

HIGHWAYS REPRESENTATION

RECOMMENDATION FOR REFUSAL

Planning Reference: 21/01776/FUL

Location: Land to the rear of Solent View Road, with access off Seagrove Manor Road, Seaview

Proposal: Proposed construction of 9 no. dwellings with associated access, car parking, landscaping, and highway works

Road Status: Seagrove Farm Road – unadopted carrying public bridleway R67

Seagrove Manor Road – part adopted unclassified public highway

(junction with Old Seaview Lane through to the eastern boundary of the property 'Little Haven')

Old Seaview Lane – Unclassified public highway

Date of Site Visit: 28.09.2021

Date of Report: 29.09.2021

Planning Case Officer: Maria Bishop

This application seeks consent for the construction of 9 dwellings (2 x 2 bedroomed, 4 x 3 bedroomed and 3 x 4 bedroomed) with associated highway infrastructure on land to the rear of Solent View Road with access proposed to be gained from Seagrove Farm Road based on the layout as detailed on drawing no. 190801-200 Rev H and 190801-200v J.

In evaluating this application due consideration has been given to the comments returned by this office to the LPA in respect to application 21/00779/FUL which relates to a parcel of land that abuts the western side of this current application area through which the proposed access road is shown to be formed so as to provide a direct link from Seagrove Farm Road onto Seagrove Manor Road and the wider highway network (priority junction onto Old Seaview Lane and then Steyne Road). Application 21/00779/FL is yet to be determined by the LPA although it is highlighted that this office raised concern in respect to the proposed access arrangements returning a recommendation of refusal to the LPA (see Island Roads reports dated the 28.05.2021 and 12.08.2021).

Section 4.1 of the Planning Statement that accompanies this application states that the proposal includes for works to Seagrove Manor Road and Seagrove Farm Road that are consistent with those defined in Full Planning Application 21/00779/FUL (land to the west of this site).

When considering the scale and nature of the development proposed and local highway network speeds and layout, highway design standards as set out within Manual for Streets / Manual for 2 and the Local Authority Parking and the 'Guidelines for Recycling and Refuse Store in New Developments' SPD's are deemed to be applicable.

Looking first the site layout in the immediate vicinity of the proposed dwellings, the arrangement should provide for;

- A minimum clear usable access width of 5.0m to allow for the safe passage, passing and circulation of all site users (private motor vehicles, service vehicles, pedestrians, cyclist). If a reduced carriageway width is to be provided it will need to be supported by a swept path analysis with it being evidenced that any localised narrowing still provides adequate access width and suitable levels of forward visibility and vehicle passing facilities.
- Space within the confines of the site for the parking and turning of conventional private motor vehicles so they may enter and exit the public highway in forward gear.
- Space within the confines of the site for the unimpeded turning of conventional service vehicles (fire appliance / refuse collection vehicle) so they may enter and exit the public highway in forward gear.
- Parking provision at a level reflective of the Local Authority Parking Guidelines.
- All proposed parking bays where set perpendicular to the proposed onsite access road must provide for minimum dimensions of 2.40m by 4.80m, and where set parallel must be a minimum of 3.0m by 6.0m with a maximum depth of 4.0m to prevent nose-in parking.
- A fire appliance will need to be able to reach within 45.0m of the principle access of each proposed dwelling and be provided with a minimum access width of 3.70m and not have to reverse over a greater distance than 20.0m. Where these standards are not met, your submission will need to include for written confirmation of support from the Local Chief Fire Officer.
- Refuse storage and collection facilities in line with the Guidelines for Recycling and Refuse Storage in New Developments dated January 2017.
- All proposed vehicle accesses shown to serve the individual dwellings should provide for minimum access visibility splays of 'X' = 2.0m by 'Y' = 25.0m. This is based on an onsite design speed of 20mph as detailed within the Transport Statement that accompanies this application and is accepted when considering the proposed onsite layout.

