

Planning and Design and Access Statement

in respect of an application seeking detailed consent
for

a detached dwelling

on land adjacent

Eversleigh
Ningwood Hill
Cranmore
Yarmouth
PO41 0XW



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1. INTRODUCTION

- 1.1 This statement has been prepared to support a planning application, which seeks consent for the construction of a single detached three bedroomed dwelling on land adjacent (east) of Eversleigh, on land fronting Ningwood Hill on the Newport – Yarmouth Road (A3054).
- 1.2 Any relevant history of the site or locality is explained as a background to the interpretation and implementation of planning policy in this particular area.
- 1.3 Relevant national and local planning policies are referred to and the merits of the application discussed in this context.
- 1.4 The application is accompanied by an ecological report.

2. SITE HISTORY

- 2.1 No relevant planning applications are indicated in respect of the application site on the Council database since 2004.
- 2.2 Pre application advice has been sought and received (iw20/1/20745) (Appendix A) and is referred to later within this statement.

3. THE PROPOSAL

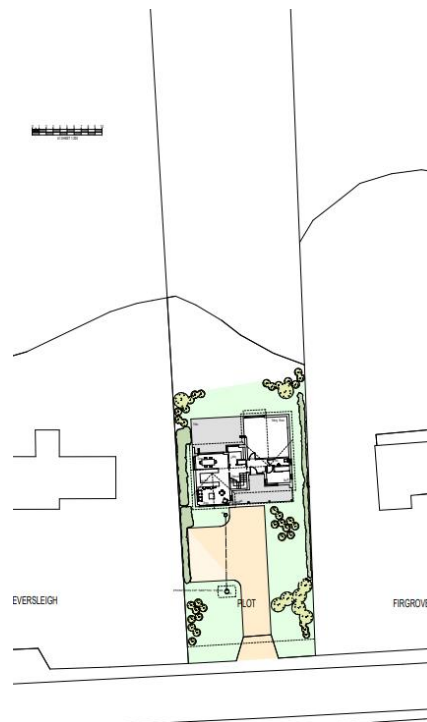
- 3.1 This submission involves a detailed application seeking planning consent to construct an L-shaped two storey three-bedroomed detached dwelling on land fronting the A3054 at Ningwood Hill.
- 3.2 The site comprises an open area of undeveloped land situated between road frontage ribbon development.



Site

Aerial View

- 3.3 The site is bounded by trees and hedges to the side and rear boundaries but is clear of vegetation along its frontage.
- 3.4 The land adjoins existing road fronting ribbon development which totals around sixteen dwelling in the immediate locality.
- 3.5 The scheme seeks to work within the constraints of the site by avoiding hedge loss by achieving adequate distances to side boundaries.
- 3.6 The new build will be served by a centrally located access point providing parking and turning for the dwelling with a compliant access in terms of required visibility.
- 3.7 The property would comprise a kitchen/snug, utility room, study and sitting room on the ground floor with three bedrooms above. The dwelling have been designed to offer a low profile with front and rear facing roof eaves level dormers windows and roof lights.



Proposed site plan

- 3.8 The design, siting and external appearance of the dwelling have been developed and considered in the context of the locality and surrounding development to ensure minimal visual impacts.



Proposed front elevation

4. PLANNING POLICY CONTEXT

- 4.1 In considering application for development the LPA has a statutory duty under Section 38(6) of the Planning and Compulsory Purchase Act 2004 to determine applications in accordance with the development plan i.e., the Island Core Strategy (CS) unless material considerations indicate otherwise. It is also necessary to consider national planning policies which are contained within the National Planning Policy Framework (2018/19).

