



**City Development**  
**Authority Monitoring Report**  
**2015/16**

## 1. Introduction

1.1 The Localism Act requires the Local Planning Authority (LPA) to prepare an Authority Monitoring Report (AMR). The role of the AMR is to set out progress on the timetable specified in the Local Development Scheme (LDS) and to show how the implementation of policies in the Local Plan is progressing. The AMR also reports whether any neighbourhood plans have been made, whether Community Infrastructure Levy is in place and on activity relating to the duty to co-operate.

1.2 The report is presented as follows:

- Progress against the Local Development Scheme
- Implementing policies
- Housing completions
- Neighbourhood Planning
- Community Infrastructure Levy
- Duty to co-operate

## 2. Progress against the Local Development Scheme

2.1 The revised Local Development Scheme (LDS), adopted by the Council in June 2012, sets out approximate timetables for the production of planning policy documents. Progress against the LDS, including the stage reached by March 2016 and the reason for any delay, is set out below.

2.2 The following Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) are listed:

- **Site Allocations and Development Management DPD**

The re-named Development Delivery DPD reached publication stage in July 2015. However, as of March 2015 the DPD had not been submitted to the Secretary of State. Work on this document is on hold pending the publication of a revised Local Development Scheme. The Council have agreed to produce a joint strategic plan for the Greater Exeter area working in partnership with East Devon District Council, Teignbridge District Council and Mid Devon District Council, with assistance from Devon County Council.

- **Sustainable Transport SPD**

The Sustainable Transport SPD was adopted in March 2013.

- **Sustainable Construction and Decentralised Energy SPD**

Work on this document had not commenced by March 2016; It has been determined that in light of the Government's announcement that it does not intend to proceed with allowable solutions and the outcome of the Housing Standards Review the production of this SPD will serve no useful purpose.

- **Developer Contributions/Infrastructure Delivery SPD**

The re-named Planning Obligations SPD was adopted in April 2014.

- **Affordable Housing SPD**

The Affordable Housing SPD was adopted in April 2014.

An updated and revised Local Development Scheme will be produced in 2016/17.

### 3. Implementing Policies

3.1 The Core Strategy was adopted in March 2012. Two policies from the Core Strategy replaced policies in the Local Plan First Review. Most other policies in the Local Plan First Review are saved.

3.3 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 CP14 or attach conditions to this effect. This remained the case in 2013/14, 2014/15 and 2015/16. The outcome of the DCLG Housing Standards Review means it is unlikely that specific compliance with CP14 will be required in the future.

3.4 All other policies are being implemented.

### 4. Housing Completions

4.1 In the reporting year April 2015 to March 2016 618 net additional dwellings were completed in Exeter. This is 18 dwellings above the target of 600 dwellings per annum. A significant proportion of the Strategic Allocations at Newcourt and Monkerton already have outline or full permission and a number of schemes are already under construction.

4.2 At least 12,000 dwellings are planned to be delivered in Exeter over the plan period 2006 to 2026. As at April 2016 a total of 4445 dwellings have been completed in the city, equating to an under provision of about 1555 since the start of the plan period.

4.3 Figure 1 sets out the annual dwellings delivered (split between major and minor sites) between 2006 and 2015.

Figure 1: Housing completions from the start of the plan period to the present

Year in the Plan	Reporting Year	Major Sites	Minor Sites	Annual Dwellings Completed
1	06/07	815	76	891
2	07/08	372	119	491
3	08/09	150	86	236
4	09/10	211	59	270
5	10/11	368	64	432
6	11/12	489	66	555
7	12/13	35	52	87
8	13/14	312	70	382
9	14/15	400	83	483
10	15/16	546	72	618
<b>Total</b>		<b>3698</b>	<b>747</b>	<b>4445</b>

4.4 The completion figures in Figure 1 for previous years (06/07 through to 14/15) have been updated to remove Purpose Built Student Accommodation (PBSA). It has been determined that PBSA cannot be counted as contributing to the housing supply.

This has resulted in a lower total completions figure than recorded in previous Authority Monitoring Reports.

4.5 Appendix 1 to this AMR sets out the 5 year housing land supply calculation for Exeter at 31 March 2016.

## **5. Neighbourhood Planning**

5.1 On 2 May 2013 a referendum was held on the Exeter St James Neighbourhood Plan. The residents of St James ward voted overwhelmingly in favour of the Plan (94% in favour with a 21% turn out).

5.2 On 16 July 2013 the Council adopted the Exeter St James Neighbourhood Plan as part of the statutory development plan.

## **6. Community Infrastructure Levy**

6.1 The City Council received the Examiner's report into the Community Infrastructure Levy Draft Charging Schedule on 28 August 2013. The report recommended that the Draft Charging Schedule (as modified through the Statement of Modifications) be approved without changes.

