

Appendix 1



Exeter City Council

Sustainable Transport Supplementary Planning Document

July 2012

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1 Introduction

1.1 Purpose of this document

- 1.1.1 Development gives rise to a need to travel. This document offers guidance to applicants for planning permission, developers, and others on the design features and contributions that may be required to satisfy planning policies and ensure that development results in sustainable travel outcomes. It has been designed to fit within the overall context of the Development Plan for Exeter, for the purpose of achieving a consistent approach to determining planning applications and mitigating the impact of development.
- 1.1.2 If development generates a need to travel that is greater than, or significantly different from, that generated by the previous use of a site, improvements are likely to be required to the infrastructure, services and facilities in the locality. Not doing so could result in adverse effects for local amenity, the environment, and the wider transport networks. The policies contained in the Development Plan are designed to ensure that developers mitigate the impacts of, and provide for the infrastructure required by, development in a sustainable way.
- 1.1.3 This is a Supplementary Planning Document forming part of Exeter's Local Development Framework. In accordance with the National Planning Policy Framework¹, it sets out practical steps that will ensure compliance with policies in the Core Strategy, the existing Local Plan First Review, and the emerging Site Allocations and Development Management DPD². It is designed to help applicants make successful planning applications, as well as aiding the delivery of necessary infrastructure, and is therefore essential reading for anyone proposing development in Exeter.

1.2 Structure of this document

- 1.2.1 Chapter 2 sets the national context, in terms of legislation, policy and guidance. Chapter 3 then summarises the applicable local policy documents. Subsequent chapters contain the policy material itself.
- 1.2.2 The contents of Chapters 4 to 11 have been arranged so that Chapters 4, 5 and 6 apply to all but the smallest forms of development, whereas the later chapters apply progressively to development that is more extensive or has a higher impact.
- 1.2.3 The requirements are generally cumulative, so that where, for example, Chapter 9 is relevant to a proposal, the preceding chapters, in this case Chapters 4 to 8, should also be referred to. Chapter 11 on car clubs is something of a special case, because these can form part of a package of travel plan measures in a number of situations, ranging from larger developments down to small car-free

¹ Paragraph 153 of the NPPF. See also Chapter 2 of this document.

² See Chapter 3 of this document.

schemes. In the latter situation, some of the preceding chapters may not be applicable. Table 1 sets this out in more detail.

- 1.2.4 Finally, Chapter 12 refers to significant transport proposals which are generally location-specific.

1.3 Why promote sustainable transport?

- 1.3.1 The following chapters set out how proposals need to enable and encourage sustainable travel to comply with national and local policies. However, this is not purely a matter of policy, but also of economics and common sense.
- 1.3.2 Just as it would be unthinkable to provide development without road access, it should be instinctive to design it so as to encourage people to walk, cycle or use public transport. This applies both to the overall layout of the site and its connections to its surrounding area, and to the design of individual premises. Nationally, 25% of households do not have access to a car, and the number of driving licence holders appears to be declining in younger age groups³. Older people may reduce their driving or cease altogether, either through choice or necessity. In the latter case they may become dependent on community transport. Planning development around the motorist, to the exclusion of other modes, makes development inaccessible to a significant proportion of the population. For housebuilders or retailers this excludes potential customers; for businesses it excludes potential employees.
- 1.3.3 Making development easily accessible by different modes can add little or nothing to the cost if designed in from the outset, and may even enhance the sale price or rental that can be realised.⁴ The National Planning Policy Framework recognises this in saying that the transport system needs to be balanced in favour of sustainable transport modes to give people a real choice about how they travel.⁵ Even if a household considers it essential to own a car, a wide range of transport options can save them the need to, and the cost of, running a second vehicle. That said, the policy objective is to reduce car use, not ownership; any cost saving to households is therefore an incidental benefit.

³ National Travel Survey 2010 - <http://www.dft.gov.uk/statistics/releases/national-travel-survey-2010>.

⁴ See for example <http://www.guardian.co.uk/environment/green-living-blog/2009/nov/05/bike-storage>.

⁵ At paragraph 29.

Table 1 – Applicability of chapters

Examples relevant	Chapter							
	4	5	6	7	8	9	10	11
<i>All development where access arrangements and/or facilities are affected.</i>	✓							
<i>All but the smallest proposals, ie:-</i> <ul style="list-style-type: none"> • <i>Residential newbuild or conversion (including multiple occupation), from single dwellings upwards.</i> • <i>Residential extension increasing the number of bedrooms, and/or affecting cycle parking arrangements.</i> • <i>Non-residential newbuild or conversion/change of use, from single premises upwards.</i> • <i>Extension increasing the number of staff and/or visitors, and/or affecting cycle or car parking arrangements.</i> 	✓	✓	✓					
<i>Proposals having a direct physical impact on existing infrastructure; this may include (for example) a single dwelling which would involve alterations to an access, or for example to a cycle path or bus stop.</i> <i>Sites with more than one potential access.</i>	✓	✓	✓	✓				
<i>Proposals putting additional demand on transport infrastructure or services; generally involving more than an individual dwelling or other premises.</i>	✓	✓	✓	✓	✓	✓		(✓)
<i>Developments large enough to have roads and/or paths within the site.</i>	✓	✓	✓	✓	(✓)	(✓)	✓	(✓)
<i>Car free developments.</i> <i>Larger developments, as part of a package of travel plan measures to reduce car use.</i>	✓	✓	✓	(✓)	(✓)	(✓)	(✓)	✓

2 National Planning Context

2.1 National Planning Policy Framework

2.1.1 Transport is key to all three of the dimensions to sustainable development identified in the [National Planning Policy Framework](#) (NPPF). It is relevant to the three corresponding roles to be performed by the planning system:-

- the economic role, which includes the provision of infrastructure required by the development;
- the social role, which includes the creation of a high quality built environment with accessible local services; and
- the environmental role, which includes minimising pollution and mitigating and adapting to climate change, including moving to a low carbon economy.⁶

2.1.2 Paragraph 29 explicitly recognises the role to be played by transport policies in facilitating sustainable development, as well as contributing to wider sustainability and health objectives. Section 4 contains advice on promoting sustainable transport. This document builds upon that advice.

2.1.3 Section 7 “Requiring good design” is also highly relevant. Good design can promote use of sustainable travel modes. While the NPPF discourages prescriptive design policies, it lists “layout” among the issues that policies should concentrate on, as well as the access arrangements for new development in relation to neighbouring buildings and the local area more generally.⁷ There is some overlap with section 8 “Promoting healthy communities”, which stresses the need for places to promote active street frontages, safe and accessible environments, clear and legible pedestrian routes and high quality public space.⁸

2.1.4 Paragraphs 203 to 206 require local planning authorities to consider whether unacceptable development could be made acceptable through the use of conditions or planning obligations, and sets out the tests to be satisfied in using those mechanisms.

⁶ NPPF paragraph 7.

⁷ At paragraph 59.

⁸ At paragraph 69.

2.2 Community Infrastructure Levy

- 2.2.1 The Planning Act 2008 has made provision for the collection of a Community Infrastructure Levy (CIL) to ensure the costs incurred in providing infrastructure to support the development of an area are funded by owners or developers of land. The levy would not replace the need for all planning obligations, which would continue to play a role in securing site-specific requirements. References in this document to financial contributions from developers are intended to apply not only to contributions payable pursuant to planning obligations created under section 106 of the Town and Country Planning Act 1990, but also to funds generated by CIL.

2.3 DfT Guidance on Transport Assessment

- 2.3.1 This Guidance sets out indicative thresholds for the production of Transport Statements, Transport Assessments and travel plans⁹, and gives guidance on their preparation. It has not been superseded by the National Planning Policy Framework, which says that “all developments that generate significant amounts of movement should be supported by a Transport Statement or Transport Assessment”¹⁰.

<http://www.dft.gov.uk/pgr/regional/transportassessments/guidanceonta>

2.4 Manual for Streets

- 2.4.1 This Government publication specifically discourages the building of streets that are primarily designed to meet the needs of motor traffic, are unsafe and unwelcoming to pedestrians and cyclists, and difficult to serve by public transport¹¹. It requires the street’s function as part of the movement network to be considered not in isolation, but in conjunction with its other functions as a place¹².
- 2.4.2 This document has not been superseded by the NPPF, which promotes the design of development so as to give priority (among other things) to pedestrian and cycle movement¹³.

<http://www.dft.gov.uk/publications/manual-for-streets/>

⁹ Appendix B of the Guidance.

¹⁰ At paragraph 32.

¹¹ At paragraph 1.1.6.

¹² At paragraph 2.3.6.

¹³ At paragraph 35.

2.5 Design and Access Statements

2.5.1 From August 2006 Design and Access statements have been required to accompany applications, to illustrate the process that has led to the proposal, and to explain and justify the proposal in a structured way. The level of detail required within a statement will depend on the scale and complexity of a proposal, but it should show how access arrangements will ensure that all users will have equal and convenient access to buildings and spaces and the public transport network.

