

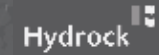
Tiverton Eastern Urban Extension Supplementary Planning Document

Area B Masterplan

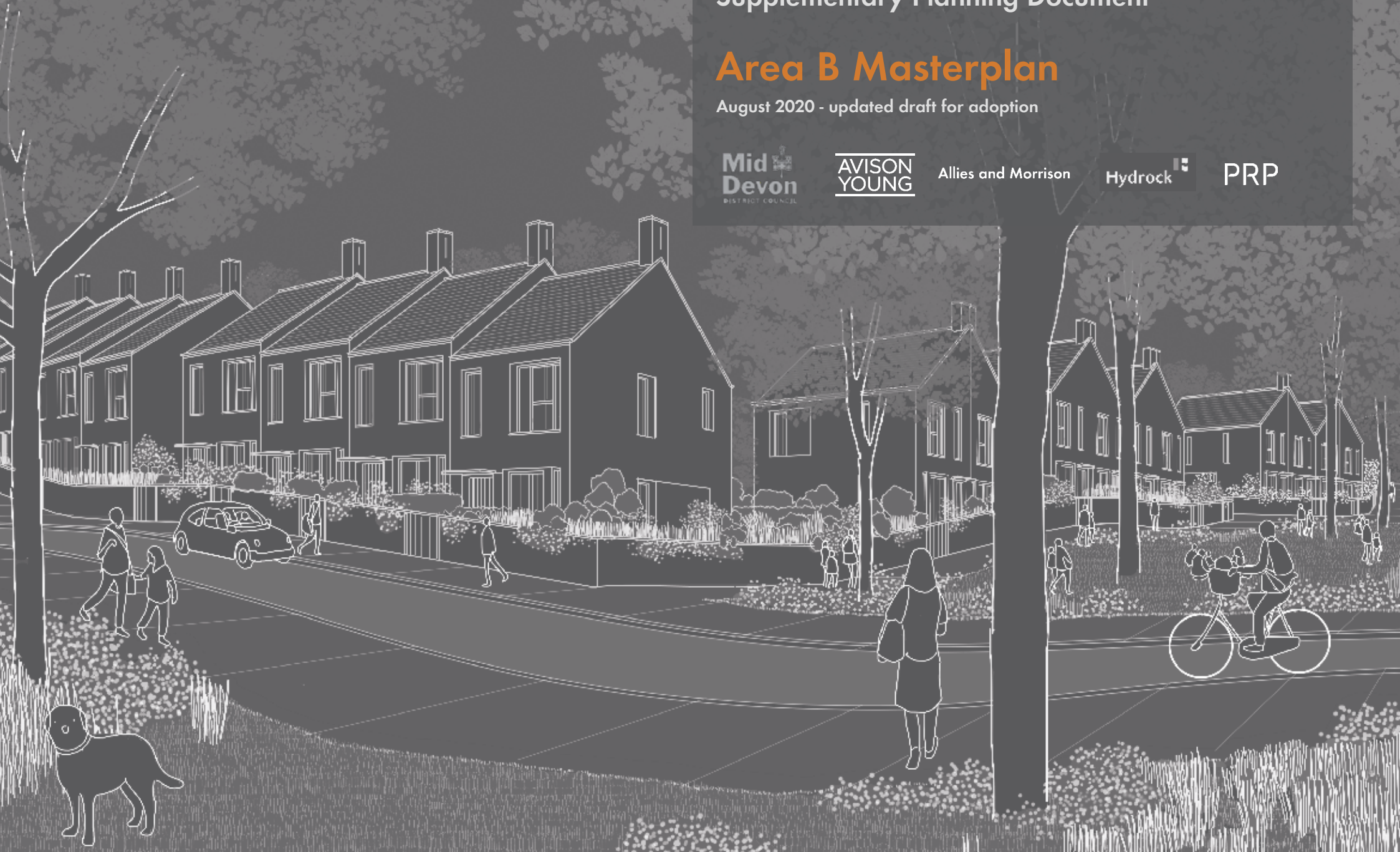
August 2020 - updated draft for adoption



