



MID DEVON LOCAL PLAN REVIEW 2013 – 2033

Proposed Submission (incorporating proposed modifications) Examination

Inspector: Paul Griffiths BSc (Hons) BArch IHBC

Main Hearings - Hearing 2: Friday 15th February 2019

Matters and Issues

**Strategy and Site Allocations: Tiverton and
Cullompton**

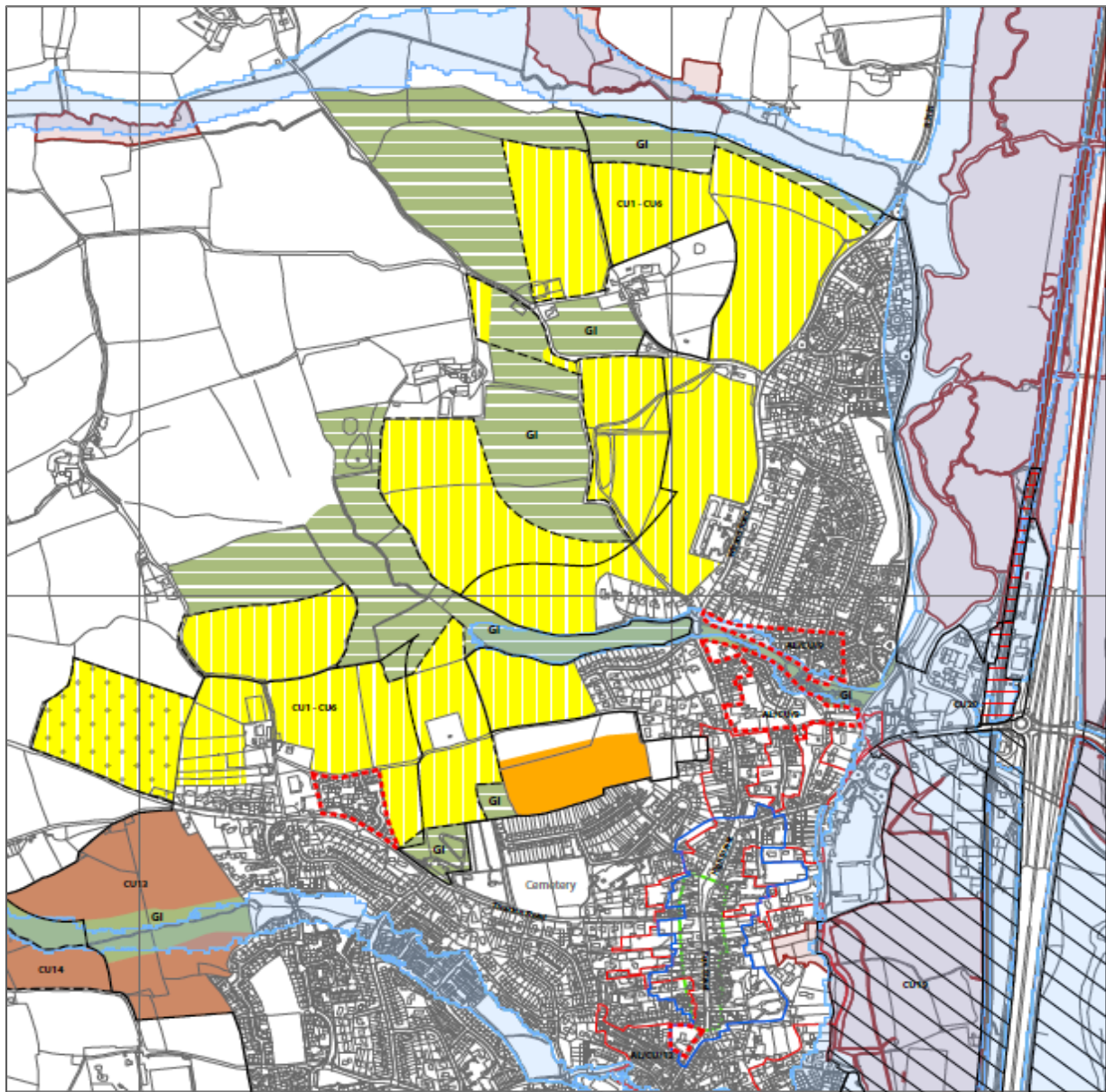
Statement of Mid Devon District Council

ISSUE 4	Are the allocations and draft policies relating to Cullompton (Draft Policies CU1 to CU21) sound?
----------------	--

