

**CABINET
4TH SEPTEMBER 2014**

**CULLOMPTON NW URBAN EXTENSION –MASTERPLAN
SUPPLEMENTARY PLANNING DOCUMENT**

Leader Cllr Peter Hare-Scott
Cabinet Holder Cllr Richard Chesterton
Responsible Officer Head of Planning and Regeneration

Reason for Report: To submit information on the Masterplan Supplementary Planning Document (SPD) for stage 1 public consultation.

RECOMMENDATION:

- 1. That subject to the changes identified in section 5.0 being made, information on the Masterplan Supplementary Planning Document be submitted for stage 1 public consultation.**
- 2. That delegated authority be given to the Head of Planning and Regeneration in consultation with the Cabinet Member for Planning and Economic Regeneration to finalise consultation material.**

Relationship to Corporate Plan: To ensure delivery of key plans for Mid Devon, including a thriving economy, better homes, empowering local communities and caring for the environment.

Financial Implications: None.

Legal Implications: In order for the masterplan to be adopted as Supplementary Planning Document, public consultation needs to take place in accordance with the requirements of the Council's Statement of Community Involvement. Whilst not forming part of the Development Plan, it will be a material consideration in the determination of planning applications relating to the site.

Risk Assessment: If progress on a masterplan is delayed, the Council becomes vulnerable to speculative planning applications being submitted which do not accord with adopted policies and which may be allowed at appeal due to a lack of alternative 'shovel ready' sites of equivalent size. This could lead to unsustainable and uncoordinated development which would not meet policy requirements for essential infrastructure such as a new primary school, the road linking Tiverton Road and Willand Road, open space and local services.

2.0 INTRODUCTION: BACKGROUND TO THE DEVELOPMENT.

- 2.1** The Core Strategy was adopted in 2007 and sets out a growth strategy that seeks to balance social, environmental and economic objectives and concentrates development within the main settlements of Cullompton, Tiverton and to a lesser extent Crediton and Bampton. The Core Strategy sets

out an overall need for 340 dwellings per year, amounting to 6,800 dwellings over the 20 year plan period up to 2026. Important to achieving the level of development (both housing and employment) identified and adopted within the Core Strategy are two urban extensions: to Cullompton and Tiverton respectively.

- 2.2 The Allocations and Infrastructure Development Plan Document (AIDPD) was adopted in January 2010 following extensive public consultation and examination by a Planning Inspector. It allocates sites for development in order to meet the Core Strategy's growth requirements. A large proportion of this growth is to be accommodated within the urban extensions identified above. The urban extension has been allocated to meet most of the town's new housing requirement and its employment needs.
- 2.3 An area of 74.8 ha to the north west of Cullompton is allocated for mixed use development in the AIDPD for 1100 dwellings and 40,000 square metres of employment floorspace. A range of adopted policies within this document set out requirements for the planning of the urban extension in terms of development requirements, transport provision, environmental protection, green infrastructure, community facilities, carbon reduction and air quality, phasing and masterplanning. The latter, (policy AL/CU/7) requires that the Council carry out a major public consultation exercise into the masterplanning of the site before planning applications are made. Furthermore the masterplan is to be adopted as a Supplementary Planning Document (SPD).

2.0 **ROLE AND PURPOSE OF A MASTERPLAN.**

- 2.1 A masterplan is a comprehensive plan that acts as a blueprint for the development of an area: setting out principles for the way in which it will come forward, coordinating policy and infrastructure requirements. It is common to utilise this approach for larger scale developments where there are multiple landowners / developers and there is a need to ensure development takes place in a comprehensive way to deliver common infrastructure, coordinate phasing and to resolve often complex planning issues. Masterplans bridge the gap between planning policy aspiration and the implementation in order to achieve a high quality design and create a successful place. They also set out key principles that planning applications will need to have regard to in order to be considered acceptable. It is important to understand that whilst a masterplan sets out guidelines and principles for the development, it does not contain the same level of detail and supporting documentation that would be expected at a planning application stage. Additionally as masterplans often relate to large strategically important sites that are to be delivered in phases over what may be a long time period, they also need to contain flexibility in order to respond to changing circumstances.
- 2.2 The Council wishes adopt the masterplan as a Supplementary Planning Document (SPD). This is a document that sets out more a detailed framework or policies in support of those contained in the Local Plan. Whilst it does not

itself form part of the Development Plan, it is a material consideration in the determination of planning applications.