National Planning Policy Framework

- 4.2 This document introduces and promotes sustainable development and the need for planning to perform a number of roles, namely an economic, social and environmental. These roles should not be undertaken in isolation.
- 4.3 The NPPF (Paragraph 11) adopts an approach whereby there 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 the policies which are most important for determining the application are out-of-date, granting permission unless:
- “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.”*
- 4.4 Paragraph 59 supports Central Government’s aim of boosting the supply of homes and the importance of providing a sufficient amount and variety of housing land and that the needs of specific population groups are addressed.
- 4.5 Paragraph 68 points out that both small and medium sites can make an important contribution to meeting housing need of an area and are often built-out relatively quickly.
- 4.6 The NPPF requires LPAs to identify and update annually a supply of deliverable sites sufficient to provide five years’ worth of housing against their specific requirements with an additional buffer of 5/20% depending upon their past performance of delivery. The IOW Council has confirmed its recent delivery performance requires a 20% buffer to be added to the annual housing requirement.

- 4.7 There is also a requirement to deliver a wide choice of high quality homes and plan for a mix of housing based on current and future trends.
- 4.8 Section 7 reinforces the Governments importance regarding the need for good design which should contribute positively to making places better for people.
- 4.9 Paragraph 103 says that significant development should be focused in locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in decision-making.
- 4.10 Paragraph 110 advises that planning applications should prioritise pedestrian and cycle movement both within the scheme and with neighbouring areas and create safe places which minimises conflicts between pedestrians, cyclists and vehicles.
- 4.11 Paragraph 117 advises that planning decisions should promote the effective use of land in meeting the need for homes.
- 4.12 Paragraphs 122 and 123 seek to support development that makes efficient use of land particularly where there is an existing shortage of land for meeting identified housing needs.
- 4.13 Paragraph 127 states that decisions should ensure that new developments function well and add to the overall quality of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping, sympathetic to local character and history, including the surrounding built environment and landscape setting, establish or maintain a strong sense of place using the arrangement of spaces, building types and materials to create attractive, welcoming and distinctive places to live, and to optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green space) and support local facilities and transport networks.
- 4.14 Paragraph 172 advises that great weight should be given to conserving and enhancing landscape and scenic beauty within AONBs.
- 4.15 Planning Practice Guidance reviews planning practice guidance and provides a web-based resource that is periodically reviewed.

The Development Plan

- 4.16 The Island Plan Core Strategy (CS) seeks to establish certain spatial development principles and is the document that will set the overall planning framework for the Island until 2027. The document was adopted by the Council on 21 March 2012.
- 4.17 The Island Plan CS identifies the site as lying within the Wider Rural Area (WRA) as defined in its hierarchical approach. A requirement to show local need is required for development outside of, or not immediately adjacent, defined settlements (Policy SP1) and any development on non-previously developed land will need to demonstrate how it will enhance the character and context of the local area. This

policy is now deemed out of date (see Section 5). Whilst reference is made to a Design SPD to aid consideration of this requirement, work on this document has not yet commenced and therefore there is no formal guidance on this issue.

- 4.18 Policy SP2 (Housing) identifies the need for some 8320 dwellings during the plan period (at an average of 520 per year) and for 980 dwellings residential units being provided within Rural Service Centres and the WRA. The most recently published Housing Needs Assessment now confirms a figure of 641 dwellings per year, with the focus on two and three bedroomed homes. However, with the need to apply a 20% buffer to the Islands target this increases the relevant figure to 769 dwelling per year. This increases pressure on identifying both small and windfall sites that may meet this demand.
- 4.19 Policy SP5 (Environment) supports proposals that protect, conserve and /or enhance the Islands natural and historic environments.
- 4.20 Policy SP7 (Travel) supports proposals that increase travel choice and provide alternative means to travel to the car.
- 4.21 Policy DM2 (Design Quality for New Development) seeks high quality and inclusive design to protect, conserve and enhance the existing environment whilst allowing change to take place.
- 4.22 Policy DM3 (Balanced Mix of Housing) supports the principle of providing an appropriate mix of housing types and sizes.
- 4.23 Policy DM 12 (Landscape, Seascape, Biodiversity and Geodiversity) supports proposals that conserve, enhance and promote the landscape and biodiversity interest of the Island.
- 4.24 Land to the west and north is identified as Sites of Importance for Nature Conservation (Ningwood Common and Bouldnor Copse) with Cranmore Site of Special Scientific Interest lying to the north east.
- 4.25 Policy DM 17 (Sustainable Travel) supports proposals that increase travel choice and provide alternative means of travel to the car.
- 4.26 The site lies within an Area of Outstanding Natural Beauty, the statutory purpose of which is the conserve and enhance the natural beauty of the area. The relevant document relating to this designation is the AONB Management Plan 2019-2024.
- 4.27 The Council has published its draft Island Planning Strategy (IPS) which will in due course replace the Core Strategy. The document is in its early stages of development with the period of public consultation having closed and thus emerging policies carry little weight at present, nevertheless the relevant emerging policies are referred to below as they provide an indication of the Council's "direction of travel" in shaping future development on the Island.
- 4.28 The most relevant emerging policy is Policy DHWN5 (Maximising Infill Opportunities) states that housing outside and not immediately adjacent the settlement boundaries will be supported where it would be infilling a small gap in