Allies and Morrison



PRP



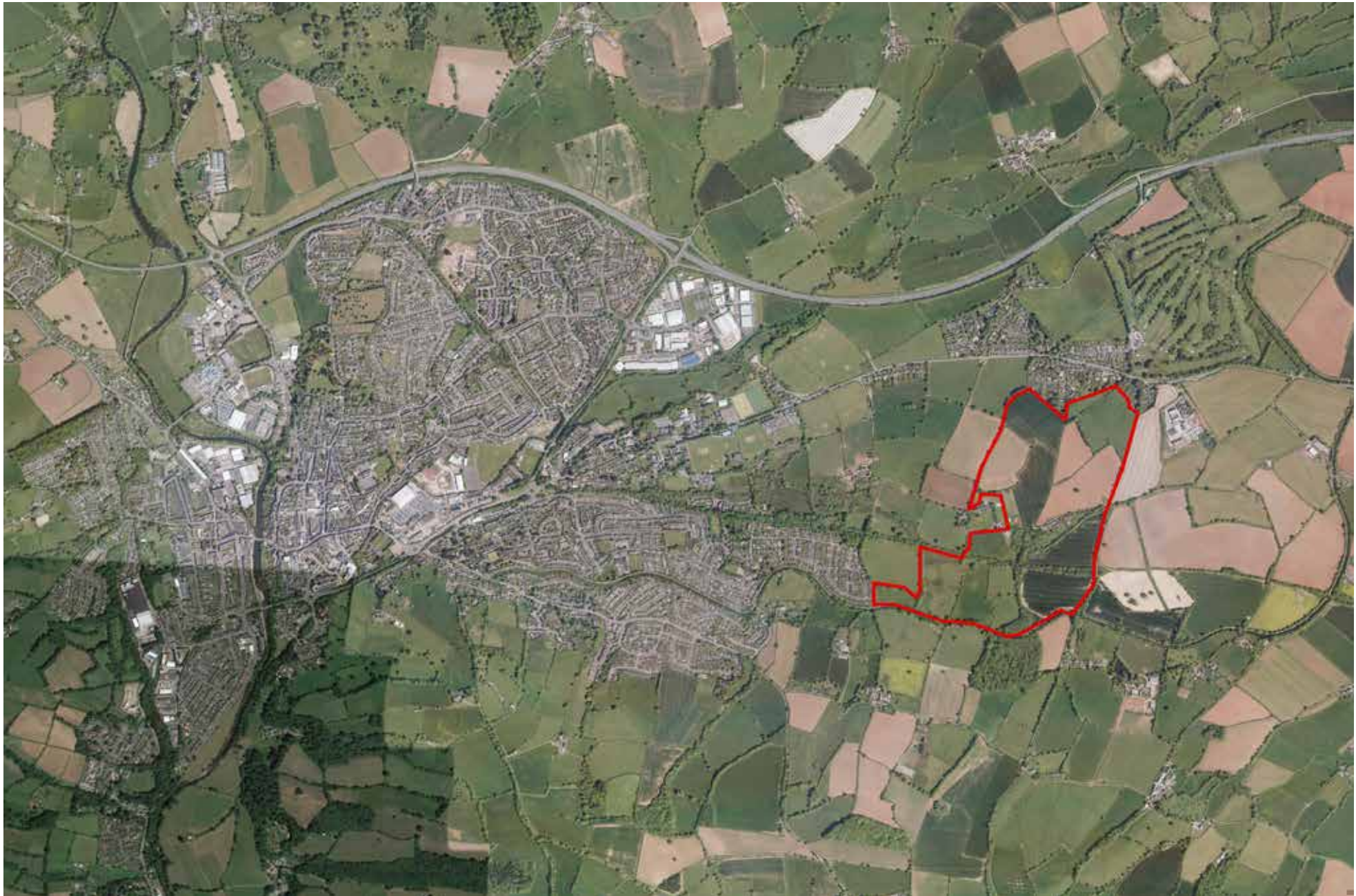


Fig.01 Tiverton EUE Area B allocation

1.1 INTRODUCTION

The Tiverton Eastern Urban Extension (EUE) Masterplan was adopted as a Supplementary Planning Document (SPD) in June 2018 (hereafter referred to as the 2018 SPD). The document covered the entirety of the EUE allocation which covers 153 hectares as identified within the Allocations and Infrastructure Development Plan Document (AIDPD - adopted October 2010) for 1550 to 2000 dwellings and 95,000 to 130,000 square metres of employment floorspace. This context remains relevant for the purposes of this document in terms of the potential capacity of the overall EUE, however the Council is currently undertaking a Local Plan Review exercise which provides a review of these figures (refer to 1.3 below).

