

Authority Monitoring Report



2022/23 Monitoring Report

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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 2022 to 31 March 2023.

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 As at the end of March 2023, 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:

- Monkerton and Hill Barton Masterplan

¹ [Core Strategy Development Plan Document](#)

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

³ [Minerals and waste policy \(devon.gov.uk\)](https://www.devon.gov.uk/minerals-and-waste-policy)

⁴ [St James Neighbourhood Plan](#)

⁵ [Exeter City Council's Supplementary Planning Documents](#)

- 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](#)

3 Progress against the Local Development Scheme

3.1 Local Development Scheme

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 occurred in the 2022-2023 reporting period is set out in this section.

3.1.2 At the end of March 2023 the most recent Local Development Scheme (LDS) was that produced in June 2021. It set out the preparation timetable for the new local plan for Exeter, The Exeter Plan. The timetable is below:

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

3.1.3 An updated and revised Local Development Scheme (LDS) was produced in June 2023 and includes amendments to the preparation timetable. The content is contained below for context. Progress against the 2023 LDS will be reported in the 2023-2024 Authority Monitoring Report.

- Issues consultation: September 2021. **Complete.**
- Outline draft plan consultation: September 2022. **Complete.**
- Draft Plan consultation: October 2023
- Publication: October 2024
- Submission to Planning Inspectorate: March 2025
- Examination hearings: June 2025
- Adoption: December 2025

3.2 The Exeter Plan

3.2.1 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.

3.2.2 The comments received during the Issues consultation were used in the preparation of the Outline Draft Exeter Plan⁹, the first version of the Exeter

⁷ [Local Development Scheme](#)

⁸ [The Town and Country Planning \(England\) Regulations 2012](#)

⁹ [The Exeter Plan Outline Draft](#)

Plan. The Outline Draft met Regulation 18¹⁰ of the plan making regulations and was consulted on for 12 weeks between 26 September and 19 December 2022. The Outline Draft consultation was the second round of consultation undertaken in the plan making process for the Exeter Plan which will cover the city's development needs until 2040. The Outline Draft included the vision for the city, potential development sites for a mixture of uses, including housing, and a draft set of policies. This version was not a full draft, it did not include a full set of development management policies nor allocation policies.

- 3.2.3 During the Outline Draft consultation, the planning team spoke with more than 1000 people at 15 face-to-face events held across the city, in addition to taking the plan to young people, community groups and city stakeholders. Responses to draft policies and sites were invited online through the Commonplace online engagement platform, with the option to email or provide paper comments. 1489 people, organisations and companies responded to the consultation, with most (1382 responses) submitted online through Commonplace. A report summarising comments received to the Outline Draft Exeter Plan was approved and published in March 2023¹¹.
- 3.2.4 Throughout the 2022-2023 reporting period, evidence, draft policies and site assessments were prepared for the Full Draft Exeter Plan (consultation October 2023, outside of this document's reporting period).

3.3 Exeter Vision 2040

- 3.3.1 Exeter has an ambitious vision. 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.'

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

3.4 Liveable Exeter

- 3.4.1 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. Eight Liveable Exeter

¹⁰ [The Town and Country Planning \(England\) Regulations 2012](#)

¹¹ [Exeter Plan Outline Draft Consultation Report](#)

¹² [Vision 2040 \(liveableexeter.co.uk\)](#)

sites and the Liveable Exeter Principles were included in the Outline Draft Exeter Plan.

3.5 Supplementary Planning Documents (SPDs)

3.5.1 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 2021 LDS did not include a specific series of SPDs which will be produced.

3.5.2 For context, the 2023 LDS update outlines that the Council is preparing the following documents and reviews. While some progress was made during the 2022-2023 reporting period, the majority falls within the 2023-2024 reporting period and will be reported on in the 2023-2024 AMR.

