

EXETER LOCAL PLAN
FIRST REVIEW

Adopted by Exeter City Council
31 March 2005

FOREWORD

Exeter City Council's Local Plan is the key means by which the community can manage the future development of the City up to 2011. Some people often see the planning system as being there to stop a new development that they don't like. Others, particularly people in business, see planning as stopping them from getting on with schemes which will help their business to expand.

In fact, the legal basis of the planning system says that there is a presumption in favour of development which accords with the Local Plan unless material planning considerations outweigh development. This Local Plan is, therefore, needed for various reasons:

- to guide development to the right locations;
- to set out what standards must be met so that any development is of good quality;
- to indicate where the Council wants to prevent any development – usually because of environmental issues.

We want to ensure that Exeter continues to be an attractive and vital City with a high quality of life and a strong business infrastructure, supported by a skilled workforce. Our challenge is to develop the City as a key hub of the regional economy but in such a way that protects Exeter's character and environment for future generations.

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March 2005

Foreword

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List of Policies

1.0 INTRODUCTION

Background

1.1 The Exeter Local Plan First Review 1995 – 2011 replaces the Exeter Local Plan First Alteration, adopted November 1993, and the Exeter Local Plan Second Alteration, adopted November 1997, as the statutory local plan for the City.

1.2 The Local Plan First Review has been prepared in accordance with:

Central Government Advice

Regional Planning Guidance to 2011

Devon County Structure Plan First Review to 2011

Regional and Local Economic Development Strategies

1.3 Government policy is set out in Planning Policy Guidance (PPG)/Planning Policy Statements (PPS) and Regional Planning Guidance (RPG). PPGs/PPSs are material considerations which must be taken into account where relevant in decisions on planning applications.

1.4 In the course of preparing the Local Plan First Review, the Secretary of State for the Environment issued Regional Planning Guidance for the South West, September 2001, which provides for the period 1996-2016.

1.5 The Devon County Structure Plan First Review 1995-2011 was approved in February 1999. This covered such matters as the level of need and broad location of new housing and employment sites and policies for shopping, transport and the improvement of the environment. The Structure Plan First Review was superseded by the Structure Plan Alteration 2001 – 2016, approved October 2004.

The Form of the Plan

1.6 The Plan has been prepared by Exeter City Council under the rules for preparation, adoption and public consultation set out in the Planning and Compensation Act 1991 and Planning Policy Guidance Note 12. The Plan consists of this Written Statement and the Proposals Map which includes a City Centre Inset. The Written Statement describes and justifies the policies and proposals and the Proposals Map illustrates the areas to which specific policies or proposals apply.

1.7 The policies and proposals have been designed to be realistic in terms of their implementation and have taken into account the limited powers available to the City Council and the primary concern of the Local Plan First Review to provide guidance on proposals to build on land or change its use.

Introduction

1.8 The broad context and justification for the policies and proposals is set out in the relevant topic chapters but the key proposals are presented together to highlight the areas where major change is proposed.

1.9 Each policy and proposal in the Written Statement is distinguished by means of capitals and a reference number and is preceded by a reasoned justification. All of the policies have been cross-referenced as far as possible. This recognises the fact that many policies cannot be neatly categorised into sections but can be expressed in different ways according to how the problems and issues are considered. It is important to remember, therefore, that each policy is not necessarily self-contained.

1.10 Although the Local Plan First Review policies and proposals may refer to specific sites or areas within the City, many relate to the whole City Council area. In the case of development proposals for specific sites, only those which the City Council consider are realistic are included as proposals in this Written Statement. Some areas are not subject to any specific policies or proposals. These are indicated on the Proposals Map, for information, as areas where the existing use is likely to continue.

1.11 In the event of a contradiction between the Written Statement and the Proposals Map, the provisions of the Written Statement prevail.

Supporting Documents

1.12 The Plan is supported by the following documents:

Sustainability Appraisal - which assesses the environmental implications of the policies and proposals and seeks to ensure that environmental considerations are fully taken into account.

Urban Capacity Study - which assesses the extent to which development can be accommodated on vacant land or on underused land and buildings in the urban area.

Landscape Evaluation - which assesses the landscape qualities of greenfield areas around the City.

1.13 In addition there are a number of consultants reports which concern particular topics. These include:

Housing Needs Study (2001) : Fordham Research

Housing Needs Study Update (2003) : Fordham Research

Retail Study Update 1999: Hillier Parker

Retail Study (2004) : CBRE

Commercial Leisure Study (1999): Deloitte and Touche

Supplementary Planning Guidance/Documents

1.14 Although the Local Plan First Review represents a comprehensive statement of the City Council's policies and proposals relating to development and other use of land, there will also be a continuing need for supplementary advice. This will provide greater detail, than is appropriate for inclusion in the local plan, on how certain policies and proposals should be implemented and the main planning considerations to be taken into account. Usually this will take the form of design guides or development briefs.

2.0 LOCAL PLAN STRATEGY

2.1 Exeter is an historic Cathedral and University City and is a business, legal, retail, administrative, tourist and commercial centre for the region. It is relatively prosperous with a high quality of life and is located in an environmentally attractive area. The City has potential to capitalise on its education and locational advantages and to exploit its well established economic base, physical infrastructure and telecommunication links. However, like many small cities, Exeter is susceptible to globalisation and technological change. Alongside the growth of personal and collective wealth, areas of social and economic exclusion, poor health and educational under-attainment have developed.

2.2 To address the issues a partnership of people representing the social, voluntary and economic sectors have been brought together by the City Council and have set out a 'Vision' for the future of the City. Exeter Vision identifies the need to focus on ten key themes:-

- a prosperous City;
- an accessible City;
- an electronic City;
- a cultural and fun place to be;
- a learning City;
- a City of strong communities;
- a City where everyone has a home;
- a City where people are healthy and active;
- a City where the environment is cared for;
- a safe City.

2.3 These themes reflect the four main aims of the Government's 'strategy for sustainable development for the United Kingdom':

- (i) maintenance of high and stable levels of economic growth and employment;
- (ii) social progress which recognises the needs of everyone;
- (iii) effective protection of the environment; and
- (iv) prudent use of natural resources.

2.4 The Local Plan First Review aims to assist Exeter Vision and the Council's Economic Development Strategy in meeting these challenges by providing a wide range of development opportunities particularly for employment, housing, shopping and commercial leisure, but without damaging those environmental assets that, to a large extent, generate the opportunities and pressures for growth. The policies and proposals of the First Review will also complement and support the Council's existing and emerging corporate strategies for the City Centre; Transport; Environment; Housing; Tourism; Culture; Community Safety; Air Quality; Allotments; Leisure; and Social Inclusion.

2.5 The Local Plan First Review recognises that in Exeter a high quality of the built and natural environment is the foundation on which a healthy economy is built. The overriding aim of the Local Plan First Review is, through sustainable development, to secure the prosperity of the City and to enhance the quality of life of its citizens.

2.6 This means that, wherever possible, development should take place on previously-developed land within the urban area and particularly within existing centres, where there are local facilities and a choice of transport, and that the opportunities to use means of transport other than the car are enhanced. A reduction in the use of the car is important because of the potential environmental benefits, particularly through improvement in air quality and the conservation of finite fuel resources, and it is important for business through reduced traffic congestion.

2.7 The reality is, however, that brownfield opportunities in Exeter are limited. The release of some land beyond the built up area is inevitable, both for housing and employment. The plan provides for over 70% of housing on previously-developed land but the City is too densely developed to achieve more, particularly if a range of sites and a variety of housing is to be achieved. Similarly, a range of suitable sites for economic development is essential to deal with structural change and to develop and exploit new technologies. Land must be set aside for knowledge based industries to generate sustainable jobs and ensure the long term prosperity of the City. The Plan seeks to enable such developments by identifying sites which meet the essential and particular locational requirements of these businesses and ensuring that they are supported by measures to provide a genuine choice of access by public transport, walking and cycling.

2.8 Taking all of these matters into account, a sequential approach has been applied, in the First Review, to the selection of sites for office, retail and commercial leisure development. First preference is the City Centre, then edge-of-centre, district and local centres, and finally out-of-centre sites, limiting the expansion onto greenfield as much as possible. For retail and commercial leisure, a location close to other similar uses is important. For office development the approach takes into account the availability of a choice of transport. Industrial and storage uses are treated as an exception to this approach because, normally, they cannot be satisfactorily accommodated in the existing centres. The sequential approach will not be applied again to individual sites already allocated within the Plan when planning permission is sought.

2.9 Housing sites have been identified based on achieving the maximum use of previously-developed land but to meet housing needs some greenfield land has also been allocated. This greenfield land is released on the basis that development will take the form of sustainable urban extensions and is to be made available for infrastructure provision and development as early as possible so that they can contribute to meeting housing requirements throughout the plan period.

2.10 The sequential approach will be applied to all proposals for major trip generating developments on unallocated land.

Key Objectives

2.11 Accordingly, the key objectives of the Local Plan First Review are:

- (i) to balance the need to stimulate growth and regeneration of the City and enhance Exeter's regional and sub- regional role with the need to protect the quality of the environment and to minimise car travel;
- (ii) to provide all the citizens of Exeter with a decent home, including those in need of affordable or special housing and those who require executive housing;
- (iii) to make full and effective use of land within the urban area, whilst avoiding town cramming;
- (iv) to protect and enhance the vitality and viability of the existing City centre, district centres and local centres;
- (v) to locate key town centre uses in existing centres which are highly accessible by means other than the private car and where there may be advantages in enabling one journey to serve several purposes;
- (vi) to improve the choice of travel mode so that people can walk, cycle or catch public transport, rather than drive, between home and those facilities which they need to visit regularly;
- (vii) to promote or reinforce local distinctiveness through high quality design;
- (viii) to conserve land and energy resources, reduce pollution and noise, protect the natural and built heritage and contribute to the conservation of the abundance and diversity of wildlife and its habitats.

2.12 Policies AP1 and AP2 provide the basis on which the allocations in the Plan have been made and set out the key tests against which new proposals will be judged.

AP1: DEVELOPMENT SHOULD BE DESIGNED AND LOCATED TO RAISE THE QUALITY OF THE URBAN AND NATURAL ENVIRONMENT AND REDUCE THE NEED FOR CAR TRAVEL. PROPOSALS SHOULD BE LOCATED WHERE SAFE AND CONVENIENT ACCESS BY PUBLIC TRANSPORT, WALKING AND CYCLING IS AVAILABLE OR CAN BE PROVIDED.

AP2: PRIORITY WILL BE GIVEN TO MEETING DEVELOPMENT NEEDS ON PREVIOUSLY-DEVELOPED LAND AND WITHIN EXISTING CENTRES. A SEQUENTIAL APPROACH WILL BE APPLIED TO THE IDENTIFICATION AND ASSESSMENT OF NEW SITES FOR OFFICE, HOUSING (SEE POLICY H1), RETAIL (SEE POLICY S1) AND COMMERCIAL LEISURE USE.

3.0 EMPLOYMENT

Objectives

- to create the conditions necessary to stimulate the local economy and to protect jobs;
- to ensure that new development is compatible with the objectives of sustainable development

3.1 Exeter is recognised as an important business, retail and administrative centre for the surrounding region and has a particularly strong presence in public sector and service activities, including the headquarters of the South West Regional Development Agency and Regional Chamber and the relocation of the Met Office from Bracknell. The City also provides important real estate, legal and financial services and is a centre for the motor trade. However, the City lacks a strong presence in many higher level business services and faces the challenge of continued population growth, technological change (which affects decisions on business location and consumer shopping patterns), social change, particularly the growth of part-time working, and declining accessibility as traffic levels steadily rise.

3.2 There is, therefore, a clear need to create a stronger, more diverse local economy whilst maintaining and improving environmental quality. The aim is to build on educational and professional services, to attract and enable the growth of knowledge based industries (by for example encouraging demand for, and use of, new information and communication technologies), and to develop the skills base. In other words to create the circumstances in which proposals that focus on the specific needs of the City (such as the Innovation Centre at the University) can be brought forward and will flourish. In this regard the relocation of the Met Office to Exeter is likely to have a significant beneficial impact.

3.3 Through its Economic Development Strategy, the Council aims to meet these challenges by bringing forward a range of economic initiatives. The Local Plan complements the Strategy by integrating environmental and economic objectives and providing a choice of sites to meet the economic development needs of the City. Both documents recognise that careful attention to environmental issues makes good economic sense for business and industry.

Strategic Guidance

3.4 Government policy (Planning Policy Guidance Note 1: General Policy and Principles, February 1997) expresses the need to encourage continued economic development and to meet the locational needs of businesses but policies should also ensure that new development is compatible with the objectives of sustainable development.

Employment

3.5 Regional Planning Guidance states that Exeter should develop its role as:

- the main commercial and service centre for the central part of the region; and
- a focal point for strategic economic investment, having regard to the need to expand and diversify the local economy and economic base.

3.6 The RPG supports the continuing development of Exeter's sub regional role in order to help to spread economic development down the region but to do this will depend on securing adequate land supply particularly for economic development and capitalising on the opportunities offered to the east of the City. This should be achieved whilst ensuring that the City's historic character and high quality environment is preserved.

3.7 The Structure Plan First Review recognises the strategic importance and potential of the City by allocating 100 hectares of employment land to be provided for in Exeter between 1995 and 2011 and identifying a further 40 hectares to the east of the City boundary at Skypark, adjoining Exeter Airport, for prestige development.

Employment Land

3.8 For the purposes of the Local Plan First Review, employment land is defined as all land and buildings which are used or designated for purposes within Use Class B1 (business), Class B2 (general industrial), and Class B8 (storage or distribution). On Marsh Barton/Matford, car showrooms are regarded as an acceptable use of employment land (see 3.26).

3.9 The Structure Plan First Review provides for 100 hectares of employment land between 1995 and 2011. The provision at the 1st April 2004 is:

	Area (hectares)
Completions 1995-2004	60.2
Land with Planning Permission at 1st April 2004	27.4
Total	87.6
Residual (100 hectares requirement - 87.6 hectares provision)	12.4

3.10 Part of the residual, identified above, will be met by sites which, at 1 April 2004, have the benefit of a Council resolution to grant planning permission, subject to the signing of a Section 106 Obligation: These sites will take up some 3.7 hectares.

3.11 For the purposes of assessing whether the Structure Plan employment land requirements have been met, the City Centre sites are excluded. The County Council regard them as redevelopment sites which replace existing jobs rather than contribute to new jobs and, therefore, do not count against Structure Plan allocations. These are considered separately.

3.12 Overall some 22.2 hectares are proposed on new sites. Together with completions and permissions and land with a resolution to grant permission subject to a Section 106 Obligation, this provides a total of 113.5 hectares which represents a surplus of 13.5 hectares above the Structure Plan First Review allocation. The surplus is mainly a consequence of providing for a major strategic employment site (see 3.14).

3.13 Previously developed sites have been identified wherever suitable:

- (i) specific allocations for office development in the City Centre where good public transport is available, including access to mainline rail stations and the bus and coach station; and
- (ii) the development of vacant land on the industrial estates.

South of the A379

3.14 Regional Planning Guidance for the South West advises that Principal Urban Areas such as Exeter should consider the provision of a strategic employment site to meet the needs of major business users, and this provision should be a minimum size of 12 hectares. The City Council recognises that, as a regional capital, Exeter must be able to provide prestige sites in a high quality setting. The relocation of the Met Office to land west of Exeter Business Park means that there are few significant sites remaining to accommodate major inward investment. The City Council wishes to take advantage of the opportunities offered by the Met Office relocation and to fully exploit the strong established links with the University, particularly the establishment and expansion of the Innovation Centre. In view of the size requirements and the need to be well related to the motorway, provision for a strategic employment site for science and technology is made on greenfield land south of the A379

3.15 The employment allocation south of the A379 is brought forward on the basis that the land will only be released for knowledge based industries (particularly high demand users of information and communication technologies) as these industries are strategically essential to ensure Exeter's future competitiveness. Strict landscape and design control will be applied which will require a quality of development normally only appropriate for a science and technology park.

Employment

3.16 The Structure Plan Alteration 2001-2016 proposes a science park adjoining the City boundary in East Devon. If this is brought forward this would replace the need for a science park at Newcourt. However, the allocation at Newcourt must be retained until there is certainty that the East Devon proposal will be delivered.

Exeter Business Park/Sowton

3.17 At April 2004, some 1.9 hectares remain for employment development to the west of Exeter Business Park and 2 hectares remain to the east of Exeter Business Park. A further 0.5 hectares are proposed at Osprey Road, Sowton.

Pinhoe

3.18 At Pinhoe all heavy goods vehicles to and from the industrial estate, north of the railway, must travel through local residential roads because of limitations on the Chancel Lane bridge. This has caused considerable problems for the amenity of local residents and provides poor access for business.

3.19 To the east of the Ibstock works, on the industrial estate, land is held for expansion of the brickworks but may, through rationalisation, be used for general employment purposes. To the west of the brickworks and to the south east of Eastern Fields, some 5.4 hectares are proposed for further industrial development. To resolve the traffic problems in the area these developments will only be permitted if they secure access from Exhibition Way and carry out necessary highway improvements along Exhibition Way and at the junction with Pinhoe Road.

3.20 The land at Eastern Fields forms part of an open area of green space which is much valued by local residents and is only allocated, exceptionally and specifically, to help resolve the access difficulties. In view of the site's location close to the Exeter Arena athletics stadium the land could alternatively be developed for indoor leisure.

3.21 Access to the land adjoining the brickworks requires a link through to the industrial estate (the line of the link road is safeguarded under Policy T14) but the provision of the link road, although desirable to resolve the traffic problems in the area, is not essential to secure access to the Eastern Fields site. It is recognised, however, that, due to the highway costs, the development of each of the sites in isolation is unlikely to be viable and that joint arrangements will be necessary. Minor intensification of the brickworks expansion site could, if appropriate, be dealt with by way of financial contributions to the infrastructure works.

Summary

3.22 Taking into account the above sites, the employment land allocations to meet the Structure Plan First Review requirement of 100 hectares are as follows:

	Area (hectares)
Completions 1995 -2004	60.2
Land with planning permission at 1st April 2004	27.4
Land with a resolution to grant planning permission, at 1st April 2004, subject to the signing of a Section 106 Obligation	3.7
Local Plan allocations at 1st April 2004	22.2
Total	113.5

E1: THE FOLLOWING SITES ARE PROPOSED FOR EMPLOYMENT DEVELOPMENT:

	SITE	AREA (HECTARES)	SITE CONSIDERATIONS
1.	SOUTH OF THE A379 (KEY PROPOSAL 8)	12.4	Release of this land will be subject to the signing of a legal agreement which will limit the development to 'science and technology' users. Developers must ensure that the site is accessible by a choice of transport, set out a green travel plan and include measures to mitigate any undesirable impact on the environment. Access to the site from the A379 and emergency access only through adjacent housing land.
2.	WEST OF EXETER BUSINESS PARK	1.9	
3.	EAST OF EXETER BUSINESS PARK	2.0	

Employment

4.	OSPREY ROAD, SOWTON	0.5	
5.	WEST OF IBSTOCK BRICKWORKS, PINHOE	2.1	Permission for major initial or incremental intensification of use of the brickworks and for employment development adjoining the brickworks will be subject to the developers constructing an access spine road to the industrial estate, north of the railway from Exhibition Way and carrying out the necessary highway improvements along Exhibition Way and at the junction with Pinhoe Road.
6.	EASTERN FIELDS (SOUTH EAST)	3.3	Permission for employment/indoor leisure development at Eastern Fields will be subject to the developers constructing an access road to the site from Exhibition Way and carrying out the necessary highway improvements along Exhibition Way and at the junction with Pinhoe Road.
Total		22.2	

City Centre Office/Business Development

3.23 New office development raises the profile of Exeter for business and financial services. Office development can normally be accommodated in the City Centre, where good public transport facilities are available, without detriment to its historic character. The Local Plan First Review, therefore, focuses on high quality office locations in the City Centre which are appropriate to Exeter's role as a regional and sub regional centre. Major office development is under way at Southernhay following the completion of the Crown Courts and permission for office development has been granted at Station Yard, Queen Street. Further office floorspace is proposed on the area fronting St. Davids Station together with housing and local centre retail units (see Key Proposal 5).

E2: LAND AT ST DAVIDS STATION IS PROPOSED FOR OFFICE/BUSINESS DEVELOPMENT. PERMISSION FOR THE DEVELOPMENT OF 0.40 HECTARES (APPROXIMATELY 7,600 SQ. METRES) IS CONTINGENT UPON MAINTAINING THE EXISTING LEVEL OF PARKING PROVISION FOR THE STATION. THE DESIGN OF THE BUILDING SHOULD ENHANCE THIS GATEWAY TO THE CITY.

3.24 Any further proposals for office development in the City Centre, in addition to the above, will be subject to the sequential approach (see Policy AP2). There may be opportunities as part of mixed development on previously used land but, in view of the extent of housing needs, the suitability of a site for housing will be considered as a first priority.

Retention of Employment Land or Premises

3.25 In order to provide a range of employment sites, particularly for inward investment, and the need to limit development of greenfield land, it is vital that existing employment sites and premises, which are viable for continued employment use, are retained and that sites proposed for employment use are safeguarded. This applies as much to City Centre office sites as it does to the employment land which counts against Structure Plan requirements (see 3.11). Exceptions may be made where the loss of employment land or premises would not cause harm to business or employment opportunities.

3.26 Subject to the above, the Council recognises that many employment areas would benefit from the provision of some local services, which should otherwise be located in the existing centres. This would assist the workforce, be attractive to inward investors seeking a suitable location and would reduce the need to travel by car. Local services are defined as dentists, doctors, chemists, child care, post offices, cash points and kiosks selling newspapers, sandwiches etc. Proposals should be centrally located within the local employment area. To ensure the development is limited to serving local needs there should be a maximum floorspace of 1000m², subdivided into small units. The acceptance of such uses does not set a precedent for other uses. Permission will only be granted if the additional local services are proven not to be already suitably provided within the area.

3.27 On Marsh Barton/Matford the sale of motor vehicles and motor vehicle parts and accessories will also be regarded as an acceptable use of employment land. These uses, which have a significant employment character, are well established in this area and their concentration serves to limit car travel. Where permission is granted for car showrooms, it will be limited by conditions to the use proposed. The acceptance of such uses only applies at Marsh Barton/Matford because of the travel benefits which are achieved through concentration.

3.28 The Council also recognises that, in view of changes in the economy and the needs of business, further flexibility may be appropriate in respect of the temporary alternative use of vacant industrial premises. The length of temporary use must be sufficient to enable viable proposals to come forward and will be considered against the availability of industrial premises in the City and in the light of the particular circumstances of a site, including the period remaining on the lease. As in respect of local services, permission for temporary alternative use does not imply a lack of commitment to employment use and does not imply the identification of additional land elsewhere to meet employment targets.

E3: THE LOSS OF EMPLOYMENT LAND OR PREMISES WILL NOT BE PERMITTED WHERE IT WOULD HARM BUSINESS OR EMPLOYMENT OPPORTUNITIES IN THE AREA.

Exeter University Campus

3.29 The character and setting of the University derives from its location on prominent hill slopes northwest of the City Centre. The wooded grassland of the Lower Hoopern Valley effectively separates the main area of academic buildings from residential development to the south. To the north the ridgeline at Belvidere Road provides a backdrop. These strong physical features create a distinct sense of place. The landscape around and within the campus is a significant unifying feature. Many of the buildings are of townscape merit. Within this setting the University may, over the plan period, wish to provide further education uses and student housing and further research and development initiatives including ancillary production, building on the success of the Innovation Centre. The City Council will support such proposals provided the development will respect and enhance the landscape setting and character of the campus, taking into account the presence of existing mature trees, listed buildings and other locally significant buildings. The amenity of nearby buildings must also be protected. Provision must be made for adequate car parking or for alternative transport arrangements to meet the needs of the campus as a whole.

E4: THE DEVELOPMENT OF EDUCATION USES, STUDENT HOUSING AND RESEARCH AND DEVELOPMENT INITIATIVES, INCLUDING ANCILLARY PRODUCTION, WILL BE PERMITTED ON THE UNIVERSITY OF EXETER CAMPUS PROVIDED THAT THE CHARACTER AND SETTING OF THE CAMPUS IS PROTECTED.

Employment Use in Residential Areas

3.30 Home working is likely to increase over the plan period as people take advantage of electronics and information technology. Planning permission is not normally required for home working unless the use ceases to be ancillary to the residential use or people are employed at the premises who do not live there. If the proposal involves the loss of a dwelling, permission will not be granted. Where the business use is no longer ancillary but a dwelling unit is retained or where planning permission is otherwise required, the Council will consider whether the use causes an unacceptable impact on the amenities of neighbouring residents, such as through increased parking. Permission may be granted where the impact can be regulated by attaching appropriate conditions which control the hours of working, storage, access etc.

3.31 Workshops such as electrical appliance repairs can provide an essential local service in residential areas. They are a valuable source of employment and can reduce the need to travel but they need to be carefully sited to protect residential amenity and should not involve the loss of dwellings. Each proposal will be assessed with regard to the scale and hours of operation and conditions will be imposed to alleviate adverse and environmental effects. Proposals involving motor vehicle repairs, panel beating and spraying are not considered to be acceptable in residential areas.

E5: PLANNING PERMISSION WILL BE GRANTED FOR BUSINESS USE FROM RESIDENTIAL PROPERTIES AND FOR SMALL WORKSHOPS IN RESIDENTIAL AREAS PROVIDED THAT:

- (a) THE PROPOSAL WILL NOT (SUBJECT TO POLICY H5) INVOLVE THE LOSS OF DWELLINGS OR LOSS OF AMENITY;
- (b) THERE WILL BE NO ADVERSE IMPACT ON THE SAFETY OF LOCAL ROADS AND THE USE WILL NOT RESULT IN A LOSS OF ESSENTIAL OFF STREET RESIDENTIAL PARKING AND WILL NOT SIGNIFICANTLY INCREASE ON STREET PARKING.

Cultural Activity

3.32 The City Council recognises the need to sustain a lively cultural sector because it enhances the quality of life and image of the City, it raises the profile of the City as a tourist attraction and it provides employment opportunities. The Council aims to promote the City as a regional centre for the arts and will, in particular, support the plans by the University of Exeter to upgrade the Great Hall and the Northcott Theatre, support the Phoenix Arts Centre and continue to manage and revitalise the Museum service. The integration of public art in the design of new development and environmental schemes will be encouraged (see 13.54).

4.0 HOUSING

Objectives

- to provide all the members of the community with the opportunity of a decent home;
- to anticipate and provide for housing needs arising from the City's economic growth and its increasing importance as a regional capital;
- to widen housing opportunity and choice, secure a better mix of house types and tenures than is currently available and seek to create mixed and inclusive communities, including providing for those in need of affordable or special housing and those requiring executive housing;
- to maximise the re-use of previously-developed land in the urban area, bring back empty homes into use and promote the conversion of existing buildings;
- to improve accessibility of public transport between homes, jobs, shops, education, health and social care and leisure facilities, local services and local amenities, and to facilitate walking and cycling;
- to promote good design in order to create attractive, high quality living environments in which people will choose to live.

4.1 Over the plan period to 2011 there is likely to be limited population growth in Exeter compared with steady growth in the region around the City. The slow growth in Exeter's population reflects balanced rates of births, deaths, in-migration and emigration. However, this masks the fact that death rates are falling, (resulting in longevity) as are birth rates. Strong in-migration in the 16-24 age group (students and young people leaving rural homes for work and rented accommodation) is more than matched by emigration in the 25-39 age group (qualified people leaving the area for improved work opportunities and young couples leaving the city to bring up families in the country). The biggest growth area is in the middle aged group moving into the City to access the service base and fill skill shortages in the local labour market. The population will, therefore, become dominated by the 16-24 and 45-60 age groups. Overall the population is ageing.

4.2 Changes in the structure of the population are likely to have an impact on housing choice in the years to come. In recognition of this, the Council's Housing Strategy aims to ensure that there are enough well designed and maintained homes for the people of Exeter. The Strategy aims to ensure that the existing housing stock is adapted and improved and an increase in the size of the housing stock is encouraged to provide a range of housing (and support services) of all sizes, types and tenure to meet identified needs.

Strategic Guidance

4.3 The aim of Government policy (Planning Policy Guidance Note 3: Housing) is, that everyone should have the opportunity of a decent home, there should be greater choice of housing and housing should not reinforce social distinctions. The housing needs of all in the community should be recognised and the focus for additional housing should be existing towns and cities.

4.4 Regional Planning Guidance for the period up to 2016 advises that Exeter should make provision for additional housing to support its enhanced role as a focal point for strategic economic investment. The Structure Plan First Review allocates 6,000 houses to be provided in the City between 1995 and 2011 and advises that maximum advantage should be taken of previously-developed land. Recognising that there is limited capacity within the City to accommodate further growth, a new community is proposed to the east of the City. The East Devon Local Plan allocates 2,900 dwellings to be provided at the new community by 2011.

Location Priorities

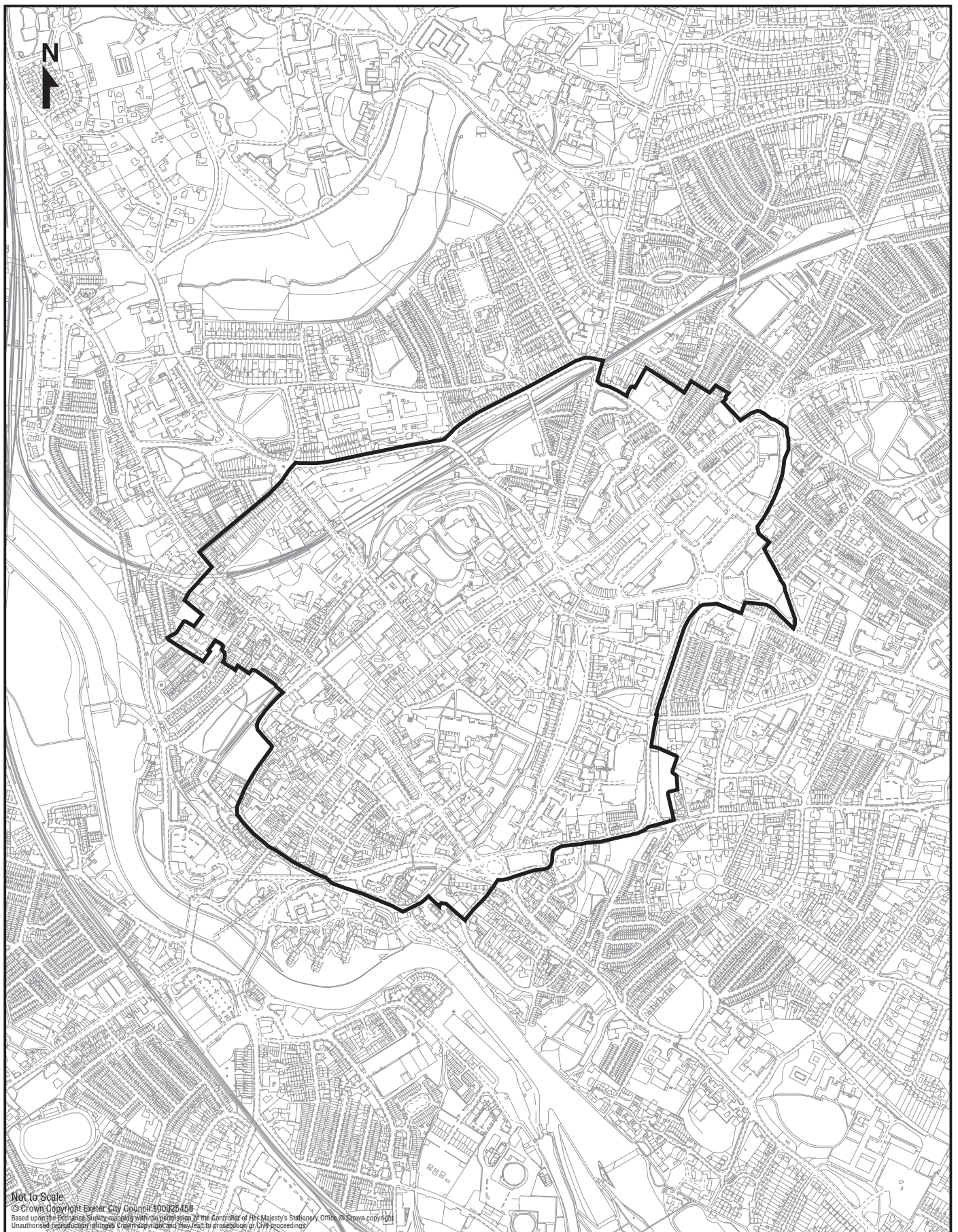
4.5 In accordance with Government guidance the Council has identified sites for development by following a search sequence: starting with the re-use of previously-developed land, conversions and infill within the urban area; followed by previously-developed land on the urban fringe within public transport corridors; and only then, greenfield land through urban extensions within public transport corridors.

4.6 Potential sites have been assessed against the criteria set out in PPG3, Para 31:

- the availability of previously-developed sites and empty or under used buildings;
- the location and accessibility of sites to jobs, shops and services by means other than the car;
- the capacity of existing and potential infrastructure;
- the ability to build communities; and
- the physical and environmental constraints on development of land.

4.7 To reduce the need to travel, the development of housing in areas which are well served by public transport is particularly important. These include the City Centre and areas which are within 400 metres of district centres; or within 400 metres of bus routes connecting to the City Centre which have a minimum of 4 buses per hour running between 8.00 am and 5.45 p.m. on weekdays; or within 800 metres of a rail station/halt with a service at least every half hour.

4.8 Within the core area of the City Centre (see Plan 1), where shopping, employment, and other facilities are within easy walking distance, developers may consider the option of providing housing without off street parking. The experience of recent car free schemes in the City Centre, which have involved the conversion and extension of existing buildings, suggests that few parking difficulties will arise provided that opportunities to park elsewhere are limited by on-street parking restrictions. Occupiers will be excluded from residents parking schemes and should be made aware of the parking limitations before purchase. Provision will still be made



Plan 1:

Housing Core Area: H2

for people with disabilities and for deliveries. Opportunities to achieve car free developments will be considered on their merits. A contribution will, however, be sought towards the enhancement of facilities for public transport, cyclists and pedestrians.

4.9 These car free developments offer more space, greater safety, more attractive surroundings, a stronger community focus, less noise and less pollution than conventional housing. They are an option for people who wish to live in an area without the intrusion of private motor vehicles and who are willing to accept the conditions of occupation.

4.10 If an acceptable residential environment can be provided, housing is also possible through the conversion of vacant buildings. This could include historic buildings, office floorspace which is unsuitable for market requirements and space above offices and shops. There is also potential to include housing in new office and retail schemes on upper floors. To ensure maximum flexibility new office buildings should be designed, where practical, to allow subsequent conversion to residential.

4.11 These initiatives will enable increased housing densities to be achieved. In recent years residential development in Exeter has achieved approximately 35 dwellings per hectare gross. Higher densities will be sought through careful and innovative design and proposals which do not maximise the use of limited land resources will not be permitted. Careful design is the key. A proposal which would harm the character of a neighbourhood through excessive density or poor design will be refused. The aim is not to increase densities at any cost but to secure a more sustainable pattern of development, which may include a mix of land uses, whilst retaining the character and quality of the local environment. To achieve this, proposals must accord with the general guidance on development set out in the policies on design, landscape, conservation and the environment.

4.12 The Government (PPG 3: Housing) advises that densities of between 30 and 50 dwellings per hectare net should be achieved (for definition of net density see glossary). Although a relatively low gross density is achieved on the two major housing sites at Digby and Newcourt, (due to the provision of infrastructure, community facilities and schools), the overall net density of the proposals set out in Policy H3 is between 32 and 37 dwellings per hectare. Site densities will be monitored to ensure that the Plan remains in accordance with PPG3 guidance.

H1: PROPOSALS FOR HOUSING DEVELOPMENT WILL BE ASSESSED AGAINST THE FOLLOWING SEARCH SEQUENCE:

- (i) PREVIOUSLY-DEVELOPED LAND, CONVERSIONS AND INFILL WITHIN THE URBAN AREAS;**
- (ii) PREVIOUSLY-DEVELOPED LAND ON THE URBAN FRINGE WITHIN PUBLIC TRANSPORT CORRIDORS;**
- (iii) GREENFIELD LAND THROUGH SUSTAINABLE URBAN EXTENSIONS WITHIN PUBLIC TRANSPORT CORRIDORS.**

H2: PRIORITY WILL BE GIVEN TO MEETING HOUSING NEEDS ON PREVIOUSLY-DEVELOPED LAND BY APPLYING THE SEARCH SEQUENCE SET OUT IN POLICY H1 AND BY PERMITTING RESIDENTIAL DEVELOPMENT AT THE HIGHEST DENSITY THAT CAN BE ACHIEVED WITHOUT DETRIMENT TO LOCAL AMENITY, THE CHARACTER AND QUALITY OF THE LOCAL ENVIRONMENT AND THE SAFETY OF LOCAL ROADS, WHILST HAVING REGARD TO THE NEED TO PROVIDE A VARIETY OF HOUSING PROVISION WHICH IS ACCESSIBLE TO A RANGE OF EMPLOYMENT, SHOPPING, EDUCATION, HEALTH AND SOCIAL CARE, LEISURE AND COMMUNITY FACILITIES. DEVELOPERS SHOULD CONSIDER:

- (a) THE PROVISION OF SEMI-DETACHED AND TERRACED HOUSING AND FLATS;
- (b) THE DEVELOPMENT OF INFILL AND CORNER SITES;
- (c) DEVELOPMENT IN THE CITY CENTRE AND IN AREAS WHICH ARE WELL SERVED BY PUBLIC TRANSPORT;
- (d) DEVELOPMENT OF SITES IN THE CORE AREA OF THE CITY CENTRE WITHOUT PROVISION FOR MOTOR VEHICLE PARKING BUT WITH SECURE CYCLE PARKING FACILITIES, CAR PARKING PROVISION FOR DISABLED PEOPLE AND SPACE FOR DELIVERIES;
- (e) THE CONVERSION OF BUILDINGS TO FLATS OR BEDSITS;
- (f) THE CONVERSION TO RESIDENTIAL USE OF BUILDINGS, WHICH ARE VACANT, UNDER-USED OR IN POOR CONDITION, INCLUDING HISTORIC BUILDINGS, OFFICES AND VACANT FLOORSPACE ABOVE OFFICES AND SHOPS;
- (g) THE DEVELOPMENT OF NEW OFFICE BUILDINGS WHICH ARE DESIGNED TO ENABLE SUBSEQUENT CONVERSION TO RESIDENTIAL USE;
- (h) THE PROVISION OF RESIDENTIAL ACCOMMODATION IN UPPER FLOORS OF RETAIL AND OFFICE SCHEMES.