Drawing number 190801-200 Rev J details the proposed onsite layout immediately abutting the 9 dwellings with the proposal including for a shared surface environment providing for an average clear onsite access width of 4.80m. The layout includes for 3 associated vehicle turning facilities;

- Between plots 3 and 4 that is also shown to provide access to adjacent managed grassland.
- Between plots 7 and 8 that is also shown to provide direct access to the parking facilities proposed to serve plot 8.
- At the eastern extents of the site that is shown to serve plot 9.

The layout also includes for parking facilities for each of the proposed properties with a minimum of 2 parking spaces being provided for each dwelling. Each of the dwellings also include for defensible space in which cycles could be securely stored and bins positioned clear of the access road so not to pose an obstruction on waste collection day.

While it is accepted that the onsite access road width falls below the 5.0m typically required for refuse vehicle access a swept path analysis of the proposed layout has determined that subject to the onsite access road being kept free from obstruction (parked vehicles) that both a conventional fire appliance and refuse collection vehicle could access, egress, and turn within the confines of the site so as to enter and exit in forward gear. A fire appliance would also be able to reach within 45.0m of the principal access of each proposed dwelling.

Swept path analysis has also determined that as with service vehicle access subject to the onsite access road being kept free from obstruction, conventional private motor vehicle would be able to access and egress each of the proposed parking bays and pass and turn within the site while giving due consideration for pedestrians and cyclists.

It is however highlighted that in order to ensure that the required level of access visibility is available to users it is recommended that should the LPA seek to approve this application that a condition be imposed to ensure that 'X' = 2.0m by 'Y' = 25.0m access visibility splays are provided and thereafter maintained in respect to the parking areas shown to serve plots 1, 3 and 6. This is due to the alignment of the adjacent carriageway and the risk that boundary treatments could otherwise not only obstruct the vision of individual plot owners but also wider users of the proposed onsite access road. It is also noted that plot 1 is shown to immediately abut public bridleway R67. It is therefore also seen to be essential that any approval include for visibility splay provision where the bridleway crosses the proposed onsite access road and for increasing the clear usable width of the bridle way where it passes through the site which will impact on the garden on plot 1, land to its rear and the land shown

adjacent to plot 3 (ideal minimum width of 3.0m). It is recommended that the LPA liaise fully with the IWC Public Rights of Way Team in respect to this aspect.

Drawing No. 190801-200 Rev J also includes for the construction of the proposed access road to the west of the 9 proposed dwellings in order to provide linkage through to the existing extents of Seagrove Farm Road. This element of the access road is shown to provide for a minimum clear usable width of 6.0m with it being reflective of the layout proposed as part of application 21/00779/FUL with the addition of the road extending into this current site as opposed to a footpath link to the bridleway as included under 21/00779/FUL. This aspect of the layout is seen to provide a suitable arrangement for the safe passage of all site users, non-motorised and conventional private and service motor vehicles. However in line with the above comments should the LPA seek to approve this application it is recommended that a condition be imposed to cover the passage of the existing public bridleway across the proposed access road to ensure a suitable means of construction and junction visibility is available to all users of the bridleway. As the onsite access road is not proposed to be adopted it is recommended that the LPA liaise with the IWC Public Rights of Way Department in respect to any works impacting on the existing public right of way network.

In the northwest corner of the layout as detailed on drawing no. 190801-200 Rev J the proposed onsite access road is shown to link into the unadopted road that is Seagrove Farm Road with drawing no. TS7008-HW-100-1 detailing proposed improvement works for a proportion of this road (Seagrove Farm Road). These works include for localised carriageway widening and the provision of a vehicle passing bay between the junction of Seagrove Manor Road with Seagrove Farm Road and the proposed onsite access road. However as highlighted by this office when evaluating application 21/00779/FUL the redline boundary plan fails to include for the full extent of land on which the access improvements are proposed to be delivered.

