

Agenda

Name of meeting	PLANNING COMMITTEE
Date	TUESDAY 5 MARCH 2024
Time	4.00 PM
Venue	COUNCIL CHAMBER, COUNTY HALL, NEWPORT, ISLE OF WIGHT
Members of the Committee	CLRs W Drew (Chairman), C Quirk (Vice-Chairman), D Andre, J Bacon, G Brodie, V Churchman, C Critchison, J Jones-Evans, M Oliver, M Price, P Spink, N Stuart E Cox (IWALC Representative) (Non-voting) Cllr P Fuller (Cabinet Member for Planning, Coastal Protection and Flooding) (Non-voting) 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 5 - 10)

To confirm as a true record the Minutes of the meeting held on 23 January 2024.

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, 29 February 2024.

5. **Report of the Strategic Manager for Planning and Infrastructure** (Pages 11 - 124)

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 4.00 pm on Friday, 1 March 2024. 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, 26 February 2024

Interests

If there is a matter on this agenda which may relate to an interest you or your partner or spouse has or one you have disclosed in your register of interests, you must declare your interest before the matter is discussed or when your interest becomes apparent. If the matter relates to an interest in your register of pecuniary interests then you must take no part in its consideration and you must leave the room for that item. Should you wish to participate as a member of the public to express your views where public speaking is allowed under the Council's normal procedures, then you will need to seek a dispensation to do so. Dispensations are considered by the Monitoring Officer following the submission of a written request. Dispensations may take up to 2 weeks to be granted.

Members are reminded that it is a requirement of the Code of Conduct that they should also keep their written Register of Interests up to date. Any changes to the interests recorded on that form should be made as soon as reasonably practicable, and within 28 days of the change. A change would be necessary if, for example, your employment changes, you move house or acquire any new property or land.

If you require more guidance on the Code of Conduct or are unsure whether you need to record an interest on the written register you should take advice from the Monitoring Officer – Christopher Potter on (01983) 821000, email christopher.potter@iow.gov.uk, or Deputy Monitoring Officer - Justin Thorne on (01983) 821000, email justin.thorne@iow.gov.uk.

Notice of recording

Please note that all meetings that are open to the public and press may be filmed or recorded and/or commented on online by the council or any member of the public or press. However, this activity must not disrupt the meeting, and if it does you will be asked to stop and possibly to leave the meeting. This meeting may also be filmed for live and subsequent broadcast (except any part of the meeting from which the press and public are excluded).

If you wish to record, film or photograph the council meeting or if you believe that being filmed or recorded would pose a risk to the safety of you or others then please speak with the democratic services officer prior to that start of the meeting. Their contact details are on the agenda papers.

If the press and public are excluded for part of a meeting because confidential or exempt information is likely to be disclosed, there is no right to record that part of the meeting. All recording and filming equipment must be removed from the meeting room when the public and press are excluded.

If you require further information please see the council guide to reporting on council meetings which can be found at <http://www.iwight.com/documentlibrary/view/recording-of-proceedings-guidance-note>

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Minutes

Name of meeting	PLANNING COMMITTEE
Date and Time	TUESDAY 23 JANUARY 2024 COMMENCING AT 4.00 PM
Venue	COUNCIL CHAMBER, COUNTY HALL, NEWPORT, ISLE OF WIGHT
Present	Cllrs W Drew (Chairman), C Quirk (Vice-Chairman), D Andre, G Brodie, C Critchison, J Jones-Evans, M Oliver, P Spink, N Stuart, I Ward and Cox
Co-opted (Non-Voting)	E Cox (IWALC representative) (non voting)
Also Present	Oliver Boulter, Russell Chick, Ben Gard, Alan Ransom and Sarah Wilkinson
Apologies	Cllrs J Bacon, V Churchman and M Price

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

Cllrs J Bacon, V Churchman and M Price gave their apologies, Cllr I Ward substituted for Cllr M Price.

21. **Minutes**

RESOLVED:

THAT the minutes of the meeting held on 17 October 2023 be approved.

22. **Declarations of Interest**

Councillor J Jones-Evans declared an interest in minute number 24 (c) (Whippingham Technology Park, Whippingham Road, East Cowes) as her portfolio included the application site, she would withdraw from the room for the application.

There were no other declarations received at this stage.

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

There were no public questions submitted.

24. **Report of the Strategic Manager for Planning and Infrastructure**

Consideration was given to items 1 - 3 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:
21/01884/FUL

Details:
Proposed Development of 56 Dwellings, means of access off Hillway Road and Steyne Road associated landscaping and infrastructure (Revised plans; additional information relating to landscaping, trees and drainage) (re-advertised application)

Land off Hillway Road and Steyne Road, Bembridge.

Site Visits:
The site visit was carried out on Friday, 13 October 2023.

Public Participants:
Sarah Smith (Objector)
Ben Wood (Objector)
Martin Groom (Objector)
Liz White (on behalf of Bembridge Parish Council)
David Long (Agent)

Additional Representations:
Natural England supplied further comments confirming that they concur with the conclusions within the Council's Habitats Regulations Assessment (HRA) and have no objection to the development. Two third party comments had been received by the Local Planning Authority objecting to the application, with the matters raised within them summarised within the Update Paper.

Comment:
Councillor J Robertson spoke as Local Councillor on this item.

Concern was raised regarding the high average property price in Bembridge and it was felt that the standard policy compliant 20% discount for affordable housing would not make the properties affordable to those on the housing list. Officers advised that national planning policy guidance stated affordable housing should be marketed at, at least 20% lower than market value and that therefore this application would be policy compliant.

A proposal to defer the item was suggested to allow time for the Local Planning Authority to further negotiate with the applicant, officers advised that

no extension of time had been granted for the application and therefore the applicant could appeal the decision on non-determination the following day.

Questions were asked regarding nitrate neutrality, officers advised that because wastewater for the development would be directed to the Southern Water Wastewater Treatment Works at Sandown, the requirement for nutrient neutrality was not engaged and that Natural England were satisfied with the assessment carried out by the Local Planning Authority.

A short adjournment was taken to allow time for officers to speak with the Agent/Applicant.

On returning the Committee were advised that the applicant was willing to provide a discount of 25% on the affordable houses available.

The Committee were advised that the pedestrian route to be provided through the Bembridge, Brading and St Helens Local Cycling and Walking Infrastructure Plan would be diverted through the development, so that pedestrians would only need to walk along a 100m section of Hillway Road, rather than 400m. The issue would be conditioned to be in place prior to occupation of the dwellings.

Following the information received from officers after the adjournment the proposal to defer the application was withdrawn.

A proposal to approve the application subject to the inclusion of 25% reduction for the affordable housing to be provided at the site was duly seconded.

An amendment to require 80% of the affordable housing to be affordable rent was put forward, both the proposer and seconder accepted the amendment. Councillors requested confirmation regarding local marketing of affordable homes and whether the marketing period related to rental properties. Officers set out the requirements of the Bembridge Neighbourhood Development Plan in respect of marketing to local people and advised that this would cover all types of affordable housing, including rental properties. Officers also confirmed that products such as Rent Plus could be used for the site.

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 further discount of 25% on affordable housing with 80% of those home to be affordable rented properties.

As per report (Item 1)

Councillor J Jones-Evans withdrew from the room.

Application:

22/02284/FUL

Details:

Proposed B8 distribution building and associated parking, landscaping and drainage (additional information received - Technical Note TN01 - Response to Island Roads)

Whippingham Technology Park, Whippingham Road, East Cowes.

Site Visits:

The site visit was carried out on Friday, 19 January 2024

Public Participants:

Mr Tony Flood (Applicant)

Mr Phil Salmon (Agent)

Comment:

The Committee were advised that the application had been made on Isle of Wight Council owned land.

Councillors asked if there were any details of energy capture on the site, officers advised that there were no details in the application.

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.

As per report (Item 2)

Councillor J Jones-Evans returned to the meeting.

Prior to the three hour point in the meeting, a proposal to extend the meeting under Part 4B(6) (Duration of meetings) of the Council's Constitution. A vote was taken, of which the result was:

RESOLVED:

THAT the meeting be extended.

Application:

23/01538/FUL

Details:

Demolition of dwelling and agricultural buildings; Proposed residential development consisting of 203 dwellings, Refuse/bike stores, Means of access, Open space and associated infrastructure (revised plans/additional

information)(readvertised application)

Land At Acorn Farm, 4 Horsebridge Hill, Newport.

Site Visits:

The site visit was carried out on Friday, 19 January 2024

Public Participants:

Phil Rudd (Objector)

Iain Delaney (on behalf of Applicant)

Matthew Richardson (on behalf of Applicant)

Additional Representations:

An update to paragraph 4.6 of the report was provided.

Comment:

Councillor A Garratt spoke as Local Councillor on this item.

Concern was raised regarding the traffic, officers advised that Island Road's had not raised concerns, the traffic lights proposed would be triggered by traffic coming out of the proposed development, a bus stop would also be included and the Cowes to Newport bus route ran every 10 minutes.

The Committee were advised that 72 of the units would be affordable with a proportion of these being for key workers.

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.

As per report (Item 2)

25. **Members' Question Time**

Councillor P Spink asked if information could be provided on developments approved by the Planning Committee to keep them up to date on how they were progressing, Officers advised this was something that could be looked into; Cllr Brodie advised that local councillors could get involved in the development process.

CHAIRMAN

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ISLE OF WIGHT COUNCIL PLANNING COMMITTEE - TUESDAY, 5 MARCH 2024

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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	Redevelopment of Site to provide 70 residential dwellings including 27 affordable units to include associated roads, landscaping (Revised plans relating to the layout of housing, design of housing, and location of balancing pond) (Updated supporting information)(readvertised application)		
2	23/01430/FUL	Parish: Gurnard	
	Land Served off Cordelia Gardens, Tuttons Hill and Cockleton Lane, Gurnard.	Ward: Cowes West and Gurnard	Conditional Permission
	Hybrid Application: Full planning permission for proposed Suitable Alternative Natural Greenspace (SANG) and means of access/community car park; Outline application for residential development and its means of access		
3	22/02293/OUT	Parish: Whippingham	
	Land Adjacent Osborne Works, Whippingham Technology Park, Whippingham Road, East Cowes.	Ward: Fairlee and Whippingham	Conditional Permission
	Outline for B8 Distribution Building		

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Planning Committee Report

Report of	STRATEGIC MANAGER FOR PLANNING AND INFRASTRUCTURE DELIVERY
Date	5 MARCH 2024
Application Reference	<u>22/00989/FUL</u>
Application type	Full
Application Description	Redevelopment of site to provide 70 residential dwellings including 27 affordable units to include associated roads, landscaping (Revised plans relating to the layout of housing, design of housing, and location of balancing pond) (updated supporting information) (readvertised application)
Site address	Land adjacent Warlands Lane, off Burt Close, Shalfleet
Parish	Shalfleet
Ward Councillor	Cllr Peter Spink
Applicant	The Warlands Partnership Limited
Planning Officer	Russell Chick

Reason for Planning Committee consideration	The application is considered to raise marginal and difficult policy issues, in balancing the need for additional housing with the rural location of the site, and landscape impact of the development.
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Recommendation	Conditional permission subject to Legal Agreement securing the provision of affordable housing, the marketing of affordable and open market housing, the provision of a management company for the management of open spaces, communal landscaping and ecology corridors at the site, SPA mitigation, nitrates credits and a contribution towards rights of way provision within the locality.
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Main considerations

- Principle of the development
- Housing delivery and need
- Loss of agricultural land
- Impact upon the character of the surrounding area
- Impact on heritage assets
- Impact on neighbouring properties
- Ecology and trees
- Highway considerations/ Rights of Way
- Drainage and flood risk
- Other matters

1 Recommendation

1.1 Conditional permission subject to planning conditions covering matters including:

- Construction Environment Management Plan
- External materials to be used
- Landscaping and the provision of a buffer to Ancient Woodland

and a Section 106 Agreement covering the following heads of terms:

- Provision of 35% affordable housing
- Management and maintenance of open spaces, communal landscaping and ecological corridors
- Habitat mitigation contribution

- Nitrates credits
- Rights of way contribution

2 Location and Site Characteristics

- 2.1** The application site is located immediately to the west of Shalfleet on the southern side of the Newport to Yarmouth highway, approximately 470m from the centre of the village. The site forms a 4.05 hectare section of an agricultural field that is currently used to produce arable crops. The north and eastern boundaries of the field are enclosed by well-established hedges while the remainder of the boundaries are aligned by woodland. The field is an irregular 'L' shape, slopes gradually to the west and is accessed via a field gate within Warlands Lane. A public footpath runs alongside the eastern boundary of the field.
- 2.2** The north-eastern section of the site has been developed to provide 24 houses, approved in 2014, known as Burt Close. Burt Close comprises a mix of two and single storey dwellings, arranged around a large area of open space.
- 2.3** The landscape surrounding the application site is predominantly rural in character. To the north and west of the site are areas of farmland that are characterised by medium sized fields enclosed by low hedgerows. The farmland to the north of the Newport to Yarmouth highway is within the National Landscape (formerly the AONB) and fields tend to slope gradually down to the Newtown River and are enclosed by wider wooded hedgerows. This area is seen in the backdrop of the coastal woodland that extends between Newtown and Yarmouth. To the south of the site is a large copse known as Pondclose Copse. This screens the farmland beyond although there are glimpses of the distant downs to the south above the canopy of the copse.
- 2.4** Immediately to the east of the application site is a 1980's era residential estate that comprises a variety of two-storey detached and semi-detached houses, short terraces and bungalows. The estate is laid out in a relatively dense manner although there is a large area of open space within the centre. The estate is accessed via Warlands Lane, which comprises a mix of post war bungalows and houses.
- 2.5** Shalfleet is an attractive rural village, and it adjoins the eastern side of the application site. The centre of the village is historic and located within a dip that forms the narrow valley either side of the River Caul Bourne. The houses and buildings are generally small scale, historic and back onto areas of farmland or neighbouring gardens. The centre of the village is dominated by the parish church of St Michael the Archangel, a substantial Norman building with a fortified tower. The village hall and former vicarage are located to the north of the Churchyard. Opposite and to the north of the Church is the New Inn public house, a historic building that fronts onto Mill Lane.
- 2.6** The closest houses to the application site are located immediately to the northern and eastern boundaries and within the Fleet Way and Burt Close estates. The rear gardens of these properties face onto the field and are enclosed by a mixture of hedges and fencing.

3 Details of Application

- 3.1** Full planning permission is sought for the construction of 70 houses, along with means of access and landscaping. The plans show that the development would be located south of a recently constructed housing estate, Burts Close. An access road would be extended from that development, leading due south and forming a 'J' shaped spine road with small cul-de-sacs leading from it.
- 3.2** The proposed units would front onto the spine road and cul-de-sacs, with a range of semi-detached and detached houses. The dwellings would each comprise a garden area to the front and rear, with parking provided either to the side or front of properties. Officers have undertaken negotiations for the design of the housing, which are now shown to be of a traditional design, with gabled roofs finished with red plain tiles, stone elevations and casement windows. The applicant has provided seven variations to the design of dwellings (A to G), with types A to F being two storey semi-detached or detached houses, but type G being a smaller one and a half storey house, with off-set gables.
- 3.3** The site plans show that the development would comprise a village green on the eastern side of the development, with housing overlooking this open space, to provide natural surveillance. A woodland buffer would edge the south and western boundaries of the site, to provide space between the proposed housing garden and the woodland that wraps around the site (Atkies Copse and Pondclose Copse). The plans show that significant tree planting would be undertaken throughout the site, with lines to trees to be planted along the external boundaries of the site, but also between the proposed housing and along the proposed access roads. A balancing pond would be provided within the western section of the woodland buffer.
- 3.4** The proposed development would also formalise an existing right of way that runs along the eastern boundary of the site, connecting Warlands Lane and Main Road, Shalfleet. This would be hard surfaced but also be extended further south to adjoin paths that run through the woodland on the western side of Warlands Lane. In addition, the applicant has agreed to extend the recently constructed right of way that aligns the southern side of Main Road, further west and to provide a financial contribution towards sustainable transport links in the area.
- 3.5** The site would provide a total of 70 houses, with a policy compliant 35% provision of affordable housing (27 units). The affordable housing would be provided within the northern section of the site.

4 Relevant History

- 4.1** P/01431/17 - Approval of reserved matters on P/00761/16 for access, appearance, layout and scale – Granted planning permission 15th March 2018.
- 4.2** P/00761/16 - Outline for residential development of 24 dwellings - Granted planning permission 24th November 2016 subject to a legal agreement.
- 4.3** P/00507/14 - Outline for 24 dwellings (comprising of 10 bungalows, 12 houses and 2 flats) - Granted planning permission 6th January 2016 subject to a legal agreement.

5 Development Plan Policy

National Planning Policy

- 5.1** The National Planning Policy Framework (NPPF). At the heart of the NPPF is a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

The application of policies in the NPPF that protect areas or assets of particular importance provide a clear reason for refusing the development proposed; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against policies in the NPPF taken as a whole.

- 5.2** The following sections of the NPPF are considered to be directly relevant to this planning application:

Section 2 – Achieving sustainable development
Section 5 – Delivering a sufficient supply of homes
Section 11 – Making effective use of land
Section 12 – Achieving well-designed places

Local Planning Policy

- 5.3** The Island Plan Core Strategy identifies the application site as being located within the Wider Rural Area. The following policies are considered to be relevant to this application:

- SP1 Spatial Strategy
- SP2 Housing
- SP3 Economy
- SP5 Environment
- SP7 Travel
- DM2 Design Quality for New Development
- DM3 Balanced Mix of Housing
- DM4 Locally Affordable Housing
- 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

- 5.4** None relevant to this area.

Relevant Supplementary Planning Documents (SPDs) and other planning guidance

- 5.5 The Affordable Housing Contributions Supplementary Planning Document
- 5.6 The Guidelines for Parking Provision as Part of New Developments Supplementary Planning Document.
- 5.7 The Guidelines for Recycling and Refuse Storage in New Development Supplementary Planning Document.
- 5.8 The LPA's Position Statement on Nitrogen neutral housing development
- 5.9 The Isle of Wight Council Housing Strategy 2020 – 2025.
- 5.10 Shalfleet Parish Council published a Sustainable Housing Survey in May 2013, but this expired in 2018.

6. Consultee and Third Party Comments

Internal Consultees

- 6.1 The Council's Archaeological Officer has advised that the site may have potential for archaeological remains and has therefore recommended conditions to secure investigations, should permission be granted.
- 6.2 The Council's Planning Tree Officer has advised that details of the excavations for the balancing proposed pond should be secured along with protection measures for Ancient Woodland.
- 6.3 The Council's Planning Ecology Officer has raised no objection to the proposals, following the submission of further information. The officer has recommended conditions related to landscaping, mitigation and enhancement measures and details of the proposed balancing pond.

External Consultees

- 6.4 Natural England has advised that the Planning Authority would need to undertake a Habitats Regulations Assessment to determine whether the proposal would be likely to have a significant effect on designated sites, taking into account nutrients impacts and any other significant effects that could arise from the development. Natural England have also referred to potential impacts to the Ancient Woodland and SINC at Pondclose Copse and have noted the proximity of the National Landscape (AONB).
- 6.5 Southern Water have commented that they could facilitate foul sewerage disposal for the development. Southern Water have referred to standard advice relating to sustainable urban drainage schemes, possible sewers crossing the site and advised that a condition should secure foul and surface water drainage for the development.

6.6 The National Trust raised concerns about recreational disturbance to the designated sites within Newtown Harbour, along with increased surface water run-off and sewerage overflows.

Parish/Town Council Comments

6.7 Shalfleet Parish Council objected to the development for the following reasons:

- Sewers do not work well and the development would exacerbate this
- There is a need for a surface water drainage system
- The approach needs to be more rural
- The layout and density is urban and too dense for a village
- There should be more affordable units
- Island Road's comments need to be taken into account
- Concern over open plan and road safety and children going over people's gardens
- The approach road is not good
- More vehicles will use the access onto the A3054
- Adequate parking needs to be in place to prevent vehicles clogging up the highway
- Consideration needs to be taken into account for birds, bats etc
- Crime and Disorder - concern this will increase with the increase in people
- Need for cycle storage, battery storage
- More landscaping is required
- There is serious worry that the properties will not go to Shalfleet people
- A Management Trust needs to be put in place to give protection for local people and for them to continue to go to those with local connections
- The PC had asked for Burt Close to be built of red brick and got buff
- A dwelling in Fleet Way should be purchased to provide a link to the close
- Query as to what the community gets from this development
- Three and half thousand people on the IW housing waiting list - so there is a need for houses
- Query as to how a community can be created with the Fleetway and St Michaels Close developments

6.8 Calbourne Parish Council has neither objected or supported the proposals, and made the following comments:

- Concerns were raised about infrastructure for this project
- Concerned about problems with sewage and drainage in this area
- It continues to appear that estimate on this type of project are not accurate and funding allocated for works to be carried out is adequately funded and have to be delayed
- Concerns regarding the number of rental houses in this second phase development as Islanders who need homes cannot afford to buy and there is a lack of rented homes on the Island and Islanders need affordable rented housing

Third Party Representations

6.9 A total of 93 representations objecting to the proposal have been received, and raised the following summarised comments/concerns:

- Government housing targets for the Island are ridiculous
- Does not comply with the Island Plan, which does not proposed any housing in Shalfleet
- The houses are not needed/ no demand for houses
- The Shalfleet Housing Needs Survey is out of date and so there is no evidence of local need
- There is no mention made of how the proposals accord with the Island Plan
- There are not enough people with a local connect to justify the number of houses
- Far too many houses
- Need a mix of rental and sale properties
- The information does not state whether the affordable housing will be for sale or rental
- The houses will be bought by people who don't live on the Island, are retired or will be second homes
- Only the minimum number of affordable houses
- Shalfleet already includes affordable housing
- The houses wont be affordable/ high cost of rental properties/ impact of air b 'n b
- Lack of amenities in Shalfleet/ no facilities in Shalfleet
- Impact on doctors, dentists and schools
- Local school is already over-subscribed
- Shalfleet is not large enough to cope with the development
- Houses would be isolated
- Not a sustainable site
- This is a greenfield site/ part of the site has already been built on
- Should be built on brownfield land
- Loss of farmland/ should be left to grow crops
- No jobs locally
- The primary school is a long way from the site/ lack of safe walking route to the school/ there is a need for a pedestrian link to Shalfleet Primary School
- Nearest doctors' surgeries are in Newport and they have no capacity
- Before considering any new houses the developers must deal with the lack of water on the IW, shortage of electricity, inadequacy of drainage systems and NHS provision
- Buses are only once an hour
- Residents will end up driving
- Harm to the character of Shalfleet
- Poor standard of design/ inappropriate for the area
- The layout would inhibit a sense of community
- Unattractive houses on green fields
- The layout is suburban and high density in a rural setting
- Out of scale with the village
- The revised design would be banal

- The variety of house types, roof types and materials have been removed
- Fake stone has no place in Island villages
- The landscaping for this site must be better than the previous housing scheme
- The landscaping required for Burt Close has not been carried out
- Development is too large/ overdevelopment
- Why is there not a full landscaping scheme?
- Why is there no min-meadow or mini-woodland to finish the public communal areas
- There should be a management scheme for all landscaping in the public areas
- We are in a climate emergency
- The revised scheme omits the previously proposed solar panels
- There should be a financial contribution towards local tree schemes
- No references to renewable energy sources
- The recently built houses are an eyesore
- Impact on privacy due to increased use of the footpath
- Loss of light, outlook
- Impact of external lighting on bedrooms
- Light pollution
- Impact on right to light – Officer comment – this is not a planning consideration
- Impact on property prices – Officer comment – this is not a planning consideration
- Impact on nearby protected copse
- Loss of tranquillity
- Impact on wildlife/ protected species
- Have the environmental surveys been properly and thoroughly conducted
- Impact on trees and hedges
- Impact of light pollution on wildlife
- There is no Environmental Impact Assessment
- There is surface water within the corner of the field during heavy rain
- Impact of sewage on protected sites
- No sewer capacity/ sewers overflow in the village
- The site is underlain by clay and so water runoff will be an issue
- The roads are busy/ cannot cope with more traffic
- Pollution caused by traffic
- Too close to the main road
- Should be common surfaces throughout the development to encourage car as a guest ethos
- There should be an external socket at each property to allow EV cars to charge
- We would ask for the above conditions to be in place from then beginning of the work on the development to encourage people to use Active Travel methods
- Any path linking to the Rights of Way Network should be 3 meters wide so as to be able to allow people who wish to use their bikes to access the RoW
- There should be a reminder for drivers of pedestrians and cyclists

- There should be TROs to ensure that the roads are free of parked cars to allow people ease of movement around the area
- Warlands Lane/ roads in Shalfleet are busy and not safe for cyclists
- The design should ensure that when any path crosses a side turning or drive that the level of the path does not change or deviate to give priority to cars
- Lack of parking at the village shop, leading to congestion
- Potential for accidents
- Impact on the right of way network
- There is no revised transport plan
- Motorists ignore the 30mph speed limit making the Burt Close junction an accident waiting to happen
- Lack of parking
- Littering on public footpaths
- Impact of dogs on the health of cattle
- Noise and pollution
- Impact on tourism

6.10 The Woodland Trust has objected to the development, raising concerns that it would impact on the nearby Ancient Woodland and SINC, and suggesting that a 30m buffer should be provided. The Trust has raised the following specific concerns:

- Intensification of the recreational activity of humans and their pets can result in disturbance to breeding birds, vegetation damage, trampling, litter, and fire damage
- Fragmentation as a result of the separation of adjacent semi-natural habitats, such as small wooded areas, hedgerows, individual trees and wetland habitats
- Noise, light and dust pollution occurring from adjacent development, during both construction and operational phases
- Adverse hydrological impacts can occur where the introduction of hard-standing areas and water run-offs affect the quality and quantity of surface and ground water. This can result in the introduction of harmful pollutants/contaminants into the woodland
- Development can provide a source of non-native and/or invasive plant species and aids their colonisation of the woodland

6.11 Bob Seely MP has objected to the proposed development, raising the following summarised concerns:

- Impact on natural worth of the Island due to impacts on the AONB landscape
- There is an abundance of brownfield land available and projects like this development would be better in pre-developed urban areas
- The development would endanger the Island's natural beauty
- Loss of habitat and impact on wildlife
- Impact on wildlife (namely fish and marine-life) as a result of nitrates
- The development is unsuitably large and would overload Shalfleet's facilities
- The amount of affordable housing should be increased

- The site would be inaccessible and inappropriate for the level of footfall and vehicle use
- Lack of a pedestrian link to the Primary School
- Local residents do not support the scheme

7 **Evaluation**

Principle of the development

Policy background

- 7.1** Paragraph 60 of the NPPF states that it is a Government objective to significantly boost the supply of housing. In addition, paragraph 70 of the NPPF reasons that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, because these are often built out relatively quickly. The paragraph goes on to confirm that planning authorities should support the development of windfall sites through their policies and decisions. Paragraphs 82 and 83 of the NPPF explain that planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs and to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. It adds that where there are groups of smaller settlements, development in one village may support services in a village nearby.
- 7.2** Policy SP1 of the Island Plan outlines that unless a specific local need is identified, development proposals outside of, or not immediately adjacent to the Key Regeneration Areas, Smaller Regeneration Areas or Rural Service Centres will not be supported. The Island Plan defines the application site as being within the Wider Rural Area, and it should be noted that while Shalfleet is a village, it is not defined as a Rural Service Centre. For new housing development within the Wider Rural Area, policy SP1 confirms that a local need for the housing should be demonstrated. Policy SP2 of the Island Plan sets out the distribution of housing across the Island, advising that 980 dwellings would be required through smaller-scale development at the Rural Service Centres and Wider Rural Area.
- 7.3** There is no parish level planning policy guidance relating to Shalfleet. As stated within the Development Plan Policy section of this report, Shalfleet Parish Council undertook a Sustainable Housing Survey that was published in May 2013. The survey had a period of 5 years and therefore, it no longer relevant to the determination of planning applications. However, it should be noted that the housing mix for the completed Burt Close development north of the application site, was devised to directly reflect the findings of the Housing Survey.