Policies CU1 to CU2

1.0 ISSUE 4 - Are the allocations and draft policies relating to Cullompton (Draft Policies CU1 to CU21 sound?

- 1.1 Many of the policies in the Cullompton section of the plan have been implemented and completed. Others are substantially completed, or subject to an adopted Masterplan and or subject to current undetermined planning applications. A table of the Cullompton Policies and their current development status is set out in **Appendix 1**
- 1.2 **Policies CU1 – CU6** of the Local Plan Review [SD01] identifies 100 hectares of land to the North West of Cullompton allocated for mixed use development. A masterplan for the Northwest Cullompton Urban Extension was adopted in February 2016 [SSE02].



1.3 The masterplan sets the following land budget for North West Cullompton

NORTHWEST CULLOMPTON URBAN EXTENSION (LAND BUDGET)				
DEVELOPMENT	TOTAL (HA)	Land in control of		
		PMAM	Codex	Persimmon
GROSS AREA (HECTARES)	70.33	11.33	14.22	5.00
Total Houses (Circa @36dph)	1120	408	512	200
Employment including Local Centre (policy target amended from 40,000 sqm to 10,000 sqm)	1.8 <i>(10,000 sqm)</i>	0.85ha <i>(4000sqm)</i>	0.95ha <i>(6000sqm)</i>	0
Community Centre (policy target 1 ha)	1	0	0.6	0.4
Primary School (policy target 2.1 ha)	2.1	0	0	2.1
Gypsy and Traveller Sites (5 pitches)	0.46	0	0.46	0
TOTAL DEVELOPABLE NET AREA	35.46			
Green Infrastructure (target 28 ha)	31.40	10.44	18.09	2.88
Allotments (target 0.7 ha)	0.7	0	0.7	0
Equipped Areas of Play (target 0.7 ha)	0.7	0	0.7	0
Sport Pitches (target 2.8 ha)	2	0	2	0
Link Road Infrastructure	2.07	1.48	0	0.59
TOTAL NON DEVELOPABLE AREA	34.87			

1.4 Three planning applications are currently submitted and awaiting determination (on parts of the site). The three applications each for 200 dwellings (2 Outline and 1 Full) were submitted July/August 2017.

- *Northern Area* -17/01170/MOUT (north of Rull Lane/Codex Land);
- *Central Area* - 17/01178/MFUL (west of Willand Road/Persimmon land);
- *Southern Area*-17/01346/MOUT (north of Tiverton Road/PM Asset Management Land)

