

COLIN
BUCHANAN
AND PARTNERS
Planning, Transport, Economics
Software, Market Research

**Exeter City Council and
East Devon District Council**

**EXETER SUB REGION HOUSING
STUDY**

Final Report

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Newcombe House, 45 Notting Hill Gate
London W11 3PB

Telephone: 0044 20 7309 7017
Fax: 0044 20 7309 0906

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1. Introduction

1.1.1 Colin Buchanan and Partners in association with Wardell Armstrong, were commissioned by Exeter City and East Devon District Councils to undertake a review of housing proposals for the Exeter Sub-Region, set out in the Deposit Draft Devon Structure Plan 2001-2016, July 2002 (DDSP), the Pre-Examination in Public Changes, January 2003 and the Panel Report of the Examination in Public (October 2003).

1.1.2 The purpose of the study is to examine and assess the options available to accommodate the Structure Plan housing allocation for the Exeter sub region in the most sustainable manner. The study will inform the Exeter City and East Devon District Local Plans and Local Development Frameworks

1.2 The Study Area

1.2.1 The core study area incorporates the Exeter Travel to Work Area (TTWA), to the north, east and south east of Exeter and a large proportion of East Devon District (see Figure 1 below). It was felt pertinent to consider an area wider than the Exeter PUA to reflect realistic working and living patterns in the Sub Region and to fully examine the potential role of settlements in East Devon in accommodating growth.

1.2.2 The settlements included are:

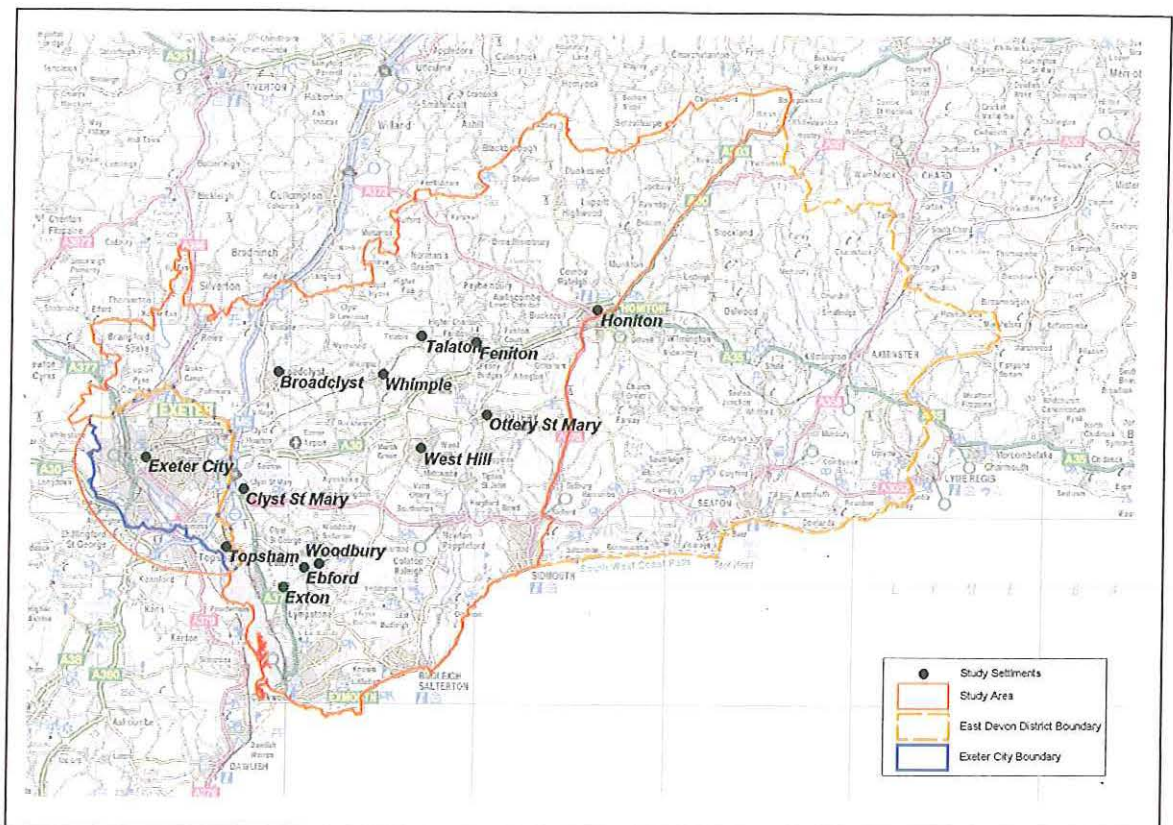
- Exeter
- Broadclyst
- Clyst St Mary
- Ebford
- Exton
- Feniton
- Honiton
- Ottery St Mary
- Topsham
- West Hill
- Woodbury
- Whimble

1.2.3 The method for selecting the settlements was based on the identification of development constraints, together with an assessment of the settlements with the most development potential, based on settlement size, proximity to Exeter City, existing public transport infrastructure and existing shops, services and community facilities.

1.2.4 The core study area is confined to the administrative areas of Exeter City and East Devon Councils. However, consideration is also given to the neighbouring administrative areas of Mid Devon and Teignbridge to recognise the influence of Exeter on the growth and development of the

key towns and villages within these districts. A broad assessment has been undertaken against designated constraints and other sustainability criteria. However, the sites identified were not subject to the same level of analysis as the core study area and do not form part of the strategic development options. The assessment of these districts is intended to provide a strategic overview of the potential for development and resulting sustainability implications, which is necessary when considering the wider Exeter Sub Region.

Figure 1 Core study area



1.3 Study Aims

1.3.1 The aims of the Study are, as follows:

- Review the development strategy and housing allocation for the Exeter Sub-Region, set out in the Deposit Draft Devon Structure Plan 2001-2016 (July 2002), the Pre-Examination in Public Changes (January 2003) and the Panel Report of the Examination in Public (October 2003);
- Identify potential growth areas that could contribute to meeting the allocation to 2016;
- Assess the potential growth areas against defined sustainability criteria;
- Develop and assess alternative spatial options; and
- Advise on the most sustainable distribution strategy.

- 1.3.2 The study is underpinned by a thorough policy and best practice guidance review on housing and sustainable development covering relevant national documents, Regional Planning Guidance for the South West and Development Plans and Technical Papers for Devon County, East Devon, and Exeter City. The document review is set out in Appendix 1 and has informed all stages of the study.

1.4 Structure of Report

- 1.4.1 The work comprised the following stages and key tasks, which reflect the structure of this report:

Stage 1 Background Review and Analysis

- Review of the Devon Structure Plan Deposit Draft 2001-2016 (July 2002), Pre-Examination in Public Changes (January 2003) and the EIP proposed modifications set out in the Panel Report (October 2003) (Section 2) with respect to the housing allocations for the Exeter Sub Region;
- Review of the Mid Devon Local Plan, First Alteration, Revised Deposit (September 2002) and the Teignbridge Local Plan, First Review, Initial Deposit (September 2001);
- Transport Network Assessment to identify the main transport networks (including highways and public transport) and assess the strengths and weaknesses (section 3);

Stage 2 Growth Area and Strategic Development Option Assessment

- Area Identification, including identification of physical constraints using GIS mapping and a broad settlement capacity assessment (including identification of greenfield sites within the Exeter City boundary) (Section 4);
 - Landscape Appraisal to identify the environmental capacity of areas to accommodate further growth (section 5);
 - Area Assessment using the results of the landscape appraisal, transport network assessment and other capacity criteria (section 6);
 - Formulation of Strategic Development Options based on area and capacity assessment (Section 7); and
 - Sustainability Appraisal of strategic development options, to determine the most sustainable distribution strategy (Section 8);
 - Review of Mid Devon and Teignbridge sites identified by representations to the relevant local plans (Section 9); and
 - Conclusions from the study, key issues and recommendations regarding the future strategy for the Sub Region (Section 9).
- 1.4.2 Technical Appendices have been published as a separate Report, which provide background and supporting information.

2. Review of Structure Plan Housing Allocation

2.1 Introduction

- 2.1.1 The current Structure Plan for Devon was adopted in February 1999 and relates to the period 1995-2011. It was prepared in the context of the original Regional Planning Guidance for the South West, which was published in 1994. Since its publication, a new and revised RPG for the South West was published in September 2001. The 2001 RPG sets out revised targets for future housing and employment growth and a spatial strategy that forms the framework for development throughout the region. In addition, new Government Policy and Best Practice Guidance has also been published, which introduces new standards, approaches and procedures to accommodating growth that aim to achieve holistic and sustainable development. In order to take account of these key national and regional developments, it was necessary for Devon County Council to undertake a review of the Structure Plan.
- 2.1.2 The Deposit Draft Devon Structure Plan 2001-2016 (here after referred to as **the DDSP**) was published in July 2002 and, following consultation, the Devon Structure Plan 2001-2016, Pre-Examination in Public Changes (here after referred to as **the Pre-Examination Changes**) was published in January 2003. The Examination in Public was held in May and June of 2003 and the Panel Report (here after referred to the **Panel Report**) setting out a number of proposed modifications was published in October 2003.
- 2.1.3 This section summarises the Structure Plan housing allocation for the Exeter Sub Region, as set out in the DDSP, the Pre-Examination in Public Changes and the Panel Report. This will inform Stage 2 of the Study, which will seek to determine and assess the options available to accommodate the required levels of housing growth.

2.2 DDSP and Pre Examination Changes

- 2.2.1 The DDSP sets out a spatial development framework for the County, consistent with PPG 12, which states that a Structure Plan should provide a statement of the overall strategy for development and the use of land in an area, as well as setting out the general policies and proposals of strategic importance. In setting out this statement, the Structure Plan must seek guidance from regional policy and strategies as well as national government guidance. PPG 11 provides a stronger role for RPG in developing a sufficiently prescriptive strategy to determine the location of regionally or sub regionally significant development. In this way the Development Strategy contained in the Devon Structure Plan 2001-2016 must be in accordance with the Regional Development Strategy set out in RPG 10.

Overall Strategy

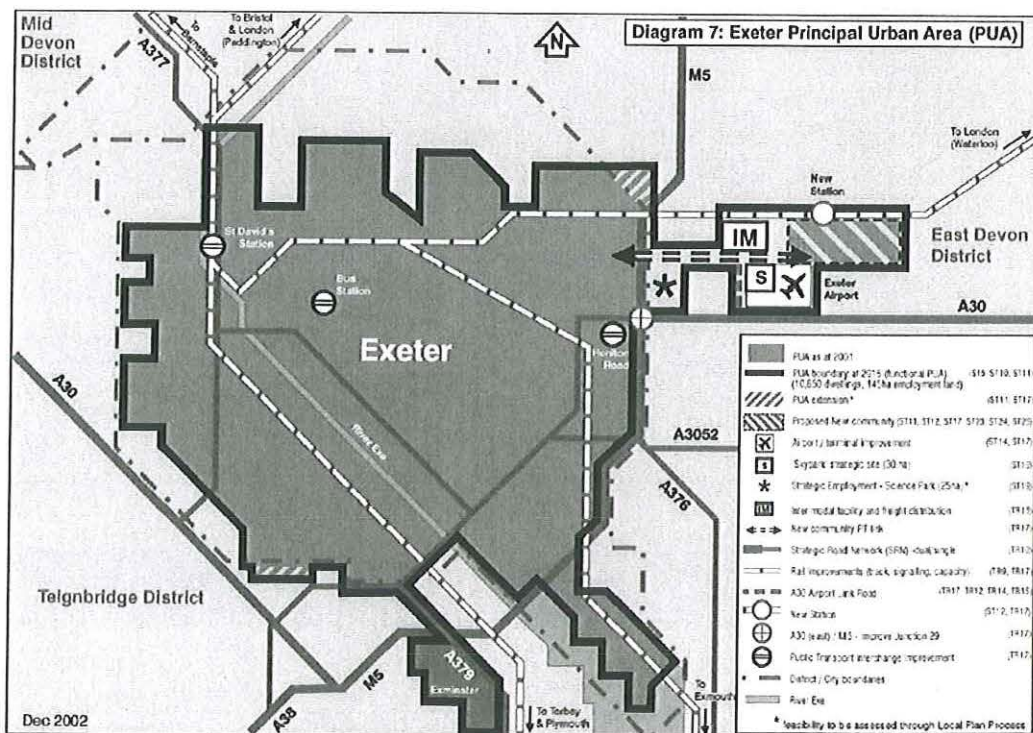
- 2.2.2 The DDSP rolls forward the spatial strategy of the extant Structure Plan 1995-2011 which was based on a full review of the underlying Strategy and all the policies and proposals. The Structure Plan authorities considered the new Regional Planning Guidance an enhancement of the current Devon approach and, therefore, the development framework remained appropriate for the period to 2016. On this basis the Devon Structure Plan was subject to an Alteration, focusing on specific areas of concern, rather than a full Review.
- 2.2.3 The Development Strategy for Devon expressed in the DDSP is based on the following key elements:

- The bulk of new development taking place within 'Areas of Economic Activity' and 'Principal Urban Areas';
- Two new communities to meet the development needs of the Exeter and Plymouth Areas of Economic Activity (AEA);
- Market and coastal towns developing in a balanced way so as to promote their self containment and vitality; and
- Limiting rural development to that which meets local needs and promotes rural regeneration.

2.2.4 It is a key assumption within the DDSP that the AEAs will accommodate a significant proportion of future development. The AEAs are defined as *'...areas in which there are significant existing levels of economic activity, where there are good prospects for new economic investment and where there are significant benefits to be gained from the encouragement of such investment'*. The AEAs are in strategic locations where there are high levels of economic activity. They are considered to be the key economic drivers within the County and are proposed as main locations for future housing and employment growth.

2.2.5 With the exception of Barnstable, the AEAs contain the County's Principal Urban Areas (PUAs). The PUAs are proposed as the primary focus for strategic development within the AEAs. The DDSP defined PUA boundaries as tightly fitting around the current urban areas. However, in an attempt to address consultation responses, the boundaries were modified in the Pre-Examination Changes to illustrate more conceptually the PUAs at 2016. Revised boundaries included all existing and proposed developments that are considered to form an important component of the PUA. The revised Exeter PUA boundary set out in the Pre-Examination Changes is shown in Figure 2.1 and incorporates the major development proposed to the east of the City, as well as PUA extensions (feasibility to be tested through the local plan process), to the north east and south west.

Figure 2.1 Revised Exeter PUA (Pre-Examination in Public Changes January 2003)



- 2.2.6 The DDSP Strategy identifies the strategic role of the Sub Regional Centres, whose development is described as having regional significance – of which Exeter city is one. It is recommended that market and coastal towns also develop as important focal points for rural hinterlands, or as tourist resorts, and that they have a role in supporting local services and employment opportunities. It is recommended that these develop in a balanced way to minimise commuting and unnecessary travel.
- 2.2.7 The Strategy identifies the need for new communities in East Devon and South Hams. The new communities are intended to play a strategic role in meeting the development needs of their sub areas in the most sustainable way. For East Devon, this is a new community to the east of Exeter City, within PUA boundary. The new community is intended to accommodate the future housing needs of the Exeter PUA, in particular to encourage a better housing/jobs balance against the current trend of high levels of commuting from other parts of the region. It is intended to function as an integral part of the PUA in order to facilitate the growth and development of Exeter, particularly the associated Airport and employment growth to the east of the City. It is stated in the DDSP that having examined the alternative locations for growth, including an urban extension to the existing built up area of Exeter City, that this was the most sustainable option available.

Housing Allocation

- 2.2.8 The housing allocation reflects the DDSP strategy. The current distribution is set out in the Pre-Examination changes. Proposal ST11 sets out the proposed distribution for the Exeter AEA and Proposal ST17 sets out the distribution for the whole of Devon. These are summarised in Tables 2.1 and 2.2 below.

Table 2.1: ST11, Housing and Employment Land Provision Exeter AEA and PUA

Area	Housing (dwellings)	Employment Land (ha)
Exeter AEA	11,000	150
Exeter PUA	10,850	145

Table 2.2: Allocations Housing and Employment Land Provision Devon

Local Planning Authority	Dwellings	Employment Land (ha)	Housing Commitments 2001-2011	Additional provision above current plans
<i>East Devon</i>	<i>8,450</i>	<i>100</i>	<i>6,800</i>	<i>1,650</i>
<i>Exeter AEA</i>	<i>4,000</i>	<i>65</i>	<i>3,000</i>	<i>1,000</i>
<i>Elsewhere</i>	<i>4,450</i>	<i>35</i>	<i>3,800</i>	<i>650</i>
<i>Exeter</i>	<i>6,700</i>	<i>85</i>	<i>4,100</i>	<i>2,600</i>
<i>Mid Devon</i>	<i>5,850</i>	<i>60</i>	<i>4,950</i>	<i>900</i>
<i>North Devon</i>	<i>4,700</i>	<i>70</i>	<i>3,900</i>	<i>800</i>
<i>Plymouth</i>	<i>8,500</i>	<i>80</i>	<i>6,000</i>	<i>2,500</i>
<i>South Hams</i>	<i>8,850</i>	<i>125</i>	<i>7,350</i>	<i>1,500</i>
<i>Plymouth AEA</i>	<i>5,000</i>	<i>105</i>	<i>4,000</i>	<i>1,000</i>
<i>Elsewhere</i>	<i>3,850</i>	<i>20</i>	<i>3,350</i>	<i>500</i>
<i>Teignbridge</i>	<i>7,500</i>	<i>55</i>	<i>6,300</i>	<i>1,200</i>
<i>Torbay/Newton Ab't AEA</i>	<i>3,100</i>	<i>30</i>	<i>2,300</i>	<i>800</i>

<i>Exeter AEA</i>	<i>300</i>	<i>-</i>	<i>-</i>	<i>300</i>
<i>Elsewhere</i>	<i>4,100</i>	<i>25</i>	<i>4,000</i>	<i>400</i>
<i>Torbay</i>	<i>4,300</i>	<i>60</i>	<i>3,300</i>	<i>1,000</i>
<i>Torridge</i>	<i>5,300</i>	<i>55</i>	<i>5,000</i>	<i>300</i>
<i>West Devon</i>	<i>3,450</i>	<i>30</i>	<i>3,100</i>	<i>350</i>
<i>Dartmoor National Park</i>	<i>900</i>	<i>*</i>	<i>650</i>	<i>250</i>
<i>DEVON TOTAL</i>	<i>64,500</i>	<i>720</i>	<i>51,450</i>	<i>13,050</i>

Note: Dwellings and Employment Land Allocations columns are from the Pre-Examination Changes, Housing Commitments and Additional Provision columns are from the DDSP supporting text for policy ST17.

- 2.2.9 Table 2.2 shows that a significant amount of the growth for East Devon is allocated to the AEA which, together with the growth of Exeter City is expected to accommodate 11,000 dwellings for the period 2001-2016. When compared to the extant Structure Plan 1995-2011, this represents a decrease in the total amount of growth in East Devon, but a slight increase for Exeter City and the Exeter AEA. Therefore, for the area outside the AEA, growth is expected to slow, where as the momentum of growth in the AEA is expected to continue.

2.3 The Panel Report

- 2.3.1 The Panel Report of the Examination in Public accepted both the overall provision for growth and the provision for the Eastern Devon Sub Area set out in Policy ST17 (see Table 2.2).
- 2.3.2 The relevant issues raised in relation to the Exeter and Eastern Devon Sub Region, were as follows:
- Appropriateness of the Areas of Economic Activity (AEAs);
 - Appropriateness of the Principal Urban Areas (PUAs);
 - Development Provision in the Exeter and Eastern Devon Sub Region;
 - Exeter's Urban Capacity;
 - East Devon New Community.
- 2.3.3 The conclusions reached in the Panel Report in relation to the housing allocation and distribution will form the framework for the identification and assessment of potential growth areas and Strategic Development Options in Sections 4-8.

Areas of Economic Activity

- 2.3.4 Considerable criticism within the EIP was directed at the concept of Areas of Economic Activity, with the main points of opposition summarised as:
- no strategic value in the light of the changing planning policy context and in particular PPG3 and RPG 10;
 - potential to undermine the RPG10 principle of concentrating development in the principal urban areas (PUAs);
 - no legitimate role in the sequential approach to the location of housing development;
 - AEAs are unnecessary as the development strategy will satisfactorily provide for balanced development;

- 2.3.5 The Panel concluded that changing circumstances and the progression in national planning policy meant that the role of the AEAs in the distribution of development was confused and needlessly complicated. In the absence evidence to suggest additional strategic value in the concept, the Panel concluded that their strategic validity had been superseded by the concept of PUAs and recommended a deletion of the AEA designations. Accordingly, the Panel recommended that the housing allocations for the AEAs should be transferred to the PUAs.

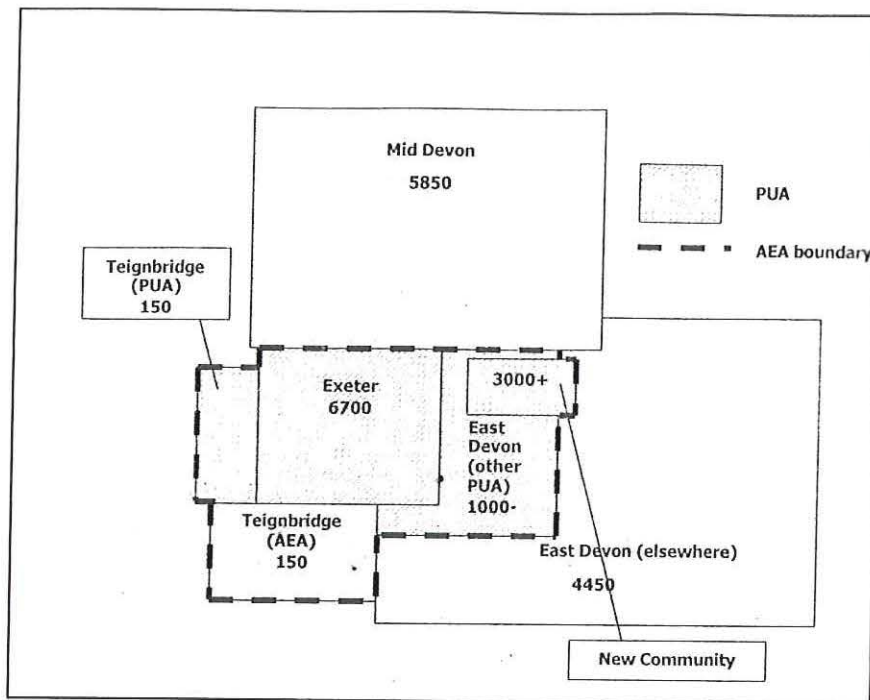
Principal Urban Areas

- 2.3.6 A fundamental policy of RPG 10 is to concentrate growth within designated Principal Urban Areas (PUAs): PUAs are defined in RPG 10 as *'the continuous built up area'* and structure Plans are required to define *'the general geographic extent of each area in the same way the general extent of the green belt is set out'*.
- 2.3.7 The spatial interpretation of the Exeter PUA is set out as it appeared in the Pre Examination Changes is set out in Figure 2.1 above. The DDSP incorporated the use and concept of PUAs within the overall growth strategy and while this requirement was accepted and supported by the Panel, the interpretation of how to define its boundary was debated in some detail.
- 2.3.8 The Panel considered that it was inappropriate to define specific boundaries around the PUAs which were afforded policy status and that went beyond the continuous built up area to include other areas proposed for development, not all of which were necessarily strategic. It was also the view of the Panel that the diagrammatic approach adopted in the Pre Examination Changes confused the spatial understanding and interpretation of PPG3.
- 2.3.9 Having concluded that RPG 10 required a definition of PUAs within structure plans, the Panel recommended a more strategic and generalised cartographic expression of the geographical extent of the PUAs. Within this they supported the need for providing guidance on the general location of major developments of strategic significance (i.e. those named in proposals) which should be shown as symbols in the key diagram.
- 2.3.10 In the light of these conclusions, the following recommendations were made with respect to PUAs (recommendation 3.2):
- Do not modify the PUAs in accordance with proposed Pre-Examination Changes diagrams;
 - Express the PUAs on the key diagram only and there by a generalised line showing the extent of continuous built up areas;
 - Indicate the major strategic developments by symbols; and
 - Modify the explanatory text to clarify that the delineation of the PUAs has no intrinsic policy significance.

Development Provision in the Exeter and Eastern Devon Sub Region

- 2.3.11 Following the recommendation that housing allocations in AEAs should be transferred to the PUAs in line with the spatial policies of RPG 10, the housing allocation for the Eastern Devon Sub Area (including the PUA) as per the Pre Examination Changes, is set out in Figure 2.2.

Figure 2.2 Eastern Devon Sub Area Dwelling Provision: Pre Examination Changes



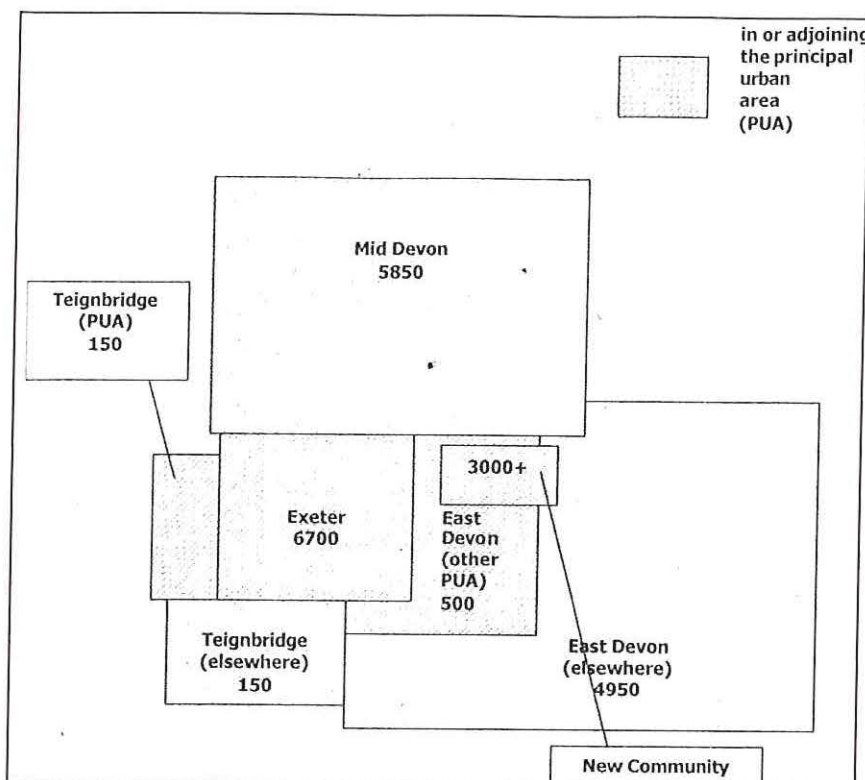
2.3.12 The main issues of concern at the EIP were whether the proposed distribution between the PUA and the rest of the Sub Area reflected the spatial policy in RPG 10 and provided sufficient flexibility to District Councils in their Local Plans to ensure an amount of sustainable growth and affordable housing.

2.3.13 The Panel's conclusions were, as follows:

- that there was a sufficient concentration of development within the Exeter PUA to accord with its RPG 10 (policy SS 2 – PUAs)
- that 500 dwellings are relocated from the Exeter PUA to East Devon 'elsewhere' to take account of the need to provide for the development needs outside the PUA
- that the allocation of 300 dwellings for Teignbridge, previously allocated to the AEA be split between Teignbridge 'PUA' and Teignbridge 'elsewhere' to better reflect commitments and likely windfalls.

2.3.14 The implications of this are that the overall allocation for the Exeter PUA reduces from 11,000 dwellings to 10,350 dwellings, with the broad distribution for the Eastern Devon Sub Area as a whole set out in Figure 2.3.

Figure 2.3 Eastern Devon Sub Area Dwelling Provision: Panel's Modifications



Exeter Urban Capacity

- 2.3.15 Two matters were raised with respect to Exeter's Urban Capacity:
- Whether the urban capacity assumptions for Exeter are realistic;
 - Whether the implied need for urban greenfield sites is compatible with the need to enhance the environment in towns
- 2.3.16 The panel concluded that they were satisfied with the assumptions regarding urban capacity, based on evidence relating to windfall sites, and the need to increase densities in line with PPG3.
- 2.3.17 The Panel supported the need to protect the city's Valley Parks and make good deficiencies in open space. From a strategic viewpoint, the Panel accepted the figure of 1,500 dwellings provided by urban greenfield sites to the eastern side of Exeter and were satisfied that this could be achieved without damage to strategic landscape constraints, settlement identity or farmland.

