

EXECUTIVE

Date: Tuesday 26 November 2013
Time: 5.30 pm
Venue: Rennes Room, Civic Centre, Paris Street, Exeter

Members are invited to attend the above meeting to consider the items of business.

If you have an enquiry regarding any items on this agenda, please contact Sarah Selway, Democratic Services Manager (Committees) on 01392 265275.

Entry to the Civic Centre can be gained through the Customer Service Centre, Paris Street.

Membership -

Councillors Edwards (Chair), Denham, Fullam, Hannaford, Mrs Henson, Owen, Pearson and Sutton

Agenda

Part I: Items suggested for discussion with the press and public present

1 Apologies

To receive apologies for absence from Committee members.

2 Minutes

To sign the minutes of the meeting held on 17 September and 1 October 2013.

3 Local Government (Access to Information) Act 1985 - Exclusion of Press and Public

It is considered that the Committee would be unlikely to exclude the press and public during consideration of any of the items on the agenda, but if it should wish to do so, the following resolution should be passed:-

RECOMMENDED that, under Section 100A(4) of the Local Government Act 1972, the press and public be excluded from the meeting for the consideration of the particular item(s) on the grounds that it (they) involve(s) the likely disclosure of exempt information as defined in the relevant paragraphs of Part 1, Schedule 12A of the Act.

4 Declarations of Interest

Councillors are reminded of the need to declare any disclosable pecuniary interests that relate to business on the agenda and which have not already been included in the register of interests, before any discussion takes place on the item. Unless the interest is sensitive, you must also disclose the nature of the interest. In accordance with the Council's Code of Conduct, you must then leave the room and must not participate in any further discussion of the item. Councillors requiring clarification should seek the advice of the Monitoring Officer prior to the day of the meeting.

5 Improving Housing Resident Involvement

To consider the report of the Assistant Director Housing and Contracts.

(Pages 5 - 8)

Scrutiny Committee – Community considered the report at its meeting on 12 November 2013 and its comments will be reported.

6 Environmental Performance

To consider the report of the Assistant Director Environment.

(Pages 9 - 26)

Scrutiny Committee – Community considered the report at its meeting on 12 November 2013 and its comments will be reported.

7 Exeter Cultural Action Plan November 2013 to 2015

To consider the report of the Assistant Director Economy.

(Pages 27 - 44)

Scrutiny Committee – Economy considered the report at its meeting on 14 November 2013 and its comments will be reported.

8 Local Council Tax Support Scheme for 2014/15

To consider the report of the Assistant Director Customer Access.

(Pages 45 - 52)

9 Rugby World Cup Funding

To consider the report of the Assistant Director Economy.

(Pages 53 - 58)

10 Future arrangements for Civil Parking Enforcement

To consider the report of the Assistant Director Public Realm.

(Pages 59 - 60)

11 **Parking Tariffs**

To consider the report of the Assistant Director Public Realm.

(Pages 61
- 66)

12 **Future Development in the City**

To consider the report of the Assistant Director City Development.

(Pages 67
- 136)

13 **Delegated Authority in respect of Flexible Tenancies**

To consider the report of the Assistant Director Housing and Contracts.

(Pages
137 - 138)

14 **Appointment to Outside Bodies**

To consider the appointment of representatives to serve on the outside bodies set out in the schedule.

(Pages
139 - 140)

15 **Appointment of Assistant Director Finance**

To note the appointment of David Hodgson as Assistant Director Finance.

Date of Next Meeting

The next scheduled meeting of the Executive will be held on **Tuesday 10 December 2013** at 5.30 pm in the Civic Centre.

A statement of the executive decisions taken at this meeting will be produced and published on the Council website as soon as reasonably practicable.

Find out more about Exeter City Council services by looking at our web site <http://www.exeter.gov.uk>. This will give you the dates of all future Committee meetings and tell you how you can ask a question at a Scrutiny Committee meeting. Alternatively, contact the Democratic Services Officer (Committees) on (01392) 265115 for further information.

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EXETER CITY COUNCIL

SCRUTINY COMMITTEE – COMMUNITY 12 NOVEMBER 2013

EXECUTIVE COMMITTEE 26 NOVEMBER 2013

IMPROVING HOUSING RESIDENT INVOLVEMENT

1.0 PURPOSE OF THE REPORT

- 1.1 To seek Members' approval to improving the way that the Council involves its housing residents in the management and strategic direction of the services they receive.

2.0 BACKGROUND

- 2.1 The Localism Act 2011 made changes to housing regulation in England from April 2012. These changes revolve around the principle of 'co-regulation', which requires landlords to be more proactive in self-regulation, and in involving tenants in the scrutiny process. In addition, the Act promotes a greater role for service users at a local level to influence and scrutinise service delivery.

- 2.2 The Council's existing strategy for involving its housing residents sets out to integrate it with the delivery of the Landlord service. Whilst this has had some success, Resident Involvement is predominately on performance monitoring and improvement. With the Council embracing systems thinking, performance management in the Housing Service is changing, with the focus now on real-time performance against defined purposes, rather than lagging performance measures and arbitrary targets. As a result, the Performance Digest has been radically amended. This is a welcome improvement but is not sufficient in itself to meet the new requirements for resident involvement. Residents need the ability to consider new policies, influence budget decisions and scrutinise the operation of the service to ensure that the services meet their needs, now and in the future.

- 2.3 The new regulatory framework, with its enhanced and proactive approach to economic regulation, requires landlords to demonstrate better value for money services. A greater scrutiny role for residents will improve the way that the services are planned and delivered by:

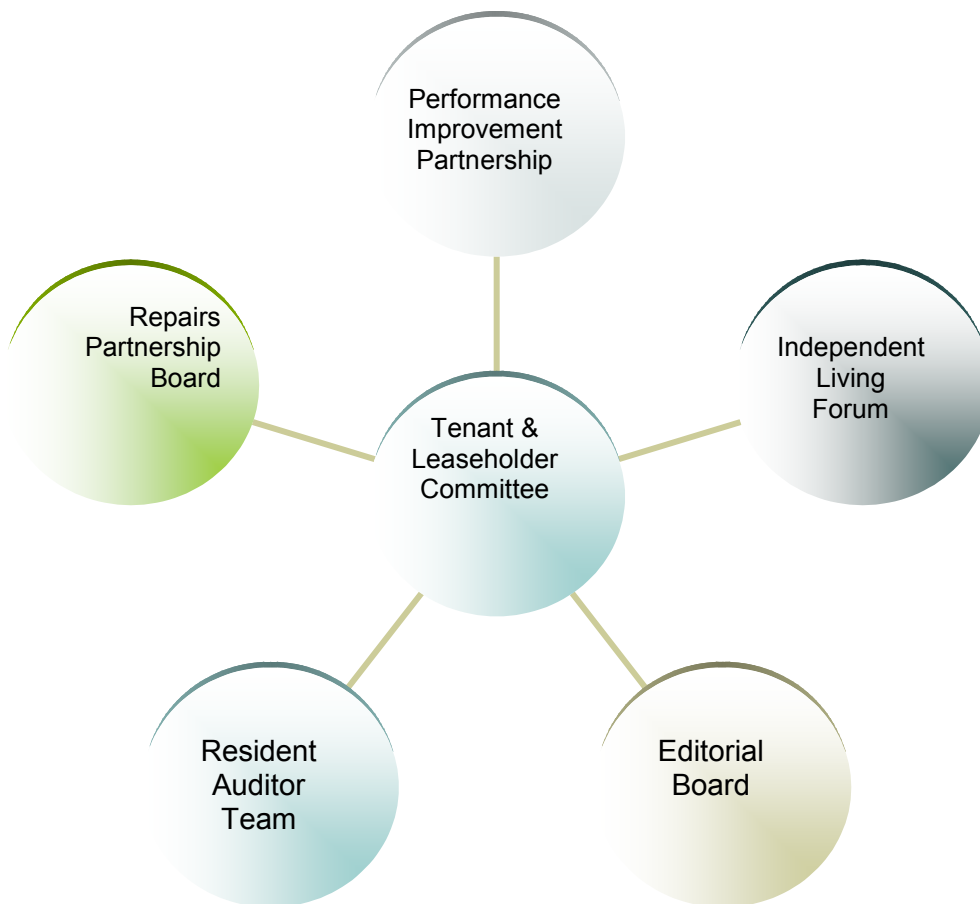
- providing a mechanism for us to deliver the services our tenants want, tailoring them to reflect local needs and priorities
- enabling us to determine how resources can be targeted where needs, wants and preferences are identified. This can lead to services which are better value for money
- improving the service experience for tenants and therefore customer satisfaction

- 2.4 The Localism Act and the new regulation framework that stems from it has prompted a review of how we involve our residents in the work of the service.

This review has concluded that, despite a plethora of meetings, resident involvement lacks proper integration with the service and proposes changes to the governance structure and management of the existing arrangements to address this.

3.0 A NEW GOVERNANCE STRUCTURE FOR RESIDENT INVOLVEMENT

3.1 At present, the governance structure for Resident Involvement consists of six different groups, as per the diagram below. It is unwieldy and repetitive, with the same volunteers sitting on a number of differing panels. This results in confusion over the different areas of responsibility for each group as well as duplication when the same topic is discussed at a number of different meetings. As a result, it is also expensive and time-consuming.



It is proposed that all groups, apart from the Independent Living Forum are dismantled and replaced by a single Performance Scrutiny Partnership (PSP).

3.2 The remit of the new Performance Scrutiny Partnership will be to:

- Review and comment on service performance and consider areas that would benefit from further in-depth resident review
- Work with officers to discuss, consult on and suggest improvements to new proposals, policies and strategies to ensure they meet service purposes
- Provide residents' views on future spending priorities

- Advise on the services communications to tenants and leaseholders, including social media, to ensure content is relevant, jargon free and engaging.
- 3.3 The Partnership will initially consist of the ten existing resident members of the various groups and will meet monthly.
- 3.4 As current members leave the Partnership, new members will be recruited from our existing residents, rather than elected as at present. Currently, elections are held every other year but, despite wider advertising than in previous years, this year not a single new member put their name forward to be a TALC representative and all current members were elected un-opposed in June 2013. This formal way of standing for election is clearly no longer an attractive proposition for potential volunteers. It is proposed that future members are recruited on an *ad hoc* basis when required, with the involvement of the new PSP.
- 3.5 Exeter City Council would not be the first housing landlord to move away from a formal election process for tenant representatives. Mid-Devon District Council changed to an application process five years ago. This has enabled them to recruit volunteers with the potential skills to undertake the work required and has proved very successful. East Devon District Council has never had an elected group, preferring to recruit representatives on the skills and experience they can bring to the organisation. In addition, Peabody's new Resident Involvement Strategy has created a Resident Scrutiny Panel to implement co-regulation which is not directly elected but drawn from other resident groups.
- 3.6 Not having an elections process will also reduce the confusion that occurs between the role of Council Members' in scrutiny and decision making and the Involved Residents' role in scrutinising and making recommendations.

4 PROPOSED MANAGEMENT CHANGES

- 4.1 The Chartered Institute of Housing and the Tenant Participation Advisory Service agree that for resident scrutiny to be effective, it must integrate with the landlord's strategic and performance management framework. It is proposed that the servicing of the new Partnership would become the responsibility of the Housing Performance and Projects Manager, supported by a new part-time administrative post, with the role of Housing Resident Involvement Manager becoming redundant. The production of *InSight* will be transferred to the Council's Policy, Communications and Community Engagement team and they will liaise with the Partnership to agree and proof-read content.
- 4.2 The Independent Living Forum will initially be led by the Tenancy Services Team whilst a systems review of "Be a good landlord" is completed and clarification of the future of older persons support services in Exeter is provided by Devon County Council.
- 4.3 Housing Managers will take responsibility for involving residents in their areas of work under the direction of the Assistant Director Housing and Contracts. This involvement may take the form of task and finish groups, surveys, consultation or similar and will draw on the PSP as required. This ensures

that involving residents in decision-making is embedded in the work of the service.

5.0 FINANCIAL IMPLICATIONS

5.1 It is estimated that savings of around £33,800 will be achieved in the Housing Revenue Account.

Around £18,500 will be achieved through the deletion of the Housing Resident Involvement Manager post and replacement with a part-time Administration Assistant. The current post holder has made an application for voluntary redundancy.

5.2 A further potential saving of around £15,300 will be achieved by reducing the number of groups meeting and the use of external consultants.

6.0 CONSULTATION

6.1 The Tenant and Leaseholder Committee (TALC) has been consulted on these proposals and supports both the rationale for change and the opportunity to make financial savings. In the year 2012/2013 the authority benefited from 1000 hours of work from this group of volunteers. They are keen to ensure that their time is used to improve the service and agree that aligning tenant scrutiny with Housing Performance places them at the centre of operations enabling them to meet their purpose.

6.2 Consultation has not taken place with the wider tenant body. However, the lack of interest in the elections this year demonstrates that an elected forum is not of interest to the wider body.

7.0 RECOMMENDATIONS

7.1 That Scrutiny Committee - Community and Executive Committee:

- a) Approves the new direction for Housing Resident Involvement;
- b) Approves the proposal to dismantle the existing Resident Involvement governance structure and create a single Performance Scrutiny Partnership from 1 April 2014;
- c) Approves the redundancy of the Housing Resident Involvement Manager from 1 April 2014;
- d) Approves the creation of a new part-time administrative role from 1 April 2014.

SARAH WARD
ASSISTANT DIRECTOR OF HOUSING AND CONTRACTS

Local Government (Access to Information) Act 1985 (as amended)
Background papers used in compiling this report:-

None

EXETER CITY COUNCIL

SCRUTINY COMMITTEE – COMMUNITY 12 NOVEMBER 2013

EXECUTIVE 26 NOVEMBER 2013

ENVIRONMENTAL PERFORMANCE

1. PURPOSE OF THE REPORT

- 1.1 To present an updated report of the environmental performance of the Council in a single document, and seek approval for a revision of the 3 strategies to one overall strategy.

2. BACKGROUND

- 2.1 Historically there have been three distinct Council strategies dealing with the Environment, Carbon Management and Climate Change respectively, and they overlap in many areas.
- 2.2 The Environment and the Carbon Management strategies each covered periods to 2012 and 2013 respectively, and are now in need of updating; it is recommended that to simplify target setting and reporting the main strands of all three strategies are drawn together into one all-encompassing document, setting out a combined strategy.
- 2.3 This report is a current state-of-play summary of relevant actions from all three strategies, with some initial proposals on future Environmental and Carbon Management initiatives. This strategy will be further developed by re-formed Climate Change Steering Group and an update presented in Spring 2014.

3. RECOMMENDATION

It is recommended that

1. Scrutiny Committee - Community and Executive note the attached report; and
2. Scrutiny Committee - Community supports and Executive approves the revision of the Environmental, Carbon Management and Climate Change strategies in to one encompassing strategy; and
3. requests a revised Environmental Performance Strategy to be brought before them in draft form for consultation in Spring 2014 and subsequent approval following consultation.

ASSISTANT DIRECTOR ENVIRONMENT

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21.10.13

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Environmental Sustainability in Exeter
Environmental Performance Report 2013



EXETER CITY COUNCIL

ENVIRONMENTAL PERFORMANCE REPORT 2013

INTRODUCTION

Historically there have been three ECC strategies dealing with the environment, carbon management and climate change and they overlap in many areas.

The terms for both the Environment and the Carbon Management strategies ended in 2012 and 2013 respectively, are now need updating and it is recommended that to simplify target setting and reporting the main strands of all three strategies are drawn together into one all-encompassing document, setting out a combined strategy. It is recognised that the Council can only achieve improvements in its environmental record if it supported across all the Council's departments. To facilitate engagement and action with all departments in the Council and to provide strategic oversight an Environment and Climate Change Steering Group has been recently established. This group will set the agenda, objectives and targets for the new combined strategy.

Previous reports on the Climate Change Strategy 2008/18, Environment Strategy 2007/12 and the Carbon Management Programme 2008/13 were made in 2010.

This report is a current state -of -play summary of relevant actions from all three strategies, with some initial proposals on future environmental and carbon management initiatives. It highlights the recent failure to significantly reduce CO₂ from council buildings and areas where progress has not been made but also positively shows that some newly implemented initiatives will save money and reduce energy use.

BACKGROUND

The Council is committed to its environmental agenda, mitigating climate change and the contribution it can make in enhancing Exeter as a Green and low-carbon city. A focus on in-house energy efficiency and using fewer resources will bring financial savings and reduce harmful impacts on the Environment. The council also has a responsibility for managing its council housing and estate to ensure that energy efficiency is maximised to minimise tenant's fuel bills. Other measures to encourage and support a reduction in energy use and carbon emissions in the wider community also contribute to making Exeter a greener city.

1. ENERGY AND CARBON MANAGEMENT

Council Assets

Since the last Environment/Carbon Management report in 2010 the base lines have been reassessed and future reporting will use 2011/12 as the base line with new strategies and targets to mitigate climate change through carbon reduction in Council operations.

The Energy Team maintain and monitor energy consumption and carbon emissions and provide data for national targets, including all council buildings and fleet mileage. Current data shows that while CO₂ emissions from council transport have reduced between 2012 and 2013 those from council buildings have increased. (Appendix 1 Graphs 1 & 2). This supports the need to introduce a revised strategy with updated targets.

Overall, the increase in energy use from buildings and estates from 2012 to 2013 is 19%. Much of this is accounted for by the new museum building which uses 2.2 million kWh on its own, costing £200,000. However, it should be noted that while energy use at the museum is

some 50% higher than previously the size of the building has approximately doubled, so an increase is not unexpected. Without the change at the museum energy consumption from the estate would have increased by 8%. This may partly be accounted for by the cold winter and early spring weather in 2013. (Appendix 1 – Table 1)

Recent completed projects to save money and reduce energy use and emissions include:



Solar Panels - four recently installed solar panel arrays on the MRF, Civic Centre, Oakwood House and ARK are outperforming predicted returns by 32% (October 2013). It is predicted that the project will break even in 5 years, and then continue to provide an income whilst contributing to the Council's obligations to cut carbon emissions and lessen environmental harm.

Smart meters are being installed at the Civic Centre and throughout the Council Estate (but not in Council Houses) which bring a saving through accurate billing and data management and enable better supply contracts and fuel tariffs.

A new energy strategy is to include a comprehensive programme of key projects which are vital if the council is to reduce operating costs, maintain assets and make long term financial savings and benefit from new income streams. Future projects recommended by the Energy Team range from installation of energy efficient hand driers and the removal of paper towels in the Civic Centre, to LED lighting and PV schemes for all high electricity users, such as Car Parks. Other renewable technology will be evaluated to reduce consumption and to protect against rising energy costs.

The Council is also committed to working with public and private sector partners to fully explore the potential for a District Heating Network to serve the city. This network could be an alternative source of low carbon heat for the Civic Centre and proposed new leisure centre

Housing

Exeter's housing stock produces 35.37% of the total CO₂ emissions in Exeter and it is one we can really influence.

Private Sector

86% of housing in the city is in the private sector, either owner occupied (62%) or rented (24%). As such the Council has no direct control over them, but actively encouraging energy efficiency and reducing emissions from these private sector homes, as they represent by far the greatest proportion of city homes, must be one of the highest priorities for the Council in its bid to reduce emissions.

It is also worth noting that 5% of the private sector stock contains a Category 1 hazard for excess cold as judged on the Housing Health and Safety Rating System, leading to the possibility of residents suffering physical or mental ill health, and contributing to excess Winter deaths (i.e. deaths above normal trends attributable to low winter temperatures),

Addressing this issue is best achieved by assisting and encouraging home owners by providing accessible advice and financial assistance for energy efficiency improvements,

working with private sector landlords, looking for sustainable energy options for off-gas areas, and assisting with ECO Procurement and Green Deal finance alternatives. This is directly linked to fuel poverty as according to a recent house condition survey 15% of the city's homes are fuel poor. Raising awareness of these issues with landlords and the wider community is part of the on-going involvement with tackling fuel poverty and reducing energy use.

Council Housing

The continuing drive to improve the energy efficiency of Council housing in the city with the installation of cavity wall and loft insulation has resulted in measures in 97% of the 5043 houses to date.

In addition to improving insulation, high efficiency gas boilers have been fitted in over 4569 (90.6%) of properties that have a gas supply. The Council owns 132 properties that only have an electric supply and improvements to the energy efficiency, and potential to cut the cost of heating in these properties is more limited in scope.

The external rendering and insulation to the British Iron and Steel Houses has been completed and 3 currently empty non-traditional construction properties are being brought back into use and will benefit from high levels of insulation.

The solar panels fitted to council houses on the rent-a-roof basis produce an income of £19,837 per annum and projects for the current year 2013/14 include 39 properties having PV panels fitted in conjunction with a re-roof programme.

Planning and New Homes

To increase the level of energy efficiency measures required in new homes built in Exeter, the Council's Core Strategy Policy (CP15) stipulates that from April 2013 all new homes must meet the code for Sustainable homes (CfSH) Level 4. Affordable homes with planning consents granted pre-2013 which are Homes and Communities Agency (HCA) grant funded will need to reach the minimum CfSH level 3 but this will rise to level 4 for applications in 2013. However this is currently under a national Communities and Local Government Review which potentially threatens this requirement being removed from Exeter's Core Strategy, resulting in a reduction of the energy saving aspects required of all new builds, contrary to Exeter's aims to reduce emissions.

The Council is committed to building new Council housing to low energy standards and help keep tenants out of fuel poverty; it has already completed 21 new homes to the Passivhaus certification standard and is due to start construction of a further 20 homes, in early 2014, to this same standard. The Council has designed a 50 bed Extra Care scheme on the former St Loyes site to meet the Passivhaus standard. Thanks to a grant from the Technology Strategy Board, this design also looks at the impact of future climate and has been designed to cope with the predicted changes; these measures have also been incorporated into current and future designs for Passivhaus Council homes. Passivhaus is a performance standard that has an overarching energy requirement for space heating that must not exceed 15 kWh per m² per year. A Passivhaus combines high levels of comfort with low space heating requirement; it has exceptionally high levels of thermal insulation, triple glazed windows, thermal bridge free construction, airtight construction to prevent uncontrolled drafts and a ventilation system with highly efficient heat recovery. This means savings of up to 90% in relation to average space heating energy consumption in existing buildings.

Low Carbon Task Force

The Exeter and East Devon Low Carbon Task Force (LCTF) was set up by the City Council, East Devon District Council and Devon County Council, working in collaboration with EON, the Chamber of Commerce and other partners to devise a low carbon strategy for the City and its environs and to develop and implement projects which would deliver carbon savings. LCTF has worked with EON on a range of projects such as the installation of PVs on ECC Housing stock and the development of proposals to secure energy savings by the planned installation of LEDs in Council car parks, to replace conventional lighting. It is also collaborating on work to provide infrastructure for electric vehicle charging.

