



**Exeter City Council**

**Publication Version**

**Development Delivery  
Development Plan Document**

**JULY 2015**



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# INTRODUCTION

This document is the publication version of the Development Delivery Development Plan Document (DPD). It has been prepared taking into account the findings of the previous 'Have your say' consultation, the consultation on the draft Development Delivery Plan undertaken last year and the 2015 Strategic Housing Land Availability Assessment (SHLAA). This is the document the Council considers is ready for examination; it includes some new site allocations, final policies with full explanatory text and a Proposals Map. Stakeholders and members of the public are invited to make representations on the document.

The Development Delivery DPD will:

1. Allocate land for new development.
2. Designate land for protection or safeguarding and identify land where specific policies apply.
3. Contain 'development management' policies that will be used to determine whether planning applications submitted to the Council should be granted permission.
4. Include a Proposals Map that will show allocations and designations.

Once adopted the Development Delivery DPD and the Proposals Map will form part of the Council's Local Plan and the Exeter Local Plan First Review will be superseded. The Local Plan also includes the 2012 adopted Core Strategy which sets out the vision, objectives and strategy for the growth and development of the city up to 2026. These two documents, together with The Exeter St James Neighbourhood Plan, any other Neighbourhood Plans that come forward, and Devon County Council's Mineral and Waste Plans, will form the City's Statutory Development Plan.

## Representations

Exeter City Council invites representations on the publication version of the Plan between July and August 2015.

Please complete the 'Representations Form' ensuring you indicate clearly whether you consider the plan is legally compliant, sound and complies with the duty to cooperate (notes that accompany the representation form explain these issues further) and what specific changes are required to address this. If you need any help understanding what is proposed, or making your representations, please contact City Development using the details provided below.

## What happens next?

Having received any representations on the publication version of the plan, the Council will submit the Plan and any proposed changes it considers appropriate, along with supporting documents, to the Planning Inspectorate for examination on behalf of the Secretary of State. Anyone who has made representations seeking a change to the published Plan will, if they request, be given the opportunity of attending a hearing. The Inspector will determine whether the plan is sound and meets the duty to cooperate and other procedural requirements. Once the examination process is complete, adoption is the final stage of putting the Plan in place.

## Contact Details

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## Important Introductory Notes:

1. This document has been split into topic based chapters in order to help achieve a usable layout. Nevertheless, it is important that no chapter or policy is seen in isolation. Any proposals for development would need to comply with all relevant policies within the final document, together with those policies within the Core Strategy, the Exeter St James Neighbourhood Plan and any other Neighbourhood Plans, and Devon County Council's Minerals and Waste Plans.
2. Policies within this document will be supported by advice and guidance contained within Supplementary Planning Guidance (SPG) and Supplementary Planning Documents (SPDs). A list of existing guidance documents is available to view at <sup>1</sup>:  
<http://www.exeter.gov.uk/index.aspx?articleid=10093>
3. The policies in this document complement the policies in the Exeter Core Strategy. The objectives set out in the Core Strategy are referred to at the start of each chapter to which they are relevant. The Core Strategy is available to view at:  
<http://www.exeter.gov.uk/index.aspx?articleid=10103>
4. This document also draws on the city's Sustainable Community Strategy; a strategy document that sets out nine themes which will contribute to meeting Exeter's long term vision. The Sustainable Community Strategy themes are repeated in this document at the start of each chapter to which they are relevant. The Sustainable Community Strategy is available to view at:  
<http://www.exeter.gov.uk/index.aspx?articleid=10771>
5. Policies proposed within this document have been informed by the National Planning Policy Framework published on 27 March 2012 and the National Planning Policy Guidance online resource. The National Planning Policy Framework is available to view at:  
<http://www.communities.gov.uk/publications/planningandbuilding/nppf>  
  
The National Planning Policy Guidance online resource is available to view at:  
[planningguidance.planningportal.gov.uk](http://planningguidance.planningportal.gov.uk)
6. The evidence supporting the Local Plan suggests that ordinarily the suite of policies proposed will be viable. Nevertheless, in applying all policies proposed within this document regard will be had to viability and feasibility. In accordance with advice given in the National Planning Policy Framework development will 'not be subject to such a scale of obligations and policy burdens that their ability to be developed viably is threatened.'<sup>2</sup>

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<sup>1</sup> Hard copies of all documents are also available for inspection at the Civic Centre

<sup>2</sup> National Planning Policy Framework , 2012, paragraph 173

# 1. EXETER'S LOCAL VISION FOR SUSTAINABLE DEVELOPMENT

Sustainable Community Strategy themes:

**A prosperous city**  
**A learning city**  
**An accessible city**  
**A city with strong communities**  
**A city that is healthy and active**  
**A safe city**  
**A city that cares for the environment**  
**A city with homes for everyone**  
**A city of culture**

Core Strategy Objectives:

**Objective 1: Mitigate and adapt to climate change**  
**Objective 2: Develop the potential for economic and commercial investment**  
**Objective 3: Provide decent homes for all**  
**Objective 4: Provide and enhance retail, cultural and tourist facilities**  
**Objective 5: Achieve a step change in the use of sustainable transport**  
**Objective 6: Meet community needs**  
**Objective 7: Promote development that contributes to a healthy population**  
**Objective 8: Protect and enhance the city's character**  
**Objective 9: Achieve excellence in design**  
**Objective 10: Provide infrastructure to deliver high quality development**

Core Strategy Policies:

**CP1: Providing for Growth – Spatial Strategy**  
**CP2: Employment Distribution**  
**CP3: Housing Distribution**  
**CP4: Housing Density**  
**CP5: Meeting Housing Needs**  
**CP6: Gypsies and Travellers**  
**CP7: Affordable Housing**  
**CP8: Retail**  
**CP9: Strategic Transport Measures**  
**CP10: Meeting Community Needs**  
**CP11: Pollution**  
**CP12: Flood Risk**  
**CP13: Decentralised Energy Networks**  
**CP14: Renewable and Low Carbon Energy**  
**CP15: Sustainable Construction**  
**CP16: Green Infrastructure, Landscape and Biodiversity**  
**CP17: Sustainable Design**  
**CP18: Infrastructure**  
**CP19: Strategic Allocations**

## Background

- 1.1 Sustainable Development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs<sup>3</sup>. There are three dimensions to sustainable development which translate into three roles for the planning system:

- an economic role
- a social role
- an environmental role<sup>4</sup>

These roles are mutually dependent and need to be considered as a whole.

## Exeter's local vision for sustainable development

- 1.2 At the heart of the National Planning Policy Framework (NPPF) is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking (paragraph 14). Taken as a whole the policies within the NPPF constitute the Government's view of what sustainable development means in practice for the planning system, but it is also clear that 'Plans and decisions need to take local circumstances into account, so that they respond to the different opportunities for achieving sustainable development in different areas' (paragraph 10).
- 1.3 Exeter's approach to sustainable development is set out in the Core Strategy vision. It states:

*'Exeter will embrace its role in the region as an area of growth:*

*By providing houses, jobs and supporting infrastructure through maximising the use of previously developed land within the city, and through sustainable urban extensions to the east, at Newcourt and Monkerton/Hill Barton, and to the south west at Alphington; and,*

*By maintaining a vital and viable mix of uses in the city centre and delivering development to enhance Exeter's position as a premier retail and cultural destination.*

*In delivering growth Exeter will build on its strengths and assets by safeguarding the hills to the north and north west, protecting the historic environment and enhancing green infrastructure. The key is to maintain and improve Exeter's unique identity and quality of life, whilst addressing the challenges arising from climate change and facilitating the transition to a low carbon economy.*

*Exeter's strategic role will be enhanced by new housing and employment close to the city within the adjoining authorities. Significant new development will occur within East Devon including a new settlement and an urban extension to the east of Exeter.'*

This sits comfortably with the Government's vision of sustainable development. All the policies within the Core Strategy are guided by this overarching vision. This Development Plan Document and its policies will also be guided by this vision.

- 1.4 The Core Strategy includes a number of policies that seek specifically to address climate change and achieve the transition to a low carbon economy (policies CP13, CP14, and CP15 of the Core Strategy). However, sustainable development is about more than this; it is about delivering houses, jobs and supporting infrastructure and maintaining a vital and viable city.

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<sup>3</sup> Our Common Future (United Nations World Commission on Environment and Development, 1987)

<sup>4</sup> National Planning Policy Framework, 2012

- 1.5 Central to achieving the delivery of supporting infrastructure is the Community Infrastructure Levy (CIL) which the City Council introduced on the 1 December 2013. CIL is a new form of charge that allows local authorities to raise funds from those undertaking development in their area. The money collected can be used to help provide a wide range of infrastructure that is needed as a result of development including transport facilities, low and zero carbon infrastructure, flood defences, schools, sports facilities and open spaces. The Exeter Infrastructure Delivery Plan identifies costs and timing of infrastructure requirements and will be monitored and updated with a view to bringing development forward as quickly as possible. In this way CIL, together with S106 contributions, will help deliver Exeter's Vision.
- 1.6 The policies in this and other documents should not be seen in isolation; they are mutually dependent and need to be taken as a whole to deliver sustainable development for Exeter. Policy DD1 brings together many of those considerations that contribute to delivering sustainable development ensuring that it is approached in a holistic manner.

***DD1: Development will be permitted where it is demonstrated that the proposal is consistent with the principles of sustainable development, as appropriate to its location, scale and form. Proposals must have regard to:***

- (a) the impacts of climate change and the need to achieve a transition to a low carbon economy;*
  - (b) contribution to the city's economy;*
  - (c) meeting community needs and delivering neighbourhood plans;*
  - (d) suitability of location in terms of transport infrastructure and access to facilities;*
  - (e) impact on the natural and built environment;*
  - (f) contribution to meeting housing need and creating strong, vibrant and healthy communities; and,*
  - (g) conservation and enhancement of the city's historic environment.*
- 1.7 The contents of the application, together with the design and access statement and any other supporting documents, should provide sufficient information (as appropriate to the proposal's location, scale and form) to allow the Council to assess whether the above requirements are met. In applying this policy regard will be had to other Development Plan Document policies, Supplementary Planning Documents and Guidance Documents where relevant.



## 2. REALISING EXETER'S ECONOMIC POTENTIAL

Sustainable Community Strategy themes:

**A prosperous city**  
**A learning city**  
**A city with strong communities**

Core Strategy Objectives:

**Objective 1: Mitigate and adapt to climate change**  
**Objective 2: Develop the potential for economic and commercial investment**  
**Objective 10: Provide infrastructure to deliver high quality development**

Core Strategy Policy:

**CP2: Employment Distribution**  
**CP18: Infrastructure**  
**CP19: Strategic allocations**

### Background

- 2.1 Exeter has benefited from high levels of economic productivity and significant inward investment. Exeter's vision is for growth and continued economic prosperity by creating a high quality knowledge based economy. Whilst the city's economic development is dependent on a diverse range of land uses this chapter focuses on employment land, access to jobs and communication networks.
- 2.2 For the purposes of the Local Plan, employment land is all land and buildings which are used or designated for purposes within Use Classes B1 (business), B2 (general industrial) and B8 (storage or distribution). At Matford and Marsh Barton, the use of premises for the sale of motor vehicles and motor vehicle parts and accessories is also regarded as acceptable. This is because car showrooms are well established in these two locations and their existing concentration serves to limit car travel.
- 2.3 Although other types of land use (for example retail) can provide jobs these uses are very rarely of a similar character to Class B uses and are excluded from the Local Plan definition of employment land. This is because these other uses tend to be associated with higher land values and therefore usually out-compete Class B uses in the market. To ensure that a broad range of job-creating land uses are available in Exeter, it is therefore important to provide for Class B uses. However, the release of employment land for other uses may be considered acceptable where an alternative use represents an opportunity that would create significant economic benefits for the city and its travel to work area.

### Employment Land Provision

- 2.4 Policy CP2 of the Core Strategy presents the high level spatial strategy for employment within the city, including the provision of about 15 hectares of employment land in the Matford area (planning permission for which has now been granted) and the retention of the established employment areas at Southernhay, Matford, Marsh Barton, Sowton, Pinhoe, Exeter Business Park, Pynes Hill and Peninsula Park. Policy DD2 helps deliver the spatial strategy by allocating new employment land to the east of Exeter at Exeter Business Park and Newcourt. Both of these allocations are in locations that are attractive to business, well served by transport infrastructure and will ensure sustainable mixed use urban extensions.

**DD2:** *The following sites are allocated for employment development and associated infrastructure and will be retained for this purpose:*

Site	Area (hectares)
Exeter Business Park	4 hectares
South of the A379, Newcourt	16 hectares

- 2.5 The established employment areas (retained for employment use by Policy CP2 of the Core Strategy) and the new employment allocations are shown on the Proposals Map.

### **Retention of employment land**

- 2.6 There is significant pressure on employment sites from other land uses, particularly housing and retailing. Without policies to safeguard suitable employment land there is a risk that land and floor space would be lost to other uses. This would be detrimental not just to the economy but also to job opportunities for local people and the ability of Exeter to grow sustainably. However, it is also important to make the most efficient use of land and, in a rapidly changing economy, it may be that some sites should be released for other uses; for example if the site is no longer viable for employment use and ‘there is no reasonable prospect of a site being used for that purpose’<sup>5</sup>.
- 2.7 Core Strategy Policy CP2 provides the strategy relating to new employment allocations, established employment areas (Southernhay, Matford, Marsh Barton, Sowton, Pinhoe, Exeter Business Park, Pynes Hill and Peninsula Park) and other employment sites and premises. In order to achieve the Core Strategy objectives and to implement Policy CP2, Policy DD3 provides additional specific policy in relation to how proposals involving the loss of employment land or premises will be determined in situations where planning permission is required<sup>6</sup>. Policy DD3 takes a balanced approach that retains employment sites in most cases but also sets out criteria that need to be met to demonstrate that an alternative use would be acceptable. Proposals will need to include evidence to demonstrate compliance with the policy. Evidence of non-viability must demonstrate that the site or premises has been actively marketed (appropriate and targeted marketing by a commercial property agent) at a reasonable price (commensurate with the current market price for similar commercial sites/premises) over a 12 month period.