- Houses in Multiple Occupation Supplementary Planning Document Review. This sits alongside a review of the associated Article 4 Direction which manages the change of use of regular residential properties to houses in multiple occupation.
- Liveable Water Lane Supplementary Planning Document.
- Householder's Guide: Design of Extensions and Alterations Supplementary Planning Document Review
- A review of the Council's Community Infrastructure Levy (CIL) Charging Schedule which sets out CIL rates in the city.

4 Policy Implementation

4.1 Policies Implemented

- 4.1.1 All policies contained within the Core Strategy and saved policies of the Local Plan First Review are implemented, except for the requirements of Core Strategy Policy CP14 on renewable and low carbon energy and, as of June 2022, the carbon emission reduction element of Core Strategy policy CP15 on sustainable construction.
- 4.1.2 Towards the end of the 2012/13 the requirements of the sustainable construction policy (Policy CP15) became more onerous than those of the renewable and low carbon energy policy (Policy CP14). Hence there was no need to seek specific compliance with Policy CP14. This has remained the case in subsequent years.
- 4.1.3 In 2015, a ministerial statement was issued limiting energy performance requirements through local planning policy to the equivalent of Code for Sustainable Homes Level 4 (CSH4). The Planning Practice Guidance was amended to reflect this position and continues to do so. Therefore, the carbon emission reduction element of the sustainable construction policy (CP15) was effective but only up to CSH4 equivalence.
- 4.1.4 In December 2021 the Government published 'The Future Buildings Standard' and this made clear that going forward, operational energy would be addressed through changes to Building Regulations (in 2022 and 2025). As of 15 June 2022, new-build homes need to produce at least 31 per cent less carbon emissions compared to the previous Building Regulations. This requirement is more onerous than CSH4 and hence it is no longer possible to seek specific compliance with the carbon emission reduction element of the sustainable construction policy (Policy CP15) or to apply conditions to that effect. However, the BREEAM 'Excellent' element of the sustainable construction policy (Policy CP15) is still implemented.

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 2022-2023 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, 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 2022-2023 reporting period.

¹³ [First Homes Planning Policy Statement](#)

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 642 homes per annum.

5.1.3 **Housing completions:** The following numbers of homes were completed in Exeter in the reporting year April 2022 to March 2023:

- 462 net additional homes (not including Purpose Built Student Accommodation).
- 398 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 |
| 2022 / 2023 | 462 |

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 2022 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 2023, the Council was able to demonstrate a housing land supply equating to 4 years and 4 months.

5.2 Affordable Housing

5.2.1 78 additional affordable dwellings were completed in Exeter in 2022/23. The figures for this year are those reported by Government. Previous annual affordable housing completions are outlined in Table 2.

¹⁴ [Five Year Housing Land Supply Statement April 2023](#)

| 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 |
| 2022 / 2023 | 78 | 16.88 |

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 2022-2023, 53 net additional bed spaces providing housing with care were delivered at:

- Pym Court, Topsham – 53 extra care/assisted living apartments.

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 2023:

- 64% of additional students since 2006 in need of accommodation were housed in PBSA.
- 398 net additional PBSA bed spaces were provided in 2022-2023.

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 or granted consent in 2022-2023. The delivery of the Gorge development on Gladstone Road continued to progress during the reporting year.

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 2022-2023 reporting period. This list is not exhaustive.
- **St Sidwell's Point:** The new city centre leisure centre opened in April 2022.
 - **Northbrook Park:** Plans progressed to create a new wild arboretum, with an extensive collection of trees and plants, on the site of the former Northbrook pitch and putt golf course. This is being pursued in partnership with Devon Wildlife Trust.
 - **Pinces Garden gatehouse:** Renovation and refurbishment of this historic gatehouse was completed in January 2022. The Birdhouse café and community hub opened in the gatehouse in July 2022.
 - **Pinhoe Community Hub:** Planning permission was granted in 2020 for a new community building to include a library, café and changing facilities. Fundraising for the Pinhoe Community Hub continued throughout 2022-2023.
 - **Pinhoe BMX pump track and skate facility:** A pump track and mini ramp opened at Pinhoe Station Road Playing Fields in September 2022.
 - **Play parks:** The maintenance and improvement of various play areas was undertaken.
 - **Sidwell Studios:** 26 self-contained studio flats on Sidwell Street officially opened in May 2022. Sidwell Studios is a joint venture between the YMCA, Homes England and Exeter City Council to provide one-bed accommodation for those leaving supported accommodation.

