

ITEM NO. 4**COMMITTEE DATE:****29 JUNE 2015****APPLICATION NO:**

14/2062/02

APPLICANT:

Mr Biddle

Persimmon Homes South West

PROPOSAL:

Reserved matters application for construction of 160 dwellings and associated works. (Phase 1 development area).

LOCATION:

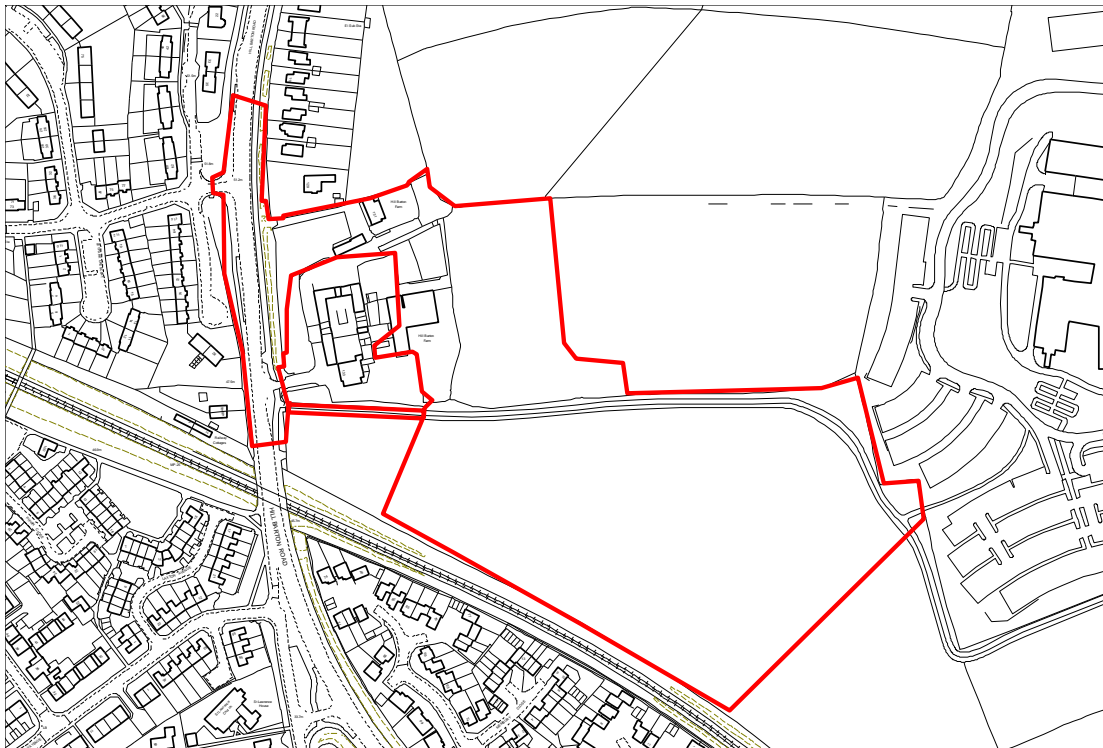
Phase one, Land to north, west & south of Met Office off, Hill Barton Road, Exeter, EX2

REGISTRATION DATE:

15/09/2014

EXPIRY DATE:

15/12/2014



Scale 1:4500

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HISTORY OF SITE

12/0472/01	Mixed use scheme comprising up to 750 dwellings, a local centre (A1, D1, D2), public open space, demolition of buildings, landscaping, highway access to Hill Barton Road and associated infrastructure works (all matters reserved for future consideration apart from access).	Per	29/11/2013
14/0832/03	Variation of condition 25 relating to timing of provision of a vehicular link between the site and Oberon Road (Ref. No. 12/0472/01 granted 29-11-2013).	Per	13/06/2014
14/4806/03	Construction of a new roundabout access junction from Hill Barton Road and associated landscaping and infrastructure works.	Per	03/03/2015
14/2063/32	Details for Phase 1 of the development pursuant to Condition 4 (framework plan and statement on appearance palette) of applications 12/0472/01 and 14/0832/03.	PER	02/04/2015

DESCRIPTION OF SITE/PROPOSAL

The application site comprises part of the land covered by the outline planning consent ref 12/0472/01 (as modified by 14/0832/03). It constitutes the first Phase of the wider development. The site includes part of the existing highway comprising Hill Barton Road and the land on the east side of Hill Barton Road enveloping around Hill Barton Farmhouse (No.133) and either side of the pedestrian/cycle path running from Hill Barton Road down to the Met Office boundary.

