ward: Ryde North West</p>	<p>Conditional Permission</p>
2	<p>20/01872/FUL</p> <p>Land Adjacent 12 Tennyson View, Elm Lane, Calbourne.</p> <p>Construction of 12 dwellings and formation of vehicular access off Elm Lane</p>	<p>Parish: Calbourne Newtown and Porchfield</p> <p>Ward: West Wight</p>	<p>Refusal</p>
3	<p>22/00629/OUT</p> <p>Land West of 40 - 48 & 37 To 47 Broadwood Lane 17 & 24 Forest Hills 2-20 & 28 - 36, Arthur Moody Drive, Carisbrooke.</p> <p>Outline for residential development comprising 113 dwellings, access from Arthur Moody Drive and Ash Lane, roads, footways, landscaping, open space and upgrading of footpath N151 to allow shared pedestrian/cycle use (revised scheme)</p>	<p>Parish: Newport and Carisbrooke Community Council</p> <p>Ward: Carisbrooke and Gunville</p>	<p>Conditional Permission</p>
4	<p>22/00631/FUL</p> <p>Land West of 40 - 48 & 37 To 47 Broadwood Lane 17 & 24 Forest Hills 2-20 & 28 - 36, Arthur Moody Drive, Carisbrooke.</p> <p>Proposed 2 detached house with</p>	<p>Parish: Newport and Carisbrooke Community Council</p> <p>Ward: Carisbrooke And Gunville</p>	<p>Conditional Permission</p>

garage; 17 pairs of semi detached houses (36 Dwellings in total); with access from Forest Hills, Arthur Moody Drive and Ash Lane; associated roads, footways, landscaping, open space and 2 dry ponds (Phase 1)(revised scheme)



Purpose: For Decision

Planning Committee Report

Report of	STRATEGIC MANAGER FOR PLANNING AND INFRASTRUCTURE DELIVERY
Date	25 OCTOBER 2022
Application Reference	<u>22/01239/FUL</u>
Application type	Full
Application Description	Proposed alterations and refurbishment of existing station buildings to include refurbished public toilets, café, and pedestrian link to pier
Site address	Ryde Esplanade Railway Station, Esplanade, Ryde, PO33 2HE
Parish	Ryde
Ward Councillor	Cllr Phil Jordan
Applicant	Isle of Wight Council
Planning Officer	Stuart Van-Cuylenburg

Reason for Planning Committee consideration	The Strategic Manager has directed the application to the Planning Committee as it is considered that the application is for Council purposes
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Recommendation	Conditional permission
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Main considerations

- Design
- Impact on the significance and setting of heritage assets, including the grade II listed Pier, grade II listed buildings along the Esplanade, and the Ryde Conservation Area
- Impact on Ecology and Solent Special Protection Area
- Highway considerations

1 Recommendation

1.1 Conditional permission subject to planning conditions covering the following matters:

- Construction Environment Management Plan
- Timing of demolition works outside of bird breeding season (01 April to 31 August inclusive), unless supervised by suitably qualified ecologist
- External Materials to be used

2 Location and Site Characteristics

2.1 The application relates to Ryde Esplanade Station located on the northern side of Ryde Esplanade, adjacent Ryde Pier (grade II listed) to the north. The site is bounded to the north by the existing sea wall and pier, Western Gardens and the existing pier access to the west, and the railway line and bus station to the north, east and south. Along the south side of the Esplanade (A3055), the main built-up

frontage of Ryde Esplanade consists of terrace buildings of three or four storeys, dating from the Regency/Victorian periods, most of which are grade II listed, many with commercial uses at ground floor level.

2.2 The existing station comprises four separate single storey building blocks under a series of connected pitched and flat roofs, as well as a covered way (concourse) providing a link through the station to existing rail and bus services. These buildings provide a range of office, staff, public information and waiting facilities, retail and café concessions, storage, and public toilets (currently closed). The site includes the covered waiting area adjacent to the bus station at the southern end of the station.

2.3 The site is located within Ryde Conservation Area, Flood Zones 1 and 2, and adjacent Ryde Sands and Wootton Creek SSSI, and the Solent and Southampton Water SPA/Ramsar.

3 Details of Application

3.1 The application seeks permission for external alterations to the existing station buildings as part of the station refurbishment to be undertaken in conjunction with the wider Department for Transport (DfT) funded Ryde Interchange Project. This project seeks to improve travel connectivity and enhance sustainable transport at Ryde gateway, to include enhanced facilities for pedestrians, cyclists, and public transport users. Whilst the plans do show modification of the interior spaces and layout of the station, these works and use of those spaces do not require planning permission as they would relate to internal works and would not result in any material change in use of the station buildings.

3.2 As part of the internal refurbishment, the existing toilets would be brought back into use as public toilets to replace the public toilets recently lost on the Esplanade to facilitate the highway realignment works. Internally, facilitated by the proposed exterior alterations to the building, the existing circulation space within the station would be extended northwards to connect with the tram pier. Again, these internal works do not require planning permission from the Council. The tram pier is to be refurbished as part of the wider project to provide a dedicated pedestrian route to Ryde Pier Head and consent for this is already in place.

3.3 As shown on the location plan, the station consists of four separate blocks. The proposed works would involve removal of the western/southwestern facades of the western part of the northern most block, as well as the western part of the north façade of this block. The works would also see alteration and extension of the roofs in these areas, as well as a new southwestern glazed entrance feature. Externally these works would see:

- Replacement of the western façade with low masonry walls, with planters behind, aluminium glazing, fascias and café louvre system for ventilation
- Small extension at the north end of the building
- Roof modifications - minor roof extension at the north end (part of small extension), and provision of a low-pitched rolled lead-effect roof over the existing flat roof area where the enlarge café is proposed
- Provision of a new glazed entrance feature (where the existing southwest entrance is) that would project above roof level – this would incorporate

- new signage and a low-pitched rolled lead-effect hipped roof
- The existing projecting flat roof canopy at the southwestern end of the building, outside the existing entrance would be part removed and cut back to the proposed new glazed entrance. An existing column supporting this canopy would be removed
- At the north end, the building would be left largely open to provide direct access through the station to/from the tram pier – exterior overhead signage would also be provided here.

The roof apex of the new glazed entrance feature would project about 0.5m above the height of the highest part of the roof of the existing station building. Other roof alterations proposed would not be higher than the overall roof height of the station.

- 3.4** These exterior alterations, in conjunction with the internal works, would provide for a larger and enhanced café concession at the southwestern end of the building, an enhanced southwestern entrance, and a covered way connecting the station to the tram pier.
- 3.5** The proposed works would also see a number of other minor alterations to the fenestration of the station buildings. Externally no works are proposed trackside.

4 Relevant History

4.1 Ryde Esplanade Station

P/00123/16: Demolition of part of canopy; proposed fascia board: granted 11/03/16

4.2 Ryde Esplanade – Western Gardens

22/00448/FUL: Proposed temporary public conveniences: 27/04/22.

21/02431/FUL: Proposed relevant demolition of [café and toilets] building: granted 04/03/22.

4.3 Ryde Pier

22/01287/LBC: Listed building consent for strengthening and repair works to Zone 4 of Ryde Railway Pier: current application.

22/00235/LBC: Listed building consent for construction of new pedestrian access/pathway: granted 25/03/22.

5 Development Plan Policy

National Planning Policy

- 5.1** At the heart of the NPPF (2021) is a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with the development plan without delay, or where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless any adverse impacts of doing so would significantly or demonstrably

outweigh the benefits or specific policies in the NPPF indicate development should be restricted.

5.2 Paragraph 8 sets out the three overarching objectives to achieving sustainable development. These being:

“a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and

c) **an environmental objective** – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.”

5.3 Paragraph 9 clarifies that “These objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.”

5.4 Paragraph 10 sets out that; “so that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.”

5.5 Section 16 of the NPPF covers conserving and enhancing the historic environment, and looks specifically at proposals affecting heritage assets and considering potential impacts.

5.6 Paragraph 200 states that “Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;

b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional”.

5.7 It then goes on to say in paragraph 201:

Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

5.8 Paragraph 202 then establishes “Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use”.

Local Planning Policy

5.9 The Island Plan Core Strategy identifies the application site as being located within the Ryde Key Regeneration Area but outside of its defined settlement boundary. The following policies are considered to be relevant to this application:

- SP1 Spatial Strategy
- SP5 Environment
- SP7 Travel
- DM2 Design Quality for New Development
- DM11 Historic and Built Environment
- DM12 Landscape, Seascape, Biodiversity and Geodiversity
- DM14 Flood Risk
- DM17 Sustainable Travel

Neighbourhood Planning Policy

5.10 There is no neighbourhood plan in place covering this application.

Relevant Supplementary Planning Documents (SPDs) and other planning guidance

- 5.11**
- Isle of Wight Regeneration Strategy 2019-2030
 - Ryde Conservation Area Character Appraisal

6. Consultee and Third Party Comments

Internal Consultees

6.1 The Council’s Ecology Officer has advised that a condition should be imposed to ensure any demolition would be undertaken outside of the bird breeding season. They have also commented that Natural England’s advice will be important when

determining the suitability of measures within the submitted Construction Environment Management Plan (CEMP), to ensure migratory birds would not be impacted during the works, given the site lies adjacent the Solent and Southampton Water SPA/Ramsar and Wootton Creek and Ryde Sands SSSI.

- 6.2** Island Roads, commenting on behalf of the Local Highway Authority, has recommended approval, subject to a condition to secure implementation of a Construction Management Code during the construction phase of development. It has subsequently been confirmed by Island Roads that the submitted CEMP would be acceptable for this purpose.

External Consultees

- 6.3** The Hampshire Constabulary's Designing Out Crime Officer has advised that this area of the Esplanade is a place from which regular reports are received of crime and disorder. He has advised that for the period 27/07/20 to 26/07/22 115 incidents have been reported, with 55 being of relevance to the application. Of these relevant incidents 27 occurred between 10pm and 6am. The following comments were also made:

- Proposed building has three entry/exit points from the public realm and one onto the station platform – this would make policing difficult should incidents occur
- Once within the building - very little surveillance from the public realm
- Possible to gain access to the building at all times – particular concern accessibility of internal doors (access to offices, using toilets for drug taking etc)

To reduce opportunities for crime and disorder it has been advised:

- The facility should be secured between 10pm and 6am, with roller shutter doors installed at entry/exit points
- CCTV system should be installed within the building, with cameras deployed to provide images of public spaces, including the toilet lobby

- 6.4** Natural England has confirmed the proposal is not likely to have a significant effect on the Solent and Southampton Water Special Protection Area alone or in combination with other plans or projects. General advice on consideration of protected species and other natural environment issues has also been provided.

Parish/Town Council Comments

- 6.5** Ryde Town Council has confirmed it has no objections.

Third Party Representations

- 6.6** In total four third party comments were received on the application.

- 6.7** The Ryde Society has raised the following concerns/comments

- Rationalisation of disused and underused spaces welcome

- The “Gateway” should herald sense of arrival, enhance setting of the Pier and heritage buildings, and maintain a visual connection between Union Street, the Pier, and the Esplanade
- ‘Glass box’ at the station entrance an incongruous addition
- Paving to the eastern section at the Rose Garden should be continued into the station to maintain a coherent high quality public realm
- Ryde Conservation Area is on the Historic England At Risk Register – any alterations or interventions should respect history and context of surroundings
- Understand this is a transport project, but it is crucial to Ryde in terms of heritage place making to protect its historic context whilst simultaneously fulfilling transport requirements

6.8 A comment of support has been received from a local resident, which can be summarised as follows:

- Overall plans look good
- Materials and external finish should be consistent with the local environment
- Former waiting room on the station platform should be restored for passenger use
- Ticket gate/vending machine would be useful to collect rail fares
- Toilets should be open from the first train to the last, with additional time for those catching the trains to use them
- Appropriate protection should be provided to prevent crime in and around the facility - particularly the toilets
- Queried whether there would be any waiting facilities for bus passengers

6.9 Objections have been received from two local residents, who raise the following concerns:

- Design not in character with the rest of the buildings along the Esplanade or an outstanding modern design – not in keeping with how a Victorian seaside town should look
- Police comments should be acted upon
- Missed opportunity to give Ryde another iconic building
- Queried whether we are to be saddled with the proposal to ensure the project can be completed within the DfT deadline
- No need for another retail unit in this area
- No need to remove existing bus information office, as it is in the most accessible location
- Area proposed for bin store contains existing murals – where are these to be relocated to?
- Plans rushed, some of the building interior not surveyed and no public consultation on the plans – numerous questions need to be answered:
 - Opening times and management of public toilets
 - Whether the historical waiting room is to be refurbished/reopened?
 - Whether commemorative plaque for the old tramway is to be kept?
 - Will the decoration/paint colours blend in?

7 **Evaluation**

Design

- 7.1** The main changes to the exterior of the building, would involve modernising the western and south western facades, which overlook the highway and the open spaces between the transport interchange and the town centre. These changes would include removing the existing walls and replacing them with glazing, to serve an enlarged café, and a retail unit with a central glazed entrance feature, between them. Some concerns have been raised regarding the impact of the central entrance feature, which rises up beyond ground floor level. The roof apex of this feature would be about 0.5m higher than the highest part of the existing roof of the station building. This feature would provide a focal point and enhance legibility, and it is considered would be in keeping with the functional design and appearance of the station building. While a new feature of this building, it is noted that the grade II listed terminal building at the head of the pier, includes tower features that provide legibility and a sense of arrival. It is considered that the entrance to the interchange would provide a contemporary version of these features and therefore, link to the historic appearance of the pier. Officers consider that in certain views to and from the Pier and the Esplanade listed buildings this feature would be visible, but this would be limited to very specific views from the Esplanade or the Pier. It is further considered that most typical transient views would be unaffected when passing along the Esplanade or from other viewpoints along the beach, or from the water, especially considering the relatively small scale of this feature when compared to the scale of the listed buildings.
- 7.2** The materials to be used in the new external walls, glazing, and roof elements would be in keeping with the station building. A condition is recommended to ensure that the colour of these new external elements would ensure the external alterations proposed would harmonise with the existing building.
- 7.3** The application does not identify whether any new external plant or extraction, particularly to serve the café, may be required. The applicant has advised that the demands for any such plant could vary dependent on the café operator. The submitted Design and Access Statement also discusses running services internally wherever possible. The current application does not propose installation of any external plant/extraction and the application has been assessed on that basis. However, it is recommended that an informative is used to advise that any future extraction/plant mounted externally could require further planning permission to be obtained from the Local Planning Authority. Where permission is required, any impacts of future plant/extraction (including on the significance and setting on heritage assets) would be assessed through a later planning application.
- 7.4** Officers consider that whilst the proposed design would not result in a comprehensive regeneration of the interchange building, it would nonetheless, improve its current rather service-like appearance and also provide a better sense of arrival. The glazed frontage, presence of the café and open circulation areas would provide a more attractive environment for those using the interchange. Moreover, the presence of the café and retail unit, along with the more obvious entrance would open the building to the town centre that it faces, rather than the

current situation where the building shares a poor relationship with the town. As a result, the design is considered to be acceptable and would result in a noticeable improvement to the appearance and functionality of the interchange, complying with policies DM2 and DM12 of the Core Strategy.

Impact on the significance and setting of heritage assets, including the grade II listed Promenade Pier, grade II listed buildings along the Esplanade, and the Ryde Conservation Area

- 7.5** Policies DM2 and DM11 of the Core Strategy state that the Council will support proposals that positively conserve and enhance the special character of the Island's historic and built environment and which preserve or enhance heritage assets and their settings. Furthermore, sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) places duties on the Council in the exercise of its planning functions to pay special regard/attention to the desirability of preserving a listed building, its setting, or any features of special architectural and historic interest which it possesses, as well as preserving or enhancing the character or appearance of a conservation area.
- 7.6** Given the immediate proximity of the listed Ryde pier to the application site and the potential impacts of the proposal on the pier, the local planning authority needs to establish whether the proposal meets the local policy and legal requirements set out above, along with the requirements of the NPPF set out in paragraphs 5.6 to 5.8 above.
- 7.7** The station is located within Character Area 1: Esplanade, Pier and Seafront, of the Ryde Conservation Area (RCA), the appraisal of which summarises the special interest of this character area and refers to it as the face of Ryde, easily read from the seaward approach, in particular from the pier, with views of the pier, the Solent and the mainland a permanent backdrop when viewed from the town. It adds that the town's origin as a traditional seaside resort and transport interchange is inherent in the architecture and landscaping along the Esplanade. Open space, public gardens, sandy beaches, and seaside stalls, as well as the hustle and bustle of the transport interchange, are all features/qualities that are mentioned as contributing to the creation of a distinctive coastal resort. Paragraph 9.1 of the appraisal explains that the pier is the dominant landmark from both land and sea, from which the best panoramic views of the area can be gained, the Esplanade appearing as a long continuous open space.
- 7.8** The RCA appraisal discusses development of the western Esplanade from 1900, including demolition of properties to make way for a road widening scheme, as well as further investment in this area in the 1930s. It refers to the dominance of transportation in recent years, with the western end of the Esplanade nearest the pier developed into a transport interchange. Open space, uninterrupted views along the coast, as well as municipal horticulture and street trees, are mentioned as contributing to the special interest and character of this area.
- 7.9** Officers understand the importance of the function and relationship of the building with the Pier and the Esplanade, but also recognise the building has been compromised to the extent that its visual contribution to the conservation area and the listed buildings (including setting) has a negative impact.

- 7.10** There are elements within the building that are of historic interest and these are to be retained and refurbished. The alterations proposed would predominantly affect the rest of the building which has been subject to various changes over time. Officers consider the works proposed would result in an overall improvement to the appearance of the building and thereby result in a positive impact upon the character of the conservation area, the listed buildings, and their setting.
- 7.11** Whilst comments have been made regarding the extension of new paving into the station, this comment is more relevant for the wider station circulation refurbishment shown on the submitted plans to be undertaken as part of wider station refurbishment works. The type of paving/surface to be used would therefore be a matter for the wider project and would not require the consent of the Planning Authority.
- 7.12** Officers consider that, subject to a condition in respect of external materials, the overall impact from the development would be positive. Given this, combined with the public benefits associated with the proposal in terms of the visual improvement to the area, as well as the function and operation of the building for users of public transport, officers are satisfied that the proposal would accord with the legislation and local and national policies concerned with the preservation of designated heritage assets, and that the significance and setting of the listed Pier, Esplanade listed buildings and the Ryde Conservation Area would be preserved and/or enhanced. Minor positive weight is therefore be afforded this in favour of the proposal.

Ecology and Solent SPA/Ramsar

- 7.13** The applicant has submitted a Preliminary Ecological Appraisal/Roost Assessment (20 September 2022). This concludes limited effect on site habitats, and that cautionary measures should be followed as identified in the submitted Construction Environment Management Plan, due to the site being adjacent the SPA. The submitted assessment also states that no evidence of bats using the building was identified, but advises that works should stop, and a suitably qualified ecologist contacted for advice, if protected species are identified during the works.
- 7.14** The Council's Ecology Officer has also advised that a condition should be imposed to ensure any demolition works would be undertaken outside of the bird breeding season (1 April to 31 August).
- 7.15** As the site is adjacent the Solent and Southampton Water SPA/Ramsar, there is the potential for the proposed development to impact the SPA in terms of noise and visual disturbance, and pollution run-off into the SPA, during construction, particularly as the works are programmed to take place during the bird overwintering period (October to March). The Construction Environment Management Plan (CEMP) submitted by the applicant sets out a series of measures to ensure the integrity of the SPA would be protected during construction. Measures include:
- Use of hand tools, and limiting use of power tools to only where necessary to complete the required task
 - Pollution and waste control/management measures

- Erection of sheeting to reduce view of work site/areas (majority of work will also be internal), as well as cleaning and replacement of sheeting during the works

The CEMP explains that the works would take place between the hours of 07.30 and 17.30 Monday to Friday, and that the level of activity during those times outside of the buildings would be unlikely to exceed normal day-to-day levels in this busy area.

- 7.16** The Council, as the Competent Authority, has undertaken a Habitat Regulations (Screening) Assessment (HRA), which concludes that the project alone and in combination with other projects, is not likely to have significant effects on the SPA. Natural England has reviewed the Council's HRA Screening Assessment and confirmed it agrees within its conclusions. A condition is recommended to ensure that the submitted CEMP would be adhered to during construction.
- 7.17** Having regard to the submitted ecological appraisal and CEMP, the Council's HRA Screening Assessment, and comments received from the Ecology Officer and Natural England, it is concluded that the proposal would not be likely to have any adverse ecological implications, or likely significant effects on the SPA, and that adjacent SPA/Ramsar and SSSI sites would be protected, conserved, and enhanced in accordance with policies DM2 and DM12 of the CS, the NPPF, and the requirements of The Conservation of Habitats and Species Regulations 2017 (as amended). Conditions are recommended to ensure compliance with measures set out in the CEMP, as well as timing of any demolition works outside the bird breeding season to ensure this.
- 7.18** This matter is considered to be a neutral factor in the overall planning balance.

Highway considerations

- 7.19** The proposal forms part of the wider Ryde Interchange Project and seeks to provide an improve pedestrian link through the station to the tram pier which is to be adapted to provide a segregated pedestrian route from the station to Ryde Pier Head. As part of the wider DfT-funded Ryde Interchange Project, this would significantly improve sustainable transport locally.
- 7.20** Island Roads has commented that there would be no detrimental highway safety implications. However, it has been recommended that a Construction Management Code is agreed prior to commencement of development. Having reviewed the submitted Construction Environment Management Plan, Island Roads has confirmed this would be acceptable for this purpose. Officers therefore recommend that a condition is imposed to secure implementation of the submitted CEMP during construction.
- 7.21** On the basis that implementation of the CEMP is secured by condition, it is considered the proposal would be unlikely to have any unacceptable highway safety implications, and as part of the wider Ryde Interchange Project, be likely to result in significant improvement to the highway network locally, as well as promote sustainable transport, in accordance with the aims of policies SP7 and DM17 of the CS, as well as section 9 (Promoting sustainable transport) of the NPPF.

7.22 This matter is attributed substantial positive weight in favour of the development given the positive benefits for sustainable travel and that these would combine with the benefits of the wider design / sense of place/arrival benefits outlined above.

Other matters

Flood risk

7.23 The application is supported by a Flood Risk Assessment that identifies the station is predominantly within Flood Zone 1, with a small area to the south around the bus station forecourt within Flood Zone 2. It is therefore at lower risk of flooding. The proposal would not change the use(s) of the station or be likely to increase flood risk to the site, given the nature of the works which seek to refurbish the station and improve its appearance. Given the existing use(s) of the site would be fall within the less vulnerable category of Annex 3 – Flood Risk Vulnerability of the NPPF, and this would not change, it is considered that the proposal would have no significant implications for flood risk.

7.24 This is therefore considered to be a neutral factor, neither weighing for or against the development.

Crime & Design

7.25 Section 17 of the Crime and Disorder Act 1998 places a general duty on the Council to exercise its functions with due regard to the likely effect of the exercise of those functions on, and the need to do all it reasonably can to prevent,

- (a) crime and disorder in its area (including anti-social behaviour and other behaviour adversely affecting the local environment); and
- (b) the misuse of drugs, alcohol, and other substances in its area; and
- (c) re-offending in its area

7.26 Policy DM2 of the CS, as well as the NPPF, also requires proposals to be high quality design and to promote a safe and accessible built environment, where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion and resilience.

7.27 The proposal would result in a new entry/exit point which is necessary to provide a link through the station to the tram pier. However, an existing entry/exit point between the retail concession and existing Southern Vectis Information Office would be blocked up to provide bin storage. Other entry/exit points to/from the public realm and station platform already exist. The station platform entry/exit point is already gated. Although Hampshire Constabulary has commented that all of the entry/exit points should be secured between 10pm and 6am, this would mean that those using public transport services would be unable to access station facilities and the tram pier pedestrian way during the early morning and later at night when ferry and train services are running, and the ticket office and waiting room open. Given the building is already open to the public throughout the day, and that the proposal would not increase the amount of entry/exit points, it is considered that it would not exacerbate the existing situation.

