



Exeter
City Council

DRAFT
DEVELOPMENT BRIEF
FOR
SOUTH WEST
ALPHINGTON

January 2014

Draft Development Brief for South West Alphington

EXECUTIVE SUMMARY

Land to the South West of Alphington (see Figure 1), from hereon referred to as 'the site', is allocated in the Exeter Core Strategy for the provision of new and much-needed housing in the City.

This Development Brief requires the site to be developed as a place which:

- Provides homes, including homes that are affordable to local people, that are of an exceptional standard of design;
- makes the best possible use of land and an excellent contribution to the character and appearance of Alphington;
- includes high quality community facilities for the new residents, comprising a site for a new health centre/doctors surgery, recycling facilities, allotments and public open space;
- encourages residents to walk, cycle or use public transport or a car club as an alternative to the private car;
- uses low and zero carbon energy and makes efficient use of natural and local resources; and
- respects existing trees and hedgerows, incorporating these within a green infrastructure framework.

INTRODUCTION

Status of this Brief

This Brief is currently in draft form for public consultation. The draft Brief will be reviewed and amended in response to the findings of the consultation. The City Council will then seek to adopt the Brief as a Supplementary Planning Document, which will provide the framework for the determination of any subsequent planning application(s) proposing to develop the site.

Who is the Brief for?

This Brief is aimed at those involved in planning and designing any new development at the site. It also provides those with an interest in the project – neighbours, local residents and any other interested parties – with guidance on the issues that will be considered during the planning process.

How has the Brief been prepared?

The draft Brief has been prepared by Exeter City Council, following a series of workshops attended by the Alphington Village Forum during 2012/13 and a public exhibition held in Alphington Village Hall in July 2013. The Brief also takes into account the results of a questionnaire about the proposed development of the site, which was sent to all Alphington residents in July 2013.

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THE SITE AND SURROUNDING AREA

The site is greenfield and lies on the southern fringe of Exeter, just within the City Council's boundary. Topographically, the site is slightly elevated above adjoining development to the north: land levels rise gently in a south-westerly direction, culminating in a ridgeline along which Markham Lane runs. Consequently, parts of the site are visible in distant views across the City. Therefore, any development of the site will impact not only upon the character and appearance of the immediate locality, but also upon the setting of Exeter. This sensitivity underlines the need for any development to be of exceptional quality.

The site's gross developable area measures approximately 14.9 ha and is traversed north to south by Shillingford Road and Chudleigh Road. Dawlish Road demarcates its eastern boundary. Part of the site's southern boundary, between Shillingford Road and Chudleigh Road, is denoted by the unmade and partly sunken Markham Lane. Part of the southern boundary between Chudleigh Road and Dawlish Road is denoted by a public right of way, which runs just outside the site.

The majority of the site comprises farmland, divided by hedgerows and the aforementioned highways into 9 fields. The developable area of the site also includes one dwelling: No.72 Chudleigh Road, an imposing early 20th Century detached dwelling with outbuildings and a large garden.

Land to the south is currently open countryside, separated from the site visually by the Markham Lane ridgeline and physically by the A30, which adjoins to the south-west. The site's northern boundary abuts Alphington, a largely residential area of the City. Facilities in Alphington include a primary school, church, various local shops, a village hall, a community hall and a doctors' surgery. The edge of Matford Industrial Estate lies approximately 250 m to the north-east of the site as the crow flies.

Existing housing in Alphington varies in age, style and materials. Dwellings on land immediately to the north of the site are predominantly late 20th Century. Properties along Shillingford Road and Chudleigh Road are laid out in linear format and are either single- or two-storey, predominantly detached and set within sizeable gardens. The residential areas between these two roads, and between Chudleigh Road and Dawlish Road, comprise housing estates laid out around sinuous cul-de-sacs, with small areas of public open space. Two-storey detached, semi-detached and terraced properties characterise these areas. Parking is primarily off-road, with some parking courts to the rear of dwellings. Net residential densities in these estates vary from around 20 dph (e.g. areas of Vestry Gardens, Chudleigh Road, Steeple Drive and Pulpit Walk) to around 54 dph (in areas of Lichgate Road and Tower Walk).

