

PLANNING

Date: Monday 2 September 2019
Time: 5.30 pm
Venue: Rennes Room, Civic Centre, Paris Street, Exeter

Members are invited to attend the above meeting to consider the items of business.

If you have an enquiry regarding any items on this agenda, please contact Howard Bassett, Democratic Services Officer (Committees) on 01392 265107.

Entry to the Civic Centre can be gained through the Customer Service Centre, Paris Street.

Membership -

Councillors Lyons (Chair), Williams (Deputy Chair), Bialyk, Branston, Foale, Ghusain, Harvey, Mrs Henson, Mitchell, M, Morse, Pierce, Sheldon and Sutton

Agenda

Part I: Items suggested for discussion with the press and public present

12 Update Sheet

(Pages 3 -
10)

Date of Next Meeting

The next scheduled meeting of the Planning Committee will be held on **Monday 30 September 2019** at 5.30 pm in the Civic Centre.

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**PLANNING COMMITTEE
2 September 2019**

ADDITIONAL INFORMATION

Correspondence received and matters arising following preparation of the Agenda

Item 5: 19/0433/FUL – 54 Main Road, Pinhoe

Nothing to add.

Item 6: 19/0287/FUL – Land between Hollow Lane and Harts Lane, Monkerton, Exeter

In response to the outcome of last month's meeting of the Planning Committee, the attached documents have been submitted by the applicant's agent.

"The Department for Education has made the following comments on the Committee Report:-

When the scheme does go back for a decision, we request that specific reference is included in the committee report to key requirements as set out in the National Planning Policy Framework (NPPF). The previous report omitted a number of requirements which form part of the planning balance. The weight of these requirements should be included in the officer recommendation to Members, who should be aware of them when taking a decision on the application.

The NPPF is a material consideration when making planning decisions (para 2). The following paragraphs are important in the context of this scheme:

- Paragraph 94 sets out the context under which decisions relating to school proposals should be taken. This context should be confirmed in the committee report. Importantly, it states that:
 - Planning Authorities should take a proactive, positive and collaborative approach to ensuring that there is a sufficient choice of school places available; and
 - Give great weight to create schools through decisions on applications.
- Paragraph 109: In relation to highways impact, the NPPF states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe. This statement sets the context under which the transport impacts of the scheme should be determined i.e. if this highways authority agrees that there is not an unacceptable impact on highways safety and that any impact is not severe, there should be no highways grounds for refusal.

The NPPF also notes that other statements of Government policy may be material when deciding applications, such as relevant Ministerial Statements (para 6). As such, the requirements included within the Statement "Planning for Schools Development" (2011), which expands on the key requirements in the NPPF, should also be referenced within the committee report. Amongst a number of points, it states that there should be a presumption in favour of the development of state-funded schools and that local authorities should give full and

thorough consideration to the importance of enabling the development of state-funded schools in their planning decisions. This context is evidently crucial when making a decision on this scheme.”

There are no further updates to report on SUDS, landscaping or noise, as mentioned in the main report.

Item 7: 19/0560/FUL – Beech Hill House, Walnut Gardens

One additional email received. Objections raised:-

- i) disruption and disturbance to existing student residential properties in the immediate area;
- ii) location of communal bins too close to housing;
- iii) disruption during construction work;
- iv) problems from increase in parking problems for the area;
- v) no need for additional student accommodation in the City;
- vi) students will not integrate into the local community;
- vii) building’s design inappropriate in the locality.

In addition amend the reported conditions:-

Condition 7 to be deleted, as sufficient information has been submitted with the application

Condition 9 to read ‘*With the exception of those on the approved drawings, any trees...*’

Condition 20 – to be deleted as it is a repeat of Condition 19

Item 8: 19/0479/FUL and 19/0480/LBC – 2 Regents Park, Exeter

Nothing to add.

Document ref: -

Members of Exeter City Council Planning Committee
Via email

29 August 2019

19/0287/FUL Two storey primary school with nursery, associated play areas,

Dear Members

Thank-you for the opportunity to re-present our proposals for a new primary school, following your initial consideration at the Planning Committee meeting on 29th July. At that meeting, you raised a number of questions about how the school would operate in terms of access and traffic; we have taken your comments very seriously and we hope that this letter, alongside a Briefing Note prepared by Hydrock, gives you the confidence you need to approve our planning application.