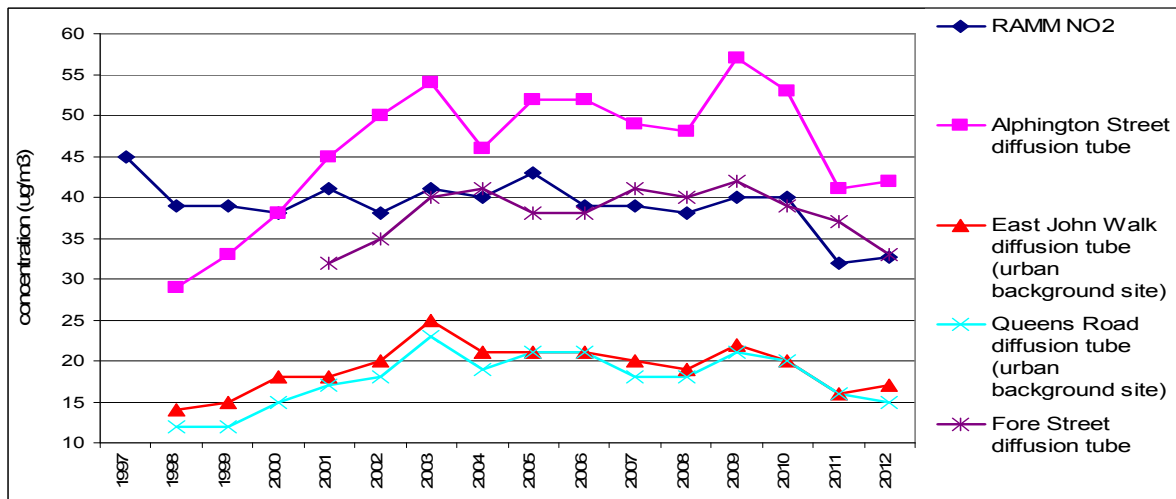
The most significant LCTF commitment is the development of a District Heating network for the City. Following successful negotiations at Cranbrook, a Combined Heat and Power Plant has been built at Skypark and 10 km of an 80 km heat pipe network has been installed as the core of a District Heating Network which will serve the whole of the new Community of up to 7,500 dwellings and the Skypark development. Over the last year, the partnership has been negotiating with developers a second large scale District Heating network for the Monkerton area of the City, which would serve 2,900 new dwellings and the new Science Park. This will, if negotiations are successfully concluded, deliver more than 50 % carbon reductions in the newly built houses (compared with the level of emissions under 2006 standards). A further major piece of work has been the completion of a study by consultants which has concluded that a city centre heat network linking the bus station area, the Civic Centre, sites on Heavitree Road and the RD&E to the new Energy from Waste Plant, along with the construction of a new CHP facility, would also deliver major carbon savings and produce a positive financial return. The partnership, with City Council collaboration, is now seeking to deliver that concept incrementally, with the likely way forward being the establishment of an Energy Services Company, which would be largely private sector financed. A further increment of the scheme involves linking the EfW plant to the new Matford Business Park and the planned provision of 2,500 dwellings in SW Exeter. Work on this is proceeding in parallel, in conjunction with Teignbridge District Council.

Transport Strategy

Exeter's transport produces 14.69 % of total CO₂ emitted in Exeter

Exeter works closely with Devon County Council, East Devon and the Highways Agency to assess the infrastructure needed to serve the city and surrounding area, the Local Transport Plan (DCC) and other studies have informed Exeter's Core Strategy (CP18) and Sustainable Transport Supplementary Planning Document - adopted in March 2013.

Reducing emissions from transport is important for the health of all who live, work or visit Exeter and well as helping to reduce overall green-house gas (GHG) emissions. Exeter has levels of local air pollution on some of its busy roads that are above Government objectives; air pollutants are monitored by the Council and an Air Quality Action Plan seeks to mitigate their occurrence. There is some evidence for a reduction in NO₂ concentrations in recent years, however it is not clear whether this is the start of a long-term trend or simply inter-annual variability as a result of changes in weather, or economic circumstances, etc. To address the exceedences of the Objectives, the Air Quality Action Plan was updated in 2012 and funding for a Low Emissions Strategy for the Exeter area is in place to target the problem areas. An area is considered to be exceeding the objectives if it is higher than 40ug/m³. The graph shows a selection of the monitoring locations throughout the city demonstrating a current trend of reducing annual concentrations. However there are areas that exceed the objective still, despite the recent slight reduction in levels.



Graph showing the change in Nitrogen Dioxide levels at a selection of monitoring locations since 1997

Progress on reducing energy use and transport emissions by developing sustainable transport includes:

- DCC, with support from ECC, is implementing the Devon Metro project with new rail stations at Cranbrook, Newcourt and Marsh Barton. Major improvements made to St David's and Central stations mostly funded by the rail industry (ECC and DCC contributed to Central Station forecourt)
- Future promotion of low emission vehicles



The Energy Team has successfully bid for a Government grant for electric vehicle charge points on public sector estates

- Exeter Walking and Cycling Steering Group (superseding the Walking Group and Cycle Exeter) consists of a wide range of interests to ensure a cohesive and comprehensive approach to improving walking and cycle links; this has a clear connect to the emerging priorities of the Exeter Health and Wellbeing Board, particularly in relation to promoting physical activity. The group are currently updating a new walking map and developing a Walking Strategy, and new shared use paths are being created at Wonford and Pinhoe playing fields, and other routes upgraded from footpaths to shared use include Heavitree recreation ground. The cycle network continues to expand with DCC's funding from the Local Sustainable Transport Fund; a signed route is being developed from the city centre to Redhayes bridge.
- Car Clubs - the Sustainable Transport Supplementary Planning Document (SPD) includes a section on contributions by major developers to include parking spaces for club cars.
- As an encouragement to reduce car journeys into and around Exeter the Council's Green Travel Policy offers a 30% discount on ticket prices for staff that uses public transport to travel to work, this policy is reflected in the Core Strategy (CP9).

ECC Fleet

Increasing the fuel economy and reducing the mileage driven by all vehicles in the Council's fleet will make savings and reduce vehicle emissions for both CO₂ and particulates which cause local pollution within Exeter. (Appendix 1 Graph1)

Mileage and Fuel Use

Reducing the amount of fuel used by the refuse and recycling collection service has been achieved by planning more efficient routes and the introduction of the Bartec system of mobile technology. This allows real time reporting on issues such as non-presented bins and contamination, reducing the need to go back to a property, increasing the efficiency of the service and reducing the mileage. All refuse collection vehicles (RCVs) are now tracked and the mileage and fuel use are recorded for each crew.

GPS tracking will be rolled out to the remaining council fleet by the end of 2013/14 to enable closer monitoring of vehicle use, engine idling, mileage and vehicle utilisation. The target is to reduce fuel use by 5% and to remove 5 vans from the fleet through more efficient use. The installation of these trackers has been funded by savings achieved in the 2013/14 capital fleet replacement fund.

The latest two refuse vehicles are fitted with electric bin lifts with the aim of reducing fuel use – this is being monitored and the first three months indicates a 12% reduction in fuel used compared to standard refuse lorries that are fitted with hydraulic lifts. If these results are sustained, electric bin lifts will be the default equipment on future refuse collection vehicle purchases. The Council's current refuse vehicle supplier, Dennis Eagle, has launched an engine 'fuel saver pack' which is claimed to reduce fuel use in stop/start operations such as waste collection. This will be fitted to one of the Council's vehicles in 2013/14 to assess its potential.

Eco Driving

To ensure that Cleansing Department drivers are using fuel as efficiently as possible Eco driving training courses for all drivers are scheduled for 2013/14. The GPS tracker units being rolled out across the whole fleet also record engine idling and excess speed; this information is already being used to tackle individual driver behaviour to reduce fuel use as well as wear and tear.

A new system of booking pool cars through 'Outlook' (the Council's electronic diary system) is part of a policy to encourage the use of fuel efficient pool cars instead of the 'grey fleet' of officer owned cars that may not be fuel efficient or low in emissions, (Council pool cars are selected for fuel economy and low emissions).

Electric Vans and Bio-fuel

Previously the Council had two electric vans in the fleet, but these have not been replaced as currently no electric vans are available on the market to suit the Council's requirements. Similarly the 5 refuse RCVs that were running on bio-fuel as a trial have now reverted to diesel as the bio fuel supplier has gone into receivership and it has not been possible to source another reliable supply of bio-fuel. Whilst this is disappointing in the short-term, it is anticipated that there will be future opportunities for replacing fleet with low emission vehicles, and sourcing reliable supplies of bio-fuel.

Hybrid Fleet

From July 2013 tenders for new fleet vehicles require an option for fully electric and hybrid combustion/electric drive systems in order to ensure a comprehensive consideration of the options.

2. WASTE AND RECYCLING

Reducing waste and recycling materials saves money and raw materials and the Council should be aiming to set a good example with its own practices to support the promotion of recycling and waste minimisation across the city.

In-house

Paper use – It is planned to extend the monitoring of paper usage to all council sites, not just the Civic Centre, this will give a more accurate record of effectiveness of recently introduced new technology (Electronic Document and Records Management and Duplex printers). While much of the paper purchased for the Council is made from recycled material it is hoped that in future to increase this proportion by reviewing purchasing arrangements across the organisation.

The re-invigorated Green Champions made up of staff volunteers will be monitoring waste and recycling from all offices across the council in an effort to further increase in-house recycling.

Residential and Commercial Recycling

Commercial Recycling

The council's commercial recycling service offers businesses the opportunity to reduce their waste bills (recycling collections are less costly than sending waste to landfill) as well as increasing their green credentials. Glass and food waste have been identified as materials for which there is a demand for separate collections and the feasibility of this is being investigated. Glass collections would be in-house and a partner organisation has agreed to offer separate food waste collections. By the end of 2013/14, trade waste customers will be offered the option to present their recycling co-mingled in wheeled bins. This will help to remove one of the barriers to commercial waste recycling by tackling the perception that sorting waste for recycling is too time-consuming.

Residential

Garden Waste/Home Composting

The collection of garden waste increases the Council's recycling rate and makes a profit. However the most sustainable system of dealing with garden waste is to encourage more composting at home.

Home composting continues to be promoted with the sale of cost-price composters, but sales have reduced (from 213 in 2011/12 to 151 in 2012/13) and a new initiative to encourage more home composting 'Community Master Composters' is being considered. Another option being considered is to provide all new council house tenants that have gardens, with compost bins and information packs.

Kerbside Collections & Bring Banks for Dry Recycling

The tonnage collected through kerbside collection and bring banks continues to fall and this is reflected in a drop in the overall recycling rate from 36.2% in 2011/12 to 34.9% in 2012/13. A similar recycling rate for 2013/14 is anticipated. A Devon Waste Partnership project has been formed by the Devon local authorities to consider opportunities for cost savings and improved waste performance. These could be achieved through harmonised service standards, shared management costs and cross-boundary working. The results of the initial feasibility study will be available by December 2013.

New opportunities to recycle other materials have been introduced with four new bring bank sites for waste electrical items and two glass/paper bring banks at Commercial Road and Waitrose. Streamlining of materials collected via banks in 2011 to only glass at most sites (6 prime sites retain paper banks) has reduced the mileage travelled and saved money and emissions.

Promotion of Recycling

Schools continue to receive a recycling collection which is well supported by the efforts of the Green Teams in all the city's schools and Exeter's contribution to Don't Let Devon Go to Waste (DLDTGW) continues to raise the profile of recycling and reuse in the city.



Children from Ladysmith Junior School receive a 'leaf' for their achievements; and on completion of a branch a cheque for £50 to spend on green projects

3. THE ENVIRONMENT AND ADAPTATION TO CLIMATE CHANGE

Parks and Open Spaces

Energy

PV panels have been installed on the mower shed at Belle Isle, with surplus electricity feeding into the grid

Water

Water use in the parks and recreation areas continues to be monitored and sub-meters have been installed to enable consumption to be monitored from separate activities on the same site, e.g. watering flower beds. This also enables any leaks in the supply to be determined more efficiently.

There is ongoing funding for investment on new water infrastructure (£20,000 over 2 years) and low water use shower heads in changing rooms have been used where replacement has been required.

A new Splash Pool has replaced one of the two Paddling Pools in the city which will reduce water use as Splash Pools can be decontaminated without requiring emptying and re-filling.

Mulching

New Permitting Regulations for on-site composting resulted in a change of use for the ECC composting site at Water Lane. It is now only used for storage of un-shredded parks waste prior to its transfer for processing by Ecosci at Clyst St Mary. Additional shredders were purchased to enable green waste to be shredded on-site, greatly reducing GHG emissions and transporting costs. The resulting mulch is used around newly planted trees and other plants to aid establishment by conserving water in the soil and suppressing weeds.

Trees

The Exeter Tree Strategy was adopted in 2009 and is still operational, though the Tree Warden Scheme has not been continued, due to lack of volunteer commitment. Budgetary restraints have reduced opportunities for tree planting schemes, but partnering arrangements with others such as the Devon Wildlife Trust, and Exeter Wild City projects with schools and community groups continue to improve the city treescape. Wild City projects and the design philosophy of Council Owned Buildings' projects include edible species to illustrate the ease and sustainability benefits of growing fruit and nut trees for local residents to harvest the produce, and orchards continue to be planted and enlarged.

Partnering with Devon Wildlife Trust and local schools has also increased the numbers of bird and bat boxes installed and wildlife meadows have also been planted.

Allotments and Residents' Groups

Exeter's Allotments continue to flourish with St. Thomas's Allotment winning 1st prize at the Exeter Food and Drink Festival for Sustainable Food and Vegetables.

All the 14 Residents Groups', supported by ECC, won awards in the Royal Horticultural Society 'It's your Neighbourhood' achieved awards in 2013, with Digby winning 'Outstanding'.

Future Proposals

Future proposals include supporting the use of Exeter's Green Open spaces for community composting initiatives where residents show an interest in setting up and running schemes. There is also great potential for green open spaces to play a significant part in helping to encourage improvements in the physical activity of citizens, a developing theme in Exeter's Health and Wellbeing draft strategy.

Planning

A green infrastructure study and strategy has been completed. The evidence from this informed the Core Strategy 2012 (CP16 and CP18). Further work is being undertaken to reinforce the importance of both existing and future green infrastructure.

4. WATER CONSUMPTION

The delivery of clean water has a significant cost both financially and in terms of the carbon used to process and deliver it. Increases in population will increase demand on water resources, and this along with changes in the rainfall patterns in the UK will put pressure on water resources nationally. It is a responsibility of the Council to continue to support initiatives that reduce water use wherever possible. The cost of water in 2012-13 was £140,000 compared to £210,000 the previous year, indicating a significant improvement for that period.

Council Assets – the Energy Team undertook a water audit and managed a project where water efficient equipment was fitted to all high-use sites, such as introducing waterless urinals at Paris Street toilets; the total saving in 2012-13 was a surprising £81,000! Future recommendation being considered includes sensor taps at the Civic and throughout the council estate and rain water harvesting at the Civic Centre.

As mentioned above the Parks Department have also undertaken water saving initiatives.

5. ENVIRONMENTAL PROCUREMENT

Currently much procurement is undertaken independently by each department; keeping track of how much purchasing is done following the sustainable purchasing guidelines are hard to determine. The proposal to introduce a new Corporate Procurement Section that would be able to coordinate sustainable procurement and develop e-tendering and e-billing would ensure that future procurement was in line with established sustainable policies, and maximise on bulk purchasing economies of scale.

The Green Accord is a sustainable supply chain tool developed by the City Council to support businesses. It meets Government requirements for sustainable procurement and enables us to ensure all our suppliers have sustainable business operations in place, as well as enabling a business to demonstrate their sustainability credentials. The scheme is a respected one, endorsed by the Audit Commission and a wide range of Industry Awards.



The Green Accord has been already been adopted by the MET Office, Exeter University, Midas and Land Securities amongst other businesses. This environmental accreditation scheme has the potential to expand its user base far beyond Exeter.

6. EXETER BUSINESSES

Exeter's Industrial and Commercial business produce 49.94% of total CO₂ emitted in Exeter

The council aims to support low carbon energy efficient businesses and the Green Accord supports businesses to introduce sustainable working practices, reduce costs and cut carbon.

The University's Centre for Business and Climate Solutions is currently using the Green Accord to help SME's improve their business operations and make environmental and cost savings, with free support until 2015. Exeter Sustainable Businesses Network is run by Zero

2050 and the Exeter Chamber of Commerce & Industry, supported by Lloyds Bank and the Environment Agency, with the aim of assisting in the creation of a low carbon economy in Exeter. The Council is represented on the board from the business and economy aspect of the environment.

7. COMMUNITY AND STAFF ENGAGEMENT

As mentioned above, the Green Team in schools continues to be a successful method of engaging the community and has the potential to be expanded to include a Community Master Composter network.

The ENLITEN Project (Energy Literacy through an Intelligent Home Energy Advisor) - Exeter City Council is collaborating with the Universities of Bath and Oxford on a project aimed at reducing CO₂ emissions from energy use by developing a low cost intelligent home energy advisor to provide actionable prompts to householders that they can use to save money and energy. Data from 200 ECC housing stock is being collected by sensors in the homes: temperature, relative humidity, CO₂ concentrations, room occupancy, gas and electric consumption and boiler status. This data, along with surveys on attitude, behaviour, habits and other psychological/social factors relevant to energy use will be used to develop a framework to provide insight into the most effective ways of changing energy habits and attitudes. This will inform the design of the iBERT (Interactive Behaviour-Energy Relationship Tool) which will be installed in 40 of the households.

The research will make a significant contribution to Exeter City Council's understanding of domestic energy consumption and behaviour. It will provide in-depth understanding of building properties and energy behaviour, enabling property managers to prioritise actions and effectively reduce fuel poverty.

Exeter Together - a community energy purchasing initiative to enable Exeter residents to get a better deal on their home fuel supply called 'Exeter Together' was run throughout the city during Feb – March 2013, and an estimated total of £35,325 saving were made by residents in reducing their fuel bills. This initiative was extremely valuable in gaining experience about social marketing in an area outside of the Council's normal sphere of influence, and with an issue that is becoming increasingly important to the public.

Community Energy Fit was a pilot project in Exeter, running from March – December 2013, led by National Energy Action (NEA) and EON, chaired by ECC. It provided the opportunity for residents to receive training and skills in energy efficiency and for some their active involvement in volunteering to take the message to their local community to help residents tackle fuel poverty. As part of a continuation strategy for the project EON has made £20,000 available for groups to bid into to be able to continue to raise awareness of the benefits of energy efficiency and local assistance that is available to householders. Exeter CVS successfully bid for this legacy fund to be able to continue offering advice to residents on fuel efficiency but with a particular emphasis on the private rental sector. The Community Energy Fit project highlighted that private tenants were often at risk of fuel poverty because they did not know whether they were permitted to make changes to their homes, or to switch energy tariff. This investment will mean a specific focusing of money saving and green energy advice to private tenants, and to give them a stronger voice in the local housing market about a range of issues. The new project will be called ExeTRA (Exeter Tenants' Resource Association)

The council supported Transition Exeter is running a project to increase awareness about energy efficiency and to help households cut their fuel costs. It helped run 'Energy: Save it yourself' workshops from March to June 2013 providing information about practical affordable actions to save costs and carbon in three areas of Exeter – Newtown, Exwick and

St David's. The project engaged with local communities and included a survey to find out peoples' concerns and priorities about energy efficiency and fuel costs. The project was supported by a grant from the Department of Energy and Climate Change, Local Energy Assessment Fund (LEAF).

The promotion of environmentally friendly behaviour at work is being revived by a new group of in-house Environment Champions. As previously mentioned they will be monitoring recycling and waste and working with the Energy Team to promote reductions in energy and water consumption and deliver a better working environment.

The ECC intranet and the Council Website currently have outdated information but will be updated as soon as the new policies have been agreed with the Environment and Climate Change Steering Group.

SUMMARY

Although this report highlights the positive steps that the Council has taken, there remains much to do, demonstrating the need for a focussed and sustained strategic approach across all parts of the organisation to 'Green' our assets. Should we endeavour to aspire to become a carbon-neutral council, then we will need to strengthen our efforts in the following areas:

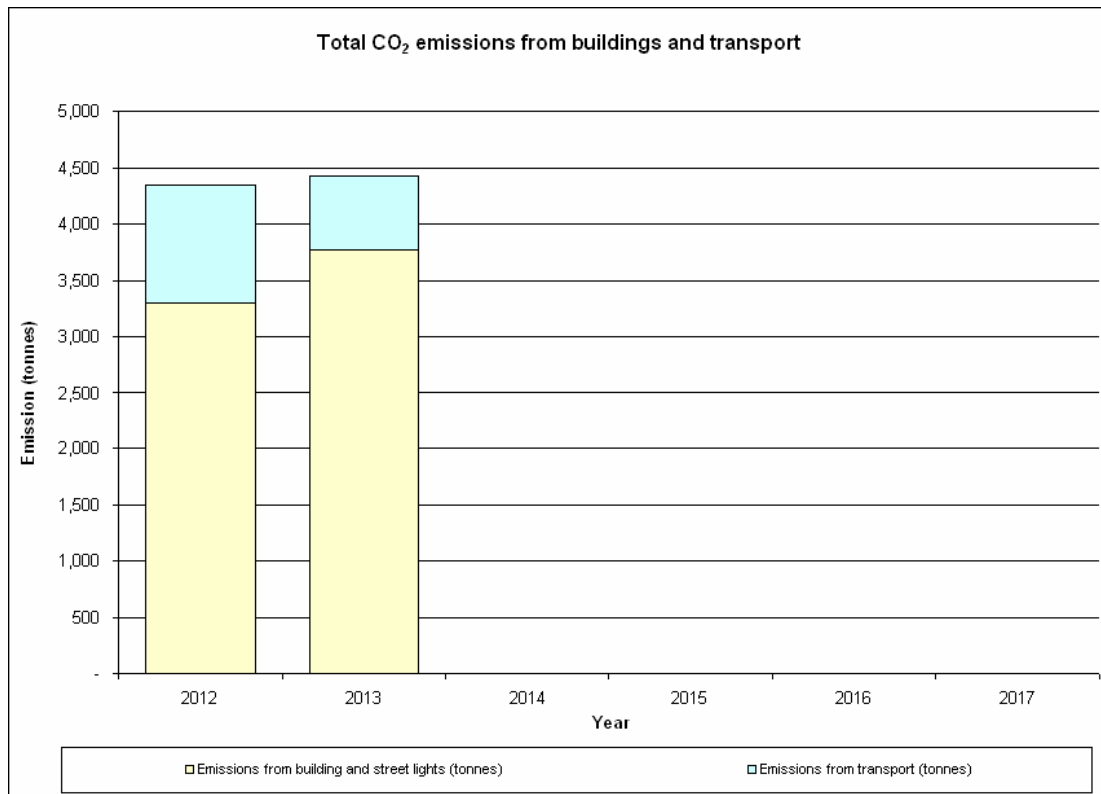
- ensuring that all Council-owned buildings are managed in the most energy efficient way, with new-build attaining high insulation standards;
- facilitating carbon reduction in both private and public sector homes by insulation, fuel efficiency, renewable energy and behavioural change (e.g. learning from the ENLITEN project);
- assisting businesses in carbon reduction – through schemes such as the Green Accord;
- working in partnership to reduce carbon use – e.g. through the work of Low Carbon Task Force and development of District Heating Networks;
- reducing the carbon footprint of the Council's transport operations, including staff commuting to work.