Housing Allocations

4.13 The Structure Plan First Review provides for 6,000 dwellings between 1995 and 2011. The housing requirement takes into account population projections, social and demographic change and in-migration and assumes a 10% reduction in vacancy rates to 2011. The provision at the 1st April 2004 is:

Completions 1995-2004	Dwellings 3,779
Land with planning permission at 1st April 2004	1,778
Total	5,557
Residual (6,000 dwellings requirement – 5,557 dwellings provision)	433

4.14 Part of the residual above will be met by the following sites which, at 1 April 2004, have the benefit of a Council resolution to grant planning permission, subject to the signing of a Section 106 Obligation. These sites will provide some 205 dwellings.

4.15 The City Council has carried out an Urban Capacity Study to assess the extent to which new greenfield sites will be required. This study has involved:-

- (i) a review of the availability and capacity of all existing local plan sites;
- (ii) identification and assessment of capacity of potential new sites within the built up area;
- (iii) evaluation of capacity through infill, 'living over the shop' and conversion.

Existing Sites/ Brownfield Allocations

4.16 Existing and potential sites were appraised to ensure that they are economically feasible, that a comfortable residential environment can be achieved and that any potential traffic problems can be overcome. Some existing sites were deleted because they appear unlikely to come forward. The potential on each site was then assessed on the basis of:

- (i) applying densities currently achieved under existing policy standards;
- (ii) applying alternative house types or reduced parking standards where this would not cause adverse impact on the local residential environment.

4.17 This appraisal, updated to 2004, has revealed that approximately 145-155 dwellings can be carried forward from the Local Plan Second Alteration (see Table 1) and a further 740 - 911 can be provided on new sites within the built-up area (see

Table 2) to achieve a total provision of 995 – 1066 dwellings. The dwelling capacities are estimates which are based on an assumption of the type of development that may be appropriate on each site but this does not rule out other options. The figures are, therefore, provided for guidance and to indicate the extent to which strategic requirements are met.

Table 1 : Local Plan Second Alteration Housing Sites Carried Forward

Site	Area (hectares)	Site Information	Site capacity (dwellings)
Queen Street/ Richmond Road	1.19	Suitable for flats and terraced housing, possibly a car free development.	70-80
Episcopal School/ Dinham Road	0.71	Capacity based on conversion and new build.	35
Allotment Gardens, Marypole Road	1.80	Greenfield site. The rationalisation and relocation of allotments on this site, to enable part of the land to be released for housing, is subject to the preparation of an allotment strategy for the City which will determine the extent of allotment needs. Pending the completion of the strategy, the site is allocated for housing/allotments.	40
Total			145-155

Table 2 : New Housing Sites Within The Built-Up Area

Site	Area (hectares)	Site Information	Site Capacity (dwellings)
Yeo and Davey, Old Tiverton Road	0.41	Suitable for terraced housing or town houses and flats.	15-35
Topsham Middle School, Parkfield Road	0.41	Development could include the conversion of some of the buildings on the site together with newbuild. Access to the site is achieved via Parkfield Road. The site lies within the Topsham Conservation Area. Careful design required. Suitable for sheltered	10-20

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		accommodation or a low rise high density car free development.	
Wyvern Barracks, Barrack Road	1.67	Surplus land including playing fields to the rear of Wyvern Barracks. Access to the site achieved from Dryden Road.	18-33
HMS Pellew, Dryden Road	0.88	MoD land surplus to military requirements. Suitable for residential use but development potential is constrained by shape of site. Access to the site achieved from Dryden Road.	30-35
Exeter Coldstore, Chancel Lane	2.02	Underused industrial site.	60-100
Royal Mail, Bonhay Road	0.4	Currently in industrial use. Suitable for terraced housing or flats.	12-20
Quay/Canal Basin Area		Part of a mixed-use development including leisure, retail and offices.	70
Fire Station, Howell Road	0.36	Redevelopment of site, currently used as fire station, following proposed relocation.	10-18
RNSD (Upper Site)/Land adjoining Newcourt House	15.05	To be developed in association with land north of Old Rydon Lane (see 4.26-4.28).	315-380
RNSD (Lower Site)	7.01	To be developed in accordance with a comprehensive plan for the area to include adjoining land to the east (see 4.28) together with the middle and upper RNSD sites and land north of Old Rydon Lane (see Key Proposal 8).	200
Total			740-911

Windfalls

4.18 In addition to the identified sites an important contribution to meeting requirements will come from the development of previously-developed land or the conversion of buildings but these cannot readily be identified. The Urban Capacity Study has assessed the ‘windfall’ capacity by examining the potential for infill,

‘living over the shop’ and conversions. Further capacity could be achieved through the redevelopment of employment land in the Water Lane area (see Key Proposal 6). This is dependant on relocation by the current occupiers and no specific sites are identified.

4.19 The scope for infill was considered by examining potential in the City Centre, district centres and local centres and in low density areas. This revealed that although the low density areas would appear to have potential because of the presence of large gardens, they have no track record of infill and are unlikely to come forward.

4.20 ‘Living over the Shop’ appears to be common in the district centres and secondary areas of the City Centre but is almost totally absent from the primary shopping area. Potential is therefore, relatively limited because there are few further opportunities in the district centres and the secondary shopping areas apart from the Fore Street/ New Bridge Street area. Space is difficult to achieve in the primary shopping area because often there is no separate access to the upper floors or because of storage needs or because the owners see greater potential in conversion to offices or shop expansion. Moreover there is often a reluctance to enter into mixed management agreements and there are concerns about security.

4.21 The estimates for conversions were based on:

- the intensification of low density areas;
- evidence of take-up rates from areas which have experienced conversion in the past;
- statistics on unimplemented planning permissions;
- analysis of the 1991 Census;
- survey information on vacant office floorspace in older properties or in residential areas; and
- the identification of offices which were previously residential or are part-residential.

4.22 This has demonstrated that the areas which might appear to have the greatest potential, predominantly large terraced housing close to existing centres, have already experienced considerable conversion and that the majority of other large houses are found in suburban estates with little market potential for conversion.

4.23 Based on the above analysis, the contribution to housing targets over the period 2004-2011 from infill, living over the shop and conversions may be of the order of 500 dwellings. This assessment reflects an increased level of windfalls in recent years, current Government guidance to encourage these uses and market interest in pursuing the opportunities. The windfall assessment does not include any allowance for new and redevelopment sites over 0.4 hectares.

Greenfield

4.24 To assess the potential from greenfield land a Landscape Appraisal was carried out of all land within Exeter which is subject to a landscape or valley park designation in the Local Plan First Alteration. Consideration was also given as to whether the greenfield allocations should be dispersed around the fringes of the City or concentrated in one area.

4.25 Land north of Old Rydon Lane was considered at the Inquiry into the Local Plan First Alteration. The Inspector concluded that the area was not of fundamental environmental quality and should be reviewed in the light of future housing requirements. The Local Plan First Review Deposit Draft concluded that the most sustainable option was to concentrate housing development in this area.

4.26 This was re-examined following the publication of Regional Planning Guidance for the South West which included advice on the need to identify land for strategic employment sites either within or close to the Principal Urban Areas. To meet this requirement part of the land north of Old Rydon Lane (south of the A379) is allocated as a science and technology park (see 3.14 – 3.16). The City Council has also taken into account the evidence that St. Bridget Nurseries will not be available for development within the plan period.

4.27 The Structure Plan Alteration 2001-2016 proposes a science park adjoining the City boundary in East Devon. If this is brought forward this would replace the need for a science park at Newcourt. However, the allocation at Newcourt must be retained until there is certainty that the East Devon proposal will be delivered

4.28 As a result, the housing allocation north of Old Rydon Lane covers some 9.3 hectares which could accommodate approximately 300 dwellings. This should be developed in a comprehensive manner with the adjoining previously-developed RNSD upper and lower sites (see Table 2) and with the science and technology park. The comprehensive approach should also embrace the land immediately to the east of the RNSD lower site, north of Topsham Road. This land is added to the housing development area, to provide approximately a further 50 dwellings, because it offers greater design flexibility for the development of the RNSD lower site and it makes a limited contribution to the landscape setting of the City. Comprehensive development (including phasing, until highway infrastructure is in place, and the provision of a range of community and educational facilities), forms an essential part of the overall spatial strategy for the area to the east of the outer bypass (see 14.31 – 14.33).

4.29 Accordingly the housing land allocations to meet the Structure Plan First Review requirement of 6,000 dwellings are as follows:

	Dwellings
Completions 1995-2004	3779
Land with planning permission at 1st April 2004	1778
Land with a resolution to grant planning permission, at 1st April 2004, subject to the signing of a Section 106 Obligation.	205
Previously developed windfalls	500
Site allocations	1235-1416
Total	7497-7678
Allowance of 10% for identified sites not coming forward	322-340
Total	7175-7338

4.30 Current Government guidelines state that 60% of additional housing should be provided on previously-developed land or through conversions. Approximately 72% of the total provision set out above is on previously-developed land.

4.31 Policy H3 sets out site considerations to be taken into account. In addition it is likely that investigation of ground contamination will be required on many brownfield sites and remediation works undertaken as necessary.

Phasing

4.32 PPG3 requires the managed release of housing sites to ensure that previously-developed land in urban areas is developed before greenfield sites. The previously developed sites proposed in Policy H3 are not, therefore, phased and can be developed at any time over the plan period. In addition to the Digby area, greenfield provision focuses mainly on the Newcourt area. This area is brought forward as a sustainable urban extension and forms a key element in the overall spatial strategy for the land between the outer bypass and the motorway (see 14.31–14.33). The development of this land is central to the delivery of the plan objectives. In view of the scale and comprehensive nature of the proposals, the Newcourt area needs to be released for infrastructure provision and development as early as possible so that it can contribute to meeting housing requirements throughout the plan period. Further greenfield sites will only be allocated for development, following local plan review, if previously-developed sites do not come forward as anticipated to meet housing requirements. Monitoring will determine whether a balanced provision of previously-developed sites and greenfield sites is being achieved.

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H3: THE FOLLOWING SITES ARE PROPOSED FOR RESIDENTIAL DEVELOPMENT:

SITE	AREA (HECTARES)	APPROX NUMBER OF DWELLINGS	SITE CONSIDERATIONS
1. QUEEN ST/ RICHMOND ROAD	1.19	70- 80	Access constraints, pedestrian access to Queen Street required. Noise mitigation measures may be necessary.
2. EPISCOPAL SCHOOL, DINHAM ROAD	0.71	35	Access constraints, possible car free development. Located within the St. Davids and Longbrook Conservation Area, conversion and re-development requires careful design.
3. ALLOTMENT GARDENS, MARYPOLE RD	0.80	40	Greenfield site. Allocated as housing/ allotments pending review of allotments.
4. YEO AND DAVEY, OLD TIVERTON ROAD	0.41	15-35	It will be necessary to determine the nature of the provision or contribution towards on or off-site open space or children's play space.
5. TOPSHAM MIDDLE SCHOOL, PARKFIELD ROAD	0.41	10-20	Located within the Topsham Conservation Area, careful design required.

6. WYVERN BARRACKS, BARRACK ROAD	1.67	18-33	Development of the site should provide for vehicular access from Dryden Road and secure by a Section 106 Obligation the provision on site of about one hectare of public open space fronting Dryden Road, including play space provision and a multi-use games area. Any development should provide for the retention of protected trees and achieve a sensitive relationship between the open space and the adjacent frontages of built development.
7. HMS PELLEW, DRYDEN ROAD	0.88	30-35	
8. EXETER COLDSTORE, CHANCEL LANE	2.02	60-100	A Transport Assessment should be submitted.
9. ROYAL MAIL, BONHAY ROAD	0.40	12-20	Noise mitigation measures may be necessary. Developer contributions may be required for flood defence measures.
10. QUAY/CANAL BASIN AREA (KEY PROPOSAL 6)	N/A	70	Careful design required to ensure that style and materials are sympathetic to listed buildings and the historic nature of the area.

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11. FIRE STATION, HOWELL ROAD	0.36	10-18	Site is prominent along a ridgeline. Careful design is required to ensure that new development is integrated into the surrounding area in terms of scale and massing.
12. RNSD UPPER SITE/LAND ADJOINING NEWCOURT HOUSE (KEY PROPOSAL 8)	15.05	315-380	Structure planting and buffer zone required between housing and the railway line.
13. RNSD LOWER SITE/LAND ADJOINING TO THE EAST (KEY PROPOSAL 8)	9.32	250	Development should be undertaken in accordance with a comprehensive plan for the area to include the middle and upper RNSD sites and land north of Old Rydon Lane. Effective landscape treatment is required on the eastern boundary.
14. NORTH OF OLD RYDON LANE (KEY PROPOSAL 8)	9.30	300	Greenfield site to be developed as part of a comprehensive plan for the Newcourt area.
Total		1235-1416	

Loss of Dwellings

4.33 Residential development comprises the largest single land use in the City. Retention of accommodation and making full use of the stock complements the identification of new residential sites to provide a stable community base on which to build and boost confidence in an area. However, housing is not always more valuable in the public interest than other uses. There is a role for non residential uses such as small workshops, social care and community facilities which support the local community and reduce the need to travel or there may be another overriding need. It may be the case that there is no realistic alternative if, for example, the residential

environment is considered to be unacceptably poor and unlikely to be improved in the foreseeable future or if the proposed use will serve the retention and proper maintenance of a building or buildings that would otherwise be lost. The impact of any alternative use on the local residential area will be taken into account.

H4: PROPOSALS INVOLVING A NET LOSS OF RESIDENTIAL ACCOMMODATION WILL NOT BE PERMITTED WHERE IT WOULD HARM HOUSING OPPORTUNITIES UNLESS:

- (a) THE PROPOSED USE WILL MEET A NEED FOR LOCAL COMMUNITY FACILITIES; OR
- (b) THERE IS AN OVERRIDING NEED FOR THE ALTERNATIVE USE; OR
- (c) THERE IS NO REALISTIC ALTERNATIVE; AND
- (d) THE PROPOSED USE WILL NOT HARM THE LOCAL RESIDENTIAL ENVIRONMENT AND WILL NOT PREJUDICE FUTURE RESIDENTIAL USE OF THE AREA.

Diversity of Housing

Conversion/ Special Needs/ Student Housing

4.34 The alteration of houses to flats and self-contained bedsitters can make a valuable contribution to housing stock provided that public health standards are maintained, including the provision of amenities, means of escape in case of fire and intensity of occupation. Any mismatch between household size and dwelling size can be relieved by the conversion of property. In contrast to new build the market is able to rapidly respond to demand by converting existing stock. If the property is already in multiple occupation the standard of accommodation is likely to be improved by conversion and parking problems may be reduced but it will result in the loss of low cost accommodation.

4.35 With increasing emphasis on the provision of owner occupation and the subsequent decline in the private and public sectors, many people on low incomes have turned to cheaper shared accommodation, often referred to as houses in multiple occupation (HMOs). However, many HMOs are unauthorised, having been established without the necessary planning consent. This has led to concern about standards of accommodation and their impact on adjoining residential properties and the character of an area. Problems include inappropriate location, overcrowding, lack of basic amenities, fire hazard and poor management leading to noise and disturbance.

4.36 Although there is potential for an increase in the supply of private rented accommodation as a result of the introduction of Government incentives to landlords to let property, rents are still likely to be a constraint. For many, HMOs will remain the only source of affordable housing. To safeguard the residential environment, the clustering of such premises should be avoided. It may be appropriate to take

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enforcement action against unauthorised HMOs where the use materially affects the amenity of the occupants of the building or adjacent buildings or the character of the area. However, where the use is well established and causes little detriment to the residential environment, the retention of the use may be permitted, subject to meeting environmental health standards.

4.37 The need for housing to meet the requirements of people with a wide range of special needs is also increasing. The Council's Housing Strategy aims to provide new permanent housing, in close association with the Health Authority, Social Services, the voluntary sector and housing associations. The accommodation should be designed to the highest level of accessibility that is reasonable and practicable in the circumstances, depending, for example, on whether the development involves a new building or alterations to an existing one. Car ownership amongst people with special needs is low so development should be located close to local shops and services, community facilities and bus routes. Residential areas next to shopping centres, which include a post office, chemist and doctors surgery, are suitable locations but, to maintain a balanced community and avoid social problems, special needs housing should not be concentrated in any one area.

4.38 Similarly the development of purpose built student accommodation beyond the University campus can give rise to loss of amenity if the development is not controlled. Priority should be given to locations which are close to the University or where the University is easily accessible by modes of transport other than the car i.e. along bus routes which serve the University or along cycle routes. Car parking provision should be limited.

4.39 Accordingly, the Council intends to actively promote greater diversity of housing provision but will take into account the impact of proposals on the residential environment and the character of the street and the effect on amenity space, parking and traffic safety.

H5: THE CONVERSION OF DWELLINGS TO FLATS, SELF-CONTAINED BEDSITTERS OR HOUSES IN MULTIPLE OCCUPATION AND THE DEVELOPMENT OF SPECIAL NEEDS OR STUDENT HOUSING WILL BE PERMITTED PROVIDED THAT:

- (a) THE SCALE AND INTENSITY OF USE WILL NOT HARM THE CHARACTER OF THE BUILDING AND LOCALITY AND WILL NOT CAUSE AN UNACCEPTABLE REDUCTION IN THE AMENITY OF NEIGHBOURING OCCUPIERS OR RESULT IN ON-STREET PARKING PROBLEMS;
- (b) THE PROPOSAL WILL NOT CREATE AN OVER CONCENTRATION OF THE USE IN ANY ONE AREA OF THE CITY WHICH WOULD CHANGE THE CHARACTER OF THE NEIGHBOURHOOD OR CREATE AN IMBALANCE IN THE LOCAL COMMUNITY;
- (c) SPECIAL NEEDS HOUSING IS LOCATED CLOSE TO LOCAL SHOPS AND SERVICES, COMMUNITY FACILITIES AND BUS ROUTES;

- (d) **STUDENT ACCOMMODATION IS LOCATED SO AS TO LIMIT THE NEED TO TRAVEL TO THE CAMPUS BY CAR.**

Affordable Housing

4.40 Government advice on the provision of affordable housing through the planning process is set out in Planning Policy Guidance Note 3 – Housing (paras 12-20), and in Circular 6/98: ‘Planning and Affordable Housing’. This guidance states that a community’s need for affordable housing is a material planning consideration which may properly be taken into account in formulating development plan policies and determining planning applications and that where there is evidence of need for affordable housing, local plans should include a policy for seeking an element of affordable housing on suitable sites. The Government advise that any local plan policy should be based upon a good understanding of the needs of the area during the period of the development plan.

4.41 To assess the level of need, the City Council commissioned Fordham Research to carry out a comprehensive Housing Needs Survey. The survey, which took place in Spring/Summer 2000, found that, in the period until 2005, approximately 3900 additional affordable homes might be required. This estimate takes into account other means of resolving housing need such as relets and facilitating transfers within the Council and RSL housing stock and through the provision of adaptations, repairs and improvements. The number of new affordable homes identified in the survey exceeds the total supply of all housing to be developed in the period until 2011.

4.42 An update of the survey, carried out in 2003, indicates a shortfall of just under 4,400 affordable homes up to 2008.

4.43 The Joint Housing Register, which is maintained by the Council and its partner Registered Social Landlords (RSLs) shows that there is a priority need for family homes. Although they do not form the majority of the people in need, households with or expecting children make up around 30% of the Register – these households tend to experience the worst housing conditions because they are more likely to be living in overcrowded conditions and sharing accommodation with other households. At the same time the supply of existing affordable rented accommodation is diminishing through the ‘Right to Buy’ Council homes and the ‘Right to Acquire’ Housing Association properties.

4.44 Affordable housing is defined as “both low cost market and subsidised housing that will be available to people who cannot afford to rent or buy houses generally available on open market”. This includes the provision of low cost as well as rented and shared ownership accommodation. The City Council especially encourage the provision of rented accommodation because the Housing Needs Survey suggests that few households in housing need in the City are able to afford low cost market housing. The Council will use the Housing Corporation rent caps and target rents, with increases limited annually in perpetuity by reference to the Retail Prices

Housing

Index, as a measure against which to assess affordability whichever tenure is secured. The Council will also use, as a measure, the reasonable maximum expected housing costs of people on low incomes and/or on housing and/or other welfare benefits or in low paid employment and not entitled to housing or other welfare benefits.

4.45 The City Council will, therefore, seek, through negotiations with landowners and developers, to ensure that a proportion of new dwellings on suitable sites within the plan period are made available to households in housing need. A realistic target is set which will help ease the problem but, in view of the level of need outlined above, it is recognised that achieving the target will by no means resolve the problem. The amount, type and mix of affordable housing and the mix of housing tenures will be a matter for negotiation but the Council will aim for 25% of the total dwelling provision on suitably qualifying sites, depending upon site conditions and other planning objectives. This level of provision (25% of the local plan allocations would provide over 500 houses in the period up to 2011) represents a reasonable and effective contribution.

4.46 The depth and breadth of need also justifies applying the policy to the lower site thresholds identified in Circular 6/98, i.e. to proposals on sites which are capable of yielding 15 dwellings or more or which have a site area of 0.5 ha or more, irrespective of the number of dwellings. The threshold is expressed in terms of the capability of the site, in order to overcome attempts to evade site thresholds, either by lowering densities, by phasing development, by submitting subsequent applications on the same site, or by the incremental acquisition of sites.

4.47 To ensure that the affordable housing, which is provided, continues to meet housing need in the City, it should wherever possible remain available for successive as well as initial occupiers. Circular 6/98 advocates that this can be best done through the involvement of a Registered Social Landlord. In addition, a condition or legal agreement will normally be attached to a planning permission to ensure that the housing does accommodate existing and incoming members of the local community in housing need. This is defined as:

- (i) people on the waiting list or transfer list of the Council or any registered social landlord; or
- (ii) people who qualify to move to Exeter to take part in a mobility scheme operated by the Council; or
- (iii) people who are homeless and who are considered to be in priority need of permanent housing; or
- (iv) people who live or work or who have written confirmation of work in the City and who are considered to be suitable to occupy affordable housing; and, in every case,
- (v) people on low incomes and/or on housing and/or other welfare benefits or in low paid employment and not entitled to housing or other welfare benefits.

4.48 Government advice states that there is a presumption that affordable housing should form part of the development of sites which are suitable for such accommodation. However, there may be circumstances where developers do not wish to include an element of affordable housing on a suitable site but are prepared to make alternative provision. In exceptional cases it may be acceptable for a financial or other contribution to be made towards the provision of affordable housing on a site elsewhere in the City.

4.49 PPG3 emphasises the need to create mixed and inclusive communities and urges local authorities to encourage a better social mix by avoiding the creation of large areas of housing of similar characteristics. To further these aims the City Council will negotiate with developers to secure a better mix of house types and tenures. In order to ensure the development of mixed tenure areas the Council will seek to negotiate planning obligations to make sure that the supply of affordable housing is provided concurrently with general market housing.

4.50 Supplementary Planning Guidance will be prepared to guide landowners, developers and other interested parties on the provision of affordable housing through the planning process in Exeter.

H6: HOUSING PROPOSALS ON SITES CAPABLE OF YIELDING 15 OR MORE DWELLINGS OR ON SITES OF 0.5 HA OR MORE (IRRESPECTIVE OF THE NUMBER OF DWELLINGS PROPOSED) SHOULD INCLUDE PROVISION FOR SUBSIDISED RENTED, SHARED OWNERSHIP OR LOW COST MARKET HOUSING TO CONTRIBUTE TO THE CITY WIDE TARGET FOR AFFORDABLE HOUSING.

THE COUNCIL WILL IMPOSE PLANNING CONDITIONS OR SEEK TO NEGOTIATE PLANNING OBLIGATIONS TO ENSURE THAT THE AFFORDABLE HOUSING IS OCCUPIED:

- INITIALLY, AND
- IN PERPETUITY INsofar AS ‘RIGHT TO BUY’ AND OTHER LEGAL REQUIREMENTS PERMIT,

BY MEMBERS OF THE LOCAL COMMUNITY WHO CANNOT AFFORD TO OCCUPY HOUSING GENERALLY AVAILABLE ON THE OPEN MARKET.

IN ASSESSING THE SUITABILITY OF A SITE FOR AFFORDABLE HOUSING THE FOLLOWING MATTERS WILL BE TAKEN INTO CONSIDERATION:

- LOCAL HOUSING NEED;
- SITE CONDITIONS; AND
- OTHER PLANNING OBJECTIVES

Housing for Disabled People

4.51 The City Council wishes to ensure that new housing will, as far as is reasonable, contribute to the needs of disabled people and enable them to live as independently as possible in the community. If an increasing proportion of the general housing stock is designed to a standard which makes this possible, it will allow people with disabilities more choice of housing and will make it increasingly unnecessary for people to move if they become less mobile.

4.52 The Housing Needs Survey, carried out for the City Council by Fordham Research (see 4.41 and 4.42), suggests that approximately 5,500 households in the City have at least one person with special needs. The main category of special needs are people with a physical disability and frail elderly households. A joint assessment system set up by the City Council Housing Services and Social Services indicates that there is a pressing need to resolve the housing difficulties of around 150 households, many of whom require wheelchair standard accommodation.

4.53 Changes to Part M of the Building Regulations, which deals with access and facilities for people with disabilities, mean that all new housing should now be built to a certain basic standard. Under the altered regulations new homes must be accessible by people who are disabled and by others, such as parents with children in pushchairs. The amendments now cover safe and convenient access across the threshold as well as the approach to the front door, to ensure that there is a space of a double buggy, wheelchair, stick or crutch user to get past a parked car and into the home.

4.54 The Building Regulations do not, however, require housing to be designed with the potential to be occupied by the 5% of people with severe disabilities and permanently confined to wheelchairs. Such housing generally needs to be on one level and, in addition to easy access, have above average space standards in order to allow for full wheelchair manoeuvre throughout. This means it will be desirable for any occupier, not solely people confined to wheelchairs. The principal features required at the construction stage in order to implement adaptation to full wheelchair standards at a later date are:

- (i) a level or slightly ramped approach and flush threshold at the main entrance;
- (ii) internal planning for wheelchair manoeuvre in all principal rooms;
- (iii) a downstairs bedroom and bathroom or, in a two storey house, a downstairs WC and a straight flight staircase suitable for the installation of a stair or chair lift;
- (iv) bathrooms and toilets large enough to permit lateral transfers from wheelchair to WC/bath and forward transfer from wheelchair to WC.

4.55 As there is an additional cost in providing the more generous than average standards required, it is appropriate that efforts to provide housing for people with disabilities should concentrate on larger schemes. To accord with Policy H6 on

affordable housing, this is set at 15 dwellings or more or which have a site area of 0.5 ha or more, irrespective of the number of dwellings. Since 1995 an average of 15 wheelchair homes have either been provided through new development or through adaptations to existing housing stock. To maintain this the Council will aim for 5% of the total dwelling provision on suitably qualifying sites, depending on the site conditions and other planning objectives.

H7: HOUSING PROPOSALS ON SITES CAPABLE OF YIELDING 15 OR MORE DWELLINGS OR ON SITES OF 0.5 HA OR MORE (IRRESPECTIVE OF THE NUMBER OF DWELLINGS PROPOSED), AND DEVELOPMENTS OF 20 OR MORE HOUSING UNITS WHICH ARE CONVENIENTLY LOCATED FOR SHOPS AND SERVICES, SHOULD PROVIDE AN ELEMENT OF HOUSING THAT CAN EASILY BE ADAPTED FOR OCCUPATION BY PEOPLE PERMANENTLY CONFINED TO WHEELCHAIRS. THE SCALE AND TYPE OF PROVISION SOUGHT WILL BE NEGOTIATED TAKING INTO ACCOUNT LOCAL NEED FOR SUCH HOUSING AND SITE CONDITIONS.

5.0 SHOPPING AND COMMERCIAL LEISURE

Objectives

- to sustain and enhance the vitality and viability of the City Centre, district centres and local centres, with particular focus on refurbishment and/or redevelopment of the Princesshay area and refurbishment/redevelopment of the Guildhall Centre;
- to advise that a sequential approach and an assessment of risk to the local plan strategy will be applied to proposals for retail development on unallocated sites;
- to locate commercial leisure facilities in the City Centre.

5.1 Over the last decade changing shopping habits have affected the nature of retailing. As a consequence of rising affluence and the increased level of car ownership, shoppers have placed greater emphasis on convenience and accessibility. The response from retailers has been to develop stores in non-central locations. In Exeter this has resulted in the development of food superstores with Tesco at Rydon Lane, Sainsburys at Pinhoe, the relocation of Sainsburys from Exe Bridges to Alphington Road and the development of retail warehouses at Stone Lane, Marsh Barton; Alphington Road and Sowton.

5.2 Exeter's relative attractiveness as a major shopping centre will be increasingly challenged by competition from elsewhere, most notably Cribbs Causeway, outside Bristol; Drakes Circus redevelopment in Plymouth, and possible additional development in Taunton.

Strategic Guidance

5.3 Government policy on retailing (Planning Policy Guidance Note 1: General Policy and Principles, February 1997 and Planning Policy Guidance Note 6: Town Centres and Retail Development, June 1996) emphasises the need to sustain and enhance town centres (defined as city centres and suburban centres) as this ensures the availability of a wide range of shops, employment services and facilities to which people have access by a choice of means of transport.

5.4 A sequential approach should be adopted for new retail development and other key town centre uses. First preference should be for town centre sites, followed by edge-of-centre sites, district and local centres and, only then, out-of-centre sites in locations that are accessibly by a choice of means of transport. The onus will be on a developer to demonstrate that, in making any proposal for out-of-centre retailing, all potential town centre and edge-of-centre options have been assessed thoroughly. Retailers and developers will need to be more flexible about the format, design and scale of the development and the amount of car parking. Developments in existing centres should be of a scale appropriate to the size of the centre.

5.5 Regional Planning Guidance and the Structure Plan support the need to maintain and enhance the function of existing town centres and the need to ensure that new development is located where it will be accessible to those without private transport and will reduce the need to travel.

5.6 Maintaining the viability of the existing shopping centres is essential to maximise choice and convenience for all sections of the public. These centres will be the most appropriate locations for new shopping development. Their success and prosperity will, however, depend on a range of measures including modernisation and refurbishment, environmental enhancement, protection of retail frontages, mixed use development, promotion of specialist shopping, improved accessibility, adequate parking facilities, support for the evening and night time economy and support for cultural or arts events, activities and venues.

Retail Capacity

5.7 To inform the Local Plan First Review, the capacity for additional retail floorspace in the City up to 2011 has been assessed with the help of consultants, CBRE. The forecast, prepared in 2004, suggests that there will be capacity within the current plan period to 2011 for additional foodstore provision but no further capacity for retail warehouses. The forecast also indicates some capacity, post Princesshay, for additional City Centre comparison floorspace.

City Centre

5.8 The challenge from out-of-centre shopping has focused attention on the need to enhance the quality and character of every aspect of the City Centre. The strength of the City Centre lies in its ability to provide a complete range of activities, for shopping, work, culture, leisure and relaxation; it is also the focus of the public transport system and many people can walk to it. If the City Centre is not supported, the trend towards dispersal, car dependence and inequality of access will continue. Restraining dispersal must be matched by investment and positive action in the City Centre supported by a long-term commitment so that confidence (e.g. by retailers, financial institutions and property developers) can be created and maintained.

5.9 The forecast potential for net additional durable floorspace in the City Centre by 2011 indicates that the Princesshay scheme can be accommodated (see Key Proposal 2). On completion it should be fully supportable by available expenditure and would be unlikely to have a major adverse impact on either the City Centre as a whole or on other town centres within and outside the catchment area.

5.10 The Consultants point out that it is not certain that forecast trends will be realised and that, before any further retail allocations are made, it is essential to allow time for the Princesshay scheme to be absorbed into the City Centre and the inevitable transitional effects, such as short-term increases in empty properties, to die down.

5.11 No provision is made for additional foodstores in the City Centre because earlier forecasts, on which the Plan was prepared, suggested that there was very little

capacity. This will be reviewed through the forthcoming Local Development Framework.

5.12 It is, therefore, proposed that the Princesshay scheme, which provides a gain of approximately 20,000 sq. metres net additional durable floorspace, is retained as the key priority; and that further retail floorspace is included in the Bus and Coach Station development (see Key Proposal 3), subject to the scale of retail provision being determined when the impact of Princesshay has been assessed. Enhancements to the Guildhall Centre through refurbishment/redevelopment will also be essential if it is to compete effectively with the new developments. Guidance is set out in a planning brief. Specialist retail units will form part of proposals for the Quay/Haven Banks area (see Key Proposal 6) and local centre retail units may form part of a mixed development scheme for the St Davids Station area (see Key Proposal 5).

5.13 Through the preparation of the forthcoming Local Development Framework the capacity and need for additional floorspace will be monitored taking into account changing economic conditions and the impact of Princesshay. Further proposals, in addition to the above, will be subject to the sequential approach (see 5.21 - 5.23).

Out of Centre Convenience Superstores

5.14 Out-of-centre superstores provide convenient access by car and the ability to buy all convenience needs under one roof. They also perform some of the functions of a local centre. However, with the provision of a Tesco store at Digby, a Sainsburys store at Pinhoe and the relocation of Sainsburys from Exe Bridges to Alphington Road, the City Council believes that major car-borne convenience needs in Exeter and the surrounding area have substantially been met for the foreseeable future.

5.15 The capacity for additional out-of-centre foodstores indicated by the 2004 CBRE retail study must be considered with regard to the potential impact on existing foodstores in district and local centres. While replacement of these by superstores elsewhere could amount to qualitative upgrading of facilities it could also act to the disadvantage of some local residents, particularly those who do not have access to a car.

5.16 Accordingly, should it be demonstrated that additional foodstore provision can be justified by a growth in available expenditure, they should be located in the existing centres, if suitable sites are available, because this will provide:

- greater convenience for shoppers able to buy a range of food and non-food goods on one trip as well as undertaking related activities;
- a reduction in journeys as a result of multi-purpose trips, and thus, less pollution, resource waste etc.;
- support for more marginal (specialist shops) and tourist facilities through joint trips and, consequently, ability to sustain the buildings which they occupy;
- a service for residents and workers and those on low income without access to a car.

5.17 Additional out-of-centre foodstore provisions will be considered through the forthcoming Local Development Framework.

Retail Warehouses

5.18 The sale of durable goods should also be primarily focused on the existing centres. This includes bulky goods if the existing centres can accommodate them, by virtue of the design and scale of the proposed buildings and/or the goods to be marketed. Traditionally, goods such as electrical appliances, carpets and furniture have been sold from department stores and other High Street shops. Whilst the display of such items may require large showrooms, their sale does not necessarily require an out-of-centre retail warehouse format with extensive areas of adjacent surface car parking. In the City Centre the proposal for Princesshay/Bedford Street will provide for increased expenditure on durable goods, including bulky goods.

5.19 The 2004 CBRE study suggests that there will be no capacity, in addition to that recently provided at Sowton, Exe Bridges and Digby, for further retail warehouse provision over the plan period. The City Council is, therefore, concerned that further out-of-centre provision will reduce retailer demand at Princesshay and depress the confidence of potential investors.

5.20 No further provision is made but the capacity and need for additional floorspace will be monitored. Proposals will be subject to the sequential approach (see 5.21 - 5.23).

Policy Guidance

5.21 A proposal for retail development on a site not allocated in the Local Plan First Review will only be permitted if it is clear that there is a need for the development and that it would not have an unacceptable adverse impact on the existing shopping centres. Subject to this evidence the proposal will be examined as to whether it is located in accordance with the sequential approach. This means that, even if it can be shown that an out-of-centre proposal would not harm the vitality and viability of the existing centres, including the prospect of securing public or private investment, it will not be permitted if there is potential for the development, or for the goods to be sold, in the existing centres.

5.22 The application of the sequential approach will take into account whether there is flexibility in the trading format of the proposed retail development. First preference will be the primary shopping area of the City Centre followed by the secondary shopping areas, edge of centre, district and local centres. Only then will out of centre locations be considered provided they are accessible by a choice of means of transport. The primary and secondary shopping areas of the City Centre and the district and local centres are identified on the Proposals Map. In view of the linear nature of the primary and secondary shopping areas, edge of centre is defined as a site which is no more than 300 metres from the primary shopping area and is functionally or physically linked with it such that significant linked trips would occur. This would take into account other material considerations such as barriers to pedestrian movement, topography and intervening development.

5.23 Need can be demonstrated by a growth in available expenditure but, in the case of foodstores, this could also take into account other factors such as where the proposal would remedy deficiencies in the pattern of provision for people without access to a car. It could also be demonstrated by the potential to reduce car journeys. Where applicable this would override the preference for a location in the existing centres. Extensions, whether for food or non-food, will be subject to the same overall policy approach.

S1: RETAIL DEVELOPMENT IS PROPOSED AT:

1. PRINCESSHAY (KEY PROPOSAL 2)
2. BUS AND COACH STATION (KEY PROPOSAL 3)
3. GUILDHALL SHOPPING CENTRE
4. QUAY/ CANAL BASIN AREA (KEY PROPOSAL 6)

THE PROVISION OF FURTHER RETAIL FLOORSPACE WILL ONLY BE PERMITTED IF THE PROPOSAL, EITHER BY ITSELF OR CUMULATIVELY, WILL NOT HARM THE VITALITY OR VIABILITY OF THE EXISTING SHOPPING CENTRES, INCLUDING THE PROSPECT OF SECURING PUBLIC OR PRIVATE INVESTMENT IN THESE CENTRES.

SUBJECT TO THE ABOVE, PROPOSALS MUST BE LOCATED IN ACCORDANCE WITH THE SEQUENTIAL APPROACH. FIRST PREFERENCE IS THE PRIMARY SHOPPING AREA OF THE CITY CENTRE; FOLLOWED BY THE SECONDARY SHOPPING AREAS, EDGE OF CENTRE SITES WHICH ARE FUNCTIONALLY OR PHYSICALLY LINKED TO THE PRIMARY SHOPPING AREA, AND THE DISTRICT AND LOCAL CENTRES; AND ONLY THEN OUT OF CENTRE SITES IN LOCATIONS THAT ARE ACCESSIBLE BY A CHOICE OF MEANS OF TRANSPORT.