5.7 Employment

5.7.1 The total area of employment land within Exeter 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 2023 to 2019, the last full year not affected by the COVID-19 pandemic. While this shows that city centre footfall is down by -11.5%, a greater decrease than the South West (-6.9%) it is outperforming national benchmarks (-12.2%).

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:** St Sidwell's Point the UK's first Passivhaus standard leisure centre opened in April 2022.
- **Housing:** Exeter City Council's Housing Team have delivered 96 homes towards the overall target of 500 new Passivhaus homes. The 96 homes have been delivered at Edwards Court, Bovemoors Lane and Hockings Green, Thornpark Rise.

5.8.3 **Retrofitting Council houses:** By the end of the 2022-2023 reporting period, more than 400 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. Funding has been secured to retrofit a further 245 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 Exeter and the East Devon Enterprise Zone** – progress was made on the connector under the M5 and the energy centre on Tithebarn Way on this District Heating Network to supply customers in Monkerton and West Clyst, and the Science Park.
- 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**: This 1.2 MW ground mounted solar array and battery storage facility was completed in 2022 to provide a renewable energy supply to the City 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, the 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.
- 5.9.2 In compliance with the above policy, no planning permissions granted by Exeter City Council in 2022-2023 were contrary to the advice of the Environment Agency.

¹⁵ [Local Development Order for Local Energy Networks](#)

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. A further area of Valley Park was secured to the north of the city by development of Celia Crescent and Spruce Close (this has not yet been developed).
- 5.10.2 Exeter City Council and Devon Wildlife Trust put together a joint vision for the former Northbrook pitch and putt golf course which connects Ludwell and Riverside Valley Parks. 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. During the 2022-2023 reporting period plans progressed to create this new arboretum, with an extensive collection of trees and plants.
- 5.10.3 Improvements have also been made to Riverside Valley Park. These improvements include footpath enhancements and a new bench in the Leafland area, plus replacement gates and steps elsewhere. The improvements are funded by Viridor Credits Environmental Company and The Dixon Foundation.
- 5.10.4 **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 January 2024. Devon Planning Guidance for Biodiversity Compensation and Net Gain is being developed.
- 5.10.5 **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.
- 5.10.6 **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* | 74.19% | 29.34% | 44.85% | 5.50% |
| England* | 66.64% | 39.19% | 22.45% | 8.74% |

Table 3: Natural England’s SSSI condition assessment 2023

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

5.11 Habitats Mitigation Contributions

5.11.1 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.

5.11.2 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.

5.11.3 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 2022/23 Exeter City Council provided £334,870.00 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.

5.11.4 The partnership Councils are in the progress of updating the Habitat Mitigation Strategy.

5.12 Pollution

5.12.1 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.

5.12.2 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.

5.12.3 **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 and Sport England to deliver the measures in this plan.

5.12.4 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.