Appendix 1

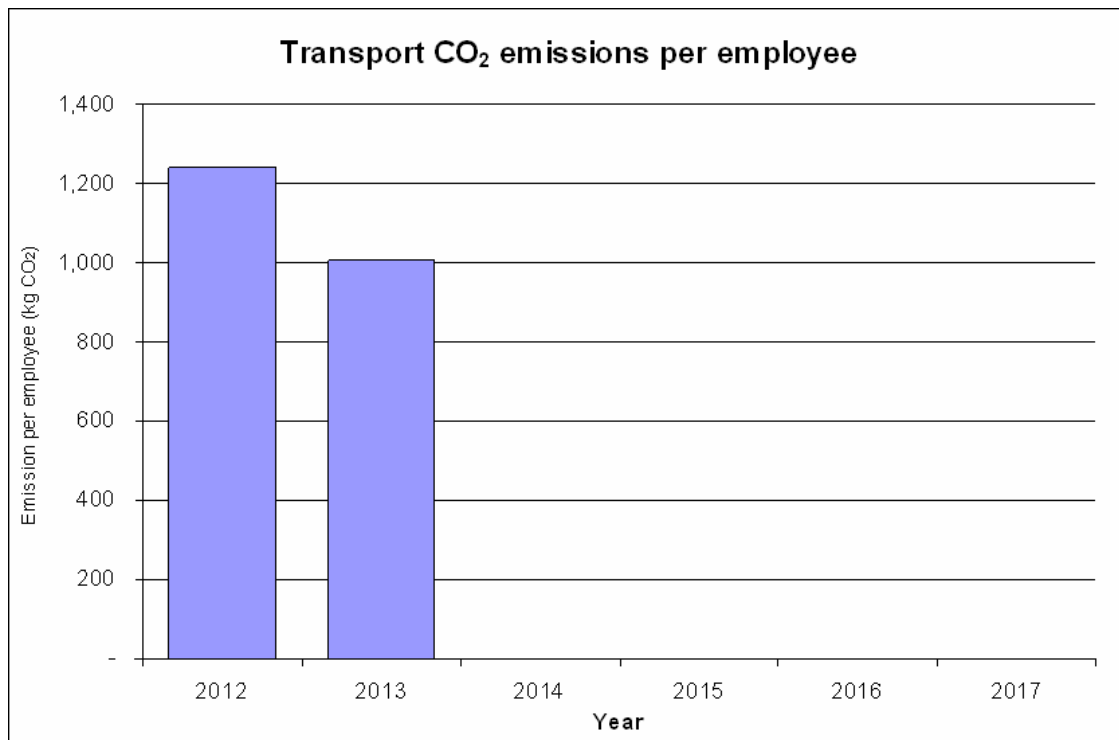
Table 1- Council estate fixed energy use 2012 to 2013 (not temperature adjusted)

Dept.	Area/building	Consumption (kWh)	Est. Spend	Increase in consumption (2012 to 2013)	Increased kWh	Increased Spend
Assets	ECC Offices/ Museum	2,573,321	£270,456	8%	196,113	£20,611
Assets	Museum	2,137,707	£181,918	45%	960,667	£81,752
Housing	Communal areas	1,842,406	£193,636	4%	69,258	£7,279
Car Parks/ Public Realm	Car Parks/ Canal/ Street lighting	1,677,396	£176,294	16%	271,257	£28,509
Estates	Landlord Supplies	509,635	£53,562	37%	187,445	£19,700
Facilities Parks	Depot/ Cemeteries	185,689	£19,515	27%	50,792	£5,338
Cleansing	Public Conveniences	89,314	£9,387	12%	10,772	£1,132
TOTAL		9,015,468	£947,526	19%	1,746,304	£183,537

Graph 1



Graph 2



EXETER CITY COUNCIL

SCRUTINY ECONOMY COMMITTEE 14 NOVEMBER 2013

EXECUTIVE 26 NOVEMBER 2013

EXETER CULTURAL ACTION PLAN NOVEMBER 2013 TO 2015

1 PURPOSE OF REPORT

- 1.1 To present to Members the new two year Cultural Action Plan produced by Exeter Cultural Partnership in association with the City Council.

2 BACKGROUND

- 2.1 The Exeter Cultural Partnership (ECP) represents the city's cultural organisations including libraries, museums, sport, arts, health, education, food and retail – organisations which touch the lives of thousands of people each year. ECP now has over 150 members across the city and sub region. It is an umbrella organisation, intended to draw together the efforts and interests of an extremely diverse sector which includes public, commercial, charity and independent representation.
- 2.2 ECP's mission as a partnership is to contribute to a city where a vibrant cultural life enriches the experience of everyone living in, working in and visiting Exeter.
- 2.3 For the last nine months, ECP has been working towards the creation of a Cultural Action Plan for Exeter. With support from the Arts Council of England and Exeter City Council, ECP was able to employ a consultant (Christina Dixon) to begin the first phase of work. This involved an in depth consultation with the city's cultural sector at the beginning of 2013, with key findings reported back to ECP and a summary presented to this Committee on 30 May 2013.

3 THE CULTURAL ACTION PLAN

- 3.1 This Action Plan represents the next phase of work to be undertaken by the ECP Steering Group with facilitation support from the same consultant.

The Action Plan is shaped around four key goals:

1. To develop a vibrant cultural economy – Exeter as a cultural destination
2. To develop cultural opportunities and experiences
3. To enable wide and diverse engagement with the cultural sector
4. To build a stronger, more confident cultural sector

- 3.2 These goals are now underpinned by a series of actions designed to strengthen and develop the sector as well as enhance the role of culture in the city's economic, social and community life. The Action Plan is firmly intended as a living, growing document which responds to opportunity but also provides the solid foundation for the cultural ambition that will support the city's vision for its future.

The Cultural Action Plan will be presented at Scrutiny Committee by Dom Jinks, Chair of the Exeter Cultural Partnership and Jay Milling, Deputy Chair.

4 EARLY OUTCOMES OF THE ACTION PLAN

- 4.1 The Action Plan has already provided the basis of a bid made by ECP to the national 'Cultural Destinations' Programme run by the Arts Council of England/Visit England for a programme of activities to improve the promotion and perception of the city as a cultural destination. The intention is to then create a cultural brand for the city and improve the presentation, promotion and accessibility of information on cultural activities through a broad range of media for the benefit of residents and to attract more visitors to the city. The submission date was 25 September and a decision is expected in January 2014. The funding, (application total: £305,000) is for a three year period commencing in April 2014.
- 4.2 If unsuccessful, the Action Plan and the bid content will be used to inform other applications to support similar objectives, for example Grants for the Arts, Heritage Lottery Funding.
- 4.3 The Action Plan, although not a full documented cultural strategy, sets out the way forward for making progress with developing the city's cultural sector in order that it can make a greater contribution to the life of those living, working in and visiting the city. From the City Council's point of view, the document could provide a framework for continuing the collaboration with the Cultural Partnership in its aim of developing culture in the city as a key contribution to its economic well-being alongside other priorities.

5 MONITORING PROGRESS

- 5.1 Progress against actions will be regularly monitored by ECP's Steering Group, which includes City Council officers, and information will be shared with the wider ECP membership, funders and key partners.
- 5.2 The Action Plan recognises the critical support and collaboration with the City Council. ECP proposes that updates are provided to the Portfolio Holder on a six monthly basis with reports to this Committee annually or more frequently when appropriate.
- 5.3 In the intervening months ECP will hold regular meetings with key council Officers and Members to ensure that communication flow is good and emerging opportunities are identified and pursued.

6 RECOMMENDATIONS that

1. Members comment on the report and the proposed Action Plan and consider its adoption as the City Council's framework document for planning, developing and supporting cultural activities in the city;
2. Members recognise and support the continuing work of the Exeter Cultural Partnership.

CAMILLA HAMPSHIRE, MUSEUMS MANAGER & CULTURAL LEAD

ECONOMY DIRECTORATE

Local Government (Access to Information) Act 1972 (as amended)
Background papers used in compiling this report:-



Exeter

Cultural

Partnership

Engaging, empowering, energising culture in Exeter

Action Plan: November 2013

Welcome from Dom Jinks, Chair of the Exeter Cultural Partnership

I have great pleasure, on behalf of the Exeter Cultural Partnership, to introduce you to the Exeter Cultural Action Plan that outlines our plans as a city to further develop culture at the heart of the city.

**By culture we mean the things that people do.
This can be sports, heritage, learning or the arts.**

Exeter has a rich and rapidly developing cultural scene. The city is home to an extensive range of cultural organisations and festivals. Together their activities deliver important economic, social and educational benefits with culture helping to define Exeter's special character, enhance its quality of life and create a sense of 'belonging' within the community.

Exeter is an ambitious city and we are ambitious for the role culture can play in its future.

Who we are? Exeter Cultural Partnership (ECP)

The Exeter Cultural Partnership represents the city's cultural organisations including libraries, museums, sport, arts, health, education, food and retail - organisations which touch the lives of thousands of people each year. ECP now has over 150 members across the city and sub region.

Our mission as a partnership is to contribute to a city where a vibrant cultural life enriches the experience of everyone living in, working in and visiting Exeter.

For the past nine months ECP has been working towards the creation of a Cultural Action Plan for Exeter. With the support of Exeter City Council and the Arts Council of England, ECP has undertaken in depth consultation with the city's cultural sector producing key findings that have informed this Action Plan.

Working Together

Importantly this Action Plan is one that is 'co-owned' with the City Council, ensuring that culture is embedded in the plans that will shape the city of the future. Named as one of the top five priorities in the City Council's five year strategic plan, culture is seen as a key contributor to future prosperity and growth in Exeter.

Looking ahead

ECP's Action Plan is intended to be a 'living document' continuing to develop over the course of its two year life. After this ECP will, together with partners, review its priorities, repositioning them to respond to the challenges and opportunities that lie ahead.

Vision

The cultural city of choice - that is distinctive & recognisable...
where culture is recognised as essential for quality of life.

Strategic Aim

To develop Exeter as a culturally vibrant city



Goals

Goal 1

To develop a vibrant cultural economy - Exeter as a cultural destination

Goal 2

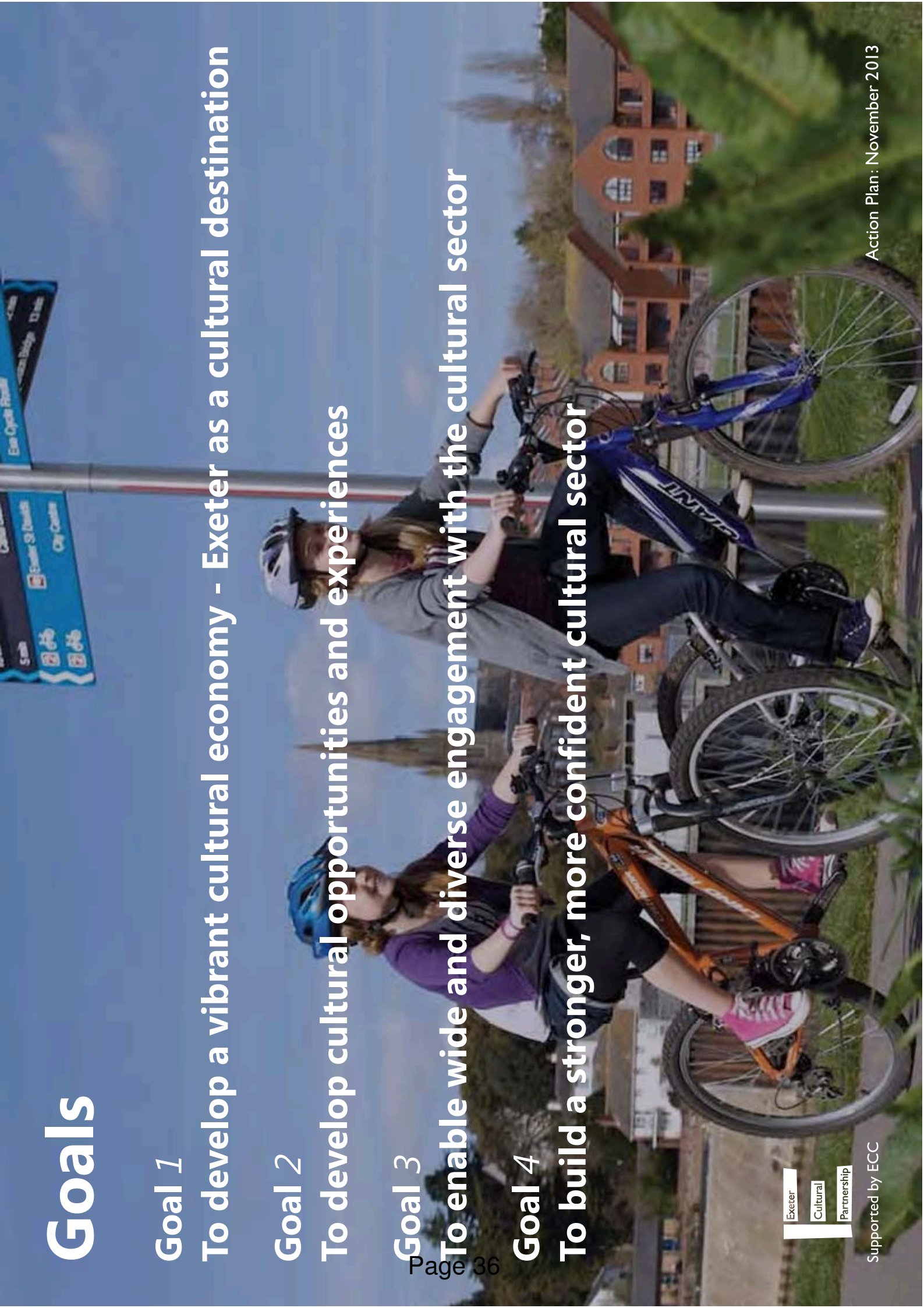
To develop cultural opportunities and experiences

Goal 3

To enable wide and diverse engagement with the cultural sector

Goal 4

To build a stronger, more confident cultural sector



Goal 1

To develop a vibrant cultural economy - Exeter as a cultural destination

Goal 1

To develop a vibrant cultural economy - Exeter as a cultural destination

This goal relates specifically to repositioning culture as a key driver of the economy in Exeter

Actions

- Develop a long term Communications Plan and campaign. This will include:
- Explore options for a new cultural diary for the city, made available through using a variety of media
- A social media strategy
- The development of external networking events (developing relationships with business sector for example)
- The development of internal networking events to enable different parts of the cultural sector to join up more effectively
- Contributing to a rebrand of the city with culture at the core
- Developing a pool of case studies about cultural projects and their contribution to Exeter as a cultural destination
- Ensuring that cultural activity around key strategic events is planned, scheduled and co-ordinated (For example Rugby World Cup, WW1 Centenary)
- Implementing an economic and social impact study of culture's contribution to the economy of the city
- Appointing a Cultural Co-coordinator post connected to funding from Arts Council England's Grant for the Arts scheme
- Building a relationship with Hoteliers Association and Chamber of Commerce
- Devon County Council, The Local Enterprise Partnership and Arts Council of England - Referencing their strategic plans and exploring opportunities to align priorities
- Participating in relevant Visit England promotional campaigns

Goal 2

To develop cultural opportunities and experiences

Goal 2

To develop cultural opportunities and experiences

Actions

- Understand and map out forthcoming strategic events and opportunities within the city. Convene project groups for responding, planning and delivery; encourage cross cultural collaboration.
- Develop and support more opportunities for cultural programmes connected to the well being agenda such as ageing, dementia, homelessness and social exclusion

Develop opportunities linked to the City Centre Strategy, green spaces and public realm agendas to animate and contribute to their delivery

Create better strategic dialogue between Exeter City Council and cultural providers to ensure that strategic programmes, projects and events in the city maximise opportunities for cultural activity.

- Provide feedback on the process and transparency of the distribution of arts finance by Exeter City Council
- Investigate alternative sources of funding for development, commissioning and promotion

Goal 3

**To enable wide and diverse engagement
with the cultural sector**

Goal 3

To enable wide and diverse engagement with the cultural sector

Actions

- To develop a better and more qualified pool of volunteers interested in cultural events. This will help support larger scale events generated by small organisations with limited infrastructures. It will also provide a central place to access volunteers.

- Develop a cultural volunteering toolkit

Liaise with Exeter Council for Voluntary Service

- Collate and share box office data, city statistics and demographics to understand where cold spots are within the city and target work and priorities accordingly

- Develop a social impact study for culture to build the evidence base for more work that focuses on people that would not normally participate in cultural events

- Create a better network for accessing schools' engagement through close work with Devon Art In Schools Initiative DAISI and RIO Real Ideas Organisation

Goal 4

To build a stronger, more confident cultural sector

Goal 4

To build a stronger, more confident cultural sector

Actions

- Develop a structured programme for progression routes for young people and cultural workers within the city that includes internships, mentoring, apprenticeships, master classes and discussion forums. Key partners include University of Exeter and Exeter College
- Identify Cultural Leaders for certain areas of work, such as health, sport, heritage etc. Rugby World Cup activity may provide an opportunity to pilot this activity
- Ensure that small scale organisations are supported in terms of space, skills, equipment. Look to widen ECP Steering Group to include more small scale organisations
- Endorse Devon Libraries Enterprising Libraries bid. This will enable support for creative industries, young entrepreneurs and unemployed.
- Develop the skills of cultural sector in fundraising. ECP to act as a hub for the ACE Fundraising Fellows programme
- Build better connections with 3rd Sector and invite Exeter Council for Voluntary Service to join ECP

EXETER CITY COUNCIL

EXECUTIVE
26 November 2013

COUNCIL
17 December 2013

LOCAL COUNCIL TAX SUPPORT SCHEME FOR 2014/2015

1. PURPOSE OF THE REPORT

1.1 To seek Members' view on the local Council Tax Support Scheme for 2014/15.

2. BACKGROUND

2.1 Council Tax Benefit (CTB) administered by Exeter City Council (ECC) under national regulation was abolished on 1 April 2013. It was replaced by the local Council Tax Support scheme ('the Scheme') approved by Members on 11 December 2012, with the following principles:

- Help with Council Tax will be a local authority responsibility and will not become part of Universal Credit.
- Local authorities received a budget for the new Scheme based on 10% less than the government's estimation of what CTB expenditure would have been in 2013-14.
- Support for pensioners was not affected by this cut. National legislation is used to administer a scheme for pensioners but local authorities are free to establish, subject to any restrictions set by Government, whatever rules they choose for their schemes for working aged claimants.
- Central Government provided a grant to local authorities to operate their new schemes. Local authorities will be able to keep any under spend, but will have to fund any overspend themselves.
- Vulnerable residents must be protected (being mindful of the Child Poverty Act 2010, the Disabled Persons Act 1986, the Chronically Sick and Disabled Persons Act 1970 and the Housing Act 1996).
- There is a requirement to meet Section 149 of the Equality Act 2010.

2.2 Members approved the Scheme for 2013/2014 on 11 December 2012, which was based on modelling the scheme to meet the reduction in Government funding, which was based on an estimated savings requirement of £1,091,341. The components of the Scheme follow.

3. THE COMPONENTS OF THE CURRENT SCHEME

3.1 The current local Scheme is applied to working age claims only, as stated in the scheme principles. State Pension Credit-age claims are determined by national regulations¹. The current Scheme mirrors the means test taken from the previous Council Tax Benefit legislation² to ensure that established and tested protections exist for vulnerable Exeter residents and to minimise legal challenge to our Scheme.

3.2 The award of Council Tax Support for working age claimants is based on 80% of their Council Tax liability. This affects all working age claimants in Exeter, leaving at least a

¹ The Council Tax Reduction Schemes (Prescribed Requirements) (England) Regulations 2012 (SI 2012/2885)

² The Council Tax Benefit Regulations 2006 (SI 2006/215)

20% contribution towards Council Tax from all households for 2013/2014. By limiting support to all working age claimants, the burden of meeting the required savings in the first year of the Scheme is borne by all claimants and no one group is disproportionately affected.

3.3 The additional components of the current Scheme are:

- No Alternative Maximum Council Tax Support (Second Adult Rebate) scheme for working age claimants
- Removing entitlement where working age claimant capital exceeds £6k.
- Having an Exceptional Hardship Fund

3.4 This scheme is now established within ECC's Customer Access service. The need to ensure equality, protect vulnerable groups, account for work incentives and make appropriate savings creates an ongoing challenge for ECC.

4. FINANCE AND ADMINISTRATION OF THE CURRENT SCHEME

4.1 Current projected CTS spend 2013/2014:

At 7 October 2013, there are 9166 customers in receipt of Council Tax Support at a current annual cost of £6,650,090. Of these, 5,164 (56.34%) are working age and 4,002 (43.66%) are pension age. The current spend on the full Scheme for 2013/2014 is £6,713,107.

4.2 Current Council Tax Recovery and Collection Rates:

ECC's Council Tax recovery rate to the end of September 2013 (quarter 2) was 56.09%, compared to 56.54% at the same time last year. Collection is only 0.46% lower. The full impact of the 2013/14 CTS scheme on recovery may not have been established, or there may still be recovery issues on cases where full financial circumstances of claimants are yet to be determined that could affect future recovery for the year.

4.3 A package of pro-active recovery methods has been used as a result of systems review lessons learned to date. These include targeted letters to individuals addressing individual circumstances such as existing Council Tax arrears, rent arrears or Housing Benefit overpayments, follow up contact by phone with individuals who have not responded to written communications and holistic assessment of recovery methods when the individual has more than one debt to ECC. These have been specifically aimed at working age claimants who previously had their Council Tax liability covered in full with Council Tax Benefit, but from April 2013 have had at least 20% of their bills to pay. It is envisaged that this pro-active work will continue on these cases throughout the rest of this year and into next, widening into the standard working age CTS caseload to both support Exeter residents and protect the collection fund.

4.4 We are currently being financially supported in our pro-active approach to protecting the collection fund by our preceptors (Devon County Council, Devon & Cornwall Police & Devon & Somerset Fire authorities) and ECC has put a business case for this continued support forward for approval for the 2014/15 year.

4.5 Current Exceptional Hardship Fund (EHF) activity:
The established EHF has seen a total of 11 successful awards at the end of September 2013 (quarter 2). These awards have been made for cases of extreme financial hardship to support the Tax Payer for a limited period of time. The establishment of the 'Help me with my Financial/Housing Problem' system has seen the holistic use of several discretionary funds available and this is spreading the use of

financial help in a positive and targeted way to support Exeter residents, therefore the dependency on the EHF is relieved.

4.6 Whilst the collection rates remain stable at the end of quarter 2 and the pro-active work is being undertaken, the use of the EHF is minimal to date. However it is still too early and only within the first year of the Scheme, to predict if the EHF will be spent without the full picture of our customer's financial circumstances.

4.7 Appeals (individual & legal challenges):
To date there have not been any individual appeals against Exeter's CTS scheme or any legal challenges lodged against our consultation administration or overall scheme rules.

5. FINANCIAL CONSIDERATIONS FOR 2014/2015

5.1 ECC will no longer receive a ring-fenced budget from central Government for the cost of the local CTS scheme. The amount of CTS expenditure together with the other Council Tax discounts and exemptions expenditure will need to be defined during the setting of the Council Tax Base.