Locational requirements

- 7.4** Shalfleet is a rural village and therefore its services and facilities are relatively limited. Nonetheless, the village does comprise a public house, a village shop which sells convenience goods, a Church and a Church Hall which can be hired for occasions. In addition, to the west is Shalfleet Primary School, a timber merchants and the Horse and Groom public house which can be reached via the regular hourly bus service that passes the northern section of the application site. Members will note that the Burt Close development secured a pavement to reach

the bus stops that are located east of the site entrance.

- 7.5** While policy SP1 is a strategic policy in terms of housing, it does give important locational guidance in terms of focusing housing in the most sustainable areas and settlements, the use of brownfield land and economic led regeneration. The overall approach advocated within the policy in terms of focusing development in the most sustainable locations is considered to be relevant in terms of the NPPF and its requirement to apply a presumption in favour of sustainable development.
- 7.6** Residents would need to travel further afield to access services such as pharmacies, doctors and dentists, supermarkets, secondary schools and other services and facilities. However, these and the nearby primary school could be accessed via the bus service for those who do not have access to a vehicle.
- 7.7** Taking this into account, the sustainability guidance contained within the NPPF and particularly paragraph 109 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.’ While the development at Shalfleet would not include all transport modes, it would allow pedestrian access to the local shop, via the proposed footpath link to be provided on the eastern side of the site, which would link to Warlands Lane. This would allow convenient access to the shop and provide for daily needs. Access to more substantive services and facilities would rely on vehicular travel, but residents would have easy access to the regular bus service that passes the site on Main Road.
- 7.8** Officers consider that the proposed housing would benefit Shalfleet insofar as aiding the retention of rural services and facilities, through additional footfall to the local shop, public houses and community facilities, as well as potentially providing additional pupils for Shalfleet Primary School, as the northern part of the site has done. This would accord with the guidance contained within paragraph 83 of the NPPF which states that ‘To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services.’

Brownfield land

- 7.9** The planning system advocates the use of previously developed land for new housing development, where possible. Shalfleet is a rural village with little previously developed land, that is vacant. The Council compiles a yearly register of Brownfield Land, and this shows that there are no registered previously developed sites within Calbourne, Brighstone, Shalfleet, Newtown or Thorley.
- 7.10** There is one previously developed site for Wellow, this being Lee Farm. However, that site has recently secured planning permission for 16 dwellings (21/00684/FUL). In addition, there are two sites listed for Freshwater (one at Norton and another within School Green Road) and these would yield a total of 12 dwellings. A further site, the West Bay Club at Yarmouth has secured planning permission for 22 dwellings (22/00291/FUL). In addition, the former Weston Primary School in Totland is a vacant brownfield site, but does not benefit from planning consent, but could yield circa 5 dwellings.

- 7.11** It is apparent that there are very few previously developed sites within the West Wight, currently available. Based on the planning consents that have been issued and the likely yields for the site that do not benefit from planning permission, there would be a total delivery of 55 dwellings. This would provide marginally more than a single year of the annual requirement for housing for the West Wight sub-market (41 dwellings per year). Some further housing could be delivered via smaller 'windfall sites' but these cannot be predicted to come forward. Therefore, it is considered that to achieve the annual requirement for housing within the West Wight sub-market, that development of some non-previously developed sites would be required, such as the application site.

Conclusion on principle

- 7.12** The application site is located in the Wider Rural Area, as defined by the Island Plan. Policy SP1 advises that generally, development is not expected to occur in the Wider Rural Area unless a local need can be demonstrated. Nonetheless, it is apparent that there has been a lack of housing delivery over a number of years, with only 66 per cent of planning housing delivered. There is an overriding need for housing across the Island due to this lack of delivery, taking into account the presumption in favour of sustainable development combined with the data contained within the Council's HNA and Housing Register. As noted above, officers consider that this results in a requirement to cast the net further when searching for suitable sites that could deliver the Island's housing needs.
- 7.13** The lack of housing delivering for the Island would not justify housing within all locations across the Wider Rural Area. Much of this area is within the National Landscape, where larger scale housing development would be likely to cause harm to its special landscape value. Moreover, some of the rural areas outside of the National Landscape would be unsuitable for larger scale housing development due to their own scenic qualities (even if not designated for them) or lack of access to services and facilities.
- 7.14** The application site is currently undeveloped farmland however, it is not within the National Landscape and is bounded on two sides by existing housing development, forming part of Shalfleet, a rural village with some local services and facilities that could meet a moderate proportion of resident's needs. As noted above, the NPPF advises that in some circumstances rural housing development can enhance or maintain the vitality of rural communities.

Housing delivery and need

- 7.15** Regarding proposed housing, the policy position set out within policies SP1 and SP2 of the Island Plan should be taken in the context of the most recent Housing Needs Assessment, Strategic Housing Land Availability Assessment (SHLAA) and the Council's Five-Year Land Supply Update 2021. Paragraph 226 of the NPPF sets out that LPA's whose emerging local plan includes proposed housing allocations and has been, as a minimum, published for public consultation in accordance with regulation 18 (of The Town and Country Planning (Local Plan) (England) Regulations (as amended) need only demonstrate a 4-year housing land supply.

7.16 The draft Island Planning Strategy meets this threshold and therefore the Council's requirement is now to demonstrate a 4-year housing land supply (plus a buffer of 20% due to our under-delivery against the government's housing delivery test). Based on the Council's 2021 Housing Supply Update, the Council can demonstrate a 4-year housing supply. The latest Housing Delivery Test (published December 2023) shows that 66% of the housing need (when using the Government's Standard Method calculation) has been delivered on the Isle of Wight over a three-year period.

7.17 Paragraph 11 of the NPPF outlines that plans and decisions should apply a presumption in favour of sustainable development which for decision-taking means:

“(c) approving development proposals that accord with an up-to-date development plan without delay; or

(d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.”

The importance of the above paragraph relates to the footnote attributed to 'out-of-date' associated with section (d) which confirms that policies are out of date for applications involving the provision of housing where “(a) the local planning authority cannot demonstrate a five year supply (or a four year supply, if applicable, as set out in paragraph 226) of deliverable housing sites (with a buffer, if applicable, as set out in paragraph 77) and does not benefit from the provisions of paragraph 76; or (b) where the Housing Delivery Test indicates that the delivery of housing was below 75% of the housing requirement over the previous three years.

7.18 The Council's annual monitoring reports and the Housing Delivery Test undertaken by the Department for Levelling Up and Housing and Communities (DLUHC) demonstrate that delivery over the last three years has been 66% and therefore, whilst the Council can demonstrate the required land supply position the presumption in favour of sustainable development remains applicable.

7.19 It is open to each decision maker to make their own assessment of the weight to be attached to these considerations. It does not follow however that planning permission will automatically be granted for such applications as the balance between the benefits and harm of any proposal will still need to be given careful consideration when the decision-maker arrives at their decision.

7.20 Because of the nature of the issue, it will be difficult to have a single approach to applying this consideration, as clearly every application is unique and as such it

may need to be considered on a case-by-case basis, depending on the material considerations for the particular site and proposal. In addition, the requirements of policy SP2 in terms of the number of houses to be delivered in specific areas of the Island is considered to be out of date, due to the advice contained within the NPPF regarding housing delivery. Officers therefore consider that housing needs should be considered as Island wide.

- 7.21** Under the current NPPF, to remove the presumption in favour of sustainable development, the Council must deliver a greater level of housing (above 75% of the required housing number using the Government Standard method) and/ or adopt an up-to-date development plan and still deliver 75% or above of any new yearly target within that adopted plan. While the Council is currently progressing the Island Planning Strategy (IPS), this is not yet at a stage at which material weight can be applied to it.
- 7.22** The NPPF provides guidance on the stage at which emerging policies can be attributed weight in decision making. Paragraph 49 of the NPPF states that in the context of the Framework – and in particular the presumption in favour of sustainable development – arguments that an application is premature are unlikely to justify a refusal of planning permission other than in the limited circumstances where both:
- a) the development proposed is so substantial, or its cumulative effect would be so significant, that to grant permission would undermine the plan-making process by predetermining decisions about the scale, location or phasing of new development that are central to an emerging plan; and
 - b) the emerging plan is at an advanced stage but is not yet formally part of the development plan for the area.
- 7.23** Paragraph 50 of the NPPF confirms that refusal of planning permission on grounds of prematurity will seldom be justified where a draft plan has yet to be submitted for examination. Moreover, considering point b) and the advice contained within paragraph 50, members will note that the IPS is yet to be agreed by Full Council and therefore, has not been submitted to the Secretary of State for examination. Therefore, as outlined above, the IPS is not yet at a stage at which material weight can be applied to it.
- 7.24** In the last seven years the Island’s housing requirement was 3,977 homes (using Housing Delivery Test statistics) and a total of 2,620 have been delivered (an average of 374 per annum). It is therefore readily apparent that the lack of housing delivery across the Island against the Government’s housing requirement, must result in a need to cast the net further for suitable and available sites to deliver the housing that is required.
- 7.25** The lack of housing delivery on the Island does not simply result in statistical issues for the Council. This also impacts on the ability for local people to purchase or rent the home of their choice. The Council’s Housing Strategy advises that ‘housing affordability and housing supply are and are set to remain the most challenging issues that the Island needs to address during the lifetime of this strategy and beyond’. The Strategy also advises that ‘We know there is a particular need to recruit and retain skilled people to work in essential public

services and local industries including construction for the longer-term recovery and economic sustainability of the Island. The lack of suitable housing to meet this aspiration has long been identified as a barrier to this and needs to be addressed urgently.'

- 7.26** The lack of housing delivery can, to an extent, be evidenced by the Council's Housing Register. The Register, as of January 2024, included 2568 households Island-wide. The Register is divided into five bands, with those in the most urgent need falling into band 1, and those at the least level of need falling into band 5. There are 6 households falling into band 1, 295 within band 2, 1373 falling within band 3, 689 within band 4 and 205 within band 5.
- 7.27** Officers are aware that when the affordable units within Burt Close were advertised on Island Homefinder, 100 – 150 applications were received for each of the thirteen houses. While this may have been the same applicants for each property, it is still considered to be a strong indicator of the need for this type of housing in this area.
- 7.28** Nonetheless, as outlined above officers consider that local need referred to within the Island Plan should be seen as being Island-wide, due to the scale of the under delivery over a sustained period. Taking into account the presumption in favour of sustainable development, officers consider that the key issue for this site, is whether it can be considered to be a sustainable location for the additional housing that is proposed, and whether the appropriate mix of housing would be delivered. It should be noted that the applicants have agreed to provide a three-month marketing period for all housing, that would limit sales to local people. During the first month, houses would be marketed to people living within the Parish of Shalfleet, in the second month remaining housing would be marketed to people from within Shalfleet and adjoining parishes, and in the third month housing would be marketed to Island residents. After this, remaining housing would be marketed on the open market.

Mix of housing

- 7.29** As noted above, there is not an up to date or recent housing needs survey for Shalfleet. Therefore, the mix of housing for the parish would be directed by the Council's HNA. This evidences that for the West Wight housing sub-market area (within which the site is located) there is an annual requirement of 41 new homes. The HNA identifies the following housing mix for this sub-market area:

Open market housing

- 1-bed (7%)
- 2-bed (33%)
- 3-bed (44%)
- 4+-bed (16%)

Affordable housing (rental)

- 1-bed (23%)
- 2-bed (40%)
- 3-bed (33%)

- 4+-bed (4%)

Affordable housing (home ownership)

- 1-bed (20%)
- 2-bed (40%)
- 3-bed (30%)
- 4+-bed (9%)

7.30 The applicant has set out their views on these matters, within their Planning Statement, which refers to the lack of housing delivery on the Island, the lack of a 5-year land supply and the application of the presumption in favour of sustainable development. The applicant concludes that there remains an identified need to rural housing within the West Wight, and that the Council is aware of the demand for the housing for the northern section of the site.

7.31 The information confirms that the scheme would comprise the following mix of housing sizes:

	Affordable	%	Open market	%	Total housing	% overall
2-bedroom	17	63	8	19	25	36
3-bedroom	10	37	31	72	44	63
4+-bedroom	0	0	4	9	4	6
Totals	27	100	43	100	70	100

7.32 Officers note that the development would provide a higher percentage of two and three-bedroom houses, for open market and affordable housing than set out within the Council’s HNA. However, this is due to the absence of one-bedroom properties, which are often more appropriate within urban areas. Moreover, the site would provide no four+ bedroom affordable homes. However, officers are aware that there is a significant need for two and three-bedroom houses, particularly within the rural parishes of the West Wight, as set out above. As a result, the mix of housing for this site is considered to be acceptable.

Conclusion on housing delivery and need

7.33 The application is proposing 70 dwellings with a policy compliant level of affordable housing, and it is considered that this number of houses would make a meaningful contribution towards housing within the West Wight, which would weigh substantially in favour of the application. Taking into account the issues set out above, the proposal is therefore on balance, considered to comply with the advice contained within policy SP1 of the Island Plan when noting the advice contained within the NPPF with regards to housing delivery. It does not follow however, that planning permission will automatically be granted for such applications as the balance between the benefits and harm of any proposal will still need to be given careful consideration when the decision-maker arrives at their decision. Officers place significant weight on the need for housing.

Loss of agricultural land

7.34 National guidance in respect of the classification of agricultural land and its protection is contained within the Natural England Technical Guidance Note

(Agricultural Land Classification: protecting the best and most versatile agricultural land) and within the NPPF. The Technical Guidance Note makes it clear that decisions with respect to the protection of the best and most versatile agricultural land rest with Local Planning Authorities and Government Guidance. To guide decision making, agricultural land is classified into five grades, which are as follows:

Grade 1	Excellent
Grade 2	Very good
Grade 3	Good to Moderate
Grade 4	Poor
Grade 5	Very poor

According to Natural England and the glossary to the NPPF the best and most versatile agricultural land are those areas that fall within grades 1 to 3a. Such land is considered by Natural England to be most flexible, productive and efficient in response to inputs and can best deliver future crops for food and no food uses.

- 7.35** Paragraph 180 of the NPPF states that local planning authorities should recognise the economic and other benefits of the best and most versatile agricultural land. The footnote to this section of the NPPF states that where significant development of agricultural land is demonstrated to be necessary, local planning authorities should seek to use areas of poorer quality land in preference to that of a higher quality. DEFRA land classification maps confirm that the land in this area is grade 3 and therefore, has the potential to fall into Grade 3a which is considered to be good quality agricultural land, or grade 3b, that is of lesser quality.
- 7.36** However, to provide further clarification on whether land is within Grade 3a or 3b, an understanding of the geology of the area is required. Officer site visits have shown that the field includes heavy soils, that are water-logged in periods of rainfall. This would reflect the DEFRA soil classification for the site, which shows that the site is within national soil-scape type 18, which are classified as slowly permeable, seasonally wet, slightly acid but base-rich loamy and clayey soils. While the site and its surroundings could be used for growing arable crops, it is likely to be subject to lower yields. This is because clay and soils with very poor infiltration characteristics.
- 7.37** The Land Information System (LandIS) advises that soil type 18 is 'Mostly suited to grass production for dairying or beef; some cereal production often for feed. Timeliness of stocking and fieldwork is important, and wet ground conditions should be avoided at the beginning and end of the growing season to avoid damage to soil structure.' This is evidenced on the ground, with farmland in the area used for a mix of pasture and arable crops. As a result, officers consider that the land would be akin to Grade 3b farmland, which is categorised as 'Land capable of producing moderate yields of a narrow range of crops, principally cereals and grass or lower yields of a wider range of crops or high yields of grass which can be grazed or harvested over most of the year.' Therefore, the land is not considered to be subject to protective policies and there is no objection to the proposed development in relation to agricultural land classification. Officers therefore attribute neutral weight to the loss of this grade of agricultural land.

Impact upon the character of the surrounding area

- 7.38** Policy SP5 (Environment) of the Island Plan Core Strategy states that the Council will support proposals that protect, conserve and/or enhance the Island's natural and historic environments. All development proposals will be expected to take account of the environmental capacity of an area to accommodate new development and, where appropriate and practicable, to contribute to environmental conservation and enhancement.

Landscape and visual impacts

- 7.39** The application site is located within an area defined by the West Wight Landscape Character Assessment as 'Calbourne Rolling Farmland. The Character Assessment advises that the key characteristics of the character area are:
- Gently rolling peaceful landscape underlain by the Hamstead Beds Formation clay, silt and sand
 - Undulating topography gives variety of views within the area and to the sea
 - A rural, pastoral landscape of irregular medium scale fields bounded by thick hedges with many mature hedgerow trees
 - Frequent copses and woodland belts including ancient woodland, which along with the strong hedgerow network give a semi-enclosed feel to the landscape
 - Areas of high biodiversity interest include woodland, wood pasture, unimproved grassland and scrub
 - Presence of variety of water bodies including rivers, streams, ponds, and drainage ditches
 - Settlements vary with scattered farmsteads, nucleated villages and linear suburban settlements with varied building styles
 - Many historic landscape features survive intact including estate boundaries, medieval woodlands and later parklands
- 7.40** The application site is an agricultural field, located to the south of Main Road (A3054) and that is adjacent to the western edge of Shalfleet. Reflecting the characteristics outlined above, the area is rural, with the landscape to the north, south and west being formed by moderately sized agricultural fields enclosed by historic hedgerows and areas of woodland. The landscape to the north of the site is within the National Landscape (until recently the AONB) and the fields here fall gradually and consistently to the north, allowing open views of the Newtown Estuary, the woodland west of it and the Solent beyond. The area to the east of the site is developed, with the 1980s era Fleet Way development immediately visible. Further west but not readily visible from the site due to intervening development is the attractive and historic heart of the village, which is dominated by the Norman Church with its large castellated tower and churchyard surrounding it. Beyond the Church, are historic cottages that align the A3054, on sloping land surrounding the River Caul Bourne, including the New Inn public house.
- 7.41** The applicant has provided a Landscape and Visual Assessment (LVA) to assess the impact of the development on the character of the area. This has been undertaken using assessments of existing information, such as the West Wight

Character Assessment and planning policy guidance. Using maps of the area and based on site surveys, a study area of 2km from the site, known as the Zone of Theoretical Visibility (ZTV), has been developed. Officers agree with the extent of the ZTV, as from greater distance the site would be seen as a smaller element of extensive panoramic views, or not be visible at all.

- 7.42** The assessment and conclusions within the LVA are based on viewpoints taken from 22 locations, with the majority taken from within the 2km ZTV. Four of the viewpoints are from greater distance but are considered to be relevant to the assessment of the proposals, given potential views of the site from higher ground. Photographs have been taken from these locations, to support the assessment that has been made. Officers agree with the location of the viewpoints, which have been taken from close, medium and long distance from a range of landscape areas, rights of way and highways.
- 7.43** The LVA assesses the landscape and visual impacts of the development by considering the value of the landscape or visual receptor and then comparing that to their susceptibility to change. These are then considered alongside the magnitude of landscape and visual effects (based on the size, scale, the geographical context of the area, the duration of the effect/ permanence and reversibility of the project). The magnitude of effect is then combined with the sensitivity of the receptor, to form a conclusion on the significance of landscape and visual effects, which for the purposes of the applicant's LVA are considered to be neutral or no change, negligible, minor, moderate or major and can be positive or negative. This is an exercise in judgement and professional opinion. The methodology explained above is set out within Appendix 1 of the LVA. Officers consider that the methodology and structure of the LVA is in accordance with the best practice advice contained within the Guidelines for Landscape and Impact Assessment (GLVIA 3).
- 7.44** The LVA avers that there would be no physical changes to surrounding vegetation or the context of topography or rights of way as a result of the development. The LVA advises that the character of the site would change from arable fields on the edge of the village, to built form but considers that the proposals have been designed to reflect the pattern of development to the north of the site, with built form of domestic scale and site access from the existing development of Burt Close. The LVA reasons that the provision of an area of central green space within the heart of the site, retention of the existing trees along Warlands Lane, significant new planting across the site, native planting along the north-western boundary and provision of a landscape buffer to the Ancient Woodland to the south would contribute to wider networks of green infrastructure and enhance biodiversity within the site.
- 7.45** The LVA concludes that due to the scale of the site and its immediate surroundings, there would be a moderate adverse effect on landscape character during construction due to the change of use from an agricultural field to built form and that whilst a significant change at a site level, in the context of the immediate surroundings, the effects of the overall development would be partially mitigated due to the built form being characteristic of the local area and the role of the open field between the site and the A3054/AONB boundary to the north. The LVA reasons that landscape effects on the site and its immediate surroundings would be Moderate Adverse at construction, reducing to Moderate-

Minor adverse upon maturity of the landscape proposals. The LVA states that visual effects would range from Moderate-Major Adverse during construction with potential for some of these effects to reduce upon maturity of the landscape proposals.

- 7.46** The application site is open to the landscape to the west, although at its western extremity is aligned by woodland. Site visits confirmed that when at moderate distances (between 600 to 800m) to the west of the site, such as within the landscape surrounding Ningwood and the highways and footpaths close to Shalfleet Primary School, the site is screened and not visible. The landscape here is at a slightly lower land level (13m AOD) when compared to the site (23m AOD) but the field east of Station Road, Ningwood includes a slight rise and this combines with the line of trees and woodland that intersect views to screen the site, and Shalfleet. This is true of longer distance viewpoints and landscape further to the west, even though they are at a higher land level, because there are numerous areas of intervening woodland that combine with topography to prevent views of the western edge of Shalfleet. Therefore, the development would result in no change to the landscape at moderate and greater distances to the west of the site, nor be visible from visual receptors.
- 7.47** This level of impact would be similar for the landscape and visual receptors to the south and east of the application site. When south of the site and at moderate distance, (around 170 to 300m to the south) the southern edges of Shalfleet and the application site are well screened by the woodland close to Warlands Lane, and north of Wyndham Cottle Almshouses, along with the dense lines of trees that align either side of the highway. When within the landscape south of Warlands Lane and the footpaths in this area there are multiple lines of trees and hedges that combine with the mildly undulating countryside to screen views of Shalfleet and the application site.
- 7.48** At more significant distances to the south (between 300 to 1000m and more) the site and southern edges of Shalfleet are not noticeable owing to the various copses and lines of trees within foreground views. The landscape begins to climb gradually from Main Road Newbridge, at approximately 1.2km south of the site so that the countryside and rights of way between Broad Lane and Dodpits Lane allow more elevated views towards Shalfleet and the coast to the north. However, it is apparent from these areas that Shalfleet is within a slight depression in the landscape, thus not forming a prominent or eye-catching element within the wider panoramic views that it is seen within from such distances. The woodland to the south of the site and surrounding the landscape around Warlands Lane would prevent views of the proposed housing. Therefore, the development would not result in an impact on the more distance landscape or visual receptors to the south of Shalfleet.
- 7.49** The landscape to the east of the site is more undulating. This is because the land falls gently towards the Caul Bourne river, which meanders through the historic centre of the village, then rising again towards the eastern edge of the village. This area is an attractive, but relatively narrow river valley that beyond the village is rural and aligned by thick tree belts and stands of woodland. This area of landscape, between 50 to 600m from the application site, is at a lower level. Site inspections and the LVA photos show that the site is not visible, again due to the areas of woodland and thick wooded hedgerows within foreground views.

- 7.50** The topography of the landscape further east of the village, towards Elm Lane and beyond is more level and characterised by moderately sized fields, enclosed by a mix of low hedgerows and thick wooded hedges. There are also numerous areas of woodland in intervening views. From this area of landscape and visual receptors, Shalfleet and the application site are at an equal land level and very well screened by the intervening woodland. There are glimpses of the houses that form the eastern edge of the village from a short section of highway at Winchester Corner, which runs parallel to the eastern edge of Shalfleet opposite to the former petrol station. But these are glimpses between field gates and even from these locations, the application site is not visible. Therefore, the proposed development would not impact on landscape or visual receptors at moderate to greater distances from the application site.
- 7.51** The landscape to the north of the site is part of the National Landscape (AONB) and the Hamstead Heritage Coast and therefore, carries the highest level of protection, with the Planning Authority required to give great weight to conserving and enhancing the landscape value of the designated area. The landscape here is attractive, with areas of pasture leading to coastal woodland and the broad estuary that forms the Newtown Creek Nature Reserve. Site visits have shown that from greater distances to the northeast and northwest, the development would not be visually connected to the landscape surrounding Newtown Creek, or the coastal woodland surrounding Newtown or Cranmore/Hamstead. This is due to intervening distance and the screening effects of woodland. The landscape directly to the north is more open and includes a system of moderate fields enclosed by thick hedgerows, some of which are tree lined. Akin to other more distant areas, views of the site would be screened by these tree lined hedgerows and small copses so that the application site and the proposed houses would not be visually apparent from the landscape or visual receptors.
- 7.52** The site would be visible from the closer sections of the National Landscape and Heritage Coast, particularly the fields located between the A3054 and the western finger of Newtown Creek (also known locally as Ningwood Lake). Views of the site would not be possible from the area of this landscape to the north-east and in particular the fields close to Shalfleet Manor and the A3054 east of Burt Close due to existing intervening housing and the well-wooded boundaries that surround Shalfleet House (directly opposite to the entrance of Burt Close). The site would be visible from the fields west of Shalfleet House and from here, the housing would be read as an extension to the Burt Close development, stretching south and west across the second half the field that is part of the application site. The housing would be located between 160m to 260m from the National Landscape (AONB) and Heritage Coast and effect the setting of a small proportion of it.
- 7.53** The effects of the development would be mitigated in a moderate sense by the presence of the existing housing surrounding Shalfleet, which forms an existing element of views to and from the landscape. Moreover, the plans show that tree planting would be undertaken along the western edges of the development, curving round to meet the eastern edge of Pondclose Copse, and this would combine with tree and hedge planting within the interior areas of the site. Initially, the planting would provide only minor mitigation, but once established would provide a canopy that would partially screen the housing. However, it is likely that even when the trees reached maturity, views of the upper elevations of housing,

seen at some density, would be visible. Officers consider that this would result in a low magnitude of effect, and that due to the high sensitivity of the landscape designation, would result in a minor negative significance of effect to the landscape and the visual receptors within it, causing a minor level of harm.

