

Reference Number: 19/01544/OUT

Description of application: Demolition of workshops and yard; outline for proposed residential development and the means of access.

Site Address: Land to the rear of 162 to 182 Gunville Road, Carisbrooke, Isle of Wight

Applicant: Gallantgreen

This application is recommended for: Conditional permission, subject to a legal agreement

REASON FOR COMMITTEE CONSIDERATION

The application is considered to raise marginal and difficult policy issues and therefore in accordance with the Council's Constitution has been referred to the Planning Committee for consideration.

MAIN CONSIDERATIONS

- Principle
- Impact on the character of the area
- Impact on neighbouring properties
- Archaeology
- Ecology and trees
- Highway considerations
- Drainage and flood risk

1. Location and Site Characteristics

- 1.1** The application site is an area totalling 3.34 hectares located to the rear of properties fronting the eastern side of Gunville Road.
- 1.2** The site consists of 0.19 ha of Previously Developed Land (PDL) (otherwise known as brownfield) and 3.15 ha of Non-Previously Developed Land (otherwise known as greenfield). The PDL element of the site includes a workshop and external yard, located on part of the boundary of the site. It is currently accessed by a track between No. 146 and No. 152 Gunville Road. The remaining part of the site is an open field and spans to the east and north of the PDL.
- 1.3** The area surrounding the site is a mix of residential, commercial and educational land. The land to the east is part of Carisbrooke College (the former Carisbrooke High School) specifically playing fields, properties fronting Gunville Road are situated to the west and land to the south and north is undeveloped fields.

- 1.4 The site is reasonably level in topography. The adjacent land to the south rises to the south, while the adjacent land to the north falls to the north. The boundaries of the site are delineated by hedgerow and trees.
- 1.5 The scale and form of existing residential development is predominately two storeys. The appearance of these dwellings varies but is generally traditional in design terms, with long gardens. The land to the far south is commercial, including Home Bargains and Parlex, these latter two being large more industrial scale buildings.

2 Details of Application

- 2.1 The application seeks outline residential consent on the land served off Gunville Road, Gunville, Newport, with all matters reserved but access.
- 2.2 The proposed access would be created off Gunville Road between properties 162 and 156 Gunville Road.
- 2.3 As this is an outline application no details have been provided in respect of design or layout, but wireline sections have been submitted to show how an appropriate scale would be achieved and regulating plans indicating those areas of the site which would be set aside for ecology, open space and development.
- 2.4 The supporting information, specifically the transport assessment and application forms have indicated 117 and 115 units respectively, but this is not the specific number being applied for but would represent a maximum.

3 Relevant History

- 3.1 None relevant to this application.

4 Development Plan Policy

National Planning Policy

- 4.1 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.

4.2 The following sections of the NPPF are 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

4.3 The Island Plan Core Strategy defines the application site as being partly within and immediately adjacent to the settlement boundary. The following policies are relevant to this application:

- SP1 Spatial Strategy
- SP2 Housing
- SP5 Environment
- SP7 Travel
- DM2 Design Quality for New Development
- DM3 Balanced Mix of Housing
- DM4 Locally Affordable Housing
- DM11 Historic and Built Environment
- DM12 Landscape, Seascape, Biodiversity and Geodiversity
- DM13 Green Infrastructure
- DM14 Flood Risk
- DM17 Sustainable Travel
- DM22 Developer Contributions

4.4 Affordable Housing Contributions (SPD) (2017)

4.5 Bird Aware Solent Recreation Mitigation Strategy (2018)

4.6 Guidelines for Parking Provision as Part of New Developments (SPD) (2017)

4.7 Guidelines for Recycling and Refuse Storage in New Developments (SPD) (2017)

5 Consultee and Third Party Comments

Internal Consultees

5.1 The Council's Ecology Officer has recommended the proposed mitigation measures are secured in full if planning permission is granted.

5.2 The Council's Tree Officer has confirmed that the site could be developed with limited impact on trees, but any detailed application would need to be supported by a more detailed tree report to ensure that the final layout does not impact on trees. It is also recommended that an appropriate condition is included to ensure that landscaping of the site complements the wider environment.