5.2 The table below illustrates a proportion of the current expenditure on Council Tax Discounts and Exemptions:

Council Tax Net Collectable Debit (at Q2)		£51,104,037	
Discount/Exemption type	2013/14 Cost (at Q2)	Effect on individual liability	ECC discretion to change
Single Occupier Discount	£5,892,581.13	25% discount	No discretion to change
Former Exemption A Uninhabitable/major repair	£43,035.86	50% charge for up to 12 months from 01.04.2013	Discretion to alter % charge over the 12 month period up to a maximum of 100%
Former Exemption C Empty & unfurnished	£174,571.71	100% discount applied for 2 months from 01.04.2013	Discretion to alter the period of reduction to nil
Second Homes	£63,958.13 (additional revenue raised) £5,436.44 to ECC (8.5%)	100% charge from 01.04.2013	Discretion to increase to a maximum 100% charge
Empty Homes Premium	£38,772.45 (additional revenue raised) £3,295.66 to ECC (8.5%)	150% premium charge over 2 years empty from 01.04.2013	Discretion to increase to a maximum 150% charge
Council Tax Support – Working age	£3,351,015	Variable CTS award based on means test	Discretion to alter scheme for full year period – full consultation needed with precepting authorities and the public
Council Tax Support - Pension age	£3,362,092	Variable CTS award based on means test	No discretion to change – prescribed national regulations

5.3 There are 2 Council Tax discounts that Members may consider revising for the 2014/15 financial year:

5.4 Reduce the Empty Unoccupied and Unfurnished 100% discount period from 2 months to 1 month. Although this would raise additional income of approximately £80k, ECC's proportion would only be approximately £7k. Experience from other Devon local authorities who have implemented this change has shown a disproportionate increase

in customer complaints and contact, in turn putting extraordinary demand on staff resources.

- 5.5 Reduce the Empty Uninhabitable /Major Works discount from its current level of 50% (the 12 month period cannot be altered). As an example, if the discount was reduced to 25%, an additional income of approximately £20k would be raised with ECC's proportion being approximately £1.7k, showing that the net gain is small.
- 5.6 The Long Term Empty Premium has been very successful and has fulfilled its desired effect of reducing the number of properties empty for 2 or more years from 91 cases in March 2013 to 64 as at the 3 October 2013. It is recommended to leave the 2 discounts unaltered because the financial gain to ECC is minimal.
- 5.7 The tables below show an example of projected expenditure on the CTS scheme for 2014/15 if the scheme remains unchanged. This projection is based on a 2% Council Tax increase with an inflation increase and uprating of applicable amounts and non-dependant deductions:

2014-15 Charge Estimate	ECC	DCC	Fire	Police	Total
2013-14 Band D	£129.84	£1,116.36	£75.39	£162.92	£1,484.51
Estimated 2014-15 Increase	2.00%	2.00%	2.00%	2.00%	2.00%
Estimated 2014-15 Charge	£132.44	£1,138.69	£76.90	£166.17	£1,514.20
Estimated 2014-15 Ratio	8.75%	75.20%	5.08%	10.97%	

Current 2014-15 "No Change" Projection	4002	£3,330,531	5164	£3,319,559	9166	£6,650,090
C Tax Increase					2.00%	£152,180
Increased Applicable Amounts					1.00%	£22,998
Increased Non Dep Charge					10.70%	£5,459
Increased Income					1.00%	£27,301
Calculated 2014-15 initial posting						£6,792,509
					Under 2013-14 Budget	£275,087
					% of 2013-14 Budget	3.89%

- 5.8 The tables below show an example of projected expenditure on the CTS scheme for 2014/15 if the scheme remains unchanged. This projection is based on a Council Tax freeze by Devon County Council, 2% increase for ECC, Police & Fire authorities with an inflation increase and uprating of applicable amounts and non-dependant deductions, giving an overall reduction on expenditure for the CTS scheme of £114k from the tables above:

2014-15 Charge Estimate	ECC	DCC	Fire	Police	Total
2013-14 Band D	£129.84	£1,116.36	£75.39	£162.92	£1,484.51
Estimated 2014-15 Increase	2.0%	0%	2%	2%	0.50%
Estimated 2014-15 Charge	£132.44	£1,116.36	£76.90	£166.17	£1,491.87
Estimated 2014-15 Ratio	8.88%	74.83%	5.15%	11.14%	

Current 2014-15 "No Change" Projection	4002	£3,330,531	5164	£3,319,559	9166	£6,650,090
C Tax Increase					0.50%	£37,739
Increased Applicable Amounts					1.00%	£22,998
Increased Non Dep Charge					10.70%	£5,459
Increased Income					1.00%	£27,301
Calculated 2014-15 initial posting						£6,678,068
					Under 2013-14 Budget	£389,528
					% of 2013-14 Budget	5.51%

6. CONSIDERATIONS OF CHANGING THE CTS SCHEME FOR 2014/2015

- 6.1 There could be potential financial impact to the working age residents of Exeter if the CTS scheme is amended to make further savings. Some working age residents of Exeter will also be subject to further cuts in financial support following the April 2013 welfare reforms.
- 6.2 Further revision of a CTS scheme reducing or removing entitlement to CTS may in certain circumstances need to include transitional protection³ to groups or individuals affected by the change and may have adverse equality impacts. Any transitional protection agreed will need to be calculated in the overall CTS expenditure.
- 6.3 If the Scheme details change, ECC will be required to consult on the proposed changes with the major precepting authorities. A period of public consultation will also be required for a recommended period of 12 weeks⁴ at an estimated cost of c.£20k. Additional costs will arise from communication media both in the consultation period and for the final agreed Scheme.
- 6.4 Any CTS scheme change must be formally agreed and adopted by ECC by 31 January 2014⁵, failure to do so will result in the previous year scheme details being automatically carried forward.
- 6.5 Further uncalculated costs will arise from a scheme change for IT systems to accommodate the changed parameters of the scheme.
- 6.6 Depending on any proposals to change the CTS scheme, the savings from a changed scheme may not cover the cost of transitional protection, consultation, communication or IT changes required. Robust analysis of costs against expenditure will be done should Members decide to change the Scheme.
- 6.7 Subject to approval, we are aware that it is likely that the other councils within Devon who changed their local CTS schemes last year are looking to keep them the same going into the 2014/15 year. The only Devon local authorities that are likely to change their schemes for 2014/15 are the ones who took advantage of the Government Council Tax Reduction Schemes grant in 2013/14.

7. PROTECTING THE COUNCIL TAX BASE

- 7.1 To protect the current and future Council Tax collection rates, it is recommended by officers that ECC adopts a policy that would allow investigation and the application of sanctions to all Council Tax discounts and exemptions that are either not reported on time or are fraudulently claimed. We allow many discounts and exemptions under legislation to reduce a customer's Council Tax liability, including CTS. If a tax payer is receiving a discount or exemption when they should not be, this will affect the amount of Council Tax we collect during the year. The options available to ensure customer compliance with all discounts and exemptions are the application of a £70.00 fine⁶ for failure to disclose relevant information relating to receipt of a discount or exemption, or imposing a calculated penalty as an alternative to prosecution, or for serious abuse of the system, prosecution of a case where fraudulent claiming of a discount or exemption is proven. If Members are minded to approve this, officers will be able to draft a policy.

³ Local Government Finance Act 1992 (as amended) Sch. 1A (5)

⁴ HM Government Code of Practice on Consultation. July 2008 & DCLG Localising Support for Council Tax Statement of Intent. May 2012

⁵ Local Government Finance Act 1992 (as amended) Sch. 1A (5)

⁶ The Council Tax Reduction Schemes (Detection of Fraud and Enforcement) (England) Regulations 2013.

7.2 ECC are currently liaising through the Devon Benefit Officers Group (DBOG) with the preceptors to establish a business case for financial support to increase the intervention activity on CTS cases to ensure compliance with the Scheme rules and protect CTS expenditure.

8. LIAISON ACTIVITY

8.1 There is regular liaison with the precepting authority representatives and all other local authorities within Devon through DBOG. It has been agreed that this activity constitutes consultation with the precepting authorities regarding ECC's CTS scheme and business case requests for further financial support.

9. IN SUMMARY

9.1 If ECC's CTS 2014/2015 Scheme remains the same as the 2013/2014 Scheme agreed by Council on 11 December 2012, the only changes to this scheme will be the uprating of applicable amounts, non-dependant deductions & the inclusion of the income disregard for Armed Forces Independence Payment (AFIP) in line with The Council Tax Reduction (Prescribed Requirements) (England) Regulations 2012 (as amended). That being the case, the main components of the 2014/15 Scheme would be:

- 9.2 i) Limit support to 80% for all working age customers
- ii) No Alternative maximum Council Tax Support (Second Adult Rebate) for working age claims
- iii) Removing entitlement to support where working age claimant capital exceeds £6k
- iv) Having an Exceptional Hardship Fund

9.3 Appended to this report (online) is the full policy established under the Local Government Finance Act 1992 (as amended) that members are requested to approve for the 2014/15 year.

10. RECOMMENDATION

10.1 That Executive recommends to Council the continuation of the current Scheme for local Council Tax Support, from 1 April 2014.

10.2 That Executive recommends to Council the continuation of the current Council Tax discounts for Empty Unoccupied and Unfurnished properties and Empty Uninhabitable/Major Works properties from April 2014.

10.3 That Executive recommends to Council that a decision is taken on the adoption of a Council Tax base protection policy including the use of statutory fines up to prosecution for fraudulent cases.

10.4 That Council notes the document attached as an appendix to this report.

10.5 That Members note that officers will begin modelling the Scheme for 2015-16, for consideration by Council, reflecting any necessary proposed reductions to the current level of support as a result of reductions in Government funding.

Appendix One: The full S13a Policy (online)

BINDU ARJOON
ASSISTANT DIRECTOR CUSTOMER ACCESS

Local Government (Access to Information) Act 1985 (as amended)

Background papers used in compiling the report:

Local Government Finance Act 1992 (as amended)

Local Government Finance Act 2012

The Council Tax Reduction (Prescribed Requirement) (England) Regulations 2012

The Council Tax Reduction Schemes (Detection of Fraud and Enforcement) (England) Regulations 2013

The Council Tax (Administration and Enforcement) Regulations 1992 (as amended)

HM Government, Code of Practice on Consultation. July 2008

Department for Communities and Local Government, Localising Support for Council Tax, A Statement of Intent. May 2012

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EXETER CITY COUNCIL

**EXECUTIVE
26 NOVEMBER 2013**

**COUNCIL
17 DECEMBER 2013**

RUGBY WORLD CUP 2015

1. PURPOSE OF REPORT

- 1.1 To seek formal approval for the City Council to commit resources to support its Host City status for three games in the Rugby World Cup tournament in September/October 2015.

2. BACKGROUND

- 2.1 The Rugby World Cup is the third largest global sporting event and will be hosted in England from 18 September to 31 October 2015. Exeter has been chosen as one of eleven locations as a Host City. Three games will be played at Sandy Park stadium in the preliminary group stages. As a Host City the Council accepts responsibility for the provision of a Fanzone during the tournament and a number of the activities including supporting Sandy Park on games days.
- 2.2 The city's involvement as a Host City presents a unique opportunity to use this international sporting event to have a lasting impact on the city by promoting it through the world media which will undoubtedly be extensive both in the lead up to and during the tournament. The organisers of the event, based on the experience of past and similar events, expect that over 4 billion people will watch the games at some point during the tournament and that over 500,000 visitors will travel to the UK to watch or be involved in some way. It is intended that there will also be lasting impact, a legacy from the contributions rugby can make to the development of young people.
- 2.3 The City Council and Sandy Park have already set up a broad ranging steering group to start preparing for the tournament as a Host City and the responsibilities which the venue have to undertake in hosting these games. A number of working groups have started work on key areas of activity including marketing and communication, the Fanzone, transportation and the legacy of the tournament. The working groups report back to the steering group in order to ensure all effort is coordinated.
- 2.4 Effective marketing will be important from attracting as many visitors as possible to the city and Fanzone during the tournament but also to take advantage of the scale of promotional activity that will take place nationally and internationally. The city's profile will be given a high level of international exposure providing the opportunity to attract visitors before and after the tournament and to encourage them to stay longer during the period of the three games taking place at Sandy Park. The opportunity to showcase the economic development of the area is also to be a focus of the marketing effort.

- 2.5 The International Rugby Board (IRB) and the Rugby Football Union (RFU) have set out an objective to secure a rugby legacy from the tournament. At the level of the Host City, Exeter is collaborating with the wider South West RFU organisation and are setting out to find ways of benefiting young people in a wide variety of ways in building confidence and team working skills, commitment to meeting challenging goals and of course improving fitness. This has already started with the Young Rugby Ambassador programme working in clubs across Devon, raising awareness of the benefits of being involved in rugby and playing the game.
- 2.6 There are specific responsibilities in being a Host City which will require expenditure by the City Council and which are set out below.

3. HOST CITY RESPONSIBILITIES

- 3.1 As a Host City the City Council is required to sign a formal Host City Agreement which sets out the specific roles and responsibilities it accepts it has to undertake. These activities are set out below with wording as extracted from the Agreement document.

3.2 Marketing Support

The Host City will provide marketing support to fully assist ER2015 in the promotion of the Tournament, to support ticket sales, to provide visitor information and to work with ER2015 and/or Rugby World Cup Limited (RWCL) partners (broadcasters, sponsors, external marketing partners).

3.3 Provision of Fanzone

The Host City will provide (at its own cost) a Fanzone during the Tournament in accordance with the following principles:

- (i) minimum capacity of 5,000 (unless otherwise approved by ER2015);
- (ii) showing Tournament matches (using RWCL's broadcast feed) and all other content and activity within the Fanzone to be agreed between the Host City and ER2015 but at a minimum shall include big screen(s), a dedicated space in which RWCL Licensees may stage activities, stage area and an area for food and drink suppliers;
- (iii) the Host City shall have the right to appoint third parties to provide food and beverage at the Fanzone and to retain any revenue from it;
- (iv) open for a minimum of ten days (match days at the Venue, all England games including the Tournament opening game, both semi-finals and the final);
- (v) the Host City shall have the right to commercialise the Fanzone only on such days when no Tournament matches are played and only in accordance with the Fanzone Guidelines including, but not limited to, the removal of all Tournament branding and 'look and feel' from the Fanzone on such days;
- (vi) the Host City shall ensure that the Fanzone is clean, safe, well-lit and suitable for the purpose for which it is provided and meets the standard befitting the reputation and stature of the Rugby World Cup, being one of the top five global international sporting events.

3.4 City Dressing

The Host City will make available (free of charge) City Dressing Spaces which, as a minimum, shall be:

- (i) 50 Lamp post banners
- (ii) Electronic variable message signs (wording to comply with Government Guidance)
- (iii) 5 Flag posts
- (iv) Fencing banners
- (v) 4 General banner sites

The City Council is in discussion with the County Council over the provision and funding of the lamp-post banner fittings and the use of the variable message signs.

The Host City will procure that the City Dressing Spaces will have the necessary infrastructure in place to display the relevant signage, banners, flags and other 'look and feel' (e.g. flagpoles, hanging frames etc) together with all necessary licences, consents and permissions.

ER2015 shall be responsible (at its own cost) for the provision of all signage, banners, flags and other 'look and feel' for display at the City Dressing Spaces.

3.5 Commercial Rights Protection

The Host City shall ensure that the Fanzone is free from unauthorised promotional material and selling of related goods at all times during the Tournament and shall use reasonable endeavours to assist ER2015 to ensure that the area around Sandy Park is also free from such activity.

3.6 Transport Management Support

The Host City will procure that Devon County Council will (using local transport operators) provide an adequate commercial public transport service in terms of quality, efficiency and timing (given the reasonably anticipated requirements of supporters and spectators) to enable team supporters and spectators to attend open training sessions and matches in the Territory, including but not limited to the following activities:

- (i) provision of park and ride schemes;
- (ii) provision of any additional public transport within the Host City as deemed necessary following an assessment of the potential impact of the Matches and the Fanzone;
- (iii) provision of vehicle and cycle parking;
- (iv) way-finding and event travel signage;
- (v) temporary road closures;
- (vi) stewarding and traffic wardens;
- (vii) Police liaison including Team/VIP Police escorts.

The County Council has accepted the responsibility of conducting this area of work.

3.7 City Venue Use by ER2015

The Host City will make available (at its own cost) Host City venues for use by ER2015 for a minimum of eight occasions from Spring 2013 in connection with the promotion and delivery of the Tournament (including one VIP reception per Match staged in the Host City) and the entertaining of guests prior to matches.

3.8 Volunteers Support

The Host City will provide ER2015 with reasonable assistance in relation to ER2015's volunteer programme including:

- (i) assisting ER2015 with the promotion of ER2015's volunteer programme within the city;
- (ii) assisting ER2015 with the identification, procurement and operation of a volunteer centre within the city; and
- (iii) working with ER2015 to integrate ER2015's volunteer programme with any of the Host City's volunteering programmes.

3.9 Accommodation

The Host City to offer 50 hotel rooms. They are offered on the following basis:

- Minimum 3* or 4* hotels on bed and breakfast basis subject to availability
- Hotels within 20 minutes of city centre
- To be used between 1st April 2013 – 10th October 2015

These have been provided for free by the Exeter and Heart of Devon Hotels and Restaurants Association.

3.10 Host City Staff Time

The Host City will be prepared to contribute staff time to making this event as successful as it can within its resources including making available staff to work directly on it during the planning phases.

4. PROPOSAL

4.1 As mentioned above the City Council has already started work with partners towards delivering the requirements of being a Host City. In order for Exeter to be confirmed as a Host City by ER2015, the City Council has to sign a formal contract – the Host City Agreement.

4.2 Delivering the responsibilities of a Host City will involve expenditure by the City Council which at this point is difficult to accurately predict. Following initial research into anticipated costs and potential income streams by Cadeleigh Creative consultants, specialists in events management, it is recommended that funding of a total of £300,000 is set as the budget for the City Council's contribution to the event.

4.3 The opportunity for commercial activities to raise additional funding to offset these costs should be pursued. There are limitations within the Host City Agreement to such commercial activity where it might challenge the promotion activity and rights of the main sponsors. Officers will be working to determine effective ways to encourage and promote commercial activity including entertainment events on non-games days and through the provision of food and drink on game and non-games days. The intention is to raise revenue to offset City Council funding as well as make the event as successful as possible in securing economic benefit for the city.

5. RESOURCE IMPLICATIONS

5.1 The proposed budget of £300,000 can be funded from New Homes Bonus. The expenditure is likely to be split across financial years as follows: £10,000 for 2013/14, £90,000 for 2014/15 and £200,000 for 2015/16.

6. RECOMMENDATION

- 6.1 That the City Council commit up to £300,000 towards activities relating to the city being a Host City for games and visitors to the Rugby World Cup 2015.

ASSISTANT DIRECTOR ECONOMY

Local Government (Access to Information) Act 1985 (as amended)

Background papers used in compiling the report:

None

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EXETER CITY COUNCIL

EXECUTIVE
26 NOVEMBER 2013

FUTURE ARRANGEMENTS FOR CIVIL PARKING ENFORCEMENT

1. PURPOSE OF THE REPORT

- 1.1 To advise Members of the arrangements for the delivery of on-street civil parking enforcement from 1 April 2014.

2. BACKGROUND

- 2.1 As Executive will be aware, the City Council has delivered on-street parking enforcement on behalf of Devon County Council, under the civil parking enforcement regime (CPE) since May 2008. A similar 'agency' arrangement has been in place in all other Devon districts.
- 2.2 While Exeter has traditionally returned a surplus to the County Council in respect of on-street enforcement (in other words, the income from Penalty Charge Notices has exceeded the costs of providing the service), this has not been the case elsewhere and overall the function has run at a significant loss. The most recent figures produced by the County Council indicate the county-wide deficit to be of the order of £800,000.
- 2.3 DCC commissioned consultants to investigate options for delivering CPE more cost effectively and gave notice to all districts of the termination of existing Agency Agreements with effect from 31 March 2014. Following consideration of the consultants' report, and subsequent discussions at the Devon Parking Board, a proposed new Agency Agreement – based on an annual fee – was put forward to all districts in July this year. The aim of these new annual fee agreements was to generate an annual saving of £400,000 for the County Council.
- 2.4 The annual fee offer to Exeter for 2014/15 was £421,219. Using the County's own figures, this represents a reduction of £26,782 on the costs of running CPE in Exeter in 2011/12. In officers' view, the City Council would not be able to run the service at this level of funding without incurring a significant level of financial risk. Following consultation with the Leader of the Council and Portfolio Holder for Economy & Culture, the fixed fee offer was therefore declined. DCC subsequently asked us to clarify the financial terms on which we would be prepared to continue with on-street enforcement and we submitted a counter-proposal seeking funding of £487,572. This comprised what officers calculated to be the true costs of running the service (£443,248) plus a 10% management fee (£44,324). This counter-proposal was not acceptable to the County Council on the basis that it would not enable them to deliver their required savings.

3. THE PRESENT POSITION

- 3.1 The City Council will not be involved in the provision of on-street enforcement after 31 March 2014. The County Council is currently progressing with two alternative delivery models, an in-house DCC service and a service managed by Teignbridge, South Hams and West Devon District Councils, and a decision on which model to implement is expected very soon. Exeter will continue to run off-street enforcement

under the CPE regime in its own right, and will look to incorporate all its off-street parking areas into this regime so that there is a single management and enforcement system in place. All front line and back office staff presently involved in on-street parking enforcement (19 posts in total) will transfer under TUPE arrangements to the new service provider.

4. FINANCIAL IMPLICATIONS

- 4.1 The fixed fee proposal by DCC would have transferred financial risk from the County to the City, with no corresponding financial benefit for this Council. The loss of on-street CPE removes this risk. Off-street enforcement will be provided within existing staff resources and the only additional costs will arise as a result of acquiring the licences for the back office notice processing system. These have yet to be identified but should be containable within the car parking base budget.

5. RECOMMENDED

- 1) That Executive note the contents of this report and the proposals for parking enforcement post 31 March 2014.

ROGER COOMBES
ASSISTANT DIRECTOR

Local Government (Access to Information) Act 1985 (as amended)
Background papers used in compiling this report:

None

EXETER CITY COUNCIL

EXECUTIVE
26 NOVEMBER 2013

PARKING TARIFFS

1. PURPOSE OF THE REPORT

- 1.1 To recommend to Executive that there should be no increase in parking tariffs until April 2015 at the earliest.

2. BACKGROUND

- 2.1 Historically, Executive has reviewed parking tariffs annually in November, with any changes coming into effect early in the New Year. Last year, the tariff structure was changed and simplified in accordance with the recommendations of the Economy Scrutiny Task & Finish Group and, in the previous year, tariffs were increased in four car parks only. There has not been an 'across the board' increase in tariffs for some time.
- 2.2 While parking income remains central to the Council's overall budget strategy, the approach to setting tariffs needs to be equally sensitive to the wider economic and business environment and the financial pressures faced by residents and visitors to the City. The Council's continuing commitments to carbon reduction and the encouragement of more sustainable forms of transport are additional policy considerations that need to be balanced.
- 2.3 It is recognised that the Council's car park stock is a key strategic element of the City Centre Strategy and that careful consideration needs to be given to how our car park assets could better support a successful City Centre economy. A review of car parking is currently being scoped, in consultation with the business community and other stakeholders in order to take this forward. It is anticipated that the review will be concluded by Christmas 2014 so that measures can be introduced in April 2015 where required. In the meantime, experimental interventions in certain car parks will be agreed with the business community and evaluated, with the first set of interventions being targeted at the Christmas and New Year sales trade. A report on the proposed City Centre Parking Review will be brought to Members in the New Year.

