

Authority Monitoring Report



2021/22 Monitoring Report

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* Front cover photo acknowledgement: Solar Farm - Tim Petridge

1 Introduction

1.1 The Authority Monitoring Report

- 1.1.1 The Localism Act (2011) requires Local Planning Authorities to prepare and publish an Authority Monitoring Report. The role of this report is to set out progress on the timetable specified in the Local Development Scheme and to show how the implementation of the policies contained within Exeter's Development Plan is progressing. It also reports on nationally prescribed matters including housing provision, whether any Neighbourhood Plans have been adopted, actions relating to the Duty to Cooperate, and Community Infrastructure Levy (CIL) receipts.
- 1.1.2 This Authority Monitoring Report covers the period 1 April 2021 to 31 March 2022.

2 Exeter Planning Framework

2.1 The Development Plan

2.1.1 In Exeter, the Development Plan currently includes the following documents:

- **Exeter Core Strategy**¹ - this sets out policies and allocations to guide future development in Exeter. It provides the broad strategy for the development of the city up to 2026.
- **Exeter Local Plan First Review (saved policies)**² – provides more detailed land use policies vital to making decisions on planning applications. The Secretary of State has confirmed that the majority of the Local Plan First Review policies will be saved until they are replaced by new policies in the emerging Local Development Framework (to be provided by the Exeter Plan).
- **Devon Minerals Plan and Devon Waste Plan**³ - these are produced by Devon County Council. The Minerals Plan sets out how and where minerals should be worked in Devon. The Waste Plan is the planning policy framework for the facilities that are needed to manage Devon's waste.
- **St James Neighbourhood Plan**⁴ - this sets out policies to be used in making planning decisions within the ward of St James.

2.1.2 The Council has also produced the following adopted **Supplementary Planning Documents**⁵ (SPDs) which add to or expand upon policies in the Core Strategy or the Local Plan First Review:

- Affordable Housing
- Householder's Guide to Extension Design
- Houses in Multiple Occupation (including C4 uses)
- Planning Obligations
- Public Open Space
- Residential Design Guide
- South West Exeter Development Brief
- Sustainable Transport
- Trees in Relation to Development
- University of Exeter Streatham Campus Masterplan Framework
- Canal Basin Masterplan

2.1.3 These masterplans have also been produced:

¹ [Local Plan - Core Strategy Development Plan Document - Exeter City Council](#)

² [Local Plan - Local Plan First Review 1995-2011 - Exeter City Council](#)

³ [Minerals and waste policy - Planning \(devon.gov.uk\)](#)

⁴ [Neighbourhood Planning - St James Neighbourhood Plan - Exeter City Council](#)

⁵ [Supplementary planning documents and Planning Statements - Exeter City Council](#)

- Monkerton and Hill Barton Masterplan
- Newcourt Masterplan
- Riverside and Ludwell Valley Parks Masterplan

2.2 Local Development Order (LDO)

- 2.2.1 LDOs provide permitted development rights for specified types of development in defined locations.
- 2.2.2 Exeter has one Local Development Order which is for Local Energy Networks⁶. This grants permitted development rights, which are in addition to permitted development rights granted nationally, to District Heating and other local energy transmission and distribution networks, including pipes, wires, heat exchange equipment, enclosures, information signage, and ancillary engineering works.

⁶ Local Development Order: [Planning Register Part 3 - Exeter City Council](#)

3 Progress against the Local Development Scheme

3.1 Local Development Scheme 2021/22

3.1.1 The Local Development Scheme⁷ (LDS) sets out the planning policy that is to be prepared by Exeter City Council and the timetable for its preparation. Progress against the LDS that relates to the 2021/22 reporting period is set out in this section.

3.1.2 The 2021 Local Development Scheme (LDS) was produced in June 2021. It sets out the preparation timetable for the new local plan for Exeter, The Exeter Plan. The timetable is below

- Issues consultation: September 2021. **Achieved.**
- Draft plan consultation: September 2022. **Achieved.**
- Publication: February 2023
- Submission to Planning Inspectorate: June 2023
- Examination hearings: October 2023
- Adoption: June 2024

3.1.3 **The Exeter Plan:** The Exeter Plan was launched in autumn 2021. The Issues consultation document marked the first stage in the plan making process for the new Exeter Plan and met Regulation 18⁸ of the plan making regulations. The document⁹ set out a draft vision, a set of evidence-based initial issues, ideas which could shape the future pattern of development in the city, and a series of questions inviting comment on the content of the document. The Issues consultation document was available for public comment between 20 September and 15 November 2021. There were 215 responses to the Issues consultation, 161 from individuals and 54 from organisations. A report summarising the comments received to the Issues document consultation was approved and published in February 2022¹⁰.

3.1.4 The comments from the Issues consultation were used in the preparation of the Outline Draft Exeter Plan¹¹ (the first version of the Local Plan) for consultation between September and December 2022. Throughout the 2021/22 reporting period, evidence and draft policies and site assessments were prepared for the Outline Draft Plan.

