

Exeter City Council

**Site Allocations and Development Management
Development Plan Document**

Have Your Say

May 2012

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INTRODUCTION

This document allows you to 'Have your say' about the Site Allocation and Development Management Development Plan Document (DPD). It has been prepared specifically for the purpose of consultation and engagement with local communities, the findings of which will shape the preparation of the document.

The Site Allocation and Development Management 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 Site Allocations and Development Management DPD will:

1. Allocate land for development.
2. Designate land for protection, safeguarding, or where specific policies apply.
3. Provide a suite of 'development management' policies that will be used to determine whether planning applications submitted to the Council should be granted permission and that will help bring sustainable development forward in a structured and coordinated way.
4. Include a Proposals Map that will show allocations and designations.

Consultation

Exeter City Council will be carrying out consultation between:

July and September 2012

This is your opportunity to give us your views on the document, its contents and any policy you feel we have omitted. A response form is attached for you to make your comments and this document provides some questions as a guide for your response. However, this is not an exhaustive list, so please feel free to comment on any other issues you feel are important or relevant. If you need any help understanding what is proposed, or making your views known, please contact the Forward Planning Team using the details provided below.

Contact Details:

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

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Important Introductory Notes:

1. This document has been split into chapters, covering different topics, in order to help achieve a useable 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 and any Neighbourhood Plan.
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. The National Planning Policy Framework is available to view at:
<http://www.communities.gov.uk/publications/planningandbuilding/nppf>
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

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

Issues:

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

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

⁴ National Planning policy Framework, 2012

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 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 3 (rising to 4 in 2013 and 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). 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. 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. In order to try to ensure that sustainable development is approached in the holistic manner required it is considered that a unifying policy is needed.

How do we deal with these issues?

The preferred policy approach suggests a unifying policy that seeks to bring together many of those considerations that contribute to delivering sustainable development:

DM1: Development will be permitted where it is demonstrated by the applicant 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 implications 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) compatibility with location and the impact on the surrounding natural and built environment;*
- (e) contribution to meeting housing need and creating strong, vibrant and healthy communities; and,*
- (f) conservation and enhancement of the city's cultural heritage.*

In applying this policy regard will be had to other Development Plan Document policies, Supplementary Planning Documents and Guidance Documents where relevant.

Your views:

Do you agree with the preferred approach?

If not, what approach would you suggest as an alternative and why?

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 in the past. Exeter's vision is for growth and continued economic prosperity.

Employment Land Provision

Issues:

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 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. It is important that this spatial strategy is delivered.

How can we deal with these issues?

The Council considers that those sites referred to in the Core Strategy should be allocated so as to ensure their retention for employment use. The preferred approach for the allocations policy (DM2 below) therefore looks to protect the established employment areas at Southernhay, Matford, Marsh Barton, Exeter Business Park, Pynes Hill and Peninsula Park, and delineates new employment allocations in accordance with Policy CP2 of the Core Strategy.

DM2: In accordance with Policy CP2 of the Core Strategy the following areas will be retained for employment use:

Southernhay
Matford
Marsh Barton
Sowton
Exeter Business Park
Pynes Hill
Peninsula Park

In addition the following sites are allocated for employment development and associated infrastructure and will be retained for this purpose:

Site	Area (hectares)
Exeter Business Park	5 hectares
Newcourt	16 hectares
Eastern Fields (South East), Pinhoe	3 hectares ⁵

Map extracts showing these sites are attached (Maps 1-10). These sites will be shown on the Proposals Map, to be submitted with this Development Plan Document.

Your views:

Do you agree with the preferred approach?

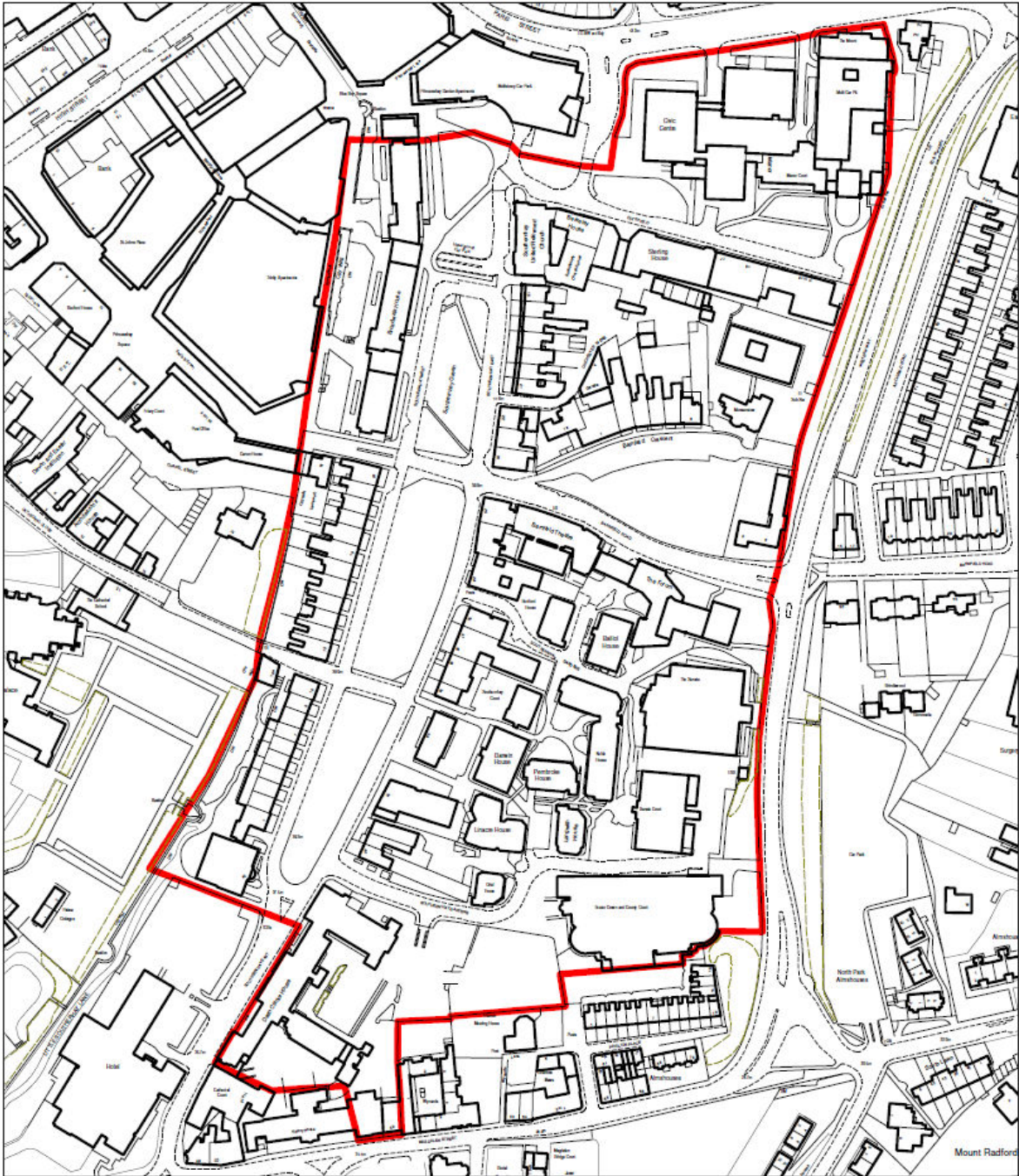
If not, what approach would you suggest as an alternative and why?

Do you agree with the site boundaries suggested?

If not, what alternative boundaries would you suggest and why? (Please provide details)

Are you aware of any other sites which should be retained or allocated for employment use? (please provide details).

⁵ Subject to village green application



Scale 1:2500



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Map1

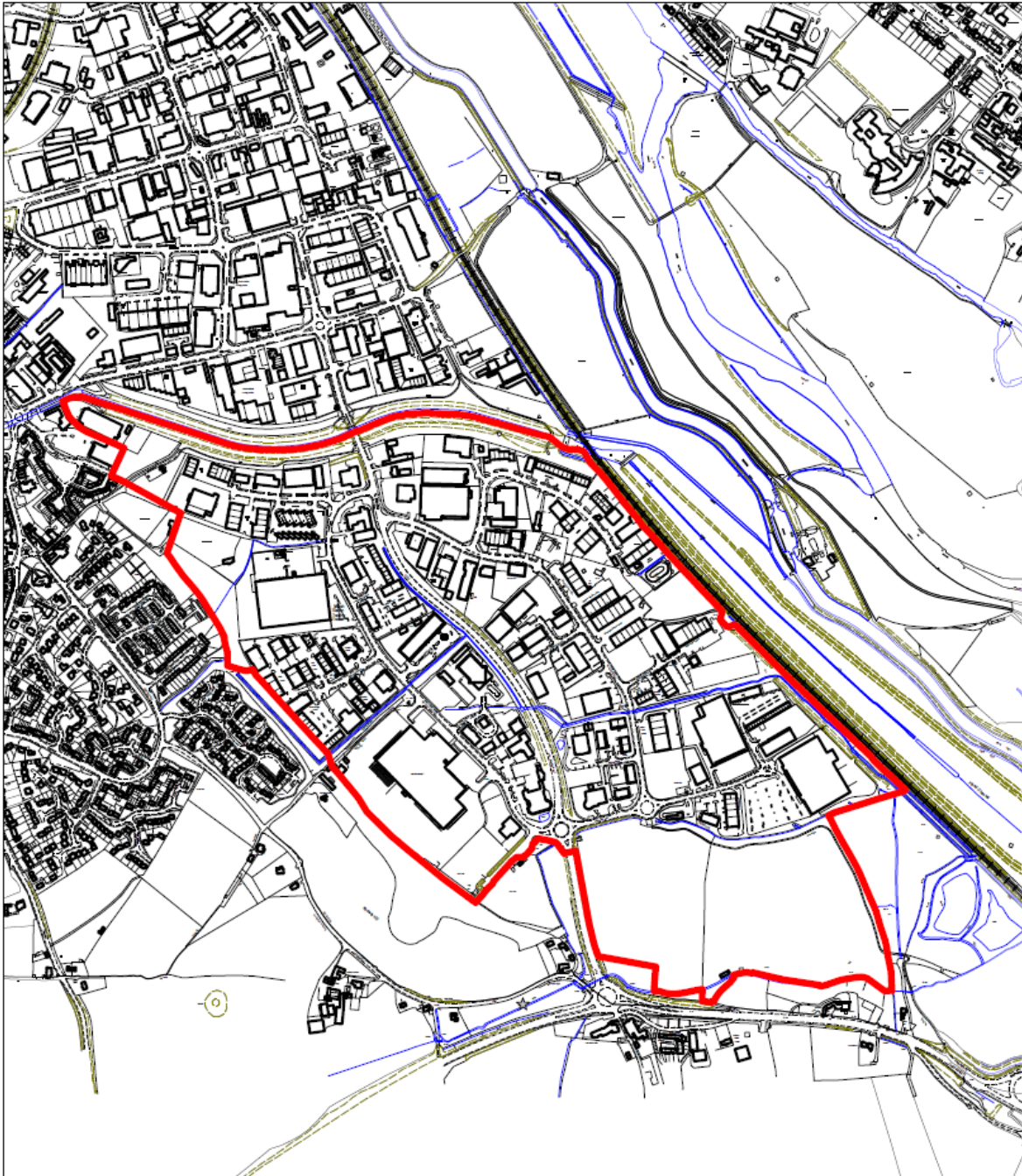
Policy DM2 Existing Employment Areas - Southernhay

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

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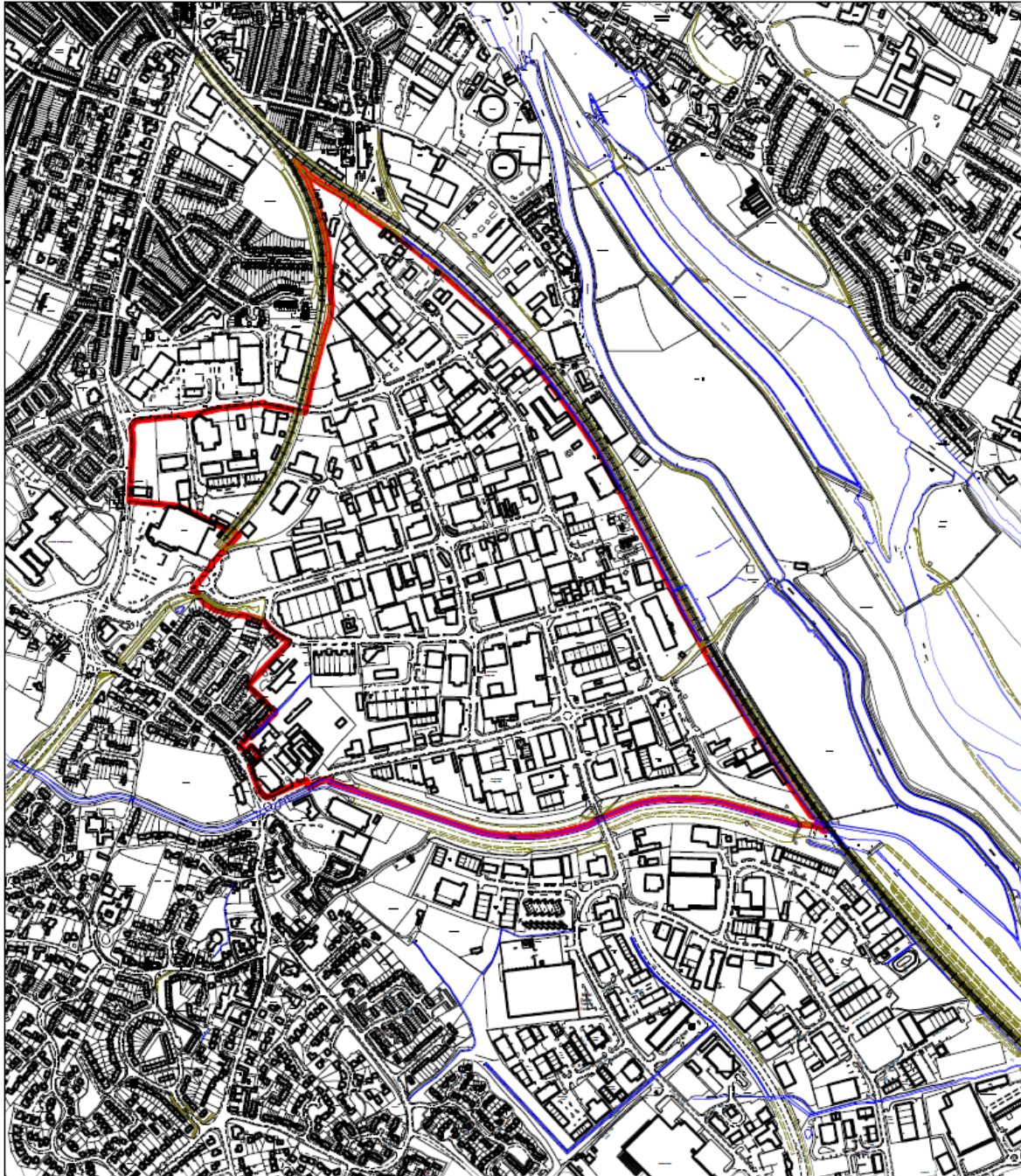
Map 2

Policy DM2 Existing Employment Areas - Matford

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Map 3

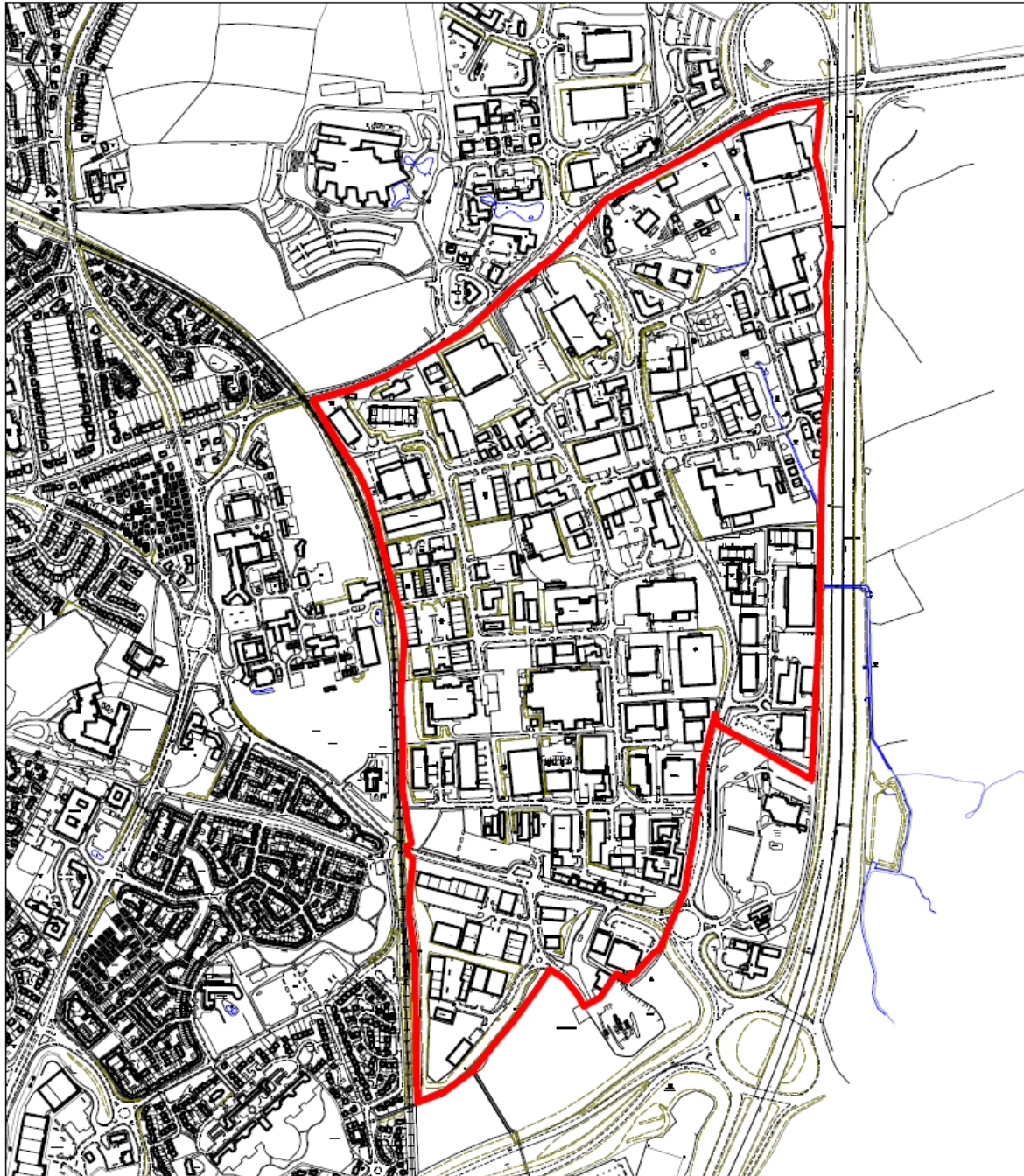
Policy DM2 Existing Employment Areas - Marsh Barton

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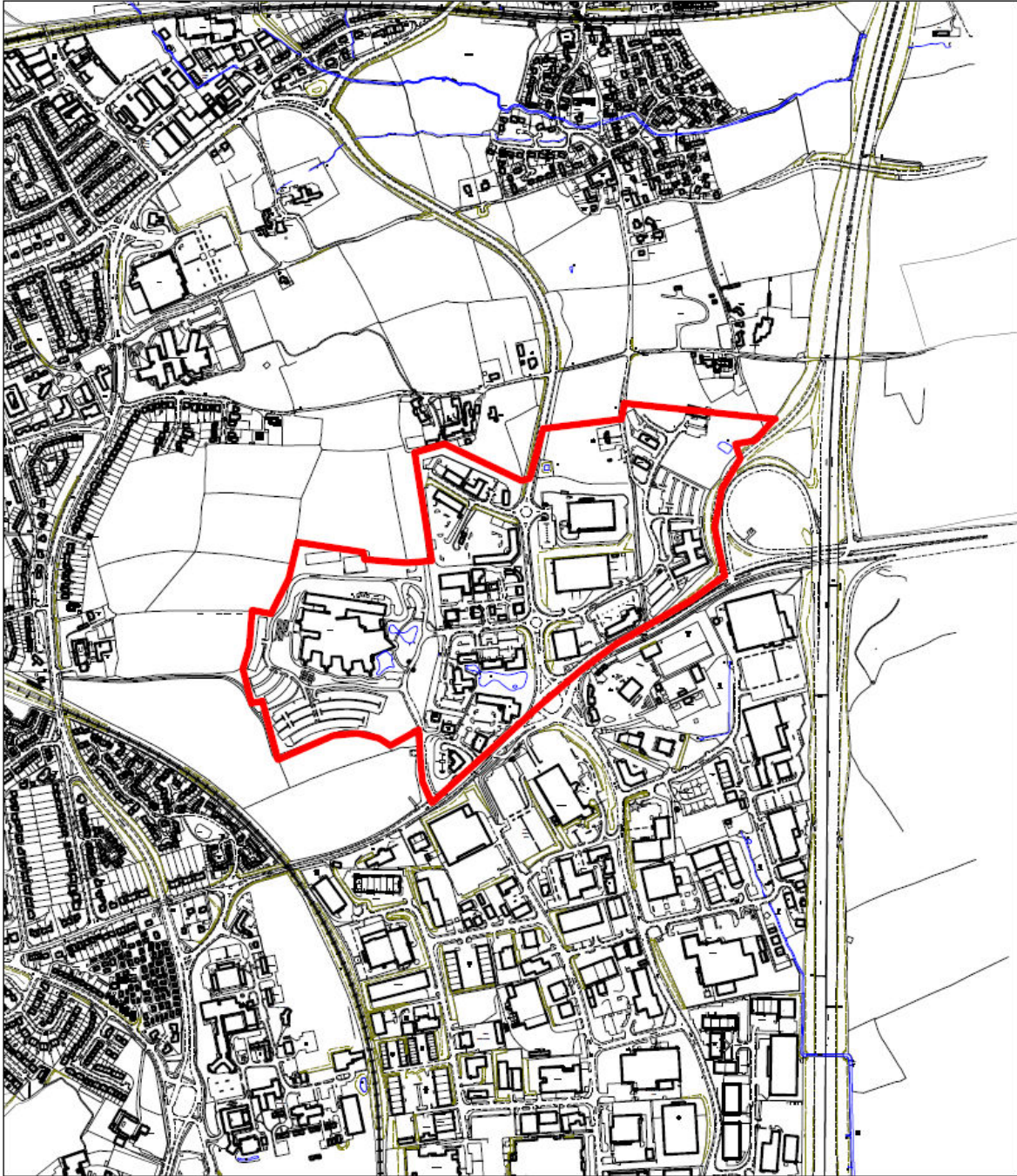
Map 4

Policy DM2 Existing Employment Areas - Sowton

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Map 5

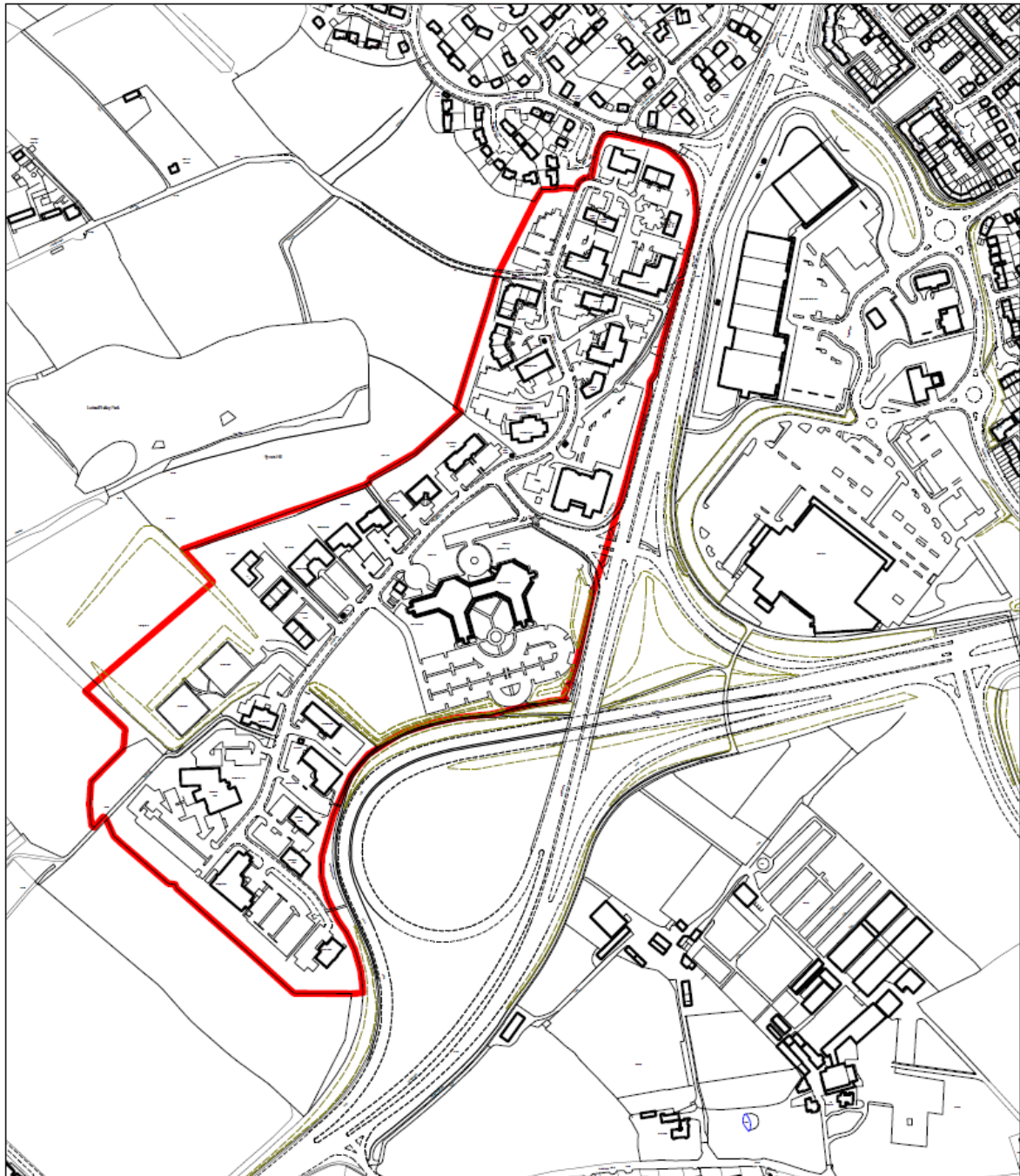
Policy DM2 Existing Employment Areas - Exeter Business Park

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Map 6

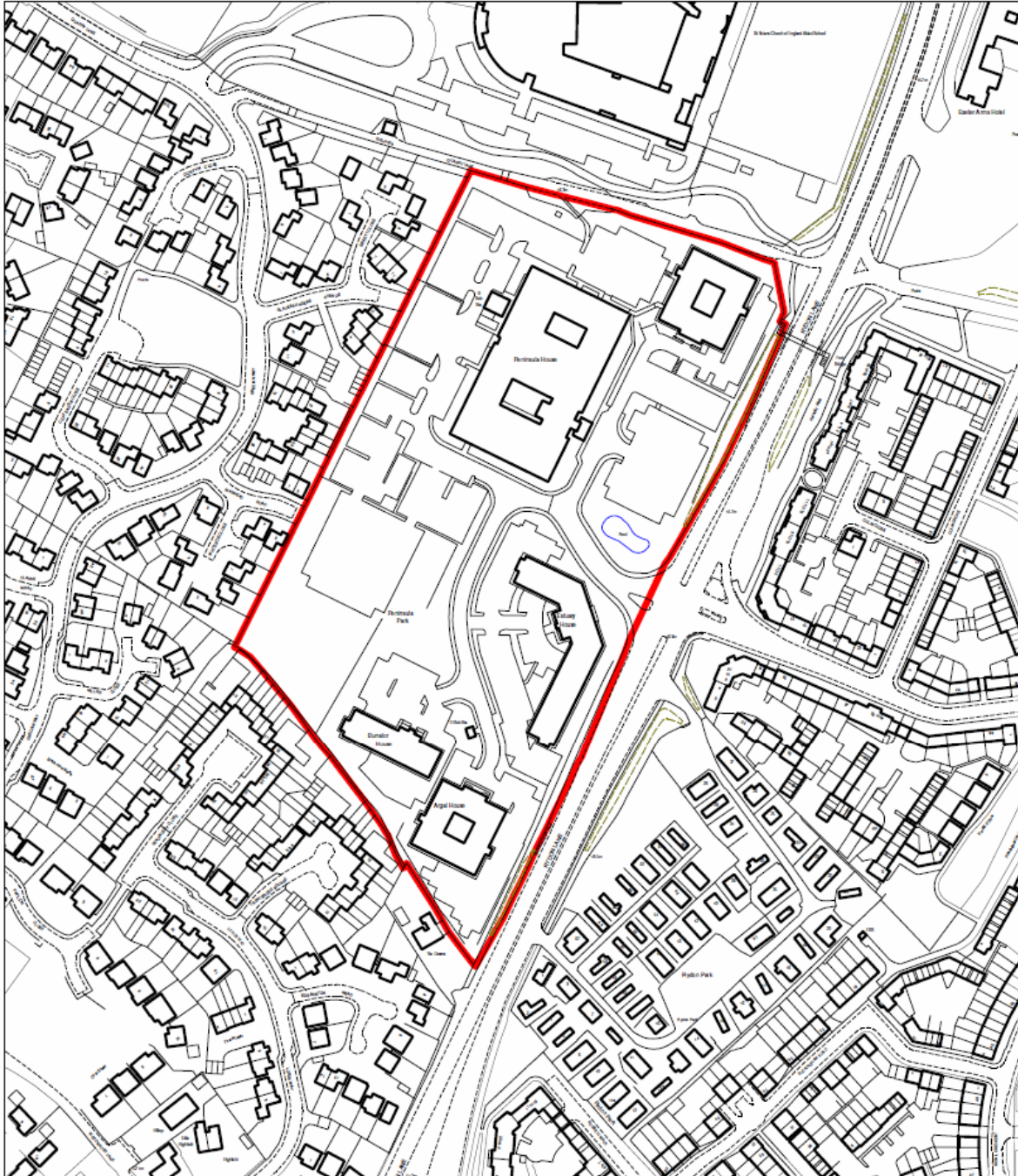
Policy DM2 Existing Employment Areas - Pynes Hill