3. Transport Network Assessment

3.1 Introduction

3.1.1 The Transport Network Assessment is intended to review the existing and future transport network within the Exeter Sub-Region Study Area. It consists of a desktop review and analysis to identify the strengths and weaknesses of the local transport infrastructure as well as various opportunities and threats relating to the network. The following documents have been reviewed as part of the Assessment:

- Government Office for the South West – SWARMMS – Emerging Preferred Strategy (June 2002)
- Responses to SWARMMS (from Exeter City, Devon County or others)
- Exeter City Council Scrutiny Committee - June 2002 for SWARMMS
- Exeter Joint Highways Committee (January 2003) on Highway Congestion – Report of the Deputy County Environmental Director
- Devon Local Transport Plan – Scheme for Layout Approval – Moor Lane, Sowton –Traffic Signals (September 2002)
- Exeter Cycle Guide and Map
- Devon Local Transport Plan July 2000 for 2001 - 2006
- Devon Local Transport Plan 2001 - 2006 Annual Progress Report 2002
- Urban Capacity Study for Exeter
- Transportation Strategy for Exeter City 2001

3.1.2 The first stage of the assessment has examined the main walking and cycling routes, existing public transport networks (including bus and rail services), as follows:

- **Walking and Cycling** describes the main walking and cycling routes within the Study area and the infrastructure available to encourage these modes of transport.
- **Public Transport – Buses** describes both the urban and inter-urban bus network, setting out the routes and frequencies of available services.
- **Public Transport - Rail** sets out the details of rail provision in the Study area and specifically comments on capacity issues and likely future investment in rail infrastructure.
- **Park and Ride** describes the existing provision of Park and Ride sites in Exeter City and comments on utilisation and future provision.
- **Highways and Road Safety** identifies the main highway corridors and comments on any relevant capacity issues and recent and future investment in the highway network. It also comments on the road safety issues and how they may affect the road transport investment in the future.
- **Air Transport** sets out the key issues in relation to the growth and development of Exeter Airport.
- **SWOT Analysis and Summary of Key Issues** presents the main findings of the assessment in the form of a transport SWOT analysis and summaries the key issues for the future growth and development of the Study area in transport terms.

3.2 Walking and Cycling

- 3.2.1 Walking and cycling are sustainable forms of transport that should be provided for and encouraged as part of any new development. More than 25% of all journeys, and some 80% of journeys under a mile in length, are made on foot (DETR, 1999). Table 3.1 outlines the 1998 – 2000 National Travel Survey data on commuting journeys for an urban area such as Exeter, and a rural area such as East Devon in the South West.

Table 3.1: Mode Split of Commuter Journeys in the South West (1998 – 2000)

Mode of Travel	Percentage	
	Urban Areas (25 – 250k)	Rural Areas
Car driver	57	65
Car passenger	11	12
Public Transport	10	2
Walk and Cycle	22	18
Other Private	1	3

- 3.2.2 The Devon Local Transport Plan (LTP) sets various targets and performance indicators to increase the overall mode split for walking and cycling. For example, 'to increase the number of cycle trips by 15% by 2004/05 from the 2002/03 baseline'.
- 3.2.3 Although cycle ownership is high, the overall number of journeys made by bicycle is currently low. Therefore huge potential exists for increasing the number of trips undertaken by walking and cycling. Constraints to walking and cycling include the following:
- the local topography;
 - the lack of safe and interconnected cycling and walking routes;
 - concern about the condition and standard of facilities such as pavements, signs and street lighting; and
 - connections with public transport and the accommodation of bicycles on public transport.
- 3.2.4 Devon has 5,630 km of public rights of way and 2,800 km of footways. However, the entire road network can be used for cycling and walking, as well as dedicated public footpaths and cycle routes.
- 3.2.5 Public footpaths and cycle routes in rural areas are predominantly used for leisure purposes. Key recreational walking routes within the Study area include the South West Coast Path (National Trail) that follows the south coast of Devon. The East Devon Way links to the South West Coast Path at its start and end points at Lyme Regis and Exmouth but travels inland through Lymington and Newton Popplefield rather than along the coast.
- 3.2.6 National Cycle Network (NCN) Route 2 is currently under development within the Study area. Some sections around Exeter and from Exmouth to Budleigh Salterton have already been constructed. The completed route will extend from Plymouth to the Dorset border. There are also regional on-road cycle routes within East Devon, such as 'The Buzzard', which is an 82 mile (132 km) circular route travelling through Exmouth, Ottery St Mary, Honiton, Axminster, and Sidmouth. There are also several shorter promoted on-road cycle routes and off-road mountain biking routes within the East Devon area.
- 3.2.7 There is a substantial urban cycle network within Exeter City, which is predominantly used for commuter journeys. The network is still relatively intermittent and consists of various on-road and

off-road routes. Provision is made for cyclists at numerous junctions around Exeter with advanced stop lines and cycle crossings. In addition, cycle lockers and parking stands are provided at key locations around the city, and particularly in the city centre. There are also many proposed cycle routes within Exeter, many of which are on-road and therefore can be cycled at present if appropriate care is taken.

3.3 Public Transport – Buses

Urban Bus Network

- 3.3.1 About 20 years ago, Exeter provided the first demonstration that the declining role of the urban bus could be reversed. The replacement of conventional, large bus services, operating at low frequencies and increasingly expensive fares by smaller, user friendly buses, operating at higher frequencies and reasonable fares within Exeter, has led to immediate and significant increases in bus use within the city.
- 3.3.2 In early 2000 Colin Buchanan and Partners (CBP) undertook the Exeter Bus Study on behalf of the Exeter City Council and Devon County Council. This study focussed on a number of issues relating to bus transport including potential bus priority measures, buses in the High Street, terminus arrangements for Park and Ride services, improvements to passenger information and access to the Quayside.
- 3.3.3 The section relating to potential bus priority measures identified seven major bus corridors as shown on Figure 3.1. The frequency of services on each corridor is outlined in Table 3.2 below. In addition, there are less frequent services on all routes that either serve as variations to the major routes or are inter-urban bus routes.

Table 3.2: Principal Bus Route Corridors within Exeter City

Corridor	Location	Approximate Frequency of Services*
Cowley Bridge Road	Cowley Bridge to Clock Tower	Service H – 15 min frequency weekdays, 30 min weekday evenings, 15 min Saturday, 60 min Sunday. Other less frequent services use corridor to access villages to the north such as Newton St Cyres, Stoke Canon, Thorverton, Silverton and Crediton.
Pinhoe	Pinhoe Village to Odeon	Service T – 10 min frequency weekdays, 20 min weekday evenings, 10 min Saturday, 20 min Sunday. Also Service K runs at 15 min weekday frequency to Sainsburys Pinhoe via Whipton. Other services include Service C to Pinhoe via Beacon Heath. Cullompton, Willard and Taunton services also use this corridor.
Heavitree	Clyst St Mary/M5 J29 to Bus Station Roundabout	Service N to Barton Grange – 15 min frequency weekdays, 30 min weekday evenings, 15 min Saturday, 30 min Sunday. Services R & S do a circular route also using Topsham Road and Rifford Road with frequencies of 12 min weekdays, 30 min weekday evenings, 12 min Saturday and 30 min Sunday. The Honiton Park & Ride bus also uses this corridor at a 12 min

Corridor	Location	Approximate Frequency of Services*
		frequency during weekdays. Other services using this corridor include services to Clyst St Mary, Newton Poppleford, Ottery St Mary, Sidmouth, Sidford, Sidbury, Exeter Airport, Woodbury and Exmouth.
Topsham Road	Topsham to South Street	Both Service K and T travel from Countess Wear to City Centre. Service T runs at 10 min frequency weekdays, 20 min weekday evenings, 10 min Saturday and 20 min Sunday while Service K runs at 15 min frequency weekdays, 20 min weekday evenings, 15 min Saturday and 20 min Sunday. Services R and S also use part of this route on their circular run. In addition, services to Exmouth, Newton Abbot, Exminster, Dawlish, Teignmouth, Torquay, Plymouth and other towns in the south-west use this corridor.
Barrack Road	Topsham Road to Heavitree Road	The most frequent service is number 57 which has a 20 min frequency weekdays, 30 min weekday evenings, 20 min Saturday and 30 min Sunday. In addition many fairly infrequent services run along this radial route linking Heavitree and Topsham Roads including express services to south and south-west towns and villages.
Matford/Marsh Barton	Matford to Exe Bridges	Service D operates on a 30 min frequency on weekdays with no service during evenings, 60 min on Saturday and no service on Sunday. PR5 to Matford Park and Ride has a frequency of 10 min during weekdays and more frequently during peak times. A service to Alphington, Kennford and Kenn also uses this corridor.
Cowick Lane/Cowick Street	Church Road to Exe Bridges	Service A operates every 9 mins on weekdays, 20 mins weekday evenings, 9 min Saturday and 20 min Sunday. Service C to Crossmead has a frequency of 20 min during weekdays. In addition, services to Morehamptonstead and surrounding towns use this bus corridor.

*From Exeter City Bus Map & Guide 2002-2003

- 3.3.4 The service provision for urban bus routes is almost as high in the interpeak period compared with the traditional peak period. There is, as might be expected, a significant increase in the service level on each corridor as it approaches the city centre.
- 3.3.5 A number of corridors are considered to have significant potential for the reduction of delays to buses and consequent improvements to the reliability of services. The Devon Local Transport Plan proposes improvements to bus reliability on Topsham Road, Pinhoe Road, Alphington Road and Exwick Road corridors, which are some of the main radial routes into Exeter.
- 3.3.6 In addition, there is opportunity for an orbital bus route to be implemented around Exeter to complement the existing predominantly radial routes to and from the City Centre.

Inter-Urban Bus Network

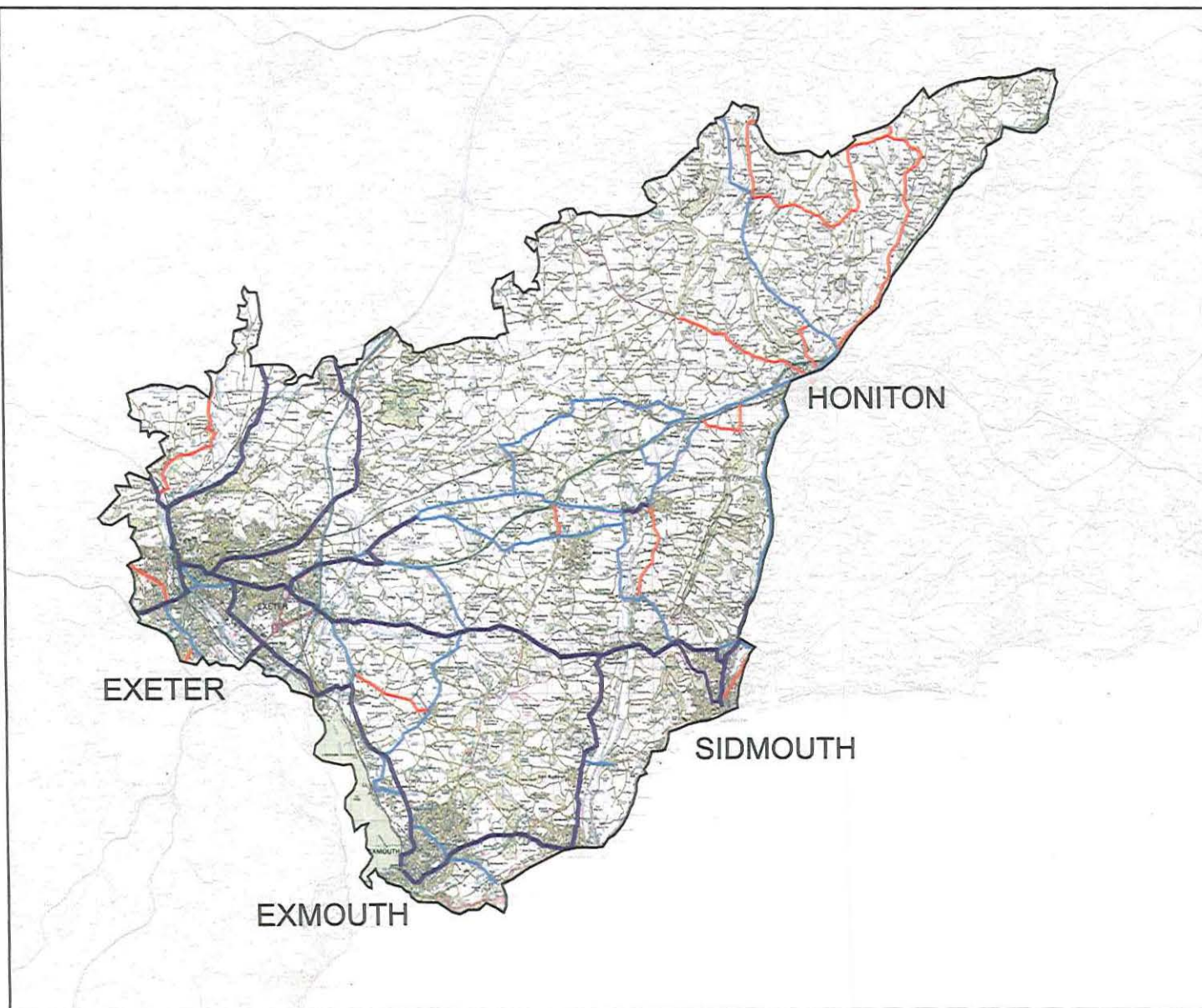
- 3.3.7 The Exeter Sub-Region Study Area has substantial inter-urban bus links between its main centres of Exeter, Exmouth, Sidmouth and Honiton. The principal routes are outlined in Table 3.3 and Figure 3.2, together with their approximate frequencies.

Table 3.3: Principal Frequent Inter-Urban Bus Routes in the Exeter Sub-Region Study Area

Corridor	*Approximate Frequency	Comments
Exeter to Exmouth	Service 57 – 10 min daytime frequency	Route continues on to Budleigh Salterton
Exeter to Sidmouth	Service 52 – 30 min daytime frequency	Via Clyst St Mary, Newton Poppleford. Route continues on to Sidford and Sidbury
Exmouth to Sidmouth	Service 157 – 60 min daytime frequency	Via Budleigh Salterton and Newton Poppleford
Exeter to Cullompton	Service 54 – 30 min daytime frequency	Via Pinhoe and Broadclyst
Exeter to Tiverton	Service 55 – 30 min daytime frequency	Via Thorverton and Silverton
Exeter to Airport	Service 56 – 60 min daytime frequency	Route continues on to Woodbury Salterton and Exmouth

*From Devon Bus Map & Guide 2003-2004

- 3.3.8 Note that there are no frequent bus routes from Exeter to Honiton and Ottery St Mary.
- 3.3.9 In addition to these principal bus routes, there are other rural bus services that operate less frequently and are less direct than the major routes. These routes are also illustrated on Figure 3.2.



KEY

Bus Routes

- Approximately hourly or greater service
- 5 journeys a day or more
- 1-4 journeys a day

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Public Transport Routes (Inter Urban)

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East Devon District Council

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Exeter Sub-Region Housing Review

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Date

April 2003

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Figure 3.2

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3.4 Public Transport – Rail

3.4.1 There are three principal rail lines within the Exeter Sub-Region Study Area. These are shown on Figure 3.3 and are:

- Exeter to Paddington Line (Great Western Line)
- Exeter to Waterloo Line
- Exeter to Exmouth Branch Line

3.4.2 Services arrive into Exeter via Exeter Central (Exeter and Waterloo Line and Exeter to Exmouth Branch Line) and Exeter St Davids (Exeter to Paddington). Exeter St Davids is located approximately 1-mile north-west of the city centre. Local topography discourages walking and/or cycling between the city centre and the station, however, this is to some extent mitigated by frequent bus, train and taxi services

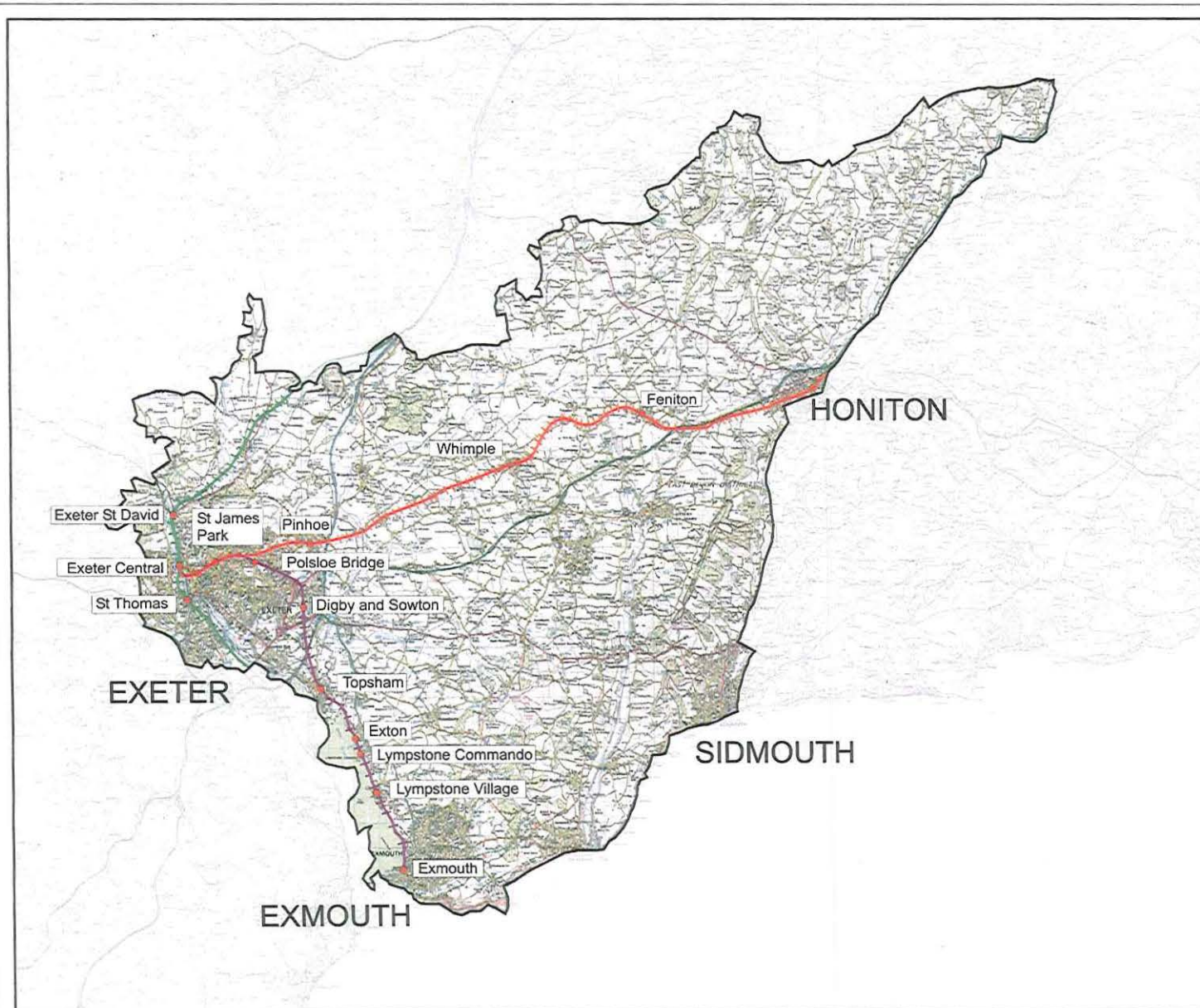
3.4.3 Table 3.4 indicates the approximate number of train services on each of the rail lines during weekday peak and inter-peak periods. This gives an indication of the frequency of services on the lines. Note that although Tiverton Parkway is outside of the Study area it is the next station on the Great Western Line after Exeter St Davids. The table shows that the Exeter to Exmouth Branch Line has by far the most frequent service serving local stations.

Table 3.4: Approximate Number of Weekday Train Services

Rail Line	No. of Morning Peak Services (7:30-9:30am)	No. of Interpeak Services (9:30 – 4:30pm)	No. of Evening Peak Services (4:30 – 6:30pm)
Exeter to Paddington Line (Great Western Line)			
Exeter to Tiverton Parkway	3	6	3
Tiverton Parkway to Exeter	3	7	3
Exeter to Waterloo Line			
Exeter to Honiton	2	4	4
Honiton to Exeter	2	4	2
Exeter to Exmouth Branch Line			
Exeter to Exmouth	4	13	3
Exmouth to Exeter	4	14	3

Exeter to Paddington Line (Great Western Line)

3.4.4 The Exeter to Paddington Line does not have any local train stations within the Study area, apart from those located within Exeter City (Exeter St David's and Exeter St Thomas). This line has a frequency of 20 to 22 passenger trains per weekday in each direction. Since it is the main line to London and has relatively few local stations, it is predominantly used for long distance rail travel rather than commuter travel. The SWARMS Study recommended improvements to this line in the future in order to improve capacity.



KEY

- + Exeter to Waterloo Line. (Conventional TENS)
- + Exeter - Exmouth Branch Line
- + Great Western Line - Exeter - Paddington
(Conventional TENS Line and Suggested
TENS 'High Speed' and 'Combined Freight'
transport rail route)

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Drawing Title

Existing Rail Infrastructure

Clients
Exeter City Council
East Devon District Council

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April 2003

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Figure 3.3

Rev

The Exeter to Waterloo Line

- 3.4.5 The Exeter to Waterloo line connects with the Great Western Line at Exeter St Davids. Stations within the Study area include Exeter Central, St James Park, Pinhoe, Whimple, Feniton and Honiton. Approximately 15 – 16 trains travel in each direction on weekdays providing an hourly peak service and two hourly inter-peak service. The current timetable provides 2 early morning services that arrive at Exeter Central at 08.23 and 09.23 to cater for peak morning travel, with return evening departures from Exeter Central departing at 16.19, 17.29 and 19.09, which would only cater for limited amount of commuter traffic. In order to increase frequency, improvements in the capacity of the line are required. At present this is constrained by the length of single line between Pinhoe and Yeovil Junction, a distance of 46 miles with only two passing points (Honiton and Chard Junction). Whilst it is possible that an extra stop at Clyst Hayes (the proposed new community site) could be accommodated in the present timetable, significant upgrades to the railway would be required in order provide a greater frequency of service. This is discussed in paragraphs 3.4.7 – 3.4.12 below.

Exeter to Exmouth Branch Line

- 3.4.6 The Exeter to Exmouth Branch line has a significant number of local stations including Exeter Central, St James Park, Polsloe Bridge, Digby and Sowton, Topsham, Exton, Lympstone Commando, Lympstone and Exmouth. There are approximately 30 local trains per weekday in each direction serving most of the stations on the route. The timetable includes for a half-hourly peak service, which provides a regular headway necessary for commuting. However, capacity on this service is an issue during peak times and overcrowding on the trains is a problem.

Future Capacity Improvements

- 3.4.7 The recent SWARMMS (South West Regional Multi-Modal Study) report indicated that the train services on both the Great Western and Waterloo – Exeter lines need to be upgraded in order to increase capacity and provide more frequent services. With regards to the Waterloo-Exeter line, any improvements in frequency would be beneficial in terms of increasing the attractiveness of rail as a realistic commuting option. This requires significant investment, including the reinstatement of the former double track between Exeter and Salisbury at a cost of £165 million. Even partial reinstatement of track has been costed by Railtrack at £40-55 million. Either option would result in an estimated 10% increase in rail patronage by providing an hourly service throughout the peak and inter-peak periods. The Study also reviewed the potential for new stations on the line. It was concluded that a new station at Clyst Hayes did justify further investigation.
- 3.4.8 Funding for these improvements is a major issue. In the UK, the Strategic Rail Authority (SRA) is the agency charged by Government with developing the rail network to support the Ten Year Transport Plan, (June 2000). Funding for the track improvement track and station improvements could have been delivered via Rail Passenger Partnership funding (RPP). However, recent events have lead to the suspension of RPP and the funding emphasis is now on improving the safety and maintenance of existing lines before major expenditure on track upgrades and new rail infrastructure. This has largely been the effect of the Hatfield train crash and the administration of Railtrack. Previously, Railtrack's responsibility was not just for the maintenance and renewal of the railway, it was also responsible for expansion and borrowing money as necessary to implement proposed schemes. However, Network Rail is responsible merely for the maintenance and renewal of the railway. All major strategic decisions about railway enhancements and upgrades are now taken by the Strategic Rail Authority, who procure these upgrades through Network Rail.

3.4.9 The cost of merely maintaining and renewing the rail industry has risen so dramatically post Hatfield, that the SRA no longer has the finance to undertake the planned major rail enhancements and much of its budget is now accounted for by the increased maintenance costs. Thus the emphasis of the SRA's Annual Strategic Plan has correspondingly changed over the last two years to the extent that the delivery of some previously identified major railway upgrades is now uncertain.

3.4.10 In responding to the recommendations put forward in SWARMMS with regards to the Great Western Line, it is stated in the SRA Strategic Plan 2003:

'The SRA believes that a very substantial improvement, meeting many of objectives identified in SWARMMS can be achieved through the application of the CUP'.

3.4.11 The application of the CUP refers to the Capacity Utilisation Policy. In effect, this means increasing capacity through timetable improvements so that the existing lines are fully utilised.

3.4.12 With regards to major new rail investment by the SRA in the Study area, this is now likely to be a long-term priority (i.e. not likely within the next 5-10 years). This does not preclude the provision of a new station at Clyst Hayes, if a significant contribution towards the cost of the station is met by developer contributions. However, it is a major constraint to achieving a frequency of service to make a significant impact on Modal shift.

3.5 Park and Ride

3.5.1 There are three official existing park and ride sites to the east and south of Exeter City, as follows:

- Honiton Road – off M5 Junction 29, approximately 400 parking spaces (plans to increase to 700 spaces).
- Sowton – off M5 Junction 30, approximately 550 parking spaces.
- Matford – accessible from A30 and A38, approximately 500 parking spaces .
- Buses link the park and ride sites with Exeter City Centre every 10 to 12 minutes.

3.5.2 In addition, there is a park and ride site at Digby specifically serving the Royal Devon and Exeter Hospital and local sites with approximately 500 spaces. It has only recently started operating and therefore has a fairly low utilisation rate of approximately 150 vehicles per day.

