

Highway Consultation: Teignbridge District: Outline planning application for employment development (Use Classes B1, B2 and B8) up to 47,112 square metres (gross floor area) together with associated infrastructure including new vehicular access, an internal road layout, car parking, landscaping, services and all other associated development at West Exe Park, Alphington

Applicant: Mr Maclean

Application No. 16/03251/MAJ

Report of the Head of Planning, Transportation and Environment

Please note that the following recommendations are subject to consideration and determination by the Committee before taking effect.

Recommendation: It is recommended:

- (a) Devon County Council, as Highway Authority raises no objection to the application subject to the imposition of the planning conditions as set out in Appendix II of this report and a contribution towards sustainable transport; and**
- (b) Members endorse the strategy for the provision of north facing slip roads and the design presented in Appendix III to this Report is registered as the Preferred Scheme.**

1. Summary

- 1.1 This report relates to the traffic and transportation response to a planning application for employment development at West Exe Park, Alphington.

2. The Proposal/Background

- 2.1 This application has been brought to Devon County Council's Development Management Committee given its relationship to a strategic highway scheme that the county council has been developing, in consultation with Highways England. The scheme is for the provision of north facing slip roads at the Wobbly Wheel junction on the A38 together with widening of the A38. Although the application does not include the land necessary for the delivery of this scheme, the adjacent site which includes land that would be required for the delivery of the scheme is within the same ownership. The need for these future improvements to the Strategic Road Network around Exeter is potentially a longer term issue for the whole of the South West Peninsula.
- 2.2 The application is in outline and is for up to 47,112 square metres of employment development. Approval for access is being sought at this stage. An officer response to the application has not yet been submitted to Teignbridge District Council and will follow this committee.
- 2.3 The application site is located to the south west of Exeter and to the north east of Kennford. The site is approximately 2km from the edge of Marsh Barton and is approximately 15 hectares in size. It is located next to an existing employment area

referred to as Exeter Estates, or known locally as 'Frank Tuckers'. Permission was granted in 2013 (reference: 12/03079/MAJ) for 6.5 hectares of employment adjacent to the existing Exeter Estates site and the application site. The existing employment site is served by a priority access. This access is not considered suitable for additional vehicle movements associated with development. A new roundabout to provide access was conditioned to be delivered prior to first occupation of the permitted development.

- 2.4 In addition to the application site there is considerable development planned in the area. Specifically this is a large allocation of 2,500 dwellings at South West Exeter. Part of this allocation was considered at committee in January by Teignbridge District Council and has a resolution to grant permission subject to necessary legal agreements.
- 2.5 The site is located in close proximity to the Strategic Road Network, but does not have easy north facing access to it. The Wobbly Wheel junction on the A38 is located to the south west of the application site, but it currently only has south facing slip roads. Access to and from the Strategic Road Network to the north is achieved by travelling along the A379, Bridge Road and Rydon Lane to Junction 30 on the M5 or southbound on the A38 to the next junction, which has north facing slips. The latter option involves travelling past the properties on the southern periphery of Kennford. Neither of these options is preferable for a large, strategic employment site. Devon County Council, working with Highways England, has developed a preliminary scheme for north facing slip roads at the Wobbly Wheel junction and opportunities to provide additional lanes on the A38/M5 in this location. The preferred scheme is included in Appendix III of this report.
- 2.6 The north facing slip roads in this location are not considered to be essential for development that has permission to date, or that which is allocated in the Teignbridge Local Plan. It is also not considered to be appropriate to tie the delivery of the slip roads to this application. The application will be considered acceptable in transport terms if it can be accommodated without the delivery of the slip roads as the whole scheme is beyond the control of the applicant. The scheme would be subject to approval by Highways England and in addition to the necessary approvals is understood would only be acceptable if the trunk road becomes a 'smart motorway'. The reason for this is the proximity of the proposed on-slip to the existing lane drop from the A38 to the A30. A 'smart motorway' scheme would have variable speed limits (depending on flow conditions) and could introduce additional lanes on this section of trunk road, which may make the distance between the on-slip, off-slip and lane drop acceptable.
- 2.7 The new application was originally submitted with two access options - the permitted roundabout and a new roundabout located to the south of the permitted roundabout. Only one of these junctions would be delivered by the applicant. The new roundabout, in addition to providing access to the employment site, would have facilitated the future delivery of a north facing on-slip and widening of the A38. Although the long term needs of the strategic road network around the area had been subject to numerous discussions between Devon County Council and Highways England, concerns were raised about the proposed new roundabout by Highways England through the application process. Due to concerns about timescales and also engagement of Highways England, the applicant opted to amend the planning application to change the red line, remove the new roundabout and revert to the previously permitted roundabout rather than addressing the points raised.