5.24 Proposals for retail development within the existing centres must be in keeping with the scale and character of the centre or, should out-of-centre development be permitted, with the character and environment of the area. All proposals must be, or capable of being made, readily accessible by public transport, bicycle or on foot and by people with a disability.

5.25 Permission for retail warehousing will be subject to conditions to control the character of the development, the size of individual units and the range and/or type of goods sold. Otherwise there is potential for a retail warehouse to be occupied by smaller durable goods shops which will compete with those normally to be found in the City Centre and district centres.

S2: PERMISSION FOR RETAIL WAREHOUSES WILL BE SUBJECT TO CONDITIONS WHICH WILL PREVENT SUB-DIVISION AND WHICH WILL RESTRICT THE GOODS TO BE SOLD TO BULKY GOODS AND THE PROVISION OF GOODS AND SERVICES FOR THE CONSTRUCTION, REPAIR,

MAINTENANCE AND IMPROVEMENT OF THE HOME, GARDEN AND MOTOR VEHICLE.

Shopping Frontages

5.26 An important element in the strategy to maintain the vitality and viability of existing shopping centres is the part played by other business uses such as banks, building societies and estate agents and by restaurants. The Town and Country Planning Use Classes Order 1987 defines the Class A uses generally to be found in shopping areas as:

Class A1: Shops

Class A2: Financial and Professional Services

Class A3: Food and Drink

5.27 Technology is having a major impact on the financial sector. Many of the High Street banks are restructuring and moving functions away from the town centre. The branch network is being rationalised with a significant number of closures, but at the same time some banks are looking to reposition themselves in town centres as they move towards becoming retailers of financial services.

5.28 Public houses, restaurants, cafes and takeaways are important elements of a healthy shopping centre, contributing to the vitality of the area and supporting tourism and the evening economy. Many visitors will judge the quality of the centre on the availability and quality of food and drink establishments as part of the range of retail and non-retail facilities they are seeking.

5.29 A balance of shops and other uses which are suitable in shopping streets, is, therefore, desirable provided this can be achieved without creating damaging breaks in the shopping frontage, particularly by A2 uses. Such breaks destroy the atmosphere of the centre as an exciting and lively place to shop. They may be visually unattractive, can reduce pedestrian flows and fragment the retail integrity of the centre. The quality and facility of the City Centre would be enhanced if financial and professional services were mainly provided in the secondary shopping areas whilst retaining the shopping function of these areas.

5.30 Some facilities, such as NHS Walk-In Centres depend on a town centre location for their success and are designed with a shop frontage for inclusion in town centres. In assessing whether harm may be caused to the viability and vitality of a centre, they are treated as having characteristics similar to an A2 use.

5.31 Financial and professional services also provide a service to local communities and are important to the vitality and viability of district and local centres, provided that this is not at the expense of retention of local shops. Local shops form an essential part of community life, particularly for those who are less mobile, the elderly and disabled people, families with small children and those without access to a car. They also contribute to reducing the need to travel, thereby reducing CO₂ and

other emissions. The protection of shop frontages is therefore just as relevant in the district centres and local centres as it is in the City Centre.

5.32 Proposals will be assessed to determine whether they are likely to cause harm to the vitality and viability of existing centres. The City Council believes that the circumstances in which harm may be caused are:

- (a) the change of use of ground floor Class A uses (shops, financial and professional services and food and drink) to other uses outside Class A;
- (b) the change of use of ground floor shops (Class A1) to food and drink (Class A3) if, following implementation of the proposal and existing permissions, less than 50% of the separate ground floor Class A premises within the same shopping frontage will be in Class A1 shopping use;
- (c) the change of use of ground floor shops (Class A1) to financial and professional services (Class A2) if, following the implementation of the proposal and existing permissions:
 - (i) less than 80% of the separate ground floor Class A premises within the same shopping frontage will be in Class A1 shopping use in the primary shopping area;
 - (ii) less than 50% of the separate ground floor Class A1 premises within the same shopping frontage will be in Class A1 shopping use in the secondary shopping areas, district centres and local centres;
- (d) the change of use of ground floor shops (Class A1) if, as a result, more than 3 single non-shop (Class A1) units will be located immediately adjacent to each other, creating a break in a continuous shopping frontage.

5.33 The presumption that harm will be caused in the circumstances outlined above will take into account the location, prominence and length of frontage of the premises, nature of the use proposed, including the level of pedestrian activity associated with it, and the number of ground floor vacancies in the area. An exception to the presumption of harm in these circumstances may apply where the proposal is for the temporary use of buildings which are pending redevelopment.

5.34 This guidance ensures a high proportion of shops in the primary shopping area of the City Centre, whilst allowing greater flexibility for food and drink than for financial and professional services. The guidance provides considerable flexibility to accommodate both uses in the secondary shopping areas, district centres and local centres.

5.35 The primary and secondary shopping frontages of the City Centre are identified in Appendix 2. The frontages will be subject to amendment on completion of major new retail developments, such as Princesshay, which will add to the extent of primary shopping frontage. The Guildhall Centre (excluding the stores with a main frontage onto High Street) and the Harlequins Centre are each treated as a single

frontage. Similarly each district centre and local centre, as identified in Appendix 2, is treated as a single frontage. The areas identified in Appendix 2 may include non-retail frontages but the percentage guidance applies to Class A uses only.

5.36 Elsewhere in the City a widespread distribution of shops, whose primary purpose is to serve the local residential area, should be retained unless there are adequate alternative retail facilities in the same local area or the use is not viable.

S3: THE CHANGE OF USE OF GROUND FLOOR RETAIL (CLASS A) PREMISES WILL NOT BE PERMITTED IN THE PRIMARY AND SECONDARY SHOPPING AREAS OF THE CITY CENTRE AND IN THE DISTRICT AND LOCAL CENTRES IF IT WOULD HARM THE VITALITY AND VIABILITY OF THE CENTRE.

S4: IN AN EXISTING RESIDENTIAL AREA THE CHANGE OF USE OF GROUND FLOOR SHOPS (CLASS A1) WILL NOT BE PERMITTED IF IT WOULD HARM THE LEVEL OF RETAIL SERVICE TO THE LOCAL COMMUNITY.

Food and Drink

5.37 The provision of food and drink outlets is most appropriate in the City Centre, district centres and local centres; in employment, cultural, leisure and tourist areas; and within purpose built cultural, leisure, retail or mixed use developments, providing there is no detriment to residential amenity, traffic conditions or community safety. In these areas it may be appropriate to allow extended hours of operation in order to stimulate the evening economy. In sensitive areas, such as High Street, Cathedral Yard, Cathedral Close, Gandy Street, Castle Street and West Street, restaurants and cafes will only be approved if they do not include hot food takeaways.

5.38 Although the part played by food and drink in a shopping centre is recognised such uses can also create problems of noise, litter and anti-social behaviour, including general disturbance and public disorder particularly late at night. This can cause harm to the attractiveness of the centre. The advice of the Police will be taken into account when considering such proposals. Where applications are approved conditions will be attached relating to control of smell and hours of operation and, where appropriate, the installation of litter bins. A financial contribution will be sought towards the installation of CCTV equipment where the potential for anti-social behaviour, generated as a result of the development, would otherwise justify refusal.

S5: PROPOSALS FOR FOOD AND DRINK (CLASS A3), INCLUDING HOT FOOD TAKEAWAYS, WILL BE PERMITTED, SUBJECT TO POLICY S3 WITHIN:

- (a) THE CITY CENTRE, DISTRICT CENTRES AND LOCAL CENTRES;**
- (b) OTHER COMMERCIAL AREAS WITH ACTIVE STREET FRONTAGE USES;**

- (c) AREAS OF CULTURAL OR LEISURE USE, PUBLIC AMENITIES AND TOURIST ATTRACTIONS;
- (d) PURPOSE BUILT CULTURAL, LEISURE, RETAIL OR MIXED USE DEVELOPMENTS,

PROVIDED THAT:

- (i) THE PROPOSAL WILL NOT HARM THE AMENITIES OF NEARBY RESIDENTS BY VIRTUE OF NOISE, SMELL, LITTER OR LATE NIGHT ACTIVITY;
- (ii) IN HIGH STREET, CATHEDRAL YARD, CATHEDRAL CLOSE, GANDY STREET, CASTLE STREET AND WEST STREET, CHANGE OF USE TO FOOD AND DRINK (CLASS A3) WILL ONLY BE PERMITTED SUBJECT TO A CONDITION PREVENTING USE AS A HOT FOOD TAKEAWAY;
- (iii) THE PROPOSAL WILL NOT CREATE OR INCREASE THE POTENTIAL FOR PUBLIC DISORDER AND CRIME OR REDUCE THE PERCEIVED ATTRACTIVENESS OF THE CENTRE;
- (iv) A FINANCIAL CONTRIBUTION WILL BE SOUGHT THROUGH A PLANNING OBLIGATION TO MEASURES WHICH WOULD IMPROVE COMMUNITY SAFETY, WHERE THIS WOULD ENABLE THE DEVELOPMENT TO BE PERMITTED.

Commercial Leisure

5.39 Commercial leisure is a rapidly expanding sector of the economy. Nationally it is projected that over the next 10 years it will provide 1 in 4 of all new jobs. The core sector is characterised by the growth of the multiplex cinema, the rapidly expanding health and fitness sector, the downturn in bingo except where combined with food and gaming machines, the expansion of the restaurant market and the major shift by breweries to large fun and food based outlets. Shopping, tourist facilities, sports centres and aspects of education such as museums can all be regarded as commercial leisure but are considered separately.

5.40 The growth of the commercial leisure sector has occurred in response to major changes in the way we live and work - the growth of part time and evening work, working at home, teleworking and, 'drop in' business centres; introduction of flexi-time which has stimulated leisure activity in the early morning and mid-day; return to the city; greater disposable income created, despite increased disparities, particularly for single people and women at work; 24 hour supermarkets and banking; and increased cinema attendance stimulated, not damaged, by growth in videos. These trends have resulted in the dramatic growth of the evening and night time economy.

5.41 The City Council wishes to respond positively by supporting and promoting opportunities for commercial leisure in the City Centre at locations which are accessible by a choice of transport. A commercial leisure study has been carried out by consultants Deloitte and Touche to identify demand.

5.42 The catchment population within a 30 minute drive time of Exeter is approximately 215,000. The population is below average in the 15-44 core target market, and significantly less in the 16-29 age group, but above average in the over 55s. By contrast there is a relatively high number of young adults within the City because of the presence of Exeter and Plymouth Universities. Nationally the reduction in the 15-34 age group combined with an ageing population has led to commercial leisure operators seeking to target older age groups. The catchment population is characterised as relatively affluent and mobile, with above average proportions of professional/managerial and skilled non-manual. These are characteristics which are highly attractive to commercial leisure developers and operators.

Public House and Licensed Premises

5.43 Public houses have increasingly diversified into catering but other trends include the growth of themed pubs, brands which include soft-play areas for children, pubs which aim to be less intimidating for women and the development of 'super-pubs'. In proportion to its size Exeter does not have a high number of pubs but recent City Centre developments have tended to be orientated towards pubs for younger people. The commercial leisure consultants have advised that there is a need for a change in the existing supply towards higher quality, food led pubs for the older, 25 years and above, and family age groups preferably within a heritage/restaurant quarter. Proposals at the Quay partly focus on this area of demand (see 5.50 and 14.20-14.30).

Night Clubs

5.44 In view of the need to re-invest in technology and design to stay at the leading edge of the night club scene new developments tend to originate from the larger leisure organisations. Often they prefer an out-of-town location to the detriment of the City Centre. Within a town centre operators will seek a location reasonably close to other night time leisure activities including pub and restaurant quarters.

5.45 Exeter is relatively well provided with night clubs, in terms of numbers, through provision in the City Centre, at the Quay and at the University. None form part of national or regional operation or are sufficiently 'leading edge' to play a major role in the development of the evening economy. Some of the clubs are located at the Quay area close to residential areas. There have been problems of noise, environmental nuisance, crime and disorder and the lack of fast food and taxis forces a migration of people through other residential areas late at night. The Quay is more suited to other forms of leisure development such as higher quality food and drink and culture based attractions.

5.46 As befits Exeter's role as a regional centre, a higher standard new generation night club is required. To resolve current problems, and in accordance with Government guidance, it should be located in the City Centre, close to existing clubs and restaurants, well related to parking and public transport and where it will not affect residential property.

Cinemas

5.47 The revival of the cinema industry has been due to the introduction of the multiplex and the success of the 'block-buster' film. The commercial leisure study estimates that there is an existing demand for additional screens. Although the existing cinemas may be affected, additional cinema going may be attracted. A medium size multiplex seems justified provided it has a prominent location, with good accessibility by public transport and sufficient safe parking close to the site.

Other facilities

5.48 The commercial leisure consultants advise that demand appears insufficient to support additional free standing tenpin bowling, bingo or family entertainment centres although they may be viable in association with a multiplex. The catchment population does not justify major leisure facilities such as an ice rink.

Potential Locations

5.49 The Bus and Coach Station site, because of its size, prominence and proximity to the primary shopping area and existing parking, is considered to be the only site suitable for a major commercial leisure development. It is proposed that, in addition to an enhanced bus station, retail facilities and short stay public car parking, the site will accommodate a multi screen cinema and night club, together with supporting pubs and restaurants (see Key Proposal 3).

5.50 This will be complemented by re-focusing the Quay away from late night entertainment to a heritage and restaurant quarter supported by a range of visitor attractions and leisure activities (see Key Proposal 6).

5.51 In the City Centre the change of use of buildings to restaurants and coffee houses will be particularly encouraged subject to the protection of retail frontages.

5.52 Any further proposals for commercial leisure development must be located in accordance with the sequential approach as set out in Policy S1.

Amusement Arcades

5.53 In considering proposals for amusement arcades the Council will take into account the likely impact on the neighbourhood and may impose conditions. They are generally of concern in conservation areas or in listed buildings. By their very nature, they rarely, if ever, preserve or enhance the character or appearance of such areas or buildings. They will not be appropriate in the primary shopping area of the City

Shopping and Commercial Leisure

Centre because of the need to maintain its vitality for shopping nor at key tourist locations where the character and image of the area must be protected. They will not be appropriate close to housing, schools, churches, hospitals or hotels because of the potential for noise and general disturbance.

S6: AMUSEMENT ARCADES WILL NOT BE PERMITTED:

- (a) IN THE PRIMARY SHOPPING AREA OF THE CITY CENTRE;**
- (b) IN THE CATHEDRAL, CASTLE AND QUAYSIDE TOURIST AREAS;**
- (c) CLOSE TO HOUSING, SCHOOLS, CHURCHES, HOSPITALS OR HOTELS;**

AND GENERALLY:

- (i) WHERE THEY WOULD HARM VISUAL AMENITY OR CAUSE NOISE OR DISTURBANCE;**
- (ii) WHERE THEY WOULD HARM THE CHARACTER, APPEARANCE AND/OR SETTING OF CONSERVATION AREAS, LISTED BUILDINGS OR BUILDINGS OF LOCAL IMPORTANCE.**

6.0 TOURISM

Objectives

- to adopt a sustainable approach to tourism in the City;
- to establish Exeter as a year round leisure and business tourism destination

6.1 Tourism benefits the city by the provision of jobs and the support of services which the local population alone could not sustain. A 2000 study estimated that the City receives 250,000 staying trips, 993,000 visitor nights and nearly 2 million non-local day visitors. Tourism in 2000 contributed £86.7 million into the City's economy and supported over 2,800 jobs in the City, around 5% of the City's working population.

6.2 The growth in the short break market, increased popularity of special interest holidays, particularly those that focus on heritage, culture and shopping, and the trend towards higher quality coaching holidays, all point towards considerable potential for tourist growth in the City. Added to this, the meetings and conference market offers Exeter the opportunity to benefit from increased business tourism with a move towards the smaller conferences, to which the City's venues are well suited and have the capacity to exploit.

6.3 However, tourism development can increase traffic and reduce the quality of the townscape and environment. These problems can actually reduce the attractiveness of the City to tourists and thus damage the industry itself as well as causing direct economic and social disbenefits to the local community, hence the need for tourism management. The City Council approach to tourism management is set out in its Tourism Development Strategy which takes into consideration the strategies of South West Tourism, the English Tourism Council and the British Tourist Authority.

Strategic Guidance

6.4 The Government (Planning Policy Guidance Note 21: Tourism) considers that tourism can act as a positive force for environmental protection and enhancement and provide opportunities for urban regeneration. The central objective is to achieve sustainable development that serves the interests of both economic growth and conservation of the environment. This is reflected in Regional Guidance which directs new facilities towards those areas that can most effectively manage the increased tourism pressures. It is also reflected in the Structure Plan which seeks to maintain and focus tourism development on the county's main centres, including Exeter, with the aim of promoting sustainable tourism.

Local Plan Objectives

6.5 The core features of sustainable tourism development are supporting the local economy, the re-use of previously-developed land, the conservation and enhancement of cultural heritage resources and the promotion of alternatives to the private motor

car. The development of year round facilities aims to maximise the efficient use of tourism infrastructure including transport systems and accommodation. Exeter City Centre and adjacent areas, including the Quayside, encompass most of the City's tourist infrastructure of facilities and attractions and contain brownfield sites that would benefit from tourist development. They also include most of the City's cultural and heritage resources that could equally contribute to and benefit from tourism and are both nationally and locally accessible by rail, coach and bus services. Consequently these are the preferred areas for tourism development.

6.6 Topsham is also a rich cultural resource attractive to tourists. Here the focus will be on maintaining the quality of existing tourist and visitor attractions, with emphasis on the built and natural character of the area, rather than major new tourist development.

6.7 The management of the City's shopping, transport, leisure, landscape and historic townscape resources are all important aspects of Exeter's tourism product. Of particular significance are the retail proposals for the Princesshay/ Bedford Street area (see Key Proposal 2); the commercial leisure proposals for the Bus & Coach Station (see Key Proposal 3); improving accessibility, particularly through park and ride (see Section 9: Transport); protection of the City's heritage (see Section 10: Conservation) and of the environment (see Section 11: Landscape and Section 12: Environment); and the emphasis on good, innovative design (see Section 13: Design Guidance).

6.8 To maximise the benefit from tourism to the City the provision of first class visitor information and services is crucial. The Council intend to develop a comprehensive and effective network of pedestrian signing to guide tourists in the City Centre; between the City Centre and the Quay; and from St David's rail station and Central rail station, the Bus and Coach Station and the car parks. The interpretation board network will be expanded, tourist information provided in car parks and, most importantly, a Heritage Centre and a multi-use Tourist Information Centre and Booking Centre established in the Princesshay scheme.

Tourist Accommodation

6.9 Hotels in the City Centre and adjacent areas are accessible to tourists by public transport, being close to the national public transport nodes of St. David's and Central rail stations and the Bus & Coach Station. A large hotel close to these facilities is likely to generate less traffic than developments remote from the City Centre for which the only realistic mode of access will be by car. Tourists staying in the City Centre are more likely to use local services and facilities, maximising the benefits of increased tourist spending to the economy.

6.10 The central area of Exeter contains a number of sites allocated for office development and includes some office buildings that are not suited to modern office operations due to their size, layout and facilities. Provided that the supply of office accommodation to meet investment opportunities is maintained, the development of office land or conversion of office buildings may provide the best locations for hotel provision. The impact on the availability of offices to meet demand will be subject to regular monitoring. Hotel development on employment land outside the City Centre

will be assessed against Policy E3 to determine whether any harm is likely to be caused to business or employment opportunities by the loss of employment land.

TM1: HOTEL DEVELOPMENT WILL BE PERMITTED IN THE CITY CENTRE ON LAND ALLOCATED FOR OFFICES OR THROUGH THE CONVERSION OF AN OFFICE BUILDING, AND AT THE QUAYSIDE, PROVIDED THAT:

- (a) THE DEVELOPMENT WILL NOT HARM THE AMENITIES OF NEARBY RESIDENTS BY VIRTUE OF NOISE, SMELL, LATE NIGHT ACTIVITY OR PARKING;
- (b) ADEQUATE FACILITIES FOR ACCESS BY BUS OR COACH ARE PROVIDED;
- (c) APPROPRIATE SITES REMAIN AVAILABLE TO MEET OFFICE DEMAND.

6.11 Small hotels and self-catering establishments, e.g. conversions with less than 25 rooms, make an important contribution to the local economy. Unlike larger establishments small hotels do not generate large amounts of traffic and may be permissible throughout the City provided that the impact on the amenity of nearby residents is controlled. The potential disturbance from the use of facilities such as bars, restaurants, conference rooms and leisure facilities by non- staying guests could damage that amenity as could excessive traffic or pressure on shared neighbourhood parking.

TM2: THE DEVELOPMENT OF SMALL HOTELS AND GUEST HOUSES AND SELF-CATERING ACCOMMODATION WILL BE PERMITTED IN RESIDENTIAL AREAS WHERE:

- (a) THE DEVELOPMENT WILL NOT HARM LOCAL AMENITY BY VIRTUE OF NOISE, SMELL, LATE NIGHT ACTIVITY OR PARKING;
- (b) FACILITIES ARE RESTRICTED TO USE BY STAYING GUESTS UNLESS AMENITY CAN BE SHOWN TO BE MAINTAINED.

Tourism Action Areas

6.12 The Tourism Development Strategy stresses that Exeter's tourist image is based on its heritage, vibrancy and quality of life. New attractions should respect and enhance these qualities.

6.13 Three Tourism Action Areas have been identified where such development is desirable. These are:

- (i) The Cathedral precinct;
- (ii) The Castle & Museum precinct;

- (iii) The Quay/Canal Basin Area (see Key Proposal 6).

6.14 Within these areas the provision of visitor centres, cafes, restaurants, specialist shops, craft outlets, artists studios and galleries, public space for performance and leisure activities, may be promoted. As they are all within conservation areas a high quality of design is essential. They will be supported by measures to enhance the environment and, where feasible, the removal of traffic together with the provision of accurate and attractive signing and interpretation.

TM3: WITHIN THE TOURISM ACTION AREAS:

- (a) PERMISSION WILL BE GRANTED FOR TOURIST ATTRACTIONS PROVIDED THEY ARE OF DISTINCTIVE DESIGN WHICH CONSERVES AND BUILDS ON THE HERITAGE OR CHARACTER OF THE AREAS;
- (b) PERMISSION WILL NOT BE GRANTED FOR CHANGE OF USE OF A TOURIST ATTRACTION TO OTHER USES UNLESS THE PROPOSED USE WILL MAINTAIN OR ENHANCE THE TOURISM ROLE OF THE AREA OR UNLESS TOURISM USE IS NOT VIABLE
- (c) MEASURES WILL BE IMPLEMENTED TO ENHANCE THE ENVIRONMENT, INTRODUCE AND EXTEND PEDESTRIAN PRIORITY AND EXPAND THE SIGNING AND INTERPRETATION BOARD NETWORK.

The Cathedral Precinct

6.15 The Cathedral precinct is Exeter's premier heritage tourism area, encompassing some of the City's best heritage attractions, having a high quality public environment and being well related to the City's retail centre. The area attracts many visitors with potential for further tourist growth. The preservation and enhancement of the Cathedral precinct is an important objective for the City Centre both in tourism and tourism terms.

6.16 A series of covered cloisters once adjoined the Cathedral buildings to the south of the nave. The Cathedral authorities propose to rebuild the cloisters and extend some of the adjoining buildings, providing enhanced entrance, shop and public library. The new facilities would remove clutter from the Cathedral and improve visitor circulation, providing a significant enhancement to this major attraction.

6.17 The ruins of a Roman Bath House, to the west of the Cathedral in Cathedral Green, were excavated in 1971-4 and were preserved by burial in sand. The ruins themselves have potential for interpretation as a major visitor attraction due both to their international importance as the most extensive remains of a legionary bath-house in Europe and to their location next to Exeter's biggest current attraction. Attempts to develop this resource in the past have been delayed by changing market conditions and conflicting schemes but the potential benefits to the Cathedral precinct and the

City as a whole remain significant. The Council will support this initiative once the cloisters project has reached fruition.

6.18 Enhancements to the western end of Cathedral Yard are also proposed. This will create a high quality pedestrian dominated space which provides a vista to the west door of the Cathedral. The enhancements will include the creation of a new carriageway from South Street and associated repaving, removal of parking, closure of Broadgate, creation of an expanded pavement café and revised arrangements for restricted access to the area.

The Castle and Museum Precinct

6.19 The Castle and Museum precinct encompasses a large share of Exeter's cultural assets as well as strong heritage connections through the museums and City fortifications present. Being close to the City Centre, the site has significant potential for enhanced provision of cultural and heritage tourism.

6.20 The relocation of the Crown Courts from Rougemont Castle offers a major opportunity to enhance the attraction of the City to tourists by securing a tourist/cultural use of the Castle and providing public access. A tourist related use that establishes public access to the Castle area will be sought. This might best be achieved through refurbishment and mixed-use of cultural/entertainment and heritage interpretation facilities, possibly including shops, cafes and restaurants, that establishes the castle courtyard as a public square. High level public access to the fortifications and pedestrian links to the surrounding parks would further improve the appeal of the site. Some ancillary tourist accommodation might also be appropriate. Most of the site is protected as a Scheduled Monument and Grade II* listed building; subject to Policies C2 and C5. Proposed works will need detailed evaluation to ensure that archaeological issues are fully addressed.

TM4: ROUGEMONT CASTLE IS PROPOSED FOR A TOURIST AND CULTURAL USE THAT CONSERVES AND BUILDS ON THE HERITAGE OF THE CASTLE AND PROVIDES PUBLIC ACCESS. PROPOSALS MAY INCLUDE CULTURAL/ENTERTAINMENT AND HERITAGE INTERPRETATION FACILITIES, INCLUDING SHOPS, CAFÉS AND RESTAURANTS.

The Quay/Canal Basin Area

6.21 Guidance on the overall development of the Quay/Canal Basin area is set out in paras. 14.20 – 14.30 and Key Proposal 6.

City Wall

6.22 The City Wall, originally built by the Romans in 200AD and maintained as a defensive structure for well over a millennium, is an important part of the City's heritage which, along with the Cathedral, underpins Exeter's status as an historic City. Throughout its history the wall has been part of the living fabric of the City, with buildings being built against and over it, adding to its history for future

generations. Though the setting of some sections of the wall have been improved by the design of adjacent development and the provision of public access, the wall's tourism potential is not fully realised.

6.23 Most of the wall is protected as a Scheduled Monument and is in City Council ownership. The Council recognises that the proper maintenance and enhancement of the City wall is essential to the full realisation of its economic and visitor potential. It will therefore continue to maintain the wall and will encourage those responsible for privately-owned sections to do likewise. It is a long term aim of the Council to, where feasible, provide a walkway along the circuit of the remaining wall to further establish it as a tourist feature. Elevated sections of walkway along the surviving ramparts or parapet walk would provide outstanding views across the City. Increased interpretation of the history of the wall and related features would further enhance its tourist value. An extended walkway could also improve access to the Quay and to the largely underused historic assets of the West Quarter, including St. Edmunds Church & Bridge, St. Mary Steps Church, The House That Moved and the Catacombs. It would also serve to support the tourist function of the Castle & Museum precinct.

TM5: DEVELOPMENTS ON SITES ADJACENT TO THE CITY WALL WILL BE PERMITTED WHERE THE PROPOSALS:

- (a) **PRESERVE OR ENHANCE THE SETTING OF THE CITY WALL THROUGH HIGH QUALITY DESIGN;**
- (b) **WHERE FEASIBLE PROVIDE PUBLIC ACCESS TO THE CIRCUIT OF THE CITY WALL;**
- (c) **PROVIDE RELEVANT INTERPRETATION OF THE CITY WALL, TOGETHER WITH SIGNING AND LIGHTING WHERE APPROPRIATE.**

7.0 LEISURE AND RECREATION

Objectives

- to resolve any deficiencies in the quantity, quality and accessibility of sports, open spaces and recreation facilities;
- to protect or enhance open space and recreation provision that is, or has the potential to be, of value to the community;
- to locate open space, sports and recreation facilities where they are accessible by a choice of modes of transport and especially by foot, bicycle or public transport;
- to provide good quality open space and built recreational facilities as an integral part of new or expanding communities;

7.1 Leisure and recreation contributes directly to regeneration by improving health, productivity and quality of life for individuals and communities and indirectly through saving in the cost of providing health care and a reduction in crime and vandalism. It can change the image of a city and lead to increased inward investment.

7.2 The City Council has a key role to play in ensuring that there is a comprehensive network of facilities and services available to meet recreational needs of all members of the community, including the elderly, families with young children and persons with disabilities. The Council aims to achieve this by providing facilities directly, by encouraging and supporting initiatives from the private sector and voluntary bodies and by developing partnership arrangements where appropriate. To reflect this the Local Plan provides for informal outdoor recreation, including parks and open spaces and for active sports and recreation, both outdoor and indoor.

7.3 As part of the forthcoming Local Development Framework the Council intends to publish a Supplementary Planning Document that will provide further detail on the implementation of policies on outdoor recreational facilities in the City. This will be complemented by an Audit of those facilities.

Strategic Guidance

7.4 Government Policy (Planning Policy Guidance Note 17: Sport and Recreation) aims to protect existing sport, open space and recreation facilities and create new facilities which are accessible by a choice of modes of transport.

7.5 Regional Guidance states that recreational open spaces and playing fields should be protected and new community sports facilities should be provided particularly in areas of identified underprovision, or major new development

7.6 The Structure Plan First Review aims to encourage the provision of as wide a range of recreational facilities as possible, in locations fully accessible to the communities they serve, where this is consistent with the need to conserve the environmental quality of the area.

Informal Recreation

7.7 Informal recreation refers to activities such as walking, cycling, riding, landscape and wildlife enjoyment and picnicking. The nature of informal recreation is such that the activity itself, and appreciation of the setting in which it takes place, cannot be separated. Visitors may enjoy attractive landscapes which do not have public access by viewing them from locations where public access is permitted e. g. a viewpoint, a footpath through an area or from nearby land. The landscape quality of the whole of an informal recreation area can, therefore, be important to the quality of experience even though permitted physical access may only exist over part.

7.8 There is often a close relationship between the informal recreation value of a site and its wildlife value. A site that is rich in wildlife will make a significant contribution to visitors' enjoyment of the locality and such a site will probably have a visually interesting habitat.

7.9 Seven informal recreation areas are identified in this Plan. These are described as Valley Parks but also may include, within them, open land, ridges and hills adjoining the valleys. All contain a mixture of land that is in private and public ownership. Generally speaking there is unrestricted access across land in public ownership and limited access onto private land.

7.10 The Valley Parks are distributed around the City. Their proximity to residential and business areas means that they are readily accessible, by foot or cycle, to a very large proportion of Exeter's residents and can be visited at all times of day, for long or short visits. This is in contrast to the informal recreational areas that lie further afield, such as Haldon Forest or Woodbury Common which require motorised transport and more time to visit.

7.11 The City's Valley Parks are managed, as far as possible, to maintain and create a landscape/ambience that can usefully be described as 'countryside in the City'. They are, in both a literal and metaphorical sense, 'green lungs' within the urban setting. They can provide people with the opportunity to relax, unwind and 're-create' themselves in an environment that contrasts to the stresses of urban living. These areas therefore make a significant contribution to the quality of life of those who live and work in Exeter.

7.12 Overall management will aim to protect and enhance the landscape and wildlife habitats, improve access, both physical and visual, where appropriate and develop environmental education opportunities. Improved footpath and bridleway links between the informal recreation areas and into adjoining countryside will be sought, through agreement on access. The only forms of development which are appropriate within these areas concern outdoor recreation, agriculture or forestry.

7.13 Access to informal recreation sites in Exeter is mainly provided in the Valley Parks and at Stoke Woods. The public rights of way network (see 7.24) is also important both in the Valley Parks and in the countryside around the fringes of the City (see 11.4-11.14). This is augmented by permissive footpath and bridleway routes

that have been created, and continue to be established, as opportunities arise, including a circular walking route, the ‘green circle’ (see 7.25 and 9.19, Policy T4). A circular cycle route which links the Valley Parks is also proposed (see 9.29, Policy T5).

7.14 The Council aims to achieve the overall objectives through:

- (i) management and maintenance of sites to achieve the desired ‘balance’ between informal recreation, landscape and wildlife, depending on the nature of the site and the priorities for the locality;
- (ii) working in partnership with organisations and community groups;
- (iii) provision of advice and grants to landowners to encourage appropriate landscape, access and wildlife enhancements;
- (iv) phasing of activities, both within particular sites and across the City as a whole;
- (v) recognition that there is often synergy between different ‘uses’ on particular sites - for example, there are close links between the creation of new landscape features and enhancing conditions for wildlife and there may be the potential for enhancing opportunities for environmental education when planning new access routes.

7.15 The Valley Parks make a significant contribution to the landscape setting of the City and, in addition to Policy L1 below, are subject to Landscape Policy LS1.

The Valley Parks

- (i) Riverside Valley Park

7.16 Stretching from Cowley Bridge to Topsham, this is the largest of the Valley Parks. The landscape character, and wildlife value, of the Park alters significantly along its length, from grazing meadows in the north, through the busy Quay/Canal Basin area (see Key Proposal 6) and then southwards to become part of the Exe Estuary Site of Special Scientific Interest. It is a popular informal recreational area that is accessible from many parts of Exeter and it forms a continuous wildlife corridor through the City.

- (ii) Duryard Valley Park

7.17 The matrix of meadows and woodland here are host to a wide range of wildlife that thrives in the quiet valleys. All the roads within the estate are private but responsible bona fide walkers are not prevented from using them. The picnic site off Pennsylvania Road affords fine views across the Valley Park towards Dartmoor. Within the Park is the Belvidere Meadows Local Nature Reserve.

- (iii) Mincinglake Valley Park

7.18 This ‘finger’ of countryside extends down from Stoke Hill between the residential areas of Mincinglake Road and Mile Lane. The lower valley is wooded whilst the upper part comprises meadows that are rich in wild flowers, butterflies and

other insects. The Park has a system of well laid out paths and there is easy access from adjacent residential areas.

(iv) Ludwell Valley Park

7.19 This attractive area of undulating farmland is located between Wonford and Rydon Lane and is an 'island' of countryside surrounded by residential and office development. There are fine views from here across the City and down the Exe Estuary. There are pedestrian access points on all sides of the Park.

(v) Alphington/Whitestone Valley Park

7.20 This western ridge-line of the City comprises some splendid 'rural' valleys and ridge-lines that offer excellent views of the City although access is restricted to footpaths, bridleways and lanes. Within the park is the Barley Valley Local Nature Reserve.

(vi) Savoy Hill Valley Park

7.21 A relatively small Valley Park. The northern portion comprises a large floristically rich meadow and the southern section is a partially wooded, narrow valley. For such a small area the Park is surprisingly rich in wildlife and the proximity of a large residential area makes the locality particularly valuable for informal recreation.

(vii) Hoopern Valley

7.22 This is the only area of natural open space in the St Davids/St James areas of Exeter. It comprises a steeply sided and partly wooded valley that is close to densely populated urban areas and the University of Exeter. It forms an important wildlife refuge and supports, amongst other species, deer, badgers, grass snakes, butterflies and a wide range of birds. There is scope for significant improvement to the habitats found there. Public access is currently limited to the public footpaths that run alongside and across the valley. Public awareness of the locality is likely to increase now as the City's 'green circle' walking route (see 7.25 and 9.19, Policy T4) follows the north western side of the valley. Designation as a Valley Park, along with appropriate enhancements to increase its value for informal recreation and biodiversity, would complement the current distribution of Valley Parks around the City.

Stoke Woods

7.23 Most of this semi-natural ancient woodland, to the north of the City (see 11.4-11.5), is designated as a Site of Special Scientific Interest. As joint managers of the woodland to the west of Pennsylvania Road, the City Council and Forestry Commission have encouraged public access and provided picnic sites and car parking. Like the Valley Parks this is an important informal recreation area. The woods to the east of Pennsylvania Road are in private ownership with no public access. The Council may wish to extend public access, through management and access

agreements, in order to take advantage of the recreational and educational potential provided this does not conflict with the conservation of the area.

L1: MEASURES TO ENHANCE THE VALLEY PARKS WILL BE IMPLEMENTED BASED UPON ACHIEVING A BALANCE BETWEEN THE AIMS OF CONSERVATION, RECREATION, PUBLIC ACCESS AND ENVIRONMENTAL EDUCATION. DEVELOPMENT WHICH WOULD HARM EXISTING OR POTENTIAL OPPORTUNITIES FOR INFORMAL RECREATION IN THE VALLEY PARKS WILL NOT BE PERMITTED.

L2: THE HOOPERN VALLEY IS DESIGNATED AS A VALLEY PARK.

Public Rights of Way and Bridleways

7.24 There are a number of footpaths and bridleways in Exeter that are statutorily protected as rights of way and shown on the definitive map, which is maintained by the County Council, as highway authority. The City Council undertakes maintenance work on behalf of the County Council under agency arrangements to ensure paths are kept clear and signed. Pedestrians, horse riders and cyclists are permitted to use a number of paths owned by the City Council and other landowners, although not designated as public highways.

7.25 The Council has largely implemented a circular walking route known as the ‘green circle’, by linking together rights of way and permissive paths (see 9.19, Policy T4). Once completed, it will be possible to add loops in future to create shorter circular walks and provide more choice. The ‘green circle’ forms part of a network of walking routes identified through the Exeter Walking Project. This is a joint initiative of the City and County Councils with the national charity, Sustrans, aimed at increasing the level of walking as a sustainable mode of transport.

Protection of Open Space

7.26 Due to the limited amount of developable land left within the built-up area, open space becomes even more important as spaces between buildings are developed. This includes those green areas not normally available as public open space such as school playing fields (see 7.29 to 7.36), allotments (see 7.44 to 7.46), cemeteries and church grounds. Through this local plan the Council is promoting the development of previously-developed land within the City where it can be satisfactorily accommodated but development which would result in town cramming, especially in areas of open space deficiency, will not be permitted (see ‘Provision of Open Space and Children’s Play Areas’: 13.41 – 13.46 and Policy DG5).

L3: DEVELOPMENT ON OPEN SPACE WILL ONLY BE PERMITTED IF:

(a) THE LOSS OF OPEN SPACE WOULD NOT HARM THE CHARACTER OF THE AREA; AND

- (b) THE OPEN SPACE DOES NOT FULFIL A VALUABLE RECREATIONAL, COMMUNITY, ECOLOGICAL OR AMENITY ROLE; AND
- (c) THERE IS ADEQUATE OPEN SPACE IN THE AREA; OR
- (d) THE LOSS OF OPEN SPACE IS OUTWEIGHED BY ITS REPLACEMENT IN THE AREA BY OPEN SPACE OF AT LEAST EQUIVALENT RECREATIONAL, COMMUNITY ECOLOGICAL OR AMENITY VALUE (INCLUDING, IN PARTICULAR, THE PROVISION AND ENHANCEMENT OF EQUIPPED PLAY SPACE).