DEVELOPMENT REQUIREMENTS

This section of the Brief expands upon the key requirements set out in the Executive Summary.

The site must be developed as a place which:

- Provides homes, including homes that are affordable to local people, that are of an exceptional standard of design;
- makes the best possible use of land and an excellent contribution to the character and appearance of Alphington;
- includes high quality community facilities for the new residents, comprising a site for a new health centre/doctors surgery, recycling facilities, allotments and public open space.

To help achieve these requirements:

- The 'island' on the western side of Shillingford Road, which measures approximately 0.37 ha, must be provided and equipped by the developer as an allotment to meet the needs of new residents. See Figure 1 below for location. Specifications for the allotment are set out in Appendix A.
- An area of 0.11 ha is required as a local centre, comprising a site of 0.1 ha for the future provision of a health centre/doctor's surgery, together with a community recycling facility to be provided and equipped by the developer. The local centre should be located adjacent to and on the eastern side of Chudleigh Road. A potential location is shown Figure 1. Specifications for the recycling facilities are set out in Appendix A.
- In addition to the allotments, 1.44 ha of the site must be provided as level public open space. The public open space must be an integral element of the site's overall design and located so as to maximise the use of SUDs¹. All new homes must be within easy walking distance of the public open space. The open space must include a LEAP² on that part of the site to the west of Chudleigh Road and a NEAP (incorporating a MUGA)³ on that part of the site to the east of Chudleigh Road. Specifications for the LEAP, NEAP and SUDs are set out in Appendix A. Management arrangements for the LEAP and NEAP must be included in any development proposals.
- The remaining site area must be developed for residential use, at a density which represents an efficient use of land. An average net density of less than 30 dph is unlikely to be consistent with this. Recent developments on the edge of Exeter have achieved an average net density of around 35 dph. In order to respect the character and appearance of neighbouring residential areas, the topography of the site and its proximity to a Scheduled Ancient Monument, those areas along the northern and southern boundaries of the site must be developed at around 20 dph. Higher densities will be appropriate towards the centre of the site.
- The development as a whole must deliver a mix of housing that reflects the most up-to-date Strategic Housing Market Assessment for Exeter. At the time of adoption, this is the 2010 Exeter SHMA Update, which identifies the following housing requirement:

| | | | |
|-----------|-----------|-----------|------------|
| 32% 1 bed | 44% 2 bed | 11% 3 bed | 13% 4+ bed |
|-----------|-----------|-----------|------------|

- Any development must include 35% affordable housing, to be provided on-site as an integrated part of the scheme. Co-operative housing must form part of the affordable housing mix.

¹ Sustainable Urban Drainage.

² Local Equipped Area for Play.

³ Neighbourhood Equipped Area for Play / Multi-Use Games Area.

- The City Council will accept the provision of an extra care facility as part of the development and as part of the affordable housing provision.
- All dwellings shall be designed to meet Lifetime Homes standards.
- Development must be of an exceptionally high standard of design. A Design And Access Statement must be submitted with any planning application, setting out the design concept and principles (including the approach to sustainable design) that have informed the proposals. The Statement must show how the scheme achieves exceptional design in relation to the City Council's policies and the site's context.
- The new development must have its own sense of place, whilst integrating with existing development in the area. Innovative design that responds to the challenges presented by the site's topography will be supported. Development proposals in the vicinity of the Markham Lane ridgeline must be accompanied by sections showing any impact upon the skyline and proposed boundary landscape treatments. No buildings on the site should exceed 2 storeys in height.
- The potential impact of noise from the nearby A30, Shillingford Road and Chudleigh Road must be taken into account in the design of new homes. Further information about noise constraints is set out in Appendix A.
- No.76 Chudleigh Road (The Gables), which adjoins the site, is a Grade II Listed Building dating from the early 19th Century. Any development must preserve the building and its setting.
- The site and its surroundings contain archaeological remains. None of the remains will have an impact on the layout or amount of new development, but will require excavation and recording. Further information is provided in Appendix A.
- An Arboricultural Report must be prepared at the pre-application stage and agreed with the City Council. The Report must identify all existing trees and hedgerows that are worthy of retention. These must be incorporated into a landscape framework for the new development, which must also include additional planting of trees and shrubs of species that are appropriate to the area. In particular, additional tree planting will be required along all road frontages and the southern / south-eastern boundaries of the site, in order to partly screen and buffer the development. Subject to the conclusions of the Arboricultural Report, trees within the site may be made the subject of a Tree Preservation Order.
- An ecology survey must be carried out by the developers at the pre-application stage, in order to establish the current ecological value of the site. The results of the survey must be reflected in the design of any new development. Features of ecological value must be retained and improved where appropriate. Further details about the requirements of the ecology survey are provided in Appendix A.
- Any residential development at the site will be liable for the payment of CIL, at a fixed cost of £80 per square metre (internal floorspace). Relief is available for affordable housing. Further information about CIL is set out in Appendix A.