- 7.28** There is already CCTV within the station building, at the platform and within the public areas. The applicant has advised that a CCTV system for the station building is currently being designed and this will need to comply with Network Rail requirements. It is therefore recommended that an informative is used to advise the applicant/developer to liaise with Hampshire Constabulary over the design of any modified/replacement CCTV system to be installed within the station so that the opportunities can be taken to support policing through the design of that system. Given internal works do not require planning permission, that the existing toilets are existing (albeit currently closed), and that there is already CCTV in the building, it is considered use of an informative would be appropriate.
- 7.29** Whilst it is fully appreciated that this area is a hotspot for crime and disorder incidents that are reported to the police, the lack of surveillance of the building interior from the public realm, multiple entry/exit points, and public accessibility of the building throughout the day, are existing longstanding issues, many of which are reflective of its public transport function.
- 7.30** The proposed external alterations to the building would enhance its appearance, as well as promote sustainable travel and improve pedestrian linkage with the pier. Furthermore, the increased glazing within the building would also improve views into and out of the building, which would increase intervisibility with the public realm, particularly along its western elevation, where the new walkway is proposed. As such, the proposed changes would be unlikely to have any significant implications for crime and disorder, and would be likely to go some way to addressing some of the issues identified by the police in terms of increasing building surveillance from the public realm.
- 7.31** This is considered to be a neutral factor neither waying for nor against the proposal.
- Queries regarding public toilets opening times/management, refurbishment and provision of waiting areas, and relocation of existing tramway plaque and murals*
- 7.32** A number of queries have been raised by local residents in relation to the opening times and management of the public toilets, provision of waiting facilities for bus customers, refurbishment of the historic northern waiting area adjacent the platform, and relocation of existing murals within the building, as well as the existing commemorative tramway plaque on its exterior.
- 7.33** Opening times and management of the public toilets would be a matter for the station/service operator, as would provision of waiting facilities within the station. In terms of waiting areas, these are indicated on the plans, and it is understood that the historic waiting room adjacent the platform is likely to be refurbished/redecorated as part of the overall station refurbishment. However the refurbishment of this waiting area is shown on supplied plans to fall outside the scope of this application.
- 7.34** With regard to the existing murals within the building and the commemorative tramway plaque, again this would be a matter for the applicant/developer, station operator, and any owners of these murals/plaques. There would appear to be space to relocate these existing features within the station building or on the new walls that would be created to form the café/covered walkway. It is not considered

necessary to secure the protection and/or relocation of these features through the planning application process, as these features could be removed from the building without planning permission at present.

- 7.35** These matters have not been given any weight when arriving at the recommendation.

Impacts on the amenity of nearby uses

- 7.36** The application site is a well-established transport hub, located within the town centre of Ryde, where there are many historic retail uses, including shops, cafes and other such uses. While there are residential properties throughout the commercial areas of Ryde, the residents of these would already experience the normal effects of the busy nature of the town centre. It is therefore considered that the altered nature of the application site, including the proposed café, would not result in effects on other uses, over above those already experienced. Because the nearby shops, cafes and other uses are historic, their opening times are not controlled by the planning process and therefore, it is not considered necessary to impose any such controls in relation to these proposals.
- 7.37** This is considered to be a neutral factor neither waying for nor against the proposal.

Lack of consultation

- 7.38** Whilst concerns have been raised in respect of lack of public consultation, the LPA encourages applicants to engage at an early stage with the local community regarding proposals, but cannot require them to do so. In terms of publicity and consultation on this planning application, it is considered that the LPA has met its statutory duty in this regard.
- 7.39** This matter is therefore not given any weight when arriving at the recommendation.

8. Planning balance and conclusions

- 8.1** The National Planning Policy Framework states that the planning system is planned and that the purpose of the planning system is to achieve sustainable development. In the same way, planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The role of the planning system is to balance issues, particularly where they compete and compare the benefits of a proposed development with any identified harm. In this context, as set out in paragraph 5.2 above, the NPPF advises that the planning system has three overarching objectives, these being economic, social and environmental objectives. These issues are balanced below:

Economic

- 8.2** The NPPF states that the economic objective is to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth. The proposal

would provide enhanced station facilities (including an enlarged cafe concession) and have operational benefits for transport operators. It would also improve travel connectivity at Ryde Gateway, which is an important link with the UK mainland, as part of the DfT-funded Ryde Interchange Project. There would also be some temporary (construction) and longer term (café concession) employment benefits from the proposal. Substantial weight in favour of the development is afforded to these economic benefits of the scheme.

Social

- 8.3** The NPPF states that the social objective is to support strong, vibrant and healthy communities, referring to supporting the community's health, social and cultural well-being. The proposal includes the refurbishment of the existing toilets and other facilities within the station building. Given the recent demolition of the existing public toilets in Western Gardens to facilitate the highway realignment scheme as part of the Ryde Interchange Project, enhancement and re-opening of public toilets would be a substantial public benefit, not only for those using public transport services, but also those visiting the area.
- 8.4** There are existing issues in the area with crime and disorder, particularly between the hours of 10pm and 6am. However, the proposal is unlikely to have any significant implications for crime and disorder, and may go some way to addressing intervisibility issues between the public realm and building interior. This is considered to be a neutral factor, neither weighing for or against the development.
- 8.5** Significant weight is given to the proposed improvements in terms of creating a higher quality station building, which positively contributes to a better sense of place, which in turn positively contributes to a sense of arrival at one of the Island's key gateway towns.
- 8.6** Overall, substantial positive weight is afforded to the social benefits.

Environmental

- 8.7** The NPPF states that the environmental objective is to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.
- 8.8** Environmentally, the proposed development would enhance the appearance and environment of the station building, improve its facilities, which would benefit users of the station, as well as positively enhance the character and appearance of the Ryde Conservation area and setting of nearby listed buildings. The project would also encourage and promote sustainable travel and public transport use, which would contribute to reducing car usage and carbon emissions, in the effort to address impacts of climate change. Overall, substantial weight in favour of the proposal is afforded to these environmental benefits.
- 8.9** Potential for impacts to protected species and the Solent and Southampton Water SPA would be avoided through timing of demolition works and adherence to a

CEMP, and therefore these issues are considered a neutral factor, neither weighing for or against the proposal.

Conclusion

- 8.10** Having regard to the above, it is concluded that overall, the proposal would have substantial social, economic and environmental benefits, and would comply with the provisions of the Island Plan Core Strategy, the National Planning Policy Framework as a whole, and the requirements of sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended), as well as The Conservation of Habitats and Species Regulations 2017 (as amended).

9 Statement of Proactive Working

9.1 ARTICLE 31 - WORKING WITH THE APPLICANT

In accordance with paragraph 38 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 ways:

- By offering a pre-application advice service; and
- Updating 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 updated and advised of any concerns, and given the opportunity to submit additional information to address those concerns. Following receipt of additional information, the application was considered to be acceptable and therefore no further discussions were required.

10 Conditions and 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 accordance with the details shown in the submitted plans, numbered:

0001 R1 Site Location and Block Plan
0015 R3 Proposed General Arrangement Floor Plan Use
0016 R3 Proposed General Arrangement Floor Plan
0017 R3 Proposed General Arrangement Floor Plan Project Scope
0025 R2 Proposed Building Elevations
0035 R3 Proposed 3D Views Sheet 01
0036 R2 Proposed 3D Views Sheet 02 Plan Cut

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 The submitted Construction Environment Management Plan, dated August 2022, shall be adhered to for the duration of the development.

Reason: This is a pre-commencement condition to ensure that measures would be put in place during development to protect the integrity of the Solent and Southampton Water SPA and the Ryde Sands to Wootton Creek SSSI, and the safe use and condition of the highway network in accordance with the aims of policies SP7 (Travel), DM2 (Design Quality for New Development), and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy, the National Planning Policy Framework, and the requirements of The Conservation of Habitats and Species Regulations 2017 (as amended).

- 4 Demolition works comprised in the development hereby permitted shall not be carried out during the bird breeding season (01 April to 31 August inclusive), unless supervised by a suitably qualified ecologist.

Reason: To ensure breeding birds and their nests would be protected in accordance with the aims of policies DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy and the requirements of the Wildlife and Countryside Act 1981 (as amended).

- 5 Notwithstanding the submitted plans, the external alterations hereby permitted (other than demolition works) shall not begin until details of the materials and finishes (including colour) to be used in the construction of the external surfaces of the development 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 ensure the character and appearance of the Ryde Conservation Area, and setting of nearby listed buildings, would be preserved or enhanced in accordance with the aims of policies DM2 (Design Quality for New Development) and DM11 (Historic and Built Environment) of the Island Plan Core Strategy, the National Planning Policy Framework, and to reflect the requirements of sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).

11 Informatives

- 1 Hampshire Constabulary's Designing Out Crime Officer has commented on the application that to reduce opportunities for crime and disorder:

- a CCTV system should be installed within the station building, with cameras deployed to provide images of public areas, including the toilets lobby
- Entry/exit points to the station and station platform should be secured between the hours of 10pm and 6am by roller shutter doors

The applicant/developer is advised to discuss these comments with the Designing Out Crime Officer, so that where practicable, the station refurbishment works can be designed to assist policing and deter crime and design locally. All comments received on the application can be viewed with the application documents on the Council's website (online planning register).

The applicant/developer is also advised that any further material alteration to the appearance of the station buildings (not authorised by this permission) may require further specific planning permission from the Local Planning Authority.

- 2** Any externally mounted plant or means of extraction that may be required in future to serve the café could require specific planning permission from the Local Planning Authority. You are advised to contact the Local Planning Authority for advice prior to installation to establish whether consent may be required.

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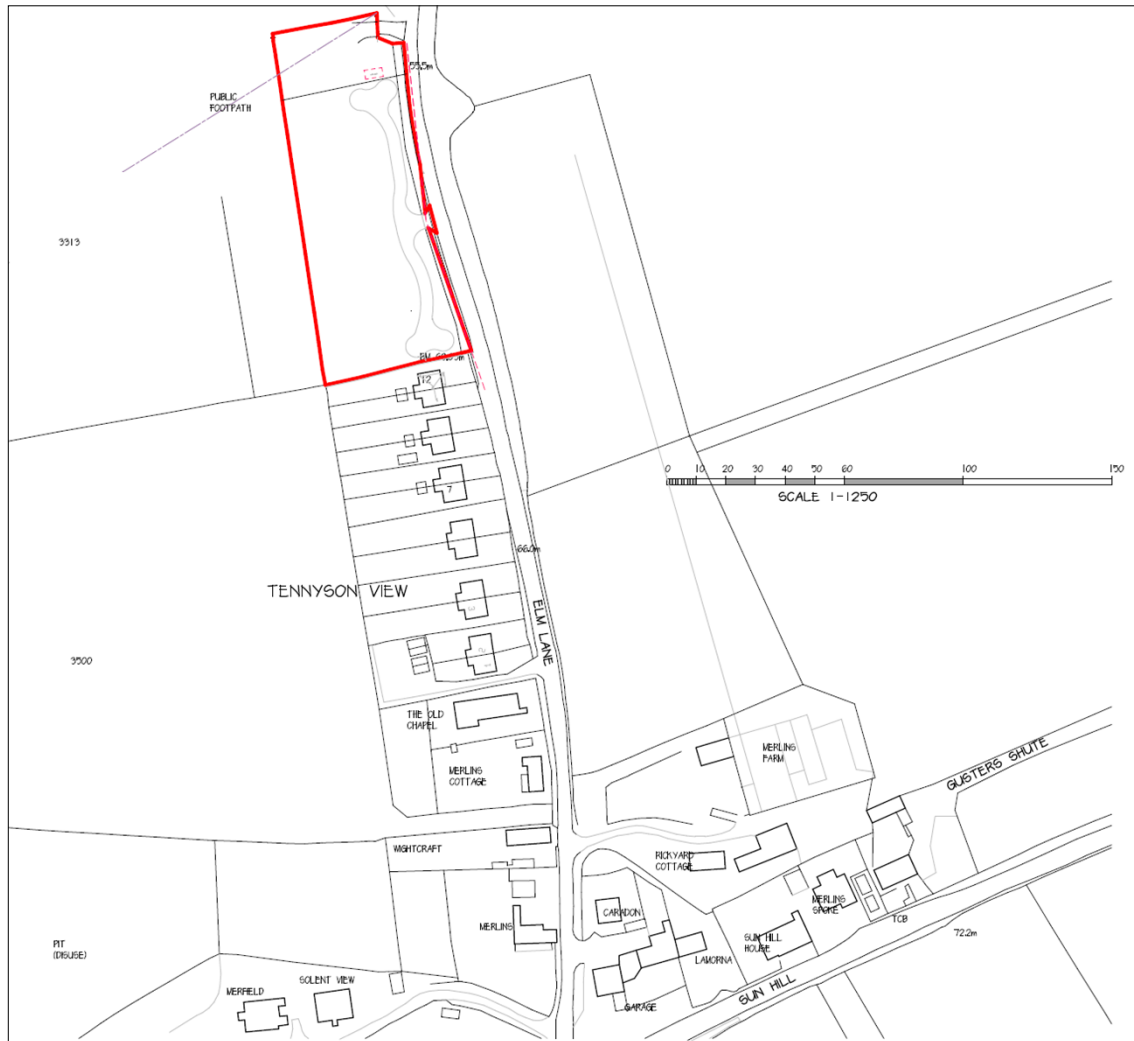
Purpose: For Decision

Planning Committee Report

Report of	STRATEGIC MANAGER FOR PLANNING AND INFRASTRUCTURE DELIVERY
Date	25 OCTOBER 2022
Application Reference	<u>20/01872/FUL</u>
Application type	Full
Application Description	Construction of 12 dwellings and formation of vehicular access off Elm Lane
Site address	Land adjacent 12 Tennyson View, Elm Lane, Calbourne
Parish	Calbourne, Newtown & Porchfield
Ward Councillor	Currently vacant
Applicant	Vectis Housing
Planning Officer	Stuart Van Cuylenburg

Reason for Planning Committee consideration	The Strategic Manager has directed the application to the Planning Committee as it is considered that the application raises marginal and difficult policy issues
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Recommendation	Refusal
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1 **Recommendation**

1.1 Refusal, due to:

- Likely adverse implications for Solent Habitats Sites – the proposal has not demonstrated how the development would be nitrate neutral
- Inadequate access visibility
- Increased traffic generation through the Elm Lane/ B3401 (Newport Road/Sun Hill) junction, which is substandard in terms of visibility
- Inadequate pedestrian connectivity
- Adverse impacts on the character and context of the area, due to the layout, design and excessive hardsurfacing of the proposed development

Full reasons are set out at the end of this report.

2 **Main considerations**

- Principle
- Impacts on Solent Habitats Sites
- Highway considerations
- Impact on the character and appearance of the area
- Mix of housing size and tenure

3 Location and Site Characteristics

- 3.1** The application site is about 0.5 hectare in area and comprises part of a larger rectangular-shaped field located to the north of existing housing on the western side of Elm Lane. The site is approximately 250m to the north of the junction of Elm Lane with the B3401 Newport Road/Sun Hill (The Middle Road).
- 3.2** The site is bounded to the north and west by agricultural land, to the south by existing housing, and to the east by Elm Lane, the boundary of which is currently defined by an existing roadside hedgerow. Within the northeast corner of the field there is an existing gated vehicular access from Elm Lane, and at this point public footpath CB12 can be accessed. This footpath crosses the larger field northeast to southwest, as well as the other agricultural land beyond this, until it terminates at the B3401 junction with The Middle/Newport Road where it branches off towards Newbridge.
- 3.3** The site is elevated around 0.5m to 1.1m from Elm Lane, which at the point of the site generally falls south to north. Topography across the site/field falls about 5-7m from the southern site boundary to the northern tree line, and there is an approximate crossfall of about 2-4.5m east to west across the site. Generally site levels fall from the highest point of the site in its southeast corner to its lowest point in its northwest corner, where there is an overall fall of about 9m.
- 3.4** Site/field boundaries are generally enclosed by existing trees/hedgerow and low post and wire fencing. A small timber stable building located at the northern end of the site, indicated on the submitted plans and referred to in submitted reports, has since been removed.

4. Details of Application

- 4.1** The application seeks full planning permission for the construction of 12 dwellings, 11 of which would meet the NPPF definition of affordable homes, and the formation of a new vehicular access from Elm Lane to serve these. The existing vehicular access to the field is shown to be retained.
- 4.2** The proposed vehicular access would be formed through the existing roadside boundary and is shown to be almost 11m wide at its junction with Elm Lane, tapering down to 6m wide 2.4m back into the site. Beyond this the internal road is 5m wide, with turning heads at its northern and southern ends.
- 4.3** The proposed plans show that the existing roadside bank and hedgerow along the eastern boundary with Elm Lane would have to be reprofiled/removed and a new hedgerow planted behind the visibility splays for the proposed site access. It is also proposed to construct a new 2.0m wide section of footway for a length of almost 43m to run between the southern site boundary and the new access.
- 4.4** The proposed housing would be arranged in a linear fashion fronting Elm Lane, set back behind the on-site access road and turning areas. Front and rear gardens would extend 8m+ in depth. On-site parking is shown to be provided by private driveways to the front/side of the dwellings at a ratio of two spaces per dwelling.

- 4.5 The proposed dwellings would be two storeys, all shown to be of a similar height to roof ridge (8.6m-8.8m) and eaves (5.6m). These houses would have a mix of gabled and hipped roofs. Submitted drawings and the application form do not indicate materials for the dwellings.
- 4.6 The plans indicate that the proposed housing would comprise of the following mix:
- 4 x 2-bedrooms (33.3 percent)
 - 7 x 3-bedrooms (58.3 percent)
 - 1 x 4-bedroom (8.3 percent)
- 4.7 It is proposed that 11 (92 percent) of the dwellings would be delivered as affordable homes to be owned and managed by the applicant. The following mix is being proposed by the applicant:
- 4 x shared ownership (36 percent)
 - 7x social rented (64 percent)

5 **Relevant History**

- 5.1 None.

6 **Development Plan Policy**

National Planning Policy

- 5.1 At the heart of the NPPF (2021) is a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with the development plan without delay, or where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless any adverse impacts of doing so would significantly or demonstrably outweigh the benefits or specific policies in the NPPF indicate development should be restricted.
- 5.2 Paragraph 8 sets out the three overarching objectives to achieving sustainable development. These being:
- “a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and
- c) **an environmental objective** – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution,

and mitigating and adapting to climate change, including moving to a low carbon economy.”

5.3 Paragraph 9 clarifies that “These objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.”

5.4 Paragraph 78 of the NPPF states that in rural areas, local planning authorities should support opportunities to bring forward rural exception sites that will provide affordable housing to meet identified local needs and consider whether allowing some market housing on these sites would help to facilitate this.

5.5 Rural exception sites are defined in the NPPF glossary as being:

Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. A proportion of market homes may be allowed on the site at the local planning authority’s discretion, for example where essential to enable the delivery of affordable units without grant funding.

5.6 Paragraph 110 sets out that “In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be - or have been - taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users;
- c) the design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code; and
- d) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.”

5.7 Paragraph 111 outlining that “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.”

While paragraph 112 states that “within this context, applications should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive – which minimise the

scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;

- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and
- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

5.8 To achieve well designed places paragraph 130 outlines that “Planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

5.9 Regulation 63 of The Conservation of Habitats and Species Regulations 2017 (as amended) (the Habitats Regulations) states the Council, as the Competent Authority, may only agree to the plan or project (proposed development) only after having ascertained that it will not adversely affect the integrity of a habitats site. Paragraph 182 of the NPPF reflects this legal requirement, explaining that the presumption in favour of sustainable development (set out in paragraph 11 of the NPPF) does not apply where the plan or project is likely to have a significant effect on a habitats site (either alone or in combination with other plans or projects), unless an appropriate assessment has concluded that the plan or project will not adversely affect the integrity of the habitats site.

Local Planning Policy

5.10 The Island Plan Core Strategy identifies the application site as being within the Wider Rural Area, but outside of the AONB. The following policies are considered to be relevant to this application:

- SP1 Spatial Strategy
- SP5 Environment
- SP7 Travel
- SP9 Minerals
- DM2 Design Quality for New Development
- DM3 Balanced Mix of Housing
- DM4 Locally Affordable Housing

- DM5 Housing for Older People
- DM11 Historic and Built Environment
- DM12 Landscape, Seascape, Biodiversity and Geodiversity
- DM14 Flood Risk
- DM17 Sustainable Travel
- DM22 Developer Contributions

Neighbourhood Planning Policy

5.11 There is no neighbourhood plan in place covering this application.

Relevant Supplementary Planning Documents (SPDs) and other guidance

- 5.12**
- Guidelines for Parking Provision as Part of New Developments SPD (January 2017)
 - Guidelines for Recycling and Refuse Storage in New Developments SPD (January 2017)
 - Local Housing Needs Assessment (LHNA) 2022
 - Natural England's advice for development proposals with the potential to affect water quality resulting in adverse nutrient impacts on habitat sites, 16 March 2022
 - Isle of Wight Council Position Statement: Nitrogen neutral housing development, April 2022
 - Solent Recreation Mitigation Strategy (Bird Aware Solent, December 2017)

6. Consultee and Third Party Comments

Internal Consultees

- 6.1** The Council's Archaeological Officer has recommended a condition to secure a programme of archaeological works during development to mitigate the effect of the development on heritage assets, and to ensure information regarding heritage assets would be preserved by record.
- 6.2** The Council's Ecology Officer agrees with the submitted ecological assessment and has advised that its recommendations are secured in full. They have also commented that landscaping should provide ecological enhancements on site.
- 6.3** Island Roads, commenting on behalf of the Local Highway Authority, has recommended refusal on highway safety grounds, raising the following concerns:
- Inadequate access visibility
 - Increased use of Elm Lane/B3401 (Newport Road/Sun Hill) junction – substandard in terms of junction visibility
 - Inadequate pedestrian connectivity
- 6.4** Public Rights of Way has objected due to lack of information of the effect the development would have on public footpath CB12. Concerns have been raised that the footpath crosses plot 12 and so any fencing of the garden would potentially obstruct the footpath in two places. If fencing is proposed, then the service has advised that a footpath diversion order would need to be made. If not,

then the service has advised future fencing would need to be prevented to ensure the rear/side of plot 12 would remain open. The service also considers that the proposed development would lead to considerable increased use of public footpaths CB10 and CB12 and therefore considers a financial contribution from the development towards public rights of way improvements in the area should be secured. A series of other recommended conditions/service requirements have also been listed within the comment.

- 6.5** The Council's Arboricultural Officer has advised no high amenity trees would be impacted but has commented that the site should be landscaped to fit in with the arboreal character of the wider area.

External Consultees

- 6.6** Southern Water have commented on the application and requested pre-commencement conditions to ensure landscaping and means of foul and surface water drainage would be approved by the Local Planning Authority (in consultation with Southern Water). Southern Water's comment does not support or object to the application.

Parish/Town Council Comments

- 6.7** Calbourne Parish Council has objected, raising the following concerns:
- Benefits of the proposed housing do not outweigh the significant harms it has identified
 - Lack of housing supply not a green light for unsustainable development on agricultural land with adverse effects decades into the future
 - Site location not sustainable – no settlement boundary for Calbourne, which is a small rural parish with very few community facilities, limited public transport options, and lack of safe or accessible pedestrian/cycle routes
 - Serious highway risks
 - Supports Rights of Way comment – submitted plans unclear in respect of public footpath, the constraints of which have not been considered
 - Submitted plans inconsistent in relation to plot 12, shown outside of red-lined site area
 - Plans should be corrected and re-consulted on before determination
 - Insufficient drainage information provided
 - Lack of bat survey/assessment
 - No detail of the type of affordable housing to be provided, requested that the Parish Council be involved in the allocation of the housing to ensure this housing would be made available first to local people in need
 - Poor quality, bland, urbanising design
 - Lack of community consultation by the applicant
- 6.8** The Parish Council has also suggested a number of conditions that should be applied to the proposal, should permission be granted. These relate to:
- Protection of roadside hedgerow
 - Landscaping

- Protection of dark skies/limit outside lighting and roof windows
- Materials to be used
- Removal of permitted development rights for future extensions

It also considers that the developer should secure and subsidise the No. 7 bus service.