6.2 The City Council introduced its Community Infrastructure Levy on 1 December 2013. The total receipts collected by the City Council in 2015/16 amounted to £422,928.68. The amount applied to administrative expenses was £21,146.43 (5% of CIL collected). There was no other CIL expenditure during 2015/16 and therefore £401,782.25 of receipts were retained at the end of the financial year.

## **7. Duty to Cooperate**

7.1 The duty to co-operate places a legal duty on local planning authorities to engage constructively, actively and on an ongoing basis to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters. Below is a summary of the activity undertaken relating to the duty to cooperate.

7.2 The Exeter and Heart of Devon Growth Board was established in 2006 and has worked in a proactive manner to bring forward and support the major growth programme centred on Exeter. Close working between Exeter City Council (ECC), East Devon District Council (EDDC), Teignbridge District Council (TDC), and Devon Country Council (DCC) ensures that development comes forward in a comprehensive and sustainable manner.

7.3 The 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 and the areas' District Councils in June 2011. The City has continued to work closely with the LEP since its inception.

7.4 The following working groups have been established to ensure strategic issues are addressed cross boundary:

- Devon Planning Officers Group (DPOG) – A long established group 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.

- Low Carbon Task Force (established in 2011) - Members include ECC, EDDC, TDC and DCC, plus other organisations. This collaborative and innovative partnership between public and private sectors seeks to address cross boundary issues in a manner that reduces energy consumption/costs, increases energy efficiency and promotes transition to a low carbon economy.
- The Exeter Board, which met for the first time on 24 July 2012, comprises Exeter's nine Devon County Councillors and five members of Exeter City Council. The board takes a joint working approach to resolve strategic issues.
- Exeter Highways and Traffic Orders Committee (HaTOC) – a long-established joint committee of DCC and ECC members which deals with highway and other transport schemes.
- Devon & Exeter Rail Project Working Party – a long-established working party of members of DCC and various Devon districts (including three members of ECC). In particular it is working to promote the new rail stations which feature in our Core Strategy policies.
- The Smart Cities Group - comprises local authorities, Local Enterprise Partnership (LEP), University of Exeter, IBM, Eon, Met Office and has been set up to look at how technology can help ensure efficiency in energy and health.
- District Heating Group - Exeter City Council is working with the University of Exeter, Royal Devon and Exeter NHS Foundation Trust, Devon County Council, and Teignbridge District Council, with support and funding from DECC, 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.
- Project Boards for strategic projects – Exeter City Council is currently represented (along with DCC) on project boards to develop a new bus station in the City Centre and a park and ride site at Alphington/Ide interchange, in accordance with policy CP9.
- The Teignbridge Urban Extensions Delivery Project Board is a coordinating board responsible for the delivery of various strategic sites within Teignbridge District Council. Exeter City Council is represented on the Board, together with Devon County Council and the Homes and Communities Agency.
- The Green Infrastructure Board champions the delivery of GI in the Exeter & East Devon Growth Point and was established in 2013. It includes member representation from Teignbridge, Exeter and East Devon local authorities, plus officer representation from Devon County Council, Environment Agency, Natural England, Devon Wildlife Trust, and the National Trust.

7.5 Much of the evidence base work to support Exeter's Development Plan has been carried out in partnership with neighbouring authorities:

- Strategic Housing Market Assessment - A joint Strategic Housing Market

Assessment (SHMA) has been produced for ECC, EDDC, TDC and MDDC. In August 2013 David Coultie Associates were commissioned to undertake an SHMA update and the final document was published in March 2015.