a row of houses, or an otherwise built-up frontage. Development proposals will need to demonstrate that they would not unduly damage the amenity of neighbouring properties and the prevailing character of the surrounding area; and that the layout would respect the density/ size of surrounding plots.

Supplementary Planning Documents

- 4.29 Guidelines for Parking Provision as Part of New Development SPD (2017) requires two parking spaces for each three bedroomed property in this location.
- 4.30 Guidelines for Recycling and Refuse Storage in New Developments SPD (2017) expects proposals to demonstrate how they will provide for the storage of refuse and recyclable material.
- 4.31 Affordable Housing Contributions SPD (2017) sets out criteria outlining when financial contributions or on site provision of such is required.
- 4.32 Solent Recreation Mitigation Strategy (2018) seeks to alleviate the impacts of development on coastal bird populations by requiring developer contributions to fund the implementation of management measures and monitoring.

5. PLANNING JUSTIFICATION

- 5.1 The material planning considerations relating to this application are considered to be;
 - (a) Development Plan Policy
 - (b) Sustainability
 - (c) Impacts of the proposal on the character of the area and AONB
 - (d) Impacts on residential amenity
 - (e) Highways
 - (f) Other more detailed matters

Development Plan Policy

- 5.2 Whilst outside any defined settlement boundary, Policy SP1 accepts that development can be supported if a specific local need is identified. Due regard must also be had to the impacts on the character and context of the locality. In addition, Policy SP3 states that the Council will support sustainable growth in the rural economy.
- 5.3 It is acknowledged that SP1 does outline that for non-previously development land adjacent to rural service centres proposals would have to demonstrate that an

identified local need is met. However, this policy position 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 1st April 2018."

- 5.4 As previously referenced, 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."
- 5.5 Criteria relating to 'out of date' policies are firstly, 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 73); and secondly, where the Housing Delivery Test indicates that the delivery of housing was substantially below the housing requirement over the previous three years. The authority has been required to prepare an Action Plan to identify delivery issues.
- 5.6 The Council has confirmed that it is unable to demonstrate a five year land supply and the Council's most recent annual monitoring reports demonstrate that delivery over the last three years has been in the region of 70% and the authority therefore falls within both categories relating to 'out of date' assessment criteria. In light of this it is not considered necessary for the applicant to demonstrate a need, as policy SP1 can be considered out of date.
- 5.7 Where there is a shortfall in the 5-year housing land supply and delivery of housing fails the Housing Delivery Test then the 'tilted balance' in paragraph 11(d) of the NPPF should be applied in favour of residential development, provided any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole.
- 5.8 However, as an aside, the 2018 Housing Needs Assessment identified a clear need across the Island for market housing delivery to be focussed on 2 (45%) and 3 (40%) bedroomed units . Additionally, Table 102 confirms that the Objectively Assessed Need (OAN) for this sub-market area (West Wight) is 68 dwellings per annum, of which 44% should provide for three bedroom homes (Table 71). Paragraph 3.146 confirms that three bedroomed properties are the most popular.
- 5.9 The Strategic Housing Market Assessment (2014) also advises that the Island wide focus should be on two and three bedroomed units again, with three bed units estimated as representing 40% of the overall need in West Wight.