2.5.2 Many Design and Access Statements give detailed consideration to design, but limited attention to access issues. In particular, a statement must address:

- The development plan policy context (including this document) and how policies have been taken into account;
- Points of access to the site from roads and public transport;
- Access to buildings within the site (in the case of an outline application, the statement should explain the principles which will be used to inform the access arrangements with reference to neighbourhood movement patterns);
- How the access arrangements help to create an environment which is safe from crime and other hazards;
- In relation to the inclusion of disabled people:-
 - What consultation has been carried out in relation to access, and how that has informed the proposals;
 - How sources of advice on design and accessibility and technical issues will be or have been followed;
- Arrangements for emergency evacuation, and access for the emergency services.

2.5.3 Further information can be found in:-

The Residential Design SPD¹⁴, Chapters 2 to 4 generally, but especially paragraphs 2.9 and 4.4 (IV).

DCLG Circular 01/2006:

<http://www.communities.gov.uk/publications/planningandbuilding/circularcommunities2>;

CABE's publication 'Design and access statements: how to write, read and use them': <http://www.cabe.org.uk/publications/design-and-access-statements>.

¹⁴ See Section 3.4.

3 Local Policy Context

3.1 Exeter Core Strategy

3.1.1 The [Exeter Core Strategy](#) was adopted on 21 February 2012.

3.1.2 Chapter 8, on Transport, points out that adequate transport infrastructure is necessary for the delivery of sustainable growth. It gives examples of the relationship between planning and transport, including how transport links help to determine where development takes place, and how transport capacity is constrained by the layout of development.

3.1.3 The same chapter sets out specific and generic proposals to improve the travel experience in and around Exeter. Policy CP9 reads as follows:-

“Comprehensive strategic transport measures to accommodate the additional development proposed for the City and adjoining areas shall include:

- a step change in the quality, capacity and environmental performance of public transport, especially between the City Centre and proposed developments adjoining the City to the east in East Devon and to the south west in Teignbridge;
- additional Park and Ride sites around the City including Ide interchange;
- improvements to the strategic road infrastructure including key junctions on the M5, outer bypass and the Alphington Road corridor;
- new rail halts at Hill Barton and Newcourt on the Exeter to Exmouth line and at Matford on the Exeter to Plymouth line;
- demand management measures; and,
- improvements to facilities for pedestrians and cyclists.

The contributions necessary to ensure the delivery of transport infrastructure will be secured through the application of Policy CP18.”

3.1.4 Chapter 10 on the Environment includes a section on air quality¹⁵. It refers to the Council’s local Air Quality Strategy¹⁶ which has identified a need to tackle emissions of nitrogen dioxide generated by motor vehicles along the busiest roads into the city. This has resulted in the designation of an Air Quality Management Area (AQMA), and production of an Air Quality Action Plan. Policy CP11 requires development to be located and designed so as to minimise and, if necessary, mitigate against environmental impacts. Within the AQMA, it provides that measures to reduce pollution and meet air quality objectives will be brought forward, as proposed by the Air Quality Action Plan and Local Transport Plan. This is also relevant outside the AQMA; development of an area such as

¹⁵ Paragraphs 10.3 to 10.7 of the Core Strategy.

¹⁶ See also paragraph 3.11 of this document.

Newcourt or Monkerton without robust sustainable transport measures is likely to increase congestion and therefore have an adverse effect on air quality along radial routes.

3.1.5 Chapter 10 requires enhanced walking and cycling links as part of a Green Infrastructure network.¹⁷ It also contains a section on Design and Local Distinctiveness¹⁸, which requires permeable layouts that encourage travel by foot, cycle, and public transport, along safe and convenient routes, together with the provision of associated facilities.¹⁹

3.1.6 The Infrastructure Schedule at Appendix 2 to the Core Strategy identifies the transport, green and other infrastructure needed to deliver the quantum of development envisaged for the city. Where possible, cost is estimated, and funding sources including developer contributions are identified.

3.1.7 Policy CP18 reads as follows:-

“New development must be supported by appropriate infrastructure provided in a timely manner. The City Council will continue to work in partnership with infrastructure providers and other delivery agencies to keep an up to date infrastructure delivery plan that will enable proposals, in accordance with the spatial strategy, to be brought forward.

Developer contributions will be sought to ensure that the necessary physical, social, economic and green infrastructure is in place to deliver development. Contributions will be used to mitigate the adverse impacts of development (including any cumulative impact). Where appropriate, contributions will be used to facilitate the infrastructure needed to support sustainable development.”

3.1.8 Chapter 12 sets out the infrastructure needs of the various strategic allocations. Further detail is to be found in the site specific Masterplans referred to at paragraph 3.7 below:-

Newcourt²⁰

- a transport hub to be focussed on a new rail station;
- good permeability through a safe network of walking and cycling routes;
- bus routes with priority eg. along Topsham Road;
- improvements to the strategic road network, particularly at Countess Wear roundabout.

Monkerton/Hill Barton

- a comprehensive footpath and cycleway network;
- public transport to be convenient to all dwellings;

¹⁷ Paragraph 10.32 onwards of the Core Strategy and policy CP16.

¹⁸ Paragraph 10.53 onwards of the Core Strategy and policies CP15 and CP17.

¹⁹ Paragraph 10.55 of the Core Strategy, especially (iv) to (vi).

²⁰ Paragraph 12.5 onwards of the Core Strategy and policy CP19.

- highest densities along public transport corridors;
- a road link to the area east of motorway, for use by an enhanced bus service;
- a rail station on the Exmouth branch line.

South of Alphington

- good permeability and links for pedestrians and cyclists;
- high quality bus service to city centre;
- a rail station in the Matford area.

3.1.9 These are brief summaries of the requirements and reference should be made to the Core Strategy document for full details.

3.2 Exeter Local Plan First Review

3.2.1 It is intended that a Strategic Allocations and Development Management DPD will form part of the Local Development Framework. In the meantime, for detailed development management policies, it is necessary to refer to the [Exeter Local Plan First Review](#), adopted in 2005. This advocates the use of spatial planning to minimise travel and, where travel is essential, to encourage the use of more sustainable forms of transport.²¹

3.2.2 In the Local Plan, transport policies are principally to be found in Chapter 9. Policy T3 contains a package of requirements designed to maximise the use of sustainable modes:-

- “(a) all existing and proposed walking and cycle routes are safeguarded or alternative reasonably convenient routes are provided;
- (b) suitable cycle parking provision is provided in accordance with the standards set out in Schedule 2;
- (c) where more than 20 people are employed facilities for showering and changing are provided;
- (d) full account is taken of the needs of bus operation through and alongside new development by the provision of lay-bys, roads and other associated facilities;
- (e) where appropriate, pedestrian and cycling links are provided to existing or proposed rail stations;
- (f) the particular needs of people with disabilities are taken into account.”

3.2.3 Certain other policies require transport provision to be made in connection with other types of development. For example, Policy H2(d) promotes city centre development without private parking (except for disabled people). In the latter

²¹ Exeter Local Plan, Chapter 9 – “Objectives”.

case, as well as secure cycle parking, a contribution towards facilities for public transport, cyclists and pedestrians will be required.²²

3.3 Exeter Sustainable Community Strategy (Exeter Vision)

3.3.1 The Exeter Vision is the Sustainable Community Strategy for Exeter, produced by the Exeter Local Strategic Partnership.

3.3.2 Under the theme “An Accessible City”, the Vision is one of a city where:-

- jobs, key services & facilities can be accessed by public transport, walking and cycling, and
- local and national transport networks are easily accessible, with less dependence on cars.

3.3.3 Under the theme “A City that cares for the environment”, the Vision proposes measures to reduce carbon emissions, 22% of which are produced by road traffic. These measures include developing a strategic partnership approach to transport and implementing the Green Infrastructure Strategy²³.

<http://www.exeter.gov.uk/vision>

3.4 Green Infrastructure Strategy

3.4.1 The Green Infrastructure Study (Phase 1) and the Green Infrastructure Strategy (Phase 2) were commissioned by East Devon District Council, Exeter City Council, Teignbridge District Council and Natural England as part of their ongoing commitment to meeting the needs of new and future communities and to general environmental protection and enhancement.

3.4.2 The Green Infrastructure work provides a framework for green infrastructure to be taken into account in planning for the significant amount of new growth in the area. Although not all GI is accessible, the Strategy promotes measures which facilitate and encourage walking, cycling and use of public transport as the primary means of movement within the strategic development areas.

<http://www.exeter.gov.uk/index.aspx?articleid=10986>

3.5 Residential Design SPD

3.5.1 The Residential Design SPD was adopted on 28 September 2010. In providing guidance on good design practice for buildings and the public realm, it takes into account the need to enable and encourage the use of sustainable modes of transport wherever possible.

3.5.2 The RD SPD contains much of relevance to this current document, including:-

- permeable and well-connected layouts;

²² Paragraph 4.8 of the Local Plan.

²³ See section 3.4.

- priority for pedestrians and cyclists, and facilities such as cycle parking;
- sustainable design, including safe and attractive public realm.

Cross-references are included in this document where they are relevant.