- Strategic Housing Land Availability Assessment (SHLAA) - On-going cooperation between all those authorities in the Housing Market Area (HMA) in order to establish and follow a common SHLAA methodology.
- Gypsy and Traveller Accommodation Assessment (GTAA) - A joint Gypsy and Traveller Accommodation Assessment was prepared by consultants on behalf of all the Devon Authorities and managed by a multi-agency steering group. 'RRR' consultants were commissioned to undertake a new GTAA for the majority of Devon authorities. The 'Devon Partnership Gypsy and Traveller Accommodation Assessment' was substantially complete by the end of 2014/15 and was published in April 2015.
- Multi Utility Sustainable Infrastructure Strategy (MUSIS) - The Growth Point produced this Strategy which focuses on understanding the utilities market and recognising opportunities for cost savings and alternative approach to utilities provision.
- South West Masterplan – ECC, TDC, and DCC jointly commissioned the South West Exeter Masterplan to provide a framework to guide the future development of a sustainable urban extension to the south west of the city. Exeter City Council has continued to work closely with TDC and DCC to bring forward the South West Alphington Development Brief (which following consultation was adopted in June 2014).
- Habitat Mitigation Joint Approach - The evidence base to support a cross boundary approach to collecting contributions to mitigate impacts on European Sites in accordance with the Habitat Regulations Assessment was completed jointly with Teignbridge District Council and East Devon District Council.
- Community Infrastructure Levy (CIL) - Throughout 2014/15 officers at ECC, DCC, TDC and EDDC continued to work closely together with consultants to ensure a common approach to the governance of CIL expenditure.
- Infrastructure Delivery Plan (IDP) – ECC has worked closely with the duty to cooperate bodies and other infrastructure delivery partners to understand infrastructure requirements, constraints and plans and to facilitate infrastructure delivery.
- Playing Pitch Strategy – The Strategy is being jointly prepared alongside an East Devon strategy. Sport England, sports bodies and Active Devon are amongst the parties that are actively engaged in the process.
- Devon Local Flood Risk Management Strategy - ECC has worked closely with DCC and the Environment Agency (EA) in developing the Strategy and furthering knowledge of flood risk within Exeter.

7.6 A Duty to Cooperative Protocol has been produced jointly by Devon County Council, Exeter City Council, East Devon District Council, Mid Devon District Council and Teignbridge District Council. The Protocol was adopted by Exeter City Council in April 2014.

7.7 In late November 2014 Exeter City Council, Teignbridge District Council and East Devon District Council formed the Greater Exeter, Greater Devon Partnership and have signed a memorandum of understanding for more joint collaborative working. The Greater Exeter Visioning Board meets every month to define work priorities of the Group.

7.8 Throughout 2015/16 Exeter City Council worked closely with its neighbouring authorities on strategic planning issues. In the case of the 'Greater Exeter' area a joint plan covering strategic matters was considered to be a particularly appropriate way of ensuring a collaborative and co-ordinated approach to the delivery of the development needs of the area. The four Local Planning Authorities have formally agreed to prepare a Greater Exeter Strategic Plan (GESP) and the geographical scope has been agreed to cover East Devon, Exeter, Mid Devon and Teignbridge (excluding Dartmoor National park). A revised Local Development Scheme will be produced in 2016/17.

7.8 Exeter will continue to work closely with its Greater Exeter partners and with Devon authorities more widely to ensure scarce resources are used in the most effective and efficient way and to ensure growth is delivered in the most sustainable manner.

## Five Year Housing Land Supply Calculation

### 1 April 2016 to 31 March 2021

To help boost the supply of housing, the *National Planning Policy Framework* (paragraph 49) requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide 5 years' worth of housing against their requirements, with an additional buffer of 5% to ensure choice and competition in the market for land or 20% where there has been a record of persistent under delivery. Without this, adopted planning policies for the supply of housing will be considered out of date.

#### **What is the 5 year housing requirement?**

Policies CP1 and CP3 of the *Exeter Core Strategy (2012)* require the delivery of at least 12,000 new dwellings in Exeter between 2006 and 2026. 4,445 dwellings were completed in Exeter between 1 April 2006 and 31 March 2016, leaving a residual requirement to provide at least 7,555 dwellings over the remaining 10 year plan period to 31 March 2026 (12,000 minus 4,445). This equates to an annual average requirement of 755.5 dwellings and a basic 5 year requirement of 3,778 dwellings (5 x 755.5).

Paragraph 3-035 of the *National Planning Practice Guidance* states that local planning authorities should aim to deal with any past undersupply of housing within the first 5 years of the plan period where possible. Based upon an annualised requirement to deliver 6,000 dwellings between 2006/07 and 2015/16, it is therefore necessary to add 1,555 dwellings to the basic 5 year requirement (i.e. 6,000 minus 4,445).

The *NPPF* also requires the addition to the basic 5 year requirement of a 5% or 20% buffer, moved forward from later in the plan period. A 20% buffer should be added where there has been a persistent under delivery of housing. The City Council accepts that Exeter's 5 year housing requirement should include a 20% buffer.

Table 1 below summarises the method for calculating the 5 year requirement. Row G identifies the total requirement as **6,400** dwellings.

<b>Table 1: Five year housing requirement for Exeter under Submission Core Strategy</b>		
A	Core Strategy housing requirement 2006 - 2026 (20 years)	12,000
B	Completions to 31 March 2016	4,445
C	Residual Core Strategy requirement to 2026 (A-B)	7,555
D	Residual annualised requirement (C / 9)	755.5
E	Basic 5 year requirement (D x 5)	3,778
F	Past undersupply	1,555
G	Allowance of 20 per cent (E + F x 20%)	1,067



<b>H</b>	<b>Total five year requirement (E + F + G)</b>	<b>6,400</b>
I	Average annual requirement (G / 5)	1,280

### What is the 5 year housing supply?

Table 2 summarises the number dwellings expected to be delivered over the 5 year period commencing 1 April 2017. The figures in Table 2 are taken from the trajectory below.

