

Exeter Plan 2021-2041

Publication Stage (Regulation 19)

Representation Form

Ref:

**(For official
use only)**

Name of the Local Plan to which this representation relates: Exeter Plan 2021-2041

Please return to Exeter City Council, Local Plans Team, Paris Street, Exeter, EX1 1JN, upload onto our consultation portal at <https://exeterplanpublication.commonplace.is/> or email to planning.policy@exeter.gov.uk by **11:59 pm on 6 February 2025**.

This form has two parts:

Part A – Personal Details: Needs to be completed only once.

Part B – Your representation(s). Please fill in a separate sheet for each representation you wish to make.

Part A: Personal details

1. Personal details*

*If an agent is appointed, please complete only the Title, Name and Organisation (if application) boxes below but complete the full contact details of the agent in section 2.

Title

First Name

Last Name

Job Title (where relevant)

Organisation (where relevant)

Address Line 1

Line 2

Line 3

Line 4

Post Code

Telephone number

E-mail address

2. Agent's details if applicable

Title

First Name

Last Name

Job Title (where relevant)

Organisation (where relevant)

Address Line 1

Line 2

Line 3

Line 4

Post Code

Telephone number

E-mail address

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph Policy Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.
(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.
(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.
(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes

☐

No

X

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

I refer to our other comments upon specific policies. In general these relate to the following issues; the over-reliance upon city centre strategic brownfield allocations and the lack of consideration of purpose-built student accommodation within the housing requirement as key issues the Council needed to address.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

I refer to our comments upon specific policies.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

X

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer the Council to paragraphs 2.1 to 2.9 of the attached representations.

These paragraphs essentially relate to the lack of positive actions and relevant statements of common ground on key issues, such as housing.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.

(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes ☐

No ☒

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.
(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.
(Continue on a separate sheet if necessary)

See paragraphs 3.1 to 3.7 of the attached representations.

Our key concern in relation to this policy is the strong focus upon city centre brownfield development. Whilst the re-use of brownfield land clearly has its merits this should not be to the detriment of meeting the needs of all sectors of the community. This will require both brownfield and greenfield sites. To do otherwise would be unjustified and ultimately an unsound approach. Within our comments it is noted that the extant Core Strategy seeks to maximise the delivery of previously developed land, seeking to deliver at least 60% of new development on such land. To date the plan has failed to meet its housing requirement and as such it is clear that this strategy is failing.

The Council needs to be realistic that its strategy is deliverable.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.
You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.
(Continue on a separate sheet if necessary)

To provide diversity and flexibility in the supply it is important that these brownfield opportunities are supplemented by deliverable greenfield sites which are attractive to different elements of the market.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.

(Continue on a separate sheet if necessary)

I refer to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.

(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.

(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:
(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.

(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes ☐

No ☒

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

See paragraphs 3.8 to 3.11 of the attached representations.

In summary, these highlight that the 7 principles identified within the policy will have a viability impact. This impact is not assessed in the Councils Local Plan Viability Assessment', published November 2024 (LPVA 2024). It is, therefore, unjustified.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

In order to address these concerns, the viability implications of Policy S2 should be considered within the LPVA 2024. If potential additional viability implications are identified these should be tested and the policy amended as appropriate.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes ☐

No ☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.
(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.
(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.
(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes

☐

No

X

☐

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

See paragraphs 4.1 to 4.5 of the attached representations.

In summary these representations question the validity of the Council's 'de-centralised is best' approach. This is considered contrary to the NPPF.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

The assumption that decentralised is 'best' should therefore be removed from the plan and the policy reframed to provide support for such networks. Developers require the flexibility to utilise the latest technologies to deliver low carbon as they advance. The mechanisms to deliver low carbon change rapidly and therefore the methodology should not be prescriptive.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer the Council to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.
(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.
(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.
(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes

☐

No

☒

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

See paragraphs 4.6 to 4.16 of the attached representations.

In summary our representations consider that the policy as currently drafted is contrary to national policy and is not justified.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

It is recommended that this policy is deleted, and the Council utilise the Building Regulations to provide appropriate reductions in carbon, without prejudicing delivery.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.
(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.
(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.
(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes

☐

No

☒

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

See paragraphs 4.17 to 4.19 of the attached representations.

In summary it is considered that this policy is contrary to national policy and is not justified.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

It is recommended that this policy is deleted.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.
(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.
(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.
(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes

☐

No

X

☐

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

See paragraphs 5.1 to 5.18 of the attached representations.

In summary these representations identify that the proposed housing requirement is 20% below the current standard method for determining local housing need. Whilst the plan currently benefits from the transitional arrangements this is likely to change in March 2025 once the new median workplace based affordability ratios are published.

The identified requirement is also not considered to take full account of the growing student population within Exeter. In addition the plan and its evidence base fail to consider if there are any issues which would warrant an increase above the proposed housing requirement.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

The housing requirement should be increased to 800 dwellings per annum.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition, our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.
(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.
(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.
(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes

☐

No

X

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

See paragraphs 5.19 to 5.33 of the attached representations.

In summary these representations question whether the proposed allocations will be sufficient to meet the proposed housing requirement as a minimum over the plan period. The representations consider the previous and current history of selected allocations and the Council's identified five-year housing land supply.

It also considers that the proposed allocations will be insufficient to meet the needs of all the community.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

It is recommended that the plan should identify further allocations which provide a balanced portfolio of sites and are relatively free from constraints enabling early delivery in the plan period.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.
(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.
(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.
(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes

☐

No

X

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

See paragraphs 5.34 to 5.36 of the attached representations.

In summary these highlight that whilst this is a 'rolled over' policy requirement the Council has failed to reach such levels of delivery in the past. The viability of the policy is, therefore questionable.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

Further analysis be undertaken and a realistic policy requirement provided.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.

(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes

☐

No

☒

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

See paragraphs 6.2 to 6.5 of the attached representations.

In summary these highlight that the policy is likely to inhibit the delivery of the plan given the current strategy.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

In common with our comments upon Policy H2 it is recommended that additional allocations are provided to ensure that the strategy is deliverable.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.

(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes ☐

No ☒

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

See paragraphs 7.1 to 7.10 of the attached representations.

In summary Policy NE1 refers to valued landscapes, yet the evidence base is restricted to the identification of landscape value. There are important differences which the evidence base needs to identify, specifically how parts of the landscape are sufficiently above the ordinary; being of high value does not equate to being a valued landscape in the context of the NPPF and the evidence base fails to sufficiently address those special qualities rather than more generic judgements that it does set out in respect of a standard landscape sensitivity assessment.

This issue combined with the Council's focus upon urban brownfield regeneration areas creates a significant risk that the plan will not be effective in delivering the housing and employment needs and aspirations of the city.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

It is recommended that further evidence be provided in relation to landscape setting. This should consider if and how parts of the landscape are sufficiently above the ordinary to warrant being identified as a valued landscape in the context of the NPPF. The policies map would require subsequent amendments to solely include areas which can justifiably be identified as being 'above the ordinary'.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.
(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

Part B – Representation

Please use a separate sheet for each representation

3. To which part of the Exeter Plan does this representation relate?

Paragraph

Policy

Policies Map

4. Do you consider that this part of the Exeter Plan is legally compliant?

Yes

No

4 (a). If yes, and you wish to support the legal compliance of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

4 (b). If no, please give details of why you consider this part of the Exeter Plan is not legally compliant. Please be as precise as possible.