- 6.9** Shalfleet Parish Council, the adjoining parish to the west, has objected as it considers the proposal would conflict with the Isle of Wight dark skies policy, being new housing in an existing dark rural area, and would be clearly visible from Newbridge. [Officer's note – the Isle of Wight Council does not have a dark skies policy. Matters relating to dark skies in the AONB are set out in the IW AONB Partnership's Management Plan, but the site is not within the AONB. There is a dark skies policy within the draft Island Planning Strategy, but officers consider this is not sufficiently progressed to enable weight to be afforded to it.]

Third Party Representations

- 6.10** A total of 37 representations have been received, objecting, and raising the following summarised comments/concerns:

- Unsustainable, overdevelopment in an inappropriate, car dependent, rural location
- Greenfield/agricultural land outside of settlement boundaries
- Loss of agricultural land
- Urban sprawl/loss of green space
- Set a precedent for building on greenfield land in the West Wight
- No (specific) local need for the development
- No exceptional circumstances/overwhelming need/lack of alternative sites to justify development
- Other more appropriate alternative sites available, including brownfield land/existing buildings closer to infrastructure
- Loss of/spoil countryside, wildlife habitats and ancient hedgerow
- Visually intrusive, high density, urbanising, ribbon development, out of character with area
- Calbourne – rural village with little infrastructure and limited bus service and no significant employment opportunities
- Island can't take any more houses
- Unlit, narrow, rural lane with no pavements
- Traffic generation and highway safety
- Poor access and visibility
- Impact on public right of way/footpath CB12
- Add to surface water run-off and flood risk
- Planning applications rejected for single dwelling locally
- Queried why one dwelling is to be an open market dwelling when social housing urgently needed
- Not balanced mix of housing
- Loss of privacy/security for neighbours
- Protection of dark skies/light pollution
- Effect on tourism
- No independent ecology report

- Heritage – Calbourne has many historic (some listed) buildings, desk-based assessment inadequate
- Environmental Impact Assessment required
- Application lacking in detail
- Contribution required from adjoining site to deliver the site for affordable housing

7. **Evaluation**

Principle

- 7.1 The application seeks consent for the construction of twelve dwellings, eleven of which are proposed to be affordable housing. The site is therefore considered to be a rural exception site. The NPPF establishes that rural exception sites are *‘small sites used for affordable housing in perpetuity where sites would not normally be used for housing’*.
- 7.2 Policy DM4 of the Core Strategy explains that the Council will seek to deliver around 1,790 affordable homes over the plan period (to 2036), and that for sites outside of Key Regeneration Areas, major development proposals (10+ dwellings) will be expected to provide 35 percent on-site affordable housing. It goes on to say that the Council will support rural exception sites that would deliver affordable housing outside of identified settlement boundaries, where a local need can be demonstrated and there is no reasonable prospect of other sites meeting the identified local need.
- 7.3 Therefore, whilst the site is located in the wider rural area the general principle of the development is considered to be acceptable, as it would deliver affordable housing. However, as set out below other matters are considered on balance to result in the proposals being unacceptable.

Impacts on Solent Habitats Sites

- 7.4 As set out within the policies section above, paragraph 182 of the NPPF sets out that the presumption in favour of sustainable development does not apply where the plan or project is likely to have a significant effect on a habitats site (either alone or in combination with other plans or projects). Natural England (NE) have raised the issue of a likely significant effect on several internationally designated sites (Special Protection Areas [SPA], Special Areas of Conservation [SAC] and Ramsar sites) due to the increase in wastewater from the new developments coming forward. The Solent has recognised problems from nitrate enrichment; high levels of nitrogen from human activity and agricultural sources in the catchment have caused excessive growth of green algae which is having a detrimental impact upon protected habitats and bird species. In regard to this every development resulting in the net gain of residential units needs to demonstrate that the site would discharge to the English Channel, or demonstrate that the scheme would be ‘nitrogen neutral’, through mitigation.
- 7.5 It is proposed to connect wastewater from the development to the public sewer. The existing public sewer within vicinity of the site discharges to the Solent Catchment via Calbourne Wastewater Treatment Works. As such there is the potential for the development to add to existing nutrient burdens in the Solent. To

avoid this, the Council's Position Statement confirms that to meet the requirements of the law the application must demonstrate how the proposed development would be nitrate neutral.

- 7.6** Sufficient information, such as a nutrient budget, to demonstrate that the proposed development would be nitrate neutral has not been provided. Without this information, adverse implications for water quality in the Solent Catchment cannot be ruled out.
- 7.7** The Council is unable to lawfully grant planning permission for the development, as it cannot conclude it would not have adverse implications for the Solent Habitats Sites, or that the scheme would result in Imperative Reasons of Overriding Public Interest (IROPI) to out-balance the effects on Solent Habitats Sites and therefore to do so would be in breach of the Habitat Regulations.
- 7.8** The site is located within the Solent SPA Buffer Zone, where new residential development is required to mitigate for potential impacts to the Solent SPA in terms of increased recreational pressure. The applicant has confirmed that they are willing to enter into a planning obligation to secure a contribution from the development towards the Solent Recreation Mitigation Strategy. This would ensure potential impacts on the SPA in terms of recreational pressure would be mitigated. However, at this time, a planning obligation has not been completed and therefore this required mitigation has not been secured. Because of this, adverse implications on the Solent SPA in terms of recreational pressure cannot be ruled out.
- 7.9** Officers conclude, that for the reasons given above, the proposal would not comply with The Conservation of Habitats and Species Regulations 2017 and on this issue would be contrary to the aims of the Framework as it cannot be concluded that the proposal will not adversely affect the integrity of the habitats site.

Highway considerations

- 7.10** As outlined above the application seeks consent for twelve dwellings, which would be accessed from a new service road running parallel to Elm Lane and forming a single priority junction with the Lane. Elm Lane is a 'C' classified road and is governed by a national speed limit at the proposed entrance to the site.
- 7.11** Island Roads has advised that the required visibility splays are 97m (north) and 95m (south) based on Design Manual for Roads and Bridges (DMRB) standards. The visibility sight line distance cannot be measured on site due to the existing vertical and horizontal environment as the field level is approximately 1.6m above the carriageway and has therefore been scaled from the provided plan and assessed by Island Roads, using their engineering judgement on site. When scaled from a point 2.4m(X) back from the edge of carriageway, central to the access and to a point offset 1.0m from the near kerb line (kerb on development side), visibility has been shown to be a maximum of 55m south and 83m north utilising the full frontage of the site. This is significantly deficient when assessed against the posted speed limit of the carriageway.

- 7.12** The submitted drawings depict splays of 43m at the access, a distance also referenced in the submitted transport assessment, but this is for a 30mph speed limit and is in reference to the Manual for Streets suite of documents and therefore is not the correct criteria for assessment at this location. This required visibility could potentially be reduced when viewing to the south as the speed limit changes to 30mph at a point 50m from the access and therefore vehicles speeds could potentially be lower than the posted speed limit. It is also noted that there is limited forward visibility between vehicles traversing along Elm Lane and any potential stationary vehicle waiting to turn into the site, circa 70m from the north looking south and 86m from the south looking north. Speed data provided by the applicant shows that the 85 percentile vehicle speeds within vicinity of the proposed access are 39mph northbound and 38.3mph southbound. Mean speeds are shown to be 32mph and 30.8mph northbound and southbound. It is officers' view that when considering the characteristics of Elm Lane, the speed limit posted outside of the site, as well as the speed data, particularly the 85 percentile speeds, provided by the applicant, and its rural setting, Elm Lane is not reflective of a residential street/village environment, but of a rural road where speeds at the point of the new access have been shown to exceed 30mph and with 85 percentile speeds of around 38/37mph (nearer 40mph). Therefore, the advice provided by Island Roads is agreed with and the proposed access would therefore be substandard in terms of visibility.
- 7.13** Further to this, it is noted that there is a level difference of circa 1.6m between the carriageway level and the top of embankment/field level, therefore any visibility splay would require significant embankment works so as not to obscure any visibility envelope and the relocation of the existing hedgerow outside of the visibility splays. It is noted that the applicant makes reference to the visibility splay to the south going over third-party land with this being the neighbouring access (12 Tennyson View) whereby it would be unlikely that the splay would be obstructed. Although it is acknowledged this would be a remote occurrence, this cannot be guaranteed, and still does not provide the required level of visibility when the correct (or MfS) criterion is used.
- 7.14** The usable width of 6.0m allows for a vehicle to be waiting at the junction to exit and still allow a vehicle to enter from Elm Lane in a safe manner. In addition, a swept path analysis undertaken by Island Roads has demonstrated that both a fire appliance and a refuse service vehicle can enter the site and turn within the turning heads at either end and proceed to exit out of the site in forward gear. However, the narrow nature of Elm Lane does not provide for the necessary space for a refuse vehicle to exit in either direction. To overcome this issue the submitted highway Technical Note outlines that a bin drop-off point can now be situated on the proposed section of footway, which Island Roads considers would be a satisfactory solution, and could be covered by condition if the application were to be approved.
- 7.15** Looking to the wider highway network the junction of Elm Lane and the B3401 Newport Road/ Sun Hill (Calbourne Cross) has been evaluated and again been found to be deficient in terms of the visibility splay. Speed Data provided within the Transport Statement has demonstrated that the 85 percentile of vehicle speeds on the Middle Road are in line with the 40mph speed limit resulting in a junction visibility 'Y' distance requirement of 101m. The visibility at the Elm Lane Junction has been found to be deficient in both directions with circa 51m east

bound and 96m westbound with the proposed development bringing about a potential increase in the number of vehicles passing through this substandard junction and in turn a highway safety risk.

- 7.16** In terms of capacity, a Sensitivity Test using PICARDY has been undertaken including for the Merlin's Farm application (for robustness and although it is noted that this has not yet been submitted) and using Trics Data. This has found that the Calbourne Cross Junction is operating well within capacity with a Ratio of Flow to Capacity (RFC) of 0.09 well below the 0.85 figure where concern would be raised. However, while this may demonstrate there to be no capacity issue, it does little to address the shortfall in junction visibility and the hazard posed by its intensification of use that would be attributable to the development proposal.
- 7.17** The traffic generation associated with this proposal is not deemed by Island Roads to have a negative impact on the capacity of the wider highway/project network. However, due to the shortfall in visibility achievable at the junction of Elm Lane with the B3401, the limited level of visibility proposed at the junction of the site access with Elm Lane and the lack of segregated pedestrian facilities within Elm Lane, the proposed uplift in daily traffic movements attributable to the site (circa 70 daily traffic movements) are considered to pose a highway safety issue. The submitted Transport Statement details that the proposal would bring about a net traffic movement increase within Elm Lane of 7.5 percent in the AM peak and 13.3 percent in the PM period. While the Transport Statement suggests that in terms of numbers this will be low (6 movements in the AM peak and 10 movements in the PM peak) this is still considered to pose a hazard to both site and other highway users due to the limitations of the local network and the site as detailed above.
- 7.18** It is noted and confirmed by Island Roads that the capacity of the junction is not deemed to be of concern but rather the substandard nature of the visibility at the junction, and they have applied a 5 percent threshold of additional movements to reach the conclusion that this would be a significant increase to a substandard junction and would therefore be unacceptable in terms of highway safety. The submitted Transport Note refers to the 5 percent threshold as arbitrary but this figure has historically been used within the planning process both nationally and locally over many years when dealing with substandard junctions, The Transport Note references the 'Institute of Environmental Management and Assessment (IEMA) as the more appropriate document, which uses a 10 percent increase when determining the scope of the environmental assessment of traffic impacts from a development.
- 7.19** The LPA have historically used best practice of 5 percent increase in traffic through a junction being significant, if it were presumed that 50 percent of the traffic generation going through this junction this would give an uplift of 4.98 percent (say 5 percent). However, it is likely that in this instance a greater percentage of the traffic generated by the development would take this junction as this is the closest junction that would take vehicular traffic to both the west and the central regions of the Island (towns of Freshwater and Newport), and therefore the impact is likely to be greater than 5 percent. The indicated 10 percent would only be achieved if 100 percent of the traffic generated from the development went this way. The likely generation of traffic onto this junction would be between 5 and 10 percent. Officers consider that it is appropriate to apply the 5 percent criteria

and the scheme would therefore result in an unacceptable increase to the substandard junction.

- 7.20** On review of the internal onsite highway layout it provides for a low speed shared surface environment to enable private motor vehicles to pass and turn and it is noted that all the parking bays are a minimum of 2.4m x 4.8m and can be safely accessed and egressed by private motor vehicles.
- 7.21** Island Roads have outlined that the information is deficient in respect of drainage, as no infiltration tests or detailed design have been undertaken. However, should the application be recommended for approval this matter could be dealt with by condition.
- 7.22** The CIHT publication 'Planning for Walking' published April 2015 identifies at paragraph 6.3 'Land use planning for pedestrians' that 'Most people will only walk if their destination is less than a mile away.' It continues to explain that 'Walking neighbourhoods are typically characterised as having a range of facilities within 10 minutes' walking distance (around 800 metres).' And that 'The power of a destination determines how far people will walk to get to it. For bus stops in residential areas, 400 metres has traditionally been regarded as a cut-off point and in town centres, 200 metres. ' On review of the accessibility of the site, it is noted that the site is located adjacent to Footpath CB12, however this is only appropriate to leisure walking as it does not provide any direct connectivity to services and its route and form of construction brings into question its usability during hours of darkness and inclement weather.
- 7.23** It is noted that there is a bus stop opposite the Sun Inn circa 350m to the south of the site which is served by an hourly service. However, to access this facility pedestrians have to walk within the live carriageway and in parts around parked vehicles, as Elm Lane is devoid of any footways posing a risk of conflict between site users and motor vehicles. Not only is Elm Lane devoid of any footways, it is also unilluminated and subject to the national speed limit on the approaches and across the roadside frontage of the site (it being accepted that between the southern site boundary and the junction with the B3401 the road is subject to a 30mph speed limit) and is used by all forms of traffic and as a diversion route. During the winter months and during the hours of darkness pedestrians are seen to be particularly vulnerable and Island Roads and officers do not agree with the statement contained within the Transport Statement that this is a safe environment for pedestrians and cyclists. In addition, there is limited footway provision at Calbourne Cross with no defined crossing facility to the bus stop on the southern side of the B3401.
- 7.24** When considering the proximity and connectivity to the local amenities and public transport links, (the 'Village' of Calbourne is limited in terms of facilities with only a Public House and a Garage, with the nearest shop located in Shalfleet and the nearest schools being at Shalfleet and Brighstone both several miles away and not within walking distance of the proposed dwellings) the proposal is seen to encourage the dependence on the private car and to deter travel by more sustainable modes of transport. This is due to it being located within a less sustainable and accessible location. As a result, it is seen to increase the potential for conflict between pedestrians and motorists due to the uplift in daily traffic movements it would bring about and the absence of any segregated

footway links within Elm Lane and between the site and the B3041 (location of local bus stops). Furthermore, the rural nature of the location brings with it an increase in agricultural vehicle movements not typically found within a residential environment and posing a further risk of conflict to pedestrians. Therefore, the proposal is considered to be contrary to the aims of policies SP7 (Travel), DM17 (Sustainable Travel) and DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

- 7.25** Following the initial concerns being raised by Island Roads an additional Technical Note has been submitted, this references a proposed footpath link to the public right of way (FP 12) located to the north and a 2.0m wide footway on the southern side of the access, running adjacent to the carriageway from the proposed access to the limit of the southern boundary. This proposal does offer an improvement over the original submission and the concept can be supported. It is noted that this does not connect to any wider pedestrian facilities resulting in pedestrians still egressing onto the live carriageway, albeit now within the 30mph zone providing a theoretical safer option over the previous layout.
- 7.26** This site falls within Zone 2 as defined within the Guidelines for Parking Provision as Part of New Developments SPD. In accordance with the guidance set out within Table 1, a development of this nature should typically provide twenty vehicle parking spaces, twenty cycle spaces and bin storage. On evaluation, the applicant proposes to provide twenty-four vehicle spaces and exceeds the minimum requirement. However, in this instance the overprovision is not deemed to pose a highway safety concern. Due to the limitations of Elm Lane (width, lack of illumination and absence of segregated footway links) the level of proposed onsite provision is seen to be essential to minimise the risk of vehicles attributable to the site being parked on Elm Lane which would otherwise pose a hazard to both pedestrians and motorists.
- 7.27** The Council's Public Rights of Way Manager has objected to the application on the grounds of insufficient information as public footpath CB12 crosses the area of land within plot 12, but it is not clear whether this would form part of the private garden, and therefore need to be fenced off, or whether it would need to be diverted. Fencing would potentially obstruct the footpath in two places and be unacceptable. Having regard to the proposed layout the footpath could sit outside of the private amenity area and it is therefore considered that this matter could be dealt with by condition should the application be approved.
- 7.28** Rights of Way also consider that this development would lead to a considerable increase in use of public footpaths CB12 and CB10 and therefore s106 funding should be made available to improve the public rights of way in area by way of mitigation. If the application were to be approved, it could be subject to such a contribution being agreed.
- 7.29** Having regard to the concerns raised by Island Roads it is considered by officers that the application would result in an unacceptable access due to inadequate visibility and would result in the increased use of a substandard junction. These impacts are considered to be significant and are therefore given substantial weight.

Impact on the character of the area

- 7.30** Policies SP1, DM2 and DM12 of the CS require proposals to be of high-quality design, to complement and enhance the character and context of the surrounding area, and to protect, conserve and enhance the Island's landscape.
- 7.31** The proposal would continue the ribbon form of residential development along the western side of Elm Lane, albeit set back further than existing housing due to the need to accommodate the on-site access road. The set back of the housing from the highway would be greater than other housing locally and although this in isolation would not necessarily have a significant impact on the character of the area as this would mean that it would also be situated at a lower level to Elm Lane, as well as housing to the south, and this would help to reduce its visual impact, there are concerns that the proposed access road running parallel to the existing Elm Lane would result in an urbanisation of the street scene. It is considered that this would detract from the rural character of the area.
- 7.32** Although the on-site access road and parking/turning areas do appear somewhat excessive and prominent, and would result in a more urban layout, soft landscaping could help to mitigate this impact to an extent, however, the access road itself could not be landscaped and the parking areas for plots 5-7 would be seen directly through the proposed access point, where they would dominate the frontages of plots 5 and 6 and in combination with the parking area for plot 7 present a significant area of hard surfacing that would have little relief.
- 7.33** Reprofilling of the existing roadside bank and loss of the existing hedgerow across the frontage to accommodate the new site access and associated splays would also have a negative impact on the rural character of the lane, which is generally narrow and enclosed. However, this impact would be mitigated to a degree by the proposed new hedgerow planting.
- 7.34** The plans also provide for a new section of footway at the southern end of the site to provide a refuge area for waste collection. This provision has been proposed partly to address concerns with refuse vehicles not being able to exit the site (due to the limited width of Elm Lane), but also to provide some pedestrian refuge across the site frontage. It is considered that this footway provision would overly urbanise this rural lane and would be out of character with it. Whilst it would be possible to omit this footway section and replace it with a low bank/verge, which could be ensured through a landscaping condition, this would mean that any waste collection service would have to enter the site, adding to the highway safety concerns identified above.
- 7.35** In terms of building appearance, the simple hipped and gabled form of the houses would reflect buildings locally, particularly the 1930s housing. Plans indicate some subtle detailing through introduction of contrasting window headers/sills, small gabled porch hoods, and a contrasting brickwork 'diamond' feature under the front gable of plots 3 and 4.
- 7.36** The application contains no information on the proposed external building materials, with plans seemingly indicating a mix of red and yellow brick. This would not reflect materials locally, which are generally a mix of stone and red brick. However, this matter could be conditioned if the application were to be

approved. It is considered that the proposed housing would fail to take the opportunity to positively add to the quality and variety of housing locally and would not represent a sufficiently high standard of design.

- 7.37** The proposed housing would be visible in longer views across the countryside, particularly from the B3401 and Quarry Lane to the west and north. It would also be visible from the existing right of way that passes through the site CB12. However, from these public routes, the proposed housing would be viewed in relation to the existing housing along western side of Elm Lane. Given the housing would continue the ribbon form and scale of this existing housing, it is considered that views of the proposed housing from these routes and Newbridge to the west would not be harmful. Moreover, any visual impact on wider landscape could be mitigated and softened by new hedgerow/tree planting along the western site boundary. This can be secured by condition.
- 7.38** The proposal would result in loss of the extensive views across the site of the open countryside, downs, and Newbridge to the south, west and north. As a result, the proposed housing development would have an adverse impact on the openness of Elm Lane at this point. Given that Elm Lane has a narrow and enclosed character, being enclosed to the south by existing housing and to the north by roadside boundary trees/hedgerows, it is considered that this adverse impact on openness and wider views is limited to the vicinity of the site.
- 7.39** The submitted plans do not show any roof windows for the proposed housing, and therefore it is considered that whilst the proposal would extend housing along this section of Elm Lane, the development would be unlikely to have a significant impact in terms of light pollution, and no greater impact than existing housing to the south. A planning condition could be used to agree an external lighting scheme for the site to ensure any exterior lighting would be directed away from site boundaries and light spillage minimised. Furthermore, enhancement of site boundaries with new hedge and tree planting would also help to reduce the effect of any light pollution from the development on the wider rural landscape.
- 7.40** Notwithstanding that planning conditions can be used to agree external materials and to agree suitable landscaping and exterior lighting schemes, including to secure new hedge/tree planting within the site and around its boundaries, it is considered that the quality of the design finish in combination with the proposed footway provision across the site frontage, the level of hardstanding in front of the proposed houses and the increased sense of enclosure and loss of wider landscape views cross the site, the proposal would fail to complement and enhance, but would adversely impact, the character and context of the site and surrounding area, contrary to the aims of policies SP1 and DM2 of the Core Strategy. The application would therefore result in a negative impact on the character of the area and officers attribute moderate adverse weight to this element of the proposal.

Mix of housing size and tenure

- 7.41** As identified in the Principle section, this site is considered to be a rural exceptions site as 92 percent of the twelve proposed new homes would be affordable.

- 7.42** Policy DM4 of the Core Strategy sets out a target affordable housing mix of 70 percent social/affordable rented and 30 percent intermediate tenures.
- 7.43** The applicant's proposed mix is of 64 percent social rented and 36 percent shared ownership is considered to be sufficiently close to the target splits identified in DM4. Delivery of the proposed affordable housing can be secured through a Section 106 Agreement.
- 7.44** There is no local housing needs survey for Calbourne parish, however the Council's Local Housing Needs Assessment (LHNA) 2022 sets out a suggested appropriate housing mix to meet local housing needs across the Island, as shown below.

Table 75: Suggested mix of housing by size and tenure

	1-bedroom	2-bedrooms	3-bedrooms	4+ bedrooms
Market	5%	35%	40%	20%
Affordable home ownership	20%	40%	30%	10%
Affordable housing (rented)	40%	30%	25%	5%

- 7.45** The submitted information indicates that there would be a mix of 2, 3 and 4-bed dwellings, with the 4-bed dwelling being a 'lifetime home'. One 3-bed open market home is proposed as part of the land deal to secure the site, which would facilitate the delivery of affordable housing.
- 7.46** The size and tenure of the proposed dwellings in the context the suggested mix above is set out in the following table, and is broadly considered to reflect the suggested mix.

		1-bed	2-bed	3-bed	4+ bed
Affordable home ownership	LHNA suggested mix	20%	40%	30%	10%
	Proposed Mix		50% (2 units)	50% (2 units)	
Affordable housing rented	LHNA suggested mix	40%	30%	25%	5%
	Proposed Mix		29% (2 units)	57% (4 units)	14% (1 unit)

- 7.47** Having regard to the current housing delivery shortfall, lack of a 5-year land supply, that there is a notable need to deliver affordable housing across the Island, and that the proposed development would make a small but positive contribution towards meeting local affordable housing needs, it is considered that significant positive weight is given to this element of the proposal.