<http://www.exeter.gov.uk/index.aspx?articleid=12730>

3.6 Planning Obligations

- 3.6.1 The [Planning Obligations SPD](#) sets out how, during pre-application discussions with developers, planning officers will identify a list of issues relevant to the development site to be considered in respect of planning obligations. Developers should identify what measures might be taken to mitigate the impact of their development and ensure its sustainability²⁴. Where specific issues need to be discussed with the City or County Council, that is highlighted in this document.²⁵
- 3.6.2 Developers should explain through Heads of Terms what they are proposing should be contained in and secured through planning obligations.²⁶
- 3.6.3 It is intended that developers should provide for all infrastructure and services necessary to achieve sustainability from their proposals. Until adoption of Community Infrastructure Levy (CIL), the City Council's normal position will be to secure this through planning obligations.²⁷
- 3.6.4 The Council's standard clauses for planning obligations, including those for financial contributions and highway works, are on its website at www.exeter.gov.uk/planningobligations. Relevant obligations and model planning conditions are listed, where applicable, at the end of each chapter of this document.

3.7 Site-specific Masterplans

- 3.7.1 Masterplans currently exist for the areas of Newcourt and Monkerton/Hill Barton, where considerable development is proposed (and in the case of Newcourt, under way). As with the Residential Design SPD, these indicate how development should be planned to make sustainable travel choices a realistic and attractive proposition. They have been subject to public consultation and have been approved for development management purposes.

<http://www.exeter.gov.uk/newcourt>

<http://www.exeter.gov.uk/monkerton>

²⁴ Paragraphs 4.2.1 and 4.2.2 of Planning Obligations SPD.

²⁵ See for example paragraphs 9.1.2 and 10.2.2.

²⁶ Paragraph 4.2.3 of Planning Obligations SPD.

²⁷ Paragraph 4.4.1 of Planning Obligations SPD.

3.8 Car Club SPG

- 3.8.1 The Council has previously produced Supplementary Planning Guidance (SPG) in relation to car clubs. This SPD (specifically Chapter 11) will, when adopted, replace that SPG.

<http://exeter.gov.uk/index.aspx?articleid=4783>

3.9 Devon County Council Local Transport Plan (LTP3)

- 3.9.1 Devon County Council's Local Transport Plan (LTP3) was adopted in April 2011. In its Exeter Strategy it outlines successes in achieving more use of sustainable travel modes than the national average. For example, as a Cycling Demonstration Town from 2005 to 2011, the city saw a 10% increase in people cycling to work and 40% in students cycling to school. Patronage of rail, park and ride and bus services has also increased steadily; in the case of bus this represents an exception to the national trend.

- 3.9.2 The Exeter Strategy highlights the need to make greater use of sustainable travel options to accommodate the level of development and growth expected by 2026. It identifies the priorities for the city as being to:-

- improve access to the city;
- enable and support smarter travel;
- unlock major growth east of Exeter;
- deliver major development within Exeter;
- protect Exeter as a gateway.

- 3.9.3 The document points out that "with funding opportunities limited, it will be necessary to negotiate contributions towards sustainable transport infrastructure from all new development, including funding for travel planning measures. Alternative sources of funding will also need to be sought and using demand management measures such as workplace parking for new developments will help generate income for reinvesting in the transport system."²⁸

http://www.devon.gov.uk/index/transportroads/devon_local_transport_plan/ltp3.htm

3.10 Walking, Cycling and Bus Strategies

- 3.10.1 The City and County Councils have prepared a Walking Strategy and a Cycling Strategy, as well as a Growth Bus Strategy for Exeter.

<http://www.devon.gov.uk/eldf-exeter-cycle-strategy.pdf>

[Other hyperlinks to be inserted when documents available.]

3.11 Air Quality Strategy and Air Quality Action Plan

²⁸ At page 62 of LTP3.

3.11.1 The City Council has prepared a local Air Quality Strategy which outlines the measures it will take in order to protect and improve air quality throughout Exeter. It identifies a need to tackle emissions of nitrogen dioxide generated by motor vehicles along the busiest roads into the city, which has resulted in the designation of an Air Quality Management Area (AQMA), and production of an Air Quality Action Plan. This identifies the Council's role, as part of its forward planning function, in ensuring that future development does not significantly adversely affect the air quality within the city.²⁹

Air Quality Strategy: <http://www.exeter.gov.uk/index.aspx?articleid=4261>

Air Quality Action Plan: <http://www.exeter.gov.uk/index.aspx?articleid=4292>

²⁹ At Page 11 of the Executive Summary.

4 Access and facilities for people with disabilities

Applicable to the following:

All development where access arrangements and/or facilities are affected.

Relevant policies:

Core Strategy especially paragraphs 8.6 (e) and 10.55 (viii); and policies CP9 and CP17.

Local Plan policy T3(f) and T9.

Emerging Site Allocations and Development Management DPD especially policy DM26(e).

Residential Design SPD.

4.1 Requirements

4.1.1 The transport and access needs of residents and visitors with disabilities must also be taken into account in the design of all development:-

- Footpaths and footways must be designed to take account of the needs of users of pushchairs, wheelchairs and buggies.
- Routes from public transport stops and car parks must be free from hazards and accessible to wheelchair users.
- Raised kerbs should be provided at bus stops.
- Where obstructions are unavoidable, they should be detectable by visually impaired people, for example through use of colour contrasts, and tap rails to enable identification by long cane users.
- Crossing points should be identified using tactile paving of the appropriate colour.³⁰
- Seating should be provided at bus stops where space permits, and at intervals along (but not obstructing) key pedestrian routes.
- Dedicated parking should be provided for people with disabilities, in accordance with Table 4 at paragraph 6.2.2. There are recommended dimensions in the DfT's Traffic Advisory Leaflet.³¹
- Entrances to buildings, internal doorways and circulation space should be accessible to wheelchair users.
- Toilets should be accessible to wheelchair users and people with other disabilities.

³⁰ See "[Guidance on the use of Tactile Surfaces on Pavements](#)", DfT 2007.

³¹ No. 5/95:
http://webarchive.nationalarchives.gov.uk/20090505152230/http://www.dft.gov.uk/adobe/pdf/165240/244921/244924/TAL_5-951/.

- There should be appropriate means of access to upper floors, with corresponding means of escape.
- 4.1.2 The Residential Design SPD elaborates on these requirements.³² While directed at dwellings, much of the guidance is appropriate to other types of development. Further information can be found in the relevant Government guidance.³³ In addition, buildings must comply with Part M of the Building Regulations.
- 4.1.3 A contribution towards community transport services may form part of a package of transport measures funded by development³⁴. Community transport in Exeter is generally provided by the third sector, with considerable local authority support. It provides an essential service for people who would not otherwise be able to travel, for example because the distance to a bus stop is too great, or because their disability prevents them using conventional vehicles. The existing network will need to be improved and extended in order to serve new development.

4.2 Checklist for applications

- On the application form, include the number of parking spaces for people with disabilities.
- On the drawings, indicate the location and dimensions of these spaces, and identify any other features listed in paragraph 4.1.1.
- In the Design and Access or Planning Statement, describe the rationale for these features, with reference to the relevant guidance documents.

4.3 Model conditions

- 4.3.1 Highways condition (see paragraph 10.4.3).
- 4.3.2 Pedestrian and cycle routes condition (see paragraph 10.4.1).
- 4.3.3 Parking condition (see paragraph 6.8.1).

4.4 Planning obligations

- 4.4.1 Contribution towards community transport – see [Standard Clause 04](#) – “Financial contribution”.

³² For example at RD SPD paragraphs 6.46 and 9.50 onwards.

³³ Those cited above, plus “[Inclusive Mobility](#)”, DfT 2005.

³⁴ See paragraph 9.2.6.

5 **Parking and other facilities for cyclists**

Applicable to the following (ie. all but the smallest proposals):

Residential newbuild or conversion (including multiple occupation), from single dwellings upwards.

Residential extension increasing the number of bedrooms, and/or affecting cycle parking arrangements.

Non-residential newbuild or conversion/change of use, from single premises upwards.

Extension increasing the number of staff and/or visitors, and/or affecting cycle parking arrangements.

Relevant policies:

Core Strategy especially policy CP9.

Local Plan policy T3.

Emerging Site Allocations and Development Management DPD policy DM28.

Residential Design SPD.

Site-specific Masterplans.

5.1 **Quantity**

- 5.1.1 Cycle parking standards are set out in Policy T3 and Schedule 2 of the Local Plan, but have been reviewed in the light of local experience, the high levels of cycling in Exeter³⁵, and examples of good practice³⁶, and revised standards are detailed in Table 2 below.
- 5.1.2 These are intended to indicate an appropriate level of cycle parking, as required by the emerging Strategic Allocations and Development Management DPD. In the meantime these standards update those set out in the Local Plan.
- 5.1.3 These are minimum standards; applicants should consider providing more parking if, for example, the site is well located in relation to high quality cycle routes. For extensions to existing premises, the use made of existing cycle stands may be a good guide to the appropriate level of future provision.
- 5.1.4 Newbuild properties will always be expected to include cycle parking in accordance with the policy requirement. It is accepted that this may be more difficult to achieve with conversions.

³⁵ Exeter's status as a Cycling Demonstration Town from 2005 to 2011 and accompanying investment in infrastructure and measures such as training, resulted in substantial increases in cycling; see paragraph 3.9.1.

³⁶ See for example [TfL Proposed Guidelines](#). London is seen as comparable in that, like Exeter, it has seen a dramatic increase in cycling using a mixture of dedicated facilities and heavily trafficked roads.