- 7.54** Officers consider that the development would result in greater impacts to the areas of landscape and visual receptors within close proximity to the application site. As set out above, the applicant's LVA draws a similar conclusion. The A3054 is located directly adjacent to Burt Close, with the recently constructed housing appearing an obvious addition to the area. The proposed housing would rely on the access arrangements that serve Burt Close and therefore would not result in any new development immediately adjacent to the highway. Instead, the new housing would be located south of Burt Close, with the main visible elements from the A3054 being the western flank of the housing, and the section that would curve to the west, close to Pondclose Copse. The development would extend the current built form of Shalfleet into an area of rural landscape and appear readily apparent within southerly views for those driving along an approximately 220m section of the A3054, and people walking along the right of way that is adjacent to the highway.
- 7.55** The current views from these locations are of the western edge of the village, with a relatively wide vista of the farmland and woodland west of Burt Close. These views would be significantly altered during the construction phase and more so once the housing and boundary treatments had been completed. Rather than southerly views across to the edges of Pondclose Copse, they would instead include multiple upper sections of two storey houses seen above boundary treatments, resulting in a more urban character. As noted above, the submitted plans show that a thick belt of trees would be planted along the outer edges of the development. This belt of trees, once established, would link to Pondclose Copse, to form a continuous line of woodland, akin to the current backdrop of views, but closer to visual receptors to the north.
- 7.56** It is likely that the planting would take between 10 to 15 years to establish but once in maturity it is considered that the trees would provide meaningful mitigation, that would combine with the tree planting within the internal areas of the site to result in a deep canopy that would combine with existing woodland. Nonetheless, even once established the proposed housing would be noticeable, changing the rural character of the immediate landscape with views of the housing between the canopies. Officers consider that the development would result in a significant change to the views across this area of the landscape causing a medium magnitude of effect, and therefore cause a moderate negative significance of landscape and visual effect for this area of landscape, and the sensitive receptors within it, resulting in harm.
- 7.57** The areas of landscape and visual receptors within close proximity to the south of the site are centred around Warlands Lane, and immediately to the east and west of it. There is also a public right of way (ROW 15) that diagonally crosses the field to the south of the site, opening onto Warlands Lane via the edge of Pondclose Copse. Officer site inspections have shown that from the field to the south of the site, the application site is visible through the woodland. This is because, the section of Pondclose Copse that forms the southern boundary of the site narrows to a double line of mature trees, that during summer screens the site almost

entirely, but during winter months when leaves have dropped, allow views through to the site. From the closer sections of Warlands Lane and the fields adjacent to the southern boundary, there would be views of housing, but these would be partial views and likely to be partially mitigated by the proposed 15m woodland buffer and tree planting to be carried out along the internal southern boundary of the site, but nonetheless, the housing would be visible through canopies and more so during winter months. However, as the public right of way is partially within the copse and very close to the edge of the woodland, those using it would be able to see the housing clearly.

- 7.58** The eastern boundary of the site that abuts Warlands Lane is aligned by a tree lined hedge, that ranges between 2m to 3m in height, with the trees forming a thin canopy. In both summer and winter months, there are views across the site from here, although above eyeline height. There is also a field gate located within the corner of the field that provides access to Warlands Lane, but this is aligned by a thick hedge that screens the field, preventing direct views from this access. The site plans show that housing would be located within relatively close proximity to the eastern boundary and due to the fine nature of the hedge canopy, there would be obvious views of the proposed housing, even when additional tree planting had taken place. There are views of two existing bungalows to the north, when driving towards Shalfleet, but Warlands Lane has a distinctly rural feel, as does the landscape around it.
- 7.59** The landscape here is not designated, but nonetheless it is rural and has a pleasing character, and the existing village is not readily visible so that the experience that pervades is one of a generally undeveloped farmland and woodland, until within the more built-up area of Warlands Lane further east. The area and its visual receptors are of medium sensitivity, and it is considered by officers that particularly when within close proximity to the eastern boundary adjacent to Warlands Lane, the development would result in a noticeable change to the character of the landscape and the perception for people using the public right of way that passes close to the site and the highway. The development would alter an area underpinned by its bucolic character to one that included views of numerous houses, resulting in a mixed urban/ rural character. This would result in a medium magnitude of change and cause a moderate negative significance of landscape and visual effect for this area of landscape, and the sensitive receptors within it, resulting in harm.
- 7.60** The eastern side of the site is aligned by the boundary fences of properties that are within Fleet Way, with those recently completed in Burt Close located to the north. Occupants of the houses here have open views across the southern part of the field, that forms the application site. As noted above, the southern section of the field, and indeed those areas further west have a rural feel, increased by the backdrop of the ancient woodland that is Pondclose Copse. There is also a public right of way that aligns the internal eastern boundary of the site, connecting Warlands Lane and the A3054, within the northern section of the right of way between Burt Close and Fleet Way. There is no screening here, although the existing housing and its boundary fencing is apparent.
- 7.61** From these locations the housing would be readily apparent and would cause a significant change to landscape character and viewpoints, resulting in vistas of farmland with a backdrop of woodland changing to residential development. The

proposed houses, means of access, boundary treatments and the paraphernalia associated with a housing estate would be obvious. The spacious layout of the site, and the network of open spaces and landscaping would also be apparent, and these would allow the scheme to reflect a rural housing development. However, even with these elements, the lines of two storey houses and associated development would harmfully change the character of this part of the landscape, and visual receptors.

- 7.62** Officers consider that the open nature of the field, its obvious rural characteristics and long ranging views from the right of way and windows of existing housing would mean that the susceptibility of the landscape and receptors would be high-medium. While the nearby housing is apparent, so too is the open nature of the landscape and the appreciation of the surrounding woodland. It is noted that the new housing would result in the enclosing of the right of way, blocking current westerly views while combining with existing housing to significantly alter the landscape to the southwest of Shalfleet. In addition, those walking the right of way would approach from the south, where the landscape is distinctly rural, or the north, where there is the National Landscape. The landscape value is medium and therefore it is considered that the magnitude of change would be high-medium and that as a result the overall significance of landscape and visual effect would be moderate major, resulting in a level of material harm.

Design and layout

- 7.63** Policy DM2 (Design Quality for New Development) states that the Council will support proposals for high quality and inclusive design to protect, conserve and enhance the Island's existing environment while allowing change to take place. The policy states that development proposals will be expected to provide an attractive built environment and be appropriately landscaped.
- 7.64** In terms of layout, the plans show that the site would have a generally spacious feel, with small closes leading from a curved spine road. In particular, the southern half of the site would include pairs of semi-detached and detached houses set within generous garden areas edged by significant tree planting. A large public green would be located on the eastern side of the site and alongside this, properties would be set well back from the spine road with wide grass verges and tree/ shrub planting between.
- 7.65** The closes leading from the spine road would adhere to this approach, again with properties set back from access roads, allowing deep front gardens and areas of meaningful planting. These components would allow the site to have a spacious and attractive feel, with vistas of properties behind wide lawns and verges, trees and natural vegetation, that would combine with the backdrop of existing woodland and wooded hedgerows.
- 7.66** The northern section of the site would be laid out in a denser pattern, reflecting the existing pattern of development to the east, within Fleet Way. This area of the site would have a more rigid layout and there would be two relatively large courtyards, to allow access to properties. Without mitigation, these areas would appear urban in character in a manner that would not reflect the rural nature of the area. However, the use of wide grass verges, street level planting and garden areas would soften the appearance of this section of the site, and on a smaller

scale, reflect the more spacious character of the southern half of the site. This would therefore strike a balance between the efficient use of the site for housing and the desirability of maintaining the prevailing pattern of development.

- 7.67** The design approach for the proposed housing has been revised following concerns from officers about the standard of design of earlier proposals. The revised plans show that the housing would have a simple and traditional appearance, to reflect the rustic vernacular of the local area. Therefore, the proposed two storey housing would include well balanced and traditional window types, with two, four and six pane casement windows and detailing such as stone cills and hooded porches adding simple, but effective, enlivenments to the elevations.
- 7.68** To provide variety and visual interest, the two-storey housing includes variations on design and arrangement. One approach for the pairs of semi-detached housing would have a simple oblong footprint, but this would contrast with a version that would include a centrally staggered off-set. The plans also show that some of the pairs would be finished with a buff brick, whereas others would be finished with reproduction stone, render or dark stained boarding. In addition, the detached houses would include two versions with a wider frontage, to appear as a farmhouses or cottages either with a centrally located door, or the door set to one side. In addition, one version of the detached houses would provide a gabled frontage to the highway. These properties would include reproduction stone elevations.
- 7.69** The final house design would be a detached bungalow. This would comprise two offset gabled sections, linked by a narrow single storey porch. This design would have a more informal appearance and reflect some of the cottages within Shalfleet that have been extended over time. Again, the elevations would have an attractive and simply appearance, with well-arranged fenestration and simple stone or stained boarded elevations. To provide for further variety, the submitted roof plan for the site shows that some of the houses would include natural slates roofs, to blend with the majority red clay tile roofs. This, along with the subtle design variations for the housing would provide variety.
- 7.70** The street scenes and layout for the development would broadly reflect Shalfleet's character, as an attractive and historic rural village. It would not be possible to wholly reflect the embedded charm of the historic village core, because this leads from the setting of St Michael's Church and the rather haphazard and unique layout of properties, many of which are historic and have evolved over time, reflecting their purpose and the needs of previous owners. To attempt to wholly reflect this would lead to a contrived development. Instead, the use of a limited number of materials (two materials for each house), the use of reproduction stone and buff brick and the mix of slated and tiled roofs would reflect predominant materials for the village.
- 7.71** Moreover, the simple approach to fenestration would combine with the generally oblong form of houses to reflect those within the village. When stood within the proposed development, the curving nature of the proposed roads would prevent a repetitive or rigid vista of properties and the closes would provide small clusters of properties, to provide deep vistas of the attractive properties, set within landscape grounds. The varying angles of elevations and gaps between housing

would contribute to this sense of depth, with backdrop views of existing woodland along with deep front gardens and planting to result in attractive viewpoints. This approach has been used at the recently constructed development at Blanchards in Brighstone, whereby simple, high quality design approaches for housing, subtle changes to road alignment and use of landscaping has combined to provide an attractive development that adheres to the integrity of its surroundings.

- 7.72** Officers consider that the choice of materials for houses and hard surfaces would be important and therefore, considered that this issue should be subject to conditions. Moreover, it would be important for the final choice of boundary treatments would be integral to the quality of the development, given that some curtilages would be side onto highways. Subject to these issues being controlled, it is considered that the design and layout for the proposed housing development would be of a high quality, that would pay due regard to the village and comply with the design related policies within the Island Plan and the NPPF.

Conclusion on impact upon the character of the surrounding area

- 7.73** Officers consider that the design and layout for the development would be acceptable, reflecting the characteristics of nearby attractive housing within the core of Shalfleet and the pattern of development for nearby more modern sections of the village. Moreover, the provision of the open space, set back nature of houses and the proposed hedgerow and tree planting would provide high quality street scenes throughout the development.
- 7.74** Regarding landscape impacts, the proposed development would have no or minor impacts on more distant areas of the surrounding landscape. The site would either be screened by existing vegetation and/ or topography from many landscape areas, and the viewpoints within them. The development would therefore cause no harm to these areas, including the more distant areas of the National Landscape and Heritage Coast to the north.
- 7.75** The development would have a more obvious impact on the landscape close to the site, and in particular those areas to the north, south and east and the viewpoints within them. Officers consider that the development would cause a minor level of harm to the landscape immediately to the north, which is part of the National Landscape and for users of the highway between, which is not part of the designated landscape. The development would result in material harm to the closer sections of landscape and visual receptors to the south and east of the site, causing significant change to views and the character of the area. It is considered that this harm would weigh significantly against the proposed development.

Impact on heritage assets

- 7.76** 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) 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.

- 7.77** When considering the impact on the significance of a designated heritage asset, the NPPF advises that great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). It adds that any harm to, or loss of the significance, should require clear and convincing justification and that in terms of substantial harm to an asset, consent should be refused, 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 circumstances set out in paragraph 207 of the NPPF apply. Where there would be less than substantial harm, the NPPF requires this harm to be weighed against the public benefits of the proposal.
- 7.78** Heritage assets include listed buildings, conservation areas, registered parks and gardens, scheduled monuments and locally listed buildings. Shalfleet contains numerous listed buildings, and the core of the village is a conservation area. The conservation area begins on the western side of Warlands Lane, with the western boundary of the designation extending between the A3054 and Church Lane. The western edge of the Conservation Area is located approximately 200m from the application site. Between the site and the Conservation Area is the existing housing that forms Fleet Way, a large 1980s residential estate, along with the housing that aligns the western edge of Warlands Lane. Due to the intervening residential development, there is no visual link between the site and the designation and therefore it is considered that there would be no direct harm to the conservation area, or its setting.
- 7.79** The Conservation Area includes several listed buildings. The Church of St Michael's the Archangel (referred to as St Michael's Church for the remainder of this report) is a grade I listed building. The Church is impressive with its large square castellated tower that dates from 1070 and the grounds include the wider churchyard that is enclosed by attractive stone walls, as well as a monument and two graves that are listed in their own right. The former Rectory to the east of the Churchyard is a grade II listed building as is the New Inn public house located to the northeast. This group of important listed buildings are a focal point for the conservation area. In addition, Shalfleet Church Hall is a locally listed building and is said to be a former barn that was converted to be the Church Hall, located to the west of the main Church. It is an attractive building set within a wide field, with the churchyard surrounding its northern elevation. However, the application site is located approximately 460m from the listed buildings, which are located at a lower ground level with the intervening area containing housing that blocks any visual relationship between the heritage assets and the area proposed for housing. As a result, it is considered that the development would not result in direct impacts on the listed buildings, their setting or any curtilage listed walls or structures that they comprise.
- 7.80** Shalfleet Manor is a grade II* listed building located approximately 150m north of St Michael's Church, within landscaped grounds that are screened from view by dense hedgerows. The manor is set on slightly higher land than the Church and includes several other curtilage buildings and structures within the grounds. In a similar manner to the listed buildings considered above, officers consider that the proposed development would not impact on the listed manor house, or the

various structures and buildings within its curtilage, due to the distance between them and the application site, and intervening housing.

- 7.81** Warlands Farmhouse and the barn to the east of it are both Grade II listed buildings and located approximately 170m west of the application site. The farmhouse is two storeys, constructed of stone and an attractive part of Warlands Lane. The curtilage to the east of the house includes the former farmyard, with various stone barns arranged in a quadrant. The northern boundary of the farmyard is formed by a low but attractive stone wall that is adjacent to Warlands Lane, which being relatively low allows views towards the farmhouse, large listed threshing barn that forms the southern edge of the yard and other buildings.
- 7.82** The farmhouse's setting must by virtue of its previous use, have been heavily connected to the farming landscape that surrounds it. However, this has clearly altered over time, with the housing constructed to the north within Warlands Lane in the 1960s and then the more substantial housing development constructed within the Fleet Way estate, in the 1980s. This area is readily apparent within the setting of the listed farmhouse and barn because the housing is directly opposite to the low farmyard wall and so visible together. The listed buildings, therefore, share a relationship with these areas of housing.
- 7.83** The main elevations of the farmhouse face south and there is a large garden that surrounds the south and western area of the farmhouse, which is heavily screened by tree lined hedgerows. Between the western garden boundary is an agricultural field that stretches to the section of Warlands Lane further west a distance of circa 80m, where there is a further tree lined hedge. Beyond this is the tree lined eastern boundary of the application site. Officers consider that the proposed development, while taking place on existing farmland, would not compromise the setting of the listed buildings within Warlands Farm. The intervening distance and dense screening provided by existing tree lines would prevent the housing from being visually connected to the farm, or the setting of the listed buildings. Even when stood with Warlands Lane and opposite to the open northern boundary of the farmyard, the housing would be barely visible within westerly vistas, where the housing within Warlands Lane is already visible.

Archaeology

- 7.84** The information provided by the applicant has shown that the potential for Palaeolithic remains is medium, due to presence of river terrace deposits within the site. In addition, the potential for Roman and Medieval is also medium due to recorded finds within the site and its vicinity. The potential for archaeological remains relating to Mesolithic, and later prehistoric periods, Saxon and post-Medieval periods are all considered to be low.
- 7.85** The Council's Archaeological Officer has considered these assumptions and recommended that should the development be approved a staged programme of archaeological works should be carried out during development. The officer has advised that this should include a pre-commencement trial trench evaluation, the results of which would be used to inform any further mitigation which may be required. The officer has commented that whilst evaluating the site for any Roman, Medieval or other archaeological features or deposits, the evaluation would provide an opportunity to assess any superficial Pleistocene geological

deposits which may lie within the site for potential for Palaeolithic archaeology. The officer has advised that this could be carried out by means of machine dug test pits supervised by a geoarchaeologist/archaeologist with appropriate expertise during the trial trench evaluation, with the evaluation to be carried out at the earliest opportunity to ensure there is adequate time to scope any mitigation. The Archaeological Officer has recommended conditions to secure these works, which are considered to be reasonable.

Public benefits/ conclusion on heritage assets

- 7.86** Having regard to the above, the proposal would result in less than substantial harm to the significance/setting of nearby heritage assets. This level of impact must be weighed against the public benefits of the proposed development, with great weight afforded to the conservation of these assets and their settings within this balancing exercise.
- 7.87** The proposed development would make use of land to provide housing that would socially benefit the community in terms of meeting the Island's identified housing delivery shortfall and local housing needs, including for affordable homes. There would also be economic benefits during construction phases and environmentally in terms of the provision of landscaping within the site. Officers are mindful of the impacts referred to above, have given this due consideration, and conclude that the public benefits of the scheme combined would outweigh the less than substantial harm to the significance/setting of the heritage assets listed above. The proposal is therefore considered to comply with the requirements of policies DM2 and DM11 of the Island Plan and the relevant guidance with the NPPF. In terms of the overall balance of consideration for this development, this matter is considered to be a neutral factor, neither weighing for or against the proposal.

Impact on neighbouring properties

- 7.88** It should be noted that the visual impact of the development on nearby properties has been considered within the landscape and visual impacts section of this report and will not be repeated here. However, impacts such as noise, loss of outlook, light and privacy as well as dominance will be considered within the following paragraphs. The nearest property to the west of the site is located 225m away and this level of separation would prevent any impacts as a result of loss of outlook, light or privacy. In a similar manner, the nearest properties to the south are 270m away, and screened by significant woodland, which would prevent any impacts.
- 7.89** The application site is bounded to the north and east by residential properties within Burt Close, Warlands Lane and Fleet Way. These properties are a mix of bungalows and two storey houses. The properties within Fleet Way and Warlands Lane, which adjoin the eastern boundary of the site are separated by a high hedge, although in places this has been lowered or replaced with timber fences. The rear elevations of properties within Fleet Way face west and overlook the current field, although those within the northern end of Fleet Way already overlook the recently constructed houses within Burt Close.

- 7.90** The applicant's site plans show that two-storey houses would be located alongside the eastern boundary shared with properties within Fleet Way. However, the properties to be located closest to this boundary would present side elevations to the rear elevations of houses in Fleet Way, reducing potential for loss of privacy to principal windows, or garden areas. Moreover, generous separation distances are shown, and these would prevent the proposed houses from appearing dominant, or from resulting in a loss of light or outlook to existing houses. It would not be necessary to remove permitted development rights for future first floor windows, as these would need to be obscure glazed as a result of the requirements of the General Permitted Development Order (GDPO). If not obscure glazed, first floor side elevation windows would require planning permission. The remainder of the proposed housing would be sited at greater distances, which would prevent impacts to residential amenity.
- 7.91** The western-most property within Warlands Lane is a detached chalet bungalow and this is separated from the site by a high hedge. The property comprises two dormer windows within its western roof plane, that face the west over the application site. The site plans show that two bungalows would be sited west of this property, therefore reducing the potential for loss of privacy and dominance to the upper floor windows. It is considered that the existing boundary treatments, combined with separation distances would prevent a loss of amenity to the bungalow and its garden.
- 7.92** The properties within Burt Close are arranged in a slightly off-set manner, with the southern properties within the close facing southwest or southeast. Because the northern section of the proposed housing would follow the width of Burt Close, the majority of the housing would have no impact on the residential amenity of existing houses to the north. The proposed houses that would adjoin Burt Close would be two storey and be set relatively close to existing houses. However, only the side elevations of the houses would face Burt Close, preventing issues of overlooking. Moreover, it is considered that adequate space would be provided to prevent the housing from appearing dominant, or from resulting in adverse loss of light or outlook.
- 7.93** The applicant's Transport Assessment uses the nationally recognised TRICs database to predict traffic levels for the proposed development. According to this information, the proposed development would generate 164 arrivals and 171 departures over a 12-hour day, a total of 335 movements and an average of 28 movements per hour. Traffic would pass through Burt Close, where properties are set back from the current access by a suitable amount to prevent the noise associated with vehicle movements from causing a loss of amenity.

Air quality

- 7.94** An Air Quality Impact Assessment has not been provided with this application, and the guidance EPUK & IAQM Land-Use Planning & Development Control: Planning for Air Quality, outlines situations where an impact assessment should be undertaken, these being an increase of 100 HGVs or 500 cars. Noting the traffic levels set out within the above paragraph, it is apparent that the traffic generated by the proposed development would be below the criteria mentioned above, and where traffic of a proposed development is below the criteria, the impact is likely to be negligible. Moreover, there are only two areas on the Island

that are considered to be close to being areas of concern for air quality, however these are urban areas that are not near to the site.

Construction impacts

- 7.95** Larger development sites can give rise to a temporary loss of amenity as a result of construction activities. Therefore, noise and dust emissions associated with the construction process could impact on the properties closest to the site. The development has the potential to take between two to three years to be completed, and it is a standard approach to impose a planning condition to control associated impacts, allowing the Planning Authority to control delivery and working times, the location of site compounds, measures taken to suppress noise and dust and to secure phasing of the development. These controls would limit impacts to an acceptable level. Therefore, an appropriate condition has been recommended.

Conclusion on impact on neighbouring properties

- 7.96** It is considered that the proposed development would not compromise the amenity of nearby existing properties, due to the layout and scale of the development, the construction phase or as a result of traffic, subject to conditions being imposed to control operational development. Therefore, the proposed development is considered to comply with the requirements of policy DM2 of the Island Plan and is therefore given neutral weight by officers.

Ecology and trees

- 7.97** The application site is not designated for ecology reasons however, Pondclose Copse is located immediately to the south and is designated as a Site of Importance for Nature Conservation (SINC), Ancient Woodland and the subject of a woodland Tree Protection Order (TPO). The applicants have provided an arboricultural report, a bat survey and a preliminary ecological appraisal (PEA).
- 7.98** The PEA considers nearby designated sites and includes the results of a site survey and desk top surveys, which have considered local records of protected species. The survey found that trees close to the site had the potential to support roosting bats but that the site itself was of low ecological value, being an arable field. Nonetheless, the PEA advises that there is improved grassland along the northern site boundary, scattered scrub along the northeastern boundary and hedgerows along the eastern boundary. The PEA advises that the hedgerows at the site are species poor but that the majority would be retained, other than a short section removed to provide for pedestrian access onto Warlands Lane.
- 7.99** The PEA advises that the development would result in the loss of 0.31ha of grassland, 100 square metres of scattered scrub, with both considered to be of relatively low ecological value and of negligible importance and short section of hedgerow. The report advises that this could result in the possible loss of habitat for badgers, hazel dormice, reptiles, nesting birds and hedgehog. To account for this, the applicant proposes to provide habitat and enhancement measures for wildflower meadow planting, new hedgerows, a pond, habitat piles and bird/ bat boxes. The PEA includes the following mitigation and enhancement measures:

- Construction works to not be carried out at night if possible (in order to prevent disturbance to the bats feeding and commuting on-site). If night work is deemed necessary then all form of lighting should be directional, and face away from linear features such as hedgerows and trees
- The same lighting principles to be applied post construction i.e., low level lighting during bat active periods to avoid disturbing the local bat community
- Dark corridor incorporated within the minimum 15m buffer to the ancient woodland and if possible, the eastern boundary hedgerow to protect hunting/foraging grounds
- The supplied landscaping plan to include planting tree species such as oak (*Quercus robur*), an ideal tree as it hosts a variety of different insects (increasing foraging opportunities for bats)
- Bat boxes will be included when trees are mature enough
- The development proposal includes a pond, to benefit bats which like to forage close to bodies of water
- Wildflowers to grow within 15m buffer to increase floral biodiversity

7.100 The application is also supported by a bat survey. This includes the results of transect surveys undertaken in May, June and September 2022 by a licensed ecologist. The surveys confirmed that six species of bat were present, commuting over the site and specially along the edge of woodland. The information confirms that the woodland edge is the most important habitat for bats at the site, using it for foraging and roosting. However, the information advises that no bats were seen within the central areas of the site, because the field is not suitable for foraging.

7.101 The submitted plans show that the edge of the site would include a 15 metre wide landscape buffer, to distance the proposed housing and associated gardens from the Ancient Woodland. These areas would be used to provide the additional habitat and would be planted with low level trees and wildflowers to encourage biodiversity and also attract insects for bats to forage, along with potential further roosting opportunities. The buffer had originally been shown to include access for residents, however following concerns raised by the Ecology Officer, this area would no longer allow access for residents. Instead, the buffer would be maintained by the current landowner, who currently owns and manages Pondclose Copse. Therefore, a condition is recommended to secure a management plan, to formalise the management of the Ancient Woodland and the buffer strip.

7.102 The applicant has also confirmed that the proposed pond would include graded banks to allow accessibility for small mammals and invertebrates, and that the edges of the pond would be planted with shrubs and trees to provide habitat and cover for animals and birds. Revised plans have been provided which show the pond moved further from the Ancient Woodland, to comply with the requirement for a 15m buffer.

7.103 The Council's Planning Ecology Officer has noted that the proposed landscape buffer would not be open to the public and concluded that the proposed supplementary planting would enhance the area for biodiversity as well as offer potential enhancement of the adjacent woodland. However, the officer has

advised that additional details of planting for the buffer with suitable indigenous species, with this reflected within a wider landscaping plan for the site. As a result, a landscaping condition would be added should the development be approved, along with conditions to secure management of the buffer strip and the adjacent Ancient Woodland, and to secure the mitigation measures set out within the PEA.

- 7.104** Whilst the national requirement for biodiversity net gain (BNG) of a minimum of 10% for major development was introduced on 12 February 2024, this application was submitted before this date so isn't required to provide BNG.
- 7.105** The Council's Planning Tree Officer has noted that a 15m buffer would be provided between the site and the Ancient Woodland. Beyond this, a fence would be installed, with back gardens for properties providing a further separation between the proposed housing and woodland. The Planning Tree Officer has mirrored comments made by the Planning Ecology Officer in relation to the proposed pond and the need to secure details of landscaping. Both officers note that the pond has been moved away from the woodland and the 15m buffer zone but advised that final details of excavations should be secured, to ensure no damage to the woodland. The Planning Tree Officer has advised that disturbance of the buffer zone would have to be maintained to a minimum and protections such as ground guards put in place to limit impact and change to the buffer zone whilst the pond is dug. The Planning Tree Officer has advised that the runoff from the pond must be directed away from the woodland to prevent change of environment in the woodland. Officers consider that these details could be secured by condition.
- 7.106** It is considered that subject to enhancement and mitigation measures being secured by condition, the development would not compromise biodiversity or protected woodland. While relatively modest areas of existing habitat would be lost, the proposals include measures for additional planting and habitat creation, that would enhance habitat for species. Moreover, the proposed 15 metre buffer strip would prevent harm to protected woodland.
- 7.107** The site is within the Solent Special Protection Area (SPA) Buffer Zone where proposals that would result in a net increase in overnight residential accommodation are expected to contribute towards the Solent Recreation Mitigation Strategy (SRMS) to mitigate for potential increased recreational pressure on protected species of birds with the SPA as a result of the development and other residential development within the buffer zone. The applicant has agreed to enter into a planning obligation to secure this contribution in accordance with the SRMS, thus mitigating impacts.
- 7.108** Natural England has published standing advice relating to issues of high levels of nutrients within the Solent water environment, which have resulted in dense mats of green algae in coastal areas. The Solent and Southampton Water Special Protection Area (SPA) is an important habitat for protected species of birds, which use the coast for feeding. Natural England's concern is that the nutrients levels have resulted in algae in coastal areas, which prevent protected species from feeding. Natural England's standing advice is that these issues are caused by wastewater from housing and agriculture.

