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4564/J27/mod

From: Local Plan Review
Subject: FW: Submission Draft Proposed Modifications - Objections to Policy J27 On behalf of Lowman Manufacturing Co Ltd
Attachments: Appendix 1 Mid Devon Reps April 2015.pdf; Objections to Policy J 27 by Lowman.pdf

From: J Langham [REDACTED]
Sent: 14 February 2017 16:05
To: Local Plan Review
Subject: Submission Draft Proposed Modifications - Objections to Policy J27 On behalf of Lowman Manufacturing Co Ltd

I enclose representations in relation to the above.

I would be grateful of receipt of the submission and notification of subsequent stages of the plan.

Regards



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Forward Planning,
Mid Devon District Council,
Phoenix House,
Phoenix Lane,
Tiverton
EX16 6PP

14 February 2017

Dear Sir

Objections to the Local Plan Review Proposed Submission (incorporating proposed modifications) – New Policy J27

Previous Objections

- 1.1 We enclose representations on the above. We request that:
- We are informed of subsequent stages of the plan;
 - Invited to make further representations as appropriate including attendance at the Examination; and
 - Informed when the plan is adopted.
- 1.2 A joint statement prepared by J&K Property Consultants Ltd and Heynes Planning were made to the Proposed Submission version of the Mid Devon Local Plan Review 2013 - 2033 in April 2013 (Appendix 1). The representations were made on behalf of Lowman Manufacturing Company Ltd who own premises adjacent to Tesco superstore on the edge of Tiverton town centre. The representations sought the allocation of the site of mixed uses including retail, (convenience and comparisons goods) A3 (Restaurant and café), A4 (Drinking Establishments), A5 (Hot food takeaway) and C1 (Hotel) uses given the imminent availability of the site for redevelopment.
- 1.3 The site has not been allocated in the Proposed Modifications to the Plan published in January 2017. Instead a new policy has been introduced (Policy J27) that allocates a

green field site next to the motorway junction for a major tourist facility including uses within the A Use Class as well as C1 uses.

- 1.4 These uses are town centre uses and should be subject to the assessment set out in the NPPF. The paragraphs below set out the reasons why Policy J27 is inappropriate and should be deleted.

Nature of the Objection

- 1.5 Policy J27 is a new Policy inserted as a modification to the Proposed Submission Draft Local Plan published in January 2017. Accordingly there has been little opportunity to challenge the assumptions made and the evidence base adopted as a justification for this Policy. We consider that the proposed insertion is not based upon a sound justification either from an economic, social or environmental basis. The Policy should be deleted from the plan.

Background to the Objection

- 1.6 Our principal objection to the Policy is that its late insertion will make the Plan unsound having regard to the guidance set out in the NPPF at paragraph 182. Moreover, we consider that the Policy insertion will undermine other objectives of the Draft Local Plan and in particular undermine the vitality and viability of Tiverton and other nearby town centres.

Not Positively Prepared

- 1.7 Previously the Council had commenced the preparation of a Core Strategy adopted in 2007 with Development Plan Policies being adopted in 2013. The Core Strategy Review started in 2013 but was abandoned in 2014 with the subsequent Consultation Draft Local Plan being published in April 2015. At no time had an allocation been proposed at Junction 27 for either residential or commercial uses. Representations were made by the relevant landowners and the Council commissioned independent advice in the form of a report prepared by Nathaniel Litchfield and Partners (NLP) in July 2015. In summary this report concluded that the proposal was likely to have an adverse impact upon Tiverton town centre and could not be justified in the light of the existing evidence base.

- 1.8 A further report was prepared by NLP in March 2016 in response to further submissions made by the site's promoters. Again this report concluded that the scheme was unsupportable. In addition adjacent authorities raised concerns that the evidence base being used by the applicant was not reliable and could not support the scale of development being promoted.
- 1.9 However, in August 2016, some five months after two reports from NLP clearly indicated that the scheme was unacceptable, the most recent report from NLP suggests the scheme is now considered acceptable and consistent with National Planning Guidance.
- 1.10 No reasoned justification has been put forward for a fundamental sea change in the consultants' and the Council's approach towards the scheme. It seems merely to provide a commercially attractive retail and leisure facility located out of centre and on a green field site. In the absence of any statement of exceptional circumstances there appears to be no justification for a departure from National Policy and well-established planning principles.
- 1.11 The proposed Policy for an allocation at Junction 27 has not been positively prepared as:
- there is no consensus on the acceptability of the scheme;
 - there are objections from adjacent local authorities;
 - the proposal is contrary to National Planning Guidance, and;
 - there are no exceptional circumstances or material considerations that can justify a departure from National Planning Guidance.

Not Justified by Need

- 1.12 The Council's adopted tourism strategy prepared by GL Hearn (GLH) in 2014 suggests a relatively low-key tourism strategy aimed at embellishing existing facilities and focusing on the District's natural beauty as its main tourist asset. Strand five of the conclusions in GLH's report, set out at paragraph 6.12, states the following proposals:
- *Delivery of a new man-made tourism attraction, such as an amusement park or a major climbing/ high ropes course to cater for families and/ or the adventure market; and/or*
 - *Development of a tourism facility which showcased local food and produce, linked to the slow tourism agenda and the strong agricultural economy in Devon.*

6.13 A major facility or attraction would also be likely provide a number of associated services, such as a visitor attraction or activity, retail space, accommodation and café/restaurant floorspace; with a critical mass of 'things to do or stop for' being important in attracting visitors and maximising economic benefit. The precise nature of the facility is difficult to precisely predict, and any proposal would need to be supported by bespoke market research, but it could also link to Strand 2: Developing the Accommodation Offer.

6.14 Proposals for any major facility would need to be considered carefully in terms of any impacts (economic impact or trade) on other parts of the district, and particularly the market towns, and potentially on other adjoining areas, depending on the scale or focus of any major investment, in view of the Duty to Cooperate required of local authorities by the 2011 Localism Act.

- 1.13 We have added emphasis to the final paragraph as it clearly highlights the danger in promoting a commercially-based tourist attraction on a main arterial route through the district. It highlights potential adverse impacts on existing market towns. The need for careful consideration of the potential impacts of a large format commercial facility is evident as other elements of the strategy are more incremental and based upon the District's natural beauty rather than a commercially orientated facility.
- 1.14 Table 1 below summarises the component elements of the Junction 27 proposal as promoted by Eden Westwood. These elements are consistent with the draft Policy 27. It shows that the scheme essentially comprises just under 500,000 sqft of commercially orientated facilities. The largest single component of this is a factory outlet facility (a designer village) for the sale of retailers' seconds and production overruns. The tourist element of the proposal comprises 110,000 sqft surf park attraction and visitor centre with water-based drag lines. This facility will be similar to the range of activities available at Thorpe Park close to Junction 13 of the M25.
- 1.15 The other significant elements of the scheme are 25,000 sqft of incubator units for small and medium-size enterprises. These are likely to comprise office and light industrial uses. The former are town centre uses and subject to the sequential approach. The other industrial units should be located within the urban area and are not normally permitted in the open countryside unless there are particular operational objectives.

Eden Westwood Scheme Breakdown

Element	Soft	Sq m	
DOV	150,000	13,941	33%
Catering	20,000	1,859	4%
Hotel 1	18,000	1,673	4%
Hotel 2	60,000	5,576	13%
MSA	60,000	5,576	13%
Outdoor Adventure	15,000	1,394	3%
SME Units	25,000	2,323	5%
Surf Park	110,000	10,223	24%
Total	458,000	42,565	100%

1.16 It is clear that the key elements of the proposal are commercial in nature, being a factory outlet centre and a commercial leisure attraction. Neither of these are intrinsically linked to the District's natural beauty which is the primary thread of the Council's adopted tourism strategy. Neither will encourage visitors to explore the rest of the District. The scale of floor space proposed has the potential for an adverse impact upon many other existing tourist attractions within the District. Many of these are operated by local businesses and will be unable to compete with the efficiencies available to operators of purpose-built facilities on green field sites that are not subject to the constraints and costs associated with operating such facilities in the urban area. We consider that the Policy J27 will provide the intended commercial operator with an unfair advantage over existing tourist businesses within the District which will in the longer term undermined their viability. This has the potential for significant adverse impacts right through the district's rural economy.

1.17 Accordingly we consider that Policy J 27 is not justified as:

- It is out of scale with other tourist facilities in the District and is likely to result in adverse impacts on existing facilities;
- It fails to focus upon the District's natural beauty in promoting indigenous facilities but instead seeks to import purely commercially orientated attractions;
- It is contrary to the Council's own adopted tourism strategy which seeks to concentrate upon embellishing existing facilities and focusing upon the District's natural beauty and in promoting indigenous enterprises.

Not Effective

- 1.18 Policy J 27 has been promoted by the Council in response to representations made by the promoters of the Eden Westwood scheme. The Eden element of the partnership refers to Tim Smit who was the inspiration behind the restoration of the lost Gardens of Heligan and the Eden Project in Cornwall. In both cases these tourist facilities have strong environmental credentials.
- 1.19 No such credentials appear present in the Junction 27 proposal, which is essentially a commercially driven attraction for passing motorway traffic with little or no relevance to the indigenous population or its rural economy.
- 1.20 No business case has been made that the scale of commercial activity proposed is the minimum necessary to secure other elements of the scheme that might have some educational and indigenous relevance to the local economy. The proposal does not currently have the backing of either of the two main factory outlet operators in the UK (Value Retail or Realm, the new owners of the former MEPC outlet portfolio). Without a clear understanding of the type of retail being offered there is a significant danger that it could be occupied by conventional high-street operators creating a stand-alone out of centre destination on a motorway junction. Such a proposal would be at odds with National Planning Guidance.
- 1.21 No evidence has been presented that the commercial tourist attraction in the form of the Surf Park requires subsidy from other commercial elements of the scheme. Whilst the Surf Park might be considered acceptable in its own right it has not been demonstrated that it needs the factory outlet element to secure its delivery as this element would, itself, be contrary to National Planning Guidance. It calls into question the appropriateness of a commercial venture on the sensitive entrance to the District and to Devon.
- 1.22 Representations have been made by Lowman Manufacturing Co Ltd to secure the allocation of land adjacent to the existing Tesco store in Tiverton (Appendix 1) to accommodate a hotel, discount food store and other evening economy uses. All these uses are town centre uses where the sequential approach should be adopted. These same tests should be applied to the J27 Scheme.

1.23 The sea change in the advice from NLP has arisen from their recent acceptance of the format-based argument promoted by Eden Westwood which suggests that each element of the scheme is dependent one upon the other and they cannot be disaggregated and assessed separately. This is not, however, the basis of National Planning Policy Framework nor how the sequential approach has been interpreted and applied in the Courts. The NPPF accepts that businesses can argue that there are well established formats that mean that a single operator's operation should not be disaggregated between its component elements. By way of an example, food store operators are not expected to consider separate locations for their component elements of butchers, green grocery and fishmongers, but instead have to demonstrate flexibility in reviewing sites that are more centrally located that can accommodate a sufficient proportion of their existing business format to be commercially viable. In the case of Eden Westwood there are a number of disparate commercial elements including:

- factory outlet retail units;
- convenience retail;
- catering units;
- hotel;
- incubator units for small and medium-sized enterprises
- motorway service station

1.24 There is no single operator currently active in the UK that provides this range of facilities where it can argued that there is a well-established single business model or format and that its component elements cannot be disaggregated. Clearly in the J27 proposal they can be disaggregated as they seek to serve differing client groups and will in fact be operated as separate businesses.

1.25 We consider that insufficient regard has been added to the application of the sequential approach to the component elements of the scheme. Clearly there are sites within existing town centres that can accommodate the comparison and convenience goods retailing, hotel as well as incubator units for small and medium-sized enterprises. Only the Surf Park and the motorway service station have specific locational requirements that might justify an out of centre destination. However, no evidence has been presented that:

- the commercial elements are the minimum necessary needed to ensure commercial viability, or
- that there are other exceptional circumstances, or
- that there are material considerations that would allow an exception to National Planning Guidance.

Not Consistent with National Policy

- 1.26 We consider that Policy J 27 is contrary to a number of fundamental planning objectives set out in the NPPF.
- 1.27 Paragraph 14 requires local authorities to plan positively for the development needs of their area. There is a recognised need for additional development in the form of new retail floor space and residential units. However, the Council's strategy to date has not included a major allocation at junction 27. In fact a number of alternative sites focused around existing urban areas have been identified that are capable of accommodating the identified need. Moreover, the case has not been made that the need for new tourist facilities is so great that well-established planning policies and the Council's emerging development plan strategy should be abandoned simply to accommodate the proposals of a developer.
- 1.28 We consider that the Council has failed to take full account of the proposal's potential adverse impact on the policies of the NPPF when taken as a whole. In relation to town centre allocations paragraph 23 requires authorities to:

allocate a range of suitable sites to meet the scale and type of retail, leisure, commercial, office, tourism, cultural, community and residential development needed in town centres. It is important that needs for retail, leisure, office and other main town centre uses are met in full and are not compromised by limited site availability. Local planning authorities should therefore undertake an assessment of the need to expand town centres to ensure a sufficient supply of suitable sites; allocate appropriate edge of centre sites for main town centre uses that are well connected to the town centre where suitable and viable town centre sites are not available. If sufficient edge of centre sites cannot be identified, set policies for meeting the identified needs in other accessible locations that are well connected to the town centre; set policies for the consideration of proposals for main town centre uses which cannot be accommodated in or adjacent to town centres;

- 1.29 It is considered that the Council have misapplied the sequential approach as no justification has been provided that the commercial elements of the Eden Westwood

scheme are intrinsically linked and necessary to secure an as un-yet substantiated tourism benefit. There are a number of sites in existing urban areas well related to existing town centres that are capable of accommodating the component elements of the scheme. These locations would be more sustainable and result in less adverse impacts than is the case for the junction 27 proposal.

- 1.30 The Eden Westwood scheme comprises a range of facilities all of which present different planning challenges. The proposed motorway service area is clearly related to the M5 junction. However, this is not itself a justification for the other elements of the scheme. Many elements of the scheme are in fact town centre uses that should be subject to the sequential approach.
- 1.31 The transport strategy for the Eden Westwood scheme appears poorly related to the district's wider transport objectives and paragraph 32 of the NPPF. The provision of electric car facilities appears as a token gesture and is hardly an integrated transport solution. We consider that insufficient effort has been made to assess properly and to mitigate the scheme's potential adverse transport impacts.
- 1.32 The scheme has the potential to be a significant traffic generator in its own right on the District's roads and on the motorway. This has the potential to undermine the objectives of the M5 in providing a fast and safe route through the district. There is a real danger that the mistakes made with the Cribbs Causeway (M5 J17) development might be repeated.
- 1.33 Paragraph 111 encourages the effective use of land by re-using land that has previously been developed (brownfield land). The application site is green field and unrelated to the urban area. Its location has the potential to cause harm to the open countryside and a damaging impact on the area's amenity as well as undermining the wider objective of the NPPF to locate new development in or close to existing centres where opportunities to recycle existing land can be maximised.

Conclusion

- 1.34 We consider that Policy J27 is inappropriate and should be deleted. Moreover its inclusion into the plan at this late stage would render it un-sound because the proposal:

- has not been **positively planned** - it is a late insertion and is at odds with the Council's emerging local plan strategy;
- has not been **justified** in terms of its scale and potential adverse impacts;
- has not been demonstrated to be **effective** in satisfying a tourist need that requires financial subsidy from commercial operations;
- is inconsistent with **national policy** objectives in relation to its impact upon existing town centres, development in the open countryside, and the creation of an unsustainable travel patterns.

Appendix 1
Previous Representations



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Forward Planning
Mid Devon District Council
Phoenix House
Phoenix Lane
Tiverton
Devon
EX16 6PP

Our Ref: 0035

Date: 27th April 2015

Dear Sir/Madam

Mid Devon District Council, Local Plan Review 2013 - 2033, Proposed Submission, February 2015

We refer to the above.

We act on behalf of Lowman Manufacturing and wish to make representations on the Local Plan Review 2013 to 2033, Proposed Submission document dated February 2015. It should be noted that we have previously made representations to the Council in respect of this site in relation to earlier versions of the emerging Plan. Accordingly we enclose our representations submitted in respect of the Local Plan Review, Options Consultation, January 2014 dated 24th March 2014.

The representations made in respect of the Proposed Submission document comprise a Report prepared jointly by J and K Property and Heynes Planning. The Report relates to a development proposal for an area of land in Tiverton that is currently owned by Lowman Manufacturing. The Report, in summary, seeks to identify this land for development for commercial purposes which would be delivered over the Plan period. The exact nature of the development proposed is set out in Section 6 of the Report where a new policy to be included in the Plan is proposed. The Report also sets out, in detail, the planning justification for this proposed allocation.

