

Exeter City Council Planning Committee 11 October 2021

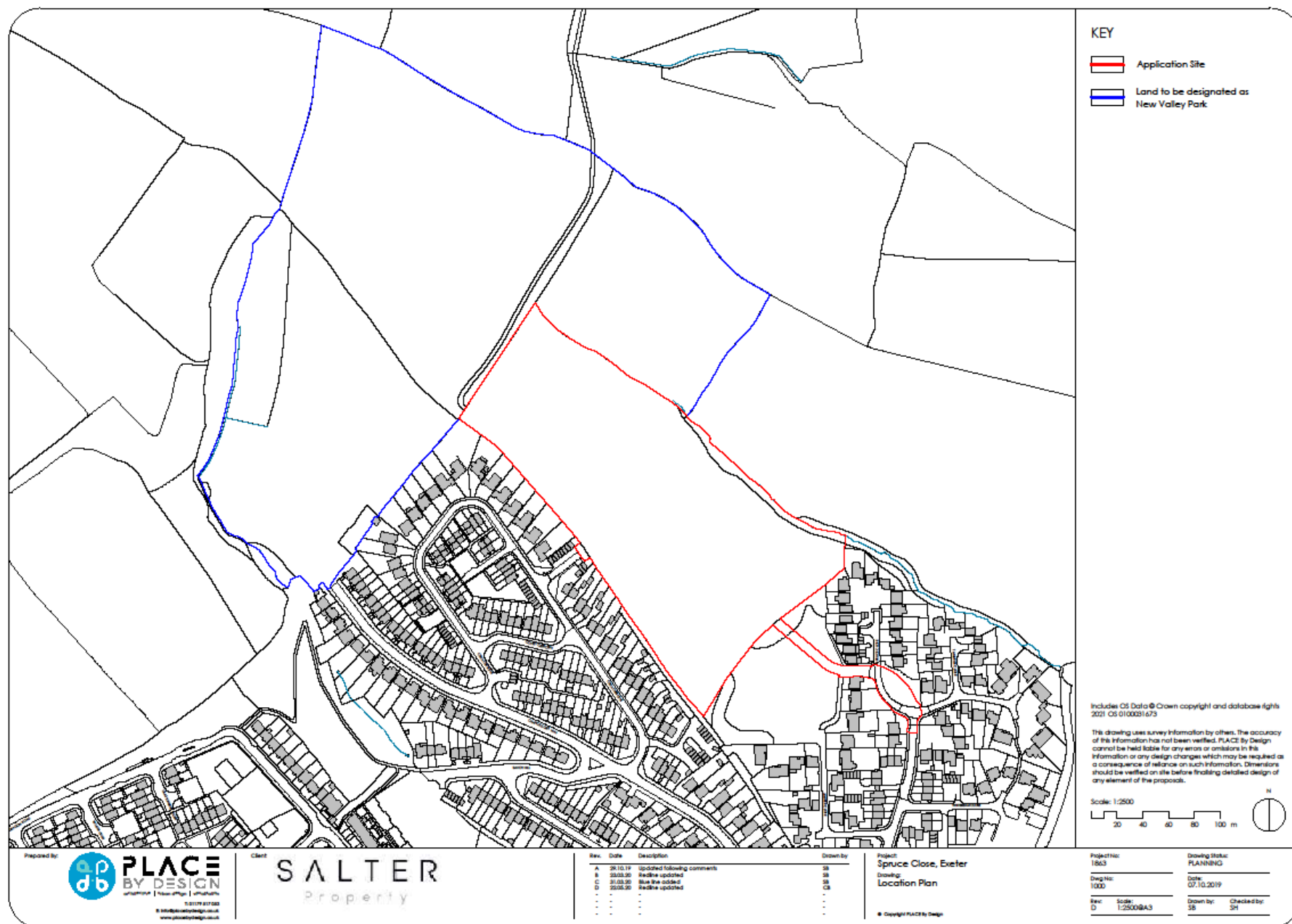
Application 20/0538/OUT

Site: Land Off Spruce Close and Celia Crescent

Applicant: Mr Luke Salter, Salter Property

Proposal: Outline application for up to 93 residential dwellings (Approval sought for details of access only, with scale, layout, appearance and landscaping all reserved for future consideration) (Revised Scheme).