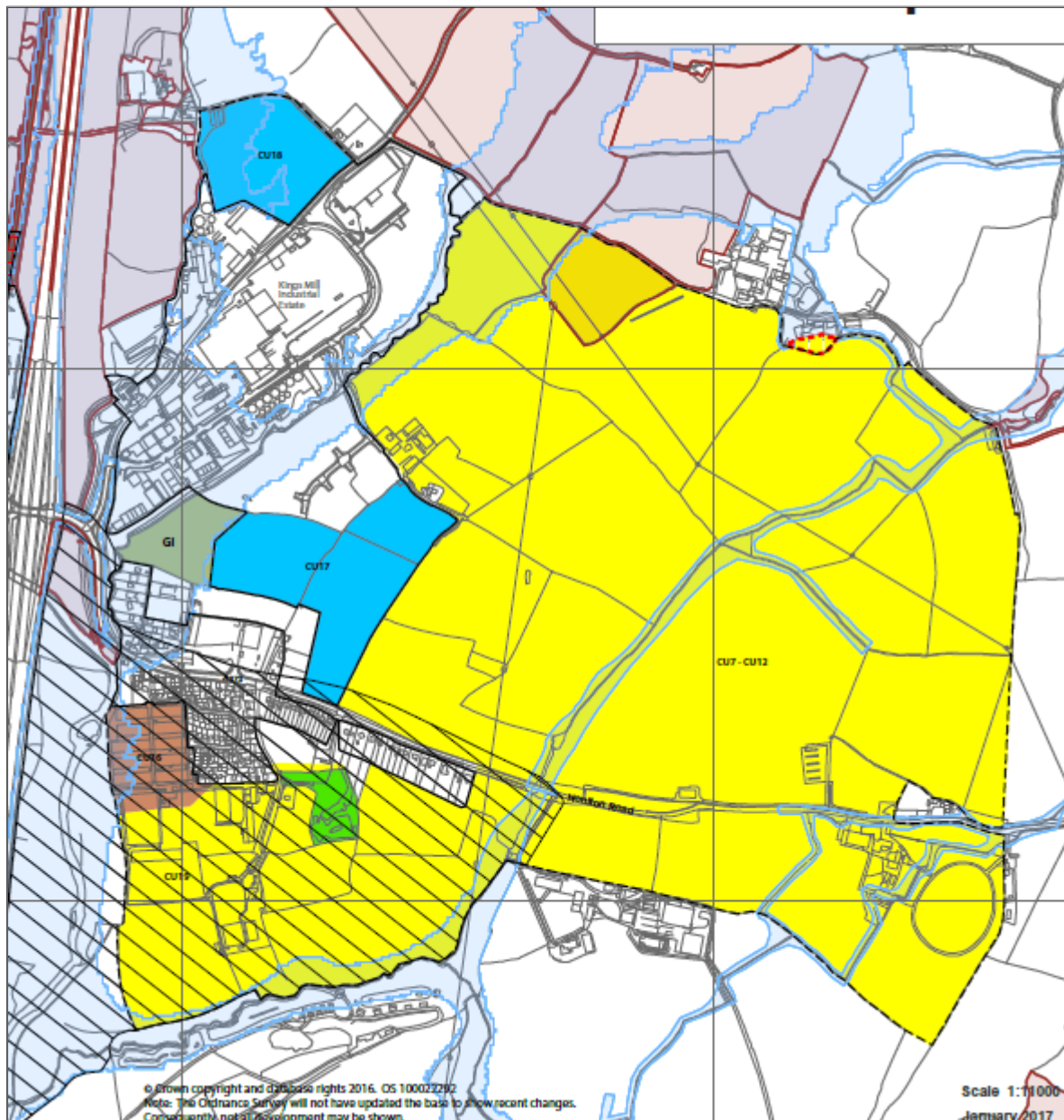
1.5 The Masterplan requires the road link between Tiverton Road and Willand Road to be completed by the occupation of 500th unit.

1.6 The site has progressed to application stage and it is reasonably certain the dwellings proposed on the North West Extension will be delivered within the plan period.

1.7 The evidence demonstrates the policies CU1 to CU6 are positively prepared, justified, effective and consistent with national policy. The policies as demonstrated by the Masterplan have the support of the local community, the development industry and statutory stakeholders.

1.8 Policies CU1 to CU6 are sound.

1.9 Polices CU7 – CU12 - East Cullompton



1.10 Polices CU7 – CU12 allocate a site of 160 hectares for mixed use development comprising 1750 dwellings within the plan period and further development of at least 850 dwellings post 2033. (see the section on the “Garden Village” below at 2.1 to 2.3). The Local Plan Review allocation identifies 28% as affordable housing, 10 gypsy and traveller pitches and 5% as serviced plots for self-build. The allocation also includes the provision of 20,000 sq m of commercial floor space (with a further 12,000 post 2033), it also includes elderly care provision, appropriately scaled retail, offices and leisure development. Forty (40) hectares of green infrastructure are included as well as primary and secondary school provision to meet local needs. New or improved access and egress onto the M5 motorway and pedestrian and cycle links across the motorway to the existing town are also policy requirements of the allocation. Further information on the access requirements for Cullompton allocations are provided in paragraphs 5.0 to 5.9 The allocation site will be subject to comprehensive master planning prior to the determination of any applications.

- 1.11 The published evidence base supporting the East of Cullompton allocation in the Proposed Submission Local Plan comprises [See Appendix B]: The evidence base is robust and proportionate for developing a spatial strategy and to justify the East of Cullompton allocation.
- 1.12 The provision of appropriate transport infrastructure is a key requirement of the development East of Cullompton. Paragraphs 5.0 to 5.9 set out the required transport infrastructure provisions for the for Cullompton policy allocations.