⁷ Local Development Scheme: [Local Development Scheme - Exeter City Council](#)

⁸ [The Town and Country Planning \(Local Planning\) \(England\) Regulations 2012 \(legislation.gov.uk\)](#)

⁹ [New Exeter Local Plan Issues consultation document](#)

¹⁰ [New Exeter Local Plan - Issues Consultation \(Closed\) - Issues consultation responses - Exeter City Council](#)

¹¹ [Have Your Say Today - Exeter Plan - Commonplace](#)

- 3.1.5 **Exeter Vision 2040:** Exeter has an ambitious vision for the next 20 years the City Council adopted this vision in 2019 following engagement with our key partners and stakeholders. The vision can be summarised as:

'By the time they are an adult, a child born in Exeter today will live in a city that is inclusive, healthy and sustainable - a city where the opportunities and benefits of prosperity are shared and all citizens are able to participate fully in the city's economic, social, cultural and civic life.'

- 3.1.6 The emerging Exeter Plan includes this vision to ensure it is enshrined in new city planning policy.

- 3.1.7 **Liveable Exeter:** In 2019 the City Council launched Liveable Exeter. Liveable Exeter will help deliver the Exeter Vision 2040¹² and the Exeter Plan. It is a bold initiative to build at least 12,000 new homes in the city by 2040. It aims to transform previously developed land, strengthen existing communities and create new neighbourhoods. A series of Liveable Exeter principles will guide the largest developments to ensure they are of the highest quality. The eight Liveable Exeter sites and the Liveable Exeter principles were included in the outline draft Exeter Plan for consultation.

- 3.1.8 **Supplementary Planning Documents (SPDs):** The Council already has a series of SPDs (listed in section 2.1.2) covering topics such as affordable housing, planning obligations, public open space and various areas in the city. The list of SPDs will gradually need to be reviewed in the context of the new policies which emerge in the new Exeter Plan and to reflect changes in national planning policy which may result from the Levelling Up and Regeneration Bill and updates to the National Planning Policy Framework and the Planning Practice Guidance. Given these current uncertainties, the LDS does not include a specific series of SPDs which will be produced.

¹² [Vision 2040 \(liveableexeter.co.uk\)](https://liveableexeter.co.uk)

4 Policy Implementation

4.1 Policies Implemented

- 4.1.1 All policies contained within the Core Strategy and Local Plan First Review, are implemented, except for the requirements of Core Strategy Policy CP14 on renewable and low carbon energy.
- 4.1.2 Towards the end of the 2012/13, due to the delay in introducing anticipated amendments to the Building Regulations, the requirements of the sustainable construction policy (Policy CP15 of the Core Strategy) became more onerous than those of the renewable and low carbon energy policy (Policy CP14 of the Core Strategy). Hence there was no need to seek specific compliance with Policy CP14 or attach conditions to this effect. This has remained the case in all subsequent years. 'The Future Buildings Standard' was published in the December 2021. This sets out the Government's response to previous consultations and sets out the timetable for the introduction of the new Building Regulations standards (in June 2022 and 2025). This makes clear that operational energy for buildings will be addressed through Building Regulations.

4.2 Policy Revisions

- 4.2.1 Core Strategy policy CP7 on affordable housing provision has been re-interpreted in order to comply with the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) requirements. These documents set out that affordable housing should only be sought on major developments of 10 or more residential units (the policy wording as originally drafted sought affordable housing on proposals of 3 units or more). This revision was relevant to decision making during the 2021/22 reporting period.
- 4.2.2 In 2021, a national planning policy update on affordable housing was made introducing First Homes, a new type of affordable housing. The City Council's First Homes Planning Policy Statement¹³, published during the 2021/22 reporting period further reinterprets Core Strategy Policy CP7 on affordable housing to take account of First Homes.
- 4.2.3 No First Homes were delivered in the 2021/22 reporting period.

¹³ [Supplementary Planning Documents and Planning Statements - First Homes Planning Policy Statement - Exeter City Council](#)

5 Policy Monitoring

5.1 Housing Delivery

5.1.1 **Annual housing figure:** The Core Strategy housing target of at least 12,000 dwellings between 2006 and 2026 has been superseded by the Government’s standard method housing figure. The standard method uses a formula to assess housing need and identify the minimum number of homes expected to be planned for. It sets out a minimum annual housing need figure.

5.1.2 Exeter’s standard method housing figure is currently 650 homes per annum.

5.1.3 **Housing completions:** The following numbers of homes were completed in Exeter in the reporting year April 2021 to March 2022:

- 585 net additional homes (not including Purpose Built Student Accommodation).
- 895 net additional Purpose Built Student Accommodation bed spaces.