- 2.8 The application site is not allocated in the Teignbridge Local Plan. The adjacent permitted employment site was included in the Local Plan. The application site was put forward for inclusion in the Local Plan at the examination stage and was consulted on as a Main Modification. The county council made representations to this consultation and stated that if the site was to be included, land to allow the future delivery of a north facing on-slip and widening of the A38 should be safeguarded. The site was not included in the Local Plan, but the Inspector recommended that the site is included in a future review of the Local Plan. The acceptability of an employment site that is not in the Teignbridge Local Plan will be determined by Teignbridge District Council as the Local Planning Authority.
- 2.9 The typical process for an application of this type would be for the employment land to be included in the Local Plan and infrastructure to support this or enabled by it would also be identified in the plan. As the employment land is not included in the Local Plan, the north facing slip roads have also not been included. As the slip roads are considered to be strategic infrastructure that would fit within the wider transport strategy for the area, it is considered appropriate to refer the application to the Development Management Committee. This is to make Members aware of the strategic highway scheme, including its wider benefits, to put the scheme in the public domain and to assist in safeguarding the land from future development. It is also to provide the framework and support to be able to acquire the land for the highway scheme associated with the current planning application and potential future planning applications.
- 2.10 Members will also be aware that there is a waste facility on the east side of the A38 known as Kenbury Wood. As part of a recent planning application at Kenbury Wood, concerns were raised about the possibility of traffic travelling through Kennford. Any further intensification of use at this waste site could enable the identification of land for a south bound slip road and associated road widening. Although this waste site is close in proximity to the application site, it does have different access and access from the A38, avoiding Kennford is more difficult than for the application site.
- 2.11 There would be benefits to the application, as well as permitted and allocated developments, of the north facing slip roads. North facing slip roads would reduce the amount of traffic using current routes to the Strategic Road Network and would contribute towards the wider transport strategy in this location. Longer term, slip roads in this location may free up some additional capacity at M5 Junction 30 to allow development to take place elsewhere. The scheme would also allow the widening of the A38 which would include additional lanes to assist with weaving. The land required for the scheme is not included within the application and as such cannot be secured through this planning application. The land is within the same ownership and the applicant has indicated their willingness to work with the county council on the scheme and make the land available. In order to secure the land for the scheme a legal agreement would be required, which would be separate to any planning permission.
- 2.12 The Highway Authority response to the planning application is proposed to be submitted to the Local Planning Authority following committee in the normal manner. Although the primary issue is the slip roads, key issues relating to the planning application are also discussed.

3. Comments/Issues

Access

- 3.1 Access to the site is proposed to be from the previously permitted roundabout. As mentioned above, the option for an alternative roundabout located to the south of the permitted roundabout was removed from the planning application.
- 3.2 The capacity of the roundabout has been assessed using the traffic associated with the permitted development as well as that with this planning application and the wider allocated development at South West Exeter. This has demonstrated that the roundabout is projected to have sufficient capacity to accommodate the proposed development. The previous application conditioned the delivery of the roundabout in advance of any occupation of the development. Should this application be permitted, it is recommended that a similar condition is proposed due to the unacceptability of the existing access.