(Continue on a separate sheet if necessary)

4 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan legally compliant, in respect of any legal compliance matters you have identified at 4(b) above. You will need to say why each modification will make this part of the Exeter Plan legally compliant. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

5. Do you consider that this part of the Exeter Plan is Sound?

Yes

☐

No

☒

5 (a). If yes, and you wish to support the soundness of this part of the Exeter Plan, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

5 (b). If no, please give details of why you consider this part of the Exeter Plan is unsound. Please be as precise as possible.

(Continue on a separate sheet if necessary)

See paragraphs 7.11 to 7.13 of the attached representations.

In summary it is considered that the policy will create a 'step-change' from the extant requirements and will have an impact upon the developable area of a proposed development. This will negatively impact upon viability. This impact is not adequately assessed in the LPVA 2024.

5 (c). Please set out the modification(s) you consider necessary to make this part of the Exeter Plan sound, in respect of any soundness matters you have identified at 5(b) above.

You will need to say why each modification will make this part of the Exeter Plan sound. It will be helpful if you are able to put forward your suggested revised wording for the relevant policy or paragraph. Please be as precise as possible.

(Continue on a separate sheet if necessary)

The viability impact of the policy should be fully assessed and necessary amendments made.

6. Do you consider that this part of the Exeter Plan complies with the Duty to Co-operate?

Yes

☐

No

☐

6 (a). If yes, and you wish to support this part of the Exeter Plan's compliance with the duty to co-operate, please use this box to set out your comments.

(Continue on a separate sheet if necessary)

6 (b). If no, please give details of why you consider this part of the Exeter Plan fails to comply with the duty to co-operate. Please be as precise as possible.
(Continue on a separate sheet if necessary)

I refer to our earlier comments upon this issue.

Please note that non-compliance with the duty to co-operate is incapable of modification at examination.

7. If you would like to make representations on the Sustainability Appraisal (SA) please provide your comments here, stating to which part of the SA your comments relate.
(Continue on a separate sheet if necessary)

8. If you would like to make representations on the Habitats Regulation Assessment (HRA) please provide your comments here, stating to which part of the HRA your comments relate.
(Continue on a separate sheet if necessary)

Please note In your representation you should provide succinctly all the evidence and supporting information necessary to support your representation and your suggested modification(s). You should not assume that you will have a further opportunity to make submissions.

After this stage, further submissions may only be made if invited by the Inspector, based on the matters and issues he or she identifies for examination.

9. If your representation is seeking a modification to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)

☐

Yes, I wish to participate in hearing session(s)

☒

Please note that while this will provide an initial indication of your wish to participate in hearing session(s), you may be asked at a later point to confirm your request to participate.

10. If you wish to participate in the hearing session(s), please outline why you consider this to be necessary:

(Continue on a separate sheet if necessary)

We wish to participate in the examination to ensure that the Inspectors fully understand our representations. In addition our client wishes to ensure that they can respond to any additional evidence provided by either the Council or third parties following submission of the local plan.

Please note the Inspector will determine the most appropriate procedure to adopt to hear those who have indicated that they wish to participate in hearing session(s). You may be asked to confirm your wish to participate when the Inspector has identified the matters and issues for examination.

For more information on how we use your data – please read our privacy notice at the following website: <https://exeter.gov.uk/media/5750/planning-policy-privacy-notice.pdf>

The Exeter Plan: Publication Draft (Regulation 19)

On behalf of Taylor Wimpey UK Limited

Date: January 2025 | Pegasus Ref: P22-0635

Author: MG



Document Management.

Version	Date	Author	Checked/ Approved by:	Reason for revision
01	January 2025	MG	FS	



Contents.

1. Introduction.....	1
2. Duty to Cooperate	3
3. Spatial Strategy	5
Policy S1: Spatial Strategy	5
Policy S2: Liveable Exeter principles	6
4. Climate Change	8
Policy CC3: Local energy networks	8
Policy CC5: Future development standards	9
Policy CC6: Embodied Carbon	10
5. Homes.....	12
Policy H1: Housing requirement	12
Policy H2: Housing allocations.....	15
Policy H4: Affordable Housing.....	18
6. Economy and Jobs.....	20
Policy EJ2: Retention of employment land	20
7. Natural Environment	21
Policy NE1: Landscape setting areas	21
Policy NE6: Urban greening factor	22
8. Summary and Conclusions	23

1. Introduction

- 1.1. The following comments are submitted on behalf of 'our client' Taylor Wimpey UK Limited in relation to the Exeter Plan: Publication Draft (December 2024). Our client has land interests at Land at Attwells' Farm, Exwick, Exeter.
- 1.2. Pegasus Group and our client welcome this opportunity to engage with the Council at this stage of plan making. Our client is keen to work collaboratively with the Council to ensure that a sound and robust plan is submitted for examination which provides an appropriate planning framework for Exeter.
- 1.3. The December 2024 National Planning Policy Framework (NPPF) is the latest iteration of the NPPF and became effective on its publication. Annex 1 paragraphs 234 to 243 provide the relevant transitional arrangements for plan-making. The Exeter Plan has reached regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (pre-submission) stage on or before the 12 March 2025 and the housing requirement meets at least 80% of local housing need. In these circumstances, in conformity with paragraph 235 of the NPPF the plan will be examined under the relevant previous version of the Framework, this being the December 2023 version of the NPPF. In this regard, all following references to the NPPF relate to the December 2023 version. The December 2024 version of the NPPF is occasionally referred to for context, this is however clearly stated in the text.
- 1.4. In making these representations we have taken account of the tests of soundness which will be applied to the local plan when it is examined by the local plan inspector. Paragraph 35 of the NPPF confirms that plans would be considered sound if they are:
 - **Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs; and is informed by agreements with other authorities, so that unmet need from neighbouring areas is accommodated where it is practical to do so and is consistent with achieving sustainable development;
 - **Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
 - **Effective** – deliverable over the plan period, and based on effective joint working on cross-boundary strategic matters that have been dealt with rather than deferred, as evidenced by the statement of common ground; and
 - **Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies in this Framework.
- 1.5. The following response is provided to selected policies and issues identified within the 'Publication Draft' of The Exeter Plan and its associated evidence base. This response should be read in conjunction with our client's earlier comments upon the 'Outline Draft' and 'Full Draft' of the Exeter Local Plan.
- 1.6. Unfortunately, the fundamental objections of our client, raised at these earlier stages of plan-making still largely remain. This is extremely disappointing. Within our previous objections to the plan, we identified the over-reliance upon city centre strategic brownfield allocations and the lack of consideration of purpose-built student accommodation within

the housing requirement as key issues the Council needed to address. These issues remain and form part of our objections to the plan as currently drafted.

