ITEM NO. 4

APPLICATION NO: 14/1090/02
APPLICANT: Linden Homes South West
PROPOSAL: 350 dwellings (approval of reserved matters for appearance, landscaping, layout and scale, Ref No 12/0802/01 granted 29 November 2013)

LOCATION: Tithebarn Green Land at Monkerton, Exeter
REGISTRATION DATE: 20/05/2014
EXPIRY DATE: 19/08/2014

HISTORY OF SITE

12/0802/01 - Development of site to provide up to 930 dwellings, link road, employment area (B1(a) use class), park and ride facility, local retail area and community facility, health and fitness centre, creche, public and private open space and car and cycle parking, together with landscaping and associated servicing (all matters reserved except points of access) PER 29/11/2013

13/5032/02 - Reserved matters details of Link Road between Cumberland Way and Tithebarn Lane Bridge (Ref 12/0802/01 granted 29.11.2013) PER 10/03/2014

14/2124/32 - Discharge of Conditions 1, 5, 6, 8, 9, 10, 11, 12, 13, 16, 17, 20 & 21 of Planning Permission Ref No 12/0802/01 granted 29 November 2013 Pending

DESCRIPTION OF SITE/PROPOSAL

Outline planning permission was granted in November 2013 for development east and west of the M5. The 13.45 ha area between the M5 and Monkerton (within Exeter boundary) was
granted for residential development with the Tithebarn Link Road. Reserved matters consent for the link road connecting Cumberland Way and Tithebarn Lane bridge over the M5 was approved subject to conditions and S106 agreement.

This application is made for approval of reserved matters of the residential development on that part of the application site. The site comprises open fields and encompasses part of the Pinn Brook watercourse and associated flood plain which cross the centre of the site. The topography on this site is steeply sloping towards the Pinn Brook. Tithebarn Lane and Pinn Lane cross the site. The Tithebarn Link road which connects Cumberland Way with Tithebarn Lane bridge over the M5 and give access to this residential development at several points has been consented and is currently under construction.

The Waterloo railway line forms the northern boundary. The site is bounded to the west by existing residential properties which form part of a development constructed approximately 17 years ago. The southern and western boundaries are dictated by the ownership of the land and represent the boundary of fields and on to the east the motorway embankment. There are substantial hedgerows crossing the site from north to south in the southern part of the site and along the existing lanes, there is one particularly prominent tree which is the subject of a Tree Preservation Order located in the northern field.

The outline consent was granted for the principle of development and means of access to the site.

The reserved matters include siting, design, layout and landscaping.

The application is made for a total of 349 dwellings.

**SUPPORTING INFORMATION SUPPLIED BY THE APPLICANT**

The applicant has submitted the following information in support of the application:

**REPRESENTATIONS**

EDDC

RSPB: No information on preservation or enhancement of biodiversity as required by local additional planning guidance. Nesting/roosting spaces should be incorporated into buildings. We strongly recommend that the landscaping proposals are reviewed and a long term management plan is made a condition of this application if approved.

EXETER AIRPORT: Exeter Airport has no safeguarding objections.

DCC HIGHWAYS: Final comments awaited.

NETWORK RAIL: No objection in principle. Network Rail would welcome joint working to deliver a footbridge at Pinhoe Station.

HIGHWAYS AGENCY: The Agency is concerned about the impact of the proposed landscape plan on the motorway. A 2m unplanted area should be left in front of the highway boundary fence and invasive species should be removed from the planting plan. The Agency therefore directs that a new landscape planting plan should be required and that the agency should be consulted on this plan.

NATURAL ENGLAND: Impact on Pebblebed Heaths measures provided on east of M5 should also apply on the Exeter side. The proposed development is in an area which EN consider would benefit from enhanced green infrastructure.

DEVON AND CORNWALL POLICE: Alleyways make parking courts vulnerable to crime and antisocial behaviour. Parking courts have a high number of spaces out of view of their owners
and no information on lighting. Most plots have in curtilage parking which is welcomed. Defensible space in front of dwelling should be within the ownership of the dwelling. Where possible service alleyways should be avoided.

**CONSULTATIONS**

14 public responses have been received raising the following objections and observations:

Capacity of Doctors, Pinhoe Primary School.
Pinhoe will become an extension of Exeter.
Loss of first class agricultural land.
Loss of habitat and wildlife.
Where will all the water run-off go?
Not enough car parking.
The terraced houses proposed south of the railway line will overlook Fairview terrace (north of the railway line).
Not as much open space as originally proposed.
Frequent night works along railway line affect new houses.
Safety of building new houses so close to the railway line is questioned.
Pinhoe Village will not cope with the additional traffic.
Trees should be planted to provide privacy.
Concern about flooding of existing watercourses.
Groundwater levels will mean gardens close to the brook will not have be able to grow grass.
Provision is needed for vehicles to turn around in Tithebarn Lane after it has been closed.
Loss of hedges and banks.
Loss of sunlight.
How will construction be phased?
Provision for cyclists during construction?
Construction traffic is prohibited from using Tithebarn Lane.
Closing Pinn Lane will add to traffic problems caused by traffic from new developments.
Can the culvert under the railway line cope with additional water?
Concern that infrastructure can cope.
The new link road will cause disturbance and noise.
Access for Monkerton Residents to Cumberland Way.
Public Foul sewer is inadequate.
Nothing to screen existing properties from the new homes.
Affordable dwellings will not be affordable.
Existing properties will be devalued.
The long terraces do not fit with existing development of Monkerton.
No allotments or wetlands shown.
Gipsy Hill Hotel has a septic tank on this site with access to it and the pipes being protected.
Dwellings to close to the boundary.
There should not be overlooking or loss of privacy.