The site must be developed as a place which:

- **encourages residents to walk, cycle or use public transport or a car club as an alternative to the private car.**

Development of the site will generate additional traffic. So that the existing highways network can accommodate this traffic, new residents must be encouraged to access jobs and facilities on foot, bicycle or public transport wherever possible. Accordingly:

- The developer must prepare a Travel Plan and an Air Quality Management Assessment (AQMA) at the pre-application stage. These must be agreed with the local planning authority. The AQMA must consider any increased loading on Exeter's Air Quality Management Area.
- The following three off-site projects are necessary to the sustainable development of the site. The developer will be required to pay a financial contribution totalling £1,290,000 towards these three projects. The contribution will be secured by means of a Section 106 Agreement:

| Project | Description | Cost to developer |
|---|---|-------------------|
| Village Public Realm Enhancement Scheme | Footway widening, build-outs and raised tables to traffic calm/provide improved pedestrian and cycle access on a section of highway through Alphington Village | £440,000 |
| Loram Way Cycle Link | Cycle route between the site and Marsh Barton Industrial Estate, including the new rail halt at Matford | £150,000 |
| Upgrade Of/Extension To The A Bus Service | Support for putting on additional buses to extend the existing route so that it serves the development; also, so that two routes can be provided at an agreed trigger point during the construction of the development, between Alphington and the City centre (one via Cowick Lane as existing and one through Marsh Barton via Tan Lane). | £700,000 |

- The developer will be required to pay a financial contribution towards establishing a Car Club at the site, to help minimise traffic generated by any development. The total financial contribution will depend on the number of dwellings proposed and will be calculated in accordance with Chapter 11 of the City Council's Sustainable Transport SPD. The contribution will be secured by means of a S106 Agreement.
- Shared-surface pedestrian and cycle paths must be provided to maximise permeability through the site. Figure 2 shows the required location of access/egress points. To promote safety, paths must be overlooked by housing and lit to suit the expected intensity of use. Paths must be integral to the site's landscape design.
- A high quality pedestrian and cycle route is to be provided along the site's southern boundary, including Markham Lane. Any new homes built along the southern boundary must be oriented to face the route, so as to promote safety through natural surveillance.
- All dwellings should include secure cycle parking in accordance with section 5.2 and Table 2 of the City Council's Sustainable Transport SPD. Developers are encouraged to include charging facilities for electric vehicles, and as a minimum, ducting and potential for easy connection to the electricity network should be provided in accordance with section 6.5 of the SPD.
- Motor vehicle access into/out of the site must only be taken from Shillingford Road, Chudleigh Road and Dawlish Road.
- The development must be designed to ensure vehicular speeds of no more than 20 mph. A Home Zone layout⁴ will be supported. However, the layout must also allow for the provision of a bus route through the site between Dawlish Road, Chudleigh Road and Shillingford Road. The developer must provide bus stops and shelters along the route, at appropriate intervals.

⁴ Homes Zones are areas that have been especially designed to minimise vehicle speeds, for example using sharp changes in road direction, road narrowings where only one car can pass at a time, planting in the road and there being no distinction between where the road ends and the pavement begins.