- 1.7. The Council will also be aware that our client's site at Land at Attwells' Farm, Exwick, Exeter is appropriately identified as a proposed allocation within the Teignbridge Local Plan which is now in the latter stages of its examination. The vehicular access to this site falls within the Exeter City Council administrative boundary.
- 1.8. Our client has engaged in pre-application discussions with Teignbridge Council, these discussions have reinforced the deliverability of the site. Our client has also submitted a screening opinion request (ref: 23/O2038/SO) demonstrating their intentions to deliver the allocation in a timely manner. Our client is firmly of the opinion that the elements of this site which are located within the administrative boundary of the Council should be identified through the Exeter Local Plan.

2. Duty to Cooperate

The Council has failed to adequately justify that it has met its obligations under the duty to cooperate.

2.1. The Council will be aware of its obligations under the duty to cooperate. The duty applies to all strategic matters which cross administrative boundaries. The administrative boundary of Exeter is closely related to the extent of the built-up area, particularly along its western boundary. The city will, therefore, have a significant influence on the fringe of the two largely rural neighbouring districts of Teignbridge and East Devon. Given its tightly constrained geography and close physical and economic relationship with neighbouring districts it is imperative that Exeter works closely with its neighbours.

2.2. The NPPF, paragraph 35, is clear that for plans to be found sound they must be effective. This requires effective joint working on cross-boundary strategic matters. Furthermore, the NPPF, paragraph 26, identifies that:

“Effective and on-going joint working between strategic policy-making authorities and relevant bodies is integral to the production of a positively prepared and justified strategy. In particular, joint working should help to determine where additional infrastructure is necessary, and whether development needs that cannot be met wholly within a particular plan area could be met elsewhere.”

2.3. The NPPF goes on to note at Paragraph 27 that:

“In order to demonstrate effective and on-going joint working, strategic policymaking authorities should prepare and maintain one or more statements of common ground, documenting the cross-boundary matters being addressed and progress in cooperating to address these.”

2.4. Paragraph 74 of the NPPF identifies that:

“...Working with the support of their communities, and with other authorities if appropriate, strategic policy-making authorities should identify suitable locations for such development where this can help to meet identified needs in a sustainable way”

2.5. Paragraph 110(b) of the NPPF also restates this as it pertains to the relationship between transport and development patterns:

“[Planning policies should] be prepared with the active involvement of local highways authorities, other transport infrastructure providers and operators and neighbouring councils, so that strategies and investments for supporting sustainable transport and development patterns are aligned”.

2.6. The Council has produced a ‘Duty to Cooperate Statement’ (DtC statement) dated December 2024. This document outlines the Council’s involvement and adoption of the non-statutory joint strategy called ‘Our Shared Coordinates’, as well the Council’s involvement within cross-boundary discussions and evidence.

2.7. Our client is pleased to note that ‘Homes’ has been identified as a cross-boundary issue within paragraph 4.1 of the DtC statement. Section 6 considers the activity and work

undertaken in relation to this issue. It is noted that this led to joint evidence such as the 'East Devon, Exeter, Mid Devon and Teignbridge Local Housing Needs Assessment, 2022' and subsequent 2024 Exeter update. This is considered positive.

- 2.8. Despite these positive actions little substance is provided within the DtC statement regarding how this has influenced plan development, other than referencing Torbay not seeking to have any of its unmet need delivered within Exeter. No statements of common ground have been provided to support the DtC statement and as such it is unclear if the plan has been prepared alongside active involvement of neighbouring authorities and infrastructure providers. It must also be recognised that the duty is an iterative process and as such changes in circumstance must also be considered. In this regard the revisions to the NPPF in December 2024 also included a revised standard method for determining local housing need. In the case of Exeter, Teignbridge, Mid-Devon and Torbay this has led to an increase in the identified local housing need. It is imperative that the Council consider this issue as part of its duty to cooperate prior to submitting the plan and makes any necessary amendments.
- 2.9. The Council will be aware that our client's site at Land at Attwells' Farm, Exwick, Exeter is one of the Edge of Exeter allocations within the emerging Teignbridge Local Plan. This plan is, at the time of writing, at a late stage of its examination. It is, therefore, important that this site is recognised within both Local Plans. This is particularly important given that, as discussed in the previous section, part of our client's wider site sits within the boundaries of Exeter. Whilst our client intends for the area within Exeter to be undeveloped, forming part of the access and public open space only, it should be identified within the Exeter Plan.

3. Spatial Strategy

Policy S1: Spatial Strategy

The policy is considered unsound as it is not adequately justified and will not be effective.

- 3.1. Parts 4, 5 and 6 of the policy place significant emphasis upon the delivery of brownfield sites with only modest greenfield development anticipated. The NPPF, paragraph 119, identifies that:

“...Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land”
- 3.2. Whilst these elements of the policy conform with paragraph 119 the Council will be aware that the NPPF should be read as a whole and as such a single paragraph or paragraphs should be balanced against others. In the case of housing delivery through the new plan other important elements include:
 - The need to deliver a sufficient amount and variety of land where it is needed to meet the Government’s objective of significantly boosting the supply of homes (paragraph 60),
 - The need to provide the size, type and tenure of housing needed for different groups in the community should be assessed and reflected in planning policies (paragraph 63),
 - Strategic policy-making authorities should establish a housing requirement figure for their whole area, which shows the extent to which their identified housing need (and any needs that cannot be met within neighbouring areas) can be met over the plan period (paragraph 67), and
 - Planning policies should identify a sufficient supply and mix of sites, taking into account their availability, suitability and likely economic viability (paragraph 69)
- 3.3. Therefore, whilst the re-use of brownfield land clearly has its merits this should not be to the detriment of meeting the needs of all sectors of the community. This will require both brownfield and greenfield sites. To do otherwise would be unjustified and an unsound approach. The Council will be aware that the current government has placed a significant emphasis upon its ambitions to deliver 1.5 million homes over the current parliamentary cycle and through the current (December 2024) NPPF has sought to identify new sources of supply, such as Grey Belt.
- 3.4. Within our comments upon the housing requirement (see Policy H1) we identify the significant increase in the student population within the city since 2006/7. This form of accommodation has provided circa 40% of the housing supply in recent years. Given these issues the Council has under-supplied for other groups of the community, as required by paragraph 63 of the NPPF. Further high-density city centre housing will inevitably continue to appeal to the student market. This type of development needs to be balanced with more ‘family friendly’ forms of housing.

- 3.5. The extant plan, the Core Strategy (adopted in 2012), has a plan period of 2006 to 2026. The Core Strategy seeks to maximise the delivery of previously developed land, seeking to deliver at least 60% of new development on such land. Table 1 of the 2023/24 Authority Monitoring Report (AMR) identifies that once purpose-built student accommodation (PBSA) is removed from the supply the Council has only delivered on average 483 dwellings over the 18-year period of the Core Strategy to date, a shortage of 117 dwellings per annum (dpa) or 2,111 dwellings against the Core Strategy housing requirement (600 dpa) over the plan period. The focus upon brownfield sites has, therefore, clearly failed in the past.
- 3.6. The Council needs to be realistic that its strategy is deliverable. This will require detailed viability testing of its strategic sites. The Council's viability evidence 'Local Plan Viability Assessment', published November 2024 (LPVA 2024) only considers these strategic sites in a cursory manner, given the emphasis upon such sites this is considered inadequate. The LPVA 2024 and other supplementary evidence should also consider matters of site assembly and the decanting of existing uses. It should not simply assume that the site is vacant and ready to be developed, as this creates false results.
- 3.7. To address this issue, and in conformity with paragraph 69 of the NPPF the Council should identify a mix of sites, taking into account their availability, suitability and likely economic viability. Whilst it is considered appropriate that brownfield sites are included in this mix, where evidence permits, it is important that they are clearly viable within the plan period. To provide diversity and flexibility in the supply it is important that these brownfield opportunities are supplemented by deliverable greenfield sites which are attractive to different elements of the market.