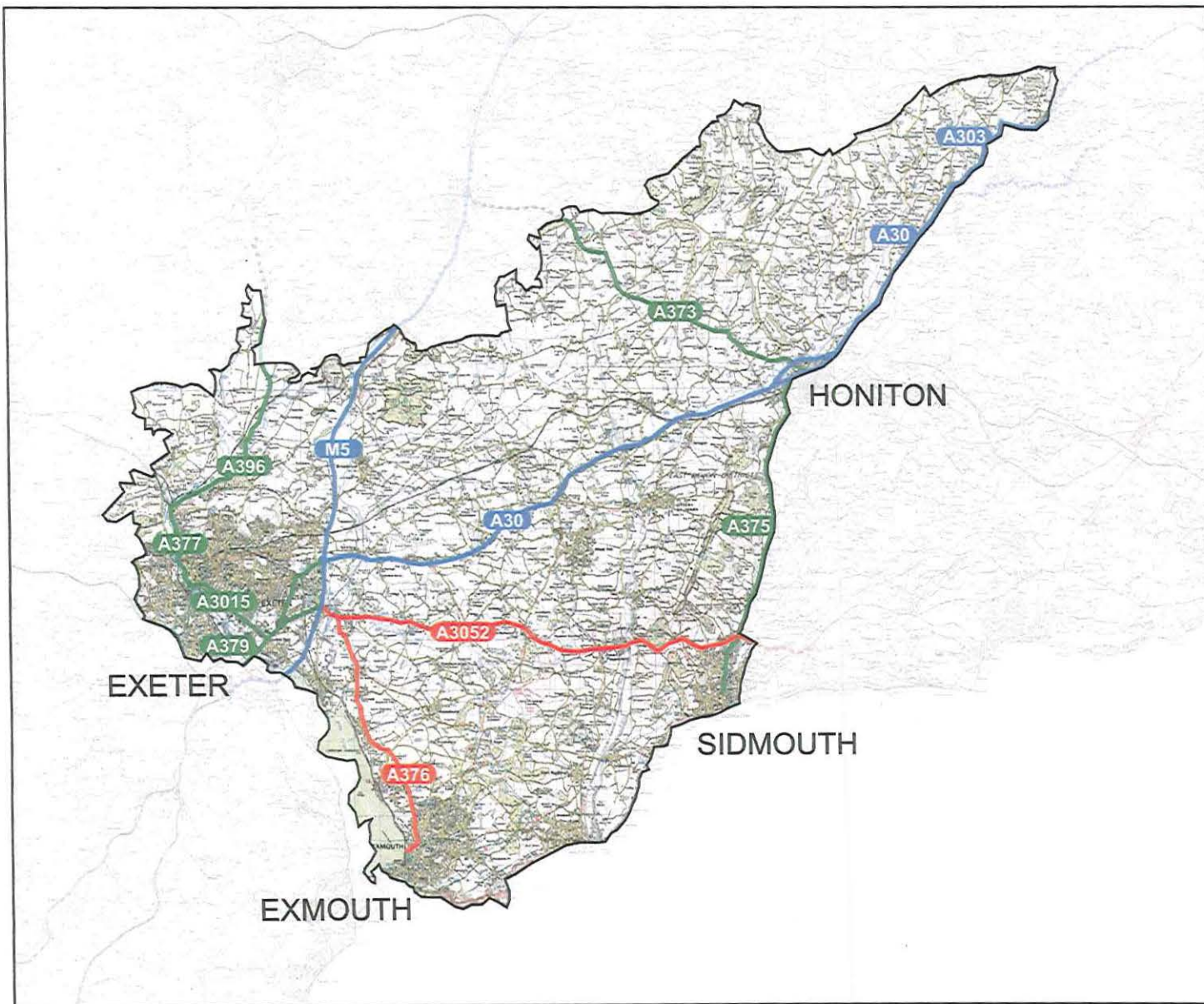
3.5.3 As these park and ride sites are all located east and south of Exeter City, there is potential for the sites to attract traffic from any new development located within the Exeter Sub-Region Study Area.

3.5.4 The pre-examination changes to the Devon Structure Plan included in proposal TR17 for new or improved park-and-ride facilities to serve Exeter (A30 west, A30 east, A376 south, A377 west and Honiton Road Interchange).

3.6 Highways and Road Safety

Road Network

3.6.1 The strategic road network consists of motorways and trunk roads between the major urban areas as well as some strategic roads within the urban areas. Figure 3.4 outlines the motorways, trunk roads and primary routes within the Exeter Sub-Region Study area.



KEY

- Motorways and Trunk Roads
- Primary Routes
- Other A Roads

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Strategic Road Network

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Figure 3.4

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- 3.6.2 The strategic highway corridors (Trunk Roads and motorways) within the Exeter Sub-Region Study Area are, as follows:
- M5 – from south of Exeter, heading north-east towards Taunton.
 - A30 – immediately east of Exeter, east to Honiton.
 - A303 – from the A303 at Honiton, heading north east.
- 3.6.3 The following primary routes are also situated within the Study area:
- A376 – from Exeter to Exmouth.
 - A3052 – from Exeter to Sidmouth.
- 3.6.4 In addition, there are several other A roads, as follows:
- A373 – heading north-west from Honiton to link with the M5 motorway at Cullompton.
 - A375 – linking Sidmouth and Honiton.
 - A377 – route heading north from Exeter along River Exe then north-west towards Crediton.
 - A379 – route on southern side of Exeter linking into A38 heading south-west towards Plymouth.
 - A396 – heading north from Exeter towards Minehead.
 - A3015 – urban route through Exeter.
- 3.6.5 In addition to the strategic highway network, Devon has an extensive network of County Secondary Routes, Local Distributors, Collector Routes and other minor roads and country lanes. The narrow, tortuous and undulating country lanes provide indirect routes between small settlements. This has the effect of concentrating road travel onto the strategic highway network.
- 3.6.6 The M5 experiences significant congestion immediately outside of Exeter particularly during weekends in the summer months. Investigations are currently underway into upgrading of the County road network adjacent to Junction 30. Junction 31 is also currently undergoing improvements. In addition, there is a major scheme to expand the Honiton Road Park and Ride site near M5 Junction 29 to provide an Exeter Gateway and interchange as well as improvements to the nearby Moor Lane roundabout. There are no plans to significantly modify the motorway itself.
- 3.6.7 Preliminary work is also being undertaken to assess the improvements needed to resolve the capacity issues on the road network to the east of Exeter, including the use of intelligent transport systems (ITS). This may include advanced traffic information using variable message signs.
- 3.6.8 The A30 from Exeter to Honiton was upgraded to dual carriageway on a new alignment in 1999. Therefore, there are no proposals to further upgrade this section of highway in the near future. However, the A30/A303 highway between Honiton and Marsh is a single carriageway route with a high accident record (over twice the national average) and high traffic flows. Congestion is exacerbated during summer holiday weekends with significant amounts of traffic heading to or from the holiday resorts in Devon and Cornwall. This section of highway was originally proposed to be upgraded in two schemes. However, the SWARMMS study suggested two upgrading options: upgrading of A30/A303 or upgrading of A358 to Taunton and the M5. The A30/A303 is the preferred option, although no final decision has been made as yet.

Road Safety

- 3.6.9 Devon has one of the best casualty records in terms of road safety of any large local authority in the United Kingdom. In 1999, there were 59 deaths and serious injuries per 100,000 population, which puts Devon into the safest 'Top Ten' shire authorities. There were a total of 460 casualties per 100,000 population (1999) in Devon in comparison with the national average of 560.
- 3.6.10 In order to continue the downward trend in road accidents, Devon continue to carry out accident studies to identify engineering solutions to reduce the occurrence of these accidents. Accidents are prevented through the construction, improvement, maintenance or repair of roads within the region.

3.7 Air Transport

- 3.7.1 Exeter International Airport provides important international, European and inter-regional links to the South West. The airport handled approximately 300,000 passengers in the year 2000. While the runway capacity is sufficient to cater for future demand (The Future Development of Air Transport in the UK: South West, DoT 2002), the terminal will require expansion in the future. An outline planning application to handle up to 2mppa was considered by East Devon District Council Development Control Committee in May 2004. The Committee resolved to advise the Secretary of State that East Devon District Council is minded to grant outline permission, subject to a S106 agreement and to various conditions.
- 3.7.2 The Airport is a strategically important site in terms of the future development of Exeter and in particular, the development of employment to the east of the city. The Devon Structure Plan seeks to expand the role of the airport so that it can function as an accessibility point in the European Airport Network by improving access to the major rail and road networks, and improving passenger facilities.
- 3.7.3 The airport expansion site is contiguous two other major development proposals, the Skypark proposal for major employment development and an inter-modal freight facility. These developments will have a strong association with the airport and its strategic location in relation to international, national and regional transportation networks, furthering the economic development to the east of Exeter City.

3.8 SWOT Analysis and Summary of Key Issues

- 3.8.1 A summary of the key strengths, weaknesses, opportunities and treats highlighted by the transport network are summarised in the SWOT Analysis in table 3.5.
- 3.8.2 The most critical issue facing the existing transport network over the next 10 years is traffic growth. The Devon Local Transport Plan (LTP) indicates that the number of car trips in East Devon is forecast to increase by 33% over the period 1996 – 2006. This is due to Devon being a largely rural county where reliance on the car is high and there is limited scope for significantly reducing the distance travelled.
- 3.8.3 The LTP identifies various measures within and around Exeter to assist in reducing the distances travelled by car and the rate of increase in traffic growth. The measures relevant to this transport analysis include the following:
- Exeter 'Gateways' including public transport interchanges at Exeter St Davids Station and Honiton Road Park and Ride.

- Enhanced Park and Ride facilities and bus services making use of bus priority measures on strategic routes serving the City Centre.
- Enhanced services, information and passenger facilities on strategic bus routes linking Exeter with the surrounding urban and rural communities.
- High quality walking, cycling and public transport infrastructure serving major new developments.

3.8.4 The future transport impacts can be lessened by locating any new development:

- near to urban areas with significant employment opportunities, or
- where there is a high standard of public transport and/or cycling/walking links to these areas, or
- where the size of the development will make the provision of new high quality public transport

3.8.5 This has the effect of reducing the need to travel and reducing the average journey distance, as well as increasing the mode split towards more sustainable modes of transport such as public transport, walking and cycling.

3.8.6 In order to maximise the use of sustainable modes of transport, future development should be located where the existing or future public transport network is well developed. These locations include:

- In the vicinity of the Exeter to Waterloo railway line between Exeter and Honiton and the A30 to Exeter. This will involve the construction of a new station, in conjunction with the proposed new community. Upgrading of the Exeter to Waterloo rail line would enable local train services to be improved on this line.
- The recently upgraded A30 is of a high standard on a new alignment that provides a direct link into Exeter City and should have significant capacity for additional traffic. Development should be located as close as is practicable to an existing employment and service centre, namely Exeter.
- In the vicinity of the Exeter to Exmouth railway line and the A376 to Exeter. There are already frequent train services on this line and the A376 provides fairly direct access to the M5 and Exeter City. This route also accommodates frequent bus services to Exeter providing significant opportunities for sustainable travel to Exeter/Exmouth.

3.8.7 Conversely, there are areas within the Study area where major new development would lead to unsustainable travel patterns without significant new investment in increasing capacity or creating new public transport that serve currently remote areas.

3.8.8 These areas fall into two categories, namely, areas where the existing infrastructure is congested and areas remote from major employment centres where the existing transport network is underdeveloped. These are, as follows:

- Areas adjacent to the M5 – this is predominantly due to the lack of spare capacity on the motorway network and the likely objections from the Highways Agency on the requirement for a new junction to serve a major new development.
- The area north of Honiton which has a very low level of bus services and is not accessible by rail. In addition, it is remote from the main urban area of Exeter, which is likely to be the dominant trip generator for the new development.

- The area between Exeter, Exmouth and Sidmouth is fairly well served by public transport although it is not accessible by rail. The destinations of trips made from a development located in between these areas are likely to be split between the three urban areas, which is more difficult to serve with public transport.

Table 3.5 SWOT Analysis of Transport Network in Exeter Sub-region

Heading	Sub-heading	Strengths
General		Fairly well developed system of public transport (trains and buses).
Walking		Well developed network of public footpaths including the South West Coast Path (National Trail) along the south coast of Devon. East Devon Way links to the South West Coast Path Lyme Regis and Exmouth but travels inland.
Cycling		Well developed cycle networks urban cycle network in Exeter. NCN Route 2 currently under construction. Sections near Exeter and from Exmouth to Budleigh Salterton are completed. Promoting on and off-road cycle routes from dormitory villages to Exeter. Regional Route 5 The Buzzard Route. Also promoted on-road cycle routes and off-road maintain biking routes with East Devon.
Rail System	Exeter to Paddington Line (Great Western Line)	Good national rail links. Trans European Network (TENs) Line to Bristol and Paddington. Tiverton Parkway is a main station used by passengers from outlying areas to avoid travelling to Exeter City to catch long distance trains. 20 - 22 train per day (weekdays) in each direction servicing Tiverton Parkway.
	Exeter to Waterloo Line	Trans European Network (TENs) Line. Line connects with Great Western Line at Exeter St Davids. Provides local services via stations at Exeter Central, St James' Park and Pinhoe in Exeter. Also stations at Whimple, Feniton and Honiton. 15 - 16 trains per day (weekdays) in each direction servicing Honiton and other stations to a lesser extent.
	Exeter to Exmouth branch line.	Good local service. Stations at Polsoe Bridge, Digby and Sowton, Topsham, Exton, Lympston Commando, Lympstone, Exmouth. 28-29 train per day (weekdays) in each direction servicing most of the stations enroute.
	Stations	Tiverton Parkway is a significant stop on the Great Western Line for long distance train passengers to avoid Exeter.
Buses		Smaller, more frequent bus services instead of conventional large buses has led to significant increases in bus patronage. Services almost as high in interpeak compared with peak periods. Existing strategic bus routes as shown on Figure 2. Main towns in East Devon District are well served by public transport. Frequent bus routes in the study area include from Exmouth to Exeter, Sidmouth to Exeter, Exmouth to Sidmouth, and Culmpton to Exeter.
Park & Ride		Good provision of Park and Ride facilities. 3 existing Park and Ride sites to the east and south of Exeter. - Honiton Road (off Junction 29 of M5, 400 spaces); Sowton (off Junction 30 of M5); Matford (from A38 and A30). Buses from Park and Ride sites to Exeter City Centre every 10 - 15 minutes. In addition, the RD&E park and ride site (500 spaces) at Digby serves the Royal Devon and Exeter Hospital and other local sites.
Road Network	Motorway Network	Study area benefits from direct access to the national road network via the M5. 3 main junctions serve Exeter City from the east (junction 29 and from the south east and south at Junction 30 and 31 respectively).
	National Primary Routes	Reasonable regional access via A30, A303, A31 trunk roads. A30 from Honiton to Exeter is dual carriageway on a new alignment (constructed in 1999). A376 from Exeter to Exmouth is a primary route (predominantly single carriageway).
	County Primary Routes	A3052 and A358.
	Minor Roads	Very extensive rural minor road network comprising of County Secondary Routes, Local Distributors, Collector Routes and other minor roads/county lanes.
Road Safety		Devon has one of the best casualty records of any large local authority in the UK. Annual program of identifying accident blackspots and undertaking remedial works to reduce accidents.
Air Travel		Exeter International Airport designated as a regional accessibility point in the Trans European Network (TENs). Long runway and good weather record. The airport handled in the order of 300,000 passengers in year 2000.

4. Development Area Identification

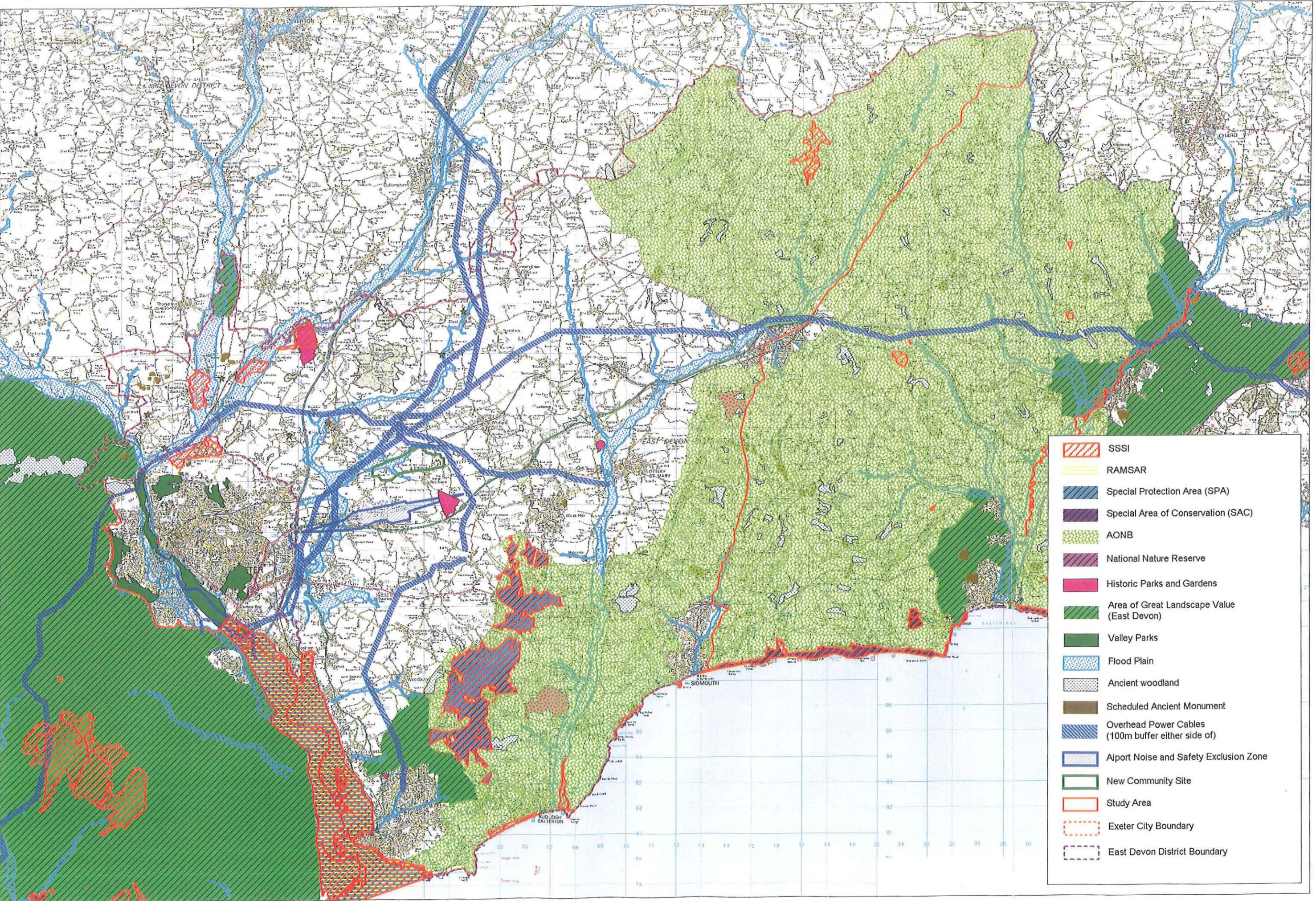
4.1 Introduction

- 4.1.1 The identification of potential growth areas was undertaken via a desk top mapping exercise using a 1:50,000 Ordnance Survey Landranger map and Local Plan proposals maps. A maximum of 30 sites could be assessed within the budgetary and time constraints of the Study and in total 28 sites were identified.
- 4.1.2 Potential growth areas identified are all contiguous with the settlements and are in locations that retain, as far as possible, a compact settlement envelope and minimise urban sprawl into the surrounding countryside. Areas that would have resulted in the coalescence of settlements were not included, nor were areas in open countryside.
- 4.1.3 However, development sites around Topsham (Areas 7, 9a and 9b) were considered because of their proximity to Exeter. It is recognised that Topsham is a distinct and separate community from Exeter, but the consideration of these was necessary to enable a full and comprehensive exploration of development opportunities around the city.
- 4.1.4 The process for identifying potential growth areas set within this section as follows:
- Constraints Assessment
 - National and Regional Policy Identification Considerations
 - Other Factors
- 4.1.5 The areas identified are set out in Map 4.1 and Table 4.2 at the end of this section.

4.2 Constraints Assessment

- 4.2.1 The identification of absolute and partial constraints to development defined the broad area of search. Absolute constraints preclude areas from being considered for development. Whilst partial constraints would not rule out development, their value will be considered in the area assessment process. The absolute and partial constraints are listed in Table 4.3 below.
- 4.2.2 The absolute constraints and partial constraints were mapped using GIS using a 1:50,000 map base and are set out in Maps 4.1 and 4.2 respectively.

Map 4.1 Absolute Constraints



Map 4.2 Partial Constraints

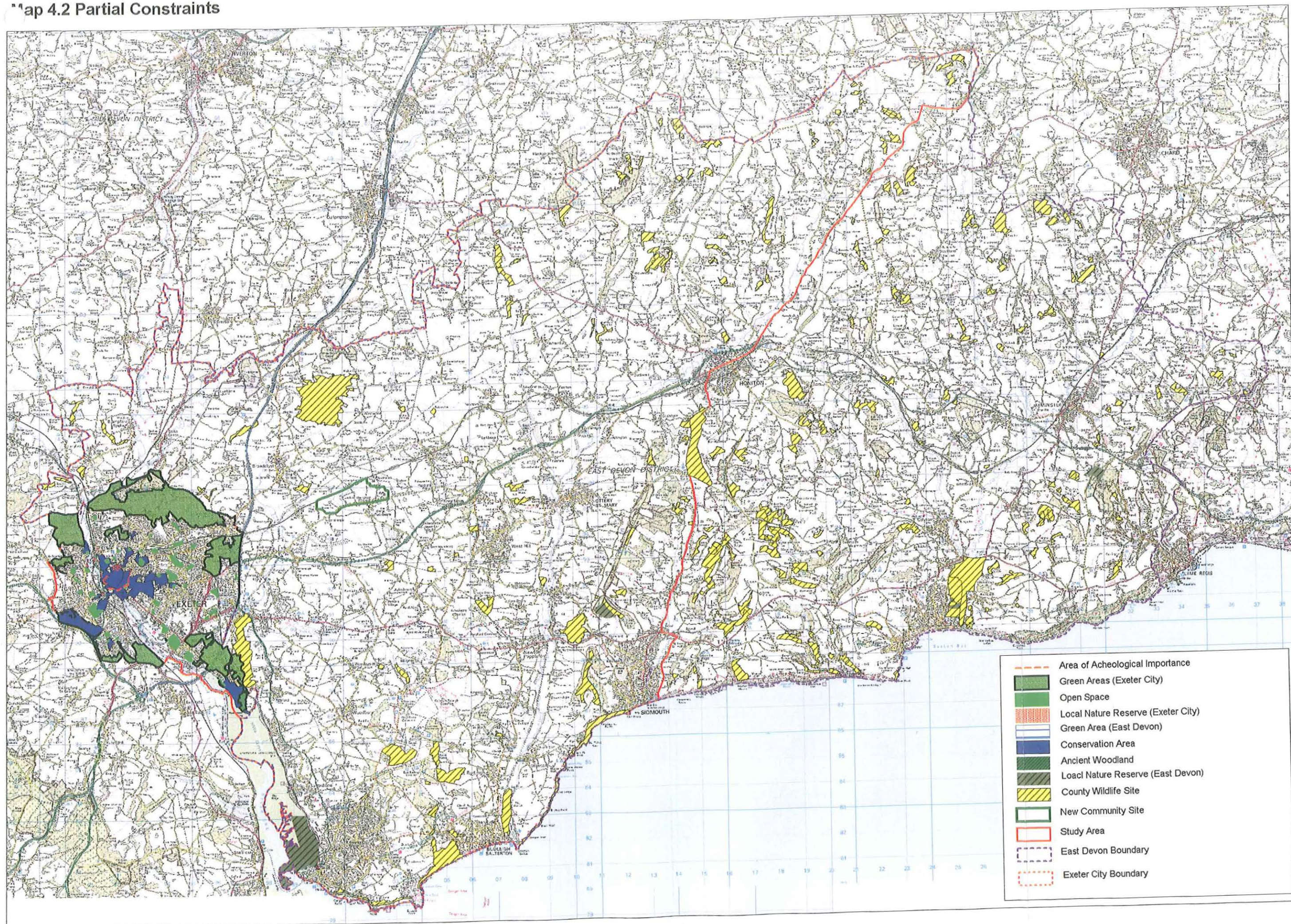


Table 4.1 Absolute and Partial Constraints to Development.

Absolute Constraints	Partial Constraints
Valley Parks - in accordance with the Exeter City Local Plan, 1993 and Second Deposit 2002)	Green Areas – Exeter City Council are concerned that an analysis takes place of green areas within the City boundary. The Green Areas serve to: a) separate Topsham and Pinhoe from the City helping maintain their character, b) a recreation resource, particularly the hills to the north which have extensive public access, and c) ecological and biodiversity value.
Airport Public Safety Zones – in accordance with national legislation, these are zones at either end of the runway which aim to restrict the number of people on the ground who are at risk from death or injury if an aircraft crashes on take-off or landing. There is a presumption against development except for low density development such as car parks.	
High Risk Fluvial Flood Plain – in accordance with PPG25	
Historic Parks and Gardens – in accordance with PPG15	Airport Safeguarding Zone – Safeguarding Zones place height restrictions on development around airports, restrict development that will attract birds, e.g., landfill sites and restrict road development within 3km of a runway.
Nature Conservation Areas (SSSIs, RAMSAR) – in accordance with a range of EU and national legislation, including PPG11	
Scheduled Ancient Monuments – in accordance with PPG15	High Quality (BMV) Agricultural Land - in accordance with PPG7.
Overhead Power Lines (This is not a formal policy but East Devon DC operate a 100m exclusion zone to either side and Exeter City 50m either side)	County Wildlife sites (including areas of Ancient Woodland)
Reserved Minerals Sites – (excluding worked and rehabilitated sites) in accordance with PPG1 and MPG1	Other Woodland
Cemeteries – in accordance with PPG1	Local Archaeological Areas
Area of Great Landscape Value (East Devon)	Public Open Space
Existing Commitments – Local Plan sites with planning permission, subject to a S106 agreement and employment sites.	Playing Fields

4.3 National and Regional Policy Considerations

4.3.1 Identification of the potential growth areas took into account the policy requirements of PPG 3 and RPG 10 for a sequential approach to development. It also seeks to reduce the need to travel in line with PPG 13. Accordingly, in selecting areas for assessment the following spatial priorities were adopted:

- Areas within the built up area of Exeter;
- Areas contiguous with the built up area of Exeter;
- Areas elsewhere within the PUA;
- Areas in settlements along the Exeter to Waterloo rail line;
- Areas identified through representations; and lastly,
- Areas in other settlements.

- 4.3.2 Areas unrelated to settlements within open countryside were not included, in accordance with PPG 3 and PPG 7.

4.4 Other Factors

- 4.4.1 A number of other factors also influenced the area identification process. These were:

- **Area size** - when identifying areas it was agreed with the clients that only areas of 10 ha or more would be assessed. Two main factors determined that only larger areas were considered. The first was the time and budget constraints and the second was the large quantum of houses involved. It was considered impracticable to analyse a very large number of small sites that could only accommodate a small number of dwellings.
- **Public transport** - in identifying areas, settlements that offer local services along the Exeter to Waterloo rail line were considered first, thus areas were identified at Whimple, Feniton and Honiton. At this stage access by bus was not considered as this forms part of the analysis in Section 5. The Study Area is dissected by B-roads with few settlements on the two A-roads and therefore access to the road network was not a criteria used in identifying areas.
- **Settlement size** - a minimum settlement size was not set but larger settlements were chosen on the basis that they would have local facilities to support additional population growth.
- **Open countryside** - all areas were to be on the edge of, and where possible, contiguous with existing settlements. Open countryside areas were not considered.
- **Coalescence of settlements** - areas were identified that would not result in coalescence of settlements.
- **Land ownership** - land ownership was not a criteria considered in selecting areas.

4.5 Definition of Areas

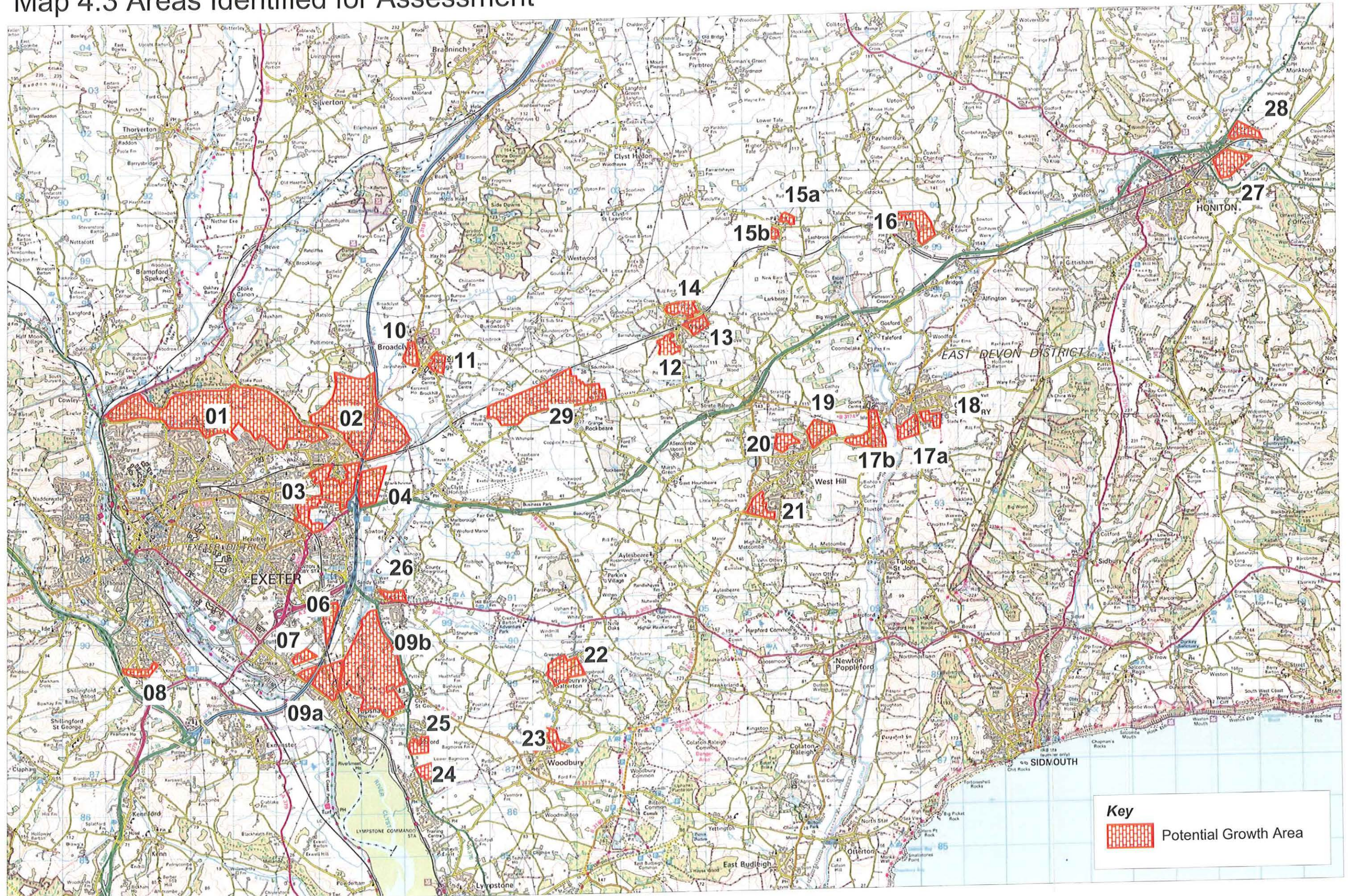
- 4.5.1 Map 4.3 shows all of areas identified. These are potential development areas rather than specific recommended site boundaries. Table 4.2 lists the identified areas, total size and provides a brief description of each.
- 4.5.2 The areas identified and shown on Map 4.1 do not reflect recommended physical boundaries on the ground. The final boundaries of development sites should be determined through more detailed site assessments that need to take place as part of the respective Local Plan processes for Exeter City and East Devon. Instead they indicate broad areas of potential opportunity.