5.1.4 Previous annual housing completions (excluding Purpose Built Student Accommodation) are outlined in Table 1.

Reporting Year	Number of Dwellings Completed
2006 / 2007	891
2007 / 2008	491
2008 / 2009	236
2009 / 2010	270
2010 / 2011	432
2011 / 2012	555
2012 / 2013	87
2013 / 2014	382
2014 / 2015	483
2015 / 2016	618
2016 / 2017	508
2017 / 2018	473
2018 / 2019	621
2019 / 2020	553
2020 / 2021	348
2021 / 2022	585

Table 1: Annual number of homes delivered

5.1.5 **Housing Delivery Test:** This is an annual measurement of housing delivery covering a three year period and has a nationally set method for calculation (including Purpose Built Student Accommodation). For the three years 2018/19 to 2020/21, Exeter had a total housing requirement of 1,636, calculated by the Government via standard housing method plus adjustment. A total of 2,536 homes were delivered over this same period. On this basis, Exeter City Council passed the 2021 Housing Delivery Test with a result of 155%.

5.1.6 **Five year housing supply calculation:** The latest Five Year Land Supply Statement¹⁴ prepared during the reporting period and published by Exeter City Council concluded that, at April 2022, the Council was able to demonstrate a housing land supply equating to 4 years and 10 months. Subsequent to this statement, an Appeal decision has determined that Exeter has a housing supply of 4 years.

5.2 Affordable Housing

5.2.1 The following numbers of affordable homes were completed in Exeter in the reporting year April 2021 to March 2022.

- 111 affordable homes (gross figure as it does not take account of right to buy deductions).
- This equates to 18.97% of the 595 dwellings completed in 2021/22.

5.2.2 Previous annual affordable housing completions are outlined in Table 2.

¹⁴ Five Year Housing Land Supply Statement August 2022 [Report of Surveys \(exeter.gov.uk\)](https://www.exeter.gov.uk/reports-and-statistics/2022-08-24-report-of-surveys)

Reporting Year	Number of Affordable Dwellings Completed	% Affordable Housing of Total Delivery
2006 / 2007	247	27.72
2007 / 2008	97	19.76
2008 / 2009	126	53.39
2009 / 2010	206	76.30
2010 / 2011	142	32.87
2011 / 2012	170	30.63
2012 / 2013	26	29.89
2013 / 2014	100	26.18
2014 / 2015	75	15.53
2015 / 2016	130	21.04
2016 / 2017	83	16.34
2017 / 2018	97	20.51
2018 / 2019	160	25.76
2019 / 2020	81	14.65
2020 / 2021	40	11.49
2021 / 2022	111	18.97

Table 2: Annual number of affordable homes delivered (gross: does not take account of right to buy deductions)

5.3 Specialist Housing With Care

5.3.1 During 2021/22, 110 net additional bed spaces providing housing with care were delivered:

- Cumberland Grange Care Home on Cumberland Way – 37 bed spaces in a new care home.
- Edwards Court, Millbrook Lane off Topsham Road – 53 bed spaces in a new Passivhaus extra care development.

5.4 Student Accommodation

5.4.1 The adopted Core Strategy identifies that the provision of Purpose Built Student Accommodation (PBSA) aims to meet the housing need of 75% or more of additional student numbers (against a 2006 baseline). This aim was endorsed by a report prepared for the City Council in 2018 by Professor Darren Smith of Loughborough University, entitled The Options and Implications for Accommodating the Future Growth of Students in Exeter.

5.4.2 At 1 April 2022:

- 64% of additional students since 2006 in need of accommodation were housed in PBSA.

- 895 net additional PBSA bed spaces were provided in 2021/22.

5.5 Co-living Accommodation

- 5.5.1 Co-living accommodation is described as a sui generis use and special form of housing aimed primarily at younger adults who wish to live in a well-managed, communal environment and who might otherwise live in Houses of Multiple Occupation (HMOs).
- 5.5.2 No co-living accommodation schemes were completed in 2021/22. The following were granted consent during 2021/22:
- Former Ambulance Station, Gladstone Road – Planning reference: 19/1417/03. 133 studio flats under construction.
 - The Harlequin Centre, Paul Street – Planning reference: 21/1104/03. 271 studio flats and 107 bed spaces in cluster flats.

5.6 Community Facilities

- 5.6.1 The availability and provision of community facilities are integral to supporting the well-being of local people and communities. The City Council aims to support the provision of such services. The following schemes that seek to provide community facilities have progressed during the 2021/22 reporting period. This list is not exhaustive.
- **Exwick Community Centre:** Major refurbishment of Exwick Community Centre is underway. This is being funded by a Strategic Fund grant from Exeter City Council.
 - **Park Life Heavitree Café and Hub:** The new café and community hub facility in Heavitree Pleasure Ground opened October 2021.
 - **Pinces Garden gatehouse:** Renovation and refurbishment of this historic gatehouse was completed in January 2022. The Birdhouse café opened in the gatehouse later in 2022.
 - **Pinhoe Community Hub:** Planning permission granted in 2020 for a new community building to include a library, café and changing facilities. Fundraising for the centre continued throughout 2021/22.
 - **St Sidwell's Point:** This new leisure centre opened in April 2022. It is the first leisure centre in the UK to be built to ultra-energy efficient Passivhaus standard. St Sidwell's Point is part of the Council funded redevelopment of the bus station site.
 - **Sidwell Studios:** In 2021/22 progress was made in developing 26 self-contained studio flats on Sidwell Street for those leaving supported accommodation. This is a joint venture between the YMCA, Homes England and Exeter City Council to provide affordable one-bed accommodation and support where needed. The studios are now open.