3. PROPOSALS

- 3.1 In weighing the competing considerations referred to in paragraph 2.2, officers are of the view that the key objective in the present economic climate is to recognise the financial pressures being faced by traders, residents and visitors to Exeter. Accordingly, it is proposed that there should be no increase in parking tariffs and charges in 2014. It is further proposed, in a departure from past practice, that the decision not to increase parking charges should be extended until April 2015 and that in future any changes to tariffs take effect from April rather than January each year, thus corresponding to the 'normal' financial year.
- 3.2 It is additionally recommended that the present Parking Places Order be revoked and a new Parking Places Order made. One of the aims of this will be to incorporate a number of parking places that are not presently included in the civil enforcement area

(and are regulated, principally, through a private contractor), thus enabling a single management and (civil parking) enforcement regime to operate across the city on land in the Council's ownership. Existing contractual obligations however demand that this is phased in, upon renewal, through subsequent Order Amendments.

- 3.3 There are also a number of operational changes that need to be made via a new Order, including – but not limited to – the extension of the Permit scheme to enable targeted support for commerce in the city; permitting debit card payments to improve customer convenience and removing the current limits on the value of debit and credit card; changes to certain types of vehicle and where caravans & trailers may be permitted to park so as to clarify the earlier Order. In accordance with the Constitution, it is proposed that authority to consider any objections to the new Order be delegated to the Assistant Director Public Realm, in consultation with the Leader of the Council and Portfolio Holder for Economy & Culture.

4. FINANCIAL IMPLICATIONS

- 4.1 Budgeted income from parking tariffs is £5.66m in 2013/14 and car parking revenues are currently approximately 1% behind the profiled budget, although this budget was increased significantly in comparison to 2012/13 to take account of the expected impact of John Lewis opening in the City. Budgeted parking income for 2014/15 will be set at this year's level.

5. RECOMMENDATIONS

It is recommended that:

- i) There is no increase in the tariffs and charges shown in Annex A until April 2015 at the earliest;
- ii) The City of Exeter (Civil Enforcement Off Street Parking Places) Order 2012 be revoked and a new City of Exeter (Civil Enforcement Off Street Parking Places) Order 2014 be drafted and advertised, and officers be authorised to make all necessary operational and general amendments to the detail by way of clarification, as part of the Order;
- iii) The Order be amended to permit parking at the rear of the Civic Centre on all days and the times of parking be varied to favour customers visiting the Council offices;
- iv) The provisions in the Order concerning types of vehicle that may be parked in Council car parks to be amended and where necessary the boundaries of the car parks be clarified;
- v) The provisions in the Order concerning types of Permit and conditions of use to be amended and Authority for determining the dates upon which Flexible Permits are to be available is delegated to the Assistant Director Public Realm in consultation with the Leader and Portfolio Holder for Economy & Culture;
- vi) Authority be given for subsequent Amendments to the 2014 Order or later Orders to include the addition of parking places within the civil enforcement area is delegated to the Assistant Director Public Realm in consultation with the Leader and Portfolio Holder for Economy & Culture;

- vii) Authority to make limited experimental interventions within the scope of the City of Exeter (Civil Enforcement Off Street Parking Places) Orders be delegated to the Assistant Director Public Realm in consultation with the Leader of the Council and Portfolio Holder for Economy & Culture.
- viii) Authority to consider any objections to the proposed Order be delegated to the Assistant Director Public Realm in consultation with the Leader of the Council and Portfolio Holder for Economy & Culture;
- ix) Subject to consideration of any objections, the City of Exeter (Civil Enforcement Off Street Parking Places) Order 2014 be made and sealed.

SARAH WARD
ASSISTANT DIRECTOR PUBLIC REALM

Local Government (Access to Information) Act 1985 (as amended)
Background papers used in compiling this report:

None

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ANNEX A**TARIFF BAND 1 : PREMIUM CAR PARKS**

Locations	Length of Stay	Current
<ul style="list-style-type: none"> • Guildhall • Mary Arches Street • John Lewis 	0-1 hour	£1.80
	1-2 hours	£2.60
	2-3 hours	£3.50
	3-4 hours	£6.50
	4-5 hours	£8.80
	5-6 hours	£11.80

TARIFF BAND 2 : SHORT STAY SHOPPERS' CAR PARKS

Locations	Length of Stay	Current	
<ul style="list-style-type: none"> • Bampfylde Street • Bartholomew Terrace • Harlequins • Howell Road • King William St/ Leighton Terr. • Magdalen Road • Magdalen Street • Matthews Hall Topsham • Parr Street • Princesshay 2 • Princesshay 3 • Smythen Street • Topsham Quay 	0-1 hour	£1.20	
	1-2 hours	£2.20	
	2-3 hours	£3.30	
	3-4 hours	£5.70	
	4-5 hours	£7.70	
	Over 5 hours	£10.80	

TARIFF BAND 3 : LONG STAY VISITORS' CAR PARKS

Locations	Length of Stay	Current
<ul style="list-style-type: none"> • Belmont Road • Bystock Terrace • Cathedral & Quay • Haven Banks • Richmond Road • Triangle 	0-1 hour	£0.80
	1-2 hours	£1.20
	2-3 hours	£1.80
	3-4 hours	£3.20
	4-5 hours	£5.00
	Over 5 hours	£6.20
• Haven Banks Coach Parking	Any Period	£5.00

TARIFF BAND 4 : 'LOCAL' CAR PARKS

Location	Length of Stay	Current
<ul style="list-style-type: none"> Fore Street Heavitree (Gordons Place) 	0-1 hour	£0.60
	1-2 hours	£0.80
	2-3 hours (Max stay)	£1.00
<hr/>		
Locations		
<ul style="list-style-type: none"> Holman Way Okehampton Street Tappers Close 	0-1 hour	£0.60
	1-2 hours	£0.80
	2-3 hours	£1.00
	3-4 hours	£1.20
	Over 4 hours	£1.80

SEASON TICKETS

	Current
Quarterly season tickets for commuter car parks	£260.00
Residents Annual Season Ticket	£125.00
Bartholomew Terrace Annual Business Parking permits	£205.00
Cathedral & Quay Annual Business Parking permits	£565.00

EVENING PARKING

	Current
Mary Arches Street - between 6pm and Midnight	£2.00

CLARENCE HOTEL

	Current
24 hour parking permits for use by hotel guests	£10.50

EXETER CITY COUNCIL

PLANNING MEMBER WORKING GROUP 5 NOVEMBER 2013

EXECUTIVE 26 NOVEMBER 2013

FUTURE DEVELOPMENT IN THE CITY OVERARCHING REPORT

1 PURPOSE OF REPORT

1.1 To brief Members on the context for, and show the relationships between, the forthcoming strategic planning documents which will guide future development in the city:

- Development Delivery Development Plan Document (DPD)
- The Strategic Housing Land Availability Assessment (SHLAA)
- The Housing Land Review
- The Revised Development Delivery Policy Statement

2 BACKGROUND

2.1 The Council adopted the Core Strategy in February 2012. The Core Strategy set out the vision, objectives and strategy for the spatial development of the city up to 2026. At the same time the Council adopted a 'Development Management Policy Statement' that set out the actions City Development would take to deal with any shortfall in the provision of a five year housing land supply (as recommended by the Inspector examining the Core Strategy).

2.2 Subsequently initial consultation has been carried out on the 'Site Allocations and Development Delivery DPD' (now proposed to be called the 'Development Delivery DPD'). This document will allocate land for development, designate land for protection and provide policies that will be used to determine planning applications. Together with the Core Strategy these two documents will form the Council's new 'Local Plan'.

2.3 The Development Delivery DPD draws heavily on the Strategic Housing Land Availability Assessment (the revised version of which is due to be published in December 2013) to identify land suitable to deliver housing over the plan period. The SHLAA also performs an important function in establishing whether the Council has a five year housing land supply.

2.4 To address longer term issues with housing land supply a 'Housing Land Review' has also been undertaken. Meeting a commitment made in Policy 7 of the 'Development Management Policy Statement', the 'Housing Land Review' looks at the longer term potential of land outside the strategic areas of growth to deliver sustainable housing development.

3 THE CHALLENGE

3.1 The biggest forward planning challenge for City Development in the next few years will be to ensure the continued delivery of good development in accordance with the spatial strategy.

3.2 The National Planning Policy Framework (NPPF) requires local planning authorities to identify and keep up-to-date a deliverable five year housing land supply. Without this,

even recently adopted planning policies for the supply of housing will be considered out of date (NPPF paragraph 49). The Planning Inspectorate has made it clear that in determining appeals the authority's position in regard to a five year land supply will be paramount. Numerous appeal decisions have demonstrated the hard line the Inspectorate is taking when he or she believes that the authority has not demonstrated a five year supply. Sites have been released for development, despite opposition from the public and council, with the Inspectorate only having regard to whether the site is considered sustainable, routinely dismissing other concerns.

- 3.3 Whilst the SHLAA shows that there is a five year supply (and there are adequate sites to meet the strategic requirement for 12,000 dwellings) a challenge on this is expected. One site where this is known to be the case is the Home Farm land in Pinhoe. The agents have already suggested that the five year supply calculation is not robust and have also criticised the Council for not having undertaken an assessment of land not currently allocated for housing, as promised by the 'Development Management Policy Statement'.
- 3.4 To put the Council in the strongest position to rebut these suggestions and to ensure a robust policy basis for delivering good development, City Development have reviewed the Development Delivery DPD, produced a revised 2013 SHLAA, undertaken a 'Housing Land Review' to look at the potential of land not currently allocated, and revised the Development Management Policy Statement (now proposed to be called the 'Development Delivery Policy Statement').

4 A STRONG EVIDENCE BASED RESPONSE

- 4.1 A brief summary of each of the documents is presented below:

Development Delivery DPD

- 4.2 The Development Delivery DPD will:
- i. Allocate land for development.
 - ii. Designate land for protection, safeguarding, or where specific policies apply.
 - iii. Contain 'development management' policies that will be used to determine whether planning applications submitted to the Council should be granted permission.
 - iv. Include a Proposals Map that will show allocations and designations.
- 4.3 The initial 'Have your say' consultation on this document was undertaken last year. The findings from the 'Have your say' consultation and the results of the revised 2013 SHLAA (see below) have been taken into account in preparing the consultation draft.
- 4.4 The name change, from 'Site Allocations and Development Management' document to 'Development Delivery' document, has been suggested to reflect City Development's primary objective to deliver good development. The purpose and content of the document have been reviewed by the re-design team to ensure that it fits with the new principles. Changes have been made to the content of the document where it was considered that this would help deliver good development.
- 4.5 The policies, site allocations and designations are described in the detailed report.
- 4.6 The proposed timetable for taking the document forward is as follows:
- Consult from start December to mid February (allowing for the Christmas Break)
 - Exhibitions to raise public awareness at locations around the City in January
 - Consider consultation responses March/April
 - Re-draft final document for Pre-submission Representations stage Summer 2014

- Submit to Planning Inspectorate Autumn 2014
- Examination late 2014
- Adopt start 2015

SHLAA

- 4.7 The ability of sites to deliver housing development is assessed principally through the Strategic Housing Land Availability Assessment (SHLAA) the latest version of which will be published in December 2013. It is this document which forms the starting point for the Council's primary objective of delivering good development.
- 4.8 It is also the SHLAA that assesses whether or not the Council has a five year land supply. The Revised 2013 SHLAA concludes that the Council has a five year and three months land supply and has adequate sites to meet its strategic requirement to deliver 12,000 dwellings (established by the Core Strategy). However, as already suggested, the conclusions of the SHLAA, in particular the five year land supply, are open to challenge by the development industry (as discussed in the detailed report). The most likely challenge will come in relation to the following issues:
- The judgement that Exeter has not got a record of persistent under delivery of housing and therefore only needs to provide a 5% buffer (rather than a 20% buffer which is required where there has been a record of persistent under delivery)
 - Taking the so-called Liverpool approach which spreads any past under-provision over the remaining plan period (rather than meeting under-provision within the next five year period, the so-called Sedgefield approach)

The inclusion of certain types of student accommodation and the assumptions about the timing of delivery on other sites could also be questioned. It should be noted that the Council will not have a five year housing land supply if the 'sites of note' listed in paragraph 4.5 above are not identified as suitable for housing development.

- 4.9 One of the main reasons that the city is not in a better position with regard to the five year supply is due to the reliance on development coming forward in the strategic allocations. Authorities in this position often experience a lag in housing delivery at the start of the plan period due to complexities of bringing such sites forward (in terms of land assembly, infrastructure provision etc). However, the Council is now delivering housing in the strategic allocations and a number of significant sites in Monkerton/Hill Barton are close to having their S106 agreements signed. This would suggest that the five year supply position will become stronger in the next few years. Working against this is the on-going economic malaise and the reduction in the density at which sites are coming forward.
- 4.10 At the time of the Core Strategy work was based on the Regional Spatial Strategy (RSS) guidance which required average densities of 50 dwellings per hectare to be achieved. However, the RSS has now been abolished and government guidance no longer stipulates what densities development should achieve, but suggests that local authorities should set out their own approach to housing density to reflect local circumstances. Whilst the Core Strategy requires development to achieve the highest appropriate density, what is 'appropriate' can sometimes be open to debate. The SHLAA currently assumes an average density range of 24-33 dwellings per hectare based on what has been achieved over recent years, but if higher densities could be achieved the supply position would improve. It is therefore important that careful and innovative design is used to achieve the highest appropriate density in a particular location.
- 4.11 Demonstrating a five year supply of land is likely to remain challenging. This means that the focus needs to remain on being pro-active in delivering housing at the highest appropriate density on allocated sites and on windfall sites within the urban area (see

Development Delivery Policy Statement below).

- 4.12 The SHLAA, which will be maintained up-to-date, will be used to monitor the situation. In the longer term (which will be reached sooner if current densities continue) it may be that to meet the strategic requirement to deliver 12,000 dwellings, sites outside the strategic locations for growth need to be considered for development. The 'Housing Land Review' (see below) will help inform where any such release of land may occur.

Housing Land Review

- 4.13 Policy 7 of the Development Management Policy Statement committed the Council to undertake a detailed appraisal of significant land within the city boundary not currently, or proposed to be, allocated for housing to assess the longer term potential of such land to provide additional housing development.
- 4.14 The Council has now carried out this assessment for sites over 1 hectare adjacent to the urban area submitted as part of the SHLAA, but found to be unsuitable for development on strategic planning grounds.
- 4.15 The 'Housing Land Review' assigns a sustainability score to each site, which allows a ranking of all those sites assessed. The Housing Land Review concludes that those sites within the Topsham Gap are likely to be the most sustainable for housing development. The sites to the west and north west are considered the least sustainable. Home Farm, referred to as 'Land North and South of Church Hill' in the assessment, is ranked 11th of the 17 sites assessed.
- 4.16 It is important to understand that this document does not indicate that any of these sites are suitable for development. The Revised 2013 SHLAA has already concluded that all these sites are unsuitable for development because they are outside the strategic locations for growth. The development of any of these sites would result in the loss of land that is considered important to the setting of the city. However, it is important that the Council can meet the strategic housing requirement and in doing this it may become necessary, in the longer term, to release additional land for development.
- 4.17 If at any stage the SHLAA concludes that more land needs to be allocated outside the strategic locations for growth, reference will be had to the 'Housing Land Review'. However, it is through the SHLAA that the development potential of the sites will be fully assessed (including an assessment of site specific factors that may affect development potential). Any such release of land would of course need to be the subject of public consultation and approval by Executive.
- 4.18 The completion of the 'Housing Land Review' means that the Council cannot be accused of failing to comply with Policy 7 of the Development Management Policy Statement. This work also means that if challenged it can be demonstrated to an Inspector that a forward looking approach has been taken that considers which areas of land around the city are most likely to be sustainable for development in the future.

Development Delivery Policy Statement

- 4.19 City Development is also taking this opportunity to revise the 'Development Management Policy Statement' (and change its name to 'Development Delivery Policy Statement' to reflect City Development's primary objective to deliver good development). This document sets out what City Development is doing to deliver housing in Exeter. It gives a number of commitments to ensure development comes forward at the earliest opportunity. The policies in the 'Development Delivery Policy Statement' are central to ensuring that a five year supply is kept.

4.20 Policy statements in the 'Development Delivery Policy Statement' commit to:

- Keeping the SHLAA up-to-date and ensuring adequate land to deliver the strategic housing requirement
- Proactive engagement with land owners and developers
- Monitoring and review of infrastructure provision
- Promoting Council owned land for development where appropriate
- Fast tracking applications for housing development
- Partnership working with public, stakeholders, developers and other LPAs

4.21 Achieving these commitments means fully embracing the new principles introduced by the re-design. All staff need to understand the importance of delivering housing and need to work together as a team to ensure this is achieved. Working pro-actively to deliver housing development requires adequate resources. The proposed draft new structure aims to minimise waste work so that resources can be directed to meet this objective.

5 THE WAY FORWARD

5.1 This is a significant and complex set of documents whose relationships are not always immediately apparent. This report sets the role each document has to play in ensuring the successful future development of the city. In the short term City Development will progress towards the adoption of the Development Delivery DPD and focus on overcoming the barriers to bringing forward development in the strategic allocations and delivering good development at appropriate density throughout the city. In the longer term some difficult decisions may need to be made with regard to the release of land outside the strategic areas of growth. Taking a strong evidenced based approach ensures that if and when that time comes the Council is in the best position to make the right decisions.

6 ADVICE SOUGHT/RECOMMENDATION

6.1 That Planning Member Working Group agrees to the contents of the four documents to guide future development of the city and support the suggested way forward.

6.2 That Executive agrees to the publication of the Development Delivery DPD for public consultation, the adoption of the Development Delivery Policy Statement, and the use of the SHLAA and the Housing Land Review to guide the future development of the city.

RICHARD SHORT
ASSISTANT DIRECTOR CITY DEVELOPMENT

Local Government (Access to Information) Act 1985 (as amended)

Background papers used in compiling this report:

None

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EXETER CITY COUNCIL

PLANNING MEMBER WORKING GROUP 5 NOVEMBER 2013

EXECUTIVE 26 NOVEMBER 2013

DEVELOPMENT DELIVERY DEVELOPMENT PLAN DOCUMENT (DPD) CONSULTATION DRAFT

1 PURPOSE OF REPORT

- 1.1 To consider the content of the draft Development Delivery DPD (formerly known as the Site Allocations and Development Management DPD) and agree its publication for public consultation purposes in order to help inform the preparation and content of the final document.

2 BACKGROUND

- 2.1 The Development Delivery DPD will form part of the Council's Local Plan. The NPPF requires councils to put in place an up to date 'Local Plan' to ensure that the local policies are given weight in the assessment of 'the presumption in favour of sustainable development' as set out in the National Planning Policy Framework (NPPF). The 'Plan-making' chapter of the NPPF states that:

'Crucially, Local Plans should:

- Allocate sites to promote development and flexible use of land, bringing forward new land where necessary, and provide detail on form, scale, access and quantum of development where appropriate;
- Identify areas where it may be necessary to limit freedom to change the use of buildings, and support such restrictions with a clear explanation;
- Identify land where development would be inappropriate, for instance because of its environmental or historic significance'.

These tasks will be fulfilled by the Council's 'Development Delivery DPD'. Together with the recently adopted Core Strategy, this will constitute the City Council's 'Local Plan'.

- 2.2 Members may recall the 'Have your say' document was presented to Executive on the 19 June 2012. Executive agreed the document for publication and there followed a 10 week consultation period (from July to September 2012). This was the first stage in the preparation of the 'Development Delivery DPD'.

3 DRAFT DEVELOPMENT DELIVERY DOCUMENT

- 3.1 The Development Delivery DPD will:

- i. Allocate land for development.
- ii. Designate land for protection, safeguarding, or where specific policies apply.
- iii. Contain 'development management' policies that will be used to determine whether planning applications submitted to the Council should be granted permission.
- iv. Include a Proposals Map that will show allocations and designations.

- 3.2 The name change, from 'Site Allocations and Development Management' DPD to 'Development Delivery' DPD, has been suggested to reflect City Development's primary objective to deliver good development. The purpose and content of the document have

been reviewed by the re-design team to ensure that it fits with the new principles of delivering good development. Changes have been made to the content of the document where it was considered that this would help deliver good development.

- 3.3 The findings of the Revised 2013 Strategic Housing Land Availability Assessment (SHLAA) have also been taken into account in preparing the draft document. This resulted in some important changes to the document, as new sites are allocated for residential development (see 5.6 below).

4 CONSULTATION

- 4.1 The NPPF states that in producing Development Plan Documents (DPDs) Councils should undertake 'early and meaningful engagement and collaboration with neighbourhoods, local organisations and businesses'. The 'Have Your Say' document and associated exhibitions constituted the initial consultation on the Development Delivery DPD.
- 4.2 The comments received as a result of the initial consultation have been carefully considered and changes suggested where appropriate. A draft document has been produced that includes policies and full explanatory text. This will be accompanied by a draft Proposals Map.
- 4.3 The draft Development Delivery DPD, proposed for consultation, is attached at Appendix 1. The accompanying Sustainability Appraisal (SA) and Equalities Impact Assessment (EQIA) are available in the Members Room.

5 COMMENTS RECEIVED AND SUGGESTED RESPONSE

- 5.1 A table summarising all comments received in response to the 'Have Your Say' consultation, together with the proposed response to each comment is available in the Members Room. Some of the key comments raised and the suggested responses, organised under chapter headings, are discussed below.

Exeter's Local Vision for Sustainable Development

- 5.2 The first policy of the document, which ensures sustainable development is delivered in a holistic manner, was largely supported by respondents to the consultation. A few objectors felt that particular issues needed specific mention in the policy; for example the Highways Agency wanted the policy to explicitly require no adverse impact on the highway network. However, as this is a broad policy covering a number of aspects of sustainable development, it has been determined to keep the criteria general. Another objector was concerned about what additional information may be required to assess this policy. Explanatory text has been inserted to clarify that, in most instances, the contents of the application, together with the design and access statement, should provide sufficient information to assess whether the requirements are met.

Realising Exeter's Economic Potential

- 5.3 A number of general objections were received to the first two policies of this chapter, 'Employment land provision' and 'Retention of employment land or premises'. Concerns focused on the lack of any clear explanation of what was regarded as employment land, whether 18 months was too long a period over which to test viability, whether the correct land was allocated for employment at Newcourt, and what was perceived as the unnecessary complexity of the policy retaining employment land or premises. To respond to these concerns explanatory text has been inserted to ensure it is clear what is regarded as employment land, the period to test viability has been reduced to 12 months, the allocation of employment land at Newcourt has been amended to more closely reflect the likely pattern of development delivery, and the policy text for retaining land and premises in employment use has been simplified.

- 5.4 The Council also received about 230 site specific objections relating to the allocation of part of Eastern Fields, Pinhoe for employment development and associated infrastructure. This was the largest single issue objection received and was linked to the application to register Eastern Fields as a Village Green. Whilst the application for village green status was refused, it was considered important to look at this allocation again to see if any changes could be made that would address the objections received. It has been concluded that as the employment land proposed in the sub-region exceeds the evidenced requirement and the recent take-up of employment land has significantly diminished, this land could be more appropriately brought forward for housing development. Accordingly the draft document allocates part of Eastern Fields for this purpose. Whilst many of the objections received will not be addressed by this change, it may be that residential development and associated provision of open space is seen as a more attractive neighbour than employment land.
- 5.5 Objections were also received in relation to the other policies in this chapter; some felt that the 'Provision of local services in Employment Areas' policy was too restrictive, the 'Employment use in residential areas' policy should be more positively worded, and the 'Access to jobs' policy could not be enforced. It was considered that local services should continue to be restricted in employment areas and that the criteria did not need amending; the wording of the 'Employment use in residential areas' policy was amended slightly to delete the word 'only', and the 'Access to jobs' policy was re-drafted to be encouraging rather than controlling.