Seagrove Farm Road is an unadopted access road of unbound nature reflective of a 20mph environment that currently serves Seagrove Pavilion and circa 12 dwellings. At its northern extents it forms a junction with Seaview Manor Road which at the point in question forms part of the adopted public highway (Seaview Manor Road is adopted from its junction with Old Seaview Lane through to the western boundary of the property 'Little Haven') and in turn forms a priority junction onto Old Seaview Lane giving onward motorised vehicle access into Seaview.

It is accepted that like Seagrove Farm Road vehicles speeds on Seagrove Manor Road at the junction and through to Old Seaview Lane are reflective of a 20mph highway environment.

In accordance with design standards (MfS/MfS2) any new or existing junction onto this part of the highway network (Seagrove Farm Road / Seagrove Manor Road) serving a development of the scale and nature proposed and taking into consideration the existing dwellings / uses served by this junction should provide for minimum visibility splay of $X = 2.4\text{m}$ by $Y = 25.0\text{m}$. The associated layout should also allow private motor vehicles to wait, pass, access and egress and enable service vehicles to safely negotiate the junction without putting other highway users at risk.

As a result of a site inspection it is evident that the Seagrove Farm Road / Seagrove Manor Road junction is limited in respect to width, junction visibility and forward visibility. In addition Seagrove Farm Road along its length of also limited in respect to width.

The visibility sight line distance (Y) when measured from a point $2.4\text{m}(X)$ back into the junction (Seagrove Farm Road / Seagrove Manor Road) at a height of 1.0m , central to it and to a point offset 1.0m from the near kerb line (kerb on development side) between the heights of 0.6m and 2.0m above the carriageway has been shown to be circa 6.0m east and 10.0m north-west and therefore falls significantly short of the 25.0m required within a 20mph environment. The width and layout of the junction also prevents two conventional private motor vehicles from passing with vehicles either having to wait and obstruct the public highway or reverse over an excessive distance to allow vehicles to clear the junction. While not a permanent feature site inspection has identified that on-street parking practices on Seagrove Manor Road also negatively impact on accessibility.

It is acknowledged that submitted drawing no. TS7008-HW-1001 makes reference to highway remodelling works to give rise to the provision of ' $X = 2.4\text{m}$ by ' $Y = 25.0\text{m}$ junction visibility splays and widening works within Seagrove Farm Road to extend the existing hard surface area of the road to a minimum of 4.80m with the addition of a passing bay (currently the access road has an average gravel width of circa 3.1). However, based on the land shown to fall within the control of the applicant there fails to be adequate width to provide the proposed junction widening works and visibility improvements as proposed. Furthermore, it is noted that paragraph 3.2.5 makes reference to the trimming of vegetation on the eastern side of the junction to provide visibility improvements. While it is acknowledged that junction visibility could be improved by trimming back, lowering, and thereafter maintaining the hedgerow running along the western and northern boundary of the property 'Seagrove House', in order to provide a ' $X = 2.4\text{m}$ by ' $Y = 25.0\text{m}$ site inspection has highlighted that a substantial tree would need to be removed, which appears to fall outside of the redline boundary. The evaluation of this aspect of the proposal is not helped by the fact that the proposed highway works are based on what seems to be Ordinance Survey data as opposed

to a topographical suite survey. It is also highlighted that the provision of a fully compliant western splay would also cross a proportion of the adjacent property.

Therefore while it is accepted that the proposed remodelling of Seagrove Farm Road along its length and at its junction with Seagrove Manor Road would offer an element of improvement to existing users of this road (motorised and non-motorised), when considering the nature of the proposal (9 dwellings), it is seen to bring about a significant uplift in daily traffic movements (circa 68%) on an existing access road 'Seagrove Farm Road' that is limited in respect to width and through an existing junction 'Seagrove Farm Road / Seagrove Manor Road' that is limited in respect to both width and visibility to the detriment of highway safety to the extent that this office is unable to support the proposal.

