

CABINET
2 FEBRUARY 2017

REPORT OF MRS JENNY CLIFFORD, THE HEAD OF PLANNING AND REGENERATION.

TIVERTON EASTERN URBAN EXTENSION: AREA B
MASTERPLANNING STAGE 1 PUBLIC CONSULTATION

Cabinet Member **Cllr Richard Chesterton**
Responsible Officer **Mrs Jenny Clifford, Head of Planning & Regeneration**

Reason for the Report: To consider information on Area B of the Tiverton Eastern Urban Extension (EUE) for Stage 1 public consultation, for a Masterplan Supplementary Planning Document (SPD),

RECOMMENDATIONS

- 1. That the information on Area B of the Tiverton EUE masterplan Supplementary Planning Document be submitted for stage 1 public consultation in order to scope out the contents and key issues;**
- 2. That delegated authority be given to the Head of Planning and Regeneration in consultation with the Cabinet Member for Planning and Economic Regeneration to finalise consultation material.**

Relationship to Corporate Plan: To ensure delivery of key plans for Mid Devon, including a thriving economy, better homes, empowering local communities and caring for the environment.

Financial Implications: None.

Legal Implications: In order for the masterplan to be adopted as Supplementary Planning Document, public consultation needs to take place in accordance with the requirements of the Council's Statement of Community Involvement. Whilst not forming part of the Development Plan, it will be a material consideration in the determination of planning applications relating to the site.

Risk Assessment: The key risks relating to the delivery of Area B of the Tiverton EUE are:

- i) Continued delay in the delivery of a significant strategic site.
- ii) Submission of 'unfriendly' applications on Area B based on lack of 5 year land supply and that do not accord with adopted policies, offering less planning contribution and loss of Local Authority control with decisions dealt with at appeal.
- iii) Delay in receipt of A361 junction and other financial contributions for infrastructure from Area B development.

1.0 INTRODUCTION: BACKGROUND.

- 1.1 The Core Strategy was adopted in 2007 and sets out a growth strategy that seeks to balance social, environmental and economic objectives and concentrates development within the main settlements of Tiverton, Cullompton and to a lesser extent Crediton and Bampton. The Core Strategy sets out an overall need for 340 dwellings per year, amounting to 6,800 dwellings over the 20 year plan period up to 2026. Important to achieving the level of development (both housing and employment) identified and adopted within the Core Strategy are two urban extensions: to Tiverton and Cullompton respectively.
- 1.2 The Allocations and Infrastructure Development Plan Document (AIDPD) was adopted in January 2010 following extensive public consultation and examination by a Planning Inspector. It allocates sites for development in order to meet the Core Strategy's growth requirements. A large proportion of this growth is to be accommodated within the urban extensions identified above. The Tiverton urban extension has been allocated to meet most of the town's new housing requirement and its employment needs.
- 1.3 An area of 153 ha to the east of Tiverton is allocated for mixed use development in the Allocations and Infrastructure Development Plan Document for 1550-2000 dwellings and 95,000-130,000 square metres of employment floorspace. A range of adopted policies within this document set out requirements for the planning of the urban extension in terms of development requirements, transport provision, environmental protection, green infrastructure, community facilities, carbon reduction and air quality, phasing and masterplanning. The latter, (policy AL/TIV/7) requires that the Council carry out a major public consultation exercise into the masterplanning of the site before planning applications are made.
- 1.4 The Tiverton EUE Masterplan was adopted as a Supplementary Planning Document (SPD) in April 2014. Whilst covering the whole of the development allocation site, it was not able to address all of the site to the same degree of detail. This was due to the absence of some site-wide survey work in Area B. As a consequence the Adopted Masterplan SPD does not fully resolve the land use issues across the whole allocation. It makes reference to the fully surveyed land area as Area A and the area of unresolved land use planning, to the south east of the allocation, as Area B. A two stage process of masterplanning which differentiates between Areas A and B is set out in the adopted masterplan at section 1.4:

'The SPD masterplan is based upon a thoroughly researched evidence base. This has comprised analysis involving detailed survey work across the majority of the allocated land forming the principal land holdings and the NHS land (Area A). Further, more detailed work will be required for the south eastern area of the allocation (Area B). The shape of the masterplan in relation to the south eastern area is based upon an overview of site constraints but these need to be explored in more detail.'

Accordingly a second stage of masterplanning work will be required in Area B before planning applications are made for this part of the site'.



- 1.5 The Council is seeking to complete the masterplan process with an intention to adopt a further masterplan covering Area B. It will form an addendum to the existing Masterplan SPD, sitting next to it, delivering the strategic objectives.
- 1.6 Since the adoption of the existing masterplan in 2014, the Council has commissioned survey work to understand Area B and help resolve some of the land use issues in more detail. This work was financed from the Government's land site capacity fund and included assessment work relating to topography, arboriculture, ground conditions, ecology, noise, air quality and highway access option assessment.
- 1.7 Prior to adoption, the Area B Masterplan will require 2 stages of public consultation, the first being to consider the scope of the masterplan and key issues. On the 12 January 2017, the Planning Policy Advisory Group gave consideration to Stage 1 of the Masterplanning of Area B with a recommendation that a report be presented to Cabinet for its consideration.