- 7.109** Natural England's current advice is that development should not add to existing nutrient burdens on Solent European Sites (Solent & Southampton Water SPA/Ramsar, Solent & Dorset Coast SPA, and Solent Maritime SAC) and thus, achieve nutrient neutrality. As set out within the Council's Position Statement: Nitrates, in respect of the Island, this can either be achieved through directing wastewater to the Wastewater Treatment Works (WwTW) at Sandown or other works on the south of the Island (which discharge away from the Solent) or for the developer to demonstrate nutrient neutrality.
- 7.110** In this case, the wastewater for the development would be connected to the public sewer system, which directs water to the Southern Water treatment works located within Warlands Lane, Shalfleet. This treatment works discharges treated wastewater to the Caul Bourne, which flows into the Newtown Estuary, which is part of the Solent and Southampton Water Special Protection Area (SPA). The treatment works does not currently reduce nitrates to a level that would achieve nutrient neutrality. As a result, without mitigation in place, the development would further compromise the integrity of Solent European Sites.
- 7.111** In April 2023 planning permission was granted (22/00761/FUL) for an engineered wetland scheme that would be located adjacent to the Southern Water treatment plant. Wastewater would be treated within the treatment works and then passed into the wetland, to filter out residual nutrients. The engineered wetland has been purposely designed to reduce nutrients from residential drainage and once operational, would allow developers to purchase nitrate credits to offset nutrient loading arising from permitted housing. The wetland would provide credits equivalent to 1700 kg TN/ year. The Council has entered into a legal agreement to secure the monitoring of the wetland, and the phased release of nitrate credits. Natural England has confirmed its support for this approach and the level of credits generated by the wetland scheme.
- 7.112** The applicant has provided calculations for the nitrate loading of the development, taking into account the current and proposed uses of the application site, the number of proposed houses, the level of occupancy and daily water usage. This has shown that the proposed development would result in a nutrient loading of 218.06 kg TN per year. To achieve nutrient neutrality the applicant would purchase nitrates credits released by the wetland scheme, equivalent to the nutrient loading set out above. Officers consider that this would be a suitable approach, that would offset the nitrates impact of the development and ensure that it would not result in detrimental impacts to Solent European Sites.
- 7.113** To ensure that the development did not result in impacts to Solent European Sites, clauses would be included within the legal agreement to require the development to connect to the public sewerage system, with wastewater directed to the Warlands Lane treatment works. A further clause would require the purchase of nitrates credits and the clauses would be written to ensure that the development could not be occupied until the wetland scheme had been constructed in accordance with the approach secured through its planning permission, with the approved drainage approach to be installed prior to occupation of any dwelling. The implementation, management and monitoring of the woodland buffer strip to the southern and western edges of the development site will be controlled through a planning condition. This would ensure that the

equivalent change in land use from agricultural to woodland planting which is included in the nitrates calculator is secured.

Conclusion on ecology and trees

- 7.114** It is considered that site landscaping, tree protection and ecological mitigation and enhancement measures could be secured and controlled through conditions. Solent SPA mitigation and nutrient neutrality would be secured by a combination of planning obligation and condition and it is considered that the proposal would protect, conserve and enhance ecology and biodiversity, and would not have adverse impacts on Solent European Sites in accordance with the aims of policy DM12 of the Island Plan, the NPPF and the requirements of section 40 of the Natural Environment and Rural Communities Act 2006 and Regulation 63 of The Conservation of Habitats and Species Regulations.

Highway considerations/ Rights of Way

- 7.115** The proposed development would be served by the existing access that serves Burt Close, and that was constructed in accordance with the planning permission for that site. Burt Close includes a turning head adjacent to its southern boundary, and this would be extended to provide a central spine road into the proposed development, with cul-de-sacs leading from it. Therefore, the impact of the development on the capacity of the wider transport network must be considered, as should the highway safety implications of new access arrangements and matters that relate to on-site access and parking arrangements. These matters are considered in turn below.

Highway safety and network capacity

- 7.116** As noted above, the access onto the highway network is existing, and includes a priority junction that adjoins the southern side of the A3054, Newport to Yarmouth highway. The Island Roads Highway Engineer has confirmed that the access has been the subject of a Safety Audit, which identified no issues for the junction. Therefore, the principal means of access onto the highway is considered to be acceptable. The Highway Engineer has also advised that visibility would be acceptable for vehicles entering the proposed development, via the existing Burt Close access road.
- 7.117** In addition, the Highway Engineer has confirmed that the internal spine road for the proposed development, which would measure 6 metres wide and include a two metre wide footway, would meet design standards and safely accommodate the types of vehicles likely to use the highway. However, the Highway Engineer has advised that speed reducing features would be required for the first section of the road, given its straight alignment. It is considered that these could be secured by condition. The Engineer has advised that refuse vehicles would have difficulty negotiating the proposed cul-de-sacs and as a result has advised that communal bin collection points should be provided and secured by condition. Officers agree that such details could be secured by condition.
- 7.118** The Highway Engineer has confirmed that appropriate levels of access visibility would be provided for the junctions within the application site, based on a design speed of 20mph, but could be restricted by future planting and have therefore

advised that a condition should be imposed to ensure that visibility splays would be provided. Officers agree that this approach would be reasonable. In addition, the Highway Engineer has advised that forward visibility would be limited to below eleven metres for all of the proposed cul-de-sacs but would meet the standard for the proposed shared surface loop adjacent to the open space on the eastern side of the site. The Engineer has commented that suitable visibility splays could be secured by condition, which officers consider would be a reasonable approach.

7.119 The applicants have commissioned a Transport Assessment (TA) to determine whether the development would impact on the capacity of the highway network. The surveys contained within the TA indicate that traffic flows within the A3054 would be circa 5800 vehicles between 07.00 and 19.00 hours, with peak hour (08.00 to 09.00 and 17.00 to 18.00) flows being around 550 vehicle movements. Peak hour flows for Burt Close are around 12 vehicles in the morning, and 22 in the afternoon.

7.120 The Island Roads Highway Engineer has calculated that trip rates for the proposed development would equate to 41 vehicle movements during the morning peak hour, and 67 in the afternoon peak hour. The Engineer has advised that this would allow the existing junction onto the A3054 to operate with significant spare capacity and therefore, has advised that there would be no significant impact on the highway network. Moreover, in their latest comments, provided in May 2023, the Highway Engineer advised that there had been no recorded accidents in the last three years in the vicinity of the of the site. As a result, officers consider that subject to conditions, the proposed development would be served by safe means of access.

Parking provision

7.121 The Council's Guidelines for Parking Provision as Part of New Developments SPD defines the application site as being within Zone 2 for parking measures. As a result, the following guidelines should be met:

- 1 car space per 1 – 2-bedroom unit
- 2 car spaces per 3 – 4-bedroom unit
- 3 car spaces per 5 bedroom or greater unit
- 1 covered cycle space per unit

The submitted plans show that the site would include the required level of parking for each dwelling, and therefore comply with the requirements of the SPD.

Rights of way and accessibility

7.122 The application site is located within a rural area, however, there are bus stops located within the A3054, and these are considered to be within walking distance of the application site. It should be noted that a new pavement was constructed as part of the Burt Close development, which links the bus stops to the east of the site, to the right of way that aligns the eastern boundary of the site. Moreover, the submitted plans show that the right of way would be surfaced, to link the site to Warlands Lane, giving pedestrian access to the village shop, Church and Public House. While Warlands Lane does not contain pavements, it is a quiet

rural land, with wide grass verges, that lead to a pedestrian footway within the eastern end of the lane.

- 7.123** The Highway Authority and the Public Rights of Manager have objected to the development due to the absence of formalised pedestrian links to Shalfleet Primary School, which is located circa 800m from the application site. The Burt Close development provided a 270m surfaced right of way link west of its junction with the A3054, to link to a public footpath that continues north toward Hamstead. However, beyond this, there is no pedestrian link to the school, via the A3054. Officers are aware that a limited number of parents do walk along the grass verges that align parts of the A3054 to travel to the primary school. However, this route is not safe, given the alignment of the road, the narrowness of the verge and the speed of traffic.
- 7.124** Officers have required the applicants to undertake a feasibility study to establish whether a pedestrian link could be provided between the site and the primary school. This initially involved studying the potential for a link alongside the highway, and land located immediately adjacent to it. The study showed that it would not be feasible to provide a link within the A3054 because in several places, there was not space to provide a pavement of sufficient width and suitable design. In addition, providing a link utilising the highway would require installing a pedestrian bridge across Atkies Stream, adjacent to the existing highway bridge, approximately 360m west of the application site. At this point, the stream is wider with steep tree lined banks. Locating a bridge here would require third party land, but more importantly, have ecological implications for the woodland and stream.
- 7.125** As this option was discounted, officers required the applicants to assess the potential for a link that relied on farmland to the west of the site. However, this would have required the link to pass through private domestic land, and unfortunately agreements were not possible for these sections to be used. It is considered that securing a link to Shalfleet Primary School would be an important improvement to the area, but currently it would appear that achieving such a link would not be feasible. The applicant has agreed to provide a right of way contribution of £70,000 to allow the Council to improve right of way links within the area, or to assist with a future link to Shalfleet Primary School, should the Local Authority be able to pursue the matter. This would weigh moderately in favour of the scheme and ensure that impacts on the right of way network could be mitigated.

Conclusion on highway considerations

- 7.126** Having regard to the above, it is concluded that, subject to the recommended highway conditions being imposed, the proposed development would provide safe and suitable means of access and comply with the requirements of the Council's Parking Guidelines. The proposed development would not negatively impact on the highway network in accordance with the aims of policies SP7 and DM17 of the Island Plan and the NPPF. In addition, the development would provide a contribution towards rights of way improvements. In terms of the overall balance of consideration for this development, highway related matters are considered to be a neutral factor, neither weighing for or against the proposal.

Drainage and flood risk

- 7.127** The application site is located within flood zone 1 and therefore, within an area at the least risk of flooding. The site occupies a relatively high land level within the local landscape, well above any river/ stream valleys and is therefore not at risk of flooding. During the course of the planning application, the Planning Authority has received comments related to inundation of the public sewer, however this is an existing situation not caused by the proposed development. Therefore, the key issue for this proposal is how surface water would be drained, and whether there would be capacity for the public sewer system to accept flows of wastewater from it.
- 7.128** The applicants have provided a Flood Risk Assessment and Drainage Strategy, and this confirms that wastewater would be directed to the public sewerage system. Southern Water has confirmed that they could facilitate foul sewerage disposal for the development. Should any capacity requirements arise as part of the connection to the public sewer, then they would be dealt with through that process, rather than the planning process.
- 7.129** The Drainage Strategy confirms that the geology for the area is not conducive to using infiltration for drainage of surface water, because the soils area categorised by the British Geological Survey (BGS) as being rich loamy and clayey soils that are slowly permeable and seasonally wet. The runoff rate for the land as it stands, is 21.33 litres per second. The Drainage Strategy advises that the site would result in impermeable areas and therefore, without mitigation increase surface water runoff.
- 7.130** The Drainage Strategy advises that to attenuate surface water on site, paving would be permeable with roads and parking areas to include 30% void space. This would slow run-off rates from these areas and allow a small level of water to drain to the ground. Remaining surface water would be directed to a pond, which would be located within the western side of the site. This would collect excess surface water. In addition, because the southern section of the site has a lower ground level than the pond, an underground storage tank would be provided. Both of these would be fitted with hydro-brakes so that when released, surface water would be restricted to a run-off rate of 21 litres per second, which would prevent the site from increasing potential for localised flooding. Officers consider that this solution would be acceptable, subject to agreeing final details of systems to filter silt, debris and hydrocarbons. The development is therefore considered to comply with the requirements of policy DM14 of the Island Plan.

Other matters

Impact on tourism

- 7.131** Several comments have referred to the impact that the proposed development may have on the Island's tourism sector. The tourism industry is a significant employer for the Island and contributes substantially to the Island's economy, with several tourism accommodation sites and attractions located within the West Wight. While the proposed development would result in impacts on the surrounding countryside, these impacts would be from a relatively discrete area, with tourists passing first a development site and then housing within an existing

village. Officers consider that neither would be out of place noting that the site is not visually linked to key tourism destinations. There would not be direct views of the site from other important tourism destinations and therefore it is considered that the development would not compromise the tourism industry for the West Wight or the wider the Island.

Renewable energy

7.132 The submitted information includes a Sustainability Strategy that outlines how the site would be developed to include sustainability measures, taking account of the Council's Mission Zero document. The document advises that the development would need to comply with recently adopted Building Regulations that require developments to meet stringent requirements for lowering the carbon footprint of a development. Parts O of the Regulations requires developers to prevent overheating of properties, while Part L requires the conservation of heat and power and on-site generation of electricity.

7.133 The submitted sustainability strategy advises that the proposed development would include the following measures to comply with Parts O and L of the Building Regulations:

- High efficiency building fabric
- Minimal thermal bridging
- Heat pumps for space heating and hot water
- Renewable technology such as PVs
- Minimising solar gain through external internal shading, or solar control glazing
- Maximising potential for passive cooling through natural ventilation via openable windows

In addition, it also advises that dwellings would include high levels of insulation on external walls, roofs and floors and that windows with high thermal performance would be used. In addition, space would be provided for electric vehicle charging points throughout the site.

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, 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

application is for residential development but would nonetheless result in the creation of a number of jobs both directly through the construction process, but also indirectly through local suppliers. Together with the economic benefits associated with job creation it is noted by officers (but not given weight) that the scheme would also result in wider benefits through council tax and new homes bonus, along with the additional footfall for the various businesses within Shalfleet, such as the nearby public house and village stores. It is acknowledged that the application would result in the loss of a moderate area of lower quality farmland however, the proposal is considered to result in greater economic benefits to outweigh this loss. Officers consider that the development would provide minor economic benefits that would weigh in favour 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 proposed development would deliver 70 additional residential units, of which 27 would be affordable housing, contributing towards meeting the locally identified housing need (both in terms of a shortfall over the last five years and looking forward), which in turn would help meet the Island's significant housing need. The provision of new homes would also positively contribute to alleviating local affordability issues, and by providing family-sized accommodation assist local home ownership that can help sustain the local school, shops and facilities. Together with the housing the scheme would also provide areas of open space and a right of way contribution of £70,000. Officers consider that the development would not harm heritage assets, nor would it compromise the amenity of occupants of nearby properties or highway safety, while providing a suitable means of access for all users.
- 8.4** Paragraph 60 of the NPPF states that it is a Government objective to significantly boost the supply of housing. In addition, paragraph 70 of the NPPF reasons that small and medium sized sites can make an important contribution to meeting the housing requirement of an area, because these are often built out relatively quickly. Bearing this in mind and the contents of the principle section of this report, it is considered that the additional housing combined with other social benefits provided by this development would weigh substantially in favour of this scheme.

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** The proposed development would not compromise designated sites, and confirmation has been provided that foul waste from the development would be directed to the WWTW in Warlands Lane, with nutrient loading offset through the purchase of nitrates credits. The applicant has also committed to providing financial contributions in line with the Bird Aware Solent Mitigation Strategy,

therefore mitigating the recreational effects of the development on protected species of over-wintering wildfowl.

- 8.7** In addition, the proposed development would not compromise protected species or habitats on site and deliver biodiversity improvements through the provision of buffer areas planted with native species of plants and trees. This buffer would also ensure that development would be suitably separated from the Ancient Woodland that is located adjacent to the site.
- 8.8** The proposed development would not result in harm to landscape and visual receptors located at greater distances from the application site. The development would have a more obvious impact on the landscape and visual receptors close to the site, and in particular those areas to the north, south and east and the viewpoints within them. Officers consider that the development would cause a minor level of harm to the landscape immediately to the north, which is part of the National Landscape and Heritage Coast and for users of the highway between, which is not part of the designated landscape. The development would result in material harm to the closer sections of landscape and visual receptors to the south and east of the site, causing significant change to views and the character of the area. It is considered that this harm would weigh significantly against the proposed development.

Conclusion

- 8.9** Since 2012/13 a total of 5,720 homes should have been delivered across the Island (520 homes per year), but a total of 4,208 have been delivered (an average of 382 per annum). This represents a significant shortfall of housing, which has resulted in the presumption in favour of sustainable development being applied to the Council.
- 8.10** The proposal raises issues that are finely balanced, and particular the benefits of providing much needed housing, which must be weighed against the landscape harm that would be caused. The proposal seeks to provide 70 new homes, and Officers consider that the development would result in minor economic benefits, with significantly adverse environmental impacts caused by landscape and visual impacts that would be outweighed by the substantial social benefits brought through the delivery of housing within a suitably sustainable location. As a result, having given due regard and appropriate weight to all material considerations the application is considered, on balance, to be acceptable, subject to appropriate mitigation, which can be secured by conditions and a Section 106 Agreement. The application is therefore considered on balance to be acceptable and to comply with the policy guidance outlined within this report.

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.

The application was deficient in information relating to impacts on protected woodland and wildlife. Further information provided during the course of the application that overcame the Council's concerns.

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 complete accordance with the details shown on the submitted plans, numbered below:

Site plans

0319/SH/001
0319/SH/003
0319/SH/004
0319/SH/007

House types

0319/SH/011-A1_1
0319/SH/011-A1_2
0319/SH/011-A1_3
0319/SH/011-A1_4
0319/SH/011-A1_5
0319/SH/011-A1_6

0319/SH/011-A2_1
0319/SH/011-A2_2
0319/SH/011-A2_3
0319/SH/011-A2_4

0319/SH/011-B1
0319/SH/011-B2
0319/SH/011-B3
0319/SH/011-B4
0319/SH/011-B5
0319/SH/011-B6

0319/SH/011-C1
0319/SH/011-C2

0319/SH/011-C3
0319/SH/011-C4

0319/SH/011-D1
0319/SH/011-D2

0319/SH/011-E1
0319/SH/011-E2
0319/SH/011-E3
0319/SH/011-E4
0319/SH/011-E5
0319/SH/011-E6
0319/SH/011-E7

0319/SH/011-F1
0319/SH/011-F2

0319/SH/011-G1
0319/SH/011-G2
0319/SH/011-G3
0319/SH/011-G4
0319/SH/011-G5

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 construction of the development hereby approved shall be carried out in accordance with a phasing plan, that has been submitted to and agreed in writing by the Local Planning Authority prior to the commencement of the development. Each phase of development shall be completed with associated drainage and highway infrastructure, landscaping and other matters as approved by the other conditions for this planning permission, unless agreed otherwise in writing by the Local Planning Authority.

Reason: In the interests of the amenities of the area and highway safety and to avoid impacts to protected species and habitats and to comply with policies DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy. This is a pre-commencement condition, given the early stage in the development process that a phasing plan would be required.

4. No development shall take place until the results of a pre-commencement archaeological trial trench evaluation have been submitted to and agreed in writing by the Local Planning Authority. The evaluation will be carried out in accordance with a Written Scheme of Investigation which has been submitted in accordance with condition 5.

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

commencement condition given the early stage in the development process at which archaeological information would be required.

5. No development shall take place until:

- a) the applicant or their agent has secured the implementation of an appropriate programme of archaeological works in accordance with a Written Scheme of Investigation which has been submitted to and agreed in writing by the Local Planning Authority. The development shall be carried out in accordance with the agreed details, or
- b) The Local Planning Authority has agreed that no further archaeological mitigation is required, based on the Written Scheme of Investigation.

Reason: To mitigate the effect of the works associated with the development upon any heritage assets and to ensure that information regarding these heritage assets is preserved by record in accordance with Policy DM11 (Historic and Built Environment) of the Island Plan Core Strategy. This is a pre commencement condition given the early stage in the development process at which archaeological information would be required.

6. 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 commencement of any archaeological 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 (Historic and Built Environment) of the Island Plan Core Strategy.

7. No development shall take place until a Construction Management Plan has been submitted to and approved in writing by the Local Planning Authority in respect of;

- Steps to prevent material being deposited on the highway as a result of any operations on the site in connection with the approved development. Such steps shall include the installation and use of wheel cleaning facilities for vehicles connected to the construction of the development. Any deposit of material from the site on the highway shall be removed as soon as practicable by the site operator
- Areas on site for the parking, loading, unloading, circulation and turning off all construction vehicles to include for operative vehicles within the confines of the site throughout the build process
- Measures to prevent impacts on nearby properties, including hours of working and delivery times, storage areas for plant and machinery and

- parking and access arrangements for construction vehicles
- Measures to control the emission of dust, noise and dirt resulting from the site preparation, groundwork and construction phases of the development
- The agreed facilities/ operational measures shall be installed prior to the commencement of development and shall be retained in accordance with the approved details during the construction phase of the development

Reason: In the interests of highway safety and to prevent mud and dust from getting on the highway and to comply with policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy. This is a pre-commencement due to the requirement for on-site working methods to be in place during the site preparation and construction processes.

8. No development shall take place until an Ecological Management Plan (EMP) has been submitted to and approved in writing by the Local Planning Authority. The EMP shall set out measures to protect wildlife during both construction and operational phases of the development, and to secure habitat creation and enhancement measures based on the principles of the submitted ecological information. The EMP shall include the following additional information:

- The methods of construction and works for clearing vegetation on a precautionary basis (by hand or using light machinery to be agreed as part of this condition) to prevent harm to protected species
- Measures to prevent open trenches from infilling with water, to prevent trapping of wildlife
- Details of working methods (including working times and lighting) to prevent harm to wildlife and habitats at the site
- Details of the location and number of bird and bat boxes to be installed at the site
- Methods of ensuring wildlife connectivity throughout the site and the long-term management of the buffer zone and landscaped areas of the site
- Details of additional planting and habitat creation in accordance with the requirements of the landscaping condition
- The provision of a wildlife corridor adjacent to the site boundaries to provide habitat creation and enhancement

If during any stage of development of the site protected species are identified that would be impacted by the approved works, an ecologist should be contacted to ensure compliance with wildlife regulations, including periods when works should cease due to nesting and hibernation seasons.

No hedgerow or habitat removal should take place during the recognised bird nesting season (1st March to 31st July in any given year) unless the area to be removed, has been surveyed by a qualified ecologist, to confirm that no nesting birds were present.

Development shall be carried out in accordance with the approved details and the agreed measures be retained and maintained thereafter.

Reason: To avoid impacts to, and to ensure the favourable conservation status

of protected species and habitats, in the interests of the ecological value and visual amenity of the area 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. This is a pre commencement condition due to the requirement to protect ecology at all stages of site works.

9. Prior to the commencement of the development, including ground clearance, measures to prevent impacts to retained trees, woodland and hedges, including the provision of the permanent 15m buffer zone related to Ancient Woodland and shown on the approved plans, shall be submitted to and agreed by the Local Planning Authority. The Information should include details of protective fencing and exclusion areas, the use of ground guards and other protective measures to limit disturbance to the buffer zone and prevent impacts to protected trees and woodland during the excavation of the pond. No construction processes or storage of materials or plant shall take place within the agreed fenced areas, other than the creation of the approved pond, and habitat creation.

Development shall be carried out in strict accordance with the approved details, and the buffer zone shall be provided prior to the first occupation of any dwelling and be retained thereafter.

No public access shall be provided within the buffer zone at any time.

Reason: To avoid impacts to, and to ensure the favourable conservation status of protected woodland, species and habitats, in the interests of the ecological value and visual amenity of the area 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. This is a pre commencement condition due to the requirement to protect trees, woodland and hedgerows at all stages of site works.

10. Prior to the commencement of the approved pond, details of its depth, the profile of banks, means of drainage of excess water (away from the Ancient Woodland) and the location for the spreading of excavated materials shall be submitted to and agreed in writing by the Local Planning Authority. Development shall be carried out in accordance with the agreed details, and the pond shall be provided prior to the occupation of any dwelling at the site and be retained thereafter.

Reason: To ensure that the proposed pond provides suitable safe habitat for wildlife, to prevent impacts to protected trees and woodland 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.

11. Notwithstanding the details shown on the approved plans, prior to commencement of the development hereby permitted details of the extended private footpath to existing public footpath 13, and upgrade to the footpath link between the application site and Warlands Lane shall be submitted to and agreed in writing by the Local Planning Authority. Details shall include the

means of construction and top surface for the rights of way and any boundary treatments related to them. The extended/ upgraded rights of way shall be carried out in accordance with the agreed details, be provided prior to the first occupation of any dwelling hereby permitted and shall be retained and maintained thereafter.

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

12. Notwithstanding the details contained within the approved plans, prior to commencement of the development hereby permitted details of an uncontrolled pedestrian crossing facility for the A3054 and located to the east of the Burt Close junction shall be submitted to and agreed in writing by the Local Planning Authority. The approved pedestrian crossing shall be provided prior to the first occupation of any dwelling hereby permitted, and shall be retained thereafter.

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

13. Notwithstanding the details contained within the approved plans, prior to the commencement of the development hereby permitted, details of speed reducing features involving a change in horizontal alignment on the proposed spine road to be located no more than 45m from its junction with the existing Burt Close development shall be submitted to and agreed in writing by the Local Planning Authority. The agreed speed reducing features shall be completed prior to the first occupation of any dwelling hereby permitted, and shall be retained thereafter.

Reason: In the interests of highway safety and to comply with the requirements of policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy. This is a pre-commencement condition, due to the early stage in the development process at which designs of the features would be required.

14. Prior to the first occupation of any dwelling hereby permitted, details of the type and location of bin storage points related to properties within the cul-de-sacs of this development, shall be submitted to and agreed in writing by the Local Planning Authority. The agreed storage points shall be provided prior to the first occupation of any dwelling hereby permitted and shall be retained thereafter.

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

15. Notwithstanding the details contained within the approved plans, prior to the commencement of the development hereby permitted, details of the design, surfacing and construction of any new roads, footways, accesses and car parking areas including the transition between shared surface streets and conventional streets, footway locations, pedestrian crossing points, tactile

paving, dropped kerbs and vehicle crossovers, together with details of the means of disposal of surface water drainage there from 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 highway safety and to comply with policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy. This is a pre commencement condition due to the stage in the development for which these works would be implemented.

16. Notwithstanding the boundary treatments and landscaping shown on the approved plans, prior to the commencement of the development hereby permitted, details the proposed highway visibility splays and forward visibility splays associated with all junctions, vehicular and pedestrian accesses and crossing points shall be submitted to and agreed in writing by the Local Planning Authority. No dwelling hereby permitted shall be occupied until the approved visibility splays have been provided in accordance with the agreed details. The approved visibility splays shall be retained thereafter.

For the avoidance of doubt access and junction visibility splays shall be no less than 2.0m x distance and 25m y distance, pedestrian access shall be no less than 1.5m x distance and 25m y distance and forward visibility shall be no less than 25m.

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

17. No dwelling hereby permitted shall be occupied until car parking spaces have been provided for each dwelling as detailed on the approved plans. 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 policies DM17 (Sustainable Transport) and policy DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

18. Prior to the occupation of any dwelling hereby permitted a scheme of soft landscaping in accordance with the principles shown on the approved plans and supporting ecological information shall be submitted to and approved in writing by the Local Planning Authority. 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, to provide suitable habitat buffers 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.

19. No boundary treatments, bike or bin stores shall be installed 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, bike and bin stores to be erected. The boundary treatments, bike and bin stores 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.

20. No development shall take place above foundation level until details of the materials and finishes, including mortar colour, bargeboards, cladding (including colour of cladding) and rainwater goods to be used in the construction of the external surfaces of the development hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

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

21. No external hard surfaces shall be installed until details of the materials to be used to form the hard surface areas within the development site including any pathways, vehicle access and turning areas shall be submitted in writing and approved by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

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

22. No external lighting shall be installed until details of means of external lighting for the development have been submitted to and agreed in writing by the Local Planning Authority. Details shall include measures to minimise impacts to wildlife, light pollution and to prevent glare. Development shall be carried and maintained out in accordance with the agreed details and be retained thereafter.

Reason: To protect the amenities of nearby residential properties, to prevent light pollution from harming the character of the surrounding area and the nearby Ancient Woodland and species it supports and to comply with the requirements of policies DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

23. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting

that Order with or without modification), no means of enclosure shall be erected forward of the principal elevation or an elevation facing onto a highway of any dwelling hereby permitted unless agreed in writing by the Local Planning Authority.

Reason: To maintain the network of hedgerows, landscaping and open verges throughout the site in order to provide ecological connectivity, in the interests of the appearance of the development 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.

24. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 2015 (or any Order revoking and re-enacting that Order with or without modification), no development within Class F of Part 1 and Class B of Part 2 of Schedule 2 to that Order shall be carried out other than that expressly authorised by this permission.

Reason: To protect the appearance of the site and surrounding area, to prevent excessive surface run-off from hard standings and driveways and to comply with the requirements of policies SP5 (Environment), DM2 (Design Quality for New Development), DM11 (Historic and Built Environment) and DM14 (Flood Risk) of the Island Plan Core Strategy.

11 Informatives

- 1 Southern Water requires a formal application for a connection to the water supply to be made by the applicant or developer.

To make an application visit Southern Water's Get Connected service: developerservices.southernwater.co.uk and please read our New Connections Charging Arrangements documents which are available on our website via the following link:

southernwater.co.uk/developing-building/connection-charging-arrangements

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Planning Committee Report

Report of	STRATEGIC MANAGER FOR PLANNING AND INFRASTRUCTURE DELIVERY
Date	5 March 2024
Application Reference	<u>23/01430/FUL</u>
Application type	Full
Application Description	Hybrid Application: Full planning permission for proposed Suitable Alternative Natural Greenspace (SANG) and means of access/community car park; Outline application for residential development and its means of access
Site address	Land served off Cordelia Gardens, Tuttons Hill and Cockleton Lane, Gurnard, Isle of Wight
Parish	Gurnard
Ward Councillor	Cllr Paul Fuller
Applicant	Jorden Valley Estates Ltd.
Planning Officer	Sarah Wilkinson

Reason for Planning Committee consideration	The application was the subject to a successful call-in request from the ward councillor, as it raised marginal and difficult policy issues
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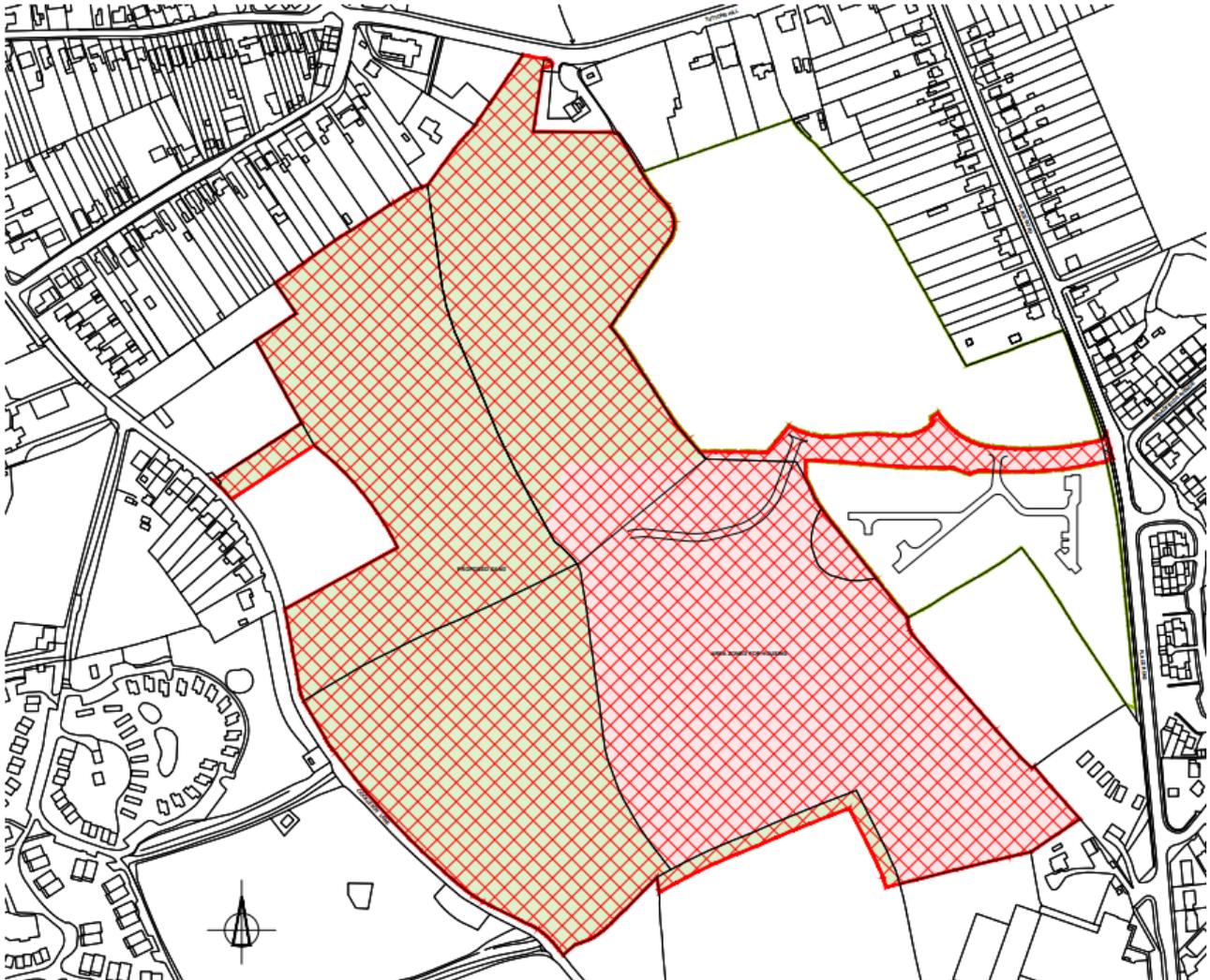
Recommendation	<p>Conditional permission subject to Legal Agreement covering:</p> <ul style="list-style-type: none"> • Provision of 35% affordable housing • Habitat mitigation contribution • Delivery, maintenance and management of SANG, open space and surface water drainage infrastructure • Delivery of off-site highway works (Tuttons Hill) • Employment and skills plan
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OUTLINE PLANNING APPLICATION
FOR RESIDENTIAL DEVELOPMENT



FULL PLANNING APPLICATION FOR SANG



Main considerations

- Principle
- Impact on the character of the area
- Impact on neighbouring properties
- Highway considerations
- Trees and ecology
- Other matters

1. Recommendation

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

- Materials
- Highways and parking
- Construction Environment Management Plan
- Landscaping
- Drainage
- Ecological enhancements
- Archaeology

and a Section 106 Agreement covering the following head of terms:

- Provision of 35% affordable housing
- Habitat mitigation contribution
- Delivery, maintenance and management of SANG, open space and surface water drainage infrastructure
- Delivery of off-site highway works (Tuttons Hill)
- Employment and skills plan

2. Location and Site Characteristics

2.1 The application site is an area of approximately 17.9 hectares to the east of Cockleton Lane, south of Tuttons Hill and to the west of the development currently under construction off Place Road.

2.2 The area is predominantly residential in character with housing to the north and east. Gurnard Pines Holiday Village is located to the west (on the opposite side of Cockleton Lane). The Range sits to the land to the south, with a field to the rear of that complex of buildings.

2.3 The site itself is formed by a selection of fields which contain hedgerows along field boundaries and a number of protected trees. The site is also a Mineral Safeguarding Area.

3. Details of Application

3.1 The application is a hybrid, seeking Full consent for a Suitable Alternative Natural Greenspace (SANG), means of access and community car park and Outline consent for residential development and means of access. The outline element of the scheme would consider access with matters of layout, scale, design and landscaping being reserved for later consideration.

3.2 The proposed SANG would cover an area of 11.06 hectares of the 17.9 hectares within the red line site boundary. To provide the SANG 65 native and parkland standard trees would be planted together with 11,000m² of new native woodland and shrub areas. Grassland would be created and managed to form habitat for invertebrates, reptiles, birds and amphibians, to cover the area of approximately 10 football pitches. An area of nearly 5,000m² of wetland habitat

would also be created.

- 3.3 The proposal also includes an access road and a 20 space community car park for the SANG, to be accessed off Tuttons Hill.
- 3.4 The proposed residential element would cover an area of 6.82 hectares, albeit 2.56 hectares is already in existence via roads and pavements through the adjacent housing development. The development zones therefore equating to 4.28 hectares. Means of access is the only matter under consideration at this stage, which would be gained via a link to Cordelia Gardens and onward to Deauville Avenue and Place Road.

4. **Relevant History**

- 4.1 There is no planning history for the site itself but officers consider the following planning applications on adjacent land to be relevant:
- 4.2 22/01307/FUL: proposed development of 31 dwellings, garages with associated landscaping and formation of new access road at land fronting Place Road including land to the side and rear of 47-11A Place Road and to the rear of The Heritage to Shepards Hay, Tuttons Hill and access off Place Road, Cowes
- 4.3 P/00358/18: 21 dwellings, garages and associated landscaping with the formation of a new access road at land fronting Place Road including land to the side and rear of 47-11A Place Road and to the rear of The Heritage to Shepards Hay, Tuttons Hill and access off Place Road, Cowes
- 4.4 P/00183/18: 30 dwellings, garages and associated landscaping with formation of new access road at land fronting Place Road including land to the side and rear of 47-11A Place Road and to the rear of The Heritage to Shepards Hay, Tuttons Hill and access off Place Road, Cowes
- 4.5 P/01398/17: proposed construction of 30 dwellings, garages with associated landscaping; formation of new access road at land fronting Place Road including land to the side and rear of 47-11A Place Road and to the rear of The Heritage to Shepards Hay, Tuttons Hill and access off Place Road, Cowes
- 4.6 P/00462/16: construction of 12 dwellings with associated garages; formation of vehicular access and associated landscaping at land fronting Place Road including land to the side and rear of 47-11A Place Road and to the rear of The Heritage to Shepards Hay, Tuttons Hill and access off Place Road, Cowes
- 4.7 P/01307/13: outline for 86 dwellings; formation of vehicular access and associated works off Place Road at land fronting Place Road including land to the side and rear of 47-11A Place Road and to the rear of The Heritage to Shepards Hay, Tuttons Hill and access off Place Road, Cowes
- 4.8 23/01337/OUT: outline application considering access and layout for 31 dwellings (phase 2) at land to the north-west of 75 Place Road, Cowes
- 4.9 22/02229/OUT: Outline for 14 dwellings, alterations to access at land adjacent to 77 Place Road, Cowes

5. Development Plan Policy

National Planning Policy

- 5.1** The National Planning Policy Framework (NPPF). At the heart of the NPPF is a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:
- i. The application of policies in the NPPF that protect areas or assets of particular importance provide a clear reason for refusing the development proposed; or
 - ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against policies in the NPPF taken as a whole.

- 5.2** The following sections of the NPPF are considered to be directly relevant to this planning application:

Section 2 – Achieving sustainable development

Section 5 – Delivering a sufficient supply of homes

Section 11 – Making effective use of land

Section 12 – Achieving well-designed and beautiful places

Local Planning Policy

- 5.3** The Island Plan Core Strategy identifies the application site as being located outside of the Medina Valley Key Regeneration Area settlement boundary, although it sits close to it, the boundary being Place Road and Hilton Road. The following policies are considered to be relevant to this application:

- SP1 - Spatial Strategy
- SP2 - Housing
- 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
- DM8 - Economic Development
- DM11 - Historic and Built Environment
- DM12 - Landscape, Seascape, Biodiversity and Geodiversity
- DM13 - Green Infrastructure
- DM14 - Flood Risk
- DM17 - Sustainable Travel

Neighbourhood Planning Policy

5.4 The Gurnard Neighbourhood Plan policies:

- H1 – New Housing Development
- LE2 – Provision of Visitor Facilities
- T1 – Private Parking
- T2 – Public Parking
- T3 – Footpaths and Cycle ways
- CS1 – New Community Facilities
- E1 – Landscape Protection and Green Gaps
- E2 – Protect and Enhance Biodiversity

Relevant Supplementary Planning Documents (SPDs) and other planning guidance

5.5 The Affordable Housing Contributions Supplementary Planning Document.

5.6 The Guidelines for Parking Provision as Part of New Developments Supplementary Planning Document.

5.7 The Guidelines for Recycling and Refuse Storage in New Developments Supplementary Planning Document.

5.8 The LPA's Position Statement on Nitrogen neutral housing development.

5.9 The Isle of Wight Council Housing Strategy 2020 – 2025.

5.10 Cowes, Northwood and Gurnard Local Cycling Walking Infrastructure Plan June 2022

6. Consultee and Third Party Comments

Internal Consultees

6.1 The Planning Tree Officer has commented that the impact on trees from the SANG would be limited and where paths bisect root protection areas of certain trees, this would need to be managed with non-dig methodology, which is suggested in the submitted arboreal information. He recommends that the removal of any hedgerows to create access is considered using the same methodology as a hedgerow removal notice. Comments highlight the potential impact on trees on neighbouring land, off Tuttons Hill and raises concerns in respect of the accuracy of the submitted details in relation to the proposed access point off Cordelia Gardens.

6.2 The Archaeology Officer originally raised concerns that no consideration had been given to the potential impact on the historic environment, heritage assets or below ground archaeological deposits. On the receipt of a desk-based assessment updated comments were provided raising no objection and suggesting conditions if approved.

- 6.3** The Planning Ecology Officer has identified that the proposed SANG would result in significant biodiversity net gain, but initially requested some additional information on the proposed dog proof fencing, which was later submitted, and subject to conditions was considered to be acceptable.
- 6.4** Public Rights of Way Service have commented that Gurnard and the surrounding parishes have very few public rights of way. Accordingly, the Service (in principle) supports the provision of additional paths which will be available for public use. However, consideration would be to need to be given to future management and maintenance of the routes. In respect of the shared surface route, they have suggested that planning should not be granted without ensuring compliance with Local Transport Note 1/20 and that these paths are adopted.
- 6.5** Island Roads have objected to the application on the grounds of highway safety due to visibility splays at the junction between the proposed access and Cordelia Avenue and Tuttons Hill would be outside of the red line boundary. They have made detailed comments on all other highway aspects of the scheme, which are set out in more detail in the relevant section of this report.

External Consultees

- 6.6** NEOS Networks have provided a plan showing their network records. [officer comment: The plans do not show any high or low voltage cables going across the site].
- 6.7** Scottish and Southern have provided a plan showing their network records. [officer comment: The plans do not show any high or low voltage cables going across the site].
- 6.8** SGN have identified that a gas main runs through the site and highlighting that there may be restrictions on work being undertaken to ensure safety on site and the protection of the gas pipes. It would be necessary for the developer to consult them before works on site are due to start.

Parish/Town Council Comments

- 6.9** Gurnard Parish Council have objected to the application on the following grounds:
- Inclusion of a car park as part of the SANG. If this really is necessary, it should be closer to the current housing development and accessed from Cordelia Gardens rather than Tuttons Hill
 - The loss of wild, natural green space to be replaced by a developed cultivated area.
 - Concerns over the loss of agricultural land in relation to the housing development.
 - Loss of green field site.
 - The application is contrary to the Gurnard Neighbourhood plan section E1 that states that any built development will be resisted in the Jordan Valley to maintain the openness of this green gap and prevent coalescence with Cowes.

- The application is contrary to the Gurnard Neighbourhood plan section H1 that states that residential development would be acceptable if it is located within the settlement boundary (which this isn't) and will not be permitted on any other sites.
- Concerns regarding overcapacity to the existing highway infrastructure.
- Concerns regarding overcapacity of sewerage.
- The development needs better infrastructure for sustainable transport and connectivity (to support LCWIP)
- Concerns regarding loss of hedges and trees.
- Concerns regarding the impact that this development will have on the current lack of healthcare availability.
- Residents in Hilton Road are concerned over crime and disorder implications of boundaries.
- Brownfield sites should be considered before green field sites for housing development as a principle.

6.10 Northwood Parish Council have objected to the application and support the comments of the MP, as the site is outside of the settlement boundary. They raise concerns over settlement coalescence and consider the this together with other new developments that have been permitted and large applications in the pipeline would impact directly on Northwood as, all access roads would have to go through Northwood and would put extra pressure on the Northwood Garage junction. They also raise concerns over the capacity of the medical centre and the sewage system.

6.11 Cowes Town Council object to the application on the grounds of the unnecessary use of a greenfield site, the loss of agricultural land, the lack of infrastructure, sewage capacity is over 100% at present and it is contrary to the Gurnard Neighbourhood Plan. They therefore conclude that the proposal fails to enhance the built or rural environment and fails DM2 of the Island Plan

Third Party Representations

6.12 57 letters of objection have been received from local residents. The content of which can be summarised as follows:

- Site part of Gurnard Neighbourhood Plan green space
- SANG unnecessary as land is agricultural
- Access to Tuttons Hill is inappropriate and would be dangerous
- Why is a football pitch being proposed, it is not needed
- Insufficient social and drainage infrastructure (doctors, dentists, hospital)
- Unnecessary development of a greenfield site
- Well kept and well used green spaces are in walking distance of the site so another is unneeded
- SANG would not be an enhancement
- Road access point raises safety issues
- Why is the car park needed if the SANG is for the local community, they can walk there
- Contrary to Gurnard Neighbourhood Plan
- Fails to enhance the built and rural environment

- Access from Cockleton Lane will increase traffic flows and congestion on an already dangerous road (Officer note: this access onto Cockleton Lane is for the multi-user route only)
- Housing will attract retirees from the mainland, it will not generally be housing suitable for families and young couples
- Large number of housing are proposed
- Gurnard is full of Air BnBs and empty second homes
- Settlement coalescence
- Use of Cordelia Avenue and Deauville Avenue
- Already difficult to turn right onto Place Road
- Surface water run off plans and on going maintenance of the balancing ponds and SUDS so that southern water network does not get overwhelmed
- Sufficient brownfield site around the Island
- Have already experienced disruption from construction works and consenting this would extend that
- Good agricultural land on which hay is still being cut
- Fields have high pressure systems crossing them as they come ashore at Gurnard
- No increase to natural flow rates of surface water should be tolerated
- Not clear where catchments ponds would drain to
- Safety concerns and congestion at Roundhouse roundabout
- Newport – Cowes road congested already. This would increase the congestion
- Greenfield site
- Who will maintain the SANG
- Road and car park would increase pollution and congestion
- Impact on wildlife and flora
- Increase litter, crime and anti-social behaviour
- Traffic count not done at a 'normal' time of year but last week of the school term
- Section of Deauville Avenue leading to Cordelia Gardens has hidden driveways and is a one lane road
- Should be another access off Place Road to share the traffic volumes
- Contrary to policies SP1, SP2, DM2 and DM12 of the Core Strategy, E1 and H1 of the Gurnard Neighbourhood Plan and NPPF chapters 12 and 15
- Fails to conserve and enhance
- Failure to establish a local need
- Overlooking, disruption from noise and loss of privacy to 77 Place Road
- Partly in Jordan Valley
- Mineral Safeguarding Area
- Affordability due to service charge
- Needs better infrastructure for sustainable transport
- Loss of hedgerow and trees
- Density is too high
- Not sustainable development
- Only jobs would be in construction where demand already exceeds supply

- Does not provide for elderly households or those in ill health as required by the Gurnard Neighbourhood Plan
- Numerous empty properties in town centres
- Social housing element will be unaffordable to local people
- Car park has an overly long drive and is over engineered
- Disturbance to local residents from car park and access drive
- Car park should be accessed from new housing area or should be placed directly off public road
- Impact of fumes on biodiversity and nature conservation
- Remote car park will encourage anti-social behaviour
- Proposal exceeds the 19 units identified as needed by the Neighbourhood Plan
- Does not contribute towards Childrens Services Facilities, as required by the SPD
- Contrary to the SPG – Residential Layouts (2004) [Officer note: This SPG was not carried forward to an SPD in the new planning system in 2012]
- Proposal does not offer clear and lasting benefits for the community
- Site is not in the IPS and this should be given due weight
- Jobs on site would be construction so short term and likely to be outsourced to mainland contractors
- Proposal should be treated as isolated

6.13 One letter of support has been received outlining strong support for the SANG, as they consider Gurnard and the adjoining area of Cowes desperately needs this resource, given the lack of accessible circular walks on public footpaths for residents. If further development off Place Road is the only way to secure this resource, it is preferable to piecemeal development. Despite the support the access of Tuttons Hill is questioned. Cannot see football pitch on landscaping plans, but this is considered to be unnecessary.

6.14 A letter from a resident of Cordelia Gardens, although objecting to the application includes positive comments in respect of the quality of the housing within Cordelia Gardens and acknowledge a shortage of new build properties to this level of detail within Cowes and other areas of the Island. They also identify that many of their neighbours are local people that moved from would be affordable that may be needed in the area.

6.15 Cycle Wight have highlighted that there appears to be no reference to Local Transport Note 1/20. It is considered essential that the guidance contained within this document is adhered to. They highlight that within the development the design features should be that the default speed for motor vehicles is 20 mph to ensure the safety of all residents and visitors. Parking on the road should be discouraged by design and Road Traffic Orders. The major Shared Surface Route through the development does not appear to be a direct route to Tuttons Hill and may well discourage use because of its lack of utility. They consider that this should be re-designed. To encourage more active travel the introduction of an advisory cycle lane in both directions and on both sides of Tuttons Hill would be a welcome feature to encourage Active Travel to local schools, shops and other amenities. The increasing use of e bikes make this a viable choice.

6.16 Bob Seely MP has objected to the application on the grounds that the site is outside of the settlement boundary, would encourage the coalescence of Cowes and Gurnard, insufficient infrastructure contributions and the that the proposal would cause unnecessary loss of agricultural land.

7. Evaluation

Principle

- 7.1** The proposed access point into the development is located immediately adjacent to the settlement boundary (being Place Road). However, it is recognised by officers that the proportion of the site is outside of and not immediately adjacent to the settlement boundary and would fall within the wider rural area.
- 7.2** The outline/housing element of the proposal would represent an extension to a previously approved housing development and would be accessed from the new entrance off Place Road created by this adjacent development.
- 7.3** The adjacent development does not move the settlement boundary line so only the access is adjacent to the settlement boundary. However, the settlement boundaries are indicators of sustainable locations, where development should be focused. Therefore, although the majority of the site is outside of the settlement boundary, the site is in a sustainable location, close to existing residential units, services and a regular bus service. Officers therefore consider that the site is highly sustainable.
- 7.4** Policy SP1 requires that developments of this nature demonstrate that they would meet an identified local need. For the purposes of this policy officers consider local to be the Island, to reflect the changes in the assessment within the 2022 Housing Needs Assessment, which is an overall Island mix and not separated into sub-markets.
- 7.5** The supporting information submitted with the application considers the content of the Housing Needs Assessment (HNS), May 2022 and the previous version from 2018 and the need identified within the sub-market area.
- 7.6** The 2018 HNS identified an open market housing mix requirement for the sub-market area including 7% 1-bed; 33%; 2-bed; 44% 3-bed; 16% 4-bed and an affordable housing ownership and affordable rental emphasised 2 and 3 bedrooms.
- 7.7** As outlined above the 2022 HNS did not divide the housing mix into sub-areas but set out an overall Island mix. This identified an open market need for: 1-bedroom: 5%; 2-bedrooms: 35%; 3-bedrooms: 40%; 4+-bedrooms: 20%. Social/affordable rented housing: 1-bedroom: 40%; 2-bedrooms: 30%; 3-bedrooms: 25%; 4+-bedrooms: 5%. Affordable Home Ownership: 1-bedroom: 20%; 2-bedrooms: 40%; 3-bedrooms: 30%; 4+- bedrooms: 10%.
- 7.8** The housing element of the application is for outline with access only, so the housing mix has not been set out in the supporting documents. However, the submitted documentation does confirm that, if approved any reserved matter

application would provide a range of house sizes and types to meet the need and appropriate mix.

- 7.9** The application documentation also acknowledges the adopted Gurnard Neighbourhood Plan. The Plan sets out the need for housing in this area, stating that “The Isle of Wight Council decided not to redraw the settlement boundary and stated it would oppose any approach through a neighbourhood plan to do so. This was because the 2014 Strategic Housing Market Assessment (SHMA) identified a significant historic under-provision of housing in the Cowes market area, which includes Gurnard and Northwood. The Isle of Wight Council is of the opinion that if the Cowes settlement boundary were to be redrawn to exclude Gurnard village, the opportunity for new development on the edge of Cowes (in line with Policy SP1 of the Island Plan) would greatly reduce, making it harder to meet the housing requirement for the Cowes market area. The neighbourhood plan has therefore been prepared on the basis that the adopted settlement boundary of Cowes continues to incorporate Gurnard village”.
- 7.10** Third party comments have suggested that the application is contrary to the Neighbourhood Plan policy H1.1, as it would not be a site identified within this policy. However, this policy does not allocate land. It identifies sites in the settlement boundary and those listed should be prioritised, but it allows for development in other areas by setting out that “on sites in the Wider Rural Area residential development will only be supported where a local need can be demonstrated”. The listed sites are considered to be those which have the lowest landscape sensitivity, and they include a site off Cockleton Lane, which has permission for 6 units, and Gurnard Pines Holiday Village.
- 7.11** As discussed above, the housing element of this application is outline and does not set out the number of units being sought. Third party comments have raised concerns that 117 units would be excessive and overdevelopment. This number has been identified by objectors as it is the figure that the highway assessment has used as a potential maximum in respect of traffic generation. The application is not however seeking permission for this specific number. The layout and number of units would be established at the reserved matters stage should permission be granted. This application is therefore seeking permission for the principle of residential development in this location, with access off Cordelia Avenue.
- 7.12** The number of units has not been specified, but the scheme would be expected to provide a policy compliant 35% affordable housing, which would have a local connection criteria in line with the policy H1.3 of the Gurnard Neighbourhood Plan.
- 7.13** Comments have been received stating that the application would result in the loss of a greenfield site and agricultural land, and that brownfield sites are available and should be delivered first. The supporting information states that there is little Previously Developed Land (PDL) available. Officers concur with this statement. It is also acknowledged within the documentation submitted and by officers that the largest PDL site within the Medina Valley is a flatted scheme, which is likely to be on the margins of viability and the housing land supply trajectory would see it coming forward to the back end of the plan period. As such, it will be necessary for non PDL (greenfield) site which are deliverable to come forward earlier.

- 7.14** Concerns have been raised by third parties that the application would result in the loss of agricultural land, which comments suggest is currently used for hay. The Agricultural Land Classification of the site is Grade 3 and is therefore not considered to be the Best Most Versatile (BMV) land. In light of this officers would raise no objection to the loss, as there would be no policy basis to prevent it. Furthermore, as outlined within the ecology and trees section below, the enhancements as part of the creation of the SANG would, if approved, involve the enhancement and creation of a variety of habitats resulting in a biodiversity net gain of 20.38% for area units, and 10.73% for hedgerow units, despite not being required to provide net gain due to the time when it was submitted. There would also be further opportunities for ecological enhancements within the residential development area of the site. This opportunity for ecological enhancement should be balanced against the loss of agricultural land in this location.
- 7.15** When considering the information submitted with the application together with the Council's own housing needs data officers are satisfied that the proposed development would be within a sustainable location and would contribute to meeting a local need. This matter is therefore given substantial weight and the principle of residential development is considered to be acceptable.
- 7.16** The housing element of the application is only in outline while the proposed SANG is full. As set out above this would see an area of the 17.9 hectares within the red line site boundary. To provide the SANG 65 native and parkland standard trees would be planted together with 11,000m² of new native woodland and shrub areas. Grassland would be created and managed to form habitat for invertebrates, reptiles, birds and amphibians, to cover the area of approximately 10 football pitches. An area of nearly 5,000m² of wetland habitat would also be created.
- 7.17** Third party comments have stated that the greenspace is not required, that it would result in the loss of agricultural land and that a football pitch is not needed. The loss of agricultural land is discussed above. In respect of whether or not the space is 'required' or not, policy DM13 of the Core Strategy sets out that the council will support proposals that protect, enhance and manage a diverse network of multi-functional Green Infrastructure (GI) assets across the Island. As outlined by the Public Rights of Way Service, there are very few public rights of way in this area. The proposal would therefore provide a significant enhancement to network and an area of recreation for residents and the local community.
- 7.18** Policy T3 of the Gurnard Neighbourhood Plan states that development proposals will be supported where they:
- a) Improve the existing cycleway and footpath network
 - b) Provide connections between the village and the school
 - c) Provide connections between the wider countryside and the coastal path.