Case Officer: Matthew Diamond



SITE LOCATION PLAN



AERIAL VIEW



PHOTOS – SPRUCE CLOSE & PUBLIC OPEN SPACE



PHOTOS – FIELD 1



PHOTOS – FIELD 2



PHOTOS – FIELD 3



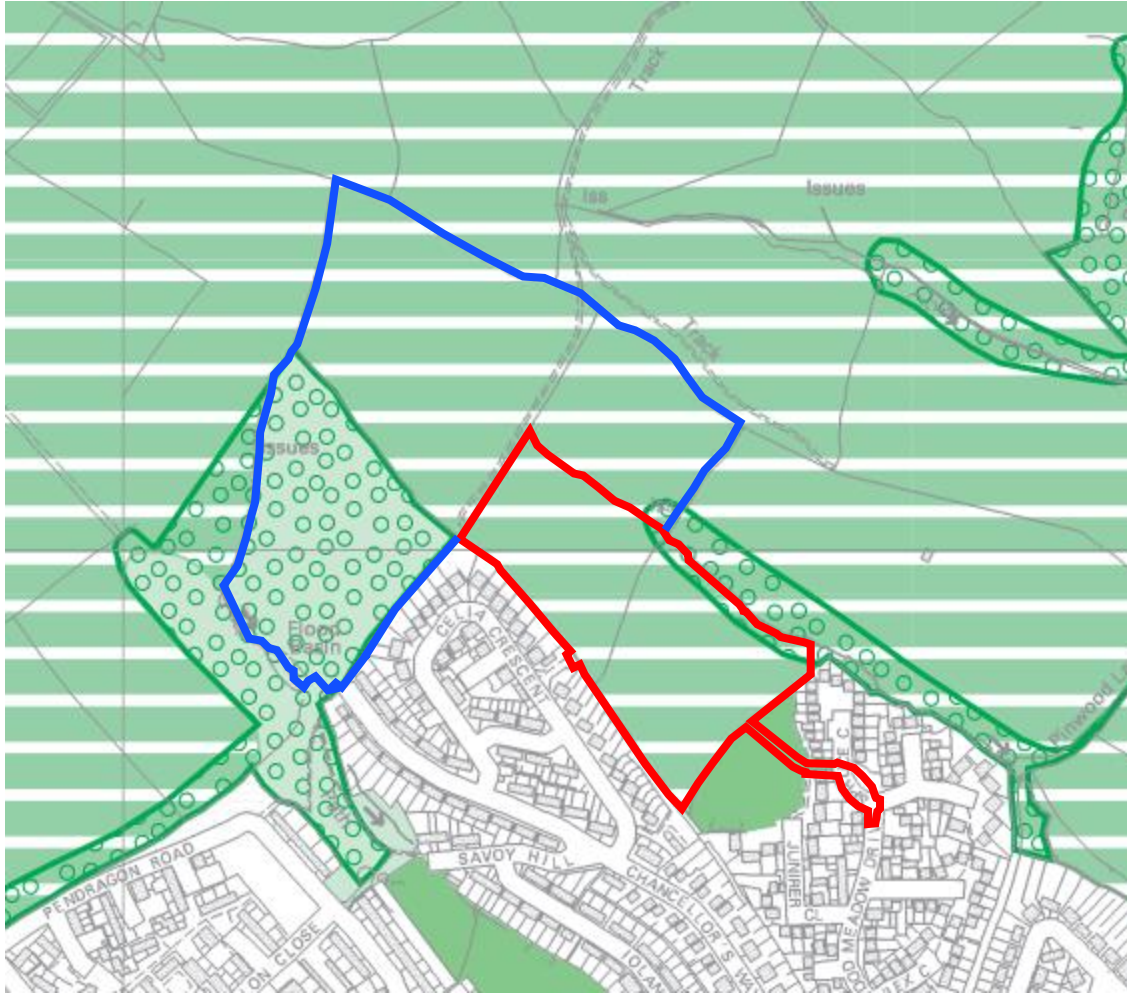
PANORAMIC VIEW FROM TOP OF FIELD 3



PHOTOS – FIELD 4

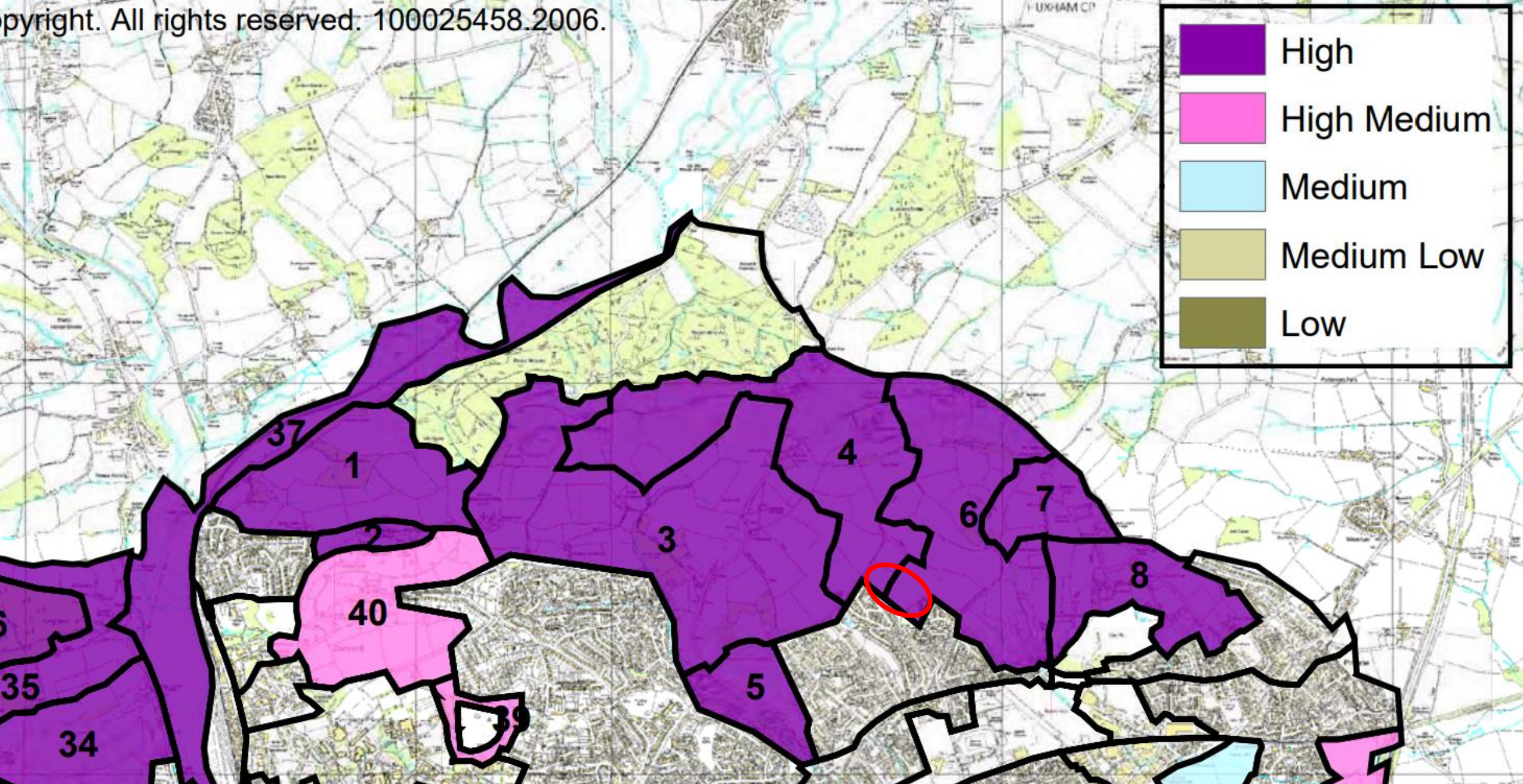


PHOTO – FIELD 5

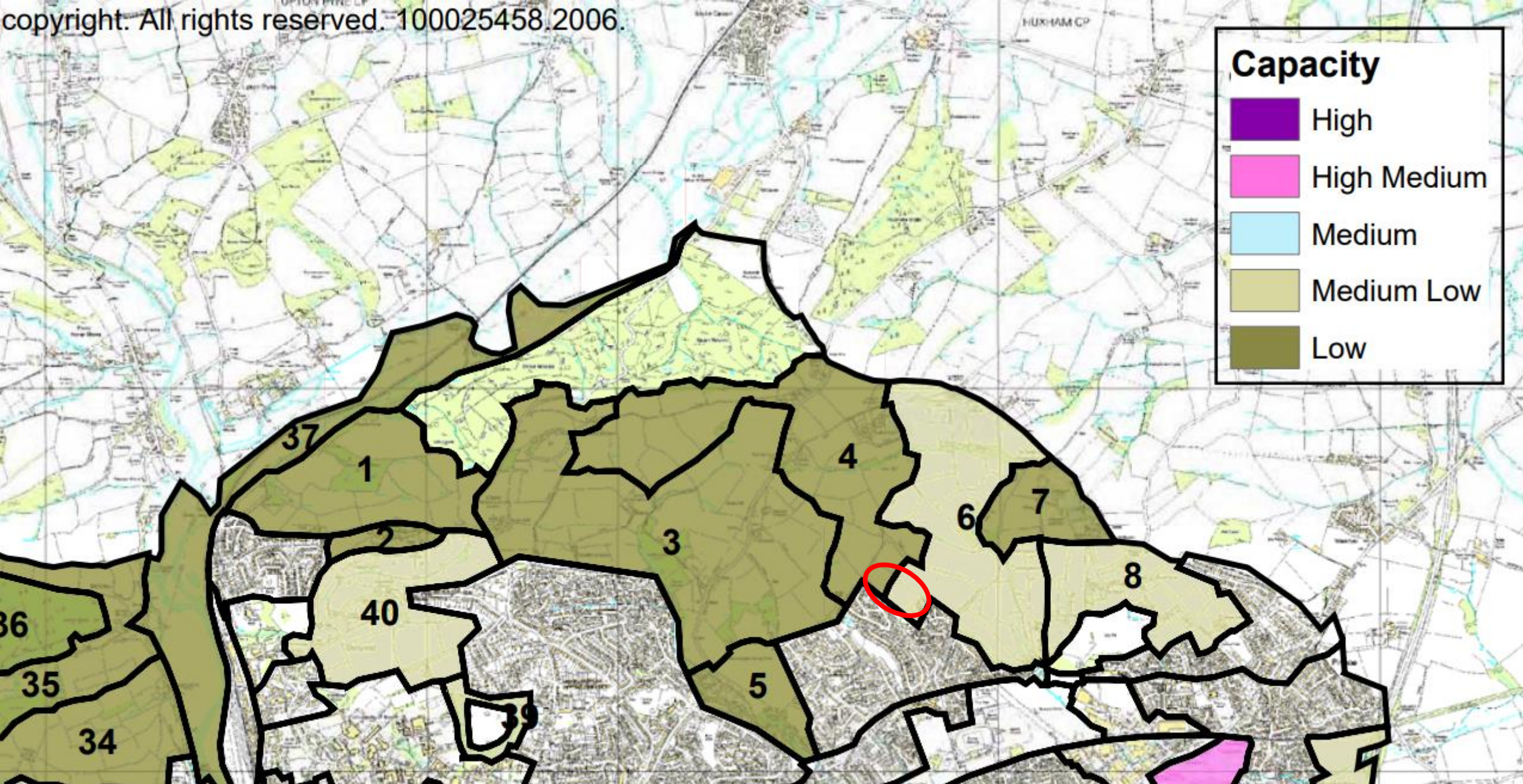


Local Plan First Review 1995-2011 Proposals Map

- Within 'hills to the north and north west' area (CS Policy CP16)
- Within Landscape Setting area (LPFR Policy LS1)
- Access from Spruce Close goes through area designated as Open Space (LPFR Policy L3)
- Part of north east boundary designated Site of Nature Conservation Importance (Policy LS4)



'FRINGES STUDY' (2007) – LANDSCAPE SENSITIVITY



‘FRINGES STUDY’ (2007) – HOUSING USE CAPACITY

FINAL VERSION

Visual Land Parcel
Evaluation for
Potential Residential Sites
In Exeter

August 2013

Final Report

Prepared and Issued by:

Cornwall Environmental Consultants (CEC Ltd)

For

Exeter City Council

Prepared by:

Birgit Höntzsch Dipl-Ing CMLI

Ref: CEC2284



cornwall environmental consultants ltd

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CEC2284 Exeter Visual Site Evaluations: Site 99 Appraisal
Prepared by CEC Ltd for Exeter City Council

Page: 32

‘CEC STUDY’ (2013) – SITE 99

2.11.5. Visual Sensitivity Ranking

Visual Value

The visual value of this site lies in its contribution to the Stoke Hill to Beacon Hill ridge landscape and presence in wider area views and visual amenity (particularly of the upper northern fields). Overall, the visual value of the site ranges from medium to high, with the medium value areas associated with the lower southern parts and the higher value areas being the more elevated parts of the site.