Sport and Active Recreation

7.27 Over recent years considerable improvements have been achieved in facilities for athletics, football, bowls, rugby, tennis and swimming.

7.28 A substantial investment in sports facilities has been made by Exeter University with the intention of becoming a focus for sport locally, regionally and nationally. In particular, the University have provided high quality facilities for cricket, football and rugby at Exeter Road, near Topsham and has established an indoor tennis centre on the Stretham campus, adjacent to the University's sports hall. The City Council recognises the clear economic and social benefits that the University provision will bring to the City and to the region.

Playing Fields

7.29 Playing fields are a significant resource for sport but they are under constant pressure for development. Once developed they are likely to be lost for ever. The Government places particular emphasis on the protection of playing fields and stresses that local authorities should carry out local assessments of demand.

7.30 Accordingly, the existing supply (the current number of pitches) has been compared with the existing expressed demand (number of teams) using as a framework the Playing Pitch Methodology advocated by Sport England and the National Playing Fields Association. Playing fields included in the assessment are not separately identified on the Proposals Map. They fall within the 'Open Space', 'Valley Park' and 'Landscape Setting' designations and are part of school sites.

7.31 The Playing Pitch Methodology makes a distinction between a playing field which is defined as 'the whole of the site which encompasses at least one playing pitch' and a playing pitch which is defined as 'areas reserved and maintained as outdoor playing space principally for formal organised pitch sports (football, cricket, rugby and hockey)'. A playing pitch therefore excludes areas of land which may have an important function as kick about areas and excludes pitches which are too small to be used for formal (league) games. A qualitative assessment is also made, to include factors such as pitch quality, patterns of play, availability and accessibility and the strength of each sport.

7.32 The Playing Pitch Strategy sets out a target for playing pitch provision of 1.21 hectares for every 1,000 people. This is set within the National Playing Fields Association standard for outdoor sport provision (including pitches, greens, courts, athletics tracks and other sports, but excluding golf and water sports) of 1.6 to 1.8 hectares per 1,000 persons. Included in the standard are facilities owned by local authorities and within the educational sector which, as a matter of policy and practice, are made available for public use, as well as facilities within the voluntary, private, industrial or commercial sectors serving the outdoor recreation needs of their members or the public. In Exeter there are around 133 hectares (329 acres) of outdoor sports provision and approximately 72 hectares (178 acres) of playing pitch provision.

The provision in hectares per 1,000 population for both outdoor sports and playing pitches is as follows:

	N.P.F.A standard	Exeter provision
Outdoor sports provision	1.6 – 1.8	1.18
Playing pitch provision	1.21	0.64

7.33 Overall there appears to be a marginal deficiency with a particular shortfall in Pennsylvania, Duryard, St James, St David's, Newtown, St Leonard's and Polsloe. Facilities are concentrated in Alphington, Countess Wear and Pinhoe which provides benefits of access and shared facilities. Generally it is not necessary to ensure city wide provision as access and facilities can be shared but facilities for youth games should be as near as possible to the local area of demand.

7.34 The City Council, therefore, aims to:

- protect existing playing fields;
- encourage greater community access to playing fields currently under private or educational ownership;
- encourage improvements to the overall quality of playing fields;
- secure new playing fields and ancillary facilities or enhancements to playing fields, including provision for maintenance, as part of new development so that existing deficiencies are not exacerbated.

7.35 New residential development of 10 or more dwellings, should make new provision based on the Sport England target of 1.2 hectares of playing pitches for every 1,000 people (equivalent to approximately 450 dwellings). This will frequently need to be provided off site, possibly through a commuted payment. In appropriate cases the contribution will be used to enhance the capacity of existing pitches through, for example, provision of ancillary facilities or enhanced drainage. A Supplementary Planning Document will be prepared as part of the forthcoming Local Development Framework to advise on how the policies will be applied to improve and protect the City's open space facilities (see also open space requirements: paras 13.41 – 13.46, Policy DG5).

7.36 Proposals for development that would result in the loss of a playing field will be assessed to determine whether the loss would cause harm to recreation opportunities. Examples of where harm would not occur include where:

- (a) the proposed development is for an indoor or outdoor sports facility which would provide sufficient benefit to outweigh the loss of the playing field; or
- (b) there is an excess of playing field provision in the City and the site has no special significance to the interest of sport; or
- (c) the proposal affects only land incapable of forming, or forming part of, a playing pitch and does not result in the loss, or prevent the use, of a playing pitch; or
- (d) replacement provision is made of at least equivalent community benefit where it will be reasonably conveniently located to serve the target catchment population.

L4: RESIDENTIAL DEVELOPMENT OF 10 OR MORE DWELLINGS SHOULD CONTRIBUTE TO THE PROVISION OF YOUTH AND ADULT PLAY SPACE (DIRECTLY RELATED TO, AND NECESSARY FOR, THE DEVELOPMENT) HAVING REGARD TO THE TYPE OF RESIDENTIAL DEVELOPMENT PROPOSED AND CONSIDERED AGAINST A STANDARD LEVEL OF PROVISION OF PLAYING PITCHES OF 1.2 HECTARES FOR EVERY 450 DWELLINGS.

L5: DEVELOPMENT THAT WOULD RESULT IN THE LOSS OF A PLAYING FIELD WILL NOT BE PERMITTED IF IT WOULD HARM RECREATION OPPORTUNITIES IN THE AREA.

Intensive Use Facilities

7.37 Synthetic Turf Pitches and Multi-Use Games Areas can provide a significant increase in opportunities for sport. To protect residential amenity the Council will take into account the proximity to housing, ambient levels of noise and light, proposed usage arrangements and traffic generation. Floodlights should be installed so that spillage of light is kept to a minimum. Conditions may be attached to a planning permission which restricts the hours of use but the viability of the operation will be taken into account.

L6: PROPOSALS FOR SYNTHETIC TURF PITCHES OR MULTI USE GAMES AREAS AND FOR ASSOCIATED FLOODLIGHTING WILL BE PERMITTED PROVIDED THAT THE LEVELS OF NOISE, LIGHT, USAGE AND TRAFFIC GENERATION WILL NOT HARM LOCAL RESIDENTIAL AMENITY.

Local Sporting Facilities

7.38 There is a wide range of public, private and community outdoor resources in the City. These are often located within residential areas and include courts, greens and surfaces for tennis, basketball, and bowls and other similar sports. These facilities are important to the quality of life of the local population and often contribute to the environmental character of an area. They also contribute to vitality and sustainability of urban living. Proposals for development that would result in the loss of local sporting facilities will be assessed to determine whether the loss would cause harm to sports opportunities in the area. Examples of where harm would not occur include where there is no demand or where alternative provision, of the same or better standard, is available or can be provided.

L7: DEVELOPMENT THAT WOULD RESULT IN THE LOSS OF SPORTING FACILITIES WHICH SERVE A LOCAL AREA WILL NOT BE PERMITTED IF IT WOULD HARM SPORTS OPPORTUNITIES IN THE AREA.

Indoor Sports Facilities

7.39 The Council aims to ensure that a wide range of accessible indoor sports facilities is provided throughout the City. This will include facilities for informal community activities as well as for competition, and, where appropriate, sub- regional and regional specialist facilities.

7.40 Commercial health facilities, such as major fitness suites or gymnasiums are making an increasing contribution to meeting the demand for health facilities. There may also be opportunities for commercial sports facilities. Such provision must be conveniently accessible by a choice of transport and should, ideally, be located within or close to existing shopping centres or leisure facilities or in association with education facilities. Small indoor centres are most appropriate at local and neighbourhood level. The provision of new facilities will be considered as part of all major development schemes.

7.41 Sports facilities provided at school sites can be used to great advantage by the wider community. There are direct benefits to young people in strengthening the links between their involvement in sport during school time and their continued participation in their own time. Many schools are already well located in terms of access on foot or cycle or by public transport. Other opportunities exist through the use of the University and College facilities and in opening up company and commercial facilities. To accommodate community users some sites may require enhancements such as additional parking or changing rooms or the provision of independent access.

L8: INDOOR SPORTS CENTRE DEVELOPMENT WILL BE PERMITTED PROVIDED THAT:

(i) IT WILL NOT HARM LOCAL AMENITY;

- (ii) SAFE AND CONVENIENT ACCESS BY PUBLIC TRANSPORT, WALKING AND CYCLING, AND BY PEOPLE WITH DISABILITIES, IS AVAILABLE OR CAN BE PROVIDED AND THE DEVELOPMENT:
- (a) IS WITHIN OR CLOSE TO THE EXISTING SHOPPING CENTRES; OR
- (b) IS ASSOCIATED WITH EXISTING MAJOR LEISURE AND RECREATION FACILITIES; OR
- (c) IS PART OF A LARGE SCALE COMPREHENSIVE DEVELOPMENT SCHEME; OR
- (d) IS ASSOCIATED WITH EXISTING OR PROPOSED EDUCATION SITES.

Sports Stadia

7.42 Within the City there are two sports stadia which accommodate professional or first class amateur sporting activities - St James Park (home to Exeter City Football Club) and the County Ground (home to Exeter Rugby Football Club and Exeter Speedway). Following the Taylor report, PPG17 highlighted the inadequacy of existing stadia, and the need for improvements in terms of public safety, as an issue appropriate to be addressed in the preparation of local plans. Improvements to St James Park are underway. Permission has been granted for a new rugby stadium adjoining the M5, at Sandy Park.

7.43 These facilities, together with the Arena athletics ground, contribute to the overall economic vitality of the City. In determining planning applications for development which would enable improvements to the stadia to be implemented, the community benefits arising from such a development will be taken into account whilst recognising important amenity considerations such as noise, the impact of floodlighting and traffic generation. The Council will also take into account the advantages of retaining major spectator sports within urban areas which are easily accessible to large areas of the resident population.

L9: DEVELOPMENT ON LAND AT, ADJOINING, OR ASSOCIATED WITH, ST. JAMES PARK, OR THE COUNTY GROUND, OR THE ARENA WILL BE PERMITTED PROVIDED THAT:

- (a) THE PROPOSAL RETAINS AND SUPPORTS THE PRINCIPAL SPORTING ACTIVITY;
- (b) IT WILL NOT HARM LOCAL AMENITY BY VIRTUE OF NOISE, FLOODLIGHTING, CAR PARKING, TRAFFIC GENERATION OR OTHER DISTURBANCE.

Allotments

7.44 The City Council has a statutory obligation to provide sufficient allotments to serve the needs of local residents. There are 27 statutory sites within the City providing 1,225 plots and one private site with 17 plots. In total there are approximately 40 hectares (100 acres) of land in allotments equivalent to 0.36 hectares for every 1,000 people. There is a very localised catchment with approximately 80% of allotment holders living within one mile of their site. Nationally the average for provision is one plot for every 65 households but in Exeter the ratio is one plot for every 31 households.

7.45 Apart from a few sites where there are particular problems the demand for and supply of allotments is approximately in balance. There is evidence that there is considerable latent demand that will respond to promotion and that demand may increase particularly from women and single parents. Location is important since the majority of plot holders wish to live within walking distance of their plot. The wards of Duryard, St. James, Newtown, St David's, St Leonard's and Polsloe are not well served by allotments but there are few opportunities for improvement. These matters are being addressed through the preparation of an Allotment Strategy.

7.46 Proposals for development that would result in the loss of allotments will be assessed to determine whether the loss would cause harm to allotment provision in the area. Examples of where harm would not occur include where:

- (a) there is an excess of allotment provision in the area; or
- (b) replacement provision is made, of at least equivalent quality, where it will be reasonably conveniently located to serve the existing plot holders; or
- (c) overriding community benefits are achieved.

L10: DEVELOPMENT THAT WOULD RESULT IN THE LOSS OF ALLOTMENTS WILL NOT BE PERMITTED IF IT WOULD HARM ALLOTMENT PROVISION IN THE AREA.

8.0 COMMUNITY SERVICES

Objectives

- to protect and enhance existing community facilities;
- to promote the provision of new community facilities

8.1 Community services comprise the wide array of activities that support the well-being of local people. Such services include education, libraries, health and social care but also the activities of charities and clubs which serve community needs and provide a focus for community life. The aim of the City Council is to support the provision of such services, especially where deficiencies in provision are identified.

8.2 Community needs directly related to housing, including sheltered housing and hostels and needs related to shopping are considered within those respective chapters. Where community needs arise as a result of a particular proposal elsewhere in the local plan they are considered within the proposal itself.

Health Services

8.3 Exeter is a centre for health services within Devon, housing the headquarters of the local health authority and three primary care groups including the Exeter Primary Care Group which is responsible for overseeing general practitioner, dentist, optician and pharmacist services in Exeter.

8.4 Two healthcare service trusts are also based in the City. The Exeter & District Community NHS Trust delivers non-acute care including health visitors, mental health services, learning disability services, physiotherapy etc. It also runs the community hospitals which deliver limited medical and surgical services. The Royal Devon & Exeter Healthcare NHS Trust is responsible for acute services including most accident & emergency and surgical care.

8.5 Health service benefits are achieved by increased integration on key sites but development should take into account the impact on local landscape and townscape quality and the effective management of traffic as well as the efficient use of these important sites. A development brief that addresses these issues has been produced in consultation with the Royal Devon & Exeter NHS Trust for the Wonford Hospital site.

CS1: THE SITE OF THE RD&E WONFORD HOSPITAL IS RESERVED FOR FURTHER HEALTH RELATED DEVELOPMENT.

8.6 An increasing proportion of healthcare services are now delivered locally by a network of GPs, dentists, pharmacies etc. and also by a range of 'alternative' medical practitioners including homeopath and acupuncturists. These services are located in individual or group practice surgeries and purpose built health centres but there is a trend for the formation and enlargement of group practices. It is important that these services are provided in or near district and local centres, or in the City Centre, so as to maximise public access to health care and reduce the need for car journeys.

However, there may be circumstances where the needs of a neighbourhood can only be met within the neighbourhood itself.

CS2: COMMUNITY HEALTH SERVICES WILL BE PERMITTED:

- (a) IN THE CITY, DISTRICT OR LOCAL CENTRES; OR
- (b) WITHIN A NEIGHBOURHOOD, SUBJECT TO POLICY H4, THE NEED IN THAT NEIGHBOURHOOD CANNOT BE MET WITHIN THE CITY, DISTRICT OR LOCAL CENTRES.

Pre-Schools & Education

8.7 Education is essential to Exeter's quality of life. A good education generates increased opportunity throughout life and a well educated population will be required to develop and sustain the businesses of the future. Exeter has 19 day nurseries, 37 state and independent schools educating pupils from 5 to 16 years of age and 6 special schools including the regional specialisms of the West of England School for Children of Little or No Sight, the Royal School for the Deaf, the Ellen Tinkham School and Vbranch House School. Exeter College provides GCSE and A level education for those over 16 years and Further Adult Education over the surrounding area. Exeter University and the University of Plymouth Art College attract students from both the UK and abroad. The City also has 7 language schools which attract mostly international students.

8.8 The County Council, as local education authority, have reviewed the school system in Exeter and intend to introduce transfer from primary to secondary education at 11 instead of 12. The proposals include the redevelopment of St. James High School, Summer Lane; Priory High School, Earl Richards North; West Exe Technology College, Hatherleigh Road; and St. Peter's High School, Quarry Lane. The proposals also involve the development of a new school on land between Hollow Lane and Harts Lane to replace St. Luke's High School, Ringswell Avenue.

CS3: LAND BETWEEN HOLLOW LANE AND HARTS LANE IS PROPOSED FOR THE DEVELOPMENT OF A SCHOOL PROVIDED THAT SAFE AND CONVENIENT ACCESS BY PUBLIC TRANSPORT, WALKING AND CYCLING IS AVAILABLE OR CAN BE PROVIDED.

8.9 Adequate provision of children's nurseries is important for child development and for the smooth running of the Exeter economy. It is anticipated that the demand for places will grow as employment opportunities in the City increase. Nurseries can, however, be un-neighbourly due to the generation of noise and general disturbance. Detached accommodation is preferable but if not feasible, provision should be made for soundproofing. They should be located where they will be well served by public transport and there is safe access for pedestrians and cyclists. Properties on busy roads will not normally be acceptable.

CS4: THE DEVELOPMENT OF, OR CHANGE OF USE TO, A CHILDREN'S NURSERY WILL BE PERMITTED PROVIDED THAT:

- (a) SAFE AND CONVENIENT ACCESS BY PUBLIC TRANSPORT, WALKING AND CYCLING IS AVAILABLE OR CAN BE PROVIDED;**
- (b) IT WILL NOT HARM LOCAL AMENITY.**

8.10 Facilities for adults produce less disturbance but raise problems of car parking and traffic safety. In particular, where adult students are resident either at the educational establishment or elsewhere in Exeter the Council will use the planning process to encourage them not to bring cars with them when they move to the City. This will require innovative approaches on behalf of the developer, including:

- the restricted availability of car parking for students at both educational facilities and dedicated accommodation;
- contributions to off-site traffic management to restrict parking by students on streets near to educational facilities;
- the provision of alternatives to the private motor car, including pedestrian and cycle links, dedicated bus links and other public transport initiatives, between educational facilities, student accommodation and the City Centre;
- the provision of cycle parking facilities;
- the siting of educational facilities and related student accommodation within easy walking distance of each other.

CS5: EDUCATION AND TRAINING FACILITIES FOR ADULTS WILL BE PERMITTED PROVIDED THAT:

- (a) SAFE AND CONVENIENT ACCESS BY PUBLIC TRANSPORT, WALKING AND CYCLING IS AVAILABLE OR CAN BE PROVIDED**
- (b) GOOD PEDESTRIAN AND CYCLE LINKS ARE PROVIDED TO RELATED EDUCATIONAL FACILITIES AND STUDENT ACCOMMODATION;**
- (c) IT WILL NOT HARM LOCAL AMENITY.**

Community Halls

8.11 Halls and rooms that are available for public hire at affordable rates provide the basis for a huge variety of community uses. These include meeting places for clubs and societies, voluntary services such as parent-toddler groups and public sector services such as adult education night classes. The availability of buildings for these uses is, therefore, an important factor in the potential strength and quality of community life.

8.12 Proposals for development that would result in the loss of a community hall will be assessed to determine whether the loss would cause harm to community space provision in the area. Examples of where harm would not occur include where:

- (a) the continued use of the hall is no longer viable; or
- (b) there is no demand for the facility; or
- (c) there are adequate alternative facilities in the area; or
- (d) replacement provision is made of at least equivalent standard where it will be reasonably convenient for the community it serves.

CS6: DEVELOPMENT THAT WOULD CAUSE HARM TO THE PROVISION OF COMMUNITY SPACE IN AN AREA WILL NOT BE PERMITTED.

8.13 A particular deficiency in community facilities has been identified in Exwick where the development of facilities has not kept pace with housing development. The council has reserved land at Kinnerton Way for a community Hall to meet this need.

CS7: LAND AT KINNERTON WAY IS PROPOSED FOR A COMMUNITY HALL.

Places of Worship

8.14 Changing trends in religious activity have seen the growth of religious groups that are not traditional to the area. Most of these groups are independent Christian organisations, though other world religions are also increasing representation in the City. Groups often meet in halls for public hire, including school halls, and could meet in existing religious premises without the need for planning permission. However, there is some demand for new permanent religious premises.

8.15 Unlike traditional churches which were built to serve local parishes, new religious groups draw congregations from a city-wide or even larger area. Consequently, the appropriate location for such an operation is in the City Centre, or failing that a district centre, where access by a choice of means of transport is available. Development opportunities for such uses are clearly constrained by the limited number of sites and their suitability for other uses, particularly housing. Nevertheless, there is potential in under-used space over shops and in disused buildings on the edges of the City Centre and district centres that is sufficient for the likely level of demand.

CS8: THE DEVELOPMENT OF, OR A CHANGE OF USE TO, A PLACE OF WORSHIP WILL BE PERMITTED PROVIDED THAT:

- (a) **SAFE AND CONVENIENT ACCESS BY PUBLIC TRANSPORT, WALKING OR CYCLING IS AVAILABLE OR CAN BE PROVIDED;**
- (b) **IT WILL NOT HARM LOCAL AMENITY.**

Gypsies and Travelling Showpeople

8.16 Gypsies and travelling showpeople follow an itinerant lifestyle for predominantly cultural and work related reasons respectively. They share a need for sites where mobile and sometimes temporary homes can be pitched and, in some cases, where work activities can be pursued. There is one gypsy site in Exeter, which is located on the Sowton Industrial Estate. Regular monitoring of gypsy activity in Exeter shows little demand for new permanent sites but there is a seasonal demand for people passing through the City. Policy CS9 has regard to the Joseph Rowntree Foundation report, 'Neighbours Views of Official Sites for Travelling People, which identified poor security, inadequate parking and insufficient children's play provision as being sources of neighbour complaints against gypsy sites.

CS9: THE DEVELOPMENT OF SITES FOR GYPSIES AND TRAVELLING SHOWPEOPLE WILL BE PERMITTED PROVIDED THAT:

- (a) THE NOISE AND DISTURBANCE FROM VEHICLES AND ANY BUSINESS RELATED ACTIVITY LIKELY TO BE CARRIED OUT WILL NOT HARM LOCAL AMENITY;
- (b) CONVENIENCE SHOPPING AND OTHER APPROPRIATE FACILITIES ARE REASONABLY ACCESSIBLE;
- (c) THE DEVELOPMENT WILL NOT HARM THE CHARACTER OF A RESIDENTIAL AREA OR THE LANDSCAPE SETTING OF THE CITY;

AND PROVIDED THAT:

- (d) ANY PERMANENT STRUCTURES ARE FOR ANCILLARY USE ONLY AND NOT FOR USE AS DWELLINGS;
- (e) SITE BOUNDARIES PROVIDE SUITABLE PRIVACY AND SECURITY;
- (f) ADEQUATE PARKING IS AVAILABLE, INCLUDING PARKING FOR COMMERCIAL VEHICLES RELATED TO ANY BUSINESS ACTIVITIES LIKELY TO BE CARRIED OUT AND FOR VISITORS;
- (g) WHERE CHILDREN ARE LIKELY TO BE PRESENT, SUITABLE PLAY AREAS ARE PROVIDED, OR ARE AVAILABLE NEARBY.

Developer Contributions

8.17 Government guidance establishes the principle that developments will be expected to provide for both the physical and social infrastructure needs required to service them where existing infrastructure is not sufficient to meet those needs. Physical infrastructure is defined as including roads, park and ride provision, water supply, drainage and sewers whilst social infrastructure includes education, recreation, sporting, health and social care services, community safety and other

community provision. The Council may also require the permanent storage and presentation of the City's communal heritage, i.e. important historic finds, archives and remains, where this is revealed or removed by development. Some of the policies in this local plan specify needs in respect to certain types of development, e.g. highway works, affordable housing, public open space and equipped children's play areas. However, the issues dealt with under specific policies are not intended to be exhaustive as other matters may arise in connection with a particular application that are peculiar to that circumstance.

8.18 In all cases failure to provide the facilities necessary for a development will be grounds for the refusal of a planning application. Where the requirements cannot be met through a condition on the development a planning obligation under Section 106 of the Town & Country Planning Act 1990 will be sought. The key tests laid out in Section 7 of Circular 1/97 are that obligations must be:

- necessary
- relevant to planning
- directly related to the proposed development
- fairly and reasonably related in scale and kind to the proposed development
- reasonable in all other respects.

8.19 In considering the level of developer contributions, the cumulative impact of the development will be taken into account.

9.0 TRANSPORT

Objectives

- to encourage and promote sustainable development which will minimise travel and traffic generation;
- to seek development patterns that will give people choice and encourage the use of more sustainable forms of transport and reduce dependence on the car;
- to reduce the effects on communities of the physical impact of traffic (air pollution, noise etc.) by careful use of traffic management and reducing the growth in the use of motor vehicles;
- to create and maintain an efficient system of transport which will provide accessibility for all, particularly the vulnerable and the mobility impaired.
- to support the efficient and economic movement of goods in a sustainable manner as far as possible without conflict with the needs of more vulnerable road users and environmentally sensitive areas.

9.1 At the heart of this Local Plan is a sustainable development strategy that seeks to concentrate new development in the urban area by maximising the re-use of previously-developed land and the conversion and re-use of existing buildings wherever possible. Essential to any sustainable development strategy are the policies and proposals relating to transport. The location and type of development directly affect the amount of travel to and from it and the mode of that travel. In turn the provision of transport infrastructure can influence patterns of development.

Strategic Guidance

9.2 Government policy (Planning Policy Guidance Note 13: Transport) aims to promote more sustainable transport schemes, promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and reduce the need to travel, especially by car. In particular it aims to ensure that planning and transport are integrated and advises that development should be concentrated on the urban areas in locations which are highly accessible by sustainable transport.

9.3 PPG 13 introduces the requirement that Transport Assessments should be submitted alongside planning applications which have significant transport implications. These should illustrate accessibility to the site by all modes and the likely modal split of journeys to and from the site, together with proposed measures, such as green travel plans to improve access by alternatives to the car. Maximum levels of parking should be set for many developments and there should be no minimum levels. A key element is the preparation of Local Transport Plans which will set the strategic framework for travel and transport over a 5 year period and allocate capital funding to highway authorities for transport schemes. The Local Plan and the Local Transport Plan are expected to be consistent.

9.4 These aims are closely reflected in Regional Planning Guidance (RPG10) which emphasises the need to focus development on the Principal Urban Areas (including Exeter). Within the PUAs development should be located where there is a good choice of travel by sustainable transport or where the development proposals will provide choice. Transport accessibility criteria and maximum parking standards are identified.

9.5 The Structure Plan First Review sets out the intention to develop a comprehensive and integrated transport strategy consistent with the need to reduce travel and encourage alternatives to the private car.

Exeter Sub Regional Transportation Strategy

9.6 Devon County Council is preparing a transportation strategy for the sub-region centring on Exeter. The strategy will, in particular, consider the importance of growth arising from proposed major developments close to Exeter, in East Devon, i.e. a new community, Exeter Airport expansion and Skypark employment development. This work is taking place in partnership with neighbouring District Councils.

Exeter's Transport Strategy

9.7 In parallel with this work the City Council has reviewed its transport strategy. It is recognised that the radial routes in the City are already at capacity in the peak hours and the resultant congestion affects all vehicles, including buses and commercial traffic. If no action is taken to reduce growth, peak hour traffic congestion will worsen, the peak hours will lengthen and the environmental nuisance and safety issues along rat runs will worsen. The strategy therefore aims to minimise the need for travel and encourage the use of sustainable alternatives, especially public transport.

Accessibility to New Development

9.8 In line with Government policies on sustainable transport, permission for development and transport measures should have regard to the hierarchy of modes which has been expanded from that set out in the Structure Plan. The expanded list recognises the special needs of people with mobility problems, acknowledges that taxis and coaches are a relatively sustainable form of transport and divides car users into different categories, with shoppers and business users having priority over car borne visitors and commuters. In assessing proposals, the nature and location of the development will be taken into account.

9.9 Key to the overall approach is the need to locate development in places that are, or are capable of being, well served by public transport and other sustainable modes. The aim is to ensure that a significant proportion of all journeys attracted to major new non-residential development will be on foot, by cycle or public transport and that residents of housing schemes will be within walking distance of local facilities and, in respect of major schemes, will have access by sustainable transport to a range of other facilities. Schedule 1 provides guidance.

9.10 Transport Assessments should be submitted for all developments with significant transport implications. The coverage and detail of such assessments will depend on the scale of development and the extent of transport implications. Implementation of the proposals arising from the assessments, which may include the provision of new infrastructure, support for bus services, etc. will be secured through planning conditions and planning agreements. For larger developments a travel plan may be required. The DTLR are preparing best practice guidance. The City Council intends to publish further advice on the site threshold for the requirement to submit a transport assessment.

9.11 In some instances it will not be possible to provide facilities from one development alone. In these cases, commuted payments will be sought and pooled to provide facilities. Commuted payments will also be used to enhance existing waiting and information facilities for public transport.

9.12 In general it is expected that developers of peripheral sites will find that they must provide more infrastructure and support for public transport than has previously been required. In contrast, developers of sites in the City Centre will find that their sites are already accessible and little extra will be required to meet the targets.

9.13 The County Council, through its Local Transport Plan, will seek to ensure that the complementary provision of public transport, cycle routes and other measures, designed to encourage a switch in mode away from the private car, will be implemented in association with new development.

T1: DEVELOPMENT SHOULD FACILITATE THE MOST SUSTAINABLE AND ENVIRONMENTALLY ACCEPTABLE MODES OF TRANSPORT, HAVING REGARD TO THE FOLLOWING HIERARCHY:

1. PEDESTRIANS
2. PEOPLE WITH MOBILITY PROBLEMS
3. CYCLISTS
4. PUBLIC TRANSPORT USERS
5. SERVICING TRAFFIC
6. TAXI USERS
7. COACH BORNE VISITORS
8. POWERED TWO WHEELERS
9. CAR BORNE SHOPPERS
10. CAR BORNE COMMERCIAL/ BUSINESS USERS
11. CAR BORNE VISITORS
12. CAR BORNE COMMUTERS.

T2: IN ACCORDANCE WITH THE ACCESSIBILITY CRITERIA SET OUT IN SCHEDULE 1: RESIDENTIAL DEVELOPMENT SHOULD BE LOCATED WITHIN WALKING DISTANCE OF A FOOD SHOP AND A PRIMARY SCHOOL AND SHOULD BE ACCESSIBLE BY BUS OR RAIL TO EMPLOYMENT, CONVENIENCE AND COMPARISON SHOPPING, SECONDARY AND TERTIARY EDUCATION, PRIMARY AND SECONDARY HEALTH CARE, SOCIAL CARE AND OTHER ESSENTIAL FACILITIES.

NON RESIDENTIAL DEVELOPMENT SHOULD BE ACCESSIBLE WITHIN WALKING DISTANCE AND/OR BY BUS OR RAIL TO A MAJORITY OF ITS POTENTIAL USERS.

Transport

SCHEDULE 1 : ACCESSIBILITY CRITERIA

WALKING DISTANCES

FACILITY	TARGET DISTANCE	MAXIMUM DISTANCE
FOOD SHOP	500M	1000M
PRIMARY SCHOOL	500M	1000M
OTHER FACILITIES	750M	1000M
BUS STOP	400M	500M
RAIL STATION	-	800M

TRAVEL TIMES

FACILITY	PUBLIC TRANSPORT TRAVEL TIME IN MINUTES	CAR TRAVEL TIME IN MINUTES
SHOPPING	30	20
EDUCATION	30	20
OTHER NON-RESIDENTIAL FACILITIES	40	25

FOR RESIDENTIAL DEVELOPMENT THE DISTANCES DEFINE THE MAXIMUM WITHIN WHICH FACILITIES ARE CONSIDERED TO BE WITHIN WALKING DISTANCE OF THE DEVELOPMENT AND THE TRAVEL TIMES DEFINE THE MAXIMUM WITHIN WHICH FACILITIES ARE CONSIDERED TO BE ADEQUATELY ACCESSIBLE BY PUBLIC TRANSPORT.

FOR NON RESIDENTIAL DEVELOPMENT THE WALKING DISTANCES DEFINE THE PEDESTRIAN CATCHMENT AREA AND THE TRAVEL TIMES DEFINE THE RELATIVE CATCHMENT AREAS BY PUBLIC TRANSPORT AND BY CAR. PUBLIC TRANSPORT TRAVEL TIMES INCLUDE WALKING TIME TO AND FROM STOPS/STATIONS. CAR TRAVEL TIMES INCLUDE WALKING TIME AND PARKING TIME.

FOR PUBLIC TRANSPORT TO BE ADEQUATE IT SHOULD:

- BE ACCESSIBLE WITHIN A REASONABLE WALKING DISTANCE AT BOTH ORIGIN AND DESTINATION ENDS OF JOURNEY;
- OPERATE AT HOURS SUITABLE FOR JOURNEY PURPOSE (I.E. DURING ALL HOURS THAT NON-RESIDENTIAL FACILITY IS OPEN TO USERS, INCLUDING STAFF WORKING HOURS;
- PROVIDE A FREQUENCY OF SERVICE SUITABLE FOR THE JOURNEY PURPOSE, I.E. FREQUENCIES SHOULD CORRESPOND TO EXISTING BEST PRACTICE IN THE AREA WHERE THE DEVELOPMENT IS LOCATED.

SUGGESTED IDEAL FREQUENCIES FOR THE URBAN AREA OF EXETER WOULD BE:

MONDAYS TO SATURDAYS 0700-1900	15 MINUTES MINIMUM FREQUENCY
EVENINGS AND SUNDAYS	30 MINUTES MINIMUM FREQUENCY

IDEAL FREQUENCIES OF SERVICES OPERATING TO AND FROM OUTSIDE THE URBAN AREA

MONDAYS TO SATURDAYS 0700-1900	30 MINUTES MINIMUM FREQUENCY
EVENINGS AND SUNDAYS	60 MINUTES MINIMUM FREQUENCY

Encouraging Use of Sustainable Modes

9.14 Developers will be expected to safeguard the existing or proposed cycle and pedestrian networks. Opportunities should be taken to provide new and enhanced routes to local shops, schools, places of work and other key destinations so that users are encouraged to walk and cycle rather than drive. Routes should be of good quality, direct and comfortable. Appropriate cycle parking must be provided within developments. Schedule 2 provides guidance. These standards distinguish between the need for secure long stay parking for employees and short stay cycle parking for visitors. Where more than 20 people are employed facilities for washing and changing should be provided. Development which does not adequately provide for the pedestrian or cyclist will not be acceptable.

9.15 The layout of new development is crucial if car dependency is to be reduced and the use of public transport encouraged. Provision in large developments must be made for buses to run through or alongside the site with good pedestrian connections. Developers will be expected to provide facilities for bus travel such as carriageways of sufficient width, bus lay-bys, turning circles and bus shelters. Where appropriate, access to rail stations should be maximised and, in some cases, new rail stations should be provided in consultation with the train operating companies and the Strategic Rail Authority or successor authority.

9.16 The particular needs of people with disabilities also needs to be catered for. Convenient parking spaces should be identified so that employees and visitors are able to park close to their destinations. Dropped kerbs and ramps may also be needed to link parking/drop off points with the entrance to the development.

T3: DEVELOPMENT SHOULD BE LAID OUT AND LINKED TO EXISTING OR PROPOSED DEVELOPMENTS AND FACILITIES IN WAYS THAT WILL MAXIMISE THE USE OF SUSTAINABLE MODES OF TRANSPORT. PROPOSALS SHOULD ENSURE THAT:

- (a) ALL EXISTING AND PROPOSED WALKING AND CYCLE ROUTES ARE SAFEGUARDED OR THAT ALTERNATIVE REASONABLY CONVENIENT ROUTES ARE PROVIDED;
- (b) SUITABLE CYCLE PARKING PROVISION IS PROVIDED IN ACCORDANCE WITH THE STANDARDS SET OUT IN SCHEDULE 2;
- (c) WHERE MORE THAN 20 PEOPLE ARE EMPLOYED FACILITIES FOR SHOWERING AND CHANGING ARE PROVIDED;
- (d) FULL ACCOUNT IS TAKEN OF THE NEEDS OF BUS OPERATION THROUGH AND ALONGSIDE NEW DEVELOPMENT BY THE PROVISION OF LAY-BYS, ROADS AND OTHER ASSOCIATED FACILITIES;
- (e) WHERE APPROPRIATE, PEDESTRIAN AND CYCLING LINKS ARE PROVIDED TO EXISTING OR PROPOSED RAIL STATIONS;
- (f) THE PARTICULAR NEEDS OF PEOPLE WITH DISABILITIES ARE TAKEN INTO ACCOUNT.

Transport

SCHEDULE 2 : CYCLE PARKING STANDARDS

LAND USE	STANDARD
GENERAL RETAIL	1 PER 45M ² FOR CUSTOMERS + 1 PER 200M ² FOR STAFF
RETAIL WAREHOUSING OR DIY STORES	1 PER 90M ² FOR CUSTOMERS + 1 PER 400M ² FOR STAFF
PUBS, RESTAURANTS, CLUBS	1 PER 10M ²
OFFICES, FINANCIAL AND PROFESSIONAL SERVICES	1 PER 250 M ² UNDER COVER FOR STAFF + CUSTOMER PARKING 1 PER 1,000M ²
GENERAL INDUSTRY	2 SPACES + 1 PER 400M ²
WAREHOUSING	2 SPACES + 1 PER 400M ² UP TO 1,000M ² THEREAFTER 2 SPACES + 1 PER 800M ²
HOTELS AND GUEST HOUSES	1 STAFF SPACE PER 10 BEDROOMS + 1 VISITOR SPACE PER 10 BEDROOMS
THEATRES/CINEMAS AND ASSEMBLY HALLS	1 SPACE PER 5 SEATS OR 10M ² OF PUBLIC FLOORSPEACE AND 1 STAFF SPACE PER 100 SEATS
EDUCATION	1 SPACE PER 10 STAFF + 1 SPACE PER 5 STUDENTS OVER 11
HEALTH - HOSPITALS - HEALTH CENTRES	1 SPACE PER 10 BEDS 1 SPACE PER 3 CONSULTING OR TREATMENT ROOMS
LIBRARIES AND MUSEUM	1 SPACE UNDER COVER PER 250M ² FOR STAFF, 1 SPACE PER 100M ² FOR VISITORS
SPORTS/RECREATION	1 SPACE PER 100 SEATS + 1 SPACE FOR EVERY 10 PLAYERS OR USERS + CAPACITY FOR STAFF
SWIMMING POOLS/ICE RINKS OR HEALTH CLUBS	1 SPACE PER 5M ² ACTIVE FLOOR AREA (I.E. POOL/RINK AREA)
MARINAS	1 SPACE PER 2 BERTHS
CAMPING AND CARAVAN SITES	1 SPACE PER PITCH + 1 PER 15 PITCHES FOR VISITORS
RESIDENTIAL DWELLINGHOUSES (NO GARAGE) WITH GARAGE	1 SPACE PER 1-2 BED DWELLING 2 SPACES PER 3 OR 3+ BED DWELLING AS ABOVE, BUT CAN BE ACCOMMODATED IN GARAGE
FLATS ABOVE SHOPS	1 COVERED SPACE/FLAT
MULTI-OCCUPATION/BEDSIT/ STUDENT	1 SPACE PER UNIT
SHELTERED HOUSING	1 SPACE PER 5 STAFF

Encouraging Walking

9.17 Walking is an easy and important way of retaining health and fitness. Typically 27% of all journeys are under a mile long of which 80% are on foot. Improving conditions for pedestrians is an important way of increasing the proportion of shorter journeys that are made on foot.