Officers consider that the provision of footpaths through the site would contribute to providing such improvements and enhancements.

- 7.19** Comments also suggest that the land is currently used by dog walkers, so the application would not change this. However, any use of the current site would be

entirely informal, as it is private land and includes no public rights of way. This could be stopped at any time by the landowner.

- 7.20** The provision of a football pitch is simply an annotation of the possible use of a plateau with the SANG on the originally submitted landscaping plan, although this reference has been removed from later versions. This has not been proposed as a formal laid out pitch but a space of informal recreation.
- 7.21** Concerns have been raised by third parties with regards to the provision of a car park for the SANG, as it is supposed to be for the local community, who comments suggest could walk. However, in terms of accessibility, guidance suggests that unless a SANG is to be provided only for the use of a local population living within a 400-metre catchment around the site, then the availability of adequate car parking at sites larger than 4 ha is essential. The amount and nature of parking provision should reflect the anticipated use of the site by visitors and the catchment size of the SANG. The provision of a small car park on site would therefore potentially stop visitors trying to park on the local highway network. Policy T2 of the Gurnard Neighbourhood Plan sets out that additional public car parking will be supported in locations which will improve access to retail, community and leisure facilities. Although not an existing facility, the proposed SANG would be both a community and leisure facility and officers therefore consider weight can be given to this policy. Officers are therefore satisfied that the principle of a car park is acceptable.
- 7.22** Officers consider that the provision of publicly assessable open space would also be a positive, improving access to the outdoors and assisting with mental health and wellbeing. The principle of the SANG is therefore supported and given substantial weight.
- 7.23** Having regard to the above the principle of the provision of a SANG and additional housing, which officers consider would serve to meet a local and would provide policy compliant affordable housing is acceptable in principle.

Impact on the character of the area

- 7.24** The application site is not located within any designated landscapes. The closest part of the National Landscape (formerly known as the AONB) is 0.9km to the west and approximately 2.8km to the east at its nearest point. Nonetheless, the submitted landscape and visual appraisal has considered the impact on the National Landscape, as the submitted Zones of Theoretical Visibility has indicated that there would be some potential for intervisibility from the western parts of the designation to the proposed development.
- 7.25** The area surrounding the site is principally residential in character. The site itself is pasture, with large areas of open grassland, mature hedgerows and small linear woodland belts. The central and southern parts of the site are generally enclosed, with mature hedgerows and trees. The western part of the site is a large open area of grassland with mature hedgerows to its boundaries within the centre and at its westernmost edge with Cockleton Lane. The eastern boundary of the site, adjacent to the development under construction off Place Road, is more enclosed with an established tree and hedgerow belt.

- 7.26** The SANG element of the application would result in an area of grass land being allocated for publicly accessible open space with significant landscaping. These works are considered by officers to result in an enhancement to the character of the area.
- 7.27** Third parties have raised concerns that the application would result in settlement coalescence. However, the provision of a SANG, between the housing and Cockleton Lane would ensure that this area could never be developed and protect against settlement coalescence.
- 7.28** Comments from third parties have raised concerns that the application site forms part of the Jordan Valley as identified in the landscape character areas within the Gurnard Neighbourhood Plan. Although a small strip of the site is within the Jordan Valley, the majority of the site forms part of the Gurnard Plateau. Policy E1 of the Gurnard Neighbourhood Plan sets out that built development will be resisted within the Jordan Valley and that part of East Gurnard Cliff and Woods falling within Gurnard Parish in order to maintain the openness of the 'green gap' and prevent coalescence with Cowes.
- 7.29** There is no mention within this policy of the Gurnard Plateau being essential to protect settlement coalescence. Furthermore, it is noted that in an appeal decision for six dwelling off Baring Road, which were located within the Jordan Valley, the Inspector commented that "Whilst the new houses would occupy greenfield land which contributes to the open backdrop over the Jordan Valley, the modest scale and sympathetic siting of the proposed new dwellings would limit their impact in terms of the open landscape to the west. Indeed, when viewed from Tuttons Hill, which offers one of the key views over Jordan Valley, the new dwellings would be read within the context of the existing development at the southern end of Baring Road (on both sides), which means they would not unduly interrupt the views in this direction. Whilst the impact would be felt more keenly from the southern end of Baring Road, there would still be a substantial gap between the northern-most dwelling comprised in the proposal and the Dottens Farm development further north, which means the open backdrop of the Jordan Valley would be substantively preserved and could still be readily appreciated from this location."
- 7.30** As the majority of the Jordan Valley within the site forms the SANG. Policy E1 of the Neighbourhood Plan outlines that the provision of appropriate facilities for outdoor sport or outdoor recreation is supported, as long as it preserves the openness and landscape character of the local gap. Officers therefore consider the small proportion of the built form which would be located in the furthest extent of the Jordan Valley would not impact on the openness of the character of the valley policies seek to preserve.
- 7.31** The proposed housing element of the scheme would sit adjacent to the existing housing under construction off Place Road. This housing would screen the majority of the development when looking from the west.
- 7.32** The landscape and visual appraisal submitted with the application as examined eight viewpoints:
- 1) Place Road (to the south south-east of the application site)

- 2) Place Road (to the east of the application site)
- 3) Tuttons Hill
- 4) Cockleton Lane (looking through the field access gate to the northwest corner of the application site)
- 5) Cockleton Lane (to the immediate west of the application site)
- 6) Public Right of Way CS20
- 7) Rew Street
- 8) Public Right of Way CS16/17 (Coastal Path)

7.33 The site would not be discernible from CS20 (view 6) or Rew Street (view 7), due to distance and the existing level of vegetative screening, so these have not been discussed in any greater detail. Considering each of the remaining views in turn. The submitted appraisal identifies that from viewpoint 1: Place Road, the proposed development would add to the overall built form within this part of the local landscape. It outlines that any possible glimpsed views on high ground would be in winter months only. The appraisal concludes that in winter at year one, as a result of these possible glimpsing views the proposed development would result in negligible magnitude of impact and negligible adverse significance of effect, with any views to small parts of the development being seen in the context of the existing residential development in this location. However, in summer year fifteen with intervening vegetation in full leaf, it is anticipated that no part of the development would be discernible, and the proposed development would therefore have no effect. Officers concur with these conclusions.

7.34 View 2: Place Road would be obscured by phase 3 of the previously approved development off Place Road (yet to be completed). The appraisal considers that some small parts of the development, its rooftops, may be discernible. At winter year one and summer year fifteen fleeting views to a small part of the development would be seen in the context of the existing housing, which would result in a residual negligible magnitude of impact and negligible adverse significance of effect. Officers agree with these conclusions and consider that from Place Road the proposed development would not result in any impacts on the character of the area.

7.35 View 3: Tuttons Hill would, due to intervening topography and vegetation planting, be screened, even in winter months. The appraisal acknowledges that the proposed entrance of Tuttons Hill to the SANG car park, would have an effect on the view. It continues to identify that views along the newly created access road to a small part of the SANG area and the tops of the proposed housing itself may be available in glimpsed transient views for passing road users. While a fleeting view, this would be an addition to the overall composition of this section of Tuttons Hill. Adding to the overall urban built form, although not entirely uncharacteristic, within the local area approaching Gurnard. Due to limited opportunities to screen the access, the impact at year one is likely to remain similar at year fifteen. This impact being considered within the appraisal as a small magnitude of impact and a minor adverse significance of effect overall. This due to the glimpsed views along the access and the access itself, which although noticeable, would not be entirely uncharacteristic addition to the street scene. Officers again consider that this appraisal is fair, and the impact would be minimal to the character of the area.

- 7.36** View 4: Cockleton Lane would again, due to intervening topography, screen much of the proposed housing. The appraisal considers that the roof line of properties within the highest part of the application site, towards the centre, would be discernible and in the foreground the SANG would be the prominent feature. The appraisal considers that the proposed newly created footpath entrance to the SANG at this location would create the potential for glimpses to the uppermost parts of some of the new finished residential properties on the ridgeline, although much of the landscaping within the SANG would not be established at winter year one and therefore would not have a beneficial effect on this view. The impact at this stage would therefore be of a negligible magnitude of impact and would result in a negligible adverse significance of effect. At summer year fifteen the established landscaping elements of the SANG would change this effect to minor beneficial. Officers concur with this appraisal and the conclusion of effect.
- 7.37** View 5: Cockleton Lane would be substantially screened by the extensive roadside hedgerow along the road itself. View 5 is taken from one of the potential glimpsed views. Retained hedgerows and trees within the centre of the site would screen possible view to the residential element of the proposed development with very small parts of it possibly visible above or between retained trees. The appraisal considers that this would not be dissimilar to the baseline. At winter year one, the landscape elements within the SANG would provide an increased level of screening. The appraisal therefore concludes that, glimpsed views to a very small part of the residential development would result in a negligible magnitude of impact which would result in a negligible adverse significance of effect. By summer year fifteen, it is anticipated that all the possible views to the residential element would be screened by the newly established landscape elements within the SANG. The appraisal concludes that the established new landscape element of the SANG would result in a small magnitude of impact and minor beneficial significance of effect and summer year fifteen, with longer term beneficial effects for the local community and this part of the local landscape. Officers agree with the conclusions of this appraisal of the impact from this view.
- 7.38** View 8: Public Right of Way CS16/17 (Coastal Path) is within the National Landscape (AONB) and is vegetated along much of its length, restricting views to glimpses. Where views open out, expansive panoramic views towards the site are available. The majority of the proposed development would be screened due to intervening vegetation and topographical variation. However, a small part of the proposed development on higher ground may be discernible. The appraisal considers that glimpsed views to a small part of the proposed development would not have a substantial effect upon the overall composition and character of views available and would be similar to glimpsed views available to the existing development. The appraisal concludes that at winter year one and summer year fifteen, glimpsed views to a small part of it from this sensitive receptor would result in a negligible magnitude of impact and negligible adverse significance of effect, with glimpses to a small part of the proposed development possibly going unnoticed entirely by PRoW users. Having regard to distance of the site from this view and the existing vegetation screening, officers agree with these conclusions.

- 7.39** The landscape and visual appraisal concludes that as the proposed development would be adjacent to existing development, the limited views of it from the surrounding area would not be uncharacteristic of the existing situation. The greatest impact from change would be experienced immediately surrounding the site, as has been assessed within viewpoints 2, 3, 4 and 5. The significance of visual effect, has been considered to be no greater than minor adverse during winter months, with there being some minor beneficial effects at summer Year fifteen (long term effects) from viewpoint 4, with the establishment of the SANG area.
- 7.40** The proposed development would result in a visual change to the site, which is currently open fields. In considering the impact of this visual change on the character of the area officers have had due regard to the landscape and visual appraisal submitted with the application and the appeal decision for the substantive site to the east, off Place Road. As part of this appeal the Inspector commented on the requirement of policy SP1 for development on non-previously developed land to enhance the character of the area stating: *“the second implication in Policy SP1 is that all development on none previously developed land should demonstrate how it would enhance the character and context of the local area. However, whether or not enhancement will take place it should be viewed against the aim of the policy which is generally encouraging development on the periphery of certain towns. To resist development failing to enhance simply because it would be on Greenfield land would be self-defeating.”* The simple change from open space to development is not therefore considered in itself harm.
- 7.41** The proposed SANG would provide an area of publicly accessible open space, allowing for significant biodiversity enhancements and would not only maintain a transition buffer area between built form and the open countryside, but it would also provide protected land to ensure it remained open space and could not be built on, ensuring against settlement coalescence. The provision of the SANG is given moderate positive weight.
- 7.42** Having regard to the potential limited visual impacts on the development as assessed in the landscape and visual appraisal discussed above, together with the longer-term enhancement that would be provided by the SANG, officers consider that the proposals would not result in significant harm to the character of the area, but as it would result in a degree of change this has been given minor negative weight.

Impact on neighbouring properties

- 7.43** The proposed housing is separated into potential zones A – G. Zones A – C would border other parcels within the proposed development area and the country park. As such the units within these zones would have no impact on neighbouring properties outside the site. The units fronting Cockleton Lane sit to the west of this area, but these are separated by the SANG and the road itself, which would be a distance of over 150 metres. Officers are therefore satisfied this, couple with the natural vegetation in these areas, would ensure that there would be no impact on these properties from the proposed residential development.

- 7.44** To the east of the boundary of zones D, E and part of F is land which has outline consent for 14 dwellings and a current application pending consideration for a further 31. The boundary with these sites is heavily treed and as both applications are in outline and the indicative layouts of the adjacent sites show long gardens, officers are therefore satisfied that the proposed development would not have an impact on these properties.
- 7.45** To the south of zone D is 77 Place Road and the commercial building of the Range and Self Store. The shared boundary at this point is again heavily treed and officers are satisfied that, having regard to the distance the units would need to be to protect the trees together with the screen they provide, that the layout could be designed to ensure that there would not be any unacceptable impact on the amenities of 77 Place Road.
- 7.46** Zones F and G are shown to be adjacent to the newly constructed units off Place Road. There is again quite a significant amount of natural screening from the trees and hedgerows on site, which would protect the amenities of the already built units. Furthermore, officers are satisfied that the layout of the proposed development, which would be considered at the reserved matters stage, could be designed to ensure that there would be no unacceptable impacts.
- 7.47** To the north-west and west of the site are properties which front Hilton Road and Cockleton Lane. The distance between these existing residential properties and the proposed housing is such that there would be no impact from the proposed development.
- 7.48** The proposed SANG would sit closer to residential properties on Cockleton Lane and would adjoin the boundary with properties which front Hilton Road and Tuttons Hill. Although there would potential be a level of disruption from the use of this land as public open space, officers do not consider that this would be significant and would be concentrated in daytime.
- 7.49** The proposed access of Tuttons Hill would serve the proposed car park for the SANG. The access, the access road and the car park area could have some impact on properties in Hilton Road. However, officers are satisfied that, the distance between the proposed access road and car park and the existing and proposed planting, would be sufficient to ensure that any impact would be minimal and would not result in harm to the amenities of the neighbouring properties.
- 7.50** Resident's concerns in respect of the car park have included the possible impact on air pollution from the car park itself. Noting the size of the proposed car park, it is considered by officers that the impact is likely to be negligible. In reaching this conclusion officers have given weight to the guidance EPUK & IAQM Land-Use Planning & Development Control: Planning for Air Quality, which outlines situations where an impact assessment should be undertaken, these being an increase of 100 HGVs or 500 cars on a road. The proposed car parking is for 20 spaces.
- 7.51** A resident of the recently constructed housing off Cordelia Gardens has raised concerns about the impact of traffic generation on their amenities, from the

proposed housing being accessed from the point. Officers do not consider that the level of additional traffic generation from the development would have a significant impact on the amenities of the existing residents of the newly constructed housing.

- 7.52** Larger development sites can give rise to a temporary loss of amenity as a result of construction activities and concerns have been made by third parties that they have lived with the disruption from the Place Road development for many years and would have further disruption should this be approved. Development does have the potential to cause some temporary disruption to residents. However, it is a standard approach to impose a planning condition to control associated impacts, allowing the Planning Authority to control delivery and working times, the location of site compounds, measures taken to suppress noise and dust and to secure phasing of the development. These controls would limit impacts to an acceptable level. Therefore, an appropriate condition has been recommended.
- 7.53** Having regard to the application being outline only, and therefore the layout is yet to be determined and the existing vegetated boundaries, officers are satisfied that there would be no unacceptable impacts on neighbouring properties and this matter is given neutral weight.

Highway considerations

- 7.54** The proposed development includes two vehicular access points. One from Tuttons Hill, which would solely serve the car park for the SANG and one from Place Road, which would run through the recently constructed Deauville Avenue and Cordelia Gardens, into the proposed development site. There would be not link between the two access points. There are also shown to be a number of pedestrian links from the SANG to Deauville Avenue and Tuttons Hill together with a multi-user route linking Place Road, Tuttons Hill and Cockleton Lane
- 7.55** In respect of the outline and the potential impact of the proposed houses on the surrounding highway network, the submitted transport assessment has considered the scheme could accommodate 117 units. Island Roads have confirmed that they agree with the Transport Assessment submitted with the application; that there are no current highway safety issues at the existing junction onto Place Road. They have also accepted that access to public transport is good and access to local facilities and services by foot and cycle is convenient and safe.
- 7.56** An Automatic Traffic Count (ATC) was undertaken on Place Road, just north of Deauville Avenue, which considered weekday peak hour flows and vehicle speeds. The average speed being 31mph. Counts were also undertaken on four junctions in the vicinity of the site. These were:
- Baring Road / Tuttons Hill
 - Place Road / Park Road (Roundhouse Junction)
 - Place Road / Three Gates Road
 - Nodes Road / Newport Road (Northwood Signals)
- 7.57** A local donor site has been used to derive trip rates for the proposed development which has been supported by Island Roads. This data source

indicates that 60 two-way trips (arrivals and departures) would be generated by the proposed development during the AM peak period (8:00am to 9:00am) and 68 two-way trips (arrivals and departures) during the PM peak period (5:00pm to 6:00pm). When taking into account the committed development of 86 dwellings on the Meadow View Park site (Place Road development), the additional number of traffic movements on the network are:

- 104 two-way vehicle trips in the morning peak hour (0800-0900); and
- 119 two-way vehicle trips in the evening peak hour (1700-1800).

- 7.58** The assignment of the traffic has been based on existing turning proportions of 40% north and 60% south. Island Roads have checked publicly available data from NOMIS and this would indicate (based on the 2011 census) that around 36% of residents in this area worked Cowes and 64% elsewhere. The Highway Engineer has therefore confirmed that this assignment is acceptable.
- 7.59** Island Roads have identified that TEMpro 7.2c has been used to determine background growth rates. The current version of TEMpro is 8.0 and the growth factor between 2022 and 2028 is 1.0482 during the am peak period and 1.0472 during the PM Peak Period so the TA has over-estimated growth by around 1.6%. Officers are satisfied that this is still a robust assessment and over-estimating flows is better than under-estimating.
- 7.60** When undertaking the assessment of the submitted information Island Roads has confirmed that as a rule of thumb (Figure 38.1 of the IHT's / DoT's Roads and Traffic in Urban Areas document dated 1987) a priority junction can operate within capacity where the major road flows are below 40,000 a day and the side road flows below 2,000 a day. The daily traffic from the Deauville Avenue is calculated to be around 1200. They are therefore confident that this junction would operate with significant spare capacity well past the design year of 2028.
- 7.61** Baring Road / Tuttons Hill
- During the existing AM peak period, the submitted junction modelling indicates that the junction operates with around 58% spare capacity, a maximum queue of 0.8 and a maximum delay of 8.92 second. During the current PM peak, the junction operates with 74% spare capacity, a maximum queue of 0.4 and a maximum delay of 8.16 seconds.
- 7.62** In 2028 AM without development, the spare capacity would reduce to 54%, with the maximum queue increasing to 0.9 and the maximum delay increasing to 9.18 seconds. During the PM peak in 2028 without development, the spare capacity would reduce to 73%, the maximum queue increasing to 0.4 and the maximum delay increasing to 8.27 seconds.
- 7.63** With development traffic added, the 2028 AM is modelled to be spare capacity at 53%, with the maximum queue increasing to 1.0 and the maximum delay increasing to 9.40 seconds. During the PM peak in 2028 with development, the spare capacity would reduce to 72%, the maximum queue increasing to 0.5 and the maximum delay decreasing to 8.06 seconds.

- 7.64** Island Roads raised a concern that there was a difference between the recorded traffic generation and the modelled data. However, they have also confirmed that they consider that given the low number of additional vehicles being generated by the proposed development at this location, the development is unlikely to have a significant impact in terms of impact on capacity and congestion at this junction (paragraph 114 d of the NPPF) and mitigation would not be justifiable.
- 7.65** Place Road / Park Road (Roundabout Junction)
- During the existing AM peak period, the submitted junction modelling indicates that the junction operates with around 24% spare capacity, a maximum queue of 3.2 and a maximum delay of 22.88 second. During the current PM peak, the junction operates with 37% spare capacity, a maximum queue of 1.7 and a maximum delay of 14.39 seconds.
- 7.66** In 2028 AM without development, the spare capacity would reduce to 18%, with the maximum queue increasing to 4.4 and the maximum delay increasing to 29.32 seconds. During the PM peak in 2028 without development, the spare capacity would reduce to 33%, the maximum queue increasing to 2.0 and the maximum delay increasing to 16.26 seconds.
- 7.67** With development traffic added, the 2028 AM is modelled to be spare capacity at 15%, with the maximum queue increasing to 5.3 and the maximum delay increasing to 34.65 seconds. During the PM peak in 2028 with development, the spare capacity would reduce to 31%, the maximum queue increasing to 2.2 and the maximum delay decreasing to 17.09 seconds.
- 7.68** Additional information was submitted in regard to actual traffic counts at this junction which showed differing queue lengths to the predicted, resulting in concerns being raised by Island Roads. A Transport Technical note was submitted by the applicant to confirm that the numbers involved are small (peak hour average observed queue lengths are 2 – 4 cars length) and plenty of reserved capacity exists therefore this is not a severe impact. The development impact on this junction would be 27 (vehicle) AM and 32 (vehicles) PM, therefore one additional vehicle every two minutes, equating to 2% and 4% respectively.
- 7.69** Island Roads have confirmed that given the low number of additional vehicles being generated by the proposed development at this location, the development is unlikely to have a significant impact in terms of impact on capacity and congestion at this junction (paragraph 114 d of the NPPF) and mitigation would not be justifiable.
- 7.70** Place Road / Three Gates Road Junction
- During the existing AM peak period, the submitted junction modelling indicates that the junction operates with around 62% spare capacity, a maximum queue of 0.8 and a maximum delay of 12.99 second. During the current PM peak, the junction operates with 63% spare capacity, a maximum queue of 0.6 and a maximum delay of 11.41 seconds.

- 7.71** In 2028 AM without development, the spare capacity would reduce to 58%, with the maximum queue increasing to 0.9 and the maximum delay increasing to 14.3 seconds. During the PM peak in 2028 without development, the spare capacity would reduce to 59%, the maximum queue increasing to 0.7 and the maximum delay increasing to 12.15 seconds.
- 7.72** With development traffic added, the 2028 AM is modelled to be spare capacity at 57%, with the maximum queue increasing to 1.0 and the maximum delay increasing to 15.4 seconds. During the PM peak in 2028 with development, the spare capacity would reduce to 58%, the maximum queue increasing to 0.7 and the maximum delay decreasing to 12.87 seconds.
- 7.73** Island Roads raised a concern that there was a difference between the recorded traffic generation and the modelled data. However, they have confirmed that they consider that given the low number of additional vehicles being generated by the proposed development at this location, the development is unlikely to have a significant impact in terms impact on capacity and congestion at this junction (paragraph 114 d of the NPPF) and mitigation would not be justifiable.
- 7.74** Nodes Road / Newport Road (Northwood Signals)
- Island Roads raised a concern in respect of this junction, as they considered that the base flows needed to be validated. Additional clarification been provided that the 2018 base flows were submitted for information only and that the 2022 base applicants Traffic Engineer's flows should be used to determine the current operation of the junction which were derived from 2022 turning counts.
- 7.75** The submitted information suggests that a peak hour impact of 77 AM (4%) and 87 PM (5%), which would equate to just over one extra vehicle per minute. This would mean that the Practical Reserve Capacity (PRC) for the junction would be 27.2% AM peak 2028 plus development and 47.9% PM peak 2028 plus development.
- 7.76** Island Roads consider that this impact is underestimated, and it is likely to be closer to 9%. However, this figure remains under the 10% which would equate to significant harm, which would trigger the need for mitigation work. Therefore, Island Roads have again confirmed that given the low number of additional vehicles being generated by the proposed development at this location, the development is unlikely to have a significant impact in terms of impact on capacity and congestion at this junction (paragraph 114 d of the NPPF) and mitigation would not be justifiable.
- 7.77** As part of the submitted transport assessment and the Island Roads comments accident data has been reviewed. There have been four recorded incidents within the last three years in the vicinity of the site. Three of these accidents were slight and one serious. The accidents were all related to driver error and not due to the construction of the road.
- 7.78** Having regard to the above officers are satisfied that the access off Place Road and the junctions in the immediate area would have sufficient capacity to accommodate the proposed development, without having a significant impact on the highway network.

- 7.79** The access off Place Road leads into Deauville Avenue and then onto Cordelia Gardens. The access into the housing element of the proposed development would be off Cordelia Gardens.
- 7.80** Third party comments have been received objecting to the use of Cordelia Gardens and the additional traffic generation through the junction. Although officers acknowledge that the additional traffic associated with the proposed units might result in an increase in waiting times to exit onto Place Road, as discussed above, this junction has a design capacity that could accommodate the additional vehicle movements.
- 7.81** Island Roads have raised concerns that there would be insufficient visibility in one direction, as the visibility splays would cross third party land, this being the front garden of one of the units within Deauville Avenue. The splays would slightly 'clip' the corner of this plot/property, however, this area is the driveway of the property and officers are therefore satisfied that the splays would be protected, as although not in the red line boundary, the owner is not likely to construct something to block their own access or splays. Officers therefore consider that the splays are achievable and appropriate visibility would be available, despite part of the splay falling outside of the red line boundary of the application.
- 7.82** As the housing element of the application is only in outline a plan showing any internal road layout has not been provided, rather an indicative access point and the start of the route, which would pass through an existing gap in trees has been identified. Island Roads have raised concerns that there is an area of the proposed access road where a 0.5m clearance cannot be maintained between a service vehicle and a car. Localised widening on the internal radius would be required. However, the Highway Engineer has confirmed that the standard could be achieved through a suitably worded condition.
- 7.83** Having regard to the above, the outline element of the application is considered to be acceptable in terms of highway safety and would comply with policies SP17 and DM2.
- 7.84** The full element of the application is for the SANG. This includes for an access off Tuttons Hill to serve a car park of 20 spaces, for visitors to the SANG. A number of third-party objections have raised that this car park is not necessary and that they consider it would result in an unsafe access and additional traffic generation.
- 7.85** Officers consider the traffic generate associated with the SANG would be modest. It is also unlikely that visitors would coincide with peak time and it is therefore unlikely that the small increase in traffic associated with this proposed 20 spaces would be harmful to the capacity of the surrounding network. Not least because it has been concluded above that should the housing element of the scheme deliver 117 spaces this would not result in an unacceptable impact on the network from traffic generation.
- 7.86** Island Roads have raised concerns that the proposed access could not achieve complaint visibility due to it crossing third party land outside the red line boundary of the application site. However, additional land registry

documentation has been provided to show that there is a protected right of access, including the area of the visibility splays. As such, officers are satisfied that the splays are achievable.