Visual Susceptibility

Visual susceptibility was also evaluated to range from medium to high, considering the exposure of some areas to wider area views and increased number of receptors, the strong linear features (hedges) with mature oak trees, the presence of localised woodland and local users on site. The highest susceptibility is considered to be associated with the established hedges and stream valleys, the wider area exposure of the upper parts of the site and potential visual changes for local users.

Visual Sensitivity

Visual sensitivity ranges from medium to very high, with the highest sensitivity associated with the more exposed elevated areas due to their greater contribution to the visual amenity of the Stoke Hill to Beacon Hill ridge with wider area visual exposure. The existing hedges with mature oak trees and stream valleys are also high sensitivity features on site. The medium sensitivity areas are associated with the lower parts of the site close to existing development, but again consideration needs to be given to the hedges with trees there.

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Planning Application No. 20/0538/OUT - Land off Spruce Close and Celia Crescent, Exeter

LVA Review, Landscape Siting Considerations and Landscape Policy Review



September 2021

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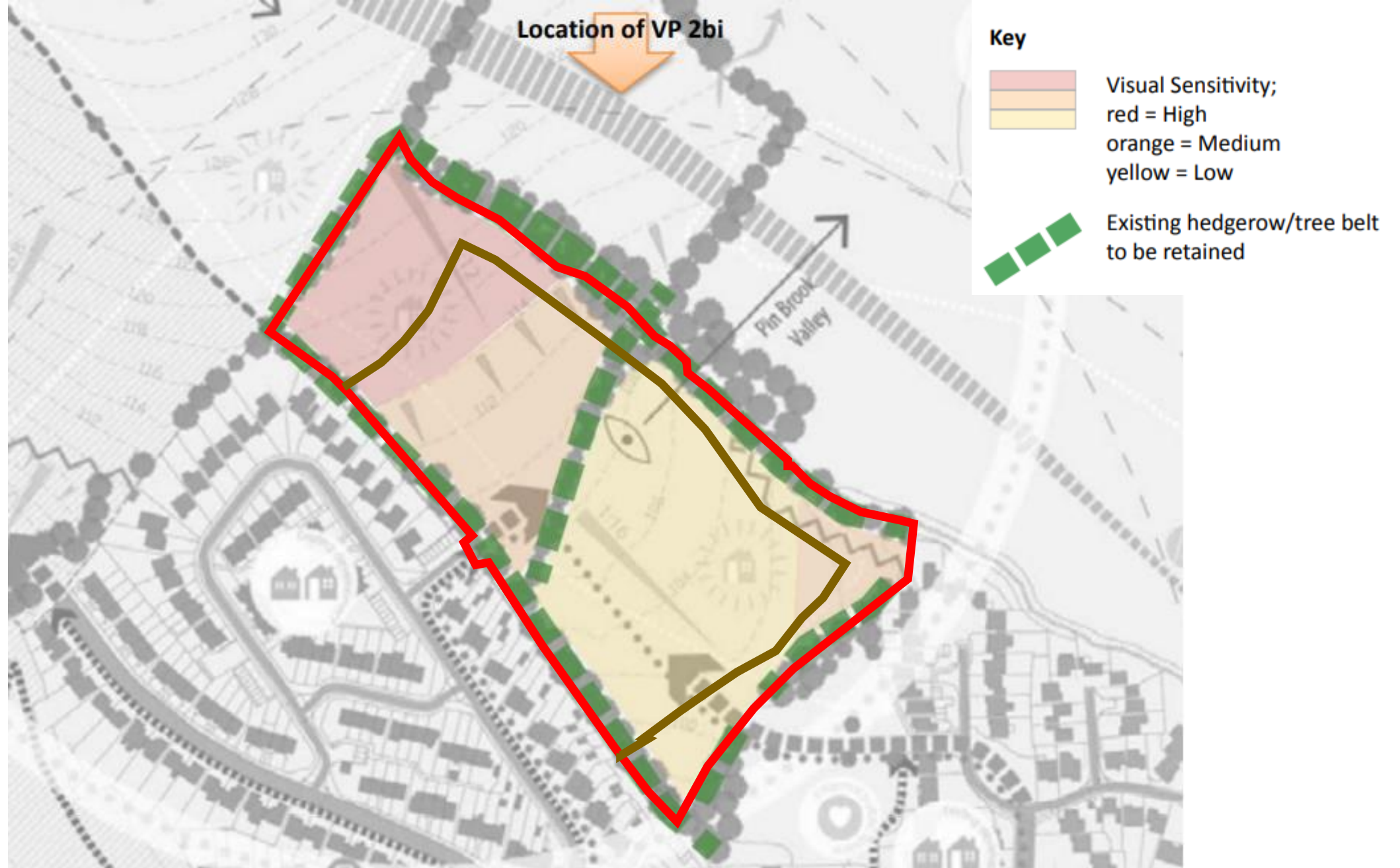
Landscape Siting Considerations / Review

- 50 I broadly concur with the applicant's visual sensitivity analysis on **Figure 7: Key Sensitivities**, reproduced below for ease of reference at **Figure 7**. I am assuming that the sensitivity levels ascribed are relative across the site and not relative across the fringes. I do not agree that any parts of the site are of low sensitivity to development. The site would be far more visible than identified in the LVA from the north when looking south from **Viewpoint 2bi** (looking south-east from the public open space proposed north of the site). This is currently a private view, from a location on the Illustrative Masterplan that would be afforded public access in perpetuity. The photographs included clearly show how the setting to the city would change in views from this land through the development of Fields 1 and 2.

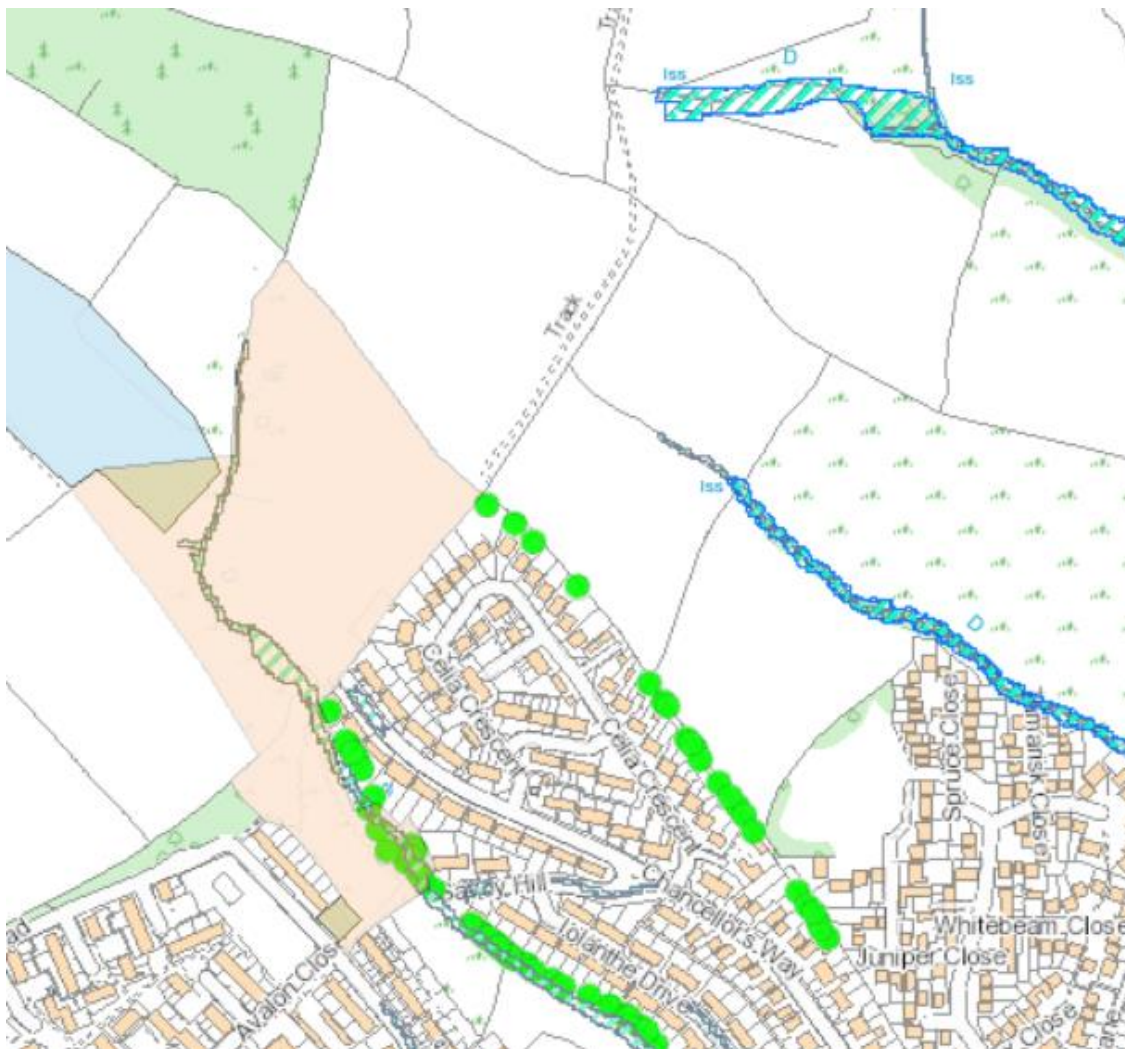
Figure 7: Key Sensitivities (red high, yellow lower) and location of Viewpoint 2bi