Table 2 - Cycle parking standards (minimum)

<p>The standards below are cumulative, eg. for retail, cycle parking is required for both staff and customers.</p> <p>The absence of a use from this table does not mean no cycle parking is required. Applicants should consider likely numbers of residents, staff and visitors, and assess their likely needs by comparison with the following examples.</p>			
Land use		Number of cycles	Notes
Parking for residents			
Houses and flats	1 or 2 bedrooms	1 per dwelling	
	3+ bedrooms	2 per dwelling	
HMOs, bedsits, cluster flats, student accommodation	For first 10 bedrooms	1 per bedroom	
	For 11 th bedroom upwards	1 per 2 bedrooms	
Retirement flats (includes staff parking)	For first 4 flats	1 per flat	Assumes lower age limit of 60 or less. Reduce requirement if age limit is higher.
	For subsequent flats	1 per 5 flats (minimum 4 spaces)	
Parking for staff			
General rule	For first 4 full time equivalents (FTEs)	1 per FTE	
	For subsequent staff	1 per 7 FTEs (minimum 4 spaces)	
Example for specific cases -			
Offices	Assume 1 FTE per 12.5m ² of office space, and provide cycle parking as above.		
Method of calculation for other uses which include office space	Consider level of staffing likely to be accommodated in the building, eg. medical practice - assume 1 FTE per consulting room, plus 1 FTE per 12.5m ² of office space, and provide cycle parking as above.		
Industrial uses	If number of staff is not known, assume 1 FTE per 50m ² of workshop space, plus 12.5m ² of office space, and provide cycle parking as above.		
Retail	1 staff cycle space per 350m ² of net retail floorspace.		

Parking for visitors/customers			
Retail	Food	1 per 350m ² of net retail floorspace (minimum 10 spaces)	
	Non-food	1 per 500m ² of net retail floorspace (minimum 4 spaces)	
Hotels and conference facilities	Overnight guests	Equal to staff parking, and may be in same secure space	
	Day visitors (conferences etc)	1 per 20 peak period visitors	
Sports facilities		1 per 20 peak period visitors	
Other premises open to the public	eg. other leisure uses, medical practices, food and drink	Same number of spaces as for staff	
Offices and industrial uses not generally open to the public		One or two spaces for ad hoc callers	
Student accommodation		One space per 20 beds (minimum 2 spaces)	
Other residential blocks		One or two spaces for ad hoc callers	
Educational establishments	Consider on an individual basis depending on age and other characteristics of students.		

5.2 Cycle parking at home

5.2.1 Cycle parking must be secure and convenient. The Residential Design SPD sets out detailed requirements for cycle storage at paragraph 6.56 onwards.

- For a single garage measuring 6m x 3m, 0.5m needs to be added to either the length or the width for bike storage. If added to the length, a personal door should be included so the bikes can be taken in and out with the car in situ.
- Individual stores in gardens should have easy access to the road via a gate. For two bikes, the store should measure about 2m x 1m (a 6' x 4' shed will suffice).

- Communal stores should be conveniently located and secure. See [Devon County Council's Cycle Parking Design Guidance](#) in relation to storage systems.
- Storage space for bikes is additional to that required for bins; the same space cannot be counted for both.

5.2.2 In the case of an application to convert a garage to living accommodation, while it is accepted that this will usually be designed to meet the requirements of the current occupier, consideration should be given to how cycle storage could be provided in future, such as a shed within the curtilage.

5.3 Cycle parking at workplaces

5.3.1 For staff who will be leaving their cycles on site for the whole day, security will be paramount.

- Cycle parking should be in a secure location within the curtilage and/or in a secure structure wherever possible. The location should be such that users feel safe accessing it. See [Devon County Council's Cycle Parking Design Guidance](#) in relation to storage systems.
- Showers, lockers, and space to dry clothes will all encourage staff to cycle to work. Where more than 20 people are to be employed, these facilities must be provided³⁷. Where possible, they should also be provided for smaller employment premises, particularly newbuild development which is well-located in relation to the city's cycle network. See model condition at paragraph 5.6.1.

5.4 Cycle parking for visitors

5.4.1 Cycle parking should be provided in convenient and safe locations, immediately adjacent to destinations such as shops or schools, at transport interchanges or next to community facilities.³⁸

- For casual visitors, cycle parking should be located by the main entrance, in a well-overlooked position, to which cycles can be locked. Conveniently sited parking will prevent bikes being chained to other structures.
- In areas like retail parks with multiple premises, small groups of bike stands close to individual shop entrances will be preferable to one large group of stands. The former will be more convenient for users, easier to accommodate, and less visually intrusive.
- At premises where visitors stay for hours rather than minutes, covered parking is preferable.
- Conference centres and hotels should provide secure cycle parking. If visitors are allowed to use the store provided for staff, the size of the store needs to reflect this.

³⁷ Local Plan policy T3(c).

³⁸ Paragraph 10.53 of the RD SPD.

- In city centre or local centre locations where there is no space on site for cycle parking for visitors, it may be appropriate for the developer to contribute to additional provision in the vicinity.
- Good surveillance is essential, to ensure the security of cycles and their users.
- See [Devon County Council's Cycle Parking Design Guidance](#) in relation to storage systems.

5.5 Checklist for applications

- On the application form, include the number of cycle parking spaces.
- On the drawings, indicate the location of cycle parking, and dimensions so that capacity can be verified. The Council has produced a ready-reckoner showing how many bicycles will fit in a given area. [Insert hyperlink]
- In the Design and Access or Planning Statement, describe the quantity and nature of cycle parking, including storage system used (eg. Sheffield stands), security arrangements where applicable, and method of controlling access to communal stores.

5.6 Model conditions

5.6.1 Cycle parking identified in application:

Prior to occupation of the development hereby permitted, secure cycle parking^{(a)(b)} shall be provided^(c) in accordance with [details^(d) previously submitted to and approved in writing by the Local Planning Authority]^(e), and the cycle parking shall be maintained at all times thereafter.^(f)

Reason - to ensure that cycle parking is provided, in accordance with Local Plan policy T3, to encourage travel by sustainable means.

Variations:-

- May need to specify “*cycle parking for visitors and secure cycle parking for residents and staff*”, or any combination of these appropriate to the use.
- For a workplace, it may be appropriate to include provision of lockers, showers and changing facilities.
- If location is shown on a drawing, insert after the word “provided”: “*in the location shown on drawing number ...*”
- After “details” insert any specific requirements; for example in the case of a small store room it may be necessary to specify “*(including arrangements as to access)*”, to prevent it from being simply a locked cupboard.
- If sufficient detail is shown on a drawing, replace the words in square brackets with “*the details shown on drawing number ...*”.
- For larger developments, may need to link occupation of premises to provision of cycle parking for those premises.

5.6.2 No cycle parking identified in application:

Prior to commencement of the development, details shall be submitted to the Local Planning Authority of secure cycle parking.^{(a)(b)(d)} Development shall not be commenced until such details have been agreed in writing by the Local Planning Authority, and prior to first occupation of the development, the cycle parking shall be provided in accordance with the approved details.

Reason and variations are as above.

If no obvious solution is apparent from the submitted drawings, applicants will be asked to provide additional details, in the absence of which the application will be liable to refusal for failure to comply with policy T3.

6 Car parking

Applicable to the following (ie. all but the smallest proposals):

Residential newbuild or conversion (including multiple occupation), from single dwellings upwards.

Non-residential newbuild or conversion/change of use, from single premises upwards.

Extension of any premises increasing the number of staff and/or visitors, and/or affecting car parking arrangements.

Relevant policies:

Core Strategy especially policy CP9.

Local Plan policy T10.

Emerging Site Allocations and Development Management DPD policy DM19, DM28 and DM31(o).

Residential Design SPD.

Site-specific Masterplans.

6.1 Rationale

6.1.1 There are a number of reasons for including a chapter on car parking in an SPD relating to sustainable transport:-

- The definition of sustainable transport modes in the NPPF³⁹ includes low and ultra low emission vehicles and car sharing, all of which generate a requirement for parking.
- The NPPF does not advocate maximum standards for parking; it permits the setting of local standards based on a number of factors, only one of which is the need to reduce the use of high-emission vehicles⁴⁰. Another factor is local car ownership levels, implicitly making the point that to some extent car ownership governs the appropriate level of parking, not the reverse; that is, restricting parking provision does not necessarily reduce car ownership, and can have adverse consequences such as encouraging parking on footways. In any case, the policy objective is to reduce car use rather than ownership⁴¹.
- Another factor to be taken into account is the availability and opportunities for public transport. This reflects the fact that driving is part of an overall package of transport possibilities, and an effective way of reducing car use is to offer people other attractive choices.
- Sections 6.3 to 6.6 therefore set out a number of ways in which car parking needs to mesh with other transport modes.

³⁹ In Annex 2.

⁴⁰ At paragraph 39.

⁴¹ See paragraph 1.3.3.