Policy S2: Liveable Exeter principles

The policy is unsound as it is not effective.

- 3.8. The policy outlines 7 principles which all strategic mixed use brownfield development proposals are expected to adhere to. Whilst these principles are founded upon laudable ambitions, they will clearly add significant cost to the development of these challenging sites.
- 3.9. The policy includes requirements for sustainable transport, net zero, management and maintenance of the public realm, and the application of high-performance energy efficiency standards such as Passivhaus and whole-life carbon assessments standards. Table 2.1 of the Council's LPVA 2024 includes a list of policies which are considered to have viability implications, this does not include Policy S2. Furthermore, appendix B of the LPVA 2024 identifies the policies which were reviewed to consider viability implications, once again this did not include Policy S2.
- 3.10. Whilst it is noted that some of the potential costs are replicated in other policy areas, which are assessed for their viability implications, the lack of consideration given to this policy is considered a failing in the evidence base and a soundness issue for the plan. This is particularly concerning given the marginal or non-viable nature of some development typologies within the city. This includes typologies such as smaller flatted development (LPVA 2024, table 5.1) and older persons housing (LPVA 2024, table 5.5).

- 3.11. In order to address these concerns, the viability implications of Policy S2 should be considered within the LPVA 2024. If potential additional viability implications are identified these should be tested and the policy amended as appropriate.

4. Climate Change

Policy CC3: Local energy networks

The policy is unsound as it is unjustified and contrary to national policy.

- 4.1. The plan places significant emphasis upon climate change and whilst the importance of this issue is not disputed by our client, we do have concerns regarding the Council's stance upon local energy networks.
- 4.2. The policy identifies that throughout the city and within 500m of any local energy network subject to a contractual commitment any residential development of 10 or more homes or non-residential development of at least 1,000 square metres must be constructed to have heating (water and space) systems compatible with the proposed or existing local energy network and include provision for the necessary pipework connection from those in-building systems up to the appropriate site boundary. This is to allow for future connection to the network when available. The only exceptions to this are when it can be demonstrated by the applicant at the detailed design stage, having regard to the type of development involved and its design, that this is not feasible or viable. The Council's stance assumes that 'de-centralised is best'.
- 4.3. The Council's evidence paper '*Heat network evidence to support emerging Exeter Plan policy CC3*', dated November 2024 seeks to provide supportive evidence to the policy. Whilst this evidence paper distils the benefits of de-centralised energy it does not demonstrate that a de-centralised first approach to energy supply is any more or less 'green' than a mains extension. Without this evidence the policy requirement is unjustified. The Government has shown a clear desire to increase energy delivery from renewable sources such as wind and solar that will dramatically transform inputs into the national grid which will assist in decarbonising the grid. National Grid has set a commitment to a stepped transition to a zero carbon grid by 2050 in line with the Government's legal targets around carbon. This should be given due consideration.
- 4.4. It is also notable that the evidence paper fails to reference the NPPF within its brief discussion of national policy. The NPPF, paragraph 160(c), suggests plans should identify:

"...opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers".
- 4.5. Whilst "opportunities" are identified through the plan the NPPF does not require developers to connect to de-centralised networks. The assumption that decentralised is 'best' should therefore be removed from the plan and the policy reframed to provide support for such networks. Developers require the flexibility to utilise the latest technologies to deliver low carbon as they advance. The mechanisms to deliver low carbon change rapidly and therefore the methodology should not be prescriptive.

Policy CC5: Future development standards

The policy is unsound as it is unjustified, ineffective and contrary to national policy.

- 4.6. The policy identifies that from 2025 residential development will be required to achieve a 75% carbon dioxide emissions reduction from that required under the 2013 Building Regulations. This clearly creates a timing issue as the commencement date has already passed and the plan is not yet adopted. The implication is that, if found sound, there would not be any transitional period for schemes to ensure compliance.
- 4.7. Whilst our client agrees with the need and desire to improve energy efficiency and carbon use it remains unclear why this should be done outside of the Building Regulations. There is no clear rationale for making Exeter a 'special case'.
- 4.8. Our client acknowledges that Section 19 (1A) of the Planning and Compulsory Purchase Act 2004 outlines that development plan documents must (taken as a whole) include policies designed to secure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change.
- 4.9. Similarly, the NPPF identifies plans should take a proactive approach to mitigating and adapting to climate change. However, the PPG (ID 6-O12-20190315) refers to the Planning and Energy Act 2008, the Deregulation Act 2015, and the Written Ministerial Statement (March 2015) and states that policies in relation to energy performance standards should not be used to set conditions on planning permissions with requirements above the equivalent of the energy requirement of Level 4 of the Code for Sustainable Homes.
- 4.10. Part L of Building Regulations, as updated in 2021, identifies a requirement to achieve a 30% reduction in carbon emissions for new dwellings (compared with the 2013 regulations). The current Building Regulations, which took effect on 15 June 2022, therefore exceed Level 4 of the Code for Sustainable Homes. This means that the policy would directly conflict with both the PPG and the 2015 Ministerial Statement.
- 4.11. Self-evidently the stepped change to Zero Carbon under the programmed future Building Regulations changes gives developers certainty and allows the industry to develop solutions collaboratively across the industry. Following this standard allows the industry to benefit from the cost efficiencies and certainty associated with the delivery of mass-produced proprietary products, which will better address viability and delivery of development to meet the Council's planned housing trajectory.
- 4.12. As the supporting text to the policy at paragraph 5.24 of the draft plan acknowledges, this policy duplicates the future Building Regulations standards under the 2025 'Future Homes Standard' (FHS) on the pretence of a 'local backup'. The standard proposed by this policy will therefore be duplicated under the FHS, rendering the policy requirement redundant and obligating applicants to provide information at application stage that will be secured at building regulations stage, unnecessarily front-loading costs of the development process. The drafted policy is accordingly contrary to the provisions of the NPPF under Paragraph 16 which states that plans should *"serve a clear purpose, avoiding unnecessary duplication of policies that apply to a particular area"*.
- 4.13. Whilst the final details of the standard nor the timeline are, at the time of writing, yet to be announced by Government there remains a clear commitment to the Future Homes

Standard. It is understood, based upon statements from ministers, that the current Government is content with the scope of the Future Homes Standard proposals but they want ensure that the standard remains compatible with their wider housing objectives.