2.0 The Garden Village

- 2.1 On 2nd January 2017, the Government announced plans for a number of new Garden Villages and Towns across the country, including Culm Garden Village. These new settlements are to provide a modern take on the traditional Garden Cities movement that has its roots in the late 19th Century. Garden villages are meant to be different. They are new communities rather than just housing developments on the edge of existing communities and are designed around a number of key principles. For the 21st Century, Garden Villages continue to focus on providing excellent access to services and jobs within a healthy, well connected and green environment.
- 2.2 The Government has confirmed garden village status for land to the east of the M5 motorway at Cullompton. The long term plans for the garden village are to deliver up to 5,000 new homes, as well as employment, shops, schools, healthcare facilities and leisure opportunities including the potential for new sports facilities and country park. The garden village will help to deliver M5 J28 motorway improvements and the long-awaited town centre relief road, and will provide benefits in terms of natural flood management. There is also an ambition to re-open Cullompton railway station and improve bus transport.
- 2.3 Part of the garden village is allocated for development under the Mid Devon Local Plan Review (1,750 houses to 2033). However, the wider ambition is to create a new community of up to 5,000 houses and the remainder of the land will need to be allocated in future plans – potentially through the emerging Greater Exeter Strategic Plan and will be subject to extensive public consultation throughout the creation of the proposals.

3.0 Other Cullompton Residential Allocations.

- 3.1 **Policy CU 13 Knowle Lane** - allocates 9.8 hectare of land for 296 dwellings. Reserved matters approval was granted in November 2015 for 266 units. Construction commenced April 2016; 133 completions, 59 under construction, 74 remaining from reserved matters approval not commenced as of March 2018. Outline approval following appeal March 2018 for an additional 74 dwellings. (Residual unconsented LPR allocation is 30 dwellings, so approval for 74 results is 44 dwellings above current proposed allocation). Total on site with RM or outline approval (not started) was 148 as of March 2018
- 3.2 **Policy CU14 Ware Park and Footlands** - is a site of 2.1 hectares for 38 dwellings with 28% affordable housing. It lies to the west of Cullompton and south of allocation CU 13. The site is programmed for later in plan period; Knowle Lane (Policy CU13) will need to be built out first and highway improvements provided. Development is constrained until the road linking Tiverton Road and Willand Road through CU1 is fully in operation for public use and the

improvement works associated with the provision of access to East Cullompton have been implemented at J28 of the M5.

- 3.3 **Policy CU15 Land at Exeter Road** - provides a site of 1.4 hectares for 24 dwellings with 28% affordable housing. Planning granted - September 2015. Approved 24 dwellings (100% affordable). Site fully built out May 2017.
- 3.4 **Policy CU16 Cummings Nursery** - east of M5. Former nursery site 2.78 hectares allocated for 100 dwellings with 30 % affordable housing. Planning Approval (reserved matters) February 2016, 100 dwellings. Commencement on site March 2016. Site now complete.
- 3.5 **Policy CU21 Land at Colebrook.** Retained as a Local Plan contingency site; smaller area than SHLAA site to mitigate flood impacts. A site of 4.8 hectares, which includes 1.1 hectares for green infrastructure in the floodplain, with remainder allocated for 100 dwellings with 28% affordable housing. The policy delays delivery until after North West Tiverton Road/Willand Road link road in place. A planning application for 105 dwellings on the site was submitted on in **January this year**

4.0 Sites for Employment development.

- 4.1 Land is allocated in the two Strategic sites (CU1 –CU6 NW Cullompton and CU8 – CU 12 East Cullompton) for some commercial development (10,000sq m and 20,000 sq m respectively). In addition further commercial development land is allocated on sites at Week Farm and Venn Farm.
- 4.2 **Policy CU17** allocates land at Week Farm, east of the M5, adjacent to existing areas of significant employment development. Site allocation is for 15,000 sq metres of employment floorspace within use classes B2 – B8. The allocation requires the provision of vehicular link from the existing Kingsmill employment area to Honiton Road. It also requires protection of existing right of way, a Travel Plan to minimise carbon footprint and the provision of 2 hectares of green infrastructure to include the retention of existing floodplain and provide a green buffer to the west. The allocation also requires M5 access improvements as set out in paragraph 3.135 of the Local Plan Review text prior to any commercial floorspace being brought into use.
- 4.3 **Policy CU18 - Venn Farm.** Located adjacent to the existing Kingsmill Industrial Estate on the east side of the M5 Motorway. Outline approval granted March 2015, 12,000 sqm B1, B2, B8 (09/01573/MOUT). Reserved matters approvals: Phase 1 - December 2016 (16/01289/MARM); Phase 2 - May 2018 (18/00380/MARM). No commencement recorded as at March 2018 (end of last complete monitoring year).