The application comprises a 'reserved matters' proposal for 148 dwellings with associated roads, parking provision and open space. Access to the site for the first Phase is shown via a new signalized junction onto Hill Barton Road situated adjacent to no. 129. The development comprises a mix of 2, 3 and 4 bed dwellings served by a combination of on-plot, courtyard and on-street parking spaces. The layout provides for potential road links to subsequent phases of the wider development.

SUPPORTING INFORMATION SUPPLIED BY THE APPLICANT

The application is accompanied by the following supporting documents -

- Planning Statement
- Framework Plan
- Arboricultural Constraints Report

REPRESENTATIONS

2 letters of representation has been received raising the following points -

- access arrangements to No. 129 Hill Barton Road
- lack of landscaping information
- impact on existing cycle/foot path from Hill Barton Road to Met Office during construction in terms of potential disruption of its use

CONSULTATIONS

Environment Agency - "This proposal has been submitted without a Flood Risk Assessment (FRA). We agreed a FRA in respect of the outline application (12/0472/01) and recommended that either a detailed scheme for the management of surface water be conditioned or the application not be determined until such a scheme is approved. I will leave the decision, regarding this application, to your Council."

Exeter Airport - No safeguarding objections provided that all safeguarding criteria are met, as stipulated in the AoA Advice Notes, and there are no changes made to the current application."

Highways Agency (now Highways England) - No Objection.

Natural England - No objection in terms of impact on statutory nature conservation sites. With regard to impact on protected species refer to standing advice.

Environmental Health - Draw attention to need to comply with noise and contaminated land conditions attached to outline consent.

RSPB - Refer to condition requiring an Ecological Method Statement and Ecological Management Plan and the importance of this in terms of long term biodiversity enhancement of the site.

Police Architectural Liaison Officer - Welcomes overall layout and highlights some detailed matters of design relating to parking provision, defensible space, lighting and access arrangements that can assist in limiting crime through design.

Met Office - No objection based on indicated ridge heights of buildings.

DCC (Head of Planning, Transportation and Environment) - Comments in summary as follows - "In summary, a safe and suitable access can be achieved for all users. Subject to a condition securing an appropriate pedestrian /cycle crossing of the existing Met Office Cycle Path, and satisfying the outline conditions, no objection."

PLANNING POLICIES/POLICY GUIDANCE

Central Government Guidance

NPPF - National Planning Policy Framework
Planning Practice Guidance

Exeter Local Development Framework Core Strategy

CP1 - The Spatial Approach
CP3 - Housing Distribution
CP4 - Density
CP5 - Meeting Housing Needs
CP7 - Affordable Housing
CP10 - Meeting Community Needs
CP11 - Pollution and Air Quality
CP12 - Flood Risk
CP13 - Decentralised Energy Networks
CP14 - Renewable and Low Carbon Energy
CP15 - Sustainable Construction
CP16 - Green Infrastructure
CP17 - Design and Local Distinctiveness
CP18 - Infrastructure
CP19 - Strategic Allocations

Exeter Local Plan First Review 1995-2011

AP1 - Design and Location of Development
AP2 - Sequential Approach
H1 - Search Sequence
H2 - Location Priorities
T2 - Accessibility Criteria
T5 - Cycle Route Network
LS1 - Landscape Setting
H7 - Housing for Disabled People
L4 - Provision of Playing Pitches
EN4 - Flood Risk
EN5 - Noise
DG1 - Objectives of Urban Design
DG4 - Residential Layout and Amenity
DG5 - Provision of Open Space and Children's Play Areas
DG6 - Vehicle Circulation and Car Parking in Residential Development
C5 - Archaeology

Exeter City Council Supplementary Planning Document

Residential Design Guide (adopted September 2010)

Affordable Housing SPD

Monkerton and Hill Barton Masterplan Study (adopted November 2010)

OBSERVATIONS

As this application constitutes a 'reserved matters' application for the first phase of a wider development, with the principle of development being established via the outline consent, the main considerations relate to detailed matters in respect of design/layout/amenity standards, transportation matters, and affordable housing provision.