3.0 **MASTERPLAN PUBLIC CONSULTATION.**

3.1 The Council's Statement of Community Consultation requires two stages of public consultation on site specific SPDs, firstly at the scoping stage and secondly on the draft document itself. This report relates to material in relation to the first stage public consultation.

3.2 A range of material in respect of the allocation site is available and results from the site analysis that is being undertaken by the promoters. The following is a list of both background information that will inform that consultation, together with consultation material itself:

i) Evidence base summary report comprising (Appendix 1):

- a. Planning background
- b. Allocation and land ownership
- c. Context of the site in Cullompton
- d. Visual impact
- e. Access and transport
- f. Topography and flooding
- g. Ecology
- h. Archaeology and heritage
- i. Utilities
- j. Masterplan timescale

ii) Masterplan concepts (Appendix 2):

- a. Development within allocation site area.
- b. Development within allocation site: boundary between green infrastructure and development amended.

iii) Consultation broads / report (Appendix 3):

This seeks to include a brief planning background to the allocation, collated results of surveys and studies presented as a map of constraints and opportunities, key issues and associated options, consultation questions and masterplan concept options. In addition a proposed masterplan timescale, masterplan contents list, how feedback can be made and details of the project team are given.

4.0 **KEY ISSUES.**

4.1 A series of key issues are emerging at this early stage in masterplanning. The consultation material does not seek to resolve these issues but to invite comment and feedback on the issues themselves and options for masterplan concepts.

- a. Developable area and quantum of development.
- b. Access options
- c. Location and amount of employment land
- d. Location of sports pitches

- e. Location of the primary school
- f. Location of gypsy and traveller pitches

4.2 Developable area and quantum of development.

- 4.2.1 The AIDPD policies allocate 74.8 ha for mixed use development mainly comprising 1100 dwellings and 40,000 sq m employment floorspace. 28 ha are proposed for strategic green infrastructure.
- 4.2.2 Emerging results from studies forming the evidence base for the site indicate that the developable area is less than initially thought at the policy adoption stage. Within the allocated area for development scheme, the promoters estimate approximately 700 houses can be accommodated. The scheme would also need to provide infrastructure by way of a road linking Tiverton Road and Willand Road, a new 210 primary school on a 2.1 ha site, community facilities including a new community building and integrated youth facilities and public open space. Concern is emerging over the ability of this number of houses to provide the required level of infrastructure.
- 4.2.3 One of the options for public consultation is whether the boundaries between the developable area and green infrastructure remain as the allocation, or whether amount of green infrastructure be reduced to increase the developable area and hence the housing numbers. Alternatively green infrastructure equal to the amount in the policy could be provided across the site in redistributed locations, yet still provide in the order of 1,000 dwellings. No conclusions have been drawn on this issue at present, but it will need to be resolved through the masterplanning process. Consultation feedback is sought.
- 4.2.4 Further land in addition to the allocated area is being promoted as being available by the land owners / developers. It is appropriate to deal with this through the Local Plan Review process and it will not form part of this consultation.

4.3.1 Access options.

- 4.3.2 The site is required to provide a road through the site suitable for buses linking Tiverton Road to Willand Road. This is intended to serve the development with minimal adverse impact upon the town centre highway network, including the sensitive junction of Tiverton Road and Fore Street.
- 4.3.3 Options are coming forward in respect of where the proposed through route links with Tiverton Road and Willand Road. In respect of Willand Road, whether the new road will link into the roundabout at the end of Millennium Way or join Willand Road further south is an emerging issue.

4.4.1 Location and amount of employment land.

- 4.4.2 The Allocations and Infrastructure DPD allocates the site for 40,000sq m (approx. 11.4ha) of B1 (light industrial) or other suitable employment floorspace. The Council's Employment Land Review 2013 recommended that the employment provision within the urban extension be revised to 10,000 sq

m (approx. 2 ha). This was on the basis of the market being unlikely to be able to support all the proposed employment floorspace proposed within the Cullompton area and a rebalancing of allocations to increase the number of smaller sites that are not dependent upon significant additional infrastructure and more likely to be delivered in the short-to-medium term. An emerging key issue is therefore the amount of employment floorspace to be provided on the site.