- 4.14. In addition, within a Written Ministerial Statement made under the previous Government by then Housing Minister Lee Rowley on 13th December 2023 (HLWS120), the Government's expectations in relation to policy were made explicit following uplifts in the building regulations, stating (our emphasis):

*"The improvement in standards already in force, alongside the ones which are due in 2025, demonstrates the Government's commitment to ensuring new properties have a much lower impact on the environment in the future. In this context, the Government does not expect plan-makers to set local energy efficiency standards for buildings that go beyond current or planned buildings regulations. The proliferation of multiple, local standards by local authority area can add further costs to building new homes by adding complexity and undermining economies of scale. **Any planning policies that propose local energy efficiency standards for buildings that go beyond current or planned buildings regulation should be rejected at examination if they do not have a well-reasoned and robustly costed rationale that ensures:***

- *That development remains viable, and the impact on housing supply and affordability is considered in accordance with the National Planning Policy Framework.*
- *The additional requirement is expressed as a percentage uplift of a dwelling's Target Emissions Rate (TER) calculated using a specified version of the Standard Assessment Procedure (SAP)."*

- 4.15. The policy makes no explicit allowance for viability and whilst the Council's LPVA 2024 does consider this policy its introduction is not well reasoned and as such it remains unjustified and contrary to the above WMS.

- 4.16. It is recommended that this policy is deleted, and the Council utilise the Building Regulations to provide appropriate reductions in carbon, without prejudicing delivery.

Policy CC6: Embodied Carbon

The policy is unsound as it is unjustified and contrary to national policy.

- 4.17. The proposed policy identifies that major development proposals will only be permitted where:
- The impact on climate change from carbon emissions embodied in development materials is calculated using a nationally recognised carbon assessment method; and
 - It is demonstrated that adequate steps have been taken in the design of the development to reduce this impact.

- 4.18. Similar to Policy CC5, whilst our client agrees with the need and desire to improve energy efficiency and carbon use, it remains unclear why this should be done outside of the Building Regulations. There is no clear rationale for making Exeter a 'special case'.
- 4.19. It is, therefore, recommended that this policy be deleted.

5. Homes

Policy H1: Housing requirement

The proposed policy is unsound as it is not positively prepared and is unjustified.

- 5.1. The plan seeks to provide a minimum housing requirement of 642 homes per year over the plan period 2021 to 2041. This equates to 12,840 dwellings. In order to meet this target, the policy seeks to deliver 13,975 homes providing a circa 9% buffer over the minimum requirement. It is noted that the supply has been reduced since the previous iteration of the plan. The reason for this is unclear.
- 5.2. The identification of the housing requirement as a minimum and the provision of a buffer is supported. However, based upon the identified mix it is considered that a greater buffer will be required (see our comments upon Policy S1, S2 and Policy H2). A buffer figure closer to 20% should be considered to account for some sites taking longer than anticipated to deliver or non-delivery, these issues are discussed in greater detail within our comments upon Policy H2.
- 5.3. Our client also considers that a housing requirement greater than 642 dwellings per annum is required within Exeter. As discussed within our introduction to these representations the emerging plan will benefit from the transitional arrangements within the December 2024 NPPF and will, therefore, be examined against the 2023 version of the NPPF. To qualify the plan has to meet the conditions set out within paragraph 234 of the December 2024 NPPF. In the case of the Exeter Local Plan part (a) of paragraph 234 applies. This states that the plan has reached Regulation 19 (pre-submission stage) on or before 12 March 2025, and its draft housing requirement meets at least 80% of local housing need.
- 5.4. Utilising the current standard method for determining local housing need, as set out within the PPG, creates a minimum need of 800 dwellings per annum (dpa) for Exeter. The proposed housing requirement of 642dpa equates to 80% of local housing need. This is the absolute minimum required to meet the transitional arrangements. The Council should be aware that an increase in the local housing need by just 4dpa would place the proposed housing requirement below the 80% threshold in the NPPF. This could occur in March 2025 when the affordability ratios are updated. If the 2024 median workplace-based affordability ratio is greater than 8.65, which is lower than any year since 2019 the emerging plan will no longer benefit from paragraph 234(a) as it will be less than 80% of the local housing need calculation. Similarly, once Table 125: dwelling stock estimates by local authority is updated in November 2025 the proposed housing requirement is unlikely to meet 80% of the local housing need figure. To 'future-proof' the plan it is strongly recommended that the Council seek to meet the minimum housing requirement of 800dpa, as set out within the standard method.
- 5.5. As discussed within our comments upon the duty to cooperate whilst the Council has not currently been requested to assist neighbouring authorities this may change following the introduction of the new standard method which sees increased need not only for Exeter but also the neighbouring authorities of Mid-Devon, Teignbridge and Torbay.

- 5.6. In terms of the delivery of the minimum housing requirement the PPG is clear that the supply can include consideration of how communal establishments contribute to the supply of housing. In terms of Exeter this is primarily student accommodation.
- 5.7. It is therefore clear that student accommodation, be it in communal halls or self-contained dwellings, either on or off-campus, can in principle count towards an authorities housing land supply. This is, however, on the proviso that:
- the amount of accommodation that new student housing releases in the wider housing market (by allowing existing properties to return to general residential use); and / or
 - the extent to which it allows general market housing to remain in such use, rather than being converted for use as student accommodation.
- 5.8. In the case of Exeter, student numbers have been increasing in the city for a considerable period. The Council has provided evidence on Student Housing in the form of the Greater Exeter: Student Housing Needs Assessment, dated November 2024. Figure 2 of this document indicates a cumulative increase in student numbers from 2006/7 to 2021/22 of 14,818.
- 5.9. The Council will be aware of the 2015 High Court Judgement ([2015] EWHC 1663 (Admin)) between itself and the Secretary of State and ORS. In this case it was found that due to the Council's Core Strategy housing requirement not taking account of student accommodation the Council could not take account of purpose-built student accommodation (PBSA) within its five-year supply. Therefore, whilst in principle PBSA can be used to account for delivery of the housing supply, in the case of Exeter this can only occur where the increase in student numbers is taken into account. This is because the increasing student population will not release accommodation into the wider market, as it is for the purpose of housing increased student numbers.
- 5.10. It is noted that the Greater Exeter: Student Housing Needs Assessment concludes that the overall housing needs for Exeter is assumed to accommodate past rates of growth in the student population and the figures also contain additional flexibility to accommodate even higher rates in the future (paragraph 30). However, this conclusion was based upon the previous method for calculating local housing need, which provided the proposed plan requirement of 642dpa. The new standard method is not being met and as such this argument cannot be applied.
- 5.11. In terms of supply, unfortunately, the 2023/24 AMR does not provide comprehensive information upon the delivery of student accommodation as a component of the supply since 2006. Appendix 1 of the Council's 2023 and 2024 Five Year Housing Land Supply Statement partially fills this gap providing information on the rate of PBSA accommodation compared to non-PBSA since 2018/19. This information is replicated in table 5.1 below.
- 5.12. Table 5.1 identifies that of the recorded 5,396 housing completions since 2018/19 just 3,263 were non-PBSA. Therefore, just 60% of the dwellings delivered did not comprise PBSA.