**DD3:** *Proposals involving the loss of employment allocations, land, or floorspace will not be permitted unless the alternative use is sustainable in the location proposed and:*

- (a) it is demonstrated that development for an alternative use represents an opportunity that would create significant economic benefits for the city and its travel to work area; or*
- (b) the site or premises is not viable for employment use, cannot reasonably be made viable for such use and has been actively marketed at a reasonable price or rent for at least 12 months prior to the planning application being submitted; or*
- (c) the proposal would remove a use which creates residential amenity problems such as those arising from noise or odours.*

### **Provision of Local Services in Employment Areas**

- 2.8 The Council recognises that many of the successful employment areas in Exeter would benefit from the provision of some local services which would otherwise be located in

<sup>5</sup> National Planning Policy Framework, 2012 (paragraph 22)

<sup>6</sup> Permitted development rights allow certain changes of use without the need to apply for planning permission. Advice regarding current permitted development rights is available from City Development.

existing centres. This could assist the workforce, be attractive to inward investors seeking a suitable location and should also reduce the need to travel by car. Local services could include a child care nursery, a medical practice or walk in centre, a dentist, a chemist, a post office, a bank, cash points, a sandwich bar or a small convenience store for top-up purchases (with Class A1 floorspace not exceeding 280 sqm)<sup>7</sup>.

2.9 The acceptance of local services within the city's employment areas must not set a precedent for other uses. Planning permission should only be granted if it is demonstrated that the local service is not already suitably provided within the area. The service should meet local workforce needs only and not generate trips by people living or working outside the employment area and such services should be located within reasonable walking distance of the local workforce (which would normally be approximately 400 metres<sup>8</sup>). The employment area of Southernhay is excluded from the provisions of Policy DD4, due to its close proximity to existing services in the city centre.

2.10 Policy DD4 identifies those criteria that a proposal for a local service must meet to be acceptable.

***DD4: Development involving the provision of local services within the employment areas at Matford, Marsh Barton, Pinhoe, Sowton, Exeter Business Park, Newcourt, Pynes Hill and Peninsula Park will be permitted provided that:***

- (a) *the service is designed to serve local workforce needs only;*
- (b) *there is not sufficient provision to meet local workforce needs through existing services in the area;*
- (c) *it would be located within reasonable walking distance of the local workforce, taking into account new or enhanced routes provided or funded by the developer;*
- (d) *it would provide clear benefits to the environment and the road network by reducing the need for workers to travel outside of the employment area during the working day; and,*
- (e) *it would not harm the primary function of the area as a business park or industrial estate.*

### **Access to Jobs**

2.11 The Core Strategy emphasises the need to address accessibility for all members of the community to jobs.

2.12 Apprenticeships are central to the Government's strategy for skills, emphasising the need for people to develop work-place skills in order to increase their likelihood of sustainable employment. However, the number of apprenticeships offered by local companies remains low despite a wide range of grants and incentive schemes available.

2.13 Working with partner agencies, the Council will continue to focus its efforts on supporting unemployed people in taking the next step into employment, education, skills development or training and those suffering from low pay and poor prospects of improving their economic position. This includes helping people benefit from the employment opportunities offered by new developments and can involve:

- Work placements
- Apprenticeships
- Targeting local labour and contractors
- Pre-employment training programmes
- Working hours that enable use of public transport

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<sup>7</sup> Competition Commission, The Supply of Groceries in the UK Retail Market Investigation, 2008

<sup>8</sup> Standard taken from Building for Life criteria.

**DD5:** *Development will be supported if it promotes and facilitates access to the jobs it creates amongst residents of the city and its travel to work area including those who can have difficulty entering or returning to the labour market, young people and the unemployed.*

## **Communication Networks**

- 2.14 Effective communication networks are an essential and beneficial element in achieving sustainable economic growth and in enhancing the provision of local community facilities and services (NPPF, paragraph 42).
- 2.15 Access to improved and super fast broadband has the potential to transform the local economy, enabling businesses to work more effectively, access new markets, work flexibly, collaborate and innovate. Outside the work environment there has also been an increase in the demand for people, wherever they are, to keep in contact with family and friends as well as to access a wide range of entertainment media. High speed broadband infrastructure, or as a minimum suitable open ducting to the public highway that can accept fibre optic cabling, will be sought for all residential and employment development under Policy CP18 of the Core Strategy.
- 2.16 There is also a need to consider the impact of the siting and design of new telecommunication equipment. Whilst the Council recognises the need to accommodate and facilitate the placing of new telecommunication equipment in the city, this type of development does raise unique design and visual amenity issues (which may impact on the wider landscape and extend outside the city boundary). Accordingly it is important that the number of telecommunications masts and sites are kept to a minimum consistent with the efficient operation of the network. Policy DD6 ensures that any adverse impacts are kept to an acceptable minimum.

**DD6:** *Telecommunications development will be permitted provided that:*

- (a) the siting and design of the equipment will minimise visual impact and their impact on amenity;*
- (b) the development does not have any unacceptable adverse impact on any area or site of historic, conservation, archaeological, landscape or biodiversity importance; and,*
- (c) the operator has investigated the availability, benefits and impacts of alternative sites and developments, including mast or site sharing, and has demonstrated that there are no practicable alternatives.*

- 2.17 Full supporting information to justify the proposed development will be required to be submitted as part of any planning application in accordance with the NPPF<sup>9</sup>.

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<sup>9</sup> National Planning Policy Framework, 2012, paragraph 45.

### 3. DELIVERING HOMES AND COMMUNITIES

Sustainable Community Strategy themes:

**A city with homes for everyone**  
**A city with strong communities**

Core Strategy Objectives:

**Objective 1: Mitigate and adapt to climate change**  
**Objective 3: Provide decent homes for all**  
**Objective 8: Protect and enhance the city's character**  
**Objective 9: Achieve excellence in design**  
**Objective 10: Provide infrastructure to deliver high quality development**

Core Strategy Policy:

**CP1: Providing for growth: Spatial Strategy**  
**CP3: Housing distribution**  
**CP4: Housing density**  
**CP5: Meeting housing needs**  
**CP6: Gypsies and Travellers**  
**CP7: Affordable Housing**  
**CP19: Strategic allocations**

#### Background

- 3.1 The Core Strategy sets out the Council's spatial strategy to deliver at least 12,000 new dwellings in Exeter by 2026. In delivering decent homes to meet the needs of the community the focus is on achieving attractive and sustainable communities and neighbourhoods where people want to live.

#### Housing Delivery

- 3.2 The National Planning Policy Framework emphasises the importance of boosting significantly the supply of housing (NPPF, paragraph 47). This document allocates land that has the potential to deliver new dwellings that will contribute to meeting the Council's spatial strategy. Most of the sites allocated for housing will continue to be developed by the volume housebuilders; however, community led development and custom or self build schemes can also make an important contribution to meeting housing need. The City Council will continue to work in partnership with housebuilders, communities or individuals wishing to deliver housing in Exeter.
- 3.3 The Strategic Housing Land Availability Assessment (SHLAA) identifies sites across the city with the potential to deliver residential development and identifies an indicative capacity for these sites. The SHLAA process is informed by a call for sites which requests that landowners/agents and others submit land which they consider has development potential. A careful assessment of site suitability has ensured that development constraints are recognised and environmental assets protected. A panel of key stakeholders with knowledge of the local housing development industry has also been involved in its preparation. The 2015 SHLAA has informed the contents of this document.
- 3.4 The Core Strategy allocates three strategic sites at Monkerton/Hill Barton, Newcourt and south of Alphington, which will contribute significantly towards meeting housing need. Policy CP19 of the Core Strategy identifies the strategic allocations, sets out the scale of development and stipulates associated infrastructure requirements. Whilst these strategic

allocations will deliver a high proportion of the housing requirement, other areas also have housing potential including the Grecian Quarter and Water Lane Regeneration Areas (See Core Strategy Policies CP3 and CP17), together with a number of other identified sites within the urban area.

- 3.5 Those sites already completed or that benefit from planning permission, the Strategic Allocations (see Core Strategy policy CP19), the Regeneration Areas (see Core Strategy policies CP3 and CP17), other sites identified by the SHLAA (allocated for housing by policy DD7 below), and windfall development will together meet the strategic requirement for at least 12,000 dwellings within the city to 2026. The relative contributions to meeting strategic housing need are as follows:

Dwellings completed/under construction/having the benefit of planning permission <sup>10</sup>	11,060
Strategic Allocations (Newcourt, Monkerton/Hill Barton and south of Alphington) <sup>11</sup>	1,043
Regeneration Areas <sup>12</sup>	571
Allocated Housing Sites (see Policy DD7 below) <sup>13</sup>	667
Minor Sites (for under 10 dwellings) <sup>14</sup>	33
Anticipated Windfalls <sup>15</sup>	1,731
<b>TOTAL</b>	<b>15,105</b>

- 3.6 The Strategic Allocations, Regeneration Areas and Allocated Housing Sites, which may be suitable for a range of residential uses (including specialist housing, student accommodation, custom or self-build, community led housing schemes and gypsy and traveller provision), are shown on the Proposals Map.
- 3.7 The Habitat Regulations Assessment concludes that due to the in-combination effects of housing development on European sites, no further sites (including those allocated in policies DD7) can come forward before contribution towards mitigation measures has first been secured (see Core Strategy policies CP16 and CP18 and Development Delivery policy DD31).

### **Allocated Housing Sites**

- 3.8 Sites identified in the 2015 SHLAA as suitable, available and achievable to deliver 10 or more dwellings are listed in Policy DD7:

<sup>10</sup> Since 2006 (and including sites with a resolution to grant permission subject to completion of a S106 agreement) as at 31.3.15. In addition to which 299 dwellings with planning permission are currently predicted to be completed beyond 2026.

<sup>11</sup> Potential for additional development in the strategic allocations (excluding completions, dwellings under construction and extant planning permissions) within the plan period. In addition to which 61 dwellings are currently predicted to be completed beyond 2026.

<sup>12</sup> Potential for additional development in the regeneration areas (excluding completions, dwellings under construction and extant planning permissions) within the plan period. In addition to which 559 dwellings are currently predicted to be completed beyond 2026.

<sup>13</sup> Sites identified by the SHLAA and allocated by policy DD7 that will deliver housing within the plan period. In addition to which 131 dwellings are currently predicted to be completed beyond 2026.

<sup>14</sup> Sites identified by the SHLAA that are too small to be allocated; applications will be determined in accordance with policy DD9.

<sup>15</sup> See Glossary for description of windfall sites.

**DD7:** The following sites (for 10 or more dwellings) are allocated for residential and associated infrastructure development:

	Gross Site Area (hectares)	Indicative capacity <sup>16</sup>
<i>Exmouth Junction, Prince Charles Road<sup>17</sup></i>	4.9	175
<i>Exwick Middle School, Higher Exwick Hill</i>	1.2	50
<i>Land adjacent Exeter St Davids Station<sup>18</sup></i>	1.2	156
<i>Land off Liffey Rise</i>	0.6	13
<i>Land south of Apple Lane</i>	2.3	58
<i>Mary Arches surface car park</i>	0.2	20
<i>Eastern Fields (part)</i>	3.3	79
<i>Land opposite 7-10 Glenthorne Road</i>	0.5	19
<i>Foxhayes First School, Gloucester Road</i>	0.5 <sup>19</sup>	13
<i>Land adjacent Exeter Arms Hotel, Rydon Lane</i>	0.2	14
<i>DOA &amp; Exeter Mobility Centre, Wonford Road</i>	0.8	24
<i>Former Nursery to rear of 2-20 Locarno Road</i>	0.2	11
<i>Frickers Yard, Willeys Avenue</i>	0.1	11
<i>Bendene Hotel, 15-16 Richmond Road</i>	0.1	10
<i>Land at Exeter City Football Club (rear Big Bank)<sup>20</sup></i>	0.7	37
<i>Pyramids Leisure Centre, Heavitree Road</i>	0.2	25
<i>Royal Devon &amp; Exeter Hospital (Heavitree Campus)</i>	2.6	62
<i>79 Heavitree Road</i>	0.3	21
<b>TOTAL</b>		<b>798</b>

- 3.9 These sites (for 10 or more dwellings) are shown on the Proposals Map. The Council's Infrastructure Delivery Plan (IDP) provides additional information on infrastructure requirements.

### **Housing on unallocated sites**

- 3.10 The Council needs to encourage housing development to come forward in all appropriate locations within the city in order to help meet housing needs. Housing applications will be considered in the context of the presumption in favour of sustainable development (NPPF, paragraph 49).
- 3.11 The re-use of previously developed land can make an important contribution to meeting housing needs. The effective re-use of previously developed land is encouraged by the NPPF providing it does not result in the loss of land of high environmental value. Accordingly, there will be a presumption in favour of proposals for housing on previously developed land within the urban area (which is identified on the Proposals Map).

<sup>16</sup> In many cases higher capacity can, and should, be achieved in accordance with Policy C4 (Density) of the Core Strategy.

<sup>17</sup> Exmouth junction has a gross developable area of 6.24 hectares which includes an area of approximately 4.9 hectares that is available for housing. The remaining site area may come forward for transport uses. If planning permission is granted to locate these transport uses elsewhere in the city, the entire gross site area of 6.24 hectares will become available for housing and the indicative capacity will increase to 239 dwellings.

<sup>18</sup> This site consists of three areas of land adjacent to St David's Station. The southern site (0.46ha) is suitable for a mix of uses, with non-residential use on the ground floor, housing above and the provision of public space. The central site (0.29ha) and northern site (0.49 ha, including an existing electricity substation) are suitable for housing. Due to site constraints development is unlikely to commence until the end of the plan period (131 dwellings are likely to be delivered after the end of the plan period).

<sup>19</sup> Foxhayes First School has a gross developable area of 0.8 hectares which includes an area of approximately 0.5 hectares that is available for housing. The remaining site area may come forward for community use.

<sup>20</sup> See also Exeter St James Neighbourhood Plan - Policy SD1. If this site comes forward with adjacent land indicative capacity will increase.

- 3.12 Proposals will also be assessed with regard to other policies within the Development Plan and therefore proposals that result in the loss of open space, allotments, and sport and recreation facilities (Policy DD22 and Policy CP10), community facilities (Policy DD23 and Policy CP10) or employment land or premises (Policy DD3 and Policy CP2) will not normally be acceptable. All proposals will also need to adhere to the Council's design principles (Policy DD25), achieve the highest appropriate density (Policy CP4), provide sufficient affordable housing (Policy CP7), be supported by appropriate infrastructure provided in a timely manner (CP18), provide adequate amenity (Policy DD13), design out crime (Policy DD26), conserve and enhance the historic environment (Policy DD28), provide suitable access and parking (Policy DD20 and DD21), show how the development results in a net biodiversity gain for the Exeter area (Policy DD31), address issues relating to pollution and contaminated land (Policy DD34), and comply with all other relevant policies.
- 3.13 The Strategic Housing Land Availability Assessment (SHLAA) will remain the most important means of identifying sites across the city with the potential to deliver sustainable residential development. However, it is recognised that windfall sites will not come through this process, but can still make an important contribution to the housing supply. Policy DD8 seeks to ensure all suitable sites come forward for development in accordance with the presumption in favour of sustainable development (NPPF, paragraph 49).