Delivering Homes and Communities

- 5.6 This chapter was the subject of the majority of objections from consultants, developers and agents. Most objections related to land or sites that had been omitted but that objectors considered should be allocated for residential development. The consultation draft has been updated to include the sites assessed by the Revised 2013 SHLAA as suitable to deliver development. The draft document now allocates 18 sites for development (these sites are listed in Policy DD8 of the draft document at Appendix 1). The inclusion of new sites will overcome many of the objections made by consultants, developers and agents. However, the inclusion of new sites for residential development in the draft document is also likely to raise new objections from those who do not wish to see these sites developed.
- 5.7 There were also objections from the public concerning sites proposed for housing development. In particular a number of residents objected to the allocation of the land to the west of the M5, Topsham Road (which is no longer allocated in the draft document due to the levels of noise experienced across the site) and to the housing development to the south west of Alphington (which was allocated as a strategic allocation in the Core Strategy).
- 5.8 A number of specific objections were received to the 'Proposals for housing on unallocated sites' and the 'Housing development in residential gardens' policies. Objectors felt the policies were too restrictive, were contrary to the NPPF and did not allow suitable sites to come forward for development. Following consideration of the objections received and the 'presumption in favour of sustainable development' set out in the NPPF, it was determined to delete the 'Housing development in residential gardens' policy and to make significant revisions to the 'Proposals for housing on unallocated sites' policy (which now refers to the central role of the SHLAA).
- 5.9 One policy that did not attract much comment was the 'Mixed Use Development' policy. However, further consideration concluded that this policy failed to contribute much to delivery of good development and therefore it has been deleted. Note that reference to the importance of achieving a mix of uses has been inserted into the 'Design Principles' policy.
- 5.10 Other policies within this chapter were redrafted to more closely reflect the Local Plan objectives, to avoid repetition and to ensure clarity.

Retail and Tourism

- 5.11 A number of specific objections suggested that the 'Retail provision' policy did not reflect local circumstances or needs. However, further consideration concluded that this policy repeated Core Strategy contents and therefore this policy is deleted. Whilst the 'Change of use within retail centres' policy did not attract much objection, the evidence supporting the need for such a policy within the primary shopping area is weak. It was concluded therefore that the policy would be amended to only cover secondary shopping areas where there is felt to be a clear need to control uses to ensure vitality and viability. The 'Protection and enhancement of tourist attractions' also attracted little comment, the policy has been re-titled and amended to emphasise the importance of the city as a cultural centre.

Sustainable Transport

- 5.12 The policies in this chapter were largely supported, although Devon County Council suggested that the policy to safeguard land for transport infrastructure required further detail and clarity to ensure infrastructure delivery. The areas to be safeguarded have now been identified and the supporting text has been amended to emphasise the importance of delivery. Some felt that the 'Accessibility and Sustainable Movement' policy requirement for development to be phased so as to maximise the use to public transport was too exacting. However, this element of the policy is considered important and has been retained.

Meeting Community Needs

- 5.13 Generally this chapter was supported. However, there were some specific concerns that 'Community facilities' should be treated in the same way as open space, allotments, and sport and recreation sites and that the evidence base should be equally comprehensive. It has been agreed that a Community Facilities Audit will be undertaken to provide evidence to support the policy. The policy has also been amended to avoid repetition of Core Strategy policy which already prevents the loss of existing community facilities. The result is a shorter, clearer policy that goes under the new title 'Other Community Facilities'.
- 5.14 The greatest numbers of expressions of support were received in relation to the designation of the land at Ringswell Avenue/Ribstone Avenue as open space. This designation remains in the draft document despite objections from Devon County Council.
- 5.15 Some respondents had difficulty navigating this chapter and it is hoped that the new layout and policy titles will help with this.

Locally Distinctive Places

- 5.16 This chapter was largely supported. Whilst, one consultant felt that the 'Design Principles' policy was unnecessary and unduly prescriptive and also felt the 'Heritage Assets' policy should be reworded to be more positive, most comments received were in support.
- 5.17 Devon County Council requested a reference to the Green Infrastructure Strategy to be inserted into the Design Principle and English Heritage requested that the Heritage Assets policy was re-worded to more closely reflect the NPPF; both these changes are made in the draft document.
- 5.18 In order to address the Core Strategy objectives, and to ensure the delivery of good development, two new policies were inserted into this chapter; 'Designing out Crime' and 'Shop Fronts'.

Environment

- 5.19 Whilst many also supported the Environment chapter, particular policies were also the subject of strong objections, from a variety of sources. A number of agents were concerned that the 'Landscape Setting Areas' policy was too restrictive and others wanted the designation to exclude specific areas of land, largely to allow development. The 'Landscape Setting Area' policy, which prevents significant development in areas of land that are important to the city's setting, is considered vital to the long term spatial strategy. Accordingly this policy has not been amended. Furthermore, whilst each request for a change in the boundary of this designation has been carefully considered, in the main it has been decided to retain the boundaries of the Landscape Setting Area as proposed in the initial consultation.
- 5.20 The RSPB and Natural England made specific recommendations for amendments to the 'Biodiversity and Geodiversity' policy. Changes have been made where it is considered that the amendments result in a clearer, stronger policy
- 5.21 Finally, the 'Local Energy Networks' policy was subject to significant objection from consultants who generally considered the policy to be unduly onerous and not based on sufficient evidence. Additional evidence based work has been completed since the initial consultation and it is considered therefore that the policy is justified. The policy will be applied so as to ensure the viability of development is maintained.
- 5.22 The above summary gives a flavour of the comments received and the responses proposed. However, it is not intended to be comprehensive. For a full list of comments received (including those provided anonymously) please refer to the document in the Members Room.

6 NEXT STEPS

- 6.1 Subject to approval by Executive, the draft consultation document will be published for consultation for at least eight weeks starting in December 2013 (it is proposed to extend the six week statutory period to eight weeks to allow for the Christmas break). Delegated authority is sought for the Assistant Director City Development in conjunction with the Portfolio Holder City Development to make minor changes to the document prior to publication.
- 6.2 Following consultation the representations received will help inform the preparation of the submission 'Development Delivery DPD'. The submission document will then be reported back to Executive. This will be followed, in due course, by pre-submission representations, submission to the Secretary of State, and public examination by the Planning Inspectorate.

7 ADVICE SOUGHT/RECOMMENDATION

- 7.1 That Planning Member Working Group supports the publication of the Development Delivery DPD draft document for consultation.
- 7.2 That Executive agrees the publication of the Development Delivery DPD draft document for consultation and grants delegated power for the Assistant Director City Development in conjunction with the Portfolio Holder City Development to make minor changes to the document prior to publication.

RICHARD SHORT
ASSISTANT DIRECTOR CITY DEVELOPMENT

Local Government (Access to Information) Act 1985 (as amended)
Background papers used in compiling this report:
None

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Exeter City Council

**Draft
Development Delivery
Development Plan Document**

NOVEMBER 2013

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INTRODUCTION

This document is the draft Development Delivery Development Plan Document (DPD); formerly known as the Site Allocations and Development Management DPD. It has been prepared taking into account the findings of the previous 'Have your say' consultation and the 2013 Strategic Housing Land Availability Assessment (SHLAA). The document includes some new site allocations, proposed policies together with full explanatory text and a draft Proposals Map. Stakeholders and members of the public are again invited to give their views on the document.

The Development Delivery DPD will form part of the Council's Local Plan. The Local Plan also includes the 2012 adopted Core Strategy which sets out the vision, objectives and strategy for the spatial development of the city up to 2026.

The Development Delivery DPD will:

1. Allocate land for new development.
2. Designate land for protection, safeguarding, or 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.

Consultation

Exeter City Council will be carrying out consultation between:

December and January 2013/14

You are invited to give us your views on the draft document. A response form is available for you to make your comments. Please feel free to comment on any issues you feel are important or relevant. If you need any help understanding what is proposed, or making your views known, please contact City Development using the details provided below.

Contact Details:

Please forward all response forms, or other correspondence relating to this document, to:

planning@exeter.gov.uk

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Important Introductory Notes:

1. This document has been split into chapters, covering different topics, 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, any other DPDs, the Exeter St James Neighbourhood Plan and any other Neighbourhood 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 ¹:
<http://www.exeter.gov.uk/index.aspx?articleid=10093>
3. The policies proposed in this document are in conformity with 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
6. 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.'²

¹ Hard copies of all documents are also available for inspection at the Civic Centre

² 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

Sustainable Development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs³. There are three dimensions to sustainable development which translate into three roles for the planning system:

- an economic role
- a social role
- an environmental role⁴

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

Exeter's local vision for sustainable development

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).

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.

The Core Strategy includes a number of policies that seek specifically to address climate change and achieve the transition to a low carbon economy. Policy CP13 of the Core Strategy seeks to bring forward decentralised energy networks within the city. Policy CP14 requires major development to use decentralised and renewable and low carbon energy sources to cut CO₂ emissions by at least 10% over and above those required to meet building regulations. Policy

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

⁴ National Planning policy Framework, 2012

CP15 requires developers to demonstrate how sustainable design and construction methods will be incorporated and requires residential development to achieve the Code for Sustainable Homes Level 4 (rising to 5 in 2016) and non-domestic development to meet BREEAM 'Very Good' standards (increasing to 'Excellent' standards in 2013 and zero carbon by 2019).

However, sustainable development is about more than this; it is about delivering houses, jobs and supporting infrastructure and maintaining a vital and viable city. 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.

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 should 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 cultural heritage.*

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

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 dependant on a diverse range of land uses this chapter focuses on employment land, access to jobs and communication networks.

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.

Although other types of land use (for example retail) can provide employment these 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

The Exeter Employment Land Review (ELR) has assessed the suitability of existing and potential employment sites. Based on this analysis, the main opportunities to meet the city's employment requirements are:

- a) Redevelopment of previously developed land within the built-up area;
- b) Development to the east beyond the outer bypass; and
- c) Development to the south west in the Matford area.

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 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

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

Retention of employment land or premises

There is significant pressure on employment sites from other land uses, particularly housing. 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’⁵.

Core Strategy Policy CP2 provides the high level 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 guidance in relation to how proposals involving the loss of employment land or premises will be determined. Policy DD3 takes a balanced approach that retains employment sites in most cases but sets out criteria that need to be met to demonstrate that an alternative use would be acceptable.

DD3: *Proposals involving the loss of employment land, site or premises 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

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 existing centres. This could assist the workforce, be attractive to inward investors seeking a suitable location and

⁵ National Planning Policy Framework, 2012 (paragraph 22)

should also reduce the need to travel by car. Local services could include dentists, doctors, chemists, child care, post offices, banks, cash points, sandwich bars and small convenience stores for top-up purchases (with Class A1 floorspace not exceeding 80 sq m).

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 or 5 minutes walk⁶). 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 and surrounding urban area.

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 at Matford, Marsh Barton, Pinhoe, Sowton, Exeter Business Park, Pynes Hill and Peninsula Park will be permitted provided that:*

- (a) *the service is designed to serve local workforce needs only;*
- (b) *there is sufficient demand for the service amongst the local workforce, over and above that currently met by any existing service 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 highway road network by reducing the need for workers to travel 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

The Core Strategy emphasises the need to address accessibility for all members of the community to jobs. Since the impact of the economic downturn began to be felt in 2007 there has been a significant rise in unemployment in Exeter (89%) and a 90% increase in young people aged 16-24 claiming Job Seekers Allowance.

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.

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

DD5: *Development will be supported if it promotes and facilitates access to the jobs it creates amongst those 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.*

⁶ Standard taken from Building for Life criteria.

Communication Networks

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).

Access to improved and superfast 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. Exeter backs the 'Get Connected' campaign which aims to enable all businesses and communities to have access to faster broadband by 2015. Highspeed 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.

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.*

Full supporting information to justify the proposed development will be required to be submitted as part of any planning application in accordance with the NPPF⁷.

⁷ 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

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

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.

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 2013 SHLAA has informed the contents of this draft document.

The Core Strategy identifies 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 and quantum of development and stipulates associated infrastructure requirements. Whilst these strategic allocations have already been designated for development within the Core Strategy, the SHLAA also identifies other areas as having housing potential including the Grecian Quarter and the Water Lane Area ('Regeneration Areas'), together with a number of other identified sites within the urban area. Those sites already completed or that already benefit from planning permission, the Strategic Allocations (designated within the Core Strategy), the Regeneration Areas, other sites identified by the SHLAA, 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 ⁸	8022
Strategic Allocations (Newcourt, Monkerton/Hill Barton and Southwest Exeter) ⁹	1915
Regeneration Areas ¹⁰	939
Allocated Sites (identified by the SHLAA)	1083
Minor Sites (identified by the SHLAA for under 10 dwellings) ¹¹	29
Anticipated Windfalls	1229
TOTAL	13,217

The Regeneration Areas and allocated sites, which may be suitable for a range of residential uses (including specialist housing, student accommodation and gypsy and traveller provision), are identified in Policies DD7 and DD8 below.

Regeneration Areas

The Regeneration Areas have the potential to support a mix of uses with a significant element of residential development and associated infrastructure (including transport facilities, low and zero carbon infrastructure, flood defences, schools, sports facilities and open spaces).

DD7: *The following areas are allocated as Regeneration Areas:*

*Grecian Quarter
Water Lane Area*

Within these areas proposals for redevelopment will be permitted in accordance with site specific planning guidance.

The Regeneration Areas are shown on the draft Proposals Map.

The Water Lane Area is a highly sustainable location that is suitable for a mix of residential and other uses as part of a comprehensive redevelopment. Redevelopment would need to improve access for all forms of transport and address flood risk. A development brief or masterplan will be produced to guide growth in the Water Lane Area.

The Grecian quarter includes the Bus and Coach Station area (see Policy DD15) for which a set of 'Development Principles' have been approved. The Bus and Coach Station area is proposed for retail and leisure development as part of a mixed use development including an enhanced Bus Station. In addition offices, hotels and housing will be acceptable uses. The bus depot area also has the potential for redevelopment provided that a suitable alternative location for this facility can be delivered.

Other guidance may be prepared by the Council to guide development within the Regeneration Areas.

⁸ Since 2006 (and including sites with a resolution to grant permission subject to completion of a S106 agreement) of which 218 dwellings with planning permission are currently predicted to be completed beyond 2026.

⁹ Potential for additional development in the strategic allocations (excluding completions, dwellings under construction and extant planning permissions) of which 365 dwellings are currently predicted to be completed beyond 2026.

¹⁰ Potential for additional development in the regeneration areas (excluding completions, dwellings under construction and extant planning permissions) of which 589 dwellings are currently predicted to be completed beyond 2026.

¹¹ Sites identified by the SHLAA that are too small to be allocated; applications will be determined in accordance with policy DD9.

Allocated Sites

Sites identified in the Revised 2013 SHLAA as suitable, available and achievable to deliver 10 or more dwellings are listed in Policy DD8:

DD8: *The following sites (for 10 or more dwellings) are allocated for residential and associated infrastructure development:*

	Gross Site Area (hectares)	Indicative capacity ¹²
<i>Exmouth Junction, Prince Charles Road</i>	4.0 ¹³	118
<i>Exwick Middle School, Higher Exwick Hill</i>	1.2	35
<i>Land adj Exeter St Davids Station</i>	0.9	87
<i>ERADE, Topsham Road</i>	3.8	149
<i>Land north of WESC Foundation, Topsham Road</i>	6.0	183
<i>Land east of M5, Exeter Road¹⁴</i>	1.4	28
<i>Land off Liffey Rise</i>	0.6	13
<i>Land at Exeter Cricket Ground, Prince of Wales Road</i>	0.2	23
<i>Middlemoor Headquarters, Greenwood Road</i>	5.9	175
<i>Land west of Newport Park, Topsham Road</i>	1.6	22
<i>Land south of Apple Lane</i>	2.3	64
<i>Mary Arches Car Park</i>	0.2	50
<i>Land south of Woodwater Lane</i>	0.9	28
<i>Eastern Fields</i>	3.3	56
<i>Land opposite 7-10 Glenthorne Road</i>	0.5	15
<i>23-26 Mary Arches Street</i>	0.04	14
<i>Eagle Yard, Tudor Street</i>	0.1	10
<i>Foxhayes First School, Gloucester Road</i>	0.8	13
TOTAL		1083

These sites (for 10 or more dwellings) are shown on the draft Proposals Map.

Housing on unallocated sites

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).

In terms of residential development on unallocated sites 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, proposals for housing on previously developed land within the urban area will generally be acceptable.

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 DD23 and Policy CP10), community facilities (Policy DD24 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 DD26), achieve the highest appropriate density (Policy CP4), provide sufficient affordable housing (Policy CP7), provide adequate amenity (Policy DD14), design out crime (Policy DD27), protect the historic

¹² In many cases higher capacity can, and should, be achieved in accordance with Policy C4 (Density) of the Core Strategy.

¹³ Exmouth junction has a gross developable area of approximately 6.13 hectares which includes a gross area of approximately 4 hectares that is potentially available for housing as part of a mixed use development that could also include transport uses.

¹⁴ Including land north of Wessex Close

environment (Policy DD29), provide suitable access and parking (Policy DD21 and DD22), show how the development results in a net biodiversity gain for the Exeter area (Policy DD32) and address issues relating to pollution and contaminated land (Policy DD35).

The Strategic Housing Land Availability Assessment (SHLAA) will remain the most important way of identifying sites across the city with the potential to deliver sustainable residential development. However, it is recognised that some sites, including smaller windfall sites, will not come through this process, but can still make an important contribution to the housing supply. Policy DD9 seeks to ensure all suitable sites come forward for development in accordance with the presumption in favour of sustainable development (NPPF, paragraph 49).

DD9: *Housing development will be permitted on sites assessed as deliverable by the Strategic Housing Land Availability Assessment and on other unallocated sites within the urban area, provided that other policies within the Development Plan are complied with.*

Housing development in residential gardens

Residential gardens are not classified as previously developed land¹⁵. It must be recognised that 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. This is particularly true for 'backland' development which can have significant adverse impacts upon neighbouring properties. Therefore, whilst new development in residential gardens can be an efficient use of land that makes a contribution to meeting housing need, in most cases 'backland' development will not be acceptable.

Proposals should demonstrate that they are in keeping with the character of the area by reflecting the pattern of streets and buildings, the plot sizes and the ratio of built form to garden, of the surrounding area.

Proposals will be assessed with regard to Policy DD9 above.

Housing for disabled people

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 disabled people and enable them to live as independently as possible in the community.

Part M of the Building Regulations, which deals with access and facilities for people with disabilities, means that all new housing is built to certain basic standards. Furthermore, the Core Strategy policy CP5 introduces the requirement that all new homes, where feasible and practical, should be designed to meet Lifetime Homes standards (standards which focus on delivering accessible and adaptable homes).

However, neither Building Regulations nor Lifetime Homes standards require housing to be designed with the potential to be occupied by people with severe physical disabilities and confined to wheelchairs.

As there is additional cost in providing the more generous than average standards required to ensure a dwelling meets full wheelchair standards, it is considered appropriate that only larger

¹⁵ The definition of previously developed land provided in the National Planning Policy Framework specifically excludes 'private residential gardens' (NPPF, paragraph 55).

scale developments should be required to provide such dwellings. Furthermore, as it is only through the involvement of the Council or Registered Providers that such housing can be assured to go to those in need, the requirement will only be placed on the affordable housing element of any residential scheme. The Council requires 5% of the affordable dwelling provision on qualifying sites to be designed so as to be accessible by people confined to wheelchairs.

DD10: *Proposals for major residential development of 20 or more dwellings or on sites of 0.5ha or more will be required to provide 5% of affordable housing that is designed so as to be accessible by people confined to wheelchairs in accordance with the Council's Wheelchair Accessible Housing Design Standards. The type of provision, in regard to dwelling size, will be informed by need.*

The Council's Wheelchair Accessible Housing Design Standards ensure homes for wheelchair users are designed in accordance with nationally recognised standards.

Loss of Residential Accommodation

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.

DD11: *Proposals involving a net loss of residential units will not be permitted.*

Residential Conversions and Houses in Multiple Occupation

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 (HMO¹⁶) can make a valuable contribution to housing stock, provided that environmental health standards are maintained, amenity is adequate and unacceptable highways problems do not result.

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.

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 these areas the concentration of HMOs is significant and in total exceeds 20% and it is considered that additional HMOs would change the character of the area and undermine the maintenance of a balanced and mixed community.

Policy DD12 applies to conversions to flats, 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 DD12 ensures that conversions achieve adequate standards of amenity, do not cause unacceptable highway problems and avoid over concentrations of HMOs:

¹⁶ 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).

DD12: *Development involving the conversion of a building to flats, bedsits, or a house in multiple occupation, will be permitted provided:*

- (a) the proposal would not harm the character and appearance of the building;*
- (b) the design, layout and intensity of use of the building would not have an unacceptable impact on neighbouring residential amenities;*
- (c) internal and external amenity space, refuse storage and car and bicycle parking is provided at an appropriate quantity, to a high standard and so as not to harm visual amenity;*
- (d) the proposal would not cause unacceptable highway problems; and,*
- (e) the proposal 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.*

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

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 have about 18,000 students by 2018. 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. 75% or more of additional student numbers should be accommodated in purpose built student housing.

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.

Policy DD13 seeks to protect residential amenity and to ensure that purpose built student accommodation is fit for purpose:

DD13: *Purpose built student accommodation will be permitted provided that:*

- (a) it responds well to the local context and reinforces local distinctiveness;*
- (b) appropriate provision is made for refuse storage, parking for disabled persons and cycle parking;*
- (c) sufficient internal and external amenity space is provided such that students feel at ease and comfortable and accommodation is designed so as to allow easy conversion to other forms of residential use;*
- (d) it does not harm the amenity of neighbouring residents; and,*
- (e) a suitable Management Plan is submitted to demonstrate how the property will be managed in the long term.*

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

Residential Amenity

It is important that the amenities of existing residents are protected and, where possible, enhanced by new development. It is also imperative that new housing development is designed to afford

future residents a good standard of amenity. 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.

Policy DD14 seeks to protect the amenity of the occupiers of neighbouring properties and ensure new housing development affords residents a good standard of amenity:

DD14: Development will be permitted provided that it does not have an unacceptable impact on the amenity of existing local residents and, where 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*

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

- *whether sufficient internal and external space is provided for future occupiers; and*
- *appropriate provision of storage space for household items, cycles, rubbish and recycling*

The Council's Residential Design SPD and the Householder Guide to Extensions SPD provide additional guidance on the Council's approach to ensuring residents are afforded a good standard of amenity.

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

Exeter is a major retail centre attracting shoppers from across the region. The city's retail offer is currently ranked in the top 40¹⁷ 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. Topsham is also an important tourist, cultural and retail destination in its own right.

Retail Provision

The spatial approach to retail provision set out in the Core Strategy indicates that a sequential approach¹⁸ will be followed that maintains and enhances the City Centre, District and Local Centres.

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 draft Proposals Map. Emerging centres have also been identified within the strategic allocations at Newcourt and Monkerton and Hill Barton.

Bus and Coach Station Area

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 Policy DD7).

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'.

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]

¹⁷ Exeter is currently ranked at 38 within the top 50 UK centres (CACI National Retail Rankings).

¹⁸ 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).

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 allow for transfer of passengers between buses and other transport modes.