- 5.3** The Council's Archaeology Officer originally commented requesting that additional survey works were undertaken. Following the submission of additional information further comments have been received confirming that there are unlikely to be any features of archaeological interest on site and therefore no objections are raised in respect of the proposed development.
- 5.4** The Council's Environmental Health Officer has recommended conditions in respect of a contamination report, should permission be granted.
- 5.5** The Council's Rights of Way Manager has commented that in addition to securing funds by way of a s106 agreement towards the Gunville to West Wight cycle track, it is considered important that any development at this site provides for shared use paths which could connect to adjacent IWC/School land to the east. Consideration has been given in the past to creating a route inside the northern boundary of the playing fields to link to public right of way N54 which would provide further sustainable transport options.

External Consultees

- 5.6** Southern Water have identified the presence of a water main within the development site, highlighting the need to determine its exact position prior to the layout being finalised. They request a condition to agree measures to protect the public water supply main. They further advise that a formal application for connection to the public foul sewer would need to be made by the applicant to Southern Water and therefore request an informative in this regard.

Parish/Town Council Comments

- 5.7** Newport and Carisbrooke Community Council have objected to the proposal on the grounds of an over dense proposal. The Council raised objection to the proposed access when taking into consideration existing applications in the area onto a road which already has issues.

Third Party Representations

- 5.8** 14 third party letters of objections have been received, the content of which can be summarised as follows:
- Increase in traffic using Gunville Road.
 - No proposal for a pedestrian crossing.
 - Would result in too many new dwellings in Gunville, when combined with other applications/developments.
 - Pollution.
 - Noise from cars.
 - Pedestrian safety.
 - Doctors, schools, clinic and shops should be included, if looking to build a new town.
 - Inadequate road infrastructure.
 - Inadequate sewerage capacity.

- Insufficient information on surface water.
- Increase capacity to local schools would be required.
- Insufficient capacity at doctors/hospital etc.
- Traffic assessment does not account for increases in traffic associated with Home Bargains, as it is too old. The traffic assessment is therefore out of date.
- Impact on tourism from loss of green fields.
- Impact on privacy and tranquillity.
- Urban sprawl.
- Light pollution / dark skies.
- No sequential test.
- Overdevelopment, without sufficient increased infrastructure.
- Application does not consider the applications in Arthur Moody Drive.
- Not clear the amount of housing proposed.
- Removal of visible green space in the village / loss of open space.
- No continuous pavement to local schools, schools or Newport / lack of footways
- Currently no cycle track
- Current pinch-point increases speeds rather than acting as traffic calming. Some form of traffic calming is therefore required.
- Charity shop and church would lose their parking.
- Air pollution.
- Increase in crime rates.
- Insufficient ecology report.
- Flooding.
- Inadequate capacity in the current foul drainage system.
- Out of keeping with the character and context of the village
- Impact on nitrates
- Archaeology
- Contamination
- Lack of adequate children's play areas.
- Great Crested Newts are present in the area
- Ecology report should not be a desk based assessment [officer comment: the survey and report included on site surveys].

5.9 The Badger Trust have objected that the ecology study and report have not been published for public scrutiny. [officer note: this information does appear on the planning website for this application].

6 **Evaluation**

Principle

6.1 The application seeks outline consent with only access to be considered at this stage. All other matters would be reserved for later consideration. The number of proposed units has not been stipulated but the supporting transport information and application forms indicate that the site could accommodate around 117 units, representing a density of 37 dwellings per hectare.

6.2 The application site is located immediately adjacent to the settlement boundary for Newport, which would comply with policy in locational terms and is an indicator of the sustainability of the site in this regard. However, regardless of this and the fact that in policy terms this would make the site locationally sustainable and acceptable for development, the policy position for housing set out within policies SP1 and SP2 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 2018. The latter of these documents outlines at paragraph 7.18 that "the Isle of Wight Council considers that it cannot demonstrate a five-year land supply as at 1 April 2018."

6.3 Further to this, the Housing Delivery Test (published 19 January 2021) shows that 54% of the housing need (when using the Government's Standard Method calculation) has been delivered on the Isle of Wight over the three-year period to 31 March 2020.

6.4 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 states: "This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 74); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years."

6.5 The Council's annual monitoring reports and the Housing Delivery Test demonstrate that delivery over the last three years has been in the region of 54% and we therefore fall within both categories. In light of this it is considered that it is not necessary for an applicant to demonstrate a need for housing development, as this element of policy SP1 is considered out of date in relation to residential development.