5.7 Employment

5.7.1 Exeter's existing employment land supply is currently being reviewed. The total area of employment land is around 350 hectares and the majority, in the region of 315 hectares, falls within the classification of established employment areas. Of the remainder, around 15 hectares are located within other existing employment areas, around 7 hectares consists of undeveloped allocation land, and approximately 5 hectares of land contains sites with planning permission for planning use classes B1, B2 and B8. The amount of employment land detailed here demonstrates the continued importance of Exeter as a regional employment destination, and support for Exeter's economy.

5.7.2 **City footfall:** Data from the city footfall cameras has been used to compare footfall in 2022 to 2019, the last full year not affected by the COVID-19 pandemic. While this shows that city centre footfall is down by -5.7%, Exeter is outperforming the South West (-9.95) and national benchmarks (-10.5%)

5.8 Energy – Renewable, Decentralised and Zero Carbon

5.8.1 Exeter has declared a climate emergency and has the ambition to be a net zero carbon city by 2030. The decarbonisation of energy production is integral to meeting these aims and planning plays a role within this agenda.

5.8.2 **Passivhaus standard developments:** Passivhaus is an internationally recognised design standard delivering ultra-energy efficient buildings and high standards of comfort and health. Exeter City Council has a number of Passivhaus standard projects:

- **St Sidwell's Point:** In 2021/22, progress was made towards the completion of the UK's first Passivhaus standard leisure centre. St Sidwell's Point opened in April 2022.
- **Edwards Court extra care housing:** In 2021/22 progress was made towards the completion of Edwards Court, the UK's first Passivhaus extra care housing scheme. The scheme is located off Topsham Road and will offer self-contained apartments with on-site care and support, for residents over 55 with care needs.

5.8.3 **Retrofitting Council houses:** In March 2022 around 300 of the 4000 Council owned homes had been retrofitted to reduce carbon emissions and lower tenants' fuel bills. This is part of the city's ambition to become net zero carbon. Retrofitting involves insulation, new double glazed windows, solar panels, smart meters and upgraded central heating systems. The aim is to retrofit all 4000 Exeter City Council owned homes. It is being jointly funded by Exeter City Council and the Government.

- 5.8.4 **Local Development Order (LDO) for Local Energy Networks**¹⁵: Exeter City Council has an LDO to contribute to the Council's net zero ambition. The principal aim of this LDO is to support the roll-out of decentralised energy networks in Exeter in the interests of decarbonising energy supply in the city. Decentralised energy is generated close to where it will be used rather than at a plant and distributed through the grid.
- 5.8.5 The Local Energy Networks LDO was approved in 2019 and grants Permitted Development rights to District Heating and other local energy transmission and distribution networks within the area identified on the Local Development Order map.
- 5.8.6 **District Heating in the Exeter and East Devon Enterprise Zone** – progress was made on the second energy centre of this District Heating Network on Tithebarn Way to supply customers in Monkerton and West Clyst, and when the M5 connector is completed will also provide heating and hot water to the Science Park. The connection through a small tunnel under the M5 motorway will provide a link between the two sites. This will enable buildings in the Science Park to be connected to the District Heating Network, while existing buildings will be retrofitted to the system over the course of 2022.
- 5.8.7 **Renewable energy**: Small scale renewable energy installations, such as domestic rooftop photovoltaic arrays, have come forward in the city. These often fall within permitted development and as planning permission is not required, these schemes are unable to be monitored through the planning process.
- 5.8.8 Exeter City Council generates 2.14 MW of renewable energy on city council land and the Riverside Leisure Centre.
- 5.8.9 **Water Lane Solar Park, Marsh Barton**: In 2021/22 works progressed to develop this major renewable energy scheme in the city. The 1.2 MW ground mounted solar array and battery storage facility was completed in 2022 (after the reporting period) to provide a renewable energy supply to the Council's nearby recycling centre in Exton Road and to power the City Council's electric fleet of vehicles.

5.9 Flood Risk

- 5.9.1 As part of the climate change mitigation agenda, Exeter City Council takes the issue of flood risk seriously. The National Planning Policy Framework is clear in its aims to protect people and property from flooding, and the Environment Agency is consulted when planning proposals fall within the relevant flood risk areas.