**PLANNING POLICIES/POLICY GUIDANCE**

**Central Government Guidance**
NPPF - National Planning Policy Framework

**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
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
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 Draft Site Allocations and Development Management Development Plan Document
DD21 – Sustainable Movement.
DD30 - Valley Parks and Landscape Setting Areas.
This draft document includes a proposal for a new Monkerton Ridge Park including an area of land including the southern part of the application site.
DD33 – Local Energy Networks

Exeter City Council Supplementary Planning Documents
Affordable Housing SPD (2013)
Monkerton and Hill Barton Masterplan Study (2010)

OBSERVATIONS

Background

The site is identified for development in the Exeter Local Development Framework Core Strategy and the Monkerton and Hill Barton Masterplan Study. The Core Strategy states that around 2,500 houses should be built at Monkerton/Hill Barton.

The Monkerton and Hill Barton Masterplan Study illustrative masterplan shows the application site land as being residential, with lower density ridgeline plots to the southern part of the site.

Outline planning permission was granted in November 2013 for development east and west of the M5. The 13.45 hectare area between the M5 and Monkerton (within Exeter boundary) was granted for residential development with the Tithebarn Link Road. Reserved matters consent for the link road connecting Cumberland Way and Tithebarn Lane bridge over the M5 was approved subject to conditions and S106. Access to this site is made from the Tithebarn Link Road with pedestrian connections to the rail line boundary (for a future footpath link to Pinhoe), Pinn Brook path at Babblebrook Mews and to Tithebarn Lane (which is to be closed to vehicular traffic).
The outline planning permission established the principle of development of up to 350 dwellings on this site. This reserved matters submission seeks approval of appearance, landscape, layout and scale of 349 dwellings on 12.3 hectares.

The outline planning consent is subject of a number of conditions including: Condition 10 which requires approval of a Construction Environmental Management Plan (CEMP). This will necessarily include details of impacts on amenity such as working hours and impacts on highway and highway users of construction traffic. Condition 13 requires details of the provision for foul drainage.

**Layout**

The site is crossed west to east by the Pinn Brook and the Tithebarn Link Road which is under construction. The Brook is crossed by a new vehicular bridge and dwellings on the south facing slope are arranged around a looped highway network. The principal open space, which contains the LEAP standard play space, is north of the Brook and dwellings face that space. Between the link road and the Brook the site slopes down to the north with the access route between the link road and the bridge across the brook winding down the slope. Dwellings face this road and are arranged on a series of cul-de-sacs accessed from it. South of the link road the majority of dwellings are served from a single access point and cul-de-sacs and five dwellings are served by a private drive from the link road. In the manner dwellings face the highway and open spaces the proposals are considered to result in a strong residential character that will reinforce the road hierarchy.

The layout accommodates an appropriate mix of dwellings, provision of an acceptable affordable housing offer of number, mix, type and locations has been reached in principle. There are some outstanding matters with regards the internal and external details at the time of writing.

Whilst some rooms in some house types do fall short of the standards set in the Exeter Residential Design Guide (and the current draft national standard), the limited occurrence and the size of dwellings overall mean that the size of dwellings are considered acceptable. Affordable housing units meet the Exeter space standard. At the time of writing there are some outstanding issues with regards the internal arrangements in some of the wheelchair standard affordable housing units. An update on this issue will be made to committee.

Gardens vary in size across the development with four terraced units falling slightly below the standard for north facing units. The other 345 units have open space that meets or exceeds the required standards. Communal bin and cycle stores for the flats and on plot solutions for the dwellings are identified in the submitted layout plans.

The alleyways that link the dwellings fronting the link road with parking and refuse collection at the rear on estate roads are a feature that is included to enable dwellings to front the link road and be serviced front the rear. The levels, falling across the link road and the land either side, mean that these alleys are stepped. The proposals have been amended since first submitted to make these private by gating or semi private through not linking to public paths, though some are still public routes linking to parking courts.

As an alternative to the potential pedestrian links to Rews Park Drive and Grasslands Drive which were shown in the outline application (which cannot be delivered by the developer due to third party ownerships), the layout includes an adoptable footpath and cycle link to the north-west boundary. The County Council have suggested this and propose to work with Network Rail to deliver a footpath link onwards toward Pinhoe. The layout includes a footpath and cycle link to the boundary near the adopted footway at the end of Babblebrook Mews. There is an intervening area of land within third party
ownership at the substation. An alternative would be to cross the brook further west providing a footpath link at a location where the application boundary adjoins highway land. A condition is therefore suggested to ensure that a link on one of these alignments is provided in a timely manner.