'CHARTERED LANDSCAPE ARCHITECT REPORT' (2021)



LVIA KEY SENSITIVITIES – PARAMETERS PLAN LAND USE OVERLAY

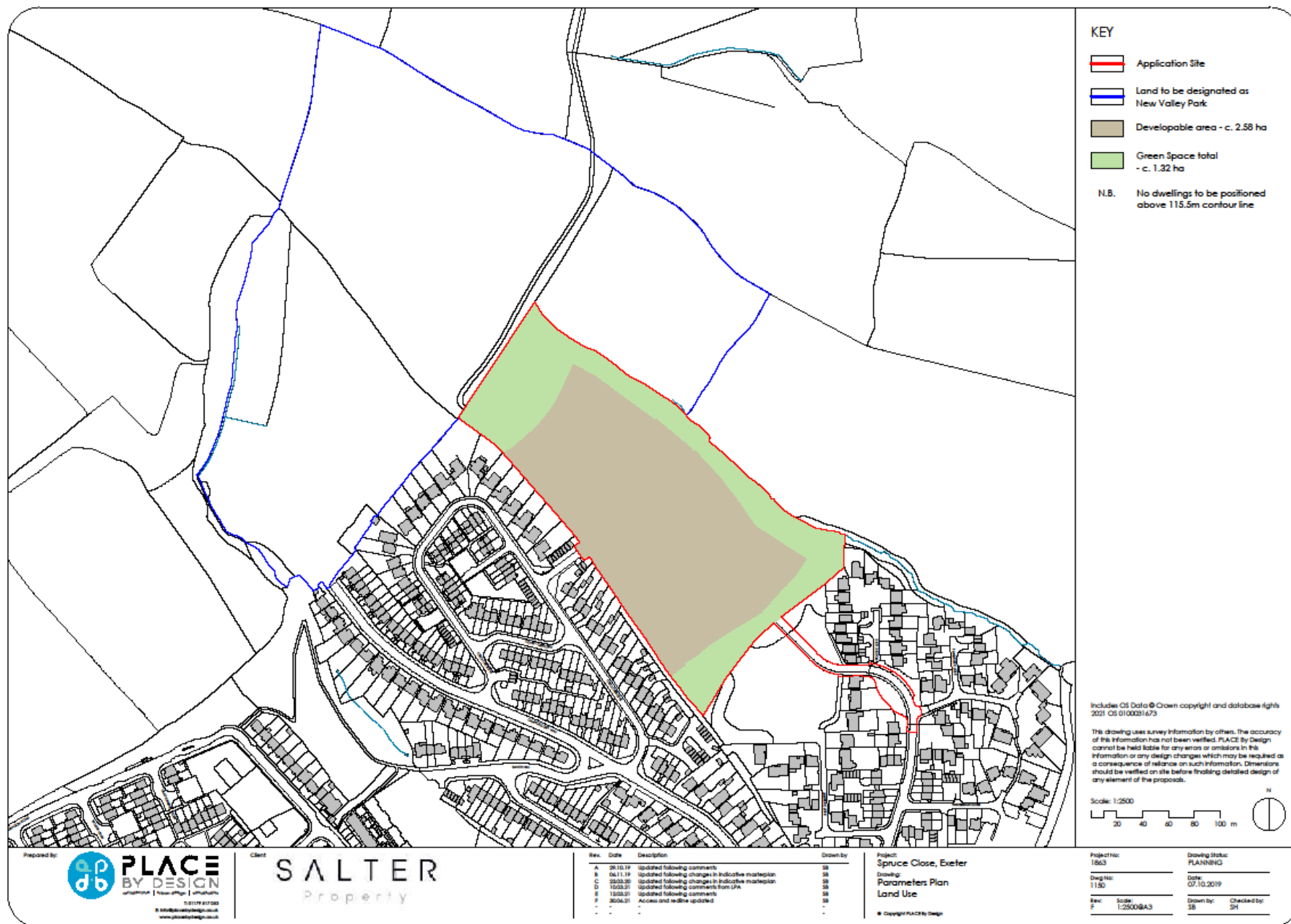


- Trees protected by Tree Preservation Orders along south west boundary
- Part of north east boundary within Flood Zones 2 and 3
- Savoy Hill County Wildlife Site to north west (Field 4)