9.18 The City and County Councils have been working with national charity, Sustrans, on an innovative project to encourage more walking as a sustainable mode of transport. This project has sought to identify a network of key routes linking residential areas with significant destinations like shops, schools, universities, hospitals and employment areas. A programme of work has been developed to ensure that these routes are attractive, comfortable, well maintained and safe. Implementation will be mainly through the County Council's Local Transport Plan.

9.19 As part of this work a circular walking route around the city, known as the 'green circle'(see 7.25 and Plan 2) has largely been implemented. Most of the route is made up of existing rights of way and permissive paths. Ongoing improvements to the route will be carried out. The design and layout of developments which are proposed across or adjacent to the 'green circle' should take the route into account.

9.20 Pedestrian routes must be designed to include the provision of dropped kerbs and signing. They must be direct, well lit and overlooked where possible. Where they cross busy roads, the conflict with traffic and delay to pedestrians will be minimised by the provision of appropriate crossing aids like zebra or puffin crossings.

9.21 A major improvement in the pedestrian environment is proposed for the core of the City Centre (see 14.6 – 14.10, Policy KP1).

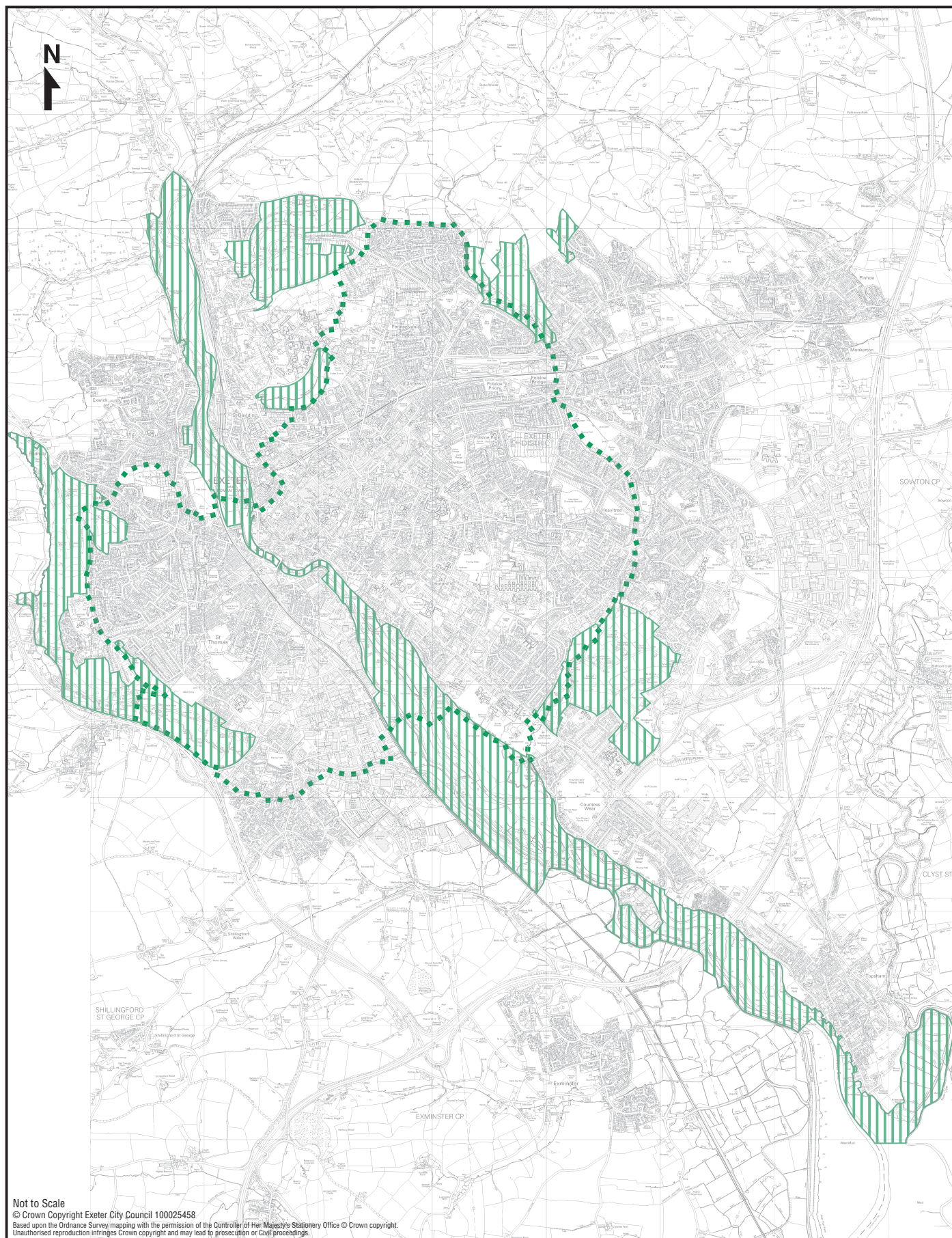
9.22 A wider programme of improvements will also be sought through the implementation of this Plan's provisions and through the Local Transport Plan.

T4: A CIRCULAR WALKING ROUTE WILL BE ESTABLISHED AROUND THE CITY WHICH WILL CONSIST OF EXISTING PUBLIC RIGHTS OF WAY AND OTHER PERMISSIVE PATHS (PLAN 2).

Encouraging Cycling

9.23 The City Council's Transportation Strategy sets out a series of objectives 'to make cycling more attractive and encourage its use for appropriate journeys, especially as an alternative to the private car'. The strategy aims to promote the benefits of cycling to the wider community and increase the levels of cycling in line with national targets set by the Government, which is to treble the number of cycle trips by 2010 from a 2000 base.

9.24 There is potential for many more journeys (up to 5 miles) to be undertaken by bicycle but potential cyclists are put off by fears for their safety as a result of the speed and domination of the road network by motorised traffic. Where cycle routes have been provided in a linked and coherent way (a comprehensive network), cycle



Plan 2:

‘Green Circle’ Walking Route: T4

 Valley Park  Walking Route

use has increased. This means that the particular needs of cyclists, including the protection and expansion of the existing cycle network, must be taken into account in all new development and in all highway and traffic management schemes (see also Policy T3).

9.25 The expansion of the cycle network is proposed. The aim is to provide a quality network of safe cycle routes that link residential areas to the City Centre, universities, colleges, schools, hospitals, railway stations and major employment and shopping areas in the City. This has included a new bridge for cyclists across the River Exe close to the Mill on the Exe at Blackaller Weir.

9.26 Cycle parking must be provided in new developments (see Schedule 2), in the City Centre and at principal attractors elsewhere. There is already considerable provision of ‘Sheffield Stands’ for public use in Exeter. Commuted payments will be used to achieve further public cycle parking including provision of secure facilities. Commuted sums will be reviewed annually.

9.27 Cycling is also an important tourism and leisure pursuit. Potential cycle routes have been identified for leisure uses through:

- (i) the National Cycle Network;
- (ii) the Valley Park routes.

9.28 The National Cycle Network is being promoted by Sustrans (a charity supporting sustainable travel) to encourage more cycling. The intention is to develop a national network that passes through the centres of towns and cities and which will provide a backbone on which other links can be built. Exeter is on the proposed national route from Weymouth to Dawlish. The route through Exeter is along the estuary and river. Links are proposed to St David’s station and to the City Centre. A further extension to Tiverton is also proposed.

9.29 Within the City, there are seven Valley Parks, which are areas of open space protected from development and intended for informal recreation (see 7.16-7.22). Subject to the completion of feasibility studies satisfactorily resolving the potential conflict between walkers, cyclists and horse riders, it is intended to create a series of interlocking circular routes for use by cyclists that will link up the Valley Parks. Some of these will coincide with the ‘green circle’ (see 9.19).

T5: THE CYCLE ROUTE NETWORK WILL BE EXTENDED TO ESTABLISH A COMPREHENSIVE NETWORK OF CYCLE ROUTES THROUGHOUT THE CITY AND WILL INCORPORATE THE EXISTING AND PROPOSED NATIONAL CYCLE ROUTE THROUGH EXETER AND CIRCULAR ROUTES LINKING THE VALLEY PARKS.

Encouraging the use of Public Transport

9.30 The use of local bus services will be encouraged. Reliability and efficiency can be improved through traffic management measures such as bus lanes, bus gates

and other techniques to give buses priority over other motorised transport. The City and County Councils will continue to work with local bus and rail operators to promote new quality partnerships and contracts. Partnerships are voluntary agreements between local authorities and bus or rail operators where each partner commits resources to improving the whole experience of travelling by public transport.

9.31 Bus priority measures in the City Centre and along the main radial corridors into the City Centre will be the key means of improving local bus services. The Topsham, Heavitree and Honiton, Pinhoe and Barrack Road corridors are being dealt with first as these have been identified as having the greatest problem and some measures have been implemented. Bus priority measures will also be required selectively along the eastern fringe bus route (see 14.33). Support will also be given for bus priorities to be introduced on some of the approaches to Exeter outside this local plan area, including Bridge Road, Sidmouth Road and Exmouth Road (the A376); no car lanes or High Occupancy Vehicle (HOV) lanes will also be considered.

T6: BUS PRIORITY MEASURES, INCLUDING BUS LANES, BUS GATES AND SELECTIVE DETECTION AT TRAFFIC SIGNALS WILL CONTINUE TO BE IMPLEMENTED IN THE CITY CENTRE AND ALONG THE FOLLOWING CORRIDORS:

FIRST PRIORITY CORRIDORS

- TOPSHAM
- HEAVITREE ROAD & HONITON ROAD
- PINHOE
- BARRACK ROAD

SECOND PRIORITY CORRIDORS

- COWLEY BRIDGE ROAD
- ALPHINGTON ROAD
- MARSH BARTON & MATFORD
- TAN LANE
- ST DAVIDS STATION LINK

Park and Ride

9.32 There are three park and ride sites on the periphery of Exeter - at Matford, Sowton and Honiton Road - which intercept a significant amount of incoming car traffic with their occupants switching to a frequent dedicated bus service. Parking is free and the bus fare is significantly lower than local service buses. The buses travel into Exeter on radial routes that are the least congested or have some degree of priority. A further park and ride site has been provided at Digby Station for onwards travel by rail but this is also being used for bus park and ride to the Royal Devon and Exeter Hospital at Wonford.

9.33 The need for three further park and ride sites has been identified - on the Crediton/Tiverton corridor, somewhere near Cowley Bridge; on the Pinhoe/Broadclyst corridor; and on the south west side near the A30. No sites have yet been identified and the only possibilities may lie outside the boundaries of Exeter in other District Council areas. Sites that may subsequently be identified in Exeter must meet a series of criteria in order to be successful and not adversely affect the environment of local communities. In some cases, contributions to park and ride will be sought from developers.

T7: PARK AND RIDE SITES WILL BE PROVIDED, IF FEASIBLE, TO SERVE THE COWLEY BRIDGE ROAD, PINHOE AND A30 (WEST) CORRIDORS, SUBJECT TO ENSURING THAT THE PROPOSED SITE:

- (a) IS WELL RELATED TO THE MAIN RADIAL ROUTE NETWORK;
- (b) ACHIEVES A SUITABLE PARK AND RIDE OPERATION;
- (c) DOES NOT SIGNIFICANTLY AFFECT THE ENVIRONMENT OF LOCAL COMMUNITIES;
- (d) DOES NOT SIGNIFICANTLY DETRACT FROM THE OPEN CHARACTER OF THE GREEN AREAS;
- (e) MINIMISES THE VISUAL IMPACT OF THE SITE;
- (f) DOES NOT CREATE ADDITIONAL DEVELOPMENT PRESSURE ON ADJACENT OPEN LAND.

Passenger Rail Services

9.34 Although only a small proportion of journeys to Exeter are made by rail it is an important mode for longer distance travellers and provides two of the important gateways into the City. Regional Guidance recognises Exeter's position at the hub of 5 rail lines, including 2 intercity corridors, and acknowledges the potential for increased rail travel to Exeter as a result of increased economic activity. The City Council and County Council work together with neighbouring authorities and rail providers through the Exerail partnership, the Salisbury to Exeter Lineside Consortium of Authorities and the Regional Assembly to retain and enhance existing local rail services.

9.35 The City Council supports environmental improvements to the forecourts at both St David's and Central stations to provide good accessibility and integration with bus and taxi services and links to the local and national cycling networks. Both stations are important gateways to the City. The improvements at St David's will form part of a redevelopment scheme (see Policy E3 and Key Proposal 5). The City Council also supports the proposal to build a station at the new settlement in East Devon with possible links by bus to Skypark and the Airport.

Safeguarding Former Railway Land and Access to Rail

9.36 Some former operational railway land, such as goods yards are identified in this local plan as suitable for employment or housing but some should be retained for future transport uses, e.g. for car parking close to stations at Pinhoe and Topsham.

9.37 Unless the relevant rail companies demonstrate that the land would not be suitable, the development of railway land should allow for their future connection to the rail network via sidings so that freight can be moved by rail rather than road or so that they can be used again as rail goods yards. There are also some disused rail lines and facilities which could have a future transport use, e. g. the use of the City Basin line as a cycle track.

9.38 The movement of goods is an important part of the local economy. The use of heavy goods vehicles on unsuitable roads can cause problems to residents and other users in the local community. The Council therefore supports the transfer of freight to rail wherever feasible and, in particular, the City Council supports the proposed multi-modal freight facility proposed in East Devon near the Airport.

9.39 Where development proposals are adjacent to active or disused rail lines in Exeter, care will be taken to ensure the option of serving the site by rail is not precluded.

T8: DEVELOPMENT WILL NOT BE PERMITTED WHICH WOULD PREJUDICE THE RE-USE OF:

- (a) FORMER RAILWAY LAND, WHICH MAY HAVE POTENTIAL FOR OTHER TRANSPORT USES; OR;**
- (b) SITES ADJACENT TO RAIL LINES AND EXISTING FREIGHT FACILITIES WHICH MAY HAVE POTENTIAL FOR FREIGHT PURPOSES IN THE FUTURE.**

Disability

9.40 It is important for their quality of life that people with disabilities can live as independently as possible. This includes accessibility to activities and services that an able bodied person takes for granted. In turn this frequently depends on mobility: ensuring that all parts of the City Centre are accessible by wheelchair, that sufficient parking spaces are provided of an adequate width for wheelchair users, that clutter is reduced on the streets, that seats are provided that are usable and that buildings and transport are accessible. Many of these issues are covered by the Disability Discrimination Act of 1995.

9.41 Proposals for development provide an opportunity to secure a more accessible environment for everyone, including wheelchair users, other people with disabilities, elderly people and those with young children. In determining planning applications the Council will take access issues into account and may impose conditions concerning the access to, and into, buildings and the need for accessible housing, where these are not covered by the Building Regulations (Part M).

T9: PROPOSALS FOR THE DEVELOPMENT, CHANGE OF USE, ALTERATION OR EXTENSION OF NON-DOMESTIC BUILDINGS, PARTICULARLY THOSE OPEN TO THE PUBLIC, WILL ONLY BE PERMITTED IF PROVISION IS MADE FOR SAFE AND CONVENIENT ACCESS BY PEOPLE WITH DISABILITIES.

Car Parking

9.42 Reducing the level of parking provision in new development is essential in order to promote sustainable travel choices. Regional Planning Guidance (RPG10) sets out maximum parking standards for development based on guidance in PPG13: Transport. Outside the City Centre pedestrian priority zone (see Key Proposal 1: Plan 6) the RPG standards will be applied. Within the zone, much tighter restrictions are required in order to give pedestrians real priority. Throughout the City, parking spaces for disabled users must also be provided.

T10: DEVELOPMENT WILL NOT BE PERMITTED WITH MORE PARKING THAN THE STANDARDS SET OUT IN SCHEDULE 3 EXCEPT AS PART OF A PHASED DEVELOPMENT, GUIDED BY A TRAVEL PLAN AND INCORPORATED INTO A LEGAL AGREEMENT. CAR PARKING PROVISION SHOULD ALSO BE MADE FOR PEOPLE WITH MOBILITY PROBLEMS IN ACCORDANCE WITH THE STANDARDS SET OUT IN SCHEDULE 4, WHICH WILL BE APPLIED THROUGHOUT THE CITY.

SCHEDULE 3: CAR PARKING STANDARDS

INSIDE THE PEDESTRIAN PRIORITY ZONE

LAND USE	MAXIMUM PARKING STANDARD
NON RESIDENTIAL	OPERATIONAL ONLY
RESIDENTIAL	1.5 SPACES PER DWELLING. CAR FREE DEVELOPMENTS MAY BE PERMITTED, IN ACCORDANCE WITH POLICY H2.

OUTSIDE THE PEDESTRIAN PRIORITY ZONE

LAND USE	MAXIMUM PARKING STANDARD
FOOD RETAIL	1 SPACE PER 14 SQ M
NON-FOOD RETAIL	1 SPACE PER 20 SQ M
CINEMAS AND CONFERENCE FACILITIES	1 SPACE PER 5 SEATS
D2 INCLUDING LEISURE	1 SPACE PER 22 SQ M
B1 INCLUDING OFFICES	1 SPACE PER 30 SQ M
B2 EMPLOYMENT	1 SPACE PER 50 SQ M
B8 WAREHOUSING	1 SPACE PER 200 SQ M
HOSPITALS	1 SPACE PER 4 STAFF + 1 SPACE PER 3 VISITORS
HIGHER & FURTHER EDUCATION	1 SPACE PER 2 STAFF
STADIA	1 SPACE PER 15 SEATS
RESIDENTIAL	1.5 SPACES PER DWELLING. CAR FREE DEVELOPMENTS MAY BE PERMITTED, IN ACCORDANCE WITH POLICY H2, IN THE CITY CENTRE CORE AREA DEFINED IN PLAN 1.

SCHEDULE 4. CAR PARKS FOR PEOPLE WITH MOBILITY PROBLEMS

CAR PARK USED FOR	CAR PARK SIZE	
	UP TO 200 BAYS	OVER 200 BAYS
EMPLOYMENT PREMISES - EMPLOYEES AND VISITORS	INDIVIDUAL BAYS FOR EACH DISABLED EMPLOYEE + 2 BAYS OR 5% OF TOTAL CAPACITY, WHICHEVER IS GREATER	6 BAYS + 2% OF TOTAL CAPACITY
SHOPPING, RECREATION, LEISURE	3 BAYS OR 6% OF TOTAL CAPACITY, WHICHEVER IS GREATER	4 BAYS + 4% OF TOTAL CAPACITY

9.43 In line with national guidance the policies for off-street public car parking aim to use car parking provision and management as a demand management tool to reduce the growth in private car travel, especially for commuters. This approach is also endorsed in the Local Transport Plan. In summary this means that there will be:

- no significant change in overall public off street parking spaces (currently 4,300) in the City Centre;
- a gradual switch from long stay to short stay parking through the development process;
- a collar of residents' parking around the City Centre;
- a shift of long stay parking from the City Centre to the periphery via park and ride;

- improved customer services;
- better information;
- improved security;
- use of Intelligent Transport Systems.

9.44 At Topsham the viability of the town as a local centre and tourist attraction would benefit from increased parking provision. The Council will aim to ensure that there is no reduction in the number of off-street parking spaces and will seek to enhance the provision as opportunities arise.

T11: PERMISSION FOR DEVELOPMENT IN THE CITY CENTRE WILL BE SUBJECT TO ENSURING THAT THERE IS NO SIGNIFICANT CHANGE IN THE NUMBER OF PUBLIC OFF STREET PARKING SPACES THOUGH THERE WILL BE A SHIFT FROM LONG STAY TO SHORT STAY PROVISION.

9.45 From time to time land becomes vacant pending development and could be used for temporary car parking. Applications for planning permission may be regarded favourably for such use providing the site is relatively small (less than 200 spaces), the proposal fits within the overall parking strategy and safe access can be provided. Within the central area such parking would need to be publicly available and for short stay use only.

T12: TEMPORARY CAR PARKING ON VACANT SITES PROPOSED FOR DEVELOPMENT WILL BE PERMITTED PROVIDED THAT:

- (a) THE USE IS LIMITED TO A MAXIMUM OF THREE YEARS; AND
- (b) THE OPERATION OF THE CAR PARK IS IN ACCORDANCE WITH THE COUNCIL'S PARKING STRATEGY; AND
- (c) THE CAPACITY OF THE SITE IS LESS THAN 200 SPACES; AND
- (d) THE OPERATION OF THE CAR PARK WILL NOT IMPAIR ROAD SAFETY.

Freight Movements

9.46 Heavy lorries make an impact on the environment. Fortunately there are very few through lorries using roads in Exeter as most heavy traffic uses the M5 and A30 to bypass the City. However, heavy lorries do use City roads to get to destinations within the City and this can involve very large lorries in City Centre streets. The use of transshipment depots to transfer goods onto smaller vehicles would remove large commercial vehicles from crowded and often unsuitable City Centre roads where they cause environmental intrusion but this may have to be balanced against the increased number of smaller goods vehicles that would enter the City.

T13: THE DEVELOPMENT OF LORRY TRANSHIPMENT FACILITIES IN THE CITY WILL BE PERMITTED PROVIDED THAT:

- (a) IT WILL NOT HARM THE LOCAL ENVIRONMENT;**
- (b) THE TRAFFIC GENERATED CAN BE ACCOMMODATED ON THE LOCAL ROAD NETWORK;**
- (c) THE FACILITIES ARE LOCATED ON OR CLOSE TO MAJOR OR RADIAL ROUTES.**

New Local Roads and Improvements

9.47 The County Council has no proposals for the construction of new roads as part of the strategic network in Exeter. There are, however, a number of new local roads and improvements proposed in conjunction with development. These are:

Grace Road Link: A short section of all purpose highway that will link Alphington Road with Marsh Barton, thus improving access to Marsh Barton, a major industrial area. Part of the link has already been built as part of the Alphington Sainsbury's site. The remaining section is expected to be built as part of development proposals for land at Grace Road.

Marsh Barton/Haven Banks: A road link connecting Haven Road to Water Lane via the Haven Road car park and Water Lane to Alphin Brook Road at Marsh Barton via Clapperbrook Bridge is proposed to serve the developments and activities which are being promoted in the Quay/Canal Basin area (see 14.20-14.30 and Key Proposal 6).

Tan Lane Archway: Potential works to allow access and alignment improvement.

Exhibition Way/Chancel Lane: In view of concerns about industrial traffic through residential roads in the Chancel Lane area, a spine road is proposed from Exhibition Way to the brickworks, in association with land allocated for employment/indoor leisure (see 3.17 - 3.20 and Policy E1).

Honiton Road to Pinhoe Road: Traffic on the Honiton Road corridor is steadily increasing as a result of improvements to the A30 and Junction 29 of the motorway and employment growth on Sowton Industrial Estate and Exeter Business Park. The growth in traffic is likely to continue because of employment development to the east and west of Exeter Business Park and major employment and housing proposals to the east of the City (Skypark and new settlement). The increased traffic demands on all roads and junctions in the area will affect both public and private transport and especially the operation of bus services using the Honiton Road park and ride site. To serve Exeter Business Park and Sowton and to enable employment land to be released, a road link is proposed from Ambassador Drive (off Honiton Road) to Pinhoe Road. The road will link residential and employment areas, form part of a strategic bus route on the east side of the City (see 14.33) and relieve nearby residential roads, such as Pinn Lane, of unsuitable traffic. As the road is mainly required because of development pressures, it is intended that significant developer funding will be sought.

Former Royal Naval Stores Depot: A road link will be required between the lower RNSD housing site on Topsham Road and the upper RNSD housing site. This link will connect with access roads through the Newcourt development area, north of Old Rydon Lane, to the A379 (see Key Proposal 8).

T14: THE FOLLOWING HIGHWAY SCHEMES ARE PROPOSED:

- GRACE ROAD LINK;
- MARSH BARTON/HAVEN BANKS;
- TAN LANE ARCHWAY;
- EXHIBITION WAY/CHANCEL LANE;
- HONITON ROAD TO PINHOE ROAD;
- TOPSHAM ROAD TO THE A379

LAND REQUIRED FOR THE ROAD SCHEMES WILL BE SAFEGUARDED.

10.0 HERITAGE CONSERVATION

Objectives

- to preserve and enhance Exeter's historic environment
- to safeguard Exeter's archaeological heritage

10.1 Exeter is fortunate in having a rich and varied heritage of buildings and townscape which has grown from Roman origins and has benefited from periods of prosperity, particularly during the 16th, 17th and early 18th Centuries. Despite the destruction of a quarter of the City Centre during the Second World War, there remains much which is worthy of preservation and enhancement.

10.2 The relationship between growth and conservation will continue to be one of the most important issues facing Exeter in the future. The quality and character of the built environment is of prime importance, not only to residents but also in attracting new commercial and industrial investment to the City and in the development of Exeter as a centre for tourism. If not properly managed, rapid growth could result in damage to those qualities which form the basis of Exeter's attraction. The task facing the Council is to balance the need for economic growth with protection of the historic environment.

10.3 This Review sets out the Council's commitment to the conservation and improvement of Exeter's distinctive character by protecting the townscape (see Section 13: Design Guidance), controlling the alteration and use of historic buildings, ensuring that buildings are particularly well designed in conservation areas, protecting historic parks and gardens, preserving and enhancing important archaeological remains and improving historical and archaeological interpretation.

Strategic Guidance

10.4 The Government (Planning Policy Guidance Note 15: Planning and the Historic Environment) considers that the preservation and enhancement of the historic built environment and sustainable economic growth are complementary objectives. Regional Planning Guidance advises that new development should preserve or enhance historic buildings and conservation areas and important archaeological features and their settings. This is reflected in the Structure Plan which advises that particular care should be taken to conserve the special historic character of settlements and the character and appearance of conservation areas, listed or other buildings of historic or architectural interest and their settings and parks and gardens of special historic interest and their settings.

Conservation Areas and Listed Buildings

10.5 Conservation areas are defined as 'areas of special architectural or historic interest', the character and appearance of which it is desirable to preserve or enhance. Designation places greater emphasis on design, materials and appearance in the consideration of development proposals, involves greater public consultation, brings



Plan 3:

Inner City Conservation Areas C1-C3, C5

the demolition of unlisted buildings under planning control and affords additional protection to trees.

10.6 Within the City there are 15 conservation areas. (see Proposals Map and Plan 3 : Inner City Conservation Areas.) The Central and Riverside areas are pre-eminent, containing many important monuments, buildings and spaces. Central is within the walls of the Old City and includes the Cathedral of St. Peter; Cathedral Yard and Close with the many medieval buildings; Rougemont Castle; St. Nicholas Priory; the City Wall; and the historic High Street, Fore Street and North Street with their 16th and 17th Century merchant's houses. Riverside includes the Canal basin and Quay area, once Exeter's maritime trading centre for the woollen and other industries, and buildings of historic importance, such as the Custom House and Cricklepit Mill. Adjoining these areas are the early suburbs of Southernhay and The Friars to the south and St.David's/Longbrook to the north. The Princes Street/ Alphington Road conservation area was a planned Victorian layout, while Alphinbrook represents a more Arcadian character on the edge of the City. The other conservation areas comprise: St. Leonard's, Baring Crescent/Mont le Grand, Pennsylvania Park and Belmont which were built as Georgian and Victorian suburbs; Cowick Street, Alphington, Exwick and Heavitree which were originally separate villages; and the town of Topsham, once an important port on the Exe Estuary with building styles reflecting its close links with Holland.

10.7 There are over 1,600 buildings in the City which are currently listed by the Government as being of special architectural or historic interest. There are many more buildings which do not enjoy the protection of statutory listing but form part of the 'familiar and cherished local scene'. These buildings may well be crucial to the identity of a particular locality and its community and may be local landmarks (see Schedule 5).

10.8 Where development is proposed in conservation areas, or which affects buildings of architectural or historic interest or other buildings or features which contribute to the character and setting of conservation areas, the Council will, in line with government guidance, require the provision of sufficient information on the historic fabric, structure and context to accompany submission of the development proposals. The Council will also require that these proposals incorporate the identification and recording of the historic structure, fabric and features affected by the works. Where demolition is proposed similar information is required together with recording before and during demolition.

10.9 Planning applications in conservation areas and for all listed buildings should normally be full applications and accompanied by full elevation details of the proposals, 'as existing' plans and elevations and sufficient detailed information on the historic fabric of the building and the features it contains. Even where an outline application is considered appropriate, it should be accompanied by sufficient illustrative sketches to indicate the effect of the proposal on the conservation area. If necessary the Council will make use of its powers under the planning legislation to require such information.

Development in Conservation Areas

10.10 The design of new development within historic areas needs careful consideration. Conservation areas are not museum pieces and new and old need to be woven together to create a dynamic, living and working community. Buildings should be maintained and fully occupied. The mixed picture of preservation, remodelling and renewal is characteristic of Exeter.

10.11 All developments should accord with the design guidance set out in Section 13: Design Guidance. Particular care should be taken to ensure that new development respects its historic setting. This does not mean that new buildings should copy their older neighbours but, when seen together, should form an harmonious group.

10.12 The street pattern is frequently crucial to the character of a conservation area. Patterns of movement have evolved over hundreds of years and the existing layout often creates views and vistas of considerable character. New development should fit in with the existing pattern. Where the historic street pattern and its associated public places have been lost or damaged, the City Council will normally seek their restoration through new development.

10.13 Exeter's conservation areas contain a variety of building styles and materials but the buildings and townscape in the immediate vicinity of a development site may not positively contribute to the character of the conservation area. New development should aim to harmonise with the buildings in areas of townscape within the conservation area that are essential to its character.

10.14 The demolition of listed buildings will very rarely be permitted but within conservation areas there is also a presumption against the demolition of unlisted buildings which make a positive contribution to the character or appearance of the area. Many unlisted buildings, including those of little architectural merit, can still be of importance within a street scene or landscape and their demolition can lead to an ugly gap which may remain undeveloped for years. Proposals to demolish such buildings will be assessed against the same broad criteria as proposals to demolish listed buildings (see 10.18). If warranted, the Council will seek to protect them through the imposition of a Building Preservation Notice, or a request to the Government to 'spot list' the building.

10.15 Redevelopment proposals must demonstrably improve the appearance and functioning of an area, both by their proposed use and quality of building and must not have a detrimental effect on the character and setting of adjacent listed buildings. The opinions of the highest national bodies are sought when appraising development proposals for sensitive sites. If redevelopment proposals are acceptable and failure to replace a building following demolition would result in harm to the character or appearance of the conservation area, then consent to demolish will be subject to a condition that demolition does not take place until planning permission is granted and a contract for carrying out redevelopment of the site is made within an agreed timescale.

C1: DEVELOPMENT WITHIN OR AFFECTING A CONSERVATION AREA (INCLUDING CHANGES OF USE, ALTERATIONS AND EXTENSIONS) MUST PAY SPECIAL ATTENTION TO THE DESIRABILITY OF PRESERVING OR ENHANCING THE CHARACTER OR APPEARANCE OF THE CONSERVATION AREA.

The Use and Alteration of Buildings

10.16 Many buildings of architectural or historic value are not well adapted for modern needs, they may be difficult to convert to new functions and they can be expensive to heat and maintain. Many have vacant floor space, particularly on upper floors. Often the use of upper floors, especially for housing, is discouraged by the removal of separate access points from the ground floor, or by the introduction of activities which cause noise, smell or other nuisances.

10.17 The need to repair old buildings and have them fully occupied might suggest a liberal approach to change of use, alteration or extension, but only if the essential external and internal character of the building is maintained. Extensions and alterations should not dominate the building by form, height or materials and should harmonise with its appearance. It is also essential that activities introduced to one property will not discourage the restoration or beneficial use of others. In the primary shopping area, however, the need to prevent the loss of shops and restaurants to other uses will be a priority.

10.18 Consent to demolish a listed building will be a rare exception. Proposals will be assessed against evidence to determine:

- (i) the condition of the building and the cost of repairing and maintaining it in relation to its importance and in relation to the value to be derived from its continued use;
- (ii) the adequacy of efforts made to retain the building in use including efforts to sell the building on the open market;
- (iii) whether the redevelopment would provide substantial benefits for the community which would decisively outweigh the loss resulting from demolition.

10.19 Where the preservation, without disturbance, of the historic fabric of a listed building is not feasible or appropriate, the developer must undertake recording works in accordance with a scheme to be approved in advance by the planning authority.

10.20 The character of listed buildings and conservation areas frequently depends upon the setting of buildings. Gardens, courtyards and other spaces restricted to pedestrian use, together with boundary walls, railings and gates are integral to the character of many historic areas and should be retained. Alterations and demolition to allow convenient parking of cars are likely to be detrimental to the character of listed buildings and the townscape.

10.21 Policy C3 applies to buildings that are not subject to statutory listing. Structures which are proposed to be added to the list will not be subject to the provisions of Policy C3 until full consultation through the forthcoming Local Development Framework has been completed. Implementation of the policy will be through normal development control procedures.

C2: DEVELOPMENT (INCLUDING CHANGES OF USE, ALTERATIONS AND EXTENSIONS) WHICH AFFECTS A LISTED BUILDING MUST HAVE SPECIAL REGARD TO THE DESIRABILITY OF PRESERVING THE BUILDING OR ITS SETTING, OR ANY FEATURES OF SPECIAL ARCHITECTURAL OR HISTORIC INTEREST WHICH IT POSSESSES.

C3: DEVELOPMENT (INCLUDING CHANGES OF USE, ALTERATIONS AND EXTENSIONS) WHICH AFFECTS A BUILDING OF LOCAL IMPORTANCE, AS IDENTIFIED IN SCHEDULE 5, WILL NOT BE PERMITTED WHERE IT HARMS THE ARCHITECTURAL OR HISTORIC VALUE OF THE BUILDING.

SCHEDULE 5: BUILDINGS OF LOCAL IMPORTANCE

CRITERIA FOR SELECTION

(A) STRUCTURES OF ARCHITECTURAL AND/ OR HISTORIC INTEREST WHICH TO DATE HAVE NOT BEEN CONSIDERED SUFFICIENTLY SPECIAL IN NATIONAL TERMS TO MERIT INCLUSION ON THE STATUTORY LIST.

(B) STRUCTURES WHICH HAVE PROMINENCE AND A LANDMARK QUALITY, AND WHICH THEREFORE MAKE AN IMPORTANT CONTRIBUTION TO THE IDENTITY OF A PARTICULAR LOCALITY (I.E. WHICH ARE THEREFORE FUNDAMENTAL TO THE SENSE OF PLACE OF A PARTICULAR LOCALITY AND/OR TO THE CHERISHED LOCAL SCENE.

(C) STRUCTURES WHICH ARE PARTICULARLY ASSOCIATED WITH, AND RESONANT OF, LOCALLY DISTINCTIVE ACTIVITIES, EVENTS, PERSONALITIES, AND COMMUNITIES.

(D) EXEMPLARS OF DISTINCTIVE AND/OR SPECIAL BUILDING TYPES AND STYLES, PARTICULARLY IF NOW LOCALLY RARE OR UNUSUAL, OR IF CONSTRUCTED IN LOCAL MATERIALS.

IN ANY ONE CASE ONE OR MORE OF THE ABOVE CRITERIA MAY APPLY. BUILDINGS MUST BE IN A REASONABLY COMPLETE FORM TO QUALIFY.

AMENDMENTS TO THE REGISTER

OVER TIME, STRUCTURES MAY BE ADDED TO THIS REGISTER AS THEIR QUALITIES BECOME MORE APPARENT, OR MAY BE REMOVED WHERE IT IS CLEAR THAT THEIR ARCHITECTURAL OR HISTORIC CHARACTER HAS BEEN LOST, OR WHERE THEY HAVE BEEN INCLUDED IN THE STATUTORY LIST. CHANGES TO THE REGISTER WILL BE MADE THROUGH THE DEVELOPMENT PLAN PROCESS.

IT IS THEREFORE IMPORTANT THAT ANYBODY WHO WISHES TO CARRY OUT WORKS WHICH MAY AFFECT A PARTICULAR STRUCTURE SHOULD CONSULT THE COUNCIL'S PLANNING SERVICES TO CONFIRM ITS CURRENT STATUS BEFORE DOING SO.