¹⁵ Local Development Order for Local Energy Networks [Planning Register Part 3 - Exeter City Council](#)

5.9.2 In compliance with the above policy, no planning permissions in 2021/22 granted by Exeter City Council were contrary to the advice of the Environment Agency.

5.10 Green Spaces

5.10.1 **Exeter Valley Parks:** The Core Strategy identifies seven Exeter Valley Parks within the city. In May 2019, Devon Wildlife Trust took on the maintenance of approximately 140ha of land within the Valley Parks under an arrangement with Exeter City Council who remain as landowners.

5.10.2 Exeter City Council and Devon Wildlife Trust have also put together a joint vision for the Northbrook Approach greenspace (former golf course) which connects Ludwell and Riverside Valley Parks. This vision was consulted on at the beginning of 2021. The vision to become a wild arboretum and community space recognises the important role of this space as a corridor for both wildlife and people between the Valley Parks and demonstrates the commitment to improving the greenspace of the city in future. 96% of those who responded to the survey backed the proposal to create a wild arboretum^{16 17}.

- Mincinglake Valley Park has had a number of pathways improved, a wooden footbridge upgraded, and new welcome panels installed by Devon Wildlife Trust on behalf of Exeter City Council. Funding for the improvements has come from Viridor Credits Environmental Company through the Landfill Communities Fund
- Barley Valley Park is to have a series of similar improvements in 2022 to improve access to the Valley Park. The planned work will include path enhancements, replacing steps and boardwalks, new benches and an online guide to visiting Barley Valley Park. This will be funded by Viridor Credits Environmental Company and a donation from The Dixon Foundation.

5.10.3 **Biodiversity Net Gain:** The Environment Act 2021 gained Royal Assent in November 2021. The 10% biodiversity net gain legal requirement is due to come into effect in November 2023. Devon Planning Guidance for Biodiversity Compensation and Net Gain is being developed.

5.10.4 **Allotments:** Demand for allotments remains high in Exeter. There has been no increase in the area of allotment land available in the last 5 years. The newest allotments were opened at Trews Weir in 2011.

5.10.5 **New community orchard, Pinhoe:** A new community orchard was planted at Library Fields in Pinhoe in February 2022. The orchard will provide fruit for the local community and shared community space. The initiative was

¹⁶ [Enhancement of Exeter beauty spot overwhelmingly backed by residents - Exeter City Council News](#)

¹⁷ Subsequent approval for arboretum approved after the 2021/22 reporting period.

supported by Exeter City Council, Saving Devon’s Treescape, and Wild Pinhoe.

5.10.6 **Sites of Special Scientific Interest (SSSI):** A SSSI is a formal conservation designation for an area that is of particular interest to science due to the presence of rare species of flora or fauna, or important geological or physiological features.

5.10.7 There are three SSSIs located within Exeter, although the Exe Estuary extends beyond Exeter City Council’s administrative boundary:

- Bonhay Road Cutting: 0.26ha (designated for geological features)
- Exe Estuary: 2190.10ha (designated for ecology)
- Stoke Woods: 91.63ha (designated for ecology)

5.10.8 Natural England assesses the condition of SSSIs in England on 6 year cycles with the objective to achieve ‘favourable condition’ status for all SSSIs. Favourable condition means that the SSSI’s habitats and features are in a healthy state and are being conserved by appropriate management.

5.10.9 Natural England’s assessment of Exeter’s SSSI’s in 2022 details they are predominantly meeting ‘favourable’ or ‘unfavourable recovering’ condition criteria with the exception of the Bonhay Road Cutting SSSI. More detail is contained within Table 2. The Bonhay Road cutting is designated for its geological features and the planning system has limited potential to impact on its condition.

Location	Condition: Favourable or Unfavourable Recovering	Condition: Favourable	Condition: Unfavourable Recovering	Condition: Unfavourable Declining
Bonhay Cutting SSSI	0%	0%	0%	100%
Exe Estuary SSSI	99.62%	83.95%	15.67%	0.38%
Stoke Woods SSSI	100%	14.83%	85.17%	0%
Devon*	74.88%	29.48%	45.40%	5.15%
England*	88.51%	38.13%	50.38%	5.22%

Table 3: Natural England’s SSSI condition assessment 2022

* remaining percentages classified as: Unfavourable – No Change / Partially Destroyed / Destroyed / Not Recorded

- 5.10.10 **Habitats mitigation contributions** – The Conservation of Habitats and Species Regulations 2017 require the City Council to ensure that the impacts of development on the protected habitats of the Exe Estuary, Dawlish Warren, and the East Devon Pebblebed Heaths are mitigated. Consent cannot legally be granted for a development that would either alone or in combination with other developments, have a likely significant effect on a European wildlife site, unless full mitigation is provided.
- 5.10.11 Residential development in Exeter is considered to impact on these protected habitats because it accommodates a growing population which places increased recreational pressure on them. The visitor pressure comes either from developments in themselves or from developments in combination with others. Protecting these sites is important for a number of reasons including providing safe areas for all users to enjoy while caring for the wildlife these sites support.
- 5.10.12 Developer contributions collected through Habitats Mitigation payments including the Community Infrastructure Levy and Section 106 Agreements are ways in which developers are required to contribute towards mitigation of the impact of their development. In 2021/22 Exeter City Council provided £424,861.04 of developer contributions to the South East Devon Habitats Regulation Partnership which goes towards the management of these important habitats. This is a partnership between Exeter City, East Devon District and Teignbridge District Councils.