- 6.6** Concerns have been raised that the application has not been supported by a sequential test of alternative site. However, this is not required having regard to the lack of housing delivery on the Island.
- 6.7** 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. This policy is therefore not currently considered to be relevant to the determination of housing proposals.
- 6.8** While policy SP1 is a strategic policy in terms of housing, it does give important locational guidance in terms of focussing housing in the most sustainable areas and settlements, the use of brownfield land and economic led regeneration. Thus, while currently no longer relevant in terms of local need, the overall approach advocated within the policy in terms of focussing 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. There are simply not considered to be sufficient brownfield sites available to accommodate the level of development required, to rely solely on these.
- 6.9** Taking this into account, the sustainability guidance contained within the NPPF and particularly paragraph 105 should be noted, which states that ‘Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes.’ Thus, for larger developments, the Planning Authority expects connection to a range of transport modes and to limit car travel. Further details on this matter are set out in the highway section of this report.
- 6.10** 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.
- 6.11** Comments also suggest that an Environmental Impact Assessment should have been undertaken. The application is not located within a designated area and is not considered to be of a scale to require an Environmental Statement.
- 6.12** Having due regard to the above both applications are considered to be acceptable in principle.

Impact on the character of the area

- 6.13** The proposed development would be located adjacent to an established residential area. The site would be screened from Gunville Road (to the west), by existing residential development, which are all two storeys in height. The submitted regulatory cross-sections indicate that it may be possible to see the

roofs of resultant dwellings in the event they are two and a half or three storeys, but these roofs would be seen in the context of the residential units, which any views would be looking over or between. As a result, the proposed development would not result in any impact from this vantage point.

- 6.14** To the south of the site is an open field adjacent to the existing commercial area off Taylor Road. Due to the presence of these buildings the proposed development would not be readily visible from public land. It would be possible to see the site from the playing fields of Carisbrook College, to the south east and east however, these views are not considered to be sensitive and would be seen in the context of the residential and commercial area.
- 6.15** The proposed development would not project further north than the properties on the other side of the school playing fields and would therefore 'infill' the space. This area of land, although open, is not considered to make an important contribution to the area. The existing playing fields provide a protected area of visual open space, to ensure that from distanced views the visual separation between Mountbatten Drive and Gunville Road would be retained, to avoid any urban sprawl.
- 6.16** The land to the north is open with footpath N57 and Forest Road further north. The site would not be visible from the footpath, due to the existing significant natural growth the forms the boundary of this right of way. The site would be visible from glimpses when walking along Forest Road, but at this distance the proposed housing would be seen in the context of the surrounding development.
- 6.17** The site includes an area of previously development land, which includes hard surfacing and dilapidated buildings. It is clear from aerial images that the hard surface on site has been used for the storage of a large number of vehicles. This together with the dilapidated nature of the buildings on site, impacts on the visual amenity of the area. Although it is acknowledged that this only represents a small corner of the site, it is a matter to consider in the overall balance, together with the impact of this use of neighbouring amenity, which is discussed in more detail in the relevant section below.
- 6.18** Concerns have been expressed that the application would result in an impact on tourism, due to the loss of green fields. The site is not located within an area known for its specific tourism offer. Although the overall quality of the Island landscape is a draw for tourists, the site is simply not sufficiently visible or rural to sufficiently detract from the surrounding landscape character to warrant refusal on these grounds.
- 6.19** Having regard to the vantage points from which the site would be visible, combined with the appearance of the existing brownfield element of the site, existing landscaping to the boundaries and the residential and commercial context of the surrounding area, the proposed development is considered to sit comfortably within the character of the area in accordance with policies DM2 and DM12 of the Core Strategy.

Impact on neighbouring properties

- 6.20** The site has open land to the north, east and south. The only properties therefore likely to be impacted upon would be those positioned to the west, which front Gunville Road.
- 6.21** The existing properties have long gardens of over 35 metres. Having regard to this distance it is considered that there would be no unacceptable impact from overdominance or overlooking on these existing properties.
- 6.22** Officers consider there to be sufficient space on site to accommodate any proposed units at a suitable distance from the shared boundary, combined with the vegetation on the boundary, to ensure that there would not be unacceptable impacts on the garden/amenity areas of these properties.
- 6.23** The proposed access road would be positioned between 162 and 156 Gunville Road. There is currently a distance of approximately 18 metres between these properties, which would allow for landscaping either side of the proposed access road, to ensure that there would not be any unacceptable impacts on the amenities of these properties as a result of traffic movement to and from the site.
- 6.24** Previously development land on site includes buildings and large external areas used for storage and the repair and maintenance of agricultural machinery, which would have the potential to have a significant impact on neighbouring residential amenity. Although this only relates to a small element of the overall site, it is an area closest to some of the immediate neighbouring properties and its removal would result in the potential to an improvement in the relationship between neighbouring uses.
- 6.25** The existing boundary treatments and distances between the site and other surrounding uses would ensure that there would be no inter-relationship impacts.
- 6.26** It is therefore considered that the proposed development could be designed and landscaped to ensure that there would not be any unacceptable impacts on neighbouring uses or residential amenity, in accordance with policy DM2 of the Core Strategy.