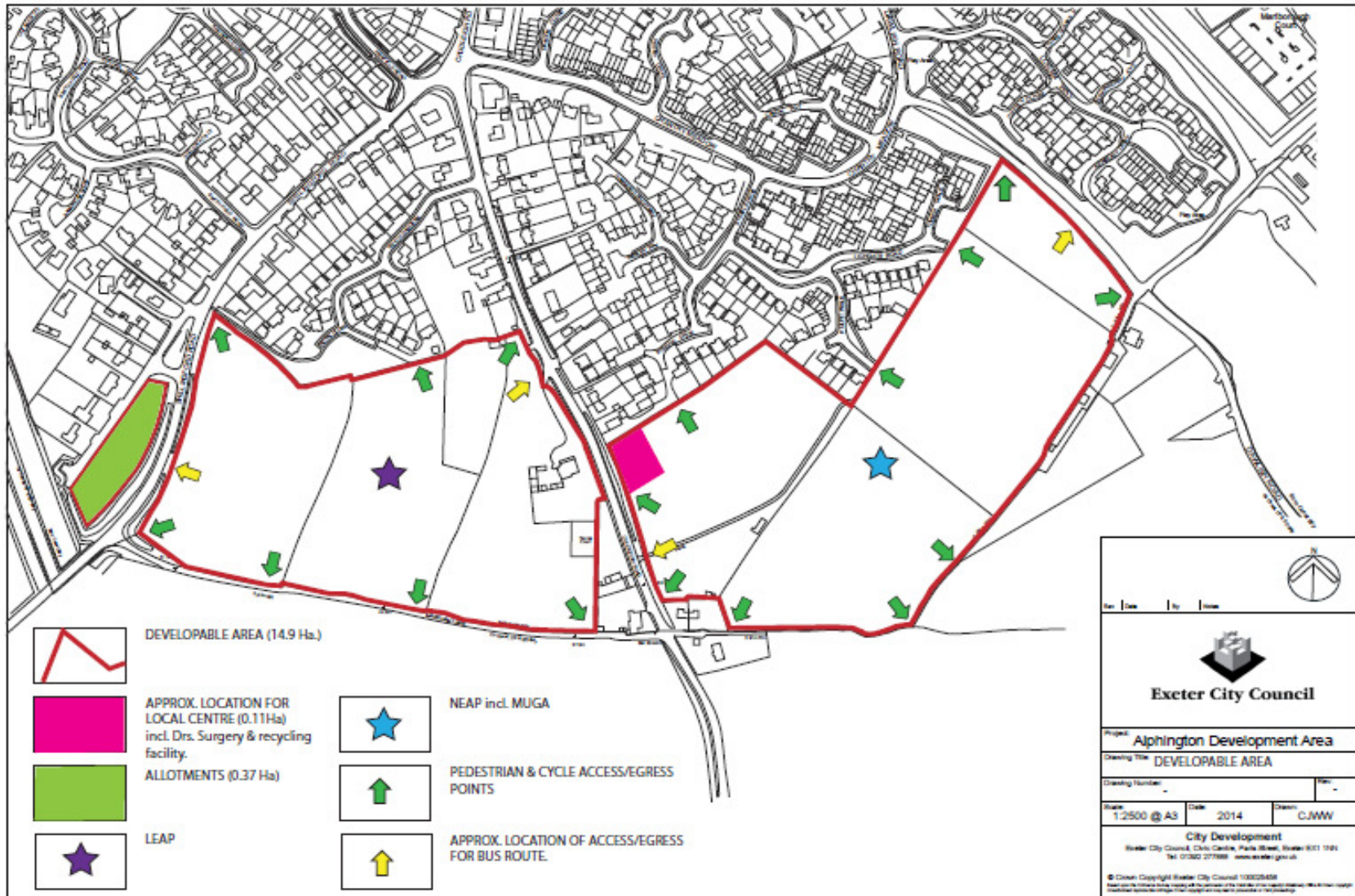
The site must be developed as a place which:

- **uses low and zero carbon energy and makes efficient use of natural resources.**

To help achieve this requirement:

- A Decentralised Energy Network providing low carbon heat to developments in this area (through a low temperature hot water district heating network) is viable and feasible. Therefore, development must be designed so that the internal systems for space and water heating are capable of being connected to such a network and the necessary on site infrastructure shall be put in place for connection of those systems to the network. If this is shown to not be viable or feasible for any individual development, then alternative solutions that would result in the same or better carbon emissions reduction must be implemented.
- The development must make efficient use of natural resources, locally sourced and recycled wherever possible, and minimising construction waste and water use.
- The development must achieve high standards of fabric energy efficiency, reduce energy demand, incorporate low carbon energy technologies and reduce carbon emissions from heat and power generation.
- With regard to street lighting, developers must have regard to Devon County Council policy and the low carbon agenda.