In light of the contents of the Report we raise objection to the Plan in its present form. We object on the basis that the site, as proposed to be allocated, is not included in the Plan. We also object to the inclusion of Policy TIV12 and a number of other paragraphs/Policies which would need to be amended/alterd in light of the wish, by our Client, for the site to be allocated. These include:

- The content of draft Table 9 and the text of draft para. 2.14;
- The text of draft Policy S2 and the draft table included within the Policy;
- The text of draft para. 2.43;
- The text of draft Policy S6;
- The text of draft para. 2.47 and the draft table;
- The text of draft para. 2.51 and the draft table;
- The text of draft Policy S10;

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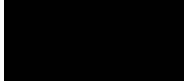
- The text of draft para. 2.61;
- The text of draft para. 2.63 and the draft table;
- The text of draft paras. 3.2, 3.3, 3.4 and 3.6 and the accompanying draft tables;
- Draft Policy TIV12 – Delete; and Proposals Maps.

In our view, the nature of our representations are such that the Proposed Submission Plan, as it stands, does not pass the tests of soundness as identified in para. 182 of the NPPF.

Please note that, at this stage, we wish to appear at the Examination into the Local Plan Review.

Please can you acknowledge receipt of the representations. If you have any queries please do not hesitate to contact Ed Heynes of this firm.

Yours faithfully



Ed Heynes
Heynes Planning Ltd

Enc. Accompanying documentation

**REPRESENTATIONS TO THE
MID-DEVON LOCAL PLAN REVIEW 2013 - 2033**

PROPOSED SUBMISSION, FEBRUARY 2015

ON BEHALF OF

LOWMAN MANUFACTURING CO LTD

APRIL 2015

A JOINT STATEMENT PREPARED BY



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Heynes PLANNING

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1 INTRODUCTION

- 1.1 J&K Property Consultants and Heynes Planning have been appointed by Lowman Manufacturing Co Ltd, who are the owners of land in Tiverton. The land in question is in two parcels adjacent to the existing Tesco store that has frontage to Blundell's Road to the south and the River Lowman to the north. Appendix 1 identifies the extent of the land holding.
- 1.2 The representation, in the form of a Report, provides background to the emerging Local Plan preparation and the various allocations made in the Proposed Submission, February 2015 and previous versions of the Plan in Section 2. Section 3 reviews the site's characteristics and its relationship with other uses in the town centre to highlight its potential for accommodating large format town centre uses during the plan period.
- 1.3 Section 4 provides a review of the assessment of retail needs of Tiverton that was undertaken by GVA in 2012. The Section highlights the changed circumstances that are relevant to proposed allocations in the emerging Plan.
- 1.4 Section 5 provides a detailed analysis of the availability of various sites within the town centre having regard to the identified need for town centre uses over the emerging Plan period. The Section follows the guidance set out in the NPPF in adopting flexibility in operator formats when assessing the suitability of more centrally located sites. Importantly, Section 6 sets out a proposed draft policy wording for an allocation of the wider Lowman site to accommodate large format town centre type uses that would be unsuitable for other sites elsewhere in the town centre. The Section is supported by expert evidence on transport and flood risk that demonstrate that the site is viable for the development of the proposed uses (Appendix 6).
- 1.5 We can confirm at this stage that we would like to present the case set out in this Report to the Examination as and when it takes place. It is proposed that further submissions would be made to the subsequent hearing sessions of the Examination in response to specific questions raised by the Inspector.

2 BACKGROUND TO THE LOCAL PLAN REVIEW

- 2.1 The site is located to the east of Tiverton town centre being immediately adjacent to the existing Tesco superstore. Appendix 2 is an extract of the proposals map and identifies the site as being unallocated and falling within the floodplain of the River Lowman. The town centre boundary is some 290 m from the edge of the site and 440 m from the closest point of the primary shopping area. Accordingly, based upon the Proposed Submission, the site would be defined as out of centre.
- 2.2 This would suggest the site has no better sustainability benefits than other out of centre facilities located on Kennedy Way which include the existing Morrisons superstore and other non-food retail warehouse units. It is evident, however, that there is a strong pedestrian flow from the Tesco car park towards the town centre which clearly suggests the site is within an easy walking distance and functions as an annex to the town centre, unlike the Kennedy Way area.
- 2.3 The Proposed Submission makes a single town centre allocation, Policy TIV 12 which fronts Phoenix Lane and Fore Street and incorporates the bus station and adjacent multi-storey car park.
- 2.4 The draft policy for TIV 12 suggests it should be developed for retail uses including food and non-food uses.
- 2.5 The Council had previously commissioned a shopping study that was prepared by GVA in 2012. This study included a household survey of a wide catchment area, Appendix 3, together with quantitative analysis to determine the potential convenience and comparison floor space requirements in the period up to 2026. In the case of Tiverton these are summarised as follows:

Table 2.1 Estimates of Convenience and Comparison Goods Floor Space (Sqm Net)

	2012	2017	2021	2026
Convenience Goods	(575)	(111)	407	1,074
Comparison Goods	948	2,428	4,013	6,392
Total	948	2,428	4,420	7,466

- 2.6 Table 2.1 suggests that there is no need for additional convenience goods floor space until 2021 due to the range of existing facilities. At the time of the study's publication the adopted Core Strategy (part of the existing Development Plan) had a housing target of 6,800 units in the period 2006 to 2026 equivalent to an annual target of 340 units. Since then the Proposed Submission proposes an increased annual housing target of 360 units which equates to a District total of 7,200 units in the period 2013 to 2033. In the period 2006 to 2014 a total of 2,627 units have been completed equivalent to an annual average of 328 units, i.e. below the lower and higher housing target.
- 2.7 The higher annual housing target now proposed in the Proposed Submission suggests that there will have to be an overall increase in building rates in future years to make good under provision in the earlier part of the Plan period. Clearly the growth in the resident population and available spending will have implications for the retail and other town centre needs that will be required during the Plan period.

3 THE SITE AND ITS SURROUNDINGS

- 3.1 The site is located to the east of Tiverton town centre being immediately adjacent to the existing Tesco superstore. The site falls in two parcels with one area of approximately 2.4 ha to the north of the River Lowman and other parcel of land fronting Blundell's Road of approximately 0.4 ha. Combined, the site extends to approximately 2.8 ha (refer to Appendix 1).

The northern part of the site includes the existing manufacturing unit of 1,541 sqm GIA which is let to Stenner Ltd. Adjacent to this is a unit let to Mid Devon Council Council and used for the processing and recycling of waste. The unit extends to 1,210 sqm GIA. The southern part of the main site includes an open area used for storage and further warehousing accommodation used by MST for its agricultural machinery sales and service facility. MST also has a sales showroom fronting the Blundell's Road for domestic garden machinery and other ancillary items.

Table 3.1 Schedule of Accommodation

Unit	Floor Area Sqm	B8 Employment Generation (70sqm per job)
Stenner	1,541	22
Mid Devon Council	1,353	19
MST	4,618	66
	7,512	107

- 3.2 MST have their operation split either side of the River Lowman and have expressed a desire to relocate to a larger facility to expand the servicing and sales of agricultural plant and machinery. Moreover, a relocation could enable the company to provide a dedicated retail facility for its domestic customers of garden machinery and accessories that would provide improved facilities for the display of larger items of equipment that are required by homeowners and small holders. The relocation of MST would therefore provide benefits to the firm itself as well as the range of facilities it can offer to its rural catchment area.
- 3.3 Whilst the site is subject to a number of leases it will be possible to assemble the site as a

- whole or part to promote a mixed use redevelopment during the Plan period.
- 3.4 Appendix 2 includes an extract of the Local Plan, Proposed Submission, allocation of the site. It lies some 440 m from the primary shopping area and would therefore be defined as out of centre. Nevertheless the unit is adjacent to the Tesco store which has a gross area of 5,588 sqm (IDG 2007) and represents more than 10% of the combined floor space of the town centre itself (Tiverton town centre has 54,100 sqm gross retail floor space based on Table A page 32 of GVA 2012).
- 3.5 The store entrance to the Tesco store is some 320 m from the edge of the primary shopping area and 170 m from the edge of the defined town centre boundary (Appendix 2). Whilst in both cases this would still define the site as out of centre it is apparent that the Tesco store acts as a large surface level car park serving the town centre that is free of charge for 3 hours. It is the largest car park (about 480 spaces) in Tiverton other than the multi storey car park next to the Council offices on (630 spaces) Phoenix Lane which is subject to charging.
- 3.6 It is less than two minutes walk from the Tesco store entrance to retail units along Gold Street that fall within the primary shopping frontage. The walk distance from the Barclay's Bank unit on Fore Street to the Tesco store is less than four minutes. This would be a shorter walk distance than the surface level car park on West Exe South on the other side of the River Exe which falls within the town centre boundary. This clearly demonstrates that the Tesco store has a better overall relationship with the existing retail facilities in the town centre than many of the Council's own surface level car park's that surround the town centre.
- 3.7 It is clear therefore that the Lowman site has potential for accommodating large format uses that cannot easily be accommodated within the historic fabric of Tiverton town centre. Moreover, a careful balance of uses has the potential to add to the diversity of the town centre as a whole by enhancing its patronage and its appeal both to residents and visitors to the area.
- 3.8 Appendix 6 includes a transport assessment undertaken by WSP Ltd that demonstrates that the site has the potential to accommodate 7,200 sqm of commercial uses and this scale of development can be satisfactorily accommodated by the surrounding road network. Based upon an average employment density of 1 job per 40 sqm net the revised uses have the potential to generate 180 posts that is a 68% increase of the current utilisation of the site.

4 AN UPDATE ON TIVERTON'S RETAIL NEEDS

Overview

- 4.1 The floor space capacity estimates for Tiverton have been summarised in Table 2.1 above. These are based upon the findings of the GVA prepared in 2012. It is not suggested that the Local Plan review process needs to be abandoned due to changed circumstances since 2012 but it should be recognised that the capacity forecasts provided by GVA should be applied in general rather than in specific terms.
- 4.2 A number of concerns are raised with the methodology adopted by GVA. These are:
- population growth;
 - spend per head and growth in spending ahead;
 - accuracy of the household survey;
 - assumptions made on the turnover of new floor space proposed.
- 4.3 Each of these issues has implications for the scale of floor space capacity identified by GVA. It is evident that the population forecasts used by GVA in the 2012 Study were based upon a lower annual housing target. At the time the adopted Core Strategy dating from 2006 was proposing an annual housing target of 340 units per annum. This has now increased to 360 units per annum in the Local Plan, Proposed Submission. Moreover, in the intervening period between 2006 and 2014 the annual housing completion rate has fallen below even the lower housing target. It has been recorded at only 328 units per annum Appendix 7.
- 4.4 Appendix 3 identifies the catchment area used by GVA. This extends beyond the administrative boundary of Mid Devon. The catchment area has a population in 2012 of 108,229. This contrasts with the resident population of Mid Devon of 77,800 in 2011. This might suggest that the GVA assessment has considered a wider catchment area that might potentially generate additional retail capacity for the District.
- 4.5 The Tiverton catchment area is defined as Zone 5 suggests a population increase of 3,268 residents in the period 2012 to 2026. The draft housing distribution at paragraph 2.3 of the draft local plan suggests an outstanding housing requirement for Tiverton of 2,160 units in the period 2013 to 2033, ie 108 units pa or a population increase of 237 pa (assuming 2.2 residents per household). Table 1 of Appendix C of the GVA report suggests a population increase in the catchment area between 2012 and 2021 of 2,101 or 3,268 in the period to 2026. The updated housing and population forecasts in the draft local plan would suggest a

figure of 2,133 in the period to 2021 and 3,318 in the period to 2026 based solely on the occupation of new housing completions at a density of 2.2 residents per household. This suggests a 1.5% underestimate of population growth. In addition this makes no allowance for general population growth in terms of new residents in existing households through new births. This clearly suggests that the GVA assessment is an under estimate of the potential catchment population for Tiverton.

- 4.6 GVA have utilised the most up-to-date expenditure information that was available at the time. This is suggested that convenience goods spending would grow at a rate of 0.5% per annum in the period post 2017 and that comparison goods would grow at a rate of 3% per annum. The most up-to-date expenditure data issued by Experian in its retail planner briefing note October 2014 suggests that the convenience growth rates are unchanged but that comparison growth rates have increased to 3.3% per annum.
- 4.7 Whilst the increase in comparison goods spending is small the cumulative effect will be significant. The updated experience estimates could increase comparison goods capacity by about 18% for each period. See Table 4.1.
- 4.8 It is recognised that the potential comparison goods capacity for small towns such as Tiverton can be overestimated in relation to the level of likely operator demand given the competition by higher-order centres such as Exeter. Nevertheless it clearly shows that the data assumptions used by GVA do not reflect current circumstances and in particular the population forecasts now set out in the Proposed Submission.

Table 4.1 Revised Comparisons Goods Capacity

	2012	2017	2021	2026
Catchment Spending £m	302	361.4	420.2	506.1
Market Share %	22%	22%	22%	22%
Retained Spending £m	65.1	77.7	90.3	108.8
Tourist Spending £m	1.3	1.6	1.8	2.2
Total Spending £m	66.4	79.3	92.1	111.0
Scenario 1 GVA Spend Per Head Assumption				
Benchmark Turnovers £m	60.3	65.6	70.2	76.4
Commitments	1.3	1.4	1.5	1.7
Capacity £m	4.8	12.3	20.4	32.9
Floor space at £5000psm	5,000	5,101	5,142	5,193
Capacity sqm net	959.8	2,411.5	3,975.7	6,337.7

Scenario 2 Spend Per Head growth at 3.3% pa				
Population	108,229	112,731	116,467	121,008
Spend Per head	2,790	3,287	3,747	4,414
Catchment Spending £m	302	371	436	534
Market Share %	22%	22%	22%	22%
Retained Spending £m	65.1	79.7	93.8	114.8
Tourist Spending £m	1.3	1.6	1.8	2.2
Total Spending £m	66.4	81.3	95.6	117.0
Scenario 2 revised Capacity Assessment				
Benchmark Turnovers £m	60.3	65.6	70.2	76.4
Commitments	1.3	1.4	1.5	1.7
Capacity £m	4.8	14.3	23.9	38.9
Floor space at £5000psm	5,000	5,101	5,142	5,193
Capacity sqm net	959.8	2,796.9	4,653.9	7,498.2
% Change	0%	16%	17%	18%

4.9 A household survey has been used to determine the shopping patterns of residents in the

catchment area. Its findings are used in Table 5 of Appendix C of GVA 2012 to estimate the turnover of Tiverton food stores. These are summarised in Table 4.2 below.

- 4.10 The analysis suggests that the Co-op store has a turnover similar to the edge of centre Marks & Spencer's store and that the out of centre Morrison store has a convenience goods turnover 74% greater than that achieved by Tesco (Table 5 Appendix C Tesco - £16m and Morrisons - £34.2m in 2012). The Tesco store has a net convenience sales area that is 23% greater than the Morrison store (Table 14 Appendix C GVA 2012) and in addition Tesco has a higher company average turnover. Both these factors indicate that the store is likely to achieve a higher turnover than the smaller Morrisons store. Moreover, the Tesco store benefits from a significant comparison goods offer which is likely to further enhance its overall turnover. For this reason it seems that there are some question marks over the reliability of the household survey which has been used as the basis for estimating capacity.
- 4.11 The greatest concern, however, is the method by which capacity has been calculated for convenience goods. GVA has used the household survey to determine the amount of money spent in Tiverton stores by reference to the household survey. It is then assumed that all stores need to achieve their respective company average turnovers before surplus spending exists to support additional floor space. In 2012 and 2017 (Table 2.1 above) this suggests there is a shortfall of available spending in relation to the company average turnovers of the stores. Moreover, when there is a surplus capacity in 2021 and 2026 this capacity is reduced by the need for existing stores to achieve company average before new floor space can be supported.
- 4.12 There is no logical justification why existing stores all need to achieve company average turnovers before new floor space can be supported. Such an approach might be sustainable in the case of evidence suggesting that existing stores were clearly underperforming and should be protected before additional competition is provided in the form of new floor space. However, it is evident from car park utilisation that both the Morrisons and Tesco stores are trading well, moreover, they are out of centre store and not normally subject to planning protection. The assumption that the stores are in fact underperforming and need to absorb additional spending before more floor space can be supported in fact suggests that their healthy trading performance will improve further resulting in the congestion and a decline in the overall shopping environment for customers.
- 4.13 Table 4.2 summarises the floor space capacity forecasts based upon an assumption of existing stores achieving company average turnovers and alternatively where existing stores achieve their benchmark turnovers according to the household survey in 2012. If capacity is calculated assuming existing turnover rather than benchmark turnover there would be capacity of £6.9 million by 2021 which would be sufficient to support a discount food

operator.