Traffic Impact

- 3.3 Generally, the approach to assessing the traffic impact for the permitted application has been applied to this new application, which is considered to be an acceptable approach. The vehicle generation has been checked against TRICS (industry standard database of trip rates) as well as against another employment location in Devon with similar characteristics to this site. This has demonstrated that the trip rates used to support the planning application are within an appropriate range. It is noted that the application form for the planning application identified that the site would accommodate 1,588 employees. At this stage, the end users are unknown and the number of employees likely to be generated has been checked by the county council to determine whether this is a realistic estimation and whether it accords with the estimated trip rates. It is considered that for a development of the proposed size and uses, a more realistic estimate of the number of employees is 800 to 900, which would be more consistent with the estimated trip generation.
- 3.4 It is estimated that the development would generate an additional 150 vehicle trips in the AM peak and 121 in the PM peak. When combined with the permitted site, the total development would generate an additional 224 vehicle trips in the AM peak and 179 in the PM peak. Current traffic flows in the vicinity of the site are approximately 2,000 vehicles an hour in the AM peak and 1,800 vehicles an hour in the PM peak. The development traffic represents approximately a 10% increase in vehicles in this location on the highway network and combined with existing traffic is within the capacity of the network. The development traffic will be distributed on the highway network and it is expected that approximately 60% will route to/from the north and 40% to/from the south. It is likely that a site in this location, of this size, will create a sizeable demand for goods vehicles to access the site from the M5. It is not easy to calculate this without an understanding of the end use of the site and comparing it with other similar sites located on the strategic road network.
- 3.5 The greatest impact from the development will be on the A379 in the vicinity of the site. The A379 is considered to have sufficient capacity to accommodate the proposed increase in vehicular traffic. It is recognised that to access the M5 northbound, vehicles may route south on the A38 in the direction of Kennford, to then access the A38 northbound. This involves travelling past the properties on the southern periphery of Kennford. There is no capacity or safety issue at this location. Whether there is an amenity issue is for Teignbridge District Council to consider as

the Local Planning Authority. Longer term this would be addressed if north facing slip roads are delivered at the Wobbly Wheel junction.

- 3.6 It is understood that there are local concerns about vehicles routing through Kennford to access the A38. It is noted that there have been similar concerns regarding HGVs associated with the nearby waste site at Kenbury Wood. Access to Kenbury Wood is different to the application site and there may be advantages to vehicles routing through Kennford to access that site. Given the ease of using the A38 in regard to the application site, it is considered that this will be a more attractive route than travelling through Kennford, although should the A38 not be free-flowing, some vehicles may travel through Kennford. Generally it is considered that from the application site vehicles would be more likely to join the A38 southbound, come off at the Kennford junction and use the junction to the south of Kennford to access the A38 northbound. This is due to the narrow nature of the road through Kennford, including parked cars, which would make this a slower and more inconvenient route than the A38. It would also be expected that some vehicles will also use the A379/Bridge Road/Rydon Lane to access the M5 at Junction 30, so there would be distribution of vehicles accessing the Strategic Road Network. Consideration has been given to means of enforcing no through traffic through Kennford, weight restrictions or other regulatory measures, but these have proved impractical and unenforceable.
- 3.7 Additional information has been provided by the application which identifies the number of vehicles that may use the A38 to travel to and from the north. This identifies a maximum number of 20 vehicles in the AM peak and 16 in the PM peak. This does not consider the impact of additional vehicles from the south if the A38 is not free-flowing. Assuming that vehicles travelling from the A380 could make this movement, based on data included in the Transport Assessment it would be a maximum of 33 trips in the AM peak and 27 trips in the PM peak. The applicant has identified that if vehicles make this movement, it would not be all vehicles, but rather a proportion of vehicles and this would be impacted by the standard of road through Kennford. Collision data does not identify a safety issue with the road through Kennford, although it is noted that footways are of limited width and intermittent. There has been one slight collision in the past five years in the village and an additional one further to the north. Whilst it is clearly not desirable for additional vehicles to travel through Kennford, the numbers are expected to be low due to the self-restricting standard of the route and it is not likely to result in a safety concern or severe congestion. Whether there is an amenity issue is for Teignbridge District Council to consider as the Local Planning Authority.
- 3.8 The permitted development includes a condition that a Travel Plan will be implemented for each phase of development which will include a preferred route for vehicles accessing the A38 northbound from the site that avoids travelling through Kennford. A similar condition would be recommended if permission is granted for this site. It is also proposed that HGV route signage will be delivered as part of the development. This would advise drivers of alternative routes, avoiding Kennford. It is recommended that a condition to this effect is attached to any permission granted.
- 3.9 It is also recognised that there are local concerns about the potential of vehicles to route along Days Pottles Lane. It is a narrow county lane with occasional passing places and no pedestrian facilities. There are a few properties located along the lane, which do generate pedestrian movements. Concerns relate to accessing the site and longer term, if the north facing slip roads are delivered, may consider this to be an attractive route to access to the trunk road network. It is only appropriate to consider the impact of the development. The delivery of north facing slip roads