6.2 Quantity

- 6.2.1 Car parking standards are set out in policy T10 and Schedules 3 and 4 of the Exeter Local Plan. The Residential Design SPD elaborates on the parking standards for dwellings, including unallocated parking, and provides detailed guidance on its location and layout.⁴² Although described as maxima in the Local Plan and RD SPD, in accordance with government policy the standards in Schedule 3 are now treated as indicative standards to assist applicants.⁴³ Schedule 4 sets out minimum requirements for parking for disabled users.
- 6.2.2 It is intended that the emerging Site Allocations and Development Management DPD will require an “appropriate” level of car parking for development, and the standards in Table 3 and Table 4 below indicate what that level is for different types of development, including minimum provision for people with disabilities⁴⁴.
- 6.2.3 The tables focus on car parking, but any additional operational requirements (such as for commercial vehicles to service the premises) need to be accommodated.

Table 3 – Car parking standards (indicative)

Inside the pedestrian priority zone	
Non-residential	Operational only
Residential	Average of 1.5 spaces per dwelling*
Outside the pedestrian priority zone	
Food retail	1 space per 14 m ² (gross internal area)
Non-food retail	1 space per 20 m ²
Cinemas and conference facilities	1 space per 5 seats
D2 including leisure	1 space per 22 m ²
B1 including offices	1 space per 30 m ²
B2 employment	1 space per 50 m ²
B8 warehousing	1 space per 200 m ²
Hospitals	1 space per 4 FTEs + 1 space per 3 visitors
Higher and further education	1 space per 2 FTE
Stadia	1 space per 15 seats
Residential	1.5 spaces per dwelling*

⁴² RD SPD Chapter 6.

⁴³ NPPF paragraph 39 requires standards to be set taking into account a number of factors.

⁴⁴ See also paragraph 4.1.1.

*See Residential Design SPD Figure 6.2 for ratio of allocated to unallocated spaces

Table 4 - Car parking standards for disabled users (minimum)

Car park used for	Car park size	
	Up to 200 bays	Over 200 bays
Employment premises – employees and visitors	Individual bays for each disabled employee + 2 bays or 5% of total capacity	6 bays + 2% of total capacity
Shopping, recreation, leisure	3 bays or 6% of total capacity, whichever is greater	4 bays + 4% of total capacity

6.3 Car free developments

6.3.1 Where a Residents' Parking Zone (RPZ) has been designated by Devon County Council, their policy⁴⁵ is that new properties will not be eligible for a permit and developers will be required to provide sufficient spaces off-street or designate the property as car free; see further paragraph 6.3.2. For conversions, permits will be issued on a first come, first served basis, up to the number of permits previously existing for the property, or the number of new properties, whichever is the lower, provided that any of the new properties without a permit are designated car free.

6.3.2 Policy H2 and paragraph of the Exeter Local Plan First Review refers to a City Centre Core Area within which car free developments will be permitted. Similar considerations may apply to justify a car free development in other locations well served by public transport. In all cases this will be subject to the following:-

- parking should be provided for cycles and disabled drivers, as well as space for deliveries;
- where occupiers will not be entitled to a residents' parking permit from Devon County Council, they should be made aware of that;
- a travel plan and/or travel pack may be required in accordance with section 8.1;
- a contribution will be sought towards the enhancement of facilities for public transport, cyclists and pedestrians. A contribution to a car club is deemed to comply equally with the objectives of paragraph 4.8.⁴⁶

⁴⁵ See item 6 at

http://www.devon.gov.uk/index/councildemocracymaking/cma/cma_document.htm?cmadoc=agenda_exh_20101125.html.

⁴⁶ In accordance with NPPF paragraph 39 which says that if parking standards are set they should take into account, among other things, the accessibility of the development and the availability of and opportunities for public transport. For car clubs see chapter 11.

6.3.3 On car free developments, or other locations where a car club forms part of the travel plan strategy⁴⁷, parking for a car club car or cars should be provided in accordance with chapter 11.

6.4 Extensions to Controlled Parking Zones

6.4.1 Where a development is likely to encourage on-street parking to the detriment of existing residents or businesses, the applicant may be required to make a financial contribution to enable the creation or extension of Controlled Parking Zones. The contribution will need to cover the costs associated with making the necessary Order, as well as signage and road markings.

6.5 Electric vehicles

6.5.1 The Government's Plug-in Vehicle Infrastructure Strategy⁴⁸ envisages that as plug-in electric vehicles become more widespread, most charging will take place at home, with additional facilities at workplaces and locations such as shopping centres. The Residential Design SPD requires developers to plan for the future installation of charging points for all residential parking, including on-street locations. As a minimum, ducting and potential for easy connection to the electricity network should be provided.⁴⁹ Workplace and retail parking facilities should also be future-proofed in this way.

6.6 Layout and management arrangements

6.6.1 Parking areas should be well overlooked, by buildings or public spaces, to provide security for users and their vehicles.

6.6.2 Shops and offices should be designed and located so that their front entrances are directly off main streets, not involving a long walk across a car park.

6.6.3 Where parking is provided for customers of retail estates, in the interests of discouraging unnecessary vehicle movements, management arrangements for those parking areas should not preclude customers from leaving their cars parked for short periods while they visit other nearby premises. The model condition at paragraph 6.8.2 is designed to deal with this. Paths should provide easy connections in and out of the car park, to avoid pedestrians taking short cuts through planting.

6.7 Checklist for applications

- On the application form, include the number of parking spaces for different types of vehicle and user.
- On the drawings, indicate location of parking, and dimensions so that capacity can be verified.

⁴⁷ For travel plans see chapter 7.

⁴⁸ "Making the Connection", June 2011.

⁴⁹ Paragraph 6.34 of the RD SPD.

- In the Design and Access or Planning Statement, describe the rationale for the number of spaces, with reference to the indicative standards in Table 3 and Table 4, Figure 6.2 of the RD SPD, and the criteria listed in paragraph 39 of the NPPF.

6.8 Model conditions

6.8.1 Parking:

The proposed car parking shall be constructed and laid out in accordance with details to be approved by the Local Planning Authority in writing before their construction begins. For this purpose, plans and sections indicating, as appropriate, the design, layout [including allocated and unallocated spaces], levels, gradients, materials and method of construction shall be submitted to the Local Planning Authority.

Reason: To ensure that adequate information is available for the proper consideration of the detailed proposals.

Note: this may be part of a composite condition requiring approval of details of estate roads etc.⁵⁰

6.8.2 Flexible parking:

The car park shall at all times be managed in such a way that car-borne customers are not prevented from leaving the site to visit nearby premises on foot.

Reason - to encourage short journeys to be made on foot rather than by car, in accordance with Local Plan policy T3.

Note: intended particularly for retail parks; see paragraph 6.6.3.

6.9 Planning obligations

- 6.9.1 Contribution to enable the creation or extension of a Controlled Parking Zone - see [Standard Clause 04](#) – “Financial contribution”.

⁵⁰ See paragraph 10.4.3.

7 Connections between the site and its surroundings

Applicable to:

Proposals having a direct physical impact on existing infrastructure; this may include (for example) a single dwelling which would involve alterations to an access, or for example to a cycle path or bus stop.

Sites with more than one potential access.

Relevant policies:

Core Strategy policy CP9.

Local Plan policy T3.

Emerging Site Allocations and Development Management DPD policy DM27.

Residential Design SPD.

7.1 Alterations to existing infrastructure

7.1.1 Development may have a physical impact on existing infrastructure, particularly where access to the development is improved or newly created. Physical works may be necessary:-

- To avoid danger or inconvenience to existing users of the road, or to vehicles or persons entering or leaving the property; measures would include the creation of visibility splays or a priority arrangement for pedestrians and cyclists crossing the access;
- To relocate infrastructure such as a bus stop.

7.1.2 Individual proposals must respect the overall movement strategy for the wider area, both current and as proposed through the Exeter Walking and Cycle Strategies and emerging Exeter Growth Bus Strategy⁵¹, as well as any applicable Masterplan.⁵²

7.1.3 Where the required works are on the application site or within land controlled by the applicant, and off the public highway, a condition will usually suffice; otherwise they will be secured by a planning obligation.

7.2 Connections

7.2.1 Where there is more than one possible access point to the development site, Devon County Council as highway authority may wish to prevent vehicular access at one or more of those points. However, in the interests of keeping walking and cycling distances to a minimum, preferably pedestrian and cycle access should still be provided. As a general rule, this should be the case wherever a site boundary abuts an existing highway or public open space.

⁵¹ See paragraph 3.10 of this document.

⁵² See paragraph 3.7 of this document.

7.3 Checklist for applications

- On the application form, complete the section about access and rights of way.
- Provide a plan showing all access points, together with detailed drawings showing all necessary works.
- In the Design and Access Statement, set out the rationale for the access points and associated works.

7.4 Model conditions

7.4.1 On-site works:

*No part of the development hereby approved shall be brought into its intended use until the *[visibility splays, on-site parking, turning, loading and unloading facilities] have been provided in accordance with the requirements of this permission and retained for those purposes at all times.*

Reason: To ensure the safety and convenience of the traffic attracted to the site and other road users.

Note: *adapt to reflect the actual requirements.

7.4.2 Restriction on vehicular access:

Prior to occupation of the development, the access to [name of road] shall be closed to motor vehicles in accordance with details previously submitted to and approved in writing by the Local Planning Authority, and shall remain closed at all times thereafter.