5.11 Pollution

- 5.11.1 Local Authorities are required to carry out air quality monitoring as part of their statutory duties. This entails monitoring of concentrations of the pollutants nitrogen dioxide (NO₂), and particulate matter (PM₁₀ and PM_{2.5}). Nitrogen dioxide is a gas mainly produced during the combustion of fossil fuels. Particulate matter is everything in the air that is not a gas and therefore consists of a huge variety of chemical compounds and materials. The particles are less than 10 micrometres in diameter (PM₁₀) and less than 2.5 micrometres in diameter (PM_{2.5}). It is also noted that air quality is affected by other emissions, pollutants and factors that extend beyond this monitoring framework.
- 5.11.2 In line with the national framework, Exeter City Council's Environmental Health team monitor air quality by measuring the concentration of pollutants nitrogen dioxide (NO₂) and particulate matter (PM₁₀ and PM_{2.5}) at points across the city.
- 5.11.3 **Air Quality Action Plan (AQAP)**: An AQAP is required when an Air Quality Management Area (AQMA) is declared, when an exceedance of an air quality objective is recorded. Exeter's AQMA covers some of the busiest roads into and around the city due to an exceedance of air quality objectives. Exeter's AQAP outlines the action that will be taken to improve air quality within the AQMA between 2019 and 2024. Exeter City Council will work with Devon

County Council Highways team, neighbouring authorities, Exeter City Futures and Sport England to deliver the measures in this plan.

- 5.11.4 The AQAP focusses on the air quality issues that are within the City Council's control while recognising there are many more issues that go beyond the Council's influence. The AQAP contains and refers to numerous projects and measures that aim to reduce concentrations of air pollutants and exposure to air pollution within the AQMA. Ultimately this aims to positively contribute to the health and quality of life of residents and visitors.
- 5.11.5 All relevant planning application were assessed in accordance with the Air Quality Action Plan.
- 5.11.6 **2022 Air Quality Annual Status Report**¹⁸: This is published by Exeter City Council's Environmental Health team. The 2022 report summarises that air quality in Exeter mainly meets government objectives.
- 5.11.7 **Nitrogen Dioxide (NO₂)**: In 2021, levels of nitrogen dioxide were below the objective (40µg/m³) at every site except East Wonford Hill. The significant fall seen in 2020 as a result of a reduction in traffic flows during COVID-19 has rebounded in 2021 but not back to pre-pandemic levels. This is likely to be caused by a combination of traffic flows still being slightly below those seen before COVID-19 but also the ongoing improvement in vehicle emissions technologies.
- 5.11.8 As you move away from busy roads, levels of nitrogen dioxide fall below 25µg/m³. The majority of the population of Exeter therefore live in locations with concentrations of nitrogen dioxide well below the objective. No schools in Exeter experience levels above the objective.
- 5.11.9 Given that traffic flows did not fully return in 2021 to pre-pandemic levels, Exeter City Council does not intend to review the AQMA order or AQMA boundary until 2024 when the current AQAP ends. Action to improve air quality will continue to be focussed on those areas within the AQMA where exceedances have been measured recently (East Wonford Hill).
- 5.11.10 **Particulate Matter (PM₁₀ and PM_{2.5})**: The results of 2021 particulate pollution measurements (PM₁₀¹⁹ and PM_{2.5}²⁰) indicate that no areas in the city exceed the objectives for this type of air pollution. PM₁₀ concentrations have shown a steady decline since 2006, and PM_{2.5} is recorded to be well below the relevant objective level.

¹⁸ [Air quality monitoring - Exeter City Council](#)

¹⁹ PM₁₀ annual average not to exceed 40µg/m³ PM10 daily mean concentrations for the past five years not to exceed the air quality objective of 50µg/m³ more than 35 times per year.

²⁰ Annual average EU limit value for PM_{2.5} is 25 µg/m³.

5.12 Transport

5.12.1 Developer contributions collected through Section 106 and the Community Infrastructure Levy (CIL) from developments in the city have contributed significantly to the funding of various projects, including transport infrastructure. The most recent major transport projects delivered in Exeter are outlined in Table 4.