***DD8: Housing development will be permitted on unallocated sites within the urban area, provided that all other relevant policies within the Development Plan are complied with.***

- 3.14 The Residential Design SPD provides additional guidance on the Council's approach to residential development. The urban area is identified on the Proposals Map.

### **Housing development in residential gardens**

- 3.15 Residential gardens are not classified as previously developed land<sup>21</sup>. Gardens can make an important contribution to green infrastructure, biodiversity, flood mitigation and the health of urban ecosystems. Furthermore development in residential gardens can harm the character of the local area (adversely affecting urban form or the historic environment) and have adverse impacts in terms of design, amenity and access.
- 3.16 Nevertheless, where proposals for new housing development in residential gardens comply with all policies in the Development Plan, they can make a contribution to meeting housing need. Proposals should demonstrate that they respect the character of the area. In most cases proposals should reflect the pattern of streets and buildings, the plot sizes and the ratio of built form to garden, of the surrounding area. However, innovative design solutions can also sometimes help to achieve an acceptable solution that respects the character of the area.
- Proposals will be assessed with regard to Policy DD8 above.

### **Accessible, adaptable and wheelchair user dwellings**

- 3.17 The NPPF requires that a mix of housing is delivered to meet the needs of different groups in the community including people with disabilities (NPPF, paragraph 51). The Council wishes to ensure that new developments will, as far as is reasonable, contribute to meeting the needs of a wide range of people including older and disabled people and enable them to live as independently as possible in the community.
- 3.18 Part M of the Building Regulations, which will be replaced by a mandatory minimum requirement for visitable dwellings (category 1), deals with access and facilities for people

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<sup>21</sup> The definition of previously developed land provided in the National Planning Policy Framework specifically excludes 'private residential gardens' (NPPF, paragraph 55).



with disabilities, and means that all new housing is built to certain basic standards. Whilst, the Core Strategy policy CP5 introduced the requirement that all new homes, where feasible and practical, should be designed to meet Lifetime Homes standards, the Housing Standards Review has concluded that Local Plans should not require any technical requirements relating to access or layout other than those set out in the Building Regulations optional requirements. The Building Regulations optional requirements relate to accessible and adaptable dwellings (category 2) and wheelchair user dwellings (category 3).

- 3.19 The evidence suggests there is a need for all dwellings to be accessible and adaptable to meet the needs of an ageing population and therefore the Lifetime Homes standard is replaced with the equivalent category 2 requirement.
- 3.20 The evidence also suggests the need for wheelchair user housing is high and growing. However, it is only through the involvement of the Council or Registered Providers that such housing can be assured to go to those in need and therefore, in accordance with Government guidance, the requirement will only be placed on the affordable housing element of any residential scheme. The Council requires 5% of the affordable dwelling provision to be designed so as to be accessible by people confined to wheelchairs (category 3 – wheelchair user dwellings).

**DD9:** *All housing development should be designed to be accessible and adaptable in accordance with category 2 of the optional Building Regulations. 5% of affordable housing must be designed so as to be accessible by people confined to wheelchairs in accordance with category 3 of the optional Building Regulations (the type of provision, in regard to dwelling size, will be informed by need).*

### **Loss of Residential Accommodation**

- 3.21 There is a high demand for housing in the city and a substantial requirement for new housing. The loss of existing stock could result in pressure for additional release of housing land which may result in harm to the landscape setting and character of the city. Retention of accommodation and making full use of the existing stock complements the identification of new residential sites and helps to ensure a wide choice of homes in accordance with the NPPF. Whilst there may be occasions where other material considerations warrant the loss of residential accommodation, policy DD10 ensures that in most cases residential units are retained.

**DD10:** *Proposals involving a net loss of residential units will not be permitted.*

### **Residential Conversions and Houses in Multiple Occupation**

- 3.22 The use of the planning system to create sustainable, inclusive and mixed communities is central to delivering sustainable development (NPPF, paragraph 50). The conversion of an existing building (e.g. a dwelling or guesthouse) to flats or a House in Multiple Occupation (HMO<sup>22</sup>) can make a valuable contribution to housing stock, provided that environmental health standards are maintained, amenity is appropriate and unacceptable highways problems do not result.
- 3.23 In Exeter, HMOs are mostly occupied by students. Existing HMOs are focused in certain areas of the city, which can affect their character and cause imbalanced communities.

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<sup>22</sup> An HMO occupied by between three and six unrelated people, who share the facilities of a bathroom, toilet or kitchen is classified as use Class C4. A change of use from Class C3 (dwelling houses) to Class C4 does not normally require planning permission, but Councils wishing to exercise greater control are able to make Article Four Directions removing these permitted development rights. An HMO for more than six unrelated people is not within any use class (a 'sui generis' use).

3.24 The Council has introduced an Article Four Direction which means that changes of use from Class C3 to Class C4 will require planning permission in certain areas. In this area the concentration of HMOs is significant and in total exceeds 20%. It is considered that additional HMOs would change the character of the area and undermine the maintenance of a balanced and mixed community. Within this area applications for new HMOs will not be granted planning permission.

3.25 Policy DD11 applies to conversions to flats and bedsits, proposed changes of use from Class C3 to Class C4 HMOs in the Article Four areas and, throughout the city, to proposals for change of use to Class C4 HMOs from all other uses and to changes of use to HMO dwellings to be occupied by more than six unrelated people. Policy DD11 ensures that conversions achieve appropriate standards of amenity, do not cause unacceptable highway problems and avoid over concentrations of HMOs:

**DD11:** *Development involving the conversion of a building to flats, bedsits, or a house in multiple occupation, will be permitted provided the proposal:*

- (a) respects the character and appearance of the building and surrounding area;*
- (b) does not result in unacceptable harm to the amenity of neighbouring residents;*
- (c) provides sufficient internal and external space for future occupiers;*
- (d) makes appropriate provision for refuse storage and car and cycle parking;*
- (e) would not cause unacceptable transport impacts; and,*
- (f) would not result in an over concentration of HMOs in any one area of the city, to the extent that it would change the character of the area or undermine the maintenance of a balanced and mixed local community.*

3.26 The Houses in Multiple Occupation SPD provides additional guidance on the implementation of policy and includes a map of the area covered by the Article Four Direction. The Council's Residential Design SPD provides additional details of the Council's approach to residential conversions and the Sustainable Transport SPD provides the standards used to determine an appropriate level of car and cycle parking.

### **Purpose built student accommodation**

3.27 The continuing growth of the University of Exeter is important to the future prosperity of the city. The University had about 16,000 students in 2011 and envisages that it will continue to expand. The University's guarantee to provide housing for all first year undergraduate students who want it is supported because it will ease pressure on existing family housing. The Council will encourage the provision of further purpose built student accommodation at Streatham Campus through the review of the masterplan. By maximising the number of additional students accommodated in purpose built student housing, further adverse impacts on the private housing market can be minimised.

3.28 However, it is important that new purpose built student accommodation achieves appropriate levels of amenity for residents, and does not detract from the amenity of neighbouring residents.

3.29 Policy DD12 seeks to protect residential amenity and to ensure that purpose built student accommodation is fit for purpose:

**DD12:** *Purpose built student accommodation will be permitted provided the proposal:*

- (a) respects, and contributes positively towards, the character and appearance of the area;*
- (b) does not result in unacceptable harm to the amenity of neighbouring residents;*
- (c) provides sufficient internal and external space for future occupiers;*
- (d) makes appropriate provision for refuse storage, operational and disabled persons parking, servicing and cycle parking;*
- (e) reduces the need to travel and would not cause unacceptable transport impacts; and,*

(f) *is accompanied by a suitable Management Plan secured by planning obligation to demonstrate how the property will be managed in the long term.*

- 3.30 The Sustainable Transport SPD provides the standards used to determine an appropriate level of parking for disabled persons and cycle parking for purpose built accommodation.

### **Residential Amenity**

- 3.31 It is important that the amenities of existing residents are protected and, where possible, enhanced by new development. Residential amenity can be affected by a number of factors, such as privacy, the availability of daylight or sunlight, the presence of light or air pollution, noise, disturbance, odours, fumes, vibration and security.
- 3.32 It is also imperative that new residential development is designed to afford future residents a good standard of amenity. Internal space standards were introduced as part of the Residential Design SPD in September 2010. These local standards have been successfully applied to new housing schemes without adverse affects on deliver. However, the Housing Standards Review has concluded that authorities should adopt the nationally described space standard and therefore in the future proposals will be assessed with regard to this standard.
- 3.33 Policy DD13 seeks to protect the amenity of the occupiers of neighbouring properties and ensure new housing development affords residents a good standard of amenity:

***DD13:*** *Development will be permitted provided that it does not result in unacceptable harm to the amenity of neighbouring residents and, where new residential development is proposed, provides good living conditions and standards of amenity for future occupiers of the development. The following factors will be taken into account:-*

- *privacy and overlooking*
- *the availability of natural light and outlook*
- *whether the proposal is over-bearing*
- *light or air pollution*
- *noise and disturbance*
- *odour, fumes or vibration*
- *security*
- *the ability to feel at ease in home or garden*

*In respect of new residential development the following will also be taken into account:-*

- *whether sufficient internal space is provided for future occupiers in accordance with the nationally described space standards;*
- *whether sufficient external space is provided for future occupiers;*
- *appropriate provision of storage space for household items, cycles, rubbish and recycling*

- 3.34 The Council's Residential Design SPD and the Householder Guide to Extensions SPD provide additional guidance on the Council's approach to ensuring good standards of amenity are achieved. The nationally described space standard is adopted in lieu of the local internal space standards in the Residential Design SPD.
- 3.35 Planning is concerned with the control of land use in the public interest, so, in general, the protection of purely private interests such as the impact of a development on the value of a neighbouring property or loss of private rights to light are not material considerations.

## 4. RETAIL, TOURISM AND CULTURE

Sustainable Community Strategy themes:

**A prosperous city**  
**A city of culture**  
**A city that cares for the environment**

Core Strategy Objectives:

**Objective 1: Mitigate and adapt to climate change**  
**Objective 4: provide and enhance retail, cultural and tourist facilities**

Core Strategy Policy:

**CP1: Providing for growth: Spatial Strategy**  
**CP8: Retail**  
**CP19: Strategic allocations**

### Background

- 4.1 Exeter is a major retail centre attracting shoppers from across the region. The city's retail offer is currently ranked in the top 40<sup>23</sup> nationally. Exeter aspires to be ranked within the top 35. It is important that the status of Exeter as a retail destination is maintained and enhanced. Exeter is also a key tourist destination and cultural centre in the region and has the potential to play an even greater role in meeting the needs of visitors to Devon. A Business Improvement District has been established with the objective of enhancing the appearance of the city and ensuring a more effective and co-ordinated approach to the management of retail, tourism and cultural activities and events in Exeter. Topsham is also an important tourist, cultural and retail destination in its own right.

### Retail Provision

- 4.2 The spatial approach to retail provision set out in the Core Strategy requires that a sequential approach<sup>24</sup> will be followed that maintains and enhances the City Centre, District and Local Centres.
- 4.3 The boundaries of the network of centres set out in Appendix 6 to the Core Strategy have been reviewed and revised boundaries shown on the Proposals Map. Emerging Local Centres have also been identified within the strategic allocations at Newcourt and Monkerton and Hill Barton. These new Local Centres will be suitable to accommodate a range of small shops of a local nature serving a small catchment area.

### Bus and Coach Station Area

- 4.4 The Exeter Local Plan First Review identified the Bus and Coach Station area as a key development area. The adjacent Bus Depot also has the potential for redevelopment provided that a suitable alternative location for this facility can be delivered. The Bus and Coach Station area is part of the wider Grecian Quarter Regeneration Area (see Proposals Map).

<sup>23</sup> Exeter is currently ranked at 38 within the top 50 UK centres (CACI National Retail Rankings).

<sup>24</sup> A sequential approach requires applications for main town centre uses to be located in town centres, then in edge of centre locations and only if suitable sites are not available should out of centre sites be considered (NPPF, paragraph 24).

- 4.5 The Core Strategy Policy CP8 proposes ‘around 3,000 square metres of net retail convenience floorspace and around 37,000 square metres of net retail comparison floorspace’ in the City Centre, including ‘up to 30,000 square metres of comparison floorspace in the Bus and Coach Station area, to be developed as part of a mixed-use scheme by around 2016’.
- 4.6 The Core Strategy further identifies the provision of a new Bus & Coach Station as a key infrastructure requirement ‘critical to achieving a step-change in public transport use and [to] deliver wider objectives for a vibrant and sustainable City Centre’. The new Bus and Coach Station should be accessible to all, should feel safe and should provide a good arrival experience for visitors. It should make provision for the efficient transfer of passengers between buses and other transport modes.
- 4.7 It is considered important that any redevelopment of the Bus and Coach Station area meets its full potential to make a positive contribution to the City Centre. As well as a significant element of retail (with a range of unit sizes) and leisure uses, this area has the potential to support a mix of other uses, including non-family housing, as part of a comprehensive mixed use scheme. Given the size and importance of this site a set of ‘Development Principles’ have been prepared to guide development proposals.

***DD14: Retail and leisure development and an enhanced bus station is proposed as part of a comprehensive mixed use development. The amount of retail floorspace will be determined in accordance with the Core Strategy and the most up to date assessment of retail capacity. Such retail development must not harm the viability and vitality of the City Centre as a whole. In addition offices, hotels and housing will be acceptable uses.***

- 4.8 The bus and coach station area is shown on the Proposals Map.