- 7.87** The Highway Engineer has confirmed that the access onto the highway is in compliance with the required standards.
- 7.88** The application details propose to install a pedestrian refuge on Tuttons Hill to assist with crossing the road to access the SANG. Island Roads have raised concerns that there is currently no demand for crossing at this location and no evidence has been provided as to the additional demand that would be generated by the proposed use. Insufficient information has been provided to determine whether a pedestrian refuge is required, or the reasons why such a facility should be provided. Island Roads have referenced the need for an options assessment which would include a site survey, pedestrian survey, traffic survey, an assessment of the difficulty in crossing, an understanding of the speed of crossing and a review of collision data. The Option Assessment would determine the most appropriate form of crossing from a dropped kerb to signal control. However, they have recommended that this could be dealt with via an appropriately worded condition, which required the details of the access arrangement onto Tuttons Hill to be submitted and approved in writing.
- 7.89** Island Roads have confirmed that all the bays shown within the proposed car park are in compliance with design standards.
- 7.90** The proposed access road varies in width between 5.0m at the proposed site access to 3.7m. Manual for Street would suggest that the minimum width to two cars to pass is 4.1m. Forward visibility is sufficient between the proposed car park and the proposed passing place and again between the passing place and the area where the access road runs parallel with the proposed 3.0m wide footpath. However, Island Roads recommended an additional passing bay is incorporated in the area of the footpath (which would simply see the footpath slight realigned). Subject to this passing bay, which could be conditioned the engineer has confirmed that the access road is in compliance with this standard.
- 7.91** As well as the proposed new vehicular accesses the application includes for a number of walking and multi-user routes through the SANG and linking to the proposed residential development and adjacent housing site. These would link Cockleton Lane, Tuttons Hill and Place Road.
- 7.92** The Cowes, Northwood and Gurnard Local Cycling and Walking Infrastructure Plan (LCWIP) includes three routes which could potential be supported by the planning application. CW1 (Gurnard Loop), CW7 (Place Road) and CW8 (Cockleton Lane to Place Road/Tuttons Hill).
- 7.93** CW1 links the main trip attractors in the Gurnard area: primary school, beach, main village street, pubs, shops, sailing club and village hall. The works along this route include for raised tables across the entrance to Baring Road and Church Street as well as the relocation of some lighting columns and some new or modified crossings. The proposed development does not seek any improvements to assist with this route but the entrance off Tuttons Hill to the multi-user routes of the SANG would link to this route, which would connect this to Cockleton Lane and Place Road.

- 7.94** CW7 is a short spur route, without the inclusion of which there would be a gap in the overall walking network. It is also designed to serve substantial areas of new housing currently being constructed on the west side of Place Road, where bus stops for the main Newport – Cowes route are located. The improvements to this route include raised table crossings, replacement signage, footpaths, benches and the widening of footways.
- 7.95** The LCWIP outlines that CW8 is designed to remedy a lack of permeability in the new housing development on Place Road, pedestrian connectivity between Gurnard and Cowes, and to respond to feedback from the consultation that highlighted Cockleton Lane as a problematic walking route for those accessing the Cowes-Newport bus. Its implementation would create pedestrian access between Gurnard Pines and Place Road (where there are bus stops for the Cowes-Newport bus) and the wider LCWIP walking network; would remedy the poor pedestrian provision between the entrance to Gurnard Pines and Hilton Road/housing in Gurnard; and create a pedestrian link into Gurnard from the new housing development Place Road where currently only a very long and indirect walking route exists. Through the SANG and the associated footpath network the development proposal would provide the link between Cockleton Lane and Place Road and therefore achieve a significant improvement identified by the LCWIP.
- 7.96** The LCWIP identifies that such a link would cost £210,000. Given that the link is being provided by the proposed development officers do not consider it reasonable to seek any further contribution (either financial or physical) with regards to sustainable transport links.
- 7.97** Having regard to the above officers are satisfied that the proposed development would not have any unacceptable or significant impacts on the highway network and the application is therefore considered to be acceptable in this regard. As the scheme would result in significant enhancements to sustainable transport links, minor positive weight is given to the highway elements of the proposed development.

Trees and ecology

- 7.98** The Planning Tree Officer has confirmed that the impact to trees by the SANG is limited across this site. There are considerations where the proposed paths bisect the root protection area (RPA) of certain trees and could cause damage if not managed correctly. The arboreal information submitted with the application identifies this issue and whilst generalising in its solution, it proposes a non-dig methodology as a solution. It is assumed this would be a form of cellular confinement system with a porous surface installed using a non-dig methodology. Such a requirement could be conditioned to ensure that there would be no unacceptable impact on trees.
- 7.99** To facilitate access points and paths through the site certain sections of hedge would need to be removed. These ‘cuts’ have mainly been proposed in areas where there are current breaks to minimise the amount lost. As discussed in more detail below, the application would include a significant amount of planting and ecological enhancements, and as such this loss is considered to be appropriately mitigated.

- 7.100** To facilitate the access road from Tuttons Hill two trees (both common hawthorns) and section of hedge would be removed. These are C grade trees and no objection is raised to their loss. The proposed access would also potentially impact on two goat willow trees located on an adjacent property. The road is to be placed over their RPA and in doing so could impact on their health. Whilst it is recognised these are “C” grade trees and in general they should not be thought of as a material consideration, it is noted that they are outside the curtilage of the property and as such any impact on their health from the development may not be consented to by the owner of the trees. As a result, it is recommended by the tree officers that precautions are taken to ensure this does not occur. This would be to through the use a cellular confinement system installed in a non-dig methodology etc. which could all be conditioned.
- 7.101** Concerns have been raised by the planning Tree Officer that the proposed access road into the site from the existing housing (off Cordelia Gardens) has not been accurately assessed by the arboreal report. However, the route of this road is already there, having been built to service the construction of an electrical substation, so there would be no further loss as a result of the proposed access.
- 7.102** The Tree Officer has also identified that the pavement of this road is shown to be under the canopy of the trees. However, the indicative site plan shows the pavement on the northern side of the road. It has been confirmed by the agent that the pavement would be designed to the north, so as not to impact on the trees. It is considered that this could suitably be conditioned but, would also be dealt with at the reserved matters stage when layout would be considered.
- 7.103** Having regard to the above officers are satisfied that the proposed development would not result in an unacceptable impact on trees and would therefore comply with policies DM2 and DM12 in this regard.
- 7.104** The application has been supported by an updated Preliminary Ecological Appraisal (Eagle Eye, 3 August 2023), Ecological Impact Assessment EclA (e3s, 3 August 2023) and Protected Species Surveys report (e3s, 12 April 2023). If approved, the proposal would involve the enhancement and creation of a variety of habitats within a SANG, resulting in a biodiversity net gain of 20.38% for area units, and 10.73% for hedgerow units. There would also be further opportunities for ecological enhancements within the residential development area of the site, which could be explored and secured under reserved matters by way of a condition, to ensure that the whole site is beneficial to wildlife.
- 7.105** Whilst the national requirement for biodiversity net gain (BNG) of a minimum of 10% for major development was introduced on 12 February 2024, this application was submitted before this date so is not required to provide BNG.
- 7.106** The SANG Masterplan (RPS, Jan 2023) shows several large gaps in hedgerow and woodland planting along the boundary of the SANG, along with the removal of sections for paths across the site. Evidence of dormice has been found on the site, therefore the Ecology Officers recommends that the arboreal connectivity of hedgerows and linear tree features within the site, and to surrounding area, should be preserved and enhanced as much as practically possible. As the route of these paths is not fixed officers considered that this can be controlled via a suitably worded condition.

- 7.107** Mammal pathways were identified on the proposal site, and it is recommended in the EclA that any fencing should be designed to allow the free movement of wildlife across the site in the operational phase of development. The Ecology Officer raised concerns that the SANG landscape masterplan shows a “dog proof post and wire fence” around majority of the site, which would restrict movement of badgers and hedgehogs. Further details have been received in relation to the dog-proof post and wire fence to confirm that where the perimeter fencing is adjacent to other solid boundary treatments, it should be set in from the boundary to create a corridor to allow the free movement of larger mammals around the perimeter. This is considered to be particularly important along the northern boundary along the back of the properties on Hilton Road, here a corridor (ideally 5m wide) is recommended to retain access for wildlife between School House Meadow and Tuttons Hill. The aperture at the base of the fence (at ground level) would need to be 15cm x 15cm to allow hedgehogs to pass through, this is particularly important at points where the fence intersects any hedgerow. This matter can again be conditioned.
- 7.108** Table 2 in the EclA provides a comprehensive list of avoidance, mitigation, compensation and enhancement measures for construction and operational phases of the development. These measures would need to be secured in full in the form of a CEMP and Biodiversity Management and Monitoring Plan (MMP).
- 7.109** The bat transect survey indicated that most bat foraging and commuting activity took place in the north section of the site, where a car park is proposed. There is currently no suggestion that lighting would be used in the car park, or otherwise on the SANG, however if it is decided that lighting is required then it would need to be suitably designed so that it does not negatively impact nocturnal wildlife. A suitable lighting for the rest of the development would need to be secured under reserved matters. Officers consider that a condition could agree and control lighting across the site.
- 7.110** The site is within the Solent Special Protection Area (SPA) Buffer Zone where proposals that would result in a net increase in overnight residential accommodation are expected to contribute towards the Solent Recreation Mitigation Strategy (SRMS), to mitigate for potential increased recreational pressure on protected species of birds with the SPA as a result of the development and other residential development within the buffer zone. The applicant has agreed to enter into a planning obligation to secure this contribution in accordance with the SRMS, thus mitigating impacts. The proposed SANG can be used to offset some of this contribution, as it would be providing a suitable alternative to visiting to coast for recreational purposes. The amount to which the contribution can be reduced (if at all) will be agreed with Natural England.
- 7.111** Natural England has published standing advice relating to issues of high levels of nutrients within the Solent water environment, which have resulted in dense mats of green algae in coastal areas. The Solent and Southampton Water Special Protection Area (SPA) is an important habitat for protected species of birds, which use the coast for feeding. Natural England’s concern is that the nutrients levels have resulted in algae in coastal areas, which prevent protected species from feeding. Natural England’s standing advice is that these issues are caused by wastewater from housing and agriculture.

- 7.112** Natural England's current advice is that development should not add to existing nutrient burdens on Solent European Sites (Solent & Southampton Water SPA/Ramsar, Solent & Dorset Coast SPA, and Solent Maritime SAC) and thus, achieve nutrient neutrality. As set out within the Council's Position Statement: Nitrates, in respect of the Island, this can either be achieved through directing wastewater to the Wastewater Treatment Works (WwTW) at Sandown or other works on the south of the Island (which discharge away from the Solent) or for the developer to demonstrate nutrient neutrality. In this instance the site would discharge to Sandown.
- 7.113** Having regard to the above officers are satisfied that the proposed development would not have any unacceptable impact on trees or ecology and would result in significant biodiversity enhancements and could present opportunities to be beneficial to wildlife. This matter is therefore given minor positive weight.

Other matters

- 7.114** Comments have been received from third parties that the local drainage system, both surface and foul, does not have sufficient capacity to accommodate the proposed development. In respect of surface water, the development would have to ensure that rates of discharge were comparative to greenfield run off rates plus 40% allowance for climate change. The flow rate would be achieved through the use of Sustainable Drainage Systems (SUDs), such as balance ponds with flow control. The ponds would be within the SANG and would provide landscape and ecological features as well as drainage infrastructure. Officers are satisfied that the proposed surface water drainage system would mean that surface water discharge was appropriately managed on site to ensure the proposed development would not result in flooding.
- 7.115** In respect of foul discharge, this would be a matter for the developer and Southern Water to ensure that sufficient capacity to available and agreements in place. However, a condition is recommended to ensure that details of the foul discharge are provided prior to work commencing, to ensure that they are acceptable. This would normally be expected to include a Section 106 Agreement from Southern Water, to show permission to connect.
- 7.116** The Council's Archaeology Officer originally commented on the application raising concerns that the proposed SANG covers 11.06 hectares and including extensive areas of landscaping including: earthen mounds to create recreation areas and a viewpoint; the creation of wetlands, wildlife and attenuation ponds covering an area of up to 5000m², and extensive areas of tree and shrub planting. The outline proposal for 4.28ha of residential housing and associated access and drainage would also require extensive groundworks. However, no historical environment or archaeological desk-based assessment was submitted.
- 7.117** Following these comments, a desk-based assessment (DBA) has been submitted and the Archaeology Officer has confirmed that they are broadly in agreement with the assessment of the potential for below ground archaeology. The assessment considers that there is moderate potential for later prehistoric activity and low potential for Roman, medieval and post medieval remains. There is no evidence to suggest any archaeological remains within the site are likely to be of National significance.

- 7.118** The Archaeology Officer agrees with the recommendations in the report regarding the need for conditions relating to a programme of archaeological work to include a pre-commencement trial trench evaluation. The DBA has recommended a geophysical survey as well, which has been welcomed, and as always, the results of the geophysics would need ground truthing with a trial trench evaluation.
- 7.119** While comments have been made by the Archaeology Officer on the adequacy of the report, no objection is raised, subject to conditions. It has been observed that the DBA has not considered the historic landscape, which is noted as disappointing as the proposal for the SANG incorporates a lot of landscaping. However, officers are satisfied that the majority of the field and hedgerow boundaries would remain in situ and the current field patterns would remain discernible.
- 7.120** The application site is within a designated Mineral Safeguarding Area. However, this does not preclude development. Policy DM20 (Minerals) seeks to protect Minerals Safeguarding Areas (MSA) unless it can be shown that the deposit is no longer of any value, the minerals could be extracted prior to the development taking place, or there is an overriding need for the development. The larger proportion of the site is remaining as open space and therefore could still be extracted at a later date if seen to be necessary. However, the site falls within close proximity to residential properties, even if being a proven deposit, industry standards require a suitable 'standoff' to protect residential amenities, this can be upward of 300m. The MSA (within the site) falls within proximity to residential boundaries. Therefore, the environmental impacts arising from extraction would be likely to be unacceptable.
- 7.121** Third party comments have raised concerns that the proposed development would result in an increase in, anti-social behaviour, crime and disorder and litter as a result of the SANG and the associated car park. No evidence has been presented as to which this would be the case. Nonetheless, officers note that as part of the ecological works and suggested conditions, a buffer area would be provided of a minimum of five metres from the boundaries with the properties on Hilton Road, which would set the boundary of the accessible land away from the neighbouring properties. A gate would also be provided at the entrance of the SANG, which would be closed at night, so that the car parking could not be used in these times. These measures should minimise the potential for anti-social behaviour associated with the SANG. The management plan for the SANG would deal with litter.
- 7.122** Concerns have been raised by third parties with regards to lack of capacity at the doctors and hospital to accommodate additional development. 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 existing residents and therefore these individuals would already be using these services.
- 7.123** The Council are currently consulting on an SPD on Health care contributions, but this has not yet been adopted and is therefore given no weight in relation to the consideration of this application. However, officers would highlight that in this

instance an email has been received from the Hampshire, Southampton and Isle of Wight Integrated Care Board (ICB) who have confirmed that the application has been reviewed in accordance with the methodology set out in the consultation version of the SPD and the GP surgeries within the catchment area of this application, have been assessed by the ICB as currently having sufficient infrastructure capacity to absorb the population increase that this potential development would generate.

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, 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.
- 8.3** 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 it is noted by officers (but not given weight) that the scheme would also result in wider 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 these. 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

- 8.4** 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.
- 8.5** The proposed development would result in the delivery of a SANG and housing, which would include a policy compliant 35% affordable housing units, in a sustainable location. Together with the houses themselves the proposed development would also provide a SANG, which would be accessible to existing residents and a number of sustainable transport network links. Overall, substantial positive weight is afforded to the social benefits.

Environmental

- 8.6** 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.
- 8.7** 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 position of the development zones of the development and proposed areas landscaping, which would reduce the impact.
- 8.8** The proposed development would result in additional traffic on the existing highway network. However, it is considered that there is adequate capacity to accommodate the additional levels of traffic without having an impact on highway safety.
- 8.9** The proposed development would provide a SANG and the opportunity for significant biodiversity net gain on the site with the impacts on trees and hedgerows being appropriately mitigated.
- 8.10** Having regard to the potential for mitigation and the minor impacts associated with the additional traffic generation resulting from the development, together with the potential enhancements through biodiversity net gain identified the environmental impacts of the proposal are afforded minor positive weight.

Conclusion

- 8.11** The proposed development would provide housing within an area of land with existing residential development in a sustainable location.
- 8.12** The SANG would provide public open space for the local community and further afield. This space would also provide a designated area which would ensure against any further settlement coalescence and provide significant biodiversity net gain, which could be further enhanced within the housing element of the scheme.
- 8.13** Officers consider, on balance, that the proposed development would not have any unacceptable impact on the character of the area, 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, within a sustainable location.

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/Reasons

FULL ELEMENT (SANG):

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 SANG hereby permitted shall be set out in accordance with the principle of the details shown on the submitted plans, numbered below:

100 Rev. G
0275 613 A
0275 614 A
0275 616 A

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

3. No development shall take place 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.

4. Development shall not begin until details of the junction between the proposed car park access road and the highway have been approved in writing by the Local Planning Authority; and the SANG shall not be bought into use 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.

5. Prior to work commencing on the proposed access off Tuttons Hill details of the design, construction, surfacing and drainage of the access road and car park shall be submitted to and agreed in writing with the Local Planning Authority. The design shall include an additional passing bay, to provide a total number of two passing bays, along the access road.

Reason: In the interests of highway safety and to ensure that the impact on trees is minimised in accordance with policies DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

6. The SANG shall not be bought into use until sight lines have been provided in accordance with the visibility splays shown on drawing number 30 Rev P2. 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.

7. 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

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.

8. The development shall be undertaken in accordance with the recommendations set out within the Ecological Impact Assessment and the Preliminary Ecological Appraisal.

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) of the Island Plan Core Strategy.

9. The dog-proof post and wire fencing around the SANG shall be set a minimum of 5 metres off the northern boundary (along the back of the properties on Hilton Road) and the aperture at the base of the fence (at ground level) shall be 15cm x 15cm.

Reason: To ensure that the fencing on site does not interrupt the free movement of mammals, including hedgehogs in accordance with policy DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

10. No development shall take place until the results of a pre-commencement archaeological trial trench evaluation have been submitted. The evaluation will be carried out 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.

Reason: To ensure that an appropriate scheme can be implemented to mitigate the effect of the works associated with the development upon any heritage assets in accordance with Policy DM11 (Historic and Built Environment) of the Isle of Wight Council Island Plan Core Strategy

11. No development shall take place until:

a) the applicant or their agent has secured the implementation of an appropriate 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. OR

b) the County Archaeology and Historic Environment Service has agreed that no further archaeological mitigation is required.

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

12. Prior to the installation of any lighting details shall be submitted to and approved in writing with the Local Planning Authority.

Reason: To ensure that the proposed development would not have impact on protected species or the amenities of the area in accordance with Policy DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

13. Notwithstanding that shown on the submitted plans, details of the access arrangement onto Tuttons Hill to be submitted and approved in writing by the Local Planning Authority.

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

14. Prior to the installation of any of the sustainable transport route through the SANG details of the width route, material finish and construction shall be submitted to and agreed in writing with the Local Planning Authority. The agreed details shall be implemented prior to the SANG being brought into use.

OUTLINE ELEMENT:

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 zonal areas shown on the submitted plans, numbered 0275 601 B and 0275 602 B

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. Prior to the installation of any boundary treatments details of the positions, design, materials and type of boundary treatment to be erected shall be submitted to and approved in writing with the Local Planning Authority. 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. Prior to the construction of any unit above damp proof course details of the external materials shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall thereafter be implemented on site.

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.

6. No development shall take place 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.

7. No development shall take place until a scheme for the drainage and disposal of surface and foul water from the development hereby permitted has been submitted to and approved in writing by the Local Planning Authority. Foul drainage shall only discharge to the Sandown Waste Water Treatment Works (WWTW). 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

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 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

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.

10. 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 (Historic and Built Environment) of the Isle of Wight Council Island Plan Core Strategy.

11. No development shall take place until the results of a pre-commencement archaeological trial trench evaluation have been submitted. The evaluation will be carried out 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.

Reason: To ensure that an appropriate scheme can be implemented to mitigate the effect of the works associated with the development upon any heritage assets in accordance with Policy DM11 (Historic and Built Environment) of the Isle of Wight Council Island Plan Core Strategy

12. No development shall take place until:

a) the applicant or their agent has secured the implementation of an appropriate 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. OR

b) the County Archaeology and Historic Environment Service has agreed that no further archaeological mitigation is required.

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

13. Prior to the installation of any lighting details shall be submitted to and approved in writing with the Local Planning Authority.

Reason: To ensure that the proposed development would not have impact on protected species or the amenities of the area in accordance with Policy DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

14. Prior to the construction of any new roads details of the design, surfacing and construction shall be submitted to and approved in writing with the Local Planning Authority. The agreed details shall thereafter be implemented on site and shall be completed prior to the occupation of any units to which the road serves.

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

15. Prior to the access off Cordelia Gardens is bought into use details of the visibility splays about the access shall be submitted to and agreed in writing with the Local Planning Authority. The splays shall be available prior to the occupation of any unit and shall be kept free of obstructions thereafter.

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

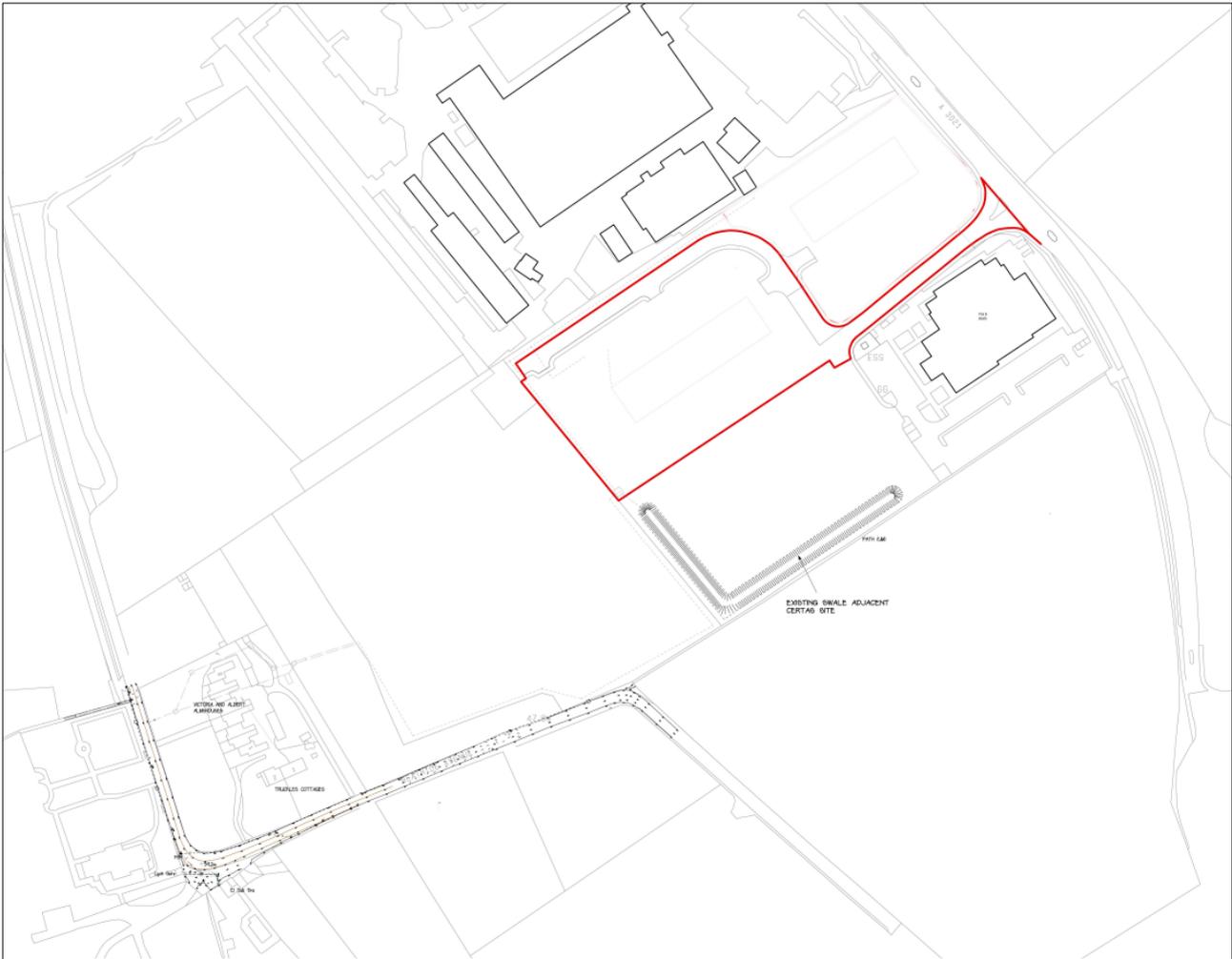
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Planning Committee Report

Report of	STRATEGIC MANAGER FOR PLANNING AND INFRASTRUCTURE DELIVERY
Date	5 MARCH 2024
Application Reference	<u>22/02293/OUT</u>
Application type	Full
Application Description	Outline for B8 distribution building
Site address	Whippingham Technology Park, Whippingham Road, East Cowes, Isle of Wight
Parish	Whippingham
Ward Councillor	CLlr Matthew Price
Applicant	Chartwood Holdings Pension Scheme
Planning Officer	Mr Stuart Van-Cuylenburg

Reason for Planning Committee consideration	The application involves council owned land.
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Recommendation	Conditional permission.
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	<u>Main considerations</u>
	<ul style="list-style-type: none"> • Principle of the development • Highways considerations • Impact on the character of the surrounding area, including trees and the setting of heritage assets • Impact on neighbouring properties • Other matters

1. Recommendation

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

- Compliance with submitted plans
- Reserved matters approval
- Tree protection
- Construction Management Plan
- Drainage
- Provision of access, junction visibility, and on-site parking
- Site Noise Management Plan
- External lighting

- B8 use restriction
- Outside storage

2. Location and Site Characteristics

- 2.1** The application site relates to part of a larger area of land to the southwest of the A3021 (Whippingham Road) and to the southeast of GKN's Osborne site, that was granted outline planning permission in March 2011 for B1/B2/B8 employment use now known as Whippingham Technology Park (WTP). The south-eastern corner of the wider WTP site is now occupied by the IW College's Centre of Excellence for Composites, Advanced Manufacturing and Marine (CECMM) site, and the southwestern corner is now operating as a fuel depot. The northern areas of the WTP site where the application site is located remain undeveloped, save for being serviced plots with vehicular and pedestrian access already provided to them via the WTP junction from Whippingham Road.
- 2.2** To the immediate southwest and southeast of the WTP site are open field parcels bounded by trees and hedgerows, with both eastern boundaries of these fields being quite open and bounded by post and chainlink fencing. Further afield on the eastern side of Whippingham Road are two small enclaves of housing located off Alverstone Road and Campfield Road. The locally listed Priory School and the Grade II listed Whippingham Rectory, Victoria and Albert Cottages, and Padmore House, as well as the Grade I listed St Mildred's Church, are located off Beatrice Avenue around 200-300 metres to the south and west of the WTP site.
- 2.3** The field to the immediate southwest (rear) of the WTP site has recently been granted permission for a ground mounted solar photovoltaic (pv) system for GKN.
- 2.4** The northern plot (currently undeveloped), and part of the plot now subject of this application has recently been approved for B8 use, with part of the site to provide space for associated drainage infrastructure – see 22/02284/FUL.
- 2.5** The application site is currently an open and fairly level area of undeveloped predominantly grassland, with little other vegetation, save for some areas of scrub and boundary vegetation (including some trees) predominantly along and near to the southwest (rear) site boundary. Existing chain link fencing also defines the rear boundary with GKN land.
- 2.6** The wider WTP site boundary with GKN Osborne Works site to the north is secured by approximately 2-2.5 metres high open mesh style security fencing. There is also an existing row of high amenity trees offsite within the GKN site to the north close to the shared boundary with WTP.

3. Details of Application

- 3.1** The application seeks permission to develop the northwestern corner plot of the technology park site to provide a distribution building (planning use class B8). The application is made for outline planning permission with only the principle of development and means of access to be considered at this stage. Matters relating to the scale and appearance of the building, layout and landscaping of

the site have been reserved by the applicant for later approval (hereinafter referred to as “the reserved matters”). Whilst the submitted application form indicates approval is being sought for the scale of the building now, it has subsequently been agreed with the applicant to reserve this matter for later approval to afford sufficient design flexibility at the reserved matters stage.