<b>Table 12: Predicted dwelling yield in Exeter between 1 April 2016 and 31 March 2021</b>						
Source of dwellings	Yield					Total
	16/17	17/18	18/19	19/20	20/21	
Sites with planning permission at 31.03.16	677	532	449	344	297	2,299
SHLAA sites	0	19	84	200	130	433
Windfalls	0	0	89	95	101	285
<b>Total</b>	<b>677</b>	<b>551</b>	<b>622</b>	<b>639</b>	<b>528</b>	<b>3,017</b>

It is predicted that 3,017 dwellings will be delivered during the 5 year period. This **falls short** of the requirement to deliver 6,400 dwellings by **3,383** dwellings. It equates to a housing land supply of just over **2 years and 4 months**.

### Five Year Land Supply Trajectory

SHLAA Ref.	Address	Predicted Completions (Dwellings)					Total Completions
		2016/17	2017/18	2018/19	2019/20	2020/21	
<b>Sites with planning permission at 31 March 2016</b>							
307a	St Loyes Foundation, Topsham Road	109					109
307c	St Loyes Foundation, Topsham Road		12	41			53
307d	Millbrook Village, Topsham Road		24				24
308a	Lower RNSD, Topsham Road (Phase 2)	12					12
311	Former University of Plymouth, Earl Richards Road	6					6
317S	Land adjacent Rennes House, Vaughan Road	26					26
326	Land off Hill Barton Road	36					36
328	Land at Pinhoe Quarry, Harrington Lane		12	25	25	25	87
333a	Seabrook Orchards, Topsham Road	40	40	40	40	40	200

334a	Ibstock Brick, Harrington Lane	49	48				97
336	102-104 Fore Street					13	13
340	Bishops Court Quarry, Apple Lane	42	42	43			127
341	Land adjacent Beech Cottage, Old Rydon Lane	16					16
343	Tithebarn Green at Monkerton	13	52	52	52	52	221
344	Land at Sandrock, Gipsy Hill Lane		52	5			57
345	130 Fore Street					14	14
346a	Land to north, west and south of the Met Office, Hill Barton Road			12	50	50	112
346b	Land to north, west and south of the Met Office, Hill Barton Road (Phase 1)	12	50	50	36		148
350	Corner of Summerland Street and Red Lion Lane		12	16			28
351	Newport Caravan Park, Topsham Road		12	10			22
353	Housing site off the A379 and west of		12	25	25	25	87

	the Exmouth Branchline, Newcourt Way						
356	Land known as Monkerton Farm		12	25	25	25	87
361	Acorn Centre, Market Street	20					20
362	Bricknells Bungalow, Old Rydon Lane		12	25	25	1	63
364	Former St Margaret's School, 147 Magdalen Road	21	20				41
365S	Land off Exeter Road, Topsham	12	16				28
366S	Land east of Exmouth Branchline, Old Rydon Lane		12	25	25	25	87
368	Land to north, west and south east of the Paddocks, Harts Lane	12	25	25	25	25	87
371S	The Vines, Gipsy Lane		12	5			17
372	Darwin House, Southernhay Gardens	24					24
373	Land east of NEwcourt Drive	12	14				26
374S	Hill Barton Farm,	12	6				18

	133 Hill Barton Road						
375	Brewers Court, Willeys Avenue	13					13
377	Land west of Pilton Lane		12	25	16		53
	Small Sites (10 dwellings or fewer)	190	14				107
		677	532	449	344	297	2,299
<b>Sites without planning permission at 31 March 2016</b>							
9	Nos. 36-38 Well Street		5				5
16	ERADE, Topsham road			12	25	25	62
18a-c, 19 & 20	Alphington Strategic Allocation sites			24	50	50	124
23	Exmouth Junction, Prince Charles Road			12	25	25	62
41	Land west of Pilton Lane			12	25	2	39
42	Land adjacent Higher Furlong, Hollow Lane		6				6
62	Exeter Golf and Country Club Practice Ground, Topsham Road			12	50	18	80
98	Honeylands Hospital, Pinhoe Road		8				8

103	Land off Apple Lane			12	25	10	47
		0	19	84	200	130	433
<b>Windfalls</b>							
-	-	0	0	89	95	101	285
<b>Grand Total</b>		<b>677</b>	<b>551</b>	<b>622</b>	<b>639</b>	<b>528</b>	<b>3,017</b>