Table 5.1: Contribution of purpose-built student accommodation to Exeter housing land supply

Monitoring Year	Number of Dwellings (excluding purpose built student)	Net Completions (including PBSA)	% New Dwellings
2018/19	621	877	71%
2019/20	553	1,169	47%
2020/21	348	1,038	34%
2021/22	585	986	59%
2022/23	462	577	80%
2023/24	694	749	93%
Total	3,263	5,396	60%

Source – Exeter CC Appendix 1: Five Year Housing Land Supply Statement May 2023 and May 2024

- 5.13. Based upon this information the plan is already heavily reliant upon PBSA to meet its requirements and indeed if PBSA is removed from the supply the Council has undersupplied against the proposed housing requirement of 642dpa in the first three-years of the proposed plan period (2021–2041). This provides little confidence that the focus upon high-density city centre schemes will meet the need for family housing and other forms of non-PBSA accommodation.
- 5.14. Moreover, the Greater Exeter: Student Housing Needs Assessment (figure 1) reference to existing ‘full-time equivalent’ student populations to year 2021/22 of 27,276 is already outdated, and presents a significant underrepresentation of student numbers based on a published FOI request from late 2023 by the University providing both full and part-time student populations by campus¹. Furthermore, the capacity of the university is likely larger with student numbers likely unrepresentatively depressed by the Covid-19 pandemic related deferments from year 2020/21 (as well as 2021/22).
- 5.15. Given the above issues it is essential that the housing requirement within the plan is adjusted to take account of the increasing student numbers within the city. To do otherwise is unsound as it is not positively prepared, justified or effective in meeting the

¹ Stating 33,151 full-time students within the Exeter based campuses with a further 5,662 part-time students (excluding distance learning) – see <https://exeterobserver.org/2022/11/03/39,000-exeter-university-students-30-city-population-2021-22-freedom-of-information-reveals-11,500-more-than-published-figures-council-planning-policy-purpose-built-student-accommodation-residential-housing-stock/>.

housing needs of all sectors of the community, including families. Alternatively, all proposed PBSA should be removed from the supply of housing.

- 5.16. Under either scenario further allocations will be required. These should provide a balance to the existing focus upon city centre developments.
- 5.17. It must also be recognised that the local housing need figure identified via the standard method in the PPG is a minimum need figure. The PPG identifies several circumstances where it may be appropriate to consider a higher requirement. These being:
- Past levels of delivery,
 - Economic growth plans,
 - Strategic infrastructure provision, or
 - Assisting meeting the unmet needs of neighbouring authorities.
- 5.18. None of these issues are provided appropriate consideration either within the plan or evidence base. This is considered a failing in the current evidence.

Policy H2: Housing allocations

The policy is considered unsound as it will not be effective.

- 5.19. As identified by Policy H1, the plan seeks to allocate sites to deliver 5,369 dwellings. The remaining supply is made up as follows:
- Completions – 2,311 dwellings,
 - Existing planning consents – 5,289 dwellings, and
 - Windfall sites – 1,006 dwellings
- 5.20. Notwithstanding our comments upon the scale of the housing requirement we do not consider that the proposed allocations will deliver the identified minimum housing requirement and as such, the allocations are considered unsound as they will not be effective.
- 5.21. The majority of the dwellings are allocated on 3 mixed-use large strategic brownfield sites, these being; Water Lane (1,861 dwellings), East Gate (609 dwellings) and Red Cow (442 dwellings). These sites account for 2,912 dwellings (or 54%) of the 5,369 dwellings proposed to be allocated within the plan. The Water Lane and Red Cow sites both represent significant increases compared to the previous iteration of the plan, as set out below. The justification for these increases is not clear.

Table 5.2: Comparative capacity (number of homes)

Site	2023 Draft Plan (Reg 18)	2024 Publication Plan (Reg 19)
Water Lane	1,600	1,861
Red Cow	280	442

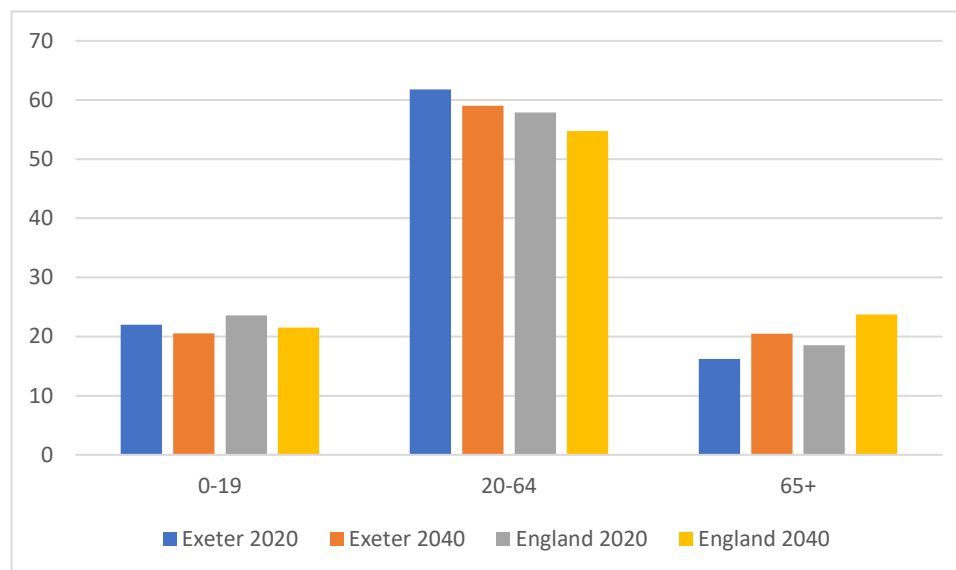
Source: Exeter Local Plan Publication and Full Draft

- 5.22. The plan identifies that much of this development will be high density and presumably including a high proportion of apartments. The Council has not produced any evidence to

justify whether this type of accommodation is appropriate or required within Exeter, whether it will meet the needs of different groups (NPPF, paragraph 63), or if the delivery of so many city centre units will saturate the market.

- 5.23. The Water Lane site, which is by far the largest of the proposed allocations (approx. 1,861 dwellings) is noted as having several constraints and challenges (paragraph 16.12 of the plan) including flood risk, access, contamination, gas and electricity infrastructure, safeguarding the function of nearby waste operations and protecting the amenity of nearby residents. These issues all create significant risks to the delivery of the site as a whole.
- 5.24. Only the Red Cow site, identified for approximately 442 dwellings, refers to student housing. Given that they are all closely related to the city centre it is anticipated the identified sites would be particularly attractive to this form of accommodation or young professionals. It is unlikely that they would meet the need for most of the family accommodation within the city. It is, therefore, considered these allocations would fail to meet the needs of all groups within Exeter.
- 5.25. Figure 5.1, below, identifies that Exeter is anticipated to have a higher than national average proportion of persons within the 20–64 age group. This is the age group most likely to require family accommodation. Indeed, the population within this age bracket is anticipated by the 2018 sub-national population projections to expand by approximately 4,000 people over the plan period. The older age groups (65+) are projected to be the only group which will increase its share of the population over the plan period. As noted in our comments upon Policy S2 specialist accommodation to meet the needs of older persons is not identified as viable within the Council's LPVA 2024.
- 5.26. The plan also lacks evidence in relation to how these sites will be delivered, there is no information relating to:
 - Incorporation, relocation or closure of existing businesses and/or residents within all of the sites. This will take time and negotiation,
 - Masterplanning. To date no detailed masterplanning work appears to have taken place,
 - Infrastructure projects, including flood risk identified, and
 - Viability information to identify that the individual sites and quantum of housing are deliverable. This is particularly pertinent given the high-level infrastructure requirements suggested within the Local Plan.