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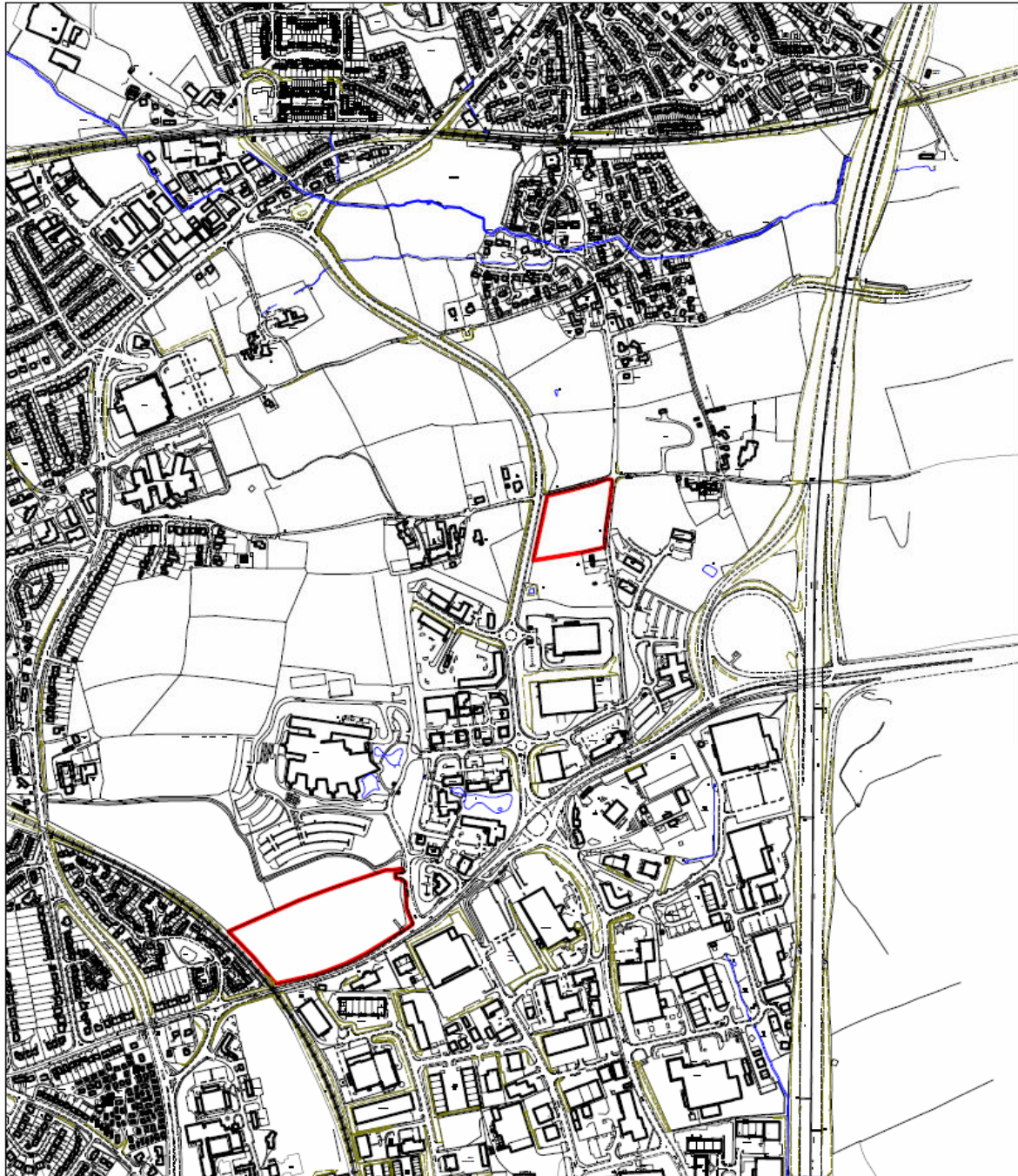
Map 7

Policy DM2 Existing Employment Areas - Peninsula Park

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Map 8

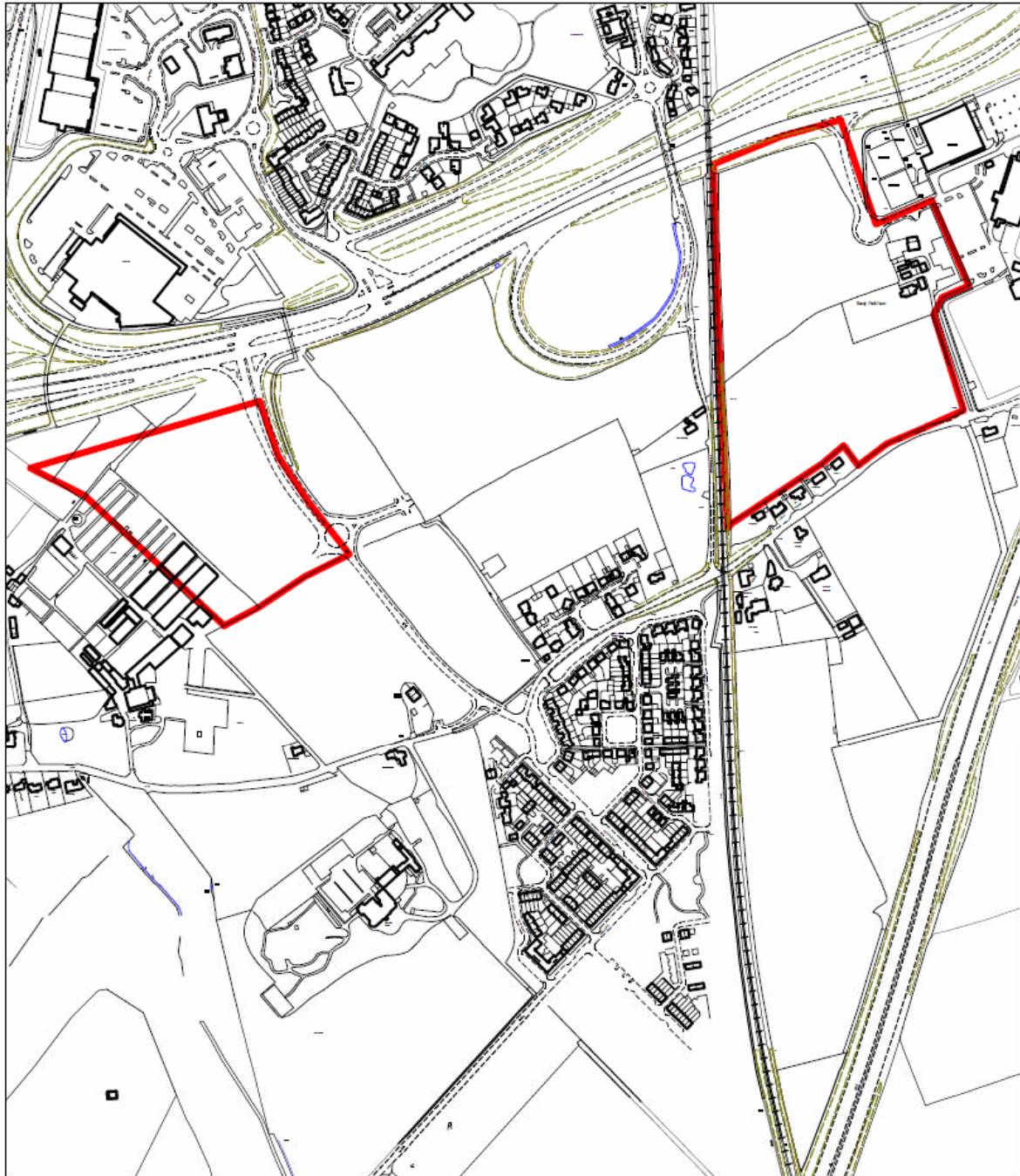
Policy DM2: New Employment Areas - Exeter Business Park

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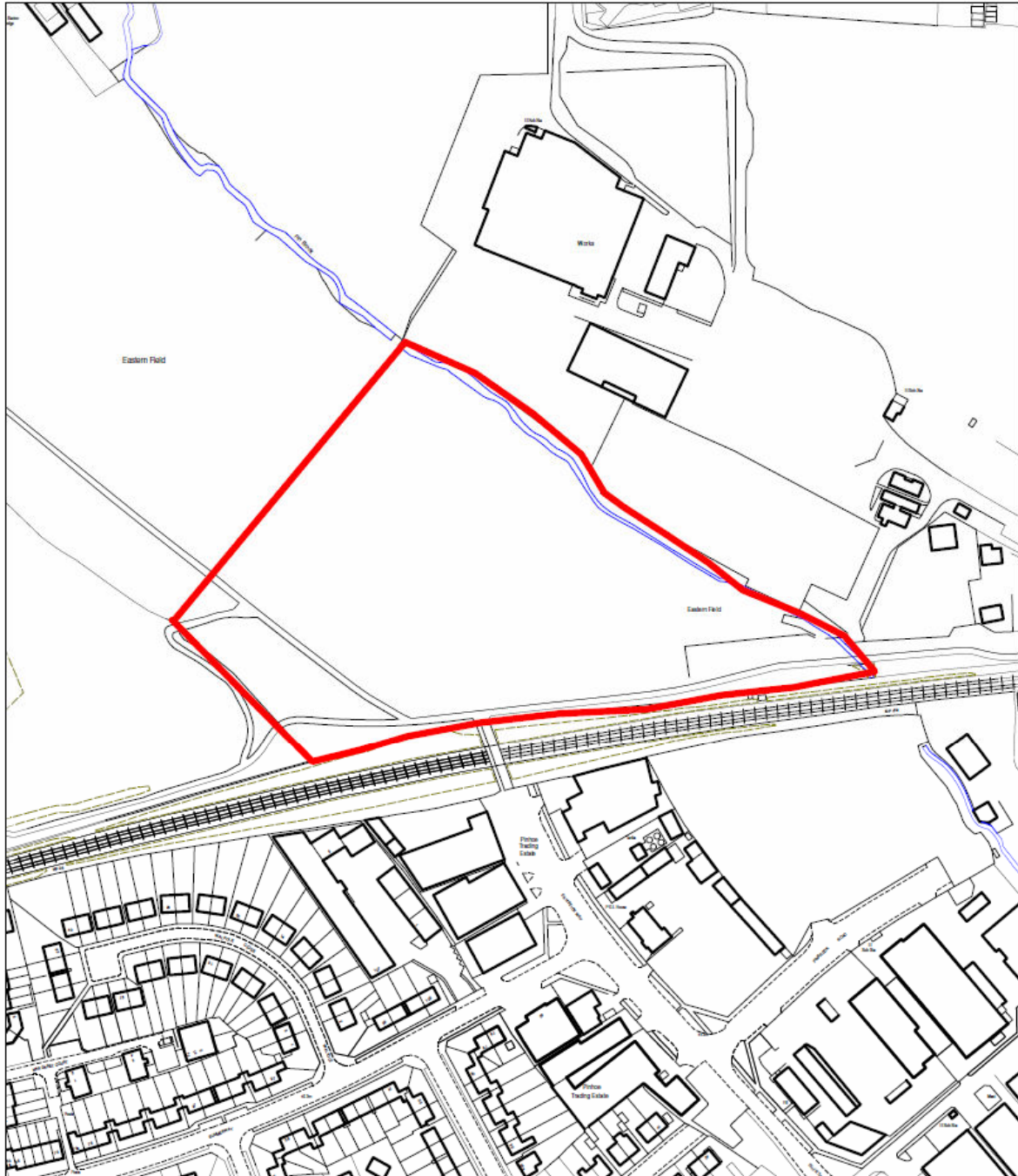
Map 9

Policy DM2: New Employment Areas - Newcourt

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Map 10

Policy DM2: New Employment Areas - Pinhoe

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Retention of employment land or premises

Issues:

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 we would lose land and space 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’⁶.

Core Strategy Policy CP2 provides the high level strategy relating to new employment allocations, established employment areas (Southernhay, Matford, Marsh Barton, Pinhoe, Sowton, 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 there is a need for additional specific policy guidance in relation to how proposals involving the loss of employment land or premises will be determined.

How can we deal with these issues?

The Council considers that a balanced approach should be pursued 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. The preferred policy approach is as follows:

DM3: *Proposals involving the loss of allocated employment land will not be permitted unless 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.*

Proposals involving the loss of an employment site or premises within the established employment areas will not be permitted unless it is demonstrated that the alternative use supports the viability of the wider employment area and:

- (a) 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 18 months prior to the planning application being submitted; or*
- (b) the proposal would remove a use which creates residential amenity problems such as noise or odours.*

Proposals involving the loss of other sites or premises currently or last in employment use will not be permitted unless that it is demonstrated that:

- (a) 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 18 months prior to the planning application being submitted; or*
- (b) the proposal would remove a use which creates residential amenity problems such as noise or odours.*

Your views:

Do you agree with the preferred approach?

If not, what approach would you suggest as an alternative and why?

⁶ National Planning Policy Framework, 2012 (paragraph 22)

Provision of Local Services in Employment Areas

Issues:

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 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.

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 walk⁷).

How can we deal with these issues?

The preferred approach seeks to identify those criteria that a proposal for a local service must meet to be acceptable. It is proposed that the employment area of Southernhay is excluded from the provisions of Policy DM4, due to its close proximity to existing services in the city centre and surrounding urban area.

DM4: *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.*

Your views:

Do you agree with the preferred approach?

If not, what approach would you suggest as an alternative and why?

Employment use in residential areas

Issues:

Home working has increased significantly in recent years and is likely to continue to do so over the plan period making an important contribution to building a strong and competitive economy. Planning permission is not normally required for home working unless the use ceases to be ancillary to the residential use, or people are employed at the premises who do not live there. Where the business use is no longer ancillary but a dwelling unit is retained, or where planning permission is otherwise required, the Council will need to consider whether the use causes an unacceptable impact on the amenities of neighbouring residents, such as through increased parking.

⁷ Standard taken from Building for Life criteria.

How can we deal with these issues?

Each proposal needs to be assessed with regard to the scale and hours of operation etc to ensure the use does not cause an unacceptable impact on residential amenities. Permission may be granted where the impact can be regulated by attaching appropriate conditions which control the hours of working, storage, access etc. The Council considers that some proposals including motor vehicle repairs, panel beating and spraying are not generally acceptable in residential areas.

Therefore the preferred policy approach is:

DM5: *Planning permission will be granted for business use from residential properties and for small scale businesses in residential areas, provided that:*

- (a) the proposal will not involve the loss of dwellings;*
- (b) there is no unacceptable impact on amenity; and,*
- (c) there will be no adverse impact on the safety of local roads, the use will not result in a loss of essential off-street residential parking and will not significantly increase on-street parking.*

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Access to Jobs

Issues:

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 Coalition 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.

How can we deal with these issues?

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. This includes helping people benefit from the employment opportunities offered by new developments and can involve:

- Work placements
- Apprenticeships
- Targeting local labour and contractors

The preferred policy approach is as follows:

DM6: *Development will be refused if it fails to promote access to the jobs it creates amongst those residents of the city and its travel to work area who can have difficulty entering or returning to the labour market.*

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Telecommunications

Issues:

Effective telecommunications are an essential and beneficial element in achieving sustainable economic growth and in the working of the local community and national economy. As such, the Council recognises the need to accommodate and facilitate the placing of new telecommunication equipment in the city.

Telecommunication equipment does, however, raise unique design and visual amenity issues. 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.

How can we deal with these issues?

The preferred approach aims to ensure that any such impacts are kept to an acceptable minimum.

DM7: *Telecommunications development will be permitted provided that:*

- (a) the siting and design of the equipment will minimise their 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;*
- (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; and,*
- (d) the proposal will not cause any unacceptable highways problems.*

Full supporting information to justify the proposed development will be required to be submitted as part of any planning application in accordance with the NPPF⁸.

Your views:

Do you agree with the preferred approach?

If not, what approach would you suggest as an alternative and why?

⁸ National Planning Policy Framework, 2012, paragraph 45.

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

Issues:

The National Planning Policy Framework emphasises the importance of boosting significantly the supply of housing (NPPF, paragraph 47). This document needs to allocate land that has the potential to deliver new dwellings that will contribute to meeting the Council's spatial strategy.

The Council needs to encourage housing development to come forward in all appropriate locations within the city in order to help meet housing needs.

How can we deal with these issues?

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 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'⁹), together with a number of other identified sites within the urban area. These sites and areas, which may be suitable for a range of residential uses (including older-persons housing, specialist housing, student accommodation and gypsy and traveller provision) are identified in the preferred approach for policies DM8 and DM9 below¹⁰.

DM8: *The following areas are allocated as Regeneration Areas:*

*Grecian Quarter
Water Lane Area*

Within these areas proposals for redevelopment for residential and other purposes will be permitted in accordance with site specific planning guidance such as that for the bus and coach station area.

DM9: *The following sites (for 10 or more dwellings) are allocated for residential and associated infrastructure development:*

	<i>Gross Site Area (hectares)</i>
<i>Exeter Royal Academy for the Deaf Education, Topsham Road</i>	<i>3.37</i>
<i>Exmouth Junction, Prince Charles Road</i>	<i>4.00¹¹</i>
<i>Bishops Court Sand Quarry, Sidmouth Road</i>	<i>8.56</i>
<i>Land adjacent Exeter Arms Hotel, Rydon Lane</i>	<i>0.23</i>
<i>Land west of M5, Topsham Road</i>	<i>0.73</i>

Map extracts showing these sites are attached (Maps 11-17). These sites, and any others identified through the 2012 Strategic Housing Land Availability Assessment, will be shown on the Proposals Map, to be submitted with this Development Plan Document.

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Do you agree with the site boundaries suggested?

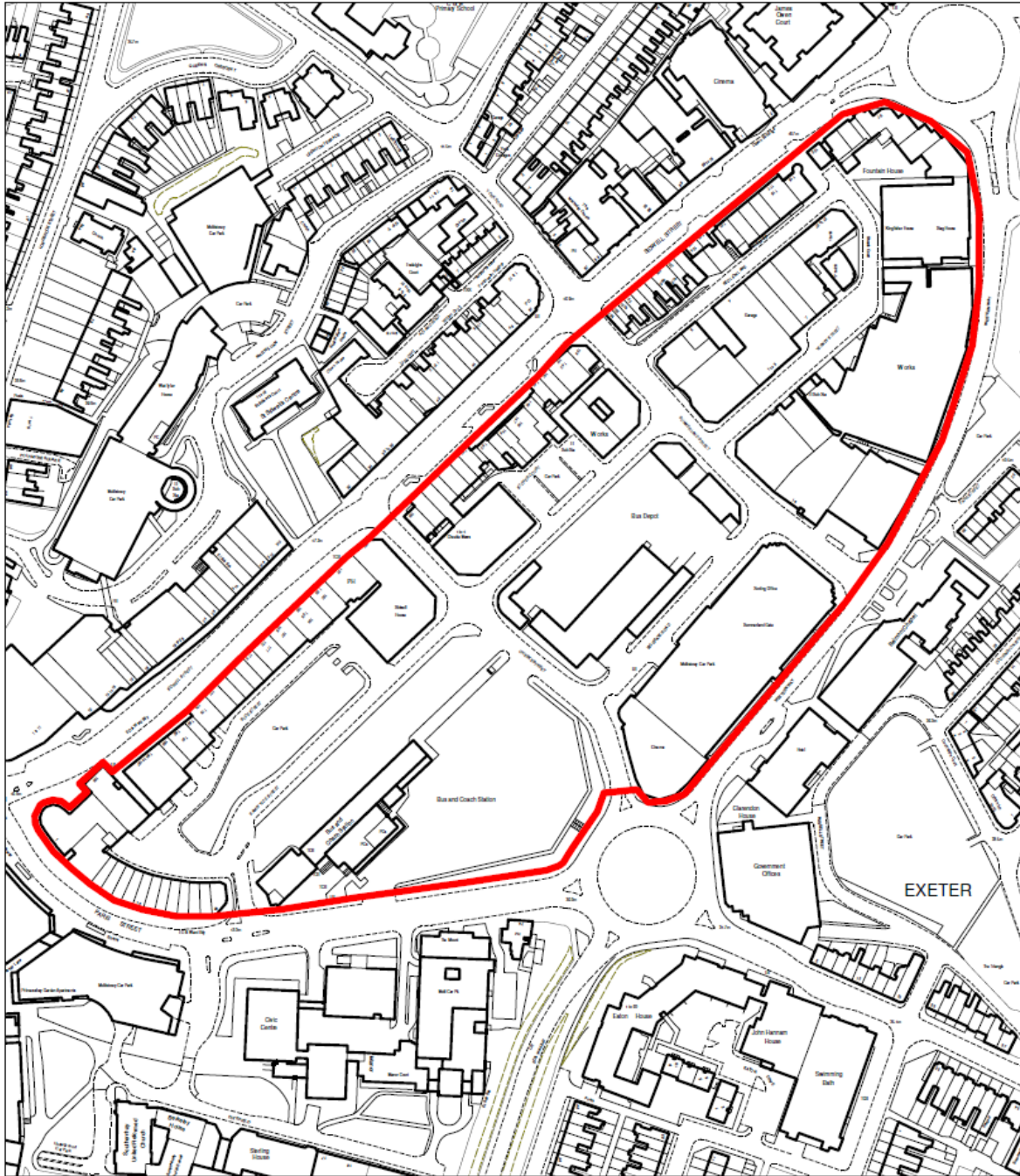
If not, what alternative boundaries would you suggest and why? (Please provide details)

Are you aware of other sites which should be allocated for residential use? (Please provide details).

⁹ The Regeneration Areas have the potential to support a mix of uses including a significant element of residential development.

¹⁰ The list of sites for allocation will be reviewed and updated following the completion of the 2012 Strategic Housing Land Availability Assessment (SHLAA).

¹¹ 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 will also include employment and transport uses.



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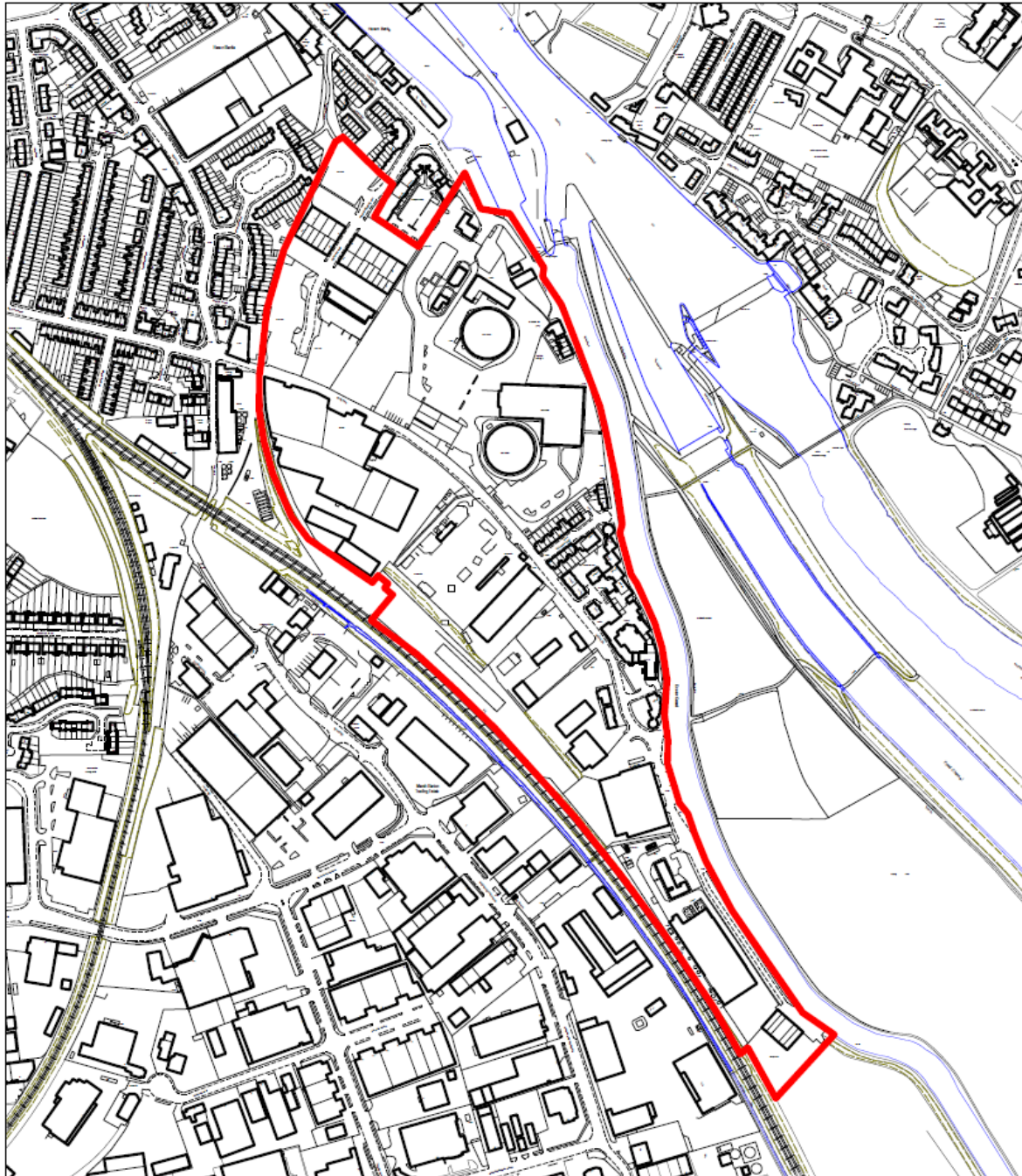
Map 11

Policy DM8: Regeneration Areas - Grecian Quarter

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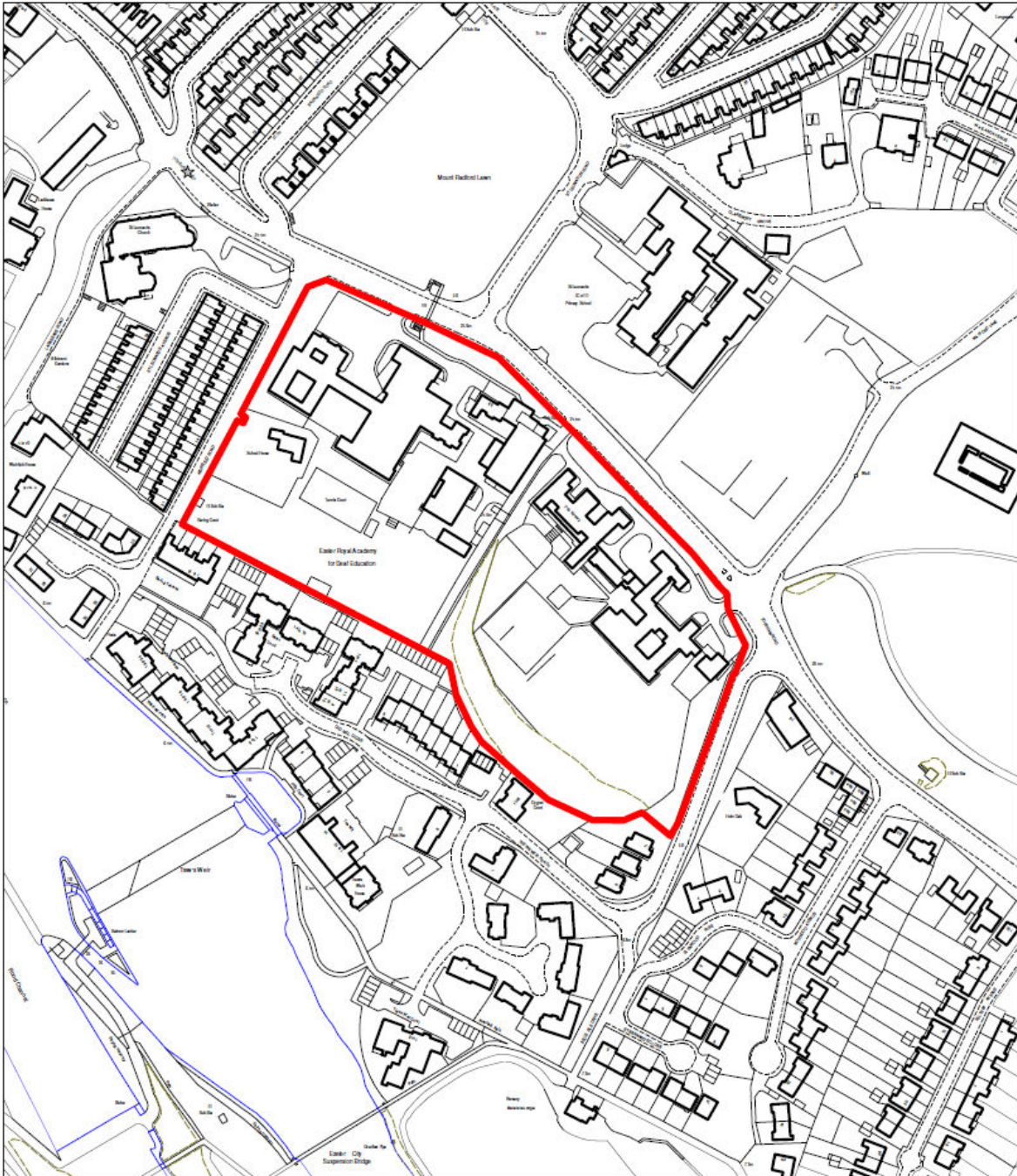
Map 12

Policy DM8: Regeneration Areas - Water Lane

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Map 13

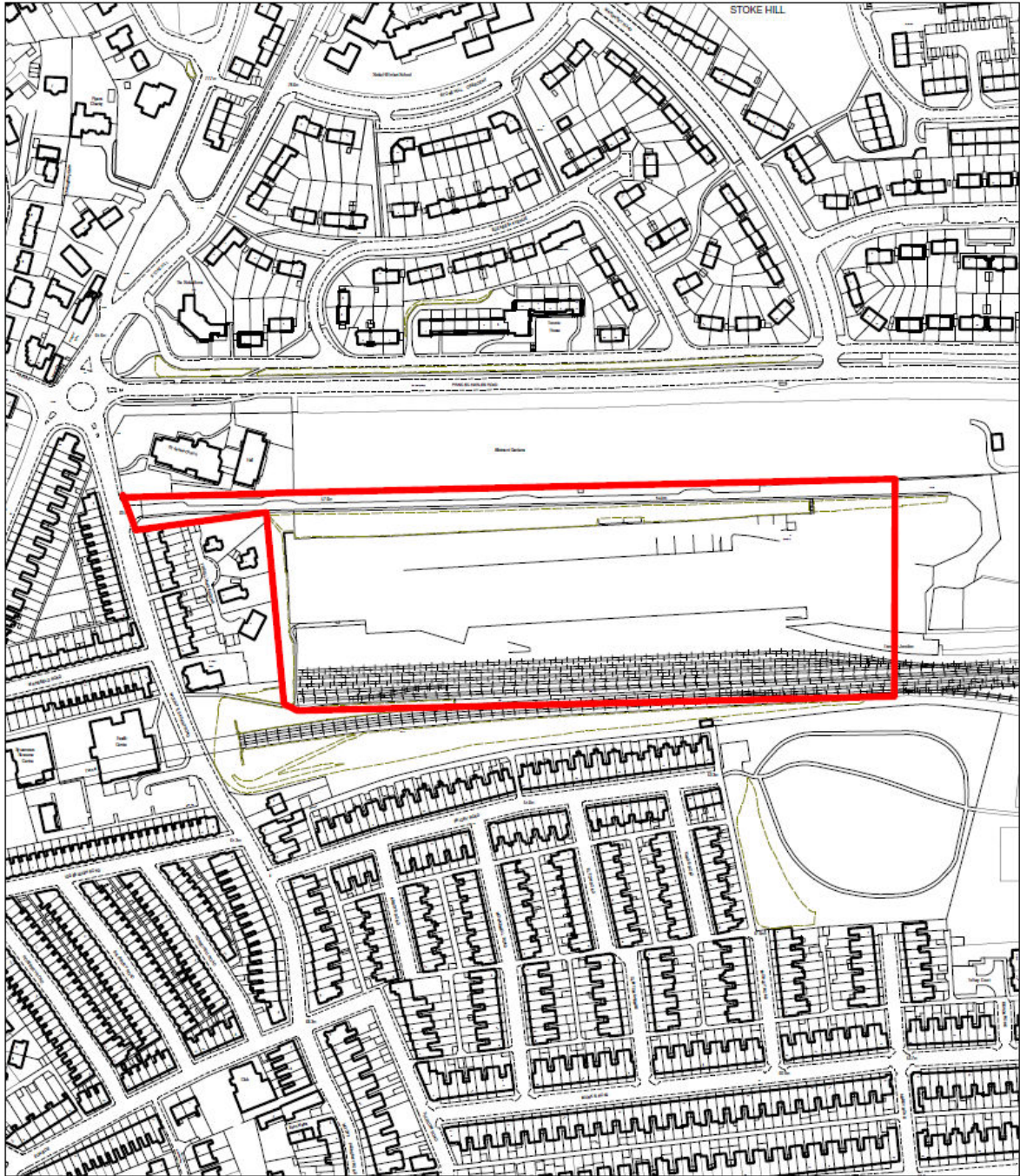
Policy DM9: Exeter Royal Academy for the Deaf