Archaeology

- 6.27** As originally submitted concerns were raised with regards to the potential for archaeology deposits at the site. As a result, pre-determination trenching was undertaken, and an updated report submitted of the findings.
- 6.28** The Archaeology Officer has confirmed that they are satisfied that no evidence was found within the evaluation trenches for archaeological features or deposits and that a good coverage of the site was sampled. Therefore, they would not require any further investigation for this proposed development.

Ecology and trees

- 6.29** The site is predominately semi-improved grassland bordered by hedgerows and includes a small area of buildings and hardstanding on the south eastern corner. As outlined above the site is surrounded by agricultural fields, school playing fields and residential development. A Preliminary Ecological Appraisal and Phase 2 Ecology Survey Report (RPS, November 2019) have been submitted with the application. These proposed a suite of mitigation measures, together with the plans showing the retention and enhancement of open space. Measures include:
- clearance under supervision of an ecologist and to avoid sensitive times of year - reptile and amphibian translocation as necessary
 - retention and strengthening of all boundary hedgerows, to include planting and buffer strips on the south, east and northern boundaries
 - enhancement and management of grassland within the northern part of the site
 - creation of 2 reptile hibernaculas on site
 - installation of bird and bat boxes
- 6.30** The Ecology Officer advises that these measures should be secured in full if planning permission is granted. At the reserved matters stage there would be the need for full consideration of any ecological features as part of the development of the site layout/design, which would need to incorporate the mitigation and enhancement measures put forward, and in the event that the Environment Bill is enacted as expected in Autumn 2021, set how the requirement for Net Gain would be achieved. Further details regarding landscaping and planting would also be required as part of this future submission, together with an informative regarding applicable requirements for European Protected Species licenses that could be applied on any planning permission.
- 6.31** In the light of recent European Court of Justice decisions relating to Ecology, it is important to ensure that developments would not lead to harmful effects on the Southampton and Solent Waters Special Protection Area (SPA) as a result of nitrate enrichment. Recent advice from Natural England is that the SPA is currently in an unfavourable condition as a result of excessive levels of nitrogen and phosphate, which has led to a detrimental impact on the habitats and species of birds to which the designation relates. The application form states that foul sewage would be discharged via the mains sewer. The main sewer from this site would in turn discharge via Sandown Waste Water Treatment Works and as such would not result in any adverse impacts to the condition of the SPA.
- 6.32** The Bird Aware Solent Strategy has updated the mitigation for impacts on the Solent Special Protection Area, as a result of increased recreational pressure from certain types of residential development that are located within 5.6km of the designated Solent Special Protection Areas. The applicant has agreed to enter into a legal agreement, prior to any decision being issued, which would ensure that the developer would make the relevant monetary contribution to mitigate the impact of the development on the Solent Special Protection Area.
- 6.33** In respect of trees, the majority of this site is an open field with ruderal growth. The only trees on the site are to be found on the boundaries of the field, either

within the hedgerows or domestic boundaries of the properties to the west of the site. These are a mix of deciduous specimens of varying quality. Collectively they add to the rural character of the wider area and would offer screening into and from the site. Any layout would need to take the constraints presented by the trees into account and ensure that they are sufficiently considered.