Table 4.2 Identified Areas for Assessment

ID	Size (ha)	Description
1	364	Area of open space to the north of the built up area within the Exeter City Boundary.
2	264	To the north east of the Pinhoe area of Exeter City within East Devon. This area has already been the subject of developer interest.
3	89	Land to the east of Exeter. Surrounded on north, west and south by the Exeter built up area. Bounded by the M5 to the east. Area wraps round the Exeter Business Park.
4	40	Land to the west of Clyst Honiton. Effectively a continuation of Area 3 bounded by the M5 to the west. and overhead power lines to the east.
6	19	Land to the south west of Junction 30, M5. The area is triangular bounded by the A379 to the north, the Exeter to Exmouth rail line to the west and the M5 which runs north east-south west. Within Exeter City boundary.
7	17	Land to the east of Countess Wear. Comprises open land to the south of Exeter Golf and Country Club and the Ministry of Defence Support Engineering Facility.
8	11	Land to the south west of Exeter City within the City boundary to the south of Alphington.
9a	40	Land to the north east of Topsham. Bounded to the west by the M5.
9b	217	Land to the north west of Clyst St George. Bounded to the east by the A376.
10	13	Land to the west of Broadclyst, bounded to the east by the B3181 and to the west by the River Clyst.
11	12	Land to the south east of Broadclyst at Heath/Dog Village.
12	18	Land to the west and south west of Whimble village. Area identified by respondent to the East Devon Local Plan.
13	14	On the eastern side of Whimble to the south of the Exeter to Waterloo rail line opposite the rail station.
14	19	On the north side of Whimble on Holways Farm.
15a and 15 b	6	Comprises two parts, part a to the north of Talaton village centre to the east of St. James Church and the Old Manor, and part b to the south of the village centre behind the Talaton Inn public house and Weeks Farm.
16	6	Land to the north east of Feniton. Forms a broad arc from the north west to the south east of Feniton Gardens around the north of the village.
17 a	38	Land to the south west of Ottery St. Mary on Gerway Farm. Bounded on the west by the River Otter flood plain and to the east by Gerway Nurseries and the Sidmouth Road.
17b	19	Land to the west of Ottery St Mary and to the east of West Hill. A reversed 'L' shaped area bounded by the B3174 to the north and the River Otter flood plain to the east. Area is bisected by powerlines.
18	37	Land to the south east of Ottery St. Mary on the east side of the Sidmouth Road and to the west of Knightstone Lane.
19	11	Land to the north east of West Hill Village. Area identified by respondent to the East Devon Local Plan.
20	25	Land to the north of West Hill Village and the east of Rockbeare Hill.
21	15	Land to the south west of West Hill Village between Tipton Cross and Broad Oak.
22	19	Land between Woodbury Salterton and Greendale Barton. Area identified by respondent to the East Devon Local Plan
23	37	Land to the north of Woodbury. Arc extending from Watery Lane in the north east to Castle Lane in the north west.
24	25	Land to the north of Exton and to the east of the A376. Bounded to the south and east by the road leading to Lower Bagmore's Farm.

25	10	Land to the south of Ebford on the east side of the A376.
26	14	Land to the east of Clyst St. Mary. Bounded by the A3052 to the south and the Devon County Showground to the east.
27	10	Land to east of Honiton, between the Exeter to Waterloo rail line to the north west and the Area of Outstanding Natural Beauty to the south east
28	35	Land to the north east of Honiton. Situated in the Northcote area , bounded to the south by the Exeter to Waterloo rail line, the Area of Outstanding Natural Beauty to the north east and the A30 to the north west.
29	18	Location for the proposed new community

Map 4.3 Areas Identified for Assessment



5. Landscape and Environmental Capacity

5.1 Introduction

- 5.1.1 There are wide range of regional, national and local landscape, ecology and cultural heritage designations that act as environmental constraints to future development. These designations have been considered in the process of identifying potential growth areas (refer to Maps 4.1 and 4.2 of Section 4), with absolute constraints excluding areas from development completely and partial constraints effecting areas on an individual basis within the Area Assessment set out in Section 6.
- 5.1.2 Landscape contributes to local character and is an important aspect of quality of life. In addition development in a location relatively unconstrained by designations could strongly influence landscape character of neighbouring, more sensitive areas. Thus, areas that are not protected through national and local designations can also be highly sensitive to development.
- 5.1.3 To determine an areas ability to absorb development without significant environmental impacts, each site was subject to a strategic landscape and environmental capacity assessment.
- 5.1.4 The landscape and environmental capacity assessment process seeks to determine, in strategic terms, the ability of each of the identified areas to absorb development, based on national and local landscape character areas, landscape and setting, vegetation structure, topography, biodiversity, soils and current land use. Whilst it is recognised that landscape and environmental capacity is just one aspect of the overall assessment process undertaken in Section 6, it is a strongly weighted consideration and formed a key component of this study.

5.2 Overall Approach and Methodology

- 5.2.1 The landscape and environmental capacity assessment was undertaken via a desk top review of national and local landscape character areas (see Appendix 3), together with a field survey to determine specific landscape characteristics and to identify environmental assets present within each potential growth area. This involved an on site visual appraisal from public roads or footpaths within or adjoining the areas identified.
- 5.2.2 The information on national and local landscape character areas and the field survey observations were recorded within *environmental capacity assessment framework sheets*, specifically designed for this study. The environmental capacity assessment framework sheets for each potential growth area are set out in Appendix 4.
- 5.2.3 Specific categories included on the environmental capacity assessment framework sheets were as follows:
- **National and Local Landscape Character Areas** - this section records the landscape character of the Study area, drawing on the National Countryside Character Areas identified by the Countryside Agency in 1999 and Local Landscape Character Areas identified by Devon County Council and the Countryside Agency in 1994. A full description of the both the national and local landscape character areas is provided in Appendix 3. The descriptions of landscape character were used as important baseline information for the individual area assessments of environmental capacity.

- **Landscape and Setting** - this section of the framework sheet determines the visual openness of the area and its relationship with surrounding landscape and determines the effect that development would have on current settlements. Proximity to areas of Great Landscape Value or Valley Parks is an important aspect of setting as are potential effects on listed buildings or ancient monuments. In addition, the importance of the area in preventing coalescence between settlements is determined within this section.
- **Vegetation Structure** - this section determines the capacity of the area to absorb development in terms of the level of screening the presence of vegetation on the area would provide a new development. Development of an area, where there is a lack of vegetation along the boundaries would have a significant impact on the surrounding landscape development and would therefore not be recommended unless the nature of the topography has a positive influence its ability to accommodate change, given a substantial investment in creating a vegetation structure within the area.
- **Topography** – the topography of the area and its surroundings area will directly influence the capacity of an area to absorb development, as it has a major influence on the extent of its visibility and visual influence.
- **Biodiversity** - this section considers the area at a fairly broad level as biodiversity will be considered in greater detail during the application of sustainability criteria within Section 8. This assessment determines the conservation status of land adjacent to the area, and identifies the presence of water bodies, which may be of ecological importance.
- **Soils** - this section considers soil type (clay, loam or sand), as this will be an important consideration in determining the water permeability of the area, an important aspect in the sustainability criteria assessment of areas in Section 8.
- **Current Land Use** - this section identified whether the area is in agricultural use, used as public open space or is a brownfield area. It also identified the type of grassland present, as an indicator of biological value.
- Assessment of each of the potential growth areas with respect to these factors enabled the determination of the capacity of each to accommodate development and identified the important influencing factors in reaching this decision.
- Whilst the assessments provide a broad indication of environmental capacity to accommodate development, more detailed assessments are recommended for areas considered suitable for development. These assessments will need to involve more detailed desk and site survey examining the following:
 - landscape and visual impact
 - ecological impact
 - cultural heritage impact (archaeological and built heritage)

5.2.4 In addition, appraisals may be required to examine other potential environmental issues, such as impacts on water quality. These appraisals will provide further information on site constraints, which will influence the capacity and future development layout of the site. Such appraisals will need to involve statutory and non-statutory consultees to provide further information relating to an area and to comment on any proposed scheme. These more detailed assessments could effect capacity potentially decreasing or increasing the capacity that can be accommodated in the areas identified.

5.3 Environmental Capacity Assessment Results

5.3.1 The detailed information relating to each area is contained within the environmental capacity assessment framework sheets in Appendix 4. A summary of the main conclusions and recommendations are set out in Table 5.1 below. This identifies development potential based on:

- Development within the existing landscape framework;
- Development that could be accommodated subject to the creation and establishment of a new or strengthened landscape framework to mitigate environmental impacts;
- The capacity of the overall area to absorb development based on a percentage developable area (i.e. taking account of the need to retain the existing landscape framework, create a new landscape framework or protect the most sensitive parts of an area);
- Areas where development would lead to significant environmental impacts which cannot be mitigated and are therefore are considered unsuitable for development.

5.3.2 The recommendations have been used to form the basis for Tests 1 and 2 in the Area Assessment, set out in Section 6.

Table 5.1 Summary of the Landscape Capacity Assessment Results

ID	Summary and Recommendations	Recommendation	Percentage Developable
1	The majority of the site is open with expansive views to the north, east and west into the Exe Valley and the adjacent area of Great Landscape Value to the east. The site is visible over a short range from housing on the northern fringe of Exeter. The site is bordered by Stoke Woods SSSI along the northern boundary and three valley parks to the south. Potential runoff issues downslope towards Stoke Woods and the river corridor in the east of the site. Potential disturbance to fringe habitats in Stoke Woods and the valley parks to the south. Listed Buildings and Ancient Monuments within the site boundary. Potential visual setting issues with Barton Place, Woodrow Barton and Woodrow. The field patterns are generally small to medium scale bounded by an integrated network of intact hedgerows with many mature trees along their length.	Site unsuitable for development.	None
2	Site generally on level ground with the exception of steep hillside near Pinhoe. Network of managed hedgerows throughout site, with more standard trees to east of M5. Short range from adjoining settlements. Topography generally screens the site from long distance views, except for hillside near Pinhoe (far south-west of site). Following a more detailed appraisal undertaken by the District Council's Landscape consultants, County Landscape staff and the Panel in their report, all rejected development to the north of Park Farm Ridge as it would have an unacceptable impact on the landscape and the park land setting of Poltimore House.	Site suitable for development with additional landscape framework and with the exclusion of hillside near Pinhoe.	50-60%

ID	Summary and Recommendations	Recommendation	Percentage Developable
3	Potential setting issue with listed hall. Central part of site is elevated and open with extensive views from south and north. The south western part of site is also elevated, rising to a vegetated ridge to the west, which currently screens development beyond. Site screened by topography and the motorway to east and west. Some trees within hedgebanks. Some scrub/copses within site on lowest slopes. Potential for development on lowest ground to north of site. Potential limited elsewhere by elevation and openness of site. Development within these areas would lead to a loss of a visually prominent green space within the city and coalescence of development located to the north, west and south.	Potential for development on lowest ground to north of site. Potential limited elsewhere by elevation and openness of site.	25-30%
4	The site is situated on high ground and is visible from the north, south and east. Site screened to the west by the M5 motorway embankment. Small areas of woodland around the demolished buildings at Redhayes. The site is currently open and exposed with long distance views from surrounding area. If the site was to be developed for residential development it would require extensive implementation and establishment of a landscape framework around and within the site which would alter the existing landscape character. The site was selected as the preferred location for a science park in the modifications to the Structure Plan Alteration. Commentary on the site with regards this use is included at paragraphs 6.6.9.	Site unsuitable for residential development.	None
6	Open site sloping to the east and south. Open views from south and east. Existing development within site. Fragmented landscape framework.	Possible potential for development following creation of new landscape framework.	65-75%

ID	Summary and Recommendations	Recommendation	Percentage Developable
7	Site surrounded by existing built development to the south and west, and adjoins the M5 motorway to the east. Overhead powerlines dominate the site. Land use comprises arable, improved grassland and some ruderal grassland (colonising plants, i.e. weeds on bare disturbed ground) with recent tree planting. Long distance views to the west but development would be seen surrounded by existing development.	Site suitable for development subject to undergrounding of overhead powerlines and easements.	75-95%
8	Eastern part of site sloping towards Exeter, network of managed hedgerows within site with few trees. Short range views from neighbouring properties. Site visible from Knowle Hill Area of Great Landscape Value to east but generally long range views screened by topography from the south. Western part of site has network of intact hedgerows and hedgebanks with extensive mature trees. Well screened, with the exception of the far west of the site. Informal public access to centre west of site.	Site suitable for development with retention of existing landscape structure. Further augmentation required to east and west.	60-70%
9a	Site surrounded by existing housing development with urbanising influence of the M5 and overhead powerlines in close proximity. Generally small field pattern enclosed by hedgerows, except for playing fields to the west.	Site suitable for development subject to relocation of playing fields coupled with retention and augmentation of landscape structure.	75-95%
9b	Ecological and hydrological constraints on the flood plain of the River Clyst. Site to west of railway line is generally enclosed by small field pattern with trees in hedgerows. Remainder of site open floodplain of the River Clyst with open ridge to the east and development on ridge to the west. Long range views from all directions with short range views from adjoining properties and highways. The site lies adjacent to the River Exe Estuary which is designated as a SSSI, RAMSAR, Special Protection Area and area of Great Landscape Value. Main part of site unsuitable for development.	Site unsuitable for development.	None
10	Open site on edge of National Trust village. Short range views from listed properties. Long range open views from north and west. Setting issue for site due to proximity and visibility of historic core of village.	Site unsuitable for development.	None

ID	Summary and Recommendations	Recommendation	Percentage Developable
11	Network of hedgebanks and hedgerows within and surrounding site. Many trees within hedgebank on southern end of eastern boundary, isolated elsewhere. Allotments present in south-west. Potential setting issue with a Listed Building (Windmill to the east). Most long range views screened by surrounding properties and trees within site. Evidence of badger habitation and foraging.	Potential for development with enhancement of existing landscape structure.	65-75%
12	Site enclosed by surrounding topography. Strong network of hedgerows with mature trees. Some free standing trees in pasture and old orchard to the north.	Potential for development with retention of orchard, hedgerows, mature trees and brook corridor	40-60%
13	Gently sloping site with managed hedgerows. Trees/woodland generally limit views from the south. Long distance views from north and west and short distance views from village and station.	Site suitable for development following creation of additional landscape framework to the north and west.	75-95%
14	Site well screened from surrounding landscape by local topography. Visible from new development to south, although partially screened by wooded brook corridor.	Suitable for development, with additional landscape framework.	75-95%
15a	N Site – well developed hedgerow within and surrounding site. Visible from village as short range views, including church and historic core.	Site suitable for development within strengthened landscape framework.	40-60%
15b	S Site – Long range views from ridge of hills to the south. Mature trees prominent within site along with managed hedgerows.	Site would require extensive landscape framework to accommodate development.	40-60%
16	Main part of site – Views from east blocked by topography. Short distance views from existing village. Long distance views from north and west could be screened by implementation of landscape framework. South-eastern part of site visible from ridges to south and west – not so suitable for development.	Main part of site suitable for development within strengthened landscape framework. (SE part of site not suitable for development)	55-65%
17a	Part of site (to north) currently under construction. Far distance views from high ground to south, but development would be seen against background of existing and new development. Properties on northern ridgeline above site.	Site suitable for development with implementation of landscape framework.	75-95% of the undeveloped area

ID	Summary and Recommendations	Recommendation	Percentage Developable
17b	Site located on rising ground, with limited existing development. Expansive views of site from the ridge and Ottery St Mary to the east. Views from the west partially blocked by woodland and topography. Potential visual setting issue for Salston Manor Hotel. Development of the site could create coalescence between Ottery St Mary and West Hill.	Site unsuitable for development.	None
18	Northern part of site with localised valley of topography. Long distance views from ridges in the west and east affected by adjacent development with Ottery St Mary. Short range views for adjoining properties. Overhead low voltage lines within site.	Potential for development following establishment of landscape framework.	65-75%
19	Rush pasture and brook corridor beyond the southern boundary of the site. Mixed broadleaved woodland (including evidence of coppicing) and some coniferous plantation. Entirely encircling the external boundary of the site. Semi-improved grassland within site. Ecological constraints likely to restrict developable area. Serious access difficulties.	Site suitable for development subject to overcoming ecological constraints and access difficulties	25-35%
20	Extensive network of intact hedgerows and hedgebanks with many mature trees, coupled with surrounding woodland screens most views. However, some partial views of the site are possible from the ridge to the east.	Site suitable for development subject to retention and some augmentation of existing landscape framework.	65-75%
21	Site well enclosed by woodland, nature gardens and hedgebanks with extensive mature trees. Short range views from low density housing on margins of the site.	Site suitable for development subject to retention of existing hedgebanks, trees and woodland.	75-95%
22	Open arable land with managed hedgerows with isolated standard trees bordering the road network, being largely absent within the site. Open views from localised high ground. Development would create coalescence between Woodbury Salterton and Greendale Barton.	Site unsuitable for development.	None
23	Site on elevated land above the village. Long range views from surrounding area and short range views from village although some views restricted by hedgerows. Potential setting issue from listed properties.	Site unsuitable for development	None

ID	Summary and Recommendations	Recommendation	Percentage Developable
24	Open elevated plateau with long distance views from all directions including across the Exe Estuary. Managed hedgerows around the site do not restrict views.	Site not suitable for development	None
25	Site on elevated land above the village. Long range views from surrounding area and short range views from village although some views restricted by hedgerows. Potential setting issue from listed properties.	Site unsuitable for development	None
26	Open plateau above the Clyst Valley surrounded by managed hedgerows. Long distance views from all directions. Short range views from nearby properties including Bishops Court and County Showground.	Site unsuitable for development	None
27	Main part of site sloping and visible from ridges to north and west and from edge of Honiton. Eastern part of site visible from the east. Network of intact mature hedgerows do not block these views. Additional landscape framework would have only limited effect on ameliorating these views.	Site unsuitable for development.	None
28	Mobile home park and extensive farm buildings are existing visually detracting elements. Improved grassland enclosed by hedgebanks and network of intact hedgerows and wooded brook corridor. Site screened from west by rail embankment or hedgerows.	Site suitable for development with additional landscape framework	65-75%
29	Site generally on gently sloping ground which slopes towards the various tributaries of the River Clyst which traverse the site. Network of managed hedgerows with standard trees along their length and partially wooded brooks throughout site. Short range views from adjoining properties and railway lines, particularly to the north and south of the site. Topography generally screens the site from long distance views. A proportion of the site lies in floodplain. Potential archaeological issues relating to the Roman Road to the south of the site.	Site suitable for development within existing landscape framework with the exclusion of floodplain and taking into account archaeological constraints.	50-65%

6. Area Assessment

6.1 Introduction

- 6.1.1 This section sets out the methodology and results of the Area Assessment. The Area Assessment uses national, regional and local policy and best practice guidance to determine the sustainable development objectives through which to measure different aspects of sustainability for each potential growth area.
- 6.1.2 A total of 12 tests have been used to assess how well each site meets the sustainability objectives identified, and for each test specific criteria have been developed to enable a consistent and transparent assessment.

6.2 Sustainable Development Objectives

- 6.2.1 The framework for the assessment is based on the Government's four broad sustainability objectives, which are:
- Effective protection of the environment;
 - Social progress which recognises the needs of everyone;
 - Prudent use of natural resources; and
 - Maintenance of high and stable levels of economic growth and employment.
- 6.2.2 In order to provide for meaningful testing, each of the Government's objectives are further broken down into a series of tests (12 no. in total), which reflect more detailed objectives. These objectives and the criteria used to measure them cover a wide range of considerations, drawn from the following key sources:
- National Planning Policy Guidance (PPGs, Circulars etc)
 - Government's Best Practice Guidance 'Planning for Sustainable Development'
 - RPG 10 for the South West
 - Vision and Objectives of the DDSP

National Policy Guidance

- 6.2.3 PPG12 lists the environmental, resource, social and economic considerations that should be taken into account when preparing development plans. These considerations are set out below. In brackets it is shown which tests relate to the considerations.
- 6.2.4 **Environmental** and resource considerations are:
- Air quality and pollution (including noise and light pollution) (Tests 6 and 9)
 - Protecting and enhancing the character and diversity of the countryside and undeveloped coasts (Test 1)
 - Conservation and enhancement of wildlife habitats and species, including the promotion of biodiversity and environmental enhancements to meet biodiversity action plan targets (Test 2)

- The impact of development on landscape quality (Test 1)
- Improving the physical and natural environment in urban areas, including sustaining the character and vitality of town centres, making provision for tree planting and open spaces and the general re-vitalisation of urban areas (Test 3)
- Improving the standard of urban design, including the appearance of proposed development and its relationship to its surroundings (Tests 1, 3 and 7)
- Conservation and enhancement of the natural beauty and amenity of the land, including tree and hedgerow protection and planting (Tests 1, 3 and 8)

6.2.5 **Economic** considerations may include:

- The economic strategies prepared by Regional Development Agencies (Test 10)
- Developments in communications and information technology (Test 10)

6.2.6 **Social** considerations should include:

- The need for housing including affordable housing (Test 7)
- Access to sport, leisure, community and recreation provision (Test 3)
- Access to schools and higher education provision (Test 9)

Government's Best Practice Guidance 'Planning for Sustainable Development'

- 6.2.7 The Government's Best Practice Guidance 'Planning for Sustainable Development' (DETR, 1998) provides broad criteria for considering suitability for an urban extension. Chapter 3 specifically addresses the subject of urban growth through planned extensions to existing settlements and new settlements and suggests criteria for their assessment. In brackets it is shown which tests relate to the criteria.

Urban Extension Criteria

- Establishing a positive relationship to an existing city, town or larger village by either helping to complete a neighbourhood area or by providing an entire neighbourhood or group of neighbourhoods (Tests 7, 9 and 10)
- Providing a variety of housing types, tenure and densities, as well as neighbourhood centres with mixed uses and a range of facilities (Tests 7 and 9)
- Providing a landscape structure that incorporates and builds on existing assets and creating a distinct edge to the urban area (Test 1)
- Providing pedestrian, cycle and public transport networks, fully integrated with existing or potential provision in adjacent urban areas, and enabling appropriate access to the adjacent rural areas (Tests 3, 4, 7 and 9)
- Ability to exploit existing infrastructure and to maximise the use of that infrastructure (Tests 3, 4, 11 and 12) and,
- Creating a strong local identity reflecting local characteristics and based on coherent and distinctive urban design, and expressed in the design of individual buildings. (not applicable to area assessment, to be considered at the Local Plan/LDF stage)

New Settlement Criteria

- Relate positively to the immediate rural setting in terms of function by supplementing provision for local needs in terms of services and housing type and tenure and providing a range of facilities related to their population (Tests 1, 7 and 9)
- Include neighbourhoods with a variety of housing, employment and mixed development in neighbourhood centres containing a range of facilities within walking distance of housing (Tests 7, 9 and 10)
- Providing a centre at the core of the development, with convenience shopping and where appropriate comparison shopping and supporting other uses including leisure, a secondary school, health care, and cultural facilities (Tests 7 and 9)
- Have public transport links to existing major employment centres, recognising that it is not feasible to expect all residents of new settlements to work in the immediate locality (Tests 4 and 5)
- Incorporate high quality urban and landscape design, including integrated open space, habitat areas, and energy efficiency in layouts and buildings (not applicable to area assessment, to be considered at the Local Plan/LDF stage)

Draft Devon Structure Plan

6.2.8 The Draft Devon Structure Plan sets out a Vision together with a series of aims and objectives for Devon that reflect the Government's four objectives of sustainable development and the Regional sustainable development objectives set out in RPG 10. The vision cuts across several of the site assessment criteria and is summarised as:

6.2.9 *A future for Devon that meets the needs of residents for a safe and healthy environment, a vibrant community life and a dynamic and prosperous economy.*

6.2.10 The aims to realise the vision are, as follows:

- Aim 1: Conservation of the Devon environment - to conserve and enhance the quality of Devon's environment and its local distinctiveness - including the special beauty and characteristics of the countryside, coasts, buildings, cultural and historic heritage - together with the diversity of its wildlife and habitats (Tests 1, 2, 3 and 8).
- Aim 2: Prudent Use of Resources- to seek to ensure that Devon's natural resources are conserved and managed sustainably, minimising waste and pollution and seeking to utilise renewable resources where appropriate (Tests 6, 7 and 8).
- Aim 3: Community self sufficiency - to enable the people of Devon to live within settlements or communities which are as self sufficient as possible, give access to an appropriate range of facilities, including employment opportunity, and whose distinctive functions and needs are recognised (Tests 7, 9 and 10).
- Aim 4: Meeting the need for housing - provision for new housing should be made in locations accessible to centres of employment, where the greatest advantage can be taken of public transport networks and only where associated infrastructure investment is secured. The plan is to ensure that, where consistent with the other Aims of the Plan, the housing needs of each part of Devon are met in terms of scale, distribution and type (Tests 4 and 10).

- Aim 5: A dynamic and healthy economy - to ensure the economic well being of Devon by enabling the local economy to develop and improve in a sustainable way, recognising the specific economic assets of Devon (Test 10).
- Aim 6: A sustainable transport network - to develop an integrated and sustainable transport system, in conjunction with the land use strategy, able to meet the environmental, economic, and social needs of Devon whilst reducing the need to travel (Tests 3, 4, 5, 7, 9 and 10).
- Aim 7: Meeting the need for infrastructure - to ensure that the physical infrastructure of Devon is maintained and enhanced to meet the needs of existing and planned development, and to ensure that there is a co-ordinated approach to the necessary infrastructure serving new development (Tests 11 and 12).

6.2.11 The aims and their related objectives have been used to define the objectives of the assessment. Where they apply to a specific test within the assessment, the reference is shown in brackets in Table 6.1.

6.3 Assessment Criteria and Methodology

6.3.1 To measure how well each potential growth areas performed in each test, a series of criteria were developed and a scoring system applied so that comparisons between sites could be undertaken. The overall score for each area was calculated by totalling the individual tests where:

- 0 = No points
- X = 1 point
- XX = 2 points
- XXX = 3 points

6.3.2 The criteria and scoring system is set out in detail in Appendix 5 and summarised in Table 6.1 below.

6.3.3 The scoring system is not intended to provide a definitive answer to an area's suitability for development. The scoring system has been primarily used to highlight and compare opportunities and constraints. Following the testing process, the overall performance of the areas have been considered as a whole and a relative priority of high, medium or low has been assigned to each to reflect insurmountable impacts against those less damaging or that can be overcome and to take into account any broader factors which may affect development potential.