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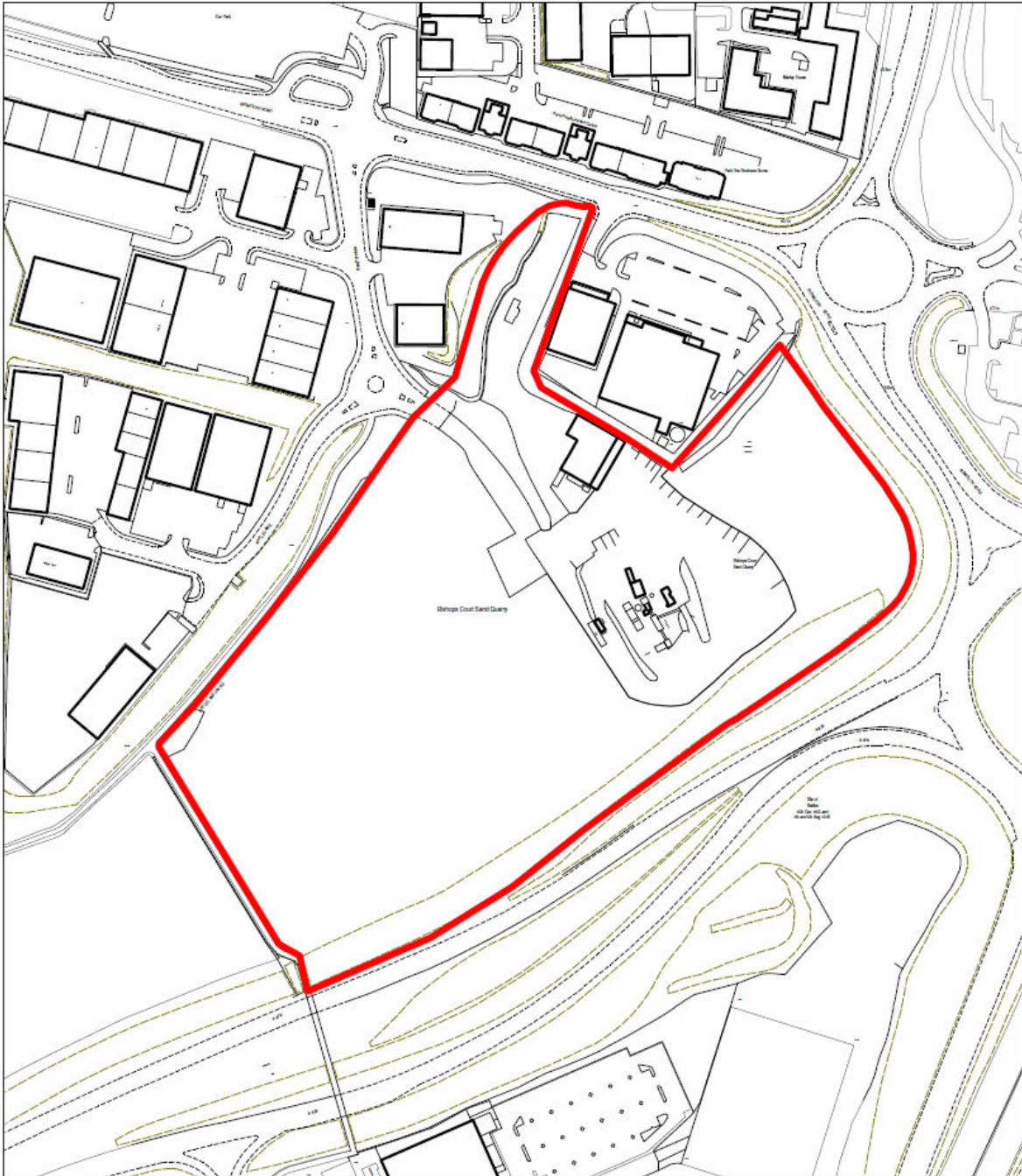
Map 14

Policy DM9: Exmouth Junction, Prince Charles Road

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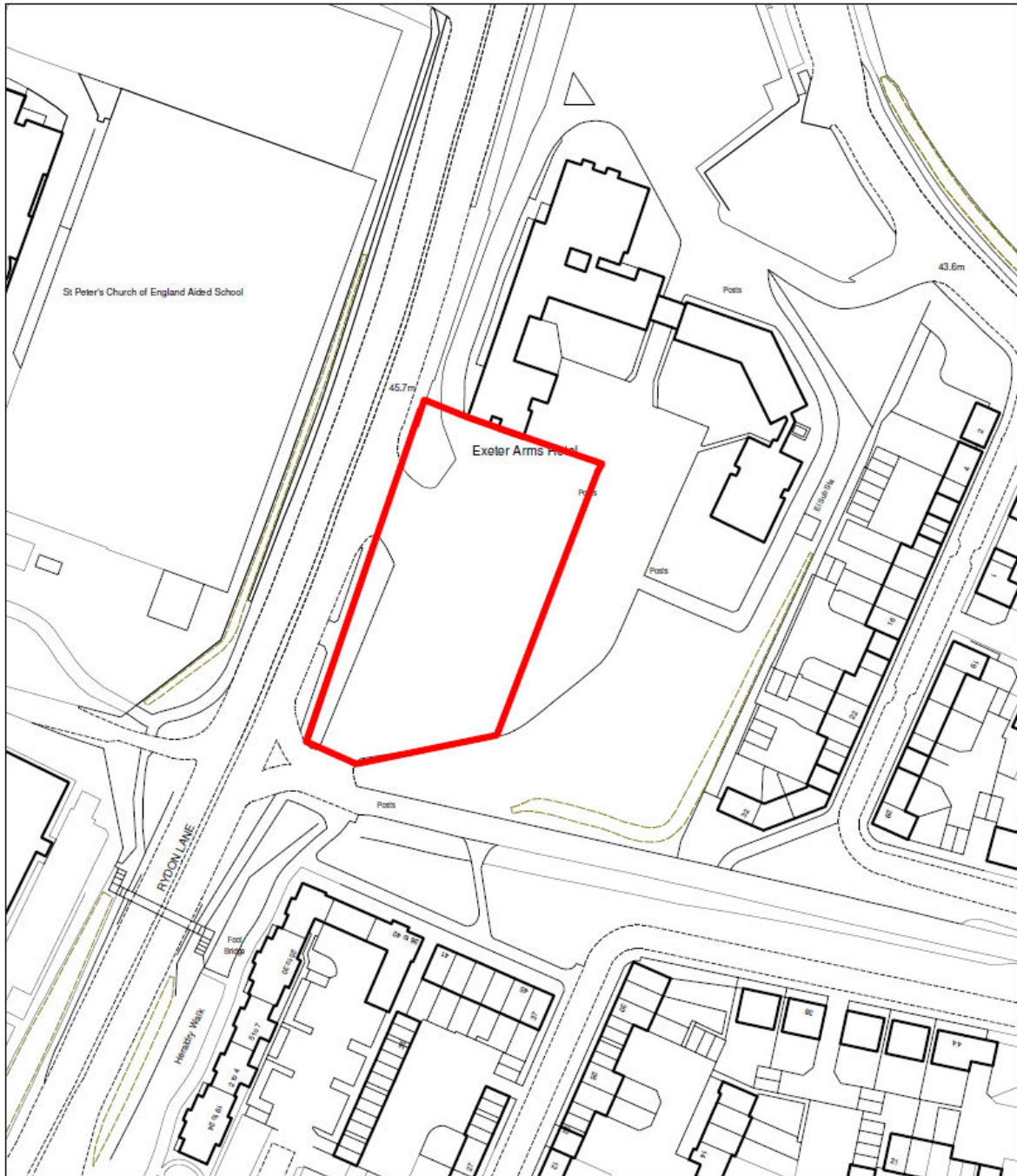
Map 15

Policy DM9: Bishops Court Sand Quarry, Sidmouth Road

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Map 16

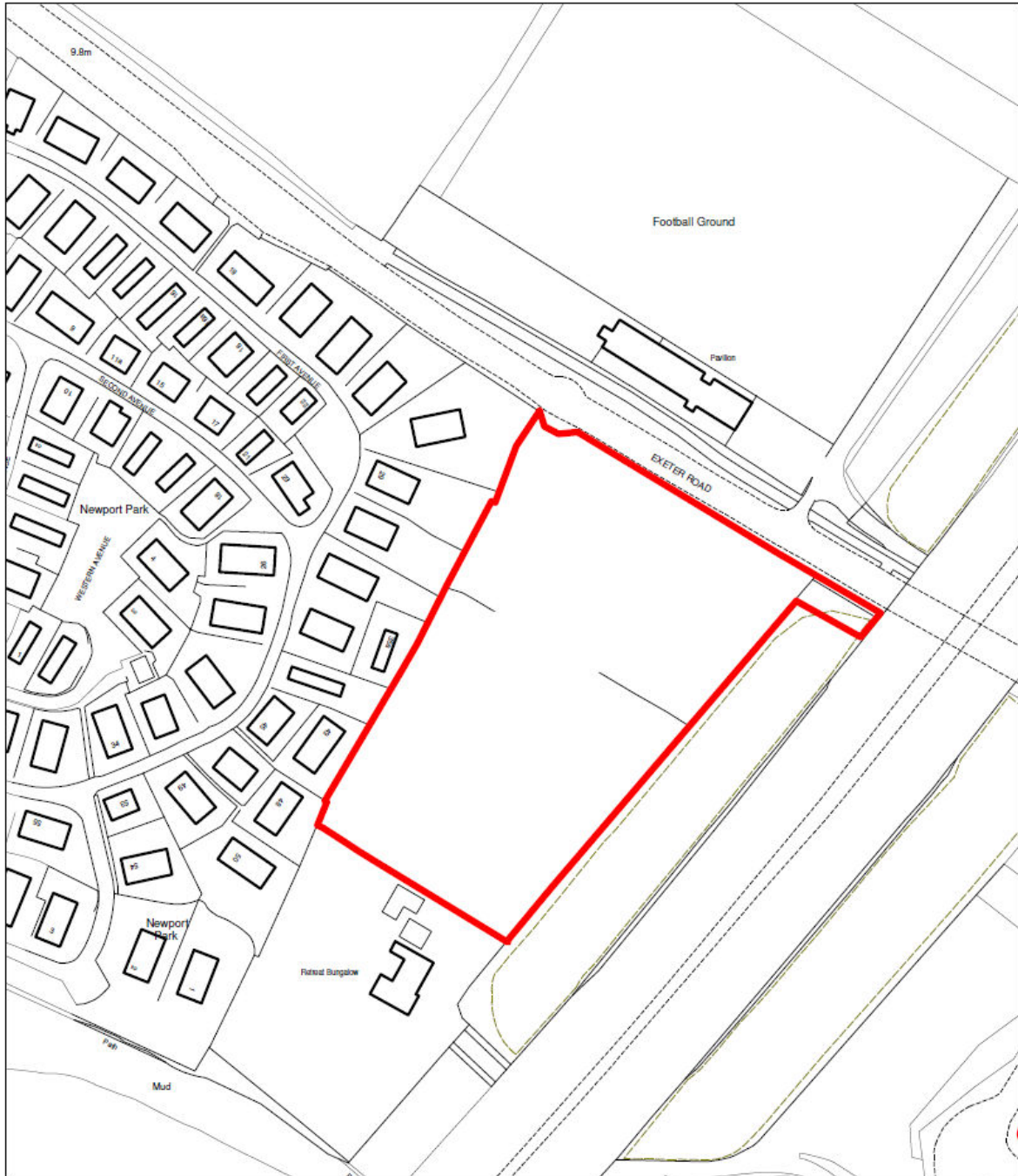
Policy DM9: Land adjacent Exeter Arms Hotel, Rydon Lane.

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Map 17

Policy DM9: Land west of M5, Topsham Road

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Proposals for housing on unallocated sites

Issues:

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 should be considered in the context of the presumption in favour of sustainable development (NPPF, paragraph 49).

In terms of residential development on unallocated sites (i.e. windfall 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 is not of high environmental value. Accordingly, proposals for housing on previously developed land within the urban area will generally be acceptable providing it represents a sustainable use of land.

How can we deal with these issues?

The preferred text for policy DM10 explains how proposals for housing development on unallocated (or windfall) sites will be dealt with:

DM10: *Housing development will be permitted on unallocated sites provided it:*

- (a) *is located on previously developed land within the urban area;*
- (b) *makes efficient use of land and/or existing buildings;*
- (c) *is located in an area that is well served by public transport and is within reasonable walking distance of local facilities, including schools, health centres and shops;*
- (d) *does not result in the loss of employment land or community facilities; and,*
- (e) *does not result in the loss of land of high environmental value.*

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Housing development in private residential gardens

Issues:

New development in residential gardens can be an efficient use of land that makes a contribution to meeting housing need. However, it is important to ensure the development does not harm the local area and has no adverse impacts in terms of design, amenity, and access. 'Backland' development or plot subdivision may have significant adverse impacts upon neighbouring properties.

How can we deal with these issues?

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. The preferred approach to policy DM11 seeks to resist inappropriate development of residential gardens.

DM11: *New housing development on private residential gardens will not be permitted unless it would:*

- (a) *be sensitive to and compatible with local character, including the existing pattern of development in the surrounding area;*
- (b) *be acceptable in terms of design, scale, massing and density;*
- (c) *not adversely affect the amenity of adjoining dwellings; and,*
- (d) *be acceptable in terms of vehicular access and car and cycle parking arrangements.*

The Council's Residential Design SPD and the Householder Guide to Extensions SPD provides additional guidance on design and amenity.

Your views:
Do you agree with the preferred Approach?
If not, what approach would you suggest as an alternative and why?

Mixed Use Development

Issues:

One of the twelve core planning principles in the NPPF is that planning should promote mixed use developments (NPPF, paragraph 17). Mixed use development can make a positive contribution to the vitality and attractiveness of urban environments, to the extension of housing choice, and to the promotion of sustainable modes of transport. It is the rich texture provided by a mix of uses and activities that often underpins the general perception of the attractiveness of the urban environment.

Residents of mixed use schemes benefit from the proximity of a range of facilities and activities that can also reduce the need to travel. Nevertheless it is important that mixed uses are carefully designed to avoid adverse amenity impacts.

How can we deal with these issues?

The preferred approach for policy DM12 encourages mixed use development and suggests that proposals for major¹² development should consider whether there is scope for incorporating a mix of uses.

DM12: The Council will encourage a mix of uses in suitable developments. The Design and Access Statement for major developments must in all cases demonstrate that the potential for a mixed use development has been considered and is incorporated within the scheme where suitable and viable.

When considering the mix of uses the Council will take account of factors including:

- *the site and surrounding area*
- *the need for the proposed uses*
- *whether the range of proposed uses are appropriate and compatible and make the most efficient use of the site*
- *the potential for any adverse amenity impacts*
- *the need for an active street frontage and natural surveillance*

Your views:
Do you agree with the preferred Approach?
If not, what approach would you suggest as an alternative and why?

¹² New development (either new build or conversion) with a floorspace of at least 1,000 square metres, or comprising ten or more dwellings

Housing for disabled people

Issues:

The NPPF requires that we deliver a mix of housing 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 the 5% of people with severe physical disabilities and confined to wheelchairs.

How can we deal with these issues?

As there is additional cost in providing the more generous than average standards required to ensure a dwelling can be adapted to full wheelchair standards, it is considered appropriate that only larger scale developments should be required to provide such dwellings. The Council will aim for 5% of the total dwelling provision on suitably qualifying sites to be designed so as to be accessible by people confined to wheelchairs, subject to this being feasible and viable. This approach follows that currently taken in the Exeter Local Plan First Review.

The preferred approach to DM12 indicates the type of sites that will be required to provide an element of housing that can easily be adapted for occupation by people permanently confined to wheelchairs:

DM13: 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 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 scale and type of provision will be negotiated with regard to need, viability and feasibility.

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

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Loss of Residential Accommodation

Issues:

Housing comprises the largest single land use in Exeter. 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.

However, the loss of a dwelling to an alternative use such as a social care or community facility, which supports local residents and reduces the need to travel, may be appropriate. An alternative

use may be the only realistic option if, for example, the residential environment is considered to be unacceptably poor and unlikely to be improved in the foreseeable future, or if the proposed use will enable the retention and proper maintenance of a building that would otherwise be lost.

How can we deal with these issues?

The preferred approach seeks to address these issues and to ensure that the impact of any alternative use on local residential amenity is taken into account:

DM14: *Proposals involving a net loss of residential units will not be permitted unless:*

- (a) the proposed use will meet a need for a community facility or another identified need; or*
- (b) the existing residential environment is unacceptably poor and unlikely to be improved in the foreseeable future; or*
- (c) the proposed use will enable the retention and proper maintenance of a building that makes an important visual contribution to the streetscene or constitutes a heritage asset that would otherwise be lost.*

Policy DM17 below ensures that the impact of any alternative use on local residential amenity is also taken into account:

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Residential Conversions and Houses in Multiple Occupation

Issues:

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 (HMO¹³) can make a valuable contribution to housing stock, provided that public 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.

How can we deal with these issues?

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 some cases exceeds 20% and it is generally considered that additional HMOs would change the character of the area and undermine the maintenance of a balanced and mixed community. Policy DM15 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. The preferred policy approach

¹³ 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 (dwellinghouses) 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).

suggests criteria to ensure that conversions achieve adequate standards of amenity, do not cause unacceptable highway problems and avoid over-concentrations of HMOs:

DM15: *Development involving the conversion of a building to flats, bedsits, or a house in multiple occupation, will not be permitted unless:*

- (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, is of high quality and would not harm visual amenity;*
- (d) the proposal would not cause unacceptable highway problems; and,*
- (e) the proposal would not result in an overconcentration 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. The Council's Residential Design SPD provides additional details of the Council's approach to residential conversions.

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Purpose built student accommodation

Issues:

The continuing growth of the University of Exeter is important to the future prosperity of the city. The University had 12,768 students in 2009/10 and envisages that it will have approximately 4,700 additional students by 2025/26. 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, includes suitable facilities to meet the needs of residents and does not detract from the amenity of neighbouring residents.

How do we deal with these issues?

The preferred policy DM16 seeks to protect residential amenity and to ensure that purpose built student accommodation is fit for purpose:

DM16: *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;*
- (d) it does not detract from 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 to ensure acceptable amenity levels for occupiers and neighbouring residents.*

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Residential Amenity

Issues:

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 and the presence of light pollution, noise, disturbance, odours and fumes.

How can we deal with these issues?

The preferred approach for policy DM17 seeks to protect residential amenity and ensure new housing development affords residents a good standard of amenity:

DM17: *Development will be permitted provided that it does not have an unacceptable impact on the amenity of existing residents in the surrounding area. Impact will be assessed in terms of factors including:*

- *privacy and overlooking*
- *whether the proposal is over-bearing*
- *the availability of natural light and outlook*
- *light or air pollution*
- *noise and disturbance*
- *odour, fumes or vibration*

Residential development will be permitted provided that it affords future occupants a good standard of residential amenity. Amenity will be assessed in terms of factors including:

- *privacy and overlooking*
- *whether sufficient internal and external space is provided for occupants to feel at ease and comfortable at home*
- *the availability of natural light and outlook*
- *appropriate provision of storage space for household items, cycles, rubbish and recycling*
- *light or air pollution*
- *noise and disturbance*
- *odour, fumes or vibration*

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

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

RETAIL AND TOURISM

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 30 and is one of only 10 designated retail centres across Great Britain. Exeter aspires to be ranked 25th following the completion of the mixed use redevelopment of the Exeter Bus and Coach Station. It is important that the status of Exeter as a retail destination is maintained and enhanced. Exeter is also a key tourist destination in the region and has the potential to play an even greater role in meeting the needs of visitors to Devon.

Retail Provision

Issues:

The spatial approach to retail provision set out in the Core Strategy indicates that a sequential approach¹⁴ will be followed that maintains and enhances the City Centre, District and Local Centres. The network of areas, identified in Appendix 6 of the Core Strategy, is set out below:

City Centre;
Primary Shopping Areas
Secondary Shopping Areas

District Centres:
Heavitree
St Thomas
Topsham

Local Centres:
Sidwell Street/Blackboy Road
Mount Pleasant
Magdalen Road
Countess Wear (Topsham Road)
Beacon Lane
Polsloe Bridge
Pinhoe
Whipton

¹⁴ 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).

Exwick Road/Winchester Avenue
Isleworth Road

These designations need to be reviewed and the boundaries identified.

The sequential test needs to be set out clearly so that it can be used to help determine planning applications.

How can we deal with these issues?

The boundary of the City Centre Primary Shopping Area should be amended to incorporate the Princesshay development. The boundaries of some of the other centres have been revised. In due course centres will also be designated within the strategic allocations at Newcourt, Monkerton and Hill Barton and South of Alphington.

The preferred policy approach sets out the sequential test that will be followed in determining proposals for new development and specifies the threshold, over which, applicants will be required to submit an assessment to demonstrate the need for the retail development and to assess the likely impacts upon the viability and vitality of existing centres.

DM18: All retail proposals for new build or change of use must be located in accordance with the sequential approach; First preference will be given to the City Centre, District Centres and Local Centres, followed by edge of centre sites which are functionally or physically linked to existing centres; and only then out of centre sites in locations that are accessible by a choice of means of transport. Proposals for out of centre retail development will require an Impact Assessment if the development is over 2,500 sq m gross floorspace.

Map extracts showing the boundaries of the City Centre Primary and Secondary Shopping Areas, District and Local Centres are attached (Map 18-31). These sites will be shown on the Proposals Map, to be submitted with this Development Plan Document.

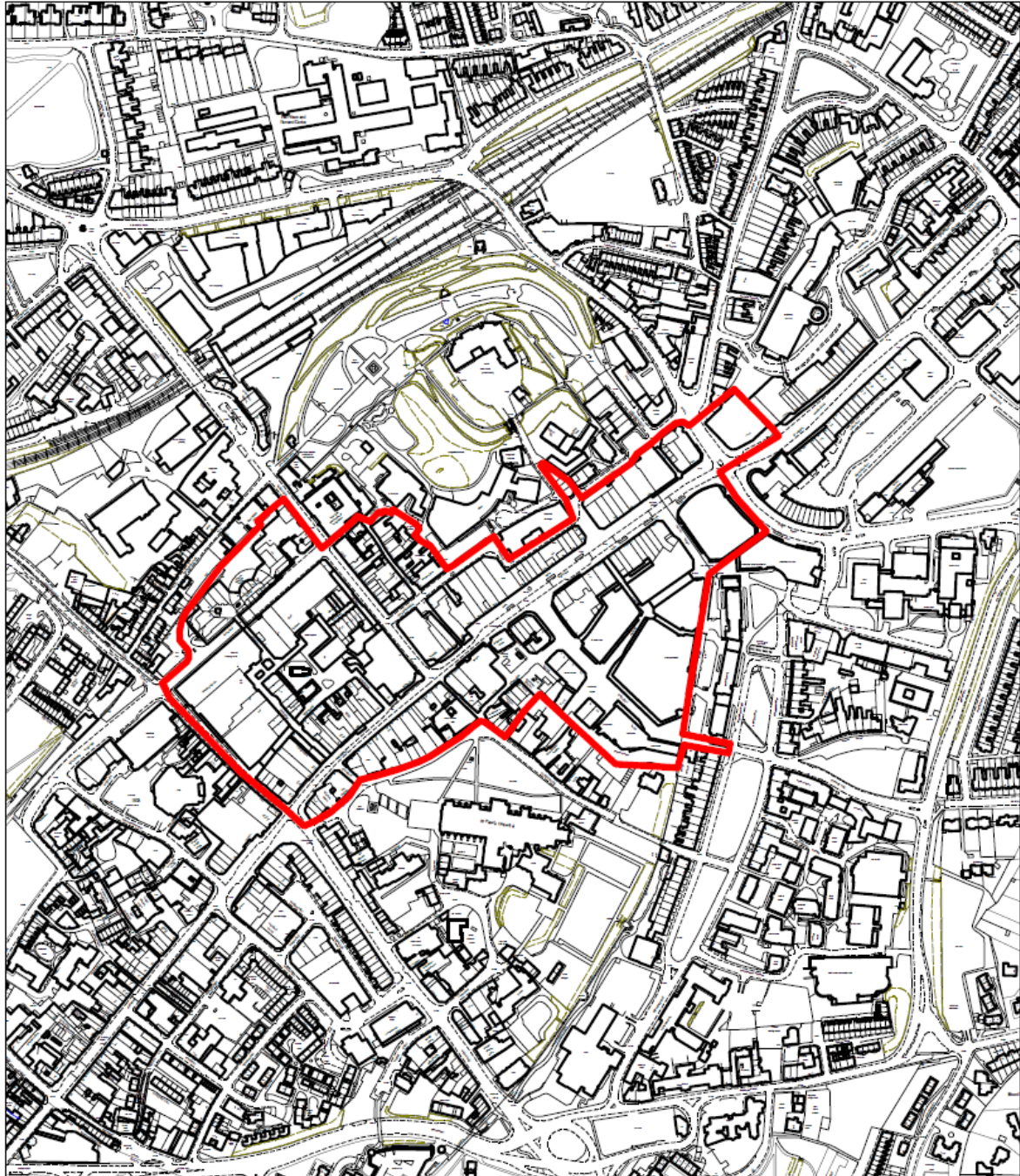
Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Do you agree with the retail centre boundaries suggested?

If not, what alternative boundary would you suggest and why? (Please provide details)



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Map 18

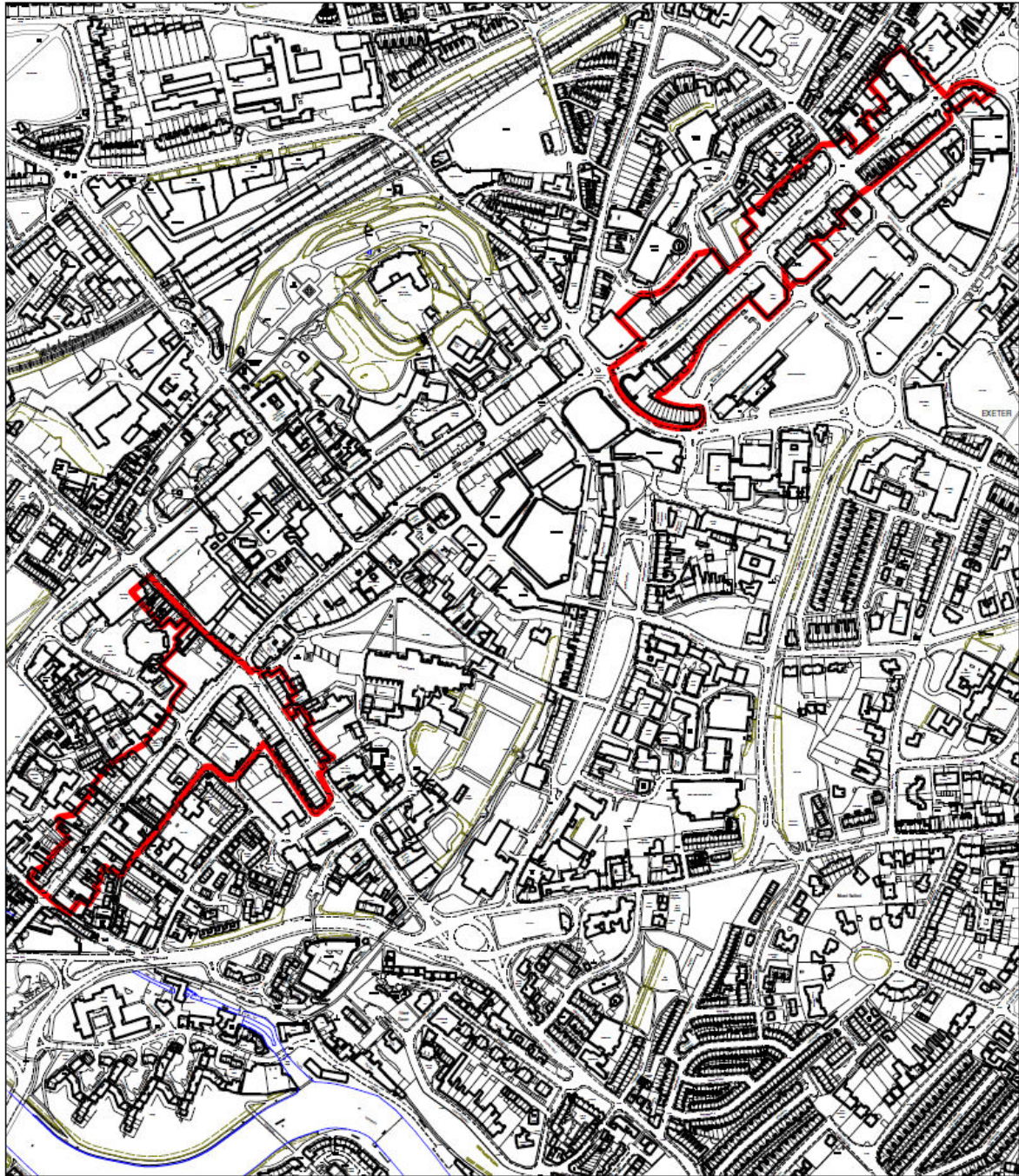
Policy DM18: City Centre Primary Shopping Areas

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Map 19

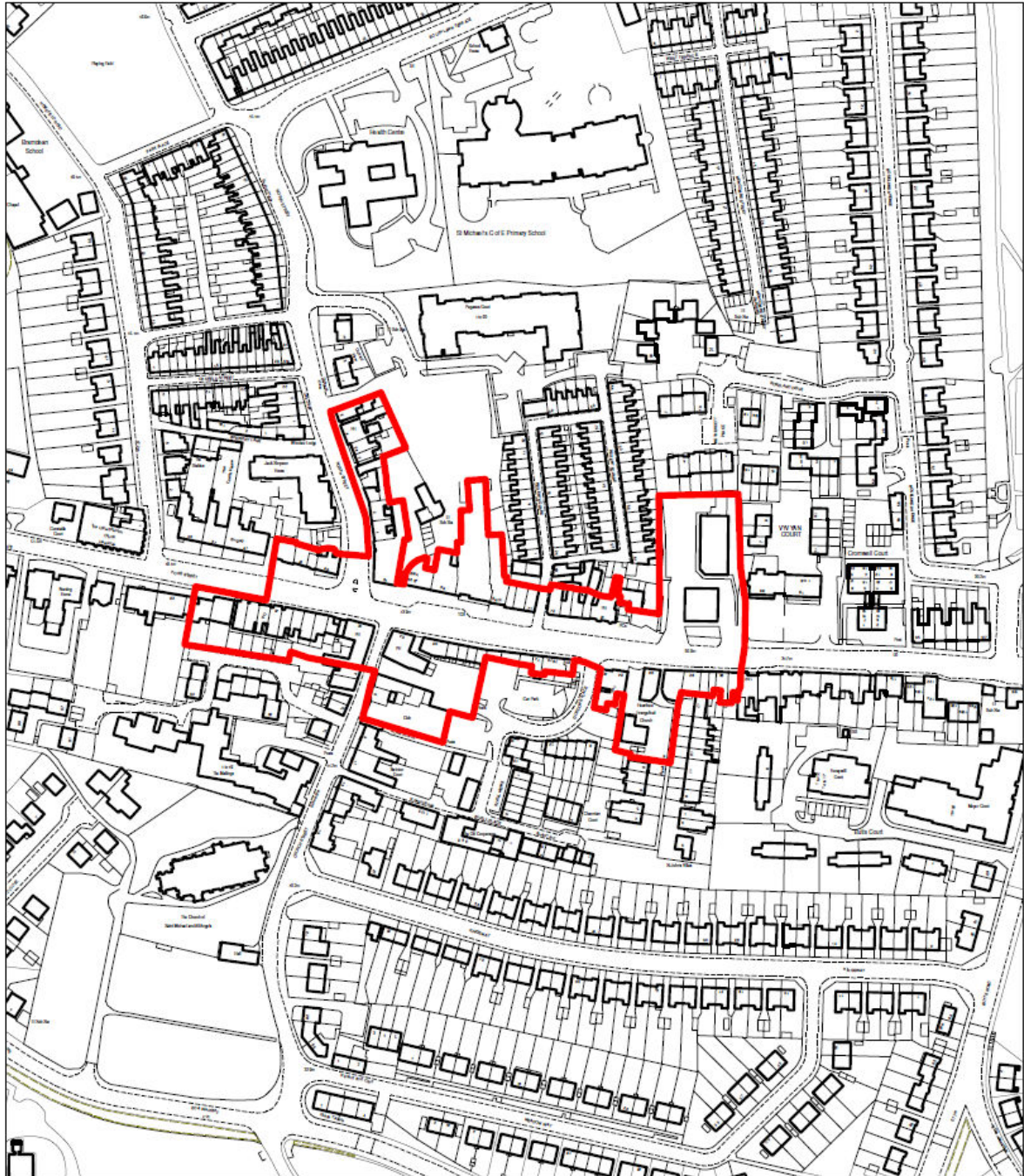
Policy DM18: City Centre Secondary Shopping Areas