Two distinct areas were defined within the 2018 SPD, referred to as areas A and B. The adopted SPD established a detailed masterplan for Area A in collaboration with the landowners and using survey and design information available at the time of writing. Masterplan consideration was given to Area B but not to the extent afforded to Area A given the position of the landowners and the extent of available information. The SPD was clear however that a further masterplan for Area B would be required. This document therefore provides that masterplan.

The following sections provide an overview of the masterplan work and planning permissions secured to date within Area A, with a view to informing the masterplanning of Area B and therefore potential site capacity within the realms of the overall allocation policy identified above.

The 2018 SPD replaced the version adopted on the 30 April 2014 which was revised to remove three housing land parcels on the southern side of West Manley Lane (within Area A).



Fig.02 Tiverton EUE Area A and Area B

1.2 PURPOSE AND ROLE OF THE DOCUMENT

“the purpose of the document is to bridge the gap between high level policy aspirations and delivery on the ground in order to ensure high quality design and quality of place” ...

The document has been prepared as a Supplementary Planning Document (SPD) and as such is a material consideration to be assessed when determining planning applications.

The main objective of the document is to set out the key principles that planning applications will need to have regard to if they are to be considered acceptable by Mid Devon District Council (MDDC). Accordingly, the purpose of the document is to bridge the gap between policy aspiration and implementation in order to ensure high quality design and the delivery of a successful place. Another important role of the document is to where possible, co-ordinate the different phases of development and the delivery of infrastructure.

The flow diagram opposite (“Fig.03 Plan making and development process - cross refer to 1.6 Design process” on page 8 illustrates where the SPD sits in the development process.

The guidance will inform developers and their designers when preparing planning applications, MDDC when considering proposals, and stakeholders and people in the local community when reviewing and responding to emerging schemes.

So that the guidance retains its legitimacy over time and is able to adapt to different proposals and changing circumstances, it has been designed to be inherently flexible. It identifies what is likely to be acceptable by MDDC.

The SPD therefore sets out guiding principles on a range of high level design matters that are intended to structure the urban extension. Further, more detailed guidance, concerning issues such as street and public realm design and the character of the development, are set out in a more detailed illustrative framework plan (Fig 29) and in a series of urban design and architectural principles to guide detailed proposals. These elaborate upon the principles within this SPD and clarify design expectations that are important to the overall character and appearance of the new neighbourhood.

The overriding objective of the document is to improve the quality of proposals and the resulting developments, ensure that infrastructure and phases are co-ordinated and strategic policy aspirations are met. It should provide a foundation for improving the speed, efficiency and effectiveness of the pre-application and determination processes.

This document should be read in conjunction with the 2018 SPD. It is not intended to replace the 2018 SPD but provides an update in the form of an addendum update with specific reference to Area B. This update document completes the masterplanning process for the EUE.

The Area B masterplanning exercise provides the opportunity to review the requirements set out in the 2018 SPD where relevant to Area B. This document does not seek to provide new or amended requirements in relation to Area A.

This update document is therefore set out in such a manner as to follow the format and structure of the adopted SPD to aid the reader.

This document should also be read in conjunction with the Design Guide for the EUE produced for the Council in June 2016.

2.4 AREA B CONSTRAINTS AND OPPORTUNITIES

Surveys

A range of studies have been commissioned and undertaken on the principal land holdings comprising Area B, some by the individual landowners, some on behalf of MDDC and others by interested parties including the West Manley Lane Conservation Group.

The Council has commissioned the following surveys or reports (largely in 2016) in relation to Area B since the first adopted version of the SPD (2014). This information has informed the overall shape of this plan and amount of development that can reasonably be achieved thereby updating the previous masterplan work:

- Topography
- Arboriculture
- Ground conditions
- Ecology
- Noise Assessment
- Air Quality
- Area B vehicle trip forecast, options for access and capacity assessment
- Residential Amenity Assessment (produced to support the consideration of access feasibility)

In addition to the above, the evidence base for Area B also includes:

- an Archaeological Magnetometer Survey (June 2019) for a large proportion of Area B (identifies a potential archaeological feature of interest in the central northern section of the site);
- analysis of access and movement by Hydrock Transport consultants as part of the masterplan commission for Area B;
- landscape character analysis by PRP landscape architects as part of the masterplan commission for Area B.