5.0 Cullompton Infrastructure.

- 5.1 **Policy CU20** states Council will use Planning Obligations and the Community Infrastructure Levy and seek additional funding sources to provide, in association with partner organisations, the infrastructure provisions for Cullompton as set out below in Policy 20.

Policy CU20

- a) Provision of a Town Centre Relief Road and implementation of other measures in the Cullompton Air Quality Action Plan;**
- b) Mitigation to reduce traffic impacts on the Trunk and Local Road network in association with the East Cullompton Urban Extension and other Cullompton allocations;**
- c) Town centre regeneration and enhancement;
- d) Extra care housing provision;
- e) Expansion of library facilities;
- f) Primary and secondary education facilities;
- g) Public open space and green infrastructure;
- h) Bus service enhancements;
- i) Provision of railway and bus interchange;**
- j) Expansion of emergency fire and rescue services;
- k) Provision of healthcare facilities; ~~and~~
- l) Community facilities including sports and leisure facilities; and
- m) Provision of works to reduce flood risk.

Those highlighted in **bold** (my emphasis) are the key transport provisions the other infrastructure projects are either identified in the main Cullompton Policy provisions in the plan or are identified most recent Infrastructure Plan (**CIL 10**) with the Transport Provisions.

- 5.2 The County Council have indicated in their position statement in relation to Matter 2 "Strategy and Site Allocations : Tiverton and Cullompton at paragraphs 3.1.1 to 3.1.6 that *"The county council considers that the allocations and draft policies relating to Cullompton are sound"* subject to a small number of adjustments, which are highlighted in paragraphs 3,1,2 and 3.1.3 of their statement.
- 5.3 The Council have worked closely with Devon County Council throughout the plan making process and for Mid Devon the transport focus has been schemes in Cullompton including improvements to facilitate a town centre relief road for Cullompton and in the longer term a strategic motorway access and egress improvement and new railway station.
- 5.4 **Town Centre relief Road.**
The Town Centre Relief Road, previously known as the Eastern Relief Road, is an integral part of the development strategy for Cullompton, it is designed to relieve traffic congestion through the town centre in conjunction with the road through the North West extension which links Tiverton Road to Willand Road. It has also been demonstrated by traffic modelling it will increase capacity at J28 to allow the first phases of the strategic allocations to come forward prior to the strategic motorway intervention required for the later parts of the East Cullompton allocation and the Garden Village. The Inspector concluded that a new road to the east of the town centre was essential if the objectives of traffic relief, air quality improvement and with it town centre enhancement are to be achieved.
- 5.5 Policy CU19 in The Local Plan Review (January 2017) sets out the issues to be considered in determining an application for the relief road. Appendix C sets out a table identifying the current position on those policy criteria.

5.6 **Improved Access and Egress to the M5 motorway.**

A number of policies in the Cullompton section of the Local Plan require the provision of improved access and egress to the M5 motorway. Devon County Council have looked at a number of options for securing either improved or additional new access to the M5. Devon County Council following their 2014 report **Mid Devon Local Plan Review**, Assessment of Highway Options to Accommodate Potential Developments V10 August 2014, produced the following further statement in December 2016.

***Preliminary Transport Position Statement to Mid Devon District Council
Local Plan Review 21 December 2016.***

In the case of Junction 28 it currently suffers from significant congestion during peak periods which is a constraint to further development.

DCC has undertaken an assessment of the impacts of the proposed new development in terms of access onto the M5, and its conclusions were set out in the report that had previously been prepared for the District Council in August 2014. The assessment concluded that the preferred option for mitigating the impact of development would be the creation of a new junction onto the M5 to the south of Junction 28, north of the existing local overbridge. This scheme would require the construction of a new overbridge and south facing slip roads onto the M5. The new junction would connect to roads within the East of Cullompton development. In the interim, in order to enable some development to come forward, improvements to the existing junction will be investigated.

It was confirmed that this option would enable Junction 28 to operate on the basis that south bound trips from the new development and south west area of Cullompton would use the new junction in preference to Junction 28. This could incorporate provision of a Town Centre Relief Road to the east. The Town Centre Relief Road would provide air quality improvements through the removal of an element of through traffic from the town centre.

DCC has developed an initial design for the new junction. Whilst, it poses a number of challenges in terms of construction, land ownership, negotiations with key stakeholders and cost, there is no evidence at this stage to suggest that the scheme is not technically capable of being delivered. Significant further feasibility work is currently being undertaken in order to improve our understanding of the issues in this location.