At our existing site, the Trust already operates a sustainable school, engrained in our ethos and curriculum, evidenced through measures such as our dedicated minibus, and delivered with the involvement of our staff who monitor and manage travel and parking around the school. The same approach would carry-over to the new school at Monkerton.

Key to this is the school Travel Plan. We have presented a wide-ranging and comprehensive Travel Plan with no fewer than 43 separate initiatives and measures, all linked to targets which would be monitored by our Travel Plan Co-ordinator and reported to Exeter City Council and Devon County Council. We heard your concerns when we were last at committee, and we have added new commitments including direct engagement with Ward Members and the local community, new infrastructure for those walking or cycling to school, greater communication with our pupils and parents, and strategies to manage the movement of large vehicles outside of peak times.

We commit to delivering the Travel Plan and we expect that commitment to be formalised via planning conditions. We believe that this will place the school at the heart of Monkerton, as a key piece of infrastructure creating the sustainable community which policy requires and which Members and officers expect. The emerging community at Monkerton will be exceptionally well served by existing and future walking, cycling and public transport links, and those are key to accessibility to our school.

We recognise that there will be car trips to the school by staff and by parents dropping-off or picking-up, but we agree with officers that the number of these vehicle trips will be minimised due to our local catchment and sustainable links. Staff parking space will be provided on-site, and the school access road was designed and Road Safety Audited by Devon County Council in order to accommodate a larger school than is now proposed. It can accommodate traffic and parking, and Traffic Regulation Orders have previously been discussed to ensure that any parking is in safe and convenient places for all users.

The outline planning consent for a larger school on the site included no on-site drop-off or pick-up facilities. We felt that some on-site spaces would be useful for this purpose and we have shown eight spaces on our plans, to be monitored and controlled by school staff at the beginning and end of the day. As mentioned, this is in addition to the ability of the access and surrounding estate roads to accommodate parking.

We have assessed the number of trips to the site by all modes of transport based, as requested by the City Council, on patterns of travel at other Exeter schools. Given that the school which we propose is smaller than that which gained outline permission, the number of trips will also be lower. The level of traffic has been assessed by our consultants (Hydrock), and previously by WSP and Devon County Council in relation to the previous planning consent - based on local data, and previously on national data, all of these have concluded that traffic capacity will not be an issue.

As mentioned, a Road Safety Audit of the site access was undertaken by Devon County Council, and the school has been designed to manage traffic and minimise conflicts between different users. A key element for us is the direct links which we will form with adjacent footways and cycleways.

In summary, we thank the committee for the opportunity to address you again with our proposals. We hope that the additional information which we have provided now demonstrates that this school site, identified in policy and supported by access designs undertaken by the County Council, will operate safely and sustainably. We listened to what you said when we last appeared at committee and we have strengthened our comprehensive Travel Plan to be more inclusive and firmer in its resolve; alongside which, we expect key access and transport measures to be secured by planning conditions should you support the granting of planning permission for the new school.

Yours sincerely

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Briefing Note:

Exeter City Council Planning Committee 2nd September 2019

1. OUR RESPONSE TO PLANNING COMMITTEE CONCERNS

- 1.1.1 Following the Planning Committee meeting of 29th July 2019, the school design team and the Trust have worked hard to address the points raised by Members which led to the deferral of the planning application. In doing this, we have liaised with Exeter City Council and have sought to engage Members and the local community in terms of how the school would operate.
- 1.1.2 This Briefing Note provides a more-detailed response to the matters raised, and a bullet-point summary is provided below for ease of review:
- a. School Travel Plan containing 43 measures, with defined timescales, monitoring and reporting, in line with national best practice.
 - b. New commitment to a further eight robust Travel Plan measures, including formalised community and Member liaison.
 - c. Proposals are consistent with ECC adopted Monkerton Masterplan, with high-quality walking, cycling and public transport adjacent.
 - d. Scheme is also consistent with previous outline consent for a larger school (2014), and with the DCC-designed school access road application (2017).
 - e. Officers have previously predicted 'the majority of pupils either walking or cycling to school', and local infrastructure supports that.
 - f. Based on surveys of similar schools in Exeter, the Monkerton school would generate 116 fewer car trips (AM) and 44 fewer car trips (PM) than were approved in 2014. Trip generation has been assessed by Hydrock, WSP (previous application) and DCC - no highway capacity issues.
 - g. On-site drop-off/pick-up parking for those parents wishing to use it, contrasting with the earlier consent which assumed all parking would be on local roads.
 - h. Local roads were designed by DCC to accommodate parking, and Traffic Regulation Orders have previously been agreed as a way of managing any inappropriate parking.
 - i. School staff would manage on-site parking and monitor off-site parking (this already happens at the Trust's other site).
 - j. Site access road has been Road Safety Audited by DCC.
 - k. Trust can provide a dedicated school minibus, as it does at its other site.
- 1.1.3 We hope that the above assure Members that the travel demands of the school have been thoroughly addressed. Further to Members' concerns, checks have been undertaken against the previous consents, and new, robust and inclusive (of Members and the local community) measures have been incorporated in the Travel Plan (to be secured as part of the consent).

2. BACKGROUND

- 2.1.1 The site was identified for a school of this scale in Exeter City Council's (ECC) adopted Monkerton Masterplan SPD, with the school intended to serve the wider masterplan area. Outline permission for a larger school (up to 630 pupils) was granted on the site in 2014, and Devon County Council (DCC) subsequently secured planning permission for the school access road (from the Cumberland Way roundabout) in 2017.
- 2.1.2 The proposed school is consistent with ECC policy in terms of its location and accessibility/sustainability, benefitting from the widespread sustainable transport measures implemented in relation to the Masterplan. The school is a key piece of infrastructure supporting the sustainability of Monkerton.
- 2.1.3 The Officer Report for the access road notes that 'it is expected that car journeys will be minimised, with the majority of pupils either walking or cycling to school'. Furthermore, the Trust operates a minibus service at other sites, which significantly reduces the need for parental car trips - the same would happen at Monkerton.
- 2.1.4 The site access road has been designed by DCC to accommodate a larger school than is now proposed, alongside wider residential development in the Monkerton area, with estate roads (already in-situ or under construction) designed to cater for school traffic of all types.

3. ADDRESSING KEY ISSUES

3.1 Overview

- 3.1.1 At the Planning Committee meeting on 29th July 2019 Members raised a number of questions/concerns about the development. Following that meeting, we have undertaken further work in liaison with ECC and have provided the following in response to the points raised by the Committee:

3.2 Drop-off/Pick-up Parking

- 1.1.1 The design team felt that an element of on-site drop-off/pick-up parking would be useful in managing demand, and eight spaces have been provided on-site for the purpose. At its current premises, the Trust already has staff supervision of parking at the start and end of the school day. The same would be true at Monkerton.
- 3.2.1 Neither the outline planning consent nor the DCC application for the school access road were required to make any provision for on-site drop-off/pick-up. The previous approvals allowed for on-street parking on the Monkerton estate roads which DCC has designed to accommodate school traffic. We hope that Members agree that the proposed on-site provision is an improvement on what was previously permitted.
- 3.2.2 The width of the school access road (6.5m) means that parking on one side of the road would still leave space for two cars to pass. DCC has previously noted that a Traffic Regulation Order (TRO) could be used to control parking on the estate road - e.g. double-yellow lines on one side.

3.3 Modal Split/Car Journeys to the site

- 3.3.1 The number of trips to the site by different modes of transport has been assessed in depth in Hydrock's Transport Assessment, prior to which this was assessed by WSP in its Transport Assessment for the larger outline consent and by DCC at the time of the access road planning consent. Each of these assessments has concluded that school travel can be accommodated on the surrounding roads.

3.3.2 The current proposals, for a smaller school, would generate 116 (AM) / 44 (PM) fewer car trips than were approved at outline stage, which is a benefit to the local highway network.