The constraints and opportunities identified previously remain largely relevant to Area B but have been more recently updated as a result of work. It is worth highlighting the following key considerations:

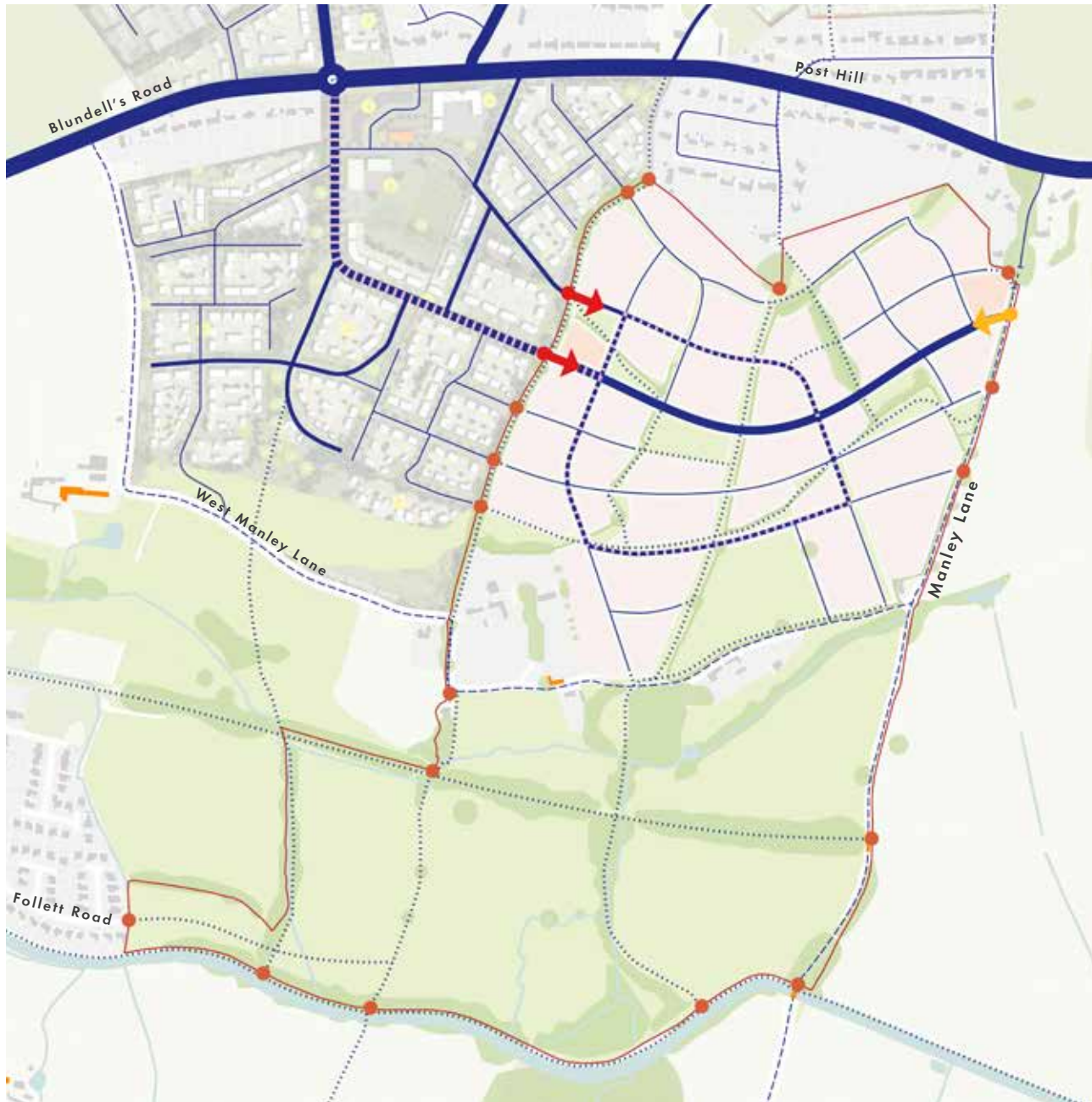
- the challenging topography across Area B (to a greater extent than Area A);
- the requirement for new surface water attenuation features, and existing surface water features including Alsa Brook and its flood plain in the south of the site;
- the implications of the Tidcombe Fen Site of Special Scientific Interest with regards to ecological and hydrological characteristics and the Grand Western Canal County Wildlife Site;
- the Grade II listed buildings within Area B, largely on West Manley Lane; and
- the listed bridges over the former railway line and Grand Western Canal which is also a designated conservation area.