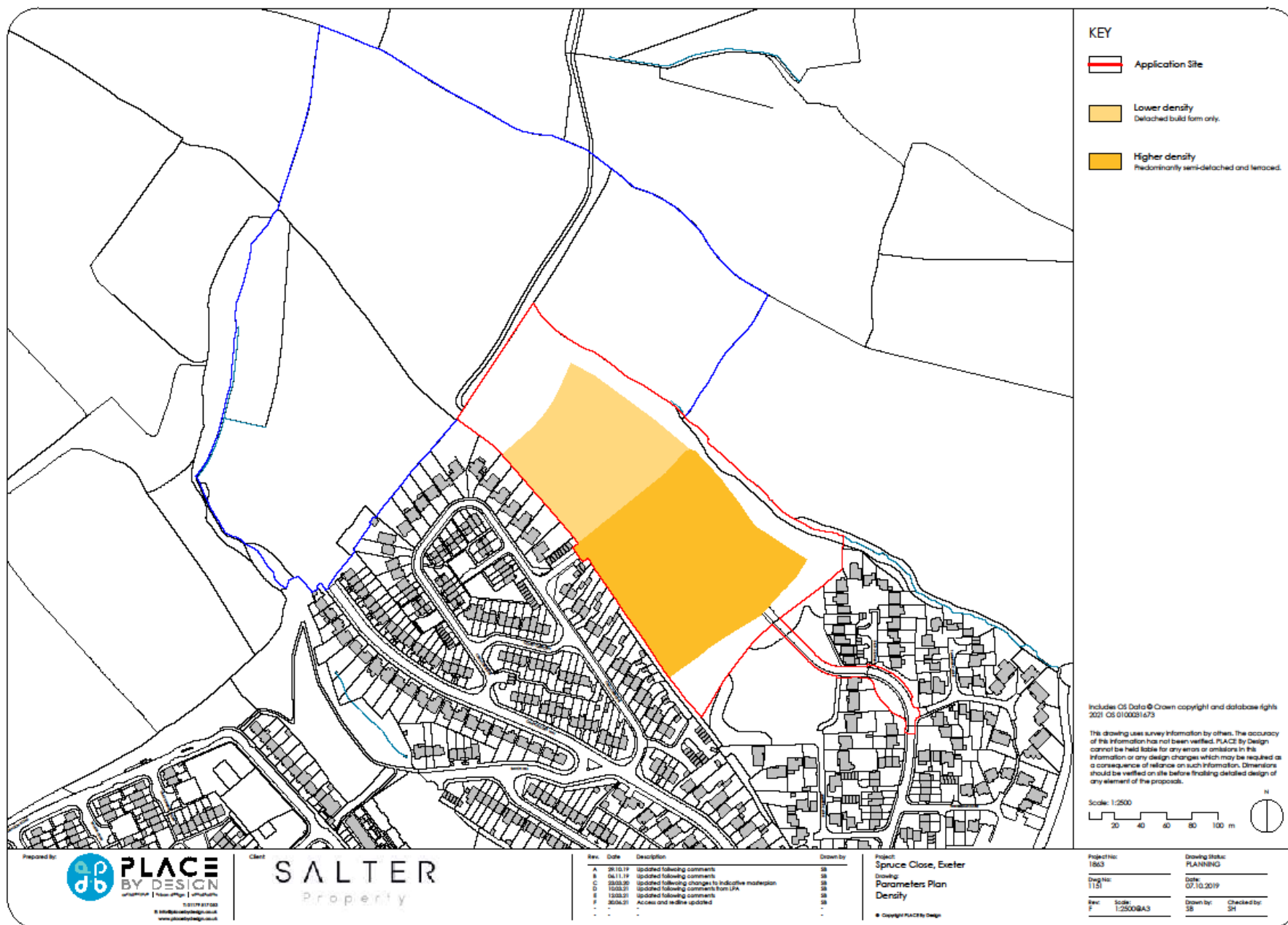
CONSTRAINTS

- Outline application for up to 93 dwellings (all matters reserved except access)
- 35% affordable housing in accordance with CS Policy CP7
- Will secure Fields, 3, 4 and 5 as public open space ('New Valley Park') in perpetuity (c.9.13ha)
- Developable area restricted to c.2.58ha; remaining site area used as habitat corridor and informal open spaces (c.1.28ha)
- LEAP and LAP provided
- Will create bus loop for F1 route, removing reversing manoeuvre at Savoy Hill
- Contributions: £90k towards bus services; £1,000 per dwelling towards walking/cycling measures in area; £500 per dwelling towards travel planning; £3,558.74 per dwelling towards secondary education; £584 per dwelling towards patient space at GP surgeries; £13k towards upgrading floodlighting and provision of seating/teen shelter/meeting points at Pendragon Road and Arena Park MUGAs, and Arena Skate Park.
- CIL Liability: £118.93 per square metre of floorspace