- 3.2** The building and its curtilage would be accessed via the existing WTP access road and its junction with the A3021 (Whippingham Road), with this existing access being included with the application red lined site area.
- 3.3** Illustrative plans have been provided and these are to be treated as indicative only, save for the means of access shown. The submitted illustrative plans for the proposed building are very similar to those approved for the northern plot approved earlier this year – see 22/02284/FUL. The plans show a rectangular building 8 metres high, 61 metres long and 21 metres wide, positioned centrally within the plot. The remainder of the space would be laid out and landscaped to provide on-site parking and circulation space, on-site drainage – with additional swales shown to be provided, as well as some perimeter planting.
- 3.4** In terms of its design and appearance, the building indicated would have a low-pitched (grey coloured) roof hidden behind extended parapet walls, with the walls to be clad horizontally with composite panels. A series of roller shutter doors would extend across the northern and southern elevations, with the west entrance predominantly glazed. Windows and external doors are shown to be powder coated aluminium with blue frames and external colour. At first floor level on the west elevation, blue opaque panels, and a series of louvres are also shown.
- 3.5** As mentioned above, where the submitted plans show details relating to the reserved matters, they are to be treated for illustrative purposes only.

4. Relevant History

Whippingham Technology Park

- 4.1** 22/02284/FUL: Proposed B8 distribution building and associated parking, landscaping and drainage: Granted 01/02/24.
- 4.2** 21/00279/FUL: Proposed fuel depot, including office building, cabinet and switch room, installation of fuel tanks and tank bund, external lighting columns, fencing and parking: Granted 24/06/21.
- 4.3** P/01310/16: Approval of reserved matters on P/01060/10 for appearance, layout, and scale: Granted 19/07/17.
- 4.4** P/00353/15: Proposed building to provide Centre of Excellence for composites, manufacture, and marine technology; associated parking and landscaping: Granted 25/06/15.
- 4.5** P/01128/13: Alterations to approved access road: Granted 20/12/13.
- 4.6** P/01060/10: Outline for construction of 16,861m² of Class B1/B2/B8

employment floorspace; Full permission for new junction off Whippingham Road and estate access road: Granted 09/03/11.

Land to South of GKN and West of Whippingham Technology Park, off Beatrice Avenue

- 4.7 23/00630/FUL: Proposed ground mount photovoltaic system and ancillary infrastructure including security fence, access track and electric substation: Granted 19/10/23.

5. **Development Plan Policy**

National Planning Policy

- 5.1 The National Planning Policy Framework (NPPF). At the heart of the NPPF is a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- i. The application of policies in the NPPF that protect areas or assets of particular importance provide a clear reason for refusing the development proposed; or
- ii. Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against policies in the NPPF taken as a whole.

- 5.2 The following sections of the NPPF are considered to be directly relevant to this planning application:

Section 2 – Achieving sustainable development

Section 6 – Building a strong, competitive economy

Section 8 – Promoting healthy and safe communities

Section 9 – Promoting sustainable transport

Section 12 – Achieving well-designed and beautiful places

Section 14 – Meeting the challenge of climate change, flooding and coastal change

Section 15 – Conserving and enhancing the natural environment

Local Planning Policy

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

- SP1 – Spatial Strategy
- SP3 – Economy
- SP5 – Environment
- SP7 – Travel
- SP9 – Minerals

- DM2 – Design Quality for New Development
- DM8 – Economic Development
- DM11 – Historic and Built Environment
- DM12 – Landscape, Seascape, Biodiversity and Geodiversity
- DM14 – Flood Risk
- DM17 – Sustainable Travel
- DM20 – Minerals

Neighbourhood Planning Policy

5.4 None relevant to this area.

Relevant Supplementary Planning Documents (SPDs) and other planning guidance

5.5 The Guidelines for Parking Provision as Part of New Developments Supplementary Planning Document.

5.6 The Guidelines for Recycling and Refuse Storage in New Developments Supplementary Planning Document.

5.7 The East Cowes and Whippingham Local Cycling and Walking Infrastructure Plan.

6. Consultee and Third Party Comments

Internal Consultees

6.1 The Council's Senior Environmental Health Practitioner has advised that their only concerns relate to light and noise. They have confirmed that provided the same conditions that were placed on planning permission 22/02284/FUL are included should this application be granted consent these concerns would be mitigated.

6.2 Hampshire & IW Fire & Rescue Service has advised that access and facilities for firefighting should be Building Regulations compliant. Further advice has been provided in respect of:

- Access for high-reach appliances
- Water supplies
- Fire protection
- Testing of fire safety alarms
- Firefighting and the environment

6.3 Island Roads' Highway Engineer, commenting on behalf of the Local Highway Authority originally objected, requesting that a transport assessment was submitted. Following the receipt of additional information, the Engineer has confirmed no objection. They have recommended a condition to ensure boundary treatments would not obstruct access visibility.

6.4 The Planning Ecology Officer has advised that they have no objection to the granting of outline permission, as any ecological considerations could be addressed through approval of the reserved matters. They have advised that the site is adjacent to the GKN site that was subject to planning application 23/00630/FUL, which was found to support a range of protected species. They have recommended a Preliminary Ecological Assessment (PEA) is submitted at the reserved matters stage to support the proposal, as whilst the site would appear to have low ecological value, it is directly connected terrestrially and arboreally to it. The PEA should assess the site for its ecological value and offer suitable mitigation and enhancement measures to reduce the impact of the proposal on species and habitats.

6.5 The Planning Tree Officer has advised that the impact to high amenity trees could be limited to an acceptable level as long as trees around the perimeter of the site are given due consideration at the design stage. A condition has been recommended for an Arboricultural Method Statement to be agreed to ensure this.

External Consultees

6.6 Southern Water has advised on the approximate position of existing combined rising main and water distribution main within the site and protection of these public assets, as well as the possibility of public sewers crossing the application site. It has been advised that a formal application to Southern Water would need to be made by the applicant/developer to connect to the public sewer. Further advice has also been provided in respect of Sustainable Drainage Systems (SuDS) and that the Council's technical staff/Building Control officers should be asked to comment on the adequacy of proposals to dispose of surface water.

Parish/Town Council Comments

6.7 Whippingham Parish Council supports the application. It has also commented it supports Island Roads' request for a traffic impact assessment and has requested that a turn left sign is put at the exist of the site, and all traffic leaving the site has to turn left and go round the roundabout before heading out of Whippingham.

Third Party Representations

6.8 None received.

7. Evaluation

Principle of the development

7.1 The application site is located outside of a defined settlement boundary. However, it forms part of a wider industrial estate, which was granted outline consent and partly commenced. The principle has therefore been accepted, and at present the wider site is currently unfinished.

7.2 The proposal would see the northwestern part of the WTP site developed for a B8 (distribution centre) use, which would reflect the mix of employment (B class)

uses approved for WTP through the earlier outline permission, as well as complement the approved B8 use of the northern plot approved recently. The supporting planning statement states that it would support the creation of 200 jobs across the Island to service the logistics industry.

- 7.3** Given the site has previously been allocated and granted permission for a B class (employment) use, it is considered that the development proposed can be supported, in principle, in accordance with the economic growth and job creation aims of policies SP3 and DM8 of the Core Strategy.
- 7.4** Officers consider substantial positive weight can be afforded to the economic benefits of the proposal in the planning balance.

Highways considerations

- 7.5** The site would be accessed via the existing WTP junction with Whippingham Road with an access already in place to serve the application site. The existing junctions and service road were designed to facilitate the envisaged mixed employment (B1/B2/B8) use of the WTP site. More recently to facilitate the fuel depot use, double yellow lines have been introduced within the WTP service road to accommodate fuel tankers and larger articulated vehicles.
- 7.6** Island Roads' Highway Engineer (on behalf of the Local Highway Authority) has assessed the proposed access and on-site layout and has not raised highway safety concerns with this, noting that the layout proposed is illustrative and subject to later approval. They have advised it would be prudent to impose a boundary treatment condition to protect access visibility and prevent its obstruction by future vegetation. Furthermore, in terms of on-site parking, the Highway Engineer has commented that the parking bays indicated would be compliant in terms of size, and that the 40 spaces shown would exceed the 28 spaces minimum required by the Council's parking guidelines SPD. However, having regard to the nature of the proposed use neither the engineer or officers have objection to this overprovision, or see the need for a parking provision assessment to be submitted. Planning conditions have been recommended to secure visibility splays for the existing three access points for this plot, as well as to agree the on-site parking layout within the plot to secure at least the minimum number (28) of parking bays required.
- 7.7** In respect of traffic generation, the applicant has provided a Transport Technical Note TN02 which evidences that the potential transport impacts of the proposed development are well within the range of those previously estimated for the development approved for the site in 2010, accounting for traffic generated by the existing (constructed) uses (CECamm and fuel depot) and the recently approved B8 for the northern plot. Furthermore, a recent 2023 traffic survey found that flows generated by the existing (constructed) uses and those along Whippingham Road were less than those predicted for 2020 by the earlier 2010 transport assessment. Having considered the information provided by the applicant, Island Roads' Highway Engineer has raised no concerns with the traffic/capacity impact of the proposal.
- 7.8** Whippingham Parish Council has requested left hand turn only signage be displayed at the WTP junction with Whippingham Road. This junction has been

designed so that all traffic must turn left out of the site. There is already an existing road sign and marking directing all traffic to turn left out of the site at this junction.

7.9 Conditions have been recommended to secure access visibility and parking and turning space within the site. Subject to these conditions, in terms of the highway network and highway safety, officers consider the proposal would be acceptable.

7.10 Officers consider neutral weight should be afforded this matter in the planning balance.

Impact on the character of the surrounding area, including trees and the setting of heritage assets

7.11 The development proposed would have a functional appearance reflective of the employment use proposed, but this would be little different to the appearance of development previously accepted for other parts of WTP, including the CECAMM site, fuel depot and northern plot. The existing CECAMM and fuel depot sites within WTP also have extensive hard surfaced parking areas, with soft landscaping limited to these plots' external perimeters.

7.12 The previous outline approval envisaged 12-metre-high industrial buildings across the WTP site and the existing CECAMM building is approximately 10m in height. The size, scale and massing of the building illustrated would be comfortably accommodated within this plot and would be of the same height and appearance to the B8 building approved recently for the northern plot, as well as fall within the scale parameters previously considered acceptable for the WTP site. The final position, scale, design and appearance of the proposed building, including exterior materials, would be agreed later at the reserved matters stage, when it can be ensured the building would complement surrounding buildings.

7.13 The illustrative plans submitted show a predominantly hard landscaped development, with little room for soft landscaping. Furthermore, the indicative layout shows on-site parking extending hard up to the rear site boundary, leaving no space to maintain a landscaped buffer along the western WTP site boundary. As layout and landscaping of the development, as well as scale of the building, have been reserved for later approval, this would afford scope for changes to the development layout, landscaping and building size and design to be made at the reserved matters stage so that sufficient room would be allowed for around the plot perimeter to accommodate native boundary hedge and tree planting to alleviate the otherwise hard urban appearance, visually soften the development and provide for an attractive setting, as well as enhance on-site biodiversity and ensure habitat connectivity along the western edge of the WTP site would be maintained and enhanced.

7.14 The proposal would not directly impact upon existing high amenity trees, though there is potential for impact to those within the adjacent GKN site near the shared north WTP boundary during the development process. Provided the condition recommended by the Council's Planning Tree Officer is imposed, it is considered high amenity trees would be adequately protected during development.

- 7.15** Whilst no details of any exterior lighting have been submitted with the application, given the nature of the proposed use it is likely some external lighting would be required to serve the development and to provide for a safe and secure environment. Both the CECAMM and fuel depot uses have external lighting within and around these plots. Site perimeter soft landscaping would help to partially reduce effects of external lighting within the site and given proximity to the highway and other facilities, external lighting is not an unusual feature of the area. Therefore, it is recommended a condition is imposed to agree an external lighting scheme for the site to ensure any lighting proposed would be appropriate, would minimise light spillage beyond the site and skyward, and protect the amenity and appearance of the surrounding area.
- 7.16** In terms of potential impacts on the setting of heritage assets to the south and west of the site, in particular the listed buildings within Whippingham Conservation Area, it is considered that due to the secluded sylvan setting of these assets, which in the vicinity of the site are principally experienced from Beatrice Avenue, as well as separation distances of these assets from the site (approximately 290 metres), and taking into consideration the already accepted development of this site for industrial/business uses, the proposal would not adversely impact on the settings of these heritage assets.
- 7.17** Although the tower and spire of St Mildred's Church is visible from across the application site, this feature is already partially obscured by existing tree planting along the southwestern WTP site boundary, and views of this building from the site are likely to further diminish as this tree planting matures. As discussed above, additional soft landscaping around the site perimeter, particularly along the southwestern site boundary, would further reduce any visual impact of the development on the surrounding landscape and provide an additional visual buffer between the development and heritage assets further afield to the south and west.
- 7.18** The grade II listed Padmore House is located approximately just over 220 metres from WTP. Whilst there may be glimpses toward the WTP site from this listed building, these views would be at distance, out over Beatrice Avenue and intervening fields and would be tempered by the existing fuel depot and CECAMM buildings. Therefore, the immediate environs of this listed building and its wider predominantly rural/agricultural setting would not be harmed by the proposed development. Again, new planting undertaken within the WTP as part of the approved fuel depot development, and additional planting secured as part of the proposed development through the recommended condition would further reduce any impact on the setting of this heritage asset.
- 7.19** With regard the Osborne Registered Park and Garden to the north and east, this is segregated from the WTP site by Whippingham Road. Therefore, given this separation, that there is a significant tree screen on the opposite side of Whippingham Road to the application site, and having regard to the previous approval for a B8 building on the northern plot opposite, and scale and industrial character of adjacent sites, it is considered that the proposal would not adversely impact the setting of the Osborne Registered Historic Park and Garden.

- 7.20** It is considered by officers that the proposal would have a positive effect on the character of the area by bringing this currently vacant and dormant serviced plot into active use in a manner consistent with adjacent uses and as originally envisaged through the grant of the earlier outline planning permission. This would also have a positive impact on the vibrancy of the local area.
- 7.21** Having regard to the above, it is concluded that, subject to the recommended conditions with respect to approval of the reserved matters, tree protection and to agree an external lighting scheme, the proposal would complement the character and appearance of the wider WTP site and the surrounding area, and would not adversely impact on the settings of the Whippingham Conservation Area or listed buildings within it, Padmore House and its setting or the Osborne Registered Park and Garden, which would be preserved, in accordance with the aims of policies DM2 and DM11 of the CS and the NPPF and the requirements of sections 66(1) and 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended).
- 7.22** Whilst the overall effect on heritage assets and setting of heritage assets would be neutral, given the current condition of the site, officers consider there would be benefits associated with bringing this site into active use, as well as securing enhanced landscaping of the site perimeter which would improve site appearance and security, and therefore moderate positive weight can be afforded to this matter in the planning balance.

Impact on neighbouring properties

- 7.23** The proposal would be unlikely to have any greater impact on neighbouring properties and residential amenity within the wider area than the development originally approved by the 2011 outline planning permission, P/01060/10.
- 7.24** No hours of operation have been provided by the applicant. Whilst the potential for noise disturbance and adverse noise impacts on neighbouring amenity are not likely to be significant given the distance of neighbouring residential properties from the plot (within about 100-200 metres off Whippingham Road, 300 metres off Beatrice Avenue), noise from the main road, and proximity of other commercial/industrial uses, including the existing fuel depot, it is considered that with the implementation of a Site Noise Management Plan (SNMP), the proposed use would not be likely to have any serious adverse impacts on neighbouring properties/uses in terms of noise. The SNMP can be secured by planning condition.
- 7.25** There is also the potential for any external lighting to adversely impact neighbouring amenity if not appropriately designed, particularly as some residential properties in the surrounding area would have line of sight of the application/WTP site. The condition recommended for an external lighting scheme to be agreed would ensure any external lighting within the site would be designed to be angled into the site, and where necessary shielded, to minimise light pollution and spillage beyond the site.
- 7.26** The Council's Senior Environmental Health Practitioner has commented that with the aforementioned conditions for a SNMP and external lighting scheme to be agreed, they have no concerns.

- 7.27** Subject to the recommended conditions discussed above, it is concluded that the proposal would mitigate for potential adverse impacts on neighbouring amenity in accordance with the aims of policy DM2 of the Core Strategy and the NPPF, which require proposals to have regard to neighbouring property constraints and to maintain a high level of amenity for all existing and future occupiers of land and buildings.

Other matters

Drainage and flood risk

- 7.28** No drainage plan or report has been provided with this outline planning application. The submitted application form states that foul drainage would be via the mains sewer and that surface water would be disposed of via sustainable drainage systems (SuDS). There are existing foul and surface water drainage systems within the existing WTP site, with existing foul drainage connected to the public sewer in Whippingham Road. Connection of the foul drainage to the existing public foul sewer would be a matter for Southern Water and the developer.
- 7.29** The site is located within Flood Zone 1 and therefore is at lower risk of flooding. However, policy DM14 of the Core Strategy does require new development to reduce local flood risk, ensure runoff from the site post development would not exceed the existing greenfield runoff rate, and protect water quality. Surface water within the WTP site is currently managed via a system of on-site and off-site SuDS, which would attenuate flows so that the runoff from the site would not exceed the pre-development greenfield run-off rate. The submitted plans indicate that the existing network of swales that assist with the management and attenuation of surface water runoff from the WTP site would be expanded on within the application site. A planning condition has been recommended to agree the final surface water drainage scheme to serve the development to ensure that the aims of policy DM14, to reduce local flood risk and protect water quality would be met.
- 7.30** Because the proposal would provide for an on-site surface water drainage system that would provide for a level of on-site attenuation that currently does not exist at the site, limiting the runoff rate to the present day greenfield runoff rate, taking into account climate change over the design life of the proposed development, officers consider due to this 'future proofing', minimal positive weight can be afforded to this matter in the planning balance.

Ecology and biodiversity

- 7.31** The 2010 outline planning application for the WTP site was supported by an Ecological Assessment which considered potential impacts to habitats and protected species, including bats, dormice and red squirrels, reptiles, and nesting birds. Protection of trees, replacement of the western boundary hedgerow, enhancement of species-poor hedgerow and reinforcement of gaps within the northern boundary tree line, as well as limiting and careful design of artificial lighting and timing of works, all comprised a series of mitigation measures recommended to ensure impacts to protected species would be avoided/mitigated.

- 7.32** The application site currently appears to be of limited ecological value. However, there are some areas of vegetation, scrub and trees along the western boundary with the adjoining GKN land, with this neighbouring land found to support a range of wildlife/protected species following assessment to support planning application 23/00630/FUL. Given this and the time lapse between the granting of the outline permission for the WTP site in 2011 and the current application, officers consider an updated ecological assessment is required to inform avoidance, mitigation and enhancement measures.
- 7.33** Given the application relates to a vacant serviced plot within an existing approved employment site, and that matters relating to layout and landscaping are reserved for later approval, it is considered that it would be practicable for an updated assessment to be carried out and submitted in advance of, or simultaneously with, an application for approval of the reserved matters (which could be submitted up to three years from when any outline permission is granted) to inform the final layout and landscaping of the development and that, where necessary, avoidance measures to be implemented are established prior to development taking place. A condition has been recommended to secure this further assessment and ecological mitigation and enhancement measures prior to commencement of development.
- 7.34** The proposal is likely to see the site extensively covered by the proposed building and hardstanding, as illustrated on submitted plans. However, there would be opportunity for new planting and reinforcement/supplemental planting around the site perimeter. Approval of development layout and landscaping at the reserved matters stage would afford the opportunity to facilitate this through the final development design and layout. High amenity trees within the GKN site would be protected as discussed above.
- 7.35** Whilst the national requirement for biodiversity net gain (BNG) of a minimum of 10% for major development was introduced on 12 February 2024, this application was submitted before this date so isn't required to provide BNG.
- 7.36** Having regard to the development approved for this site previously, with recommended conditions, it is concluded the proposal would provide the opportunity to enhance site biodiversity and that the proposal would not result in significant harm to ecology and biodiversity in accordance with paragraph 186 of the NPPF, and the aims of policies DM2 and DM12 of the Core Strategy.
- 7.37** Officers afford minimal positive weight to this matter in the planning balance.

Minerals safeguarding

- 7.38** The site is located within a Minerals Safeguarding Area (MSA). Whilst the proposed development would not be compatible with minerals safeguarding, it would only affect a small area of the overall MSA and would have no greater impact on the MSA than the development previously approved for the site, and therefore would not be a reason to withhold consent.
- 7.39** Officers afford this matter neutral weight in the planning balance having regard to past planning decisions for this site.

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, 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.
- 8.3** The proposal would benefit the Island's economy through construction employment, progression of the delivery of the remainder of Whippingham Technology Park, support for the Island's logistics industry and through job creation and potential economic multiplier effects. It would provide premises for expansion of existing Island business(es) and/or inward investment.
- 8.4** Substantial positive weight is afforded the economic benefits of the proposal.

Social

- 8.5** 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.
- 8.6** The proposal would support job creation locally and economic growth which is intrinsically linked to the health, wellbeing, and prosperity of the Island community. It would also support an industry that helps keep people connected and supplied, again benefitting health and wellbeing. Measures would be taken through the design and landscaping of the development to provide for a safe and secure site and built environment which would benefit the wider WTP site and adjacent businesses already operating nearby.
- 8.7** Substantial positive weight is afforded to the social benefits.

Environmental

- 8.8** 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.

- 8.9 Environmentally, the development would be designed and landscaped to complement the character of the area, protect high amenity trees, preserve the setting of heritage assets, reduce local flood risk, protect water quality, and enhance biodiversity. It would not negatively impact the highway network. There would be some minor conflict with minerals safeguarding, however this impact has been accepted previously through earlier planning decisions. Potential for impact to neighbouring amenity can be mitigated as identified within the report and through implementation of the recommended planning conditions.
- 8.10 Overall, it is considered, on balance, moderate positive weight can be afforded to the environmental benefits of the proposal.

Conclusion

- 8.11 Having regard to the above, it is considered that overall, the economic, social, and environmental benefits of the proposal considerably outweigh any minor negative impacts identified within this report and therefore it is recommended planning should be granted, subject to the recommended conditions.

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 application was considered acceptable, and no further discussions were required.

10. **Conditions**

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 siting, size, design and external appearance of the building(s), and the layout and landscaping of the site (hereinafter called "the reserved matters") shall be obtained from the Local Planning Authority in writing before any development is commenced.

Reason: This is a pre-commencement condition in order to secure a satisfactory development and be in accordance with policy SP1 (Spatial Strategy) and DM2 (Design Quality for New Development) of the Island Plan Core Strategy.

3. Insofar as submitted details relate to the means of access, the development hereby permitted shall only be carried out in accordance with the details shown on the submitted plans, numbered: L2 Revision A and P2 Revision B.

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 development shall take place until an Arboreal Method Statement detailing how the potential impact to trees would be minimised during construction works, to include details of protective tree fencing to be installed for the duration of construction works, has been submitted to and approved in writing by the local planning authority. The agreed method statement shall 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 would be adequately protected from damage to health and stability throughout the construction period in the interests of the amenity and to comply with policies DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

5. Prior to commencement of development, an ecological assessment shall be submitted to and approved in writing by the Local Planning Authority. The submitted assessment shall identify any impacts of the development on protected species and habitats, as well as measures to avoid and mitigate for any impacts of development, as well as measures to enhance site biodiversity. Development shall be carried out in accordance with the agreed ecological assessment and any recommendations and measures contained therein.

Reason: To ensure ecology and biodiversity would be protected, conserved and enhanced 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 National Planning Policy Framework.

6. The development hereby permitted shall not be brought into use until details of hard and soft landscaping works and an implementation programme for those works have been submitted to and approved in writing by the Local Planning Authority. Submitted details shall include finished levels, hard surfacing materials, means of enclosure and boundary treatments, existing trees and planting to be retained, and new planting (to include a schedule of plants noting species, size, number/density of any new trees/plants, and planting

methodology). The agreed landscaping works shall be carried out and completed in accordance with the approved details and implementation timetable. Any trees or plants that die, are removed, or become seriously damaged or diseased within 5 years of planting or completion of the development, whichever is the later, shall be replaced in the following planting season with specimens of a like size or species.

Reason: To ensure the site would be appropriately landscaped in the interests of the amenities of neighbouring property occupiers and the surrounding area, to provide for a safe and secure environment, and to ensure biodiversity would be promoted and enhanced 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 National Planning Policy Framework.

7. The use hereby permitted shall not begin until space has been laid out within the site in accordance with details that have been submitted to and approved in writing by the Local Planning Authority, for a minimum of 28 cars to be parked and for vehicles to turn so that they may enter and leave the site in forward gear. This space shall not thereafter be used for any purpose other than for the parking, circulation and turning of vehicles as shown on the approved plans.

Reason: In the interests of highway safety and to comply with policies DM2 (Design Quality for New Development) and DM17 (Sustainable Travel) of the Island Plan Core Strategy.

9. No part of any solid boundary wall or fence erected on the site roadside frontage, nor any hedge planted to mark the roadside boundary or alongside such boundary, wall or fence, shall at any time be permitted to be more than 600mm above the level of the adjacent carriageway and resultant visibility splays shall be kept free of obstruction.

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

10. The development hereby permitted shall not be brought into use until a Site Noise Management Plan (SNMP) has been submitted to and approved in writing by the Local Planning Authority. The submitted plan shall include (but not be limited to):

- Reversing alarm use
- Engine idling
- Open air working
- Delivery vehicle route into the site
- Loading/unloading of vehicles, particularly at night-time
- Opening/closing of delivery bay doors
- Site contact information
- Mechanisms for monitoring, review, and update of the plan

The agreed SNMP shall be implemented and adhered to thereafter.

Reason: To protect the amenities of the area and neighbouring property occupiers, and to prevent annoyance and disturbance, in particular sleep disturbance, from noise emissions from the premises and to comply with the aims of policy DM2 (Design Quality for New Development) and the National Planning Policy Framework.

11. Prior to the development hereby permitted being brought into use, external lighting shall be installed within the site in accordance with a scheme that have been submitted to and approved in writing by the Local Planning Authority. The submitted scheme shall detail the position, type, size, height, orientation and lighting level and temperature of any lighting units, any measures to minimise light spillage, and hours of operation/duration of any external lighting and how this would be controlled. No external lighting shall be installed or operated within the site except in accordance with the agreed scheme.

Reason: In the interests of the visual amenities of the site and surrounding area, to protect the amenity of neighbouring property occupiers and to comply with the aims of policies DM2 (Design Quality for New Development) and DM12 (Landscape, Seascape, Biodiversity and Geodiversity) of the Island Plan Core Strategy.

12. The building hereby permitted shall not be used at any time other than for a purpose falling within class B8 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended).

Reason: To enable the Local Planning Authority to reassess any proposal for an alternative use of these units to ensure that any subsequent use is appropriate, to protect the amenity of the area and the amenities of neighbouring buildings and land in accordance with the aims of policies SP3 (Economy), DM2 (Design Quality for New Development) and DM8 (Economic Development) of the Island Plan Core Strategy.

13. No equipment, raw materials, finished or unfinished products or parts, crates, packing materials, derelict vehicles, vehicle bodies or waste materials shall be stacked or stored within the site outside of the building hereby permitted.

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

11. **Informatives**

1. The applicant/developer is advised that any vegetation clearance at the site should be undertaken outside of the birding nesting season (01 March to 31 August inclusive). If any vegetation clearance is to take place during the bird nesting season, or protected species are discovered within the site, the applicant/developer is advised to seek further advice from a suitably qualified ecologist before carrying out or continuing with any works.