Evaluation of other considerations

Archaeology

- 7.48** The Council's Archaeological Officer has reviewed the submitted archaeological desk-based assessment, which concludes that the likelihood of the presence of buried archaeological remains within the site is low, although there is a slight possibility of remains relating to a previous structure, identified during the desk-based assessment of the site. As development may damage or destroy evidential and historic significance of any unknown archaeological remains, it is

recommended by officers that if permission is granted, a condition should be imposed to secure a programme of archaeological works during development. This would mitigate for potential impacts to archaeological remains and ensure any remains discovered during the works/development would be preserved by record in accordance with the aims of policy DM11 of the Core Strategy and the NPPF.

It is considered that the proposal could be undertaken to have a neutral level of impact on archaeology, neither weighing in favour or against the proposal.

On-site ecology and biodiversity impacts

7.49 The application is supported by an ecological appraisal that has assessed potential impacts of the proposed development on protected species and habitats. The appraisal concludes the site is a small agriculturally improved pasture with a lack of varied habitats within it, although the northern hedgerow is connected to the wider countryside providing cover and movement corridors for a range of protected and priority species. The proposed development would not affect the northern hedgerow, which is outside of the red-lined site area. It makes a series of recommendations, which include:

- Retention of existing boundary vegetation where possible
- Enhancement of on-site vegetation through a landscaping scheme, to include native shrub/hedgerow/tree planting
- Check and supervised clearance of roadside hedgerow by an ecologist prior to any removal
- Garden boundaries designed to allow wildlife to flow through them
- Installation of bird boxes and bat tubes
- Timing of site clearance works outside of the bird nesting season (01 March – 31 August inclusive), or ecologist supervision of such works during this period

The appraisal considers development impact would be limited mainly to the low value grassland interior of the site, as well as from creation of the access through the roadside hedge.

7.50 The Council's Ecology Officer has agreed with the applicant's ecological appraisal and has advised that its recommendations should be secured in full. Although there would be loss of the existing roadside hedgerow to accommodate the proposed access, this could be mitigated through new hedgerow planting within the site, particularly along the east roadside boundary (behind the required access sightlines), as well as along the rear western boundary with the adjacent field. This would provide opportunity to plant new native hedgerows with greater diversity, as well as softening and mitigating the visual impact of the development. Planning conditions can be used to secure this, and the other recommendations made. This would ensure on-site ecology and biodiversity would be enhanced.

7.51 Provided conditions were imposed, it is considered that the ecological and biodiversity value of the site would be enhanced, which would benefit wildlife, including protected species. This would ensure compliance with the aims of policies DM2 and DM12 of the Core Strategy, the NPPF, and the requirements of section 40 of the Natural Environment and Rural Communities Act 2006

(as amended), which places a duty on the Council when exercising its functions to have regard to the conservation of biodiversity.

It is considered that the proposal could be undertaken to have a neutral level of impact on ecology and biodiversity, and this neither weighs in favour or against the proposal.

Neighbouring amenity

- 7.52** The neighbouring residential property, 12 Tennyson View, is a 1930s two storey house that fronts Elm Lane and benefits from a rear garden of about 30m in depth. The garden boundaries of this neighbouring property, as well as other properties to the south, are defined by hedgerows and fencing. No. 12 is primarily orientated east-west, looking out over Elm Lane and the countryside to the west. It does have two ground floor, and one small upper floor, windows within its north facing side elevation that look toward and over the shared southern site boundary.
- 7.53** The proposed dwellings are shown to be about 11m to the northwest of No. 12, and 3m from its rear garden boundary. The proposed houses would be to the north of this neighbouring property, and situated at a lower level in relation to it. Submitted plans indicated that the south pair of dwellings (plots 1 and 2) would be about 2.5m (a storey) lower in eaves and roof ridge height than No. 12. Given the relationship of the proposed dwellings to No. 12 (including the reduced height, orientation, position, and oblique separation distance), it is considered that there would be no harmful loss of light/sunlight or outlook from this neighbouring property, which would continue to aspect relatively unrestricted westward over the open countryside.
- 7.54** In terms of privacy, the oblique angle and lower height of the proposed dwellings would ensure there would be no harmful intervisibility, and householders would be able to continue to maintain intervening boundary treatments (the existing hedgerow), to ensure this. The only south side facing window at upper level would serve a landing, and therefore a condition could be imposed to ensure this window was obscured, with high-level opening only. Such a condition would reflect current permitted development right restrictions for householders, and would ensure neighbouring amenity would be maintained.
- 7.55** The submitted plans show a driveway extending close to the shared southern boundary, and it is not clear from the plans whether this would allow sufficient space for the existing hedgerow to be maintained/enhanced. However, there would be space across the frontage of plot 1 to accommodate two parking spaces should this not be the case. It is therefore considered conditions could be used to agree a suitable parking arrangement for plot 1 and boundary treatment along the south site boundary with No. 12.
- 7.56** Provided conditions are imposed to secure a suitable parking arrangement and boundary treatment for plot 1, as discussed above, and to restrict upper floor windows within its south side elevation, to ensure they would be obscured with high-level openings only, it is considered that a high level of amenity for neighbouring property occupiers would be maintained in accordance with policy DM2 of the CS and the NPPF.

Officers have assessed the proposed layout of the site and are satisfied that an acceptable level amenity can be achieved for future residents.

Officers consider that the proposal could be undertaken to have a neutral level of impact on neighbouring amenity, and this neither weighs in favour or against the proposal.

Minerals safeguarding

- 7.57** The site is within, and at the edge of, a Minerals Safeguarding Area (MSA). Policy DM20 of the CS states that planning permission will not be granted for any form of development within an MSA that is incompatible with safeguarding the mineral unless it meets one or more of the exceptions criteria set out in DM20. In this case, it is considered, given the current housing delivery shortfall, lack of a 5-year housing land supply, and that the proposal would deliver on-site affordable housing, the proposal would comply with exception criteria d. in that there is an overriding need for the incompatible development. Furthermore, it is considered that the proposal would be unlikely to sterilise existing mineral deposits here any more so than the existing housing to the south, being as it is, at the edge of the MSA, the majority of which is to the east and on the opposite side of Elm Lane. The proposal would therefore not conflict with the safeguarding aims of policies SP9 and DM20 of the Core Strategy.

Officers consider that in relation to this point the proposal would have a neutral level of impact, and this neither weighs in favour or against the proposal.

Loss of agricultural land

- 7.58** The Agricultural Land Classification map for London & South East Region (produced by Natural England) indicates that this land is likely to be grade 3 agricultural land, which is considered to be of good to moderate quality. This map does not differentiate between good and moderate quality and it also does not consider the quality of the land at site level. Notwithstanding this, it is considered the proposal would result in the loss of about 0.5 hectare of grade 3 agricultural land.

Given the relatively small size of the site, this loss is attributed minimal negative weight by officers.

Drainage and flood risk

- 7.59** The site is located in an area where there is a lower probability of flooding (Flood Zone 1). The submitted Drainage Strategy (DS) explains that due to the porosity of the geology underlying the site, permeable road construction and soakaways would be suitable for disposing of surface water from the on-site access road and dwellings. For paths and driveways, surface water is proposed to be directed to private land (i.e. dwelling curtilages), or these surfaces would be of permeable construction. The DS states that permeability testing would be required to inform detailed drainage design.
- 7.60** In terms of foul drainage, as discussed above, it is proposed to connect the development to the existing public foul sewer. However, to achieve this, the DS

explains a new pumping station would be required within the northern part of the site, and that third-party land (Merlin's Farm on the eastern side of Elm Lane) would be required to facilitate this connection. Because of this, it would be necessary to use a Grampian planning condition to secure details of the final drainage scheme, as well as completion of off-site drainage works on this third-party land, prior to any other development taking place. Officers consider a Grampian condition would be appropriate in this case, as the DS explains agreement has been reached between the applicant and owner of the third party land, so there is a prospect of these works coming forward within the lifetime of a planning permission.

- 7.61** Having regard to the above, it is considered that means of surface water and foul drainage to serve the development can be agreed and secured by a pre-commencement Grampian planning condition. Such a condition would ensure the development would meet the aims of DM14 of the Core Strategy, which requires development to reduce local risk of flooding, and to maintain and improve water quality.

Officers consider that given the impact of proposal can be sufficiently mitigated in terms of drainage and flood risk issues there is a neutral level of impact, which neither weighs in favour or against the proposal.

Lack of community consultation

- 7.62** The applicant has submitted a Statement of Community Involvement (SCI) that sets out how the applicant has engaged with the local community prior to submission of the planning application. The SCI refers to pre-application advice provided by Island Roads and the Local Planning Authority (LPA), as well as residents' responses to a leaflet drop undertaken by the applicant. It sets out how the applicant has responded following the feedback provided, as well as further opportunity for the local community to comment during the planning application consultation carried out by the LPA.

- 7.63** In terms of issues raised regarding accuracy of the location plan and the red-lined site area shown on it, the location plan has now been updated with a corrected red-lined site area to ensure that it reflects all the land required to undertake the development as shown on the proposed site plan. In addition, since the original submission the applicant has made some minor revisions to the plans to correct other drawing errors, and has submitted an updated site plan to show provision being made for a new section of footway across part of the site frontage, and sections showing proposed changes to the roadside boundary. All revised and additional plans are available on the Council's website to view with the [application documents](#).

- 7.64** Whilst concerns have been raised in respect of lack of public consultation, the LPA encourages applicants to engage at an early stage with the local community regarding proposals, but cannot require them to do so. In terms of publicity and consultation on this planning application, it is considered that the LPA has met its statutory duty in this regard.

These issues are therefore not given any weight when arriving at the recommendation.

8. Planning balance and conclusions

8.1 The National Planning Policy Framework states that the planning system is planned and that the purpose of the planning system is to achieve sustainable development. In the same way, planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The role of the Planning system is to balance issues, particularly where they compete and compare the benefits of a proposed development with any identified harm. The NPPF advises that the planning system has three overarching objectives, these being economic, social and environmental. The relevancy of the proposal to these objectives are balanced below.

Economic

8.2 The NPPF states that the economic objective is to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth. Economically, there would be some benefits in terms of increasing the resident population, that may help to sustain local facilities/services. There would also be some short-term benefits locally during construction and on-going management of the affordable housing. Loss of grade 3 agricultural land would weigh against the proposal, although this weight is minor given the very limited extent of the loss. Overall it is considered economic benefits can be afforded moderate positive weight.

Social

8.3 The NPPF states that the social objective is support strong, vibrant and healthy communities, referring to the community's health, social and cultural well-being. Socially the proposed development would make a reasonably meaningful contribution towards the delivery housing and meeting the Island's significant housing need. It would also represent a reasonably meaningful contribution to affordable housing, in the context of recent delivery of affordable housing on the Island. This element of the proposal is therefore given significant positive weight.

8.4 It would also have some benefits in terms of helping to sustain local services/facilities, including the local bus service and these benefits are afforded limited positive weight.

The highways safety issues are considered to be serious and weigh against the proposal, with officers affording the identified harm great weight in arriving at their recommendation.

Environmental

8.5 The NPPF states that the environmental objective is to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

- 8.6** Adverse implications for the Solent Habitats Sites in relation to nutrients cannot be ruled out, and the proposal would also fail to provide safe access or safe routes to local facilities/services. There may also be adverse implications for public rights of way, and the proposal would fail to complement and enhance, but would adversely effect, the character of the surrounding area. In addition, it would result in the loss of 0.5 hectare of good to moderate quality agricultural land. Combined, these adverse implications are attributed moderate negative weight.
- 8.7** Other issues identified above (i.e. archaeology, neighbouring amenity, minerals safeguarding, and drainage and flood risk) are considered to be neutral factors in this case, neither weighing for or against the proposal.

Conclusion

- 8.8** The Council cannot demonstrate a 5-year supply of housing land. Accordingly, paragraph 11 d) of the Framework states that where the relevant policies of the development plan are out of date (which footnote 8 states includes, for applications involving the provision of housing, where the local planning authority cannot identify a 5-year supply of housing land), planning permission should be granted unless and adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies of the Framework as a whole.
- 8.9** The proposed development would provide a meaningful level of affordable homes, however in the opinion of officers the adverse impacts of the proposal in terms of highway safety, the impact on the character of the area and the inability to demonstrate nitrate neutrality, significantly and demonstrably outweigh the benefits when assessed against the development plan as a whole.
- 8.10** For the above reasons, as well as those more specifically set out at the end of this report, it is concluded that the social and economic benefits of the proposed development would be significantly outweighed by the adverse environmental impacts and therefore the application is recommended for refusal.

9. Statement of Proactive Working

9.1 ARTICLE 31 - WORKING WITH THE APPLICANT

In accordance with paragraph 38 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;
- the application, for the reasons set out, was not considered to be a sustainable form of development.

10. Reasons for refusal

- 1** The application has not demonstrated that the development would be nitrate neutral and mitigation for impacts to the Solent SPA in terms of increased recreational pressure has not been secured. In the absence of a nutrient budget and details of any mitigation that may be required to ensure nitrate neutrality, or a planning obligation securing a contribution from the development towards the Solent Recreation Mitigation Strategy (or any alternative mitigation), it is considered that the proposal would be likely to have adverse effects on Habitats Sites within the Solent contrary to the aims of policies DM2 (Design Quality for New Development) and DM12 (Landscape, Seascapes, Biodiversity and Geodiversity) of the Island Plan Core Strategy, the National Planning Policy Framework, Regulation 63 of The Conservation of Habitats and Species Regulations 2017 (as amended), and the Council's Position Statement: Nitrogen Neutral Housing Development (April 2022).
- 2** The access would be unsatisfactory to serve the proposed development by reason of unacceptable visibility and would therefore be contrary to policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy and the National Planning Policy Framework.
- 3** The proposed development would generate an increase in vehicular traffic passing along Elm Lane and bring about an increase in vehicle traffic passing through the junction of Elm Lane with the B3401 Newport Road/Sun Hill which is sub-standard in respect to junction visibility, to the detriment of highway safety and would add unduly to the hazards of highway users and would therefore be contrary to policies SP7 (Travel), DM2 (Design Quality for New Development) and DM17 (Sustainable Travel) of the Island Plan Core Strategy.
- 4** The proposal is likely to encourage private car use and deter travel by more sustainable modes of transport due to it being located within a less sustainable and accessible location and in turn increase the potential for conflict between pedestrians and motorists within Elm Lane due to the limited section of segregated pedestrian links between the site and the wider highway network and the local public transport facilities located on the B3401 at Calbourne Cross. Therefore, the proposal is considered to be contrary to the aims of policies SP7 (Travel), DM2 (Design Quality for New Development) and DM17 (Sustainable Travel) and of the Island Plan Core Strategy.
- 5** The proposal, by reason of its layout, design and excessive hardsurfacing, would fail to complement and enhance the character and context of the area, but would adversely affect it, contrary to the aims of policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy and the National Planning Policy Framework.

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Purpose: For Decision

Planning Committee Report

Report of	STRATEGIC MANAGER FOR PLANNING AND INFRASTRUCTURE DELIVERY
Date	25 OCTOBER 2022
Application Reference	22/00631/FUL and 22/00629/OUT
Application type	Hybrid
Application Description	<p>Outline for residential development comprising 113 dwellings, access from Arthur Moody Drive and Ash Lane, roads, footways, landscaping, open space and upgrading of footpath N151 to allow shared pedestrian/cycle use (revised scheme)</p> <p>Full planning permission for proposed 2 detached house with garage; 17 pairs of semi-detached houses (36 Dwellings in total); with access from Forest Hills, Arthur Moody Drive and Ash Lane; associated roads, footways, landscaping, open space and 2 dry ponds (Phase 1) (revised scheme)</p>
Site address	Land West Of 40 - 48 & 37 To 47 Broadwood Lane 17 & 24 Forest Hills 2-20 & 28 – 36 Arthur Moody Drive, Carisbrooke Isle of Wight
Parish	Newport and Carisbrooke
Ward Councillor	Cllr Joe Lever
Applicant	Mr David Norville, DN Associates (Gunville) Ltd
Planning Officer	Sarah Wilkinson

Reason for Planning Committee consideration	The Strategic Manager has directed the application to the Planning Committee as it is considered that the application raises marginal and difficult policy issues
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Recommendation	Conditional permission, subject to a legal agreement
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Main considerations

- Principle
- Impacts on Solent Habitats Sites
- Highway considerations
- Impact on the character and appearance of the area
- Mix of housing size and tenure

1 Recommendation

For the outline planning application (19/01415/OUT):

1.1 Conditional permission subject to a Section 106 Agreement to secure:

- Affordable Housing (35%)
- Mitigation payments to the Solent Protection Area, in accordance with the Bird Aware Strategy
- Provision of the link to the West Wight cycle track
- Sustainable transport contribution of £38,000

For the full planning application (19/01426/FUL):

1.2 Conditional permission subject to a Section 106 Agreement to secure:

- Affordable Housing (35%)
- Mitigation payments to the Solent Protection Area, in accordance with the Bird Aware Strategy
- Provision of the link to the West Wight cycle track
- Sustainable transport contribution of £12,000

2 Location and Site Characteristics

2.1 The application site is an area of 6.4 hectares located to the west of Forest Hills and Arthur Moody Drive between the approved developments off Ash Lane (north) and Alvington Manor View (south).

2.2 The site is formed by two fields, the northern field being relatively flat, with the southern field rising to the south. A ditch and hedge line runs between the two fields.

2.3 The area is residential in character with dwellings (or residential development under construction) to the north, east and part of the south. The land to the west remains as open fields, although the boundary itself is delineated by the public footpath N151. The remainder of the southern boundary is formed by an area of woodland and a field, although there is a mature tree line along much of this boundary.

3 Details of Application

3.1 This is a hybrid application which seeks outline consent for 113 units and full planning permission for 36 dwellings, which would provide phase 1 of the development.

3.2 The full element of the scheme would provide 36 dwellings in a mix of 10 x two and 26 x three bedroom units, the formation of one access from Forest Hills and the provision of green infrastructure, including two dry ponds, planted islands and a green landscape/ecology buffer along the eastern boundary.

3.3 The outline element would provide a further 113 dwellings, resulting in a total of 149 units on site. Matters of access and landscaping would be considered at this time with appearance, layout and scale reserved for later consideration.

- 3.4** The proposed development would provide a policy compliant 35 percent affordable housing within both the full and outline elements. This would be secured by a legal agreement, including a requirement to advertise on Island Homefinder.
- 3.5** Access would be provided from three points; one off Forest Hills, the second from Arthur Moody Drive (the Forest Hills route being provided as part of the full element). These points would both be accessed via Gunville Road and Broadwood Lane. The final access would be off Ash Lane, via the recently approved development on Gunville Road. The Ash Lane access represents the main difference between this application and that previously proposed development for this site.
- 3.6** The proposals would also include for a link and extension to an existing public right of way, which would form part of the West Wight cycle track.

4 **Relevant History**

- 4.1** 19/01415/OUT - Outline for residential development comprising 113 dwellings, access from Arthur Moody Drive, roads, footways, landscaping, open space and upgrading of footpath N151 to allow shared pedestrian/cycle use (updated ecological information and archaeological investigation) (revised description) (readvertised application) was refused by planning committee in August 2021 on highway grounds. The reason for refusing being:

The proposed development by reason of vehicle movements, both during the construction and operational phases, would result in significantly adverse effects on the capacity of the local highway network, particularly in relation to Broadwood Lane, Forest Hills, Arthur Moody Drive and the junction from Gunville Road and the wider highway network and in particular Priory Road and the Waverley roundabout. The construction traffic would also compromise the residential amenity of surrounding properties. The development would therefore be contrary to policies SP7 (Travel) and DM2 (Design Quality for New Development) of the Island Plan Core Strategy

- 4.2** 19/01426/FUL - Proposed 2 detached houses with garage; 17 pairs of semi-detached houses (36 Dwellings in total); with access from Forest Hills; associated roads, footways, landscaping, open space and 2 dry ponds (Phase 1) (updated ecological information and archaeological investigation) (revised description) (readvertised application) was refused by planning committee in August 2021 on highway grounds. The reason for refusing being:

The proposed development by reason of vehicle movements, both during the construction and operational phases, would result in significantly adverse effects on the capacity of the local highway network, particularly in relation to Broadwood Lane, Forest Hills, Arthur Moody Drive and the junction from Gunville Road. The construction traffic would also compromise the residential amenity of surrounding properties. The development would therefore be contrary to policies SP7 (Travel) and DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

- 4.3** The below applications do not relate to the site itself but the recently approved

developments to the north and south are considered to be relevant to the consideration of this application and are therefore details below for information.

- 4.4 19/00855/ARM - Approval of reserved matters on P/00395/15 for plots 2,3,4,5,6,7,8,10,11,12,13,14,15 (13 units in total) relating to appearance and landscaping (revised description) at land off Ash Lane, Newport
- 4.5 P/01139/18 - Approval of reserved matters on P/00395/15 for plots 1, 9, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26 and 27 (37 units in total) relating to appearance and landscaping at land off Ash Lane, Newport.
- 4.6 P/00395/15 - Outline for 50 dwellings (mix of affordable housing, small builder plots and self-build plots) (additional information - foul drainage strategy) (re-advertised) (package treatment plant withdrawn-14.12.15) at land off Ash Lane, Newport
- 4.7 P/01604/13 - Proposed construction of 22 dwellings with parking, landscaping, vehicular access and provision of link to cycle path(Revised layout, additional information relating to site drainage and flood risk and revised information relating to ecology) Revised plans relating to the layout and bedroom numbers for proposed houses, additional information relating to ecology and flood risk, details of surface water drainage (further readvertised application) at land adjacent to 70 and rear of 97 to 103 Alvington Manor View, Newport.

5 **Development Plan Policy**

National Planning Policy

- 5.1 At the heart of the NPPF (2021) is a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with the development plan without delay, or where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless any adverse impacts of doing so would significantly or demonstrably outweigh the benefits or specific policies in the NPPF indicate development should be restricted.
- 5.2 Paragraph 8 sets out the three overarching objectives to achieving sustainable development. These being:
 - “a) **an economic objective** – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
 - b) **a social objective** – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and

c) **an environmental objective** – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.”

5.3 Paragraph 9 clarifies that “These objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area.”

5.4 Paragraph 10 sets out that; “so that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development.”

5.5 Paragraph 110 sets out that “In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:

- a) appropriate opportunities to promote sustainable transport modes can be - or have been - taken up, given the type of development and its location;
- b) safe and suitable access to the site can be achieved for all users;
- c) the design of streets, parking areas, other transport
- d) elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code; and
- e) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree.”

5.6 Paragraph 111 outlining that “Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.” While paragraph 112 states out that “within this context application should:

- a) give priority first to pedestrian and cycle movements, both within the scheme and with neighbouring areas; and second – so far as possible – to facilitating access to high quality public transport, with layouts that maximise the catchment area for bus or other public transport services, and appropriate facilities that encourage public transport use;
- b) address the needs of people with disabilities and reduced mobility in relation to all modes of transport;
- c) create places that are safe, secure and attractive – which minimise the scope for conflicts between pedestrians, cyclists and vehicles, avoid unnecessary street clutter, and respond to local character and design standards;
- d) allow for the efficient delivery of goods, and access by service and emergency vehicles; and

- e) be designed to enable charging of plug-in and other ultra-low emission vehicles in safe, accessible and convenient locations.

5.7 In respect of achieving appropriate densities paragraph 124 sets out that:

Planning policies and decisions should support development that makes efficient use of land, taking into account:

- a) the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
- b) local market conditions and viability;
- c) the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;
- d) the desirability of maintaining an area’s prevailing character and setting (including residential gardens), or of promoting regeneration and change; and
- e) the importance of securing well-designed, attractive and healthy places.