would involve more detailed transport assessment of the scheme which is beyond the scope of this development. The Transport Assessment and following Technical Note identify that approximately 8% of traffic will be to/from the A379 in the direction of Dawlish. These are the vehicles that are most likely to use Days Pottles Lane, although it is considered only those vehicles which have an origin close to Days Pottles Lane (e.g. Exminster and potentially Kenton) are likely to use it. The estimated maximum vehicle generation from the development would be 13 vehicles in the AM peak and 11 in the PM peak assuming all vehicles travelling from the A379 direction would divert. A traffic count of Days Pottles Lane identified 97 vehicles in the AM peak and 75 in the PM peak. The Technical Note identifies that given the small additional number of vehicles that may use Days Pottles Lane, the traffic flow would remain approximately 1-2 vehicles a minute during peak hours. In addition, it is not proposed that there will be a vehicular access from Days Pottles Lane into the site, which will mean vehicles will not be encouraged to use Days Pottles Lane. No changes are proposed to Days Pottles Lane as it is considered that its currently standard is likely to limit the number of vehicles that may use it as a local access to the communities the lane serves.

Sustainable Transport

- 3.10 Chapter 4 of the National Planning Policy Framework is clear on the need for development to be sustainable and to secure opportunities for sustainable travel. The site is located in relatively close proximity to residential areas in Exeter (particularly Alphington), Kennford and Exminster. There is also significant residential development proposed at South West Exeter. Although the site is in close proximity to these areas, there is a lack of designated cycle routes to the site, although some roads may be quieter and considered suitable for cycling. The A379 is a busy road, which will limit the number of people that choose to cycle along it. There is a footway adjacent to the A379 to the site, but this is limited in width and not currently of a suitable width to be shared with cyclists. Although not currently proposed by the application, the existing provision could be improved by removing the verge and widening the provision. This may allow it to be shared with cyclists. The applicant has suggested that improvements could be secured through a planning obligation or as part of the Travel Plan. It is considered that a contribution from the applicant to improving sustainable travel facilities as part of upgrading the A379 is secured through a s.106 agreement.
- 3.11 There are opportunities to travel by bus, with bus stops on the A379. The maximum frequency of any service on the A379 is hourly in the peak hours. In combination the frequency of services is greater than hourly, but it should be noted that unless people are travelling to/from Exeter where there may be a greater combined frequency, the frequency of the service for a work trip would be hourly. Furthermore, the bus stops are located approximately a 10 minute walk from the site which is likely to impact on usage. The applicant has identified that the service provider may relocate bus stops closer to the site if there is an increased demand, but this should be considered against the impact on current users of the stops in their existing locations and will be a commercial decision. It is considered that the number of bus users is likely to be limited owing to the frequency of services and location of bus stops, but an effective travel plan may have some impact on bus usage. A contribution towards sustainable travel, as identified above, could improve bus frequency to serve the development.
- 3.12 The level of travel by sustainable modes will be affected by the provision. Given the limited provision, it is likely that sustainable travel to the site will be limited, although it is proposed to improve facilities. Opportunities for car sharing should be encouraged wherever possible to help limit the traffic generation associated with the site. It is

proposed that a condition is attached if permission is granted to require a Travel Plan for the development. A Framework Travel Plan is included in the Transport Assessment.

4. Reasons for Recommendation/Alternatives Options Considered

- 4.1 Members could recommend Teignbridge refuse the application which is coming forward outside the Local Plan system without strategic measures to improve accessibility. Alternatively they could recommend no objection to the application subject to the imposition of conditions identified in Appendix II and a sustainable transport contribution. It is recommended that Members recommend no objection to the application and support the county council using reasonable endeavours to work with Highways England and the applicant to address concerns raised and enable the delivery of the scheme for north facing slip roads at the Wobbly Wheel junction as identified in Appendix III.