5.12.5 All relevant planning applications were assessed in accordance with the Air Quality Action Plan.

- 5.12.6 **2023 Air Quality Annual Status Report**¹⁶: This is published by Exeter City Council's Environmental Health team. The 2023 report summarises that air quality in Exeter mainly meets government objectives.
- 5.12.7 **Nitrogen Dioxide (NO₂)**: In 2022, 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. There was a further fall at most sites in 2022. This is likely to be caused by a combination of traffic flows still being slightly below those seen before COVID-19, the ongoing improvement in vehicle emissions technologies and measures taken by the City Council and partners to implement the Air Quality Action Plan.
- 5.12.8 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, but a very small number are still exposed at home to levels above the objective. No schools in Exeter experience levels above the objective.
- 5.12.9 2020 was exceptional in terms of the change in traffic flows. The 2022 Annual Status Report also recommended that longer term trends were monitored to confirm which exceedances have been permanently resolved. There will always be natural variation between years as a result of small localised changes in traffic flows (i.e. road works) and weather patterns. 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).
- 5.12.10 **Particulate Matter (PM₁₀ and PM_{2.5})**: The results of 2022 particulate pollution measurements (PM₁₀¹⁷ and PM_{2.5}¹⁸) indicate that no areas in the city exceed the objectives for this type of air pollution. Annual average PM₁₀ concentrations rose in 2022 compared to the previous four years. The longer-term trend in annual concentrations is a decline since 2006. The data will continue to be monitored to identify whether this recent increase is part of an emerging trend or cause by inter-annual variability. PM_{2.5} is recorded to be well below the relevant objective level.

5.13 Transport

- 5.13.1 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

¹⁶ [Air quality monitoring - Exeter City Council](#)

¹⁷ 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.

¹⁸ Annual average EU limit value for PM_{2.5} is 25 µg/m³.

infrastructure. The most recent major transport projects delivered in Exeter are outlined in Table 4.

| Project | Opened |
|---|--------|
| 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 |
| Pinhoe Station Interchange improvements | 2022 |
| Exeter E9 cycle route – making permanent Ludwell Lane and Dryden Road modal filters | 2022 |
| Exeter E3 cycle route – road safety improvement at Whipton Lane /Sweetbrier Lane roundabout | 2022 |

Table 4: Overview of key transport projects delivered in Exeter

5.13.2 **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 Sport England Local Delivery Pilot programme which aims to make Exeter the most active city in the UK.

5.13.3 **Bus and rail infrastructure:**

- **Marsh Barton rail station:** During the 2022-2023 reporting period progress was made towards the completion of this new rail station and improvements to associated walking, cycling and nearby signage. The station opened after this reporting period in July 2023. Council Community Infrastructure Levy (CIL) receipts were part of the funding package for the station.
- **Pinhoe rail station interchange:** Works to better integrate rail with other transport, and to improve the attractiveness and facilities available at Pinhoe station were completed in October 2022. Facilities include cycle lockers, car park with electric vehicle charging points, taxi and bus bays, and a new bus link with onward travel towards Exeter Airport.
- **The Dartmoor Line:** The rail service between Exeter and Okehampton opened launched in November 2021. The service was enhanced to hourly in May 2022, providing two trains per hour between Exeter and Crediton.
- **Bus Service Improvement Plan (BSIP):** Funding has been secured for a programme of bus service improvements on several corridors into Exeter. These are aimed at reducing journey times and improving reliability of services. The corridors included are:

- Central Corridor: Heavitree Road to city centre
- Western Corridor: Cowick Street to city centre
- Eastern Corridor: Pinhoe Road to the city centre
- Northern Corridor: New North Road to city centre

5.12.4 Cycle and pedestrian enhancements: In 2022/23 numerous traffic calming measures were introduced along Exeter's strategic cycle routes. These include:

- **Magdalen Road:** local enhancement scheme. Works to commenced winter 2022.
- **Cycle route E3:** road safety improvements roundabout (Whipton Lane / Sweetbrier Lane).
- Improved cycle connections between Exeter Quay and the city centre by delivering contra-flow cycle lanes on Quay Hill and West Street (winter 22/23).
- Consultation on Exeter's Local Cycling and Walking Infrastructure Plan that identifies proposed priority route improvements across the city.

5.13.5 Co Cars / Co Bikes: Exeter's on street electric bike hire scheme grew during the 2022-2023 reporting period. At the end of September 2022 there were over 1800 Co Cars members (38% year on year), and over 10, 000 Co Bikes members (235% increase year on year). In May 2022, the UK's first all-electric mobility hub was launched at Seabrook Orchards housing development on Topsham Road. E-bikes and electric vehicle (EV) services are co-located with EV charging and easy access to bus services and cycle routes. Despite these successes, Co Cars Ltd, which included Co Bikes, ceased operation in July 2023. Alternative solutions are being explored to try to secure a future for shared mobility infrastructure and vehicles in Exeter.