5.8 To achieve well designed places paragraph 130 outlines that “Planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) care sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Local Planning Policy

5.9 The Island Plan Core Strategy identifies the application site as being located adjacent to the defined settlement boundary and within the Medina Valley Key Regeneration Area. The site is not designated for any other reason but is within 5.6km of the Solent and Southampton Water Special Protection Area (SPA). The following policies are relevant to this application:

- SP1 - Spatial Strategy
- SP2 - Housing
- SP5 - Environment

SP7 - Travel
DM2 - Design Quality for New Development
DM3 - Balanced Mix of Housing
DM4 - Locally Affordable Housing
DM5 - Housing for Older People
DM11 - Historic and Built Environment
DM12 - Landscape, Seascape, Biodiversity and Geodiversity
DM13 - Green Infrastructure
DM14 - Flood Risk
DM17 - Sustainable Travel
DM22 - Developer Contributions

Neighbourhood Planning Policy

5.10 There is no neighbourhood plan in place covering this application.

Relevant Supplementary Planning Documents (SPDs) and other planning guidance

- 5.10**
- Solent Recreation Mitigation Strategy
 - Children's Services Facilities Contributions
 - Guidelines for Parking Provision as Part of New Developments
 - Guidelines for Recycling and Refuse Storage in New Developments
 - Isle of Wight Council Position Statement: Nitrates

6. Consultee and Third Party Comments

Internal Consultees

- 6.1** The Council's Environmental Health Officer confirms that there would be no adverse comments in respect of this application.
- 6.2** The Council's Ecology Officer has recommended conditions, if the applications are approved, to secure the applicant's proposed ecological mitigation.
- 6.3** The Council's Archaeological Officer has recommended conditions if the applications are approved.
- 6.4** The Highway Engineer from Island Roads has recommended conditional approval of the outline and full elements of the proposal. Further comments on this matter are set out within the highway considerations section of this report.
- 6.5** The Council's Rights of Way Team have recommended conditions should the applications be approved.
- 6.6** The Council's Drainage & Flood Risk Management Officer has reviewed the comments made in respect of the previous application by the Council's then Drainage Engineer and has confirmed that the drainage philosophy is acceptable but that the design detailing may need to be revised at detailed design stage, and the ponds may be wet more often to allow for a slower discharge rate.
- 6.7** The Council's Arboricultural Officer requested conditions be incorporated as part of the full application in respect of tree protection and soft landscaping, if

approved. In respect of the outline, he has confirmed that the impact to trees of high amenity should be limited, subject to the correct protection during the construction phase, which could be secured by conditioning and arboreal method statement. He does however raise that it is uncertain as to whether the landscaping would be sufficient to ensure a verdant and well treed area as the landscaping detail does not give any numbers of intended trees or shrubs and does not show where these may be planted beyond a generic symbol signifying vegetation. He recommends that this is rectified prior to any determination.

- 6.8** The Hampshire & Isle of Wight Fire and Rescue Service commented on the previous applications and confirmed they would require that fire service access is to the standards required under the Approved Document Volume 1 B5 Section 13. Where these conditions are not met, or achievable compensatory measures may be required in certain circumstances. [Officer comment: this is a Building Control document and would therefore be dealt with at Building Regulations stage. We did not reconsult the Fire Service further in respect of this application, due to the nature of their previous comments.]

External Consultees

- 6.9** Southern Water have commented on the full element of the application, confirming that their investigations indicate that they can provide foul sewerage disposal to service the proposed development, outlining that they would require a formal application for a connection to the public foul sewer to be made by the applicant or developer. They also outline that under certain circumstances SuDS will be adopted by Southern Water should this be requested by the developer. Where SuDS rely upon facilities which are not adoptable by sewerage undertakers the applicant will need to ensure that arrangements exist for the long-term maintenance of the SuDS facilities. They have requested an informative that construction of the development should not commence until details of the means of foul and surface water disposal have been submitted to and agreed by the LPA, in consultation with Southern Water.

Parish/Town Council Comments

- 6.10** Newport and Carisbrooke Community Council have recommended refusal of the applications on the grounds of highway safety and environmental impacts. They raise the following specific concerns which can be summarised as follows:
- The additional access onto Ash Lane provides achieves little than to subject further residents within Gunville to development impacts.
 - Traffic Regulation Orders (TRO) would still be required and would remove on street parking in Broadwood Lane and subsequent connecting streets.
 - The proposed parking totals less than would be removed.
 - The TRO would mean that parking could not be secured near to the homes.
 - Traffic counts were undertaken under Covid restrictions and are therefore not accurate.
 - The development would be car reliant, as although there is provision of cycle track and public footpath, houses on the development that is closest to the nearest bus stop are at least a six minute walk away.
 - The bus service is only hourly, unless walk a further four minutes in which case the service is half hourly.
 - Gunville Road is saturated.

- The two proposed entries onto Gunville Road are already difficult, especially that of Broadwood Lane, due to the close proximity to the pinch point.
- Waverly mini-roundabout is already exceeding capacity at peak times by 2025, approval would result in further traffic impact on capacity and in turn highway safety.
- Area has inadequate sewer capacity
- The proposed drainage scheme would potentially result in some dirty surface water discharging into the Gunville Stream, which may have pollutants from the development. Or, the proposed drainage scheme would potentially result in surface water entering the Southern Water surface water system, which would reduce what is currently flowing naturally into the stream. Either would result in a negative change to the Gunville Stream
- The location of the development(s) is already prone to flooding/waterlogged soil throughout much of the year.
- The local fields are a natural barrier helping in controlling worst of flooding, but current situation for residents will be made worse by an increase in impermeable surfaces and decrease in natural absorption and interception.
- The proposed dry ponds locations seems a poor decision. They are not at or near the lowest point in elevation of the site.
- Changes to the water course either in water volume or cleanliness as a result of the development will lead to a changed habitat within and around the waterway. These are habitats for protected and vulnerable species and other freshwater inhabitants and species reliant upon local habitat. The risk to this area from development is contradictory to the work of the Environment Agency in ensuring the wellbeing of local species
- Loss of a working agricultural fields given the current cost of living crisis and current food security concerns.
- Site has remains of a roundhouse and enclosure, from the transition period from late Iron Age to Roman society, at around 200BCE, has been described as of significant value.

Third Party Representations

6.11 44 letters of objection have been received in respect of the outline application. The content of which can be summarised as follows:

- Ash Lane is a private road maintained by management company paid for by residents
- Traffic generation on roads that cannot cope with extra traffic
- Insufficient access
- Not sufficient capacity at doctors, dentists, hospital etc.
- Carisbrooke is a village not a town
- Impact on St. Mary's Church from increased traffic using the road, as all roads would be used as a rat run
- Insufficient pavements
- Taylor Road cannot be opened as it was not given over to Island Roads
- Objections raised to previous application still stands
- Insufficient drainage/sewerage capacity, causing sewer flooding to residents at the lower end of Gunville
- Access onto Ash Lane just pushes the problem further down the road and causes problems for that area

- Cars parked on roads results in poor visibility in development and development would make matters worse
- Exiting Broadwood Lane onto Gunville Road can be challenging at times, having an impact on motorists and pedestrian safety
- Traffic survey was done during the pandemic
- Opening Taylor Road shows a disregard to the schools in the area
- Greenfield site
- Negative impact on highway safety and increased potential for collisions
- Parking currently very difficult
- Developers should be responsible for ensuring adequate parking spaces for existing residents are incorporated into plan, pay for drop curbs/off street parking for residents on the narrow access road to the new development, if approved
- Impact on stretched sewer system for the area, which could lead to contamination
- Ash Lane development and other in the area has already significantly increased the housing density, traffic and utility services and impacted on land drainage
- Impact on schools, health and social care services, including GPs and the hospital
- Land is an impact natural habitat and was inhabited by farmers from the iron age. Development will risk destruction of building from this age.
- Impact on the habitat of wildlife dependant on the open land and hedgerows
- Impact on wildlife
- Agricultural land used for crops which contribute to feeding the population and animals. Its loss would have a long-term economic impact
- Loss of agricultural land
- Land is clay bed and prone to flooding
- If the full application is granted it is vital that at least one access road, additional to access off Broadwood Lane, be provided or a completely separate new access road be created.
- Very little change from refusal
- The older part of Ash Lane has already been damaged from construction traffic mounting pavements
- Extra traffic will still use Gunville Road and either Forest Road or Priory Road and Waverly roundabout
- No children's play area
- Residents of Ash Lane have already endured disruption from construction traffic
- Junctions cannot accommodate additional traffic generation
- People waiting at bus stop on Gunville Road block visibility
- Parking in Ash Lane forces any traffic exiting onto the wrong side of the road within yards of the junction
- New traffic system at St. Mary's has impacted upon the amount of traffic coming from West Wight now turning into Gunville Road to avoid tailbacks
- Previously developed land within urban areas, bringing empty houses back into use and converting existing buildings in preference to development on greenfield sites
- Overlooking to existing properties in Arthur Moody Drive

- Forest Hills access would increase the amount of traffic, causing more noise and disruption
- Existing roads too narrow and have a number of blind bends with limited visibility making them dangerous
- Current on road parking on both sides of the road make it difficult for cars to drive through the gap and ambulances and fire engines would find it difficult and impossible respectively
- Restricting on-road parking would restrict local residents parking outside of their homes
- Poor visibility at junction exiting at Broadwood Lane and Gunville Road
- Traffic generation increases likelihood of accidents
- Trying to cross the roads is difficult and dangerous already
- Ash Lane is not suitable for additional traffic
- Little public transport in the vicinity of the development and what there is, is expensive
- Roads are not suitable for construction vehicles
- Disruption to existing estate when connecting to services
- Increased congestion
- Clay soil
- Will destroy fields, trees and wildlife
- No significant change from application refused ten months ago
- Access to Ash Lane is not certain
- Broadwood Lane is already full of parked cars on the side of the road and kerbs, which is already an issue for residents. Removal of parking would mean families loose parking.
- Gunville Road and Waverly Roundabout are already at capacity
- Development creep
- Ash Lane development is occupied largely by young families who will want to play out in the tree lined streets in the future which would be dangerous if a rat run
- Access Road would be within 2.5m f new property in Ash Lane development, which would be too close and harmful to amenities
- Residents of Ash Lane struggle with seasonal flooding in their gardens, which has got worse since the new properties at the end of Ash Lane
- Ash Lane residents bought on the basis of a cul-de-sac
- Major disruption to local wildlife
- Roads are unsuitable for current levels of traffic
- Access should be from Forest Road
- Access is not practical due to illegally parked vehicles
- The MP is actively engaged in attempting to reduce housing targets
- Proposal would result in loss of 30 on road parking spaces and only proposes 12 bays in the new development so no net gain
- Proposed plans would destroy historic and successful pattern of housing environment that creates communities.
- Due to connecting road through proposed development additional access is just cosmetic
- More room on site could be given over to parking for existing residents rather than large area of open space
- Area of dry ponds was waterlogged for six months
- It is essential that the developer maintains a zero level of run-off and

maintains the drainage system

- Current drainage plan is inadequate
- Other nominated development sites would have lesser impacts on existing residents
- No genuine need or urgency for housing to justify destroying environment
- Impact from construction process
- Ash Lane is too narrow
- Noise and increase in pollution
- Other developments in the area are still under construction
- No open space or adequate facilities in the area
- Impact on noise and tranquillity from increased traffic
- People need to be close to nature, open space and have fresh air for health
- Slower pace of life island is renowned for should be preserved
- Influx of people will increase crime
- Urban sprawl is not desirable
- Site is in SPA buffer
- There are views across the site to Yarmouth
- Light pollution and impact on dark skies would prejudice wildlife
- No public consultation, with reliance on the consultation done for the previous scheme [officer comment: the LPA undertook the consultation on this application required by the legislation, and it is therefore presumed that this references consultation by the applicant]
- Information on apprenticeships and employment are irrelevant to planning issues [officer comment: employment is a material consideration]
- No need for houses and adequate housing in adjacent housing in adjacent developments
- No sequential test [officer comment: No sequential test is required in respect of the application]
- Impact on archaeology
- Affordable housing would not be affordable
- Should have an Environmental Impact Assessment
- Development would be out of keeping with the character and context of the village and would be visually intrusive and dominant
- Taylor Road is not within the ownership or control of the council so cannot be used to release traffic volumes
- Question location of pedestrian crossing due to proximity to Ash Lane junction
- Waverly crossroads will become a greater bottleneck
- Serious loss of daylight and sunlight to and outlook from neighbouring properties would result in increased sense of enclosure affecting amenities and living conditions of residents
- Access to Broadwood Lane from Gunville Road is narrowed by the pinch point
- Dust from construction process
- Not all accidents are reported so numbers are higher than suggested
- Flooding
- Fields are a natural boundary of Newport
- Who would maintain the common areas?
- Insufficient parking

- Over-development of the area
- Loss of countryside
- Safety issues on the surrounding road network
- Surrounding roads are too narrow for level of traffic
- SUDS lagoons would not be suitable as play areas
- Impact of construction traffic on residential amenity
- Loss of footpath through agricultural land
- Cycle route cannot be used as an example of reducing traffic as very small proportion of people would commute all year around and route still leads to busy roads.
- How can you guarantee SUDS will be owned and maintained?
- Flood Risk Assessment says 147 units, but proposal is for 149 units

6.12 38 letters of objection have been received from local residents in respect of the full element, the content of which can be summarised as follows:

- Negative impact on highway safety and increase potential for collisions.
- Parking currently very difficult
- Developers should be responsible for ensuring adequate parking spaces for existing residents are incorporated into plan, pay for drop curbs/off street parking for residents on the narrow access road to the new development, if approved
- Impact on stretched sewer system for the area, which could lead to contamination
- Ash Lane development and other in the area has already significantly increased the housing density, traffic and utility services and impacted on land drainage
- Impact on schools, health and social care services, including GPs and the hospital
- Land is an impact natural habitat and was inhabited by farmers from the iron age. Development will risk destruction of building from this age.
- Impact on the habitat of wildlife dependant on the open land and hedgerows
- Impact on wildlife
- Agricultural land used for crops which contribute to feeding the population and animals. Its loss would have a long-term economic impact
- Loss of agricultural land
- Land is clay bed and prone to flooding
- If the full application is granted it is vital that at least one access road, additional to access off Broadwood Lane, be provided or a completely separate new access road be created.
- Nothing has changed since the previous refusals, which was only rejected ten months ago.
- Roads are too narrow for large lorries and construction worker parking
- Overlooking to existing properties in Arthur Moody Drive
- Forest Hills access would increase the amount of traffic, causing more noise and disruption
- Existing roads too narrow and have a number of blind bends with limited visibility making them dangerous
- Current on road parking on both sides of the road make it difficult for cars to drive through the gap and ambulances and fire engines would find it

difficult and impossible respectively

- Restricting on-road parking would restrict local residents parking outside of their homes
- Poor visibility at junction exiting at Broadwood Lane and Gunville Road
- Traffic generation increases likelihood of accidents
- Trying to cross the roads is difficult and dangerous already
- Ash Lane is not suitable for additional traffic
- Little public transport in the vicinity of the development and what there is, is expensive
- Roads are not suitable for construction vehicles
- Disruption to existing estate when connecting to services
- Ash Lane used to be a cul-de-sac. Now has unadopted carriageway at end
- Residents of Ash Lane already had disruption from development
- Problem exiting Ash Lane onto Gunville Road due to people standing at the bus stop
- Parking in Ash Lane forces any traffic exiting onto the wrong side of the road within yards of the junction
- Should use previously developed land, empty houses and converting existing buildings first
- Broadwood Lane is now just a dangerous parking area and dangerous for any elderly or disabled people trying to use the pavements etc.
- Area floods now and will only get worse
- Access should be straight enabling people to see what is coming and wide enough for all types of traffic
- Proposed access to be gained via Ash Lane but would be reliant on outline element being built and therefore may not happen for just the full application
- Development creep for Ash Lane
- Ash Lane development is occupied largely by young families who will want to play out in tree lined streets in future, which would be dangerous if a rat run
- Site used by nesting buzzards and wild animals
- Detracts from the charm that tourists expect when visiting 'Garden Isle'
- Increased housing using conventional heating and fuels will generate higher pollution levels, further destroying our natural habitat
- Proposal would result in loss of 30 on road parking spaces and only proposes 12 bays in the new development so no net gain
- Proposed plans would destroy historic and successful pattern of housing environment that creates communities.
- Due to connecting road through proposed development additional access is just cosmetic
- More room on site could be given over to parking for existing residents rather than large area of open space
- Area of dry ponds was waterlogged for six months
- It is essential that the developer maintains a zero level of run-off and maintains the drainage system
- Current drainage plan is inadequate
- Other nominated development sites would have lesser impacts on existing residents
- No genuine need or urgency for housing to justify destroying environment

- Impact from construction process
- Extension to Ash Lane is private, the upkeep of which is paid for by residents. It is not fair to allow additional use to those not paying for upkeep
- Impact on noise and tranquillity from increased traffic
- People need to be close to nature, open space and have fresh air for health
- Slower pace of life island is renowned for should be preserved
- Influx of people will increase crime
- Urban sprawl is not desirable
- Site is in SPA buffer
- There are views across the site to Yarmouth
- Light pollution and impact on dark skies would prejudice wildlife
- No public consultation, with reliance on the consultation done for the previous scheme [officer comment: the LPA undertook the consultation on this application required by the legislation, and it is therefore presumed that this references consultation by the applicant]
- Information on apprenticeships and employment are irrelevant to planning issues [officer comment: employment is a material consideration]
- No need for houses and adequate housing in adjacent housing in adjacent developments
- No sequential test [officer comment: No sequential test is required in respect of the application]
- Impact on archaeology
- Affordable housing would not be affordable
- Should have an Environmental Impact Assessment
- Development would be out of keeping with the character and context of the village and would be visually intrusive and dominant
- Taylor Road is not within the ownership or control of the council so cannot be used to release traffic volumes
- Question location of pedestrian crossing due to proximity to Ash Lane junction
- Waverly crossroads will become a greater bottleneck
- Serious loss of daylight and sunlight to and outlook from neighbouring properties would result in increased sense of enclosure affecting amenities and living conditions of residents
- Loss of land would impact on people connecting with nature
- Density
- Dust from construction process
- Have been accidents but they have just not been reported to the police
- Safety issues on surrounding road network
- SUDS lagoons would not be suitable as play areas
- Cycle route cannot be used as an example of reducing traffic as very small proportion of people would commute all year around and route still leads to busy roads.
- How can guarantee SUDS will be owned and maintained
- The flood risk assessment says 147 units but the proposal is for 149

6.13 Cycle Wight have confirmed that the points they made in respect of the previous scheme still stand. These were as follows: That they neither support nor object to

the application. They have outlined that the proposed development is located such that many trips could be made by bicycle if the conditions to do so are adequate. They confirm that the proposed layout appears to be reasonably permeable for people cycling, however raise a number of concerns regarding the detail of the proposed network.

- The upgrade to N151 is important as it allows a connection to Ash Lane in one direction and to the former railway line, in the other.
- The two east-west streets have clearly been designed to allow future expansion to the west, but currently bisect the walking/cycling route, with priority to the street. This leaves cyclists having to give way to the end of each cul-de-sac, and people walking and cycling having to change level. The route should be continuous and level across the end of these two streets and should remain so even in the event of development to the west.
- Provision should also be made for a link from the most southerly street to the former railway line towards the east side of the site, even if it cannot be delivered at this time.
- On road parking in the development must be restricted to ensure that the area is conducive to walking and cycling. A condition is requested, should the application be approved that the sustainable transport provision is in place before building work begins to allow people to use active travel methods from the outset.

In respect of the off-site network, they outline that there is a significant disconnect between the site and Newport town centre and major onward cycling connectivity. Gunville Road itself provides a key barrier and once crossed, routes into Newport are inadequate. They suggest a number of measures are needed:

- The creation of a route from the site along the former rail line to Alvington Manor View.
- A safe crossing of Gunville Road
- A continuous high-quality route as far as Newport Quay, to connect with key services and other routes.

They acknowledge that, while it would be unreasonable for this development to fully fund this programme of improvements, a significant financial contribution should be sought to provide the cycling opportunities necessary to ensure this location is sustainable in transport terms.

6.14 Cycle Wight submitted a further comment to the previous scheme, outlining again neither supporting nor objecting to the application but stating that they consider the current plans show a shared-use route alongside one of the estate roads which is designed in a way that is likely to create conflicts between different users and risk at junctions and transitions between the shared use route and carriageway and does not follow key principles of good design. Various comments are made about the detailed design of the on-site highway network and outline that the proposed West Wight cycle track is due to join footpath N151 to allow for a future strategic route to the West is vital, but it is not clear if, or how, how this would be achieved.

6.15 In respect of these applications Cycle Wight outlined that they wished to make the following additional comments:

- Hope new design will ensure that when any path crossing a side turning does not change level or deviate in such a way to inconvenience cyclists or pedestrians
- Plans show a multi-user path on one side of the road only, requiring people entering the development to cross the road
- Concur that a TRO is necessary to ensure the junctions are easy to negotiate for cyclists and pedestrians
- Visitor parking should be above the SPG minimum standard
- Transport movement figures should be done again as they were done during covid
- Oppose the use of Taylor Road to mitigate traffic flows on Waverly roundabout
- The quality of the active travel provision should be of the highest quality

6.16 The Campaign for the Protection of Rural England object to the application on the grounds that it has not overcome the previous reasons for refusal, so should be refused due to inadequate access for visibility and inadequate service vehicle access from Arthur Moody Drive.

6.17 Bob Seely MP objects to the proposals for reasons that can be summarised as follows:

- Development of arable land would result in more of the Island's natural beauty being lost, damaging the landscape
- Sufficient brownfield land and empty properties in Newport
- Would eliminate more natural green spaces and disrupt wildlife habitat
- Existing issues with field run-off affecting properties in Arthur Moody Drive and Forest Hills during heavy rain. The development would exacerbate these existing issues
- Significant walk to Newport town centre, resulting in an increase in vehicle activity
- Additional pressure on healthcare services and schools

6.18 The local councillor Joe Lever has objected to the application on the grounds of inadequate access, revisions have not overcome the previous reasons for refusal, increase in traffic and potential loss of parking.

7 Evaluation

Principle

7.1 The application seeks outline consent for the construction of 113 new dwellings and full permission of 36 new dwellings, resulting in a total of 149 units.

7.2 The application site is located immediately adjacent to the settlement boundary for Newport, which would comply with policy SP1 of the Island Plan in locational terms and is an indicator of the sustainability of the site in this regard. Furthermore, the Council cannot demonstrate a five-year supply of deliverable housing land and has failed to meet the Housing Delivery Test. This means its policies relating to delivery of housing are out of date. Paragraph 11(d)(ii) of the Framework (the "tilted balance") is therefore engaged, which says planning permission should be granted unless the adverse impacts of doing so would

significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework as a whole.

- 7.3** Taking this into account, the sustainability guidance contained within the NPPF and particularly paragraph 105 should be noted, which states that ‘Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.’ Thus, for larger developments, the Planning Authority expects connection to a range of transport modes and to limit car travel. Further details on this matter are set out in the highway section of this report.
- 7.4** A number of concerns have also been raised by third parties with regards to the ability of the area’s social infrastructure (doctors, St. Mary’s Hospital etc.) to accommodate the number of units. Prior to the Core Strategy being adopted a number of consultation processes took place with key stakeholders to establish that the recommended number of units required over the plan period could be accommodated. This is still considered to be relevant. Furthermore, not all of the dwellings would accommodate residents who are new to the area or the Island, because some would cater for local people and therefore these individuals would already access these services.
- 7.5** Comments also suggest that an Environmental Impact Assessment should have been undertaken. The application is not located within a designated area and is not considered to be of a scale to require an Environmental Statement.
- 7.6** These applications are the resubmission of the scheme, looking to overcome the previous reasons for refusal relating to highways. In considering the previous application for this site the principle of development did not form a reason for refusal proposed by Councillors.
- 7.7** Having due regard to the above, both elements of the application are considered to be acceptable in principle. Having regard to the current housing delivery shortfall, lack of a 5-year land supply, that there is a notable need to deliver affordable housing across the Island, and that the proposed development would make a positive contribution towards meeting housing needs, it is considered that significant positive weight can be afforded to this benefit of the proposal.

Impact on the character of the area

- 7.8** The application site is located within a largely residential area and therefore the proposed housing would appear in context with this character. The submitted details outline that the total number of units (149) would result in an on-site density of 23.28 dwellings per hectare (dph), which would compare to a cluster assessment of 102 properties immediately to the east off Forest Hills, Broadwood Lane and Alvington Manor View, where the density is approximately 39 dph. The proposed development is therefore not considered to result in an overdevelopment of the site and would compare comfortably within the character of surrounding residential development. It could be considered that the site could accommodate a greater number of units, to compare to the greater density of the surrounding area, however, officers consider, due to the surrounding density, the provision of some larger areas of open space and landscape buffers allows for the development to appear more transitional between the existing built form to

the north, east and south and the open fields to the west.