Dave Black
Head of Planning, Transportation and Environment

Electoral Division: Exminster & Haldon

Local Government Act 1972: List of Background Papers

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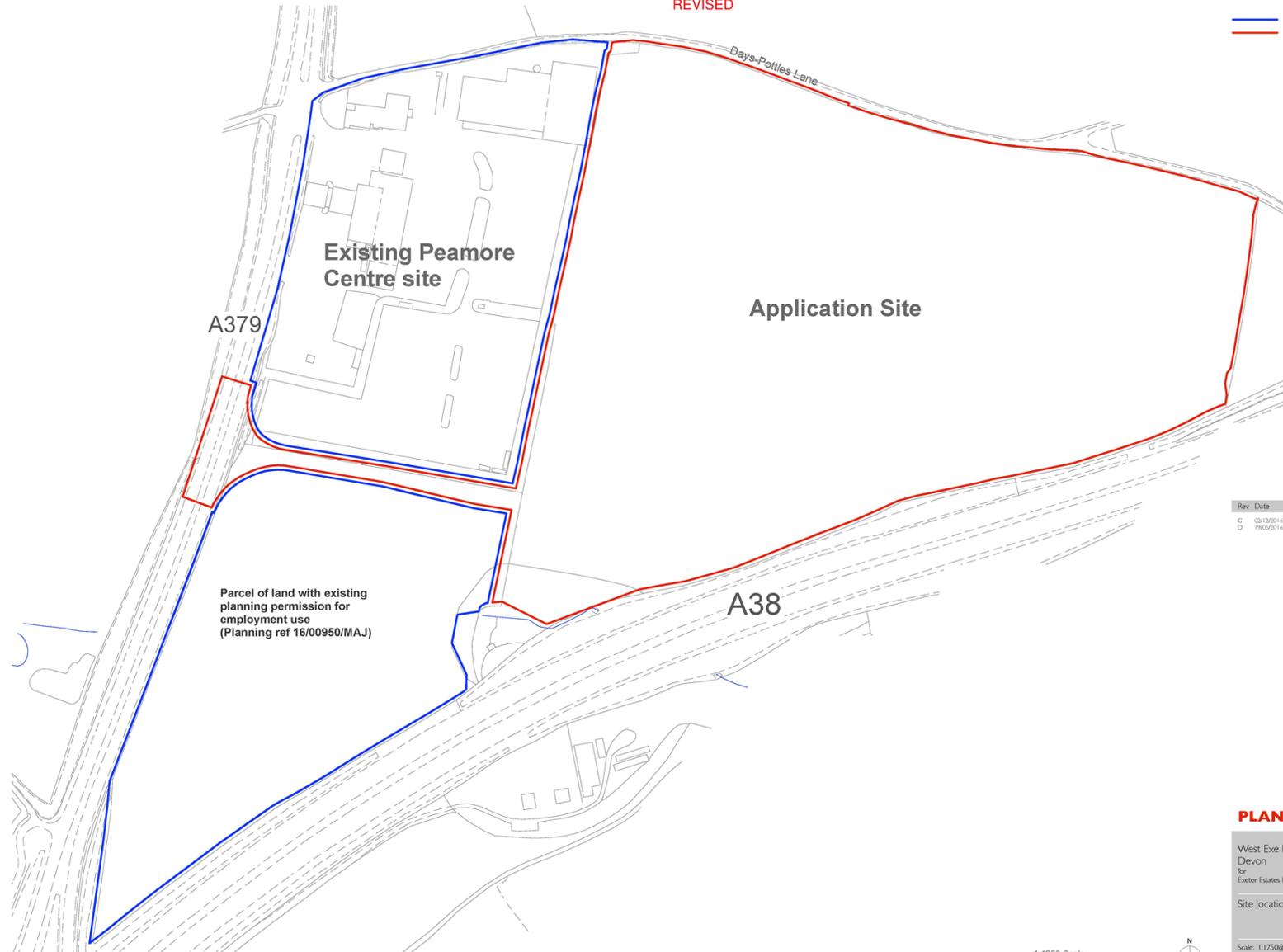
Tel No: 01392 383000