Figure 1



THE PLANNING PROCESS

Once adopted, this Brief will supplement Policy CP19 of the Exeter Core Strategy (adopted February 2012), which designates land to the south west of Alphington as a Strategic Allocation; and Core Strategy Policy CP17 which sets out development principles for the Strategic Allocation.

In addition to the site-specific requirements set out in this SPD, proposals must comply with all relevant policies contained in the Exeter Core Strategy, the Exeter Local Plan First Review (adopted 2005) and emerging policies within the Development Delivery Development Plan Document (DPD). The Supplementary Planning Guidance/Documents listed below must be taken into account:

- Affordable Housing SPD
- Archaeology and Development SPG
- Planning Obligations SPD
- Public Open Space SPD
- Residential Design Guide SPD
- Sustainable Transport SPD
- Trees in Relation to Development SPD

The site forms part of a larger planned urban extension encompassing adjoining land within Teignbridge District, to the south. Policy SWE1 of the Teignbridge Submission Local Plan ('Plan Teignbridge') (2013-2033) proposes an area of approximately 170 ha adjoining Exeter to be developed for the provision of at least 2,000 new dwellings, employment, a country park and associated infrastructure. The Inspector's Report on the Local Plan is expected to be published in Spring 2014. The South West Exeter Masterplan (2012), produced by consultants on behalf of Exeter City Council, Teignbridge District Council and Devon County Council, indicates how the urban extension might be delivered in a sustainable manner.

It is essential that applicants enter into pre-application discussions with the City Council at the earliest possible stage before submitting a planning application, in particular to agree the design of any scheme and the terms of the Section 106 Agreement. Any planning application submitted must be accompanied by all of the material identified as necessary in this Brief.

If a Section 106 Agreement is not completed within 90 days of the registration of any planning application, the application may be refused on the basis of the absence of an agreement making the necessary provisions.

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Allotments

The amount of land allocated for the provision of allotments is based on the National Society of Allotment and Leisure Gardeners' guideline of 20 plots (each measuring 10 rods, or 302.5 m²) per 1000 households.

Each plot provided within the new facility must measure a minimum of 5 rods (125m²). The allotment site should include a small area for car parking, a main track to allow for vehicular access and grassed circulation space between plots. Water must be supplied to the site and 1 trough provided per 5 plots. A storage shed (e.g. a steel container) that is large enough to accommodate (e.g.) a lawn mower must also be provided. The site must be securely fenced and gated. It is anticipated that ownership of and responsibility for running the allotment site will be transferred to a local community group.

Recycling Facility

The recycling facility should measure approximately 7 metres in width by 2 metres in depth and include 4 recycling banks for glass and textiles. It must be fenced with 'hit and miss' boarding and constructed on a concrete or paved plinth. The facility must be located adjacent to a highway so that it can be accessed by a recycling lorry. A lay-by with double yellow lines may be required adjacent to the facility to enable the lorry to park.

Public Open Space

The locational requirements for the children's play space arise from the physical barrier created by Chudleigh Road and the need to ensure the safety of children.

The LEAP must:

- be designed to serve children from 0-8 years of age;
- lie within 5 minutes walking distance of all new dwellings proposed on the western side of Chudleigh Road;
- measure at least 800m² to allow for the inclusion of informal space for ball games, with a minimum activity zone of 400m²;
- have a buffer of not less than 10m in depth between the edge of the activity zone and the boundary of the nearest dwelling and a minimum of 20m between the activity zone and the habitable room façade of the dwelling. The buffer should be planted to enable children to experience natural scent, colour and texture;
- contain at least 5 types of play equipment conforming to EN1176, of which at least 2 are individual pieces, rather than part of a combination multi-play unit. Each type of play equipment should be designed to stimulate one of the following activities: balancing, rocking, climbing/agility, sliding, social play. Additional items may focus upon rotating, swinging, jumping, crawling, viewing, counting or touching. No play equipment should overlook private gardens.