ALPHINGTON ROAD CRAWFORD HOTEL 66, 68A, HOMEPARK HOUSE (FORMERLY WELL PARK HOUSE), 62 (CLAREMONT)	ARGYLL ROAD DURYARD LODGE ROSE DURYARD
BALLS FARM ROAD BALLS FARM BUILDINGS	BARLEY LANE, COWICK CROSSMEAD
BARTHOLOMEW STREET EAST THE OLD MALTHOUSE RESTAURANT	BELMONT ROAD 31 (SPRINGFIELD VILLA)
BLACKBOY ROAD 39, 40, 42	BONHAY ROAD 'THE RED HOUSE' (RAILTRACK) 14 EAGLE COTTAGES, 10, 11, 12-20 (CONSEC)
BUDDLE LANE, COWICK SCHOOL HOUSE, JOHN STOCKER MIDDLE SCHOOL GREEN GABLES PUBLIC HOUSE	BULLER ROAD, ST. THOMAS 88 (P.O. FORMER PRISON)
BUTTS ROAD, HEAVITREE MOWBRAY COTTAGE (FORMER DISSENTERS' CHAPEL)	CANAL BASIN WALLS ETC. (SEE UNDER HAVEN ROAD) ALL STONE AND TIMBER REVETMENT WALLS, BRIDGE ABUTMENTS WALLS OF DOUBLE LOCKS & BASIN WALLS AND GATES OF TOPSHAM LOCK TOPSHAM LOCK COTTAGE
CHAPEL ROAD, ALPHINGTON 27 (MILL COTTAGE)	CHUDLEIGH ROAD, ALPHINGTON 10, 12, 16, 18, 40-46 (EVEN) & BARN TO REAR (ALL ADMIRAL VERNON) ST. EDMUND'S FARM 48, 52, 54 (FORMERLY THE GABLES)
CHURCH HILL, PINHOE GOFFINS FARMHOUSE & COURTYARD BUILDINGS	CHURCH PATH, TOPSHAM 2 CHURCH COTTAGE
CHURCH ROAD, ALPHINGTON 10 (THE COTTAGE)	CHURCH ROAD, ST. THOMAS 1-5 (CONSEC) CONGREGATIONAL CHURCH & CHURCH HOUSE ADJ 49-51 (CONSEC) (MORIAH AND EDEN VILLAS) FORMER CHURCH ADJ. NO. 49
CHURCH STREET, HEAVITREE 7,	CLAPPERBROOK LANE, ALPHINGTON 1, 2, 4-12 (EVEN)
CLIFTON HILL 1, 2, 13, 14 FORMER BRICKWORKS OFFICE	CLYST ROAD, TOPSHAM HIGHFIELD FARM, BARN & ADJ. BUILDING
	COUNTESS WEAR ROAD THE TALLY HO PUBLIC HOUSE ST. LUKE'S CHURCH

COWICK LANE NEWLANDS (NOW 3-6 NEWLANDS CLOSE	COWICK STREET COWICK FIRST SCHOOL 29-32 (CONSEC), 46-48 (CONSEC), 49 50-52 (CONSEC) BULLER HALL 67, 106-109 (CONSEC) 138-140 (FIRE STATION, 1896, NEW W. EXE CENTRE GATE PIERS TO ST. THOMAS PLEASURE GROUND 142, 143, 144-148, 149, 150 151-152 (CONSEC) 155, 156 160 (GATEWAY TO DEBTORS' PRISON)
COWLEY BRIDGE ROAD 1 (GREAT WESTERN ROAD)	DENMARK ROAD MAYNARD SCHOOL 28 (ISCA VILLA) 30 (CHURCHILL HOUSE) 34 (HOLMEDALE) 36 (CARLTON HOUSE) 38 (THE CEDARS) 40 (DENMARK COURT)
DENVER ROAD, TOPSHAM OLD STORE (SETTER & SAUNDERS)	DUNSFORD ROAD, COWICK RC CHURCH
EAST WONFORD HILL, HEAVITREE 42 (EAST WONFORD LODGE)	ELM GROVE ROAD, TOPSHAM TOPSHAM CEMETERY, CHAPELS AND LODGE
EMMANUEL ROAD FORMER EMMANUEL CHURCH HALL (NOW NORTHCOTT STUDIO)	EXWICK HILL THE SQUARE, 1-13 (ODD) 18 BARN ADJ/BACKING ON; OPP THE SQUARE/REAR OF MERCER HOUSE
EXWICK ROAD THATCHED HOUSE PUBLIC HOUSE FORMER PRIMARY SCHOOL TOLL COTTAGE (ON CORNER WITH STATION ROAD) EXWICK CEMETERY CHAPEL, EXWICK CEMETERY LODGE & TOILET BUILDINGS EXWICK CEMETERY GATES AND PIERS	
FERRY ROAD, TOPSHAM 1, 17	FOLLETT ROAD, TOPSHAM 1-4 (CONSEC), 1-5 COYSH'S SQUARE (NOW 4 & 5 JOINED) COYSH'S SQUARE, WASH HOUSE
FORE STREET, EXETER REAR PORTION OF 104 FACING SMYTHEN STREET 105, 106, 111-113, (CONSEC), 115, 116 145-147 (CONSEC), 151-154 (CONSEC) 154A (THE MINT TAVERN), 162, 163 182-185 (PATERNOSTER HOUSE)	FORE STREET, HEAVITREE ROSARY HOUSE, IN GROUNDS OF RC CHURCH. RC CHURCH OF THE BLESSED SACRAMENT UNITED REFORM CHURCH 51 (FORMERLY DUNSTANS) 91 (VYVYAN HOUSE) 10, 30, 114, 118

FORE STREET, TOPSHAM 11 (AND 11A) MATTHEWS HALL 22, 23 (NOW PART OF 21) 1, 2 CHAPEL PLACE 81, 83, 84, 85, 86, 89, 90	GLASSHOUSE LANE 1 & 2 RIVERVIEW
HAMLIN LANE BUILDING TO REAR OF NOS 11-15	HAVEN ROAD THE WELCOME PUB ELECTRICITY GENERATING HOUSE GAS WORKS, FORMER MANAGER'S HOUSE/OFFICE CANAL BASIN WALLS, INCLUDING OF SLUICE INTO CANAL BOUNDARY WALL TO CANAL BASIN, EAST SIDE BOUNDARY WALL TO CANAL BASIN, WEST SIDE - SURVIVING FRAGMENTS AND GATEWAY TO NO. 62 WALLS OF KINGS ARMS SLUICE REMAINS OF RAILWAY TURNTABLE, PIAZZA TERRACINA
HEAVITREE ROAD 15-21 (ODD), 23-35 (ODD), 37 ROWANCROFT ST. LUKES COLLEGE, STABLE BLOCK ST. LUKES COLLEGE, MAIN BUILDING	HELE ROAD EXETER COLLEGE BUILDING (FORMER HELE'S SCHOOL) BUILDING ON CORNER WITH NEW NORTH ROAD (FORMER ORIGINAL HELE'S SCHOOL & HEADMASTER'S HOUSE, NOW PART OF EXETER COLLEGE)
HIGH STREET, EXETER 57, 58, 72, 201	HIGH STREET, TOPSHAM 46, 47, 48 (BEAM COTTAGE), 49, 50 EXETER INN PUBLIC HOUSE, 75, 76
HIGHER SHAPTER STREET 22 (SHAPTER HOUSE)	HILL BARTON ROAD HILL BARTON HOUSE, 133 HILL BARTON ROAD TOGETHER WITH RANGES TO THE REAR AND NEARBY BARN
HOMEFIELD ROAD 2-6 (EVEN), 10-36 (EVEN) BRAMDEAN SCHOOL (FORMERLY NOS. 45, 47 & 49), 51 (NOW PART OF BRAMDEAN SCHOOL), 53	HOWELL ROAD HIGHER BARRACKS, MAGAZINE HIGHER BARRACKS, GUARDHOUSE
IDE LANE, ALPHINGTON THE TRAP HOUSE 2 (VENTLAKE), 4	LANGATON LANE, PINHOE 69, PLEVNA
Longbrook Street 58-64 (BISHOPS BLATCHPACK)	Longbrook Terrace 1-10

MAGDALEN ROAD

58 (HENSLEIGH HOUSE), & STABLE
BLOCK/COACHHOUSE ADJ.
62 (PENLEONARD HOUSE)

MAGDALEN STREET

69-72 (CONSEC) (ALMSHOUSES)
DISSENTERS GRAVEYARD

MILL LANE, ALPHINGTON

OLD MILL

MILL YARD, COUNTESS WEAR

1-4 (CONSEC)
MILL HOUSE, 1 & 2

MONMOUTH STREET

42, 43

NEW BRIDGE STREET

2-5 (CONSEC), 29-33 (CONSEC), 36

NEW NORTH ROAD

ELMBROOK AND BROOKFIELD
THORNLEA
36-39 (CONSEC) (THE LOCOMOTIVE
PUBLIC HOUSE)
GATEWAY TO TADDYFORDE

NORTHERNHAY STREET

13, 17, 18
ELIM PROVIDENCE CHAPEL
46

OLD PINN LANE

PINHOE UNITED REFORM CHURCH

OXFORD ROAD

2

PARKFIELD ROAD, TOPSHAM

MIDDLE SCHOOL SITE, SCHOOL HOUSE
MIDDLE SCHOOL SITE, MAIN SCHOOL
BUILDING

PENNSYLVANIA ROAD

2-4, 94-98 (EVEN)
99 (ROKEBY), 102
BISHOP BLACKALL ANNEXE (EXETER
COLLEGE)
SPREYTONWAY

POLSLOE ROAD

37, 39, 41-62 (CONSEC), 79, 80

MAIN ROAD, PINHOE

37 (WATER PARK)
39, AND BUILDING TO REAR

MILL ROAD, COUNTESS WEAR

2
PRIMROSE COTTAGE
WARING BOWEN HOUSE
20-24 (EVEN)

MILLBROOK LANE

MILLBROOK HOUSE (P.O. ST. LOYES
COLLEGE)

MOUNT DINHAM

FREE COTTAGES 1-4

NEWCOURT ROAD

RED QUARRY
9-19 (ODD)

NORTH STREET

1-6 (PATERNOSTER HOUSE; SEE UNDER
FORE STREET)
7, 8, 11, 16

OKEHAMPTON ROAD

EMMANUEL CHURCH
27-41 (ODD)

OLD TIVERTON ROAD

54, 55

PALACE GATE

THE CHANTRY (CATHEDRAL SCHOOL)

PAVILION PLACE

1-20 (CONSEC)

PERRY ROAD

UNIVERSITY, WASHINGTON/SINGER
LABORATORIES

PRINCE CHARLES ROAD

FORMER WATER TANK BUILDING FOR
RAILWAY ENGINES

PRINCE OF WALES ROAD UNIVERSITY, OLD (ROBOROUGH) LIBRARY UNIVERSITY, STREATHAM FARM GROUP UNIVERSITY, HATHERLY LABORATORIES	QUAY, TOPSHAM QUAY WALLS
QUEEN STREET ROUGEMONT THISTLE HOTEL	RYDON LANE SOUTHAM FARMHOUSE & FARM BUILDINGS
ST. ANDREWS ROAD EXWICK MILL 1-7 (CONSEC) VILLAGE INN (FORMERLY LAMB INN) 1 & 2 LAUNDRY COTTAGES 1-5 EXE VIEW COTTAGES 18 22 EXWICK FARM GATE PIERS TO HAMLYN'S HOUSE COTT EXWICK BARTON WEIRCLIFFE HOUSE	ST. DAVID'S HILL 8-14 (EVEN), 55-61 (ODD) 56 & 58 (FORMER PACK HORSE INN, NOW ALLDAYS), 60
ST. DAVID'S STATION MAIN STATION BUILDINGS PERMANENT WAY INSPECTORS' OFFICE ('THE WHITE HOUSE', RAILTRACK)	ST. DAVID'S TERRACE 1-7 (CONSEC)
ST. LEONARD'S ROAD 1, 33 35 (ST. LEONARD'S HOUSE)	ST. OLAVES CLOSE FORMERLY THE WHITE LION PUBLIC HOUSE
SIVELL PLACE 6, 7, 8, 9-178 (CONSEC) FORMER MORGUE FORMER BREWERY BUILDINGS	SPICER ROAD 'TREGEAR' & STABLE/COACH HOUSE ADJ (NOW P.O. MAYNARDS SCHOOL) 22 (THE LODGE)
STOKE HILL COMPASS COTTAGE	STRAND 36
STREATHAM RISE STREATHAM LODGE	TOPSHAM ROAD COAVER CLUB WYVERN BARRACKS, FORMER MAGAZINE (OFF BARRACK ROAD) ST LOYES COLLEGE, FAIRFIELD HOUSE, 303 403 (CROSSWAYS LODGE) SEABROOK HOUSE NEWPORT LODGE (FORMER TOLL HOUSE)
TUDOR STREET THE OLD STABLES THE OLD MILL	VICTORIA PARK ROAD COACH HOUSE ADJ. NO. 19 LARKBY & COACH HOUSE ADJ.

VICTORIA ROAD, TOPSHAM 2	WESTVIEW TERRACE 1-13, 14-18, 19-22 (CONSEC)
WHIPTON VILLAGE ROAD WHIPTON COMMUNITY CENTRE (FORMER ALL SAINTS CHURCH)	WHITE STREET, TOPSHAM 4, 9-17 (CONSEC), 18-23 (CONSEC), 25, 31, 31A
WILLEYS AVENUE WAREHOUSE, AT ALPHINGTON ROAD END (I CANNINGS)	WONFORD ROAD FORMER COACH HOUSE IN GROUNDS OF NO. 35 42-46 (EVEN), 50, 52
WONFORD STREET FORMER ST. LOYES CHURCH AND/OR SCHOOL (JUNCT WITH SALTERS ROAD) WONFORD ARMS PUBLIC HOUSE	WREFORDS LANE 52 GREENACRES BARTON PLACE FARMHOUSE & BUILDINGS
YORK ROAD 6 & 7 ST. SIDWELL'S COMBINED SCHOOL	

Historic Parks and Gardens

10.22 Historic parks and gardens are an important part of the City's environment and heritage. They comprise a variety of features: the open space itself, views in and out, the planting, water features, built features and archaeological remains. The City Council aims to protect such sites from development which would destroy or harm their character or appearance and to encourage sympathetic management wherever possible.

10.23 There are currently two sites in Exeter included in the English Heritage Register of Parks and Gardens of Special Historic Interest. These are Bartholomew Street Cemetery (Grade II) and Northernhay and Rougemont Gardens (Grade II). Reed Hall in the grounds of Exeter University and Higher Cemetery are considered to be of national importance, and may be included in the Register. Sites which are important in the local context of Devon and included in the Devon Local Register (in addition to Reed Hall and Higher Cemetery) are the Bishops Palace; Cathedral Close, Pines Gardens; Colleton Crescent, Pennsylvania Park; University of Exeter, Southernhay and Baring Crescent. Additional sites may be added as a result of further research.

C4: REDEVELOPMENT WITHIN, ADJACENT TO, OR OTHERWISE LIKELY TO AFFECT THE SETTING OF, PARKS AND GARDENS OF SPECIAL OR LOCAL HISTORIC INTEREST WILL NOT BE PERMITTED IF THE PROPOSALS:

- (a) **WOULD INVOLVE THE LOSS OF FEATURES CONSIDERED TO FORM AN INTEGRAL PART OF THE CHARACTER OR APPEARANCE OF THE PARK AND GARDEN; AND**

- (b) WOULD OTHERWISE DETRACT FROM THE ENJOYMENT, LAYOUT, DESIGN, CHARACTER, APPEARANCE, OR SETTING OF THE PARK AND GARDEN.

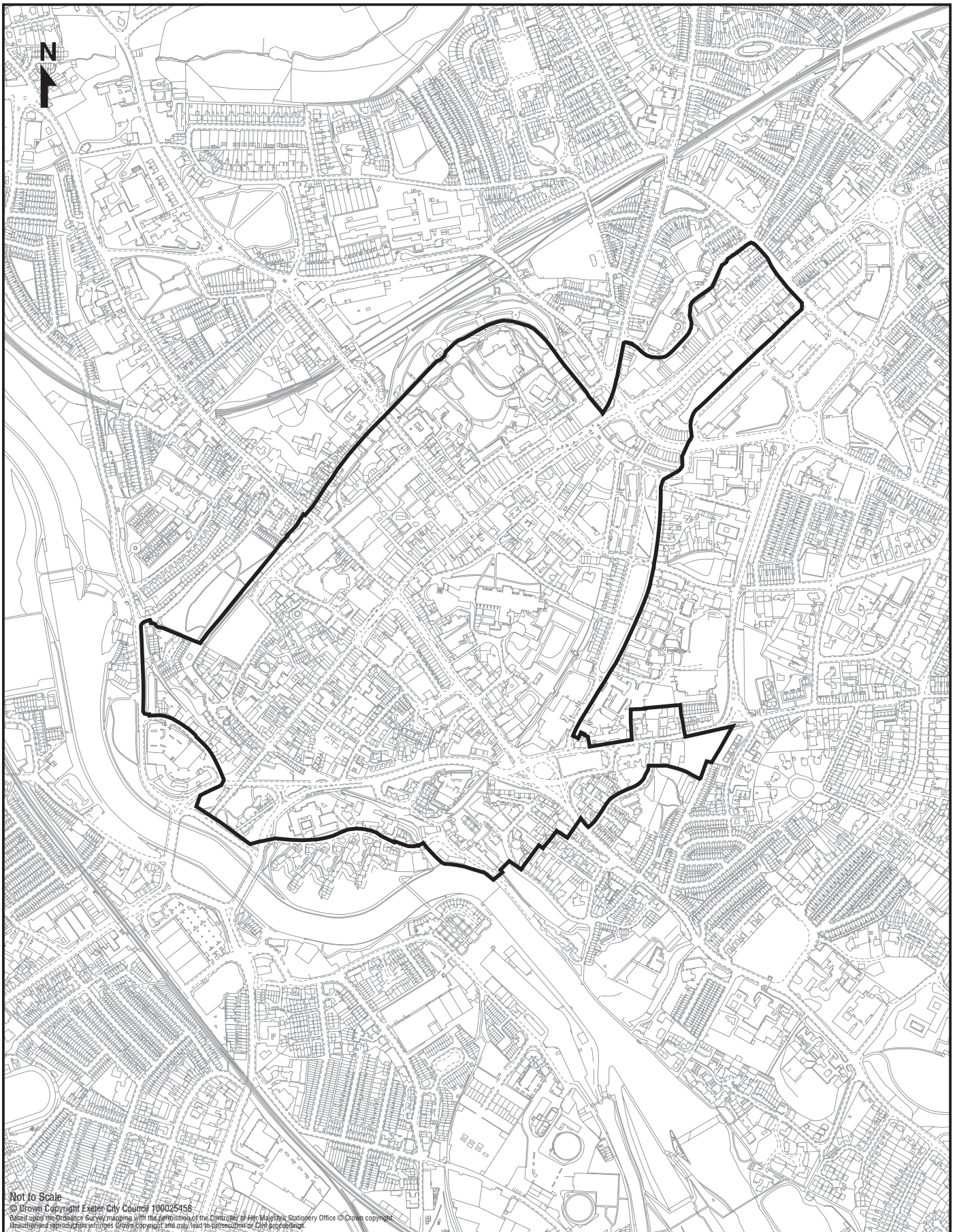
Archaeology

10.24 Archaeological remains are a finite, non-renewable resource, in many cases highly fragile and vulnerable to damage and destruction. They occur in the form of below ground remains and upstanding structures and range from the earliest evidence of exploitation of the land by prehistoric man through to the fortification and civil defence sites of the last World War. In character they vary enormously, and are often only initially visible to the specialist eye.

10.25 Before and since the last war, important discoveries have been made in Exeter, not just of well known sites, such as the Roman Legionary Bathhouse and the Medieval Danes Castle, but also on smaller sites which all help to piece together the jig-saw of the City's long history. As well as archaeological remains below the surface, these discoveries have included new information about well known monuments, such as the City Wall and Cathedral, and details of important remains in both listed and unlisted buildings.

10.26 Although the individual discoveries may not always be spectacular in themselves, the overall result has been significantly to increase knowledge of Exeter's heritage and to provide a permanent public record of remains which have been destroyed by development and other works. This has contributed to the display and interpretation of Exeter's heritage to the public, and this process is expected to continue by incorporating archaeology into several of the Council's future tourism, environmental enhancement and regeneration programmes. Where substantial features of particular archaeological or historic importance are exposed by redevelopment, the Council will, therefore, seek to ensure that these are retained in situ and, where possible, can be viewed by the public.

10.27 Exeter's historic core has been designated as an Area of Archaeological Importance (AAI) under Part II of the Ancient Monuments and Archaeological Areas Act 1979, one of only 5 such areas in England and Wales. The AAI comprises an area (covering much of the City Centre - see Plan 4) which is known to have been intensively settled in Roman and Medieval times. Designation confers upon those undertaking operations which involve the flooding, tipping on, or disturbance of the ground, the legal duty of giving six weeks prior notice of the commencement of these operations to the City Council. It is an offence to carry out such operations without first giving notice, although there are some exemptions. Under the terms of the Act, the appointed Investigating Authority (Exeter Archaeology) has the statutory right to enter, survey and excavate sites for a period of up to four months and two weeks after the expiry of the six week notice period. Where such operations occur on Council owned land, the Council would expect those undertaking them to meet the cost of the archaeological works.



Plan 4:
Area of Archaeological Importance (AAI) C5

10.28 Although the AAI highlights an area of particular intensive remains, many important remains also survive outside the AAI. Policy C5 and the approach set out in 10.31 – 10.33 will be applied in accordance with the relative importance of the known or potential remains on a development site, whether or not it lies within the AAI.

10.29 In Exeter, as elsewhere, certain archaeological sites and structures of national importance are scheduled as Ancient Monuments under Part 1 of the 1979 Act. At present, there are 20 such monuments in the City Council area (see Appendix 3). Scheduled Monument Consent is required to carry out any works which may affect them (including repairs, disturbance to the ground, flooding and tipping. Works which would adversely affect their character and setting are not permitted. Other structures are listed and are subject to listed building controls.

10.30 In addition, there are many other important remains within the City Centre which are not currently scheduled and outside the City Centre there are other known remains and areas of archaeological and historic interest such as the historic cores of Alphington, Pinhoe, Heavitree and Topsham. Information on these is available on maps and databases held by Devon County Council for the outer areas (Sites and Monuments Register) and by Exeter City Council for the City Centre. (Urban Archaeological Database.) There will also be many further important remains which are presently undiscovered, some of which will lie outside the known sites and areas of interest.

10.31 In accordance with government guidance, developers will be required to submit an archaeological assessment and/ or field evaluation report with applications for planning permission where known or potential archaeological remains are likely to be affected by the proposed development. These help to define the character, extent, depth and quality of such remains and thus indicate the weight which ought to be attached to their preservation. The Council will require developers to incorporate the results of these studies into their proposals, so that important remains are preserved in situ, through, for example, the careful siting of buildings and sensitive design of foundations. This approach will also apply to currently undiscovered sites and areas of interest which will emerge after the publication and adoption of this Plan.

10.32 Where the disturbance or destruction of some archaeological remains, normally those of lesser importance, is considered acceptable or unavoidable, appropriate recording works will be ensured through agreements and through attaching conditions to planning permissions and listed building consents. As well as site work, this will include the compilation of an indexed archive record and the submission of a report, that may, where the quality of the remains merit it, involve the full popular and academic publication of the results and public display and interpretation.

10.33 In common with England's other historic cities, it is intended that the Sites and Monuments Register and the Urban Archaeological Database (see 10.30) will form the basis of an Historic Environment Strategy. This will be published, and will contain guidance on how the historic environment of the City can and should be utilised and managed – in the context of new development and as a visitor and cultural resource.

C5: DEVELOPMENT WILL NOT BE PERMITTED WHICH WOULD CAUSE HARM TO A SITE, MONUMENT OR STRUCTURE OF NATIONAL ARCHAEOLOGICAL IMPORTANCE, WHETHER SCHEDULED OR UNSCHEDULED, OR WHICH WOULD CAUSE HARM TO ITS SETTING. PROPOSALS SHOULD PRESERVE NATIONALLY IMPORTANT ARCHAEOLOGICAL REMAINS IN SITU AND, WHERE APPROPRIATE, MAKE ARRANGEMENTS FOR THEIR ENHANCEMENT AND DISPLAY.

WHERE THE PROPOSAL WILL AFFECT REMAINS OF REGIONAL OR LOCAL IMPORTANCE, THE DESIRABILITY OF PRESERVING THE REMAINS IN SITU WILL BE WEIGHED AGAINST THE NEED FOR THE DEVELOPMENT.

IF PRESERVATION IN SITU IS NOT FEASIBLE OR APPROPRIATE THE DEVELOPER MUST UNDERTAKE ARCHAEOLOGICAL RECORDING WORKS IN ACCORDANCE WITH A SCHEME TO BE AGREED IN ADVANCE.

11.0 LANDSCAPE SETTING AND NATURE CONSERVATION

Objectives

- to protect the features and characteristics of the countryside which form the setting of the City and which establish its distinctive identity;
- to protect sites and features of nature conservation importance.

11.1 Exeter is a relatively small City with strong rural connections and a long established character. Out of a total area of 4,718 hectares, approximately half is outside the built-up area. As the City has grown the establishment of the Valley Parks and protection of the countryside on the urban fringe, through the Local Plan, has effectively integrated the rural setting with the urban area. The hills to the north and west of the City, particularly the ridgelines, give Exeter a distinctive character. The green wedges which separate Topsham and Pinhoe from the main urban area, which separate the east and west of the City along the riverside and which separate areas within the City, help to define the uniqueness of each part of the City.

11.2 The importance of ecological considerations in the environment is widely recognised. Ecology is concerned with the relationship between the activities of plant and animal life and the interests of man. As the City expands, the natural habitats of the City must be protected.

Strategic Guidance

11.3 The Government's objectives in rural areas (Planning Policy Statement 7 : Sustainable Development in Rural Areas) are to raise the quality of life; and the environment; promote more sustainable patterns of development; develop competitive, diverse and thriving rural enterprise; and promote sustainable, diverse and adaptable agricultural sectors. Building in the open countryside, away from existing settlements or from areas allocated for development in the Local Plan, should be strictly controlled. Regional Planning Guidance also points to the relationship between the region's environment and its economic health. The Guidance emphasises the need to safeguard and enhance the quality and diversity of the natural environment. The Structure Plan advises that the quality of Devon's landscape and its distinctive local characteristics, together with the biodiversity and earth science resource of the County's natural environment, should be maintained and enhanced.

Landscape Setting

11.4 The Council has carried out a landscape appraisal of all open countryside in and around the City. Based on this appraisal, open land is identified which is to be protected from development because of its intrinsic merit and its contribution to the distinctive landscape setting of the City.

11.5 The continuous nature and sheer size of hills to the north are of major landscape significance, providing the largest and most important part of the landscape setting and containment of the City, which is so essential to its character. The hills

extend for 5 kilometres east to west and represent about one eighth of the City Council area outside the urban limit. Although physically separated, this area continues west of the River Exe Valley to include the hills to the north and west of Exwick. Together with the lower lying land of the adjoining valleys of the River Exe, Culm and Clyst, the landscape also forms an integral part of the wider rural scene. By containing the urban area, the hills, which are themselves intrinsically attractive, preserve the pastoral landscape of a large part of East Devon. The links with the Valley Parks (see 7.7-7.22) enhance their value by bringing the countryside well into the built-up area of the City.

11.6 Between the motorway and Hill Barton Road is attractive open farm land, rolling north and south of a central ridgeline, which provides visual links to the hills and open countryside beyond the City to the north and east and serves to maintain the separate identity and setting of Monkerton, Pinhoe and Hill Barton.

11.7 On the opposite side of the City the land between Cleve House and Whitestone Cross is similarly dominated by a ridgeline that is an integral part of the hilly countryside to the west of Exeter and which forms an attractive rural boundary to the densely developed residential areas.

11.8 The open flattish, agricultural and horticultural land comprising large fields and low hedges between Countess Wear and Topsham, might be considered of less obvious interest but it is of significant local importance in clearly separating the settlements of Exeter and Topsham and maintaining their distinct identities. The attractive rural landscape of small fields, hedgerows and copses to the north and east of Topsham provides the essential green setting to the historic settlement of Topsham. Both these areas contribute to, and are an integral part of, the wider rural landscape of East Devon and ensure the south eastern containment of the City.

11.9 Open land to the south and south-east of Alphington and the southern part of Matford Marshes comprise three inter-related areas of distinct character. The flat, open, low-lying, arable and pasture land of Matford Marshes provides a visual link between the wider flood plain to the south-east and the Matford Brook Valley. By contrast, the adjoining Knowle Hill, with its steeply wooded and arable slopes, is a major landscape feature marking the southern approach to the City. Just beyond Knowle Hill, the land that defines the southern boundary of Alphington is modern arable farmland which rises up to the Markham Lane ridge, enhancing the setting of Alphington and of the City.

11.10 Complementing these areas, and forming an important part of Exeter's landscape setting, are the seven Valley Parks and Stoke Woods (see 7.7 – 7.23).

11.11 The appraisal above demonstrates that the open land around Exeter performs a variety of roles including the separation of settlements, maintaining distinct identities and enabling informal recreation. It contains high quality agricultural land and land of nature conservation importance. Overall, it contains land of intrinsic landscape merit which provides the setting for the City as a whole and for local areas. It is the combination of these roles and qualities and their relationship with, and importance to, the population of the adjoining urban area which establishes the unique nature of

this land compared to the wider countryside and merits its protection from inappropriate development.

11.12 Development in these areas will not be permitted unless it maintains local distinctiveness and character. Local distinctiveness is that which sets a locality apart from anywhere else. Acceptable uses will be concerned with agriculture or forestry, the change of use, conversion or appropriate extension of buildings or the provision of infrastructure. The Council wishes to encourage rural enterprise and will allow for the re-use or adaptation of agricultural, horticultural and other rural buildings for new uses, providing their form, bulk and general design are in keeping with their surroundings and the landscape quality of the area is protected. Active outdoor recreation will also be permitted, subject to certain safeguards (see 11.14).

11.13 Park and ride plays a very important part in the Council's transportation strategy and can have a significant impact on reducing the environmental effects of road traffic. Whilst park and ride sites should not normally be sited on greenfield and should, ideally, be provided as part of other development proposals, they need to be located on or close to the major radial routes. The need to complete a ring of park and ride sites around the City may, therefore, require greenfield to be considered. The loss of such land must be balanced against the environmental advantages of the park and ride strategy. Its release would be treated as an exception which would not represent a precedent for the development of other land nearby.

11.14 Proposals for active outdoor recreation will be dependant on establishing that harm would not be caused to the character or amenity of the area, particularly by the nature, scale, extent, frequency or timing of the recreational activity, including the impact of noise. For example, keeping horses as stock is a normal rural land use but developing an area for outdoor recreation where the horses may be used, such as a dressage ring, riding school or facilities for regular events, may impact on the landscape through the provision of car parks, public toilets or information centres. The extent and visual impact of landforming works, including the formation of playing surfaces, terraces or mounding and the planting of trees, needs to be planned with care. Built development should only be included if it is necessary to facilitate the proposal such as a changing room associated with a playing field, and is designed to maintain local distinctiveness and character although the benefit of the recreational activity will be weighed against the harm to the character and amenity of the area. If the principle of the proposal is acceptable the impact of traffic in the landscape should be reduced by ensuring that the development is accessible by a choice of means of transport.

11.15 Policy LS1 complements Structure Plan policy C014, which states that the use of the best and most versatile agricultural land for any form of development not associated with agriculture or forestry should only be permitted where there is an over-riding need for development in that location which outweighs the need to protect such land.

11.16 The safeguarding of mineral deposits is achieved through the identification of Mineral Consultation Areas in the Minerals Local Plan prepared by the County Council. This provides for the City Council to consult simultaneously with the County Council and the minerals industry when planning applications are received for

non-mineral development in the area. The Consultation Areas at Pinhoe and Bishops Court are identified on the Proposals Map to indicate that the Council will apply Structure Plan policy MN1 which aims to safeguard mineral deposits from unnecessary sterilisation by surface development.

11.17 At Pinhoe the County Council have made it clear that the area identified beyond the land with planning permission for mineral working is regarded as a buffer zone and it is unlikely that further planning permission for mineral working would be granted. Since the City Council would oppose all forms of development in the buffer zone it is identified within the Green Area. The land with planning permission at Pinhoe and the rock face adjacent to the Quarry entrance at Bishops Court are both designated as Regionally Important Geological Sites (see 11.30).

LS1: DEVELOPMENT WHICH WOULD HARM THE LANDSCAPE SETTING OF THE CITY WILL NOT BE PERMITTED. PROPOSALS SHOULD MAINTAIN LOCAL DISTINCTIVENESS AND CHARACTER AND:

- (a) BE REASONABLY NECESSARY FOR THE PURPOSES OF AGRICULTURE, FORESTRY, THE RURAL ECONOMY, OUTDOOR RECREATION OR THE PROVISION OF INFRASTRUCTURE; OR
- (b) BE CONCERNED WITH CHANGE OF USE, CONVERSION OR EXTENSION OF EXISTING BUILDINGS:

ANY BUILT DEVELOPMENT ASSOCIATED WITH OUTDOOR RECREATION MUST BE ESSENTIAL TO THE VIABILITY OF THE PROPOSAL UNLESS THE RECREATIONAL ACTIVITY PROVIDES SUFFICIENT BENEFIT TO OUTWEIGH ANY HARM TO THE CHARACTER AND AMENITY OF THE AREA.

Biodiversity

11.18 Exeter contains a rich variety of wildlife habitats. This appears to be due to a fortunate combination of geology/topography and geography combined with enlightened protection and enhancement. Exeter is built around a series of valleys. This has meant that the valley sides and ridgelines have often, due to their steepness, remained undeveloped, while the valley flood plains have remained clear of development for flood defence reasons. In addition, some areas of farmland have become isolated, within the City, from neighbouring farmland and have been 'overlooked' in the trend to intensification that has affected the vast majority of farmland in England in the past 40 years. In more recent years the City Council has recognised the recreational and wildlife value of these areas and has designated them for protection and conservation in the local plan.

11.19 There is often a close relationship to be found between the landscape quality of a locality and its wildlife value. This is because wildlife value is intimately linked to habitat type which, in turn, has a major influence upon landscape type.

11.20 Nature conservation and the protection and creation of a healthy natural environment is beneficial in many ways. A diverse and healthy natural environment is good for people, local communities, social stability and the economy. Benefits include:

- scientific study;
- community access;
- educational use;
- improving the character of the area;
- enjoyment by the general public of nature conservation sites (except where access would be detrimental to key wildlife interests);
- non-participatory benefit - i.e. the benefit/pleasure to be gained from just knowing that a site, feature or species is present in an area and that it can be visited/experienced;
- economic investment - e. g. the relocation of employers to a city with an attractive environment, or the benefits of 'green' tourism.

11.21 The Government and the International Community recognises local authorities as key players in the delivery of the United Kingdom's bio-diversity objectives. These objectives and targets are set out in the series of 'nested' national, regional and local reports and biodiversity action plans that have been produced by the Government and non-government agencies. The objectives and targets set out in these documents will inform the actions of Exeter City Council in determining its priorities and provision of resources for nature conservation.

Protected Sites

11.22 Government guidance (Planning Policy Guidance Note 9: Nature Conservation) stresses the importance of both statutory (international and national) and non-statutory (local interest) sites - where the local sites have substantive nature conservation value. Both these types of site are found in Exeter.

11.23 The Exe Estuary is designated as an internationally important wetland area under the RAMSAR Convention on Wetlands and also as a Special Protection Area under the EC Birds Directive. The Conservation (Natural Habitats etc) Regulations 1994 apply to such sites. There are 3 Sites of Special Scientific Interest in Exeter, designated under the Wildlife and Countryside Act 1981 – the Exe Estuary, Stoke Woods and Bonhay Road. The Countryside Rights of Way Act of 2000 also applies to SSSIs.

11.24 The designation of sites of local interest has been based on the results of wildlife surveys of Exeter undertaken by English Nature (formerly the Nature Conservancy Council) and Exeter City Council. Some of these sites have, in liaison with English Nature, been designated as Local Nature Reserves. Others will be designated.

- (i) Sites of Nature Conservation Importance (SNCIs) - these sites have nature conservation value at a Regional/County or City level. In addition to the sites shown on the Proposals Map, they include the City Wall and the Local Rail

Network. Topsham Quay is included in the list of SNCIs identified because a nationally rare plant, the Smaller Tree-Mallow, is found there. Land on the eastern side of Ludwell Valley Park, north of the Southbrook estate and the West of England School, is also included in the list of SNCIs because of the presence of Cirl Buntings. The Cirl Bunting is protected under Schedule 1 of the Wildlife and Countryside Act 1981 and is also in the UK Biodiversity Steering Group Middle List of globally threatened/declining species.

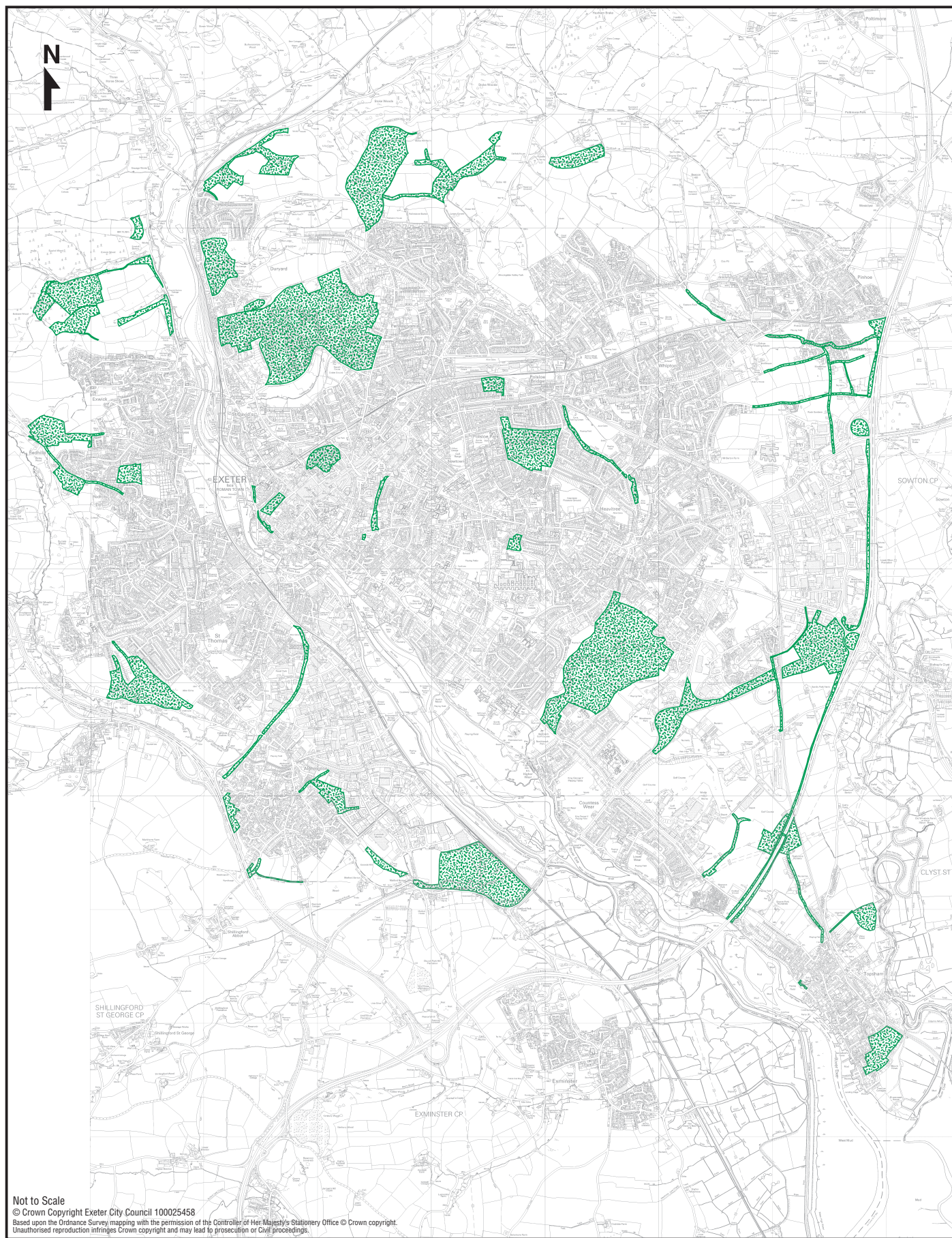
- (ii) Sites of Local Interest for Nature Conservation (SLINCs) - these sites have nature conservation value at a local level within the City. Their importance is influenced by the proximity of residential or community facilities and their accessibility (actual or potential) to people. In other words their value is derived from a combination of, usually moderate, wildlife interest and the community value of the site. The City Council intend to publish further guidance containing details of the location, extent and nature conservation interest of the SLINCs. The SLINCs are shown on the Proposals Map but, for clarity, are also identified on Plan 5.