Background Paper	Date	File Ref.
Casework File	Current	16/03251/MAJ

sr230617dma
sc/cr/employment development west exe park alphington
03 030717

REVISED

— Ownership boundary
— Application area



Rev	Date	Description	Author
C	03/12/2016	PLANNING	JW
D	19/05/2017	Redline revised	JW

PLANNING

West Exe Park, Exminster,
Devon
For
Exeter Estates Ltd

Site location plan

Scale: 1:1250@A1

Drawing No: 1190 / P 001 D

The Boat Shed, Michael Browning Way
Exeter EX2 8DJ
01392 438051 mail@ga-architects.co.uk

grainge architects



WEST EXE PARK - EXMINSTER - EXETER

Planning Policy Considerations

National Planning Policy Framework (March 2012)

Planning Practice Guidance

Planning Conditions

1. Notwithstanding the submitted details, prior to the commencement of development full access details including the new roundabout, shall be submitted to and approved in writing by the Local Planning Authority. The access works, including the roundabout, shall be completed in accordance with the approved details prior to first occupation.

REASON: To ensure that safe access to the site is provided in the interests of highway safety and to ensure the free flow of traffic on the A379.

2. Prior to the occupation of any use on the site HGV route signage shall be provided in accordance with details that shall have been submitted to, and approved in writing by, the Local Planning Authority.

REASON: To ensure HGVs associated with the site use appropriate routes.

3. Prior to commencement of any part of the site the Planning Authority shall have received and approved a Construction Management Plan (CMP) including:

- (a) the timetable of the works;
- (b) daily hours of construction;
- (c) any road closure;
- (d) hours during which delivery and construction traffic will travel to and from the site, with such vehicular movements being restricted to between 8:00am and 6pm Mondays to Fridays inclusive; 9.00am to 1.00pm Saturdays, and no such vehicular movements taking place on Sundays and Bank/Public Holidays unless agreed by the Local Planning Authority in advance;
- (e) the number and sizes of vehicles visiting the site in connection with the development and the frequency of their visits;
- (f) the compound/location where all building materials, finished or unfinished products, parts, crates, packing materials and waste will be stored during the demolition and construction phases;
- (g) areas on-site where delivery vehicles and construction traffic will load or unload building materials, finished or unfinished products, parts, crates, packing materials and waste with confirmation that no construction traffic or delivery vehicles will park on the County highway for loading or unloading purposes, unless prior written agreement has been given by the Local Planning Authority;
- (h) hours during which no construction traffic will be present at the site;
- (i) the means of enclosure of the site during construction works; and
- (j) details of proposals to promote car sharing amongst construction staff in order to limit construction staff vehicles parking off-site;
- (k) details of wheel washing facilities and obligations;
- (l) the proposed route of all construction traffic exceeding 7.5 tonnes;
- (m) Details of the amount and location of construction worker parking;
- (n) Photographic evidence of the condition of adjacent public highway prior to commencement of any work.

REASON: To minimise the environmental impacts of the construction process for local residents and in the interests of amenity.

4. Prior to the commencement of development a plan outlining a parking strategy for the site shall be submitted for approval. The parking shall be provided in accordance with the approved strategy and thereafter so maintained.

REASON: To ensure the provision of sufficient car parking within the development in the interests of highway safety.