Reason: To ensure the safety and convenience of the traffic attracted to the site and other road users.

7.4.3 Provision of pedestrian/cycle access:

Prior to occupation of the development, access for pedestrians and cyclists at the points shown marked on drawing no. [] shall be provided in accordance with details previously submitted to and approved in writing by the Local Planning Authority, and maintained at all times thereafter.

Reason - to encourage travel by sustainable means in accordance with Local Plan policy T3.

7.5 Planning obligations

- 7.5.1 See [Standard Clause 05](#) – “Highway works”.

8 Travel plans and travel packs

Applicable to:

Proposals putting additional demand on transport infrastructure or services; generally involving more than an individual dwelling or other premises.

Relevant policies:

Core Strategy especially paragraph 8.6(g) and policy CP9.

Local Plan policy T10.

Emerging Site Allocations and Development Management DPD especially policy DM27(f).

Residential Design SPD.

8.1 Requirements

8.1.1 An effective travel plan can play a significant part in encouraging sustainable travel. The NPPF says that a travel plan should be provided for all developments which generate significant amounts of movement.⁵³ Devon County Council's general requirements are as follows:-

- Residential development:-
 - basic travel plan and travel pack (see 8.1.4) – for 20 or more dwellings, or HMO/student accommodation with ten or more rooms;
 - comprehensive travel plan (see 8.1.3) and travel pack – for 50 or more dwellings, or student accommodation with 50 or more rooms;
- Workplaces:-
 - basic travel plan and travel pack – for ten or more staff;
 - comprehensive travel plan and travel pack – for 20 or more staff.

8.1.2 In all such cases, approval of and adherence to a travel plan will be secured by condition.⁵⁴ Although travel plans should be submitted to the City Council for approval, Devon County Council will be consulted, and applicants should therefore have regard to their requirements, which are included with more general travel planning advice at <http://www.devon.gov.uk/travelplanning>.

8.1.3 A comprehensive travel plan is likely to include the provision of vouchers for season tickets for new residents or staff, or towards the cost of bicycles for residents. It may provide for a car club facility in accordance with Chapter 11. It will require employment of a travel plan co-ordinator (although for smaller workplace schemes a member of staff appointed travel plan champion will suffice). A financial contribution to any or all of these measures will need to be secured through a planning obligation.

⁵³ At paragraph 36.

⁵⁴ See condition in paragraph 8.3.1.

8.1.4 A travel pack should be produced for residents of new development and for workplaces in all cases where a travel plan is required. This will include details of walking and cycling routes, as well as public transport including maps, timetables, and information about ticket offers.⁵⁵ Where applicable, it should also include information about car sharing schemes, car clubs, eco-driving and motorcycle safety. Devon County Council may be able to produce packs for developers upon payment of a financial contribution. In all cases they will need to approve the form and content of the travel pack.

8.1.5 The RD SPD requires a Home User Guide to be produced for all dwellings. In the case of major residential development, this will be secured by a planning obligation, a requirement of which will be that the content of the Guide must be approved by the Council.⁵⁶ Where a travel pack is provided, it should form part of this Guide.

8.2 Checklist for applications

- Include a draft travel plan in appropriate cases.

8.3 Model conditions

8.3.1 Travel plan:

No part of the development shall be occupied until a travel plan (including recommendations and arrangements for monitoring and review) has been submitted to and approved in writing by the Local Planning Authority^{(a)(b)}. Thereafter the recommendations of the travel plan shall be implemented, monitored and reviewed in accordance with the approved document, or any amended document subsequently approved in writing by the Local Planning Authority.^(c)

Reason: to encourage travel by sustainable means, in accordance with Local Plan policy T3.

Variations:-

(a) May need to insert after “Local Planning Authority”: “(who shall consult with both the Local Highway Authority and Highways Agency acting on behalf of the Secretary of State for Transport⁵⁷)”.

(b) May need to specify that “*the travel plan shall include as a minimum:-*

- *The identification of targets for trip reduction and modal shift;*
- *The methods to be employed to meet these targets;*
- *The mechanisms for monitoring and periodic review;*
- *The mechanisms for reporting;*

⁵⁵ See condition in paragraph 8.3.2.

⁵⁶ Paragraph 9.29 of the RD SPD.

⁵⁷ Where traffic on a trunk road is affected by the proposal.

- *Actions (including payment of financial contributions) in the event that targets are not met;*
- *The mechanisms for mitigation;*
- *Implementation of the travel plan to an agreed timescale or timetable and its operation thereafter;*
- *Mechanisms to secure variations to the travel plan following monitoring and review.”*

(c) May need to be specific about review, eg: “A review of the targets shall be undertaken within 6 months of the occupation of the development and on a periodic basis thereafter.”

8.3.2 **Travel pack:**

Prior to occupation of the development hereby permitted, a travel pack shall be provided informing all residents^(a) of [the car free status of the development, and]^(b) walking and cycling routes and facilities, public transport routes and timetables, car sharing schemes, car clubs, eco-driving, and motorcycle safety^(c), together with the location of local and central shopping and leisure facilities, as appropriate, the form and content of which have previously been approved in writing by the Local Planning Authority.

Reason: To ensure that all occupants of the development are aware of [its car free status and] the available sustainable travel options.

Variations:-

- (a) Replace “residents” with “staff” etc., as appropriate.
- (b) Include or omit words re car free status, as appropriate.
- (c) Omit those which do not apply.

8.4 **Planning obligations**

Financial contribution⁵⁸ to cover travel plan measures including any or all of the following:-

- production of travel pack;
- vouchers for discounted bicycle purchase and/or season tickets;
- appointment of travel plan co-ordinator.

⁵⁸ See [Standard Clause 04](#), “Financial contribution”.

9 Off-site improvements

Applicable to:

Proposals putting additional demand on transport infrastructure or services; generally involving more than an individual dwelling or other premises.

Relevant policies:

Local Plan policies especially T3, T5, T6 and T7.

Core Strategy policies CP9 and CP18.

Emerging Site Allocations and Development Management DPD policies DM19, DM27 and DM28(d).

Residential Design SPD.

Planning Obligations SPD.

Site-specific Masterplans.

9.1 Identification of requirements

- 9.1.1 Where improvements to transport networks are necessary to accommodate journeys generated by the development, and to enable and encourage use of sustainable modes for those journeys, the development will be expected to make a financial contribution towards those improvements.
- 9.1.2 The nature and extent of these contributions will be identified through the Transport Assessment process and pre-application discussions, particularly with Devon County Council. DCC generally follows DfT thresholds⁵⁹ as to when a Transport Assessment is required, although a simple assessment may be required in additional cases to illustrate the impact from a development.
- 9.1.3 Exeter City Council is working towards adopting a CIL Schedule which will indicate what is intended to be funded from the Community Infrastructure Levy. In the meantime, planning obligations fulfil this role, and will continue to play a part in relation to site-specific requirements.
- 9.1.4 Although planning obligations must be directly related to the proposed development, a degree of flexibility will sometimes be necessary as to how transport contributions are spent. This is particularly the case where infrastructure or services are required to support multiple developments, from which contributions will be pooled. It may not be possible to predict the sequence in which those developments will come forward, and that sequence may determine which transport measures should properly be funded⁵⁹ by each of the developments.

⁵⁹ See paragraph 2.3.1.

9.2 Potential need for contributions

9.2.1 Roads – contributions may be required towards the following:-

- Local improvements to mitigate congestion and therefore emissions which would otherwise be exacerbated by traffic from the development.
- Measures to encourage drivers to take one route rather than another, for example using signage or traffic calming, or to compel them to do so by restrictions on particular movements.
- Extensions to Controlled Parking Zones in the circumstances described in paragraph 6.4.1.
- The strategic links referred to in section 12.4.

9.2.2 Park and ride – contributions may be required towards the sites referred to in paragraph 12.2.2. This may be appropriate for development in the city centre and therefore served by park and ride, or where park and ride can play a role in reducing traffic congestion on a radial route which the development will exacerbate.

9.2.3 Rail – contributions may be required towards the following, particularly where the development is in a location close to an existing or proposed station:-

- The new stations and other elements of the Devon Metro proposals referred to in section 12.1.
- Measures which encourage occupiers to travel by train, such as better waiting or information systems.

9.2.4 Bus – contributions may be required towards the following:-

- To enhance bring a service within walking distance of development, or increase the frequency of an existing service.
- To provide shelters, seats, static or electronic information displays, raised kerbs to assist access by wheelchairs and pushchairs, and/or crossing facilities, all of which have the capacity to make bus travel more attractive.
- To provide bus priority measures which benefit the development

9.2.5 Walking and cycling – contributions may be required towards improving facilities for pedestrians and cyclists in the vicinity of the site, including the creation of links to reduce walking and cycling distances to public transport and other local facilities; also directional signage, lighting, crossing facilities and public cycle parking.

9.2.6 **Community transport** – a contribution may be required, particularly in an area not served by current community transport services⁶⁰, which therefore need to be extended.

9.3 Checklist for applications

- In the Transport Assessment, indicate how the site relates to transport networks, and identify improvements which would enable and encourage use of sustainable modes.