Table 4.2 GVA and Revises Assessment of Convenience Goods Capacity

	2012	2017	2021	2026
Catchment Spending £m	208	222	234.7	251.2
Market Share %	32%	32%	32%	32%
Retained Spending £m	67.392	71.928	76.0428	81.3888
Tourist Spending £m	1.3	1.4	1.5	1.6
Total Spending £m	68.7	73.3	77.5	83.0
Scenario 1 Co Avg Benchmark Turnovers				
Benchmark Turnovers £m	72.6	74.1	74.7	75.4
Capacity sqm net	-3.908	-0.772	2.8428	7.5888
Floorspace at £12500 psm	12,500	12,752	12,854	12,983
Capacity sqm net	-312.6	-60.5	221.2	584.5
Floorspace at £6800psm	6,800	6,937	6,993	7,063
Capacity sqm net	- 574.7	- 111.3	406.5	1,074.4
Scenario 2 Actual Turnovers				
Benchmark Turnovers £m	68.7	70	71	71
Capacity sqm net	0.0	3.3	6.9	11.6
Floorspace at £12,500 psm	12,500	12,752	12,854	12,983
Capacity sqm net	0.0	255.0	537.1	896.6
Floorspace at £6,800psm	6,800	6,937	6,993	7,063
Capacity sqm net	-	468.7	987.3	1,648.1

- 4.14 The assumption that Tiverton might support a new discount food store appears reasonable given that there are already two main superstore operators in the town which are Morrisons and Tesco. It would not appear realistic to assume that the catchment could support a further large format food store with a sales density of £12,000 psm given the existing stores represented and that the capacity forecasts set out above, albeit that this is the basis in which GVA has made its assessment of capacity. In both cases the catchment could not even sustain a store that is likely to have a minimum sales area of 1,600 sqm by 2026 which

would represent the typical size of a modern food store trading at £12,000 psm.

- 4.15 It is notable from a qualitative point of view that there is not currently a discount operator in Tiverton town centre nor is there one in the surrounding area. The closest stores are those at Exeter (48km) Taunton (77 km) and Collumpton (19km). In each case a trip to this store would require a two-way journey that could be avoided if a new facility were provided at Tiverton.
- 4.16 If it is assumed that the principal catchment area of Tiverton comprises zones 3, 4, and 5 this would amount to £100.9 m of convenience goods spending in 2012 of which the existing Tiverton stores account for 67.3%. This level of market share seems reasonable for a town that is close to higher-order centres such as Exeter where many residents might combine their journey to work with weekly shopping trips. Accordingly, the capacity forecasts set out in Table 4.1 are sustainable without the need for Tiverton to claw back spending that is currently leaking to other stores or centres. It would, however, support a new discount food store by 2021.
- 4.17 In relation to comparison goods Tiverton only has a market share of 21.5% in the catchment area as a whole. Looking at the more localised area including zones 3,4 and 5 there is a total of £143.6 million of available spending and spending drawn to Tiverton stores amounts to £65.1 million suggesting a market share of 45% within zones 3,4,5. This market share is still low as it suggests that more than 50% of available spending even within the local catchment area is not spent in Tiverton stores. It is unclear from the analysis undertaken by GVA whether the Tiverton market share only accounts for Tiverton town centre stores or whether an element of out of centre comparison shopping has also been included that might account for spending in the Tesco store and other non-food retail warehouse facilities adjacent to the Morrisons store.
- 4.18 Nevertheless, the survey indicates that the level of retained spending is low and it might be reasonable for Tiverton to increase its capacity goods market share to promote a more sustainable pattern of shopping.
- 4.19 It is not suggested that the GVA assessment is so defective that the Council needs to abandon its emerging Local Plan and provide an up-to-date Study but it should be recognised that the assumptions made by GVA are very sensitive to the data inputs and alternative conclusions can be reached by making very small adjustments to the data inputs and their manipulation.
- 4.20 It is considered that the Study has underestimated the potential for convenience goods spending by assuming that all stores need to achieve a company average turnover before new floor space can be supported. The evidence is that existing stores are performing well

and there is clearly a trip shortening argument if a new discount food operator were represented in Tiverton. Moreover, the analysis shows that Tiverton has a low market share for comparison goods and it would be sensible for attempts to be made to increase the level of trade retained within the local catchment area including zones 3, 4 and 5.

Other Town Centre Uses

- 4.21 While retail uses are the mainstay of town centres there are other uses that should be located within or adjacent to them that add to diversity and in particular the evening economy. In recent years there has been a growth in budget hotels providing affordable short stay accommodation for both business and domestic customers. A number of brands are associated with this sector and include;

- Premier Inns;
- Travelodge;
- Ibis/ Novotel;
- Days Inn;
- Holiday Inn;

- 4.22 Premier Inn has an outstanding requirement for Tiverton and none of the other brands are currently represented in or near the town. The closest is the Travelodge that is at Junction 27 of the M5. The current scale of hotel accommodation in Tiverton town centre is also limited. There is only the Best Western on Blundells Road which is at a distance of about 600m from the town centre. The other main hotels in the area (Hartnoll and Travel Lodge) are some distance from the town and do not make any contribution to its vitality.

- 4.23 The provision of a budget hotel on the Lowman site could contribute to the evening economy of the town as well as enhancing the overall visitor attraction of the town.

- 4.24 A related element to the provision of a new hotel would be a family orientated public house that are often co-located to provide the catering facility for the hotel (providing the breakfast and evening meal facility). While there are a number of pubs in Tiverton none of these are modern facilities that provide larger restaurant areas suitable for families with adjacent surface level car parking. In contrast such facilities are available in Taunton and Exeter.

Summary

- 4.25 It is considered that the GVA Study has indicated that a discount food store can be justified in Tiverton and that there should be a general aspiration for the town to increase its market share for comparison goods. In addition the introduction of a budget hotel and family pub

would add further to the diversity of the town centre and improve the accessibility of the town and the region as a whole to visitors. All of these uses need larger site areas to accommodate car parking and servicing arrangements. This makes it difficult to accommodate within historic town centres. In contrast the Lowman site represents an opportunity to attract these new use while enabling good links to the rest of the town centre. Appendix 5 provides a possible layout for the site to accommodate large format uses.

5 THE ASSESSMENT OF SEQUENTIAL SITES

- 5.1 Section 4 has established that there is both a quantitative and qualitative need for a range of town centre uses in Tiverton. The Local Plan, Proposed Submission identifies a single commercial allocation in the town centre TIV 12. For the sake of completeness the review below has assessed other sites that have been proposed in earlier versions of the Plan (Appendix 4). This assessment was based upon analysis set out in the GVA Study which dates from 2012. The key sites under consideration within the town centre are as follows:

Table 5.1 Assessment of Draft Local Plan Allocations

Site Reference	Site Area (ha)
TIV 7 St Andrew Street	0.53
TIV 12 Phoenix Lane	1.18
TIV 13 (former Hospital Site)	0.34
TIV13 (Primary School Site)	0.85
TIV 20 Post Office and Adjacent Land	0.45

- 5.2 By way of an update, TIV 7 benefits from planning permission for residential uses and initial works have already commenced. Therefore this site will not be available for accommodating any alternative town centre uses. The site was proposed as a housing scheme in the draft plan
- 5.3 Site AL/TIV 13 (Former District Hospital) has recently been developed to provide residential accommodation together with a number of shop units on the frontage to Barnton Street and William Street. In total these units provide approximately 373 sqm (NIA) of retail floor space. Based on a site area of 0.34 ha this represents a site coverage ratio of 13% (GEA) Accordingly the site has not made a significant contribution to accommodating commercial town centre uses albeit it has provided an attractive residential scheme which will enhance the town centre by providing additional levels of patronage.

- 5.4 Site AL/TIV 13 (Primary School) includes a surface level car park and a playground. This is considered only to be suitable for residential uses and so no further analysis has been undertaken. TIV 20 comprises the Post Office site that is allocated in the local plan. It is also adjacent to a car repair garage and hall that might be assembled to create a larger site. The wider site has an area of 0.45 ha that could just accommodate a discount food store. However, this would need the clearance of the entire site that has 8 separate land registry entries which suggests it will be difficult to assemble a site in a cost effective manner. Therefore the site is considered more suitable for piecemeal development.
- 5.5 Site TIV 12 spans sites either side of Fore Street. The area to the north includes the existing retail units including the Barclay's Bank together with the Over the Moon public house to the rear. The southern site includes the Tivoli cinema together with adjacent residential properties as well as retail units fronting Phoenix Lane, the Job Centre and a solicitor's office together with the bus station and the adjacent surface level car park.
- 5.6 The site is allocated as a major site for town centre uses including up to 60 dwellings and 8,000 m² of mixed commercial floor space including office retail and leisure uses. It is proposed that the bus station would be retained and that any development should form part of a master plan providing a suitable setting for the adjacent Gotham House which is a listed building as well as providing suitable service and access arrangements for proposed and existing uses.
- 5.7 The Tivoli Theatre extends to 446 sqm but has no frontage to the retail street of Fore Street and has a maximum building width of only 9.5m. There is a significant change in grade between the levels of Fore Street and Phoenix Lane that means it would not be possible to provide a pedestrian access into the Tivoli Theatre along the length Phoenix Lane without there being a stepped entrance. Whilst the theatre and the adjacent properties might, in the longer term, form part of a redevelopment, land assembly is likely to be problematic. There are at least 12 separately registered legal titles of the residential properties in front of the Tivoli Theatre as well as the Tivoli Theatre itself.
- 5.8 Moreover, it is difficult to conceive how the theatre facility could be accommodated elsewhere given the cost of relocation and reconstruction. It seems more likely that the existing uses would be retained albeit that minor remodelling would be undertaken to provide improved pedestrian access might be achieved in the longer term.
- 5.9 The draft allocation proposes accommodation of 8,000 m² of mixed commercial uses. No breakdown is provided between retail, office or leisure uses. It is conceivable that retail uses could be accommodated at ground floor along the alignment Phoenix Lane and there is potential for creating a retail street to reflect the existing retail units along Phoenix Lane. Appendix 8 provides a block plan that suggest upto 690 sqm of new retail floor space could

- be provided with new units on either side of Phoenix Lane.
- 5.10 Gotham House is annexed to a more modern single-storey office units with undercroft car parking. This is occupied by a local firm of solicitors, Ashfords. It is highly likely that they would want to retain a presence in Tiverton, as they are a significant employer, and would want this facility to be integrated in some form with its existing headquarters in Gotham House. It might be possible to accommodate additional office uses on the upper floor of any retail units on Phoenix Lane and this might provide a further 360 sqm of office floor space assuming a one floor scheme with retail on the ground floor. It might be possible to provide a modern glass link walk way between Gotham House to the new Phoenix parade to replace the existing building that is annexed to Gotham House.
- 5.11 The existing single-storey building accommodates approximately 70 sqm of floor space. So the offices above Phoenix Lane would generate additional accommodation in excess of the current need to relocate Ashfords' annex.
- 5.12 Potentially the site of the Job Centre and Coggan's Well House could be combined to generate a site of approximately 2,200 sqm that might accommodate a new retail development. This would result in the displacement of approximately 740 sqm of office accommodation in the Job Centre and Coggan's Well House. This floor space could, in part, be accommodated on the upper floors of a new terrace on either side of Phoenix Lane that could provide 690 sqm of offices less the requirement for Ashfords (70 sqm) ie a total of 620sqm. This would result in a shortfall of 120 sqm. While additional floors might be added to the Phoenix Lane terrace, the presence of the listed Gotham House is likely to limit the scale of development that is considered acceptable along Phoenix Lane.
- 5.13 It is unclear what scale of bus station facility needs to be retained. The existing facility is relatively compact with a parking bays and adjacent waiting-room/coffee shop. Even if this facility were halved in size it would only increase the adjacent development site by a limited amount. Even adopting the minimum floor space requirements for a discount food operator of 1,000 m² gross a site of about 4000 sqm would be required for servicing and car parking. Even including the adjacent surface level car park, as the store's car park, this would only increase the site area from 2,200 sqm to 3,700 sqm. The site has a significant change of grade across it and it is considered very unlikely that a modern retail unit could be accommodated on the site and still provide a suitable setting for the adjacent Gotham House.
- 5.14 Moreover, the site would have a significantly disadvantage in commercial terms in that it would have no frontage to an established retail street and likely require significant engineering works to accommodate the change of grade between Fore Street and Phoenix

Lane which will add to the cost of construction.

- 5.15 In simple terms the proposed site allocation is completely incapable of accommodating the convenience floor space requirement that has even been identified by GVA by 2026 (assuming a discount food store sales density) or even the wider combined convenience and comparison floor space target. Appendix 6 shows that even if a discount food store could be accommodated on the site this would result in the displacement of office occupiers that could not be accommodated elsewhere on the site. The accommodation in the Job Centre and Coggan's Well House could not be re provided in the upper floors of a Phoenix Lane redevelopment.
- 5.16 In reality it seems highly unlikely that the site would be developed as the types of occupiers that might accommodate units along Phoenix Lane will be small unit shops that will not provide rental returns that might enable a developer to secure pre-lets to justify the costs of constructing new accommodation. Therefore the prospect of securing the development of a new shopping Street on one or both sides of Phoenix Lane appears very limited.
- 5.17 The site of the Job Centre and Coggan's Well House will not attract operator interest for a discount food store or large format comparison retail uses due to the complexity and cost of land assembly and also appears commercially non viable.
- 5.18 This contrasts with the Lowman site that is available for development post 2016 and can accommodate upto 7,200 sqm of retail and commercial town centre uses.

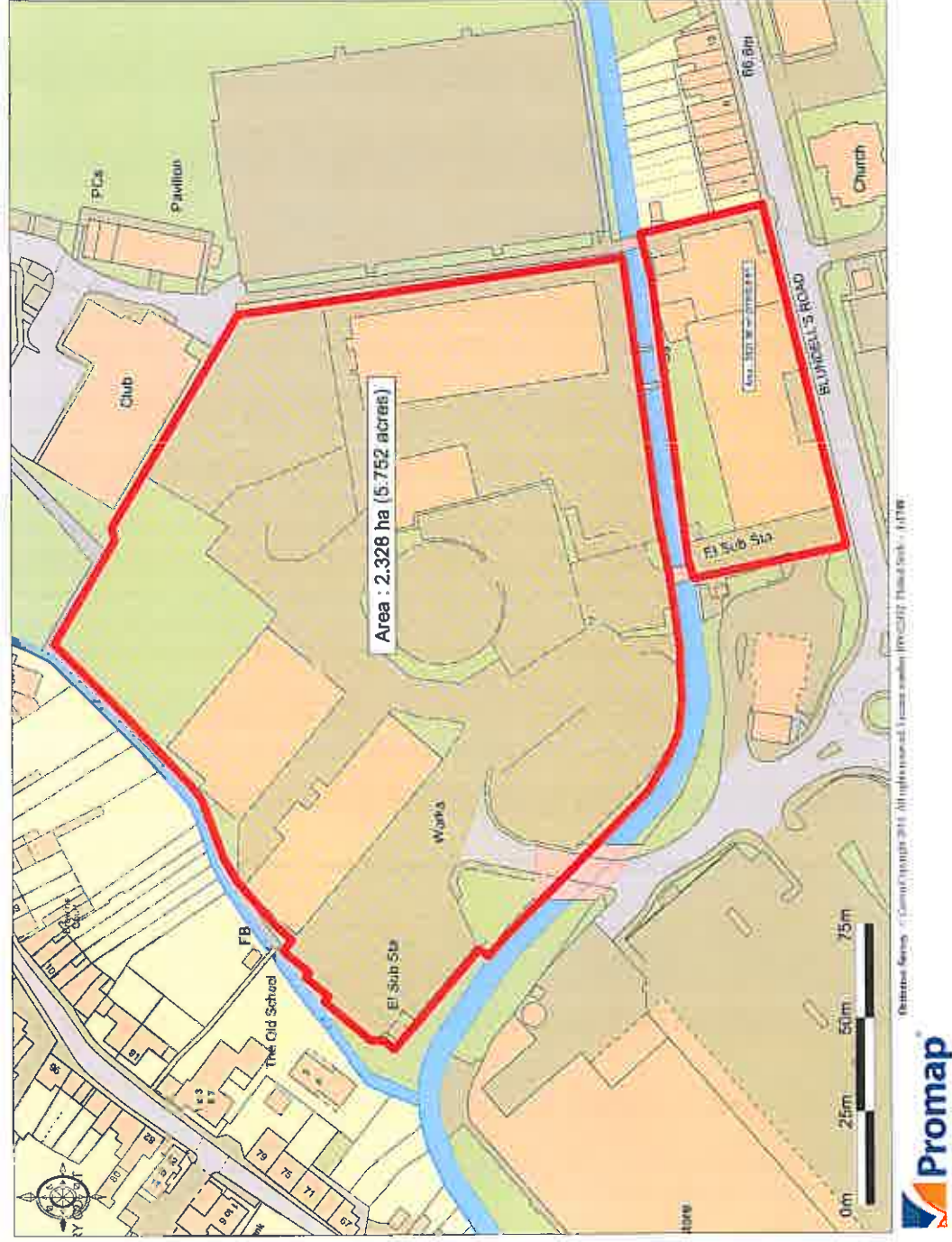
6 PROPOSED POLICY WORDING

- 6.1 The Lowman site should be allocated for commercial town centre uses in the emerging Local Plan Review 2013 - 2033 to accommodate the identified need of large format uses that cannot be readily accommodated in the historic fabric of the town.
- 6.2 Appendix 5 sets out the scope of the proposed allocation.
- 6.3 The site should be subject to the following Policy Allocation:

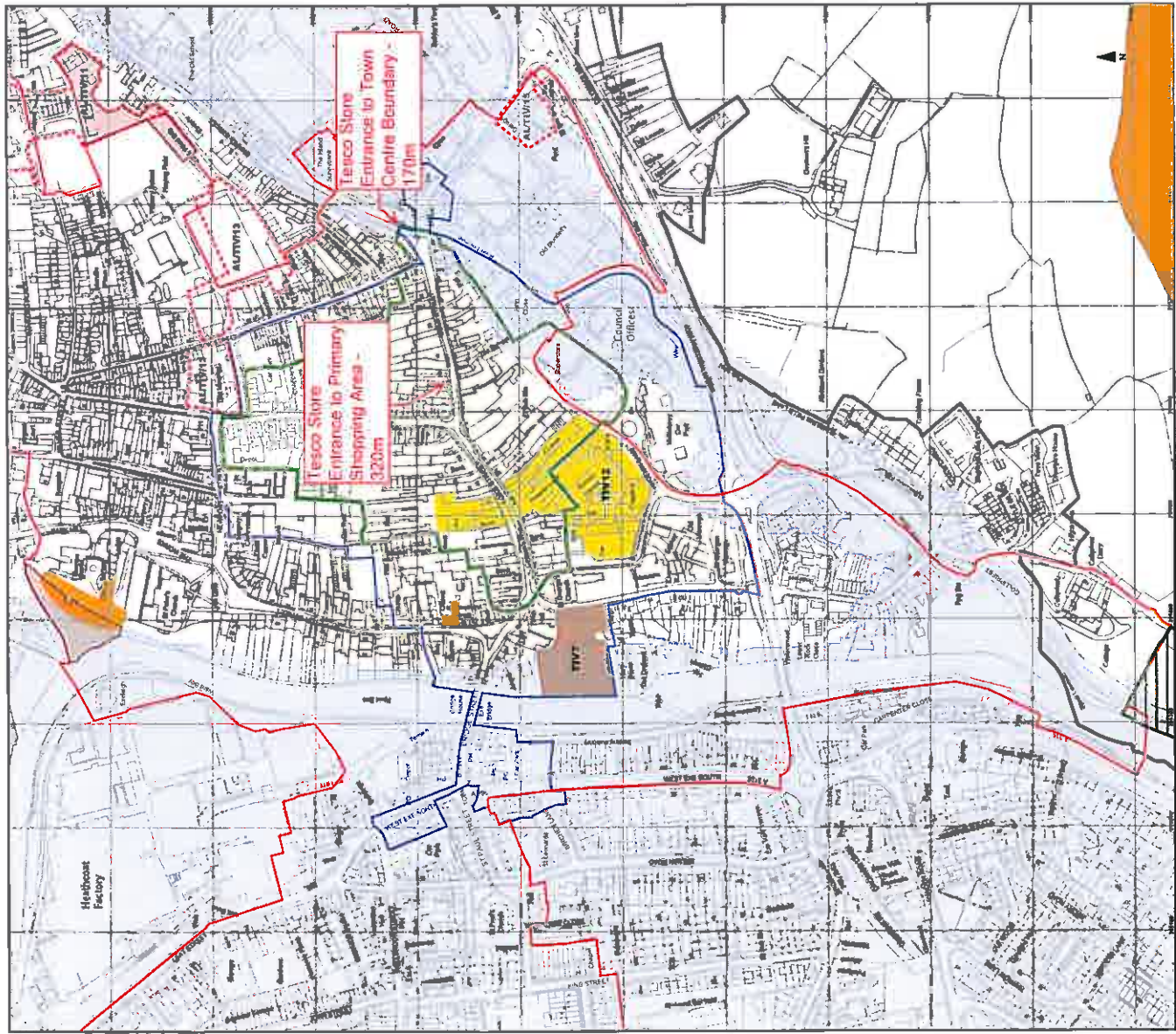
The Lowman site is allocated for a range of large format town centre uses up to 7,200 sqm GIA including convenience and comparison goods (Class A1), catering uses in Classes A3, 4, 5 and non residential uses (Hotel) in Class C1. Any development in Use Classes A1, 3, 4, 5 and C1 will be subject to a minimum floor space restriction to ensure that they are uses that cannot be accommodated on more central locations in the town centre. Any retail development will be subject to a limitation on the range of goods sold to prevent any adverse impact on the town centre. Any development will provide satisfactory pedestrian access to the adjacent town centre.

Appendix 1 Site Location

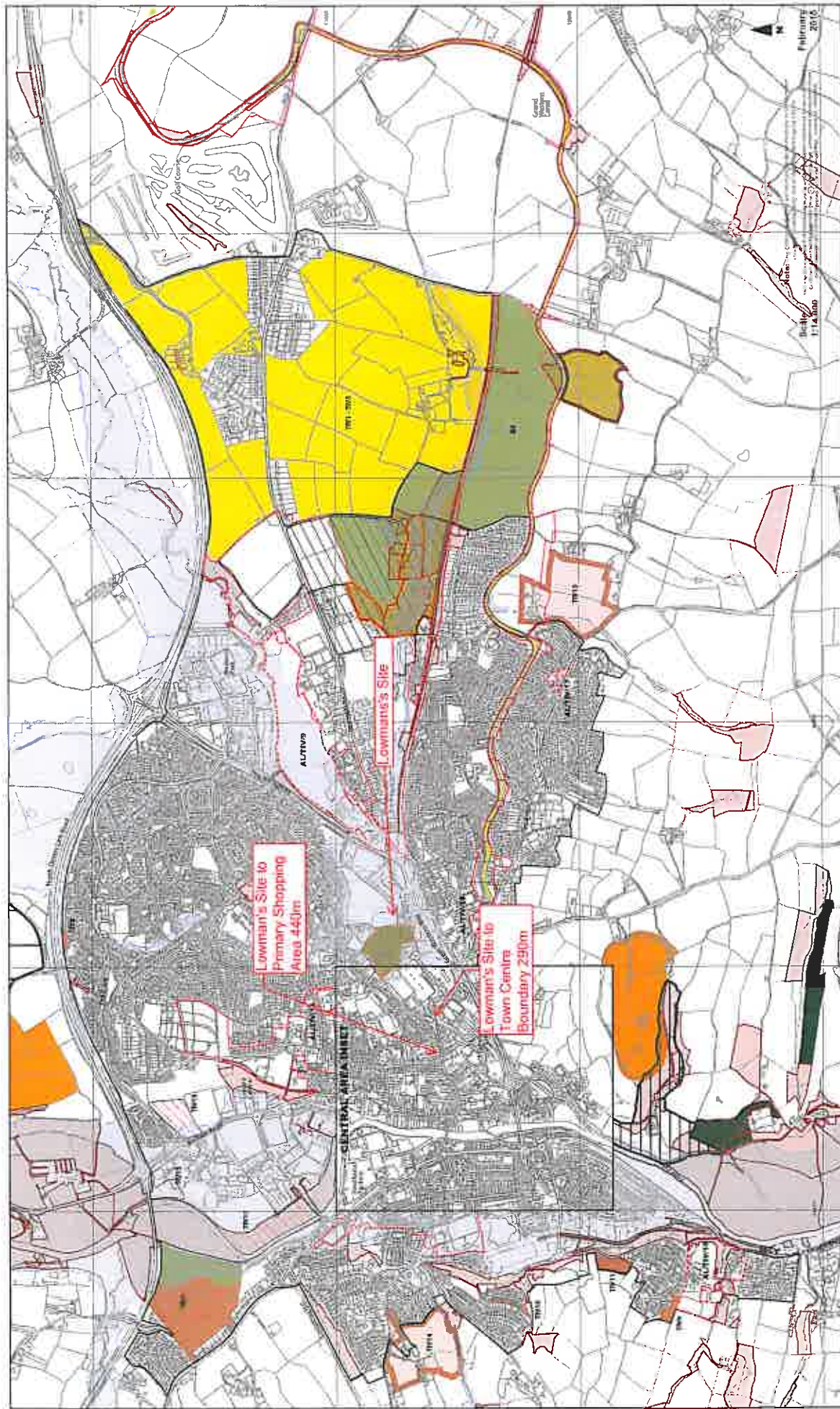
Plan 1 Lowmans Site, Bundells Road, Tiverton



Appendix 2 Draft Local Plan Allocation



- Proposed Deleted Sites
- Settlement Limit
- Conservation Area
- Proposed Residential Allocation
- Proposed Mixed Use Allocation
- Town Centre Boundary
- Primary Shopping Area
- Primary Shopping Frontage
- Ancient Monument
- Local Register of Historic Parks and Gardens
- Priority Habitats
- Floodplain



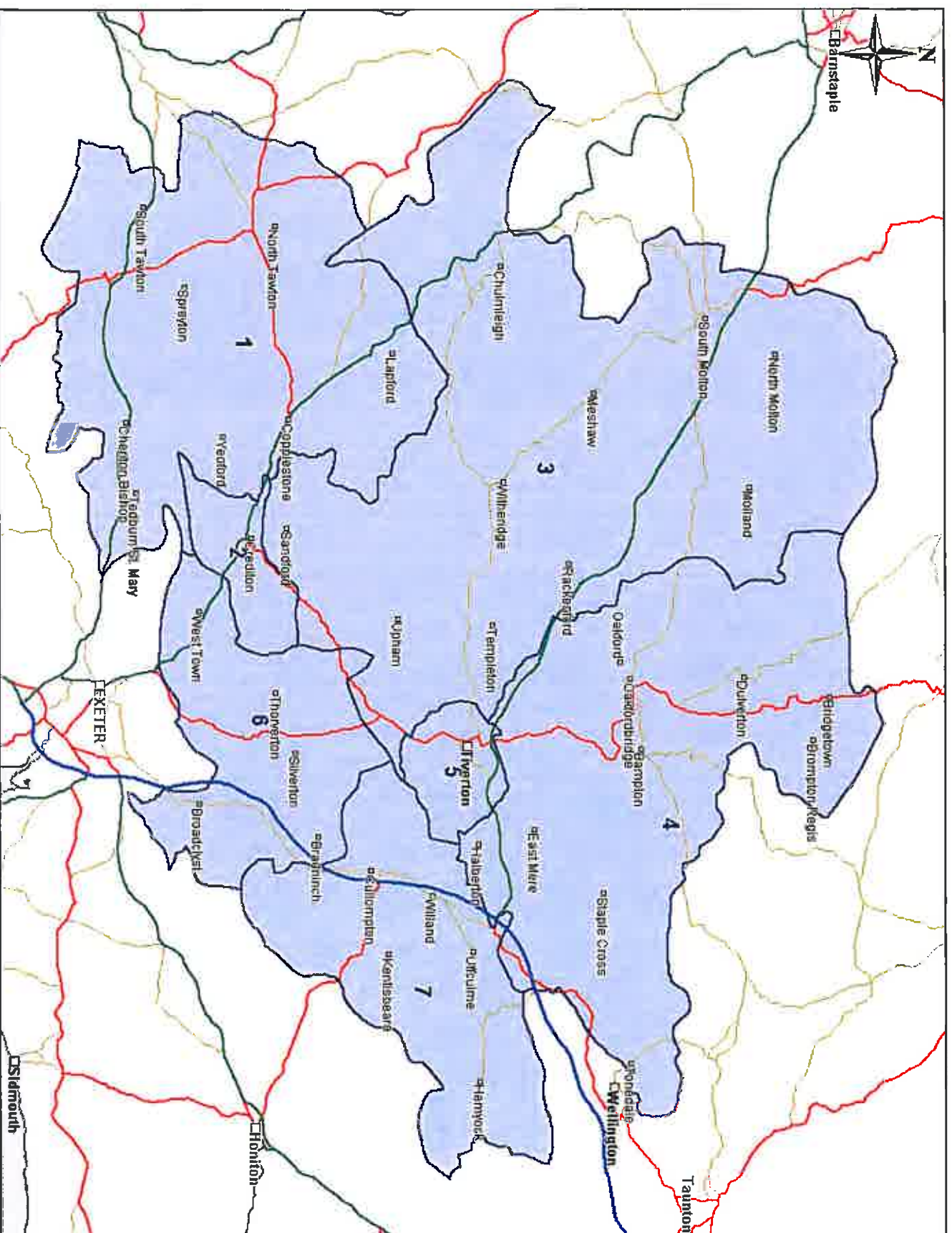
- Settlement Limit
- Proposed Residential Allocation
- Proposed Contingency Housing Site
- Proposed Mixed Use Allocation
- Proposed Green Infrastructure
- Conservation Area
- Ancient Monument
- Ancient Woodlands
- County Wildlife Site (2007 data)
- Local Nature Reserve
- National Register of Historic Parks and Gardens
- Local Register of Historic Parks and Gardens
- Tidcombe Lane Farm Catchment Area
- Site of Special Scientific Interest
- Priority Habitats
- Safeguarded Areas for School Expansion
- Proposed Deleted Sites
- Floodplain

Appendix 3 Catchment Area



Map 1: Study Area & Household Telephone Survey Zones

- KEY**
- Study Area
 - Survey Zone
- | Zone | Postal Sections |
|------|----------------------------------|
| 1 | EX6 6, EX17 5/6, EX20 2 |
| 2 | EX17 1/2/3 |
| 3 | EX16 8, EX17 4, EX18 7, EX36 3/4 |
| 4 | EX16 7/9, TA21 0, TA22 9 |
| 5 | EX16 4/5/6 |
| 6 | EX5 3/4/5 |
| 7 | EX15 1/2/3 |