The NEAP must:

- be designed to serve children from 0-14 years of age;
- lie within 15 minutes walking distance of all new dwellings proposed;
- have a minimum activity zone of 1000m² that is divided into two parts, one containing a range of playground equipment and the other comprising a lit multi-use games area with a hard surface of at least 465m² (the minimum area needed to play five-a-side football);
- have a buffer of not less than 30m in depth between the activity zone and the boundary of the nearest dwelling. A greater distance may be needed where purpose built skateboarding

facilities are provided. The buffer should be planted to enable children to experience natural scent, colour and texture;

- contain at least 8 types of play equipment conforming to EN1176, comprising at least 1 item to stimulate rocking, touch, social or developmental play among younger children; at least 2 items to facilitate sliding, swinging or moderate climbing; at least 5 items to encourage either more adventurous climbing, single point swinging, balancing, rotating or gliding (e.g. cableway). At least 3 of these items should be individual play items rather than part of a combination multi play unit;
- include a convenient and secure parking facility for bicycles; and
- be appropriately lit and managed.

The LEAP and NEAP must both:

- be positioned beside a well-used pedestrian/cycle route;
- occupy a well-drained site with a grass or hard surface and feature an appropriate impact-absorbing surface beneath and around the play equipment conforming to EN 1177;
- have adequate space around the play equipment for informal play;
- contain seating for parents / carers in the vicinity of the play equipment and, in the case of the NEAP, other seating within the hard surfaced games area;
- contain litter bins at each access point and in the proximity of each group of seats
- have fencing of at least 1m in height around the perimeter of the activity zone, with two outward opening, self closing gates on opposite sides of the space;
- have a barrier to limit the speed of a child entering or leaving the facility;
- have a sign indicating (i) that the area is solely for use by children, (ii) that adults are not allowed to enter unless accompanied by children, (iii) that dogs are excluded, (iv) the name and telephone number of the operator of the facility to report any incident or damage to the play equipment and (v) the location of the nearest public telephone.

Provision of the LEAP will cost the developer an estimated £60,000. Provision of the NEAP will cost the developer an estimated £180,000.

All public open space provided on the site must be transferred to the City Council for management and maintenance. A commuted sum of approximately £X (to be determined prior to publishing the Brief for consultation) will be required for future maintenance⁵.

Noise

An Ambient Noise Survey will be required at the pre-application stage to establish background noise levels, taking into account traffic on Shillingford Road, Chudleigh Road and the nearby A30 and with regard to future traffic growth. The survey must make reference to WHO guidance, BS8233 and give consideration to the monitoring requirements presented in BS7445.

Reflecting the results of the Survey, a mitigation scheme for the external and internal areas of any new homes that are affected by noise will be required at the pre-application stage.

A Noise Management Plan will also be required, due to the potential for disturbance to existing residents during construction. The Plan should consider the noise impact in terms of guidance contained in BS5228 "Code of Practice for Noise and Vibration on Construction and Open Sites". The Plan should make reference to, and consider the various phases of the development and the likely impact of construction noise on existing residents, in terms of:

- Site location;
- Existing ambient noise levels;

⁵ Costs are approximate at this stage. The final sum will be calculated using the formula contained in X and will reflect the total number of proposed dwellings.

- Duration of site operations;
- Hours of work;
- Attitude of the site operator;
- Noise characteristics of the plant and machinery used on site; and
- Increased vehicle movements associated with the operation of the site.

A Dust Impact Assessment and Management Plan will also be required at the pre-application stage.

Flood Risk and Drainage (including SUDs)

The site lies within Flood Zone 1, which means it has less than a 1 in 1,000 annual probability of river flooding. However, given the size of the site, a full Flood Risk Assessment (FRA) which takes the effects of climate change into account has been undertaken⁶.

The FRA includes information on those areas of the site where SUDs could be used. SUDs must be used wherever possible and on-site attenuation where not. In either event, two Drainage Strategies (one for that part of the site to the west of Chudleigh Road and one for that part to the east) must be prepared by the applicant and agreed with the City Council at the pre-application stage. The Strategies must ensure that surface water runoff discharge mimics the existing (i.e. pre-development) regime.