9.4 Planning obligations

9.4.1 See [Standard Clause 04](#) - “Financial contribution”.

⁶⁰ See paragraph 4.1.3.

10 On-site movement networks

Applicable to the following

Developments large enough to have roads and/or paths within the site.

Relevant policies:

Core Strategy especially policy CP9, CP16, CP17 and CP19.

Local Plan policy T2, T3 and T5.

Emerging Site Allocations and Development Management DPD policy DM27.

10.1 Hierarchy of streets

10.1.1 This document adopts the hierarchy used in the Monkerton Masterplan⁶¹, namely primary, secondary, tertiary and green streets.

- Primary streets will be through routes for all vehicles, therefore carriageway widths will need to take account of large vehicles, including buses, while maintaining a safe and attractive pedestrian and cycle environment.⁶²
- Secondary streets will not be designed to encourage through traffic, although they will need to accommodate buses on local services.
- Tertiary streets are not generally through routes, and should be designed as places that prioritise people rather than vehicles.
- Green streets are footpaths and cycleways with no access for motorised traffic.

10.2 The movement framework

10.2.1 The combined effect of the model conditions in section 10.4 is to require a movement framework to be drawn up, including bus routes (where applicable) and a pedestrian and cycle network. Ideally this should be an integral part of the application, with as little detail as possible left to be secured by conditions.

10.2.2 Devon County Council will be able to advise as to whether a single or multiple vehicular accesses should be provided, and whether any roads on site need to be primary or secondary streets.

10.2.3 In the case of accesses to the site:-

- DCC will be able to advise whether or not vehicular accesses need to be signal controlled.

⁶¹ See link at paragraph 3.7.1 of this document; page 54 of the Masterplan.

⁶² Paragraph 5.11 of the RD SPD.

- If so, push button facilities should usually be provided for pedestrians, which should include toucan facilities for cyclists where cycleways are present. Inconvenience to users of existing pedestrian and cycle routes should be minimised, and existing and potential desire lines should be catered for.
- Wherever the site boundary abuts an existing highway or public open space, pedestrian and cycle access should be provided, even if there is no vehicular access. Where an adjoining site may be developed in future, footpath/cycleways should be built up to the boundary to enable a connection to be made in at a later date.

10.2.4 DCC's Transport Co-ordination Service will also be able to advise which primary or secondary streets (if any) need to accommodate buses:-

- A new service will inevitably require pump-priming through developer contributions, and a diversion from or extension to an existing route is likely to be more cost effective than a completely new service.
- DCC will also be able to advise as to the location of the bus stops which (together with lay-bys, shelters, seats and information systems where appropriate) will need to be provided by the developer.
- If shelters are sourced from the Councils' usual supplier and included in its city-wide contract, it should be possible for the developer to be relieved of maintenance responsibility on payment of a commuted sum.

10.2.5 Phasing is important on a larger development site. Areas nearest to existing transport infrastructure should be developed first⁶³, so that, for example, the new dwellings or workplaces (depending on the type of development) can be served by existing bus services. Only when occupancy of the development reaches a certain critical mass will it become worth diverting a bus service through the site, and even then it will require a pump-priming contribution from the developer. Developing a site from the "wrong" end can make it difficult or impossible to provide public transport.

10.2.6 With access points defined and the primary and secondary streets identified, a pedestrian and cycle network should be devised across the whole site, to minimise walking and cycling distances:-

- All roads should provide safe and attractive routes for pedestrians and cyclists; therefore primary and secondary streets should include segregated footways and cycleways, plus safe and convenient crossing points.
- Subject to the need to accommodate buses and other large vehicles, junction radii should be minimised in order to slow down turning vehicles, and pedestrians and cyclists should be given priority across side turnings where possible.

⁶³ This is consistent with NPPF paragraph 17 – Core Planning Principles, the penultimate of which is to actively manage patterns of growth in this way; also paragraph 30.

- On quiet residential roads, pedestrians and cyclists should be accommodated on the carriageway,⁶⁴ and the RD SPD advocates use of Home Zones wherever possible⁶⁵.
- Culs de sac are discouraged as inhibiting connectivity,⁶⁶ but if they are included, there should be through routes for pedestrians and cyclists which are overlooked and therefore secure.⁶⁷

10.2.7 Public spaces must include paths which support desire lines between key destinations.⁶⁸

- Green streets are particularly appropriate for key walking and cycling routes and links, where there is no direct connection by road.
 - They (and all footpath links) should always be designed to accommodate not just pedestrians, but also cyclists, pushchairs, wheelchairs and buggies.
 - They should be at least 3 metres wide, step-free (including drop kerbs on desire lines), and free from obstructions such as barriers or railings. Where there is a need to slow users, this should be achieved by other design features (such as alignment) wherever possible.⁶⁹

10.2.8 If they do not become part of the highway network, arrangements need to be put in place to ensure that they are maintained to a high standard, including keeping adjoining plant growth under control.⁷⁰

10.2.9 Use of signs and bollards purely to demarcate different transport modes should be avoided,⁷¹ however:-

- Directional signage should be used to maximise use of strategic pedestrian and cycle routes.
- Signs should be consistent with other pedestrian and cycle signage in the area, and designed so as to preserve or enhance the townscape.

10.2.10 Routes should generally be well and consistently lit using light sources with a good colour rendering ability (e.g. white light sources).⁷² In some cases it may

⁶⁴ Paragraph 10.16 of the RD SPD.

⁶⁵ Paragraph 6.26 of the RD SPD.

⁶⁶ Paragraph 5.8 of the RD SPD.

⁶⁷ This will assist compliance with the accessibility criteria in Local Plan policy T2, and NPPF paragraph 38 which says that key facilities should be located within walking distance of most properties.

⁶⁸ Paragraph 10.16 of the RD SPD.

⁶⁹ Paragraph 10.52 of the RD SPD.

⁷⁰ For appropriate planning obligation see [Standard Clause 08](#), "Management Company"; see also model condition at 10.4.1.

⁷¹ Paragraph 10.16 of the RD SPD.

not be appropriate for a route to be lit (such as where, for example, a route has a rural character), but in such cases an alternative signed route, which is well lit and overlooked, should be created to provide a safe and convenient alternative during hours of darkness.

10.2.11 Although much of the above is taken from the RD SPD, for the most part it is equally relevant to uses other than residential development. In the past, employment estates have been developed in a piecemeal manner, with little thought to the possibility of access by any means other than the car. Even where retail units occur within such estates, they tend to be designed in small self-contained areas, with little thought as to how people might walk between one and another, or to a bus stop or railway station. And yet provision of safe and pleasant facilities for pedestrians and cyclists is particularly important in an environment dominated by heavy goods vehicles.

10.3 Checklist for applications

- Include a drawing showing movement hierarchy including bus routes and comprehensive pedestrian and cycle networks.
- Include a phasing plan where the size of the development justifies it.
- In the Design and Access Statement, explain the rationale behind these networks and phasing.

10.4 Model conditions

10.4.1 Pedestrian and cycle routes:

[Prior to commencement of the development][As part of the first application for approval of reserved matters], a detailed scheme for the pedestrian and cycle network shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include:-

(a) details of routes, road crossings, [bridges,] surface treatments, lighting, street furniture and signage;

(b) a programme for implementation synchronised with the progressive occupation of the development; and

(c) such temporary measures as are necessary (such as ramps where routes cross unfinished roads) to ensure the routes are fully usable during the construction period.

The approved scheme shall be adhered to at all times, including (where applicable) any amendments subsequently agreed in writing by the Local Planning Authority. The routes provided in accordance with this condition shall be maintained at all times thereafter, including keeping them free from vegetation, unless or until they become maintainable at public expense.

Reason - to ensure that the pedestrian and cycle routes are provided, to encourage travel by sustainable means in accordance with policy T3.

⁷² Paragraph 10.18, 10.59 of the RD SPD.

Note: Alternative introductory versions are for detailed and outline applications respectively. Where routes and certain other details are already adequately shown on a drawing, replace the initial paragraph with the following:-

"Prior to occupation of the development hereby permitted, the pedestrian and cycle routes shown on drawing number ... shall be provided in accordance with details previously submitted to and approved in writing by the Local Planning Authority. Those details shall include:-"

Continue with (a), (b) etc as above, omitting reference to details already shown.

10.4.2 Bus routes and facilities

[Prior to commencement of the development][As part of the first application for approval of reserved matters], a scheme for on-site bus routes shall be submitted to and approved in writing by the Local Planning Authority. The scheme shall include:-

*(a) details of routes, *[turning arrangements, and stops (including bays, shelters, seats, and static and electronic signage)];*

(b) a programme for implementation synchronised with the progressive occupation of the development, road adoption programme, and/or applicable funding;

(c) any temporary arrangements during the construction period.

The approved scheme shall be adhered to at all times, including (where applicable) any amendments subsequently agreed in writing by the Local Planning Authority. The facilities provided in accordance with this condition shall be maintained at all times thereafter, unless or until they become maintainable by or on behalf of a public authority.

**delete any elements which are not applicable.*

Reason - to ensure that suitable bus routes and stops are provided, to enable and encourage use of public transport in accordance with policy T3.

Note: Alternative introductory versions are for detailed and outline applications respectively.