2.0 THE ROLE AND PURPOSE OF A MASTERPLAN.

- 2.1 A masterplan is a comprehensive plan that acts as a blueprint for the development of an area: setting out principles for the way in which it will come forward, coordinating policy and infrastructure requirements. It is common to utilise this approach for larger scale developments where there are multiple landowners / developers and there is a need to ensure development takes place in a comprehensive way to deliver common infrastructure, coordinate phasing and to resolve often complex planning issues. Masterplans bridge the gap between planning policy aspiration and implementation in order to achieve high quality design and create a successful place. They also set out key principles that planning applications will need to have regard to in order to be considered acceptable. It is important to understand that whilst a masterplan sets out guidelines and principles for the development, it does not

contain the same level of detail and supporting documentation that would be expected at a planning application stage. Additionally as masterplans often relate to large strategically important sites that are to be delivered in phases over what may be a long time period, they also need to contain flexibility in order to respond to changing circumstances.

- 2.2 The Council has resolved to adopt a Masterplan for Area B as a Supplementary Planning Document (SPD). Whilst it will not in itself form part of the Development Plan, it is a material consideration in the determination of planning applications. It is not intended to fully replace the existing masterplan. The relationship between them is likely to be as follows:

Content	Adopted masterplan SPD		Proposed Area B masterplan
	Area A	Area B	
Introduction	YES	YES	UPDATE
Purpose and role of the document	YES	YES	
Meeting planning policy objectives	YES	YES	UPDATE
Consultation	YES	YES	UPDATE
Design process	YES	YES	NO
The site and location	YES	YES	NO
Landownership	YES	YES	NO
Site context	YES	YES	NO
Constraints and opportunities	YES	YES	UPDATE
Development concept	YES	YES	UPDATE
Guiding principles	YES	YES	NO
Masterplan	YES	Less detail	YES
Amount and land use	YES	Less detail	YES
Character areas	YES	YES	NO
Housing delivery rate	YES	YES	UPDATE
Phasing	YES	YES	UPDATE
Delivery, monitoring & review	YES	YES	UPDATE
Requirements for future apps	YES	YES	UPDATE

3.0 MASTERPLAN PUBLIC CONSULTATION.

- 3.1 The Council's Statement of Community Consultation requires two stages of public consultation on site specific SPDs. Firstly at the scoping stage and secondly on the draft document itself. This report relates to material in relation to the first stage of public consultation.
- 3.2 A range of material in respect of Area B of the allocation site is available. The following is a list of background information that will inform the consultation:

i) Evidence base summary reports comprising:

- a. Planning background

- b. Technical Assessment Overview
- c. Access Feasibility Options
- d. Landscape and Visual Amenity
- e. Air Quality
- f. Noise Assessment

ii) Masterplan concepts (Adopted Masterplan SPD):

- a. Development within the allocation site area
- b. Green infrastructure within the allocation site.
- c. Links and connections between Area A and B.

4.0 KEY ISSUES FOR STAGE 1 CONSULTATION

4.1 A series of key issues are emerging at this early stage in masterplanning Area B. The consultation material does not seek to resolve these issues but to invite comment and feedback on the issues themselves and options for masterplan concepts. Key issues identified to date for Area B masterplanning area are:

- a. The extent of the developable area and amount of development.
- b. Means of access.
- c. Phasing of development.
- d. The uses within the green infrastructure area, where these different GI uses are to be located and their management.

4.2 Developable area and amount of development.

4.2.1 The adopted Allocations and Infrastructure Development Plan Document includes an allocation for 1550-2000 dwellings over the whole Tiverton EUE area with the adopted masterplan allowing for 1550 dwellings split between Areas A and B. The Local Plan Review policy adopts a range of between 1580 and 1830 dwellings for the whole allocation.

4.2.2 The adopted Masterplan SPD assumes development of 500 dwellings within Area B. Additional survey work and studies (the evidence based summary reports) together with the next masterplanning exercise will allow for a clearer picture of constraints, opportunities and development potential within Area B. It is therefore considered important to review the development capacity of Area B. This is in order to make best use of land, boost supply and if found to be appropriate, to add to infrastructure funding. Clearly the amount of development will need to be acceptable in planning terms. It is appropriate to consider the amount of development in Area B as a key consultation issue at Stage 1 of the public consultation.