The FRA also provides information on the location of foul drainage in the vicinity of the site. To serve that part of the site to the east of Chudleigh Road, connection will need to be achieved at the northern edge of the site in Dawlish Road. To serve that part of the site to the west of Chudleigh Road, connection will need to be achieved at the northern edge of the site in Veitch Gardens and Chudleigh Road. Each will require a 6 metre easement.

Archaeology

The potential for the site and surrounding area to contain archaeological remains was reviewed during production of the South West Exeter Masterplan⁷ and has been further assessed through detailed survey and some site investigation⁸ undertaken for one of the landowners. This work has identified a prehistoric barrow cemetery (a scheduled monument) and other potential remains immediately to the south of the site, together with other unscheduled prehistoric remains - including two possible ploughed out burial mounds and a possible settlement enclosure - within the site itself. No later remains have been identified within the site, except for former field boundaries of probable medieval and later date.

This preparatory work has identified no remains within the site that would merit preservation under national and local planning policy, and none that would therefore have an impact on the layout or amount of a new development. However, those remains that are present will require archaeological excavation and recording in lieu of their destruction, under the same policies, and in accordance with a programme of work agreed in advance with the planning authority under a planning condition.

⁶ Robson Liddle. December 2013. Aldens Farm East and West Sites, Alphington, Exeter, Flood Risk Assessment (2 reports).

⁷ Hughes, S & Valentin, J (2010) "Land Southwest of Exeter Development Masterplan Area. Archaeology and cultural heritage assessment, fieldwalking and geophysical survey". AC Archaeology report no. ACD114. Prepared on behalf of Teignbridge District Council, Exeter City Council, and Devon County Council.

⁸ Smith, W & Rainbird, P (2013) "Land adjacent to Chudleigh Road, Alphington, Exeter, Devon. Results of an archaeological trench evaluation." AC Archaeology report no. ACD668. Prepared for NPS South West Ltd, on behalf of Devon County Council.

Applicants must familiarise themselves with the reports and use them in the compilation of supporting information with their planning applications. They are also strongly advised to seek their own archaeological advice from an early stage, and from the start to plan for, and cost for, the necessary archaeological work that will be required. Further guidance on the scope of the latter should be sought from the City Council's archaeology officer at the pre-application stage.

CIL and Planning Obligations

The Community Infrastructure Levy (CIL) is a new form of charge that allows the City Council to raise funds from developers undertaking new building projects in Exeter. The money collected will be used to help provide a wide range of infrastructure that is needed as a result of development, including transport facilities, flood defences, schools, sports facilities and open spaces.

The CIL Payment Schedule contained on the City Council's website sets out when CIL payments must be made and spreads the cost where the liability of a scheme exceeds £50,000 (<http://www.exeter.gov.uk/index.aspx?articleid=13995>). Once money has been collected, it will be used by the City Council to help fund the types of infrastructure on the 'Regulation 123 List' contained on the website. The Council will also consult local communities on how to spend at least 15% of the CIL receipts collected in their area.

Geotechnical constraints

A geotechnical assessment of the site has been undertaken, including a risk assessment for potential contamination⁹. The Assessment concludes that the site does not present a risk to human health or controlled waters and that no further assessment or specialist remedial actions are required. No ground gas protection measures are necessary.

Development proposals must take into account the recommendations relating to building foundations that are contained in the geotechnical assessment.

Ecology

The ecology survey must include the identification of any protected species. Compensation and mitigation measures must be identified where appropriate and agreed with the City Council. The potential to use tree belts as wildlife corridors must be addressed.

Existing hedgerows and trees should be retained, with buffer zones, and opportunities should be identified for enhancing the biodiversity of the site. Regard should be had to the biodiversity guidance in the Council's Residential Design Guide SPD and to planning policy for biodiversity contained in the National Planning Policy Framework.

⁹ Robson Liddle Ltd for NPS South West Ltd: (1) May 2012. Desk Study and Generic Risk Assessment Report, Land at Aldens Farm (West), Alphington, Exeter; (2) January 2013. Ground Investigation Report, Land at Aldens Farm (West), Alphington, Exeter; (3) May 2012. Phase 1 Desk Study Report, Land at Aldens Farm East, Alphington, Exeter; (4) January 2013. Ground Investigation Report, Land at Aldens Farm (East), Alphington, Exeter.