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Map 20

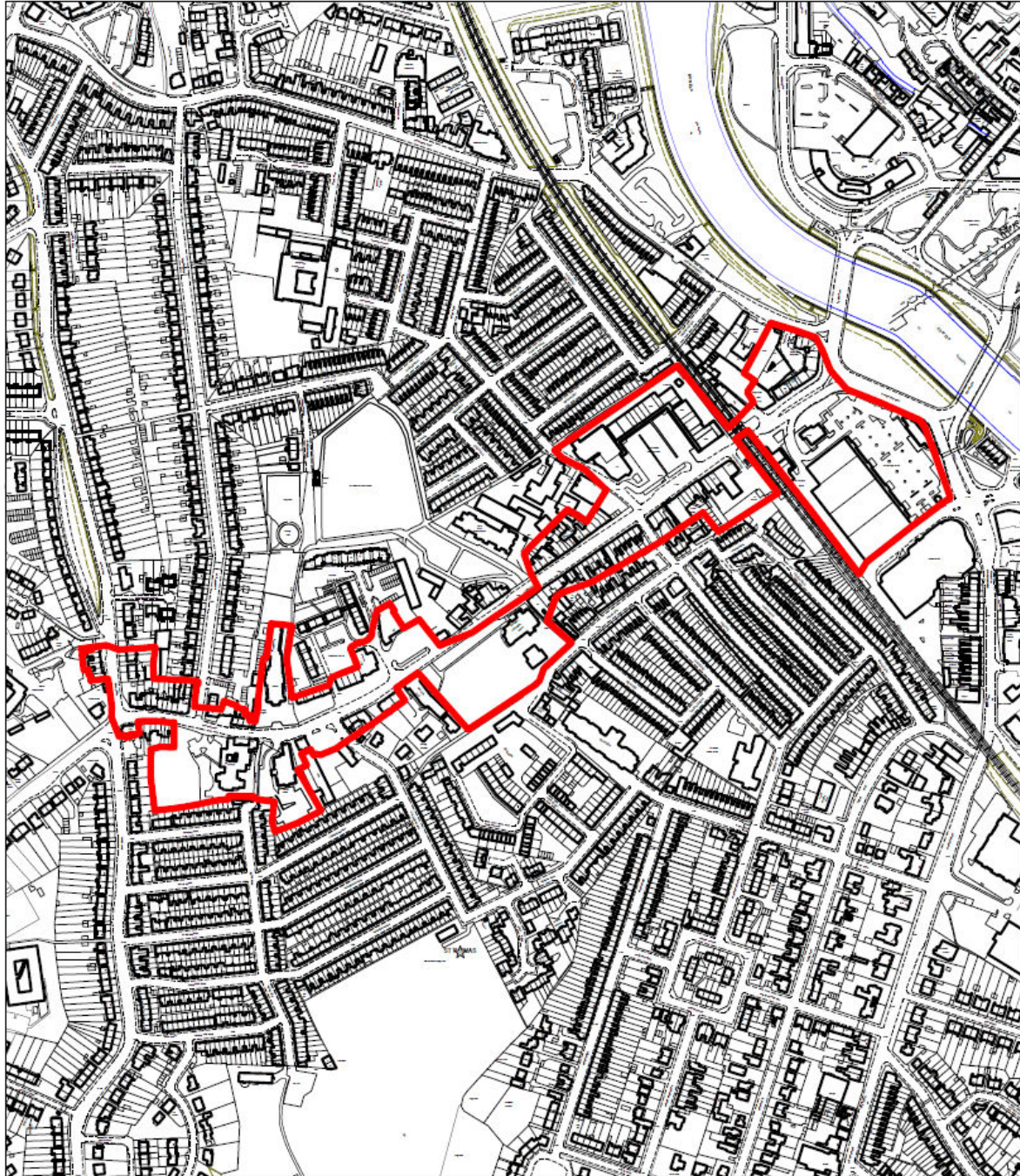
Policy DM18: District Centres - Heavitree

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Map 21

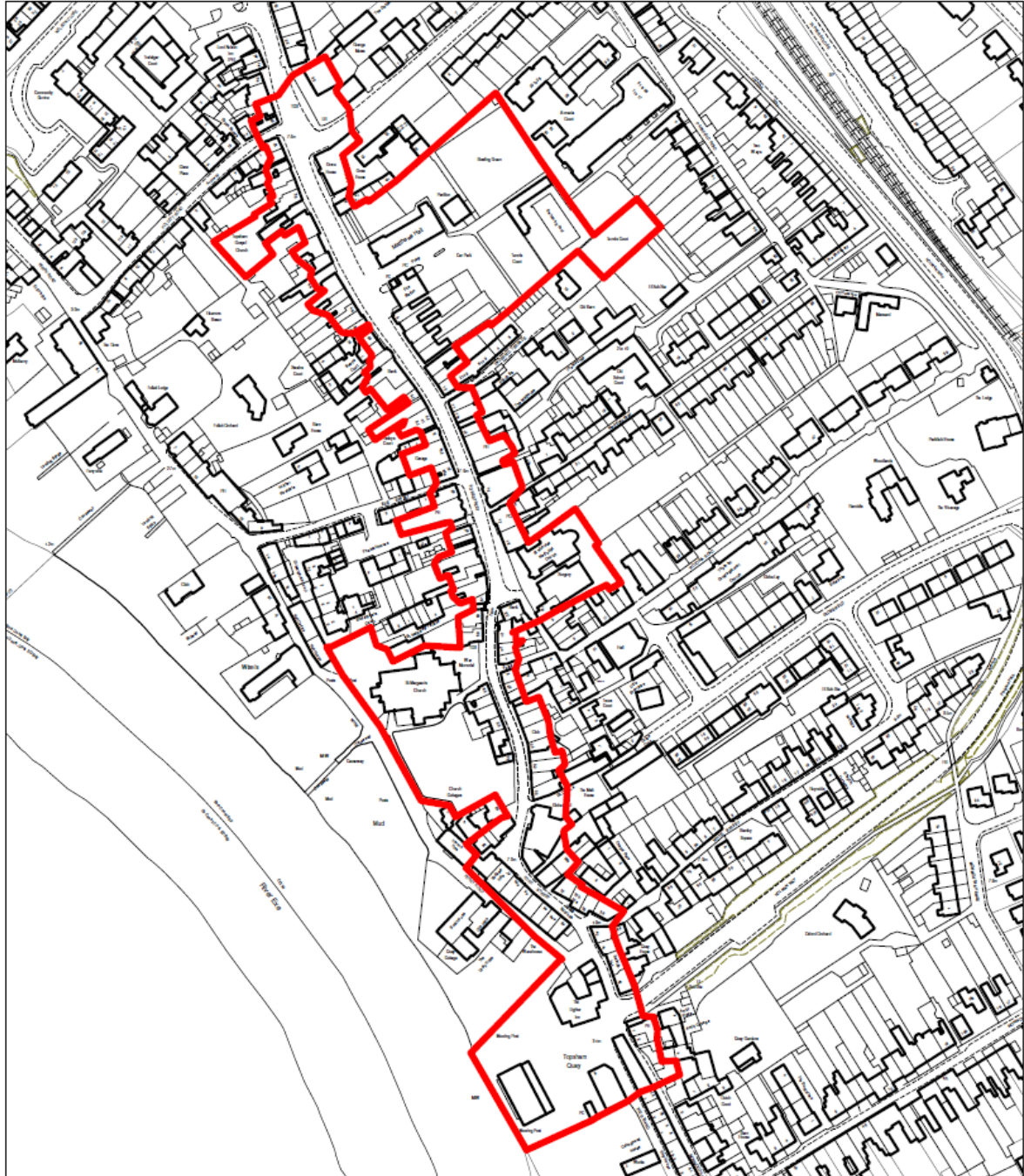
Policy DM18: District Centres - St Thomas

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Map 22

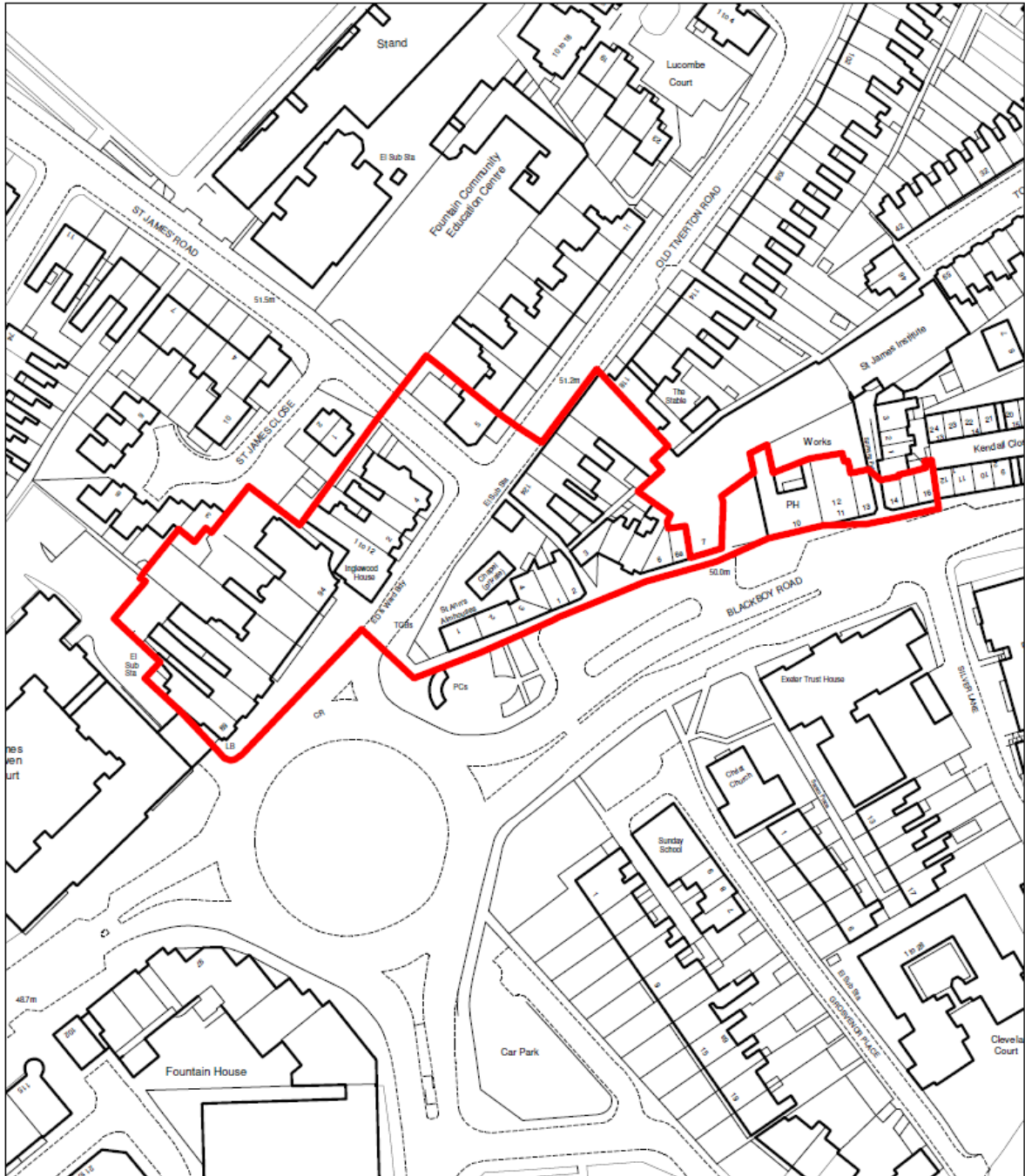
Policy DM18: District Centres - Topsham

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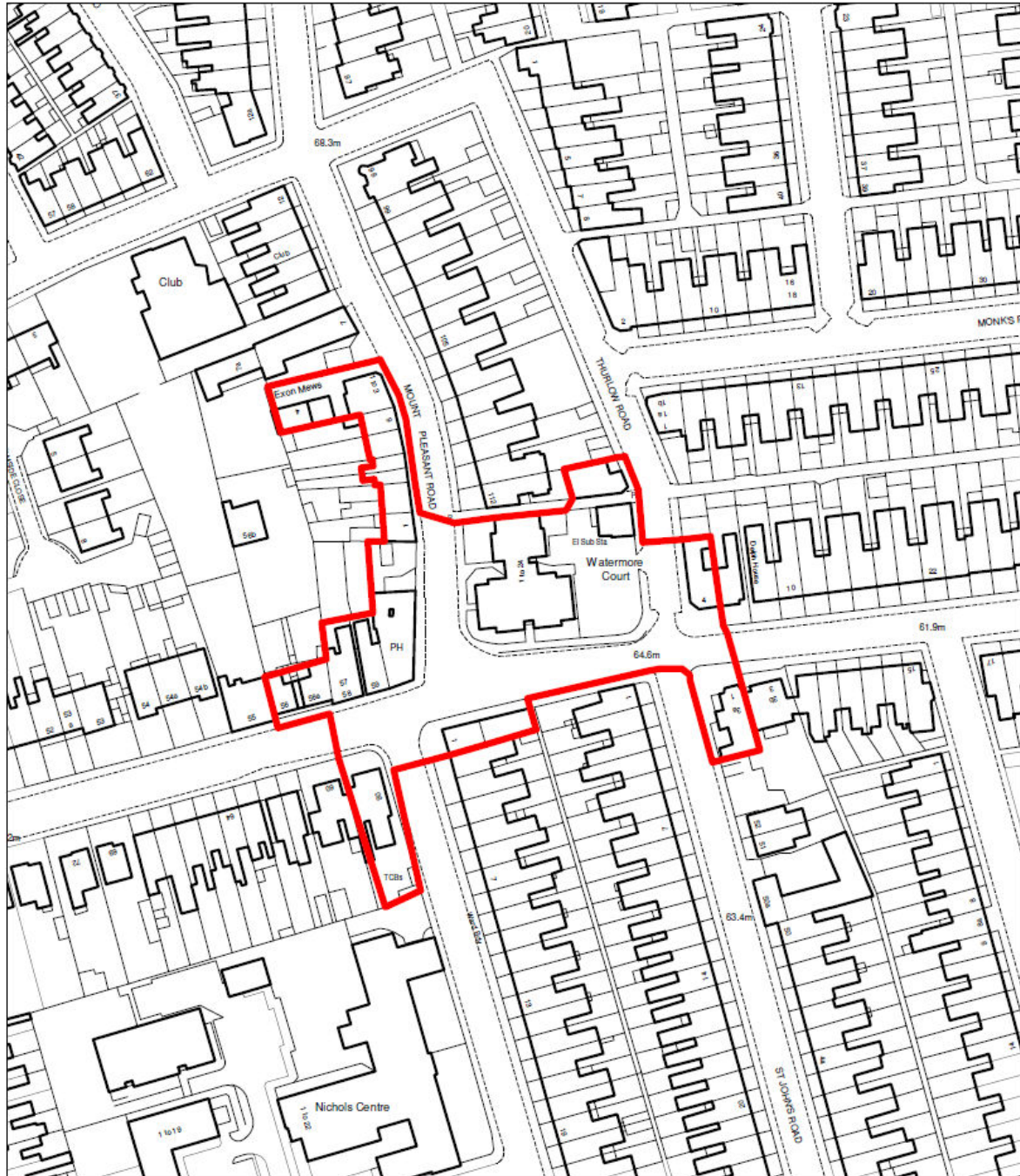
Map 23

Policy DM18: Local Centres - Sidwell Street/Mount Pleasant/Blackboy Road

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Map 24

Policy DM18: Local Centres - Mount Pleasant/Blackboy Road

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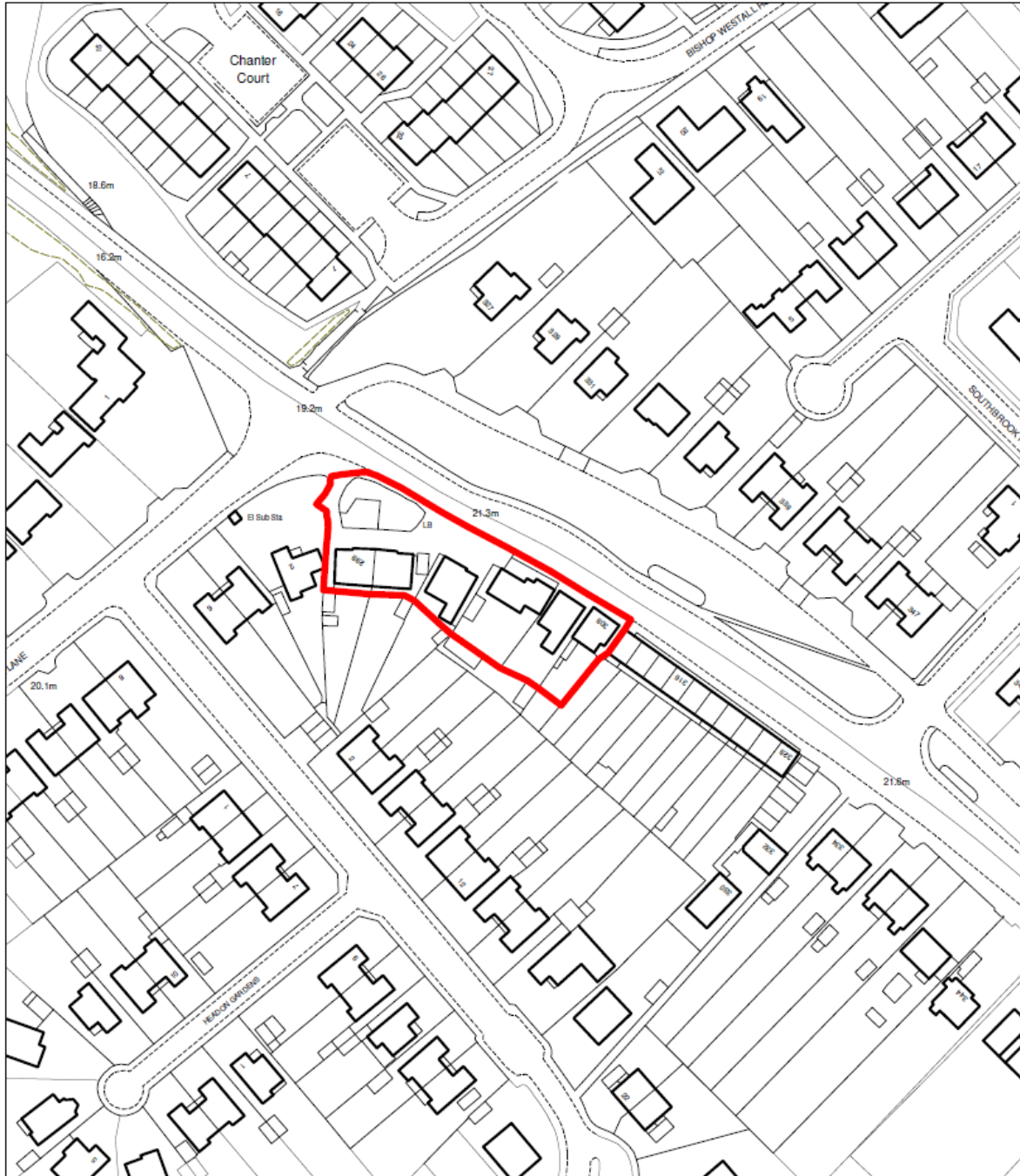
Map 25

Policy DM18: Local Centres - Magdalen Road

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Map 26

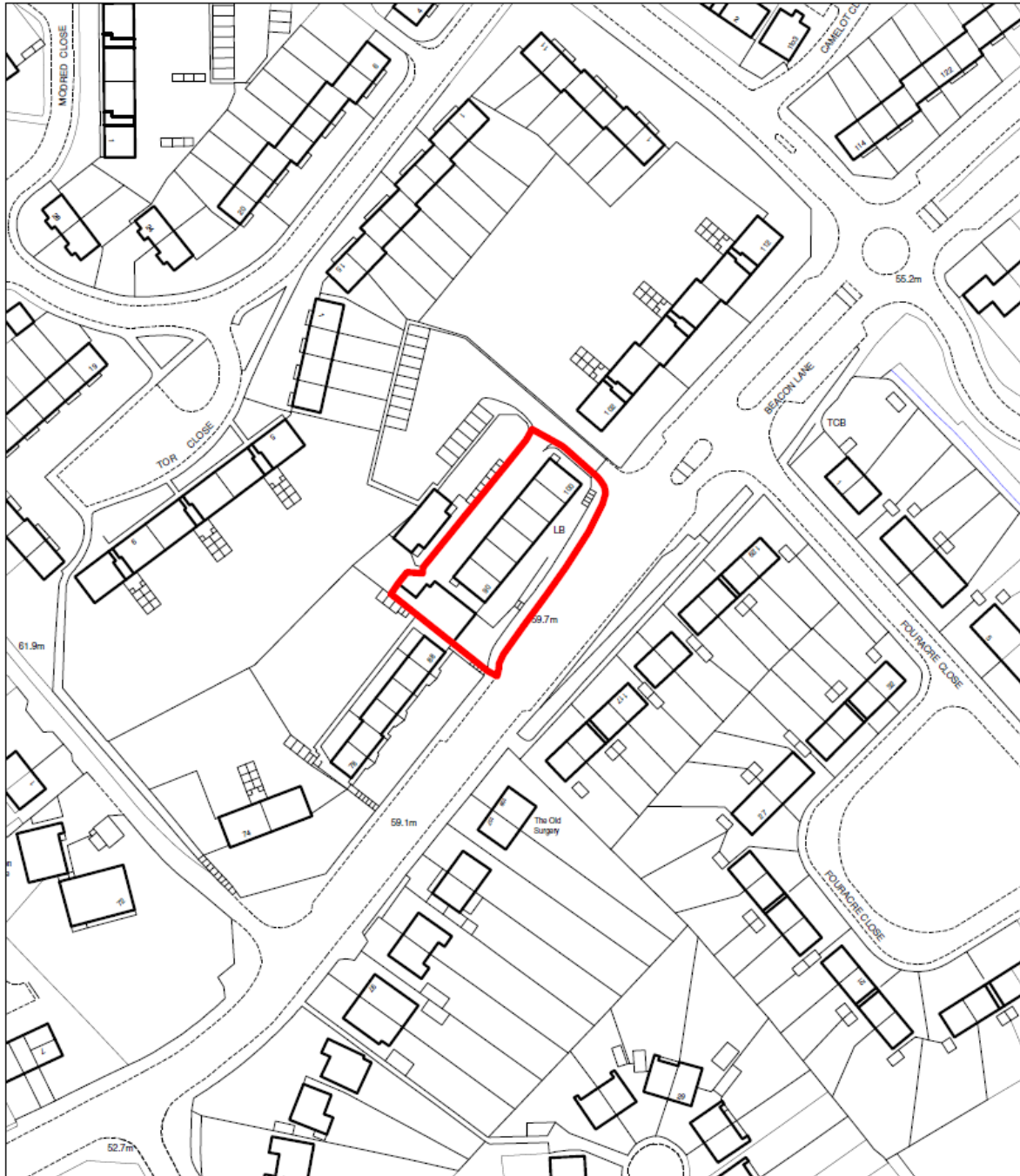
Policy DM18: Local Centres - Countess Wear (Topsham Road)

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Map 27

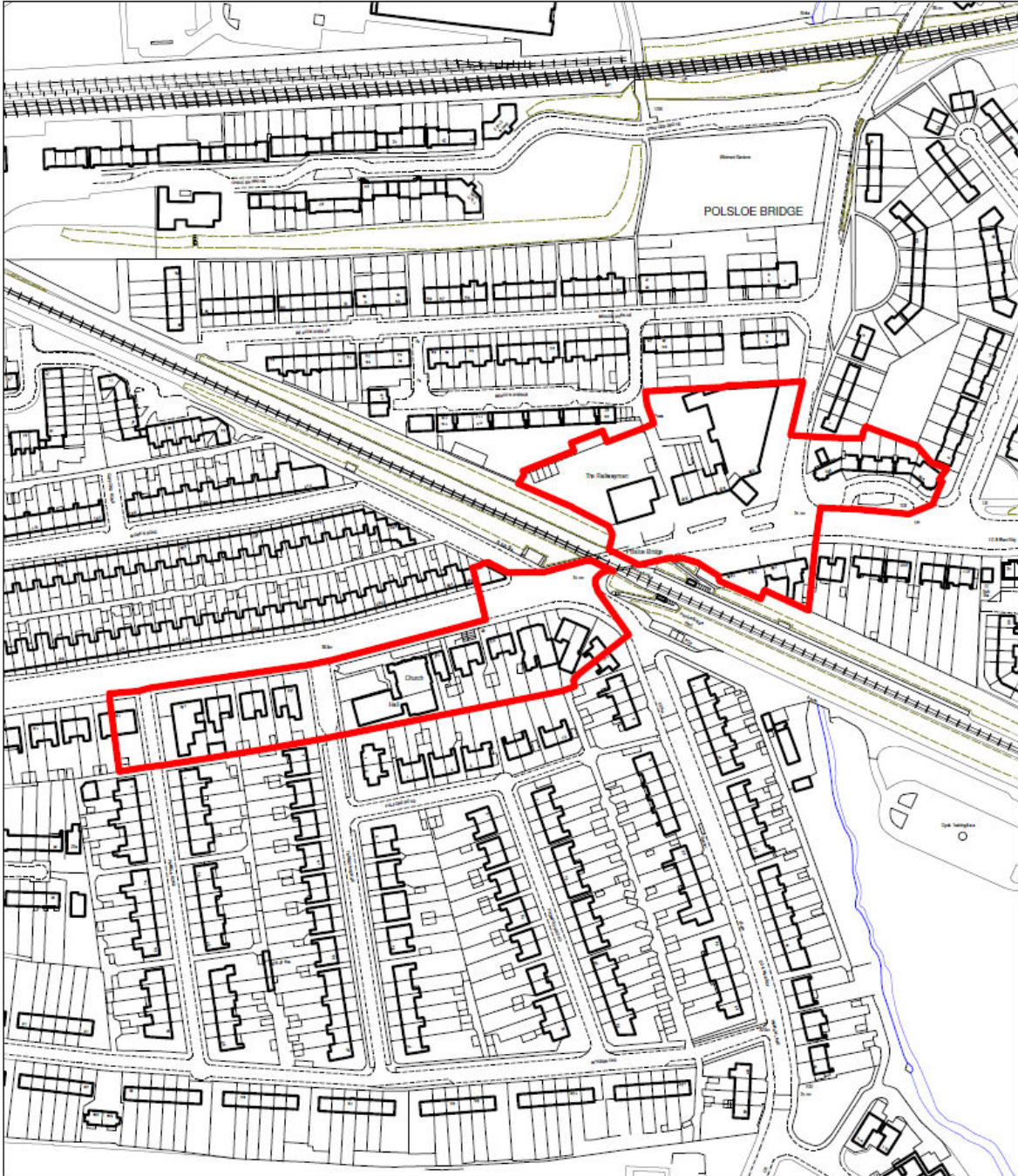
Policy DM18: Local Centres - Beacon Lane

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Map 28

Policy DM18: Local Centres - Polsloe Bridge

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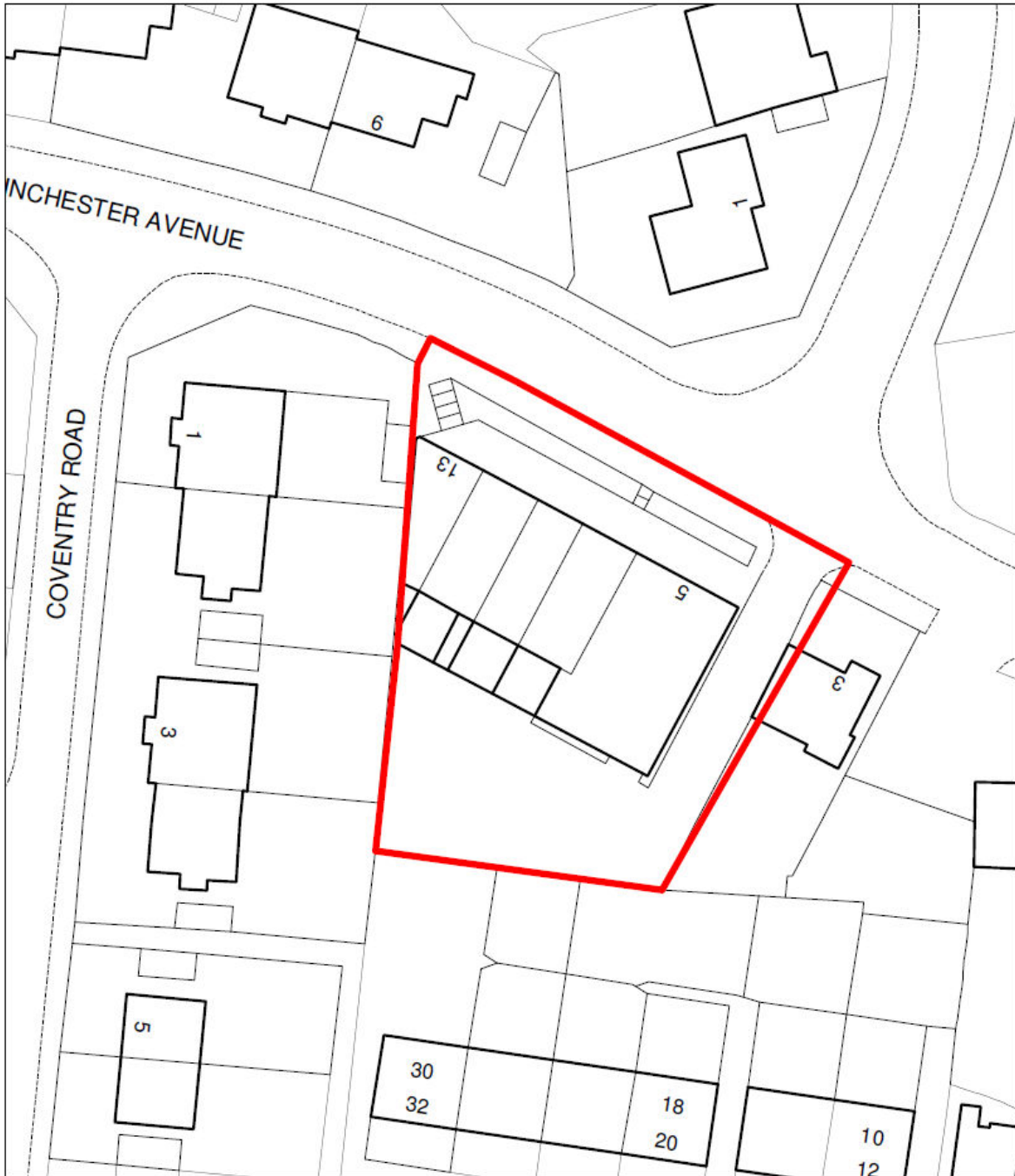
Map 29

Policy DM18: Local Centres - Pinhoe

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Map 30

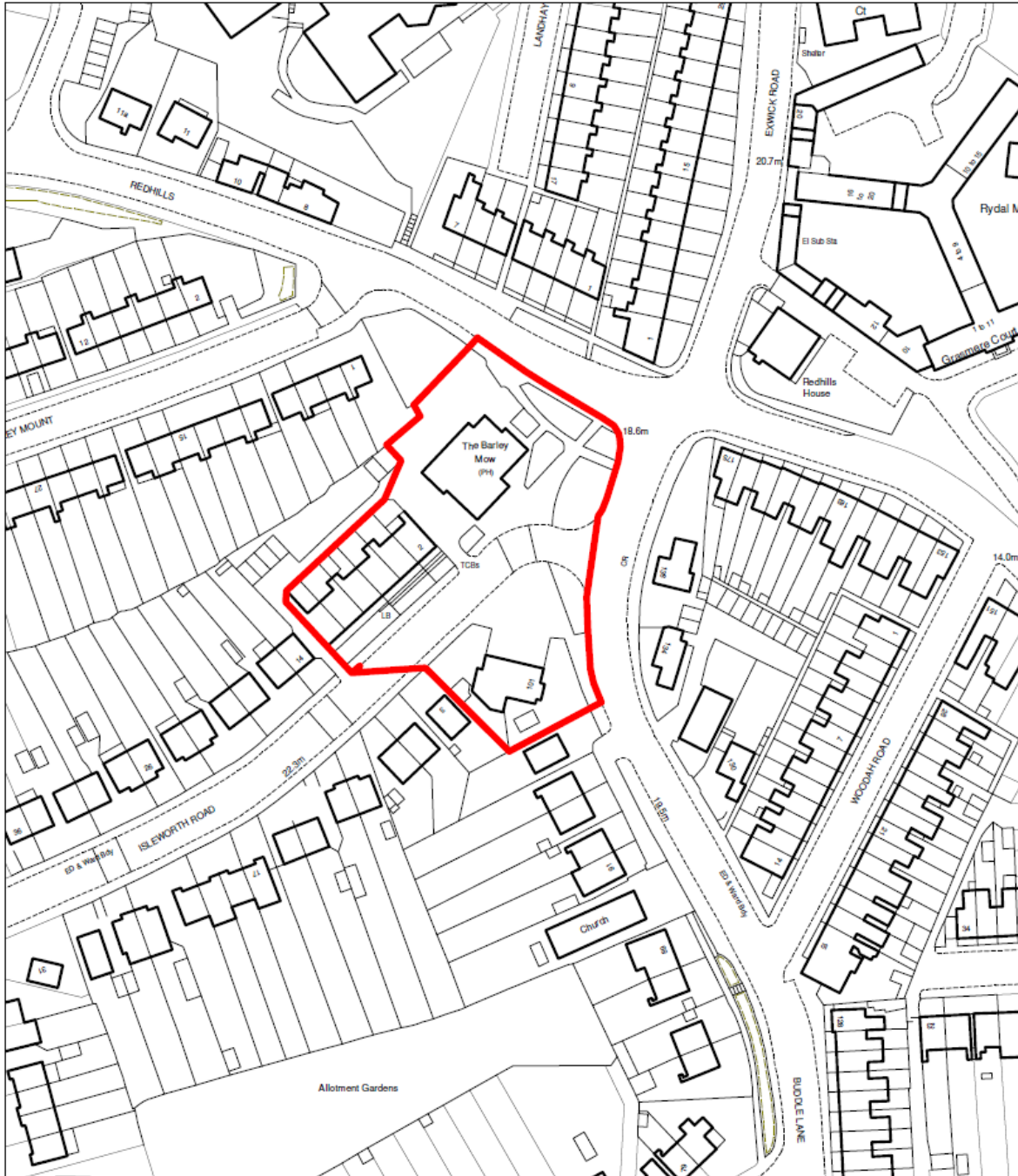
Policy DM18: Local Centres - Whipton

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Map 31

Policy DM18: Local Centres - Isleworth Road

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Exeter City Council

Pedestrian Priority Zone

Issues:

The Pedestrian Priority Zone established by the Local Plan First Review (2005) has resulted in a significant improvement in the attractiveness of the City Centre for visitors and shoppers. However, the City Centre has undergone much change and redevelopment and the Zone, and the policy that is applied within it, needs to be reviewed to ensure it continues to support the aspirations for the City's growth.