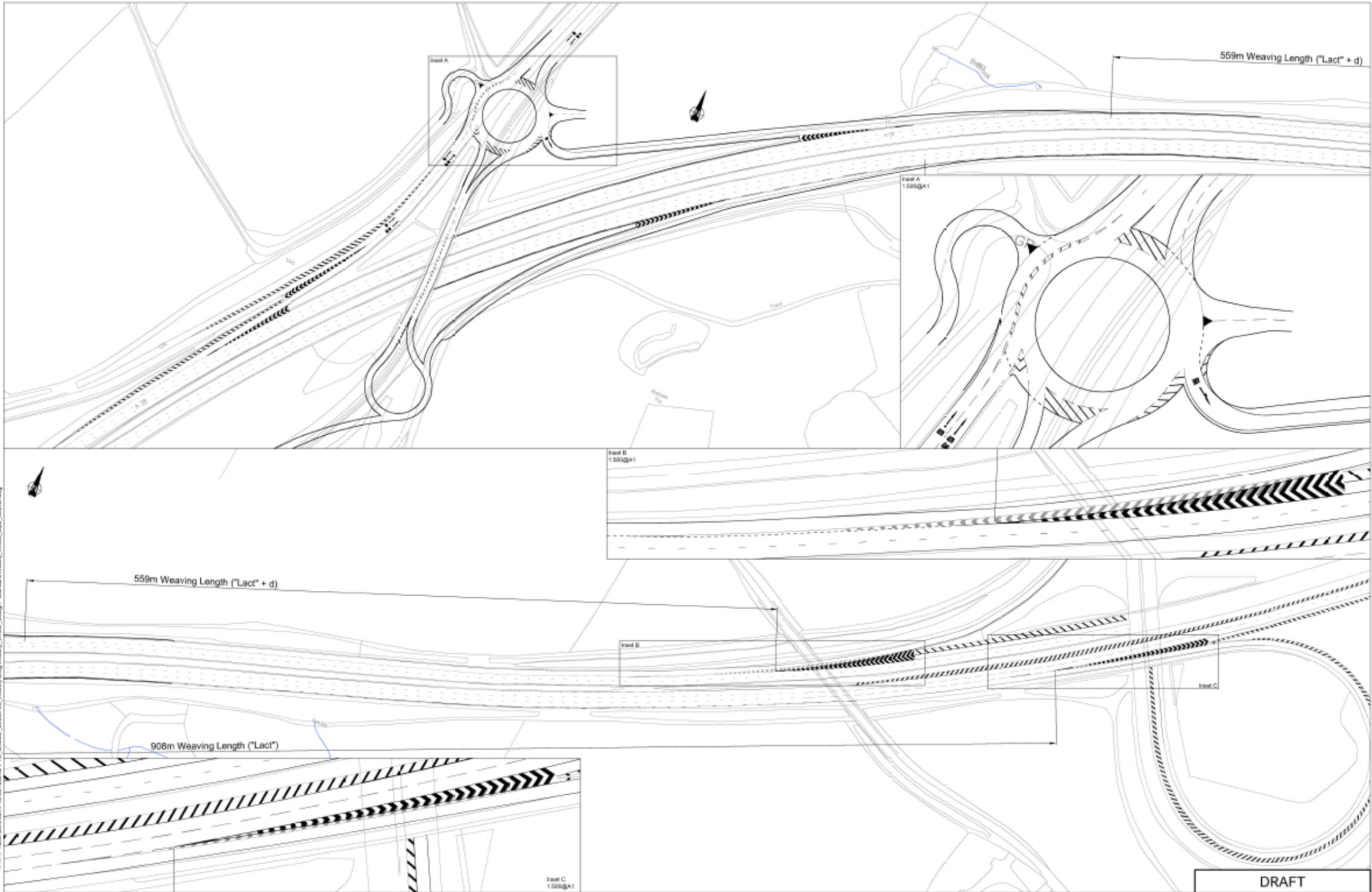
5. A Travel Plan shall be submitted to the Local Planning Authority for approval, in writing, prior to the occupation of each unit. The approved Travel Plan shall be implemented as approved and the units shall thereafter operate in accordance with the approved Travel Plan. The Travel Plan shall detail a preferred route for traffic accessing the A38 north from the site that avoids travelling through Kennford Village centre.

REASON: In the interests of sustainable development.

6. Prior to the first occupation of each building cycling parking facilities shall be provided in accordance with details that shall have been first submitted to and approved in writing by the Local Planning Authority. Once provided the cycle parking shall thereafter be so retained and maintained.

REASON: In the interests of promoting sustainable travel.

Preferred scheme for north facing slip roads at Wobbly Wheel junction



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No.	Date	Description	By	Chk	App



Devon County Council
Greater Exeter Infrastructure Study

A38 Wobbly Wheel
Dumbbell Roundabouts
With Revised M5 J31
Road Markings

DRAFT			
Drawn	JSP	Checked	AW
Designed	JSP	Approved	AW
Date	24/05/2015	Scale	1:1250 A1 Sheet 1 of 1
Project Number	35138248-PTE	Revision Number	Preferred
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