- 7.9** The full element is supported by layout and elevational plans, which propose a combination of detached and semi-detached units following a linear and fairly regimented layout, running north-south, that would replicate the pattern of development to the east.
- 7.10** The proposed dwellings would all be two storeys in height and would be of a traditional design combining brick elevations (both red and buff in colour) under slate roofs. The elevations show design detailing would be incorporated including dentil coursing, window headers and stone cills, to provide a high-quality design. It is acknowledged that there is a range of single and two storey properties within the surrounding area but in order to make best use of land the proposed scheme does not proposed any single storey units, which can be 'space hungry'.
- 7.11** Third party comments have raised concerns that the layout of the proposed development would be out of character with the surrounding area, as it provides for a more linear layout than cul-de-sacs. Officers disagree with this and consider the layout does, insofar as it needs to, respect the existing character of the surrounding area, which is a mix of linear development and cul-de-sacs. The proposed layout for the full element would respond to the topography of the site and appear as a visual repeat of Forest Hills. Consent for the layout of the outline element is not being sought at this time, with only access and landscaping being matters for determination. However, officers are satisfied that the indicative layout provided would continue to respect this character.
- 7.12** The outline element, although not considering layout has been supported by an indicative layout plan, which follows the design principles of phase 1, although it would include a greater mix of unit types with detached, semi-detached, terraces and maisonettes shown. Supporting information outlines that these later phases would include a mix of 1, 2, 3 and 4 bedroom units.
- 7.13** The outline element would also include additional areas of open space as well as further planted buffers/landscaping. These together with the open space and landscaping proposed as part of phase 1 (the full element) would help integrate the new development into the existing area.
- 7.14** Having regard to the position of the site between approved developments and alongside existing built form, together with the surrounding topography and the boundary vegetation there would be limited views of the site from the north, south and west. When it is viewed it would be seen through the existing residential development and would therefore been seen as a continuation of it.
- 7.15** The site would be visible from the west, south west and north west from public rights of way and the highway network. However, it would be seen within other built form and would therefore not appear prominent or at odds with the character of the area. The proposed layout of the entire site would not project beyond previous approved built form and would therefore nestle into the view.
- 7.16** These applications have changed from the previously submitted scheme to include an additional access point to the east (into Ash Lane) and the incorporation of twelve parking spaces (ten as part of the full element and a

further two in respect of the outline area). These changes are not considered to change the impact on the character of the area, over and above the previously submitted scheme, which was considered to be acceptable and did not form a reason for refusal.

- 7.17** The proposed development is therefore considered to sit comfortably within the context of the area and would not appear out of character or prominent from more distant views. As a result, the full and outline elements are considered by officers (and when previously considered by the planning committee) to have an acceptable level of impact on the character of the area and would therefore comply with policy DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Core Strategy. This impact is considered to be minor adverse but would not weigh significantly against the application, or justify a refusal based on this level of impact/harm.

Impact on neighbouring properties

- 7.18** The majority of phase 1 (the full element) would position proposed units alongside existing shared boundaries with properties fronting Forest Hills and Arthur Moody Drive. However, the layout places the proposed open space/dry ponds along much of this boundary, which would result in the proposed units being approximately 45 meters from the boundary of the numbers 2, 4, 6, 8, 10, 12, 15 and 17 Arthur Moody Drive. This distance together with the proposed landscaping buffer on the shared boundary would ensure that there would be no unacceptable impacts to the amenities of these neighbouring properties.
- 7.19** The proposal would result in 11 units being positioned to the west of 37 – 40 Broadwood Lane (odds only) and 24 Forest Hills. The closest of these would be approximately 19 metres (side to rear) and c.28 metres (back to back), including a minimum 5 metre landscape buffer. As above, these distances and intervening landscaping are considered to be acceptable to ensure that the proposed units would not have an unacceptable impact on the amenities of these neighbouring properties.
- 7.20** The indicative layout supporting the outline application illustrates that proposed units would be positioned to the rear of 12 – 36 Arthur Moody Drive, but again there would be sufficient space and intervening vegetation to ensure that there would not be any unacceptable overlooking or over-dominance of these properties. A condition requiring details of landscaping and boundary treatments would further ensure that there would be no unacceptable impact on the amenities of neighbouring properties generally.
- 7.21** The outline elements would also share boundaries with the developments under construction off Ash Lane and Alvington Manor View but would be separated by existing landscaping to ensure that they would not have any mutual impacts.
- 7.22** The access proposed as part of the full element would extend the existing cul-de-sac off Forest Hills. This would result in increased usage of the surrounding highway network and would change the character of the area to the frontage of the existing cul-de-sac. However, the level of potential traffic generation, although a significant uplift over the existing 8 units, which directly front this section of Forest Hills, is not an unusual relationship between an access and the

surrounding residential units or would see an increase to such an extent that it would be harmful.

- 7.23** The second and third accesses into the site, would be provided as part of later phases, and form part of the outline element of the application. The proposed access onto Forest Hills would pass between two properties, where there is currently a strip of scrub land. As with the above, it is acknowledged that the access would result in a different impact on these neighbouring properties, but this is not considered to be of a level that would be harmful, in what is an already residential context.
- 7.24** The third access, and additional one over and above the previously submitted application, would link to the adjacent development accessed of Ash Lane. As outlined in the history section above, this development was approved in 2016, and is a development of 50 units. It is acknowledged that the proposed additional access linking to this development would result in a different level of traffic than that expected by those purchasing units within this development and the existing residents of Ash Lane however, officers do not consider the likely associated additional traffic would be significantly harmful or over and above that experienced within residential developments. It is envisaged that this access would only take 12 percent of the overall traffic generation from the site.
- 7.25** Third party comments have been received from a resident of Ash Lane outlining that their house is closer to the road than the plans indicate, following an amendment, and therefore the impact on amenity would be greater than the plans indicate. Although this may be the case, the impact is still not considered to be unacceptable, as there would still be an area of defensible space and the level of traffic generation is not considered to be significant. As the house and element of the road to the front of it can be viewed on site the level of impact can be assessed, despite the revised location not being shown correctly on the plans showing the neighbouring development.
- 7.26** Third parties have raised concerns that the application would result in increases in air pollution as a result of the proposed development. Environmental Health have considered the application and have raised no objection to the scheme in this regard, and The Institute of Air Quality Management guidance document 'Land-Use Planning & Development Control: Planning for Air Quality' suggests an assessment should be considered where there is an increase in traffic as a result of a development by more than 500 vehicles per day. The increase of vehicles as a result of the proposed development would likely to be significantly less than that at around 300 vehicles per day, it is not therefore considered necessary to request an impact assessment. The current air quality in around the Broadwood Lane / Gunville Road is very good and significantly below the objective for traffic related pollutants as predicted by a recent air quality impact assessment for the Island. The impact is therefore considered by officers to be negligible.
- 7.27** Comments also raised concerns with regards to noise and light pollution. However, having regard to the location of the site within a primarily residential area and the nature of the proposed development as residential the scheme would not result in unacceptable impacts in this regard. It is acknowledged that while the construction process would cause an element of disruption, this would be relatively short term and is generally an accepted impact on any development.

This impact can be minimised with appropriate conditions to control working hours and secure suitable construction mitigation measures.

- 7.28** The reason for refusal for the previous applications on this site included concerns that “*The construction traffic would also compromise the residential amenity of surrounding properties*”. This application does not propose any specific amendments to overcome this element of the refusal, indicating that this matter can be managed by way of a construction management plan and suitable conditions regarding working hours. The disruption only being temporary and an accepted impact of development. The proposed schemes are not considered to be of a scale where the level of disruption would be of such a degree as to justify refusal on these grounds. The proposed additional access via Ash Lane would allow for alternative routes to be used by existing and new residents during the construction phase of the larger project. Phase 1 is relatively small scale, consisting of only 36 houses.
- 7.29** The proposed construction management plan can include a requirement for hours of operation and deliveries and frequency of deliveries to be agreed as well as parking to be provided on site for contractors to also assist with concerns that these would also need to be incorporated in the local network. Although planning cannot stop someone parking on the surrounding roads if it is legal to do so, we can ensure that sufficient space is provided on site to discourage this and require the developer to use all best endeavours to encourage contractors to use the area identified.
- 7.30** Third party comments have raised concerns that the proposed development would result in an increase in crime. However, the addition of residential units in a residential area is not considered to be unacceptable in principle or a use which would specifically lead to an increase in crime. The layout and type of landscaping can assist with this by following the principles of Designing out Crime and ensuring appropriate natural surveillance of shared and public spaces.
- 7.31** Having regard to the proposed layout and associated landscaping officers are satisfied that the proposed development would not have an unacceptable impact on the amenities of neighbouring properties and would therefore comply with policy DM2 (Design Quality for New Development) of the Core Strategy, resulting in a neutral level of impact, neither weighing in favour or against the proposed development.

Highway considerations

- 7.32** The full element of the scheme seeks consent for an access off Forest Hills. Island Roads have considered this phase as a stand-alone development of 36 dwellings, with separate comments being provided for the full and outline. As different comments are provided in respect of the two elements of the scheme the below sections are separated into full and outline.
- 7.33** As outlined within paragraphs 4.1 and 4.2 above the previous applications for this site were refused on highway grounds. To alleviate these concerns, agreement has now been reached between the applicant and the neighbouring Ash Lane developer/landowner to provide an additional access from Ash Lane, which would increase the options available for residents and emergency vehicles.

Full element (22/00631/FUL)

- 7.34** As with the original submission access to the site is detailed to be formed off the western end of Forest Hills (an unclassified public highway governed by a 30mph speed limit). The Highway Engineer notes that the description for this revised application now states that access would be from Forest Hills, Arthur Moody Drive and Ash Lane, however this would only be the case should Phase 2 (22/00629/OUT) receive consent and be built out, as the Arthur Moody Drive and Ash Lane access points are only within the phase 2 works. The Phase 1 access would still only be from the single access off Forest Hills.
- 7.35** The proposal provides for a 5.5m wide carriageway running east to west with 2.0m wide footways abutting either side (extension of Forest Hills). Two access roads are detailed to form junctions off this continuation of Forest Hills, one running to the north (being shared surface in nature) and one to the south. The road to the south provides for a 5.0m wide carriageway and a 2.0m wide footway on its western side and a raised plateau resulting in a road narrowing at the mid-point. It is also noted that in addition to the proposals previously assessed under 19/01415/OUT that a total of ten parking bays have been provided, these are made up of five perpendicular bays in the Forest Hills extension and five parallel bays in the southern service road. The submitted Transport Assessment (4.15) states that twelve parking spaces (ten provided within the full element) would be provided for the general public to mitigate against any on-street parking lost due to the development via a Traffic Regulation Order (TRO) process at Forest Hills and Broadwood Lane Junction.
- 7.36** When evaluating the internal layout, the Highway Engineer notes that this is a direct duplicate of the previous layout, with their previous comments raising no objection to this.
- 7.37** However, Island Roads did identify that, as a result of a swept path analysis it is evident that if on-street parking occurred within either of the northern roads, service vehicles could be impeded and if approved there may be a need for on-street parking restrictions to be introduced at a later date. However, it is also accepted that the proposed private vehicle access arrangements should prevent this from occurring subject to residents not parking across their driveways.
- 7.38** Island Roads have previously raised the need for on-street parking restrictions to protect the proposed onsite junctions. However, it is accepted that all proposed dwellings are to be provided with onsite parking reflective of the Guidelines for Parking Provision as Part of New Developments SPD and as a result there should not typically be a need for the introduction of on-street parking restrictions to address a perceived issue within the application site. On-street parking currently occurs within the adopted section of Forest Hills through to its junction with Arthur Moody Drive. When considering the potential uplift in daily traffic movements that maybe attributable to the development on this part of the highway network, continual parking in this area would impact on private and service vehicle access to and from the site and have the potential to compromise pedestrian safety. It is therefore recommended that should the application be approved a planning condition should be included to require a TRO to seek the introduction of double yellow lines within Forest Hills about the junction with Arthur Moody Drive and through to the site. As mentioned above, ten parking

bays have been shown to be provided within the Forest Road extension and the southern service road to mitigate against the loss of parking should the TRO process be successful.

7.39 The section of Forest Hills onto which the site is shown to connect forms a priority junction with Arthur Moody Drive. On assessment this junction complies with geometric design standards and there are existing double yellow lines within Arthur Moody Drive (directly opposite the junction) that offer protection to this part of the highway network. Likewise, the road network (Broadwood Lane) that provides vehicular access through to Gunville Road is deemed to be suitable for the anticipated level of daily traffic that maybe attributable to the 36 proposed dwellings.

7.40 On review of the onsite pedestrian provision, the footway links and uncontrolled pedestrian crossings are deemed to maximise permeability for all users. However, on evaluation of the wider highway network and mindful of the increase in pedestrian footfall that maybe generated by the proposal, Island Roads have requested that if the application is approved a condition is included which requires the following pedestrian accessibility improvements on the local highway network between the site and the Broadwood Lane / Gunville Road junction.

Offsite uncontrolled pedestrian crossing points need to be provided at each of the following locations.

- Across the turning head on the southern side of Forest Hills
- At the Forest Hills Arthur Moody Drive junction
- Across the junction serving 25 – 47 Broadwood Lane
- At the junction of Broadwood Lane and Forest Hills adjacent to the northern boundary of No. 1 Forest Hills.
- At the junction of Broadwood Lane and Park Close through the existing grass verge to avoid conflict with existing vehicle accesses.

7.41 The Highway Engineer confirms that the wider highway network provides for suitable footway links and crossing points to local amenities and that to the north of the site as part of the Ash Lane development a zebra crossing has been installed on Gunville Road along with associated bus stop upgrades.

7.42 While not considered to be a sustainable standalone highway reason for refusal Island Roads questions why provision has not been made within the site layout for a shared footway/cycleway (minimum 3.0m in width) running east to west linking Arthur Moody Drive / Forest Hills and onto the proposed public footpath N151 upgrade. It is accepted that cyclists would be passing through a residential area that does not currently provide for a shared-use footway cycleway. Officers do not consider this element to be essential, as there is a link provided west to east, which would link the proposed West Wight cycle track to the development within Alvington Manor View.

7.43 Therefore, subject to the imposition of conditions Island Roads have confirmed that the proposed onsite highways elements of the site are deemed to comply with design standards and local guidance for a residential environment with a 30mph design speed.

- 7.44** The Highway Engineer has raised some concerns with regards to drainage, as they consider some details are missing but confirm that this could be dealt with by way of imposed condition.
- 7.45** This site falls within Zone 2 as defined within the Guidelines for Parking Provision as Part of New Developments SPD. A development of this nature should typically provide onsite vehicle parking at a ratio of 1 space per 1 / 2-bedroom dwelling, 2 spaces per 3 / 4-bedroom dwelling and 3 spaces per 5+ bedroom dwelling along with cycle spaces and bin storage. Island Roads have confirmed that the proposed layout provides for an adequate level of onsite parking per dwelling and that each dwelling is provided with space for the storage of refuse clear of the highway and spaces to store a bike. It is therefore deemed to be compliant with the parking guidance SPD. For completeness they have also confirmed that the parking layout would comply with design standards.
- 7.46** A Transport Assessment dated February 2022 was submitted as part of this application and its contents have been fully evaluated by Island Roads. This document not only allows for the traffic movements that maybe attributable to this application but also those associated with application 22/00629/FUL (the wider site to which this application connects) and application 19/01544/OUT (Land to the rear of 162 and 182 Gunville Road).
- 7.47** Island Roads have outlined that when they previously evaluating the outline planning application (the additional 113 dwellings) under 19/01415/OUT concern was raised by them in respect to the potential impact of the development traffic (113 dwellings) on the operation of the Broadwood Lane / Gunville Road priority junction, and the Waverly Roundabout to the south. However, when considering the level of traffic movements that would be attributable to the full application in isolation (36 dwellings resulting in circa 14 arrivals and 7 departures in the PM peak hour) it is accepted that the proposal on its own would not bring about a significant impact on these junctions so as to provide a sustainable standalone highway reason for refusal. The traffic generation associated with this proposal was therefore not deemed to have a negative impact on the capacity of the highway/project network and this remains the case in respect of this application.
- 7.48** On review of accident data, there have been no recorded incidents in the last 3 years within the local vicinity of this site that are relevant to the proposal. It is acknowledged that Section 3.16 - 3.17 of the Transport Assessment has evaluated the wider highway network which has highlighted a total of 10 collisions. However, when considering the scale of this development (36 dwellings) and the nature of the incidents Island Roads agree with the statement within the Transport Assessment that "... most of the accidents were isolated single occurrences at different locations. As such, it is difficult to identify any deficiencies in the highway network that might be aggravated by the proposed development".
- 7.49** Third parties have raised concerns that accidents have happened in the local network but have not been reported to the police. Unfortunately, if accidents have not been reported or recorded in anyway, it is not possible for them to be taken into consideration. However, if they were not recorded or reported they were likely to be minor in nature.

- 7.50** Due to the nature of the proposed development if approved Island Roads consider it is essential that a condition is included requiring the submission of a 'Construction Management Plan' that covers:
- The provision of a wheel-wash and mechanical brush to ensure that the highway network remains clear from any site debris.
 - Onsite parking and turning facilities for operative and construction vehicles. These will need to be phased to accommodate the building of the dwellings.
 - Onsite construction vehicle loading, unloading, delivery and turning areas and associated haul roads to ensure that all vehicles may enter and exit the public highway in forward gear.
 - The provision of temporary parking restrictions within Arthur Moody Drive, Forest Hills and Broadwood Lane to maximise highway safety and minimise the risk of vehicle overrun of the existing footway network.

7.51 A Construction Management Plan is also considered to be necessary to protect the amenities of neighbouring residential properties, as set out in the relevant section above.

7.52 The previous application was refused on the grounds that vehicle movement would *result in significantly adverse effects on the capacity of the local highway network, particularly in relation to Broadwood Lane, Forest Hills, Arthur Moody Drive and the junction from Gunville Road.* The Highway Engineer from Island Roads, on behalf of the Highway Authority, has assessed the application and the submitted supporting details and consider that the scheme would be acceptable in highway terms and comply with DM2 (Design Quality for New Development), DM13 (Green Infrastructure), DM17 (Sustainable Travel) and SP7 (Travel) of the Island Plan Core Strategy, subject to conditions.

Outline element (19/01415/OUT)

7.53 In response to the previous refusal an amended layout showing a third access point from Ash Lane to the north of the site and an updated Transport Assessment based on a traffic survey undertaken in September 2021 have been submitted.

7.54 Access is a matter being considered as part of the outline planning application and the layout provides for two points of vehicular access onto the existing adopted highway network and a third point connecting to Ash Lane which is a private section of carriageway which adjoins the public highway. It has been predicted that this would provide for an 88% traffic flow via Broadwood Lane and 12% Ash Lane split.

7.55 The southern of these two accesses is shown to be formed on land between No's. 10 and 12 Arthur Moody Drive comprising of a conventional priority junction with a 2.0m wide footway abutting its northern side (including for an uncontrolled pedestrian crossing point on Arthur Moody Drive) and a grass verge on the southern side over the first 16.0m and then a 2.0m wide footway beyond. At this change point the layout also includes for a raised plateau and an uncontrolled pedestrian crossing facility.

- 7.56** The northern vehicular access provides for a continuation of the existing Forest Hills highway layout, giving rise to a 5.5m wide carriageway and a 2.0m wide footway abutting its southern side and a 3.0m wide shared use path on its northern side (both of which are detailed to run through to the western extents of the site and link into public right of way N151 which itself is detailed to be upgraded to shared pedestrian / cycle use standard). This access point is also shown to serve the element of the site designated as Phase 1 and covered by application 22/00631/FUL. Should the third access be brought forward and be taken into consideration then both of these points of access would channel 88% of site based motorised vehicular traffic onto Broadwood Lane and through its junction with Gunville Road.
- 7.57** Within the site the highway layout provides for principal carriageway widths of 5.5m with abutting 2.0m wide footways, 3.0m wide shared use paths, minor road widths of 5.0m, (some of which are shared surface and include for localised narrowing's) and associated vehicle turning areas. The layout also provides for an internal road link between the proposed Arthur Moody Drive and Forest Hills access points with a pinch point at its midpoint.
- 7.58** Along the western site boundary provision has been made for a 3.0m wide shared surface footway/cycleway accommodating public footpath N151 and linking into the site currently being developed off Ash Lane under consent P/00395/15 (located to the north, which includes for the upgrading of public footpath N65 and the element of N151 that falls within that site to footway / cycleway). This route is complemented by onsite shared use pathways detailed to provide linkage through to Forest Hills and the extension of Alvington Manor View that abuts the southern site boundary in the southwestern corner and is currently being built out in association with application P/01604/13.
- 7.59** Island Roads confirm that, subject to the imposition of conditions in relation to construction and junction visibility splays, the onsite road layout is deemed to comply with highway design standards providing a suitable residential highway network following the principals of Manual for Streets and Manual for Streets 2.
- 7.60** The highway network onto which both of the proposed site access points are shown to form junctions is governed by a 30mph speed limit and as a result when considering the scale and nature of the development these junctions should provide for minimum visibility splays of X = 2.4m by Y = 43.0m. On review the existing associated priority junction complies with visibility standards. Likewise, private and service vehicles can pass through the junctions to enter and exit the site, albeit existing on-street parking practices typically restrict use down to single carriageway beyond the junction through to the turning head.
- 7.61** When considering the potential uplift in daily traffic movements that may be attributable to the development on this part of the highway network (the adopted section of Forest Hills through to its junction with Arthur Moody Drive), continual parking in this area would impact on private and service vehicle access to and from the site, and also have the potential to compromise pedestrian safety. It is therefore recommended that, should the application be approved, a planning condition is included to secure a TRO prior to commencement of works to introduce double yellow lines within Forest Hills about the junction with Arthur Moody Drive and through to the site access (the exact extent would be

determined as part of any formal TRO application).

- 7.62** The section of Forest Hills onto which the site is shown to connect forms a priority junction with Arthur Moody Drive. On assessment this junction complies with geometric design standards and there are existing double yellow lines within Arthur Moody Drive (directly opposite the junction) that offer protection to this part of the highway network.
- 7.63** In respect of the southern site access (land between 10 and 12 Arthur Moody Drive) the required level of junction visibility in-excess of the minimum requirements ($X = 2.4\text{m}$ by $Y = 43.0\text{m}$) can be gained, although Island Roads have highlighted that a proportion of the splays / sightlines cross third-party land falling outside of the control of the applicant and the limit of adopted highway. Historical conditions secure this visibility splay and therefore Officers consider a refusal on highway grounds for this element would not be sustainable should it go to appeal.
- 7.64** Swept path analysis as part of the previous application highlighted that for service vehicles to enter and exit the site through the southern site access, as a minimum there would be a need to introduce on-street parking restrictions within Arthur Moody Drive on both sides of the road, on both approaches to the proposed junction and within the proposed onsite access road from the junction with Arthur Moody Drive through to and covering the proposed raised plateau. Concern was previously raised by Island Roads that even with such restrictions in place the arrangement would pose a risk of service overrun of the adjacent footways particularly when exiting the site and turning to the north. However, it is now acknowledged that service vehicles should not dominate the layout of a residential junction, and that on further evaluation safe service vehicle manoeuvres could be achieved. However, should the required TROs not be secured (these would bring about a loss of on-street parking within Arthur Moody Drive) service vehicles would not be able to safely negotiate this junction. In addition to the above, it is also noted that for a refuse service vehicle to egress the site it requires to pass onto the opposing side of the access road and taking up the whole junction to undertake the turning manoeuvre back onto Arthur Moody Drive, the point at which the service vehicles needs to commit itself is circa 6.0m back from the give way line and would require clear visibility to any oncoming vehicles along Arthur Moody Drive, further emphasising the need for clear unobscured visibility sight lines.
- 7.65** Ideally to address each of the aforementioned issues (visibility for pedestrians / motorists and service vehicle access) Island Roads have suggested that the redline boundary needs to include for a proportion of the frontages of No. 10 and 12 Arthur Moody Drive so fully compliant visibility splays can be secured, improved junction radii can be provided and the proposed footway abutting the northern side of the access can be returned across the frontage of No. 12 with the pedestrian crossing point relocated marginally to the north off of the radii. This was not however considered to be essential and would not be possible without third party land, which is not in the control of the applicant.
- 7.66** While it is accepted that over and above the proposed southern junction the onsite footway and cycle links, uncontrolled pedestrian crossings and public rights of way improvements maximise permeability for all users and comply with

design standards, concern is raised in respect to onward pedestrian connectivity through Broadwood Lane and onto Gunville Road. When considering the increase in pedestrian footfall that maybe generated by the proposal, Island Roads request that a condition is incorporated requiring the provision of offsite uncontrolled pedestrian crossing points in the following locations, prior to occupation, to improve pedestrian accessibility:

- The junction serving 7 – 33 Odds Arthur Moody Drive
- Across the turning head on the southern side of Forest Hills
- At the Forest Hills Arthur Moody Drive junction
- Across the junction serving 25 – 47 Broadwood Lane
- At the junction of Broadwood Lane and Forest Hills adjacent to the northern boundary of No. 1 Forest Hills.
- At the junction of Broadwood Lane and Park Close with associated footways being formed through the existing grass verge to avoid conflict with existing vehicle accesses.