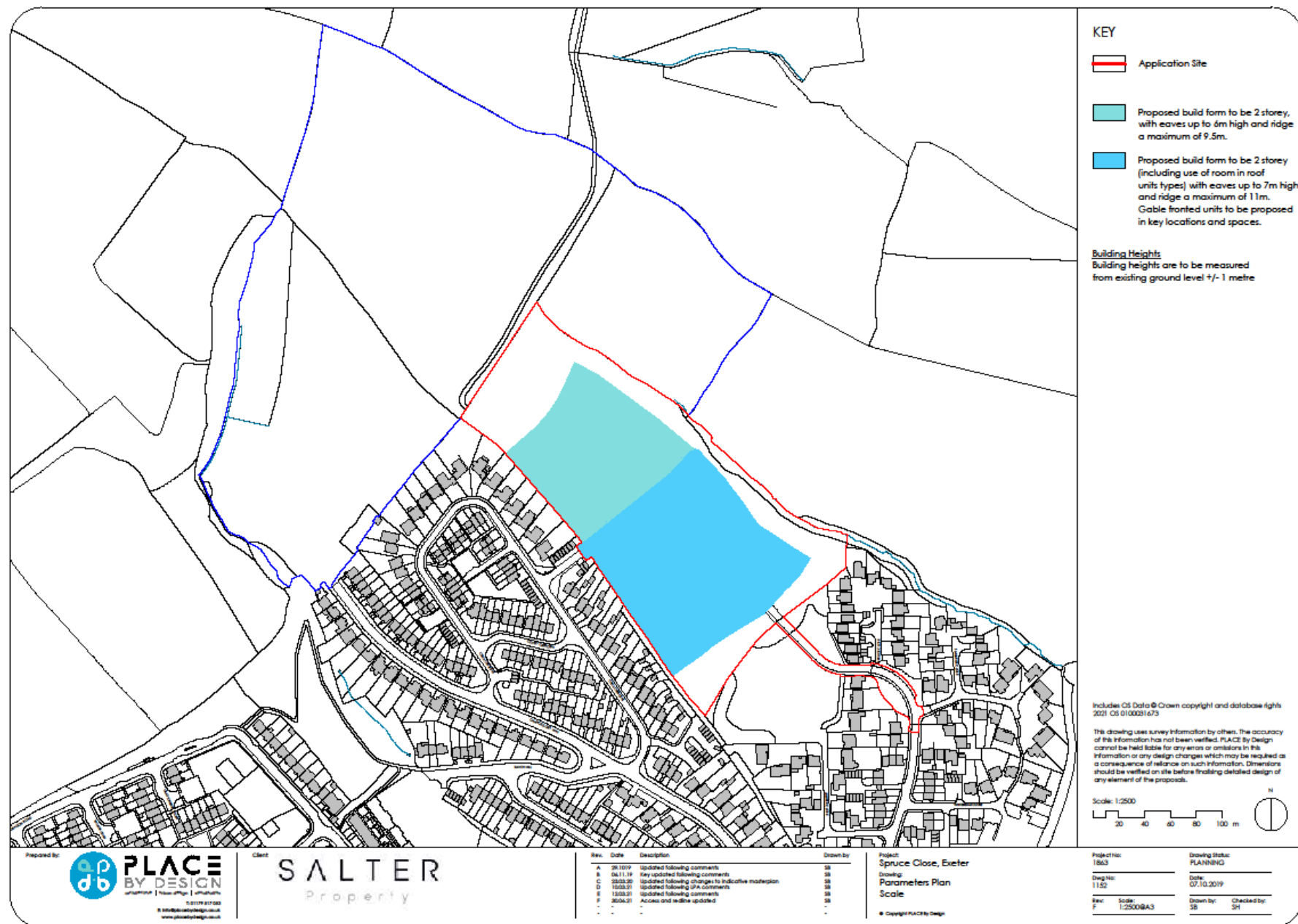
PROPOSAL OVERVIEW



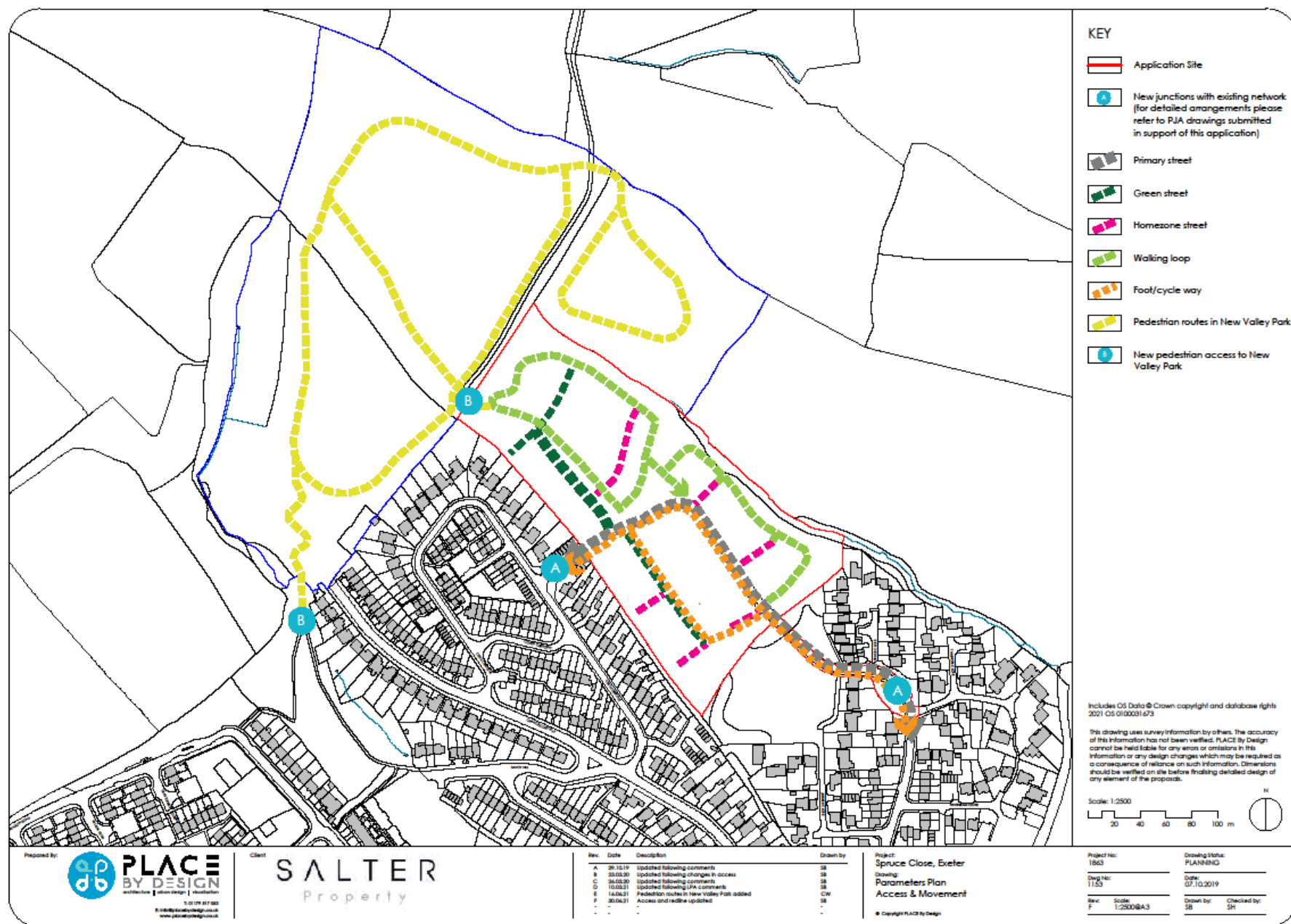
PARAMETERS PLAN – LAND USE



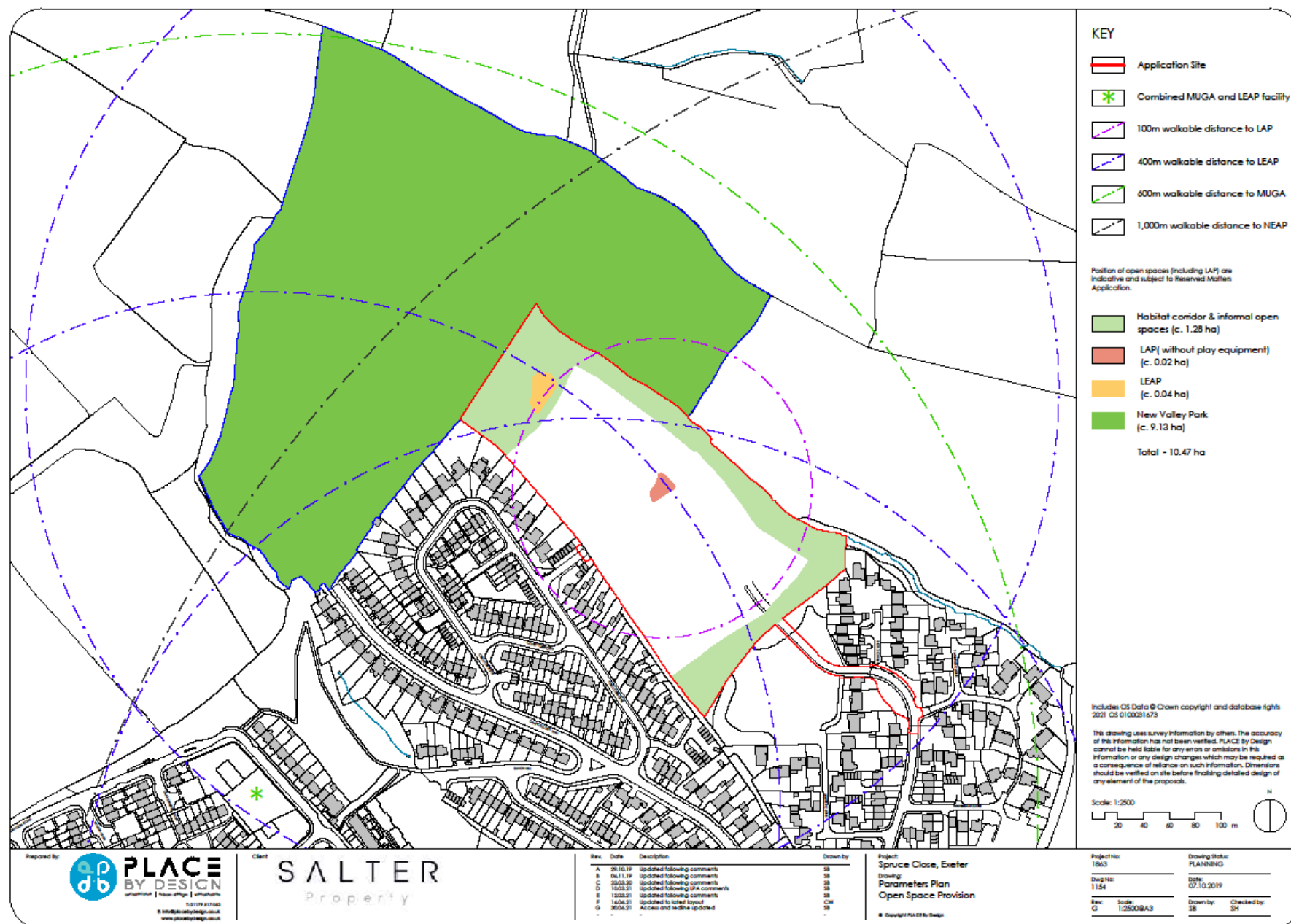
PARAMETERS PLAN – DENSITY



PARAMETERS PLAN – SCALE



PARAMETERS PLAN – ACCESS AND MOVEMENT



PARAMETERS PLAN – OPEN SPACE



ILLUSTRATIVE MASTERPLAN

HIGHER DENSITY AREA - BUILT FORM AND BUILDING ELEMENTS

1. Semi-detached and terraced build form
2. Gable fronted units reduce size of the roof
3. Wood panel cladding on first floor would blend with wider landscape
4. Predominant materials such as red brick and timber
5. Selected materials respond both to quality and the rural character of scheme
6. Proposed materials minimise the visual impact of the landscape setting
7. Emphasis of vertical elements
8. Windows tied together using textured side panels
9. Split materials from ground to first floor



Figure 5: Emphasis of vertical elements (7)



Figure 6: Gable-fronted units reduce size of the roof (2)



Figure 7: Selected materials respond both to quality and the rural character of scheme (5)



Figure 8: Semi-detached and terraced build form (1)



Prepared by:



Client:

SALTER
Property

Rev.	Date	Description	Drawn by
A	10.06.2021	Mood board updated following Planning officer's comments	PM
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Project:
Spruce Close, Exeter
Drawing:
Mood Board

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Project No:

1863

Design:

001

Rev:

A

Scale:

N/A

Drawing Status:

FOR COMMENTS

Date:

04.06.2021

Drawn by:

SB

Checked by:

SB

MOOD BOARD – HIGHER DENSITY AREA

LOWER DENSITY AREA - BUILT FORM AND BUILDING ELEMENTS

1. Detached build form only
2. Darker tone elevation are less visible from distance
3. Gable fronted units reduce size of the roof
4. Wood panel cladding on first floor would blend with wider landscape
5. Predominant materials such as red brick and timber
6. Selected materials respond both to quality and the rural character of scheme
7. Proposed materials minimise the visual impact of the landscape setting
8. Emphasis of vertical elements
9. Windows tied together using textured side panels
10. Split materials from ground to first floor



Figure 1: Detached build form (1)



Figure 2: Darker tone elevation are less visible from distance (2)



Figure 3: Selected materials respond both to quality and the rural character of scheme (3)



Figure 4: Split materials from ground to first floor (10)



Prepared by:



Client:

SALTER
Property

Rev.	Date	Description	Drawn by
A	10/06/2021	Mood board updated following Planning officer's comments	Pa

Project:
Spruce Close, Exeter
Drawing:
Mood Board

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Project No:

1865

Dwg No:

001

Rev:

A

Scale:

N/A

Drawing Status:

FOR COMMENTS

Date:

04/06/2021

Drawn by:

SB

Checked by:

SH

MOOD BOARD – LOWER DENSITY AREA



Figure 1: Bench seating at viewing point.



Figure 2: Wildflower grassland.



Figure 3: On-site tree and shrub planting.

NEW VALLEY PARK - PART OF SPRUCE CLOSE APPLICATION, INDICATIVE LANDSCAPING ADDITIONAL FEATURES:

- 1 Bench seating to allow for full appreciation of views from the highest point.
- 2 Sward enhancement of the existing grassland will be undertaken to increase the wildflower component. These fields will be managed in perpetuity to maximise their value to local wildlife, as well as provide an important recreational resource for local residents.
- 3 Diversification of the existing planted woodland will be achieved by selective thinning and replanting with suitable native tree species. Where needed, the boundary hedgerows will also be thickened with additional trees and shrubs. Bat and bird boxes will be placed in suitable mature trees along the site boundaries.