- 5.10 An additional factor in the consideration of this application is that the release of windfall sites is also identified as an important factor in meeting the demand for housing land.
- 5.11 Notwithstanding the above comments and current situation regarding delivery, development proposals should represent a sustainable form of development.
- 5.12 Particular note should be made of emerging policy DHWN5 (Maximising Infill Opportunities) which states that housing outside and not immediately adjacent the settlement boundaries will be supported where it would be infilling a small gap in a row of houses, or an otherwise built-up frontage as is the case here. Furthermore, development proposals will need to demonstrate that they would not unduly damage the amenity of neighbouring properties and the prevailing character of the surrounding area and that the layout would respect the density/size of surrounding plots. The plot is clearly more than adequate to accommodate a single dwelling thereby enabling a property to sit comfortably within the established building lines of adjacent property.
- 5.13 Therefore, provided the application does not conflict with the more detailed policies of the Local Planning Authority, including sustainability, then the application can be supported as provided for within the NPPF.

Sustainability

- 5.14 The application site lies in close proximity to bus stops on the A3054 which serve Southern Vectis bus route no.7, an hourly seven day a week service linking to both Newport and Yarmouth/Freshwater/Totland. These bus stops are accessible via publicly maintainable road verges and footways.
- 5.15 A local shop at Shalfleet lies within one and half miles to the east whilst Yarmouth is located around three miles to the west.
- 5.16 The site is reasonable accessible to pedestrians using buses which operate on hourly basis throughout the week and to cyclists who could use the nearest local facilities. Indeed, the site is more accessible than other approved sites such as that allowed on appeal on the outskirts of Ryde (APP/P2114/W/19/3235033). In this case the appeal inspector concluded, *'whilst future occupiers of the proposed dwellings would travel by private motor vehicle for some journeys to access services and facilities, I do not consider that they would be heavily reliant on the private motor vehicle for all journeys. It would be possible to walk or cycle in respect of some day to day trips or to use public transport. In reaching this view, I also note that paragraph 103 of the Framework states that 'opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.'*
- 5.17 In terms of additional traffic movements as concluded within another appeal decision (APP/T3725/W/17/3169765) seeking an additional dwelling the inspector concluded, *'the proposal is for a single dwelling and therefore traffic generation and greenhouse gas emissions attributed to its use would be limited'*(para 14).

Similar conclusions can be reached in respect of this scheme for a single modest dwelling.

- 5.18 It is also relevant to note that in that decision letter the inspector was of the opinion that a distance of 1.5 km was considered to represent an acceptable walking/cycling distance to services and facilities.
- 5.19 Again, comparable conclusions were reached in respect of land just north of the application site adjacent Silwood. An appeal inspector noted within the decision (APP/P2114/A/13/2210292) that the site is located in close proximity to the pedestrian footpath to Newport and the cycleway and bus stop. It is also recognised that the site is situated approximately 500 metres to the south of Newport Key Regeneration Area settlement boundary and Newport is therefore easily accessible along a main road and not a significant distance away from the nearest defined settlement.
- 5.20 Whilst paragraph 55 of the NPPF advises that LPAs should avoid new isolated homes in the countryside the Framework contains no definition of the term 'isolated', so applying an everyday definition, given that the application site abuts linear development the site cannot be considered remote in visual terms. As the proposal lies within a relatively accessible location, it is not isolated in terms of accessibility either and thus the proposal cannot be said to result in a new isolated dwelling within the countryside.
- 5.21 The dwelling would not be physically isolated from other buildings by virtue of the proximity of other development along the northern side of the Yarmouth Road. Furthermore, the appeal site is within a not unreasonable distance of the settlement of Yarmouth. On this basis, the proposal would not lead to the provision of isolated homes in the countryside. In this regard, it is not considered that the proposal would conflict with paragraph 79 of the Framework.