Design/layout/amenity

One of the conditions of the outline consent required that a 'Framework Plan' be submitted and approved for each phase of the development subject to a reserved matters application. The purpose of this document was to demonstrate that each phase of the wider development coming forward was in accordance with the broad principles established in the outline indicative master plan, and the parameter plans and Design and Access Statement approved at the outline stage. Such a plan has been agreed for the phase of development the subject of this application, and the agreed Framework Plan for this phase also set out the indicative location and type of buildings, public and private open space, parking approaches, building design and appearance palette.

The essential elements of the layout comprise a main vehicular access from Hill Barton Road into the site with a spine road linking to adjoining developments and future phases of development. The spine road crosses the existing cycle/foot path that leads from Hill Barton Road to the Met Office/Fitzroy Road, and then continues through the development (running almost parallel with the railway line) up to south-east boundary of the first phase. The layout has been designed so that dwellings front onto the main spine road. Three secondary roads feed off this spine road to serve additional housing. This road hierarchy facilitates the creation of distinct character areas within the development. Two small areas of open space are incorporated within the overall layout for this site and the adjoining Hill Barton house site. One is centred on an area of retained trees (this space spans the current application site and that of the adjoining application site for Hill Barton house) and the other runs alongside the cycle/foot path. Houses have been arranged to front onto both of these spaces. The layout has also been developed to take account of the applicant's recent acquisition of Hill Barton House and the redevelopment of that site as part of the wider proposals (a separate application for this land has been submitted and is also on this agenda for consideration). Overall the layout is considered logical and appropriate to the site and its constraints.

The scheme provides a total of 148 units comprising a mix of detached, semi-detached and terraced properties ranging from 2 to 4 bedroom dwellings. A high proportion of the total number of units are 2 and 3 bedroom properties reflecting the current demand for smaller house types. Overall the mix of house types is considered acceptable. The layout has been the subject of significant negotiations to achieve acceptable private amenity space and separation distances between properties. All of the houses are provided with private gardens, the majority of which comply with the standards set out in the Council's Residential Design SPD. The small proportion that are under the standard are only marginally short and, in the context of the overall layout and need to maximum housing delivery, the level of private external amenity space provided across the scheme is considered acceptable. Likewise the separation distances between dwellings are considered acceptable in the context of the overall scheme.

As originally submitted the proposal raised significant concerns in terms of internal amenity space standards. In particular one of the 2bed house types proposed (Alnwick) was very small and significantly short of the space standards set out in the Council's Residential

Design SPD. This was compounded by the fact that this house type made up a significant proportion of the total number of units proposed. Taken together with the other 2 bed house type they comprise nearly 50% of the dwellings proposed on the site.

The required gross internal floor area (GIA) for the smallest 2 storey house type in the Council's Residential Design SPD is 83m². The Alnwick house type originally proposed has a GIA of just over 58m² - approx 31.95% smaller than the required standard. In negotiations with the developer officers have maintained that this significant degree of under-compliance with the standard set out in the Residential Design SPD is unacceptable. The applicant argued that the Alnwick represented an efficient entry level dwelling that was inherently affordable for 1st time buyers and was proving very popular on other developments within the southwest, including at Cranbrook. As part of their justification for wishing to use this house type they also highlighted that the smallest house type specified in the Council's Residential Design SPD was a 2bed 4person house whereas the Alnwick was a 2bed 3person home for which the Council didn't have a space standard. They also argued that national space standards that were emerging that did have a standard for a 2bed 3person house type of 70m² and that in this context the Alnwick should be considered acceptable. The developer arranged a site visit to one of their developments in Wellington for officers and Members to view a completed Alnwick with a view to convincing the Council that its use on this site was acceptable. Officers acknowledged the national space standards but highlighted that the Alnwick house type still fell significantly short of the national standard for a 2bed 3person house (over 15% under the required national standard). Following the site visit the developer was advised that this house type was still considered unacceptable.