6.3.4 The following points are also important note:

- Sustainable development is underpinned by the objective to protect finite resources for future generations. Whilst the scoring system equally weights environmental objectives against other objectives, all sites considered as having no capacity for development on landscape/environmental grounds were assigned a low priority, regardless of how they performed in other tests.
- The range of tests is aimed to highlight the opportunities and constraints associated with each sustainability objective. Many of the objectives are achieved by similar, but subtly different factors. A degree of overlap is unavoidable to demonstrate specific strengths and weaknesses. For example, tests 4 and 5 measure accessibility and frequency of public transport to determine potential for modal shift. The results of tests 4 and 5 are then combined with accessibility to district/local centres to measure potential for increased densities, which

should be encouraged in locations with the best access to frequent public transport and within walking distance to trip generating uses.

- The tests considered future infrastructure proposals, where there was a good degree certainty that investment would take place in a particular location. This included provision of new schools, neighbourhood centres, community facilities and public transport. The information used was contained within the Exeter Second Deposit Local Plan in relation to investment within Exeter and the Deposit Draft Devon Structure Plan for the investment within proposed new community. The assumptions used in the testing process were, as follows:

New Community (Area 29) Proposals contained in DDPS	Diversification of 2 existing bus services which stop in the vicinity of the proposed new community site - Service 60 operates between Ottery St Mary via the old A30, with an hourly service in the AM peak. Service 56 operates between Exeter and Woodbury, on an hourly basis. New bus service between the new community and Exeter City, providing a 15-minute headway. A new rail station which would be incorporated into the existing 30 minute peak service along the Exeter - Waterloo Relocation and expansion of the secondary school currently located at Broad Clyst
Land east of Newcourt (Area 6) Proposals included within Policy KP8 of the Exeter Second Deposit Draft Local Plan	Neighbourhood centre to include shops, primary school and community facilities Improvements to public transport, in particular bus services and infrastructure Improvements to pedestrian/cycling infrastructure
Land Monkerton (Area 3) Policy CS3 of the Exeter Second Deposit Local Plan	Provision of a new secondary school between Hollow Land and Harts Lane.

Table 6.1 Area Assessment Framework

Test	Objective	Notes
Effective Protection of the Environment		
1. Environmental Capacity Assessment	- A landscape structure incorporated on existing assets (DETR 98) - Conserve and enhance Devon cultural heritage (DDSP 1a)	Sites scored XXX are unsuitable for development. These sites are particularly sensitive in terms of environmental assets, which will be lost if development in the area takes place. Sites with a score of XXX will be subsequently excluded from formulation of Strategic Options.
2. Nature Conservation and Biodiversity	- Nature conservation (PPG9) - Conserve biodiversity and protect habitats (DDSP 1b)	It is important within the test to take account of the relative importance of different types of sites. The methodology considers the impact of potential development within 2km of a national designation or county wildlife site or within an ancient woodland site. The difference between an area that scored X and an area that scored XX is related to whether the site in question is associated with a national designation. Where this is the case sites have been scored XX due to the impact of development on the hydrological cycle.
3. Accessibility to Open Space/Open Countryside	- Integration with existing or potential pedestrian and cycle networks or access to adjacent rural areas (DDSP 1c) - Preserve open space and access to countryside (DDSP 1d)	Scoring for walking and cycling will be used to provide an overall score for walking and cycling together.
Social Progress Which Recognises the Needs of Everyone		
4. Accessibility to Public Transport	- Improve self containment of new development (DETR 98) - Improve transport within and between urban areas (RPG10) - Guide development to locations served by a choice of transport modes (RPG6c)	An intermediate score (XX) included in this test. This is designed to identify the best and the worst scoring sites based around optimum accessibility from a rail station/bus route as set out in RPG10.
5. Frequency of Public Transport	Minimise car use (PPG13)	Due to the rural nature of the region, it is unreasonable to expect trains to be very frequent. Sites scored XXX in the accessibility criteria (Test 5 above) were not included on frequency as they are outside the distances recommended for use of services in RPG10.
6. Proximity to Sources of Pollution	A future for Devon that meets the needs of residents for a safe and healthy environment, vibrant community life and a dynamic, prosperous economy (DDSP Vision)	On the nature of pollution to some extent and a qualitative assessment for scoring will be made.

Test	Objective	Notes
	Quality of aural/olfactory/visual (PPG12)	
Prudent Use of Natural Resources		
7. Opportunities for Increased Densities	- Opportunity for increased densities - Minimise Car usage (PPG13) - Conserve land resources and optimum densities (DDSP 2f)	Area/local centres are as identified in Exeter Local Plan and the District Local Plan. A public transport node is considered to be that offers the best public transport services in terms of quality and frequency of services. Sites that scored 0 or X in Test 5 are before considered to provide access to a public transport node.
8. Preservation of Best Agricultural Land/Mineral and Soil Resources	- Use of poorer quality agricultural greenfield development is necessary - Conserve mineral and soil resources	
9. Proximity to Shops, Services and Education	- Reduce the need to travel/ Minimise car use (PPG 13) - Improve self containment of new development (DETR 98) - Avoid the dispersal of new development provision in order to reduce the need for travel and maximise accessibility to facilities and services (DDSP 6e)	Scoring for schools and shops/services are used to provide an average score for this test. Area centres and local centres have been scored differently to reflect the difference between the different levels of shops/services they offer. As a local centre offers a greater range of shops and services, it is considered that people will in general both utilise these more and walk longer distances to them.
Maintenance of High and Stable Levels of Economic Growth		
10. Promoting Economic Growth and a Housing/Jobs Balance	- Improving links to major employment areas (DETR 98) - Support growth of Exeter Airport - Ensure that major economic development takes place in locations accessible to public transport (DDSP 5c)	Public transport accessibility and frequency is tested by Tests 4 and 5, which concentrates specifically on proximity of housing to employment
11. Use of Planned Transport Investment	- Ability to exploit existing (or planned) infrastructure (DETR 98) - Ensure that Development Plan includes those set out in Proposal TR17 of the Pre local transport investment and plan Changes, relating to the Study area. closely linked (PPG13) - Provide for new development or infrastructure is adequate of what is available	A zero intermediate score (XX) included within this test because it is not possible to measure indirect use of planned infrastructure. Planned transport investment includes those set out in Proposal TR17 of the Pre local transport investment and plan Changes, relating to the Study area.

Test	Objective	Results
	infrastructure can be secured to support the development proposed (DDSP)	
12. Accessibility and Impact on Existing Highways	A future for Devon that meets the needs of its residents for a safe and healthy environment, vibrant community life and a diverse and prosperous economy (DDSP)	A brush overview has been taken, with general comments on the access to the primary road network. Most, if not all, of the sites have some level of upgrading to the adjacent highway network and access to the site. As guidance, the approximate number of trips likely to be generated by the site during a peak hour and weekday calculated. It was assumed that 0.7 two-way trips per dwelling generated during a peak hour and 8 two-way trips per dwelling generated in a weekday.

6.4 Area Assessment Results

- 6.4.1 The results for each test are set out in full in Appendix 6. The total possible score for an area ranges from 0 (all 0s) to 36 (all XXs). Lower scoring sites therefore meet the most objectives. However, all tests have been given equal weighting and therefore the relative importance between one set of objectives compared to another is not reflected in the total scores. To redress this imbalance, the performance of each area was considered as a whole and given a high, medium or low priority. To reflect the importance of environmental factors, those areas that scored XX in Test 1 Environmental Capacity Assessment have all been assigned a low priority for development regardless of how well they performed against other criteria.
- 6.4.2 The overall performance of each site is described in turn below. Tables 6.2a and 6.2b summarises the opportunities, constraints the total scores and recommended priority for development.

6.5 Exeter Areas

- 6.5.1 The performance of the areas within Exeter City varied significantly. As expected, many of the areas scored well in relation to criteria based on access to public transport, schools and shops because they are well placed to integrate with the existing urban area, which already supports these services. However, environmental constraints around the city mean potential for major urban expansion is limited, particularly to the north and west.
- 6.5.2 Many of the areas of potential identified to the south and east of the city are designated as open land in the Second Deposit Draft Exeter Local Plan. The areas of open land form an important part in defining the setting of Exeter, providing distinctiveness within its constituent parts as well as contributing to the economic and social well being of the city. Many of the areas also have important ecologic assets. The assessment process examined landscape capacity in detail (see Section 5) and it was concluded that many of the open areas have some capacity for development, subject to careful consideration of the existing landscape structure or the creation of new structures to mitigate against potential impacts. This should ensure that setting issues and environmental assets would not be compromised through new development.
- 6.5.3 Each site is considered in turn below.

Land North of Exeter (Area 1)

- 6.5.4 Area 1, land to the north of Exeter was not considered to have landscape capacity to accommodate development. The majority of land to the north of Exeter is open with expansive views to the north, east and west into the Exe Valley and adjacent AGLV to the east. It provides the largest and most important part of the landscape setting and containment of the city, essential to its character. The area is also constrained by the need to protect the biodiversity value of the three Valley Parks and the Stoke Woods SSSI, located to the south of the area. These would be affected by runoff and the disturbance of fringe habitats if the area was developed.
- 6.5.5 Due to the inherent environmental and landscape constraints, this area has been afforded a low priority for development.

Land at Monkerton (Area 3)

- 6.5.6 Area 3 performed well in the area assessment due to its ability to effectively integrate with the existing urban area. Its strategic location promotes walking and cycling due to its proximity to Pinhoe Local Centre and both primary and secondary schools. Plans for a new school at Hill Barton will increase local provision further. It also promotes a strong balance between housing and employment being adjacent to the major existing employment areas at Digby and Sowton. It is well placed to take advantage of future employment growth adjacent to the site (Exeter Business Park), future expansion within Digby and Sowton (Sowton 30) and at the strategic employment sites to the east of Exeter City (Skypark, Exeter Airport and the proposed Inter-Modal Freight Terminal). This location also has very good access to both rail (Pinhoe Station) and a 15-minute urban bus service. This is considered to be a public transport node and provides the maximum potential for modal shift.
- 6.5.7 There are issues within this area in relation to environmental capacity. The central part of the Area is elevated and open, with extensive views from south and north, together with a designated Site of Local Importance for Nature Conservation present. This part of the area is not considered suitable for development and should be retained as open land. Land to the south west of the site, fronting Honiton Road is also elevated, rising to a vegetated ridge that currently screens development beyond.
- 6.5.8 The area is a designated area of open land within the Second Deposit Exeter Local Plan. Notwithstanding the need to ensure that the most sensitive parts of the site are protected from development (including the Site of Local Importance for Nature Conservation) development of this site would lead to the loss of open land within the city.
- 6.5.9 Taking into account the need to retain the most sensitive parts of the area and the loss of open space, this area has been given a medium priority for development. Constraints within the area will reduce the potential capacity of the site, although its proximity to local shops and services and accessibility to a public transport node, would enable development at higher densities.

East of Newcourt (Area 6)

- 6.5.10 A cluster of related areas were identified in the south east of Exeter. These include Areas 6, 7 and 9a. Area 6 was considered to have environmental capacity for development, subject to the creation of a landscape framework to mitigate open views from the south and east. The area would benefit from the adjacent development in the Newcourt area, which is subject to Policy KP8 of the Exeter Local Plan. This includes proposals for a new housing development, together with a new neighbourhood centre comprising shops a primary school, community facilities and improvements to public transport. The area is also in close proximity to a number of major employment locations including Sowton Industrial Estate and Park Five. This location therefore has the potential to maximise modal shift and offers greatest opportunities for walking and cycling to local services. For these reasons it would be suitable for higher density development.
- 6.5.11 Subject to the creation of landscape framework, this area has been afforded a high priority for development.

Land at Countess Wear (Area 7)

- 6.5.12 Area 7 is identified as having environmental capacity for development, subject to providing a 50m buffer around the overhead power lines. Development of this site would be well integrated with the existing urban area, which at this location provides good access to local shops, services and

community facilities. It has access to a 15 minute or more frequent bus service and is also close to major existing and proposed employment, including Sowton Industrial Estate. This would provide opportunities to maximise modal shift, encourage walking and cycling and provide potential to increase housing densities. This site is designated as an area of open land in the Second Deposit Exeter Local Plan. It serves an important local role in terms of preventing the physical coalescence of Exeter and Topsham and forms part of an attractive continuous green wedge to the east of the city. Access to other areas of open space within this location is very good. It is in close proximity to the nearby Ludwell Valley Park and the Riverside Valley Park. Physical coalescence with Topsham is in part prevented by the M5. However, should Area 9a and Area 7 be developed this would be unavoidable.

- 6.5.13 Balancing the loss of open land against the above stated advantages of this location, this site has been assigned a medium priority.

Land at Alphington (Area 8)

- 6.5.14 Area 8 - Land at Alphington was identified as having environmental capacity for development. It is located in close proximity to existing and future planned employment including the Marsh Barton Industrial Estate and the Matford Business Park and is considered to be a public transport node, having access to a 15 minute or more frequent bus service. It is less accessible to local shops and services, being more than 20 minutes walk from the nearest district centre, which would limit potential for walking and cycling. The impact of this is lessened due to good access to public transport and being one of the smaller sites, the implications of this relative inaccessibility will be comparatively less than for a major development site.
- 6.5.15 The area is designated as open land in the Second Deposit Draft Exeter Local Plan. It is described as modern arable farmland and that enhances the setting of Alphington and of the city. The landscape capacity assessment for this area identified that development could be accommodated subject to the retention of the existing landscape structure and further augmentation to the east and west to protect the setting of Knowle Hill and views from the far west of the site.
- 6.5.16 Taking into account the need to retain and enhance the existing landscape structure and the loss of open land, this area is given a medium priority for development.

Land at Topsham (Area 9a)

- 6.5.17 Area 9a was identified as having landscape capacity to accommodate development, being relatively urbanised by existing residential development, the M5 and overhead power cables. Land to the west of the railway line is considered particularly suitable for development. This location is within the optimum walking distance to the most frequent public transport services and is within walking distance of proposed employment at Countess Wear. The Area performs less well in terms of access to other services, such as schools and shops. The Area lies within a designated area of open land within the Second Deposit Draft Exeter Local Plan. It serves an important function in terms of preventing coalescence with Topsham and defining the character of the locality. Development to the south of Topsham along the Exe Estuary already reaches the M5 Motorway this would further contribute physical coalescence.
- 6.5.18 Whilst the site scores well environmentally and against other sustainability criteria, it has a strategic role in retaining the local character and distinctiveness of Topsham as a separate and distinctive community. For this reason, the area has been afforded a low priority for development.

Land to the north west of Clyst St George (Area 9b)

- 6.5.19 Area 9b, land to the north west of Clyst St George was considered to have no landscape capacity to accommodate development. There are long range views from all directions which mean that development would be highly visible. This area is affected by significant ecological and hydrological constraints, has an open area of floodplain within its bounds and it is adjacent to a SSSI, RAMSAR, SPA and AGLV. This area was therefore afforded a low priority for development.

6.6 East Devon Areas

- 6.6.1 Potential growth areas identified in East Devon included those abutting the Exeter and Honiton urban areas, in villages and the new community site. The areas that were adjacent to the built up areas of Exeter and Honiton scored well. As with the Exeter City areas, they are well placed to integrate with the existing large settlements, which have the critical mass of population to support a wide range of employment, facilities and public transport. However, some of these sites were environmentally constrained and therefore low priority for development. Potential growth areas within the villages performed less well overall, due to a combination of environmental constraints as well as poor accessibility to jobs services and frequent public transport services, being relatively remote from major employment areas and not having the critical mass of population to support viable frequent public transport services.
- 6.6.2 Each potential growth area is considered in turn below.

Land at Pinhoe (Area 2)

- 6.6.3 Area 2 - Land at Pinhoe, was identified as having landscape capacity, limited to the low lying areas and subject to the creation of an additional landscape framework to protect Poltimore House (a Grade II* listed building) and its landscape setting to the north of Park Farm.
- 6.6.4 Following a more detailed appraisal undertaken by the District Council's Landscape consultants, County Landscape staff and the Panel in their report, all rejected development to the north of Park Farm Ridge as it would have an unacceptable impact on the landscape and the park land setting of Poltimore House. Much of this area is also Grade 1 agricultural land.
- 6.6.5 The area is within close proximity to both existing and future employment locations (Exeter Business Park and Pinhoe Trading Centre) to the east of Exeter. The area is within optimum walking distance of both rail and bus services but the frequency of these services is sub optimal (30 minute or more bus service, hourly train service) limiting potential for modal shift. The area is within close proximity to Pinhoe local centre to facilitate walking/cycling to local shops/services but is not within optimum walking distance of a secondary school.
- 6.6.6 Taking into account the reduced capacity of this area and the need for improvements to the public transport system, this area is afforded a medium priority for development.

Land to the west of Clyst Honiton (Area 4)

- 6.6.7 Area 4 – land to the west of Clyst Honiton was considered to have no landscape/environmental capacity for development. The area is situated on high ground, visible from the north, south and east and therefore development would impact over a vast area. If the site was to be developed it would require extensive implementation and establishment of a landscape framework around and within the site which would alter the existing landscape character.

- 6.6.8 In terms of the other criteria, the site currently is on a bus route and is within 10 minutes walk of Pinhoe train station. However its location on the east of the M5 would make the latter inaccessible by walking and cycling. The location benefits from proximity to major and existing and proposed employment locations, including Sowton Industrial Estate, Park Five, Skypark and Exeter Airport.
- 6.6.9 It is noted that this is the preferred location for a science park in a study for the Regional Development Agency and has been allocated for this use in the draft Alterations to the Devon Structure Plan. A feasibility study for the science park was undertaken, which assessed the potential for the development considering three aspects: planning policy context; research and commercialisation activities of Exeter University and the Royal Devon and Exeter Hospital (linked to the demand for knowledge based industries); and the views of Exeter based high technology companies. The study sought to provide the empirical rationale for the science park, identify its potential profile and market base and the locational requirements that could satisfy this. The site assessment process identified three potential sites and indicated that the site at Redhayes (i.e. Area 4) was the most attractive based on marketability criteria, owing its prominent location adjacent to the M5 and A30 and potential for links to other major development to the east of the city. It is this prominence which makes the site unsuitable for development in residential terms, together with the difficulties of linking the site to the existing urban area, for access to key services and infrastructure
- 6.6.10 Due to the landscape impact of residential development, this site has been afforded a low priority for development.

Land to the west of Broadclyst (Area 10)

- 6.6.11 Area 10 – land to the west of Broadclyst was considered to have no environmental/landscape capacity for development. This was due to the impact of development on nearby listed properties and historic core of the village and the longer range views to the north and west.
- 6.6.12 The area is Grade 1 agricultural land, has poor access to local shops and limited public transport (30 minute bus service).
- 6.6.13 This area is afforded a low priority for development.

Land at Broadclyst (Area 11)

- 6.6.14 Area 11 – Land to the south of Broadclyst was identified as having capacity for development. It performed well in terms of access to both primary and secondary schools, and the proposed employment areas to the east of Exeter City, although the secondary school is subject to relocation plans associated with development of the new community. Access to local shops/services is poor. The area has access to a half hourly or more frequent bus service which could only make a limited contribution to modal shift. This area is also located on Grade 1 agricultural land.
- 6.6.15 This area is afforded a medium/low priority for development.

Land at Whimble (Areas 12, 13 and 14)

- 6.6.16 Areas 12, 13 and 14 were identified as having capacity for development. All of these areas have access to bus and rail, but the services offered are not frequent enough for the site to be considered a public transport node, unless existing services are improved. The areas have poor access secondary schools and local shops and services. The village does not provide significant

employment to enable a housing jobs/balance. The potential growth areas are low value agricultural land and provide good walking and cycling access to the open countryside.

- 6.6.17 Subject to minor landscape issues that would need to be addressed, these areas are afforded a medium priority for development.

Land at Talaton (Areas 15a and 15b)

- 6.6.18 Areas 15a and 15b within the village of Talaton were considered to have capacity for development, subject to a strengthened landscape structure to protect short range views from the village's historic core and in particular, the church. However, the area performed consistently poor against other criteria, particularly access to shops, services, secondary schools and employment. It also has poor public transport with less frequent than hourly bus service.

- 6.6.19 These areas are afforded a low priority for development.

Land at Feniton (Area 16)

- 6.6.20 Area 16, Land to the north east of Feniton was considered to have landscape capacity to accommodate development. The area has access to bus and rail, but the services offered are not frequent enough for the site to be considered a public transport node unless the frequencies are improved. The area has poor access to employment locations, shops and education suggesting high car based travel patterns from any future development. The area is Grade 2 agricultural land.

- 6.6.21 This area has been afforded a medium priority for development.

Land at Ottery St Mary (Areas 17a, 17b and 18)

- 6.6.22 Areas 17a and 18 were identified as having capacity for development. They performed well in terms of accessibility of shops, education and employment, but less well on accessibility to frequent public transport (only being served by a less than hourly bus service). Neither area had major issues in relation to impact on designated nature conservation, wildlife and biodiversity sites, but Area 17a has some more major landscape issues that would need to be addressed should the area be developed.

- 6.6.23 Subject to the landscape issues of Areas 17a and 18 are afforded a medium priority for development.

- 6.6.24 Area 17b was considered to have no environmental/landscape capacity for development and therefore is afforded a low priority for development.

Land at West Hill (Areas 19, 20, 21)

- 6.6.25 Areas 19, 20 and 21 were considered to have capacity for development, mostly within existing/strengthened landscape structures. Area 19 has some issues relating to nearby county wildlife sites and ancient woodland. Any future development in this area would need to ensure linkages between habitats are maintained. The areas performed poorly with regards the other criteria. It has poor access to public transport (less than hourly bus service), local shops/services and employment. The village does not have a secondary school, but is within close proximity to Kings School at Ottery St Mary. They are also on lower grade (Grade 3) agricultural land.

- 6.6.26 Owing to poor access to shops/services, employment and public transport, these areas are afforded a low priority for development.

Land at Woodbury Salterton (Area 22) , Woodbury (Area 23), Exton (Area 24), Ebford (Area 25) and Clyst St Mary (Area 26)

- 6.6.27 These areas were considered to have no environmental/landscape capacity and performed poorly in relation to other criteria. They have all been afforded a low priority for development.

Land at Honiton (Areas 27 and 28)

- 6.6.28 Area 27 – land to the east of Honiton is considered to have no environmental/landscape capacity due to its visibility from ridges to the north and west of Honiton. The area performed well against some of the other sustainability criteria (see comments for Area 28 below).

- 6.6.29 Area 28 – land to the north east of Honiton north of the railway line was considered to have capacity to accommodate development. It has access to public both bus and rail but it is not considered to be a public transport node, being more than 10 minutes walk from the railway station and having an hourly or less frequent bus service. However, because it is an Area Centre (as designated in the East Devon District Local Plan) it performed better in terms of its proximity to existing employment and access to local shops/services and schools. It was considered that the area had environmental capacity to accommodate development, with only minor landscape issues and is unaffected by designated wildlife, nature conservation/biodiversity sites.

- 6.6.30 Area 27 is considered to have a low priority for development. Area 28 is considered to have a medium/high priority for development.

New Community Site (Area 29)

- 6.6.31 Area 29 was considered to have environmental capacity for development. It is situated on lower grade agricultural land and has minor landscape and nature, conservation and biodiversity impacts. It performed well in terms of public transport provision and is considered to be a public transport node, with optimal access to the most frequent rail and bus services. The new community proposal will be accompanied by a range of shops/services and schools, which combined with potential public transport provision offers a good location for higher density development. The area performs less well than some of the Exeter sites in terms of proximity to existing/proposed employment, being most accessible to the proposed as opposed to existing employment areas.

- 6.6.32 This area was afforded a high priority for development.

Table 6.2a Summary of Area Assessment Results – Exeter City Areas

Area	Opportunities	Constraints	Score	Priority
1 – North of Exeter	– good access to open countryside – good access to 15 minute or more frequent bus service – good access to local centre – good access to schools – opportunities for increased residential densities – housing/jobs balance – ability to exploit investment in rail infrastructure	– no landscape capacity for development – adjacent major designations (SSSI, AGLV, Valley Parks) – designated area of open land	13	Low
3 – Monkerton	– potential for development on lowest ground to the north of the area – access to open countryside – access to frequent bus service and rail (public transport node) – good access to shops and schools – potential for increased residential densities – housing jobs balance – ability to exploit investment in rail and road infrastructure	– high open views in the middle of the site – designated Site of Local Importance for Nature Conservation – likely impact of M5 on residential amenity – mostly Grade 1 agricultural land – loss of designated area of open land	10	Medium
6 – Land east of Newcourt	– potential for development following creation of a new landscape framework – access to frequent bus and rail services (public transport node) – access to local shops and schools – opportunities for increased residential densities – housing/jobs balance	– close proximity to RAMSAR and county wildlife site although likely to have low/no impact – likely impact of M5 on residential amenity – mostly Grade 1 agricultural land	13	High
7 – Land at Countess Wear	– potential for development subject to 50m buffer around overhead power cables	– close proximity to RAMSAR and county wildlife site although likely to have low/no impact	17	Medium

Area	Opportunities	Constraints	Score	Priority
	– good access to open countryside – access to frequent bus service (public transport node) – housing/jobs balance	– likely impact of M5 on residential amenity – mostly grade 1 agricultural land – designated area of open land		
8 – Land at Alphington	– potential for development with retention of existing landscape structure and further augmentation to the east and west – good access to the open countryside – access to frequent bus service (public transport node) – mostly non agricultural land – housing/jobs balance	– close proximity to RAMSAR and county wildlife site although likely to have low/no impact – designated area of open land	11	Medium
9a Land at Topsham	– potential for development subject to 50m buffer around the overhead power cables – good access to open countryside – access to frequent bus and frequent rail services (public transport node) – good access to shops and services – housing/jobs balance – ability to exploit investment in rail and road infrastructure	– close proximity to RAMSAR and SPA. May be hydrologically connected. – likely impact of M5 on residential amenity – mostly Grade 1 agricultural land – designated area of open land	12	Low
9b Land to the north of Clyst St George		– no landscape capacity for development – Adjacent to county wildlife site, RAMSAR and SPA, hydrologically connected and therefore likely to have significant impact – mostly grade 1 agriculture – relatively remote from nearest shops and services – poor housing/jobs balance	22	Low

Table 6.2b Summary of Area Assessment Results – East Devon Areas

Area	Opportunities	Constraints	Score	Priority
2 – Land at Pinhoe	– development potential on low lying ground adjacent to the urban area – good access to open countryside – access to bus and rail (not optimum frequency) – access to local centre – housing/jobs balance – ability to exploit investment in rail and road infrastructure	– setting issues for Poltimore House – within close proximity to county wildlife site and ancient woodland but no likely impacts – likely impact of M5 on residential amenity – mostly grade 1 agricultural land – designated 'green wedge' – Grade 1 agricultural land	14	Medium
4 – Land to the east of Exeter, west of Clyst Honiton	– good access to open countryside – access to bus and rail – housing/jobs balance	– no landscape capacity for development – potential impact of M5 on residential amenity – remote from shops and services – mostly grade 1 agricultural land	17	Low
10 – Land to the west of Broadclyst	– good access to open countryside – access to bus (30 minute or more frequent service) – good access to schools	– no landscape capacity for development – close proximity to county wildlife site although no likely impacts – remote from shops and services – mostly grade 1 agricultural land – poor housing/jobs balance	22	Low
11 – Land to the south east of Broadclyst	– potential for development subject to enhancing existing landscape structure – good access to open countryside – access to bus service (30 minute or more frequent service) – good access to schools	– close proximity to county wildlife site but no likely impacts – remote from local shops/services – mostly grade 1 agricultural land – poor housing/jobs balance	19	Medium /low
12 – Land to the west of Whimble	– potential for development with retention of existing landscape structure	– close proximity to county wildlife site but no likely impacts – remote from local shops/services	14	Medium