When considering this application its potential impact on Seagrove Manor Road and its junction with Old Seaview Lane have also been considered.

While it is accepted that the Seagrove Manor Road / Old Seaview Lane junction provides for the required level of junction visibility ('X' = 2.4m by 'Y' = 43.0m – due to the 30mph speed limit coveting Old Seaview Lane) the geometry of this junction fails to enable two conventional private motor vehicles to pass resulting in the hazard of standing vehicles. Furthermore, Seagrove Manor Road this has been measured to provide for a usable width of circa 4.1 - 4.3m with a footway on the northern side of circa 1.9m and on the southern of circa 1.3-2.0m. The width and alignment of the carriageway means that any on street parking along this route (witnessed to occur) is forced to park half on the footway and half on carriageway so to maintain the free movement of conventional motor vehicles along the carriageway posing a hazard to pedestrians. Any vehicles parking solely within the carriageway pose an obstruction to other motorists. When considering that the traffic generation attributable to the proposals (34 two-way movements) compared with the existing daily traffic movements that occur on this part of the highway network (129 two-way movements) the proposal is seen to bring about a significant uplift in daily traffic movements (26%) on this part of the highway network.

For completeness it is also highlighted that onsite evaluation has identified the achievable level of visibility at the junction of Old Seaview Lane with Steyne Road to be limited to just 33.0m when exiting onto Steyne Road from Old Seaview Lane and viewing to the southwest.

Accessibility

The CIHT publication '*Planning for Walking*' published April 2015 identifies at paragraph 6.3 '*Land use planning for pedestrians*' that '*Most people will only walk if their destination is less than a mile away.*' It continues to explain that '*Walking neighbourhoods are typically characterised as having a range of facilities within 10 minutes' walking distance (around 800*

metres).’ And that ‘The power of a destination determines how far people will walk to get to it. For bus stops in residential areas, 400 metres has traditionally been regarded as a cut-off point and in town centres, 200 metres. People will walk up to 800 metres to get to a railway station, which reflects the greater perceived quality or importance of rail services.’

In terms of accessibility it is noted that sections 2.1.9 to 2.1.12 deal with cycling and bus transport. However in regard to cycling the report refers to the aspirations to extend the Cycle Route through St Helens and Brading as published by Cycle Wight and endorsed by the Isle of Wight Council, however this is not in place and there are no guarantees that it will come to fruition whereby this cannot be taken into consideration at this time. Whereby no Cycle infrastructure exists within the area at this current time. In terms of Bus infrastructure, it is noted that the nearest bus stop is the no. 8 located on Old Seaview Lane a 350m walk from the site with an alternative route to a bus stop would be to the stop on Solent View Road which could be accessed via public bridleway R67 resulting in a 425m walk that would avoid Seagrove Farm Road. As highlighted within this report it is recommended that if the LPA seek to approve this application, that subject to consultation with the IWC Public Right of Way Team the developer be obligated to increase the width of the bridleway, utilising land falling under their control.

Parking Provision

This site falls within Zone 2 as defined within the Guidelines for Parking Provision as Part of New Developments SPD January 2017 forming part of the Island Plan. In accordance with the guidance set out within Table 1, a development of this nature should typically provide private motorised vehicle spaces at a ratio of 1 space per 1 / 2 bedroomed dwelling and 2 spaces per 3 / 4 / 5 bedroomed dwelling along with space for the storage of cycles and bins.

On evaluation of the layout as detailed on drawing no.190801-200 Rev J dated the 15.09.21 the proposal provides for an acceptable level of onsite parking provision.

Capacity / Traffic Impact

As highlighted earlier within this report due to the existing substandard nature of Seagrove Farm Road its junction with Seagrove Manor Road and the limitations of Seagrove Manor Road and its junction with Old Seaview Lane the traffic generation associated with this proposal is not deemed to have a negative impact on the capacity of this part of the highway network and the safety of its users.