Subsequently, the developer has agreed to substitute the Alnwick with a 2bed 3person house type (The 640) that has previously been accepted by the Council on the lower RNSD development. This house type has a GIA of just under 68m² and is therefore nearly compliant with the national standard for a 2b 3p house. It is almost 10m² larger than the Alnwick and in the context of a small house this is considered a significant improvement. Whilst it is still quite small one of the reasons it was accepted on the Lower RNSD site is because it maximises useable internal space by minimising the area taken up by circulation space. Looking at individual living areas within this house type the combined living/dining/kitchen area and second bedroom slightly exceed the Council's specified standard, while the main bedroom is only marginally under. In this context, the 640 house type is considered acceptable on this site and overcomes the significant concerns with the previously proposed Alnwick house type. The other 2bed house type proposed (Hanbury) is marginally larger than the 640 and is also considered acceptable for this site.

Having regard to both the Residential Design SPD and the national space standards the other house types are considered suitable for use on this site given the site constraints and desire to maximise the delivery of housing on the site. Most are compliant with the overall GIA requirement and have compliant kitchen/living/dining areas, and 1st bedrooms. Although 2nd and 3rd bedrooms are marginally undersize in some cases the deficiencies are considered to be within acceptable tolerances. There is one house type that is marginally under the required GIA (The 3 storey Souter) however the living/kitchen/dining area and main/3rd bedroom within the house are compliant. Furthermore, as there are only 6 of this house type across the development it is not considered that the use of this house type is significant enough to justify a refusal of the proposal.

Open space is provided as part of the development and has to be considered in the context of the overall outline consent. Given the context of the overall outline consent later phases will provide the more significant areas of open space. In conjunction with that proposed as part of this phase the overall provision will be consistent with the master plan.

A strategic landscaping scheme has been submitted that indicates appropriate retention of existing trees that contribute visually to the site, landscaping of the open spaces, and additional landscaping/trees within the street scape (most particularly along the spine road to create a strong tree lined character to this road. This will be further enhanced by planting

relating to individual plots which will form part of a landscaping scheme to discharge the relevant condition of the outline consent. The outline consent also incorporates a condition requiring an ecological method statement and management plan to be submitted prior to the commencement of the development. It will be expected that this will incorporate details of the number and type of bird/bat boxes to be incorporated within the development.

Transportation matters

Part of the first phase comprised in this application adjoins a neighbouring residential development site (David Wilson Homes) and the proposed road layout incorporates a connection to the road within that development. This is important in terms of permeability and ensuring that development across the Monkerton/Hill Barton Strategic Allocation is in accordance with the master plan objectives. The layout also provides for sensible road connections to further phases of the outline consent that will come forward in due course.

This scheme has been designed based on a new traffic light controlled junction from Hill Barton Road into the site as per the original outline permission. Since then consent has been sought, and granted, for an alternative access arrangement incorporating a roundabout (Application 14/4806/03). As both access arrangements have consent the developer can choose which access to implement and in the event that they decide to pursue the roundabout option they would need to seek approval for an amendment to this scheme to accommodate the roundabout layout.

As submitted the road leading into the site from the junction with Hill Barton Road incorporates provision for a bus stop. This would seem a logical location given the various potential routes that a bus service could take through the wider development as it proceeds, and is easily accessible from all points within the current application site. The new spine road will bisect the existing cycle/foot path that runs through the site and it is considered that the detailed design of the crossing and arrangements to secure continued use of the cycle/foot path during construction should be secured by a condition requiring details to be agreed. As part of the S106 Agreement land is to be reserved within the first phase for a new rail halt. The initial layout failed to provide adequately for this in terms of the amount of space and access. Negotiations have secured amendments to the scheme that now incorporate the reservation of the rail halt land with suitable access and surveillance by surrounding properties.