- 6.34** As this is an outline application it is not possible to make any comment beyond that offered in the tree report that there is sufficient room to develop the site as long as the buildings are a sufficient distance from the trees. The report suggests a 4 to 5 metre distance, although officers consider this is a generalisation or may be an average, as this would depend on the species of tree. Given that many of the trees still have considerable growth potential it would be unwise to locate a property that close to a tree with a possibility of growing to 20 metres in height as there could be issues of shade and dominance. As such it is advised that when designing the final layout growth potential of the nearest tree is also considered.
- 6.35** Whilst it is possible to say that the site could be developed with limited impact on trees this would be dependent on the final plans of how the site would be laid out. The Tree Officer has suggested that "Given that there is to be 115 houses there will be potential for conflict if layout design does not take note of the trees constraints both present and future. I feel that whilst a tree report has been submitted already this should be carried forward and revised as further information becomes available to ensure potential impacts are correctly addressed. I would also suggest that if permission is given for the outline plan a landscape condition is set to ensure the landscaping of the site complements the wider environment." The proposed development does not seek for 115 units specifically, this being an indicative figure, so officers are satisfied that a layout could be designed to avoid harm to trees and appropriate landscaping.
- 6.36** Having regard to the above, officers are satisfied that the site could be developed for residential development without having an unacceptable impact on ecology and trees, with space for landscaping and habitat creation to ensure that biodiversity improvements could be secured.

Highway consideration

- 6.37** This application seeks outline consent for residential development on land off the eastern side of Gunville Road with only access onto the public highway being considered (all other matters are to be reserved). It is acknowledged that at this stage the scale of development is yet to be determined however the submission includes a Transport Assessment that has evaluated the suitability of the proposed access in respect to accommodating circa 117 residential dwellings, along with the impact on the wider highway network with the submitted application form making reference to the provision of circa 115 dwellings.
- 6.38** The application site would be served from an access off Gunville Road. The layout includes for a conventional priority junction with an associated shared use pedestrian / cycle route and a zebra crossing outside of No. 162 Gunville Road replacing the existing priority flow system / buildout and providing pedestrian connectivity of the wider footway network and onward accessibility to the local

public amenities (schools, shops and north bound bus route).

- 6.39** On review of Drawing No. 15776/2 dated July 2020 and as a result of a site inspection it is accepted that the proposed priority junction complies with geometric highway design standards, providing a level of visibility commensurate with the posted speed limit (30mph) and providing space for the safe access and passage of private and service vehicles. It is also accepted that due to the alignment of Gunville Road an adequate level of forward visibility would be available to motorists approaching the junction of those waiting to turn right into the site; and that vehicles emerging from the site could see those approaching.
- 6.40** Following concerns from Island Roads a revised layout now also makes provision for the removal of the existing priority flow system on Gunville Road and its replacement with a zebra crossing. While it is accepted that the introduction of this facility would mean that the crossing distance for pedestrians would increase from 3.5m to circa 6.0m, it would now ensure that pedestrians would have priority when seeking to cross the road providing safe onward connectivity to the local amenities to the southeast of the site (schools and shops) and the north bound bus route.
- 6.41** While it is accepted that even with the provision of a controlled crossing facility some pedestrians may still choose to cross remote from the crossing point, the controlled facility (zebra crossing) would provide safe onward accessibility to the local amenities for all user groups when considering the scale of development and existing and proposed network vehicles flows.
- 6.42** However, should the application be approved Island Roads have recommended that any imposed conditions make reference to the principal of the layout as detailed on drawing no. 15776/2 dated July 2020 (including for a priority junction, zebra crossing and associated footway / cycleway facilities), to allow for some minor alterations at detailed design stage for the following reasons:
- Running south from the proposed zebra crossing a shared use footway / cycleway is shown. However, if crossing Gunville Road west to east visually impaired users would not be aware that they were entering a shared use facility and would therefore not expect to encounter cyclists.
 - The layout implies that cyclists are to use the zebra crossing itself on the eastern side of Gunville Road as a point of access / egress giving rise to the potential for conflict with pedestrians who would be unaware of the potential of cyclists approaching from the north using the zebra crossing for a point of access. The pedestrians themselves could also inadvertently block the passage of cyclists prohibiting them from being able to leave the carriageway safely.
 - No consideration appears to have been given to the presence of the vehicle access serving No. 162 Gunville Road and the shared use route across this section drops to an average of 2.50m with what appears to be a localised narrowing to 2.20m posing a potential point of conflict.
 - Island Roads consider on highway safety grounds it would be better for the section of shared use path between the zebra crossing and the proposed priority junction to have footway status only and for cyclist to access / egress Gunville Road via the priority junction. It is also anticipated that

there would be a need for some bollards at the back edge of footway within the vicinity of the zebra crossing to protect pedestrians from vehicles access / egressing the forecourt area to the front of No. 162 Gunville Road.