The proposal is seen to have the potential to bring about an uplift in two-way daily traffic movements on Seagrove Farm Road and its junction with Seagrove Manor Road of circa 68% and 26% on Seagrove Manor Road and its junction with Old Seaview Lane.

Furthermore should the LPA seek to approve application 21/00799/FUL while in percentage terms the impact of this current proposal would be reduced it would still be significant with there being greater potential for vehicles to meet on those parts of the highway network identified as being limited.

It is therefore seen to be contrary to policies SP7 (Travel) and DM2 (Design Quality for New Development) of the Isle of Wight Core Strategy.

Accident Data

On review of accident data, there have been no recorded incidents in the last 3 years within the vicinity of this site that are relevant to the proposal.

Materials Consideration

There are no materials considerations for this application as if approved, based on the current submission that proposal would not result in any changes being made to the adopted highway / Island Road project network.

Mitigation Measures / Offsite Improvements

As highlighted within this report this office is unable to support the proposal on highway safety grounds. However should the LPA seek to approve this application then in consultation with the IWC Public Rights of Way Department it is recommended that where passing through the site the width of public bridle way R67 being increased to 3.0m. It is accepted that at the southern end of R67 the route of the bridleway pass over a 2.0m wide bituminous footway however this should not limit the LPA seeking a greater width where passing through the site.

Construction Impact

Due to the constraints of the local highway network should the LPA seek to approve this application it is recommended that a condition be imposed requiring details to be submitted to and approved by the Local Planning Authority in respect to;

- 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.
- 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.

Maintainability Assessment

Based on the submission should the LPA seek to approve this application then the proposals will not result in any changes to the existing adopted highway / Island Roads project network.

Applicant Obligations

Should the LPA seek to approve this application with the applicant bring forward there proposed improvements the applicant will be obligated to;

- Apply to this office for license in association with Section 171 of the Highways Act 1980 in order tie the remodelled section of Seagrove Farm Road into Seagrove Manor Road.
- Submit an application to Island Roads Street Works Team in order to gain permission to work on the highway network. Traffic control methods will be identified as a result of this process.
- Make formal application to Island Roads, St Christopher House, 42 Daish Way, Newport, Isle of Wight, PO30 5XJ, in accordance with the Town Improvement Clause Act 1987 Sections 64 & 65 and the Public Health Act 1925 Section 17 before addressing and erecting a property name / number or street name in connection with any planning approval.

Conclusion

The proposals envisaged in this application have implications affecting the highway network and therefore I recommend refusal based on the following grounds:-

Generation of Traffic – through substandard junction (Seagrove Farm Lane / Seagrove Manor Road)

The proposed development would generate a significant increase in vehicular traffic entering and leaving the public highway through the junction of Seagrove Manor Road with Seagrove Farm Road which is limited in respect to width and visibility to the detriment of highway safety and would add unduly to the hazards of highway users and would therefore be contrary to Policy DM2 (Design Quality for New Development) of the Isle of Wight Core Strategy.

Generation of Traffic – through substandard junction (Seagrove Manor Road / Old Seaview Lane)

The proposed development would generate a significant increase in vehicular traffic entering and leaving the public highway through the junction of Seagrove Manor Road with Old Seaview Lane which is limited in respect to width to the detriment of highway safety and

would add unduly to the hazards of highway users and would therefore be contrary to Policy DM2 (Design Quality for New Development) of the Isle of Wight Core Strategy.

Generation of Traffic – along substandard access road (Seagrove Farm Road)

The proposed development would generate a significant increase in vehicular traffic entering and leaving the public highway via Seagrove Farm Road which is limited in respect to width to the detriment of highway safety and would add unduly to the hazards of highway users and would therefore be contrary to Policy DM2 (Design Quality for New Development) of the Isle of Wight Core Strategy.

Officer: Alan White - Highway Development Control Manager