Access

A key consideration for Area B is the means of vehicular access. The previous Masterplan work identifies the principal point of access into Area B as coming through Area A. Area B is therefore currently dependent upon the creation of this highway link in order to deliver development. Public consultation has previously sought to understand if access in to Area B should be supplemented by additional means of access by an additional means of access either temporary or permanent to accelerate the delivery of this part of the EUE. Options considered as part of the consultation were:

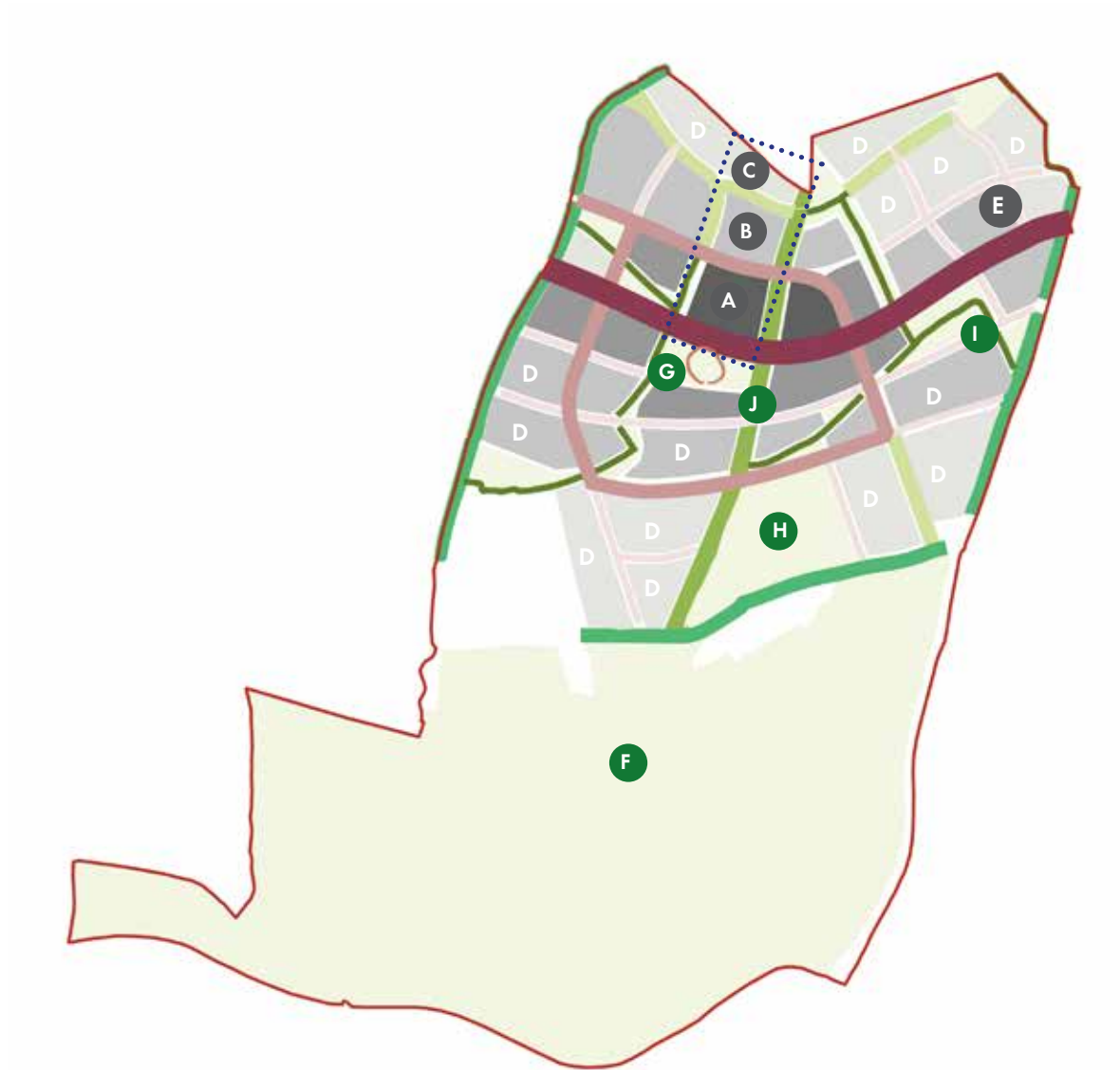
- 1 Continue to gain access solely through Area A in addition to
- 2 Two way access from Mayfair
- 3 Two way access from Manley Lane
- 4 Access via Mayfair and egress via Manley Lane; and
- 5 Access via Manley Lane and egress via Mayfair.