Figure 4: Spruce Close - New Valley Park Proposal (Drawing 1120 by Place By Design)

Prepared by:



Client:

SALTER
Property

Rev.	Date	Description	Drawn by
A	23.06.21	Updated following comments	BB
B	24.06.21	Updated following comments	BB
C			
D			
E			

Project:
Spruce Close, Exeter
Drawing:
New Valley Park Proposal Board

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Project No:

1863

Dwg No:

002

Rev:

B

Scale:

NTS

Drawing Status:

FOR COMMENTS

Date:

17.06.2021

Drawn by:

BB

Checked by:

JH

MOOD BOARD – NEW VALLEY PARK



ACCESS – SPRUCE CLOSE





ACCESS – BUS STOP LOCATIONS



PINWOOD MEADOW DRIVE (LOWER) – PHOTOS



PINWOOD MEADOW DRIVE (UPPER) – PHOTOS

Environment Agency

Natural England

RSPB

Devon & Somerset Fire & Rescue Service

Police Designing Out Crime Officer

NHS Devon Clinical Commissioning Group

South West Water

Exeter International Airport

Stagecoach – **Supports**

Devon County Council – Local Highway Authority

Devon County Council – Lead Local Flood Authority

Devon County Council – Local Education Authority

Devon County Council – Waste Planning Authority

Heritage Officer

Place Making Officer

Environmental Health

Service Manager Public & Green Spaces

Tree Manager

Interim Waste, Recycling and Fleet Lead

Building Control

CONSULTEES

CPRE Devon – **Objects**

Devon Wildlife Trust

Exeter Civic Society

Exeter Cycling Campaign – **Objects**

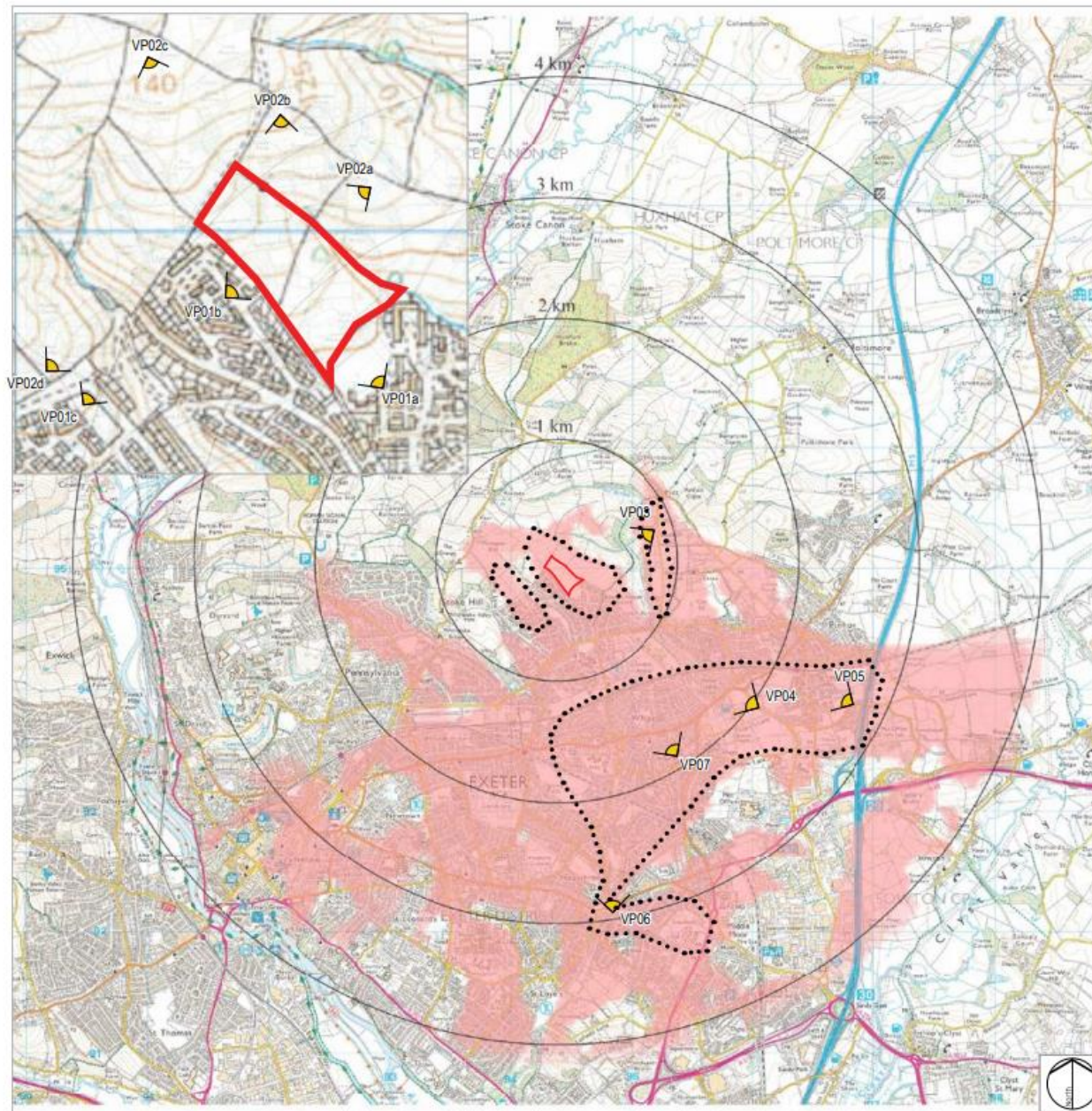
467 contributors – 463 objections and 4 neutral

Issues raised in objection(s)

- Concerns over access via Pinwood Meadow Drive and Celia Crescent – safety, congestion
- Impact of double yellow lines on provision of on-street parking – increase antisocial issues
- These roads are not appropriate for buses
- Impact of access road through public open space – safety, character and appearance, visual amenity
- Impact on landscape setting of city
- Impact on wildlife
- Loss of open space used by community
- Environmental impacts – flooding, pollution
- Impact on local infrastructure – schools, GP surgeries
- New Valley Park land already used for amenity
- Impact on RD&E NHS Foundation Trust

Issues raised in neutral response(s)

- Each property should have at least 2 parking spaces
- New parkland supported and should be protected by covenant
- Land is private – objections unjustified
- New housing required
- Carbon footprint and biodiversity impacts must be assessed



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LEGEND



Site Boundary



1km, 2km, 3km & 4km
radii around Site Boundary

Viewpoints



Representative Viewpoint Position



Zone of Visual Influence (ZVI)
Extent of where the proposal is predicted to be
visible based on topography, landscape features and
built form.

Zone of Theoretical Visibility



Calculated using 8m high multiple point
transmitter set across the site (Fields 1 & 2)
with a 1.6m high receiver height.

This drawing is based upon computer generated Zone of Theoretical
Visibility (ZTV) studies. The areas shown are the maximum theoretical
visibility, taking into account topography only. The model does not
take into account any above ground features and therefore gives an
exaggerated impression of the extent of visibility. The actual visibility
on the ground will be noticeably less than that suggested by this plan
and visibility from principal settlements is likely to be possible from
peripheral areas only.

The ZTV includes an adjustment that allows for the Curvature and
Light Refraction of the Earth and has a 25m² Resolution.

redbaydesign

LANDSCAPE CONSULTANTS

PROJECT TITLE

LAND OFF SPRUCE CLOSE, EXETER

DRAWING TITLE

Figure 5

Zone of Theoretical Visibility

DATE 28.05.2019

DRAWN NB

SCALE@A3 Not to Scale

CHECKED NB

T: 01803 605735

APPROVED NP

STATUS: BLS

DWG. NO. 613_F05

No dimensions are to be scaled from this drawing.

All dimensions are to be checked on site.

Area measurements for indicative purposes only.