These are the same improvements requested as part of the full element of the application, and as such they would not need to be repeated as part of the outline.

- 7.67** When evaluating the proposed third access point which would connect to the Ash Lane development, it is noted that the junction of Ash Lane into Gunville Road is compliant with the Manual for Streets suite of documents in terms of visibility and geometry. In addition, as part of the Ash Lane development a zebra crossing, and bus stop improvement works have been implemented, improving the crossing and access facilities for local people.
- 7.68** It is accepted that as detailed within the Transport Assessment that accompanies this submission that the wider highway network beyond Broadwood Lane provides for suitable footway links and crossing points to local amenities.
- 7.69** Further to the previous submission for this site, the Transport Assessment has been updated to take into account the amended information and includes an updated traffic survey. In general terms the updated traffic survey shows a reduction in traffic movements from the original survey undertaken in 2016. It is recognised that traffic patterns have changed due to Covid and the subsequent increase in home working etc, with this Transport Assessment based on a traffic survey undertaken in September 2021 and projected for a period of 5 years using TEMPro v 7.2. The submitted Transport Assessment outlines that the growth factor would result in a robust assessment, as although the long-term effects of Covid and other observed changes in travel patterns are unknown at present, historical data by the TRICS Consortium found that peak hour vehicular trip rates for some key uses (supermarkets, offices and private residential) have all declined over recent years, even before the onset of the pandemic. Island Roads have confirmed that they can only evaluate the information provided whereby there may come a time when travel patterns revert to pre-pandemic levels but there is no evidence to suggest when or if this may be. Officers consider that it is reasonable to conclude a reduction in car travel associated with changes to work practices, including more home working and flexible office hours, together with better accessibility to other more sustainable means of travel.

- 7.70** The recently refused proposal would have seen 100% of the traffic exiting the site from Broadwood Lane. This revised proposal would see around 88% using the lane, with a presumption that 12% would exit/enter via Ash Lane. In considering the geometry of the lane Island Roads have confirmed that subject to the implementation of the off-site pedestrian improvements they are satisfied that suitable pedestrian connectivity and safety measures can be provided. They have outlined that subject to the Local Chief Fire Officer, when considering the existing on-street parking restrictions, practices and vehicle access spacing providing passing areas and the achievable level of forward visibility and the need to protect Forest Hills and Arthur Moody Drive by on-street parking restrictions, private and service vehicles would be able to safely negotiate Broadwood Lane and Arthur Moody Drive when accessing / egressing the site. Officers have consulted with the Fire Officers in respect of the previous application, on which they did not raise any objection and therefore due to the nature of their comments (which are outlined within paragraph 6.8 above) they have not been formally reconsulted.
- 7.71** The Broadwood Lane / Gunville Road junction takes the form of a conventional priority junction with the width of the east bound lane (exiting vehicles) over its first 10.0m enabling two private motor vehicles to wait side by side while inbound vehicles pass. It provides for an uncontrolled pedestrian crossing facility and is protected by double yellow lines to a point circa 16.5m back from the junction with Gunville Road.
- 7.72** Gunville Road at this point has a width of circa 7.0m, and to the south of the junction is a priority flow system with an associated buildout giving priority to the north bound traffic. There are on-street parking restrictions on Gunville Road about and on the approaches to the junction. However, on-street parking is permitted from a point circa 7.0m to the north of the junction on the eastern side of the road, albeit the presence of vehicle accesses and associated Access Protection Bars limit the opportunity for parking immediately beyond the existing double yellow lines. However, when undertaking site visits it would appear that the associated property owners tend to park across their own vehicle access. At the same time, it is acknowledged that the width of Gunville Road enables private motor vehicles to be parked and two private motor vehicles to pass. As set out within Manual for Street / Manual for Street 2 when allowing a 2.0m parking area a width of 4.80m – 5.0m will enable private motor vehicles to pass. This part of the highway network is governed by a 30mph speed limit and Island Roads have confirmed that the current junction arrangement complies with geometric highway residential design standards.
- 7.73** This proposal is accompanied by an updated Transport Assessment which has evaluated the potential impact of the proposed development on the local highway network. This assessment has not only covered the Broadwood Lane / Gunville Road junction but has also considered the impact on the operation of the Forest Road / Gunville Rd traffic signals, the Carisbrooke mini roundabout “Waverley junction”, the Ash Lane / Gunville Road Junction and the Gunville Road / Taylor Road junction.
- 7.74** As identified earlier in this report while it is acknowledged that on-street parking occurs along the majority of the length of Broadwood Lane, existing on-street parking restrictions, junctions and vehicle access points provide for areas in

which vehicles may pass with associated forward visibility reflective of the road geometry. However, it is still considered to be essential should this application be approved, for additional parking restrictions to be imposed within Forest Hills and about the junction proposed to be formed onto Arthur Moody Drive.

- 7.75** Section 5.0 of the submitted Transport Assessment considers the potential impact the development-based traffic flows may have at peak times. In respect of the Gunville Road / Broadwood Lane junction the two developments are predicted to increase traffic by 15 percent in the AM peak and 18 percent in the PM peak when compared with the predicted 2027 base line figure (2021 figures increased using TEMPro Ver. 7.2 for a 5-year period). The PICADY simulation shows a Ratio of Flow to Capacity (RFC) of 0.18 in the AM peak and 0.05 in the PM. This is below the 0.85 threshold whereby concern is usually raised; however, this is based on 88 percent of traffic from the development using Broadwood Lane and 12 percent using the Ash Lane junction. Working on the previous application data whereby 100 percent of the traffic was proposed to utilise this junction and was also deemed to be satisfactory (subject to the sterilisation of the section of on-street parking via the TRO process) the use of this junction to serve traffic flows from the development is not deemed to give rise to a recommendation for refusal.
- 7.76** While it is accepted that the junction simulation modelling shows that the junction would operate within theoretical capacity, Island Roads still raise concern that the pinch point on Gunville Road to the south of the junction would have a negative impact in respect to allowing vehicles to exit Broadwood Lane so that those entering may continue unimpeded. Currently the existing double yellow lines within Broadwood Lane only extend back circa 16.5m from Gunville Road junction. Beyond this point there is potential for a vehicle to park on the southern side of Broadwood (in advance of the entrance to the car park serving the church hall) and obstruct inbound traffic should more than two vehicles be queuing and waiting to exit onto Gunville Road. Island Roads therefore recommend that, should the application be approved, a condition be included to secure a TRO to extend the double yellow lines and remove this bay prior to occupation of the dwellings proposed. The removal of this bay along with the presence of vehicle accesses beyond would then significantly increase the queuing capacity within Broadwood Lane and mitigate any queuing back onto Gunville Road.
- 7.77** In respect of the Waverly roundabout, within the previous evaluation report Island Roads recommended refusal on the impact of the proposed development on this junction. Previous transport assessments undertaken on behalf of the Isle of Wight Council by White, Young Green Limited (WYG) showed that this junction (under the do-nothing assessment) would be operating at an RFC of 0.90 during the PM peak in 2025 prior to this development coming forward. In addition, the previous Transport Assessment for this site also showed an RFC of 0.99 (2025 projection) and went on to state that even without the development the junction would be operating at (2025 RFC figure) of 0.94 with both being significantly greater than the figure of 0.85 (the threshold whereby concern is raised). It is however noted that the previous traffic assessments were undertaken pre-Covid and since that time many people's movement patterns have changed, with the 2021 traffic figures being reduced from those recorded in 2016.

- 7.78** The updated theoretical capacity simulation provided as part of this development shows the junction operating within capacity with an RFC of 0.63 in the AM and 0.69 in the PM peaks. Island Roads have outlined that they can only evaluate the information as provided as part of the application whereby the updated RFC capacity results showing the mini-roundabout junction operating within design parameters, would not give rise to a sustainable standalone reason for refusal. However, although vehicle movements patterns have changed due to the pandemic, it cannot be guaranteed that they would remain so, as over time life will go back to normal whereby traffic volumes may return back to pre-covid levels and again causing congestion at this junction. However, having regard to the evidence of a slight reduction before the pandemic and the accessibility of the site in relation to cycling and walking, together with its proximity to local services and facilities within reasonable walking and cycling distances, officers consider it to be reasonable to consider the predicted level of traffic generation based on the 2021 survey results.
- 7.79** In respect of the Gunville/Forest road signalised junction, the Transport Assessment shows that when using the 2027 (TEMPro Ver. 7.2) predicted base line that the two developments would increase the total traffic flows by 5 percent in the AM peak and 4 percent in the PM. In addition, it has been shown via LINSIG that the signalised junction would operate at 66.2 percent and 76.1 percent saturation in the AM and PM peaks respectively. Therefore, the junction would operate within design parameters. For clarity, a saturation point of between 85-90 percent is the point whereby concern is raised.
- 7.80** This application includes an access link onto Ash Lane, and as such the Gunville Road / Ash Lane junction has also been examined within the Transport Assessment. Working on the basis that circa 12 percent of the traffic flows are predicted to utilise this access point from the proposed two developments then the total traffic flow through this junction is shown to be increased by circa 9 percent over the predicted 2027 base line. Under these circumstances the PICADY evaluation shows the junction operating with an RFC of 0.09 well below the 0.85 where concern is raised.
- 7.81** The Gunville Road/Taylor Road is shown to operate (PICADY) with an RFC of 0.38 and 0.4 in the AM and PM peak respectively with the two developments generating circa 9 percent increase over the 2027 base line.
- 7.82** Having regard to the above junction capacity assessments, Island Roads have raised no objection in respect of capacity and traffic impact on the local highway network.
- 7.83** On review of accident data there have been no recorded incidents in the last 3 years within the local vicinity of this site that are relevant to the proposal. It is acknowledged that the submitted Transport Assessment has evaluated the wider highway network which has highlighted a total of 13 collisions over a 5-year period. However, when considering the nature of the incidents Island Roads agrees with the statement within the Transport Assessment that “... *most of the accidents were isolated single occurrences at different locations. As such, it is difficult to identify any deficiencies in the highway network that might be aggravated by the proposed development ...*”. Island Roads therefore raise no objection on these grounds but recommend that should the application be

approved a condition be incorporated requiring forward pedestrian improvements between the site and Gunville Road to maximise connectivity, accessibility and pedestrian safety (as set out earlier in this report).

- 7.84** This site falls within Zone 2 as defined within the Guidelines for Parking Provision as Part of New Developments SPD. A development of this nature should typically provide onsite vehicle parking at a ratio of 1 space per 1 / 2-bedroom dwelling, 2 spaces per 3 / 4-bedroom dwelling and 3 spaces per 5+ bedroom dwelling along with cycle spaces and bin storage. Island Roads have confirmed that there is adequate space within the confines of the site to provide a level of parking attributable to each dwelling, in addition ten parking bays are to be provided in phase one and a further two within phase two to mitigate against the loss of parking as part of the TRO process. Island Roads have confirmed that they are satisfied that the aspect could be covered by condition.
- 7.85** Comments have been received from third parties that the resultant residents would not use alternative modes of transport to the car. However, officers consider that the application site is within a sustainable location, making trips by alternative modes of transport a realistic option. Manual for Streets defines a 'walkable neighbourhood' as one in which a range of facilities are within 10 minutes (up to about 800metres) and therefore residents can comfortably access by foot. It further explains that this is not a maximum, with the previous guidance contained within PPS13 (now superseded by the NPPF) outlining that facilities within a distance of up to 2km would replace car journeys.
- 7.86** The submitted transport assessment outlines that there are a significant number of facilities within this 2km distance, include a number of schools, shops, pubs, churches, health care centre and a recreation ground.
- 7.87** Third party comments also raise concerns with regards to the accessibility to public transport, as the bus stops are in Gunville Road. There is a regular bus service along Gunville Road (Southern Vectis Route 7, Newport – Yarmouth – Alum Bay) with an hourly daytime frequency in each direction. The bus stop for this service would be approximately 440m by road from the site entrance in Forest Hills, so it would be around 750m walking distance to that bus stop from the furthest part of the development. Alternatively, the Newport local service (Southern Vectis Route 38), with a half-hourly daytime frequency, can be accessed at the Home Bargains stop in Taylor Road, entailing an additional 240m walking distance. These distances are considered to be acceptable and would allow residents the choice of using public transport.
- 7.88** The proposed layout would provide a link to the West Wight cycle track. Although it is unlikely that a significant number of residents would utilise this as an alternative to commuting by car in a westerly direction, it would provide a recreational route and access to the wider countryside, as well as providing part of this important sustainable transport link between Newport and the West Wight.
- 7.89** Concerns have been raised that the traffic counts were undertaken during the national lockdown and are therefore not reflective of actual traffic movements in the area. However, the Transport Assessment submitted with the application is dated February 2022 and this confirms that manual classified counts were undertaken on the 8th September 2021. The country was not in a national

lockdown at this time and the date is therefore considered to be acceptable to provide a reflection of existing traffic numbers.

- 7.90** The submitted Transport Assessment has also predicted likely increases in traffic up to 2027, as well as the potential generation of traffic from other developments in a vicinity of the site. Island Roads have raised no objection to the data used or the conclusions of the transport assessment, that the proposed development could be accommodated within the local highway network.
- 7.91** The proposed development would result in a loss of on road parking within the residential streets around the proposed site. In response to this a revised layout has been submitted with off road parking within the site for 12 vehicles (10 within the full and 2 within the outline element) to mitigate for this loss. Having undertaken an assessment of the number of spaces available for use within the areas of the highway where double yellow lines are recommended by Island Roads, a total of approximately 15 spaces would be lost. This is broken down to 3 spaces on Broadwood Lane, close to the junction with Gunville Road, 8 within Forest Hills close to the northern entrance and 4 within Arthur Moody Drive, around the southern access into the site. Island Roads recommended conditions suggest that the double yellow lines would be required in Forest Hills in respect of the full element and Broadwood Lane and Arthur Moody Drive for the outlined element, based on predicted traffic generation and as the Arthur Moody Drive access forms part of the outline only and therefore these spaces would not be lost or need to be mitigated as part of phase 1.
- 7.92** The current layout only provides for 10 spaces as part of the full element (phase 1) and 2 spaces within the outlined element. However, as a total number of 15 spaces are required and there is land alongside the currently proposed spaces within phase 1 to easily accommodate additional spaces officers have recommended that 11 spaces are required within phase 1, in the event the Broadwood Road spaces are lost prior to the commencement of the later phases. As the outline element is indicative only, officers also consider additional spaces could be provided within the area of the site, close to the entrance. Officers would therefore recommend a condition that requires 11 spaces to be provided as part of the FUL application and 4 spaces as part of the OUT, to mitigate for the loss of on road spaces in the surrounding road network.
- 7.93** Having regard to the above and noting the comments from Island Roads officers consider that, with appropriate conditions the proposed development would on balance be acceptable in highway terms and would comply with policies SP7 (Travel), DM2 (Design Quality for New Development) and DM17 (Sustainable Travel) of the Core Strategy. The proposals would therefore result in a minor adverse level of impact to the highway network, which would have minor negative weighting against the proposed development.

Ecology and Trees

- 7.94** When the previous application for this site was submitted a preliminary ecological appraisal identified the presence of reptiles and amphibians, dormice and bats on or around the site. Reptiles were identified within the northern boundary and some limited activity along the southern side of the central hedgerow. A potential dormouse nest was identified within the boundary hedgerow in the west of the

site and although the hedgerow bounding the site to the north could be considered suitable habitat for dormice, no evidence was found in the survey. Finally, some evidence of bat activity was recorded during the 2015 and 2020 surveys, which considered that the majority of the activity is restricted to commuting and foraging corridors along the western boundary of the site.

7.95 The Council's Ecology Officer has considered the application and originally raised concerns with regards to the submitted ecology information, which was considered to be out of date. Following these comments further survey work was undertaken and an Ecological Impact Assessment (Eagle Eye, December 2020) has been submitted. Potential for disturbance to a range of protected species is identified and habitat loss would require mitigation. In particular habitat supporting dormouse, bat, reptiles and amphibians require protection. The report identifies that landscape buffers and retention of ecological features are designed to ensure impacts are minimised. It is considered that these measures can be secured by condition to include the following requirements:

- Submission of a Construction Environment Management Plan that provides details to secure measures outlined within the impact assessment.
- Vegetation removal to be overseen by a suitably competent and qualified ecologist. Fingertip searches and inspections may be necessary at certain times of year.
- Sensitive lighting strategy, with consideration to nocturnal species and impacts of lighting on retained habitats.
- Landscaping and planting plans, including measures to enhance attenuation ponds for wildlife.

7.96 This application has been submitted with further updates to these documents and following initial concerns being raised the council's ecology officer has confirmed that an updated Ecological Assessment letter has been submitted and the contents are acceptable. Given that conditions on site have not changed and changes to the proposal have been accounted for, further survey work is not required now, but the measures proposed to mitigate and enhance ecology should be secured in full. This can be achieved through appropriately worded conditions.

7.97 Third parties have raised concerns that the application would result in an increase in nitrates into Gunville Stream. However, nitrates are generally associated with foul drainage and natural infiltration of agricultural land. In this instance, foul drainage would be accommodated into the existing Southern Water adopted system, which discharges to Sandown Waste Water Treatment Plant, so would not impact on the Solent or the Gunville Stream. The proposed drainage scheme would potentially result in some surface water discharging into the stream, but this would be no greater than current levels and would be attenuated. Features such as reeds within attenuation ponds can provide a natural treatment of surface water and reduce potential contaminants. Furthermore, some of the surface water would discharge into the Southern Water surface water system. The removal of agricultural land would also reduce nitrates.

7.98 Third party comments have raised that the site is located within the SPA buffer zone. This designation does cover the site and in line with the Bird Aware

Strategy, the applicant has confirmed that they would enter into a legal agreement to provide the required financial contribution towards mitigation, as set out in the heads of terms listed within the proposed recommendation. The application is therefore considered to mitigate against this impact on the SPA and as such would comply with policy SP5 (Environment) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

- 7.99** The application has been supported by an arboricultural report, which outlines that some minor tree work is recommended, that is regarded as being of sound arboricultural practice. All trees and boundary scrub/hedgerows would be retained within the scheme except for one small birch tree due to access requirements (T3). This tree is not considered significant in terms of amenity value and this loss could be mitigated by new landscaping.
- 7.100** The Council's Arboricultural Officer has examined the application and provided comments in respect of the full element of the scheme, which have confirmed that the site is agricultural fields that are separated by hedges. These have deciduous trees of varying sizes and ages situated within them. They contribute to the area's character and setting which in turn adds to the rural environment. The design has been set out to ensure the development has a limited impact on the trees with the exception of a birch that is to be lost to enable access. This can be mitigated in the landscaping of the site. Whilst landscaping information has been submitted it is not sufficient to show where the intended trees are to be located or the intended size of trees. This is because whilst it shows the trees to be planted in a list, they have no size detail and are not shown on the plan. As such, if permission is given, a landscaping condition is recommended to secure these further details. A further condition is also recommended to protect trees during the construction process.
- 7.101** In commenting on the outline element of the application the Council's Arboricultural Officer has confirmed that the impact to trees of high amenity by the proposed development should be limited subject to the correct protection during the construction phase. To ensure this achieved an Arboreal Method Statement should be conditioned. However, concerns are raised that it is uncertain as to whether the landscaping would be sufficient to ensure a verdant and well treed area as the landscaping detail does not give any numbers of intended trees or shrubs and does not show where these may be planted beyond a generic symbol signifying vegetation. The Arboricultural Officer has suggested that this should be rectified prior to any determination. However, information is reflective of the previously submitted details on this matter and objection was not raised on these grounds. It is therefore considered to be unreasonable to require this information prior to determination of this application. Furthermore, the layout is indicative, and it is therefore considered difficult to finalise the landscaping details at this stage and a condition to require this information to be submitted at a later point would be appropriate in this instance.
- 7.102** The previous applications for this site were considered to be acceptable in respect of ecology and trees and officers consider that the circumstances on site have not significantly changed and as such, the application is therefore not considered to have any unacceptable impacts on ecology or trees and would comply with policies SP5 (Environment), DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity)

of the Core Strategy. It is considered that the proposals would result in a neutral level of impact to ecology and trees, neither weighing in favour or against the proposed development.

Archaeology

- 7.103** The Council's Archaeology Officer has commented that following advice for previous applications (19/01415/OUT and 19/01426/FUL) a geophysical survey was carried out (Lefort Geophysics 2020) and this identified a number of anomalies within the development site. Results included anomalies interpreted as archaeological features comprising a number of ditches forming an enclosure. Within the enclosure, increased magnetic response and weaker defined anomalies comprised possible pits and a ring ditch. Other anomalies interpreted as possible archaeology comprising linear ditches and other trends were also identified to the west, south west and east and south east of the possible enclosure. Together these were interpreted as possible fragments of earlier field systems. Other uncertain anomalies and trends were interpreted as of unknown origin, geological, agricultural or drainage.
- 7.104** Following the geophysical survey and the Archaeology Officer recommendation for an archaeological trial trench evaluation, a Written Scheme of Investigation for an evaluation was submitted (Eagle Eye Environmental Solutions Ltd. 21 February 2020). Part of this evaluation has been carried out for the area of the full planning application but the area that is the subject of the outline planning application has not yet been evaluated. This area not yet evaluated includes geophysical anomalies interpreted as linear ditches and a ring ditch. It is highly likely that ditches identified in the first evaluation do extend into this part of the development and there are other possible ditches identified by the geophysical survey as archaeology that may form part of an enclosure. It is unclear if the ring ditch identified by the geophysical survey and interpreted as a possible drip gully of a late prehistoric / Iron Age round house in the evaluation report, is of archaeological significance until it has been evaluated.
- 7.105** In view of this, in respect of the outline application, should it be successful, it is recommended that a programme of archaeological works, to include the completion of the trial trench evaluation, is carried out. The results of the trial trench evaluation would inform any further mitigation which may be required. The evaluation would inform any reserved matters or variations regarding layout, drainage and landscaping should significant archaeological deposits that require preservation in-situ be encountered and would inform on the likely programme of archaeological works necessary to mitigate for archaeological deposits that can be preserved by record. Any geotechnical site investigations would be carried out under archaeological supervision as these can encounter archaeological deposits, and further inform on archaeological mitigation. Conditions are recommended accordingly.
- 7.106** The trial trench evaluation targeted geophysical anomalies, and features and blank areas identified by the geophysical survey were undertaken within the development area proposed under 22/00631/FUL. Field walking was also undertaken across both application sites and results are presented in the evaluation report. The evaluation comprised 12 trenches. The results showed that two linear ditches were found, and these have been dated by the pottery in

their fills as late Iron Age/Early Romano British. On the basis of the geophysics they have been interpreted as two sides of a late Iron Age/Early Romano British enclosure. Some of the other geophysical anomalies interpreted as 'possible archaeology' could not be identified in the evaluation trenches. The possible ring ditch identified from the geophysical survey and interpreted in the evaluation report as a possible drip gully of a late prehistoric / Iron Age round house, has not yet been evaluated as it lies outside this application area.