The City Centre Vision (2011) recognises that dealing with traffic is a key issue:
“As Exeter grows both in population and economic activity, so will the pressure on its transport infrastructure. Exeter's city centre streets were not designed for the growing volumes of people and traffic. A significant volume of the traffic currently using the city centre is avoidable cross town traffic generated from within the city. By removing traffic from the central zone more space will be generated for people and enhance the offering of the city centre as a destination.”

How can we deal with these issues?

The aim is to continue the progress already made through environmental enhancement and development working hand-in-hand to deliver a coordinated range of measures. The preferred policy approach seeks to deliver the City Centre Vision and Strategy by reducing cross town traffic and giving pedestrians increasing priority within the Zone in accordance with the NPPF (paragraph 35):

- DM19:** In the Pedestrian Priority Zone development will be permitted provided that it:
- a) minimises cross town through traffic using highway design measures and by applying strict controls over access and parking; and,
 - b) contributes to the enhancement of pedestrian facilities and the public realm where possible and in other instances does not detract from the existing position.

A map extract showing the proposed pedestrian priority zone is attached (Map 32). The zone will be shown on the Proposals Map, to be submitted with this Development Plan Document.

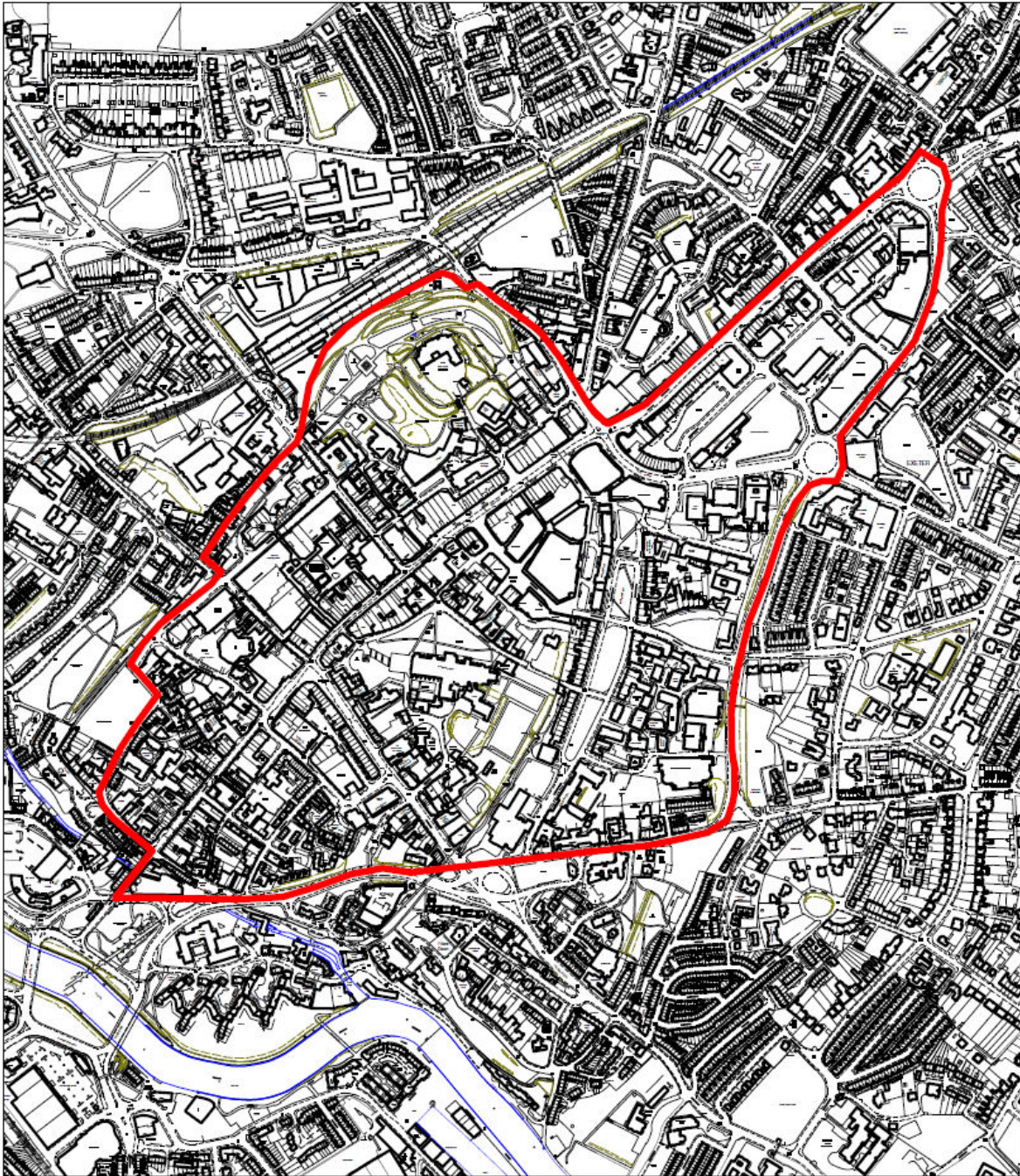
Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Do you agree with the pedestrian priority zone boundary suggested?

If not, what alternative boundary would you suggest and why? (Please provide details)



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Map 32

Policy DM19: Pedestrian priority area

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Exeter City Council

Bus and Coach Station Area

Issues:

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 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'. This policy is informed by a conservative approach to the convenience floorspace capacity identified in the latest retail study published in 2008. The retail capacity of the city will be subject of periodic review.

The Core Strategy further identifies the provision of a new Bus & Coach Station as a key infrastructure requirement 'critical to achieving a step-change in public transport use and [to] deliver wider objectives for a vibrant and sustainable City Centre'.

How we can deal with these issues?

It is considered important that the Bus and Coach Station site meets its full potential to make a positive contribution to the City Centre. Given the size and importance of this site further detailed site specific planning guidance will be prepared to guide development proposals.

DM20: *Retail 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 most up to date assessment of retail capacity. Such retail development shall not harm the viability and vitality of the City Centre as a whole. In addition offices, leisure, hotels and housing will be acceptable uses.*

A map extract showing the proposed site is attached (Map 33). The site will be shown on the Proposals Map, to be submitted with this Development Plan Document.

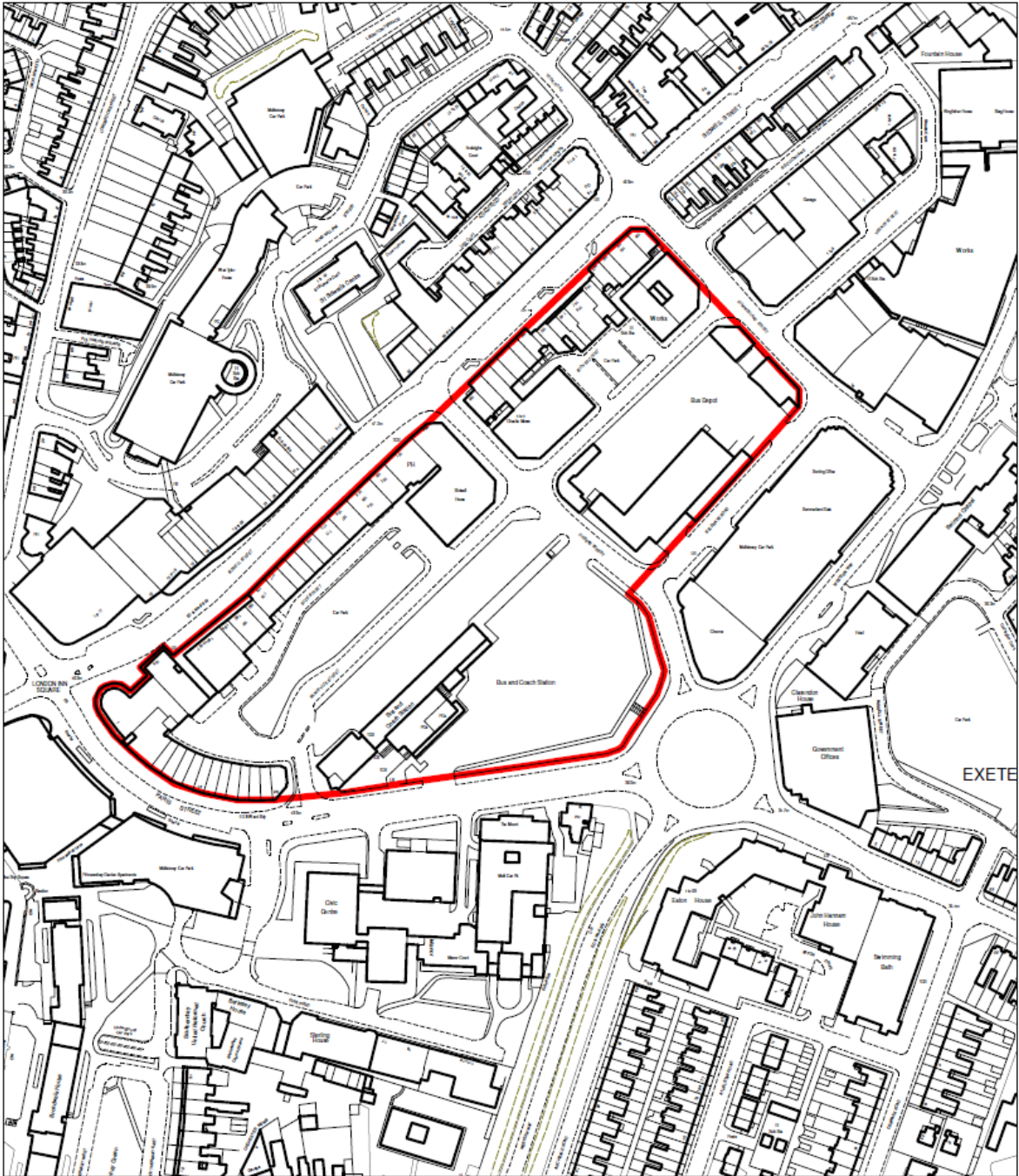
Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Do you agree with the site boundary suggested?

If not, what alternative boundary would you suggest and why? (Please provide details)



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Map 33

Policy DM20: Bus and Coach Station Area

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Exeter City Council

Change of use within retail centres

Issues:

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.

Whilst a balance of shops and other retail use is desirable in shopping streets, this should be achieved without any damaging breaks in shopping frontage, particularly by financial and professional service uses. 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 of existing retail centres should not be allowed.

How can we deal with these issues?

The Council considers the change of use of ground floor class A uses to non-class A uses may harm vitality and viability in the following circumstances:

- (a) 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 Class A premises within the same shopping frontage¹⁵ will be in Class A1 use;
- (b) 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:
 - (i) less than 80% of the separate ground floor Class A premises within the same shopping frontage will be in Class A1 use in the primary shopping area; or
 - (ii) less than 50% of the separate ground floor Class A premises within the same shopping frontage will be in Class A1 shopping use in the secondary shopping areas, district or local centres; and,
- (c) 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 preferred policy approach is as follows:

DM21: *Development involving the change of use of ground floor retail (Class A1) premises will not be permitted if it would harm the vitality and viability of the primary or secondary shopping areas of the city centre or any district or local centre.*

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Change of use of shops and other local facilities in residential areas:

Issues:

The NPPF requires planning policies to guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs (paragraph 70). Shops and other Class A uses (financial and professional services, restaurants

¹⁵ Where each side of road is regarded as a separate shopping frontage.

and cafes, drinking establishments and hot food takeaways) located within residential areas often meet an important need. The loss of these facilities can result in additional trips by private car and access difficulties for less able or mobile residents.

How can we deal with these issues?

Class A uses should be retained unless there are adequate alternative facilities in the local area. The preferred approach seeks to ensure this.

DM22: *Development involving the loss of Class A uses in existing residential areas will not be permitted unless:*

- (a) *it would not harm the level of service available to the local community; or*
- (b) *it can be demonstrated that the class A use is no longer viable and has been actively marketed at a reasonable price or rent for at least 18 months prior to the application being submitted.*

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Food and Drink

Issues:

Food and drink uses can add to the vitality of an area and contribute significantly to the economy. However, they can also be associated with problems of noise, litter and anti-social behaviour. In all cases it will be important to ensure there is no harm caused to residential amenity, highway or community safety.

Food and drink uses are most appropriate within the city centre, district centres and local centres; in employment, cultural, leisure and tourist areas; and within purpose-built cultural, leisure, retail or mixed use developments. In sensitive areas such as the Cathedral Yard, Cathedral Close, Gandy Street, Castle Street and West Street, uses that include hot food takeaways tend to detract from the character and appearance of the area.

How can we deal with these issues?

The preferred policy approach seeks to protect residential amenity, highways safety and community safety, and the character and appearance of an area:

DM23: *Development for food and drink uses (Use Class A3, A4 and A5) will not be permitted if the proposal would be likely to:*

- (a) *cause unacceptable harm to the amenities of neighbouring residents by virtue of noise, smell, litter or late night disturbance;*
- (b) *reduce the perceived attractiveness of the area as a result of increased anti-social behaviour;*
- (c) *detract from the character or appearance of the area; or,*
- (d) *cause unacceptable highways problems.*

Your views:

Do you agree with the preferred approach?

If not, what approach would you suggest as an alternative and why?

Protection and enhancement of tourist attractions

Issues:

Tourism has many positive benefits for the City. 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, helps to increase Exeter's profile and positive image and engenders local pride. For this reason, it is important that existing viable tourist facilities are not lost.

The majority of Exeter's existing tourist infrastructure, such as the newly refurbished Royal Albert Memorial Museum and Underground Passages, is located within the City Centre and adjacent areas, including the Quayside. As such, it is both nationally and locally accessible by public transport. These areas therefore remain the Council's preferred areas for future tourism development, such as visitor centres, cafes, restaurants, specialist shops, craft outlets, artists studios and galleries, public space for performance and leisure activities.

Rougemont Castle offers an opportunity to enhance Exeter's attraction to tourists by securing a tourist/cultural uses of the Castle and providing public access.

How can we deal with these issues?

The preferred approach aims to encourage tourist uses in appropriate locations, ensure the retention of existing tourist uses, and maximise the potential of Rougemont Castle:

DM24: Proposals for tourist attractions will be permitted, provided they are appropriate in scale and level of activity, in keeping with their location and surroundings, and easily accessible by public transport, walking and cycling.

Permission will not be granted for the change of use of a tourist attraction to another use, unless the proposed use will maintain or enhance the tourism role of the area, or the existing tourism use is not viable.

The continued development of Rougemont Castle, the Quayside and Cathedral Yard/Close for tourist and cultural uses, that conserve and build on the heritage of these areas, will be encouraged.

Your views:

Do you agree with the preferred approach?

If not, what approach would you suggest as an alternative and why?

Hotels

Issues:

Exeter is already established as a year round leisure and business tourism destination. This benefits the city by the provision of jobs and the support of services which the local population alone could not sustain.

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.

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 town centre facilities and attractions. However, hotel facilities are also recognised as increasingly important to service corporate needs and with the development proposed to the east of Exeter this demand is likely to grow.

How do we deal with these issues?

The preferred approach seeks to focus hotel development in the city centre and adjacent areas. Proposals to develop a hotel outside a designated centre will need to carry out a thorough sequential test to ensure there are no suitable sites within the centres identified in Policy DM18. Nevertheless, in assessing any proposal the Council will demonstrate flexibility in accordance with the NPPF¹⁶ and recognise that the particular market being met by the accommodation may influence the nature of the location chosen and the suitability of alternative locations:

DM25: *Hotel development will be permitted in the city centre and at the quayside and within other centres. In assessing proposals for hotels outside the city centre, district centres and local centres the Council will apply a sequential test. In all cases proposals must:*

- (a) fit well with its surroundings, having regard to its siting, scale, design, materials and landscaping;*
- (b) not result in unacceptable harm to the amenities of nearby residents; and*
- (c) include adequate facilities for servicing and access by bus/coach or public transport.*

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

¹⁶ National Planning Policy Framework, 2012, paragraph 24.

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 facilities. 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).

Land Safeguarded for the provision of transport infrastructure

Issues:

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 choice¹⁷. 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 should be allocated through this document.

How can we deal with these issues?

The preferred approach seeks to safeguard land for essential transport infrastructure.

DM26: *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 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*

Map extracts showing sites and approximate routes are attached (Maps 34-40). These sites and routes will be shown on the Proposals Map to be submitted with this Development Plan Document.

¹⁷ National Planning Policy Framework, 2012, paragraph 41.

Your views:

Do you agree with the preferred approach?

If not, what approach would you suggest as an alternative and why?

Do you agree with the sites and routes suggested?

If not, what alternative sites and routes would you suggest and why? (Please provide details)

Do you consider there is any other land that needs to be safeguarded for transport infrastructure? (Please provide details)



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Map 34

Policy DM26: New Station at Hill Barton

Nb. Precise extent of land to be safeguarded still to be determined

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Map 35

Policy DM26: New Station at Newcourt

Nb. Precise extent of land to be safeguarded still to be determined

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Map 36

Policy DM26: New Station at Marsh Barton

Nb. Precise extent of land to be safeguarded still to be determined

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Map 37

Policy DM26: Land for a Park and Ride at Ide/Alphington interchange

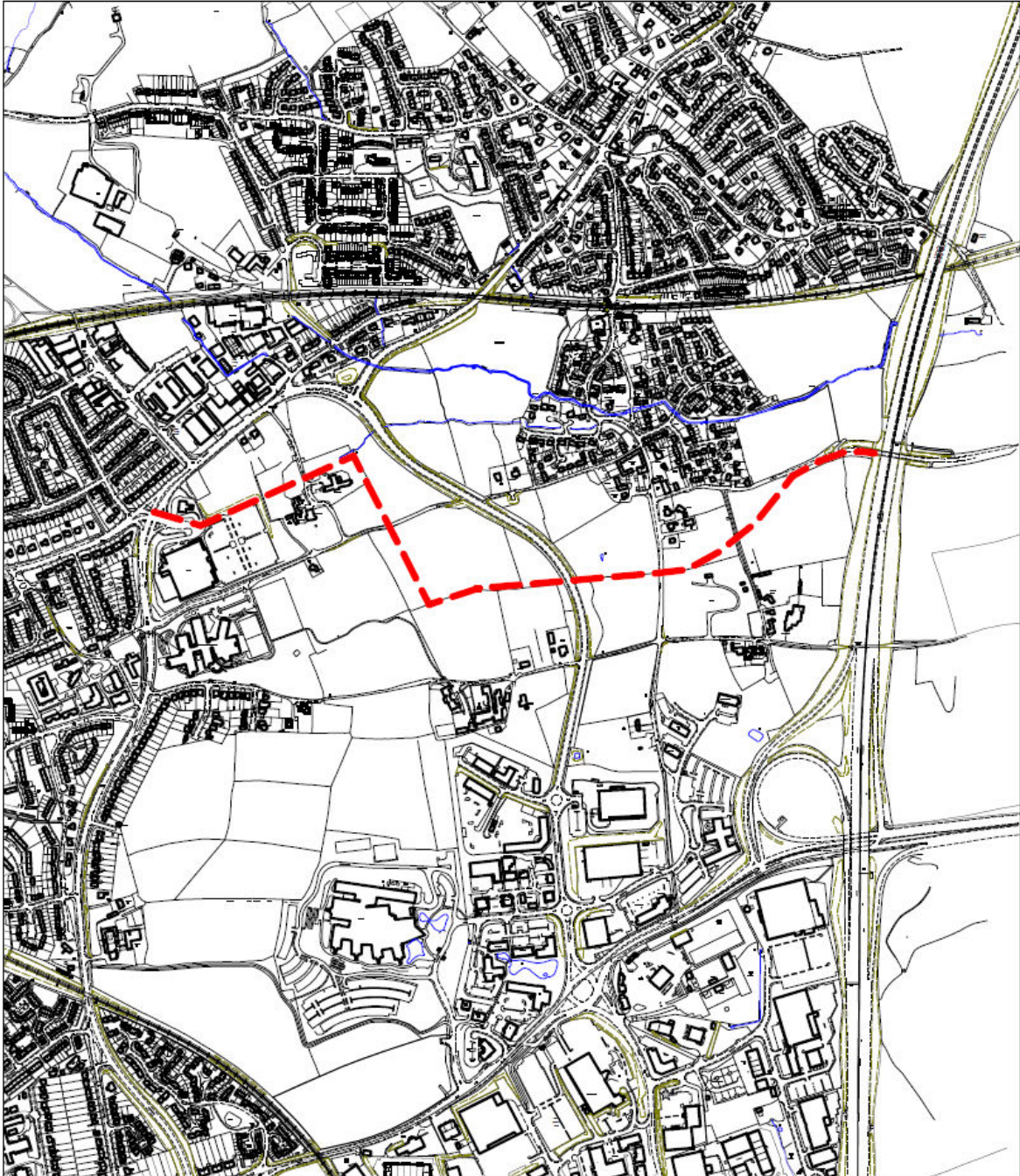
Nb. Precise extent of land to be safeguarded still to be determined

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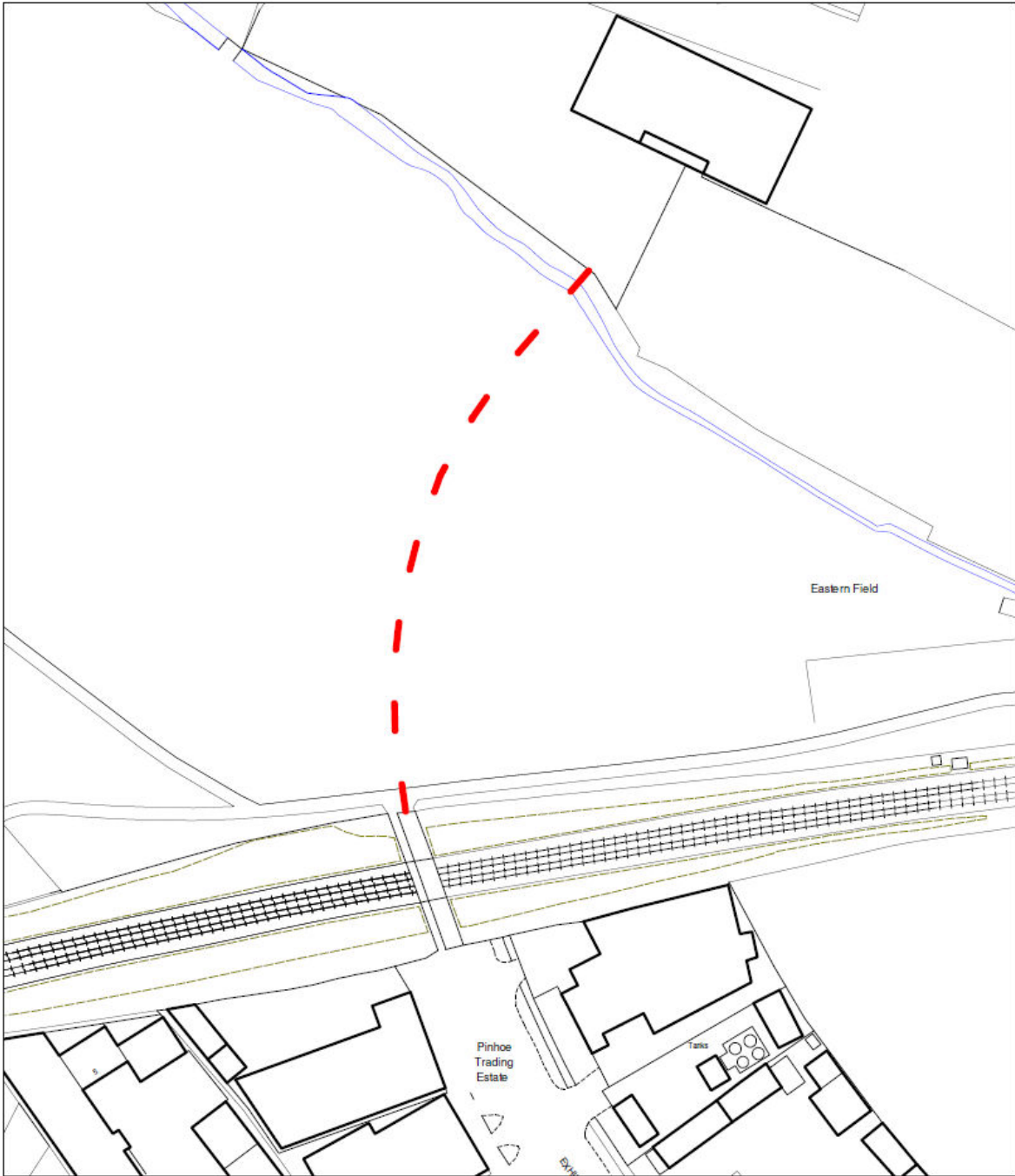
Map 38

Policy DM26: Land at Monkerton to be provide an Enhanced Public Transport Route

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Map 39

Policy DM26: Land at Eastern Fields safeguarded for the Exhibition Way road link

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Map 40

Policy DM26: Land at Marsh Barton/Haven Banks safeguarded for the Water Lane road link

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Exeter City Council

Accessibility and Sustainable Movement

Issues:

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 transport infrastructure measures set out in Core Strategy Policy CP9 are intended to help achieve this. 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 a safe and efficient highway system.

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

How can we deal with these issues?

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. This represents good planning practice and should help promote sustainable ways of living.

The preferred policy approach seeks to exploit opportunities for the use of sustainable transport modes¹⁸ 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.

DM27: *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 for all users of the highway network and other transport systems;*
- (c) *ensure that the layout would allow the site to be served by public transport;*
- (d) *be phased so as to take advantage of existing public transport services, until the scale of development provides sufficient patronage for new services;*
- (e) *provide good links to existing or proposed transport networks; in particular, to include safe and secure routes for pedestrians, cyclists and people with disabilities, which enhance the network of such routes for all;*
- (f) *be supported by a travel plan that encourages the use of sustainable forms of movement;*
- (g) *not reduce highway safety or conflict with the function of the strategic road network or any other highway; and*
- (h) *not prejudice proposed enhancements to the rail system.*

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

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

¹⁸ National Planning Policy Framework, 2012, paragraph 35

Parking

Issues:

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.

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 Exeter area, as well as providing a degree of certainty for developers.

How do we deal with these issues?

The Council has reviewed its car and cycle parking standards for development in Exeter. It is proposed that the 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.

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.

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. Any such development would need to make contributions in accordance with CIL, the Planning Obligations SPD and the Sustainable Transport SPD.

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.

The preferred approach is as follows:

DM28: *Development should:*

- (a) provide an amount of car parking appropriate to the proposal and its location, and make appropriate provision for 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 reduce the impact of vehicles on the townscape and 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;*

- (d) *in the case of car free residential development (including student accommodation), make a contribution towards walking, cycling and/or public transport facilities, and/or a car club;*
- (e) *make safe, secure, sufficient and convenient provision for cycle parking and storage in and providing showers, lockers and drying space where more than 20 people are employed; and,*
- (f) *in respect of the city centre, ensure that there is no significant change in the number of public off-street car parking spaces.*

The standards that will be used to determine an appropriate level of car and cycle parking will be 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.

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

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 communities¹⁹. It is important that the needs of the community are met in a sustainable manner and in a manner that 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.

The Core Strategy defines community facilities as buildings or meeting places that provide for the health, welfare, social, educational, spiritual, recreational, leisure and cultural needs of the community. Core Strategy Policy CP10 protects existing facilities and requires new facilities to be provided in a timely manner. 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 community²⁰. Guidance regarding Neighbourhood Planning and the formation and designation of Neighbourhood Forums is available on the Council's web site at www.exeter.gov.uk/neighbourhoodplanning.

Public Open Space, Allotments, and Sport and Recreation Provision

Issues:

Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities²¹. The City's existing sport, leisure, public and private open spaces and allotments represent important assets serving the communities in which they are located and, in some instances, wider areas. This importance

¹⁹ NPPF, 2012 (paragraph 69)

²⁰ NPPF, 2012 (paragraph 184)

²¹ NPPF, 2012 (paragraph 73)

relates not only to their recreational function, but also to their health and amenity value, the contribution they make to the character of an area in general by providing green corridors and a well-designed public realm and their contribution to the mitigation of climate change. If such facilities are lost to other uses, it can be extremely difficult to find alternative locations for provision.

New residential development will need to make adequate provision for public open space, allotments, and sport and recreation as an integral part of the scheme.

Public open space, allotments, and sport and recreation sites need to be identified and designated to ensure their protection. The NPPF has introduced a new Local Green Space designation. A 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 and holds a particular local significance and is local in character and is not an extensive tract of land.

How can we deal with these issues?

Existing designations will, in most instances, be retained. However, since the Local Plan First Review 2005 the Council has adopted, or proposes to adapt, a number of new spaces. There are also a number of new areas that will need to be identified within the strategic allocations at Newcourt, Monkerton and Hill Barton and South of Alphington.

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 greater benefit to the community from the provision of suitable alternative open space, allotment or sport and recreation facilities nearby. In either case, the proposal must be drawn up with community involvement which demonstrates local support for the scheme.

All proposals for new development will be assessed to determine what public 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. 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 may be on or off site, depending on the nature of the development.