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 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.

DD15: *Retail and leisure development is proposed at the Bus and Coach Station as part of a comprehensive mixed use development including an enhanced Bus Station. 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.*

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

Change of use within retail centres

Exeter offers a range of retail opportunities. The focus is the city centre, but outside this area are a number of important district and local centres. Retail uses form the core function of these centres, underpinning their vitality and viability.

Food and drink outlets are also important elements of a healthy retail centre, contributing to the vitality of the area and supporting tourism and the evening economy. Many visitors will judge the quality of a centre on the availability and quality of the food and drink establishments. Financial and professional services are also important to the vitality and viability of district and local centres, provided this is not at the expense of shops.

Within the city centre primary shopping area it is considered that the market achieves an appropriate balance of shops and other uses. However, within the secondary shopping areas of the city centre or any district or local centre it is important to avoid any damaging breaks in shopping frontage. These breaks destroy the atmosphere of a retail centre, reduce pedestrian flows and fragment its integrity. Any change of use that is likely to cause harm to the vitality and viability should not be allowed.

The Council considers that within the secondary shopping areas of the city centre or any district or local centre, a change of use may harm vitality and viability in the following circumstances:

- (a) the change of use within a shopping frontage of ground floor Class A premises to another use outside Class A;
- (b) the change of use of ground floor shops (Class A1) to food and drink establishments (Classes A3, A4 and A5) if, following implementation of the proposal and existing permissions, less than 50% of the separate ground floor premises within the same shopping frontage will be in Class A1 use;
- (c) the change of use of ground floor shops (Class A1) to financial and professional services (Class A2) if, following implementation of the proposal and existing permissions less than 50% of the separate ground floor premises within the same shopping frontage will be in Class A1 use; and,
- (d) the change of use of ground floor shops (Class A1) if, as a result, more than 3 single non-Class A1 units will be located immediately adjacent to each other, creating a break in a continuous shopping frontage.

The assessment of harm should also take into account the location, 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.

The secondary shopping frontages in the city centre are identified in Appendix 1. The frontages will be subject to amendment on completion of major new retail development, such as the bus station area. Within the secondary shopping areas, each side of road is regarded as a separate shopping 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.

Policy DD16 seeks to protect the vitality and viability of the retail centres:

DD16: *Development involving the change of use of ground floor Class A premises will not be permitted if it would harm the vitality and viability of the secondary shopping areas of the city centre or any district or local centre.*

Protection and enhancement of tourist and cultural facilities

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.

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 cultural development, such as visitor centres, cafes, restaurants, specialist shops, craft outlets, artists studios and galleries, theatres, public space for performance and leisure activities.

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).

Policy DD17 encourages tourist and cultural uses in appropriate locations and ensures the retention of existing uses:

DD17: *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 proposed use will maintain or enhance the tourism and cultural offer, or the existing tourism or cultural use is not viable.

Hotels

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.

Hotels 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.

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 once the works to increase the capacity of conferencing facilities at Sandy Park Rugby Stadium by c2000 delegates have commenced an additional 120 bedroom facility, located within reasonable walking distance of the conference facilities at Sandy Park, could be supported.

In assessing any proposal elsewhere the Council will demonstrate flexibility in applying the sequential test in accordance with the NPPF¹⁹; 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.

DD18: *Planning permission for Hotel development will be granted in the city centre and at the quayside. Subject to commencement of works to substantially increase the capacity of conferencing facilities at Sandy Park, planning permission will be granted for a hotel comprising up to 120 bedrooms located within reasonable walking distance of this development. Elsewhere the sequential test will be applied.*

¹⁹ 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

The successful delivery of sustainable growth is dependent on the provision of adequate 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 quality²⁰, including preparation of a Low Emissions Strategy, aimed principally at transport based emissions.

Land Safeguarded for the provision of transport infrastructure

The NPPF states that we should identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice²¹. 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.

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, 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;
- A Park and Ride site at Ide/Alphington interchange to serve the A30 to the west, providing easier access to the city centre along the Alphington Road corridor;
- A new road link including an enhanced public transport route, from east of the M5 at Tithebarn Lane, westwards to Cumberland Way and (as a bus link) to Pinhoe Road; this

²⁰ See Chapter 8 - Environment

²¹ National Planning Policy Framework, 2012, paragraph 41.

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;
- The provision of an enhanced Bus Station to provide an efficient and welcoming arrival point and transport interchange, as part of a mixed use development to contribute to a vibrant and sustainable city centre.

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 DD19 safeguards land for essential transport infrastructure.

DD19: *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*
- *Land south west of Cheeke Street within the Grecian Quarter to provide an enhanced Bus Station*

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

Safeguarding Railway Land and Former Railway Land

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.

DD20: *Development will not be permitted on that part of the former railway land at Exmouth Junction not allocated for housing, or at Marsh Barton siding, which may prejudice the re-use of the land for other transport uses.*

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

Accessibility and Sustainable Movement

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 secure communities with their own local shops and community facilities, and the strategic transport infrastructure 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.

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.

It will be important that development comes forward in a manner which ensures access to public transport right from the start. 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.

Proposals with significant transport implications will need to include a transport assessment 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.

Policy DD21 seeks to exploit opportunities for the use of sustainable transport modes²² 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.

DD21: *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) 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;*
- (c) 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,*
- (d) be supported by a travel plan that encourages the use of sustainable forms of movement.*

This Policy is supported by detailed advice contained in the Residential Design SPD, the Sustainable Transport SPD and the Green Infrastructure Strategy.

Parking

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’.

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.

²² National Planning Policy Framework, 2012, paragraph 35

Whilst it is recognised that in some instances Exeter's standards have 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.

The Council has reviewed its car and cycle parking standards for development in Exeter. It is proposed that the car parking standards will no longer be treated as maximum but will be used as a guide to the appropriate level of parking. In all cases, due regard will also be given to site specific circumstances. Minimum parking standards are retained for cycles and disabled users.

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.

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.

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.

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.

DD22: 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;*
- (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 more than 20 people are employed.*

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

The planning system can play an important role in facilitating social interaction and creating healthy, inclusive communities²³. It is important that the needs of the community are met in a sustainable manner that also promotes health and wellbeing. 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.

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 NPPF²⁴ 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.

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 community²⁵. Guidance regarding Neighbourhood Planning and the formation and designation of Neighbourhood Forums is available on the Council's website at www.exeter.gov.uk/neighbourhoodplanning.

Open Space, Allotments, and Sport and Recreation Provision

Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities²⁶. The city's existing sport,

²³ NPPF, 2012 (paragraph 69)

²⁴ NPPF, 2012 (paragraph 70)

²⁵ NPPF, 2012 (paragraph 184)

²⁶ NPPF, 2012 (paragraph 73)

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.

Existing open space, allotment, and sport and recreation designations will, in most instances, be retained. However, since the Local Plan First Review 2005 the Council has adopted, or proposes to adopt, a number of new spaces, and these are shown on the Draft Proposals Map. In the future new areas will also be identified within the strategic allocations at Newcourt, Monkerton and Hill Barton and South of Alphington.

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.

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, shows the facility to be 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 nearby (where the suitability of the alternative provision is assessed in terms of size, location, accessibility, relationship to neighbouring uses, safety, usefulness, attractiveness and quality).

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 policy and 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.

DD23: *All open space, local green space, allotment and sport and recreation facilities will be protected and enhancements to these areas will be supported. Any loss of these uses will only be permitted where:*

- (a) there is a proven excess of the facility in the area; or*
- (b) the community will gain equivalent benefit from the provision of suitable replacement open space, allotment, sport or recreation facilities nearby.*

Any replacement provision must take into account the needs of the area and current standards of open space, sport and recreation provision, but should be equivalent to, or an improvement upon, the existing resource.

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, unless arrangements are made for the transfer of these facilities to the City Council.

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, sport and recreation facilities, and sports stadia are shown on the draft Proposals Map.

Other Community Facilities

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.

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. Where a use is not viable it will also be necessary to demonstrate that an alternative community use is not 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.

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.

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.

DD24: *Proposals involving the 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 of securing a satisfactory viable alternative community use; or*
- (b) a satisfactory replacement facility is provided, in a suitably convenient location for the community served, to a timescale that avoids any significant break in use.*

Proposals for major new residential development will be required to provide community facilities commensurate with the scale of development. Account will be taken of the level of existing provision and an assessment made of new facilities required as a result of the proposed development.

The primary school sites at Newcourt and Monkerton/Hill Barton are shown on the draft Proposal Map.

Assets of community value

The NPPF requires planning policies to guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community ability to meet its day-to-day needs (NPPF, paragraph 70).

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.

The loss of these facilities can also result in additional trips by private car and access difficulties for less able or mobile residents. Policy DD25 means that if a building or land is listed by the Council as an 'asset of community value' its loss will not normally be permitted.

DD25: Development involving the loss of an asset of community value will not be permitted unless 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

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'²⁷. 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

High quality design is important at every level of development. Good design is achieved by collaborative working between all the agencies and stakeholders involved in development of the city. Policy must seek to nurture this collaborative culture so as to create a virtuous circle of good design that leads to further high quality investment, enhancement and growth.

There is significant value in both protecting and enhancing what is of historic significance and policy must recognise the distinctive character of Exeter as an important historic city. However, it is equally important that new development creates distinctive places which may be seen as of townscape value and historic significance in the future.

Developers must consider all relevant design issues at the earliest possible stage and take a collaborative approach that involves all the parties necessary to achieve high quality, distinctive places.

²⁷ National Planning Policy Framework, 2012 (Paragraph 56)

Policy DD26 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).

DD26: *Planning permission will be granted for development that:*

- a) *creates high quality distinctive places;*
- b) *ensures the location, layout and built form integrate well into 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) *is visually attractive as a result of good architectural detailing and landscaping;*
- k) *uses high quality materials which weather well and which relate well to the palette of materials in the locality;*
- l) *retains and protects existing trees of good arboricultural and amenity value²⁸ and supports the planting of native trees in appropriate locations; and,*
- m) *integrates all service, utility, extraction systems and refuse facilities so that they complement the scheme and preserve landscape features including trees.*

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 terms of 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

Exeter is a comparatively safe city with low levels of crime. However, the personal and financial costs to those affected 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.

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.

DD27: *Planning permission will be granted for development that creates a safe and secure environment by:*

- a) *taking an integrated approach 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;*

²⁸ Including ancient trees.

- (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.*

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

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.

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.

DD28: 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 of the surrounding street scene.

The proposed Shop Front Design SPD provides additional guidance on the implementation of this policy.

Conserving and managing heritage assets

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 development of Exeter as a centre for tourism and ensuring the conservation and enjoyment of the historic environment (NPPF, paragraph 126).

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 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 is also a category of non-designated assets which includes 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.

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 is there to ensure attention is paid to high quality and appropriate design, repairs and maintenance, so that 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.

Listed Buildings contribute to the character, sense of identity, urban fabric and economy of Exeter; the designation covers both the inside and outside of buildings. The Council will seek to conserve what is significant about them, including their special architectural or historic interest, their settings and any special features of significance 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.

The character and appearance of nationally Registered Historic Parks and Gardens must be conserved, enhanced where possible and sensitively managed.

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 English Heritage 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.

As well as designated assets and areas there are numerous other heritage assets of all types that, although currently possessing no national designation, do comprise an integral part of the city's environment and distinctive character. They can, on occasion, possess regional or national importance and are a material planning consideration when determining applications. These include numerous archaeological remains of varying importance throughout the city district which, where known, are recorded on the city and county historic environment records (HERs). Those non-designated buildings and parks and gardens that are considered to be of at least local importance are included on the Council's 'List of Locally Important Heritage Assets'.

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. 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.

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 planning applications affecting heritage assets.

DD29: Development should conserve and enhance the historic environment of the city, whether comprising individual heritage assets, their settings, or historic areas. Development that affects the historic environment will be allowed provided it meets the following criteria, as they apply to the particular asset or area affected:

- a) *A development proposal that affects a designated heritage asset must demonstrate how special regard has been given to conserving 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 where possible 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, reporting and archiving will be required in lieu of their destruction or alteration, to be undertaken by an appropriately qualified person or organisation in accordance with a scheme of works to be agreed in advance.

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

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

The planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes²⁹. The hills to the north and west of the city, particularly the ridgelines, 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.

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 Valley Park, 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.

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

²⁹ NPPF, 2012 (paragraph 109)

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.

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.

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.

Policy DD30 ensures that only appropriate development is permitted within the Landscape Setting Areas.

DD30: *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.*

The Landscape Setting Areas are shown on the draft Proposals Map.

Green Infrastructure³⁰

A Green Infrastructure Study and a Green Infrastructure Strategy have been produced for Exeter. 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 GI Strategy provides guidance on specific projects³¹ intended to enhance the Valley Parks and other Landscape Setting Areas 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.

³⁰ Green Infrastructure (GI) is a network of high quality green and blue spaces 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 DD29).

³¹ Details of projects, including the Exe Riverside Valley Park project and the Clyst Meadows project 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>

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.

Policy DD31 seeks to ensure that development takes a positive approach to protection, enhancement and delivery of Green Infrastructure:

DD31: 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.

Biodiversity and Geodiversity

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 species, including a number of rarities. 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.

Considerable work has been commissioned in respect of avoiding any impacts on the Exe Estuary SPA and other nearby European Sites from increased recreational disturbance due to new residential development. The agreed approach has three main principles; funding for the management of recreation on the Exe Estuary, the provision of suitable alternative natural greenspace and monitoring of impacts and effectiveness of measures. This work has also established an approach to collecting contributions from development (required by CP18 of the Core Strategy).

Areas of particular biodiversity and geodiversity importance need to be designated on the Proposals Map so as to ensure their protection. The Ramsar site, the Special Protection Area, the Special Area of Conservation, SSSIs, and Regionally Important Geographical/Geomorphological Sites all retain their existing boundaries. 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 South West Nature map identifies Strategic Nature Areas which are blocks of land 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 for biodiversity enhancement.

There are also a number of Regionally Important Geological and Geomorphological Site (RIGS) that are designated in order to recognise and protect important earth science and landscape features for future generations.

It is also 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). All new proposals should facilitate enhancement and realise the benefits of providing a net gain in biodiversity. In the case of protected species outside designated sites, favourable conservation status should be maintained. Reference should be made to the Exeter Biodiversity Reference Map, particularly in regard to identifying sites of local importance to biodiversity.

Exeter is a pilot for biodiversity offsetting. Biodiversity offsets are conservation activities that are designed to give biodiversity benefits to compensate for losses - ensuring that when a development damages nature (and this damage cannot be avoided) new, bigger or better nature sites will be created.

Policy DD32 expands upon elements of Core Strategy Policies CP16, CP17 and CP18 and provides criteria that need to be met in order to minimise impacts on biodiversity and geodiversity and where possible to provide net gains in biodiversity in accordance with the NPPF (paragraph 109).

DD32: *International Sites (Special Protection Area, Special Area of Conservation and RAMSAR sites) benefit from statutory protection. Where development is likely to have a significant effect on an International Site (either alone or in combination with other plans or projects) an Appropriate Assessment will be required in accordance with the Conservation of Habitats and Species Regulations 2010. The integrity of European Sites must be maintained.*

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, a Biodiversity Enhancement Area, a Regionally Important Geological/Geomorphological Site or any other area of local importance to biodiversity or geodiversity will only be permitted if:

- (a) the need for the development is sufficient to outweigh nature and/or geological conservation considerations;*
- (b) the extent of any damaging impact is kept to a minimum and appropriate mitigation and compensatory measures are implemented; and,*
- (c) it can be demonstrated that there are no reasonable alternative sites.*

Development will be required to:

- (a) contribute towards measures to avoid or mitigate adverse effects on the Exe Estuary and other International Sites and to implement the Green Infrastructure Strategy;*
- (b) in the case of protected species outside designated sites, favourable conservation status must be maintained;*
- (c) restore, conserve and enhance wildlife habitats, corridors and any other features of ecological interest including those related to protected species;*
- (d) ensure that disturbance to wildlife is kept to a minimum during construction;*
- (e) wherever possible result in an improvement to the biodiversity value of the site, incorporating biodiversity features into buildings and landscape; and,*
- (f) where necessary provide mitigation to ensure a net biodiversity gain for the Exeter area.*

Many sites of importance for biodiversity and geodiversity are shown on the draft Proposals Map. The Exeter Biodiversity Reference Map is helpful in identifying sites of local importance to biodiversity.

Local Energy Networks

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.

The carbon budgets set by Government for the period to 2030 are intended 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.

The greatest efficiencies can be achieved through linking Combined Heat and Power (CHP) plants or 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.

Policy DD33 identifies those areas where existing evidence suggests local energy networks are feasible and viable and therefore networks are proposed in these areas. 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).

DD33 *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,*
- 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 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 point when there is a contractual commitment for any element of a local energy network, 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 that element 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.

Throughout the city, where there is evidence that it is viable and feasible to connect development to any existing network, any large-scale residential or non-residential development³² must be constructed to have heating (water and space) systems that will be compatible with a local energy network and include pipework from those in-building systems up to the appropriate site boundary to allow connection to a network.

In areas (a) and (c) above (and any other areas identified subsequently (d)) 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.

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

Flood Risk

Policy CP12 of the Core Strategy sets out the Council's approach to flooding and the use of Sustainable Urban Drainage Systems (SUDs).

³² 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 2ha and residential development comprising two hundred or more dwellings or with a site area greater than 4 hectares.

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 land use is assessed in terms of the potential flood risk.

Policy DD34 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).

DD34: 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. 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.

Developers will be 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

Development has the potential to result in pollution to air, water or land, and development can be adversely affected by existing pollution. It is important to ensure levels of pollution are kept to a minimum and are acceptable to human health and safety, the environment and the amenity of adjacent or nearby land users. Environmental Health legislation regulates many forms of pollution, 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).

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.

Exeter is crossed by a number of water courses. 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. The Council will support initiatives that result in an improvement to water quality (as required by the European Union Water Framework Directive).

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.

Land contamination is also a key consideration as it causes harm to the environment, has the potential to affect public health and safety and, unless dealt with appropriately, can inhibit the re-

use of otherwise suitable sites and cause property blight. . It is important that potential contamination is identified at the earliest stage in the process 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.

Policy DD35 sets out the criteria against which development proposals will be considered.

DD35: All development proposals should minimise and where possible reduce emissions and other forms of pollution, including light and noise pollution, and ensure no deterioration in air and water quality. Development proposals should not expose receptors to unacceptable levels of pollution, or result in poor standards of amenity. All applications for development must contain sufficient information to enable the Council to make a full assessment of potential pollution and hazards.

Proposals will only be permitted:

- (a) *where, individually or cumulatively, there are no unacceptable impacts on:*
- *the natural environment and general amenity;*
 - *public health and safety;*
 - *air quality;*
 - *ambient and background noise levels;*
 - *surface and ground water quality;*
 - *land quality and condition; and*
 - *the need for compliance with statutory environmental quality standards; or*
- (b) *in exceptional cases, where it can be clearly demonstrated that the environmental benefits of and the wider social and economic need for the development outweigh any adverse impact in terms of pollution. In such cases, where pollution is unavoidable, mitigation measures to reduce pollution levels will be required in order to meet acceptable limits.*

New development will not be permitted where there is potential for conflict to arise with existing polluting developments and where the issues cannot be effectively addressed by conditions, where the mitigation proposed would result in unacceptable development, or where the development would place unreasonable restrictions on the future development of existing business.

Development proposals on contaminated land (or where there is reason to suspect contamination) must include an assessment of the extent of the contamination and any possible risks. Proposals will only be permitted where the land is, or is made, suitable for the proposed use.

The Council encourages pre-application discussions where pollution is or might be an issue. 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.

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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EXETER CITY COUNCIL

PLANNING MEMBER WORKING GROUP 5 NOVEMBER 2013

EXECUTIVE 26 NOVEMBER 2013

REVISED STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT 2013

1 PURPOSE OF REPORT

1.1 This report has been prepared to inform Members of the Revised Strategic Housing Land Availability Assessment 2013 (SHLAA). The SHLAA is one of four strategic planning documents that have been prepared to guide future development in the city.

1.2 A copy of the SHLAA and its appendices are available in the Member's Room.

2 BACKGROUND

2.1 The National Planning Policy Framework (NPPF) requires every local planning authority in England to prepare a SHLAA on an annual basis. A SHLAA is a key part of the local planning authority's evidence base on housing delivery. It aims to identify sites with potential for housing and assess when they could be developed.

2.2 A SHLAA has two key purposes, these being to identify:

- a supply of specific sites sufficient to provide five years worth of housing against the housing requirements set out in the adopted development plan (i.e. a 'five year housing land supply'); and
- a supply of sites sufficient to meet the overall housing requirements set out in the adopted development plan (in Exeter's case, a plan period to 2026).

2.3 In assessing the supply of housing, the SHLAA takes into account sites that have planning permission (or permission subject to the completion of a Section 106 Agreement) for residential development, together with sites that do not have planning permission but have been brought to the attention of the City Council by the landowner. In order to contribute towards the five year housing land supply and/or the overall housing requirement, the SHLAA must conclude that a site is:

- suitable for residential development when considered against policies in the Development Plan;
- available, on the advice of the landowner; and
- economically viable as a residential development site.

2.4 The SHLAA has been prepared in accordance with SHLAA Practice Guidance published by the DCLG in 2007. The Practice Guidance requires SHLAA to be prepared in consultation with representatives from the housebuilding industry, as they are considered best placed to advise on the economic viability of delivering housing on specific sites. In 2008, the City Council and neighbouring local authorities established a SHLAA Panel of housebuilding representatives to provide viability advice on individual sites. The views of the Panel are reflected in the conclusions of the Revised 2013 SHLAA.

3 THE FIVE YEAR HOUSING LAND SUPPLY

- 3.1 The basis for calculating the five year supply is the current adopted development plan. In the case of Exeter, this is the *Exeter Core Strategy* (adopted February 2012), which proposes that at least 12,000 homes should be built in the city between 2006 and 2026. This equates to an average annual requirement of 600 dwellings and a basic five year requirement of 3,000 dwellings.
- 3.2 Beyond the basic requirement, there is nationally a considerable degree of debate about how the five year supply calculation should be undertaken. Firstly, the *NPPF* states that local authorities should add a buffer of 5% to the five year requirement, to ensure choice and competition in the market for land; or 20% where there has been a record of 'persistent under delivery'. The Government does not define or advice how to identify persistent under delivery. The SHLAA argues that Exeter does not have a record of persistent under delivery and a buffer of 5% is therefore applied. This may be open to challenge should the issue arise in future in any planning appeals.
- 3.3 Also open to challenge is the degree to which the five year requirement should take into account any shortfall in housing provision during the preceding plan period. Some Inspectors state that the shortfall should be added in full to the five year requirement. Other Inspectors allow the shortfall to be made up over the remaining (i.e. longer) plan period. The SHLAA takes the latter approach, spreading the shortfall of around 750 dwellings in Exeter since 2006 over the entire remaining plan period. Again, this could be challenged at appeal.
- 3.4 Based on the approach taken by the SHLAA, 3462 dwellings need to be completed in Exeter over the next five years (commencing 1 April 2014) in order to meet the housing needs of the community. Based on its assessment of sites, the SHLAA concludes that there is a supply of 3,586 dwellings, deriving from sites within and currently without planning permission. The identified supply therefore exceeds the requirement by just over 120 dwellings. It equates to a supply of five years and three months.
- 3.5 A list of the sites currently without planning permission that have been assessed as contributing towards the five year housing land supply is provided at Appendix 1.