Figure 5.1: % Age cohorts 2020 and 2040



Source: ONS

5.27. It is also notable that several of the sites were identified in full, or part, in previous plans, these include:

- **Water Lane** – first identified for comprehensive mixed-use development in the Exeter Local Plan First Review, adopted in 2005 and was subsequently included with Policy CP17 of the Core Strategy, adopted 2012. Despite this long history the only document produced at the time of writing is a vision document in June 2022. It is acknowledged that an outline planning application (23/1007/OUT) has been submitted and remains pending a decision.
- **Red Cow** – part of the site was allocated for mixed-use redevelopment in Exeter Local Plan First Review, adopted in 2005. Whilst this site is to be expanded in size it is notable that little progress has been made to date.
- **East Gate** – part allocated in the Exeter Core Strategy, adopted 2012. Whilst it is noted that an outline planning application (21/1564/OUT) was submitted this has subsequently been refused (21 February 2023) largely due to issues of character and amenity and loss of trees. The site was being brought forward without consideration to the wider area.

5.28. Despite these sites being allocated for at least 10 years and in the case of Water Lane and Red Cow 15 years the only site which has shown any real progress in terms of residential development is Water Lane and in this case only for part of the site.

5.29. The lack of progress on these sites is testament to the difficulty of bringing forward large brownfield mixed-use sites with extant uses within an urban centre. In such circumstances land assembly is complex, and will take time, expertise and expense. The Council has so far failed to provide any clear evidence with regards to site assembly or that the Council has the necessary resources to undertake this work. Furthermore, there is no clear evidence that landowners are realistically interested in progressing these sites in full for development.

- 5.30. Whilst our client does not object to the allocation of these sites it is considered that their delivery is questionable and at best will highly likely take a considerable time deliver. As such, they are unlikely to deliver the quantum of development identified in the plan or, if advanced, within timescales to ensure that the plan overall provides an adequate ongoing supply across the plan period.
- 5.31. To address this issue the plan should provide a balanced portfolio of sites. This should include appropriate greenfield sites outside of the current city boundary. Such sites are more likely to appeal to families and would widen the market offer provided by the plan. At present very few of the proposed allocations are identified on greenfield sites.
- 5.32. It is notable from table 3 of the Council's 2024 Five-Year Housing Land Supply Statement, that it is not able to demonstrate a five-year housing land supply based upon the current local housing need figure (800dpa). Indeed, even with the proposed plan requirement (642dpa), inclusive of the 5% buffer required by the 2024 NPPF the Council cannot demonstrate a five-year housing land supply without the inclusion of PBSA. Unfortunately, due to the lack of a clear year-by-year trajectory post 2028/29 in either the plan or 2024 Five-Year Housing Land Supply Statement it is not possible to identify if the Council will be able to demonstrate a five-year supply in future years. However, based upon the graph at page 168 of the plan it appears highly likely that the Council will be unable to identify a five-year supply in 2026/27.

Table 5.3: Five-year supply position (based upon Council's identified supply at 1st April 2024)

	LHN Requirement	Proposed Plan requirement
Housing Requirement per annum	800	642
Buffer 5% per annum	40	32
Total 5 year requirement	4,200	3,371
Supply (excluding PBSA)	3,243	3,243
Years Supply (excluding PBSA)	3.86	4.81
Supply (including PBSA)	3,582	3,582
Years Supply (including PBSA)	4.26	5.31

Source: Pegasus Analysis, 2024 Five-Year Housing Land Supply Statement

- 5.33. To rectify the issues identified above it is recommended that the plan should identify further allocations which provide a balanced portfolio of sites and are relatively free from constraints enabling early delivery in the plan period.

Policy H4: Affordable Housing

The policy is unsound as it is not effective.

- 5.34. The policy identifies an affordable housing requirement of at least 35% on qualifying sites. It is recognised that this is a 'roll-over' of the current plan requirement, identified in Core Strategy policy CP7.
- 5.35. Table 3 of the 2023/24 AMR clearly highlights that in the majority of years since the adoption of the Core Strategy (2006) overall delivery of 35% affordable housing has only been achieved twice in 2008/09 and 2009/10. Whilst it is acknowledged that not every site will contribute to affordable housing delivery, due to the site size threshold, only 24% of all

dwellings delivered have been affordable since 2006/07. The gap between the policy and actual delivery is, therefore circa 11%, this suggests that many developments cannot fully meet the current requirements. Indeed, it is notable that since 2019/20 no year has delivered more than 19% of the supply as affordable dwellings.

- 5.36. The inclusion of additional policy requirements, as discussed against other policies in the plan will only serve to worsen this situation.

Table 5.4: Affordable housing as a percentage of non-PBSA dwellings

Year	Housing Delivery (non-PBSA)	Affordable Delivery	% Affordable of Total Delivery
2006/7	891	247	27.72
2007/8	491	97	19.76
2008/9	236	126	53.39
2009/10	270	206	76.30
2010/11	432	142	32.87
2011/12	555	170	30.63
2012/13	87	26	29.89
2013/14	382	100	26.18
2014/15	483	75	15.53
2015/16	618	130	21.04
2016/17	508	83	16.34
2017/18	473	97	20.51
2018/19	621	160	25.76
2019/20	553	81	14.65
2020/21	348	40	11.49
2021/22	585	111	18.97
2022/23	462	78	16.88
2023/24	694	111	15.99
Total	8,698	2,080	23.94

Source: Exeter CC Derived from Table 3 2023-2024 AMR

6. Economy and Jobs

- 6.1. This section identifies the significant potential for Exeter to take full advantage of opportunities for economic growth. Whilst this aspiration is supported the plan fails to consider the impact of its spatial strategy upon this aspiration.

Policy EJ2: Retention of employment land

The policy is considered unsound as it will not be effective.

- 6.2. The policy identifies that:

"...the loss of employment land to an alternative use may be considered acceptable where the site is allocated for mixed use redevelopment, or where regeneration would make more efficient use of the land and would not result in any loss of employment floorspace, or where it is demonstrated that employment use is no longer viable and there is no reasonable prospect of the site being used for employment purposes in the future....".

- 6.3. As discussed within our comments upon the spatial strategy and Policy H2 the plan is heavily focused upon the redevelopment of city centre sites for mixed use development, and regeneration areas, as outlined in Policy H3. These sites are proposed to include significant new housing. Furthermore, the supply as set out within Policy H2 is predicated upon the delivery of over 1,000 homes on windfall sites. Given the landscape constraints provided within Policy NE1 many of these windfalls will have to be within the existing urban area.
- 6.4. As such much of the growth will have to be delivered in areas largely occupied by existing uses which support local jobs. The delivery of this strategy will require existing businesses to either close or be relocated without any consideration to the impact upon jobs or the local economy. The net effect is likely to be the loss of jobs, at least in the short to medium term. This will not only impact upon the economic success of Exeter but also the delivery of the strategy. This is considered a failing in the plan.
- 6.5. In common with our comments upon Policy H2 it is recommended that additional allocations are provided to ensure that the strategy is deliverable.