### **Change of use within retail centres**

- 4.9 Exeter offers a range of retail opportunities. The focus is the primary shopping area of the city centre, but outside this area there are a number of important district and local centres. Retail uses form the core function of these centres, underpinning their vitality and viability.
- 4.10 Primary frontages within the primary shopping area and district and local centres should include a high proportion of retail uses. However, restaurants, cafes and leisure uses are also important elements of a healthy retail centre, particularly within the secondary shopping frontages of the primary shopping area, where they contribute to the vitality of the area and support tourism and the evening economy.
- 4.11 Whilst many changes of use now benefit from permitted development rights, where planning permission is required<sup>25</sup>, the Council considers that within the retail centres, proposals that are likely to cause harm to vitality and viability should not be permitted.
- 4.12 In assessing whether a proposal harms vitality and viability the starting point should be the appropriateness of the use within the retail centre. The Council considers that within all retail centres a change of use of a ground floor premises to a use outside Class A may result in harm to the vitality and viability of that centre. Within primary frontages and district and local centres harm to vitality and viability may also occur in the following circumstances:
- (a) if, as a result of the change of use, less than 50% of the separate ground floor premises within the a single frontage will be in Class A1 use; or, (b)
  - (b) if, as a result of the change of use, there will be 4 or more adjacent non-Class A1 uses creating a break in the shopping frontage.

<sup>25</sup> Advice regarding current permitted development rights is available from City Development.

- 4.13 The assessment of harm should also take into account the location, size of unit, prominence and length of frontage, the nature of the proposed use (including the level of pedestrian activity associated with it) and the number of ground floor vacancies in the area. Each proposal should be assessed on its merits; There may be cases where despite breaching the above criteria, a proposal is considered to have a positive impact on vitality and viability; equally a proposal may harm vitality and viability even if it meets the above criteria.
- 4.14 The primary frontages in the primary shopping area are identified in Appendix 1 (all unidentified frontages within the primary shopping area are regarded as secondary frontages). Areas and frontages will be subject to amendment on completion of major new retail development, such as the bus station area. For the purposes of calculating the proportion of Class A1 use within the primary frontages both sides of the road are treated as a single frontage. Each district centre and local centre is treated as a single frontage. In Topsham residential properties are not counted as part of the shopping frontage.
- 4.15 Policy DD15 seeks to protect the vitality and viability of the retail centres:
- DD15: Development involving the change of use of ground floor Class A premises in the primary shopping area of the city centre or any district or local centre will be permitted unless it would harm the vitality and viability of these areas.***
- 4.16 The primary shopping area of the city centre, district and local centres are shown on the Proposals Map.

#### **Protection and enhancement of tourist and cultural facilities**

- 4.17 Exeter's role as a key tourist destination and cultural centre has many positive benefits. It makes a significant contribution to the local economy, helps to increase Exeter's profile and positive image as a regional capital, develops new employment opportunities, improves the standard of living, delivers facilities that help meet the local community's needs and engenders local pride. For this reason, it is important that existing viable tourist and cultural facilities are not lost.
- 4.18 The majority of Exeter's existing tourist and large scale cultural facilities, such as the newly refurbished Royal Albert Memorial Museum, The Phoenix, Central Library and Underground Passages, are located within the City Centre and adjacent areas, including the Quayside. As such, the facilities are both nationally and locally accessible by public transport. These areas therefore remain the Council's preferred areas for future tourism and large scale cultural development, such as visitor centres, galleries, theatres, public space for performance and leisure activities.
- 4.19 In most cases the loss of existing tourist and cultural facilities will not be acceptable. However, there may be specific cases where the loss of a facility is justified where there is no longer a demand for the facility and therefore it is not viable. Applications will need to include evidence of non-viability and the assessment will need to reference all possible sources of finance available (including grant funding). Where a use is not viable it will also be necessary to demonstrate that an alternative community use would not be viable.
- 4.20 In all cases new facilities must be appropriate in scale and level of activity and in keeping with their location and surroundings (which will often include historic assets and important green infrastructure).

- 4.21 Policy DD16 encourages tourist and cultural uses in appropriate locations and ensures the retention of existing uses:

**DD16:** *Tourism and Cultural development proposals will be supported that:*

- *enhance the profile of Exeter as a tourist destination and cultural centre*
- *address deficiencies in the city's tourism and cultural offer*
- *contribute to the achievement of regeneration*
- *is of a form and scale that that does not harm the quality of the natural and built environment*
- *is easily accessible, to the community served, by public transport, walking and cycling*

*Attractions and facilities that serve the city and wider sub-region should be located within, or adjacent to, the City Centre.*

*Permission will not be granted for the change of use of a tourist or cultural attraction to another use, unless the proposal will maintain or enhance the tourism and cultural offer, or there is no reasonable prospect of the use continuing on a viable basis, nor securing a satisfactory viable alternative tourism or cultural use.*

## **Hotels**

- 4.22 Exeter is already established as a year round leisure and business tourism destination. This benefits the city through the provision of jobs and the support of services, which the local population alone could not sustain.
- 4.23 Hotels (Class C1) in the city centre and adjacent areas are the most sustainable in planning terms, since they allow greater access by public transport, contribute to urban vitality and regeneration, and allow visitors to easily access other city centre facilities and attractions. However, hotel facilities are also recognised as increasingly important to service corporate needs and with the development taking place to the east of Exeter this demand is likely to grow.
- 4.24 As part of the evidence base for the Core Strategy a Hotel Study was carried out in 2007 to review the demand for hotels in the Exeter area and make recommendations about the scale and nature of future provision which is required to service the area and contribute to its economic prosperity. The Study identified strong hotel developer interest in Exeter and this has resulted in the provision of additional hotel bed spaces. Nevertheless, there is continuing pressure for release of sites in other uses for hotel development both in the city centre and on the edge of the city, particularly along the motorway corridor. Utilising the evidence from the Hotel Study, and recognising the developments that have already been completed and those that benefit from planning permission, it is considered that an additional 120 bedroom hotel facility, located within reasonable walking distance of the conference facilities at Sandy Park, could be supported.
- 4.25 In assessing any proposal elsewhere the Council will demonstrate flexibility in applying the sequential test in accordance with the NPPF<sup>26</sup>; recognising that the particular market being met by the accommodation may influence the nature of the location chosen and the suitability of alternative locations, whilst also considering hotel allocations and existing planning permissions within and beyond Exeter's boundaries.

**DD17:** *Planning permission for Hotel development (Class C1) will be granted in the city centre and at the quayside. Planning permission will be granted for a hotel comprising up to 120 bedrooms located within reasonable walking distance of Sandy Park to complement the conference facilities. Elsewhere the sequential test will be applied.*

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<sup>26</sup> National Planning Policy Framework, 2012, paragraph 24.

## 5. SUSTAINABLE TRANSPORT

Sustainable Community Strategy themes:

**An accessible city**  
**A city that cares for the environment**

Core Strategy Objectives:

**Objective 1: Mitigate and adapt to climate change**  
**Objective 5: Achieve a step change in the use of sustainable transport**  
**Objective 7: Promote development that contributes to a healthy environment**  
**Objective 8: Provide infrastructure to deliver high quality development**

Core Strategy Policy:

**CP9: Strategic Transport Measures**  
**CP18: Infrastructure**  
**CP19: Strategic allocations**

### Background

- 5.1 The successful delivery of sustainable growth is dependent on the availability of appropriate transport infrastructure. The economic strength of the city, and the quality of life it has to offer, depends very much on the accessibility, speed, quality and cost of transport. Transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives (NPPF, paragraph 29). They also support the Council's efforts to improve air quality<sup>27</sup>, including a Low Emissions Strategy, aimed principally at transport based emissions.

### Land Safeguarded for the provision of transport infrastructure

- 5.2 The NPPF states that Plan's should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice<sup>28</sup>. In order to bring forward the quantum of development envisaged in the Core Strategy significant new transport infrastructure is required. Strategic transport measures supported by a robust evidence base are listed in Policy CP9 and Policy CP19 of the Core Strategy. Some of these measures have land requirements that need be allocated to ensure delivery.
- 5.3 Land is safeguarded for the following schemes:
- New railway stations at:-
    - Marsh Barton on the Exeter to Plymouth line, to serve workplaces at Marsh Barton/Matford, particularly for commuters travelling from the Dawlish and Newton Abbot directions;
    - Newcourt on the Exeter to Exmouth line<sup>29</sup>, to provide the strategic residential allocation with a rail link to the city centre and beyond, and to serve future employment development in the vicinity;
    - Hill Barton also on the Exeter to Exmouth line, to serve the western part of the Monkerton/Hill Barton strategic residential allocation as well as future employment development;

<sup>27</sup> See Chapter 8 - Environment

<sup>28</sup> National Planning Policy Framework, 2012, paragraph 41.

<sup>29</sup> Currently under construction.



- A Park and Ride site at Ide/Alphington interchange to serve the A30 and A38/A380 from the west, providing easier access to the city centre, particularly along the Alphington Road corridor;
- A new road link from east of the M5 at Tithebarn Lane, westwards to Cumberland Way<sup>30</sup> and continuing (as a bus link for an enhanced public transport route) to Pinhoe Road; this will provide a connection between developments to the east of the city, Monkerton, and the City Centre;
- The Exhibition Way road link, northwards across the railway to support new development at Ibstock Brickworks and Pinhoe Quarry and to relieve pressure on other roads in the Pinhoe area;
- The Water Lane road link to serve developments proposed in the Quay/Canal Basin area, and which could in future provide a higher quality bus link to Matford than the existing route via Tan Lane.

5.4 It is vital that these transport infrastructure requirements are delivered in a timely manner in order to ensure development comes forward in a sustainable way. Policy DD18 safeguards land for critical transport infrastructure and ensures development that would impact upon the provision of strategic infrastructure requirements is not permitted.

**DD18:** *The following sites and routes are safeguarded for transport infrastructure:*

- *Land for new stations at Hill Barton and Newcourt on the Exeter to Exmouth line and at Marsh Barton on the Exeter to Plymouth line*
- *Land for a park and ride site at Ide/Alphington interchange on the A30*
- *Land at Monkerton to provide a new road link and an Enhanced Public Transport Route*
- *Land at Eastern Fields for the Exhibition Way road link*
- *Land at Marsh Barton/Haven Banks for the Water Lane road link*

*Development will not be permitted where it would preclude or impact upon the provision of infrastructure identified in the Infrastructure Delivery Plan (IDP) for Exeter or equivalent document for an adjoining area.*

5.5 The sites and approximate routes are shown on the Proposals Map.

### **Safeguarding Railway Land and Former Railway Land**

5.6 Some former operational railway land is identified in this plan as suitable for housing. However, the remaining land at Exmouth Junction, not allocated for housing, should only be released for non-transport related uses where it can be demonstrated, to the satisfaction of the local planning authority, that there is no demand for transport related uses. The operational railway land at Marsh Barton siding is also important for enabling access to the rail network and should therefore also be protected.

**DD19:** *Development will not be permitted on safeguarded railway land and former railway land which may prejudice the re-use of the land for transport related uses, unless there is no foreseeable demand for such uses.*

5.7 Safeguarded railway land and former railway land is identified on the Proposals Map.

### **Accessibility and Sustainable Movement**

5.8 The transport system needs to be balanced in favour of sustainable transport modes, giving people a real choice about how they travel (NPPF, paragraph 29). Objective 5 of the Core Strategy is to minimise the need to travel and reduce dependence on the car. The strategic allocations proposed by the Core Strategy Policy CP19 are designed to deliver communities with their own local shops and community facilities, and the strategic transport infrastructure

<sup>30</sup> This section currently under construction.

measures set out in Core Strategy Policy CP9 are intended to reduce reliance on the car to access jobs and services further afield. Policy CP18 of the Core Strategy will be used to secure developer contributions (through CIL and S106) needed to ensure the delivery of any transport infrastructure and/or services required as a result of the proposed development.

- 5.9 Individual developments must contribute towards objective 5 of the Core Strategy, by promoting a sustainable transport hierarchy that prioritises pedestrians, cyclists and public transport over private cars, whilst maintaining safe and efficient highway networks. Transport networks comprise roads (including the strategic road network), pedestrian and cycle routes and public transport infrastructure and services. These networks need to serve the needs of all potential users including those with disabilities.
- 5.10 To encourage usage, walking and cycling routes need to be of a high quality, which means they should be safe and convenient as well as ensuring permeability and connectivity. Devon County Council is developing a hierarchy of cycle routes, of which the primary routes (existing and proposed) are shown on the Proposals Map. Where appropriate, developments should contribute to improving the existing cycle network, and developing the proposed primary routes, as well as developing the key local cycle/pedestrian links (also shown on the Proposals Map).
- 5.11 It will be important that development comes forward in a manner which ensures access to public transport from the outset. In the case of urban extensions and other large development areas, the first phases to be built should be those closest to existing transport routes. Routes can be extended or new services introduced as the development progresses and it becomes practical and viable to do so. This represents good planning practice consistent with NPPF paragraph 30 and should help promote sustainable ways of living.
- 5.12 Proposals with significant transport implications will need to include a Transport Assessment or Transport Statement and a Travel Plan may also be required. The coverage and detail of a transport assessment will depend upon the scale of development and the extent of its transport implications.
- 5.13 Policy DD20 seeks to exploit opportunities for the use of sustainable transport modes<sup>31</sup> and aims to ensure that throughout all stages of the development process attention is given to minimising the need to travel and reducing the dependence on the car.

**DD20:** *Development, as appropriate to its location, scale and form, should:*

- (a) *give priority to the needs of pedestrians, cyclists and users of public transport over private motorised vehicles;*
- (b) *avoid prejudicing the delivery of, and where appropriate contribute to development or improvement of, the primary cycle routes and key local cycle/pedestrian links;*
- (c) *provide safe, sufficient and convenient means of access to existing and proposed transport networks, without conflicting with the existing function or safety of those networks;*
- (d) *be phased so that early development is as close as possible to existing public transport services, walking and cycle routes, then progress in such a way that bus, walking and cycle routes can be extended into the development as it becomes practical and viable to do so; and,*
- (e) *be supported by a travel plan and appropriate travel planning incentives that encourage the use of sustainable forms of movement.*

- 5.14 This Policy is supported by detailed advice contained in the Residential Design SPD, the Sustainable Transport SPD and the Green Infrastructure Strategy. The primary cycle routes (existing and proposed) and the key local cycle/pedestrian links are shown on the Proposals Map.