Impacts of the proposal on the character of the area and AONB

- 5.22 The immediate locality is characterised by ribbon development on the northern side of Yarmouth Road which forms the southern boundary of the AONB. Although located within countryside, the site does contain a definite clearing with a woodland backdrop.
- 5.23 The introduction to a modest dwelling alongside the existing run of houses would have no undue adverse impacts on the informal, limited developed appearance of the locality.



- 5.24 Whilst encroaching onto undeveloped land, the development would be visually associated with the existing linear road frontage development and ultimately seen as part of the existing group of dwellings. It could be argued that on this basis, the relationship of the site with the countryside would not be fundamentally changed.
- 5.25 A planning appeal decision at Place Road, Cowes considered the issue of developing greenfield land and landscape impacts. The Inspector concluded,
- “The second implication in Policy SP1 is that all development on non-previously developed land should demonstrate how it will enhance the character and context of the local area. However, whether or not enhancement would take place should be viewed against the aim of the policy which is generally encouraging of 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.”*
- 5.26 The proposal in introducing a high quality well-designed dwelling unit in this location will enhance the character and quality of the environment and complement the context of the locality within which it will sit. The benefit of providing a much needed housing unit outweighs any minimal visual impacts.
- 5.27 The proposal will not result in any subdivisions of plots as the land is already seen as a separate parcel and any permitted development rights for outbuildings can be controlled by condition, notwithstanding that the garden is to be located behind the property away from views from the public realm.
- 5.28 Given the built-up character of this part of one of the principal roads on the Island, the introduction of a further dwelling cannot reasonably be said to compromise the fundamental objective of AONBs i.e., the conservation and enhancement of natural beauty of such areas. This part of the AONB has been identified by the Landscape Character Assessment, undertaken by the former Countryside Commission in 1994, as being a Landscape Improvement Zone. Landscape Improvement Zones are described as being found at the edge of larger development blurring the boundary between urban and rural areas.
- 5.29 The development involves a well designed attractive dwelling of high architectural merit which outweighs any AONB policy objection and satisfies Policy P39 of the Management Plan in complementing the character of the area.
- 5.30 The proposal would cause no harm to the character or appearance of this area and would indeed complement the immediate built form. The proposal it therefore not seen as being in conflict with Policy DM2 of the Island Plan.

Impacts on residential amenity

- 5.31 The new build will be sited a significant distance away from the nearest adjoining residential properties and given the size of the plot and distances to common boundaries there will be no impacts on existing levels of residential amenity.

- 5.32 Likewise, the distance between existing and the new build development is such as to ensure no undue impacts due to noise or general disturbance. Limited window openings/roof lights at first floor level will not cause any adverse effects on the living conditions of adjoining occupiers.
- 5.33 The design of the building and comfortable plot size will allow the construction of a dwelling to take place without causing harm to residential amenity. No reasonable objection can therefore be raised in respect of this consideration.

Highways

- 5.34 Given the scale of development and alignment of the adjacent public highway visibility splays of X = 2 metres and Y = 101 metres are considered appropriate given the speed limit within the locality as set out within DMRB standards.
- 5.35 These splays can be accommodated within the application site and adjacent property within the ownership of the applicant and the adopted verge and thus any conditions regarding boundary issues and visibility can be conditioned accordingly. Other technical requirements are met within the site design and layout.
- 5.36 The site is able to provide turning space in order that vehicles may enter and leave the site in a forward gear. The proposal is able to comply with the parking requirements recommended within Parking SPD.

Trees

- 5.37 There are no trees on site that would be adversely impacted upon by the proposed siting of the dwelling.

Ecology

- 5.38 An ecological appraisal supplements this application (Appendix B). The report concludes that the scheme fits within the existing pattern of land use and is unlikely to create significant change to the landscape function of ecological integrity.
- 5.39 The recommendations regarding landscaping and hedging can be made the subject of appropriately worded planning conditions.