The development involves the restriction of Tithebarn Lane at the boundary of the site to non-vehicular traffic. The provision of turning for vehicles at that point is made within the site. On the approach from the west turning can be accommodated at the junction with Gipsy Lane. The restriction to non-vehicular traffic, and accommodation for turning of vehicles, will require the separate approval of the highway authority.

Off road parking is provided at an average of 1.8 spaces per dwelling including garages. The majority of parking is in with parking or on street in front of dwellings. Where dwellings front the link road parking is provided at the rear in parking courts with garages under flats with second parking spaces in front of garages.

**Landscape**

The land requirements of the sustainable drainage (SUDS) have increased significantly from that shown in the Land Use Parameter Plan attached to the outline consent. The applicant has shown how informal open space and a 400 square metre LEAP standards play area can be provided on the site to a total area of 1.16 hectares. This comprises the principal open space area north of the Pinn Brook, an area of verge and two areas south of the link road. The area in the southernmost part of the site could be adopted to become a part of the proposed ridgeline park. The total area is slightly below 10% of the 12.3 hectare site. Provided the drainage area, which is located within the principal open space north of the Pinn Brook, are landscaped in such a way as to be visually attractive and to provide an amenity and management arrangements are put in place it is considered that the open space provision can be acceptable. Areas of structural (tree) planting totalling 0.2 ha are shown along highways. A detailed landscape scheme and the arrangements for the management of that scheme are required by condition 6 of the outline consent.

**Scale and massing**

Buildings proposed are single two and three storey residential buildings. Three storey buildings are positioned between the Brook and the Link Road on key routes and fronting the Brook. Two and some single storey buildings are proposed adjoining the boundary with existing residential development at Monkerton. Adequate protection of privacy between existing and proposed dwellings is achieved through window separation, with obscure glazing and high level windows being necessary on one plot. The proposals are not considered to result in any overbearing or unacceptable overshadowing to existing dwellings.

Average density across the site is 28 dwellings per hectare with lower densities at the north and south of the site, and higher densities in the centre near the Link Road.

**Appearance**

Buildings are of pitched roof design and using brick, render with some feature masonry. Roof are ‘slate type products’ and concrete pantiles. The distribution of the materials around the layout is shown on submitted materials layout plans. Materials samples are conditioned to be approved by condition 5 of the outline consent. Details of the construction of road and footpaths are secured to be approved by condition 20 of the outline consent. Details of construction of boundary treatments are provided, brick walls are proposed in areas directly adjoining highways and public alleyways. Close boarded fencing is proposed to separate gardens and in less accessible locations.
Other matters

Local Energy Network.

There is nothing in the proposals that precludes these dwellings being connected to district heating. The applicant has is in contact with E.on who are developing proposals for the network and the current timetable for rolling out that network advanced by E.on is not considered to result in any significant delay to the occupation of dwellings on this site.

Building for Life.

The reserved matters proposals have been scored against Building for Life 12 and have rated green against eight categories with four amber scores.

Sustainable Building Design.

The S106 requires dwellings on this site to be constructed to Code for Sustainable Homes Level 4 standard where commenced before January 2016 and Code Level 5 where commenced thereafter.

RECOMMENDATION

Delegated authority to APPROVE the application is granted the Assistant Director City Development, in consultation with the Chair of Planning Committee, provided that no objection is made by Devon County Council as Highway Authority and that revised proposals are submitted that satisfactorily address the following matters:

Internal space and arrangement of the wheelchair accessible dwellings. Revised entrance to plots 28-35 as a dropped kerb.

Any approval shall be subject to the conditions below, or as otherwise agreed in the aforementioned manner.

1) The development hereby permitted shall not be carried out otherwise than in strict accordance with the submitted details received by the Local Planning Authority on 20 November, as amended by plans received 27 November 2014 and as modified by other conditions of this consent.
   Reason: In order to ensure compliance with the approved drawings.

2) All conditions imposed on notice of outline approval (ref no. 12/0802/01) 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.

3) No more than 80% of the dwellings hereby approved on land north of the Pinn Brook shall be occupied until a shared use pedestrian/cycle connection to the adopted footpath joining to Babblebrook Mews has been provided and made available for public use, in accordance with details that have been approved in writing by the Local Planning Authority.
   Reason: To provide adequate facilities to promote the use of sustainable modes, in accordance with Section 4 of the NPPF.

4) Details of the provision of nesting and roosting cavities within the buildings hereby approved shall be submitted to and approved in writing by the Local Planning Authority. The approved details shall subsequently be implemented on site.
   Reason: In the interests of sustainable development.
5) Prior to the commencement of the development hereby permitted a revised landscape Strategy Plan and planting schedule shall be submitted to the local planning authority for approval (who shall consult with the highways Agency on behalf of the Secretary of State for Transport). Planting shall be undertaken in accordance with the agreed plan/schedule and maintained as such thereafter.

**Reason:** In the interests of the safe and efficient operation of the M5 motorway.

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