5.13.6 Electric charge points and vehicles: In 2022-2023, progress continued regarding the installation of eight rapid electric vehicle charging hubs across Exeter.

- In April 2022, Gridserve opened its Exeter Electric Hub which features 12 high-power chargers at Exeter Services, junction 30 of the M5. Gridserve has committed to install another 12 high-power chargers at Moto Exeter.

5.13.7 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. Two access junctions into the site have been delivered and design work on the remaining site access junctions is ongoing. In winter 2022, work commenced for the new walking and cycling bridge over the A379 that will connect the two sides of the development.

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 2023, a total of approximately £27.25m has been received from the levy.

6.2 CIL 2022/23

- 6.2.1 The Community Infrastructure Levy Regulations, as amended, require Councils to publish an Annual Infrastructure Funding Statement¹⁹ (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 2022/23. CIL money is not required to be spent in the year it is received and can be retained and carried over. The description reference in brackets relates to the CIL Regulations 2010(2).

| Description | Value (£) |
|--------------------------------------|---------------|
| CIL demand notices issued in 2022/23 | £4,715,833.48 |
| CIL receipts total 2022/23 (4a) | £3,107,127.69 |
| Total CIL expenditure 2022/23 (4b) | £4,639,072.27 |
| CIL retained | £3.4m |

Table 5: Summary of 2022/23 CIL collected, spent and retained

| Expenditure (4ci; 4cii; 4civ) | Value (£) |
|---|-----------------|
| Total expenditure 2022/23 | £4,639,072.27 |
| Play area capital expenditure | £283,005.87 |
| Salmonpool Swingbridge | £30,000.00 |
| St Sidwell's Point | £2,914,049.00 |
| Infrastructure maintenance | £160,000.00 |
| Habitat Mitigation | £334,870.00 |
| Administration (maximum 5% of receipts) | £97,564.36 (3%) |

Table 6: Summary of 2022/23 CIL expenditure

¹⁹ [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 Tables 7 and 8 summarise the key figures relating to Section 106 funding, as reported in the AIFS, in Exeter for the reporting year 2022/23.

| Description | Value (£) |
|--|---------------|
| The total funding from any planning obligations entered into during 2022/23 | £869,754 |
| The total funding from any planning obligations received during 2022/23 | £2,195,571 |
| The total funding from any planning obligations spent in 2022/23 | £1,339,425.75 |
| The total number of affordable housing units which were secured by Section 106s Agreements signed in 2022/23 | 146 |

Table 7: Summary of key 2022/23 figures for S106 agreements

| Expenditure | Value (£) |
|----------------------------|---------------|
| Total expenditure 2022/23 | £1,339,425.75 |
| Affordable housing | £1,170,222.99 |
| Infrastructure maintenance | £57,251.30 |
| Sports provision | £50,023.43 |
| Playing pitches/open space | £49,780.00 |
| Community facilities | £2,148.03 |

Table 8: Summary of 2022/23 S106 expenditure

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.

7.2 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 Councils. A first draft was produced in late 2022. This intends to ensure a collaborative and coordinated approach to addressing cross-boundary issues effectively in the sub-region. It will not be a formal planning policy document.
- **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.
- **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, Key studies progressed jointly in the reporting period include:

- East Devon, Exeter, Mid Devon and Teignbridge 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.
- Strategic transport evidence
- South East Devon Joint Habitat Mitigation Strategy

Authority Monitoring Report



Contact details

Local plans team, Exeter City Council,
Civic Centre, Paris Street, Exeter, EX1 1JN

01392 265080

planning.policy@exeter.gov.uk

exeter.gov.uk/planning-services/planning-policy/monitoring

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