Project	Opened
Co Bikes – on street electric bike hire	2016
A379 Sandy Park junction upgrade	2017
Tithebarn Link Road – phase 2 and pedestrian/cycle bridge	2018
Bridge Road outbound widening	2018
Exeter E4 cycle route – phase 1	2018
Exeter E4 cycle route – phase 2 and phase 3	2020
Moor Lane roundabout improvement	2020
Exeter Bus Station	2021
Exeter Park and Change (Exeter Science Park)	2021

Table 4: Overview of key transport projects delivered in Exeter 2015 - present

5.12.2 **Exeter Transport Strategy:** In November 2020, Devon County Council adopted the Exeter Transport Strategy 2020- 2030. One of the aims of the Transport Strategy is for 50% of all journeys starting and finishing in the city to be made by foot or bicycle by 2030. Similar aims are shared in Exeter City Council’s Carbon Neutral 2030 plan and the Local Delivery Pilot programme which aims to make Exeter the most active city in England.

5.12.3 Bus and rail infrastructure:

- **Exeter Bus Station:** The new bus station opened in July 2021, offering improved passenger facilities. The bus station is broadly in the same location and has come forward as part of the wider development of the new Council leisure centre.
- **Marsh Barton rail station:** Works commenced in spring 2021 and the new rail station is due to be completed in winter 2022/23. Council Community Infrastructure Levy (CIL) receipts are part of the funding package for the station. There will also be an associated pedestrian/cycle bridge, access, parking/turning area, a pedestrian/cycle path and a Co Bikes station.

Progress during 2021/22 included ongoing development of the two platforms, and lifting the pedestrian and cycle bridge into place. Funding was also secured to improve walking, cycling and signage in the vicinity of the station.

- **Pinhoe rail station interchange:** Works to improve the attractiveness and facilities available at Pinhoe station progressed during 2021/22. Facilities will include cycle lockers, a Co Bike station, car park with electric

vehicle charging points, taxi and bus bays, and a new bus link with onward travel to Exeter airport.

- **Exeter Park and Change:** The site located at Exeter Science Park (East Devon administrative area) opened in July 2021. It provides 300 parking bays, to include electric vehicle charge points, enabling drivers to then switch to sustainable forms of transport for their journey into the city.
- **The Dartmoor Line:** The improved rail service between Exeter and Okehampton opened in November 2021. As well as a service throughout the year to Okehampton, this provides an increased frequency of two trains per hour, departing Exeter stations for Crediton.

5.12.4 **Cycle and pedestrian enhancements:** In 2021/22 numerous traffic calming measures were introduced along Exeter's strategic cycle routes. These include:

- **Sweetbrier Lane:** pedestrian / cycle road safety scheme completed.
- **Cycle Routes E3 and E9:** Temporary traffic calming measures made permanent.
- **Bulls Farm Road:** Modal filter introduced limiting vehicle access.

5.12.5 **Co Bikes:** Exeter's on street electric bike hire scheme has grown to provide 150 e-bikes in the Co Bikes network at 35 stations across Exeter and the surrounding areas. The bikes average over 3,000 trips per week with 120k trips made in 2021. Co bike stations at Honiton Road Park and Ride, and Pinhoe station were progressed during the reporting period.

5.12.6 **Electric charge points and vehicles:** Eight rapid electric vehicle charging hubs were approved across Exeter and installation began during 2021/22.

Co Cars: there are now more than 30 shared cars for hire in Exeter, over half of which are fully electric. The cars are used for more than 30% of the time. In comparison private cars are used 4% of the time on average.

5.12.7 **Strategic road infrastructure:**

- **South West Exeter** is a new development on the edge of the city. It is expected to deliver 2,500 new homes, 2000 within Teignbridge District Council and up to 500 within Exeter City Council's boundary, and 21.5 hectares of land for new employment. The development needs a large amount of infrastructure to support it, largely within Teignbridge District Council's administrative boundary, including new roads and junctions, a pedestrian/cycle bridge, a community building and a new public park. Devon County Council secured funding to deliver works in this area to support the development and delivery began in August 2020. This continued in 2021/22.

6 Community Infrastructure Levy (CIL) and Section 106

6.1 CIL Collected Since Implementation

- 6.1.1 The Community Infrastructure Levy (CIL) is a planning charge which can be levied by local authorities on new development in their area. It is an important tool to help local authorities deliver infrastructure in their area.
- 6.1.2 CIL was implemented by Exeter City Council in 2013. Since that date, and as of the end of March 2022, a total of approximately £24.15m has been received from the levy.

6.2 CIL 2021/22

- 6.2.1 The Community Infrastructure Levy Regulations, as amended, require Councils to publish an Annual Infrastructure Funding Statement²¹ (AIFS), including information about CIL and Section 106 receipts.
- 6.2.2 A summary of the CIL information monitored through the AIFS is included in Tables 5 and 6. These detail CIL funding collected, spent, and retained during 2021/22. CIL money is not required to be spent in the year it is received and can be retained and carried over.