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<sup>31</sup> National Planning Policy Framework, 2012, paragraph 35

## Parking

- 5.15 The National Planning Policy Framework states that 'If setting local parking standards for residential and non-residential development, local planning authorities should take into account:
- The accessibility of the development
  - The type, mix and use of development
  - The availability of and opportunities for public transport
  - Local car ownership levels; and
  - An overall need to reduce the use of high-emission vehicles'.
- 5.16 The national maximum parking standards have been abolished. The Government believes councils and communities are best placed to set parking policies that are right for their area and based on local need.
- 5.17 The National Planning Guidance states that "maximum parking standards can lead to poor quality development and congested streets", and instructs local planning authorities to "seek to ensure parking provision is appropriate to the needs of the development and not reduced below a level that could be considered reasonable".
- 5.18 Whilst it is recognised that in some instances Exeter's standards have, in the past, imposed levels of parking below those sought by the developer, the Council considers that parking standards have had an important role in encouraging sustainable forms of development. Exeter's parking standards have been in place for some time and have been successfully used in the delivery of significant growth in the area, as well as providing a degree of certainty for developers.
- 5.19 However, the Council has reviewed its car and cycle parking standards for development in Exeter in the light of the NPPF and revised Guidance. Since adoption of the Sustainable Transport SPD car parking standards have no longer been treated as maximum but have been used as a guide to the appropriate level of parking, and it is proposed that this approach will continue. In all cases, due regard will also be given to site specific circumstances. Minimum parking standards are retained for cycles and disabled users. Guidance on the appropriate level of all types of parking is provided in the Sustainable Transport SPD.
- 5.20 For residential development it will be vital that parking is integrated into the layout and design so that it does not dominate the environment. In order to accommodate the variation in car ownership between dwellings, developers should provide an appropriate ratio of allocated to unallocated parking, so as to reduce the impact of vehicles on the townscape. Off-street parking should be sufficient to prevent inappropriate on-street parking which can impede buses, pedestrians and cyclists, as well as traffic.
- 5.21 Car free residential developments will be encouraged within the city centre, and may be appropriate in other locations which are well served by public transport.
- 5.22 Cycle hubs, which provide a range of cycle facilities (such as storage, changing facilities, showers, lockers etc) in one location, can motivate people to cycle to work, school and the shops. Cycle hubs will be encouraged in appropriate locations throughout the city where they would be easily accessible by various modes of transport and would serve local cycle networks.

- 5.23 For commercial development, Travel Plans can reduce the need for parking through encouraging the use of sustainable modes of transport and car sharing, coupled with measures to discourage car use such as charging for parking at workplaces.

**DD21:** *Development should:*

- (a) *provide an amount of car parking appropriate to the proposal and its location, and make appropriate provision for the parking of motorcycles and for the charging of electric vehicles;*
- (b) *integrate parking provision into the overall design of the development and ensure an appropriate ratio of allocated to unallocated parking, so as to avoid the creation of a car dominated environment which is unsafe for pedestrians and cyclists;*
- (c) *provide safe and secure parking facilities that are subject to natural surveillance, with safe and convenient pedestrian links to their surroundings; and,*
- (d) *make safe, secure, sufficient and convenient provision for cycle parking and storage in all development and providing showers, lockers and drying space where possible, and in any event where more than 20 people are employed.*

- 5.24 Further guidance on the implementation of this policy and the standards that will be used to determine an appropriate level of car and cycle parking are contained in the Sustainable Transport SPD. In terms of residential development, the Council's Residential Design SPD gives detailed advice on the design and layout of car and cycle parking, and sets out the appropriate ratios of allocated to unallocated car parking.

## 6. MEETING COMMUNITY NEEDS

Sustainable Community Strategy themes:

**A learning city**  
**A city that is healthy and active**  
**A city of culture**  
**A city with strong communities**

Core Strategy Objectives:

**Objective 1: Mitigate and adapt to climate change**  
**Objective 2: Develop the potential for economic and commercial investment**  
**Objective 3: Provide decent homes for all**  
**Objective 4: Provide and enhance retail, cultural and tourist facilities**  
**Objective 6: Meet community needs**  
**Objective 7: Promote development that that contributes to a healthy population**  
**Objective 10: Provide infrastructure to deliver high quality development**

Core Strategy Policy:

**CP10: Meeting Community Needs**  
**CP18: Infrastructure**  
**CP19: Strategic allocations**

### Background

- 6.1 The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities<sup>32</sup>. It is important that the needs of the community are met in a sustainable manner that also promotes health and wellbeing<sup>33</sup>. In developing a strategy to meet these needs it is important to have regard to the catchment areas for different facilities and the degree to which locations are served by public transport. It is also important to consider the contribution facilities may make to social inclusion and reducing deprivation.
- 6.2 Community facilities provide for the health, welfare, social, educational, spiritual, recreational, leisure and cultural needs of the community. These facilities can be open spaces, allotments, and sport and recreation provision or other community facilities (such as schools, community halls, churches, libraries etc) that meet these needs. In accordance with the NPPF<sup>34</sup> it is vital to plan positively for the provision for community facilities. Core Strategy Policy CP10 protects existing facilities and requires new facilities to be provided in a timely manner. Policies CP18 and CP19 ensure that contributions are made to deliver these facilities and services. Tourism and large scale cultural facilities are dealt with by Policy DD16 of this document.
- 6.3 Neighbourhood Planning is a new way for communities to decide the future of the places where they live and work and provides a powerful set of tools for local people to ensure they get the right types of development for their community<sup>35</sup>. Guidance regarding Neighbourhood Planning and the formation and designation of Neighbourhood Forums is available on the Council's website<sup>36</sup>.

<sup>32</sup> NPPF, 2012 (paragraph 69)

<sup>33</sup> Policies in this chapter help meet the priorities identified by the Joint Health and Wellbeing Strategy for Devon 2013-2016 and the Exeter District Public Health Plan 2014-15.

<sup>34</sup> NPPF, 2012 (paragraph 70)

<sup>35</sup> NPPF, 2012 (paragraph 184)

<sup>36</sup> [www.exeter.gov.uk/neighbourhoodplanning](http://www.exeter.gov.uk/neighbourhoodplanning).

## Open Space, Allotments, and Sport and Recreation Provision

- 6.4 Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities<sup>37</sup>. The city's existing sport, leisure, public and private open spaces and allotments represent important assets serving the communities in which they are located and, in some instances, wider areas. This importance relates not only to their recreational function, but also to their health and amenity value, their biodiversity value, the contribution they make to the character of an area (by providing green corridors and a well-designed public realm) and their contribution to climate change mitigation and adaptation. These areas form an important part of the city's green infrastructure and if such facilities are lost to other uses, it can be extremely difficult to find alternative locations for provision.<sup>38</sup>
- 6.5 Existing open space, allotment, and sport and recreation designations will, in most instances, be retained. In the future new areas will also be identified within the strategic allocations at Newcourt, Monkerton and Hill Barton and south of Alphington and elsewhere. Not all of these areas will be shown on the Proposals Map but they will all benefit from the protection afforded by policy DD22.
- 6.6 The NPPF has introduced a new Local Green Space designation. Local Green Space is an area of green space that is in reasonably close proximity to the community it serves, is demonstrably special to a local community, holds a particular local significance and is local in character and is not an extensive tract of land. Queen's Crescent garden, within St James ward, is designated as a Local Green Space by the Exeter St James Neighbourhood Plan.
- 6.7 Proposals involving the loss of open space, allotments, and sport and recreation facilities will be resisted unless the Council's assessment, or an independent assessment undertaken as part of the proposal, leads the Council to conclude that the facility is surplus to requirements; this assessment must include consideration of all the functions that open space can perform. Alternatively, the proposal must result in equivalent or greater benefit to the community from the provision of suitable alternative facilities (where the suitability of the alternative provision is assessed in term of size, location, accessibility, relationship to neighbouring uses, safety, usefulness, attractiveness and quality).
- 6.8 New residential development will need to make adequate provision for open space, allotments, and sport and recreation as an integral part of the scheme. All proposals for new development will be assessed to determine what open space, allotment and sport and recreation provision is required, in line with standards set out in the Open Space, Sport and Recreation SPD. This SPD will be informed by Natural England's accessible natural green space standards. The level and type of provision should be based upon a sound assessment of current and future needs, taking account of any local deficiencies. Provision should be made on-site as an integral part of the scheme. Where on-site provision is not appropriate, off-site provision or a financial contribution towards it will be sought. The financial contribution will be commensurate with the facilities required to serve the development.

**DD22:** *All open space, local green space, allotment and sport and recreation facilities will be protected. Any loss of these facilities will only be permitted where:*

- (a) there is a proven excess of the facility in the area it serves; or*
- (b) the community will benefit from the provision of replacement facilities of equivalent or better quantity and quality in a suitable location; or,*

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<sup>37</sup> NPPF, 2012 (paragraph 73)

<sup>38</sup> Refer to the Exeter and East Devon Green Infrastructure Study and Strategy  
<http://www.exeterandeastdevon.gov.uk/Green-Infrastructure/>.

- (c) *the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.*

*Proposals for new open space, allotments or sport and recreational facilities and enhancements to existing facilities will be supported where they meet all other relevant policies in the Development Plan.*

*Proposals for new residential development will be required to provide new open space, allotments, sport and recreation facilities in accordance with standards set out in the Open Space, Sport and Recreation SPD. Facilities should be provided on-site as an integral part of the scheme. Developers will make provision for the on-going management and maintenance of their open space, allotments, sport and recreation facilities, to standards that have been agreed with the City Council.*

- 6.9 Full details of the Council's requirements in relation to open space, allotments, sport and recreation will be set out in an Open Space, Sport and Recreation SPD. The Council's Planning Obligations SPD provides guidance on the obligations for the provision of open space, allotments and sport and recreation facilities.  
Open space, allotments and sports stadia are shown on the Proposals Map.

### **Other Community Facilities**

- 6.10 In addition to open spaces, allotments and sports and recreation facilities, the presence of many other community facilities (such as schools, community halls, pubs, churches, libraries etc) make an important contribution to quality of life through the provision of accessible services to meet recognised needs. As established in Core Strategy Policy CP10, the Council supports the development of new community facilities and the retention of existing ones, to help create mixed and sustainable communities.
- 6.11 However, there may be specific cases where the loss of a facility is justified. The loss of a facility may be appropriate where there is no longer a demand for the facility and therefore it is not viable. Applications will need to include evidence of non-viability and the assessment will need to reference all possible sources of finance available (including grant funding). Where a use is not viable it will also be necessary to demonstrate that an alternative community use would not be viable. In any other case where the loss of a community facility is proposed, provision for a replacement facility, that is of at least equivalent standard and conveniently located for the community it serves, must be made in accordance with an agreed timetable that avoids any significant break in use.
- 6.12 Major new residential development will need to make adequate provision for community facilities as an integral part of the scheme. All proposals for major new development will be assessed to determine what type and quantum of community facilities should be provided. The level and type of provision should be based upon a sound assessment of current and future needs, taking account of any local deficiencies and the findings of the Council's Community Facilities Audit. Provision may be on or off site, depending on the nature of the development.
- 6.13 The NPPF states that within large-scale developments primary schools should be located within walking distance of most properties (NPPF, paragraph 38). To meet this requirement three primary school sites are allocated within the strategic allocations at Newcourt and Monkerton/Hill Barton. Exeter City Council will continue to work with Devon County Council to ensure that development can be served by education facilities in a timely and sustainable manner.

**DD23:** *All land or buildings in community use, or allocated for community use, will be protected. Any loss of land or buildings in community use will only be permitted where:*

- (a) *there is no reasonable prospect of the existing use continuing on a viable basis, nor securing a satisfactory viable alternative community use; or,*
- (b) *there are adequate facilities in the area to meet demand; or,*
- (c) *the community will benefit from the provision of replacement facilities of equivalent or better quantity and quality in a suitable location provided to a timescale that avoids any significant break in use.*

*Proposals for new community facilities and enhancements to existing facilities will be supported where they meet all other relevant policies in the Development Plan.*

*Proposals for major new residential development will be required to provide community facilities commensurate with the scale of development. An assessment will be made of new facilities required as a result of the proposed development, taking account of the level of existing provision.*

- 6.14 This policy will be relevant where property or land is primarily in community use, or in the case of a mixed use, where any one element is in community use. The policy will also apply to land allocated for schools or other community uses. The primary school sites allocated at Newcourt and Monkerton/Hill Barton are shown on the Proposals Map.

### **Assets of community value**

- 6.15 The NPPF requires planning policies to guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs (NPPF, paragraph 70).
- 6.16 Communities now have the opportunity to identify a building or land which is important to their social well-being, and bid for it if it comes up for sale. Across the city there are buildings and amenities that are important to the communities that use them. These could include, for example, a shop, a pub, or a library. The closure or sale of these places can sometimes damage communities. Under the Localism Act, voluntary and community organisations can nominate an asset to be included on a list of "assets of community value" held by the Council.
- 6.17 The loss of these facilities can also result in additional trips by private car and access difficulties for less able or mobile residents. Policy DD24 means that if a building or land is listed by the Council as an 'asset of community value' under the Localism Act its loss will not normally be permitted. However, there may be specific cases where the loss of an 'asset of community value' is justified such as where there is no longer a demand for the facility and therefore it is not viable. Applications will need to include evidence of non-viability and the assessment will need to reference all possible sources of finance available (including grant funding). Where the retention of an asset is not viable it will also be necessary to demonstrate that an alternative community use would not be viable.

**DD24:** *Development involving the loss of an asset of community value listed under the Localism Act will not be permitted unless there is no reasonable prospect of the existing use continuing on a viable basis, nor of securing a satisfactory viable alternative community use, or the benefits of the proposal clearly outweigh the harm that would result from the loss of the asset.*



## 7. LOCALLY DISTINCTIVE PLACES

Sustainable Community Strategy themes:

**A city that cares for the environment**  
**A safe city**  
**A prosperous city**  
**A city of culture**

Core Strategy Objectives:

**Objective 1: Mitigate and adapt to climate change**  
**Objective 2: Develop the potential for economic and commercial investment**  
**Objective 3: Provide decent homes for all**  
**Objective 7: Promote development that contributes to a healthy population**  
**Objective 8: Protect and enhance the city's character**  
**Objective 9: Achieve excellence in design**  
**Objective 10: Provide infrastructure to deliver high quality development**

Core Strategy Policies:

**CP1: Providing for growth: Spatial Strategy**  
**CP13: Decentralised Energy Networks**  
**CP14: Renewable and Low Carbon Energy**  
**CP15: Sustainable Construction**  
**CP16: Green Infrastructure, Landscape and Biodiversity**  
**CP17: Sustainable Design**  
**CP18: Infrastructure**  
**CP19: Strategic allocations**

### Background

- 7.1 The design of the city and its constituent parts is critical to the long term economic and cultural health of the city. 'Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people'<sup>39</sup>. Good design is important because it has a significant impact upon the well-being of residents and visitors, as well as upon the aesthetic appeal and environmental quality of Exeter. Creating and reinforcing local distinctiveness and raising the quality of urban living through excellence in design is a key objective of the Core Strategy.