Area	Opportunities	Constraints	Score	Priority
	– good access to open countryside – access to bus and rail (not optimum frequencies) – ability to exploit investment in rail and road infrastructure			
13 – Land to the east of Whimble	– potential for development with retention of existing landscape structure – good access to open countryside – access to bus and rail (not optimum frequencies) – ability to exploit investment in rail and road infrastructure	– close proximity to county wildlife site but no likely impacts – remote from local shops/services	14	Medium
14 – Land to the north of Whimble	– potential for development with retention of existing landscape structure – good access to open countryside – access to bus and rail (not optimum frequencies) – ability to exploit investment in rail infrastructure	– close proximity to county wildlife site but no likely impacts – remote from local shops/services	14	Medium
15a - Land to the north of Talaton	– potential for development with strengthened landscape structure – good access to open countryside	– close proximity to county wildlife site but no likely impacts – poor public transport (access to less than hourly bus service) – remote from local shops/services and schools – poor housing/jobs balance	21	Low
15b - Land to the south of Talaton	– potential for development with strengthened landscape structure – good access to open countryside	– close proximity to county wildlife site but no likely impacts – poor public transport (access to less than hourly bus service) – remote from local shops/services and schools – poor housing/jobs balance –	21	Low

Area	Opportunities	Constraints	Score	Priority
16 – Land to the north east of Feniton	– potential for development with a strengthened landscape structure – good access to open countryside – access to bus and rail (public transport node) – ability to exploit investment in rail infrastructure	– poor access to local shops, services and schools – grade 2 agricultural land – poor housing/jobs balance	17	Medium
17a – Land to the south west of Ottery St Mary	– potential for development with new landscape structure – good access to open countryside – good access to local shops, services and schools – availability of local jobs – potential for housing/jobs balance	– close proximity to ancient woodland and county wildlife site although no likely impact – poor public transport connections (less than hourly bus service) – mostly Grade 2 agricultural land	15	Medium
17b – Land to the west of Ottery St Mary	– good access to open countryside – good access shops, services and schools – availability of local job – potential for housing/jobs balance	– no landscape capacity for development – poor public transport connections – close proximity to ancient woodland and county wildlife site although no likely impact (less than hourly bus service) – site affected by overhead power cables	20	Low
18 – Land to the south of Ottery St Mary	– potential for development with landscape structure – good access to open countryside – good access to shops, services and a schools – availability of local jobs – potential for housing/jobs balance	– poor public transport connections (less than hourly bus service)	14	Medium
19 – Land to the north east of West Hill	– potential for small scale development – good access to open countryside – good access to schools (no secondary school but within proximity to Kings School in Ottery St Mary)	– no environmental designations on site but landscape is of ecological value and will need to be maintained if developed – in particular linkages between habitats and retaining existing woodland – poor public transport (less than hourly bus service) – remote from local shops and services	18	Low

Area	Opportunities	Constraints	Score	Priority
		– poor housing/jobs balance		
20 – Land to the north of West Hill	– potential for development with retention and augmentation of the existing landscape structure – good access to open countryside	– close proximity to county wildlife site although no likely impact – poor access to local shops and services – poor access to secondary school – poor public transport (less than hourly bus service) – poor housing/jobs balance	21	Low
21 – Land to the south of West Hill	– potential for development subject to retention of existing landscape structure – good access to open countryside	– close proximity to county wildlife site although no likely impact – poor access to public transport – remote from local shops, services and schools – poor housing/jobs balance	22	Low
22 – Land to the east of Woodbury Salterton	– good access to the open countryside – public transport availability (hourly or more frequent service)	– no landscape capacity for development – close proximity to county wildlife site and ancient woodland although no likely impact – poor access to local shops and services – poor access to secondary schools – poor housing/jobs balance	21	Low
23 – Land to the North of Woodbury	– good access to the local countryside – public transport availability (hourly or more frequent service)	– no landscape capacity for development – close proximity to county wildlife site and SPA although no likely impact – poor access to local shops and services – poor access to secondary schools	21	Low

Area	Opportunities	Constraints	Score	Priority
		poor housing/jobs balance		
24 – Land to the north of Exton	– access to bus and rail (public transport node) – ability to exploit investment in rail infrastructure	– no landscape capacity for development – close proximity to RAMSAR and SPA although no likely impact – poor access to local services, shops and schools – poor housing/jobs balance	17	Low
25 – Land to the south of Ebford	– good access to open countryside – access to public transport (30 minute or more frequent bus service)	– no landscape capacity for development – close proximity to RAMSAR and SPA although no likely impact – poor access to local shops, services and schools	21	Low
26 – Land to the east of Clyst St Mary	– access to public transport (30 minute or more frequent service) – good housing/jobs balance	– no landscape capacity for development – close proximity to county wildlife sites – water connectivity with R. Clyst means that would be impacts – mostly Grade 1 agricultural land – poor access to local shops and services	21	Low
27 Land to the east of Honiton	– good access to open countryside – access to rail and bus (not a public transport node as outside optimal walking distance to rail station) – good access to shops, services and schools – good housing/jobs balance – ability to exploit investment in rail infrastructure	– no landscape capacity for development – mostly Grade 2 agricultural land	15	Low
28 – Land to the north east of Honiton	– development potential with new landscape framework – good access to open countryside – access to bus and rail (not a public transport node as outside optimal walking distance to rail station)	– mostly Grade 2 agricultural land	12	Medium /High

Area	Opportunities	Constraints	Score	Priority
	– access to shops, services and schools – good housing/jobs balance – ability to exploit investment in rail infrastructure			
29 New community site	– development potential subject to retaining existing landscape structure – access to bus and rail (public transport node) – good access to local shops, services and schools – good location for higher residential densities	– floodplain and archaeological constraints – close proximity to county wildlife site but unlikely impacts – potential noise impacts from airport	9	High

7. Strategic Development Options

7.1 Introduction

- 7.1.1 This Section sets out the Strategic Development Options that will be subjected to further Sustainability Testing in Section 8. The Options have been formulated by applying an estimated housing capacity to the Areas identified and tested in Section 6 and applying different spatial principles to meet the required growth targets to 2016.

7.2 Housing Capacity of Growth Areas

- 7.2.1 The housing capacity of the areas is set out in Table 7.1. Calculating the housing capacity involved the following process:
- Calculating the developable area based on the landscape capacity assessment results
 - Calculating the mix of uses on each site between residential and non residential uses
 - Applying a net density figure to determine the total number of dwellings each area could potentially accommodate
- 7.2.2 The capacity of sites considered to be unsuitable for development has not been calculated and are shown highlighted in grey in table 7.1.

Percentage Developable Area

- 7.2.3 A percentage developable area was assigned to each area to enable the most sensitive parts to be protected and/or where an additional landscape framework was recommended. In every case, this has reduced amount of land considered suitable for development. The percentage developable areas are set out in Table 7.1. The amount of land considered unsuitable for was deducted from the total site area.

Mix of Residential and Non Residential Uses

- 7.2.4 Net density figures take account of land for private gardens, access roads, residential car parking and incidental open space (PPG3, Appendix A). They do not include the land required for other uses, such as major distributor roads, employment uses, community uses, health and education, retail, playing fields and major open space. Therefore, before a net density figure was assigned, residential areas were reduced to provide for these uses within the capacity calculations.
- 7.2.5 The minimum size threshold for the areas identified for assessment was 10ha. However, there was no upper size limit. As a result, areas ranged from 11ha to over 300ha. The amount of land required for other uses will increase with the size of a site. Taking this into account, the following standards have been applied to calculate the residential land area of each site:
- Areas less than 25 hectares, 25% of the total area has been assumed for other land uses.
 - Areas greater than 25 hectares 50% of the total area has been assumed for other land uses.

Net Densities

- 7.2.6 The density of development can have a significant impact on capacity. In most cases, the estimated housing capacity of the developable areas was calculated using a standard net density of 40 dwellings per hectare (dph) - the mid point between the Government's recommended net density ranges of between 30 and 50 dph. Based on research undertaken by Llewellyn Davies (Sustaining Residential Quality: Exploring the Potential of Large Sites (2000)) and CBP (Cambridge Sub Region Study (2001)), this would typically accommodate lower density residential neighbourhoods in 2-3 storey semi detached housing. Areas such as these tend to have some pedestrian access to public transport, off street parking provision and private open space. These areas would typically be found in the suburban areas of cities, towns and villages.
- 7.2.7 Pinhoe (Area 2) and the new community (Area 29) were considered in the context of the recent review of capacity at these locations within the Draft Deposit Structure Plan EIP.
- 7.2.8 The Panel confirmed the capacity of new community site (as currently proposed) as upwards of 3,000 dwellings, with further expansion of the site potentially accommodating upwards of 6,000 dwellings. However, further detailed work needs to be undertaken to confirm the actual capacity. The housing allocation within the DDSP for new community site is 2,900 dwellings and therefore, a figure of 3,000 dwellings has been used for the development of options.
- 7.2.9 The site at Pinhoe was subject to further assessment work, which considered environmental capacity at a more detailed level than the assessment set out in Table 5.1. It also considered the transport implications of major development. The analysis was provided as evidence to the DSSP EIP. Based on this evidence, the Panel concluded that the proposal for between 2,900 and 3,900 dwellings was unacceptable due to the impact of housing development north of the Park Farm ridge. The panel was also unconvinced that sustainable transport choices would be viable, given the condition of the B3181 and the uncertainty about the provision of the Pinhoe Eastern Relief Road. A reduced figure based on the capacity of the existing road network of circa 300 additional dwellings (Devon County Council estimate) has therefore been used for the development of options.
- 7.2.10 The rows shown shaded in grey are those sites which it is considered have no landscape/environmental capacity for development, and have not contributed to the spatial development options.

Table 7.1 Estimated Capacity of Areas Suitable for Development

ID	Total Area Assessed	Developable area (%)	Developable area (ha)	Residential area (ha)	Total capacity (dwellings)
1	364	0	0	0	0
2	264	N/A	N/A	N/A	300
3	89	28	25	19	760
4	40	0	0	0	0
6	19	70	13	10	400
7	17	85	15	11	440
8	11	65	7	5	160
9a	40	85	34	17	680
9b	217	0	0	0	0
10	13	0	0	0	0
11	12	70	8	6	240
12	18	50	9	7	280
13	14	85	12	9	360
14	19	85	16	12	480
15a	6	50	3	3	120
15 b	6	50	3	3	120
16	38	50	19	14	560
17 a	19	85	16	12	420
17b	37	0	0	0	0
18	11	70	8	6	240
19	25	60	15	11	440
20	15	70	11	8	320
21	19	85	17	12	480
22	37	0	0	0	0
23	25	0	0	0	0
24	10	0	0	0	0
25	14	0	0	0	0
26	10	0	0	0	0
27	35	0	0	0	0
28	18	70	13	10	400
29	157	N/A	N/A	N/A	3,000
Total	1619	N/A	244	175	10,200

7.3 Exeter PUA Housing Allocation to 2016

- 7.3.1 Each of the development options seeks to accommodate 6,000 new dwellings to meet growth requirements for the period 2001-2016. This figure was calculated using the Panel Report recommendations for 13,350 new dwellings to be accommodated in the Exeter PUA, minus completions, land with planning permission, committed sites and development likely to come forward within the urban areas.
- 7.3.2 Figures derived from the Exeter Local Plan First Review (Second Deposit Draft May 2002) and the Exeter Housing Land Topic Paper (March 2003) were used to calculate existing supply as of April 2002. The residual supply was then rounded to 5,500 and used to formulate the development options. It should be noted that the upper range of the figures are used to test the impacts of the maximum level of housing that would be needed within the PUA. Should the potential densities of existing commitments in Exeter be realised, then the overall figures to accommodate will be lower. The figures are set out in Table 7.2 below

Table 7.2: Housing Land Allocations in the Exeter PUA

Exeter PUA Housing Target (as per Panel Report)	10,350
Completions 2001-2002	391
Land with planning permission at April 1 st 2002	815
Land with planning permission at April 1 st 2002 subject to signing S106 agreement	341
Local Plan Second Alteration allocations at April 1 st 2002	802-917
New Sites Within the Built-Up area	860-1138
Brownfield windfalls (2002-2016)	1,400
New greenfield sites	300
Total of supply	4,909 – 5,302

Total residual supply 2001 - 2016 (PUA target minus total supply)	5,441 – 5,048
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7.4 Strategic Development Options

- 7.4.1 The DDSP Policy ST2 encourages Local Planning Authorities to consider the needs of the whole of their area when allocating development sites, taking account the strategic guidance set out in RPG 10. RPG 10 (policy SS2) sets out a clear sequential approach to development establishes the 11 identified PUAs as the primary areas for growth and establishes a sequential approach to development, which requires that new settlements should only be considered when they are considered more sustainable than meeting development needs in PUAs, urban extensions to PUAs or by the designation of other centres for growth.
- 7.4.2 The new community proposal was considered to be the most sustainable option for accommodating development needs which could not be met within the PUA, which was supported at the Examination in Public of the DDSP (see paragraphs 2.3.20 - 2.3.23). The DDSP strategy is to fully realise the potential for sustainable development within the PUAs. This site has therefore been included in the options because there is a good degree of certainty that it will be implemented. However, one option does not include the new community site, to enable the impact of greater levels of growth within the other centres within the study area to be tested.
- 7.4.3 RPG states that other centres should provide for sustainable and balanced growth to maintain and enhance the range of employment, housing and other facilities in areas of the region beyond the direct influence of the PUAs and to reduce the need to travel. The level of growth to be accommodated in these centres, however, must be considered in relation to their function and not provide for growth that can be accommodated in the PUAs. In this way, the centres outside the PUAs should serve as local service centres for the wider rural areas of the region and small towns and villages in rural areas should provide for local needs. It states that policies should resist the continuing substantial planned expansion of residential development in small dormitory towns that are within easy commuting distance of the PUAs.
- 7.4.4 Each option accommodates around 5,500 dwellings required on new sites between now and 2016, but each has a different interpretation of the sequence. All areas considered suitable for development as outlined in Table 7.1 above have been utilised and areas unsuitable avoided. By placing emphasis on the different elements of the search sequence different options can be constructed and tested.
- 7.4.5 The options are as follows, with the combination of sites in each one outlined in Tables 7.3 – 7.5 and Maps 7.1 – 7.3.

Option 1 – Exeter City Focus

- 7.4.6 This option places as much development on the edge of the City as possible and the East Devon New Community. Area 9a has not been used in order to avoid coalescence with Topsham. Instead, the net density at area 3 - Monkerton has been increased to 60 dwellings per hectare. This is considered acceptable in the context of the Area Assessment, which identified this site as having good accessibility to local shops, services, public transport and employment and was therefore considered to have potential to accommodate higher residential densities.

Option 2 – Public Transport Corridors

- 7.4.7 This option locates development in areas around Exeter which have access to rail network. It includes development to the north east of Exeter at Pinhoe and Monkerton and to south east of Exeter at Topsham. Outside of Exeter it includes development at the new community site (based on the provision of a new station) and Whimble, Feniton and Honiton, which are located along the Exeter-Waterloo rail line.

Option 3 – Dispersed Development

- 7.4.8 Option 3 is a dispersed option. It locates around a quarter of development within Exeter, and distributes the remainder to the villages and towns within the study area. It does not utilise the new community site.

Table 7.3: Strategic Development Option 1 - Exeter City Focus

Site No.	Score	Priority	Capacity
2 Pinhoe	14	Medium	300
3 Monkerton	10	Medium	1,140*
6 East of Newcourt	13	High	400
7 Countess Wear	17	Medium	440
8 Alphington	11	Medium	160
29 New Community	9	High	3,000
Total			5,440

Note – the capacity of Area 3 at Monkerton is 680 at 40 dph. This has been increased to 60 dph to meet the required target for this option. See paragraph 7.4.6 above.

2200
+
340

2540

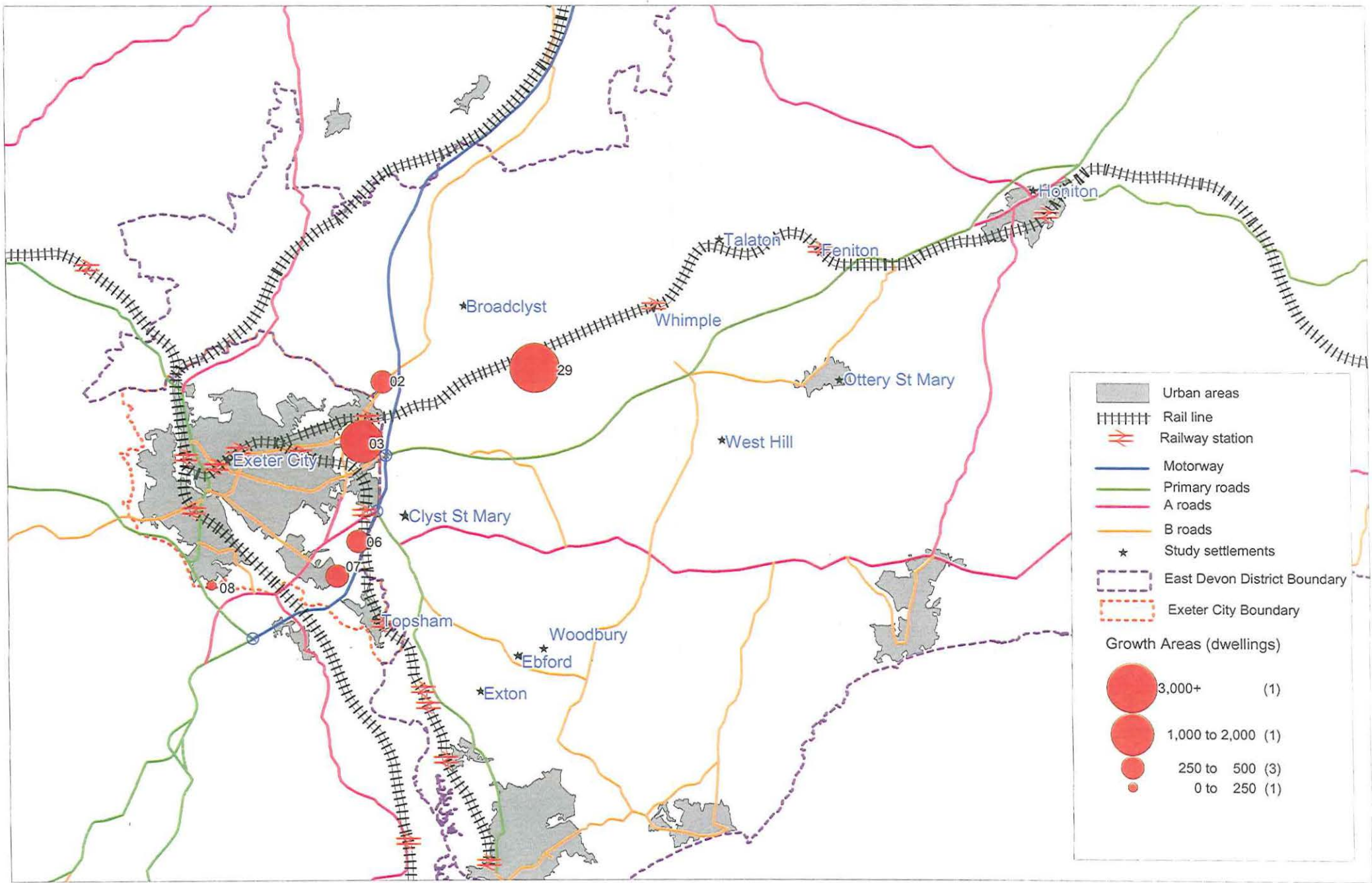
Table 7.4: Strategic Development Option 2 – Public Transport Corridors

Site No.	Score	Priority	Capacity (dw)
2 Pinhoe	14	Medium	300
3 Monkerton	10	Medium	200
9a Topsham	12	Low	200
13 Whimble	14	Medium	360
14 Whimble	14	Medium	480
16 Feniton	17	Medium	560
28 Honiton	12	Medium/High	400
29 New Community	9	High	3,000
Total			5,500

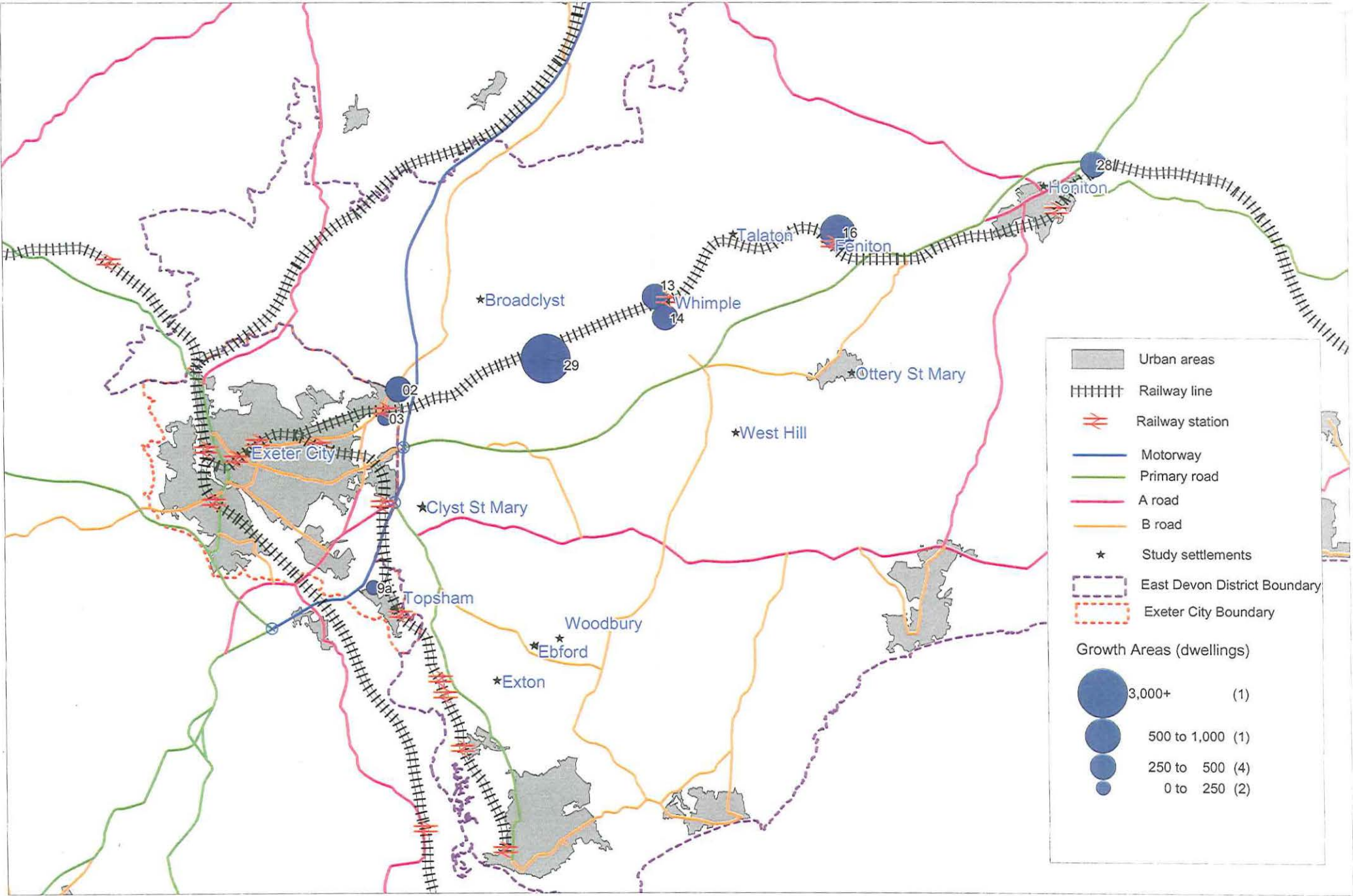
Table 7.5: Strategic Development Option 3 – Dispersed (no new settlement)

Site No.	Score	Priority	Capacity (dw)
2 Pinhoe	14	Medium	300
3 Monkerton	10	Medium	760
6 East of Newcourt	13	High	400
11 Broadclyst	19	Medium	240
12 Whimble	14	Medium	280
13 Whimble	14	Medium	360
14 Whimble	14	Medium	480
15a Talaton	21	Low	150
15b Talaton	21	Low	150
16 Feniton	17	Medium	560
17a Ottery St Mary	15	Medium	480
18 Ottery St Mary	14	Medium	240
19 West Hill	18	Low	440
20 West Hill	21	Low	320
28 Honiton	12	Medium/high	400
Total			5,560

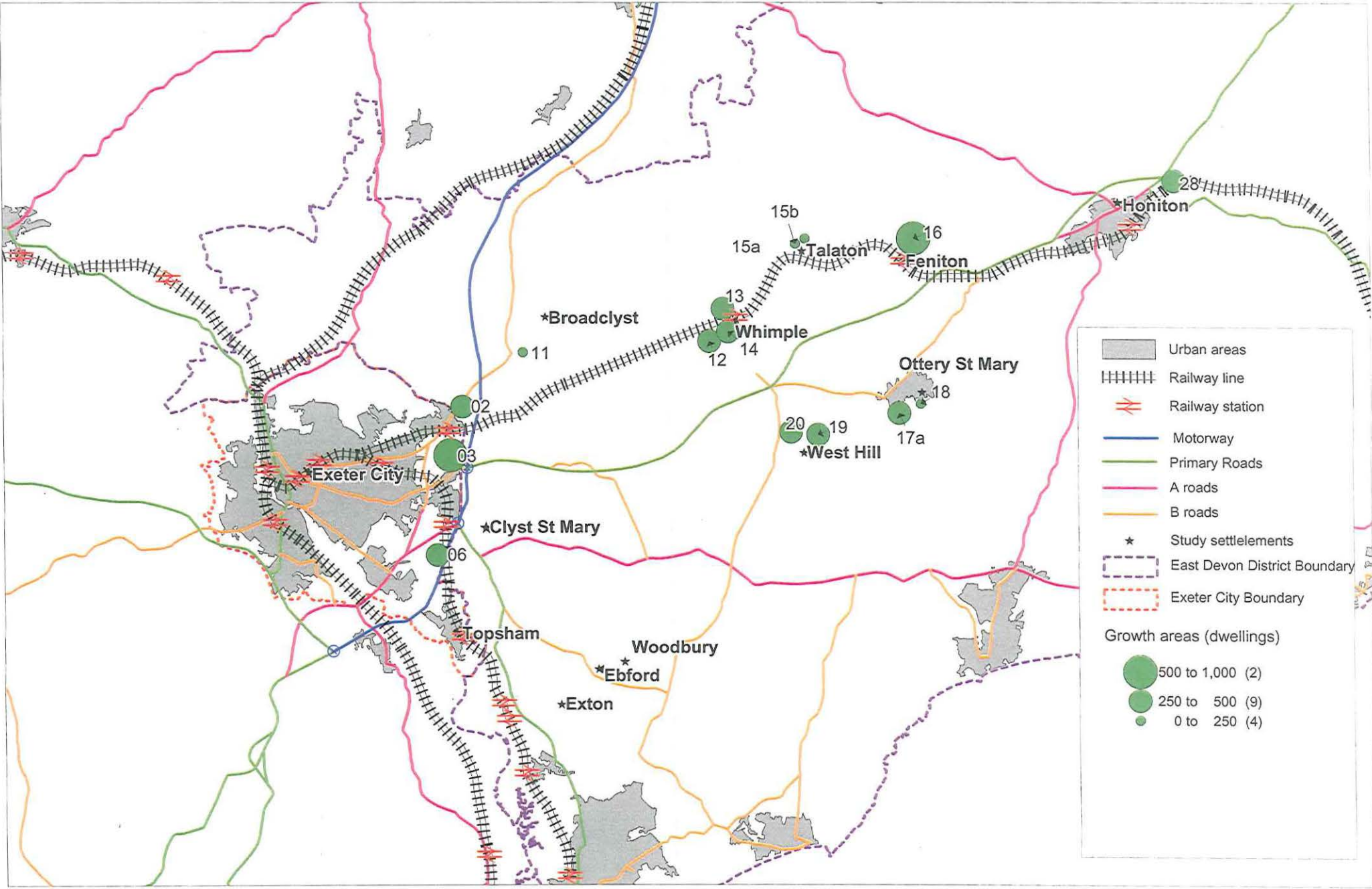
Map 7.1 Option 1 Exeter Focus



Map 7.2 Option 2 Public Transport Corridors



Map 7.3: Option 3 Dispersed Development



8. Sustainability Testing of Options

8.1 Introduction

- 8.1.1 The options are assessed against eight sustainability tests. The tests score each option as having either a negative, neutral, slightly positive (some good) or positive effect according to each of the indicators used, in line with the DETR's 'Good Practice Guide on Sustainability Appraisal of Regional Planning Guidance' (October 2000). The purpose of the testing however is to compare options and the final scores do not give a definitive indication of whether the option is inherently good or bad.