- Island Roads are also of the opinion that the tie-in of the kerb line to the south of the proposed junction could be modified to minimise the extent of the localised carriageway narrowing and to improve the alignment with the existing bus layby

6.43 Island Roads is therefore satisfied that a priority junction with associated footway / cycleway facility and the inclusion of a zebra crossing can be accommodated within the limitations of the site and adjacent public highway and would provide a suitable means of access for all modes of transport serving the scale of development proposed (2.0m wide footway, 6.0m wide principal carriageway, 3.0m wide shared use footway / cycleway and 'X' = 2.4m by 'Y' = 43.0m junction visibility splays). It is also highlighted that the realignment of the kerb line on the eastern side of Gunville Road would improve the level of visibility available to users of the existing vehicle accesses located either side and on the approaches to the proposed priority junction.

6.44 When evaluating the highway implications of this proposal Island Roads have also given due consideration to the applications in respect to the development of land off Arthur Moody Drive. It is confirmed that should either of the proposals be granted consent then the modifications proposed as part of this application would not have a negative impact.

6.45 It is also recommended by Islands Roads that if approved the onsite layout should give due consideration to the local public rights of way network and allowance for any potential future footway / cycle links to the east when considering the proximity of the site to local schools and east / west cycle travel across Newport and on towards to West Wight.

6.46 Section 5.0 of the Transport Assessment that accompanies this application considers the potential impact the development-based traffic flows may have at peak times and in particular the PM peak hour of 16:30 – 17:30. Based on the data provided and allowing for up to 117 dwellings being accommodated on the site they have the potential to bring about an additional 43 arrivals and 23 departures to / from Gunville Road in the PM peak hour. It is accepted that the junction modelling works that have been undertaken show that the proposed priority junction would operate within theoretical capacity.

6.47 However, when looking at the other wider network junctions the Transport Assessment identifies that the development would have a negative impact on the 'Waverley mini-roundabout junction' to the south of the site. As highlighted within the assessment it is accepted that the traffic figures show that even without this development proposal, by the year 2025 this junction will be exceeding capacity in the PM peak on the High Street approach with queues of around 10 vehicles. The approval of this development would merely further impact on the operation of this junction resulting in additional queuing down through the High Street. It is accepted that due to the constraints proposed by the limit of adopted highway at this point and the potential impact on the Conservation Area there is little, if

anything, that may be done to address this issue. However, Island Roads consider that these constraints are not seen to be a justifiable reason to ignore the fact that if approved this development would further impact on capacity and in turn highway safety. It is accepted that residents would have the option to use the Forest Road signalised junction however, travel patterns show this rerouting to be unlikely.

- 6.48** To assist with the mitigation of this impact, a significant sustainable transport contribution of £45,000 has been negotiated, which would contribute towards the Gunville to West Wight cycle track, together with the potential of either a 3m wide multi use path along the northern boundary of Carisbrooke College playing fields (to connect to the existing public right of way to the east and a new shared use path forming part of the proposed development to west) or the surfacing of the existing public right of way N54. Officers consider that these enhancements would encourage the use of alternative means of transport for shorter journeys, having the potential to reduce pressure of the highway network.
- 6.49** Officers have carefully considered these comments from Island Roads, the limits for improvements associated with the existing roundabout, together with the fact that anyone travelling west or north would have the option to use the Forest Road junction, it is considered the limited nature of the impact, being an increase in queue length at the PM peak hour only, on balance the proposal would be acceptable.
- 6.50** Concerns have been raised that the transport assessment is out of date, as it does not take into consideration the Home Bargains store. Although this may be the case, other stores within the Taylor Road estate were open (such as Mothercare), so there is a balance between the generation of these premises and the acceptance with there would always be a slight variation between when a report is produced and a development commenced, due to constant changing circumstances, the information is considered to be suitably adequate.
- 6.51** Island Roads have commented that should the application be approved the applicant should be obligated to provide a 'Construction Management Plan' that clearly shows the phasing of the works and includes for the onsite parking, loading / unloading and turning of all construction and associated operative vehicles throughout the build process due to the limited availability of on-street parking within the immediate vicinity of the site, together with wheel washing to ensure that the highway network remains clear from any site debris. It is considered that conditions could be applied to secure these matters.
- 6.52** Concerns have been expressed by third parties that the proposed development would result in loss of parking for the charity shop and church. Officers do not consider that this would be of a sufficient level of impact to justify refusal, especially considering the detailed layout could accommodate visitor parking.
- 6.53** Officers appreciate that an application on the opposite side of the road was recently considered by the Planning Committee and it was resolved to refuse on highway grounds. These grounds referenced the immediate residential road network to that development (particularly in relation to Broadwood Lane, Forest

Hills, Arthur Moody Drive and the junction from Gunville Road) as well as the Waverly Roundabout. Further concerns also referenced the impact of construction traffic on the residential amenity of surrounding properties. In the circumstances of the current application, the proposed access would directly adjoin Gunville Road and would therefore not result in the same degree of impact on the immediate road network or residential amenity. Officer therefore consider that the balance of harm against the benefit of the potential housing delivery would be different.