- 5.7 Options for the transportation infrastructure required to mitigate development impacts resulting from the East Cullompton allocation, notably at Junction 28 of the M5 are being investigated by the County Council. The county are currently exploring a number of options as set out in evidence document ENV13: *Preliminary Transport Position Statement*, and there is no evidence at this stage to suggest that a scheme is not technically capable of being delivered. The County have attached the workstreams and datasets relating to this infrastructure requirement in Appendix 1 to their hearing statement “ Matter 2: Strategy and Site Allocations: Tiverton and Cullompton.
- 5.8 The county council have acknowledged they consider that the allocations and draft policies relating to Cullompton are sound, subject to some small amendments to the Plan to ensure that DCC infrastructure requirements are appropriately covered and accurately reflected.

5.9_ **Cullompton Railway Station.**

Policy CU20 promotes the reopening of the Cullompton Railway Station. A site for a new railway station north of Station Road is allocated for this purpose. Network Rail carried out a timetable study at the end of last year to show that a service could be provided calling at Cullompton and Wellington. The Business Case was updated earlier this year to show that both stations would offer good value for money. MDDC have commissioned WSP to do an initial feasibility study of the platform to check it fits within the allocated footprint and to assess if there are any signal issues. The results of this work are awaited.

6.0 **Viability**

6.1 The Local Plan Review has been subject to viability assessment in 2014 (**HOU04** and **HOU05**) that have been updated and reviewed by consultant Dixon Searle in 2016 (**HOU06**) and again in 2018 (**CIL 17**). These assessments provide appropriate, proportionate evidence and is a high-level overview based on scenarios and site specific, including strategic scale development in Mid Devon. More detail on that viability evidence can be found in *Hearing Statement - Hearing 1 Issue 4 - Will the spatial distribution of housing be effective, given questions about viability?*

6.0 **Community Support - Cullompton Neighbourhood Plan**

6.1 Cullompton Town Council have been developing a Cullompton Neighbourhood Plan, its first circulation draft was in June 2015, followed by an informal consultation draft in February 2016. The Pre-submission version was published in October 2017.

6.2 The plan covers the whole parish of Cullompton and covers the period 2015 to 2033. Cullompton Town Council is seeking significant growth of Cullompton over the next twenty years, they consider a Relief Road is imperative to relieve congestion in the town, they support the expansion of Cullompton to the East providing growth in housing providing it is matched by growth in commercial development and improved infrastructure provision particularly access to the M5 and the provision of a railway station. They support the Garden village initiative to the East of Cullompton providing measures are put in place to fully integrate this community with the existing settlement.

7.0 Mid Devon District Council consider the policies CU1 to CU21 are sound.

APPENDIX A

CULLOMPTON – LOCAL PLAN REVIEW POLICIES - CU1 to CU21		
Current position		
Policies (Housing)	Site Numbers/Area	Current Status
CU1 to CU6 North West Cullompton	1350 dwellings (100 ha) 5 Gypsy/Traveller pitches (Employment see below)	Masterplan adopted February 2016 Applications pending for 600 dwellings – One Full –Two Outline
CU7 to CU12 East Cullompton	(160 ha) 1750 dwellings pre 2033 <u>850 dwellings post 2033</u> 10 Gypsy and Traveller pitches	Proposed Allocation only
Policy CU 13 Knowle Lane	296 dwellings (9.8ha)	Total on site with Reserved Matters or Outline approval (not started) = 148
Policy CU14 Ware Park and Footlands	38 dwellings (2.1ha)	Development is constrained until the road linking Tiverton Road and Willand Road through CU1 is fully in operation for public use and the improvement works associated with the provision of access to East Cullompton have been implemented at J28 of the M5.
Policy CU15 Land at Exeter Road	24 dwellings (1.4ha)	Site fully built out May 2017
Policy CU16 Cummings Nursery	100 dwellings (2.78ha)	Site now complete.
Policy CU21 Land at Colebrook.	100 dwellings (4.8 ha of which 1.1 is green infrastructure and floodplain)	Retained as Local Plan contingency site. Similar policy in 2011 AIDPD. Application submitted for 105 dwellings .January 2019 19/00118/MOUT
Policies (Employment)		
Policy CU17 Week Farm	15,000 sq metres of employment floorspace (10.7 ha)	The allocation requires the provision of vehicular link from the existing Kingsmill employment area to Honiton Road.
Policy CU18 Venn Farm.	12,000 sqm (4.4ha)	Outline approval granted March 2015, RM December 2016 and May 2018
North West Extension Masterplan (Policy CU1)	10,000 sq m	In adopted masterplan
East Cullompton (CU7)	20,000 sq m plus <u>12,000 sq m post 2033</u>	Proposed allocation only
Policies (infrastructure)		
Policy CU 19 Town Centre Relief Road	Provisions for Town Centre Relief Road	Route options have been subject to Public Consultation. MDDC/DCC considering responses and technical information prior to identifying a preferred route for planning application submission.
Policy CU20 Cullompton Infrastructure	Identifies Infrastructure requirements for Cullompton.	Addressed in policies where applicable. Identified in Infrastructure Plans. Funding to be obtained from various sources.