It was resolved at MDDC Cabinet (26th October 2017) that subject to acceptable planning impacts, alternative access arrangements may be considered as part of the scope of this master planning. However, these potential amended access arrangements should not include those at Mayfair and/or Manley Lane / Post Hill Junction.



- Area B Urban extension boundary
- Primary road
- Secondary road
- Tertiary road
- Lane - local access only
- Local street
- Pedestrian/cycle route
- Route suitable for buses (one-way around loop)
- Vehicular access
- Indicative** - no direct access from Manley Lane
Third party land required (see section 2.4)
- Pedestrian/cycle access
- Development / new homes
- Development / employment

Fig.33 Movement



BUILT TYPOLOGIES:

- A** A higher density residential neighbourhood
- B** A medium density residential neighbourhood
- C** A lower density residential neighbourhood
- D** Custom and self build (within lower density plots away from the main street)
- E** Gypsy and traveller pitches (*indicative location*)

Density:

lower higher

 See section 5.2

STREET TYPOLOGIES:

- Main street
- Loop street
- Local streets
- Central spine
- Edge paths
- Hedgerow paths
- Local street with hedgerows

OPEN SPACE TYPOLOGIES:

- F** The country park
- G** Central play space
- H** Sports provision
- I** Allotments
- J** Central spine

Fig.36 Street typologies and placemaking

The delivery of the above mentioned GI and infrastructure is therefore expected to be provided and co-ordinated by the developer(s) for Area B, to be secured as necessary through Section 106 agreement or condition.

The approach to phasing of Area B is discussed within section 6.3 below.

Area A Update

The two outline planning permissions within Area A (Chettiscombe Trust and Waddeton Park) have been accompanied by Section 106 agreements which have secured the provision of the following infrastructure within the EUE:

- A361 Highway Works and provision of the first phase of the junction
- Blundell's Road Traffic Calming works (phases 1 and 2)
- Contribution towards improvement of pedestrian and/or cycle facility between Tiverton EUE and Tiverton town centre and/or Tiverton Parkway railway station
- Link Road between A361 Left in Left Out 'LILO' (phase 1) junction and Blundell's Road works/ improvements to roundabout at junction of Heathcoat Way and Lowman Way
- Primary school facilities for up to 270 primary school aged children

To-date the Area A planning consents have resulted in the delivery of the phase 1 environmental enhancement works to Blundell's Road through Blundell's School ahead of any development.

Furthermore the Left in Left Out ('LILO') junction with the A361 has been constructed, although at the time of writing the junction is not operational.

Community Infrastructure Levy

Infrastructure will be provided through Section 106 and planning conditions, and through direct delivery or financial contributions. It is not proposed that a community infrastructure levy charge will be applied to the Tiverton EUE development.

The key to success of the delivery of the EUE masterplan as a whole (Area A and B combined) will be the delivery of infrastructure in a co-ordinated and cohesive manner, recognising that both elements are not independent of each other.

6.2 HOUSING DELIVERY RATE

Assumptions Around Rate of Housing Delivery

In relation to the Tiverton EUE as a whole, planning permission is in place for the first Reserved Matters and construction is underway in the North Eastern part of the site. The first homes are therefore being delivered. The Local Plan Review now treats development in Area A as a commitment in housing supply terms. For Area B the plan assumes delivery of the development on site from between 2026/27 to 2032/33.

The Local Plan assumes that development of Area B will start on site in 2026/27. However, it is expected that this start date can be accelerated subject to the provision of required highway infrastructure. Housing Infrastructure Fund financial forward funding could deliver the completion of the new junction to the A361 within 2022. This would unlock the ability to bring forward the commencement of development on Area B by several years. The first homes will be delivered after the provision of a highway connection from the western boundary (Area A) although this Masterplan identifies other access opportunities.