10.4.3 Roads and other infrastructure:

The proposed estate roads, footways, footpaths, verges, junctions, street lighting, sewers, drains, retaining walls, service routes, surface water outfall, road maintenance/vehicle overhang margins, embankments, visibility splays, accesses, car parking and street furniture shall be constructed and laid out in accordance with details, complying with the Highway Authority's standards for adoption and approved by the Local Planning Authority in writing before their construction begins. For this purpose, plans and sections indicating, as appropriate, the design, layout, levels, gradients, materials and method of construction shall be submitted to the Local Planning Authority.

Reason: To ensure that adequate information is available for the proper consideration of the detailed proposals.

10.4.4 Phasing:

[Prior to commencement of the development][As part of the first application for approval of reserved matters], a detailed phasing plan shall be submitted to, and approved in writing by, the Local Planning Authority, and the development shall be carried out in accordance with the approved plan. The phasing plan shall specify the proposed timing for the delivery of the areas of public open space/green infrastructure as well as the construction programme for the housing and other built elements of the development.

Reason: To ensure that the development proceeds in accordance with an agreed programme of delivery, that areas closest to existing transport services are developed first, and that within individual phases the open space associated with the development is co-ordinated with the construction of the houses which it will serve.

Note: Alternative introductory versions are for detailed and outline applications respectively.

10.5 Planning obligations

10.5.1 A planning obligation may be required to secure financial contributions:-

- To pump-prime a bus service.
- For provision and maintenance of bus shelters.

See [Standard Clause 04](#), “Financial contribution”.

10.5.2 A planning obligation may also be required to ensure the formation of a management company to maintain unadopted paths. See [Standard Clause 08](#), “Management Company”.

11 Car clubs

Applicable to the following

Car free developments.

Larger developments, as part of a package of travel plan measures to reduce car use.

Relevant policies:

Core Strategy especially policy CP9.

Local Plan policy T3 and H2.

Emerging Site Allocations and Development Management DPD policy DM27(f) and DM28(d).

11.1 Rationale

11.1.1 Policy H2 of the Exeter Local Plan First Review refers to a City Centre Core Area (where shopping, employment and other facilities are within easy walking distance), within which car free developments will be permitted (with disabled persons' and cycle parking and space for deliveries). Paragraph 4.8 states that such schemes will be considered on their merits, occupiers will be excluded from residents' parking schemes, and a contribution will be sought towards the enhancement of facilities for public transport, cyclists and pedestrians. A contribution to a car club is deemed to comply equally with the objectives of paragraph 4.8.⁷³

11.1.2 Similar considerations may apply to justify a car free development in other locations well served by public transport. In addition, car clubs also have a role to play as part of the overall package of transport measures required for the larger development areas such as Newcourt, Monkerton/Hill Barton, and Alphington/Marsh Barton, even though these will not be car free developments.

11.1.3 A car club may also be an element of a workplace travel plan, with an employer making a financial contribution to set up or expand a car club, so that employees can take out corporate membership for work-related journeys. Well-placed car club vehicles may cater for work use during weekdays, and domestic use during evenings and at weekends.

11.2 Requirements

11.2.1 Larger car club schemes are likely to be more successful since they can offer a choice of vehicle types and better availability; therefore the preferred approach is as follows:-

⁷³ Consistent with NPPF paragraph 39 which says that if parking standards are set they should take into account, among other things, the accessibility of the development and the availability.

- A financial contribution enables extension of an existing car club.
- Parking for car club cars is provided on the highway, to raise their profile and so they are not seen as “exclusive” to a particular development. A key safe other suitable security arrangement will need to be put in place.

11.2.2 The financial contribution may be part of a larger, flexible contribution to sustainable transport measures. However, it should include:-

- a capital contribution to fund one or more vehicles;
- a year’s introductory membership for each household;
- the cost of the traffic order, signing and lining associated with the parking space.

11.2.3 The first two elements should be calculated in accordance with Table 5. All payments will be index linked to the RPI from April 2012 to the date of actual payment. Payments will be required before the occupation of 25% of the dwellings.

11.2.4 Details of the location will need to be submitted to and agreed in writing by the Council. In the case of off street parking, approval will also be required in respect of the dimensions, surfacing, lighting, signing, any CCTV and key safe or smart card arrangement. Spaces should be within five minutes (500 metres) walk of the property. Design of car parking facilities should take account of the needs of persons with disabilities. The ownership of off street spaces should pass to the Council to lease to the nominated car club provider.

Table 5 – Calculation of car club contributions

	Car free city centre site of up to 45 dwellings	Major development area, per 250 dwellings
Capital cost	7,590 ⁷⁴	
Purchase / installation of in-car telematics	1,570	
Contribution to the car club operator’s costs (assume £2,530 in first year decreasing by 25% a year as scheme becomes viable)	6,325	
Subtotal	15,485	
Cost per dwelling	/45 344	/250 62

⁷⁴ Figures increased by RPI factor of 1.265 from those in Car Clubs SPG, and rounded.

Add introductory subscription (£60 per person p.a.)	(household membership per dwelling, for one year) 60	(household membership per dwelling, for one year) 60
Total per dwelling	404	122
Plus:		
Cost of Traffic Regulation Order: from £1500 per order		
Cost of road markings and signage: from £1500 per vehicle		

11.2.5 The number of members per car is assumed at between 12 and 20 based upon national research.

11.2.6 1.75 potential members per dwelling is assumed based upon the 2001 Census population per dwelling aged 21 or more years (younger persons are unlikely to be eligible). Take up rates of 20-25% are normal. 30-45 dwellings might therefore support a car. For a car free development, a rate of one car per 45 dwellings is assumed for financial contributions.

11.2.7 A rate of one car per 250 dwellings is assumed for major development areas which are not car free.

11.3 Checklist for applications

- Include details in draft travel plan.

11.4 Planning obligations

11.4.1 See [Standard Clause 06](#) - "Reserved Car Scheme".

12 Significant transport proposals

Relevant policies:

Core Strategy policies CP9, CP18 and CP19.

Local Plan policy T6, T7, T14, KP3, KP6 and KP8.

Emerging Site Allocations and Development Management DPD policy DM20, DM26 and DM27.

12.1 Rail proposals

12.1.1 Devon County Council's "Devon Metro" proposals⁷⁵ include new stations at Newcourt and Marsh Barton, as well as longer trains, particularly in the peaks.

12.1.2 In the longer term a station is proposed at Hill Barton to serve the Monkerton area, and increased frequencies, although these will require additional investment in passing facilities and signalling.

12.2 Park and Ride

12.2.1 Exeter benefits from a successful park and ride network, although there is an imbalance in provision, with no sites on the western side, and the Matford site is operating at capacity.

12.2.2 To address this, a planning application has been made for a new site at the Alphington/Ide interchange on the A30. Possibilities for supplementing or replacing the Matford site, probably in Teignbridge District, are being considered as part of emerging strategic allocations to the south west of the city.

12.3 Buses

12.3.1 Proposals are being worked up for redevelopment of the area including the bus and coach station and bus depot. These proposals will need to include the provision on site of a replacement bus and coach station, of sufficient capacity to meet Exeter's current and future needs, and well located and accessible in relation to the city centre and other public transport services. A replacement bus depot site off site will also need to be provided as part of these proposals.

12.3.2 The emerging Exeter Growth Bus Strategy identifies additional and extended services and additional frequencies that will be required to serve new housing and employment growth. These include a high quality service (labelled "enhanced public transport") between Cranbrook, Monkerton, the city centre and Matford with priority measures to assist speed and timekeeping.

⁷⁵ See <http://www.devon.gov.uk/eldf-devonmetroappraisal.pdf>.

12.4 Roads

- 12.4.1 Three routes are proposed to be safeguarded for roads through the emerging Site Allocations and Development Management DPD⁷⁶.
- 12.4.2 The first is a link with an improved crossing of the M5 at Tithebarn Lane, westwards to Cumberland Way (with the potential for future provision of a bus lane on the approach to the junction), and onward to provide a bus-only link to Pinhoe Road. This will form part of the enhanced public transport route referred to in paragraph 12.3.2.
- 12.4.3 The second is a link northwards from Exhibition Way, Pinhoe, to provide an additional railway crossing and connection to the former Ibstock Brickworks site and beyond.
- 12.4.4 The third is a link road through the Water Lane area of Haven Banks/Marsh Barton, which may be required in the longer term, in particular to serve the Matford leg of the enhanced public transport route.

⁷⁶ See draft policy DM26.

Appendix A - Glossary of Acronyms

AQMA	Air Quality Management Area
CIL	Community Infrastructure Levy – a statutory levy on development, to provide for infrastructure
DCC	Devon County Council
DfT	Department for Transport
DPD	Development Plan Document – a component of the LDF
GI	Green Infrastructure
LDF	Local Development Framework – a suite of local planning policy documents, to replace the Local Plan
LTP3	Local Transport Plan adopted by DCC in 2011
NPPF	National Planning Policy Framework
RD SPD	Residential Design Supplementary Planning Document (produced by Exeter City Council)
RPZ	Residents' Parking Zone
SPD	Supplementary Planning Document – a component of the LDF
SPG	Supplementary Planning Guidance – amplifies policies in the Local Plan