4.2.3 The masterplan will need to test the amount of development that can be accommodated in Area B acceptably – whether this remains at 500 or if a higher number is achievable. There is policy support within AL/TIV/1 for up to 2000 houses on the Tiverton EUE as a whole. Beyond this, a second strategic highway connection (to Heathcoat Way) will be required.

4.2.4 No conclusions have been drawn in relation to the delivery or number of additional units at present, but will be resolved through the masterplanning process and consultation feedback sought.

4.3 Access options.

4.3.1 Central government has a clear policy drive towards accelerating rates of housing delivery. Development on Area A has not yet started to be delivered and is yet to go through the reserved matters planning process. It's delivery is later than expected with the existing masterplan SPD anticipated 87 housing completions by 2016/17. Stage 1 of the Public Consultation gives an opportunity to consider whether it is appropriate to seek to bring forward the delivery of Area B as a result of the delay in delivery of Area A. This will involve examination of the suitability and feasibility of an alternative means of access into Area B.

4.3.2 At present access into Area B, as promoted through the adopted Masterplan SPD, is via Area A and is due to take place towards the end of the build out of Area A. An alternative access route into Area B via Mayfair is now under the control of one of the landowners of this part of the development. The consultation exercise could ask whether an alternative access into Area B promoted by a landowner should be considered and utilised for a temporary period until such time as the connection through Area A is available. Options for operation of an alternative access (if appropriate) include:

- i) Two Way Access from Mayfair
- ii) Two Way Access from Manley Lane
- iii) Two Way Access from Mayfair and Manley Lane
- iv) In via Manley Lane / out via Mayfair
- v) In via Mayfair / out via Manley Lane

Views will be sought on these options together with the status quo of the continuation of access via Area A.

4.4 Green Infrastructure (GI) – uses / location and management.

4.4.1 Policy AL/TIV/3 requires the transfer of 47ha of land on the western and southern edges of the urban extension for strategic infrastructure. It also seeks the laying out and management of strategic green infrastructure for an appropriate mix of parkland, open space, local nature reserve and landscaping. The exiting masterplan SPD also sets out at page 105 green infrastructure requirements and anticipated phases for its delivery.

4.4.2 Green infrastructure can also include a range of other uses such as food production, recreation, sport and allotments. The uses and their location within the GI area and management of the green infrastructure is an issue to be considered at the Area B master planning stage as they were not fully resolved to the level needed at the first masterplanning stage. The adopted Masterplan SPD sets out high level requirements but does not explore these issues in the degree of detail required.

4.5 Phasing of development.

- 4.5.1 The adopted Masterplan SPD sets out how delivery of the urban extension is to be phased with Area B broadly following the build out of Area A. Should an alternative access into Area B be available and seen as appropriate, the delivery of development would be accelerated and this will impact upon phasing of development. This will need to be considered in more detail, particularly in relation to the timing of infrastructure – especially the delivery of the new A361 junction.

5.0 CONSULTATION MATERIAL AND ARRANGEMENTS.

- 5.1 The key elements of the consultation will be on access options, developable area / amount of development, location and management of green infrastructure.
- 5.2 Stage 1 public consultation is proposed to take place over a 4 week period with provisional dates from 27 March to 21 April 2017.
- 5.3 Means of consultation is intended to include 3 staffed events in total with 2 in Tiverton and 1 in Halberton. Dates and times still to be confirmed.
- 5.4 Exhibition boards will be erected in Phoenix House during this period, together with dedicated website pages. Publicity arrangements are to include press release, press advert, posters and letters to nearby residents of Post Hill, Manley Lane and Mayfair together with any residents within or adjacent to Area B, those that commented on the previous masterplan and contacts from the Forward Planning consultation database.
- 5.5 This report seeks delegated authority for the Head of Planning and Regeneration in consultation with the Cabinet Member for Planning and Economic Regeneration to approve finalise the material to be included in the consultation including presentation boards.

6.0 CONCLUSIONS.

- 6.1 The Area B Masterplan SPD will seek to provide a comprehensive framework to guide the development in a coordinated and comprehensive manner. It will build on the existing Masterplan SPD and provide a greater depth of resolution for spatial planning issues, consider means of access, amount of development and how the area identified as green infrastructure will function, what uses it will fulfil, their location within the GI area and how it will be delivered and managed.
- 6.2 Once adopted it will achieve full weight in decision making as a material planning consideration and will sit aside the adopted Tiverton EUE Masterplan SPD. Two phases of public consultation will be required. This report seeks authority to commence the remaining masterplanning exercise via the first of these stages of consultation.

Contact for any more information	Mrs Christie McCombe Area Planning Officer (Tiverton eastern Urban Extension) 01884 234277
Background Papers	The adopted policies relating to the Tiverton Eastern Urban Extension www.middevon.gov.uk/aidpd . Cabinet 3 rd October 2013, 28 November 2013, 17 th April 2014
File Reference	None.
Circulation of the Report	Members of Cabinet