4 THE OVERALL HOUSING REQUIREMENT

- 4.1 As stated in 3.1 above, the Exeter Core Strategy requires at least 12,000 new homes to be completed in the city between 2006 and 2026. Taking into account completions to date and the predicted supply from sites/areas with and currently without planning permission for residential development, the SHLAA concludes that by 2026, the 12,000 dwelling requirement will be exceeded by around 50 homes.
- 4.2 A list of the sites/areas currently without planning permission that have been assessed as contributing towards the overall housing requirement is provided at Appendix 2.
- 4.3 A copy of the SHLAA is available in the Member's Room.

5 ADVICE SOUGHT/RECOMMENDATION

- 5.1 Members are requested to note this report.

RICHARD SHORT
ASSISTANT DIRECTOR CITY DEVELOPMENT

Local Government (Access to Information) Act 1985 (as amended)

Background papers used in compiling this report:

None

APPENDIX 1

Sites currently without planning permission that will contribute towards the 5 Year Housing Land Supply

- Sites within the SW Alphington Strategic Allocation
- Sites within the Monkerton / Hill Barton Strategic Allocation
- Sites within the Newcourt Strategic Allocation
- Land east of Shillingford Road, Alphington
- Land off Liffey Rise, Exwick
- Land opposite 7-10 Glenthorne Road
- Land at Exeter Cricket Ground, Prince of Wales Road
- Land north of West of England School, Topsham Road
- 23-26 Mary Arches Street
- Eagle Yard, Tudor Street
- Land west of Newport Park, Topsham Road
- Exmouth Junction, Prince Charles Road
- Land north of Wessex Close/East of the M5, Topsham

APPENDIX 2

Sites currently without planning permission that will contribute to the overall housing requirement (at least 12,000 dwellings)

- Sites listed Appendix 1, plus:
- Sites within the Grecian Quarter Regeneration Area
- Sites within the Water Lane Regeneration Area
- Sites currently the subject of planning applications for a supermarket and housing at the Middlemoor Police Headquarters
- Exwick Middle School, Higher Exwick Hill
- Foxhayes School, Gloucester Road
- Land adj Exeter St Davids Station, Bonhay Rd/Cowley Bridge Rd
- Mary Arches Car Park, Mary Arches Street
- Nos. 36-38 Well Street
- ERADE, Topsham Road
- Land adjoining Exeter Mobility Centre, Wonford Road
- Honeylands Hospital, Pinhoe Road
- Land at Eastern Fields, Exhibition Way
- Land south of Apple Lane
- Land south of Woodwater Park

EXETER CITY COUNCIL
PLANNING MEMBER WORKING GROUP
5 NOVEMBER 2013

EXECUTIVE
26 NOVEMBER 2013

HOUSING LAND REVIEW

1 PURPOSE OF REPORT

- 1.1 To consider the content of the Housing Land Review and agree its use as an evidence base document to guide future development in the city.

2 BACKGROUND

- 2.1 Members may recall that at the same time the Core Strategy was adopted (in February 2012) the Council also adopted a 'Development Management Policy Statement' that set out the actions City Development would take to deal with any shortfall in the provision of a land supply to meet the housing requirement. To address longer term issues with housing land supply Policy 7 of the 'Development Management Policy Statement' committed to carry out an appraisal of land 'not currently, or proposed to be, allocated for housing to assess the longer term potential of such land to provide additional housing development'.
- 2.2 The city has always tried to ensure that development comes forward in the most sustainable locations. The Exeter Core Strategy Sustainability Appraisal (SA) Option Appraisal (2005) assessed five 'greenfield options for growth' (broadly defined areas of land around the city) against sustainability criteria. Options for growth to the 'East of the City' and 'South West of the City' both scored well. The 'South East of the City' option (which equates to the 'Topsham Gap') scored slightly less well, and options 'North of the City' and 'North West of the City' scored very poorly.
- 2.3 It should also be noted that when, in 2009, the city was under pressure to provide land for 15,000 dwellings (as required by the Regional Spatial Strategy Proposed Changes), additional consultation was undertaken proposing development on the Topsham Gap. It was concluded that development of the Topsham Gap could occur without deviating from the spatial strategy.

3 HOUSING LAND REVIEW

- 3.1 The 'Housing Land Review' takes a more detailed look at some sites within those broadly defined areas of land around the city previously assessed by the SA Option Appraisal (2005).
- 3.2 This work takes its starting point as a review of all sites that the SHLAA concluded were unsuitable for development under current strategic planning policy. Sites were scoped in or out of the assessment on the basis of size and proximity to existing built up area. Sites were included if they met the following criteria:
- Sites over 1 hectare
 - Sites contiguous with the existing built up area
- 3.3 The Housing Land Review assessed seventeen sites around the city, seven sites within the Topsham Gap, six sites in the hills to the north east and north west, and four site in the Valley Park to the west (a full list of the sites is attached as Appendix 1).

- 3.4 The sites were assessed using the same sustainability objectives used to undertake the SA of the Core Strategy. Each objective is given a score of 1 to 5 (with 5 being the most sustainable); assuming equal weighting for each objective this allows an overall sustainability score to be arrived at for each site.
- 3.5 It is important to understand that this document does not indicate that any of these sites are suitable for development. In fact the Revised 2013 SHLAA has already concluded that all these sites are unsuitable for development because they are outside the strategic locations for growth. The development of any of these sites would result in the loss of land that is considered important to the setting of the city. However, it is important that the Council can meet the strategic housing requirement; and in doing this it may become necessary, in the longer term, to release additional land for development.
- 3.6 A copy of the Housing Land Review is available in the Members Room.

4 REVIEW FINDINGS

- 4.1 As already stated this document does not indicate that any of these sites are suitable for development. However, it does take a comparative look at areas of land outside the strategic areas of growth to assess their potential sustainability for residential development. The findings tend to confirm earlier, more general, sustainability work; the sites to the west within the Valley Parks to the west score very poorly, sites in the hills to the north east and north west score poorly and sites within the 'Topsham Gap' gain the best scores. Nevertheless, the site scores are not homogenous within the groups and particular sites score significantly better or worse than the average for the group. It is also clear that development in the 'Topsham Gap' does not score well in relation to all sustainability criteria.
- 4.2 It is also worth noting that Home Farm, referred to as 'Land North and South of Church Hill' in the assessment, is ranked 11th of the 17 sites assessed; scoring better than many of the sites to the west and north, but worse than all of the sites within the 'Topsham Gap'.

5 RELATIONSHIP BETWEEN THE HOUSING LAND REVIEW AND THE SHLAA

- 5.1 The Strategic Housing Land Availability Assessment (SHLAA) is used to establish if the Council has identified enough land to meet the Core Strategy housing requirement for at least 12,000 dwellings. If at any stage the SHLAA (which will be kept up-to-date) concludes that there is not enough land to meet the 12,000 dwelling requirement reference will be had to the 'Housing Land Review'. The ranking established by this document will guide which land is assessed first for its development potential. It is through the SHLAA that the development potential of the sites would be assessed (and this will include a full assessment of site specific factors that may affect development potential). The release of any such land for development would of course need to be the subject of public consultation and approval by Executive.

6 THE WAY FORWARD

- 6.1 In the short term the completion of the 'Housing Land Review' means that the Council cannot be accused of failing to comply with Policy 7 of the Development Management Policy Statement. This work also means that if challenged it can be demonstrated to an Inspector that the city has taken a forward looking approach that considers which areas of land around the city are likely to be most sustainable for development in the future.
- 6.2 In the longer term some difficult decisions may need to be made with regard to the release of land outside the strategic areas of growth. Taking a strong evidenced based approach ensures that if and when that time comes the Council is in the best position to make the right decisions.

7 ADVICE SOUGHT/RECOMMENDATION

7.1 That Planning Member Working Group supports the approach taken.

7.2 That Executive agrees the use of the Housing Land Review as an evidence base to guide the future development in the city.

RICHARD SHORT
ASSISTANT DIRECTOR CITY DEVELOPMENT

Local Government (Access to Information) Act 1985 (as amended)
Background papers used in compiling this report:
None

HOUSING LAND REVIEW

SITE LIST

	Gross Site Area (hectares)
Topsham Gap:	
Site 67: Yeomans Gardens, Newcourt Road, Topsham	0.73
Site 68: Land north of Newcourt Road, Topsham	1.08
Site 69: Land north of Exeter Road, Topsham	3.13
Site 85: Five Acres, Exeter Road, Topsham	4.58
Site 86: Land south of Rushmore Nursery, Newport Road, Topsham	1.45
Site 106: University of Exeter Playing Fields, Exeter Road, Topsham	9.13
Site 107: Land adj 46 Newcourt Road, Topsham	1.67
Hills to the north east and north west:	
Site 100: Land north and south of Church Hill, Exeter	12.0
Site 31: Oakfields, Church Hill, Exeter	1.68
Site 32: Estuary View, Church Hill, Exeter	1.40
Site 6: Land at Stoke Road, Exeter	8.32
Site 90: Land adjoining Exwick Lane, Exeter	2.50
Site 99: Land north of Beacon Heath, Exeter	13.3
Valley Park to the west:	
Site 11: Land off Hambeer Lane, Exeter	8.77
Site 13: Oaklands Riding School & The Rosary, Balls Farm Road	2.1
Site 92: Land west of Barley Lane, Exeter	5.6
Site 93: Land south of Perridge Close, Exeter	7.4

EXETER CITY COUNCIL

**PLANNING MEMBER WORKING GROUP
5 NOVEMBER 2013**

**EXECUTIVE
26 NOVEMBER 2013**

DEVELOPMENT DELIVERY POLICY STATEMENT

1 PURPOSE OF REPORT

- 1.1 To consider the content of the Development Delivery Policy Statement (formerly known as the Development Management Policy Statement) and to agree to its adoption to help deliver good development in the city.

2 BACKGROUND

- 2.1 The Council adopted the Core Strategy in February 2012. At the same time the Council adopted a Development Management Policy Statement that set out the actions City Development would take to deal with any shortfall in the provision of a five year housing land supply (as recommended by the Inspector examining the Core Strategy).
- 2.2 Since the Core Strategy was adopted the Council has been able to demonstrate a five year housing land supply. However, it will remain challenging to maintain a five year supply in the future. Accordingly many of the policies put in place following the Core Strategy examination will remain relevant. The original document has been revised, updated and re-named to ensure the focus on delivering good development is maintained.

3 FOCUS ON DELIVERING GOOD DEVELOPMENT

- 3.1 In order to maintain a five year land supply and meet the Core Strategy requirement for at least 12,000 dwellings, it is imperative that the Council takes every possible action to ensure delivery, at the earliest opportunity, of good quality housing development on allocated sites and on windfall sites within the urban area. The Development Delivery Policy Statement makes a series of commitments or policy statements that will help to ensure this occurs.
- 3.2 A copy of the proposed Development Delivery Policy Statement is attached at Appendix 1.

4 THE POLICY STATEMENTS

- 4.1 The policy statements included in the 'Development Delivery Policy Statement' are summarised below.

Leading Role for the Strategic Housing Land Availability Assessment (SHLAA)

- 4.2 City Development will maintain an up-to-date SHLAA to identify land capable of delivering sustainable development and to monitor housing delivery. If, at any point, this monitoring concludes that the city does not have a five year housing land supply, then a full review of the SHLAA will be undertaken.

A Pro-active Approach to Delivering Development

- 4.3 City Development will continue to take a pro-active approach to delivering development; working closely with developers and landowners to identify suitable sites for development and to remove barriers to development.

The Importance of Infrastructure

- 4.4 The Infrastructure Delivery Plan will be monitored and updated to ensure that the infrastructure requirements for the strategic allocations are recognised and the costs and timings understood. The officer responsible for infrastructure delivery will help to ensure prompt and coordinated delivery, to bring forward development as quickly as possible.

Delivering Housing on Council Land.

- 4.5 The Council will ensure that, where appropriate, land within its ownership is brought forward, at the earliest opportunity, for housing development. It will engage with Devon County Council to encourage it to pursue a similar approach.

Fast Tracking Planning Applications

- 4.6 All proposals for housing development will be 'fast tracked'. A number of commitments are made to ensure new housing proposals progress smoothly and quickly. Whilst most of these commitments are not new, they are vitally important in ensuring that good development is encouraged and delivered at the earliest opportunity.

Partnership Working

- 4.7 City Development will continue to work closely with its partners in bringing forward good development. Partners include the public, stakeholders, the development industry, neighbouring local authorities, the Exeter and Heart of Devon Growth Board and the Local Enterprise Partnership.

5 DEVELOPMENT DELIVERY AND RESOURCES

- 5.1 Achieving these commitments means fully embracing the new principles introduced by the re-design. All staff need to understand the importance of delivering housing and need to work together as a team to ensure this is achieved. Working pro-actively to deliver housing development requires adequate resources. The proposed draft new structure aims to minimise waste work so that resources can be directed to meet this objective.

6 ADVICE SOUGHT/RECOMMENDATION

- 6.1 That Planning Member Working Group supports the approach taken.
- 6.2 That Executive agrees to adopt the Development Delivery Policy Statement to help deliver good development in the city.

RICHARD SHORT
ASSISTANT DIRECTOR CITY DEVELOPMENT

Local Government (Access to Information) Act 1985 (as amended)
Background papers used in compiling this report:
None



Exeter City Council

DEVELOPMENT DELIVERY POLICY STATEMENT

INTRODUCTION

- 1.1 To help boost the supply of housing, the National Planning Policy Framework (NPPF) requires local planning authorities to identify and keep up-to-date a deliverable five year housing land supply. Without this, even recently adopted planning policies for the supply of housing will be considered out of date (NPPF paragraph 49).
- 1.2 This is particularly important given that the NPPF states that where relevant policies are out-of-date, permission should be granted unless any adverse impacts outweigh the benefits, or other policies indicate otherwise, when assessed against the NPPF (paragraph 10).

BACKGROUND

- 2.1 The Council adopted the Core Strategy in February 2012. The Core Strategy set out the vision, objectives and strategy for the spatial development of the city up to 2026. At the same time the Council adopted a 'Development Management Policy Statement' that set out the actions City Development would take to deal with any shortfall in the provision of a five year housing land supply (as recommended by the Inspector examining the Core Strategy).
- 2.2 Since the Core Strategy was adopted in February 2012 the Council has been able to demonstrate a five year land supply. However, it will remain challenging to maintain a five year supply in the future. Accordingly many of the policies put in place following the Core Strategy examination will remain relevant. The original document has been revised, updated and re-named the 'Development Delivery Policy Statement' to ensure the focus on delivering good development is maintained.

HOUSING LAND SUPPLY IN EXETER

- 3.1 Demonstrating a five year supply of housing land when set against Core Strategy requirements is challenging, particularly when deliverability of housing land is affected by economic downturn. Local authorities who also rely on substantial urban extensions for their housing supply often find such large scale releases of housing land take some time to come forward due to the complexities involved in such extensive areas of development.
- 3.2 Exeter City Council is keen to deliver new housing development within its boundaries and recognises the important part the sustainable growth of the city has to play in the prosperity of the sub region and indeed of the south west peninsula. The Core Strategy identifies strategic areas of land that have the capacity to deliver significant sustainable development and also stresses the importance of making full and effective use of land within the urban area.

- 3.3 However, in order to maintain a five year land supply and meet the Core Strategy requirement for at least 12,000 dwellings, it is imperative that the Council takes every possible action to ensure delivery, at the earliest opportunity, of good quality housing development on allocated sites and on windfall sites within the urban area.

POLICIES

Leading Role for the Strategic Housing Land Availability Assessment (SHLAA)

- 4.1 It is this document which forms the starting point for the Council's primary objective of delivering good development. The ability of sites to deliver housing development is assessed principally through the Strategic Housing Land Availability Assessment (SHLAA). This is also the document that monitors new housing completions and ensures there are enough sites to meet the minimum 12,000 housing requirement set by the Core Strategy. The latest SHLAA, published in October 2013, which includes a list of sites with potential to deliver sustainable development, is available to view at: www.exeter.gov.uk/SHLAA

POLICY 1: The Council will maintain an up-to-date Strategic Housing Land Availability Assessment to identify land capable of delivering sustainable development to meet the 12,000 strategic housing requirement. A full review of the SHLAA will be undertaken if the city is no longer able to demonstrate a five year housing land supply.

The Pro-active Approach to Delivering Development

- 4.2 The City Council has long been supportive of housing growth within the City and remains keen to encourage sustainable housing development. The Council takes a proactive approach to ensuring the delivery of sustainable development and seeks to engage and form partnerships with developers and landowners. By working pro-actively to remove constraints to development, homes can be brought forward earlier and the five year supply position can be improved. The Council also utilises the stakeholder groups that exist (such as the House Builders Forum, the Agents Forum and the SHLAA Technical Panel) to promote greater understanding about housing land supply.

POLICY 2: The Council will engage pro-actively with land owners and developers with a view to promoting appropriate housing development and delivering homes at the earliest opportunity.

The Importance of Infrastructure

- 4.3 Included in the SHLAA is a list of sites which form part of the three major strategic allocations set out in the Core Strategy. Such allocations are subject to substantial infrastructure requirements and it is important that there is certainty with regard to the timing, costs and viability of the provision of this infrastructure. The Council has produced an Infrastructure Delivery Plan that schedules the costs and timing of the infrastructure requirements and helps to assess the viability of such provision. The Council has also established a permanent officer post responsible for ensuring prompt infrastructure delivery and the coordination of such delivery with the introduction of the Community Infrastructure Levy (to be applied from 1 December 2013).

POLICY 3: The Council's Infrastructure Delivery Plan sets out the costs and timing of infrastructure requirements associated with the development of land within the strategic allocations. The Plan will be monitored and updated to ensure that sites within these allocations come forward for development as quickly as possible.

Delivering Housing on Council Land

- 4.4 The local authorities remain significant land owners within the City and where residential use is appropriate local authority owned land will be brought forward as quickly as possible for housing development.

POLICY 4: The Council will regularly review its existing landholdings and promote, through the SHLAA process, where appropriate, its own land for housing development and will engage with the County Council to encourage it to pursue a similar approach to County owned land.

Fast Tracking Planning Applications

- 4.5 The granting of planning consent for development can be a time consuming process. Over recent years the Council has introduced a number of changes to the process to try and facilitate and speed up the granting of consent. With the need to promote the delivery of housing the Council has made the fast tracking of proposals for housing development an explicit priority.

POLICY 5: The Council will 'fast track' proposals for housing development by:

- **Ensuring planning officers are available to deal promptly with pre-application requests concerning major housing development and providing advice drawing on all necessary expertise.**
- **For major applications, offering applicants/agents the opportunity to make a formal presentation to the Planning Member Working Group prior to submission to enable any potential issues to be identified at an early stage.**
- **Prioritising the processing of such applications and ensuring applicants/agents are kept fully informed as to the progress on their application.**
- **Putting all such applications before the first available Planning Committee following conclusion of the statutory consultation period and the resolution of issues central to the development.**
- **Where appropriate, providing a draft section 106 agreement to applicants at the earliest possible stage and ensuring that legal advice is available to progress the agreement and offer guidance throughout the process.**
- **Ensuring that following the grant of consent planning conditions are dealt with in an expeditious manner.**

Partnership Working

- 4.6 The Council will need to work closely with the public, stakeholders, and the development industry in order to deliver good development. It will also be important to work in partnership with adjoining local authorities to address any shortfall in the provision of additional housing within the sub region and to assess the opportunities for growth beyond 2026. To ensure a coordinated approach across the sub region the Council will continue to contribute fully to the work of the Growth Point Board and the Local Enterprise Partnership.

POLICY 6: The Council will take a partnership approach to ensuring the delivery of good development, working closely with the public, stakeholders, the development industry and adjoining local authorities and contributing fully to the work of the Exeter and Heart of Devon Growth Board and the Local Enterprise Partnership.

EXETER CITY COUNCIL

EXECUTIVE
26 NOVEMBER 2013

COUNCIL
17 DECEMBER 2013

DELEGATED AUTHORITY IN RESPECT OF FLEXIBLE TENANCIES

1.0 PURPOSE OF REPORT

- 1.1 To seek approval for the delegation of authority to the Assistant Director Housing & Contracts to grant, administer and where necessary terminate any flexible tenancy.

2.0 BACKGROUND

- 2.1 The City Council agreed to the Tenancy Policy in January 2013. Within this policy Members agreed to the use of flexible tenancies in certain circumstances. The flexible tenancy is a fixed term tenancy that, in most cases, will last 5 years with a 12 month initial probationary period. At the end of this period the circumstances of the household will be reviewed to assess whether the tenancy should be extended a further 5 years or whether alternatives that are more appropriate should be offered.
- 2.2 Following the adoption of this policy, officers have developed a procedure working with the Council's legal department and independent experts to ensure that there would be no scope for legal challenge on how the system operated. This work is now complete and in order to ensure that the correct notices are granted and administered, and if deemed necessary terminated, the Assistant Director for Housing and Contracts requires the delegation of authority to grant, administer and where necessary terminate any flexible tenancy.

3.0 FINANCIAL AND LEGAL IMPLICATIONS

- 3.1 Without the appropriate delegated powers being given to the Assistant Director there is the risk of a legal challenge of a notice having been served without authority. This would potentially lead to the Council having to assign a lifetime tenancy where it is not appropriate to do so, face a costly Court challenge and suffer associated reputational damage.

4.0 RECOMMENDED

- 4.1 That the Assistant Director Housing & Contracts be given delegated authority to grant, administer and where necessary terminate any flexible tenancy and that the Constitution be amended to that effect.

Originating Officer: Lawrence Blake

ROGER COOMBES

ASSISTANT DIRECTOR HOUSING AND CONTRACTS

Local Government (Access to Information) Act 1985 (as amended)

Background papers used in compiling the report: None

EXETER CITY COUNCIL

EXECUTIVE

26 NOVEMBER 2013

APPOINTMENT OF REPRESENTATIVES TO SERVE ON OUTSIDE BODIES

To appoint to outside bodies where emboldened.

<u>BODY AND TERM OF OFFICE</u>	<u>CURRENT REPRESENTATIVES AND EXPIRY OF APPOINTMENTS</u>	<u>NUMBER OF MEETINGS PER ANNUM</u>	<u>TERMS OF REFERENCE</u>
Exeter Business Centre Board 1	Portfolio Holder for Enabling Services (Cllr Pearson - to replace Cllr Denham) Cllr Mrs Brock Cllr Winterbottom 24.06.2014	4	The Board oversees the affairs of the Business Centre.
The Exeter Municipal Charity 4	Cllr Winterbottom 20.01.2014	12	The relief of poverty by the provision of housing accommodation for almshouses beneficiaries. Such charitable purposes for the benefit of the residents as the trustees decide.

Exeter School	Mr J Taghdissian 31.01.2014	4	Governing Body of Exeter School.
St. Leonard's with Holy Trinity Charities	Mr D Orchard - RESIGNED 30.11.2017 The Charity have put forward the name of Mrs Catherine Dunn who they believe would make an invaluable contribution with "good knowledge of those families living in the parish who are struggling financially"	1	To provide assistance to individuals or groups of people in financial need who are residents of St Leonards, priority being given to those who regularly attend church services in the parish.

**CORPORATE MANAGER DEMOCRATIC AND CIVIC SUPPORT
19 NOVEMBER 2013**