3.4 Capacity of the site access

3.4.1 The capacity of the site access road, including the roundabout junction with Cumberland Way, was assessed in relation to the (larger) outline consent and has been subsequently tested in relation to residential proposals in the Monkerton area. DCC agrees that the school would cause no capacity issues.

3.4.2 As noted previously, the school access road from Cumberland Way was designed by DCC for the purpose.

3.5 Vehicle routing and safety

3.5.1 The site layout seeks to manage traffic and pupils in order to minimise conflicts. A Road Safety Audit was undertaken by DCC for the site access road.

3.6 Modal segregation and pedestrian/cycle routes in and out of site

3.6.1 Members will be aware of the network of quality pedestrian/cycle and public transport routes delivered as part of the Monkerton Masterplan. The proposals include links to adjacent foot/cycleways required by DCC.

4. SCHOOL TRAVEL PLAN

4.1.1 A very limited 'framework' Travel Plan was approved at the time of the outline consent. However, the school takes its sustainable travel responsibilities very seriously and has submitted a full and comprehensive Travel Plan in support of the current proposals. The current Travel Plan is in line with current best practice and is consistent with other such documents approved for new schools nationally.

4.1.2 The Travel Plan includes 43 measures, examples of which are:

- Engrain sustainable travel within the curriculum
- Cycle/scooter parking
- Cycle maintenance area and tools
- School Walking Bus and Walk Buddies
- High visibility clothing for pupils
- Public transport information for parents
- Travel Information leaflet, website information and section in School Newsletter
- Parent communication regarding parking
- Sustainable travel presentations
- Travel social media group
- Car sharing group
- Bikeability cycle training
- Participation in national/regional/local sustainable travel events
- Regular monitoring and reporting

4.1.3 Taking onboard Members' comments, the school now proposes the following additional measures, all of which can be captured via planning conditions requiring the written agreement by ECC/DCC of a final Travel Plan in advance of first occupation of the school:

- Set an agreed timetable for regular engagement with ECC/DCC on school travel matters.
- Invite Ward Members to the Parent-Teacher Travel Group as appropriate.
- Expand the role of the School Travel Plan Co-ordinator to include monitoring of local parking and engagement with Members/the local community.
- Engage with local bus operators.
- Formally commit to the provision of infrastructure such as a covered waiting area for parents.
- Commit to annual updates to the Parent Handbook, covering matters such as parking.
- Introduce a Delivery Strategy to control, as far as possible, the movement of HGVs outside of key times of day.
- Likewise, introduce a strategy for coach movements.

5. SUMMARY

- 5.1.1 The design team has taken onboard Members' concerns and has sought to address these through additional measures to meaningfully influence sustainable travel, and by the provision of additional information which explains the background to the proposed scheme.
- 5.1.2 The school is expected by ECC and DCC to generate a large proportion of sustainable trips due to its catchment and the unusually-high level of provision for non-car modes of travel within the Monkerton area. The proposals are in-line with ECC policy (the Monkerton Masterplan) and with the previous consents for the school and the access road.
- 5.1.3 However, the design team has recognised the residual level of car trips and has sought to provide on-site parking for staff as well as drop-off/pick-up facilities for parents which were not required in relation to the outline consent for a larger school. We have also ensured that the DCC-designed school access road can accommodate predicted traffic and parking, with the use of TROs to control any inappropriate parking (monitored by school staff as per arrangements at the existing site).
- 5.1.4 This school would be a key piece of infrastructure securing the sustainability of the wider Monkerton area, served by a network of high-quality routes for pedestrians, cyclists and public transport users. Work by two consultants and by DCC has assessed the predicted level of trips, demonstrating that there is capacity for school traffic/parking nearby and that the access road is safe.
- 5.1.5 The school Travel Plan measures have been expanded to include regular liaison with ECC, DCC, Ward Members, the local community, staff, parents and local bus operators. The school has committed to monitoring of its travel, including staff monitoring of car parking onsite and nearby (which already happens at the Trust's existing site), and to implement strategies controlling deliveries and coach movements.
- 5.1.6 In summary, the school has listened to concerns expressed by the Planning Committee and has worked to ensure that all of these matter have been addressed, including through the introduction of new measures to manage and liaise on school travel demands.