- 6.54** Having regard to the above and noting the comments from Island Roads, officers conclude that, with appropriate conditions the proposed development would on balance be acceptable in highway terms and would comply with policies SP7 (Travel), DM2 (Design Quality for New Development) and DM17 (Sustainable Travel) of the Core Strategy.

Drainage and surface water run-off

- 6.55** Concerns have been raised by third parties that there is insufficient foul drainage capacity and insufficient information relating to surface water drainage. In respect of foul drainage, southern water has raised no objection or any capacity concerns with regards to the use of the existing main drainage in this area. The developer would have to apply to them directly to agree this connection and it would therefore be between these two parties to ensure that the system can accommodate the additional flows.
- 6.56** The submitted application forms indicate that surface water would be disposed of via soakaway, an existing water course and ponds/lakes and has been supported by a flood risk assessment and drainage strategy. This indicates an intended use of sustainable urban drainage techniques, which are supported in principle. The detailed design stage would allow for a scheme to be drawn up to ensure that any ponds/lakes provided sufficient storage capacity to manage any discharge flows to mimic greenfield run off rates plus the requirement for climate change +40%).
- 6.57** In light of the outline nature of the application officers are satisfied that both foul and surface water can be dealt with appropriately within the land available. in the site boundary.

Other Matters

- 6.58** Concerns have been raised by third parties with regard to pollution relating to noise, light and air. However, having regard to the location of the site within a primarily residential area and the nature of the proposed development as residential use the scheme would not result in unacceptable impacts in this regard. It is acknowledged that the construction process would cause an element of disruption, this would be relatively short term and is generally an accepted impact of any development. This impact can be minimised with appropriate conditions to control working hours and secure suitable construction mitigation measures. The application site is not located within an AONB and is in an urban setting, and as such the proposed housing is not considered to have a significant impact on any notable dark skies.

- 6.59** Concerns have been expressed by third parties that there would be too much development in the Gunville area, when combined with other consents/applications. Although there are some recent developments under construction in the area and other applications submitted, officers are satisfied that, due to their positioning within the context of existing housing there would not be any harmful visual impacts as a result of the development. The transport assessment has had regard to the cumulative traffic generation from all of these schemes and it is considered that the area can accommodate the level of development.
- 6.60** Third party comments have raised concerns that the proposed development would result in an increase in crime. However, the addition of residential units in a residential area is not considered to be unacceptable in principle or a use which would specifically lead to an increase in crime.
- 6.61** Comments received by third parties have expressed concerns regarding potential contamination. Environmental Health have raised no concerns in this regard but request a condition should the application be approved, due to the previously developed part of the site containing buildings.
- 6.62** Further comments have raised concerns due to the lack of adequate children's play areas. The indicative plan submitted with the application shows development areas of the site, and areas which would be set aside for open space. This area could accommodate a play area if considered appropriate and necessary.

7 Conclusion

- 7.1** The proposed development would provide much needed housing within an established residential and highly sustainable location. This positioning would minimise the impact on the character of the area.
- 7.2** The wider scheme would have some impacts on the wider highway network, notably the Waverly Roundabout, but having regard to the nature of the impact, which would relate to queue lengths for one hour of the day, is not considered to outweigh the benefits associated with the proposed development.
- 7.3** Having due regard to the requirements of paragraph 11 of the NPPF, officers consider, on balance, that the proposed development would not have any unacceptable impact on the amenities of neighbouring properties, ecology, trees, archaeology or result in additional flooding and would deliver both market and affordable housing, to contribute to the current need.

8 Recommendation

- 8.1** Conditional permission, subject to a Section 106 Agreement to secure:
- Affordable Housing (35%)
 - Mitigation payments to the Solent Protection Area, in accordance with the Bird Aware Strategy
 - Sustainable transport contribution of £45,000, towards improvements to

sustainable transport links in the vicinity of the site.