The parking strategy adopted for the development has been the subject of significant negotiations. As originally submitted there was considered to be an over reliance on the use of right-angled car parking in front of dwellings leading to a very vehicle dominated environment. Through negotiations a greater degree of on-plot parking has been introduced along with parallel road parking introduced in suitable locations. Significantly more planting has been introduced to break up the visual impact of right angled parking where it is still used. This approach will create a far more visually pleasing and less car dominated environment but it does result in the need for limited parking courts to be utilised to provide the parking spaces displaced to accommodate the landscaping and ensure that an appropriate number of parking spaces are provided to serve the development as a whole.

The layout provides a clear street hierarchy with the main road running through the site with pavements either side. Leading off the main road are secondary streets, some of which are reduced in width with footpaths confined to one side, those in turn lead to shared surface streets serving more limited numbers of dwellings.

The scheme as submitted incorporates a new vehicular access leading off the main new access road into the site to serve No. 129 Hill Barton Road. This would facilitate the closure of the existing access to this property direct from Hill Barton Road and is considered satisfactory in highway terms. From a planning perspective this is considered to adequately address the representation received from the owner/occupant of that property.

The Highway Authority have indicated that subject to some minor points regarding road specification and internal junction details, which can be dealt with through discharge of conditions attached to the outline consent, the proposal is acceptable in terms of transportation issues.

Affordable Housing

The S106 Agreement attached to the outline consent requires 25% of the dwellings on site to be provided as affordable housing in the form of social rented and intermediate accommodation. The 25% would comprise a proportionate mix of the house types proposed for the overall site. The submitted proposals for the reserved matters site, together with the application for Hill Barton House itself, indicate provision of 41 dwellings in total comprising 2, 3 and 4 bed units. Applying the agreed S106 across the two sites would actually require 42 units (due to rounding up i.e. 25% of 166 = 41.5 dwellings). This, along with cluster sizes, is the subject of on-going negotiations the outcome of which will be reported via the update sheet or verbally at Committee. The distribution of these units are spread across the site in clusters. The size of the clusters need to be considered in the light of the SPD and taking into account the overall layout of the site.

Whilst it is anticipated that the overall number of affordable units will be amended to be acceptable the S106 Agreement also requires a proportion of those units to be provided as wheelchair accessible and supported units. This issue is also the subject of continuing negotiations with the developer and the outcome of these negotiations will also be reported via the update sheet.

Dependant upon the outcome of these on-going negotiations it is likely that a deed of variation of S106 in respect of affordable housing provision will be required.

Conclusions

As the first phase of a wider development within the Monkerton/Hill Barton strategic allocation area this development is important to the Council's delivery of housing. The scheme has been developed with reference to wider objectives, the Monkerton/Hill Barton Master Plan, and the site constraints. It has been the subject of significant negotiations, particularly with regard to internal amenity standards of the smaller units. This has resulted in a change to the smallest house type proposed and the application as revised is considered acceptable subject to the outcome of the on-going negotiations in respect of affordable housing.

RECOMMENDATION

Approve subject to the completion of a deed of variation of the existing S106 Agreement in respect of affordable housing provision, and subject to the following conditions:

In the event that the deed of variation is not completed within 6 months of the date of this committee meeting, authority be delegated to the Assistant Director City Development to REFUSE permission for the reason that inadequate provision has been made for matters which were intended to be dealt with in the deed of variation.

APPROVE subject to the following conditions:

- 1) All conditions imposed on application number 14/0832/03 are hereby reiterated in as much as they relate to the development and have yet to be discharged in writing by the Local Planning Authority.
Reason: To safeguard the rights of control by the Local Planning Authority in respect of the reserved matters.
- 2) C15 - Compliance with Drawings.

- 3) No development works comprising either a temporary construction crossing or permanent highway crossing of the existing cycle/footpath running through the site shall be carried out until detailed drawings and arrangements to secure unrestricted use of the route by pedestrians and cyclists throughout the course of the development, including any necessary temporary diversion measures, have been submitted to and approved in writing by the Local Planning Authority. Thereafter the development shall be carried out in accordance with the approved details.
- Reason:** In the interests of permeability and maximisation of opportunities for the adoption of sustainable transport choices in connection with both travel to work and recreation.

Local Government (Access to Information) 1985 (as amended).
Background papers used in compiling the report:

Files of planning applications available for inspection from the Customer Service Centre,
Civic Centre, Paris Street, Exeter: Telephone 01392 265223