© Redbay Design Landscape Consultants

Sources: Ordnance Survey

LVIA – ZONE OF THEORETICAL VISIBILITY

SITE



Photo viewpoint 1ai: Surrounding residential areas - Juniper Close (Spring 2019)

SITE



Photo viewpoint 1aii: Surrounding residential areas - Juniper Close (Winter 2019)

LVIA VIEWPOINT 1A

SITE



Photo viewpoint 1ci: Surrounding residential areas - Play area at Pendragon Road (Spring 2019)

SITE



Photo viewpoint 1cii: Surrounding residential areas - Play area at Pendragon Road (Winter 2019)

L VIA VIEWPOINT 1C

SITE



Photo viewpoint 2ai: Surrounding Hills - To east (Spring 2019)

SITE



Photo viewpoint 2aii: Surrounding Hills - To east (Winter 2019)

LVIA VIEWPOINT 2A

SITE



Photo viewpoint 2bi: Surrounding Hills - To north (Spring 2019)

SITE



Photo viewpoint 2bii: Surrounding Hills - To north (Winter 2019)

LVIA VIEWPOINT 2B

SITE



Photo viewpoint 2di: Surrounding hills - To west (Spring 2019)

SITE



Photo viewpoint 2dii: Surrounding hills - To west (Winter 2019)

LVIA VIEWPOINT 2D



Prepared by:



**PLACE
BY DESIGN**
landscape | urban design | architecture

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Client:

SALTER
Property

Rev. Date Description

Drawn by

Project:
Spruce Close, Exeter
Drawing:
Photomontage Viewpoint 4

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Project No:
1863

Dwg No:
VP4

Rev: Scale:
N/A

Drawing Status:
FOR COMMENTS

Date:
04.06.21

Drawn by:
CW

Checked by:
SB

PHOTOMONTAGE VIEWPOINT 4 – CUMBERLAND WAY



PHOTOMONTAGE VIEWPOINT 4 (ZOOMED) – CUMBERLAND WAY



PHOTOMONTAGE VIEWPOINT 5 – TITHEBARN WAY



The Site

PHOTOMONTAGE VIEWPOINT 5 (ZOOMED) – TITHEBARN WAY



PHOTOMONTAGE VIEWPOINT 6 – BIRCHY BARTON



PHOTOMONTAGE VIEWPOINT 6 (ZOOMED) – BIRCHY BARTON



PHOTOMONTAGE VIEWPOINT 7 – HILLYFIELD ROAD



The Site

PHOTOMONTAGE VIEWPOINT 7 (ZOOMED) – HILLYFIELD ROAD

- Members site visit carried out on 28 September 2021
- Devon Wildlife Trust withdrew its objection
- Applicant submitted statement responding to issues raised by Cllr Allcock at the 6 September Planning Committee, and a Briefing Note by their Planning Consultant addressing saved Policy LS1 and Policy CP16, and relevant appeal decisions (Home Farm – 13/4802/OUT, and Clyst Road – 17/1148/OUT) and High Court Judgement (Home Farm)
- Independent report by Chartered Landscape Architect Anne Priscott:
 - m. While the site does occupy an elevated location, having the potential to be viewed from within Exeter, the LVA author and my field observations have established that **the ability to obtain views of the site from public locations are extremely limited (current site access is at the gift of the landowner).**
 - o. Therefore, having reviewed the LVA and policy objectives of the City Council, **the development as proposed could accord with the objectives of Policy LS1 of the Exeter Local Plan First Review and Policy CP16 of the Exeter Core Strategy.** The development would not result in harm to the character and local distinctiveness of this rural area, and **the addition of the three fields north and west of the site (Fields 1 and 2) for unhindered quiet recreation in perpetuity would contribute to the public enjoyment and access to the urban fringe. This would be highly beneficial.** This would prevent any land above the 115m AOD contour from ever contributing to the urbanisation of the area and detracting from the rural green hillside setting.

UPDATE SINCE 6 SEPTEMBER 2021

- s. All of the planning policies, development plan evidence base documents, the landscape character assessments and planning application advice has been consistent in showing graphically and documenting this strategy. **However, careful detailed site analysis has shown that the parts of Fields 1 and 2 that form this application on the revised Illustrative Masterplan are so well related to the urban fringe that they can be developed without unacceptably impacting on the policy objectives of the Core Strategy.** As part of this application the securing of public access to a further three fields to the north of the site will bring appreciable gains and will form a permanent upper development line at c 115m AOD that will not be breached.
- t. **This in no way sets a precedent** for any other part of the landscape in the LS1 area or the land referenced in paragraph 4.11 of the Core Strategy, and the conclusions drawn are specific to this site and the development area illustrated.
- u. Taking this back to the national level, the NPPF (2021) states clear objectives, in relation to achieving well-designed spaces, at paragraph 130. **Should the site be consented for outline planning, the reserved matters application could and should deliver the design and landscape enhancement objectives of both policy DG1 and paragraph 130 of the NPPF.**
- v. **The effects of the proposed development have been assessed by the LVA author and through a review and found to be very localised, having a moderate impact on the valued landscape characteristics and minimal impacts on views from within the landscape and of the setting of the city. The proposed siting within the context of retained traditional hedgebanks will allow the development to be relatively smoothly assimilated into the local landscape.**

UPDATE SINCE 6 SEPTEMBER 2021

- The Council now has a five year housing land supply removing the tilted balance as part of the presumption in favour of sustainable development in paragraph 11 of the NPPF 2021.
- The conclusion is that the proposed development accords with the Development Plan as a whole, taking into account the policies that remain up-to-date, bearing in mind that the NPPF 2021 states:
 - *218. The policies in this Framework are material considerations which should be taken into account in dealing with applications from the day of its publication. Plans may also need to be revised to reflect policy changes which this Framework has made.*
 - *219. However, existing policies should not be considered out-of-date simply because they were adopted or made prior to the publication of this Framework. **Due weight should be given to them, according to their degree of consistency with this Framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given).***
- The proposed condition for a Travel Plan has been removed, as it is covered by the £500 per dwelling contribution agreed towards travel planning in the area.

UPDATE SINCE 6 SEPTEMBER 2021

A. DELEGATE TO DEPUTY CHIEF EXECUTIVE TO GRANT PERMISSION SUBJECT TO THE COMPLETION OF A LEGAL AGREEMENT UNDER SECTION 106 OF THE TOWN AND COUNTRY PLANNING ACT 1990 (AS AMENDED) TO SECURE THE FOLLOWING:

- Adjoining fields become permanent public open space/New Valley Park and Landscape and Ecological Management Plan (LEMP) to manage.
- Management company to manage/maintain public open space on the site including LEAP and LAP.
- 35% affordable housing in accordance with Policy CP7 (32 dwellings if 93 dwellings developed and financial contribution for 0.55 of a dwelling towards off-site affordable housing).
- £90,000 towards bus services.
- £93,000 towards walking/cycling measures in area (£1,000 per dwelling).
- £46,500 towards travel planning (£500 per dwelling).
- £15,000 towards Traffic Regulation Orders.
- £330,963 towards new secondary provision at South West Exeter (£3,558.74 per dwelling).
- £54,282 towards patient space at GP surgeries (£584 per dwelling)
- £13,000 towards upgrading floodlighting and provision of seating/teen shelter/meeting points at Pendragon Road and Arena Park MUGAs, and Arena Skate Park.

All S106 contributions should be index linked from the date of resolution.

And the following conditions: (See Planning Committee Report)

OFFICER RECOMMENDATION

B. REFUSE PERMISSION FOR THE REASONS SET OUT BELOW IF THE LEGAL AGREEMENT UNDER SECTION 106 OF THE TOWN AND COUNTRY PLANNING ACT 1990 (AS AMENDED) IS NOT COMPLETED BY 6 MARCH 2022 OR SUCH EXTENDED TIME AS AGREED BY THE CITY DEVELOPMENT MANAGER

In the absence of a Section 106 legal agreement in terms that are satisfactory to the Local Planning Authority being completed within an appropriate timescale, and which makes provision for the following matters –

- Adjoining fields become permanent public open space/New Valley Park and Landscape and Ecological Management Plan (LEMP) to manage.
- Management company to manage/maintain public open space on the site including LEAP and LAP.
- 35% affordable housing in accordance with Policy CP7 (32 dwellings if 93 dwellings developed and financial contribution for 0.55 of a dwelling towards off-site affordable housing).
- £90,000 towards bus services.
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- £15,000 towards Traffic Regulation Orders.
- £330,963 towards new secondary provision at South West Exeter (£3,558.74 per dwelling).
- £54,282 towards patient space at GP surgeries (£584 per dwelling)

OFFICER RECOMMENDATION (CONT.)

- £13,000 towards upgrading floodlighting and provision of seating/teen shelter/meeting points at Pendragon Road and Arena Park MUGAs, and Arena Skate Park.

the proposal is contrary to Exeter Local Development Framework Core Strategy 2012 Objectives 1, 3, 5, 6, 8 and 10, and policies CP7, CP9, CP10, CP16 and CP18, Exeter Local Plan First Review 1995-2011 saved policies L3, L4, T1, T3 and LS4, Exeter City Council Affordable Housing Supplementary Planning Document 2014, Exeter City Council Sustainable Transport Supplementary Planning Document 2013 and Exeter City Council Public Open Space Supplementary Planning Document 2005.