Description	Value (£)
CIL demand notices issued in 2021/22	£3,998,000
CIL receipts total 2021/22	£3,970,298.42
Total CIL expenditure 2021/22	£3,161,565.92
CIL retained	£6.38m

Table 5: Summary of 2021/22 CIL collected, spent and retained

Item	Value (£)
Total expenditure 2021/22	£3,161,565.92
Marsh Barton Station	£1,300,000
Infrastructure maintenance	£160,000
Neighbourhood funding	£962,399.93
Habitat Mitigation	£636,271.95
Administration (less than the permitted maximum 5% of receipts)	£102,894.04

Table 6: Summary of 2021/22 expenditure

²¹ [Annual Infrastructure Funding Statement - Exeter City Council](#)

6.3 Section 106

6.3.1 Alongside CIL, Exeter City Council also enters into Section 106 agreements with applicants and landowners to ensure that site-specific requirements related to development can be secured. These agreements are negotiated on a case-by-case basis and are used to secure affordable housing, infrastructure and community facilities and services.

6.3.2 Table 7 summarises the key figures relating to Section 106 funding, as reported in the AIFS, in Exeter for the reporting year 2021/22.

Description	Value (£)
The total funding from any planning obligations entered into during 2021/22	£1,824,327.40
The total funding from any planning obligations received during 2021/22	£372,319.89
The total funding from any planning obligations spent in 2021/22	£1,184,609.99
The total number of affordable housing units which were secured by Section 106s Agreements signed in 2021/22	238

Table 7: Summary of key 2021/22 figures for S106 agreements

7 Duty to Cooperate

7.1 Duty to Cooperate Overview

- 7.1.1 The Duty to Cooperate places a legal duty on Local Planning Authorities to engage constructively, actively and on an ongoing basis with key stakeholders to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.
- 7.1.2 To help manage such discussions, this process is guided by the Devon Duty to Cooperate Protocol which is in the process of being updated.

7.2 Duty to Cooperate Activities

- 7.2.1 Below is a summary of the activities undertaken relating to the Duty to Cooperate:
- **Non-Statutory Joint Strategy** covering a wide variety of themes is being developed between East Devon, Exeter, Mid Devon and Teignbridge Councils²². This intends to ensure a collaborative and coordinated approach to addressing cross-boundary issues effectively in the sub-region.
 - **Liveable Exeter Place Board** has been established to bring together the major organisations in the city (public, private and voluntary sectors) to collaboratively and proactively plan for the city's future and deliver the city's 2040 vision.
 - **Heart of the South West Local Enterprise Partnership (LEP)** was formed under the leadership of the private sector supported by the local authorities from Devon, Plymouth, Somerset and Torbay. Exeter has continued to work closely with the LEP since its inception. In November 2020 the Heart of the South West Local Industrial Strategy was published with the aim to create a more resilient, stronger and more prosperous area.
 - **The Exeter Board** was established in 2012 and comprises Exeter's Devon County Councillors and Members of Exeter City Council. The Board takes a joint working approach to resolve strategic issues.
 - **Exeter Highways and Traffic Orders Committee (HaTOC)** is a long established joint committee of Devon County Council and Exeter City Council Members which deals with highway and other transport schemes.
 - **Devon & Exeter Rail Project Working Party** is a long-established working party of Members of Devon County Council and various Devon districts (including Exeter City Council Members). In particular it is working to promote the new rail stations which feature in our Core Strategy policies.

²² A first draft was produced in late 2022, outside of this reporting period

- **Devon and Cornwall Planning Officers Group** (formally Devon Planning Officers Group) is a long established group of planning officers that addresses strategic issues that require a common understanding, initiates work that can be most effectively undertaken jointly, and enables Authorities to exchange best practice across Devon. This group is currently chaired by an Officer from Exeter City Council.
- **District Heating Group.** Exeter City Council is working with the University of Exeter, Royal Devon University Healthcare NHS Foundation Trust, Devon County Council, and Teignbridge District Council, to develop the district energy proposals and deliver the aims of Core Strategy Policy CP13: “Decentralised energy networks” where such networks require public sector support.

7.2.2 There are also many discussions between the Council’s planning department and community groups. These are not detailed here because they are not covered specifically by the Duty to Cooperate.

7.3 Joint Evidence

7.3.1 Significant evidence base work to support Exeter’s planning policy has been carried out in partnership with neighbouring authorities, including during preparation of the Greater Exeter Strategic Plan (GESP). While the GESP is no longer being progressed, the evidence collected remains relevant and will be used in developing the Exeter Plan. Key studies progressed jointly in the reporting period include:

- Greater Exeter Strategic Plan - Local Housing Needs Assessment.
- Greater Exeter Area Economic Development Needs Assessment Update.
- Joint commission of Gypsy and Traveller accommodation assessment.
- East Devon, Exeter, Mid Devon and Teignbridge Joint Strategy.

Authority Monitoring Report



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