7. Natural Environment

Policy NE1: Landscape setting areas

The policy is unsound as it is not justified or in conformity with national policy.

- 7.1. The policy seeks to significantly restrict development in landscape setting areas. The current policy wording is considered unduly restrictive and could, dependent upon the location and expanse of the landscape setting areas, provide a blanket protection of urban fringe land. The policy appears to be attempting to replicate Green Belt protection without identifying the exceptional circumstances described in paragraph 145 of the NPPF. This is unjustified and could lead to some areas being protected that would play little or no substantive role in providing a quality landscape setting for Exeter.
- 7.2. Policy NE1 refers to valued landscapes, yet the evidence base is restricted to the identification of landscape value. There are important differences which the evidence base needs to identify, specifically how parts of the landscape are sufficiently above the ordinary; being of high value does not equate to being a valued landscape in the context of the NPPF and the evidence base fails to sufficiently address those special qualities rather than more generic judgements that it does set out in respect of a standard landscape sensitivity assessment.
- 7.3. This issue combined with the Council's focus upon urban brownfield regeneration areas creates a significant risk that the plan will not be effective in delivering the housing and employment needs and aspirations of the city.
- 7.4. The supporting evidence '2022 Landscape Sensitivity Assessment' (2022 LSA) is noted. This study simply carves up all urban fringe land and provides an assessment. Whilst these are noted the report does not advocate that all areas should be void of development, furthermore it solely considers matters of sensitivity and not the potential capacity of a landscape in respect of potential impact and effects. The study appears to make the default decision that no areas are of low sensitivity, and in that context (i.e. without a broader graduation of sensitivity across the landscape as a whole) it is difficult to see how the 2022 LSA is anything more than a blanket local landscape designation rather than something more constructive that can be used to guide development to the least sensitive parts of the area.
- 7.5. It is notable that an element of the identified Landscape Setting Areas includes an element of our client's site, Land at Attwells' Farm, Exwick, Exeter. This is the area directly to the north of Exwick Lane. As previously discussed, the neighbouring authority of Teignbridge is in the latter stages of its Local Plan examination and is seeking to allocate our client's land in this location.
- 7.6. It should be noted that our client is not promoting any development within the identified Landscape Setting Area as indicated on the proposals map. This area is currently proposed to be open space, which will be improved through supplemental planting.
- 7.7. Our client's landscape assessment identifies that the site itself is visually well contained due to a combination of landform, vegetation, and the settlement edge. This isolates the developable areas of the site to within a discreet bowl-shaped pocket of landscape that

serves to minimise the wider landscape impact of development within this location, such that it can be assimilated into the landscape.

- 7.8. In addition, the scheme would provide extensive areas of public open space, including Suitable Alternative Natural Greenspace over and above the development's needs, releasing capacity for development within the wider area constrained by the Exe Estuary Special Protection Area habitat regulations requirements.
- 7.9. It is notable that there is a lack of public access currently across the site. A landscape mitigation strategy can bring forward opportunities for greater connectivity through open spaces and the wider countryside and will create opportunities for views across the city of Exeter and to landmarks such as Exeter Cathedral.
- 7.10. To overcome our concerns, it is recommended that further evidence be provided in relation to landscape setting. This should consider if and how parts of the landscape are sufficiently above the ordinary to warrant being identified as a valued landscape in the context of the NPPF. The policies map would require subsequent amendments to solely include areas which can justifiably be identified as being 'above the ordinary'. Based upon the evidence already submitted by our client this would exclude the area on Land at Attwells' Farm, Exwick, Exeter.

Policy NE6: Urban greening factor

The policy is unsound as it is not justified or in conformity with national policy

- 7.11. The use of the Urban Greening Factor represents a step change in approach from previous green infrastructure standards. The focus upon brownfield allocations under the drafted plan will likely see piecemeal development with limited capacity to introduce the necessary green infrastructure.
- 7.12. Overall, this approach will likely result in reduced yields and so reduced viability of development than may have been allowed for in seeking sufficient (and deliverable) sites across the plan period. As such, it is integral that the impacts of this are incorporated in capacity and viability testing in advancing the plan.
- 7.13. The Council's LPVA 2024 (table 2.1) simply states that the implications of this policy are '*Assumed to be included in allowances for external works (plot & site infrastructure) and BNG.*' This pays no regard to the fact the policy is likely to require a reduction in development density which will subsequently impact the viability of schemes. This should be provided explicit consideration in the Viability Assessment,

8. Summary and Conclusions

- 8.1. The emerging Local Plan is currently considered to be fundamentally flawed. The key issues identified in our representations relate to a poorly considered strategy which places too great a reliance upon the delivery of urban brownfield sites. Whilst our client considers these sites will play their part in delivering the needs of Exeter they should be balanced with sites outside of the urban area which will appeal to different elements of the community.
- 8.2. The plan fails to consider the impact of the growing student population within the housing requirement as well as the needs of families and other sectors of the community. To address these points, we recommend that the housing requirement is commensurately increased to, as a minimum, meet the current local housing need (800dpa) for the area. This increase should go 'hand-in-hand' with a wider diversity of additional allocations. To ensure that the additional allocations are attractive to the market and not PBSA it is recommended that these are provided on sustainable out of centre sites. These are likely to be greenfield in nature.
- 8.3. The plan also appears to be seeking to provide blanket landscape setting areas which are based on an inadequate and incomplete evidence base. This policy appears to be attempting to introduce a quasi-Green Belt policy without the adequate justification.
- 8.4. The Council is also required to ensure it has met its duties under the Duty to Cooperate. Our client is promoting a site in neighbouring Teignbridge which is identified as an allocation in their local plan. This local plan is now in the latter stages of its examination. The site at Attwells' Farm, Exwick, straddles both authorities. Whilst our client's site does not propose any development, other than access and public open space, within Exeter the proposed allocation should be recognised within the Exeter Plan.
- 8.5. Our client's site (Land at Attwells' Farm, Exwick) is clearly a sustainable location for new development. Our client has provided significant evidence which robustly demonstrates that the site can be delivered without adversely impacting upon the setting of Exeter. This is an agreed position with Teignbridge District Council.
- 8.6. Whilst not directly delivering 'The Exeter Plan' housing requirement our client's site will undoubtedly assist in meeting the wider housing needs of the city, through the provision of much needed market and affordable housing across a variety of size and tenures.

Town & Country Planning Act 1990 (as amended)
Planning and Compulsory Purchase Act 2004

.Leeds

Pavilion Court, Green Lane, Garforth,
Leeds, LS25 2AF

T
E

Offices throughout the UK & Ireland

Expertly Done.

DESIGN | ECONOMICS | ENVIRONMENT | HERITAGE | LAND & PROPERTY | PLANNING | TRANSPORT & INFRASTRUCTURE



All paper sources from sustainably managed forests

Pegasus Group is a trading name of Pegasus Planning Group Limited (07277000) registered in England and Wales.

Registered office: Querns Business Centre, Whitworth Road, Cirencester, Gloucestershire, GL7 1RT
We are ISO certified 9001, 14001, 45001



Pegasus_Group



pegasusgroup



Pegasus_Group

PEGASUSGROUP.CO.UK