The preferred policy approach sets out these requirements:

DM29: All open space, local green space, allotment and sport and recreation facilities will be protected. Any loss of these uses will only be permitted where no harm will be caused to the character and appearance of the surrounding area, it can be demonstrated that the local community supports the proposals and:

- (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 in terms of size, usefulness, attractiveness, quality and accessibility.

Proposals for new residential development will be required to provide new open space, sport and recreation facilities in accordance with standards set out in the Open Space, Sport and Recreation SPD. Facilities should be provided on-site where possible, 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.

Developers will make provision for the on-going management and maintenance of their open space, 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, 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.

The Local Plan First Review identifies existing designations. Map extracts showing newly adopted open spaces, open spaces proposed for adoption, and public allotments, open space used for sport and recreation, and sports stadia not shown in the Local Plan First Review are attached (Maps 41 - 51). All designated sites will be shown on the Proposals Map, to be submitted with this Development Plan Document.

Your views:

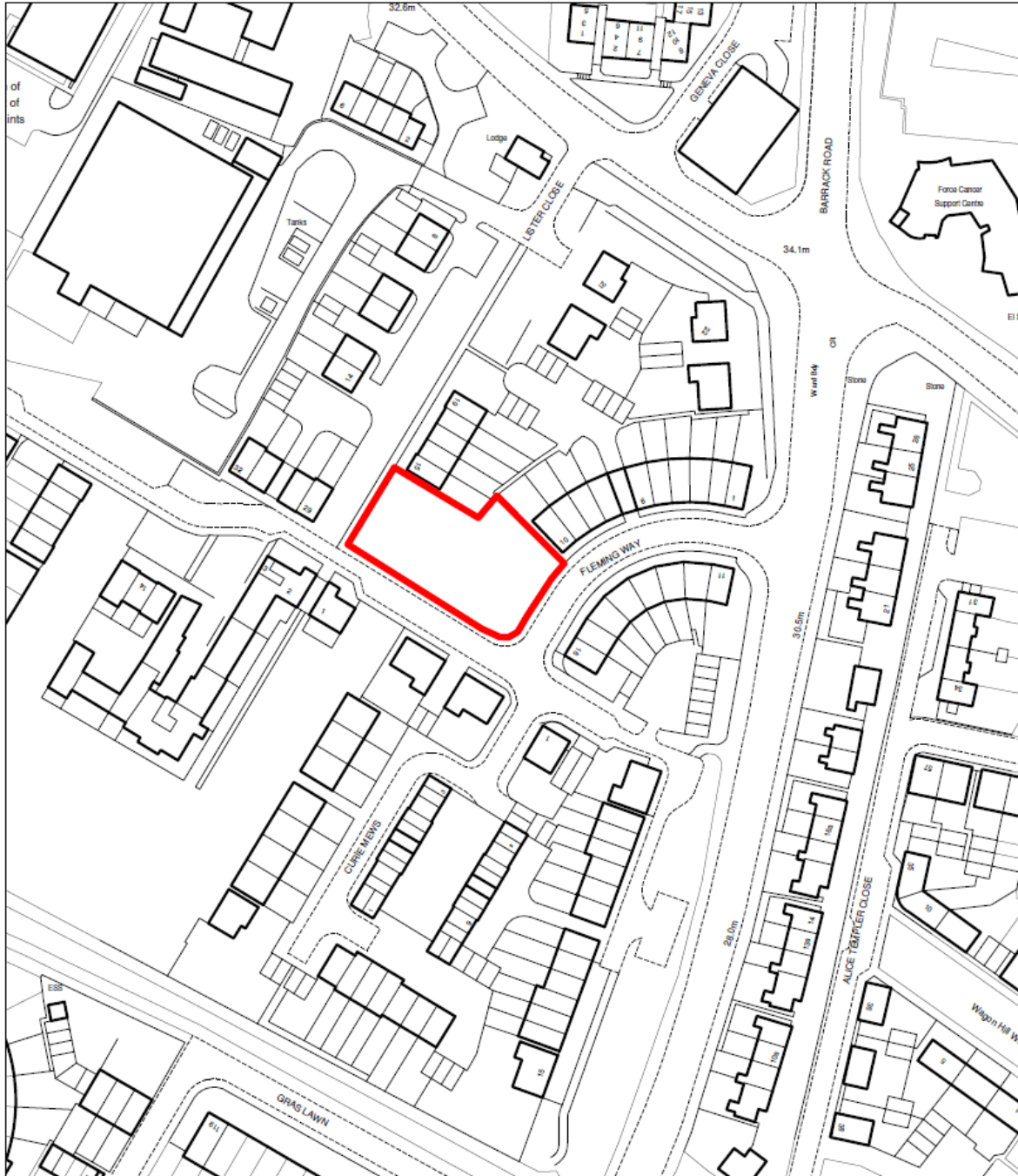
Do you agree with the preferred approach?

If not, what alternative approach would you suggest, and why?

Do you agree with the site boundaries suggested?

If not, what alternative boundaries would you suggest and why? (Please provide details)

Are you aware of any other land or sites which should be designated for open space, local green space, allotments, sport or recreation? (Please provide details)



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Map 41

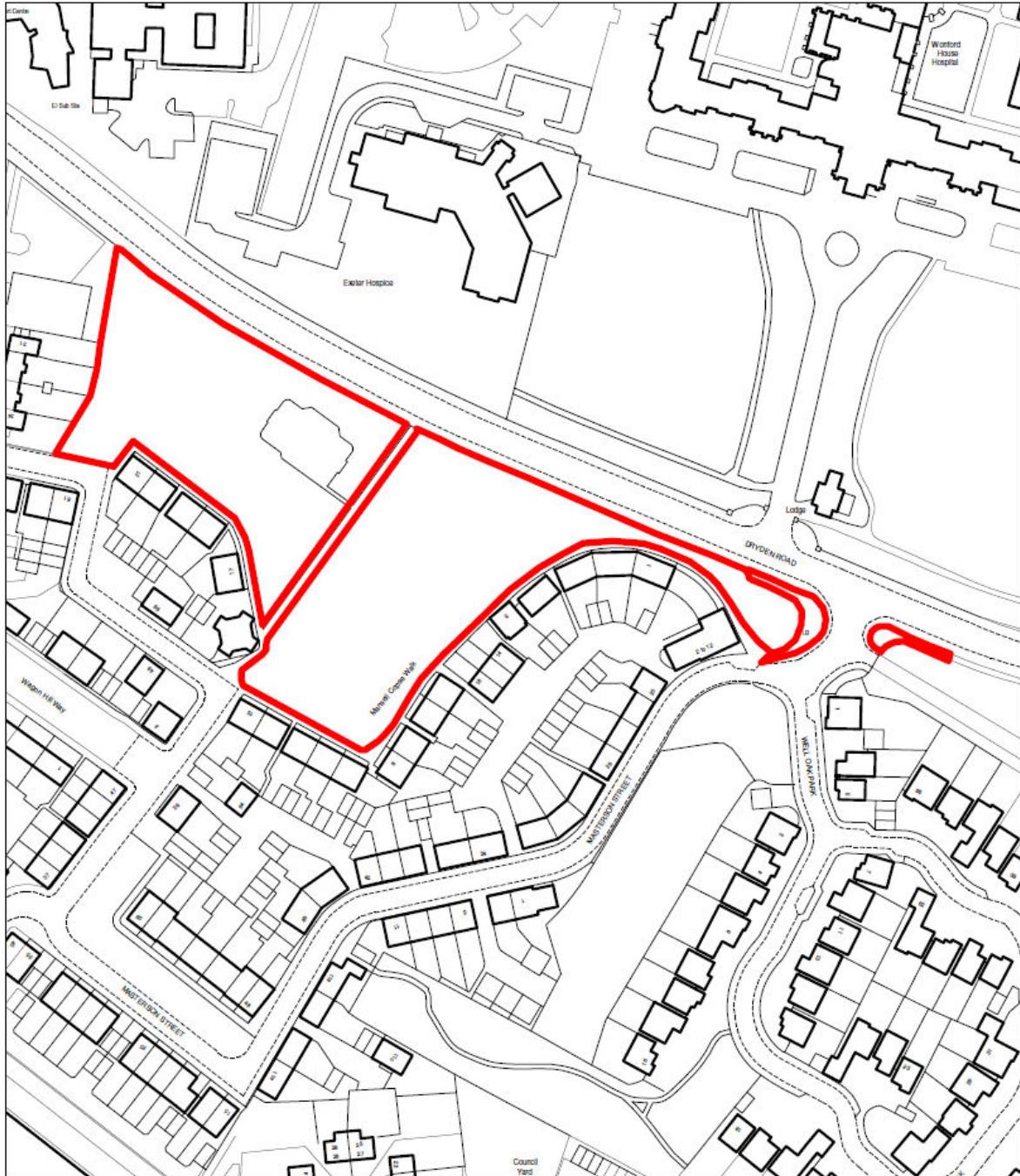
Policy DM29: Newly adopted open space Wellingtonia Grange Open Space

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Map 42

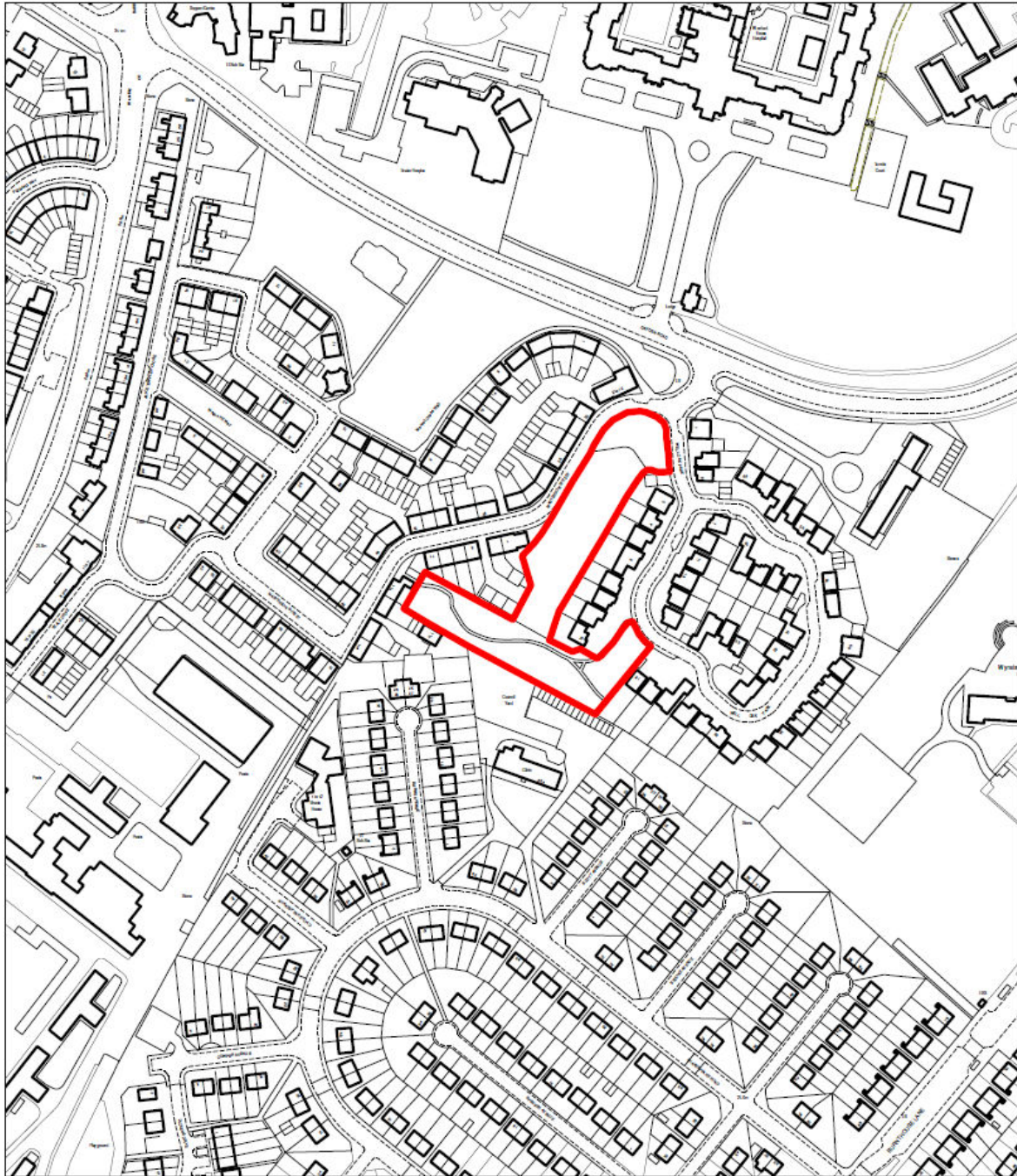
Policy DM29: Newly adopted open space Wyvern Park Open Space

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Map 43

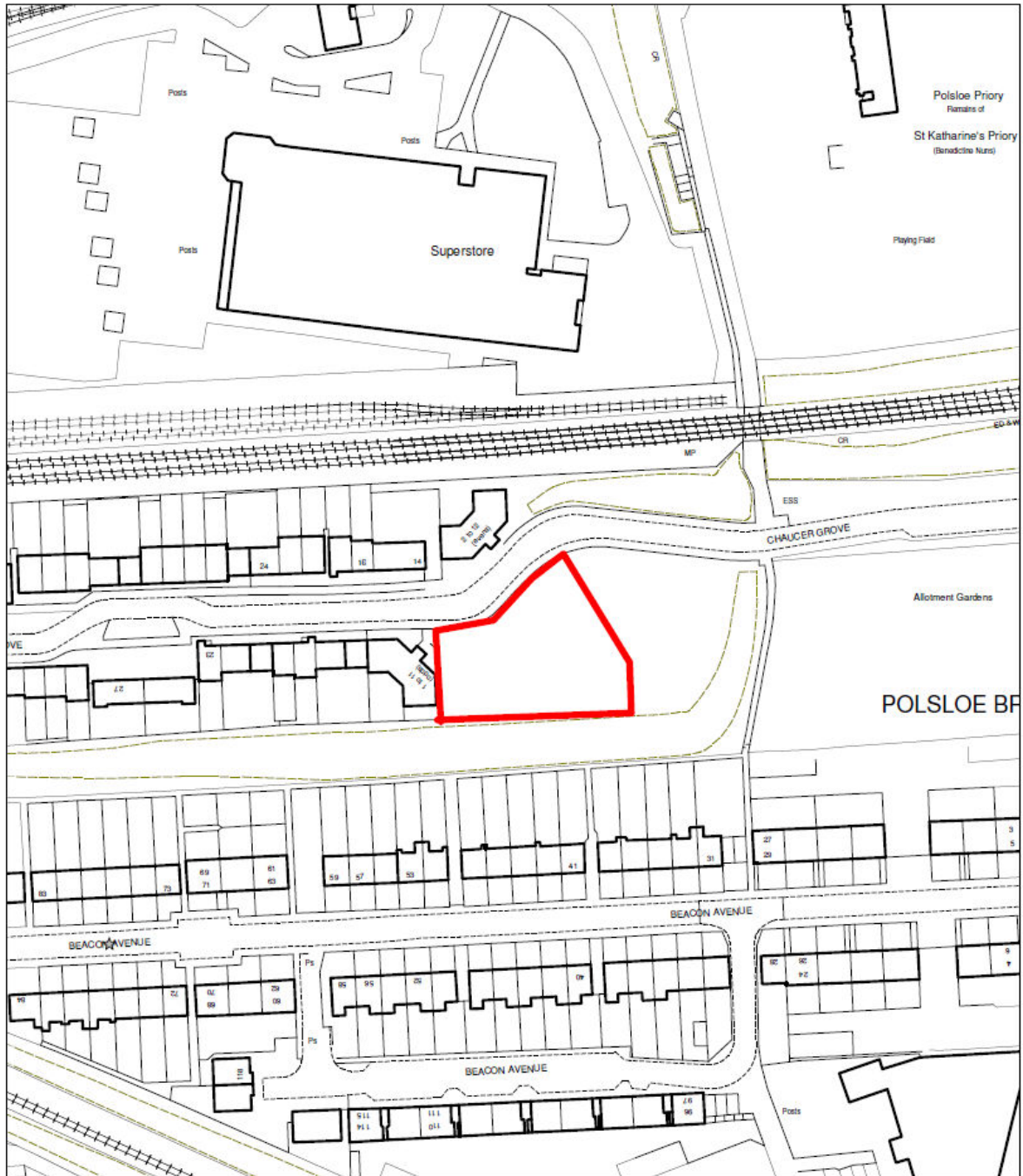
Policy DM29: Newly adopted open space Well Oak Park Open Space

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Map 44

Policy DM29: Newly adopted open space Beacon Avenue, Priory Walk

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Map 45

Policy DM29: Open space proposed for adoption Barley Lane Crossmead

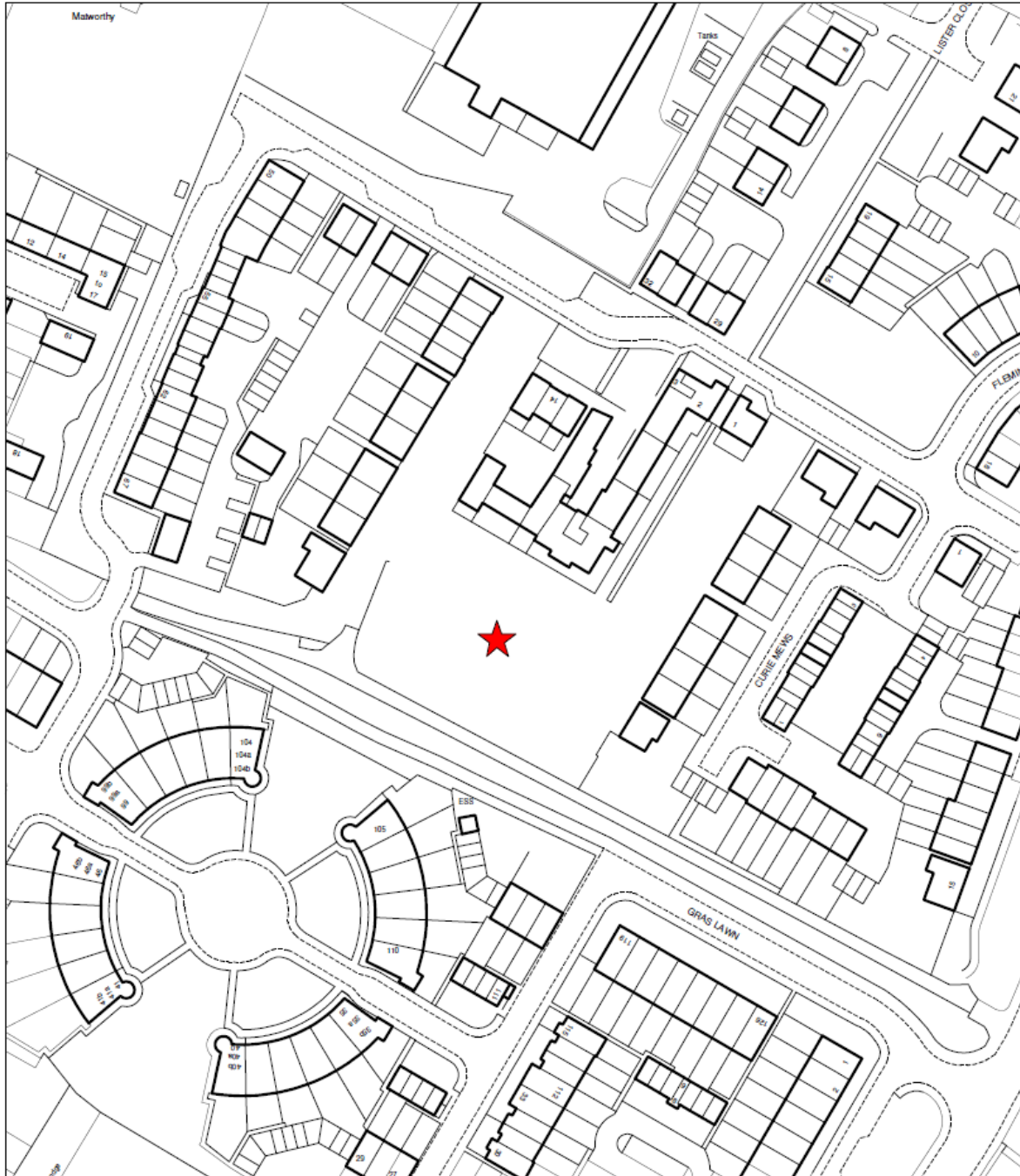
Nb. Precise extent of land to be adopted still to be determined

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Map 46

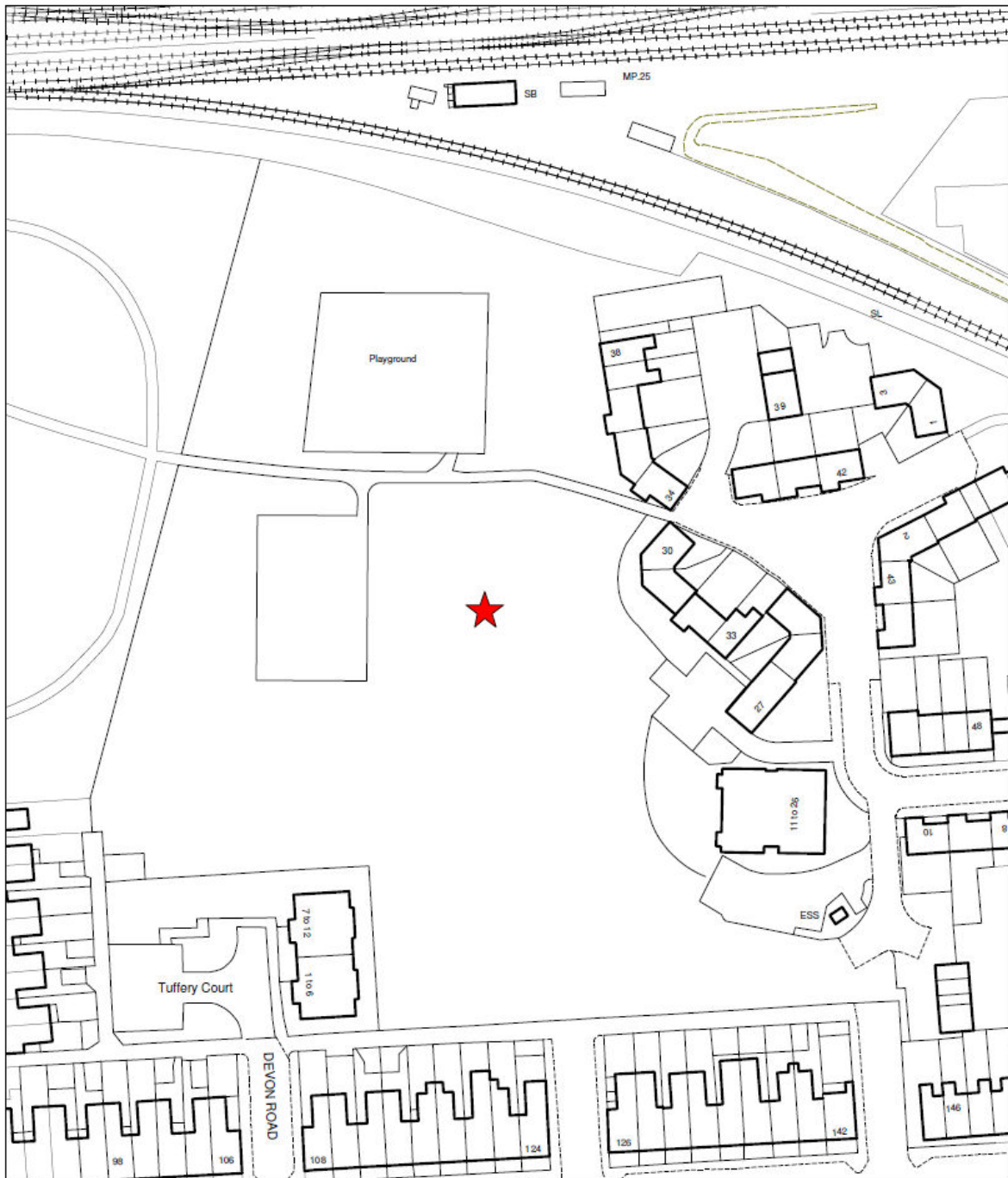
Policy DM29: Open space proposed for adoption: Princess Elizabeth Orthopaedic Hospital
Nb. Precise extent of land to be adopted still to be determined

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Map 47

Policy DM29: Open space proposed for adoption: Ibstock Priory

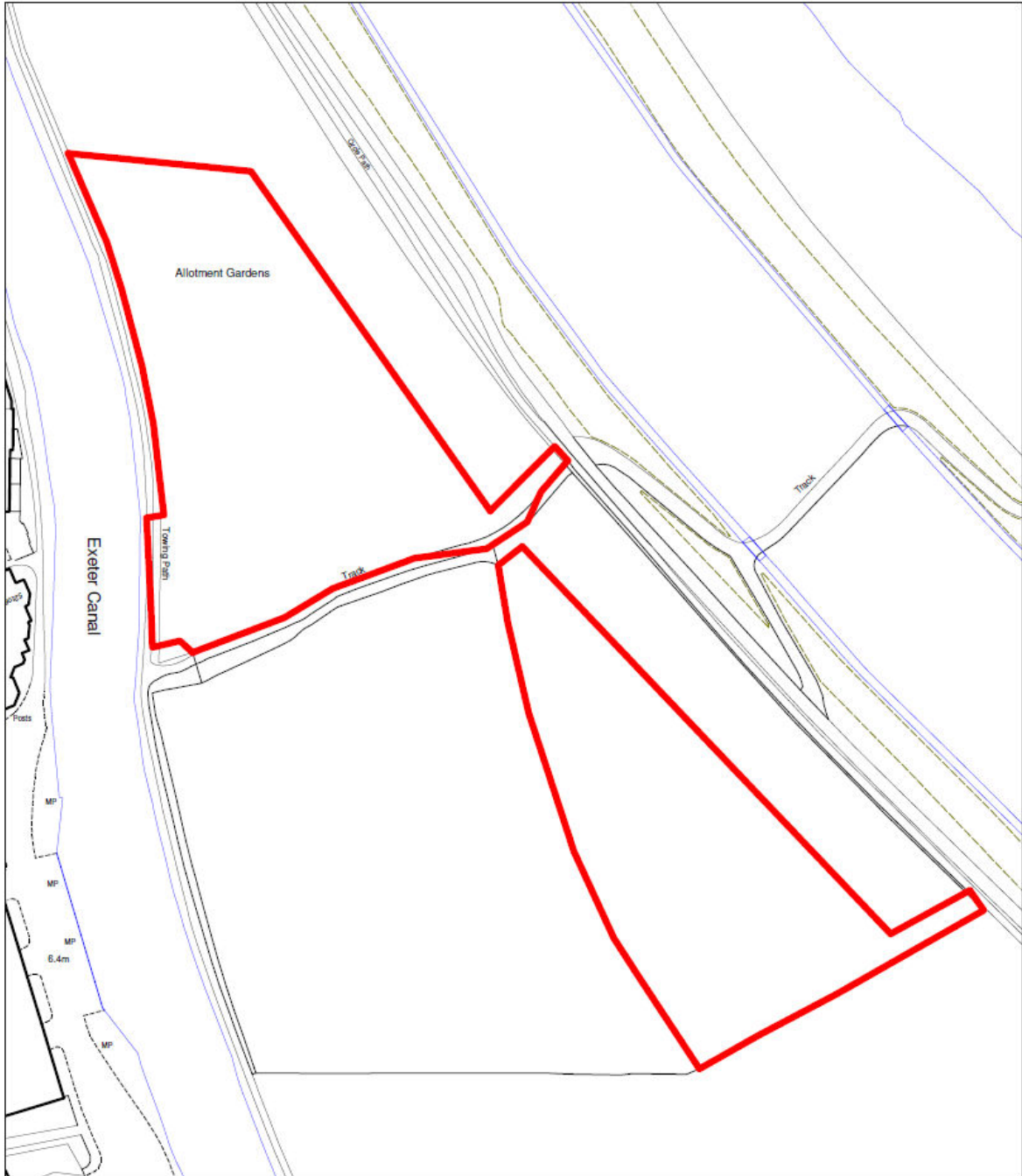
Nb. Precise extent of land to be adopted still to be determined