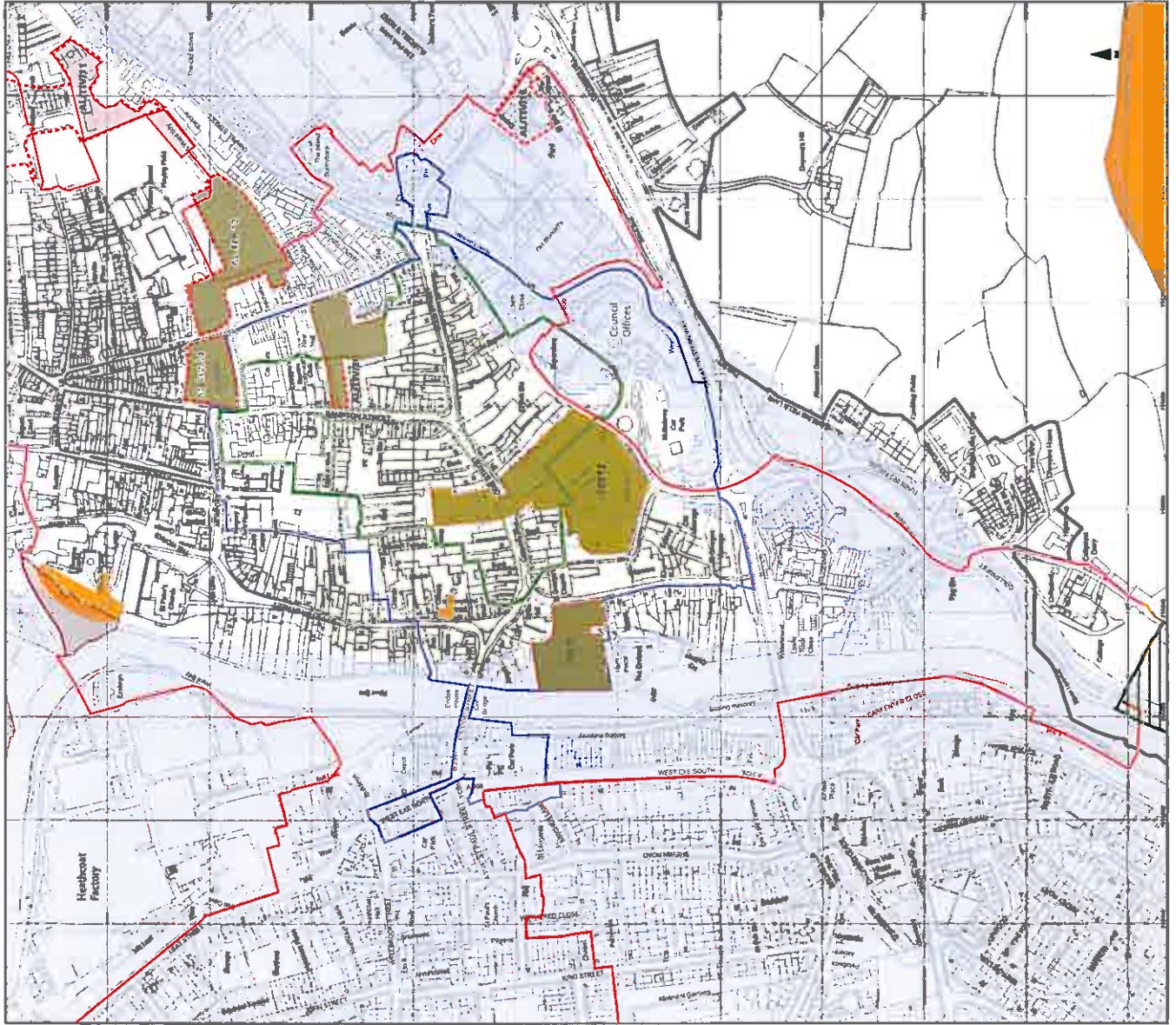
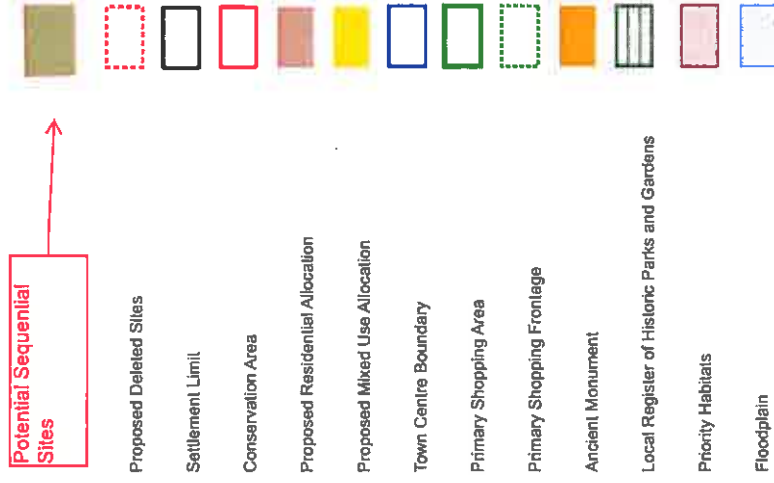
Map reproduced from S8Rio 200 68 (2009 edition), © Colin Bartholomew Ltd (2009). Postcode Boundary Data © Post Office Ltd 2010

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Appendix 4 Sequential Sites

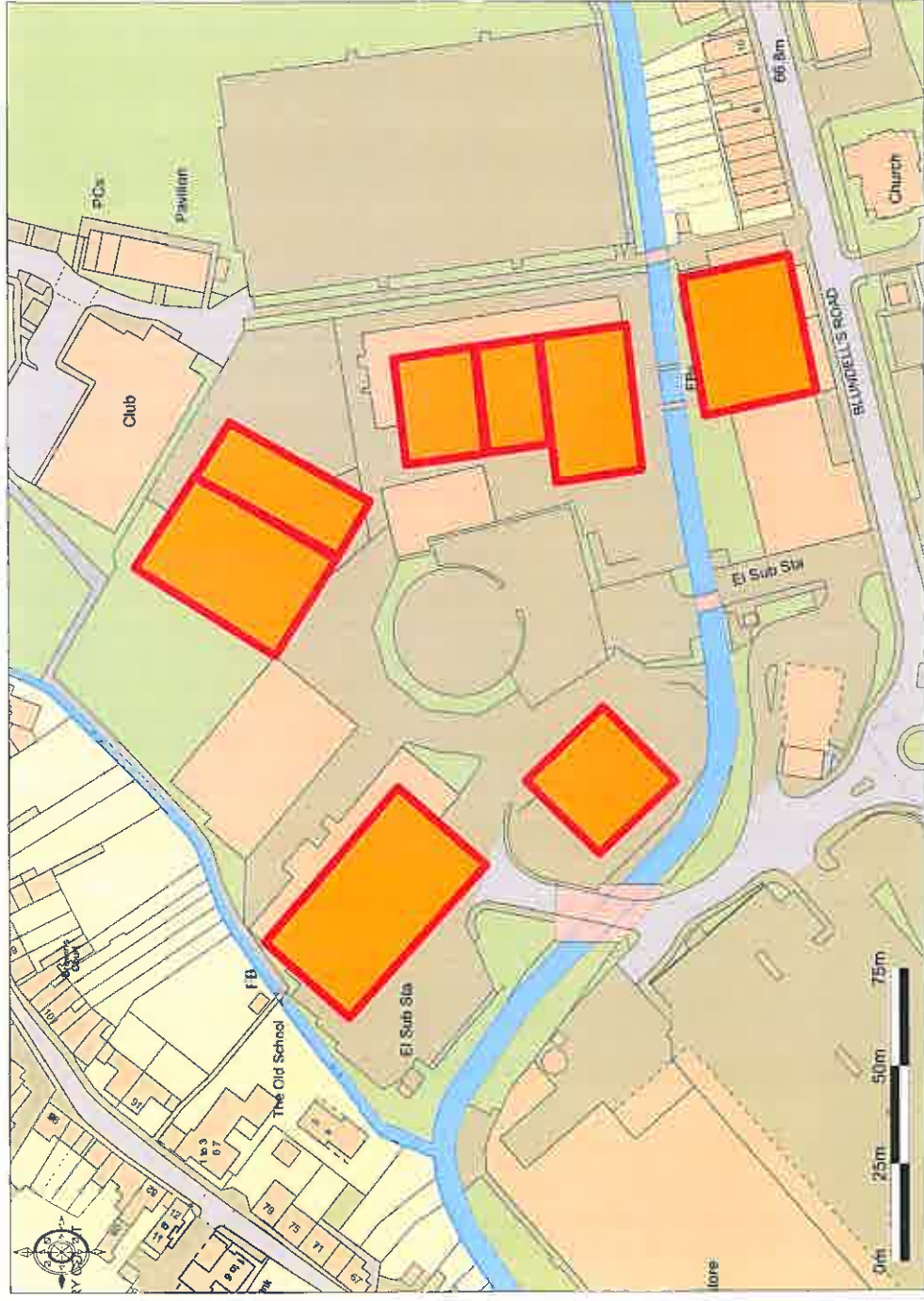
Tiverton Centre



The Local Plan Consultation Survey will not have updated the data to show recent changes to the town centre. The map is based on the data available at the time of the consultation. The map is not intended to be used as a basis for any legal or other claims. The map is for information only. The map is not intended to be used as a basis for any legal or other claims. The map is for information only.

Appendix 5 Lowman Potential Site Layout

Possible Site Layout, Lowman Bundells Road, Tiverton



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Appendix 6 Transport and Flood Risk Assessment

TECHNICAL NOTE



Job Title	Lowman's Yard, Tiverton
Subject	Transport Technical Note – Local Plan Reps
Project Number	70010057
Date	27 April 2015
Client	Lowman Manufacturing Co. Ltd
Prepared by	Adam Teague
Checked by	Mark Clements
Authorised by	Jonathan Lloyd
File Ref	P:\70010057 - Lowmans Yard, Tiverton\C Documents\Reports\70010057 Transport Technical Note 1 - Local Plan Reps TN1 V3.docx

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1.0 INTRODUCTION

- 1.1 WSP has been commissioned by Lowman Manufacturing Co. Ltd to undertake a transport review of their proposals for the potential redevelopment of Lowman's Yard, Tiverton for a mixed use retail led development. The site location is shown on Figure 1. This Technical Note considers the potential for development in transport terms; it considers the accessibility of the site and the overall transport opportunities and impacts.
- 1.2 This review benefits from a site visit undertaken on Wednesday 22nd April 2015, where an audit was undertaken to observe existing uses on the site, local transport conditions and accessibility, particularly in relation to the town centre and immediate surroundings.
- 1.3 This document forms an appendix to the joint statement prepared by J&K Property Consultants and Heynes Planning 'Representations To The Mid-Devon Local Plan Review Submission Draft Consultation On Behalf Of Lowman Manufacturing Co Ltd April 2015', and sets out the specific transport aspects of the development.
- 1.4 This document puts forward the following suggested Policy Allocation;

'The Lowman site is allocated for a range of large format town centre uses up to 7,200sqm GIA including convenience and comparison goods (class A1), catering uses in Classes A3, 4, 5 and non residential uses (Hotel) in Class C1. Any development in Use Classes A1, 3, 4, 5 and C1 will be subject to a minimum floor space restriction to ensure that they are uses that cannot be accommodated on more central locations in the town centre. Any retail development will be subject to a limitation on the range of goods sold to prevent any adverse impact on the town centre. Any development will provide satisfactory pedestrian access to the adjacent town centre'.

2.0 BACKGROUND

- 2.1 The site is located to the east of Tiverton town centre, and is immediately adjacent, and to the east of the existing Tesco superstore. The site is separated into two parcels, with one area of around 2.4ha to the north of the Lowman River, with the other parcel of land fronting Blundell's Road comprising of around 0.4ha.
- 2.2 The northern part of the site includes;
 - 1,541sqm GIA which is let to Stenner Ltd who provide sawmill and wood processing machinery. The unit is their main factory and headquarters and includes a large proportion of office space over three floors totalling around 608sqm. This estimated office space was based on measurements taken of the Stenner building during the site visit. This estimated office space was subtracted from the total GIA of the entire

Transport Technical Note – Local Plan Reps

Stenner building that was indicated on the Foundry Estate GIA plan provided by the Client. The remaining 934sqm GIA has been taken as the main factory/processing land use.

- 1,353sqm GIA is let to Mid Devon and used for the processing and recycling of waste.
- The southern part of the site includes 2,420sqm GIA of warehousing used by MST for agricultural machinery sales and servicing. MST also has a new building on the eastern part of the site, north of the river, which has a GIA of 1,762sqm. There is a third MST building opposite the new building, which has a GIA of 436sqm. The combination of the three MST buildings brings the total GIA of the MST buildings to 4,618sqm.

- 2.3 Overall the site includes for around 7,512sqm of building GIA comprising a mix of warehousing, office and sales space and industrial uses.
- 2.4 During the site visit it was noted that, on the day of Wednesday 22nd April 2015 parking at the Stenner site was fully utilised (approximately 40 vehicles) and there were a number of service/delivery vehicles present. However, it should be noted that the majority of the parking area in front of the Stenner building is currently used by Westcars (Vauxhall) as a car storage area for new cars. Therefore, the majority of the vehicles using this parking area could not be considered for the analysis of existing trips on the site, as only around 6 vehicles from this parking area are associated with Stenner.
- 2.5 It was also observed on-site that the Mid Devon and MST sites were similarly busy, with the majority of parking areas being fully utilised.

3.0 ACCESS

- 3.1 The existing site can currently be accessed from two points. The main site access is via the Blundell's Road roundabout and the Tesco filling station roundabout, adjacent to the Tesco store access. The second access point is adjacent to the southern MST building from the southern boundary of the development site, which is accessed via Blundell's Road.
- 3.2 The access via Tesco appears to be recently improved with an improved bridge crossing the River Lowman. It appears to be constructed to Devon County commercial access standard with footways on both side of the road and clearly accommodates regular HGV deliveries.
- 3.3 The access design will be appropriate for a range of uses, particularly retail which will attract regular pedestrian traffic as well as cars and occasional service vehicles.
- 3.4 The existing MST site to the south of the River Lowman offers the opportunity for a separate unit with access directly from Blundell's Road, while maintaining limited vehicle and/or pedestrian links with the remainder of the site.

4.0 TRIP GENERATION

- 4.1 The suggested draft policy states that;

The Lowman's site is allocated for a range of large format town centre uses up to 7,200sqm GIA including convenience and comparison goods (Class A1) catering uses in Use Classes A3, A4, A5 and non-residential uses (Hotel) in Class C1.

Any development in Use Classes A1,3,4,5 and C1 will be subject to a minimum floor space restriction to ensure that they are uses that cannot be accommodated on more central locations in the town centre. Any retail development will be subject to a limitation on the range of goods sold to prevent any adverse impact on the town centre. Any development will provide satisfactory pedestrian access to the adjacent town centre.

- 4.2 However, as this is still draft policy, the proposed land uses are not fixed, and therefore only typical trip numbers for the various uses have been considered in this note in order to generate typical, realistic trip numbers for the site.

Existing Trips

- 4.3 The Lowman's site is currently occupied by industrial estate uses comprising of engineering trade counter and building contracting businesses. During the site visit, it was observed that it was particularly busy and that there are currently a number of different activities on the site.

Transport Technical Note – Local Plan Reps

- 4.4 Trip rates were obtained for industrial estates, but the resultant trip generation did not reflect the number of vehicles parked on the site during the visit. Therefore, trip rates have been obtained for each of the individual building uses on the site. These also reflect the trip potential of the site under the current land-use consents, rather than just operator specific trip profiles.
- 4.5 Office use trip rates from the industry recognised TRICS database have been obtained to estimate trip numbers for the existing 608sqm GIA of the Stenner building. This indicated that in the region of 13 trips occur during the AM peak period and 16 in the PM peak for this part of the Stenner site.
- 4.6 Warehouse trip rates have been obtained to estimate the trip numbers for the remaining Stenner site uses. This resulted in 7 trips being made during AM peak period and 7 in the PM peak.
- 4.7 Therefore, it is estimated that the Stenner site currently generates in the region of 20 trips during the AM peak period and 23 in the PM peak in total.
- 4.8 In the absence of specific agricultural sales sites within the TRICS database, trips generated by the MST site have been approximated based on Builder's Merchants trip rates from the TRICS database which are considered most representative. The resulting trips for this use are in the region of 55 trips in the AM peak period and 19 in the PM peak.
- 4.9 From our experience based on preparing transport assessments for similar sites, it is considered that the waste processing uses on the Mid Devon site are likely to generate approximately 10 trips during peak periods. Therefore, this has been used as an approximation for the trips generated by the Mid Devon site.
- 4.10 Overall, the estimated total number of trips for the combined land uses on the Lowman's site is in the region of 85 trips during AM peak period and 52 in the PM peak. The site will also generate a modest level of traffic during Saturday.

Development Trips

- 4.11 The nature of the development is likely to be mixed use, it is reasonable therefore to expect that trips made to the site will access a number of individual uses as a single trip (e.g. shopping and eating), which are known as 'linked trips'. With the overall trip generation having been considered from the individual land uses, an allowance for linked trips could be made by including a percentage reduction in trips.
- 4.12 Research undertaken in relation to linked trips contained in TRICS Research Report 14/1 (Pass-By & Diverted Trips) indicated that research demonstrates a high level of linkage between town centres and food stores, with the level of linked trips ranging from 34% to 66% and the majority of cases having a level of linked trips with adjacent town and shopping centres at or above 60%.
- 4.13 Due to the Lowman's site being adjacent to a Tesco superstore and its close proximity to Tiverton town centre, it is likely that a trip reduction as high as 60% could be applied for linked trips with the town centre and up to 40% internally between the complementary land uses.
- 4.14 The precise figure would be subject to the specific mix of land uses and the likely interactions these would have internally and with the town centre as a whole.
- 4.15 There will however be a high likelihood that a large proportion of this traffic is already on the network, currently visiting the town centre and/or passing the site as part of a wider trip.

General Land Use Mix

- 4.16 A general land use mix has been used based on the proposed land uses set out in the draft policy in order to approximate the potential number of trips generated on the site. This mix is made up of 1,950sqm of retail park (excluding food), 1,300sqm of discount food store, 2,200sqm for a hotel (based on a 40 bed hotel) and 1750sqm of pub/restaurant. This makes up a total combined gross floor area of the 7,200sqm for the entire site.
- 4.17 It would be reasonable to suggest that with this development mix, in the region of 30 trips in the AM peak and 60 trips in the PM peak would be made to a retail park (excluding food)

during weekdays. Weekend trips for this type of retail park would be expected to be circa 120 trips during the peak period.