The sequencing of development and provision of supporting infrastructure set out in this SPD has been structured to provide appropriate flexibility over where and when development takes place. It seeks to ensure that the necessary infrastructure is provided in a timely and viable way in the interests of delivery of the vision and aims of the area in a co-ordinated and comprehensive manner.

The below table provides an updated schedule of anticipated housing completions for Area B based on the Local Plan but adjusted to take account of housing numbers identified in this Masterplan.

| Area B anticipated housing completions | | |
|--|--------------------|---------------|
| | Annual completions | Running total |
| 2020 / 2021 | 0 | 0 |
| 2021 / 2022 | 0 | 0 |
| 2022 / 2023 | 0 | 0 |
| 2023 / 2024 | 0 | 0 |
| 2024 / 2025 | 0 | 0 |
| 2025 / 2026 | 0 | 0 |
| 2026 / 2027 | 25 | 25 |
| 2027 / 2028 | 150 | 175 |
| 2028 / 2029 | 150 | 325 |
| 2029 / 2030 | 150 | 475 |
| 2030 / 2031 | 150 | 625 |
| 2031 / 2032 | 59 | 684 |
| 2032 / 2033 | | |

Build out of Area B is considered to be in excess of 6 years. The number of homes assumed to be built out per year is based on an agreed methodology as part of Local Plan Review evidence (Housing and Economic Land Availability Assessment, HELAA) but also takes into account current market conditions and assumes 2/3 housing outlets on site at the same time.

Assumptions on Housing Mix and Population Profile

Policy TIV1 does not set a percentage target for affordable housing within policies associated with the urban extension. Instead it establishes that the development will need to provide a proportion of affordable housing subject to further assessment of viability. The target for this proportion (at the time of preparing this SDP) will be 28%. It is recognised that developments must be viable and that affordable housing may make a considerable difference to viability.

The Area A outline permissions (Chettiscombe Trust and Waddeton Park) were determined on the basis of viability appraisals with the following resultant affordable housing provisions:

- Chettiscombe Trust: 22.5% Affordable Housing, of which 60% are Affordable Rent Units and 40% Intermediate Units
- Waddeton Park: 22.5% Affordable Housing, to be provided as Affordable Rented Housing

Forward funding to deliver the completion of the A361 Road junction will need to be recovered from the development. In addition, the high proportion of GI provision required within Area B results in low value generating land. These issues will have a significant impact upon viability, particularly in the early phases of Area B. It is expected that viability assessments will form part of the consideration at planning application stage.



Fig.69 Area B phasing and infrastructure plan

6.5 DELIVERY, MONITORING AND REVIEW

Viability and deliverability

The National Planning Policy Framework (2019) emphasises consideration of viability and costs in plan-making and decision-taking. This is to ensure plans are deliverable.

The requirements around infrastructure provision and triggers for delivery set out have therefore been considered in light of the NPPF guidance and the 2018 SPD. The production of the Area B masterplan has been informed by commercial delivery advice and option testing. This testing exercise has included consideration of the Housing Infrastructure Funding, likely Section 106 requirements, strategic infrastructure costs, local land values and market conditions to demonstrate high level viability. However, the Council accepts that formal viability testing will be reviewed beyond this SPD at development control stages. This is to ensure that the development envisaged is deliverable as far as is possible given the Council's aspirations for delivery of affordable homes, for sustainable development and the need to secure critical infrastructure.

Given the potential for uncertainty about the economy over future years, it may be appropriate to retest the viability of the scheme at later stages using tools such as market recovery mechanisms built into Section 106 agreements. This may mean that the level and / or timing of affordable housing provision required or the timing of

provision of elements of infrastructure as set out in this SPD may need to be revisited. This may have implications for full provision of affordable housing in accordance with the 35% target. Where landowners / developers wish to retest scheme viability, the Council will require an open book approach on scheme viability to be taken. Any viability appraisals and supporting information received will be validated by an independent assessor to be appointed by the council and whose fees will be paid by the landowner / developer. The

outcomes and implications of viability testing at application stage will be carefully evaluated by the Council in light of the aspirations and requirements set out in this SPD.