4.4.3 The location of employment land is also an issue to be considered at the masterplanning stage. Emerging options relate to land within the northern part of the allocation and / or land towards the south eastern part of the allocation.

4.5.1 Location of sports pitches.

4.5.2 Policy AL/CU/3 of the AIDPD requires the provision of equipped and laid out public open space as part of the green infrastructure including 2.8 ha of sports pitches. Pitches require relatively level land. An emerging issue to be addressed through masterplanning the site is the location of these sports pitches and how they relate to the primary school and other green infrastructure areas. Several options are to be suggested for consultation which involve land at the west end of the allocation, on the top of Rull Hill (to south of Rull Lane) or off site to the north.

4.6.1 Location of the primary school.

4.6.2 Policy AL/CU/4 requires the provision of a site 2.1ha in size for a new primary school and that the development fund a 210 place primary school within it. The school site is also to accommodate an additional 52 places for early years education. Options for the location of the primary school will form an issue for consultation. Emerging options include land within the southern area of the site, adjacent to the health centre on Willand Road, on the top of Rull Hill and within the north eastern part of the site. Space for outdoor play provision in conjunction with the school will also need to be considered.

4.7.1 Location of gypsy and traveller pitches.

4.7.2 The provision of pitches for gypsies and travellers is a government requirement. Policy AL/CU/1 requires that at least 5 such pitches are provided as part of the development's affordable housing requirement and in order to contribute towards the need in the District. The location of these pitches will be a masterplanning issue. The suitability of surrounding roads to take touring caravan traffic movements associated with such pitches will need to be considered.

4.8 Other key issues may emerge as the masterplan progresses.

5.0 CHANGES REQUIRED.

5.1 Draft material for the consultation and supporting reports has been received. Officers initially considered that amendments were required in order for this material to form an appropriate basis for consultation. A series of changes were requested in order to provide clarification of options, address incorrect mapping, missing information and to aid understanding of presented material.

Most have now been incorporated into the latest version of the draft consultation material for the project. Officers consider that the following changes are still required:

Consultation board/ reports.

- That the masterplan framework plans are presented as options 1 and 2.
- That developable area, quantum of development, amount and distribution of green infrastructure as added to key issues.

It is also anticipated that minor changes will still be needed to the consultation material before it is finalised. Delegated authority is sought for the Head of Planning and Regeneration in consultation with the Cabinet Member for Planning and Economic Regeneration to make any such changes.

6.0 CONSULTATION ARRANGEMENTS.

6.1 Stage 1 public consultation is proposed to take place over a 4 week period from 15th September to 12th October 2014. Means of consultation will include staffed events in Cullompton:

Sat 13 th Sep	9am – 1pm
Weds 24 th Sep	3pm – 7pm
Thurs 9 th Oct	5pm – 9pm

An exhibition is proposed during the consultation period in Cullompton, together with dedicated website pages. Publicity arrangements are to include press release, press advert, posters and letters to nearby residents.

7.0 CONCLUSIONS.

7.1 The masterplan SPD will seek to provide a comprehensive framework to guide the development in a coordinated and comprehensive manner. Once adopted it will achieve full weight in decision making as a material planning consideration. Two phases of public consultation will be required. The first of which will address the scope of the masterplan. Information to inform this stage of public consultation is now available and appended to this report.

7.2 The Cabinet is asked to agree that information on the Masterplan Supplementary Planning Document be submitted for stage 1 public consultation. This is subject to the remaining changes identified in section 5.0. It is also anticipated that minor changes will be needed to the consultation material before it is finalised. Delegated authority is sought for the Head of Planning and Regeneration in consultation with the Cabinet Member for Planning and Economic Regeneration to make any such changes.

7.3 The emerging proposals for the masterplan consultation and attached documents have been considered by the Planning Policy Advisory Group on the 26th August 2014 and endorsed 4:0 for consultation purposes. Group

members present have requested that it be noted that not all members of PPAG were present on that occasion.

Contact for any more information	Professional Services Manager (Mrs Jenny Clifford) 01884 234346
Background Papers	The adopted policies relating to the NW Cullompton Urban Extension may be viewed in the AIDPD at www.middevon.gov.uk/aidpd .
File Reference	None.
Circulation of the Report	Members of Cabinet