- 4.18 The combination of discount food store and pubs/restaurants (A1, A3 and A4 uses) would typically generate in the region of 20 trips in the AM peak and 160 trips in the PM peak period during weekdays. The number of trips made at weekend peak periods is higher for each of these uses, but the peak times for each of them varies, so it is unlikely that the totals of 200 for discount food store and 190 for pub/restaurant would occur at the same time, the combination of trips for these land uses between 11:00 to 12:00 is around 250.
- 4.19 Trip numbers for take-away uses (Class A5) have been disregarded due to the lack of appropriate survey sites within TRICS, so it can be expected that total trip numbers would vary slightly.
- 4.20 It is expected that non-residential use comprising of a hotel (Class C1) is likely to generate 15 peak hour trips in the AM and PM peak during weekdays and a similar level on the weekend.
- 4.21 In terms of individual 'stand alone' land uses, the proposed use classes for the Lowman's site are predicted to generate trips in the order of 65 in AM peak period and 230 in the PM peak period on weekdays. Peak Saturday trips at around 11:00 to 12:00 are likely to total around 500 trips.
- 4.22 However, as mentioned previously, these trips should be considered in relation to their neighbouring uses and the relationship with Tiverton town centre and should be discounted for internally linked trips and trips linked with the town centre. A linked trip reduction of 60% would result in AM peak trips in the order of 26, PM peak trips in the order of 92 and Saturday trips in the order of 200.
- 4.23 The current operation of the Lowman's site has indicated that it is a busy site generating a large amount of traffic currently on the network, including a large proportion of light and heavy good vehicles. Any redevelopment of the site will remove this traffic and the impacts of any redevelopment will need to account for the 'net' impact in terms of general traffic impact and heavy goods traffic.

5.0 ACCESSIBILITY

- 5.1 This section considers the accessibility of the development site by all modes of transport, and identifies key local amenities that will be of use to future employees and people travelling to the site.
- 5.2 The development site is well located to benefit from its proximity to Tiverton town centre and its facilities.
- 5.3 The site is located to the east of Tiverton town centre, and is immediately adjacent to the existing Tesco superstore. The store entrance to the Tesco store is approximately 370m from the edge of the primary shopping area and 170m from the edge of the defined town centre boundary. Whilst in both cases this would still define the site as out of centre, it is apparent that the Tesco store acts as a surface level car park serving the town centre. It is a very short walk from the Tesco store entrance to retail units along Gore Street that fall within the primary shopping frontage.
- 5.4 It is noted that some of the car parks that are deemed as 'town centre' car parks are actually further away from the primary shopping area within the town centre than the proposed development site. It is therefore clear that the site is well situated for sustainable linked trips to occur, as facilities serving Tiverton town centre can be used by future employees and people visiting the site. The proposed development would include its own car parks, but linked trips are expected to occur due to its close proximity to the town centre and the Tesco store. It is evident that there is a strong pedestrian flow from the Tesco car park towards the town centre, which clearly suggests that linked trips already occur.
- 5.5 The site is well located in terms of access to public transport, with bus stops located on Blundell's Road, Chapel Street and Station Road. These provide a number of services that provide access to Exeter and Burlescombe, as well as areas within Tiverton. Tiverton Bus Station is also located on Phoenix Lane, to the southwest of the development site. These bus services provide sustainable transport facilities for employees and visitors to the site.

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- 5.6 Tiverton Parkway Railway Station is located approximately 9.65km from the development site, but this can be accessed via the 1/1C bus services.
- 5.7 The development site is located to the south of a relatively large residential area connecting to Pinnex Moor Road. The development site can be accessed from the entrance to this residential area via a footway/cycleway connecting Siddals Gardens to Blundell's Road, over a distance of approximately 500m from the site access. This route benefits from footways and suitable pedestrian crossings, enabling pedestrians to safely gain access to the development site.
- 5.8 Another residential area is located to the north east of the development site, which can access the development site via Heathcoat Way, approximately 800m from the southern development site access. This route benefits from footways on the western side of Heathcoat Way, and on either side of Blundell's Road, with suitable pedestrian crossings in place.
- 5.9 There is also a residential area to the south of Alsa Brook, on either side of the Grand Western Canal. The development site can be accessed via the A396 from the entrance to the residential area on Old Road, which is approximately 450m from the development site access. There is a signalised pedestrian crossing on the A396 to the west of the Blundell's Road junction, providing safe access to the development site.
- 5.10 The development site is well situated in relation to these residential areas and there are suitable facilities for pedestrians to access the site within an acceptable walking distance. These residential areas are within the acceptable distance of 2km for someone to reach employment or local facilities.

Pedestrians

- 5.11 There are good quality existing footways on both sides of Blundell's Road and the existing access bridge into the development site from the Blundell's Road roundabout. There are dropped kerbs with tactile paving and pedestrian refuge islands along Blundell's Road.
- 5.12 Blundell's Road provides access on to Station Road, which connects to the main high street (Fore Street). The town centre is located approximately 550m from the development site.
- 5.13 There is no direct route onto Chapel Street from the development site, but access can be gained to Siddals Gardens to the north of the site via a footway/cycleway connecting Blundell's Road to Siddals Gardens.

Cyclists

- 5.14 There is an on-road Sustrans National Cycle Route along Blundell's Road, which is the West Country Way route (Route 3). This route connects Land's End in Cornwall to Bristol via St. Austell, Bude, Barnstaple, Taunton and Wells. A large section of this route between Tiverton and Halberton is off-road.
- 5.15 There is an on-road local cycle route connecting to Bampton Street from the west (Exe Valley Route). This routes through Tiverton along Wellbrook Street, and then north following the River Exe until, connecting Tiverton to Bampton.
- 5.16 These cycle routes provide connections from the residential areas mentioned earlier to the development site, demonstrating that the site is accessible from a range of areas.

6.0 CONCLUSION

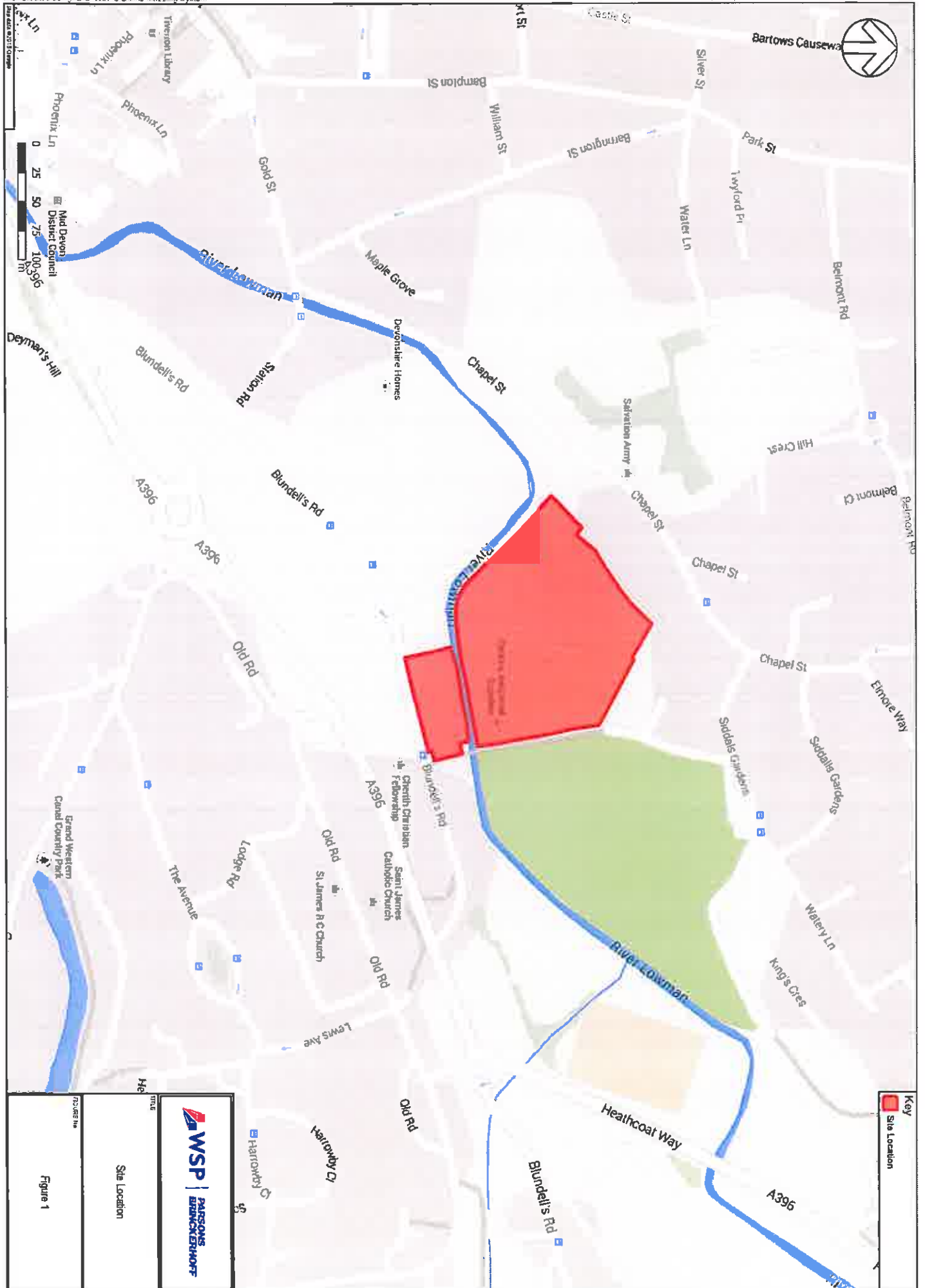
- 6.1 WSP has been commissioned by Lowman Manufacturing Co. Ltd to undertake a transport review of their proposals for redevelopment of Lowmans Yard, Tiverton for a mixed retail led development. This technical Note considers the potential for development in transport terms; it considers the accessibility of the site and the overall transport opportunities and impacts.
- 6.2 The site is located to the east of Tiverton town centre, and is immediately adjacent to the existing Tesco superstore. The site is separated into two parcels, with one area of 2.4ha to the north of the Lowman River, with the other parcel of land fronting Blundell's Road comprising of 0.4ha.
- 6.3 The existing site can currently be accessed from two points which are appropriate for the proposed development to be accessed from.

Transport Technical Note – Local Plan Reps

- 6.4 The draft policy states that the Lowman's site is allocated for a range of large format town centre uses up to 7,200sqm GIA including convenience and comparison goods (Class A1) catering uses in Use Classes A3, A4, A5 and non-residential uses (Hotel) in Class C1.
- 6.5 However, as this is still draft policy, the proposed land uses are not fixed, and therefore only typical trip numbers for the various uses have been considered in this note in order to approximate potential trip numbers for the site.
- 6.6 During a visit to the site, it was observed that it was currently particularly busy and that there are a number of different activities on the site. It is estimated that the existing site currently generates approximately 85 trips in the AM peak period and 52 in the PM peak. The site will also generate a modest level of traffic during Saturday.
- 6.7 The nature of the development proposals are likely to be mixed use and as such it can be expected that trips will be made to the development to access a number of individual uses (e.g. shopping and eating), which are known as 'linked trips'.
- 6.8 Considering the mix of land uses and the sites proximity to the Tesco superstore and Tiverton town centre, the site offers excellent opportunities for internally linked trips and trips linked with the town centre, as supported in the recent TRICS research report 14/1. Levels of internally linked trips could be achieved of up to 40% with trips linked with the town centre of up to 60%.
- 6.9 Considering the above, the development proposals are likely to represent around 26 new AM peak hour trips to the network, 92 new PM peak hour trips and around 200 new Saturday peak hour trips.
- 6.10 When considered against those trips generated by the existing site which are already on the network, the development is likely to represent a net reduction of around 60 trips during the morning period, a modest increase of around 40 trips in the PM peak. The Saturday will result in an increase of around 200 trips minus a modest amount of existing employment trips.
- 6.11 The development site is well located to benefit from its proximity to Tiverton town centre and its facilities. It is clear that the site is well situated for sustainable linked trips to occur, as facilities serving Tiverton town centre can be used by future employees and people visiting the site.
- 6.12 It is considered likely that the local highway network has sufficient capacity to accommodate the development as the net trip impact is likely to be minimal, particularly during the critical weekday network peak periods where, overall the development will be trip neutral.
- 6.13 The site is well located in terms of access to public transport, with bus stops located on Blundell's Road, Chapel Street and Station Road.
- 6.14 There are good quality pedestrian facilities within the vicinity of the site, in addition to on and off-road cycle routes, which provide sustainable transport options for future employees and visitors to the site.
- 6.15 Overall, it is considered that the transport impacts of the proposed development are not likely to be significant in terms of the net change in traffic on the network or network capacity. The uses are complementary to those currently within the town centre and edge of town centre and the location of the site also offers excellent opportunities for trip savings through sustainable travel opportunities such as walking, cycling and public transport, or linked trips with the town centre.

APPENDICES

APPENDIX A – FIGURE 1 SITE LOCATION



WSP | **PARSONS**
BRINCKERHOFF

Site Location

Figure 1

Lowman Manufacturing Co Ltd

MID-DEVON LOCAL PLAN REVIEW
PROPOSED SUBMISSION, FEBRUARY 2015:
STATEMENT IN RELATION TO
FLOOD RISK
TO THE FOUNDRY SITE AND ASSOCIATED
LAND AT TIVERTON, DEVON

REPORT NO: P8908/G203/A

APRIL 2015

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REPORT CONTROL SHEET

Client: Lowman Manufacturing Co Ltd

Project: Foundry Site and Associated Land, Tiverton

Job No: P8908

Title: Flood Risk Statement

Report No.: P8908/G203/A

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Version	Date	Detail	Prepared	Reviewed	Approved
A	27/04/2015	For Consultation	TGRS	Hyder Consulting	DB

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- 1.0 INTRODUCTION**
- 2.0 THE SITE**
- 3.0 SOURCES OF FLOOD RISK & FLOODING MECHANISMS**
- 4.0 EXISTING DRAINAGE & FLOOD MANAGEMENT**
- 5.0 PROPOSALS FOR FUTURE FLOOD RISK MANAGEMENT**
- 6.0 CONCLUSION**

APPENDIX

Plan 1- Existing Site Plan

**Plan 2- Environment Agency 1 in 100 Year
ISIS-TuFlow 2010 Flood Model Map**

**Plan 3- Hyder Consulting 1 in 100 Year
ISIS-TuFlow 2015 Flood Model Map**

**Plan 4- Conceptual Future Site Use Plan –
Possible Site Layout**

1.0 INTRODUCTION

- 1.1 Jubb Consulting Engineers have been appointed by Lowman Manufacturing Co Ltd to evaluate and summarise the present and future flood risks to a site comprised of two linked parcels of land in their ownership in Tiverton, Devon, to provide information in relation to the future potential uses of the site and inform their representations to the Mid-Devon Local Plan Review.
- 1.2 The site comprises a larger parcel of 2.33 hectares and a smaller parcel of 0.35 hectares south-east of central Tiverton. The larger parcel is known as The Foundry Site and is bounded by the River Lowman (off Blundell's Road) to its south and south-west, by the Moorhayes Brook (alongside the residential properties of Chapel Street) to its north-west, and mixed use land (allotments, social club, sports facilities and playing fields) to its north-east and east. The associated smaller parcel is bounded to its north by the River Lowman, to its south by Blundell's Road, to its east by terraced residential housing on Blundell's Road and to its west by a Tesco Store petrol filling station. The two parcels are linked by a single lane width vehicle-carrying bridge and a separate narrow foot bridge across the River Lowman, and both parcels enjoy separate full vehicular road access from Blundell's Road (the larger parcel via a modern road bridge). Plan 1 in the Appendix identifies the site location and extents.
- 1.3 The site is currently occupied by light industrial and commercial uses. It is proposed to redevelop the site in the future for more retail and leisure orientated commercial uses.
- 1.4 The evaluation upon which this summary report is based takes account of recorded flood event mapping back to year 1949, photographic and other records of flooding in years 1984 and 2000, hydrological modelling carried out by Jubb Consulting Engineers in years 2003-2010 (employing the *Flood Estimation Handbook's* methods for hydrological assessment and the Danish Hydraulic Institute's MIKE11 software for the River Lowman's hydraulic assessment, used in conjunction with standard manual methods of hydraulic assessment to calculate the effects of blockages and tributary stream flows), hydrological and hydraulic modelling carried out for the Environment Agency in 2010 and hydrological and hydraulic modelling carried out for Jubb Consulting Engineers in 2015.
- 1.5 This statement is provided in support of a consultation submission to the Mid-Devon Local Plan Review jointly prepared by J&K Property Consultants and Heynes Planning (April 2015) with which it is to be read.