- 7.107** In view of the result of the evaluation, should the application be successful the Archaeology Officer recommends that a programme of archaeological works is carried out prior to and/or during groundworks, the details of which would depend on the impact of the development on the archaeologically sensitive area of the site. Archaeological features identified by the evaluation would need to be plotted against the development plans (including details for foundations, drainage, services and landscaping) to determine exactly what the impacts are. The methodology for excavation and recording would be agreed in the Written Scheme of Investigation and controlled by condition.
- 7.108** The previous applications for this site were considered to be acceptable in respect of this matter and as circumstances on site have not changed and on the basis of the comments from the council's Archaeology Officer, it is considered that, subject to conditions, the proposed development would not have an unacceptable impact on features of archaeological features and comply with policy DM11 (Historic and Built Environment) of the Core Strategy. It is considered that the proposals could be undertaken to have a neutral level of impact to archaeology, neither weighing in favour or against the proposed development.

Drainage and flood risk

- 7.109** A number of concerns have been raised with regard to potential for increased flooding as a result of the development. Some works have already been undertaken on site, at the boundary with neighbouring properties facing Arthur Moody Drive, by way of a ditch, to assist with historical flooding. This work appears to have had a positive result.
- 7.110** The Council's former Drainage Engineer commented on the previous application outlining that the applicants' engineer was able to devise his proposed drainage scheme to take account of the local problems, which also included flooding to the rear garden of No. 2 Arthur Moody Drive. In the meantime, the landowner and tenant farmer were able to install a temporary cut-off ditch to divert the ground water run-off from the fields to the existing ditch system on the site. It is our understanding that this temporary measure has been thus far successful. The Council's Drainage & Flood Risk Management Officer considers that the principles of the design would be acceptable, but the 'dry' ponds may need to retain water more regularly to allow for a reduced discharge rate. The would be dealt with at detailed design stage.
- 7.111** The application proposes to incorporate ponds within the site layout, which would hold surface water before discharging it either into the stream or the Southern Water surface water system at a rate of the existing greenfield discharge plus an allowance (reduction) of 40% for climate change.

- 7.112** The application includes for a flood protection wall to the rear of properties in Arthur Moody Drive. The extent of this wall has not been finalised, but it is considered that this could suitably be controlled by condition, as part of a detailed drainage design.
- 7.113** The principles behind the drainage scheme are considered to be acceptable, as they have regard to the limited natural infiltration due to ground conditions. Therefore, subject to conditions to agree the detailed design of the system and the flow rates the scheme is considered to be acceptable in this regard and would comply with policy DM14 (Flood Risk) of the Core Strategy.

Other matters

- 7.114** Concerns have been raised that the application would result in an impact on health and wellbeing, due to the loss of green space. However, the current land, although visually available to residents who live adjacent to the site, it is not visible over a wider area or accessible to the local community for recreation etc. The scheme proposes a number of areas of open space, which would provide recreation to local residents, as well as a link to the proposed West Wight cycle route, which would provide improved access to the wider countryside.
- 7.115** Third parties have raised concerns over the loss of agricultural land and therefore in turn land available for the growing of local produce. Guidance states that policies should aim to protect the best and most versatile (BMV) agricultural land from significant, inappropriate or unsustainable development proposals, these being classed as grade 1, 2 and 3a farmland. Natural England must be consulted on applications likely to cause the loss (or likely cumulative loss) of 20ha or more of BMV land. Land grading is based on soil quality and the ability of the land to produce high crops yields. The Defra 'MAGIC' map shows the site as 3b and is therefore not considered to represent BMV land. Having regard for the classification of the land and the size of the site, there is no objection to its loss and therefore minor weight has been given to its loss.
- 7.116** Third party objections have raised concerns with regards to the impact on dark skies and light pollution, specifically the impact of this on wildlife. The site is located on the edge of a built-up residential area and officers consider that the proposed development would not significantly increase the level of light spillage over and above that experienced within the area currently. Conditions are recommended to ensure that any new external lighting would be suitably designed to prevent light pollution.
- 7.117** A number of third party comments have raised concerns that the new section of Ash Lane is private and the maintenance is being paid for by the new residents, as part of a service charge, and therefore it is not reasonable for others to use the road without paying for its upkeep. Although this is a civil matter officers have sought clarification on the agreement between the landowners, which would secure rights through Ash Lane and in discussion with the management agent for the Ash Lane development each property within the proposed development would pay an annual service charge.

8. Planning balance and conclusions

8.1 The National Planning Policy Framework states that the planning system is planned and that the purpose of the planning system is to achieve sustainable development. In the same way, planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The role of the planning system is to balance issues, particularly where they compete and compare the benefits of a proposed development with any identified harm. In this context, as set out in paragraph 5.2 above, the NPPF advises that the planning system has three overarching objectives, these being economic, social and environmental objectives. These issues are balanced below:

Economic

8.2 The application is for residential development but would nonetheless result in the creation of a number of direct jobs through the construction process, but also indirectly through local suppliers. Together with the economic benefits associated with job creation the scheme would also result in benefits through council tax and new homes bonus. It is acknowledged that the application would result in the loss of some low-grade farmland and the economic and social benefits associated with this however, the proposal is considered to result in greater benefit to outweigh this loss. It is considered economic benefits can be afforded moderate positive weight.

Social

8.3 The NPPF states that the social objective is to support strong, vibrant and healthy communities, referring to supporting the community's health, social and cultural well-being. The proposed development would deliver 149 additional residential units, of which 35 percent would be affordable housing, contributing towards meeting the Island's significant housing need. Together with the housing the scheme would also provide improved links to the wider countryside via the link to and a proportion of the West Wight cycle track and enhanced pedestrian connectivity through the local highway network. These must be weighed against the loss of active farmland. However, having regard to the lack of housing delivery and the tilted balance the social benefits of the proposal are therefore afforded significant positive weight.

Environmental

8.4 The NPPF states that the environmental objective is to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

8.5 The development of housing on a greenfield site would undoubtedly result in a visual change to the immediate character of the area, and when combined with the neighbouring developments, from some viewpoints would cumulatively result in a moderately negative impact on the landscape character but these impacts are not considered to be significant when having regard to the design of the

development and proposed areas landscaping, which would reduce the impact. When seen from more distance viewpoints the housing would be seen in the context of the settlement of Gunville and would not protrude past the building line of neighbouring housing or recent developments. The layout and provision of open space at the boundaries would provide a visual transition to the adjacent farmland. The scheme layout has had regard to the topography and would not impact on the settlement or any protected landscapes or listed buildings. The proposal is therefore not considered to result in any significant or unacceptable environmental impacts.

- 8.6** The proposed development would result in additional traffic on the existing highway network, which would have the potential to increase congestion. However, it is considered that there is adequate capacity to accommodate the additional levels of traffic without having an impact on highway safety. The potential increase in traffic is not considered to have a significant impact on air quality or noise pollution. Having regard to the potential for mitigation and the minor impacts associated with the additional traffic generation resulting from the development, the environmental impacts of the proposal are afforded minor negative weight.

Conclusion

- 8.7** The proposed development would provide much need housing within an area of land with existing residential development on three sides, infilling an existing 'gap' between recently approved developments, in a high sustainable location. This positioning would minimise the impact on the character of the area.
- 8.8** The wider scheme would result in increased traffic onto the local highway, but subject to appropriate mitigation, this is not considered to result in an unacceptable impact on highway safety and the loss of parking locally can be suitably mitigated.
- 8.9** Having due regard to the requirements of paragraph 11 of the NPPF, officers consider, on balance, that the proposed development would not have any unacceptable impact on the amenities of neighbouring properties, ecology, trees, archaeology or result in additional flooding and would deliver both market and affordable housing, to contribute to the current need. The positive benefits would therefore outweigh the impacts and the presumption in favour of sustainable development applies, which combined with the benefits of the scheme, points towards the grant of planning permission.

9. Statement of Proactive Working

9.1 ARTICLE 31 - WORKING WITH THE APPLICANT

In accordance with paragraph 38 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 ways:

- By offering a pre-application advice service; and
- Updating 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 the application has been subject to negotiations. Additional information has been submitted through the course of the application which have overcome officer's concerns.

10. Conditions and reasons

FULL ELEMENT (22/00631/FUL):

- 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 (in respect of the full element of the site) identified in the colour on 14:1969:107M shall be carried out in complete accordance with the details shown on the submitted plans numbered below:

14:1969:107M
 14:1969:100A
 14:1969:104
 14:1969:109
 14:1969:110A
 14:1969:111
 14:1969:112
 14:1969:113
 14:1969:114
 14:1969:115A
 14:1969:116B
 14:1969:117B
 14:1969:118B

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** Prior to the occupation of any dwelling details shall be submitted to and approved in writing by the Local Planning Authority of the positions, design, materials and type of boundary treatment to be erected. The boundary treatments shall be completed before the development hereby permitted is first brought into use. Development shall be carried out and maintained in accordance with the approved details and retained thereafter.

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

- 4** Prior to the occupation of any dwelling details shall be submitted to and approved in writing by the Local Planning Authority in respect of a scheme of soft landscaping. Soft landscape works shall include planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities. All plants shall be native species. All planting in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the commencement of the approved development and any trees or plants which within a period of 5 years from the commencement of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species.

Reason: To ensure the appearance of the development is satisfactory and to comply with the requirements of policies SP5 (Environment), DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

- 5** No development shall take place until a scheme for the drainage and disposal of surface and foul water from the development hereby permitted, including details of the flood protection wall, has been submitted to and approved in writing by the Local Planning Authority. The details shall confirm the Waste Water Treatment Works (WWTW) that will treat drainage from the development. Development shall be carried out in accordance with the approved scheme, which shall be completed prior to the occupation of the houses hereby permitted and be retained thereafter.

Reason: To ensure that the site is suitably drained, to protect ground water and watercourses from pollution, to prevent harmful impacts on the Solent and Southampton Water SPA and to comply with policies SP5 (Environment), DM2 (Design Quality for New Development), DM12 (Landscape, Seascape, Biodiversity and Geodiversity) and DM14 (Flood Risk) of the Island Plan Core Strategy. This is a pre-commencement condition to reflect the stage at which these works would be required at construction.

- 6** No dwelling hereby permitted shall be occupied until a Management Plan including the management responsibilities and maintenance schedules in respect the areas of open space and the proposed wildlife corridor and wet grassland habitat has been submitted to and approved in writing by the Local Planning Authority. The approved management plan shall be adhered to thereafter.

Reason: To ensure that areas of open space and wildlife habitat are maintained in a suitable manner and to comply with policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

- 7** No site preparation or clearance shall begin, and no equipment, machinery or materials shall be brought onto the site for the purposes of the development hereby permitted, until details of measures for the protection of existing trees to be retained have been submitted to and approved in writing by the Local Planning Authority. The submitted details shall accord with the BS5837:2012 standard and include a plan showing the location of existing trees to be retained and the positions of any protective fencing. Development shall be carried out in accordance with the approved details and any protective fencing shall be erected

prior to work commencing on site and will be maintained until all equipment, machinery and surplus materials related to the construction of the development have been removed from the site. Nothing shall be stored or placed in any fenced area in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made, unless otherwise authorised by this permission or approved in writing by the Local Planning Authority.

Reason: This condition is a pre-commencement condition to prevent damage to trees during construction and to ensure that the high amenity tree(s) to be retained is adequately protected from damage to health and stability throughout the construction period in the interests of the amenity in compliance with Policy DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

- 8** No dwelling shall be occupied until the parts of the service roads and associated footway links to the wider highway network which provide access to it and including for attributable service vehicle turning heads have been constructed surfaced and drained in accordance with details which have been submitted to and approved by the Local Planning Authority based on the layout as detailed on drawing no 14:1969:107M dated November 2019 and including for the;
- The temporary turning head detailed to be formed within plots 80, 88 and 89.
 - The turning head form from the access road to the south of plot 65 and across the roadside frontage of plots 98 – 103 – to form a service vehicle turning head.

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

- 9** No dwelling hereby permitted shall be occupied until space has been laid out within the site and drained and surfaced in accordance with details that have been submitted to and approved by the Local Planning Authority in writing for cars to be parked in accordance with the associated parking area / driveway layouts attributable to each plot as detailed on drawing number 14:1969: 107M dated November 2019. The spaces 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 DM17 (Sustainable Transport) and policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

- 10** Development shall not begin until details of the junction between the proposed service road and the highway have been approved in writing by the Local Planning Authority; and the buildings shall not be occupied until that junction has been constructed in accordance with the approved details.

Reason: In the interests of highway safety and to comply with policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy. This condition is a pre-commencement condition to reflect the stage at which these works would be required at construction.

- 11 The dwellings hereby permitted shall not be occupied until the highway improvements as detailed below have been completed in accordance with details to be submitted to and approved in writing by the Local Planning Authority.

Uncontrolled pedestrian crossing points and associated footway links / works to be provided at each of the following locations.

- Across the turning head on the southern side of Forest Hills
- At the Forest Hills Arthur Moody Drive junction
- Across the junction serving 25 – 47 Broadwood Lane
- At the junction of Broadwood Lane and Forest Hills adjacent to the northern boundary of No. 1 Forest Hills.
- At the junction of Broadwood Lane and Park Close through the existing grass verge to avoid conflict with existing vehicle accesses.

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

- 12 The dwellings hereby permitted shall not be occupied until sight lines have been provided in accordance with drawing Number 18297/04 Rev. P01 at the junctions through which motorised vehicles would have to pass to access the dwellings. Nothing that may cause an obstruction to visibility when taken at a height of 1.0m above the adjacent carriageway / public highway shall at any time be placed or be permitted to remain within that visibility splay.

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

- 13 No development shall take place until a Construction Management Plan (CMP) 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 CMP. The CMP shall include consideration of but not limited to the following issues:

- The means of access for construction traffic;
- The means of loading, unloading and turning of plant and materials within the confines of the site;
- The storage of plant, material and the provision of operative parking within the confines of the site and associated / used in constructing the development;
- Measures to control the emission of dust and dirt during construction;
- Measures to prohibit the discharge of debris and surface water runoff from the site onto the public highway. Such steps shall include the installation and use of wheel cleaning facilities for vehicles connected to the construction of the development.
- Hours of construction
- Hours and frequency of deliveries
- Parking on site for contractors and details of how this will be encouraged.

Reason: To ensure that the works are undertaken in an appropriate manner to minimise impact on the amenities of neighbouring uses and to ensure safe access into the site during the construction period in accordance with policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy. This condition is a pre-commencement condition to reflect the stage at which these works would

be required at construction.

- 14** Prior to commencement of the development hereby approved the applicant shall submit to the Local Authority and secure under the Road Traffic Regulation Act 1984 on-street parking restrictions within Forest Hills from its junction with Arthur Moddy Drive through to the site boundary with the site to secure junction and pedestrian visibility splays and to allow private and service vehicles to enter and exit the site with ease. 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 (Design Quality for New Development) of the Island Plan Core Strategy.

- 15** Prior to the commencement of development, an Environment Management Plan shall be submitted to and approved in writing with the Local Planning Authority. The EMP shall set out measures to protect wildlife during both construction and operational phases of the development, based on the principles of the Ecology Appraisal and include detailed ecology surveys that build upon the Appraisal, including but not limited to:
- Vegetation removal to be overseen by a suitably competent and qualified ecologist. Fingertip searches and inspections may be necessary at certain times of year.
 - Sensitive lighting strategy, with consideration to nocturnal species and impacts of lighting on retained habitats.
 - Landscaping and planting plans, including measures to enhance attenuation ponds for wildlife.

The development shall be undertaken in accordance with the agreed details.

Reason: To ensure that the details of ecological mitigation are undertaken in accordance with policies SP5 (Environment), DM2 (Design Quality for New Development), DM12 (Landscape, Seascape, Biodiversity and Geodiversity). This condition is a pre-commencement condition to ensure that ecology is appropriately protected.

- 16** No development 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 County Archaeology and Historic Environment Service and approved by the planning authority. The development shall be carried out in accordance with the agreed 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 of the Isle of Wight Council Island Plan Core Strategy. This condition is a pre-commencement condition to ensure that any archaeology is appropriately recorded/protected during the construction process.

- 17** To facilitate monitoring of the on-site archaeological works, notification of the start date and appointed archaeological contractor should be given in writing to the address below not less than 14 days before the commencement of any works:-
Isle of Wight County Archaeology and Historic Environment Service, Westridge Centre, Brading Road, Ryde Isle of Wight PO33 1QS.

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 of the Isle of Wight Council Island Plan Core Strategy.

- 18** Details of any external lighting shall be submitted to and agreed in writing with the Local Planning Authority prior to being installed. No other lighting shall be installed other than that agreed.

Reason: In the interests of the character of the area in accordance with Policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

- 19** Prior to the removal of any parking within the existing highway network in association with condition 13 a minimum of 11 spaces shall be provided in accordance with details to be submitted to and agreed in writing with the Local Planning Authority, in the approximate area shown on drawing no. 14:1969:107M. The spaces shall be thereafter be made available for use by the general public.

Reason: To ensure that the loss of parking in the existing highway network is appropriately mitigated and adequate parking is provided, in accordance with Policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

OUTLINE ELEMENT (22/00629/OUT):

- 1** Application for approval of the reserved matters shall be made to the Local Planning Authority before the expiration of 3 years from the date of this planning permission. The development hereby permitted shall be begun before the expiration of 2 years from the date of approval of the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

Reason: To comply with Section 92 of the Town and Country Planning Act 1990 (as amended) and to prevent the accumulation of unimplemented planning permissions.

- 2** Approval of the details of the access and layout of the site (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.

Reason: In order to secure a satisfactory development and be in accordance with Policies SP5 (Environment), DM2 (Design Quality for New Development), SP7 (Travel) and DM17 (Sustainable Travel) of the Island Plan Core Strategy.

- 3** The development hereby permitted shall be carried out in accordance with the principle of the details shown on the submitted plans, numbered below:

14:1969:107M

14:1969:119B

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.

- 4** No dwelling hereby permitted shall be occupied until details have been submitted to and approved in writing by the Local Planning Authority of the positions, design, materials and type of boundary treatment to be erected. The boundary treatments shall be completed before the development hereby permitted is first brought into use. Development shall be carried out and maintained in accordance with the approved details and retained thereafter.

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

- 5** No dwelling hereby permitted shall be occupied until there has been submitted to and approved in writing by the Local Planning Authority a scheme of soft landscaping. Soft landscape works shall include planting plans; written specifications (including cultivation and other operations associated with plant and grass establishment); schedules of plants, noting species, plant sizes and proposed numbers/densities. All plants shall be native species. All planting in the approved details of landscaping shall be carried out in the first planting and seeding seasons following the commencement of the approved development and any trees or plants which within a period of 5 years from the commencement of the development die, are removed or become seriously damaged or diseased shall be replaced in the next planting season with others of similar size and species, unless the Local Planning Authority gives written consent to any variation.

Reason: To ensure the appearance of the development is satisfactory and to comply with the requirements of policies SP5 (Environment), DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

- 6** No development shall take place until a scheme for the drainage and disposal of surface and foul water from the development hereby permitted, including details of the flood protection wall, has been submitted to and approved in writing by the Local Planning Authority. The details shall confirm the Waste Water Treatment Works (WWTW) that will treat drainage from the development. Development shall be carried out in accordance with the approved scheme, which shall be completed prior to the occupation of the houses hereby permitted and be retained thereafter.

Reason: To ensure that the site is suitably drained, to protect ground water and watercourses from pollution, to prevent harmful impacts on the Solent and Southampton Water SPA and to comply with policies SP5 (Environment), DM2 (Design Quality for New Development), DM12 (Landscape, Seascape, Biodiversity and Geodiversity) and DM14 (Flood Risk) of the Island Plan Core Strategy. This condition is a pre-commencement condition to reflect the stage at which these works would be required at construction.

7 No dwelling hereby permitted shall be occupied until a Management Plan including the management responsibilities and maintenance schedules in respect the areas of open space and the proposed wildlife corridor and wet grassland habitat has been submitted to and approved in writing by the Local Planning Authority. The approved management plan shall be adhered to thereafter.

Reason: To ensure that areas of open space and wildlife habitat are maintained in a suitable manner and to comply with policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

8 No development shall take place until an Arboreal Method Statement has been submitted to and agreed in writing by the local planning authority detailing how the potential impact to the trees will be minimised during construction works, including details of protective tree fencing to be installed for the duration of construction works. The agreed method statement will then be adhered to throughout the development of the site.

Reason: This condition is a pre-commencement condition to prevent damage to trees during construction and to ensure that the high amenity tree(s) to be retained is adequately protected from damage to health and stability throughout the construction period in the interests of the amenity in compliance with Policy DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

9 No development shall take place until a Construction Management Plan (CMP) 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 CMP. The CMP shall include consideration of but not limited to the following issues:

- The means of access for construction traffic;
- The means pf loading, unloading and turning of plant and materials within the confines of the site;
- The storage of plant, material and the provision of operative parking within the confines of the site and associated / used in constructing the development;
- Measures to control the emission of dust and dirt during construction;
- Measures to prohibit the discharge of debris and surface water runoff from the site onto the public highway. Such steps shall include the installation and use of wheel cleaning facilities for vehicles connected to the construction of the development.
- Hours of construction
- Hours and frequency of deliveries
- Parking on site for contractors and details of how this will be encouraged.

Reason: To ensure that the works are undertaken in an appropriate manner to minimise impact on the amenities of neighbouring uses and to ensure safe access into the site during the construction period in accordance with policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy. This condition is a pre-commencement condition to reflect the stage at which these works would be required at construction.

10 No development 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 County Archaeology and Historic Environment Service and approved by the planning authority. The development shall be carried out in accordance with the agreed 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 of the Isle of Wight Council Island Plan Core Strategy. This condition is a pre-commencement condition to ensure that any archaeology is appropriately recorded/protected during the construction process.

- 11** To facilitate monitoring of the on-site archaeological works, notification of the start date and appointed archaeological contractor should be given in writing to the address below not less than 14 days before the commencement of any works:- Isle of Wight County Archaeology and Historic Environment Service, Westridge Centre, Brading Road, Ryde Isle of Wight PO33 1QS.

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 of the Isle of Wight Council Island Plan Core Strategy.

- 12** Details of any external lighting shall be submitted to and agreed in writing with the Local Planning Authority prior to being installed. No other lighting shall be installed other than that agreed.

Reason: In the interests of the character of the area in accordance with Policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

- 13** Prior to the removal of any parking within the existing highway network a minimum of 4 spaces shall be provided in accordance with details to be submitted to and agreed in writing with the Local Planning Authority, in the approximate area shown on drawing no. 14:1969:107M. The spaces shall be thereafter be made available for use by the general public.

Reason: To ensure that the loss of parking in the existing highway network is appropriately mitigated and adequate parking is provided, in accordance with Policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

- 14** Prior to the commencement of development, an Environment Management Plan shall be submitted to and approved in writing with the Local Planning Authority. The EMP shall set out measures to protect wildlife during both construction and operational phases of the development, based on the principles of the Ecology Appraisal and include detailed ecology surveys that build upon the Appraisal, including but not limited to:
- Vegetation removal to be overseen by a suitably competent and qualified ecologist. Fingertip searches and inspections may be necessary at certain times of year.
 - Sensitive lighting strategy, with consideration to nocturnal species and impacts of lighting on retained habitats.

- Landscaping and planting plans, including measures to enhance attenuation ponds for wildlife.

The development shall be undertaken in accordance with the agreed details.

Reason: To ensure that the details of ecological mitigation are undertaken in accordance with policies SP5 (Environment), DM2 (Design Quality for New Development), DM12 (Landscape, Seascape, Biodiversity and Geodiversity). This condition is a pre-commencement condition to ensure that ecology is appropriately protected.

- 15** No development shall commence until a Traffic Regulation Order (TRO) relating to the need for parking restrictions within Arthur Moody Drive (about the proposed priority junction) within Forest Hills (from its junction with Arthur Moody Drive through to the proposed site access to aid service vehicle access and pedestrian and motorist safety) and within Broadwood Lane at the junction with Gunville Road to extend the existing parking restrictions on the southern side of the road to increase entry capacity have been secured. The dwellings hereby permitted shall not be occupied until all works to implement the TRO have been carried out and completed in accordance with details that have been submitted to and approved in writing by the local planning authority.

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