### Design Principles

- 7.2 Good design is important at every level of development. It can only be achieved by considering all relevant design issues at the earliest possible stage and by taking a collaborative approach that involves all agencies, stakeholders and other parties.
- 7.3 There is significant value in both protecting and enhancing what is of historic significance and in recognising Exeter's distinctive character. However, it is equally important that development creates new distinctive places which may be seen as of townscape value and historic significance in the future.
- 7.4 Policy DD25 ensures that planning permission will not be granted for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions (in accordance with the NPPF).

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<sup>39</sup> National Planning Policy Framework, 2012 (Paragraph 56)

**DD25:** *Planning permission will be granted for development that addresses, where relevant, the following factors:*

- a) *creates high quality distinctive places;*
- b) *ensures the location, layout and built form complement the surroundings;*
- c) *includes a robust and long lasting landscape framework which takes advantage of existing landscape features;*
- d) *contributes to the provision of a compatible mix of uses which work well together to create vital and viable places;*
- e) *retains and refurbishes existing buildings of good townscape value;*
- f) *integrates measures to address climate change in ways which contribute to the character and appearance of the scheme;*
- g) *contributes to the delivery of the Exeter Green Infrastructure Strategy;*
- h) *creates or maintains a high quality public realm and makes provision, where appropriate, for public art as an integral part of the design;*
- i) *ensures that the scale, massing and height of buildings, extensions, and other structures relate well to the site, the surroundings and to human scale;*
- j) *adopts contemporary and innovative design solutions where appropriate;*
- k) *is visually attractive as a result of good architectural detailing and landscaping;*
- l) *uses high quality materials which relate well to materials in the locality;*
- m) *retains and protects existing trees of good arboricultural and amenity value<sup>40</sup> and supports the planting of native trees in appropriate locations; and,*
- n) *integrates all service, utility, extraction systems and refuse facilities so that they complement the scheme.*

- 7.5 A Design and Access Statement is required to be submitted with certain types of planning application and must show how a proposal has achieved good design in relation to policy and site context. In relation to residential development, this policy is supported by the Council's Residential Design SPD and the Householders Guide to Extension Design SPD. Where relevant applicants should also refer to the Trees and Development SPD and the Sustainable Transport SPD.

### **Designing out Crime**

- 7.6 Exeter is a comparatively safe city with low levels of crime. However, the personal and financial costs to those affected by crime are significant, and the effects are widely felt and influence the perceptions people have about crime. Many people perceive crime to be a problem in Exeter and it is often listed as a top concern. This fear of crime can restrict people's lives, affect confidence in public agencies, and deter investment.
- 7.7 The 'Secured by Design' initiative requires proposals to 'design out' crime to create a safe and secure environment. Independent research shows that the principles of Secured by Design have been proven to achieve a reduction of crime risk by up to 75%, by combining minimum standards of security and well-tested principles of natural surveillance and defensible space.

**DD26:** *Planning permission will be granted for development that creates a safe and secure environment by:*

- (a) *'taking an integrated approach to design that ensures potential conflicts between security and other objectives are resolved;*
- (b) *creating environmental quality and a sense of ownership;*
- (c) *providing natural surveillance;*
- (d) *achieving safe vehicular and pedestrian access routes;*
- (e) *providing suitable and managed open space that minimises crime and antisocial behaviour; and*
- (f) *providing effective lighting that reduces crime and fear of crime.*

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<sup>40</sup> Including ancient trees.

- 7.8 This policy is supported by the 'Secured by Design' initiative. Guidance is also provided in the Residential Design SPD and Sustainable Transport SPD.

### **Shop Fronts**

- 7.9 Shop fronts are essential to the character and image of Exeter and their design is of special importance, particularly in the city's historic areas.
- 7.10 The design of shop fronts and their associated signage and advertising can have a major impact in a particular locality. Each shop contributes to a streets overall character and quality and, ultimately, to the city as a whole.

***DD27:** Planning permission will be granted for development that delivers shop fronts, and associated awnings and signs, that are in keeping with the character of the building and the surrounding street scene.*

- 7.11 The Council will prepare a Shop Front Design SPD to provide additional guidance on the implementation of this policy.

### **Conserving and managing heritage assets**

- 7.12 Exeter possesses a wealth of heritage assets and it is the quality and character of these that helps make the city a desirable place to live, work and visit. The maintenance and careful management of these assets is crucial to achieving sustainable development, attracting new commercial investment to the city, continuing Exeter's role as a tourist destination and cultural centre and ensuring the conservation and enjoyment of the historic environment (NPPF, paragraph 126).
- 7.13 All heritage assets are finite resources that cannot be replaced. They can be vulnerable to damage or destruction, with irreversible loss of character and significance occurring either incrementally over time or as the result of single events. Scheduled Monuments, Listed Buildings, Conservation Areas, Areas of Archaeological Importance, and Registered Historic Parks and Gardens are known as designated assets but there are also non-designated assets that include buried remains of varying importance and buildings and parks and gardens of local importance. It is important that the potential impacts on all these assets, whether designated or undesignated, are considered early on in the development of proposals.
- 7.14 Conservation Areas are areas of the city that have architectural or historic interest that must be conserved and enhanced. The Council's Appraisals and Management Plans seek to identify the distinct character of each area, including elements that are worthy of retention or enhancement and those that detract from the character which can and should be improved. Designation does not prevent or discourage new development, but seeks to manage change in a way that ensures the distinct character of the area is retained. The Council will review the appraisals from time to time to ensure that they are updated to reflect the changing environment of the city and to maintain their relevance.
- 7.15 Listed Buildings<sup>41</sup> contribute to the character, sense of identity, urban fabric and economy of Exeter. The Council will seek to conserve Listed Buildings with reference to what is significant about them, including their special architectural or historic interest, their settings and any special features they possess, both internally and/or externally. Designation does not preclude new development and alterations, but is there to ensure that these are done in a sensitive and appropriate manner, with the significance of the building and any important features it has being conserved and where possible enhanced.

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<sup>41</sup> Listed Building status covers the whole building, inside and out, and any curtilage.

- 7.16 The character and appearance of nationally Registered Historic Parks and Gardens must be conserved, enhanced where possible and sensitively managed.
- 7.17 Archaeological remains, as with all heritage assets, are finite resources. Exeter contains several nationally important archaeological sites which are designated as Scheduled Monuments and the historic core has been statutorily designated as an Area of Archaeological Importance (AAI). Separate consent is required (from Heritage England on behalf of the government) for works to scheduled monuments, as is separate prior notification to the Council for works within the AAI, including for those works normally covered by permitted development rights.
- 7.18 As well as designated assets there are numerous other heritage assets of all types that are not statutorily protected but do comprise an integral part of the city's environment and distinctive character. These assets can be of regional and even national importance and their significance is a material planning consideration when determining applications. Those non-designated buildings and parks and gardens which are considered to be of at least local importance are included in the Council's 'List of Locally Important Heritage Assets' but there may well be other assets not yet identified. There are also numerous archaeological remains of varying importance which, where known, are recorded on the city and county historic environment records (HERs).
- 7.19 For any heritage asset, whether currently designated or non-designated and of whatever type, there is a need to identify the relative importance and particular significance of the asset and to reconcile this with the need for development and/or the particular form a development should take. The approach seeks to achieve, where possible, the retention, appropriate re-use, and enhancement of any heritage asset as part of a sustainable development. Consideration should also be given to whether development can improve public access and contribute to Green Infrastructure in order to enhance public enjoyment of the historic environment<sup>42</sup>. Where it is not possible to retain assets, or where there are substantial public benefits that outweigh the loss, provision needs to be made for appropriate recording prior to any alteration or destruction.
- 7.20 To enable this approach to be followed sufficient information on the relative and particular significance of all heritage assets affected by a proposal must be submitted in support of applications. Guidance is available from the Council and should be sought at the earliest opportunity, both on the scope of supporting information required and on other detailed considerations relevant when making applications affecting heritage assets.

***DD28: Planning permission and Listed Building Consent will be granted for development that conserves and enhances the city's heritage assets and their setting. Development that affects the historic environment will be allowed provided it meets the following criteria, as they apply to the particular asset affected:***

- a) *A development proposal that affects a designated heritage asset must conserve its particular significance, in the form of fabric, setting, character or appearance, and any features of special architectural or historic or archaeological interest that it possesses; and,*
- b) *For development that affects non-designated heritage assets, including buried remains and those on the List of Locally Important Heritage Assets, the presumption will be that the particularly significant elements of these assets, including physical form and setting, will be conserved and enhanced.*

*Where it is not practicable or desirable to retain heritage assets in an unaltered form, whether these are designated or undesignated, provision for appropriate recording, analysis,*

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<sup>42</sup> See DD30 – Green Infrastructure.

*reporting and archiving will be required in lieu of their retention, to be undertaken by an appropriately qualified person or organisation in accordance with a scheme of works to be agreed in advance of development commencing on site.*

- 7.21 Scheduled Monuments, Area of Archaeological Importance, Conservation Areas and Registered Historic Parks and Gardens will be shown on the Proposals Map. The Archaeology SPG provides additional guidance on the implementation of this policy. Information on Listed Buildings and on undesignated heritage assets (including buried remains and items on the council's 'List of Locally Important Heritage Assets') is available from the City Council, from the city and county historic environment records, and from national portals such as Heritage Gateway.

## 8. ENVIRONMENT

Sustainable Community Strategy themes:

**A city that cares for the environment**

**A safe city**

**A prosperous city**

**A city of culture**

Core Strategy Objectives:

**Objective 1: Mitigate and adapt to climate change**

**Objective 2: Develop the potential for economic and commercial investment**

**Objective 3: Provide decent homes for all**

**Objective 7: Promote development that contributes to a healthy population**

**Objective 8: Protect and enhance the city's character**

**Objective 9: Achieve excellence in design**

**Objective 10: Provide infrastructure to deliver high quality development**

Core Strategy Policy:

**CP1: Providing for growth: Spatial Strategy**

**CP11: Pollution**

**CP12: Flood Risk**

**CP16: Green Infrastructure, Landscape and Biodiversity**

**CP18: Infrastructure**

**CP19: Strategic allocations**

### Background

- 8.1 The Environment is vital to the attraction of Exeter as a place to live, work and visit and hence to Exeter's economic prosperity. It is important that we continue to protect Exeter's landscape setting, its rich biological diversity and the wider environment.

#### Protection of Landscape Setting Areas

- 8.2 The planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes<sup>43</sup>. The hills to the north and west of the city and the ridgelines which connect to, and form part of, the wider Devon landscape<sup>44</sup>, give Exeter a distinctive character. The strategic gap that separates Topsham from the main urban area, the land along the riverside and open areas within the city, all help to define the uniqueness of Exeter.
- 8.3 Exeter has seven Valley Parks which provide informal recreation to the public and are also of significant wildlife value. The Valley Parks are distributed throughout the city and their proximity to residents and business areas means that they can be visited at any time of day. As such, they contribute significantly to the quality of life offered in Exeter. An eighth park with the same status, the new 'Monkerton Ridge Park', is designated within the Monkerton/Hill Barton strategic allocation. This park will be in close proximity to many new residents and will help to meet their needs for informal recreation, as well as keeping a visually significant ridge free from development and contributing to the delivery of the Green Infrastructure Strategy.

<sup>43</sup> NPPF, 2012 (paragraph 109)

<sup>44</sup> Devon's Landscape Character Assessment provides a helpful evidence base that sets out variations in character and landscape between different areas. See <http://www.devon.gov.uk/landscapecharacter>

- 8.4 The Valley Parks also contribute significantly to the city's landscape setting. The Local Plan is supported by the Exeter Fringes Landscape Sensitivity and Capacity Study, which appraises open countryside within and around Exeter, including the Valley Parks. The appraisal demonstrates that much of the land around Exeter is of intrinsic landscape merit. Open land also performs a variety of other roles, including the separation of Exeter from Topsham, maintaining distinct identities, enabling informal recreation, and providing tranquil areas. It contains high quality agricultural land and land of nature conservation importance. Overall, this land provides the landscape setting for the city as a whole and for local areas. It is the combination of these roles and qualities and their relationship with, and importance to, the population of the adjoining urban area, which establishes the unique nature of this land and merits its protection from inappropriate development.
- 8.5 Policy CP16 of the Core Strategy protects areas of particular landscape importance: the hills to the north and north west; Knowle Hill to the south west; the strategic gap between Topsham and Exeter; and the Valley Parks (Riverside, Duryard, Mincinglake, Ludwell, Alphington to Whitestone Cross, Savoy Hill and Hoopern). These areas, together with the new 'Monkerton Ridge Park', will be subject to the Landscape Setting Areas designation shown on the Proposals Map. This land is to be protected from development because of its intrinsic merit, its contribution to the distinctive landscape setting of the city and its role in preventing the coalescence of Topsham and Exeter.
- 8.6 Proposals for active outdoor recreation in Landscape Setting Areas will be dependent upon establishing that harm would not be caused to the character, amenity or function of the area.
- 8.7 Policy DD29 ensures that only appropriate development is permitted within the Landscape Setting Areas.

**DD29:** *Development within the Landscape Setting Areas will only be permitted where:*

- (a) there is no harm to the distinctive characteristics and special qualities of the landscape setting of the City and the wider area; and*
- (b) it does not contribute towards the urbanisation of these areas; and*
- (c) it does not contribute towards settlement coalescence between Exeter and Topsham; and*
- (d) it consists of a replacement dwelling or domestic extension or it is reasonably necessary for the purposes of agriculture, forestry, the rural economy, outdoor recreation, landscape, educational or biodiversity enhancement, or the provision of green infrastructure; or,*
- (e) it delivers strategically important infrastructure identified in the Infrastructure Delivery Plan and it can be demonstrated that there is no suitable alternative site with less harmful impacts and it minimises harm to the Landscape Setting Area.*

- 8.8 The Landscape Setting Areas are shown on the Proposals Map.

### **Green Infrastructure<sup>45</sup>**

- 8.9 A Green Infrastructure Study and a Green Infrastructure Strategy have been produced for the Exeter area. The Study sets out a framework to link existing and planned communities through a coordinated and easily accessible Sustainable Movement Network, together with a Biodiversity Network that links green and blue (water) assets within Exeter and surrounding area. The strategic cross-boundary approach aims to coordinate green infrastructure

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<sup>45</sup> Green Infrastructure (GI) is a network of high quality green and blue (water) assets and other environmental features; it includes parks, open spaces, playing fields, woodlands, wetlands, grasslands, river and canal corridors, allotments and private gardens. It can also include Historic Parks and Gardens and other historic assets (see policy DD28).

delivery across the growth points. The GI Strategy provides guidance on specific projects<sup>46</sup> as well as providing detailed guidance on frameworks for the strategic growth areas which are reflected in the Masterplans. The GI Strategy takes a joined up approach that allows linked benefits to be recognised.