2 THE SITE

Topography

- 2.1 The "Foundry site" is located on partially made-up ground forming a platform in the historic floodplain of the River Lowman. The underlying soils are clayey river gravels overlying sandstone some metres below.
- 2.2 The larger parcel of land forming the site varies in level from about 67.4 metres above Ordnance Survey datum (m AOD) in its south-eastern corner, to 66.9m AOD in its south-western corner, to 66.7m AOD in its western corner, and to about 65.8m AOD in its northern corner. Centrally the site is occupied by a circular vertically walled pit 1.4 metres deep, the former well of a gasholder, at about 64.6m OAD at its low point (with a ramp down from its southern side). From the north-western side of the perimeter retaining wall of the former gasholder well, a strip of lower ground extends north-westerly to the site boundary at the Moorhayes Brook; at its lowest level within the site ground level in this strip is at a level of approximately 65.5m AOD, falling to 65.3m AOD at this site boundary. The topography of the main parcel of land thus takes the landform of a "horseshoe" around the former gasholder well and the lower-lying strip of land extending from the gasholder well to the Moorhayes Brook.
- 2.3 The southern parcel of land forming the site occupies a more regular platform of rectangular ground varying between about 65.9m OAD and 66.7m AOD in elevation. The underlying geology is also clayey river gravels overlying sandstone.

Surface Materials

- 2.4 Surface materials are predominantly impervious.
- 2.5 The larger northern parcel of land is occupied by a pitched steel roofed saw mill factory with associated concrete hardstandings and parking areas to its west, a "north light" type double pitched steel roofed building ("No.16 Shop") previously used for light industrial manufacturing or warehouse storage, a chippings surfaced builder's yard, an asbestos cement pitched roofed blockwork building, a new pitched steel roof tractor shed and associated areas largely of concrete with some chippings. The former gasholder base is formed of concrete slabbing.
- 2.6 The smaller southern parcel of land is occupied by a low pitched steel roofed show room and tools retail building with servicing facilities and fuel storage areas (with a smaller slate roofed building at its eastern end). The external yards and aprons are imperviously paved.

3.0 SOURCES OF FLOOD RISK & FLOODING MECHANISMS

Overview

- 3.1 The site is located within the catchment and historic flood plain of the River Lowman. The Mid Devon *Strategic Flood Risk Assessment* (JBA, October 2014) (SFRA) identifies the site as lying within a Flood Zone 3a, which comprises land assessed as having a greater than 1 in 100 annual probability of river flooding. (The Environment Agency's current online published *Flood Map for Planning* also identifies the site as lying within a Flood Zone 3a).
- 3.2 The SFRA states that the main source of flood risk in Mid Devon is from Mained rivers, notes that there is a long history of river flooding throughout the district and that Tiverton has the highest number of properties at risk from fluvial flooding. SFRA also reports that parts of the River Lowman through Tiverton benefit from flood defences. It records formal defences along the River Lowman through Tiverton constructed in the 1980s, "comprising mainly of channel improvements and some short length of wall". It also notes defences east of Tiverton protecting the business park off Heathcoat Way, promoted by Devon County Council in the 1980s, and records the upgrading of these defences with new walls and the raising of embankments by the Environment Agency and several businesses on the Heathcoat Business Park in 2014. The SFRA makes no mention of the improvements to the River Lowman's flood defences alongside and downstream of the Foundry Site (river widening, the removal of a number of low-soffitted Bailey bridges, and the removal of a river-bed obstruction) in 2005-2006 in conjunction with the development of the Tesco superstore on the south-western bank of the river opposite the larger land parcel of the subject site, nor does it record the removal in 2010 of a low-soffitted brick wall which spanned the Moorhayes Brook.
- 3.3 The SFRA records that only one detailed 1D-2D hydraulic model was available for the study – that for the River Exe at Tiverton. [A 1D-2D model is one where the main watercourses are evaluated as conveying uni-directional river flows (ie, in the downstream direction) in conjunction with the evaluation of excess out-of-bank river overflows within adjoining flood plain as a two directional spreading out of the water (the flood plain being divided up into notional interconnected "cells" for analytical purposes.)) It also records that the *undefended* outlines from this hydraulic model were used to assess flood risk to sites in Tiverton. The River Lowman and its flood plain through Tiverton were included in this model which was developed for the Environmental Agency by Halcrow in 2009, and issued as part of an assessment of the River Exe (of which the River Lowman is a tributary) in 2010. 1 in 100 year flood risk Flood Mapping from this model (inclusive of a precautionary allowance for future adverse climate change) has been provided by the Environmental Agency and is reproduced in the Appendix to this report as Plan 2.

- 3.4 For Lowman Manufacturing Co Ltd's current (2015) assessment of their subject site's risk, a 1D-2D hydraulic model has been developed employing the same methods and software as Halcrow. Halcrow's hydrological inputs, catchment boundary conditions and application of the *Flood Estimation Handbook's* (FEH's) statistical method, adapted and updated in accordance with the Environmental Agency's latest guidance, and has been employed in conjunction with the former attention topographic detail appropriate to a more focussed area of study. Additionally, the present study for Lowman Manufacturing takes into account the flood defences present and watercourse obstructions removed since their model was first developed. Plan 3 in the Appendix shows the findings of the updated modelling for the 1 in 100 year flood event (inclusive of the precautionary allowance for future adverse climate change).

Historic Flooding

- 3.5 Flood events from the River Lowman at Tiverton have been recorded for the following years –
- 1949 - flooding reported within the historic flood plain including the subject site and much of the surrounding land;
 - 1960 - more extensive flooding reported, including the subject site and surrounding land between Chapel Street and Old Road;
 - 1966 - extensive flooding similar to that of 1960;
 - 1968 - limited flooding to Station Road and Lower Blundell's Road: subject site not affected;
 - 1980 - flooding to sports fields/pitches on the River Lowman's southern bank, bounding the subject site to its east;
 - 1984 - extensive flooding between Chapel Street and Old Road including the subject site; (during this event the formal walling and canalisation works on the River Lowman were under construction and were flooded out);
 - 2000 - limited flooding effecting Old Blundell's (Station Road), Lowman Green and The Island, some parts of Blundell's Road and land adjoining, the southern corner of the playing fields bounding the subject site to its east, and flooding of the gasholder well pit and surrounding lower ground within the subject site, fed by afflux (obstruction to river flow due to a low bridge soffit level) conditions from the River Lowman;
 - 2012 - very high river levels observed in the River Lowman, but no fluvial flooding (the river level was, however, sufficiently high

to impede surface water drainage from Station Road and Lowman Green);

2014 - widespread regional flooding, but none reported for this area of Tiverton.

Site Specific Mechanisms of Flood Risk

- 3.6 The principal source of flooding to the subject site is from the incapacity of the River Lowman. The site itself is on slightly more elevated ground than the land to its north-east and east, but the initial mechanism of fluvial flooding is the deflection of river water in afflux conditions into the site where the gasholder well pit then fills and overflows mainly northwards to the Moorhayes Brook. In a further developing flood event, fluvial flooding to the lower lying playing fields north-east and east of the subject site results in water's being routed from the River Lowman north north-westerly across the playing fields, then the allotments into the Moorhayes Brook (which itself will be full). In this scenario, flooding enters the subject site primarily from the Moorhayes Brook as a result of the rerouting of the excess flows from the River Lowman. Ultimately this site becomes wholly flooded by waters overflowing both from the River Lowman and the Moorhayes Brook.
- 3.7 The River Lowman has undergone a number of significant developments since 1949 which affect flood mechanisms at the subject site. The 1984 flood defence works provided walls to keep the river in channel for more frequent events and also provided smoother hydraulic roughness to river flow, resulting in faster slightly shallower water depths during significant flows. Subsequently, the works of 2005-2006 removed low-slung Bailey bridges which obstructed river flow between the subject site and what is now the Tesco Store site, as well as providing river widening to ease the flood levels on more extreme river flows. At this time a concrete blockwork box structure was also removed from below the downstream soffit of the former gasworks bridge over the River Lowman (and which links the two land parcels forming the subject site), reducing (slightly) the afflux potential at this low-slung bridge.
- 3.8 Prior to year 2010 a high brick wall crossed the Moorhayes Brook between the subject site and the rubble masonry wall of The Old School yard in Chapel Street. This wall was supported over the Moorhayes Brook by a low soffitted reinforced concrete beam (probably dating from the World War II period). This was a significant obstruction to flood flows (fed from the River Lowman) in the Moorhayes Brook and resulted in artificially raising flood plain water levels in the sports field and allotment land in extreme flood conditions. In 2010 this wall was removed (with appropriate Flood Defence Consent authorisation). There remain other obstructions to stream flows in the Moorhayes Brook (notably a public footbridge with underslung services pipes), but the

removal of the brick wall has significantly reduced the impedance to flood escape that previously existed.

- 3.9 One effect of the improvement of flood flow conveyance in the River Lowman alongside and downstream of the subject site is that extreme upstream flow levels in the River Lowman are lower with potentially less impact on the flood plain north-east and east of the subject site. In consequence, an alternative source of flood risk to the subject site can be the backing up of river water in the Moorhayes Brook from its confluence with the River Lowman. Flood levels from this mechanism affecting the subject site, however, have been evaluated as being lower than those potentially occurring under previous conditions when the brick wall was in place across the Moorhayes Brook.
- 3.10 During the high fluvial flows in the River Lowman or the Moorhayes Brook, surface water drainage discharges from the site can be impeded resulting in localised surface ponding or shallow overland dispersal.

Current Fluvial Flood Modelling Results

- 3.11 The modelling underlying Mid Devon District Council's current SFRA (JBA 2014) is a coupled ISIS-TuFlow hydraulic model prepared in 2009 for the Environment Agency by Halcrow and originally targeted at understanding the flood risk from the River Exe (of which the River Lowman is a tributary which joins the River Exe at Tiverton, downstream of the subject site).
- 3.12 The modelling underlying this present submission to the Mid-Devon Local Plan Review is developed from the same ISIS-TuFlow hydraulic model employing finer detailed and more up to date topographical information together with a hydrological model (estimates of river flow quantities, rates and timings of peaks, etc) based upon the latest Environmental Agency guidance on the use of FEH statistical methods.
- 3.13 The current modelling predicts a lower peak river flow rate in the River Lowman in the critical 1 in 100 year flood event with a significantly diminished extent of surface flooding. Plan 3 in the Appendix shows the re-modelled extent of flooding to the subject site and surrounding land in a 1 in 100 year event (with allowance for adverse climate change – see 3.15 below), and indicates a maximum depth of on-site flooding of less than 0.6 metres in this scenario.
- 3.14 The flooding shown on the plan is for "still water" depths. There are features of flood water behaviour which could result in some minor additional flooding issues such as trapped surface water and potentially deflected/re-routed overspill water from aggravated afflux conditions at the gasworks bridge. In such circumstances the excess surface water would currently be collected in the former gasholder well pit centrally within the larger land parcel of the site.

Climate Change

- 3.15 Climate models and the implications of climate measurements over the last few decades indicate a developing pattern of climate change which is likely to have an adverse effect upon flooding: in the case of surface water and fluvial flooding peak rainfall measurements are considered likely to increase over (at least) the next 100 years leading to increased frequencies and depths of surface water and fluvial flooding. The modelling underlying this present submission takes this into account by employing the current precautionary recommendations of the Environment Agency (as linked from the National Planning Policy Framework's on line *Planning Practice Guidance*).

4.0 EXISTING DRAINAGE & FLOOD MANAGEMENT

- 4.1 The existing site is largely covered by impervious pavings and surfaces. The MST Buildings (on both sides of the River Lowman) drain to the river (through interceptor units). The Stenner and No. 16 Shop buildings together with the concrete roadways and hard standings within the site drain (again via an interceptor) to the Moorhayes Brook. The former gasholder well pit is lower than the gravity drainage of the rest of the site and, when it accumulates, water is pumped out into the intercepted surface water drainage routed to the Moorhayes Brook.
- 4.2 The site relies upon its relatively higher local elevation to withstand flooding. Flooding to the site can occur initially either by afflux overspills from the River Lowman at the gasworks bridge, or by hydraulic incapacity and overflowing from the Moorhayes Brook. In the former event, the excess flows drain to the gasholder well pit (if they are not deflected/re-routed by surface barrier measures), and in the latter event flood water accumulates in the lower lying land around No.16 Shop before overspilling into the gasholder well pit. In cases of fluvial flood flows in either watercourse, any flooding within the site is likely to be aggravated by trapped surface water runoff.
- 4.3 As a protective measure against flooding from the Moorhayes Brook, the provision of flood boards in No.16 Shop enables it to resist flooding to a surface depth of 600mm (ie, up to at least a 1 in 100 year flood event).

5.0 PROPOSALS FOR FUTURE FLOOD DEFENCE

- 5.1 The submission made by J&K Property and Heynes Planning in the context of the Mid Devon Local Plan Review presents a proposal that could be brought forward over the life of the Plan. Any future redevelopment of the site will need to be the subject of a planning application and appropriate material to support that application, relating to flood risk, hydrology and drainage will be submitted at that time. However, for the purposes of this submission we anticipate that the planned future redevelopment of the site will be based upon a sequential approach siting habitable buildings upon higher ground outside the 1 in 100 year flood risk areas (as established by the current hydrological and hydraulic modelling), incorporating a suitable freeboard for the minimum floor levels of habitable buildings and ensuring that safe access and egress routes are provided to each to link them to suitable perimeter emergency access points.
- 5.2 The existing former gasholder well pit does not provide any flood water conveyance function and does not provide fluvial flood storage in events up to the 1 in 100 year flood event in normal hydraulic conditions. It does nevertheless provide storage for trapped surface water flows in fluvial flood conditions. As part of the proposed future redevelopment of the site this area will be filled (to bring it up to a useful level with the main parts of the site) and will incorporate provision for surface water attenuation storage or (preferably, subject to ground investigation findings) soakaway/infiltration systems.
- 5.3 When redeveloping the low lying area of No. 16 Shop, it will be reserved for hardstanding, service yard, vehicle parking or a water-compatible use to preserve its flood storage function (which will also be safeguarded by the removal of a building which currently incorporates flood boarding to exclude flood water).

6.0 CONCLUSION

- 6.1 The existing site is located within the historic flood plain of the River Lowman and, for current planning purposes lies within an area designated as "Flood Zone 3a" – a high risk area. This designation is supported by historic flood mapping up to year 2000, and by hydrological and hydraulic flood modelling carried out in 2009/2010 in respect of the River Exe, (of which the River Lowman is a tributary). For the purposes of assessing flood risk, the version of this model used as the basis of the current Mid-Devon SFRA specifically takes no account of flood defences to the River Lowman and so conservatively tends to overstate flood risk up to at least the 1 in 75 year flood event. The Environment Agency have also used this model as the basis for their currently published Flood Zoning. Plan 2 reproduced in the Appendix to this statement, however, shows the Environment Agency's 1 in 100 year flood extents and depths map based on a version of the 2009/2010 modelling which does take these defences into account. As the starting point for assessing the actual vulnerability of the subject site, Hyder have realistically developed their model from this version of the model which includes the existing flood defences.
- 6.2 In the 1980s and more recently in the 2000s the hydraulic performance of the River Lowman and its flood defences has been enhanced by providing a smooth concrete channel with flood defence walls and then by widening it alongside and immediately downstream of the subject site together with the removal of a number of low soffitted Bailey bridges which could cause partial obstruction (afflux) to flows in the River Lowman. Additionally, in 2010 a wall which obstructed flow in the Moorhayes Brook (a tributary of the River Lowman which can also act as a relief channel for flood flows in the River Lowman's flood plain) was also removed.
- 6.3 In 2014-2015, as part of a site redevelopment feasibility study for Lowman Manufacturing, the hydrology and hydraulics of the River Lowman and its historic flood plain have been reviewed (taking into account the changes noted above, the River's flood defences and the more detailed topographic information), and the 2009/2010 hydraulic model updated. The updated hydraulic model indicates a current and future 1 in 100 year flood risk to the subject site which is significantly less onerous than that of the previous model. Nevertheless the low part of the site in which No. 16 Shop currently stands remains within the Flood Zone 3a categorisation. (It should also be noted that other hydrological and hydraulic models developed specifically for this reach of the River Lowman in the 2000s strongly indicate that the 2009/2010 hydraulic model is extremely conservative and overestimates flood risk, particularly to the Foundry Site).
- 6.4 It is concluded that in applying a sequential approach to the redevelopment of the Foundry Site, it may safely be redeveloped in the