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22/05/2012

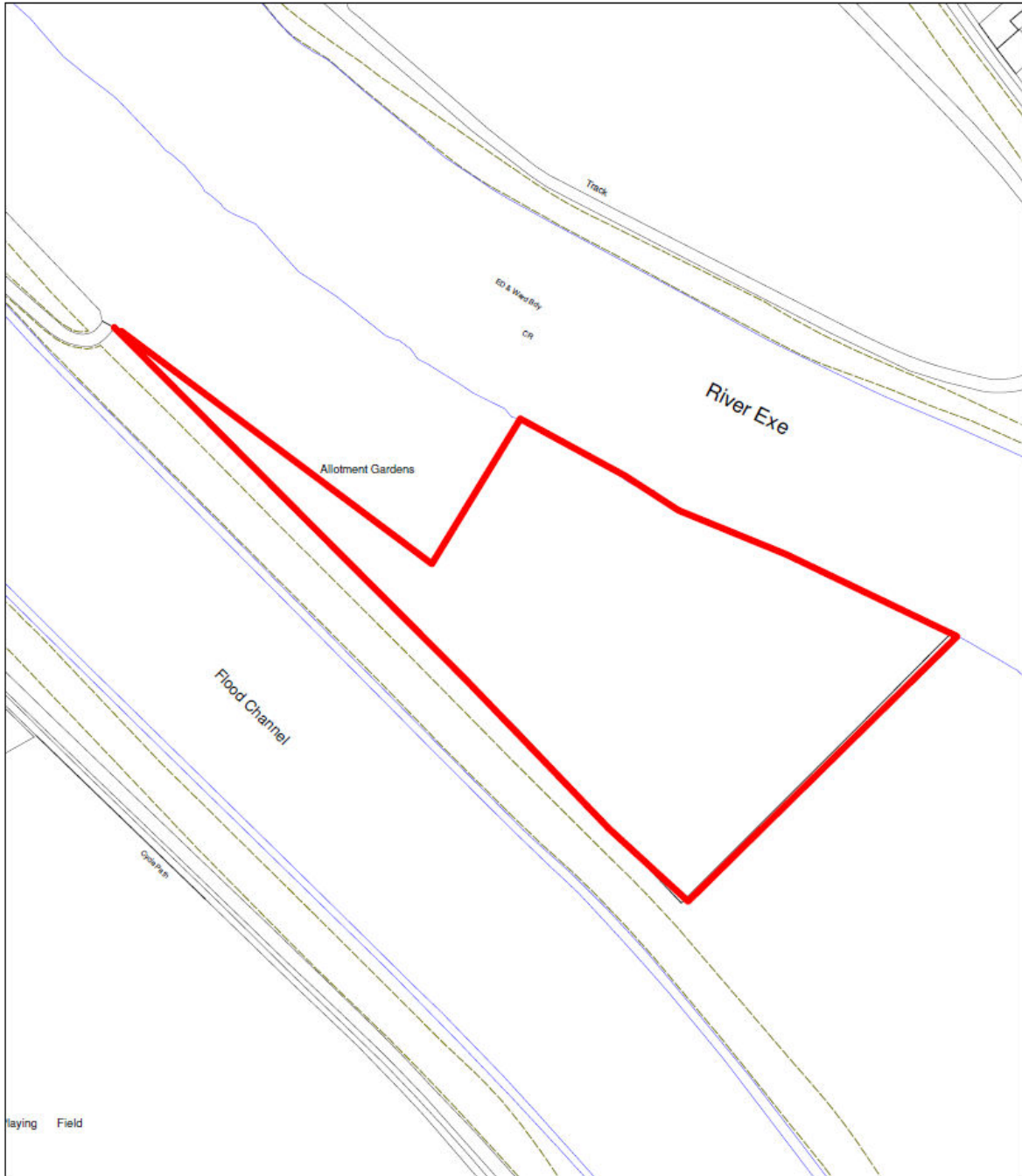
Map 48

Policy DM29:New Allotments Trews Weir 1 and Trews Weir 2

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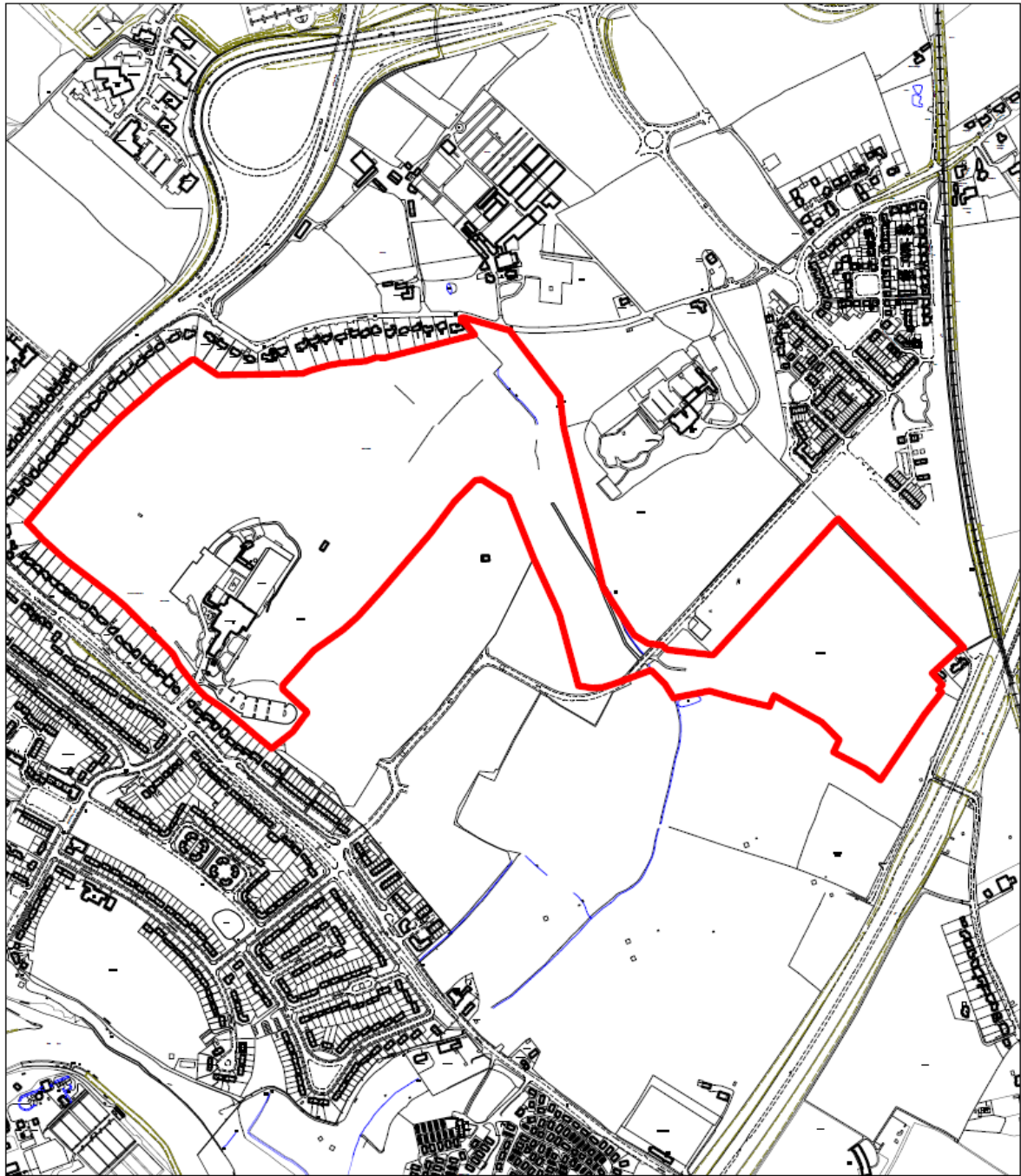
Scale 1:1250 ↑ © Crown copyright Exeter City Council 100049053 22/05/2012

Map 49
Policy DM29: Allotments Trews Weir riverside site

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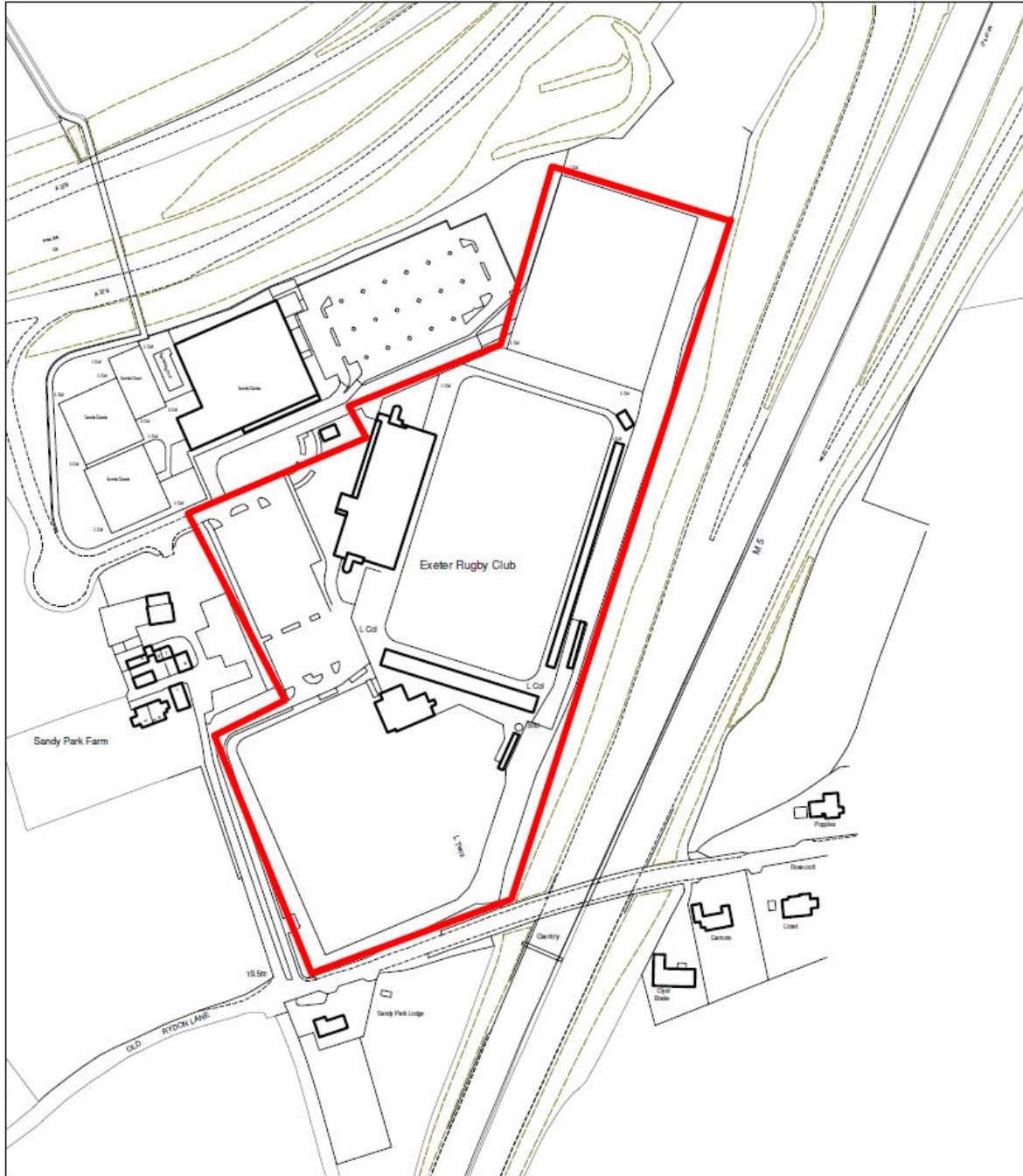
Map 50

Policy DM29: Open space used for sport and recreation: Exeter Golf and Country Club

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Map 51

Policy DM29: Sports Stadia: Exeter Rugby Club

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Community Facilities

Issues:

The presence of community facilities makes an important contribution to quality of life through the provision of accessible services to meet recognised needs. Therefore it is vital to plan positively for the provision for community facilities in accordance with the NPPF²². 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.

Major new residential development will need to make adequate provision for community facilities as an integral part of the scheme.

How can we deal with these issues?

The loss of a facility may be appropriate if continued community use would cause unacceptable and unavoidable harm to nearby residential amenity (for example, due to noise) or highway safety (for example, by causing on-street parking), or where there is no longer a demand for the facility and it is not viable. In these cases, applications will need to provide evidence of non-viability by submitting accounts for the previous 2 years and demonstrate that the facility has been effectively marketed at an appropriate value for at least 18 months. If permission is granted for a change of use, preference will be given to the premises remaining in some form of community use provided the proposal adheres to other policies in the LDF. Alternatively, proposals must make provision for a replacement facility before the proposed development commences, that is of at least equivalent standard and conveniently located for the community it serves.

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. Provision may be on or off site, depending on the nature of the development. The preferred approach sets out these requirements.

DM30: *Proposals involving the loss of land or buildings in community use will only be permitted where no harm will be caused to the character and appearance of the surrounding area, it can be demonstrated that the local community supports the proposals and:*

- (a) *continued community use would cause unacceptable and unavoidable harm to highway safety or residential amenity; or*
- (b) *a satisfactory replacement facility is provided in a suitably convenient location for the community served, prior to the commencement of development; or*
- (c) *there is no reasonable prospect of the existing use continuing on a viable basis, nor of securing a satisfactory viable alternative community 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.

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

²² NPPF, 2012 (paragraph 70)

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'²³. 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

Issues:

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.

²³ National Planning Policy Framework, 2012 (Paragraph 56)

How can we deal with these issues?

Policy needs to be formulated in a way which seeks high quality development measured by clear criteria. Familiar issues such as townscape and landscape, architectural quality and crime prevention need to be covered as well as matters of concern that have emerged more recently such as inclusive design, the quality of internal and external residential amenity and biodiversity.

The preferred policy approach below provides general design principles for development proposals across the city.

DM31: 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.

Planning permission will be granted for development that:

- a) creates high quality distinctive places;*
- b) integrates a robust and long lasting landscape framework which is complementary to the existing landscape including its natural features and ecology;*
- c) creates new or enhances existing character areas; using streetscapes and buildings to create attractive and comfortable places to live, work and visit;*
- d) ensures that the layout and design of the built form, including any boundary treatment, creates high quality public realm;*
- e) provides a layout which integrates with and complements the site's townscape and landscape context and ensures that buildings sit comfortably within their surroundings;*
- f) integrates measures to address climate change in ways which contribute to the character and appearance of the scheme;*
- g) retains and protects existing trees of good arboricultural and amenity value;*
- h) makes provision, where appropriate, for public art as an integral part of the design;*
- i) ensures that the scale, massing and the height of buildings and structures relate well to the character and appearance of the site, the surrounding area, nearby buildings and to human scale;*
- j) is visually attractive as a result of good architecture and appropriate landscape design;*
- k) uses high quality materials which weather well and which relate well to the palette of materials in the locality;*
- l) contributes to the provision of a compatible mix of uses which work together to create vital and viable places;*
- m) integrates all service, utility, extraction systems and refuse installations so that they complement good townscape and preserve landscape features including trees;*
- n) responds to local character and history and, if viable and in the interests of the best use of land, retains and refurbishes existing buildings of good townscape value;*
- o) provides parking so that it complements high quality townscape and amenity;*
- p) provides a safe means of access to all units with fully integrated pedestrian, cycle and public transport links and/or routes; and,*
- q) creates a safe and secure environment.*

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.

A Design and Access Statement is required to be submitted with many 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. Applicants should also refer to the Trees and Development SPD, where relevant.

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Conserving and managing historic assets

Issues:

Exeter possesses a wealth of historic assets and it is their quality and character that helps make the city a desirable place to live, work and visit. The maintenance and careful management of these assets, whose creation usually involved the expenditure of finite natural resources, is crucial to achieving sustainable development, to attracting new commercial investment to the city and in the continuing development of Exeter as a centre for tourism.

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 over time or as single events. Scheduled Monuments, Areas of Archaeological Importance, Listed Buildings, Conservation Areas and Registered Historic Parks and Gardens are known as designated assets but there is also a category of undesignated 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 must be preserved and enhanced. The Council's Appraisals and Management Plans are intended to identify the special character of each area, along with elements that are worthy of retention or enhancement and those that detract from the character. Exeter's Conservation Areas need to be identified and designated to ensure their protection.

Listed Buildings contribute to the character, sense of identity, urban fabric and economy of Exeter. The Council will seek to preserve the architectural or historic interest of listed buildings, their settings and any special features of interest they possess, internally and/or externally.

The character and appearance of Parks and Gardens of Special Historic Interest and those sites that are of importance in the local context must be protected. These sites need to be identified and designated to ensure their protection.

Archaeological remains, as with all heritage assets, are finite resources. Exeter's historic core has been statutorily designated as an Area of Archaeological Importance (AAI), as it is known to have been intensively settled in Roman and Medieval times. Exeter also contains several nationally important archaeological sites which are designated as Scheduled Ancient Monuments. 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, and can on occasion possess regional or national importance. 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. Those undesignated 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 undesignated, and of whatever type, there is a need to reconcile the relative importance and particular significance of the asset with the need for development and the particular form a development should take. If assets are affected by development it is necessary to record them in lieu of their alteration and/or destruction.

How can we address these issues?

Sufficient information on the relative and particular significance of all heritage assets affected by a proposal must be submitted in support of applications, in order that properly informed decisions can be made. If sufficient information is not available it is open to the Council to refuse to register the application, or to refuse it.

The preferred policy approach seeks to identify the particular significance and condition of a heritage asset, and where possible to achieve its retention, appropriate re-use, and enhancement as part of a sustainable development, and where necessary to require appropriate recording of these assets prior to their irreversible alteration or destruction. Guidance is available from the council on the detailed considerations that must be followed when making planning applications affecting any of the heritage assets discussed above.

DM32: *Development should preserve or 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 providing it meets the following criteria, as they apply to the particular asset or area affected*

- a) *Development that affects a site, monument or structure of national importance, whether or not it is currently designated as a scheduled monument, must pay special regard to preserving its fabric, setting and its particular significance, and to making appropriate arrangements for its enhancement and display*
- b) *Development that affects a listed building or its setting, including changes of use, internal and external alterations and extensions, must have special regard to preserving or enhancing the building, its setting and any features of special architectural or historic interest or particular features of significance that it possesses*
- c) *Development within or affecting a conservation area, including new building, changes of use, alterations and extensions, must pay special attention to the desirability of making a positive contribution to the character or appearance of the conservation area*
- d) *Development within, adjacent to, or otherwise likely to affect the setting of, historic parks and gardens that are registered of national importance must protect those features considered to form an integral part of the character or appearance of the park or garden and must preserve the layout, design, character and appearance of the park or garden*
- e) *For development that affects undesignated heritage assets, including buried remains and those on the List of Locally Important Heritage Assets, the presumption will be that the particularly significant elements of these assets, including physical form and setting, will be retained and where possible enhanced.*
- f) *where it is not practicable or desirable to completely 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.

Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

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 and work 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 Valley Parks and Landscape Setting Areas

Issues:

The planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes²⁴. 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, but 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.

The Valley Parks also contribute significantly to the City's landscape setting. The Local Development Framework is supported by the Exeter Fringes Landscape Sensitivity and Capacity Study, which appraises open countryside within and around Exeter, including the Valley Parks. The appraisal demonstrates that much of the land around Exeter is of intrinsic landscape merit. Open land also performs a variety of other roles, including the separation of Exeter from Topsham, maintaining distinct identities, enabling informal recreation, and providing tranquil areas. It contains high quality agricultural land and land of nature conservation importance. Overall, this land

²⁴ NPPF, 2012 (paragraph 109)

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 need to be identified and designated so as to ensure their protection. A policy is needed to indicate what type of development may be appropriate within these designated areas.

How can we deal with these issues?

Based on the Exeter Fringes Landscape Sensitivity and Capacity Study, the Proposals Map will identify open land which 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 the Valley Parks and Landscape Setting Areas will be dependent upon establishing that harm would not be caused to the character, amenity or function of the area. The preferred policy approach seeks to ensure that only appropriate development is permitted within the Valley Parks and Landscape Setting Areas.

DM33: *Development within the Valley Parks and Landscape Setting Areas will only be permitted where:*

- (a) *there is no harm to the distinctive characteristics and special qualities topography and landscape setting of the City; and*
- (b) *it does not contribute towards the urbanisation of these areas; and*
- (c) *it does not contribute towards settlement coalescence, particularly between Exeter and Topsham; and*
- (d) *it consists of a 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.*

Other than the exclusion of the strategic allocations (at Newcourt, Monkerton and Hill Barton and south of Alphington) it is proposed that the Landscape Setting Areas and the Valley Parks would retain their existing boundaries. Map extracts showing the areas to be excluded from the Landscape Setting Area designation are attached (Maps 52 - 54). The Valley Parks and Landscape Setting Areas will be shown on the Proposals Map.

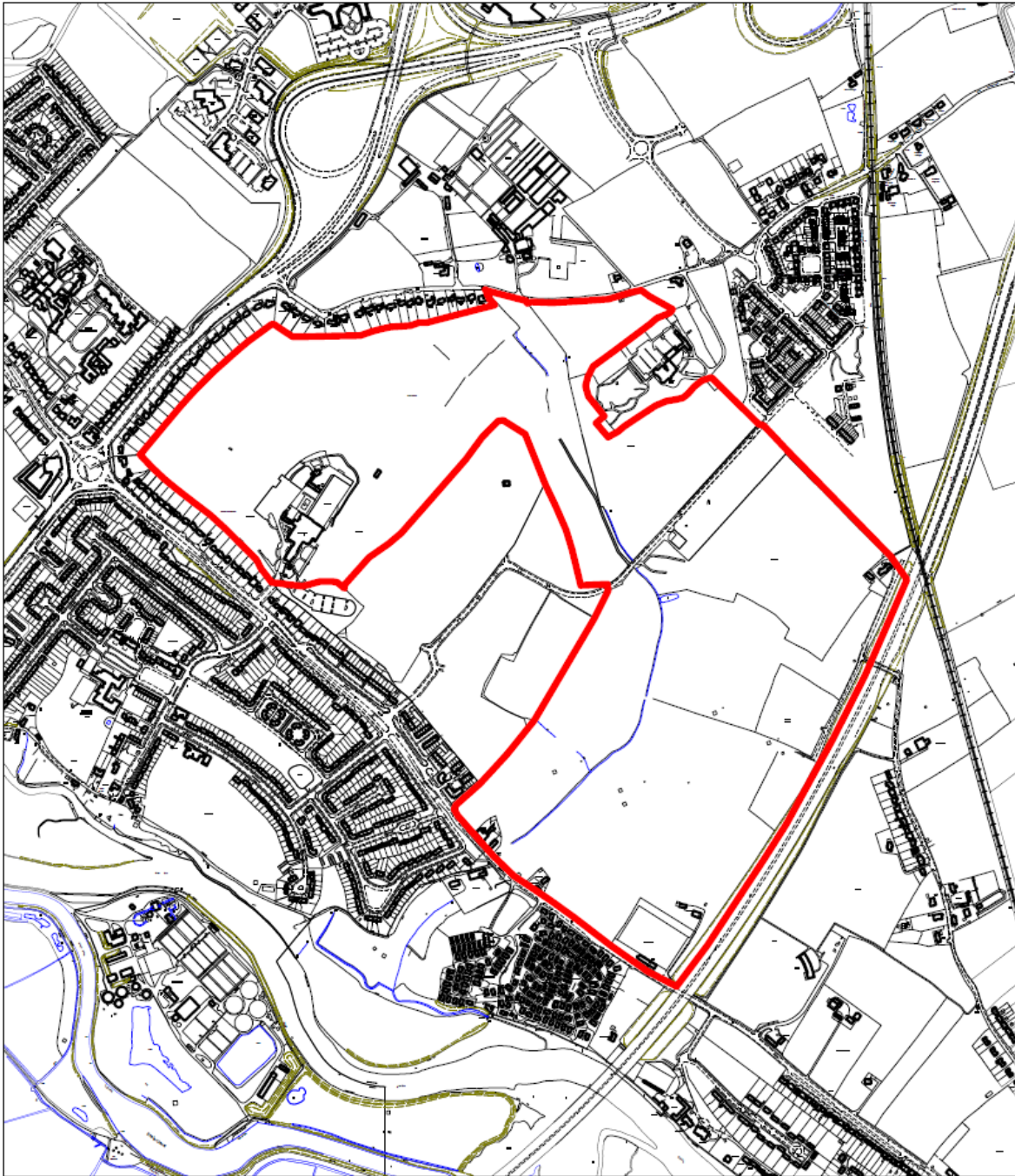
Your views:

Do you agree with the preferred approach?

If not, what approach would you suggest as an alternative and why?

Do you agree that the boundaries should be drawn as suggested?

If not, what alternative boundaries would you suggest and why? (Please provide details)



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Map 52

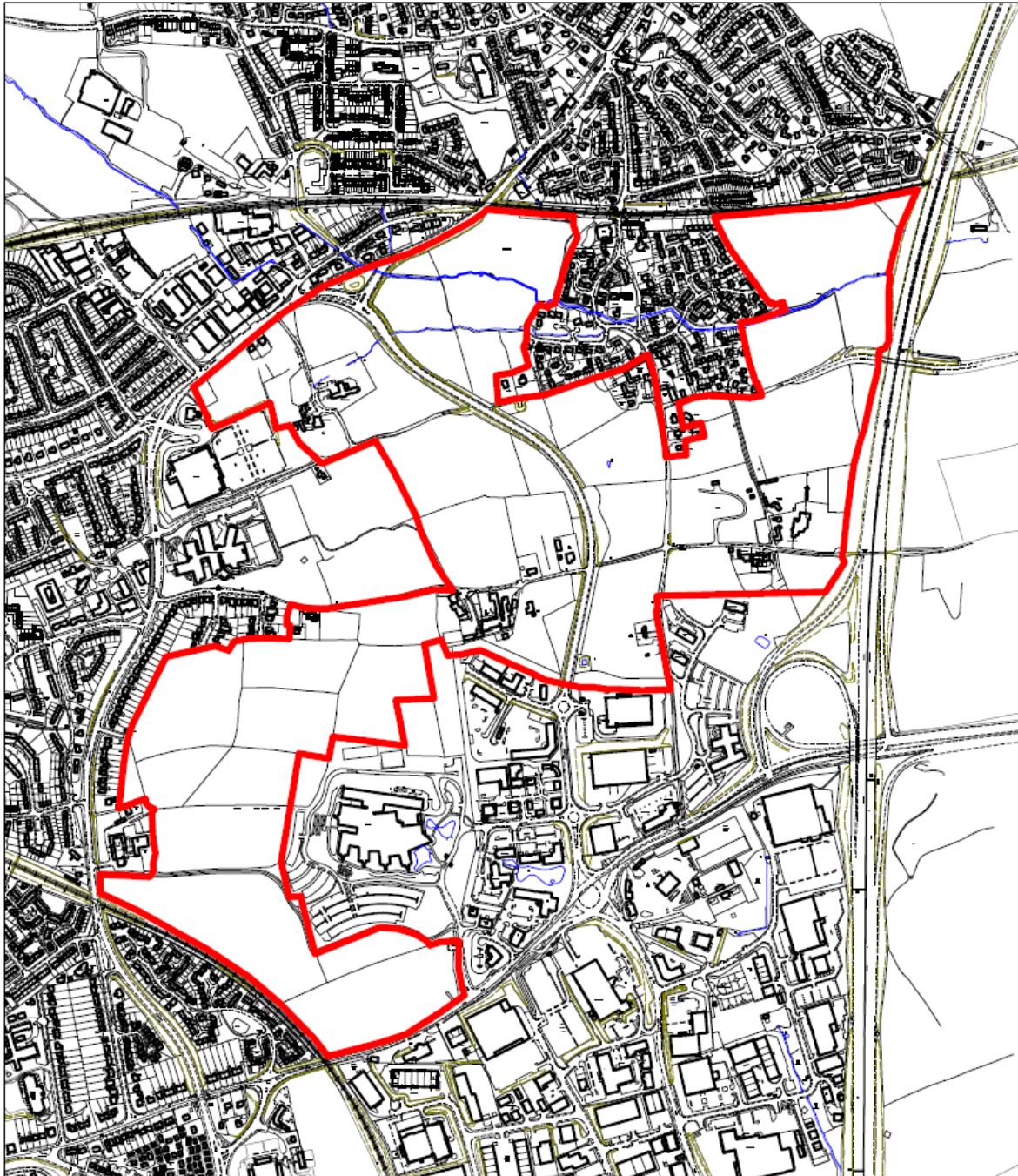
Policy DM33: Area to be excluded from Landscape Setting Area designation Newcourt Area

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Map 53

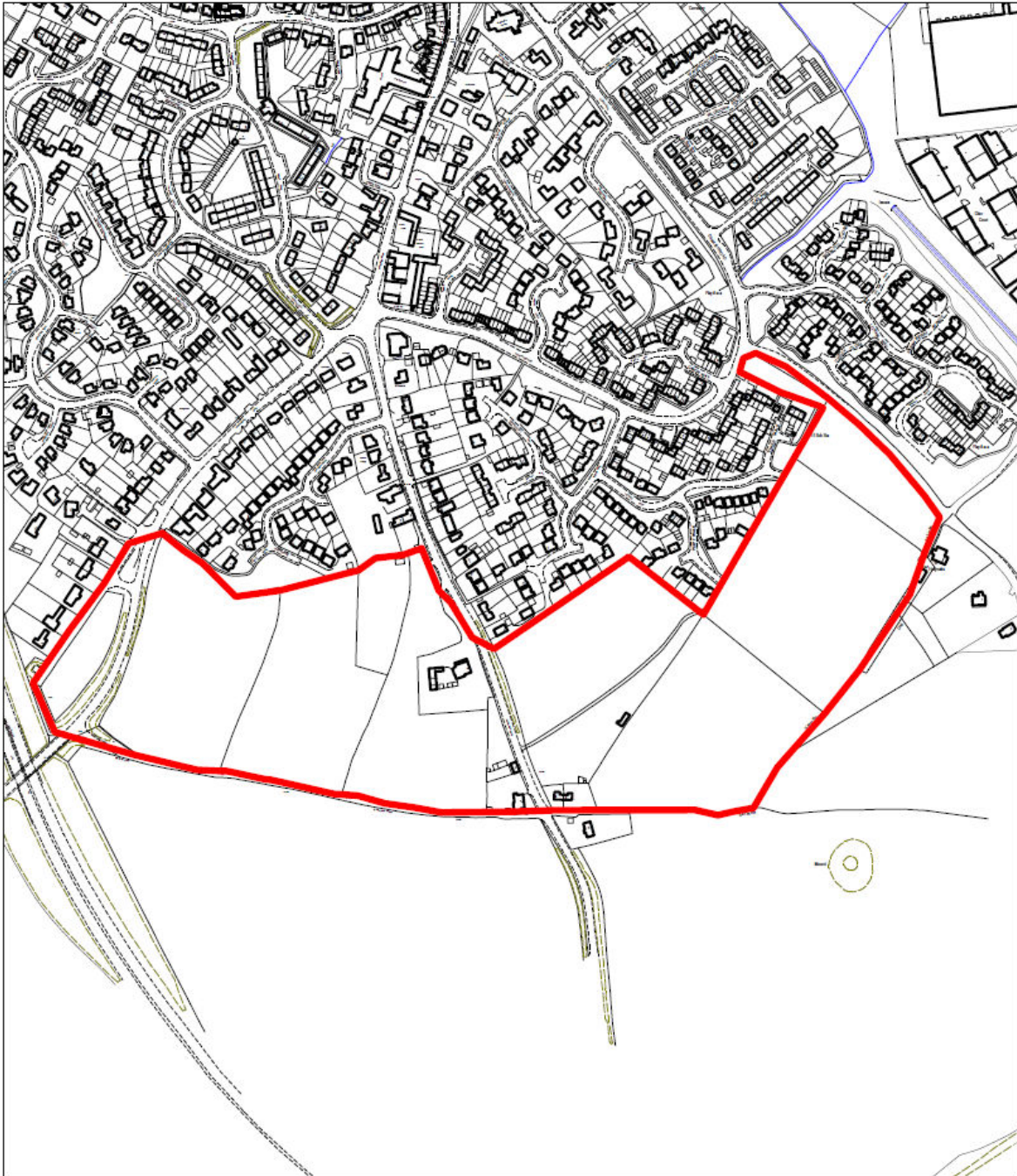
Policy DM33: Area to be excluded from Landscape Setting Area designation Monkerton and Hill Barton

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Map 54

Policy DM33: Area to be excluded from Landscape Setting Area designation South of Alphington

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Enhancement of Valley Parks and Landscape Setting Areas

Issues:

A Green Infrastructure Study and 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 assets within Exeter and surrounding area. The GI Strategy provides guidance on specific projects intended to enhance the Valley Parks and Landscape Setting Areas as well as providing detailed guidance on frameworks for the strategic growth areas, which are reflected in the Masterplans.

It is important that development comes forward in accordance with the detail of the Green Infrastructure Study.

How can we deal with these issues?

The preferred text for the Policy seeks to ensure that schemes and proposals that are in accordance with the GI Study are encouraged and pursued positively²⁵:

DM34: Schemes or proposals that enhance the Valley Parks and Landscape Setting Areas in accordance with the Green Infrastructure Study, including the strategic Exe Riverside Valley Park project, will be secured through partnership working, direct implementation and the application of policy CP18 of the Core Strategy.

Your views:

Do you agree with the preferred approach?

If not, what alternative approach would you suggest, and why?

Protection and Enhancement of Biodiversity and Geodiversity

Issues:

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.

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

Policy CP16 of the Core Strategy protects areas of particular biodiversity and geodiversity importance. These areas need to be identified and designated so as to ensure their protection.

How can we deal with these issues?

The preferred policy approach suggests criteria that need to be met in order to minimise impacts on biodiversity and geodiversity and provide net gains in biodiversity were possible in accordance with the NPPF (paragraph 109).

²⁵ Details of schemes and proposals, 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>

DM35: *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.*

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 on 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) restore, conserve and enhance wildlife habitats, corridors and any other features of ecological interest including those related to protected species;*
- (c) ensure that disturbance to wildlife is kept to a minimum during construction;*
- (d) wherever possible result in an improvement to the biodiversity value of the site, incorporating biodiversity features into buildings and landscape; and,*
- (e) where necessary provide mitigation to ensure a net biodiversity gain for the Exeter area.*

The Ramsar site, the Special Protection Area, the Special Area of Conservation, SSSI's, and Regionally Important Geographical/Geomorphological Sites all retain their existing boundaries (as shown in the Exeter Local Plan First Review). Map extracts showing the proposed boundaries of the County Wildlife Sites and the Biodiversity Enhancement Areas are attached (Maps 55 - 61). All these designations will be shown on the Proposals Map to be submitted with this Development Plan Document.