8.10 It is important the existing green infrastructure is protected, that enhancements are made to existing green infrastructure where possible and that new green infrastructure is delivered in accordance with the Green Infrastructure Strategy.

8.11 Policy DD30 seeks to ensure that development takes a positive approach to protection, enhancement and delivery of Green Infrastructure:

***DD30: Development, as appropriate to its location, scale and form, must protect or enhance existing green infrastructure and must deliver new green infrastructure in accordance with the Green Infrastructure Strategy.***

8.12 Other policies in the Development Plan that will help deliver Green Infrastructure include Core Strategy policies CP16, CP17 and CP18, and Development Delivery policies DD22 Open Space, Allotments and Sport and Recreation Provision, DD25 Design Principles, DD28 Conserving and Managing Heritage Assets and DD31 Biodiversity and Geodiversity. The quantity of new open space provision will be set by the Open Space, Sport and Recreation SPD.

## **Biodiversity**

8.13 For its size, Exeter is rich in biodiversity. Internationally, nationally, regionally and locally important nature conservation sites in the city support a wide variety of wildlife, including a number of priority species. The protection of these sites is essential and is inextricably linked to the city's attraction, sense of place, economy, tourism and general environmental quality.

8.14 Considerable work has been commissioned to avoid any impacts on the Exe Estuary Special Protection Area (SPA) and other nearby European Sites from increased recreational disturbance due to new residential development. The agreed approach has three elements; funding for the management of recreation on the Exe Estuary, the provision of Suitable Alternative Natural Greenspace (SANGS) which are shown on the Proposals Map, and monitoring of impacts and the effectiveness of measures. The approach will be delivered through a community infrastructure funding mechanism (established by CP18 of the Core Strategy) which will ensure that contributions from development will prioritise the mitigation of recreational impacts on European designated sites (over other infrastructure requirements).

8.15 Areas of particular biodiversity and geodiversity importance such as the Exe Estuary Ramsar site, the Exe Estuary SPA, SSSIs<sup>47</sup>, and Regionally Important Geological Sites<sup>48</sup> (RIGS) are shown on the Proposals Map. The Exeter Local Plan First Review also identified the location of Sites of Nature Conservation Importance (SNCI) and Sites of Local Interest for Nature Conservation (SLINC). Following a review of these sites most have been re-classified as County Wildlife Sites (a terminology commonly used by local authorities to refer to sites with conservation value at a County level). The County Wildlife Sites are shown on the Proposals Map.

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<sup>46</sup> Details of projects, including the Exe Riverside Valley Park project, the Clyst Meadows project and the Southwest Exeter Country Park, can be found in the Exeter and East Devon Green Infrastructure Strategy (2009) available to view at: <http://www.exeter.gov.uk/index.aspx?articleid=13441>

<sup>47</sup> There are three Sites of Special Scientific Interest in Exeter – the Exe Estuary, Bonhay Road cliff face and Stoke Woods (which is also designated as Ancient Woodland).

<sup>48</sup> RIGS are designated in order to protect important earth science and landscape features for future generations (there are a number of such sites in Exeter).



- 8.16 The South West Nature Map identifies Strategic Nature Areas which are locations which are important for the conservation and expansion of important habitat types. Exeter's Biodiversity Enhancement Areas draw on this evidence to identify areas where there are local opportunities to preserve, restore and re-create priority habitats and ecological networks for the protection and recovery of priority species. The Biodiversity Enhancement Areas are shown on the Proposals Map.
- 8.17 There are a number of Regionally Important Geological Sites (RIGS) shown on the Proposals Map that are designated in order to protect important earth science and landscape features for future generations.
- 8.18 It is important to protect and enhance the natural environment which is not designated, including sites of local biodiversity importance (which may be brownfield as well as greenfield sites). Ecological survey work may be required to establish whether proposed development harms biodiversity. Reference should be made to the Exeter Biodiversity Reference Map<sup>49</sup>, particularly in regard to identifying sites of local importance to biodiversity.
- 8.19 Exeter is implementing a biodiversity offsetting strategy. Biodiversity offsets are conservation activities that are designed to compensate for residual adverse biodiversity impacts arising from development projects, after appropriate avoidance and mitigation measures have been taken. Where a proposal, acting individually or cumulatively, has biodiversity impacts that cannot first be avoided or mitigated, compensation will be required (a biodiversity off-set)<sup>50</sup>. The offset should be undertaken in the vicinity of the site, but where it is demonstrated that this is not possible, offsetting in the Biodiversity Enhancement Areas will be required.
- 8.20 Policy DD32 expands upon elements of Core Strategy (Policies CP16, CP17 and CP18) and provides criteria to ensure all proposals avoid, mitigate or compensate for harm to biodiversity in accordance with the 'mitigation hierarchy' and provide a net gain in biodiversity for the Exeter Area (NPPF, paragraph 109 and 118).

**DD31:** *International Sites (Special Protection Area, Special Area of Conservation and Ramsar sites) benefit from statutory protection. Development that has an adverse impact on the integrity of International Sites will not be permitted.*

*Development that is likely to have either a direct or indirect adverse effect on a Site of Special Scientific Interest (SSSIs) will not be permitted unless the benefits of the development clearly outweigh both the impacts on the features of the site and any broader impacts on the national network of SSSIs.*

*Development that is likely to have either a direct or indirect adverse impact on a County Wildlife Site, Ancient Woodland, a Biodiversity Enhancement Area, or a Regionally Important Geological Site will only be permitted if:*

- (a) the need for and benefits of the development is sufficient to outweigh biodiversity and/or geological conservation considerations;*
- (b) it can be demonstrated that there is no suitable alternative site with less harmful impacts; and,*

<sup>49</sup> The Biodiversity Reference Map can be found on the Exeter City Council website.

<sup>50</sup> More information on biodiversity offsetting can be found on the Natural Devon – Devon Local Nature Partnership website. Ecological consultants are encouraged to read the Biodiversity Offsetting Strategy for the Exeter & East Devon Growth Point and use the associated metric to calculate whether an offset is required.

- (c) *damaging impacts are avoided or kept to a minimum and appropriate mitigation and compensatory measures are implemented.*

*All development will, where relevant, be required to:*

- (a) *avoid, mitigate or compensate for harm to biodiversity ;*
- (b) *take steps to avoid affecting protected species and in all cases ensure that disturbance to wildlife is kept to a minimum;*
- (c) *preserve, restore and re-create wildlife habitats, corridors and networks and any other features of ecological interest including those related to protected species;*
- (d) *contribute<sup>51</sup> towards measures to mitigate against adverse impacts on the Exe Estuary SPA and other European Sites; and,*
- (e) *wherever possible provide net gains in biodiversity on site and where necessary provide compensation (through biodiversity off-setting or other payments or payments in kind) to ensure a net biodiversity gain for the Exeter area.*

8.21 Many sites of importance for biodiversity and geodiversity are shown on the Proposals Map. The Exeter Biodiversity Reference Map is helpful in identifying sites of local importance to biodiversity. The Residential Design SPD provides additional guidance on the Council's approach to some ways of addressing biodiversity issues in residential schemes.

### **Local Energy Networks**

8.22 To support the move to a low carbon future Policy CP13 of the Core Strategy sets out the Council's approach to establishing decentralised (or local) energy networks. The policy refers to existing or proposed networks but does not identify these.

8.23 The Government has made a legally binding commitment to reduce carbon emissions nationally by 60% by 2030. The strategy for carbon reduction has a significant number of components. A key contributor is low carbon energy generation which makes much more efficient use of energy inputs than centralised power generation in a limited number of very large power stations. On average, centralised power generation is only 30% efficient, whereas decentralised generation is typically twice as efficient.

8.24 The greatest efficiencies can be achieved through linking Combined Heat and Power (CHP) plants including Energy from Waste (EfW) plants, to local energy networks. These provide heat and electricity by burning gas, biomass or waste material and distribute the heat via a heat network. The City Council's policy is to ensure that developers use their best endeavours to help deliver CHP plants and heat networks in areas of major new development. To this end, the City Council has already identified three areas where the scale of development or the heat use opportunities are sufficiently great to justify the planning, design and delivery of heat networks.

8.25 Policy DD32 identifies those areas where existing evidence suggests local energy networks are feasible and viable and therefore networks are proposed. The policy also requires that new development outside these areas but in reasonable proximity to a network is constructed so as to allow connection (as and when a network is rolled out). Any Local Energy Networks being established adjacent to the City Council's boundary will take account of development proposals in an adjacent authority and be planned and delivered so that a single Energy Network is provided, where that is appropriate and viable.

**DD32** *Local energy networks are proposed at the following areas:*

- a) *Monkerton and Hill Barton;*
- b) *The City Centre, Heavitree Road and Wonford;*
- c) *Marsh Barton, Matford, and land South of Alphington; and,*

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<sup>51</sup> The current mechanism is through the Community Infrastructure Levy.

- d) *In other locations across the City where it is shown that it is feasible and viable to bring forward a local energy network.*

*Within these areas, all new development (either new build or conversion) with a floorspace of at least 1,000 square metres, or comprising ten or more dwellings, must be constructed to have heating (water and space) systems compatible with the proposed or existing local energy network and include provision for the necessary pipework from those in-building systems up to the appropriate site boundary to allow connection to the network when available.*

*Throughout the city, from the time when there is a contractual commitment for any element of a local energy network to be delivered, all new development (either new build or conversion) with a floorspace of at least 1,000 square metres, or comprising ten or more dwellings, that is within 500 metres of the contracted parts of the network, must be constructed to have heating (water and space) systems compatible with the local energy network and include pipework from those in-building systems up to the appropriate site boundary to allow connection to the network when available.*

*In any instance, any large-scale residential or non-residential development<sup>52</sup> must demonstrate that consideration has been given as to whether it is viable and feasible for that development to be part of any Local Energy Network.*

- 8.20 The areas where local energy networks are currently proposed (labelled A-C) are shown on the Proposals Map.

### **Flood Risk**

- 8.27 Policy CP12 of the Core Strategy sets out the Council's approach to flooding and the use of Sustainable Urban Drainage Systems (SUDs)<sup>53</sup>.
- 8.28 Exeter's spatial strategy directed development to those areas at least risk of flooding and sought to avoid those areas at higher risk of flooding. None of the strategic allocations involve development on land at high flood risk. However, in order to achieve the regeneration of the Water Lane area the Core Strategy supports residential development subject to flood risk being addressed through design and site layout. Furthermore windfall sites may come forward in areas that are at a higher risk of flooding. Therefore, it will be imperative that every application for development or change of use is assessed in terms of the potential flood risk.
- 8.29 Policy DD33 indicates how the Council will consider flood risk. In Flood Zone 3 the risk of flooding should be recognised as a key constraint to development. New development or regeneration should be seen as an opportunity to make space for water and hence reduce the causes and impacts of flooding in accordance with the NPPF (paragraph 100).

**DD33:** *In areas at risk of flooding, development will only be permitted where it is demonstrated that the proposal meets the sequential test and, where appropriate, the exception test<sup>54</sup>. In Flood Zone 3 residential development will only be permitted where it meets the sequential test and the exception test and also contributes to reducing the overall flood risk.*

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<sup>52</sup> Large scale development is defined by the Government as non-residential development having a floorspace greater than 10,000 square metres or site area greater than 2 hectares and residential development comprising two hundred or more dwellings or with a site area greater than 4 hectares.

<sup>53</sup> From April 2015 the Local Planning Authority has been responsible for approving SUDs in major developments (10 dwellings or more or equivalent non-residential or mixed development)..

<sup>54</sup> The sequential test and the exception test are explained in NPPF, 2012 (paragraphs 100-104)

- 8.30 Proposals should be supported by evidence of flood risk to and from a proposed development and developers are encouraged to enter into early discussions with the Council, Devon County Council (as Lead Local Flood Authority) and the Environment Agency.

### **Pollution and Contaminated Land**

- 8.31 Development has the potential to result in pollution to air, water or land either through release of pollutants during construction or operation, or by disturbance and mobilisation of historical contamination, and development can also be adversely affected by existing pollution. It is important to ensure that all development takes appropriate steps to minimise the risks of creating new sources of contamination and mitigates the risks from historical contamination where necessary. Developers must therefore consider the potential effects of pollution on human health and safety, the environment and the amenity of adjacent or nearby land users. Environmental Health legislation provides a means to regulate many forms of pollution should it arise, but it is clearly preferable to ensure new development is appropriate for its location and hence prevent conflict arising in the first place. In this way unacceptable risks from pollution can be prevented in accordance with the NPPF (paragraph 120).
- 8.32 Air quality in Exeter is generally good, but monitoring of nitrogen dioxide has resulted in the designation of an Air Quality Management Area (AQMA) along major roads. The AQMA is shown on the Core Strategy's key diagram. Measures to reduce pollution and meet air quality objectives in the AQMA will be brought forward through the County Council's Local Transport Plan and the City Council's Air Quality Action Plan. The City Council has also begun to produce a Low Emissions Strategy, principally aimed at reducing transport based emissions. Development should support and not be detrimental to delivery of these plans. The effects of development (including cumulative impacts) and existing pollution levels should be taken into account when deciding whether new development is appropriate for its location. Air pollution includes odour, and both existing and potential new sources of odour (such as kitchen extraction systems), will be a material consideration in considering planning applications.
- 8.33 Exeter is crossed by a number of water courses and the area is also underlain by rock formations designated by the Environment Agency as Principal and Secondary Aquifers. These aquifers contain potable groundwater and groundwater discharging from aquifers supports flows in watercourses. Therefore there is the potential for development to affect the quality or quantity of water in rivers and aquifers and thus affect water dependant habitats and private water supplies. New development must not have an adverse impact upon water quality (for example by an increase in sewage effluent discharge or mobilisation of contamination within ground or surface waters) or water quantity (for example by preventing recharge to aquifers, or lowering of groundwater levels). The Council will support initiatives that result in an improvement to water quality (as required by the European Union Water Framework Directive).
- 8.34 Light and noise pollution arising from new development or affecting new development can individually and cumulatively have a damaging impact upon people's health, living environments and wildlife. Whilst lighting is desirable for safety, recreation and the enhancement of some buildings, inappropriate lighting can cause sky glow, nuisance and light trespass and wastes energy. Inappropriate levels of noise can affect people's use and enjoyment of their homes, their ability to work or learn and their health.
- 8.35 Land contamination from former uses is also a key consideration as it has the potential to cause harm to the environment and public health and safety. Unless dealt with appropriately it can inhibit the re-use of otherwise suitable sites and cause property blight. It is important that potential contamination is identified early to ensure that appropriate remediation measures are identified and incorporated into the scheme. Remediation should remove unacceptable risk and make the site suitable for its new use. Additional advice for developers on the process for assessing contaminated sites and information on remediation

works is set out in the Council's Contaminated Land Strategy. As explained in this Strategy, voluntary remediation (particularly through development) will be encouraged as a means of dealing with any contamination legacy.