8.2 Development of Indicators

- 8.2.1 A series of indicators have been developed to test each of the options. The criteria used to test the options were developed from the following sources:

- The regional sustainable development objectives set out in RPG10;
- The aims and objectives set out in the Devon Structure Plan;
- BAP targets set out in the Devon Biodiversity Action Plan.

- 8.2.2 The RPG sets out a regional vision for the south west of:

'Developing the region, in a sustainable way, as a national and European region of quality and diversity, where quality of life for residents, the business community and visitors will be maintained and enhanced'

- 8.2.3 There are 12 key aims and objectives in RPG 10 that will take forward the Vision. 8 of these have been used to structure the sustainability tests and are set out in Table 8.1 below:

Table 8.1 RPG 10 Aims and Objectives Used in Sustainability Tests

RPG 10 Aim	Sustainability Test
a. ensuring that the level, distribution and nature of development is consistent with the special character, diversity and distinctiveness of the region and seeks to maximise benefits to the environment	1
b. safeguarding and enhancing the quality and diversity of the natural, cultural and built environment across the region, while giving the highest level of protection to designated areas and features of national and international importance	2
d. promoting, supporting, enabling and focusing economic development in ways and locations where it can best contribute to meeting local, regional and national needs	5
e. addressing the wide variations in prosperity between different parts of the region through regeneration and so reducing social exclusion and economic disadvantage, particularly in areas of special need	4
f. meeting people's requirements for housing, jobs and facilities of good quality and in sufficient measure to provide for all who live and work in the region	3
h. improving accessibility to jobs and services and ensuring that	7

	patterns of future development reduce the need to travel and encourage access by walking, cycling and public transport	
j.	ensuring that development makes the most prudent use of resources created through past investment, both buildings and other infrastructure, especially in urban areas; and that it contributes to new infrastructure provision in partnership with public investment	6
k.	minimising waste and pollution, avoiding loss or damage to irreplaceable natural and cultural assets and safeguarding the region's resources of greenfields, biodiversity, primary minerals and water	8

Source, Table 1 of RPG 10

8.3 Scoring Method and Results

8.3.1 The following methods were applied and the results explained below.

- **General Capacity to absorb development** – the number of dwellings on land that was considered suitable for development was totalled for each option. As no areas, or parts of areas that were considered to be 'unsuitable for development' were included in the options and all the areas included therefore have capacity to absorb development. All options therefore scored 'some good'. It was not considered appropriate to score options as 'positive' as all greenfield development will have a degree of environmental impact.
- **Achievement of Devon BAP targets** – five species were selected from the Devon Biodiversity Action Plan as indicator species represented by various types of habitat. The effect of each area on each habitat was considered and the median score was taken for the area in general, unless there was a negative impact on one or two habitats and a neutral effect on the remainder, in which case the area was considered to have a negative effect. The option was given an overall score according to the number of dwellings on areas with a negative overall score. Options 1 and 2 did not have any dwellings on areas with an overall negative score and were therefore scored some good in this test. Option 3 performed worse than Options 1 and 2, having 920 dwellings on areas with a negative overall effect on the BAP species habitats and was therefore scored as 'neutral'. A neutral score was assigned as a relatively small proportion of the overall dwelling target in this Option impacts on BAP targets.
- **Journey times to nearest district centre and/or secondary school** – this test was undertaken for each area as test 9 in the area assessment. The options were scored by the number of dwellings on areas considered to have good access to a secondary school and to local shops (i.e. that scored 0-X in test 9). Option 1 performs the best with 4,540 dwellings on areas with access to a district centre and/or secondary school and scored 'positive'. Option 2 has 3,400 dwellings on areas with good access to schools and shops and is scored as 'some good'. Option 3 has 2,960 (less than half) dwellings on areas with good access to schools and shops and is scored as 'negative'.
- **Capacity of area or adjacent group of areas to cater for 5000 dwellings** – the capacity of adjacent areas was totalled wherever they occurred in each option. None of the Options had adjacent areas with a capacity totalling 5,000 dwellings. However, Option 1 has a greater concentration and clustering of larger sites and therefore scored 'some positive'. Option 2 primarily concentrates development in the new community and Wimple and therefore scored 'neutral'. Option 3 is scored as 'negative' as it has no significant clustering of development and is more dispersed throughout the study area.

- **Distance/Journey time to nearest major employer** – this test was undertaken as test 10 of the area assessments. The number of dwellings in each option that were on areas within 25 minutes walking distance from an existing or proposed employment site was totalled. In option 1 all the areas were within 25 minutes walk of existing or proposed employment sites and it therefore received a 'positive score'. In option 1 all potential growth areas were within 25 minutes from existing or proposed employment areas. In Option 2, 3,700 dwellings were within 25 minutes walk from existing or proposed employment areas and therefore scored 'some good'. Option 3 had the least number of dwellings within 25 minutes of existing or proposed employment sites (2,820) and therefore scored 'neutral'.
- **Utilisation of planned improvements to infrastructure** – this test was undertaken as test 11 of the area assessments. The number of dwellings that make use of planned infrastructure improvements was totalled for each option. Option 2 scored the best, with all the areas in this option having access to planned infrastructure improvements. It was therefore given a 'positive' score. Option 1 has 5,140 dwellings that make use of planned infrastructure improvements and is scored as 'some good'. Option 3 has 3,540 dwellings that make use of planned infrastructure improvements giving it a 'neutral' score.
- **Access to public transport node** – this test was undertaken as test 6 of the area assessment. Option 1 had 5,140 dwellings on areas considered to have access to a public transport node and therefore scored 'positive'. Option 2 has 3,300 dwellings on areas considered to have access to a public transport node and therefore scored 'some good' and Option 3 had 1,460 and therefore scored negative.
- **Permeability of surfaces allowing recharge as indicated by soil** – soil types were recorded as part of the environmental capacity assessment. The assumption has been made that Sustainable Drainage Systems (SuDS) would be implemented on all development areas. If the existing substrate is permeable, e.g. sand or a sandy loam, then the substitution of areas of agricultural land with hardstanding would be likely to lead to a negative impact on permeability. However, if a substrate is already impermeable, e.g. Clay, then such an impact is likely to be neutral. The number of dwellings on sandy or sandy-loam soils was totalled for each option. All were on sites with a sandy or loam soils and therefore all Options scored negative.

8.4 Option Performance

- 8.4.1 Overall, Option 1 performed better than the Options 2 and 3 against most criteria and had an overall score of 'some good/positive'. Option 2 generally performed the next best and scored 'some good' overall. Option 3 scored the least well and with the highest number of negative and neutral scores.
- 8.4.2 Option 1, concentrating development around the edge of Exeter performs the best at maximising the proximity of housing to new and existing employment, which would aid the local economy and help reduce the need to travel. Option 1 enables a concentration of development on larger sites in similar locations that would help the self-sufficiency of communities, through creating a critical mass of population to support investment in shops and services as part of a new development as well as making the best use of existing access to facilities within close proximity. There is good existing access to schools and shops. Option 1 also performs well in locating development within close proximity to transport nodes and utilising planned infrastructure improvements.
- 8.4.3 The results for Option 2 show that development in this spatial pattern it is not so well located with respect to proposed and existing employment areas, schools shops and services, which would effectively increase the lengths of journeys and limit opportunities for walking and cycling. Although this option is located development along rail and corridors, the existing frequency of services needs to improve to make this a realistic alternative to the car travel.

- 8.4.4 To add issues in relation to public transport and capacity, cross referring back to Section 3.
- 8.4.5 Option 3 has a polycentric approach to development and it is unlikely that the levels of development in smaller settlements would improve their self-sufficiency to any significant degree. Indeed, development of settlements not identified as growth centres is contrary to DDSP policy. A large number of dwellings would not have access to frequent bus or rail services and many dwellings would not be accessible to proposed or existing employment sites. Option 3 also has the greatest impact on Biodiversity Action Plan species. So, while there is some capacity for settlements outside Exeter to absorb development in landscape terms, this would not be sustainable in other respects.

Table 8.2 Sustainability Testing of Options

Test No	Regional Sustainable Development Criteria	Devon Aim	Option 3		
			Some Good	+ve	Commentary
Effective Protection of the Environment					
1.	a. ensuring that the level, distribution and nature of development is consistent with the special character, diversity and distinctiveness of the region and seeks to maximise benefits to the environment.	Aim 1: Conserve and enhance the quality of Devon and its local districts including the special characteristics of the countryside, cultural and historic environment together with the wildlife and habitats. 1e Provide for development which does not conflict with the need to conserve the special environment of Devon.	✓		All options use only those sites that are considered to have environmental capacity for development.
2.	b. safeguarding and enhancing the quality and diversity of the natural, cultural and built environment across the region, while giving the highest level of protection to designated areas and features of national and international importance	Aim 1: Conserve and enhance the quality of Devon and its local districts including the special characteristics of the countryside, cultural and historic environment together with the wildlife and habitats. 1b Conserve and protect wildlife			Option 1 – no dwellings would have an overall negative effect on BAP species habitat types; Option 2 – no dwellings would have an overall negative effect on BAP species habitat types; Option 3 – 920 dwellings would have an overall negative effect on BAP species habitat types.
Social progress which recognises the needs of everybody					
3.	f. meeting people's requirements for housing, jobs and facilities of good quality and in sufficient measure to provide for all who live and work in the region	Aim 4: Meeting housing needs - Providing housing should be at locations accessible to employment, education and the greatest advantage taken of public transport networks and other associated infrastructure investment is sought			Option 1 has 4,540 dwellings with good access to shops and schools. Option 2 has 3,400 dwellings with good access to shops and schools; Option 3 has 2,960 dwellings with good access to local shops and

Test No	Regional Sustainable Development Criteria	Devon Aim	Indicator	Option 1				Option 2				Option 3				Commentary
				-ve	N	Some Good	+ve	-ve	N	Some Good	+ve	-ve	N	Some Good	+ve	
		is to ensure that, where consistent with the other Aims of the Plan, the housing needs of each part of Devon are met in terms of scale, distribution and type. 4b Where consistent with the other objectives, housing needs generated from within the existing population of an area should be provided for within that locality														schools.
4.	e. addressing the wide variations in prosperity between different parts of the region through regeneration and so reducing social exclusion and economic disadvantage, particularly in areas of special need	Aim 3: Community self sufficiency - To enable the people of Devon to live within settlements or communities which are as self sufficient as possible, give access to an appropriate range of facilities, including employment opportunity, and whose distinctive functions and needs are recognised. 3d Enhance the role of Devon's settlements as centres for service provision 3f Provide for new development in such a way as to reinforce Devon's settlement hierarchy and help to promote the self sufficiency of settlements. 6e Avoid the dispersal of new development provision in order to reduce the need to travel and maximise accessibility to facilities and services	Capacity of area or adjacent group of areas to cater for 5000 dwellings (in line with DETR 98)			✓			✓			✓				Option 1 has a cluster of 4,440 dwellings to the north east of Exeter and a further 840 dwellings to the south east of Exeter. Option 2 has 3,300 dwellings located to the north east of Exeter and a further 1,120 in Whimple. Option 3 has 1,060 to the north east of Exeter, a further cluster 1,120 in Wimple and the remaining dispersed around the rest of the study area.
Maintenance of high and stable economic growth																
5.	d. promoting, supporting, enabling and focusing economic development in ways and locations where it can best contribute to meeting local, regional and national needs	Aim 5: A dynamic and healthy economy - To ensure the economic well being of Devon by enabling the local economy to develop and improve in a sustainable way, recognising the specific economic assets of Devon.	Distance/ Journey time to nearest major employer (will need to determine distance/time thresholds for -ve - +ve)				✓			✓			✓			Option 1 – All dwellings are within 25 minutes walk of an existing/proposed employment centre; Option 2 – 3,700 dwellings would be within 25 minutes from an existing/proposed

9. Mid Devon and Teignbridge Sites

9.1 Introduction

- 9.1.1 In order to ensure that the housing options for the Exeter Sub Region have been fully considered, it was necessary to take account of the potential for development within other settlements outside the core study area, within Teignbridge and Mid Devon. As neighbouring authorities to Exeter City, the Districts contain a number of settlements which have a strong functional relationship with Exeter and are likely to experience strong development pressure for future housing growth.
- 9.1.2 Potential sites were identified by using the representations to the Mid Devon and Teignbridge Local Plans. A brief review of the development and housing strategy/policies are provided below, together with the list of representation sites included within the assessment.
- 9.1.3 Each site has been subject to a desk based review only, focusing on environmental and physical constraints and where appropriate, sustainability tests consistent with the assessment process set out in Section 6. The sites have not been subject to on site landscape and environmental capacity assessments.

9.2 Review of Local Plans

- 9.2.1 The Mid Devon and Teignbridge Local Plans have been used as the basis for this assessment. The housing representation sites were submitted during the consultation stages of the Local Plans. Changes to legislation mean that new sites to meet housing requirements to 2016 will be considered in the context of the Local Development Frameworks which are currently being produced. It is the aim of the Government that local authorities will have LDFs in place by March 2007.

Mid Devon District Local Plan (September 2002)

- 9.2.2 The Mid Devon Local Plan, First Alteration, Revised deposit (September 2002) is set to be adopted in early 2005. The Council is currently preparing a Local Development Framework, of which a Local Development Scheme is set to be published in March 2005.

STRATEGY FOR DEVELOPMENT

- 9.2.3 The plan sets out a settlement hierarchy, which has largely been determined by the Devon Structure Plan to guide development to the most sustainable locations. As part of the overall strategy, development is intended to be primarily focussed in settlements at the top of the hierarchy, providing accessible employment, services and housing, and is limited in more rural areas. According to Policy S1, the hierarchy can be summarised as follows:
- **Tiverton** – Area Centre with strategic development role and is the location for most of development in Mid Devon;
 - **Crediton and Cullompton** – Area Centres which are locations for significant levels of development;
 - **Bampton, Bradninch, Copplestone, Hemyock, Lapford, Uffculme and Willand** – Local Centres which are appropriate for limited development serving their rural hinterland; and

- 48 other settlements – villages which are appropriate for limited development meeting a local need.

9.2.4 In terms of the wider region, Plymouth and Exeter are defined as Regional Centres and act as focal points for both new development and the provision of regional services and specialist facilities necessary to meet the needs of their extensive hinterlands.

HOUSING

9.2.5 Housing allocations set out in the DDSP state that Mid Devon should provide 5,850 new dwellings for the period 2001-2016.

9.2.6 The Local Plan sets out an overall strategy which aims to achieve sustainable development in Mid Devon. In achieving this objective, housing and development must meet the need of residents; provide infrastructure which is in step with development; and ensure design provides energy efficiency and sustainable development and where appropriate is in keeping with existing towns and villages. Housing policies promote the re use of previously developed land in existing centres, before greenfield sites. Therefore, new housing will be closer to the main concentrations of jobs and services.

Teignbridge District Local Plan (September 2001)

9.2.7 The Teignbridge Local Plan First Review Initial Deposit was published in September 2001. The plan is currently held in abeyance as the Council is preparing a Local Development Framework. In July 2004, the Council had approved both a Draft LDS and Draft Statement of Community Involvement.

9.2.8 The Teignbridge Local Plan First Review is capable of being used to help inform a Local Development Framework. The Council will have reference to all the 'duly made' representations on the Initial Deposit Plan as it commences work on the production of a Local Development Framework for Teignbridge. However, the emerging legislation does not permit representations to the Initial Deposit Plan to be formally carried forward into the Local Development Framework process. This means that the LDF will be subject to a full review which will provide the opportunity for new representations to be made.

STRATEGY FOR DEVELOPMENT

9.2.9 Similarly to Mid Devon, Teignbridge Local Plan, sets out a strategic settlement hierarchy, which is based on the Devon Structure Plan, which guides future development to the most sustainable settlements. Policy SDP1 outlines the hierarchy as follows:

- **Newton Abbot, Kingseignton, Kingskerswell and Ogwell Cross** – Sub Regional Centres which are the focus of new development in Teignbridge;
- **Teignmouth, Dawlish (excluding Dawlish Warren)** – Area Centres to meet their own needs and the needs of the immediate hinterland, although both are regarded as constrained in terms of their development potential;
- **Bovey Tracey (including Heathfield), Chudleigh, Buckfastleigh (part)** – Local Centres which are appropriate for limited development serving their rural hinterland; and

- 28 other rural settlements – Villages which are appropriate for limited development meeting a local need.

HOUSING

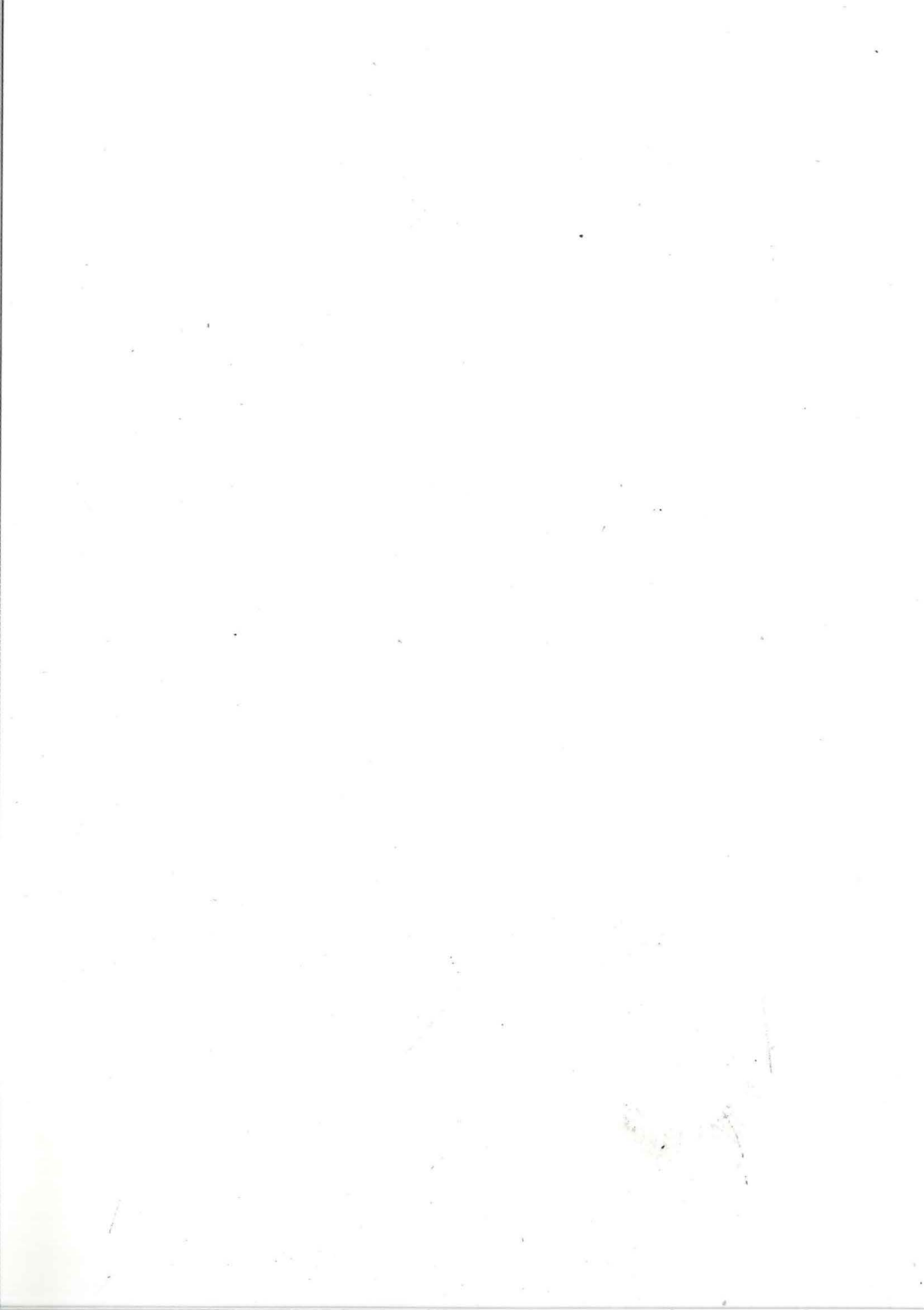
- 9.2.10 Housing allocations set out in the DDSP 2001-2016 state that Teignbridge should provide 7,500 new dwellings of which 150 dwellings are within the Exeter PUA.
- 9.2.11 There are two main housing objectives set out in the local plan:
- to ensure that adequate provision is made to meet the strategic housing requirement in accordance with the settlement hierarchy, and meet local housing needs; and
 - to promote sustainable housing development, which makes efficient use of land and provides infrastructure required by residents.
- 9.2.12 In achieving these objectives, development will be focussed in the main settlements and re-use of previously developed land or under utilised land will be a priority. In terms of housing need, the development distribution has been informed by the patterns and characteristics of housing need in the area.

9.3 Potential Housing Sites

- 9.3.1 A number of representations were made to the Local Plans, suggesting alternative sites for future residential development. These sites form the basis of this assessment. To avoid double counting sites allocated in the local plans as they currently stand have not been included within the assessment. The assessment also focuses on larger sites of over 5 hectares that would yield a significant amount of housing.
- 9.3.2 The representation sites submitted to Mid Devon Council during the local plan consultation in 2001 are set out in Table 9.1 and Map 9.1, and 'omission' sites submitted to Teignbridge Council are set out in Table 9.2 and Map 9.2.

Table 9.1 Representation sites, Mid Devon

Site	Location	Description	Size (approx. hectares)
MD1	Land south west of Post Hill, Tiverton	Large greenfield site located south west of Post Hill to the east of Tiverton, which is a designated area centre.	14
MD2	Land south of Canal Hill, Tiverton	Greenfield site located south of Canal Hill to the south of Tiverton.	7
MD3	Land west of B3181, Cullompton	Large greenfield site which is located to the west of B3181, to the north of Cullompton which is a designated area centre.	16
MD4	Land north of Knowle Lane, Cullompton	Greenfield site, located north of Knowle Lane to the west of Cullompton.	7
MD5	Land at Stoneyford, Cullompton	Greenfield site located in Stoneyford to the east of Cullompton, adjoining existing residential area. Site formerly used as nursery known as East Devon Growers Site.	6
MD6	Land at Culmstock Road, Hemyock	Greenfield site located south of Culmstock Road to the northwest of Hemyock which is a local centre.	6
MD7	Land south of Culmstock, Culmstock	Greenfield site located to the south of Culmstock which is designated as a village.	5
MD8	Land behind Merrimeade, Sampford Peverell	Greenfield site located south of village centre Sampford Peverell.	5
MD9	Land north of Mountain Oak Farm, Sampford Peverell	Greenfield site located north of Mountain Oak Farm which is to the east of Sampford Peverell.	7
MD10	Site Land south of Willard Old Village Road, Willard	Greenfield site which is located south of Willard Old Village Road. Willard is designated as a local centre. Northern boundary adjoins existing housing.	9
MD11	Land south of Meadow Park, Willard	Large greenfield site bordered by M5, located south of Meadow Park to the south west of Willard.	11



Test No	Regional Sustainable Development Criteria	Devon Aim	Indicator	Option 1				Option 2				Option 3				Commentary
				-ve	N	Some Good	+ve	-ve	N	Some Good	+ve	-ve	N	Some Good	+ve	
																employment centre; Option 3 – 2,620 dwellings would within 25 mins walk from an existing/proposed employment site.
6.	j. ensuring that development makes the most prudent use of resources created through past investment, both buildings and other infrastructure, especially in urban areas; and that it contributes to new infrastructure provision in partnership with public investment	Aim 7: Meeting the need for infrastructure - To ensure that the physical infrastructure of Devon is maintained and enhanced to meet the needs of existing and planned development, and to ensure that there is a co-ordinated approach to the necessary infrastructure serving new development.	Utilisation of planned improvements to infrastructure capacity determined by proximity to investment locations/routes			✓					✓				✓	Option 1 – 5,140 dwellings make use of planned infrastructure improvements; Option 2 – all dwellings make use of planned infrastructure improvements; Option 3 – 3,540 dwellings make use of planned infrastructure improvements.
Prudent use of natural resources																
7.	h. improving accessibility to jobs and services and ensuring that patterns of future development reduce the need to travel and encourage access by walking, cycling and public transport	Aim 6: A sustainable transport network - To develop an integrated and sustainable transport system, in conjunction with the land use strategy, able to meet the environmental, economic, and social needs of Devon whilst reducing the need to travel. 6c Guide new development to locations that can be served by a choice of transport modes 6e Avoid the dispersal of new development provision - in order to reduce the need to travel and maximise accessibility to facilities and services.	Access to public transport node (as determined by transport assessment, Task 6)				✓			✓		✓				Option 1 – 5,140 dwellings would have access to a 15 minute bus or 30 minute train service; Option 2 – 3,300 dwellings would have access to a 15 minute bus or 30 minute train service; Option 3 – 1,460 dwellings would have access to a 15 minute bus or 30 minute train service.
8.	k. minimising waste and pollution, avoiding loss or damage to irreplaceable natural and cultural assets and safeguarding the region's resources of green fields, biodiversity, primary minerals and water	Aim 2: Prudent Use of Resources- To seek to ensure that Devon's natural resources are conserved and managed sustainably, minimising waste and pollution and seeking to utilise renewable resources where appropriate. 2b Conserve water resources	Permeability of surfaces allowing recharge as indicated by soil/geology	✓				✓				✓				In all options all dwellings would be on sandy or loam-sandy soils

Test No	Regional Sustainable Development Criteria	Devon Aim	Option 3		
			Some Good	+ve	Commentary
		and their quality			
	SUMMARY				

Map 9.1 Location of Mid Devon Sites

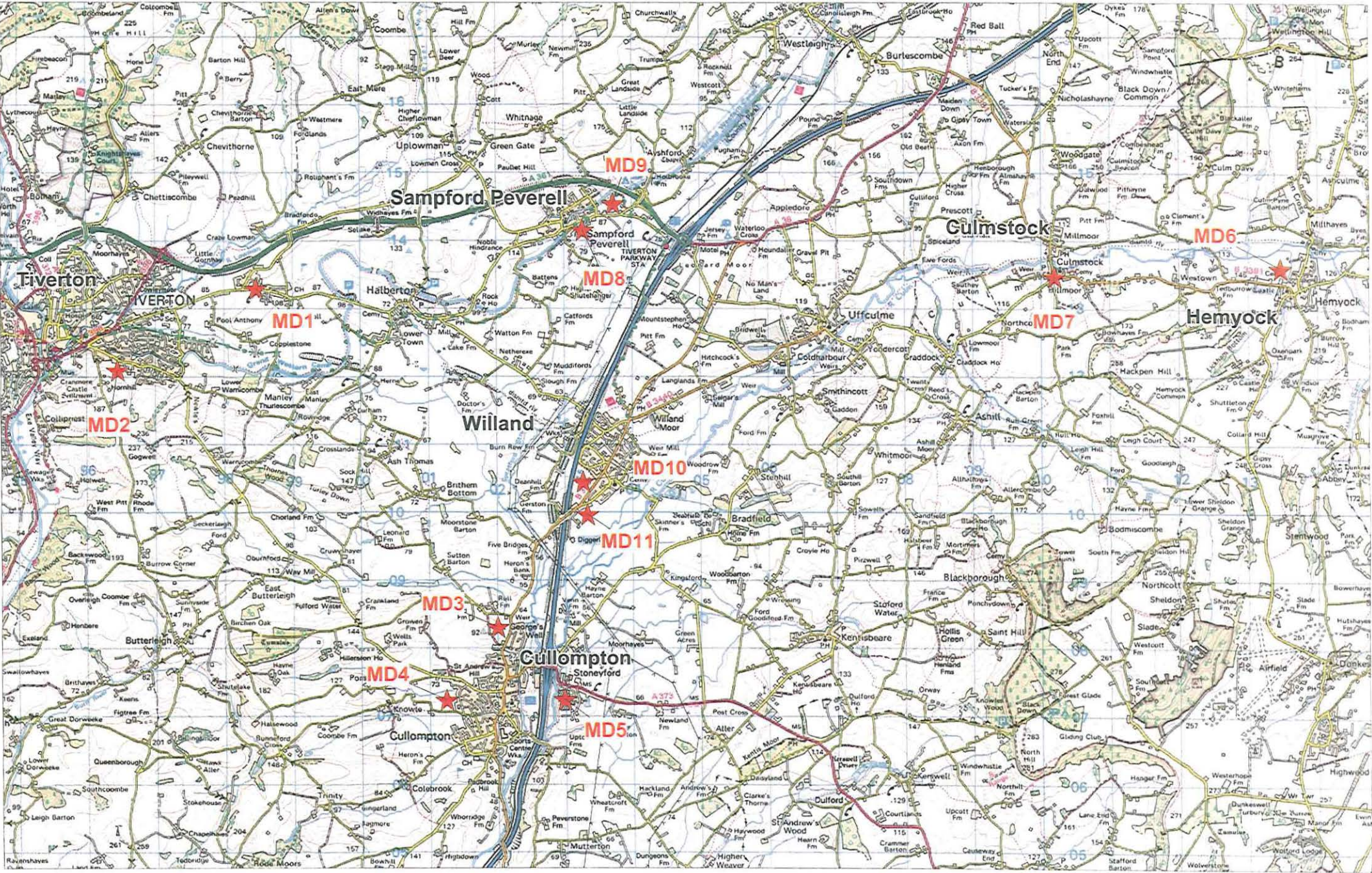


Table 9.2 Representation sites, Teignbridge District

Site	Site Name	Description and settlement classification	Size (approx. hectares)
T1	Wolborough Barton, Newton Abbot	Greenfield site located south west of Newton Abbott, which is designated a Sub Regional Centre.	8
T2	Buckland Barton, Newton Abbot	Large greenfield site located north east of Newton Abbot.	13
T3	Totnes Road / Denbury Road, Newton Abbot	Greenfield site located south west of Newton Abbot.	8
T4	Site Rydon Depot / Rocky Acres, Kingsteinton	Greenfield site located in Kingsteinton north of Newton Abbot and designated as part of the Sub Regional Centre.	6
T5	Land north of sewerage works, Kingskerwell	Brownfield site located in Kingskerswell south of Newton Abbot and designated as part of the Sub Regional Centre.	8
T6	Conitor Corpse, Ogwell	Large greenfield site located south west of Newton Abbot.	11
T7	Headway Cross, Teignmouth	Greenfield site located west of Teignmouth, which is designated an Area Centre.	6
T8	Buddleford Farm, Teignmouth	Greenfield site located north west of Teignmouth.	12
T9	Shutterton Lane, Dawlish	Large greenfield site located north of Dawlish Warren, which is adjacent to Area Centre of Dawlish.	14
T10	Challabrook Farm, Bovey Tracey	Greenfield site located west of Bovey Tracey which is a Local Centre.	10
T11	South of Oldway, Chudleigh	Greenfield site located south west of Chudleigh which is a Local Centre.	6
T12	Milbury Farm, Exminster	Large greenfield site located north of Exminster which is designated a rural settlement.	14
T13	Land adjacent to old A38, Coldeast	Large greenfield site located south west of Coldeast which is designated a rural settlement.	18
T14	Attwells Farm, Nadderwater	Large greenfield site located west of Exeter in rural settlement.	38

Map 9.2 Location of Teignbridge Sites



9.4 Assessment Methodology and Results

- 9.4.1 A desk based assessment of the representation sites was undertaken. This involved the identification of environmental and physical constraints affecting the sites and undertaking a number of sustainability tests to determine, for example, accessibility to public transport and proximity to shops and other services.