11.25 The identification and evolution of locations, features and species that are significant to biodiversity in Exeter is an ongoing process. A new survey of wildlife sites in Exeter has been carried out by the Devon Biodiversity Records Centre. This is likely to result in changes to SNCI and SLINC boundaries. These changes will be considered through the preparation of the Local Development Framework.

11.26 The site protection policies are subject to weighting. Since exceptions to the protection of sites of international or national importance for nature conservation are likely to be extremely rare in Exeter, there is no need to provide local plan guidance on such circumstances.

11.27 Locally important sites are normally accorded less weight but can be just as valuable, on the local scale, as a nationally important site is on the national scale. Within urban areas, local sites can take on an enhanced value due to the relative scarcity of wildlife sites and the fact that they are often close to large areas of population, community facilities and schools - thus there is the potential for the site to be well used and yield a larger 'sum-total' of amenity/recreational/educational value than a similar site that is located away from a populated area. Where development is proposed that would affect a local site, it will be assessed against the particular nature conservation value of the site. Developers may be required to provide ecological survey information. If permission is granted it will be subject to conditions or planning obligations which seek to minimise the impact and ensure that effective mitigation and compensatory measures are carried out. Features of nature conservation importance can also be protected through the establishment of buffer zones.

11.28 Permitted development rights can be removed by the imposition, by the Secretary of State, of a direction under Article 4 of the Town and Country Planning (General Permitted Development) Order 1995. This can be an important tool in the control of development that is potentially damaging to sites, particularly non statutory, of nature conservation value.



Plan 5:

Sites of Local Interest for Nature Conservation LS4

Landscape Setting and Nature Conservation

Protected Species

11.29 Certain species are specifically protected through a hierarchy of legislation. European Priority Species and European Protected Species are listed in the Conservation (Natural Habitats etc) Regulations 1994. This would for example, include bats and otters. The Wildlife and Countryside Act (as amended by the Countryside and Rights of Way Act 2000) gives various degrees of protection to certain animals and plants. The Protection of Badgers Act 1992 offers specific protection to badgers and their setts. All species that fall into the above categories are a material consideration. In addition, the City Council will treat materially the presence of any species that are listed on National/Regional/Local Biodiversity Action Plan lists. Applicants may be required to provide survey information. In view of the level of protection afforded through legislation there is no need for Local Plan policy guidance.

Regionally Important Geological and Geomorphological Sites (RIGS)

11.30 These are sites which are of scientific or educational value either because they contain finite or limited deposits or landforms that are irreplaceable if destroyed or, because they provide exposures of a deposit which are plentiful or extensive but underground. The designation of RIGS is one way of recognising and protecting important earth science and landscape features for future generations. The Proposals Map shows currently identified RIGS but it is likely that other RIGS will be identified.

Features/Wildlife Corridors/Stepping Stones

11.31 Regulation 37 of the Habitats Regulations 1994, provides guidance on the protection and management of features of importance for nature conservation. The aim is to protect and manage such features that are present in the area and to protect nature conservation (wildlife) corridors, links and 'stepping stones' between any features, and sites of nature conservation value, in order to prevent fragmentation of nature conservation sites.

11.32 Guidance on the features that may be relevant in a locality can be obtained from English Nature's Area Nature Conservation Profile. This includes active corridors, flood-plain, rivers, streams, their banks and flood plains, ancient trees, hedgerows and hedgerow trees, wetlands, canals and ponds, ditches, copses, reedbeds, ancient woodland, species rich grasslands, grazing marsh, seasonally flooded fields and urban habitats.

11.33 Appropriate management of these features will be encouraged generally, and particularly by the imposition of conditions on planning permissions, the use of planning obligations and by entering into management agreements with landowners and developers where appropriate.

11.34 Particular regard will be given to the protection of wildlife corridors through and around the City and linking areas within the City to the countryside beyond. Wildlife corridors act as routes for animals (mammals, birds, insects) and plants and may provide a valuable role in conserving wildlife in the City. They provide valuable

‘highways’ to urban areas thus effectively ensuring that several small habitats become one large overall habitat. They may help prevent loss of specialisation and diversity associated with small isolated habitats. They form essential stepping-stones for the dispersal and mixing of genetic diversity.

11.35 Wildlife corridors are significant on different ‘scales’ within the City. On a City-wide scale the River Exe and adjoining land either side connects the countryside on the north of Exeter with the marshes and estuary to the south, while sub-links along rivers, streams, their banks and floodplains and green spaces (in a herringbone fashion) allow wildlife to disperse throughout the City. At the other end of the scale a length of hedgerow might be particularly important in allowing wildlife to move from a piece of woodland to an area of residential gardens. Exeter also has several streams which dissect the City. These have existing value and have considerable scope for enhancement.

11.36 The value of wildlife corridors encompasses more than just the movement of wildlife. They can, and usually are, significant landscape and amenity features in their own right and contribute towards the greening of the City and the quality of life of residents and visitors.

Mitigation and Compensation

11.37 If development is likely to cause damage or degradation to a habitat or feature of nature conservation importance, mitigation and compensation measures will be considered. These measures will be based on an assessment of the effect that the development will have on the beneficial attributes associated with the habitat or feature. For example, damage to a particular habitat could result in the loss of species and assemblages of ecological communities, loss of amenity value that these assemblages provide to visitors and the local community, loss of an important landscape feature or loss of flood prevention capacity if a wetland area is damaged.

11.38 Mitigation is concerned with minimising the damage if development were to be carried out. This might include avoiding development on certain parts of the site or protecting habitats or features by suitable fencing, bunding or any other measures such as buffer zones around water courses and wetlands. Compensation is concerned with replacing habitats or features where development will cause their loss. The assessment of any mitigation or compensation should be based upon the likely success of any measures being able to suitably protect or recreate the habitat in question. Where mitigation or compensation is required, measures should include long term funding for the management and enhancement of any retained or replacement habitat or features.

11.39 Existing valuable habitats and features, along with their attributes, will often have taken a very long time to develop. It may, in practice, be impossible to fully recreate habitats or features that are lost and/or it could take a considerable period of time for a replacement habitat to develop and attain the previous values that the habitat enjoyed. For example, if an area of ancient woodland were to be damaged or destroyed by development, then the mitigation for the loss of the ecological, amenity and landscape value could be attempted by creating a new woodland in another location but it would take many hundreds of years for the new woodland to attain the

attributes that the old woodland enjoyed. In order to adequately compensate for the loss, the developer would be required to create a woodland which is considerably larger than the original woodland. This larger area would, more quickly, develop an equivalent amenity and landscape value and the larger size would assist in the development of biological diversity.

LS2: DEVELOPMENT THAT WOULD HARM THE INTEGRITY OF A RAMSAR SITE, SPECIAL PROTECTION AREA OR SPECIAL AREA OF CONSERVATION, OR WHICH CONFLICTS WITH THE CONSERVATION OBJECTIVES FOR SUCH A SITE, WILL NOT BE PERMITTED.

LS3: DEVELOPMENT THAT WOULD HARM THE WILDLIFE OR GEOLOGICAL INTEREST OF A SITE OF SPECIAL SCIENTIFIC INTEREST WILL NOT BE PERMITTED.

LS4: DEVELOPMENT THAT WOULD HARM A SITE OF NATURE CONSERVATION IMPORTANCE OR A SITE OF LOCAL INTEREST FOR NATURE CONSERVATION OR A REGIONALLY IMPORTANT GEOLOGICAL/GEOMORPHOLOGICAL SITE OR LANDSCAPE FEATURES WHICH ARE OF IMPORTANCE FOR WILD FAUNA OR FLORA, OR WILDLIFE CORRIDORS, WILL ONLY BE PERMITTED IF:

- (a) THE NEED FOR THE DEVELOPMENT IS SUFFICIENT TO OUTWEIGH NATURE CONSERVATION CONSIDERATIONS; AND
- (b) THE EXTENT OF ANY DAMAGING IMPACT IS KEPT TO A MINIMUM AND APPROPRIATE MITIGATION AND COMPENSATORY MEASURES ARE IMPLEMENTED.

12.0 ENVIRONMENT

Objectives

- To minimise and mitigate the environmental impacts of development

12.1 With increasing and often conflicting demands being placed on the environment, it is now widely accepted that a sustainable approach to growth and development is required if these demands are to be balanced with the need to protect and enhance the environment for now and the future. The Environment Agency and the City Council have direct control, through their regulatory and operational activities, over some of the factors that have an impact on the well being of the environment. The planning system also has a key role to play. The City Council will continue to work closely with the Environment Agency.

Pollution

12.2 Pollution may be caused by the release of substances into the air, ground or water or through noise, dust, smoke, fumes, gas, steam, heat or radiation. Uses with the potential to cause pollution must be properly sited and controlled and uses which may be affected by pollution must be kept away from the sources of pollution or protected by other means.

Hazardous Installations

12.3 A gas turbine power station has been built at Marsh Green Road, Marsh Barton, following advice that it would not cause a risk to public health or safety. The Council intends to ensure that new permissions involving hazardous substances are not permitted where there would be a risk to people occupying development nearby and that new development is not permitted near to premises handling hazardous substances, nor to buried pipelines carrying hazardous substances, if the occupiers of the development would be put at risk. The most acceptable location for installations handling hazardous substances is on the industrial estates.

EN1: DEVELOPMENT THAT MAY BE LIABLE TO CAUSE POLLUTION, INCLUDING PROPOSALS WHICH ALLOW THE USE, MOVEMENT OR STORAGE OF HAZARDOUS SUBSTANCES, WILL ONLY BE PERMITTED IF:

- (a) THE HEALTH, SAFETY AND AMENITY OF USERS OF THE SITE OR SURROUNDING LAND ARE NOT PUT AT RISK; AND
- (b) THE QUALITY AND ENJOYMENT OF THE ENVIRONMENT WOULD NOT BE DAMAGED OR PUT AT RISK. DEVELOPMENT ON OR IN THE VICINITY OF THE SITE THAT MAY BE LIABLE TO CAUSE POLLUTION WILL ONLY BE PERMITTED IF THERE IS NO UNACCEPTABLE RISK TO THE HEALTH AND SAFETY OF ITS USERS.

Contaminated Land

12.4 The Government (Planning Policy Guidance Note 23: Planning and Pollution Control) advises that, if practicable, contaminated land should be recycled in order to reduce demand for the development of greenfield sites and also reduce the threat posed by contamination to health, safety or the environment. Very few sites are so badly contaminated that they cannot be re-used. In particular instances, the range of possible developments on the site may be limited because of the type of contamination that exists, for example, employment use may be possible on sites where new housing would be unacceptable. The preferred approach is that contamination should be dealt with on the site itself.

12.5 Where the site is known to be, or suspected of being, contaminated, developers must carry out suitable investigations to assess the nature and extent of contamination. Appropriate, sustainable and cost effective means of remediation should be included as part of the planning application. PPG 23 states that, although it would be preferable for the planning authority to be aware of any contamination constraints that may apply to the Local Plan allocated sites, the responsibility of assessing whether a site is contaminated rests with the site owner.

12.6 Where necessary, planning permission will include appropriate site investigation and remediation conditions. Risks must be assessed, and remediation requirements set, on the basis of both the current use and the circumstances of the land and its proposed new use. Requirements for remediation, as part of a planning permission, will be limited to the work necessary to enable the specific future use of the land for which permission is being sought and will not be based on any potential future use. The remediation measures must be completed before the development is occupied. The developer must submit a remediation statement detailing what contamination has been found and how it has been dealt with together with confirmation that the site is in such condition as to be suitable for the proposed use. The Council's Contaminated Land Strategy, developed in accordance with the Environment Protection Act – Part IIA, sets out further guidance.

EN2: WHERE DEVELOPMENT IS PROPOSED ON OR NEAR A SITE WHERE THERE IS CONTAMINATION OR GOOD REASON TO BELIEVE THAT CONTAMINATION MAY EXIST, THE DEVELOPER SHOULD CARRY OUT A SITE ASSESSMENT TO ESTABLISH THE NATURE AND EXTENT OF THE CONTAMINATION. DEVELOPMENT WILL NOT BE PERMITTED UNLESS, IN RELATION TO THE SPECIFIC USE FOR WHICH PERMISSION IS BEING SOUGHT, PRACTICABLE AND EFFECTIVE MEASURES ARE TO BE TAKEN TO PREVENT UNACCEPTABLE RISKS TO HUMAN HEALTH OR THE ENVIRONMENT. REMEDIATION MEASURES MUST ENSURE THAT THE PROPOSAL WILL NOT:

- (a) EXPOSE THE OCCUPIERS OF THE DEVELOPMENT AND NEIGHBOURING LAND USES TO UNACCEPTABLE RISK;

- (b) THREATEN THE STRUCTURAL INTEGRITY OF ANY BUILDING BUILT, OR TO BE BUILT, ON OR ADJOINING THE SITE;
- (c) LEAD TO THE CONTAMINATION OF ANY WATERCOURSE, WATER BODY OR AQUIFER;
- (d) CAUSE THE CONTAMINATION OF ADJOINING LAND OR ALLOW SUCH CONTAMINATION TO CONTINUE.

CONTAMINATION SHOULD BE TREATED ON SITE IF POSSIBLE. ANY PERMISSION FOR DEVELOPMENT WILL REQUIRE THAT THE REMEDIAL MEASURES AGREED WITH THE AUTHORITY MUST BE COMPLETED BEFORE THE DEVELOPMENT IS OCCUPIED.

Air and Water Quality

12.7 Good air quality is important for sustaining human health. It is also an indicator of broader environmental quality. Poor air quality can directly damage flora, fauna and buildings and have significant adverse affects on soil and water. Emissions from industry and road transport, in particular, are major causes of pollution. Government guidance on the linkages between air quality considerations and the planning process are set out in the DETR report ‘Air Quality and Land Use Planning’. This draws attention to guidance on air quality in PPG’s 4, 6, 13 and 23.

12.8 The Council is required, under Section 82 of the Environment Act 1995, to undertake a review and assessment of air quality in the City, within the context of national air quality objectives, and to prepare a local air quality strategy. The Council will ensure that the proposals in this Local Plan are closely linked to, and complementary with, the air quality strategy.

12.9 In particular, the Plan aims to ensure that:

- (i) the siting of industrial development will not cause pollution or harm;
- (ii) there is no increase in the potential for harm by the location of residential or other sensitive developments in areas where they are likely to be affected by environmental pollution;
- (iii) all development takes air quality considerations fully into account;
- (iv) transport measures are introduced which reduce reliance on the private car.

12.10 Water is an essential resource, the pollution of which can have a serious affect on drinking water supply, and on industrial and agricultural practices. The general amenity, water based recreation and conservation value of areas is also reduced by water pollution. There are a number of potential sources of water pollution, including:

- inadequately treated effluent from sewage/waste treatment works, trade premises, industrial processes, mineral extraction;
- inadequate foul or surface water drainage provision;
- inappropriate and/or uncontrolled redevelopment of contaminated land;
- inappropriate storage of materials, particularly oils and chemicals;
- agricultural activities;
- uncontrolled contaminated surface water run-off from industrial, housing or road development.

12.11 Areas where contamination of surface water or groundwater is possible, should be bunded or otherwise isolated from general drainage. Provision for drainage from these areas should be subject to an appropriate control measure such as a well maintained oil-trap.

12.12 The Environment Agency and South West Water favour the use of separated systems for foul and surface water drainage as this prevents the overloading of sewerage works with surface water during storm events. The overloading of sewerage works caused by combined foul and surface water sewers is a source of river pollution and an important limit to improving river quality. New development should include separated systems as a matter of course, including consideration of additional works elsewhere in the sewerage catchment area to generate sufficient foul sewerage capacity at sewerage works where such capacity is a limiting factor on development.

EN3: DEVELOPMENT THAT WOULD HARM AIR OR WATER QUALITY WILL NOT BE PERMITTED UNLESS MITIGATION MEASURES ARE POSSIBLE AND ARE INCORPORATED AS PART OF THE PROPOSAL.

Flood Risk

12.13 Flood plains are areas of land alongside watercourses over which water flows in times of flood, or would flow but for the presence of defences. Flood plains perform the essential function of storing water during flood events. Extensive flood defence works have been carried out in Exeter. The ‘1999 Indicative Floodplain Maps’ published by the Environment Agency, can be inspected at the City Council’s Planning Services, Civic Centre.

12.14 The effectiveness of rivers and flood plains to convey and store flood water, and minimise flood risk, can be adversely affected by human activity especially by development which physically changes the flood plain. As well as increasing the risk of flooding and impeding works to reduce flood risk, this can destroy the ecological and archaeological value of the land and break-up linear habitats such as river corridors.

12.15 The Government (Planning Policy Guidance Note 25: Development and Flood Risk) advises that planning decisions should apply the precautionary principle to the issue of flood risk, avoiding such risk where possible and managing it

elsewhere. In exercising control over development and providing guidance on the growth of the City, the Council, therefore, aims to ensure:

- (i) that the effectiveness of flood plains is not impaired by development;
- (ii) that development and its occupiers are not at risk from flooding;
- (iii) that additional surface water run-off from new developments does not exceed the capacity of water courses and flood plains downstream.

12.16 Where development is proposed on a site suspected of being at risk from flooding, or where development may increase the risk of flooding elsewhere but adequate flood risk information is unavailable, the developers should carry out an assessment of flood-risk and the run-off implications of their proposals that is appropriate to the scale and nature of the development and the risks involved. Such assessments may require detailed hydrological investigation to determine the risk in order to inform the process of detailed design, the selection of mitigation measures and the overall assessment of the viability of the project in the light of the risk assessment. Where there is overriding justification for development in a flood plain, adequate flood protection and mitigation measures, which may include raising property floor levels above an appropriate flood level, must be funded and built by the developer.

12.17 Development of greenfield sites usually results in an increase in the amount of impermeable land. This can alter the natural water cycle as rates and volumes of surface water reaching a watercourse generally increase. Surface water from impermeable areas is generally conveyed by drains and sewers directly or via a sewerage system to a watercourse.

12.18 Such arrangements not only reduce the natural recharge of ground water, which wastes a valuable resource and increases pollution risk but can also increase river flows. Increased river flows can cause physical damage to the banks and bed of the watercourse and increase the risk of flooding. A reduction in groundwater recharge from such developments can also reduce local water tables that may be important for sustaining local landscape and wildlife resources such as ponds, streams, trees and wetland vegetation.

12.19 PPG25 recommends the use of Sustainable Urban Drainage Systems (SUDS) to control surface water run-off as close to its origin as possible, before it enters a watercourse. This involves moving away from traditional piped drainage systems to those which mimic natural drainage processes. The core of the SUDS approach involves reducing the quantity of run-off from a site; slowing the velocity of run-off settlement; filtering and infiltration through the use of engineering structures such as swales, detention ponds, infiltration basins, soakaways and porous surfaces; and providing passive treatment such as reed beds to collected surface water before discharge into land or a watercourse. The benefits are reduced implementation costs, reduced overall flood risks and better control of pollution from urban run-off.

12.20 The integration of SUDS into the overall site concept and layout should be considered early in the planning and design stage, in consultation with the Environment Agency, the City Council and the Devon County Highways Authority. Where risks are identified, appropriate flow attenuation facilities or mitigation measures and their ongoing maintenance may be a prerequisite for development.

EN4: DEVELOPMENT WILL NOT BE PERMITTED IF:

- (a) IT WOULD INCREASE THE LIKELIHOOD OF FLOODING**
 - (i) BY REDUCING THE CAPACITY OF, OR INCREASING FLOWS WITHIN, A FLOOD PLAIN, OR**
 - (ii) THROUGH THE DISCHARGE OF ADDITIONAL SURFACE WATER, OR**
 - (iii) BY HARMING FLOOD DEFENCES;**
- (b) IT WOULD BE AT RISK ITSELF FROM FLOODING;**
- (c) IT WOULD REQUIRE ADDITIONAL PUBLIC FINANCE FOR FLOOD DEFENCE WORKS;**
- (d) ADEQUATE PROVISION IS NOT MADE FOR ACCESS TO WATERCOURSES FOR MAINTENANCE;**
- (e) IT WOULD THREATEN FEATURES OF LANDSCAPE OR WILDLIFE IMPORTANCE BY REDUCING THE RECHARGE OF LOCAL WATER TABLES.**

Noise

12.21 Noise can have a significant affect upon the environment and on quality of life. To ensure that the users and occupiers of land and premises are not disturbed by noise which is a nuisance or danger to health, the Government (Planning Policy Guidance Note 24: Planning and Noise) advises that noise sensitive developments should be located away from existing or planned sources of significant noise and that potentially noisy developments should be located in areas where noise would not be such an important consideration or where its impact can be minimised.

12.22 The allocations of land in this Local Plan are based, wherever practicable, on keeping noise-sensitive developments, such as housing, hospitals and schools, separated from major sources of noise, such as road and rail transport and some industrial development. If noise is likely to be an issue developers will be required to carry out an acoustic survey.

EN5: NOISE-GENERATING DEVELOPMENT WILL NOT BE PERMITTED IF IT WOULD BE LIABLE TO INCREASE ADVERSELY THE NOISE

EXPERIENCED BY THE USERS OF EXISTING OR PROPOSED NOISE-SENSITIVE DEVELOPMENT NEARBY.

NOISE-SENSITIVE DEVELOPMENT WILL NOT BE PERMITTED IF ITS USERS WOULD BE AFFECTED BY NOISE FROM EXISTING OR PROPOSED NOISE-GENERATING USES UNLESS ADEQUATE MITIGATION WORKS CAN BE IMPLEMENTED TO ACHIEVE AN ACCEPTABLE ENVIRONMENT.

Renewable Energy

12.23 Renewable energy sources, such as wind power or solar energy, offer the hope of increasing diversity and security of supply and of reducing harmful emissions to the environment from non-renewable sources.

12.24 The Government (Planning Policy Guidance Note 22: Renewable Energy) advises that its policies for developing renewable energy sources must be weighed carefully with its continuing commitment to policies for protecting the environment. The potential impact of a proposal on the local environment will, therefore, be balanced against the opportunity to reduce emissions of greenhouse gases and improve air quality.

EN6: PROPOSALS FOR THE DEVELOPMENT OF RENEWABLE ENERGY FACILITIES WILL BE PERMITTED PROVIDED THAT THE RENEWABLE ENERGY BENEFITS OUTWEIGH ANY HARM TO THE LANDSCAPE, EITHER VISUALLY OR AUDIBLY, OR TO AIR QUALITY, NATURE CONSERVATION INTERESTS, WATER RESOURCES, AGRICULTURAL LAND (DEFINED AS GRADE I, II OR IIIa) OR SITES OF ARCHAEOLOGICAL OR HISTORIC IMPORTANCE.

Telecommunications

12.25 Telecommunications can play an important part in supporting a sustainable development strategy. The increasingly wide and diverse use of telecommunications encourages working from home, the dissemination of information to business and reduced travel needs. It also offers new choices in education, entertainment, shopping and banking. The Government (Planning Policy Guidance Note 8: Telecommunications) wishes to facilitate the use of the latest technological developments to ensure that people have more choice as to who provides their telecommunications services and a wider range of services from which to choose. Government guidance on telecommunications policy and procedures is also provided in Circular 04/99 'Planning for Telecommunications' and the Code of Best Practice for Telecommunications Prior Approval Procedures.

12.26 The benefits arising from increased use of the various telecommunications media must, however, be balanced against the impact of new apparatus on urban and rural surroundings and people's residential amenity. The Government advise that health effects should not be a matter of concern if the proposed development meets

international guidelines (the ICNIRP guidelines). Concern, therefore, largely focuses on the construction of masts or antennae which require elevated positions or are of a height greater than that of surrounding structures. In order to ensure that the impact of new apparatus is kept within reasonable bounds, it is essential that the minimum practicable amount is erected allowing for estimated growth in demand, and the use of existing buildings or masts for locating new antennae should be achieved wherever possible. Operators should seek to refine their technology to achieve smaller antennae equipment, particularly for use in sensitive locations such as Conservation Areas. In cases where a new mast is unavoidable, the use of appropriate existing sites where a mast is already present or the provision of a new mast in co-operation with other operators should be fully investigated.

12.27 Prior to identifying specific sites for new apparatus, telecommunications operators are encouraged to discuss their requirements with the Council to allow information to be exchanged and opportunities to be identified. In considering planning applications or prior approval determinations, the Council will take fully into account the special needs and technical problems of telecommunications development and the significance of the proposals as part of a national network. However, operators will need to demonstrate that they have selected the site following a comparison of alternatives, based on technical suitability, availability and visual impact, and any applications for a new mast should be accompanied by evidence that the operator has carefully considered the use of existing masts, buildings or other structures.

12.28 Small telecommunications apparatus may not have a material effect on the external appearance of the building on which they may be installed, and so do not require planning permission. Similarly much minor telecommunication development is permitted under the Town and Country Planning (General Permitted Development) Order 1995, although an application for prior approval of the siting and appearance may be required. Permitted development rights would only be withdrawn if the proposal is likely to seriously threaten amenity but the Council may seek the re-siting of an antenna if, taking into account technical and safety requirements, it has not been sited so as to minimise its effect on the external appearance of the building on which it is installed. All telecommunications development is subject to the normal statutory procedures and local plan policy guidance with regard to listed building consent (see Policy C2), the excavation of trenches for cabling which may have archaeological implications in the Area of Archaeological Importance (see Policy 5, and the impact on trees (see 13.11–13.13).

EN7: THE DEVELOPMENT OF TELECOMMUNICATIONS EQUIPMENT WILL BE PERMITTED, PROVIDED THAT:

- (a) THE SITING AND DESIGN OF APPARATUS AND ANTENNAE WILL MINIMISE THEIR VISUAL IMPACT AND THEIR IMPACT ON AMENITY; AND**
- (b) THERE ARE NO PRACTICABLE ALTERNATIVES SUCH AS RE-SITING OR MAST SHARING.**

13.0 DESIGN GUIDANCE

Objectives

- to promote good design in all development proposals

13.1 Exeter is the regional capital of the south west and is a city of great character and historic interest. It is important to the City's economy and culture that this character and interest is conserved. Equally important is the need to encourage confident innovation so that high quality places of contemporary character are created which will stand the test of time. Safe solutions, designed to 'fit in' have their place but can lead to missed opportunities for excellence, perpetuating the ordinary and making little contribution to the development of Exeter as a vital and viable centre. New development should therefore be informed by a clear understanding of the historic and archaeological importance of the City and the evolution of its townscape and architecture.

13.2 This policy guidance is based on the DETR document 'By Design – Urban design in the planning system: towards better practice'. The policies have an urban theme and it is expected that development should enhance and create urban character.

Objectives of Urban Design

13.3 Government policy for urban areas has developed from the Rogers report "Towards an Urban Renaissance". This recognises that regeneration of our urban areas should be design led and that development should be considered within its wider economic and social context. Cities, rather than just individual sites, need to be well designed and compact with good connections between individual parts. Each proposal for development should contribute to creating a healthy and vibrant urban environment.

13.4 Development should create the following:

Character - a place with its own identity.

Proposals should be based on a clearly articulated design concept. Local variations in layout, form and materials should be reinforced. Land use and layout as well as materials contribute to distinctiveness. Where little character of note exists development may create new distinctiveness.

Enclosure – townscape where spaces are clearly defined.

Good enclosure by buildings or landscape elements is essential. Spaces with clear identity such as streets and squares should be created.

Quality public realm – well designed, well used outdoor areas.

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Development should be understood as place making – promoting spaces and routes that are attractive, safe, uncluttered and which work for all in society, including disabled and elderly people.

Ease of movement – a place that is easy and safe to get to and move through.

Places that work well have a network of streets and pedestrian links which make it easy to move safely from one place to another, particularly by foot or by bicycle. New development should provide safe and attractive links, recognising desire lines and putting people before traffic.

Legibility – a place with a clear image that is easy to understand.

The “legible city” is one where development creates clearly recognisable routes, intersections and landmarks. Well designed corner buildings, landscape features and public art all help people find their way around without having to rely overly on signs.

Adaptability – a place that can change easily.

Cities need to be able to respond to changing social, technological and economic conditions by allowing buildings and spaces which may have a variety of possible uses. Offices, for example, should be readily convertible to residential use and public spaces should be able to accommodate pedestrian movement, entertainment, markets, displays, etc.

Diversity – a place with variety and choice.

Developments should promote diversity and choice through a mix of compatible uses that work together to create viable places, which limit reliance on vehicle transport and which promote local services.

Design Principles

13.5 To achieve the objectives, nine design principles are set out below which should be followed to ensure that development proposals contribute to the urban design excellence of Exeter.

Layout: Urban Structure

13.6 The layout of a development is the framework of routes and spaces that connect within the site and to areas beyond it and the way the built form and spaces relate to each other. Developers should analyse the urban context, including historical growth and street pattern, and ensure that their proposals promote appropriate urban character and allow safe and convenient movement through their sites and to sites adjoining, particularly for pedestrians and cyclists.

13.7 Achieving successful urban structure is dependent upon the integration of highway, landscape and built form design. As a matter of principle, designers should arrange buildings to create good, well enclosed places and then fit the roads into the

spaces created. All external space should have a proper use which contributes to the character of the development. Left-over spaces should be avoided.

13.8 Design should not be focused on the movement and parking of vehicles at the expense of good townscape. Parking and vehicle servicing should be integrated unobtrusively so that pedestrians have priority and the urban structure is respected. Pedestrian routes should be clear and safe without being diverted at the convenience of vehicles. A permeable layout should be promoted with enclaves and culs-de-sac generally avoided. Routes should remain within public control. Spaces such as squares created within development should sit astride routes and have active frontages facing onto them.

Urban Grain

13.9 The arrangement of building plots and plot sub-divisions should create good enclosure and urban form. Depending on the context of the site the way the site is divided up may need to be fine grained (frequent plot divisions) or coarse grained (few divisions). The correct approach should be arrived at by careful analysis of the site and its context. Where public spaces are provided they should be of sufficient size to accommodate necessary street furniture, allow easy pedestrian movement and avoid visual clutter.

Landscape

13.10 Landscape design is a principal consideration of development, the starting point of which is the quality and character of the existing land forms (hills, valleys and slopes), vegetation and other natural features. Exeter's hilly terrain strongly influences its townscape with views and glimpses almost at every turn. Green spaces penetrate built up areas, green hills are clearly visible from the centre and there is significant mature tree cover in the older residential areas. Roofscapes are important and it is rare that a building is not visible from one public place or another.

13.11 Development proposals should work with the existing contours rather than relying on extensive cut and fill. Monolithic slabs that ignore land form will not be acceptable. Landscape works should aim to enhance the setting of both the proposed development and the surrounding area. Carefully considered hard landscape works and new planting allied to the conservation of important existing natural features (examples of these would include trees, significant shrubs and hedgerows, rivers, streams and associated land) enhances the character and appearance of new development and promotes local distinctiveness.

13.12 The developer will be expected to show all ground features, including ground levels, on an accurate land survey. Where there are trees on or adjoining the site, a detailed tree survey, including crown spreads, will be required.

13.13 Development should be designed to ensure trees flourish and mature. All design elements (including buildings, roads, services, above and below ground security equipment, changes in levels and construction of hard landscape) should be arranged to ensure a good spatial relationship between development and trees to be

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retained and planted. In addition to avoiding damage to trees during construction, sufficient space must be provided beyond the crown spreads of trees to take account of any future growth and allow their safe, long term retention while avoiding undue future pressure for felling or excessive pruning.

13.14 The boundaries of development should have enclosure. The means of enclosure, whether by buildings, trees, hedges, walls or railings, should read as a permanent feature which complements the townscape and landscape. Timber fences on boundaries adjoining public places should be avoided. Ancillary structures and facilities such as retaining walls, bin stores and drying areas should be integrated into the design so that they do not spoil the setting of buildings or conflict with trees or other natural features.

Density

13.15 New development should be at an urban density to ensure that local distinctiveness is retained and promoted and to ensure that suburban sprawl does not spoil the compactness and green setting of the City. The appropriate density will depend upon the site in question but development proposals will be assessed on the extent to which they promote Exeter's urban character and to what degree they are able to support local services including public transport. Developers should bear in mind that there are very close links between density, mix and urban grain.

Mix

13.16 An urban area depends upon a compatible mix of uses to make it successful. For example, in the City Centre and other commercial centres, residential development above ground floor commercial use can generate activity, providing custom for shops and restaurants and a more secure and lively community. Ground floor mixed uses provide variety and choice at street level. In residential areas a mix of unit type and tenure can ensure a good variety of accommodation, meeting a range of needs.

13.17 Developers should promote density and choice through a mix of compatible uses that work together to create viable places, which limit reliance on vehicle transport and which promote local services.

Height

13.18 The appropriate height of a development should be considered relative to the wider townscape, to adjoining buildings and space and to human scale.

13.19 Development should preserve or enhance Exeter's skylines, views and vistas. Local landmarks should not be obscured or their silhouettes spoiled by new buildings. Skylines help define the character of the city and it would be an exceptional proposal which broke through the skyline in an acceptable way. This should not, however, preclude innovation which may enhance the townscape and create new features.

13.20 The height of a building is crucial to the character of the spaces that are created. As a rule of thumb the larger the space the larger the building may be but it is most important that proposals are based on analysis of the site.

13.21 The height of the storeys or parts of a building defines the building's relationship with its users. Developers should consider how proposals relate to human eye level and assess the impact of development at the human scale. Details such as window cill and head height are important in defining character.

Massing

13.22 The massing of a development is the combined effect of the footprint, volume and shape of a building or group of buildings in relation to other buildings and spaces. In a townscape where the hills, valleys and skylines are of such importance achieving the correct massing is essential. Other design aspects of development will tend to fall into place more easily if the massing is right.

13.23 New buildings should respect their setting and relate well to the background of existing building blocks and shapes of roofs. As a general rule a new building should only stand out from the background of buildings if there is a need for a new landmark. This is not to suggest that development should copy historic forms. New buildings should be contemporary architectural solutions rather than copies of the old although there should be clear sensitivity to existing townscape. Standard solutions are rarely acceptable as they are unlikely to create a distinctive identity.

Details

13.24 Local building forms and details contribute to the distinctive qualities of Exeter. There is variety within the city but there are common characteristics in certain areas. St. Leonards, for example, is notable for its stucco townhouses and villas and this character can be successfully interpreted in new development without restricting the scope of the designer. There should, however, be a level of interest in new buildings which compares favourably with historic neighbours.

13.25 Shop fronts are especially important in creating an attractive public realm and reinforcing character but pressures for corporate images and shop security frequently erode local distinctiveness. Shop front designs will be sought which preserve or enhance the street scene and the character of the building of which the shop front forms a part. Security measures will need to harmonise with the shop front and allow a clear view into the shop at all times. Shutters should be avoided, particularly in listed buildings and in conservation areas.

Materials

13.26 The use of local materials is a major factor in enhancing local distinctiveness. Built form should be innovative but familiar materials can be the glue that binds the townscape together. Traditional materials have the added advantage of being long lasting with a tendency to improve or mellow with age, rather than deteriorate.

13.27 The historic core of Exeter is notable for a rich mix of stone, stucco and brick. Earlier buildings will be in stone and stucco while later 18th and early 19th century suburbs may be brick (e.g. Southernhay) or stucco (e.g. St. Leonards). Familiar stone includes the deep red Heavitree stone and grey Torbay limestone, although on grand, landmark buildings dressed limestone and sandstone is prevalent. Roofing is traditionally in slate with some Edwardian and later suburbs distinct by their use of plain clay tiles. Sheet metals such as lead and copper are also commonplace. Developers should generally use this range of materials in conjunction with timber, steel and glass to create contemporary design solutions. Modern glazing is particularly useful for cladding which, when used in conjunction with traditional materials, can create contemporary solutions appropriate to an historic townscape.

DG1: DEVELOPMENT SHOULD:

- (a) BE COMPATIBLE WITH THE URBAN STRUCTURE OF THE CITY, CONNECTING EFFECTIVELY WITH EXISTING ROUTES AND SPACES AND PUTTING PEOPLE BEFORE TRAFFIC;
- (b) ENSURE THAT THE PATTERN OF STREET BLOCKS, PLOTS AND THEIR BUILDINGS (THE GRAIN OF DEVELOPMENT) PROMOTES THE URBAN CHARACTER OF EXETER;
- (c) FULLY INTEGRATE LANDSCAPE DESIGN INTO THE PROPOSAL AND ENSURE THAT SCHEMES ARE INTEGRATED INTO THE EXISTING LANDSCAPE OF THE CITY INCLUDING ITS THREE-DIMENSIONAL SHAPE, NATURAL FEATURES AND ECOLOGY;
- (d) BE AT A DENSITY WHICH PROMOTES EXETER'S URBAN CHARACTER AND WHICH SUPPORTS URBAN SERVICES;
- (e) CONTRIBUTE TO THE PROVISION OF A COMPATIBLE MIX OF USES WHICH WORK TOGETHER TO CREATE VITAL AND VIABLE PLACES;
- (f) BE OF A HEIGHT WHICH IS APPROPRIATE TO THE SURROUNDING TOWNSCAPE AND ENSURE THAT THE HEIGHT OF CONSTITUENT PART OF BUILDINGS RELATE WELL TO ADJOINING BUILDINGS, SPACES AND TO HUMAN SCALE;
- (g) ENSURE THAT THE VOLUME AND SHAPE (THE MASSING) OF STRUCTURES RELATES WELL TO THE CHARACTER AND APPEARANCE OF THE ADJOINING BUILDINGS AND THE SURROUNDING TOWNSCAPE;
- (h) ENSURE THAT ALL DESIGNS PROMOTE LOCAL DISTINCTIVENESS AND CONTRIBUTE POSITIVELY TO THE VISUAL RICHNESS AND AMENITY OF THE TOWNSCAPE;

- (i) **USE MATERIALS WHICH RELATE WELL TO THE PALETTE OF MATERIALS IN THE LOCALITY AND WHICH REINFORCE LOCAL DISTINCTIVENESS.**

Energy Conservation

13.28 The layout of new development and the design of buildings should contribute to the conservation of energy. This can, for example, be achieved by retaining and refurbishing buildings, by including more terraced houses in a layout, rather than detached, by facing dwellings towards the sun and by providing landscape works which shelter buildings from the wind. The use of materials can also have an impact. Some products consume considerably more energy in their manufacture than others and choosing local materials can save on energy consumed in transportation. Materials that last and can easily be repaired should, if possible, be used. The sharing of facilities can also help. Shared drives, communal space, storage and parking facilities can save energy in construction.