8.36 Policy DD34 sets out the criteria against which development proposals will be considered.

**DD34:** *All development proposals should minimise and where possible reduce emissions and other forms of pollution, including light and noise pollution, and ensure no unacceptable deterioration in air and water quality and quantity. Proposals on land affected by contamination will only be permitted where the land is, or can be made, suitable for the proposed use.*

*Proposals will only be permitted where, individually or cumulatively, taking account of proposed mitigation, remediation and future monitoring, there are no unacceptable impacts on:*

- *the natural environment and general amenity;*
- *public health and safety;*
- *air quality;*
- *noise levels<sup>55</sup>;*
- *surface and ground water quality and quantity;*
- *land quality and condition; and*
- *the need for compliance with statutory environmental quality standards;*

*Proposals that are potentially subject to existing pollution will only be permitted where:*

- *the potential for adverse affects is avoided or mitigated through design, layout, engineering solutions or the use of planning conditions/obligations; and,*
- *the proposed development does not place unreasonable restrictions on the future operation of existing businesses.*

8.37 The Council encourages pre-application discussions where pollution is or might be an issue. All applications for development must contain sufficient information to enable the Council to make a full assessment of potential pollution and hazards. Development proposals on land affected by contamination (or where there is reason to suspect contamination) must include an assessment of the extent of the contamination and any possible risks.

8.38 Developers need to demonstrate prior to determination that it is technically and economically viable to resolve any issues and that the resulting development will have, or will result in, a satisfactory standard of amenity and no unacceptable risks to human health or the environment will remain. This will need to involve adequate assessment by a competent person.

8.39 Activities (including traffic) during the construction and operational phases of development can also have adverse impacts and it may be necessary to submit a Construction and Environmental Management Plan. For certain types of development an Environmental Impact Assessment (EIA) will be required to ensure that the environmental impacts are comprehensively considered.

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<sup>55</sup> Including both ambient or totally encompassing noise levels, and background noise levels.

## 9. MONITORING AND REVIEW

- 9.1 The Development Delivery DPD policies will be subject to monitoring in order to assess their impact and to ensure their delivery. Monitoring will assess the extent to which the policies are achieving the vision and objectives set by the Core Strategy. Monitoring will also help to identify if a review of the document is needed and what policies are in need of review.
- 9.2 Monitoring will be appropriate and proportionate. Whilst certain allocation/delivery policies will be the subject of close monitoring, other policies (including many of the development management policies within the Development Delivery DPD) will be the subject of a watching brief to ensure they are achieving the aims and objectives set by the Core Strategy.
- 9.3 Where monitoring suggests a failing, further investigation will be undertaken to establish the extent of the failing and to establish what action should be taken.
- 9.4 The table that follows sets out indicators and targets in relation to allocation/delivery policies:

Policy	Indicator	Target
DD2: Employment Land Provision	Total amount of employment competed by type (B1, B2, B8) and area	5 hectares at Exeter Business Park 16 hectares at Newcourt
DD3: Retention of employment land or premises	Loss of employment land in established employment areas	No loss of employment land except where it is not viable or creates amenity problems (in accordance with policy)
DD7: Allocated Housing Sites	Number of new homes granted planning permission and completed on allocated sites Housing	Indicative capacity (identified in policy DD7)
DD8: Housing on unallocated sites	Number of new homes granted planning permission and completed on unallocated sites	Monitored against SHLAA anticipated windfall rates
DD14: Bus and Coach Station Area	Percentage of scheme delivered	A new bus station, alongside retail and leisure floorspace
DD17: Hotels	Hotel bedrooms delivered at Sandy Park	Around 120 bedrooms
DD22: Open Space, Allotments and Sport and Recreation Provision	Hectares of new open space, allotments sport and recreation facilities	Assessed against standards in Open Space, Sport and Recreation SPD

<b>Policy</b>	<b>Indicator</b>	<b>Target</b>
DD31: Biodiversity	Biodiversity off-setting payments/payments in kind Contributions to mitigate adverse impacts on the Exe Estuary SPA and other European Sites	Monitored against Biodiversity Off-setting Strategy Monitored against CIL
DD32: Local Energy Networks	Customers/buildings connected to the local energy networks	100 connections by end of 2016

### **Authority Monitoring Report**

The results of monitoring will be reported in the Council's Authority Monitoring Report (AMR). The AMR will report on progress with Local Plan preparation, report any activity relating to the duty to cooperate and shows how the implementation of policies in the Local Plan is progressing. The AMR will also report on the Community Infrastructure Levy (CIL) contributions made by development and how these contributions have been used.

Specifically in relation to local plan policies the Authority Monitoring Report will:

- Identify where policies are not being implemented, explain why and if necessary set out the steps to be taken to ensure that the policy is implemented in the future
- Identify any policies that become obsolete due to changes in regulations, legislation and national guidance
- Suggest whether a review of the Plan is necessary

A key element of the monitoring will be the Strategic Housing Land Availability Assessment (SHLAA). The Council will maintain an up-to-date SHLAA which will include the five year housing land supply position and a housing trajectory. The housing trajectory presents past housing completions and expectations for future delivery over the plan period.

The Council has adopted a 'Development Delivery Policy Statement' that aims to ensure that the focus on delivering good housing development is maintained. This document also includes actions that will be taken if monitoring identifies serious or sustained failure to deliver.

## GLOSSARY

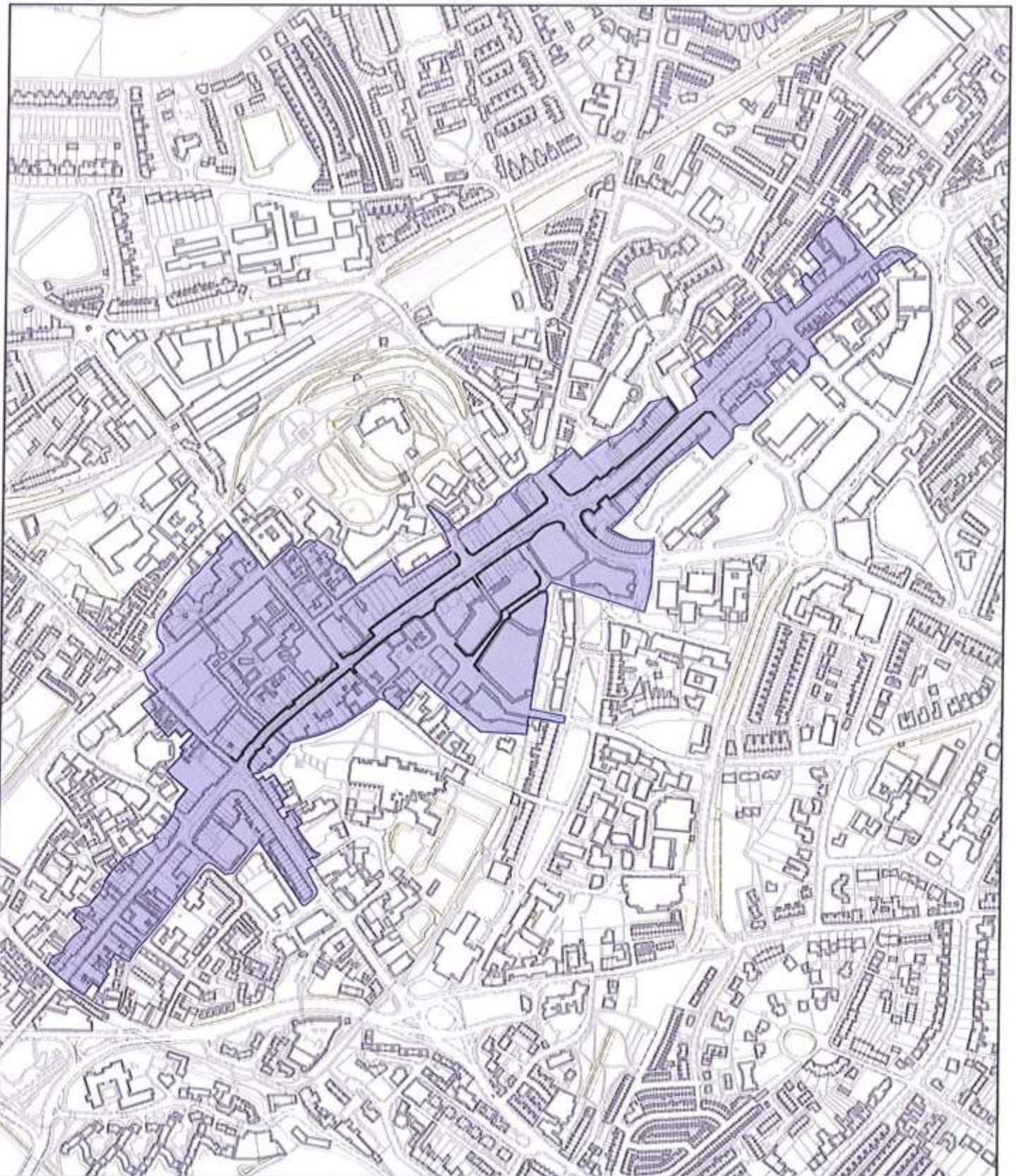
Acronym	Term	Description
	Affordable Housing	Social Rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Affordable housing must remain at an affordable price for future eligible households or include provision for the subsidy to be recycled for alternative affordable housing provision.
AQMA	Air Quality Management Area	A designated area where national air quality standards are not being met and where action is required to address the matter.
	Ancient Trees	An ancient tree is one that has passed beyond maturity and is old, or aged, in comparison with other trees of the same species.
	Ancient woodland	An area that has been wooded continuously since at least 1600 AD.
	Article 4 Direction	A direction which withdraws automatic planning permission granted by the General Permitted Development Order
AMR	Authority Monitoring Report	The Authority Monitoring Report assesses progress with, and the effectiveness of, the Local Plan.
CHP	Combined Heat and Power	An efficient method of generating heat and electricity simultaneously.
	Community Facilities	Building or meeting places that provide for the health, welfare, social, educational, spiritual, recreational, leisure and cultural needs of the community.
CIL	Community Infrastructure Levy	A charge levied on developers to contribute to the provision of infrastructure.
	Designated heritage asset	A Scheduled Monument, Listed Building, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.
	Development	The carrying out of building, engineering, mining or other operations in, on, over or under land, or the making of any material change in the use of any buildings or other land.
	Development Plan	The Statutory Development Plan for Exeter includes the Core Strategy, the Development Delivery Development Plan Document (DPD), The St James Neighbourhood Plan, any other Neighbourhood Plans that come forward, and Devon County Council's Mineral and Waste DPDs.
	Devon County Council	The County authority for Devon, excluding Plymouth and Torbay.
	Employment Land	All land and buildings which are used or designated for purposes within Use Class B1 (Business), Class B2 (General Industrial), and Class B8 (Storage and Distribution) and other uses of employment character or which generate substantial employment or economic benefits and which may include sui generis uses such as car showrooms.
	Green Infrastructure	A network of, often interconnected, waterways, woodlands, wildlife habits, parks and other natural areas and green spaces which supports the natural and ecological processes and is integral to the health and quality of life of sustainable communities by encouraging sustainable movement, recreational opportunities and/or climate change mitigation.
	Heritage Asset	A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in



		planning decisions, because of its heritage interest. Heritage assets include designated heritage assets and non-designated heritage assets identified by the local authority including local listing.
	Local Centres	A range of small shops of a local nature serving a small catchment area.
	Local Plan	The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community. For Exeter the Local Plan includes the Core Strategy and the Development Delivery DPD.
	Local Energy Networks	Local (or decentralised) energy networks consists of a system of pipes and/or cables that connect a number of energy users in a locality to a generated supply of renewable or low carbon energy.
	Low and zero carbon infrastructure	Infrastructure that employs technology which emits low levels of CO <sub>2</sub> emissions, or no net CO <sub>2</sub> emissions
	Neighbourhood Plan	A plan prepared by a Neighbourhood Forum for a particular neighbourhood area made under the Planning and Compulsory Purchase Act 2004
	Older People	People over retirement age, including the active, newly retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs.
	Open Space	All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.
	People with disabilities	People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health problems.
	Planning condition	A condition imposed on a grant of planning permission in accordance with the Town and Country Planning Act 1990
	Planning obligation	A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal.
	Pollution	Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.
	Previously Developed Land	Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure. This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreational grounds and allotments; and land that was previously developed but where the remains of the permanent structure or fixed surface structure have blended into

		the landscape in the process of time.
	Primary and Secondary frontages	Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods. Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.
	Ramsar sites	Wetlands of international importance, designated under the 1971 Ramsar Convention.
	Setting of a heritage asset	The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.
	Sites of Special Scientific Interest	Sites designated by Natural England under the Wildlife and Countryside Act 1981.
	Special areas of Conservation	Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitat and Conservation of Species Regulations 2010.
	Special Protection Areas	Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.
	Specialist Housing	Specialist housing includes wheelchair accessible housing and housing that meets the needs of older people such as sheltered housing, residential care homes, 'extra care' housing and continuing care retirement communities.
SPD	Supplementary Planning Documents	Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.
	Transport Assessment	A comprehensive and systematic process that sets out transport issues relating to a proposed development. It identifies what measures will be required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport and what measures will need to be taken to deal with the anticipated transport impacts of the development.
	Travel Plan	A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.
TTWA	Travel to work area	Travel to work areas (TTWAs) are defined to reflect areas where the bulk of the resident population also work within the same area. The current Exeter and Newton Abbot travel to work area is defined by the ONS based on 2001 census data. The ONS will publish updated TTWAs, using the 2011 Census data, in 2015.
	Windfall Sites	Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously developed sites that have unexpectedly become available.



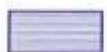


Not to Scale



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08/06/2015

**CITY CENTRE****Primary Shopping Area****Primary Frontages**

Planning Services, Exeter City Council, Civic Centre, Paris Street, Exeter, EX1 1NN

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