APPENDIX B

- Preliminary Transport Position Statement (December 2016) (ENV13)
- Infrastructure Plan 2016 (SOC04)
- Viability Assessment (2014) (HOU4 & 5) and update 2016 (HOU6)
- CIL viability update (2018) (HOU07)
- Agricultural Land Classifications (2015) (ENV15)
- Air Quality Assessment (August 2014)(ENV10)
- Landscape Character Assessment (October 2011) (ENV16)
- Landscape and Visual Appraisal (September 2014) (ENV05)
- Habitat Regulations Assessment (2015) (ENV02), (2016) (ENV03)
- Strategic Flood Risk Assessment (2014) (ENV08 & ENV09)
- Strategic Highway Options Report (2014) (ENV12)
- Strategic Housing Land Availability Assessment (SHLAA) (HOU1)
- Strategic Housing Market Assessment (SHMA) (2014/15) (HOU2) (HOU3)
- Gypsy and Traveller Accommodation Assessment 2015 (SOC02 & SOC03)
- Strategic Commercial Land Availability Assessment (SCLAA) (2014) (ECO04)
- Employment Land Review 2013 (EC02) and update 2018 (ECO09)

APPENDIX C

Current position of Policy CU19

	Policy CU19 Provisions	Current Situation
a	Public consultation before the route is determined	<p><i>The council have recently undertaken a public consultation exercise in September/October 2018 on alternative route options A, B, C. A decision on which is the preferred route for the submission of a planning application will be taken in early 2019.</i></p> <p><i>A report is being considered by the Cabinet of Mid Devon District Council on the 31st January which has the following recommendations (in summary)</i> https://democracy.middevon.gov.uk/documents/g1075/Public%20reports%20pack%2031st-Jan-2019%2010.00%20Cabinet.pdf?T=10</p> <p><i>Route Option B is recommended to DCC as the preferred route subject</i></p> <ul style="list-style-type: none"> • <i>to further technical verification work and preparation of a planning application and the council allocate £250,000 to fund this work, and</i> • <i>a second stage of consultation following completion of the verification work and prior to the submission of the planning application.</i>
b	Provision of replacement open space and sporting facilities elsewhere in Cullompton if these are affected.	<i>These provisions if required (depending on route) will be identified in consultation with the affected organisations.</i>
c	Provision of shared use foot and cycleways	<i>These will be shown on the detailed planning application.</i>
d	Measures to protect and enhance trees, and environmental features which contribute to biodiversity and maintain wildlife networks on the affected alignment linking to the wider. Appropriate noise measures to mitigate the effects from the relief road including the provision of landscaping.	<p><i>A full ecology study of the site is being undertaken and mitigation and enhancement measures will be identified at the detailed application stage once a preferred route has been identified.</i></p> <p><i>The need and extent of noise mitigation measure will be identified at the detailed planning application stage once the preferred route has been identified.</i></p>
e	Archaeological Investigation and appropriate mitigation	<i>Will be conducted when the preferred route is identified and prior to the submission of any planning application.</i>

Detailed flood risk assessments have been commissioned for each of the option routes A, B, and C. The flood risk assessments for route options A and C are currently further advanced than that for option B which requires further work. Route A is in principle acceptable to the Environment Agency, as is Route B subject to further technical and flood modelling work. The route C option would cross the functional floodplain of the River Culm. Initial flood

modelling work has indicated that this option would increase flood risk to residential properties adjacent to Rivermead and Chestnut Avenue. The modelling also indicates that potential mitigation measures available for Option C are limited and could be ineffective or unsustainable.