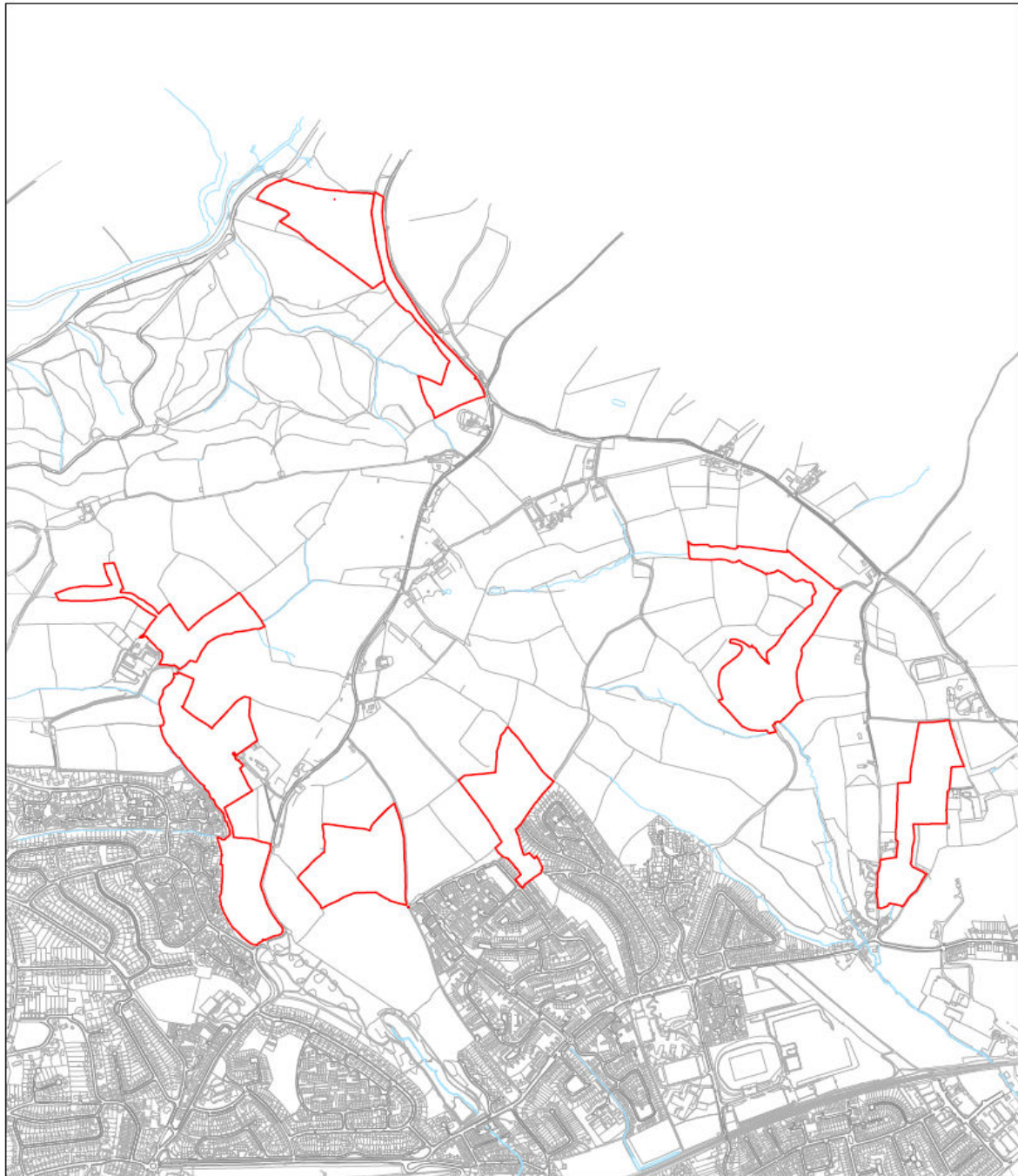
Your views:

Do you agree with the preferred Approach?

If not, what approach would you suggest as an alternative and why?

Do you agree that the boundaries should be drawn as suggested?

If not, what alternative boundary would you suggest and why? (Please provide details)



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Map 55

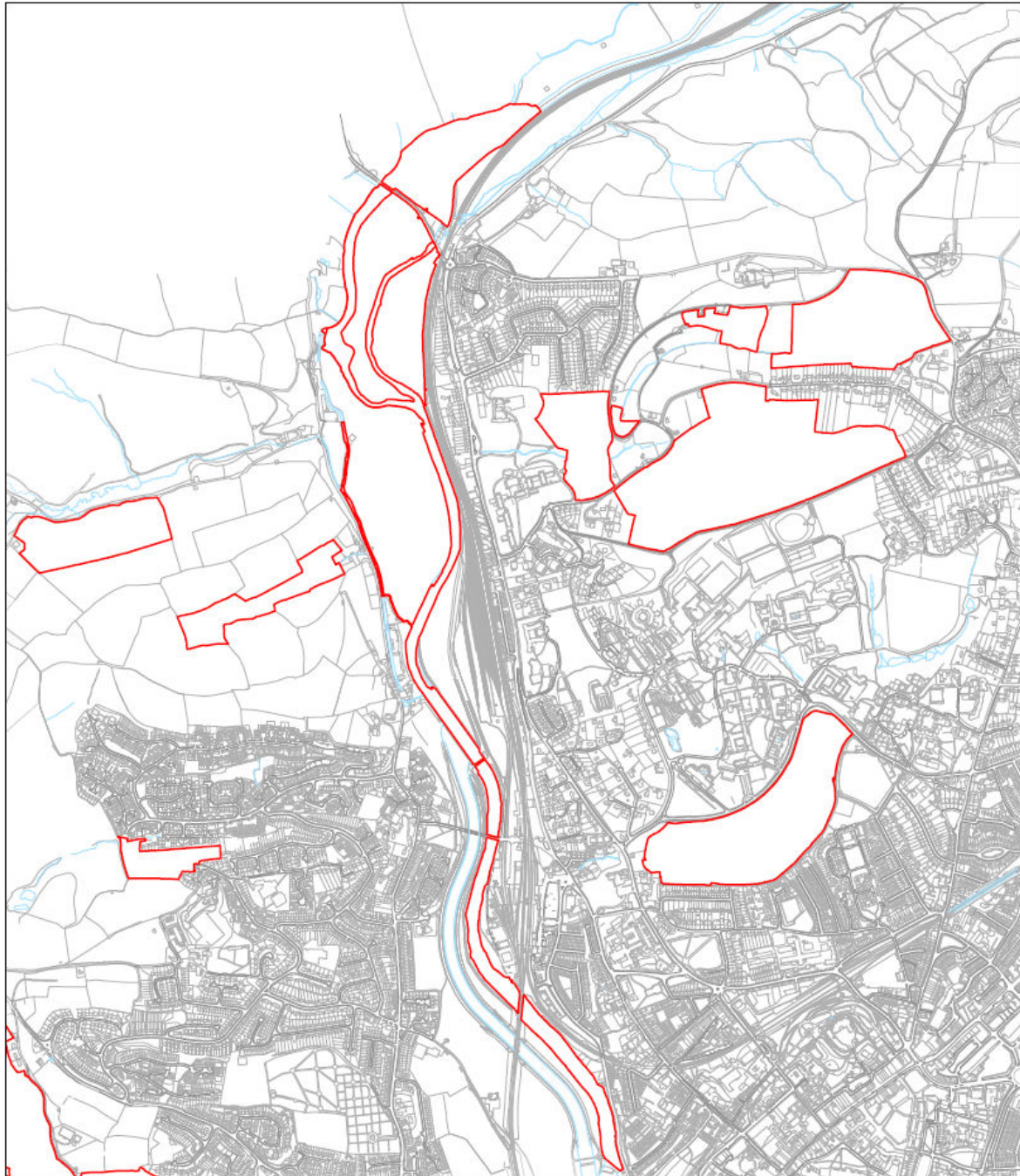
Policy DM35: Country wildlife sites North East of the City

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Map 56

Policy DM35: Country wildlife sites North West of the City

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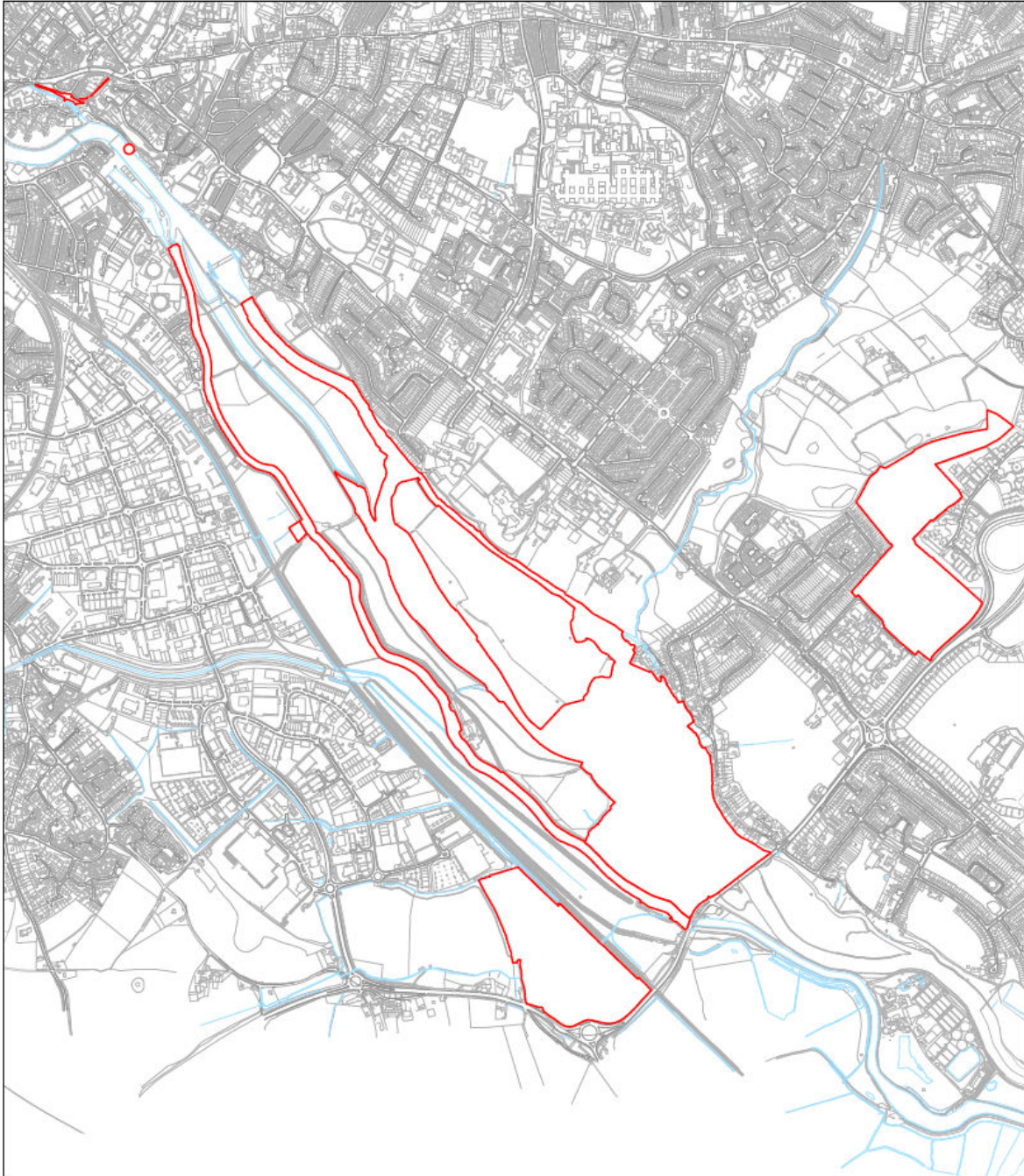
Map 57

Policy DM35: Country wildlife sites West of the City

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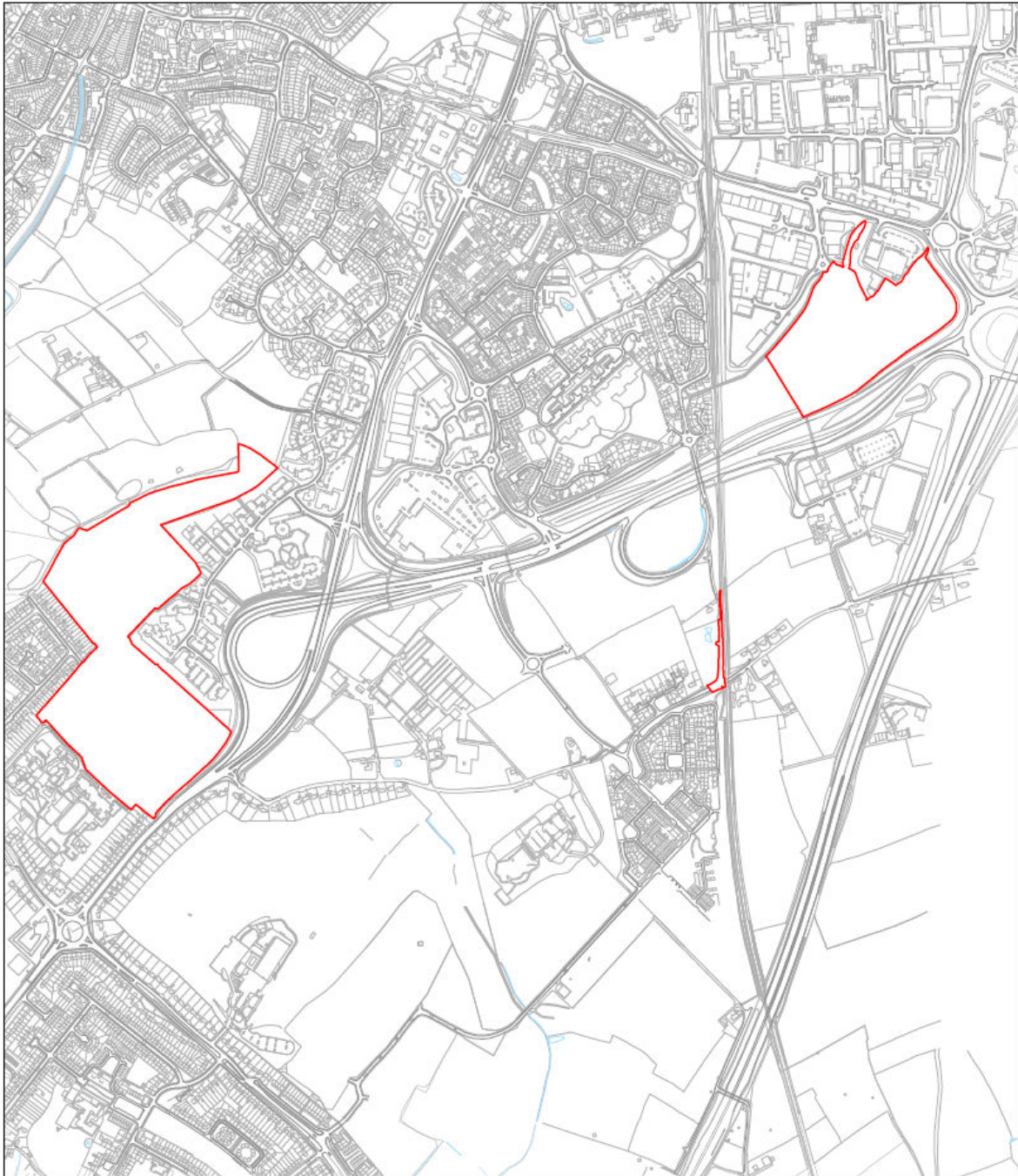
Map 58

Policy DM35: Country wildlife sites South of the City

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Map 59

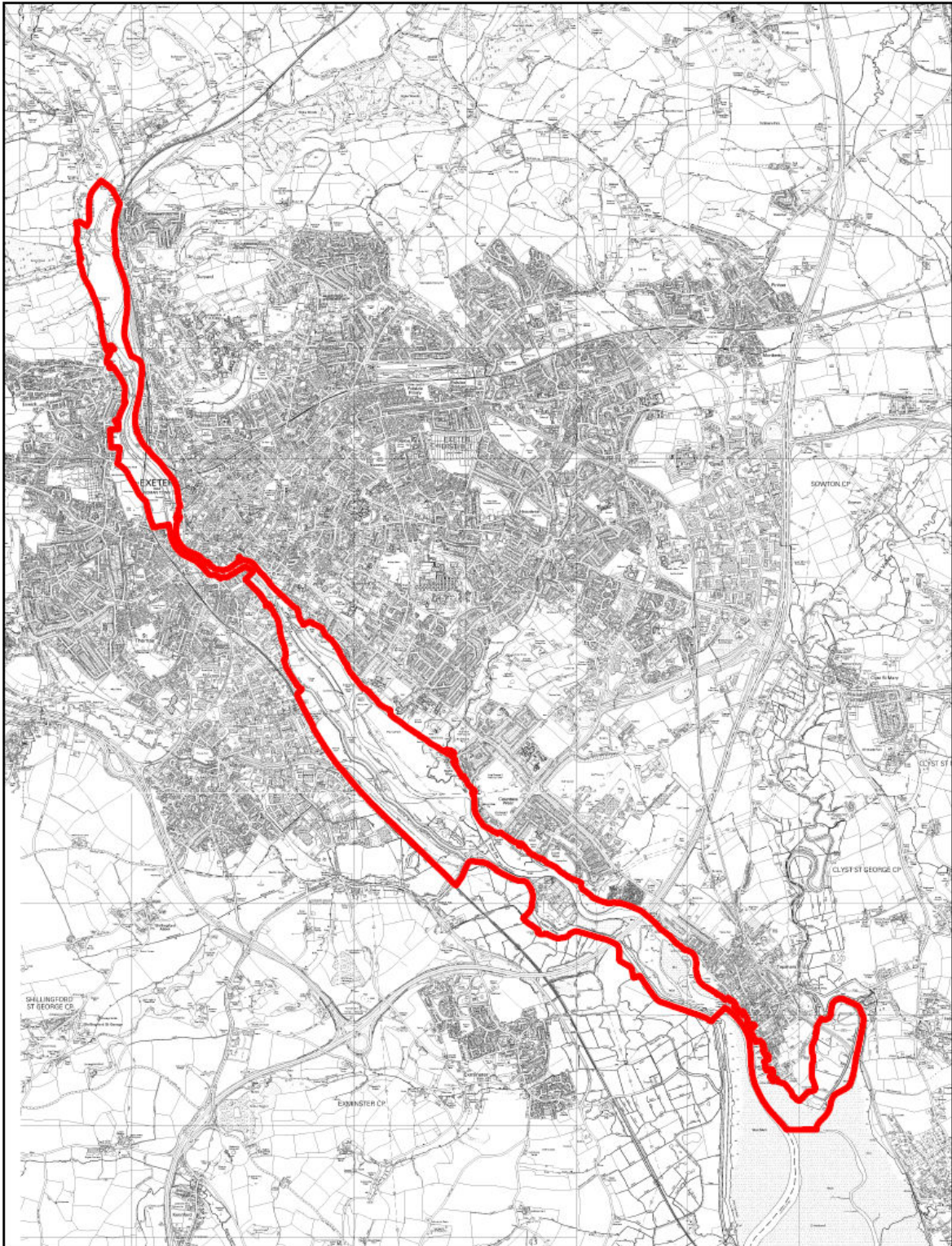
Policy DM35: Country wildlife sites East of the City

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

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Map 60

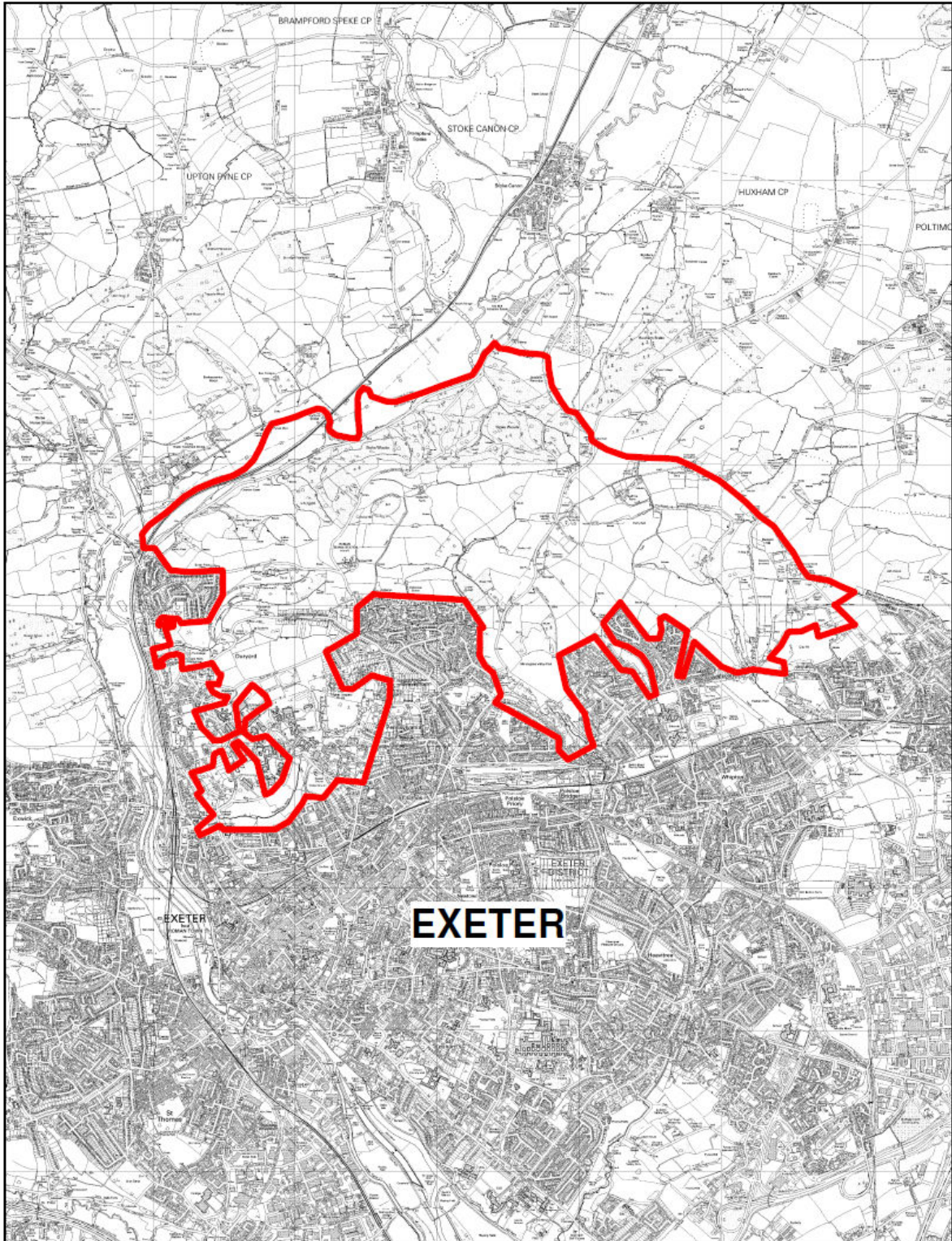
Policy DM35: Biodiversity Enhancement Areas-Exe Riverside

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Map 61

Policy DM35: Biodiversity Enhancement Areas-Hills to the North

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Exeter City Council

Local Energy Networks

Issues:

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.

Energy networks become established in areas of existing or new development where there is sufficient energy demand and / or an available local low carbon energy supply. The requirement for new development to reduce carbon emissions means that it can lead to the installation of local energy networks. This is especially the case where there is more than one new development occurring at a similar time in the same part of the City or where the development is in the locality of a sizeable existing energy demand or supply. Equally, an otherwise isolated new development may lie on the route of an energy network connecting more distant energy supply and demand. As it is not possible to foresee where this situation will arise the policy cannot be rigid but needs to be able to include flexibility to identify and encourage new energy network opportunities.

To add clarity the current local energy network opportunities should, where possible, be identified.

How can we deal with these issues?

The preferred policy approach identifies those areas where existing evidence suggests local low carbon energy networks will be feasible and viable, but also suggests that future changes to regulation and the energy market, and new development or redevelopment proposals in the City are likely to identify other localities where such networks are feasible:

DM36 *Local energy networks are proposed at the following areas:*

- a) *Monkerton and Hill Barton;*
- b) *City Centre and Heavitree Road;*
- c) *Matford and the south of Alphington; and,*
- d) *In other locations where it is subsequently shown that Local Energy Networks are feasible and viable.*

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, shall be constructed to have heating (water and space) systems compatible with the local energy network and to include pipework up to the appropriate site boundary that will allow connection to the network when it becomes available.

Where a low carbon energy network has been established all new development (either new build or conversion) with a floorspace of at least 1,000 square metres and within 500 metres of the network or comprising ten or more dwellings within distances of the network that increase in proportion to the size of the development, as specified in the table below, shall also be constructed in accordance with the foregoing requirements to allow connection to the network.

Year	Ratio of development size (number of dwellings) to distance from the low carbon energy network (metres)
2013	1:5
2016	1:10

The Council will expect development to comply with these requirements to bring forward local low carbon energy networks unless it can be demonstrated by the applicant, having regard to the type of development involved and its design, that it is not feasible or viable in accordance with the NPPF (Paragraph 96).

Map extracts showing the focus of the three local energy networks currently proposed are attached (Map 62 - 64). These areas will be shown on the Proposals Map, to be submitted with this Development Plan Document.

Your views:

Do you agree with the preferred approach?

If not, what alternative approach would you suggest, and why?



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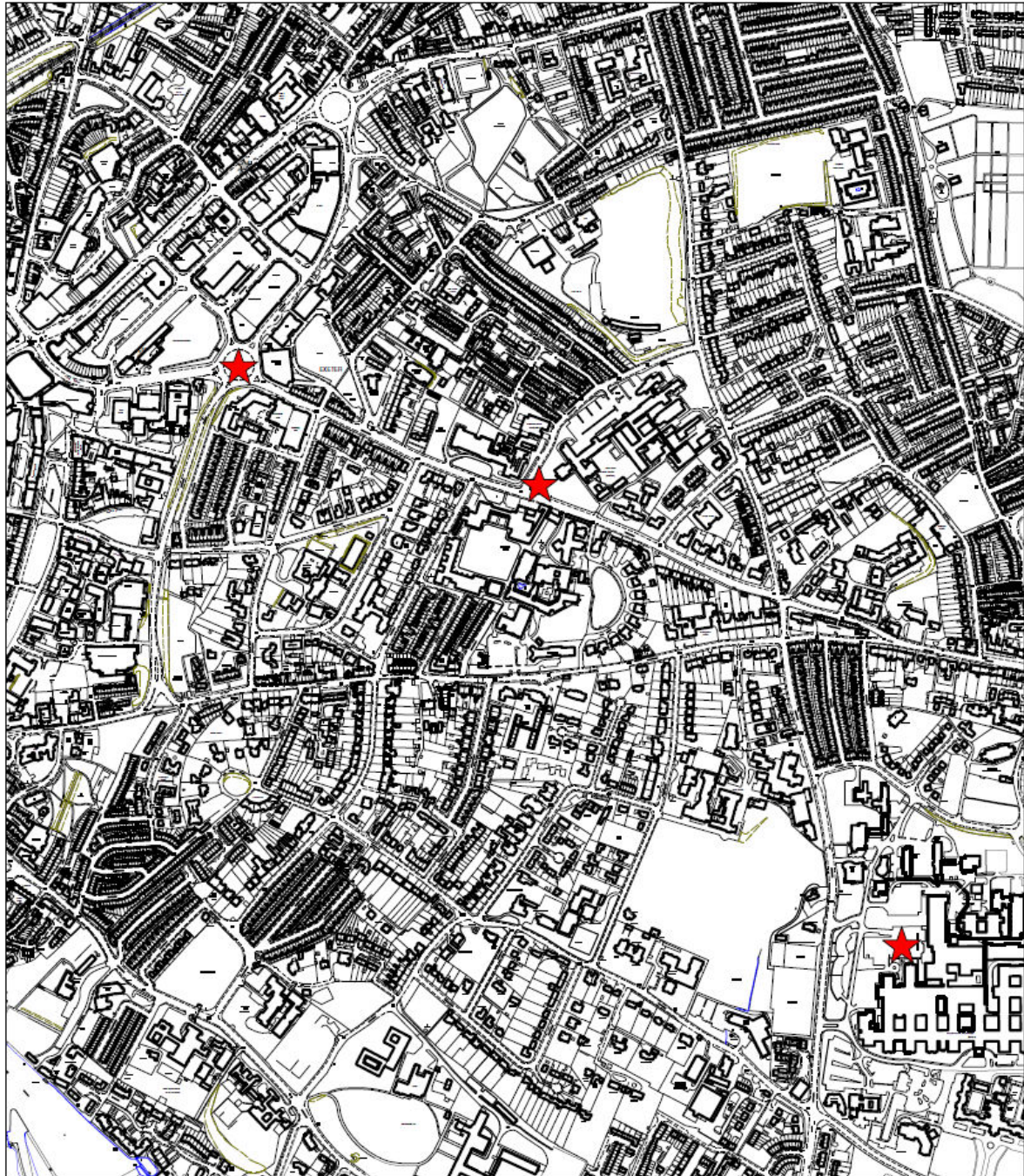
Map 62

Policy DM36: Local energy networks Monkerton and Hill Barton

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Map 63

Policy DM36: Local energy networks City Centre and Heavitree Road

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Map 64

Policy DM36: Local energy networks Marsh Barton and the South Exeter Urban Extension

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Exeter City Council

Sustainable Construction and Cutting CO2 Emissions

Issues:

Policy CP14 of the Core Strategy requires new development (either new build or conversion) with a floorspace of at least 1,000 square metres, or comprising ten or more dwellings to use decentralised and renewable or low carbon energy sources to cut predicted CO2 emissions by the equivalent of at least 10% over and above those required to meet the then current building regulations. Policy CP15 requires developers to demonstrate how sustainable design and construction methods will be incorporated. This policy also requires residential development to achieve code for sustainable homes level 3 (rising to 4 in 2013 and 5 in 2016) and non-domestic development to meet BREEAM 'Very Good' standards (increasing to 'Excellent' standards in 2013). These policies are part of a proactive strategy to mitigate climate change in accordance with the NPPF (paragraph 94).

It is important that we ensure all development meets these policy requirements and contributes to Exeter's transition to a low carbon economy.

How can we deal with these issues?

The preferred policy approach seeks to ensure new development complies with Policy CP14 and CP15 of the Core Strategy and identifies a mechanism (the Community Energy Fund) for receiving and using funds in local carbon reduction.

DM37: All development proposals should be accompanied by a completed sustainability checklist to demonstrate how sustainable design and construction methods have been incorporated. All development proposals with a floorspace of at least 1,000 sq metres, or comprising ten or more dwellings, will be accompanied by a Sustainable Development Statement to demonstrate that the requirements of Policies CP14 and CP15, are met. Where it is not viable or feasible for the development to use decentralised, renewable or low carbon energy sources to make the CO2 reductions required by policy CP14, or where the CO2 levels required by CP15 cannot be met on site, the Sustainable Development Statement shall also quantify the equivalent sum that is to be contributed to the Community Energy Fund.

The 'Sustainable Development Statement' should show how the siting, layout and design responds to the sustainability checklist, describe the use of decentralised, renewable or low carbon energy sources by the development, demonstrate how the proposal intends to meet the required code level, include information on the CO2 emissions rate, and where appropriate quantify the sum that is to be contributed to the Community Energy Fund. Additional guidance will be set out in the proposed Decentralised Energy and Sustainable Construction SPD.

Your views:

Do you agree with the preferred approach?

If not, what alternative approach would you suggest, and why?

Flood Risk and Water Resources

Issues:

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

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.

Early consideration should be given to the potential to use SUDs, to identify when/where the use of such technologies is feasible and also to identify which type of SUDs is most appropriate to local site conditions.

Water resources are likely to become increasingly scarce and it is therefore important to consider the provision of water infrastructure and the efficient use of water within the development.

How can we deal with these issues?

The preferred policy approach 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).

DM38: 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.

All development proposals shall incorporate measures for the conservation and sustainable use of water.

Developers will be encouraged to enter into early discussions with the Council, Devon County Council (as Lead Local Flood Authority) and the Environment Agency.

Your views:

Do you agree with the preferred approach?

If not, what alternative approach would you suggest, and why?

Pollution and Contaminated Land

Issues:

Development has the potential to result in pollution to air, water or land, and development can be adversely affected by existing pollution.

New development must ensure that any increase in sewage effluent discharge does not have an adverse impact upon water quality.

Light and noise pollution arising from new development can individually and cumulatively have a damaging impact upon people's living environments and wildlife.

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.

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 from new

development arising in the first place. In this way unacceptable risks from pollution can be prevented in accordance with the NPPF (paragraph 120).
How can we deal with these issues?

The preferred policy approach sets out the criteria against which potentially polluting developments will be considered.

DM39: *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. All applications for development must contain sufficient information to enable the Council to make a full assessment of potential 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;*
 - *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 developments..

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 an issue. Developers need to demonstrate prior to determination that it is technically and economically viable to resolve any issues and the resulting development will have a satisfactory standard of amenity and no unacceptable risks to human health or the environment will remain. 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.

Your views:

Do you agree with the preferred approach?

If not, what alternative approach would you suggest, and why?