- Any necessary education contribution, dependent on the final mix and numbers.

9 Statement of Proactive Working

9.1 ARTICLE 31 - WORKING WITH THE APPLICANT

In accordance with paragraphs 38 of the NPPF, the Isle of Wight Council takes a positive approach to development proposals focused on solutions to secure sustainable developments that improve the economic, social and environmental conditions of the area. Where development proposals are considered to be sustainable, the Council aims to work proactively with applicants in the following way:

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

Additional information has been submitted through the course of the application which has overcome the Council's concerns.

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, design and external appearance of the building(s), and the landscaping of the site (hereinafter called "the reserved matters") for no more than 117 units shall be obtained from the Local Planning Authority in writing before any development is commenced.

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

3. The development hereby permitted shall be carried out in accordance with the principle of the details shown on the submitted plan, numbered drawing no. 15776/2 dated July 2020 (including for a priority junction, zebra crossing and associated footway / cycleway facilities).

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

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

5. No development shall take place until there has been submitted to and approved in writing by the Local Planning Authority a scheme of hard and 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. This is a pre-commencement condition due to the outline nature of the planning application and the need to ensure that the layout of the scheme takes account of the need for on-site landscaping and open spaces.

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

Reason: To ensure that the site is suitably drained, to protect ground water and watercourses from pollution, to prevent harmful impacts on the Solent and Southampton Water SPA and to comply with policies SP5 (Environment), DM2 (Design Quality for New Development), DM12 (Landscape, Seascape,

Biodiversity and Geodiversity) and DM14 (Flood Risk) of the Island Plan Core Strategy. This is a pre-commencement condition given the stage at which drainage infrastructure would need to be installed.

7. Prior to the commencement of development, including site clearance, an Environment Management Plan shall be submitted to and approved in writing with the Local Planning Authority. The EMP shall set out measures to protect wildlife during both construction and operational phases of the development, based on the principles of the Ecology Appraisal and include detailed ecology surveys that build upon the Appraisal, including but not limited to:
 - clearance under supervision of an ecologist and to avoid sensitive times of year
 - reptile and amphibian translocation as necessary
 - retention and strengthening of all boundary hedgerows, to include planting and buffer strips on the south, east and northern boundaries
 - enhancement and management of grassland within the northern part of the site
 - creation of 2 reptile hibernaculas on site
 - installation of bird and bat boxes

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

Reason: To ensure that the details of ecological mitigation are undertaken in accordance with policies SP5 (Environment), DM2 (Design Quality for New Development), DM12 (Landscape, Seascape, Biodiversity and Geodiversity). This is a pre-commencement condition, in order to ensure that protective measures are adopted at all stages of the development.

8. 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. This is a pre-commencement condition given the early stage at which the mitigation measures would be required.

9. No part of the development hereby permitted shall commence until there has been submitted to and approved in writing by the Local Planning Authority parts a) and b) below. Parts c) and d) shall be required as necessary.
 - a) a desk-top study documenting all previous and existing land uses of the site and adjacent land in accordance with national guidance as set out in Contaminated Land Research report no's 2 & 3 and BS10175:2011+A2:2017; and, unless otherwise agreed in writing by the Local Planning Authority
 - b) a site investigation report documenting the ground conditions of the site and incorporating chemical and gas analysis identified as appropriate by the desk-top study in accordance with BS10175: 2011+A2:2017 – "Investigation of Potentially Contaminated Sites – Code of Practice" and, unless otherwise agreed in writing by the Local Planning Authority,
 - c) a remediation scheme to deal with any contaminant including an implementation timetable, monitoring proposals and a remediation verification methodology. The verification methodology shall include a sampling and analysis programme to confirm the adequacy of decontamination and an appropriately qualified person shall oversee the implementation of all remediation;
 - d) The investigator shall provide a report, which shall include confirmation that all remediation measures have been carried out fully in accordance with the scheme. The report shall also include results of the verification programme of post-remediation sampling and monitoring in order to demonstrate that the required remediation has been carried out.

The construction of buildings shall not commence until such time as is approved by the Local Planning Authority.

Reason: to protect the environment and prevent harm to human health by ensuring that where necessary in accordance with paragraph 174 of the NPPF. This a pre-commencement condition due to the stage at which surveys/ remediation measures for potential contaminants would be required.