Implementation, delivery and monitoring

Landowner collaboration – Area B

The main potential obstacle to the successful delivery of Area B is a lack of coordination between the main landowner interests.

Complex landownerships requires landowner collaboration. The Council will not entertain piecemeal applications without robust evidence of collaboration between the landowners to enable the timely delivery of the required infrastructure to support Area B (and the wider EUE). Such evidence could be in the form of a Development Agreement(s) for example.

Individual landowners will need to have regard to the role of their land within the wider masterplan and understand that successful delivery of the masterplan will depend upon the delivery of the whole scheme (including interaction with Area A). Of key significance will be the provision of an unfettered access from Area A into Area B, and within Area B to the various development parcels.

Landowner 'buy in' is therefore required to inform the coordination of infrastructure provision, to resist piecemeal and uncoordinated applications and to realise an integrated and sustainable development programme. The Council will resist any applications that cannot demonstrate this approach to delivering the Area B development.

The delivery requirements set out within section 6.6 of the 2018 SPD remain valid for Area B and the Council will therefore expect landowners to work together to demonstrate the requirements can be met.

To summarise the Council will expect the following information to be submitted with planning applications:

- To secure comprehensive development of sustainable neighbourhood and place making, the application must be accompanied by a **development framework plan for the entirety of the Area B** and demonstrate that it is in accordance with this SPD;

- To secure delivery of comprehensive infrastructure, the application must be accompanied by an **Infrastructure Delivery Plan for Area B** to demonstrate compliance with this SPD and an agreement of proportionate Section 106 obligations from each landowner.

Land Equalisation – Area B

The Council wishes to encourage the landowners to consider the scope for agreeing a land equalisation exercise on the basis that a single landowner parcel cannot be brought forward independently if the policy requirements for Area B and the wider EUE are to be met.

This approach is often required on large sites with development obligations (eg. highway improvements, community/sports, utilities upgrade). One or more landowners may find there is an unfair proportion of land in their ownership designated for uses that benefit the wider site (i.e. green infrastructure in the case of Area B). This therefore requires an agreement to equalise the proportionate cost amongst all the landowners.

Landowners with land bearing costs ('infrastructure and facilities') will then benefit from equalisation (interplay between the values generated, and the costs necessary to deliver that value) with those landowners identified for housing and commercial development in a phase/neighbourhood.

In their role as enablers, the Council may use its statutory powers including compulsory purchase powers to facilitate comprehensive development and delivery of the site in order to deliver the policy framework.

Monitoring

The delivery of phases within Area B will be overseen by the Council working with landowners / promoters and stakeholders to ensure:

- A coordinated approach to infrastructure delivery in accordance with the relevant infrastructure delivery plans;
- The delivery of a consistently high quality of development in accordance with the guidance and principles set out in this SPD;
- Securing external funding where available to help infrastructure delivery;
- Securing agreement and delivery of long term management and governance arrangements for the development;
- Monitoring delivery in order to inform the Annual Monitoring report.

In line with the 2018 SPD the Council will continue to monitor implementation of this Area B SPD and the extent to which the strategic policy objectives and vision are being achieved in the Annual Monitoring report. If implementation / delivery is considered to be failing, this will be reported together with an explanation and proposed remedial steps.

Long term management and maintenance

In line with the 2018 SPD requirements and in order to maintain a high quality of the green infrastructure across Area B it will be important to set in place robust and consistent management arrangements. The Council will seek to prepare and agree a neighbourhood management plan jointly with the applicants prior to the commencement of development. This will be an application requirement. The plan should cover all open spaces and cite all management objectives with the aim of establishing medium and long term objectives and arrangements.

This plan will also need to consider a robust governance structure which could take the form of a management trust/company and could also include a role for Tiverton Town Council and or Devon County Council in relation to the Country Park for example. Examples of such management structures could include a Community Interest Company approach. It is expected that full details of future management arrangements will be required through Section 106 obligations with management regimes being agreed and implemented prior to first occupation of any properties within the development, and in advance of the provision of any green infrastructure.

In terms of funding, it is likely that the plan will look to generate revenue from an annual service charge from residents and business occupiers together with the potential for revenue from hire of building/facilities. Revenue will be subsidised by the developer in the early stages and additional revenue sources (grant funding, sponsorship and commercial opportunities) should also be explored.