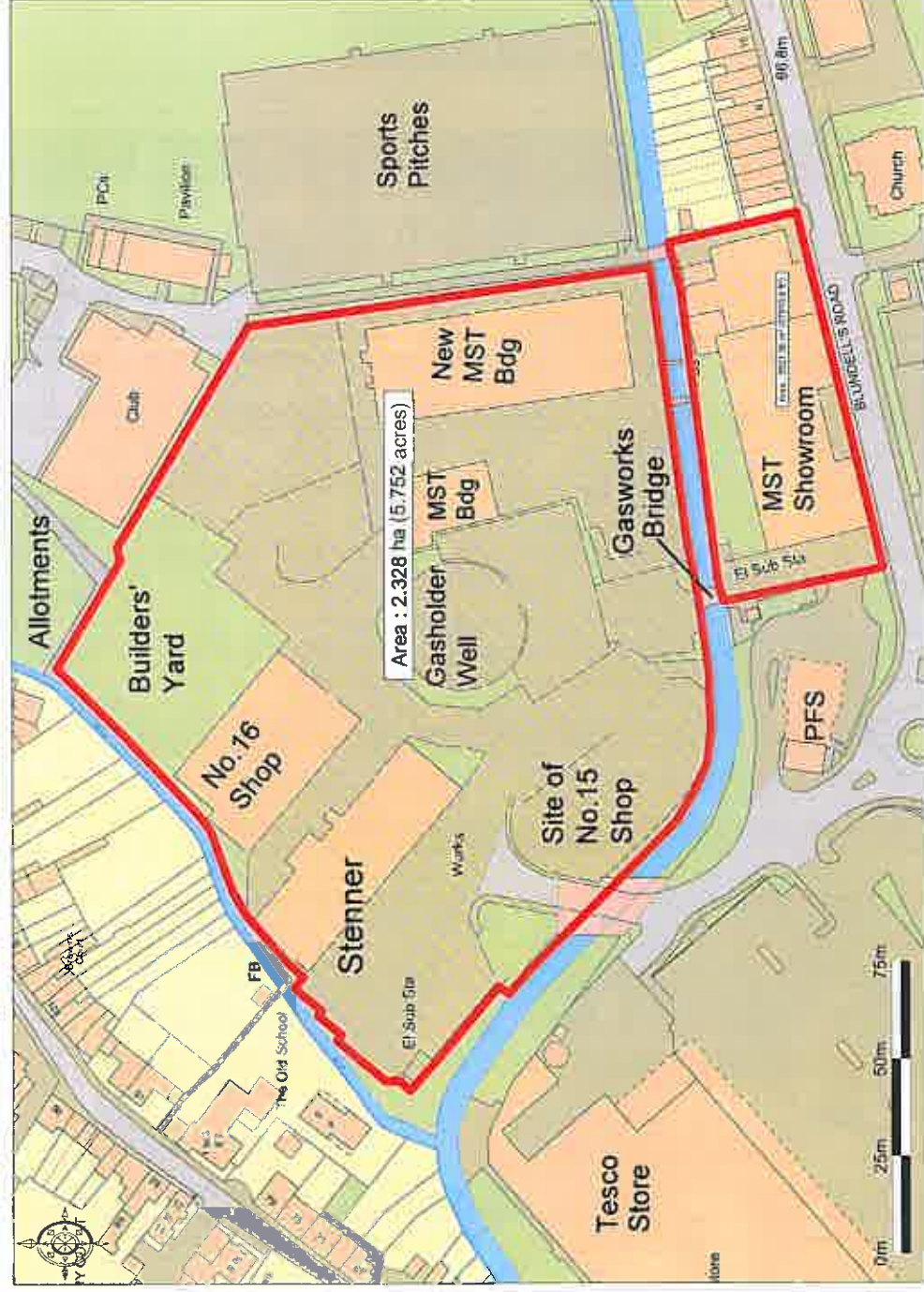
future, siting new buildings outside the Flood Zone 3 areas whilst both preserving its current flood storage function within the on-site Flood Zone 3a area and also providing sustainable drainage benefits by appropriate utilisation of the former gasholder well pit for surface water attenuation and/or infiltration disposal.

APPENDIX

Plan 1	-	Existing Site Plan (Ordnance Survey Promap drawing)
Plan 2	-	Environment Agency 1 in 100 year ISIS-TuFlow 2010 Flood Model Map
Plan 3	-	Hyder Consulting 1 in 100 Year ISIS-TuFlow 2015 Flood Model Map
Plan 4	-	Conceptual Future Site Use Plan – Possible Site Layout

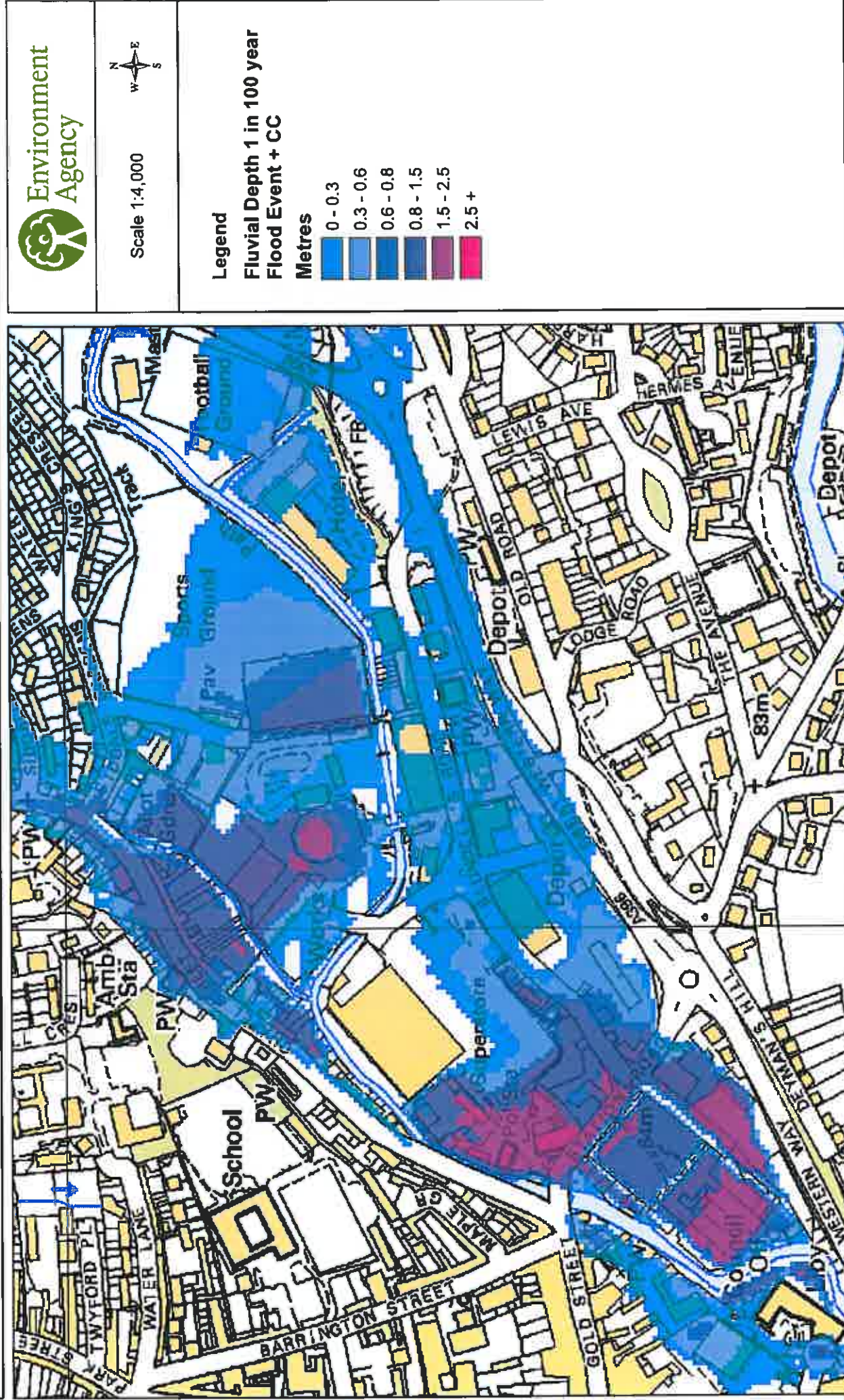
NOTE: All plans employ electronic Ordnance Survey Map base plans. Ordnance Survey mapping is reproduced with the permission of the Controller HMSO © Crown Copyright 2015. All rights reserved. Jubb Consulting Engineers' Licence No. AL 100006869.

Plan 1 Lowmans Site, Bundells Lane, Tiverton



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Fluvial Depth With Flood Defences including Climate Change. 1 in 100 chance of flooding in any given year, ISIS-TuFlow 2010 Model Map centred on [Tiverton] - created 14 April 2011 [Ref: 10626]



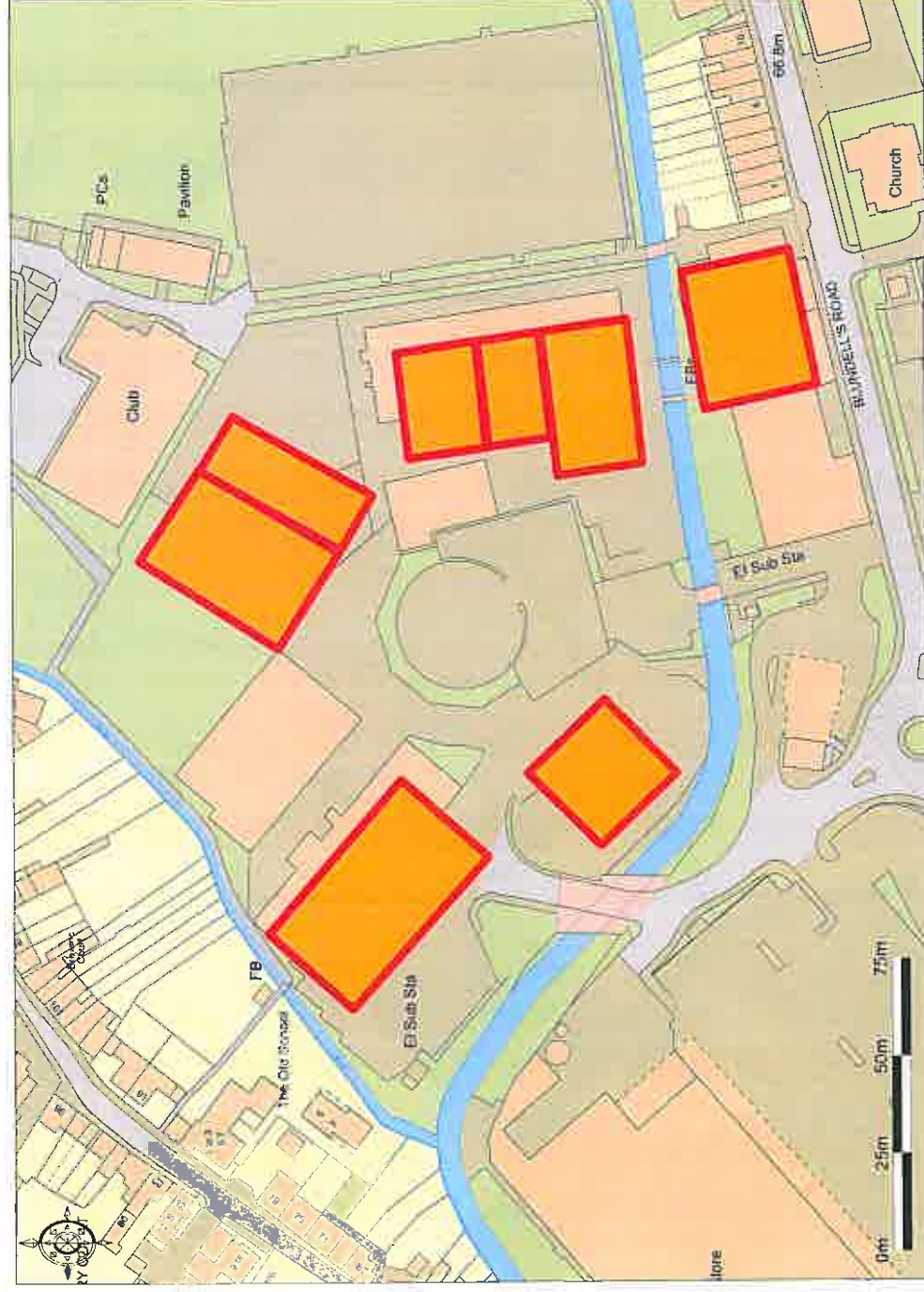
1 in 100 year with Climate Change
Baseline Flooding

Predicted Flood Depth (m)

0.0 to 0.1
0.1 to 0.2
0.2 to 0.3
0.3 to 0.4
0.4 to 0.5
0.5 to 0.6
0.6 to 0.7
0.7 to 0.8
0.8 to 0.9
0.9 to 1.0



Possible Site Layout, Lowman Bundells Lane, Tiverton



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Appendix 7 Housing Trajectory

Mid Devon Housing Trajectory - Current Local Plan period 2006-2026

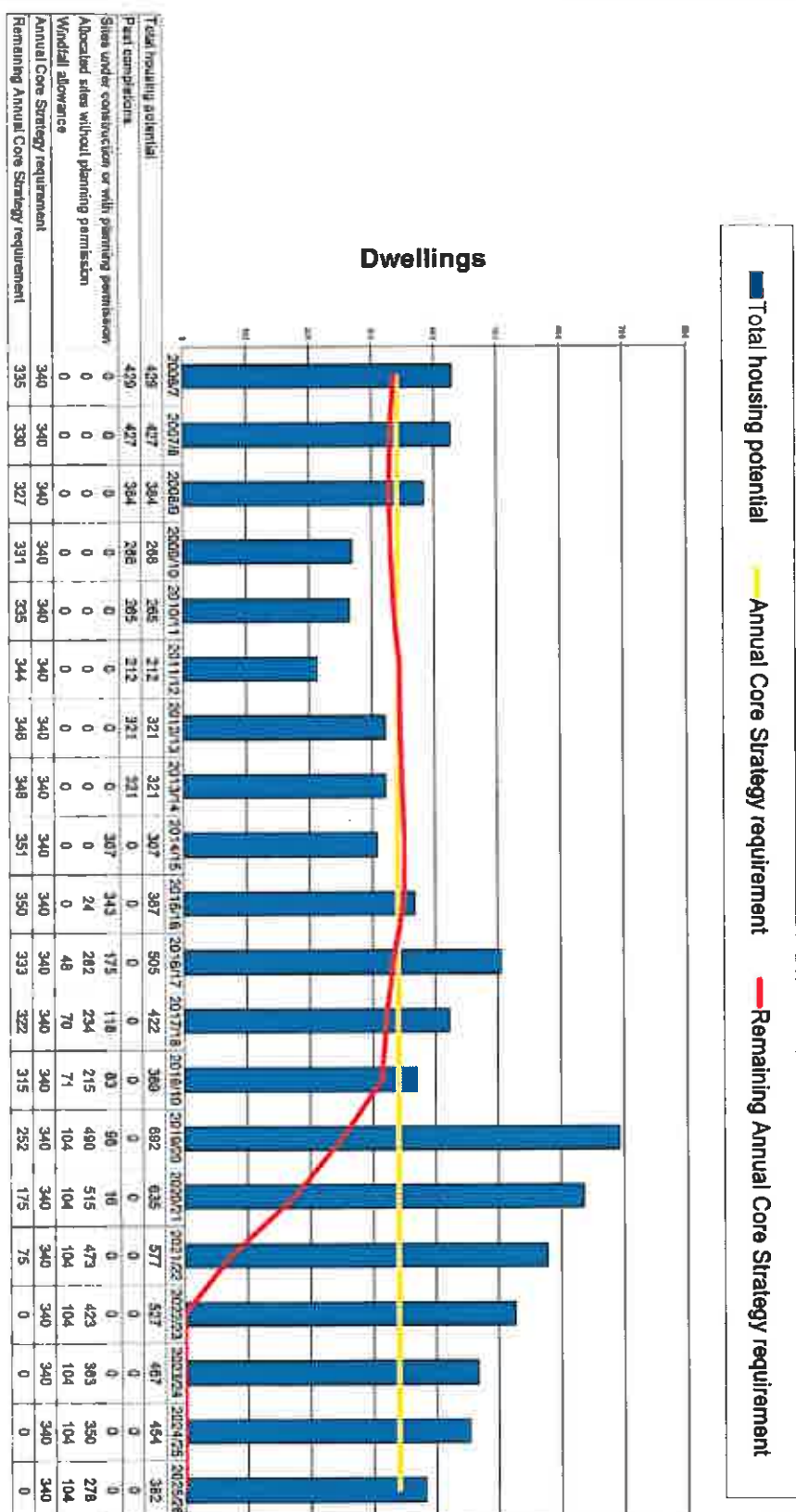


Chart 2: Mid Devon Housing Trajectory (current Local Plan period)

Appendix 8 Phoenix Lane Possible Layout

Tiv 12 Phoenix Lane, Possible Site Layout for Mixed Retail and Office Units and Discount Food Store



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