Flood Risk

- 5.40 The site is not identified on the Environment Agency data base as being at risk from flooding. The site lies at a significantly higher level than the nearby River Medina.

Other issues

- 5.41 There are no known constraints relating to contamination, archaeological issues or any nearby heritage assets.
- 5.42 Natural England has published guidance on the need to achieve nutrient neutrality in respect of potential impacts on European protected sites, in this instance the Solent SPA and Maritime SAC , 'Advice on Achieving Nutrient Neutrality for New Development in the Solent Region, updated in June 2020. This does allow for financial contributions to be made where no land is available for mitigation purposes. This approach is operational within several south coast LPAs.
- 5.43 The locality is not served by mains drainage network and no connection is possible. The application property will therefore be served by a cesspool. This sealed system will prevent any discharge with waste being taken away and processed at Sandown Waste Water Treatment site. No mitigation is therefore required in this instance.

Contributions

- 5.44 Policy within adopted Supplementary Planning Document (2017) regarding Affordable Housing Contributions requires a payment in lieu of on-site provision towards the provision of affordable housing for development of this scale. The applicant intends to enter into a legal obligation to commit to pay such a contribution. Similar comments apply in respect of the need to pay a commuted sum towards Solent mitigation measures as required by the Solent Recreation Mitigation Strategy (2018).

6. PLANNING BALANCE/CONCLUSION

- 6.1 The Council are unable to demonstrate a five year land supply. Paragraph 11 of the NPPF states that in these circumstances relevant policies for the supply of housing should not be considered up-to-date and the presumption in favour of sustainable development means that planning permission should be granted unless (i) the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusing development, or (ii) that any adverse impacts on doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole (the tilted balance).
- 6.2 Whilst there is conflict with the overall spatial strategy set out within Policy SP1 of the Island Plan, given issues relating to housing supply and delivery this policy is considered out of date. The very modest scale of the proposal cannot be reasonably said to weaken spatial strategy and together with the sustainability and level of access to the site by various modes of transport, the overall impact on development plan policy would be limited.
- 6.3 As has recently been concluded on appeal, Policy SP1 is more restrictive than rural housing policy outlined within paragraph 79 of the NPPF and has been confirmed as being out of date by the Local Planning Authority and therefore any conflict

with it must be given substantially reduced weight in any planning determination process.

- 6.4 Given that the site cannot be considered isolated, given the proximity of other development along this stretch of Yarmouth Road, there is no conflict with paragraph 79 of the NPPF. The accessibility of the site raises no conflict with Policies SP7 and DM17 of the Island Plan. This should be afforded considerable weight in favour of approving this application.
- 6.5 The scheme does not impact on the character or appearance of the AONB given that the locality is relatively built up in nature.
- 6.6 This proposal respects the integrity of the site and successfully works within its constraints and the comments contained within this statement support the view that a modest dwellings can be constructed here without harm to the character of the locality or neighbouring residents. The sites unique characteristics will allow successful assimilation within the locality.
- 6.7 No identifiable harm will be caused to residential amenity or highway safety as required by CS Policy DM2.
- 6.8 The proposal will not set a precedent for any other future development in the locality, given the unique circumstances relating to this in-fill site whereby the applicant is able to achieve safe access to the site with adequate visibility.
- 6.9 The access and parking arrangements are of a more than suitable standard to accommodate the use and its associated vehicular activity.
- 6.10 The main benefit of the proposal would be the provision of a three bedroomed residential unit where there is recognised demand. The development will also bring economic benefits to the construction industry and the social and economic benefits with occupants of the units supporting local services. It is the applicants view that any adverse impacts will not significantly outweigh the benefits when assessed against the policies of the NPPF taken as a whole.
- 6.11 Planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise. The tilted balance of paragraph 11 of the NPPF is engaged and the presumption in favour of sustainable development constitutes a material consideration of great weight that justifies a favourable determination in this case given that there are no adverse impacts in granting planning permission in this instance which would significantly or demonstrably outweigh the benefits.