Environmental and Physical Constraints

- 9.4.2 A constraints assessment was undertaken of the sites to identify specific environmental and physical constraints to development. These are consistent with the constraints identified in Section 4, Table 4.1 and include:

ENVIRONMENTAL CONSTRAINTS

- **National Nature Conservation Areas** (SSSIs, RAMSAR, SPAs, SACs) in accordance with a range of EU and national legislation, including PPG11
- **Local Nature Conservation areas** - County Wildlife sites, Local Nature Reserves and areas of Ancient Woodland
- **Landscape designations** – Areas of Outstanding Natural Beauty, Areas of Great Landscape Value and Landscape Protection Area
- **Historic Parks and Gardens** in accordance with PPG15
- **Scheduled Ancient Monuments** in accordance with PPG15
- **Other Woodland**
- **Local Archaeological Areas**

OTHER PHYSICAL CONSTRAINTS

- **High Risk Fluvial Flood Plain** in accordance with PPG25
- **Overhead Power Lines** (This is not a formal policy but East Devon DC operate a 100m exclusion zone to either side)
- **Reserved Minerals Sites** (excluding worked and rehabilitated sites) in accordance with PPG1 and MPG1
- **Cemeteries** in accordance with PPG1
- **Public Open Space**
- **Playing Fields**

- 9.4.3 The GIS layers for these constraints could not be obtained, therefore information was sourced from Local Plans, supplemented by information obtained on the MAGIC website (web-based interactive GIS mapping resource).

- 9.4.4 Sites affected by designated constraints are identified in Table 9.3 and 9.4 for Mid Devon and Teignbridge respectively.

Sustainability Tests

- 9.4.5 The sustainability tests and scoring are consistent with the methodology used in the Area Assessment in Section 6 using national, regional and local policy and best practice guidance to determine the objectives through which to measure different aspects of sustainability for each site.

- 9.4.6 However, because the testing process for the Mid Devon and Teignbridge sites is necessarily broader, it does not include Test 1, relating to environmental capacity or Test 9, relating to proximity of sites to sources of pollution.
- 9.4.7 In addition, the sites assessed have not been subject to the sequential test for the location of housing development, which was an important criterion for the identification of potential growth areas in assessment of potential growth areas for Exeter and East Devon (refer to Section 4). Therefore, a new Test 1 has been included which scores the Mid Devon and Teignbridge sites based on their relationship to existing urban areas, as follows:
- 0 – Brownfield sites on edge of Area/Local centre
 - X – Sites on the edge of Area centre
 - XX – Sites on the edge of Local centres
 - XXX – Sites on the edge of village centres
- 9.4.8 The overall performance of each site is summarised in Tables 9.3 and 9.4 for Mid Devon and Teignbridge respectively. Teignbridge District Council has consulted with Devon County Council highways department and the Environment Agency with respect to the omission sites included as part of this assessment. Where the finding affects the development potential of sites, these are also included in Table 9.4.

Table 9.3 Sustainability Test Results – Mid Devon

Site	Opportunities	Constraints	Score	Priority
MD1	- Area Centre - Access to primary and secondary schools	- Close proximity to County Wildlife Site and SSSI - Accessibility to public transport is poor - Frequency of public transport is poor - Shops and services beyond acceptable walking distances - Grade 1 agricultural land	21	Low
MD2	- Area Centre - Access to buses (although current frequency is low) - Access to shops and services - Access to primary and secondary schools - Opportunities for local employment	- Site in Landscape Protection Area - Potential impact on setting of Conservation Area - Close proximity to Area of Great Landscape Value and County Wildlife Site - Frequency of public transport is poor	11	Medium - impact on landscape setting and nature conservation
MD3	- Area Centre - Access to buses (although current frequency is low) - Access to shops and services - Access to primary and secondary schools - Opportunities for local employment - Ability to exploit proposed rail improvements	- Frequency of public transport is poor - Grade 1 agricultural land	10	High/Medium
MD4	- Area Centre - Access to shops and services - Access to primary and secondary schools - Opportunities for local employment - Ability to exploit proposed rail improvements	- Accessibility to public transport is poor - Frequency of public transport is poor - Grade 1 agricultural land	13	Medium
MD5	- Area Centre - Access to buses (although current frequency is low) - Opportunities for local employment - Ability to exploit proposed rail improvements	- Poor access to primary school (would need pedestrian/cycle route across M5 and River Culm) - Poor access to shops and services (would need pedestrian/cycle route across M5 and River Culm) - Frequency of public transport is poor - Grade 1 agricultural land	13	Low
MD6	- Local Centre - Access to buses (although current frequency is low) - Access to local shops and services	- Site in Area of Outstanding Natural Beauty - Frequency of public transport is poor - Lack of local employment opportunities	17	Low

Site	Opportunities	Constraints	Score	Priority
	– Access to primary school but secondary schools more than 15 min walk			
MD7	– Access to buses (although current frequency is low) – Access to primary school but secondary schools more than 15 min walk	– Village Centre – Site in Landscape Protection Area and northern boundary adjacent to Conservation Area – Frequency of public transport is poor – Access to shops and services is poor – Lack of local employment opportunities	18	Low
MD8	– Access to buses (although current frequency is low) – Access to primary school but secondary schools more than 15 min walk	– Village Centre – Close proximity to Landscape Protection Area and County Wildlife Site – Frequency of public transport is poor – Lack of local employment opportunities	21	Low
MD9	– Access to bus and rail (although current frequency is low) – Access to primary school but secondary schools more than 15 min walk –	– Village Centre – Close proximity to landscape Protection Area – Access to shops and services is poor – Lack of local employment opportunities	21	Low
MD10	– Local Centre – Access to buses (although current frequency is low) – Access to local shops and services – Access to primary school but secondary schools more than 15 min walk – Opportunities for local employment	– Frequency of public transport is poor – Grade 1 agricultural land	17	Low/Medium
MD11	– Local Centre – Access to buses (although current frequency is low) – Access to local shops and services – Access to primary school but secondary schools more than 15 min walk – Opportunities for local employment	– Close proximity to Landscape Protection Area – Frequency of public transport is poor – Grade 1 agricultural land	17	Low/Medium – subject to landscape impact

Table 9.4 Sustainability Test Results – Teignbridge

Site	Opportunities	Constraints	Score	Priority
T1	– Sub Regional Centre – Access to buses (although current frequency is low) – Access to shops and services – Access to primary and secondary schools – Opportunities for local employment – Ability to exploit proposed transport improvements	– Close proximity to County Wildlife Site, SSSI and County Geological Site – Frequency of public transport is poor – Highway constraints	14	Medium – subject to impact on nature conservation sites
T2	– Sub Regional Centre – Access to primary school but secondary schools more than 15 min walk – Opportunities for local employment – Ability to exploit proposed transport improvements	– Site in Area of Great landscape Value and Coastal Preservation Area – Close proximity to County Wildlife Site, Local Nature Reserve, Scheduled Ancient Monument – Highway constraints	14	Low
T3	– Sub Regional Centre – Access to buses (although current frequency is low) – Ability to exploit proposed transport improvements – Access to primary school but secondary schools more than 15 min walk	– Close proximity to County Wildlife Site, SSSI and County Geological Site – Frequency of public transport is poor – Highway constraints	16	Medium – subject to impact on nature conservation sites
T4	– Brownfield site – Sub Regional Centre – Access to buses (although current frequency is low) – Access to neighbourhood shops and facilities – Access to primary and secondary schools	– Close proximity to Area of Great Landscape Value, County Wildlife Site, County Geological Site and Wildlife Area – Highway constraints – Ground stability/geotechnical/water quality issues	15	Low – ground stability, geotechnical and water quality issues
T5	– Sub Regional Centre – Access to buses (although current frequency is low) – Access to neighbourhood shops and services – Access to secondary school but primary schools more than 15 min walk – Opportunities for local employment – Ability to exploit proposed rail improvements	– Within floodplain – Close proximity to Area of Great Landscape Value and County Wildlife Site – Highway constraints	10	Low – in line with PPG 25 on floodrisk
T6	– Sub Regional Centre – Access to buses (although current frequency is low) – Access to primary and secondary schools – Ability to exploit proposed transport improvements	– County Wildlife Site within site – Close proximity to SSSI and County Geological Site – Frequency of public transport is poor – Access to shops and services is poor – Highway constraints	18	Low/Medium – subject to impact on nature conservation sites

Site	Opportunities	Constraints	Score	Priority
T7	- Area Centre - Access to primary and secondary schools - Opportunities for local employment	- Site in Area of Great landscape Value, Coastal Preservation Area and County Wildlife Site - Access to public transport is poor - Site access issues	19	Low
T8	- Area Centre - Access to primary and secondary schools	- Site in Area of Great landscape Value and Coastal Preservation Area - Close proximity to County Wildlife Site - Access to public transport is poor - Access to shops and services is poor - Site access issues	21	Low
T9	- Area Centre - Access to buses - Access to primary school but secondary schools more than 15 min walk - Opportunities for local employment	- Site in Area of Great landscape Value and part of site allocated for employment - Close proximity to Coastal Preservation Area	14	Low
T10	- Local Centre - Access to buses (although current frequency is low) - Access to local shops and services - Access to primary school but secondary schools more than 15 min walk	- Close proximity to Area of Great Landscape Value, County Wildlife Site and Scheduled Ancient Monument - Frequency of public transport is poor - Lack of opportunities for local employment - Site access issues	18	Low/Medium
T11	- Local Centre - Access to buses - Access to local shops and services	- Part of site allocated for playing fields - Close proximity to Area of Great Landscape Value, County Wildlife Site and Scheduled Ancient Monument - Access to primary school but secondary schools more than 15 min walk - Lack of opportunities for local employment	19	Low
T12	- Access to buses - Access to primary school but secondary schools more than 15 min walk	- Rural Settlement - Eastern boundary borders Area of Great Landscape Value - Close proximity to County Wildlife Site - Access to shops and services is poor - Lack of opportunities for local employment	21	Low
T13	Access to buses	- Rural Settlement - Part of site allocated for playing fields - Close proximity to County Wildlife Site - Access to shops and services is poor - Primary and secondary schools beyond acceptable distances	21	Low

Site	Opportunities	Constraints	Score	Priority
		- Highway constraints - Minerals consultation area		
T14		- Rural Settlement - Site in Area of Great landscape Value and close to County Wildlife Site - Access to public transport is poor - Access to shops and services is poor - Primary and secondary schools beyond acceptable distances - Lack of opportunities for local employment - Highway constraints - Site access issues	24	Low

9.5 Summary and Conclusions

- 9.5.1 It is important to note that scores in this section regarding the Mid Devon and Teignbridge sites are not directly comparable to the results for the potential growth areas assessed in Exeter and East Devon, set out in Section 6. This is because the methodology differs in the respect of the environmental capacity assessment, which was not undertaken for the representation sites, so the priority ratings are only relative to the Mid Devon and Teignbridge sites.
- 9.5.2 Overall, sites adjacent to Sub Regional and Area Centres were found to be more sustainable than those located in and around Local and Village Centres and Rural Settlements. In Mid Devon, sites in Tiverton and Cullompton, excluding site MD1, were considered to be more sustainable than those in Hemyock, Willand, Culmstock and Sampford Peverell. The best scoring sites were MD2, MD3, MD4 and MD5, which are all located in Cullompton and Tiverton. However, MD5 was considered to have a low priority for development due the severance of the M5 motorway and River Culm, which physically separates it from the main urban area. Whilst there are two existing access points across the motorway, further investment in new infrastructure would be needed to provide good walking and cycle access from the site to the town. Sites to the west of the motorway immediately adjacent to Cullompton were considered to be a higher priority for development.
- 9.5.3 In Teignbridge, sites in and around Newton Abbot scored the best overall. Sites T1, T2, T3, T4, T5 and T9 all scored well due to good access to bus services, shops/services/facilities, primary and secondary schools, and local employment opportunities. However, many of these sites were constrained environmentally and/or physically and therefore have a low priority for development. These included T2 (landscape constraints), T4 (ground stability/geotechnical/water quality issues), T5 (floodplain), and T9 (landscape constraints).
- 9.5.4 The least sustainable sites were located in Local and Village Centres and Rural Settlements due to their more remote rural locations. These sites were particularly unsustainable in one or a number of the sustainability tests relating to access to public transport, shops/services/facilities, schools, employment and proposed transport improvements. In many cases they are also highly constrained by environmental designations.
- 9.5.5 In terms of rail, in Mid Devon there is Tiverton Parkway Station, which is located 9 km east of Tiverton, and in Teignbridge there are stations at Newton Abbot and Teignmouth. Only one of the sites assessed is within the acceptable walking distance of a station, which is site MD9 in Sampford Peverell. This is because the sites tend to be located on the edge of settlements and are thus furthest away from the rail stations. However, it is noted that in Mid Devon, the 373 bus service runs hourly to Tiverton Parkway Station, which passes Tiverton, Willand and Cullompton. Additionally, in Teignbridge, sites in Newton Abbot are accessible to Newton Abbot Station by bus services 12, 85A and 176, which at a minimum run hourly.

Mix of Residential and Non Residential Uses and Net Densities

- 9.5.6 Table 9.5 provides a broad estimate of the capacity of sites considered to be (comparatively) the most suitable for development. This considers sites afforded a high or medium potential for development, subject to overcoming any environmental and/or highways constraints identified in Tables 9.3 and 9.4 above. It excludes all sites with a low or low/medium potential for development.
- 9.5.7 As in section 7.2, the following standards have been applied to calculate the residential land area of each site:

- Areas less than 25 hectares, 25% of the total area has been assumed for other land uses.
- Areas greater than 25 hectares 50% of the total area has been assumed for other land uses.

9.5.8 The estimated housing capacity was calculated using a standard net density of 40 dwellings per hectare (dph) - the mid point between the Government's recommended net density ranges of between 30 and 50 dph.

Table 9.5 Estimated Capacity of Sites Suitable for Development

ID	Location	Total area assessed	Residential area (ha)	Total capacity (dwellings)
MD2	Tiverton	7	5	200
MD3	Cullompton	16	12	480
MD4	Cullompton	7	5	200
T1	Newton Abbot	8	6	240
T3	Newton Abbot	8	6	240
Total				1,360

9.5.9 Therefore, in total, the sites assessed in Mid Devon and Teignbridge have the potential to yield 1,360 new dwellings.

10. Conclusions and Recommendations

10.1 Introduction

- 10.1.1 This section summaries the key finding of the study, identifies the key issues that these raise for both Exeter and East Devon and sets out the recommendations which should be used to provide the framework for the future strategy for the Exeter sub region.
- 10.1.2 The purpose of the study was to undertake as strategic assessment of distribution options to accommodate the Devon Structure Plan housing allocation for the Exeter PUA to 2016. Review of the Structure Plan is still ongoing and therefore the Panel Report of the Examination in Public has provided the basis of the current allocation.
- 10.1.3 The Panel Report recommended a total of 10,350 dwellings to be accommodated within the Exeter PUA by 2016. Figures related to completions, allocations and urban capacity within Exeter were deducted from this figure (see Table 7.2 above) to provide a residual housing allocation of 5,500 dwellings, which is the upper range of the housing figure which needs to be provided on new sites by 2016. This figure was used as the basis for constructing and testing strategic development options within this study.

10.2 Area Assessment and Strategic Development Options

- 10.2.1 The first stage of the study identified potential growth areas around the study area settlements. This was undertaken using absolute and partial constraints (see Table 4.1) to determine potential development locations. A total of 1,619 hectares was identified in Exeter and other settlements in East Devon, including the site for the proposed new community. The potential growth areas were subject to a landscape and environmental capacity assessment and a series of wider tests (termed as the Area Assessment) to determine if sustainable development could be achieved within these locations.
- 10.2.2 The landscape and environmental capacity assessment in Section 4 demonstrated that the study area as a whole is heavily constrained. From a total the 1,619 hectares of land identified and assessed, only 244 hectares were considered to have capacity to absorb development without significant environmental impact. Taking into account the need to provide for non residential uses, the total residential land area was calculated as 175 hectares, which could potentially yield 10,200 dwellings (see Table 7.1). Around 2,740 dwellings (27%) could be developed within Exeter, 3,000 (29%) within the new community and the remaining 4,460 (44%) in centres within the wider study area.
- 10.2.3 The Area Assessment in Section 6 examined the potential growth areas in further detail. Areas with environmental capacity to absorb development and good access to public transport and a range of shops, schools and employment sources performed the strongest.
- 10.2.4 Section 7 identified a number of strategic development options to accommodate the residual housing allocation of 5,500 dwellings. The options were:
- Option 1 – Exeter focused;
 - Option 2 – Public transport corridors; and

- Option 3 – Dispersed growth.

10.2.5 The spatial options were formulated to ensure that each was sufficiently different and to enable the full consideration of options, required in the sequential approach to housing development set out in RPG10.

10.2.6 The options were tested against 8 sustainability criteria. Option 1, Exeter focus performed the strongest, followed by Option 2, public transport and finally Option 3. The key strengths and weaknesses in relation to the strategic development options are summarised in table 9.1.

Table 9.1 Comparison of Strengths and Weaknesses

Option	Advantages	Disadvantages
1 Exeter focused	• Can accommodate all growth on sites with environmental capacity • Provide most dwellings with good access to shops and schools • Greater concentration of large sites to increase viability of new investment in shops, schools and public transport • All growth would occur in locations within close proximity to major employment areas • Provides the best access to public transport nodes	• All development on sandy or loam sandy soils
2 – Public transport corridors	• Can accommodate all growth on sites with environmental capacity • Provides a high number of dwellings (around half) in locations with good access to shops and schools • Provides some concentration of development on large sites to increase the viability investment in shops, schools and public transport • Provides a high levels of growth in locations with good access to major employment locations • Provides a high level of growth in locations with good access to a public transport node • All locations for growth utilise planned infrastructure investment	• All development on sandy or loam sandy soils
3 Dispersed growth	• Can accommodate all growth on sites with environmental capacity • High proportion of growth within locations that can utilise planned infrastructure investment	• Would impact on BAP species • Highest number of dwellings in locations with poor access to local shops and schools • Provides least concentration of development required to increase viability of new investment in shops,

character. However, the assessment did not consider the social impacts of the loss of open land and public consultation to determine social values relating to landscape character was not undertaken as part of this study.

- 10.3.5 It is clear that the momentum for development within Exeter will continue and in the absence of other options within or around the city, designated open land is likely to experience increasing pressure for development, both up to and indeed after 2016. If development of these areas is resisted the resulting shortfall in housing supply would direct development away from the city and potentially create other unsustainable impacts, including inflated property prices and increased commuting.
- 10.3.6 Achieving the desired balance between these impacts will be a key issue for the current plan period. The ongoing protection of the Valley Parks will remain an important long term policy. If designated areas of open land are developed, increased accessibility of the wider population to the Valley Parks will be essential. The design and layout of new residential areas can also help to ensure that new development maintains its inherent characteristics through the retention of landscape features and incorporation of green areas within new major developments.

Design and layout and density

- 10.3.7 Whether a site is sustainable will in part be dependent on design and layout. The capacity identified within the potential growth areas was on the basis that much of the existing landscape structure is retained or that a new/strengthened is created. This will mitigate potential environmental impacts and ensure that key features which contribute to factors such as setting will be protected if development takes place. This would need to be brought forward into the development control/local planning process.
- 10.3.8 There is a key role for density in accommodating future growth, particularly where the capacity of a site is constrained by environmental factors. The strategic development options were constructed using a net residential density of 40 dph - the mid point between the Government's recommended net density ranges of 30-50 dph. Based on research undertaken by Llewellyn Davies (Sustaining Residential Quality: Exploring the Potential of Large Sites (2000)) and CBP (Cambridge Sub Region Study (2001)), this would typically accommodate lower density residential neighbourhoods in 2-3 storey semi detached housing. Areas such as these tend to have some pedestrian access to public transport, off street parking provision and private open space. These areas would typically be found in the suburban areas cities, towns and villages.
- 10.3.9 The Area Assessment identified specific locations that would be suitable for higher density residential development. These were locations which were within walking distance of high frequency bus and/or rail services and with good access to local shops. In these locations it would be appropriate to increase densities within a range of 60-90 dph. This would support a range of 2-4 storey terraces with on site parking and which would be compatible with outer urban environments of cities and towns and villages.

10.4 Key Issues – East Devon

The need for balanced development

- 10.4.1 Capacity constraints identified within Exeter mean that the settlements within East Devon will need to play a key role in accommodating the housing needs of the city. While strategic development option 1 demonstrated that Exeter could meet needs to 2016, it would be highly undesirable to use all of its capacity within the current plan period. The role of the new community in accommodating a large proportion of the growth is highlighted by both options 1 and 2. Option 3 confirmed that without it there would be serious shortfalls in accommodating the housing allocation in a sustainable way.
- 10.4.2 The role of other centres which performed well in the area assessment also need to be considered in any future development strategy for the sub region. These were typically settlements that had access to existing public transport infrastructure or had a good provision of shops, services, schools and employment. These included Honiton, Whimple, Feniton and Ottery St Mary.
- 10.4.3 There is also a need to consider the potential growth of settlements in Teignbridge and Mid Devon. While these were not fully explored within this study, they will undoubtedly be affected by future demand for housing within the Exeter Sub Region.

Transport

- 10.4.4 Investment in the public transport system within Exeter and East Devon and is essential for sustainable development throughout the study area as Exeter will remain the principal location for employment, shops and services. Lack of spare capacity on the M5 means that a substantial increase in car based commuting will have severe implications for managing levels of congestion.
- 10.4.5 For the core study area, there is a fairly good level of public transport infrastructure, but further investment is required to improve the accessibility in the more remote locations and to increase frequencies, particularly during peak periods. Increasing population along public transport corridors that serve settlements to the east of Exeter should help the viability of future investment to improve services. Strategic development option 2 would have performed significantly better had the frequency of services along the Waterloo – Exeter rail corridor been higher.
- 10.4.6 Frequent bus services and rail services are available within corridors serving the settlements to the south east of Exeter. Within this area in particular, capacity on the Exeter- Exmouth branch line needs to be increased.
- 10.4.7 Implementation of measures to discourage car use within Exeter will also play a key part in further encouraging use of public transport. This includes investment in park and ride and appropriate parking restrictions within the city.

Self sustaining communities

- 10.4.8 Many of the areas within the smaller settlements performed poorly in the area assessment because they do not have the critical mass of population to support viable investment in shops, schools and some local employment. Large scale development (i.e. in the range of 1,000 dwellings) would be required to support these functions. In many cases this would be inappropriate in terms of the

impact on villages and the environment. However, strategic growth in key centres such as Honiton Ottery St Mary, which already have an existing base of services and some local employment should feature in the future development strategy for the study area.

10.5 Key issues – Mid Devon and Teignbridge

- 10.5.1 The broad assessment of representation sites in Mid Devon and Teignbridge identified potential for strategic growth mainly in the Sub Regional, Area and Local Centres. In particular, Newton Abbot, Tiverton and Cullompton were considered appropriate, given their relative provision of shops, services, education and some local employment. Sites within these locations could accommodate around 1,360 dwellings.
- 10.5.2 The main constraints to development elsewhere were environmental designations, which reflect the high value nature of the surrounding countryside. In addition the relatively remote location of some of the smaller centres means that many settlements had poor access to shops, services and education.
- 10.5.3 Accessibility to frequent public transport is a key issue within Mid Devon and Teignbridge. For Mid Devon in particular, there is little or no access to rail and bus services are hourly or less frequent. Although settlements in Mid Devon are better located in relation to employment opportunities to the east of Exeter, in the absence of alternatives, this would result in car based commuting adding to capacity problems on the M5 motorway. There is potential for locations in both districts to exploit new investment in park and ride, but the success of this will be dependent on parking restrictions within the city centre.

10.6 Recommendations

- 10.6.1 The short term needs of the sub region require immediate and ongoing housing supply and the release of sites within Exeter city. This study demonstrated via Option 1 that there is potential for development in Exeter, which would achieve sustainable development with careful attention to landscape issues, investment in public transport and effective linkages to the existing urban area. In order to make the best use of sites within Exeter and to lessen the impact of the loss of open land, high regard should be had to design, layout and density.
- 10.6.2 However, the long term needs of the Sub Region post 2016 remains a fundamental issue. In order to maintain a long term supply of housing land, the future strategy for the area must contain elements of options 2 and 3 to balance growth throughout the wider sub region. Option 2 offered sustainable solutions to growth with respect to the potential of settlements along the Exeter–Waterloo rail corridor and Option 3 with respect to growth within the centres of Honiton and Ottery St Mary, which provide access to local jobs, schools and employment. These centres should be used to disperse development pressure in Exeter and ensure capacity is available for its for long term growth. The sustainability of growth within other settlements is dependent on the implementation of high quality public transport.
- 10.6.3 The new community will play a central role in accommodating much of the growth needs within the PUA. At present 3,000 dwellings are planned for within the period to 2016. Uncertainty remains whether this will be large enough to secure important elements of the development which will make it sustainable. In considering development needs post 2016, we recommend a larger development of up to 5,000 houses to achieve a greater degree of sustainability and to improve public transport viability.