DG2: NEW DEVELOPMENT SHOULD BE LAID OUT AND DESIGNED TO MAXIMISE THE CONSERVATION OF ENERGY. PROPOSALS SHOULD:

- (a) **RETAIN AND REFURBISH EXISTING BUILDINGS ON SITE EXCEPT WHERE RETENTION IS UNVIALE OR THE BUILDINGS ARE DETRIMENTAL TO THE CHARACTER OF THE SITE OR WOULD PREJUDICE THE BEST USE OF LAND;**
- (b) **AIM TO GAIN MAXIMUM BENEFIT FROM SOLAR GAIN;**
- (c) **BE SUBJECT TO LANDSCAPE SCHEMES WHICH PROVIDE LANDFORM AND PLANTING THAT ACTS AS A SHELTER FOR BUILDINGS.**

Commercial Development

13.29 Industrial, warehousing, leisure or retail schemes (commercial development) should be designed to contribute positively to the image of the City. Site development should be considered as a composition of buildings and landscape, such that one complements the other. High quality buildings in well designed landscape settings can encourage economic investment, create customer loyalty and provide an attractive environment for the workforce.

13.30 Commercial development provides scope for contemporary design using a wide range of forms and materials. Main entrances and ancillary office uses should normally be prominent to the street and include sufficient glazing to provide visual links between the outside and inside of buildings. Opportunities should be taken to maximise the amount of fenestration to allow natural light into buildings. This has the potential to save energy by reducing the need for artificial light and to create an

attractive internal environment. Retail warehousing should include display windows to enliven pedestrian and car parking spaces.

13.31 While many commercial developments are designed on the basis of access by car, it is nevertheless important that provision is made for pedestrians. Car drivers, once having left their cars, are themselves pedestrians and may often be accompanied by young children and elderly people. Layouts should therefore provide safe and attractive pedestrian routes from the adjoining highway network and to and from vehicles within the site. Materials should be used which suggest to motorists they are in a pedestrian priority area.

13.32 The nature of commercial development will normally result in large areas of blank wall and may involve large areas of outside storage. Where walls are prominent they should be designed to provide visual interest and include screen planting and/or public art. Specific means to allow climbing plants to flourish will often be required. Outside storage areas should be unobtrusively located, away from public spaces, and screened by walls and planting.

13.33 All ancillary items such as plant, flues, refuse bin stores and advertising should be considered at the outset of the design process and integrated unobtrusively into the design. On large buildings, in particular, developers will need to ensure that the size and design of advertisements do not dominate the townscape.

DG3: COMMERCIAL DEVELOPMENT SHOULD:

- (a) **FACE THE MAIN ELEVATIONS, ANCILLARY OFFICE USES AND ENTRANCES OF BUILDINGS ONTO THE PUBLIC REALM;**
- (b) **ENSURE THAT CAR PARKING LAYOUTS AND USE OF SURFACE MATERIALS ARE DESIGNED TO GIVE PRIORITY TO PEDESTRIANS;**
- (c) **IN THE CASE OF RETAIL WAREHOUSING, ENSURE THAT CLEAR GLAZED DISPLAY WINDOWS ARE PROVIDED ON THE FRONT ELEVATIONS;**
- (d) **ENSURE THAT LARGE, PROMINENT AREAS OF BLANK WALL ARE DESIGNED TO PROVIDE VISUAL INTEREST;**
- (e) **LOCATE AREAS OF EXTERNAL STORAGE IN UNOBTRUSIVE POSITIONS SCREENED FROM PUBLIC PLACES.**

Residential Layout and Amenity

13.34 Government advice contained in 'By Design – Better places to live' (a companion guide to PPG3) outlines the principles which should be applied to all proposals for residential development. Prospective developers should combine the advice in this document with careful analysis of the site and its local context.

13.35 Residential layout should be at the maximum feasible density taking account of all the design constraints relating to a particular site. Full account should be taken of the need to preserve the amenity of the occupiers of adjoining development but the urban theme of this design guidance should run through new proposals. An existing suburban context will not be seen as justifying a similar, new, suburban scheme at insufficient densities.

13.36 People should be able to enjoy a degree of privacy and a quality of outlook which makes them feel comfortable in their dwellings and to enjoy their gardens without feeling overlooked or hemmed in. This may be achieved by providing a minimum distance of 22 metres between habitable rooms or by imaginative design which avoids rooms directly facing each other or facing unsightly structures. Privacy and amenity achieved by design rather than remoteness is usually more effective. Distance standards will be applied flexibly and not at the cost of good townscape and sufficient densities.

13.37 Particular attention will be paid to the scale of the proposed development when considering the amount of private space between dwellings. Generally speaking, single storey dwellings cause few privacy or overshadowing problems and distances may be accepted that are less than rule-of-thumb specifications. Three storey buildings, in contrast, may create more problems and will often be required to be spaced further apart from the norm. Locating parking at the rear of dwellings requires dwellings to be spaced further apart and allows significant improvements in back-to-back privacy even with small gardens.

13.38 Private garden space may vary in size but should not normally be smaller than 55 sq. metres. In considering garden size the orientation and scale of buildings will be taken into account. Larger houses will generally require more than 55 sq metres while less space may be adequate for smaller houses. A sunny south facing orientation with an attractive outlook, for example, may allow a smaller garden area whereas a north-facing garden with a poorer outlook, adjacent to a busy road or railway, will probably need to be larger. In some circumstances, it may be appropriate to provide small private spaces adjoining the dwellings facing onto a shared garden area which is not sub-divided.

13.39 For good townscape reasons private gardens should normally be on the side of the house away from the road. There can, however, be good reasons why gardens should front the road, and in these cases screen walls should be carefully designed so that they become positive features in the townscape. Timber screen fences facing public places are not acceptable. Front gardens should be enclosed by walls, railings or hedges in order to create good enclosure and “defensible space”.

13.40 In development consisting of flats and/or maisonettes, usable communal space which is accessible to all of the residents should be included. A minimum of 10 sq metres of communal space per dwelling will be applied as a rule-of-thumb, although there will be cases where more should be provided. It is recognised that some proposals such as conversions will not be able to provide open space. In normal circumstances each ground floor dwelling should be provided with a veranda, patio or similar semi-private sitting out area directly connected to the building. Upper floor

units should normally be provided with French windows or balconies in order to compensate for a lack of direct access to communal open space. In busy urban areas it is very important that shared amenity space is free from vehicles, screened from public view, landscaped and located so as to receive maximum sunlight.

DG4: RESIDENTIAL DEVELOPMENT SHOULD:

- (a) BE AT THE MAXIMUM FEASIBLE DENSITY TAKING INTO ACCOUNT SITE CONSTRAINTS AND IMPACT ON THE LOCAL AREA;
- (b) ENSURE A QUALITY OF AMENITY WHICH ALLOWS RESIDENTS TO FEEL AT EASE WITHIN THEIR HOMES AND GARDENS;
- (c) ENSURE THAT THE BOUNDARIES OF PRIVATE REAR GARDENS FACING PUBLIC PLACES ARE DESIGNED TO MAKE A POSITIVE CONTRIBUTION TO THE TOWNSCAPE;
- (d) WHERE FRONT GARDENS ARE INCLUDED PROVIDE ENCLOSURE TO CREATE DEFENSIBLE SPACE.

Provision of Open Space and Children's Play Areas

13.41 The provision of adequate open space as part of development is essential to the well being of communities. It is needed to achieve the 'greening' of the residential environment and provide easy access to amenity space, unless there is sufficient open space nearby. On large developments of over 50 dwellings, provision should be made on site. Under 50 dwellings, provision may be made off site or through a commuted sum provided that the facilities are conveniently located to serve the development. Where very few dwellings are proposed a judgement on the application of the open space requirement will be made depending on the size and character of the open space that may be created.

13.42 The City Council have carried out an assessment of children's playing space, updating a previous survey conducted in 1994. In accordance with National Playing Fields Association guidance, equipped or designated play areas were recorded, along with casual or informal play space located within housing areas of a suitable size and nature. In the assessment of casual or informal playing space, land outside of housing areas, narrow verges, densely wooded or overgrown areas, narrow strips of land, private grounds and space considered to be too small for play were omitted. This survey identified over 75 hectares (185 acres) of casual or informal play space and approximately 12 hectares (30 acres) of equipped or designated play areas. This reveals that there is a deficiency in Exeter for equipped or designated play areas. The provision in hectares per 1,000 population, as compared with the standard is as follows:-

	N.P.F.A. standard	Exeter provision
Casual/Informal Play Space	0.4 – 0.5	0.6438
Equipped/Designated Play Areas	0.2 – 0.3	0.1087
Total (Children's Playing Space)	0.6 – 0.8	0.7792

13.43 The NPFA standard recommends that equipped or designated play areas should be provided in localities on the basis of the distance of the facilities from children's homes. Three types of play area are defined: Local Areas for Play (LAPs) which are small play areas catering mainly for younger children and have a catchment of 60 metres; Local Equipped Areas for Play (LEAPs) which also cater for younger children but have at least five types of equipment and have a catchment of 240 metres; and Neighbourhood Equipped Area for Play (NEAPs) which consist of at least eight types of equipment, offer play opportunities for older children and have a catchment of 600 metres. On the basis of these definitions there are deficiencies in Polsloe, Heavitree, Whipton Barton, St Leonard's, Pennsylvania, Exwick and Alphington, along with a lack of play opportunities for older children.

13.44 The area(s) of open space, to be provided as part of development, should be level, useable, large enough to be effectively landscaped, readily accessible from the dwellings and form a focal point for the development. Open space should be made available for public access either through adoption or otherwise secured by legal agreement. The open space should be of a sufficient size that after landscape works have been carried out, the area remaining is large enough to accommodate a significant range of open space uses including equipped children's play space. Small, awkwardly shaped or fragmented areas of space will not normally count towards the 10% provision. Adjacent houses should face onto the space to create effective surveillance and an attractive townscape. The layout should provide for safe pedestrian links to open spaces within the development and to other neighbouring open spaces and amenities. On sites where there is no level ground, landscape works should include the creation of a level area which consists of 10% of the site.

13.45 Natural features such as watercourses, protected trees and other wooded areas should not normally be considered as part of the open space provision. The 10% open space requirement will, however, be calculated on the basis of the entire site area including protected trees or other areas which may not be developable.

13.46 The ownership and responsibility for maintenance should be unambiguous. The developer should indicate the location and extent of all open spaces to be adopted by the authority. The Council will not normally adopt slopes greater than 1:3 or small areas which perform no significant recreational or amenity function but will require satisfactory arrangements for their maintenance to be provided for in a legal agreement.

DG5: FAMILY HOUSING PROPOSALS SHOULD PROVIDE 10% OF THE GROSS DEVELOPMENT AREA AS LEVEL OPEN SPACE, INCLUDING EQUIPPED CHILDREN'S' PLAY SPACE, UNLESS THERE IS OPEN SPACE

AND PLAY PROVISION IN THE AREA WHICH IS WELL LOCATED AND OF SUFFICIENT SIZE AND QUALITY TO SERVE THE DEVELOPMENT.

Vehicle Circulation and Car Parking in Residential Development

13.47 Roads, car parking and other hard surfaced areas should not dominate sites or unduly limit the densities that can be achieved. A well thought out layout of roads can encourage trips by foot, bicycle and public transport, thereby helping create a sustainable environment. Government advice such as ‘Design Bulletin 32’ and its companion guide ‘Places, Streets and Movement (Residential Roads and Footpaths)’ encourage putting the layout of houses before that of roads to create a sense of place and promote a sense of community and of safety.

13.48 Of particular benefit to the townscape and the environment is a layout which reduces reliance on the culs-de-sac and which creates a permeable, traffic calmed system linked to adjoining roads. To create satisfactory townscape parking should normally be provided between, behind or within buildings, with access shared. Distinct character can be created by the inclusion of streets, avenues and crescents without cars parked between dwellings and the road. If there is no alternative, on-street parking will generally provide better townscape than front curtilage parking.

13.49 Traffic calming can involve numerous signs and a multiplicity of surface materials which can detract from the character of the townscape. Care should be taken to ensure a layout which requires minimal signage and the use of simple, unifying materials.

13.50 Secure rear courtyards can allow well enclosed urban form to be created without cars dominating the street frontage. Courtyards should be designed as placed in their own right, be overlooked by adjoining dwellings and limited in size. Garages may be usefully included, allowing the option of flats above overlooking the courtyard spaces below.

DG6: IN PROVIDING FOR VEHICLE CIRCULATION AND CAR PARKING IN NEW RESIDENTIAL DEVELOPMENT THE DESIGN OF THE SCHEME SHOULD:

- (a) ENSURE THAT PARKING PROVISION IS ARRANGED SO THAT URBAN FORM MAY BE CREATED WITHOUT VEHICLES DOMINATING THE STREET SCENE;**
- (b) PROVIDE PERMEABLE HIGHWAY SYSTEMS LINKED TO ADJOINING ROADS;**
- (c) ENSURE THAT THE MEANS OF CALMING TRAFFIC DO NOT DETRACT FROM THE CHARACTER OF THE TOWNSCAPE;**
- (d) PROVIDE SAFE AND SECURE PARKING THAT IS SUBJECT TO CLEAR SURVEILLANCE BY LOCAL RESIDENTS.**

Crime Prevention and Safety

13.51 Well designed developments can play their part in achieving a safe and secure environment. Best practice in this field is encouraged by the police who will certify developments as ‘Secure by Design’ where they meet criteria including those based on the following principles:

- neighbourhoods are created with a sense of community;
- layouts give a sense of ownership to all elements of the development (the principle of Defensible Space) and encourage surveillance by occupants and passers by;
- good lighting is achieved;
- doors and windows are made sufficiently secure to inhibit break-ins.
- pedestrian routes and open space are designed to avoid opportunities for criminal and anti-social behaviour.

13.52 These principles are applicable to both residential and commercial development. Security measures, such as CCTV, should be integrated early in the design stage to avoid damage to buildings and landscape which later, corrective measures, may cause. Heavy handed security devices such as roller shutters and security fencing can prove counter productive by triggering a vicious circle where fear of crime is increased and surveillance discouraged. A quality townscape is itself a deterrent to crime by encouraging urban vitality and other security measures should complement this. In new housing developments the safety of residents would also be enhanced by the installation of fire extinguishing sprinklers.

DG7: THE DESIGN OF DEVELOPMENT SHOULD AIM TO ACHIEVE A SAFE AND SECURE ENVIRONMENT. PROPOSALS SHOULD:

- (a) ENSURE PEDESTRIAN ROUTES AND PUBLIC SPACES ARE OVERLOOKED AND SUBJECT TO NATURAL SURVEILLANCE;
- (b) PROVIDE ENCLOSURE OF PROPERTIES, SO THAT PRIVATE SPACES ARE WELL DEFINED AND FULFIL THE ROLE OF DEFENSIBLE SPACE;
- (c) ENSURE THAT LIGHTING IS LOCATED AND DESIGNED IN SUCH A WAY AS TO DETER AND REDUCE THE FEAR OF CRIME;
- (d) ENSURE THAT SCHEMES FOR LANDSCAPE DESIGN, INCLUDING NEW PLANTING, DO NOT CREATE OPPORTUNITIES FOR CRIME AND THAT, WHERE APPROPRIATE, SPECIES OF PLANTS ARE USED TO DETER CRIMINAL OR ANTI- SOCIAL BEHAVIOUR;
- (e) INTEGRATE CRIME PREVENTION MEASURES IN AN UNOBTRUSIVE MANNER, SUCH THAT THE FEAR OF CRIME IS NOT RAISED, AND THAT THERE IS NO DETRIMENTAL EFFECT UPON TOWNSCAPE AND AMENITY.

Advertisements

13.53 The main purpose of advertisement control is to contribute to the appearance of an attractive and cared-for environment. Consent will only be given for the display of an advertisement which respects the interests of public safety and amenity, assessed in the context of the general characteristics of the locality and any features of historic, architectural, cultural or any other special interest.

DG8: ADVERTISEMENTS, SIGNS AND NOTICE BOARDS WILL NOT BE PERMITTED IF THEY ARE LIKELY TO CAUSE HARM TO THE CHARACTER AND APPEARANCE OF THE BUILDINGS ON WHICH, AND THE AREA IN WHICH, THEY ARE LOCATED.

Public Art

13.54 Public art includes works of fine art, craft and photography, incorporated within the design of buildings or landscapes which are generally accessible or visible to the public. The City Council will encourage improvements to the overall environment and open spaces through public art initiatives. An attractive ‘public realm’ creates a positive image of the City and assists economic regeneration. Although it is not grounds for refusal, developers will be requested to integrate public art, where feasible, into the design of new development and environmental schemes from the outset. Imaginative ideas can dramatically enhance the appearance, success and appreciation of a scheme, without adding to the cost.

14.0 KEY PROPOSALS

14.1 This chapter brings together the most significant proposals which arise from the previous topics. These focus on (i) a range of retail and mixed use developments designed to revitalise the City Centre as part of a strengthening of Exeter's role as a regional centre; (ii) leisure, tourism and retail proposals in the Quay/Canal Basin area and (iii) strategic employment and housing land allocations to the east of the outer bypass.

City Centre

14.2 The Council has an overriding commitment to maintain and enhance the vitality of the City Centre. The key aims are:

- to expand the quality and quantity of retail attractions providing for national multiples as well as for speciality retailing;
- to provide City Centre jobs by further encouraging the office market;
- to diversify the attractiveness of the City Centre through expansion of leisure, entertainment and amenity uses;
- to encourage City Centre living by continuing to expand the housing stock.

14.3 A strategic and co-ordinated approach, embracing a variety of measures, is essential to support these aims and provide distinctiveness and quality. The aim is to deliver a City Centre environment that creates a sense of place and presents a positive identity and image of the City Centre to all its visitors and users. The range of distinct character areas within the City Centre offer a uniqueness on which to capitalise in tackling the competitive challenge presented by out-of-town shopping and, in particular, to create the circumstances in which specialist retailing can thrive. Measures include:

- setting the highest standards of design in new development;
- environmental enhancement through further extensions of pedestrian areas and the creation of a quality streetscape including the use of unique designs for street furniture, signs and public amenities;
- provision and enhancement of public spaces to provide interest, incident and entertainment, including the use of public art;
- ensuring that new buildings create streets, squares and other features of clear urban form and that the use and layout of buildings contributes positively to the vitality of adjoining public spaces;
- creation of a series of City 'quarters' where activities may be grouped and areas promoted with specific themes;
- enhanced signing and security measures to give confidence and clarity to all users of the Centre;
- ensuring that the City Centre is clean and well maintained.

14.4 To provide a focus for the aims and measures identified above a number of major initiatives are proposed. Implementation will be dependent on working with inward investors and developers and, to this end, a City Centre Management Plan has been prepared which sets out a detailed strategy and action plan.

Key Proposals

14.5 Key proposals in the City Centre include:

Environmental Enhancement: introduction of a pedestrian priority zone complemented by a programme of floorscape improvements;

Princesshay: major retail scheme supported by housing, community uses and short stay parking;

Bus & Coach Station: enhancement of the bus station, commercial leisure, retail, housing and short stay car parking;

Central Station Yard: offices, housing and short stay parking;

St Davids Station: offices, housing, and local centre retail units together with maintaining the current level of car parking provision for rail users.

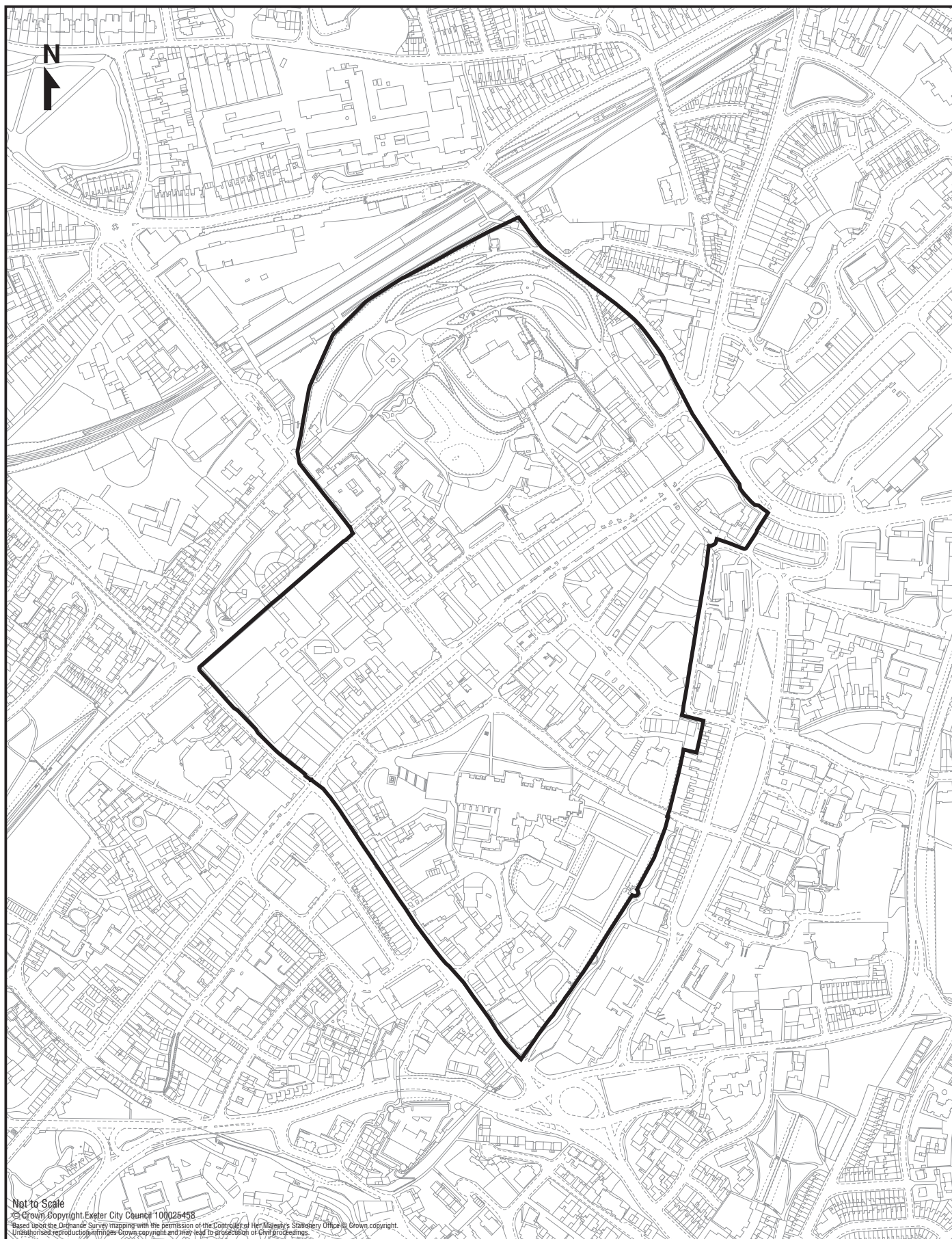
Environmental Enhancement

14.6 The City Centre has relatively few areas which can boast quality buildings, quality public spaces and a vehicle free environment. Various parts of this Plan include policies and proposals which should over time result in higher standards of design as sites are redeveloped.

14.7 The key to creating the sort of ambience that exists in other historic towns and cities is through the more effective management of traffic. By excluding vehicles from key streets for substantial parts of the day, a major improvement in the City Centre environment can be achieved. If a long term strategy is agreed, then gradual enhancements to the quality of the City Centre can be made through specific projects to improve streetscape and floorscape.

14.8 The core of the City Centre will be declared a pedestrian priority zone. The intention is to create a zone, broadly bounded by Southernhay, New North Road, the Waterloo line, Queen Street, Paul Street, North Street and South Street, which gives pedestrians real priority (see Plan 6). Within this boundary pedestrians will have priority through a range of measures:

- permanent vehicle free streets in the Princesshay area;
- time limited access restrictions to all other streets for a substantial part of the day;
- very limited exemptions during pedestrian hours for access to particular streets via a permit system;
- access to particular streets during pedestrian hours for Orange and Blue Badge holders;
- cycling limited to specified key routes;
- a 10 mph speed limit at all times;
- removal of daytime on-street parking;
- re-design of streets and spaces to create an attractive pedestrian environment.



Plan 6:

Pedestrian Priority Zone T10, KP1

Key Proposals

14.9 The long term future of buses in the City Centre will be the subject of further assessment. Sidwell Street, Fore Street and South Street should continue to be key corridors for buses with quality interchange facilities for passengers. The routeing of buses through the High Street is detrimental to the pedestrian environment in this area. The aim is to reduce the impact of buses and their effect on air quality, by reducing the number of vehicles and the length of time spent at stops. Detailed proposals will be developed through a revised Bus Quality Partnership to achieve this. In the long term the City Council wishes to create a vehicle free High Street for a significant part of the day.

14.10 A phased programme of physical improvements (paving, planting and street furniture) will be implemented with priority given to High Street and links through to Castle Street and Rougemont Gardens/Castle (see 6.20).

KP1: A PEDESTRIAN PRIORITY ZONE WILL BE ESTABLISHED IN THE CORE OF THE CITY CENTRE WITHIN WHICH TIGHT DAY TIME VEHICLE ACCESS RESTRICTIONS WILL APPLY.

Princesshay/Bedford Street

14.11 The refurbishment/redevelopment of this area to provide a net gain of approximately 20,000 sq. metres net additional durable floorspace is a key element in the future prosperity of the City Centre and represents the most realistic defence against out-of-town shopping (see 5.8 - 5.12). Being centrally located close to the High Street it provides an opportunity to add depth to the prime shopping area without adversely affecting pedestrian flows. A range of retail sizes should be provided together with housing, leisure and community uses. Views of the Cathedral along Princesshay and from Bedford Street must be retained and improved urban spaces for pedestrians created. Particular care must be taken to protect the historic setting of the site. The proposals should extend existing pedestrianised areas so that the whole of the area between High Street, Paris Street, Cathedral Close and Post Office Street would be almost entirely vehicle free. Provision should be made for shopmobility.

KP2: THE REFURBISHMENT AND/OR REDEVELOPMENT OF LAND AT PRINCESSHAY/BEDFORD STREET IS PROPOSED FOR RETAIL, HOUSING, LEISURE, COMMUNITY USES AND SHORT STAY PUBLIC CAR PARKING. THE DEVELOPMENT SHOULD:

- (a) INCLUDE A RANGE OF RETAIL UNIT SIZES;**
- (b) RETAIN VIEWS OF THE CATHEDRAL PARTICULARLY ALONG THE EXISTING ALIGNMENT OF PRINCESSHAY AND FROM BEDFORD STREET;**
- (c) PRESERVE OR ENHANCE THE SETTING OF THE CATHEDRAL;**
- (d) IMPROVE THE SETTING OF THE CITY WALL, ST. STEPHENS CHURCH AND ST. CATHERINE'S ALMSHOUSES;**

- (e) CREATE NEW PEDESTRIAN URBAN SPACES THROUGHOUT THE SITE;
- (f) PROVIDE PEDESTRIAN LINKS TO AND FROM THE HIGH STREET, CATHEDRAL CLOSE AND SOUTHERNHAY GARDENS;
- (g) SEGREGATE SERVICE TRAFFIC FROM PEDESTRIANS WHERE FEASIBLE BY THE PROVISION OF UNDERGROUND SERVICING SUBJECT TO THE PRESERVATION OF THE UNDERGROUND PASSAGES AND DETAILED ARCHAEOLOGICAL STUDY;
- (h) REPLACE EXISTING SERVICE ARRANGEMENTS TO ADJOINING PROPERTIES;
- (i) PROVIDE CYCLE PARKING AND A LINK TO THE EXISTING CYCLE NETWORK;
- (j) RETAIN THE PUBLIC TOILETS OR REPLACE IN A CONVENIENT AND ACCESSIBLE LOCATION.

Bus and Coach Station Site

14.12 The area defined by Sidwell Street, Cheeke Street, London Inn Square Paris Street, the Bus and Coach Station and Summerland Street is a highly sustainable location which, once Princeshay is fully trading, warrants the preparation of a master plan to achieve a high quality mixed use scheme. A comprehensive approach to its redevelopment is essential.

14.13 The site provides the best location in the City for commercial leisure facilities because of its close proximity to the primary shopping area of the City Centre, good public transport connections and proximity to public parking. A multiplex cinema and a nightclub would be justified by the existing demand. Other leisure facilities such as a health and fitness centre and family entertainment centre might be introduced as well as restaurants and public houses supporting a commercial leisure uses (see 5.39-5.52). The scheme must ensure that the bus station is well located to provide an effective bus network and is substantially enhanced. The potential for retail development is governed by the shopping policies of the Local Plan and the criteria of Policy KP3. In view of the adjoining uses, the housing should be restricted to non-family accommodation.

14.14 The site is prominent from the east from which direction it is seen as an integral part of the City Centre. Accordingly a good quality design is essential. Improvements to pedestrian access will be required especially across the heavily trafficked Paris Street which separates the site from the primary shopping area and the Civic Centre car park and also from Sidwell Street and the King William Street car park. Detailed proposals which extend the development area will be considered on their merits. The bus maintenance depot could be included if a satisfactory alternative location can be found for it. Part of the nearby Triangle car park may be used for bus layover to facilitate the development. Some short stay car parking spaces will be

Key Proposals

provided on the Bus and Coach Station site to replace the Bampfylde Street car park and compensate for the loss of spaces at the Triangle. The Council may seek to exercise its compulsory purchase powers for the purpose of site assembly.

KP3: COMPREHENSIVE REDEVELOPMENT OF THE BUS STATION/SIDWELL STREET/PARIS STREET IS PROPOSED, REFLECTING ITS STRATEGIC AND HIGHLY SUSTAINABLE LOCATION. THE DEVELOPMENT SHOULD PROVIDE AN ENHANCED BUS STATION, COMMERCIAL LEISURE FACILITIES INCLUDING POTENTIALLY A MULTI-SCREEN CINEMA, RETAIL FLOORSPACE, AN EXTENDED STREET MARKET, SHORT-STAY PARKING AND POSSIBLY NON-FAMILY HOUSING.

THE AMOUNT OF RETAIL FLOORSPACE SHALL BE DETERMINED FOLLOWING AN ASSESSMENT OF CAPACITY AND DEMAND AFTER THE IMPACT OF THE PRINCESSHAY DEVELOPMENT HAS BEEN ASSESSED. SUCH RETAIL DEVELOPMENT SHALL NOT HARM THE VIABILITY AND VITALITY OF THE CITY CENTRE AS A WHOLE.

THE DEVELOPMENT SHOULD:

- (a) MAKE A POSITIVE CONTRIBUTION TO THE ENHANCEMENT OF THIS PROMINENT AREA OF CITY CENTRE TOWNSCAPE;
- (b) BE FULLY INTEGRATED INTO THE CENTRAL SHOPPING AREA AND PRINCESSHAY AND HAVE HIGH QUALITY ACTIVE FRONTAGES WHICH FACE SURROUNDING STREETS;
- (c) IMPROVE PERMEABILITY AND THE SAFETY AND CONVENIENCE OF PEDESTRIAN ACCESS TO THE SITE ESPECIALLY ACROSS PARIS STREET FROM THE PRIMARY SHOPPING AREA AND PRINCESSHAY TO/FROM THE PUBLIC TRANSPORT INTERCHANGE AND KING WILLIAM STREET CAR PARK AND,
- (d) MAINTAIN A CYCLE ROUTE THROUGH THE SITE FROM PARIS STREET TO SUMMERLAND STREET.

Station Yard, Queen Street

14.15 The Station Yard area, which adjoins Central Station and the Waterloo rail line, is proposed for office development and for housing although careful design will be required to create an acceptable residential environment. The site should also accommodate short stay car parking to take pressure off parking in the Guildhall area.

14.16 The design must reflect the location of the site within the City Centre conservation area. A high quality development would enhance the image of the City to travellers arriving at Central Station. The scheme should be designed to create an enclosed streetscape appropriate to the urban form of the City Centre. Buildings facing onto New North Road should fit into the grain of the area by creating street

form and active street frontage. Pedestrian access should be provided onto the Central Station railway platform from Queen Street.

KP4: LAND AT STATION YARD, QUEEN STREET IS PROPOSED FOR OFFICE DEVELOPMENT AND SHORT-STAY PUBLIC CAR PARKING AND FOR HOUSING PROVIDED THAT AN ACCEPTABLE RESIDENTIAL ENVIRONMENT CAN BE ACHIEVED. THE DEVELOPMENT SHOULD:

- (a) MAKE A POSITIVE CONTRIBUTION TO THE ENHANCEMENT OF THE TOWNSCAPE AND THE SURROUNDING CONSERVATION AREA;**
- (b) CREATE AN ACTIVE STREET FRONTAGE ALONG NEW NORTH ROAD;**
- (c) PROVIDE ACCESS TO CENTRAL STATION FOR PEDESTRIANS AND FOR DISABLED PEOPLE.**

St David's Station

14.17 A mixed redevelopment of land at St David's Station is proposed to enhance and take advantage of this strategic location. Appropriate uses are offices, student housing and small retail units which provide facilities appropriate for a local centre. Land will also be reserved on the forecourt of the Station to provide public transport interchange facilities with buses and to provide improved cycle parking and cycle links and a taxi rank.

14.18 The proposals must respect the character of St. David's Station and should aim to improve the station approach as a 'gateway' to the City (see 6.8). This could be achieved by developing local centre retail units, with student housing above, facing the existing row of small shops along Isambard Way and creating a public square.

14.19 In the short term the development may be limited to the retail units and housing. In the long term there may be potential to achieve multi storey car parking and release some of the existing car parking land for offices and further housing.

KP5: LAND AT ST. DAVIDS STATION IS PROPOSED FOR OFFICE DEVELOPMENT, STUDENT HOUSING AND LOCAL CENTRE RETAIL UNITS. THE DEVELOPMENT SHOULD:

- (a) MAINTAIN THE EXISTING LEVEL OF PARKING PROVISION FOR RAIL USERS;**
- (b) PROVIDE PUBLIC TRANSPORT INTERCHANGE FACILITIES, IMPROVED CYCLE PARKING AND CYCLE LINKS AND A TAXI RANK;**
- (c) ENHANCE THE STATION APPROACH AS A 'GATEWAY' TO THE CITY.**

Quay/Canal Basin Area

14.20 The proposals for the Quay and the Canal Basin area are at the heart of the Council's strategy to promote tourism and diversify the range of attractions. The Quay area, which contains one of the finest groups of listed buildings in the City, including the 17th Century Customs House and the 19th Century warehouses, has experienced gradual improvement over the past 20 years. Footbridges have been built and refurbished over the waterways and access improved with the development of the Cathedral and Quay car park. Old industrial buildings have been converted to tourist use as restaurants, public houses and speciality shops including antique and craft outlets. The area is used as a starting point for walking, cycling and canoeing excursions along the Valley Park, supporting specialist hire and retail facilities.

14.21 The proposals envisage a wide mix of developments and activities over a substantial area incorporating the Quay, Cricklepit, Canal Basin and Water Lane/Canal Banks area. Proposed uses include housing (see H3: Site 10), visitor attractions, outdoor leisure facilities and restaurants supported by shops, craft workshops and hotel/hostel accommodation. Leisure uses which are closely associated with the river, the canal and the Riverside Valley Park will be especially appropriate, including water sports along the river and canal frontages. Up to 1,200 sq. metres net (1,700 sq. metres gross) of specialist retailing will be permitted provided that there is no single large space user.

(i) Quay

14.22 To maintain the ambience of the Quay area and protect its primary function as a heritage, leisure and restaurant quarter, permission will not be granted for night clubs or amusement arcades. Shops will only be permitted where they are ancillary to visitor attractions or leisure uses. Ancillary office space or housing will only be permitted on upper floors although a small hotel/hostel accommodation for visitors will be acceptable. All works to architecturally and historically important buildings must respect their existing appearance and character. Any redevelopment must be appropriate in scale, materials and overall character to that of the area as a whole.

(ii) Cricklepit

14.23 The Cricklepit site lies astride two medieval leats near the historic quayside, immediately below the Roman city wall. It is of considerable historic interest and contains important remains of the City's industrial past, particularly of the milling and woollen industries. Following a fire in 1999, the Council and other partners have facilitated the repair of Cricklepit Mill, which will culminate in the restoration of the internal mill wheel and machinery to working order. The mill building has planning permission for office use, with an element of interpretation and retail, and there is the potential for sensitively designed new build to accommodate further office, interpretation/education, and related uses. A Foyer scheme, to provide residential accommodation and training for young people, has also been developed on the site of the Lower Mills, and includes the reconstructed former 18th century cloth drying house, a unique survival in Devon.

(iii) Canal Basin

14.24 A master plan has been prepared to promote the revitalisation of the area around the Basin. The site includes two listed warehouses and a nearby former electricity works, all of which are currently vacant. The restoration of these buildings and their re-use, together with adjoining land, is proposed to provide major visitor attractions and facilities for visitors. Redevelopment of adjacent areas is proposed for water related leisure uses and supporting restaurants, shops and craft workshops. Offices and housing are a possibility on upper floors. An area for boat laying-up activities will be retained within the Canal Basin development scheme.

(iv) Water Lane Area

14.25 In recent years there has been a trend for industry in the Water Lane area to relocate which has created opportunities to allow a number of sites to be developed for housing. Where sites come forward for development along the canalside the provision of leisure and ancillary activities will be promoted where appropriate and viable. Alternatively, housing will be permitted provided there is scope to introduce landscape features or open space as a buffer between housing and existing industry where this is considered to be necessary.

14.26 Where industry, which is located away from the waterside, wishes to remain the Council will support the improvement, refurbishment and redevelopment of existing industrial premises for continued employment use where, in view of current problems and having regard to the character of the area, they are accompanied by environmental improvements. These improvements can take many forms including the replacement of obnoxious uses by more environmentally acceptable uses and a reduction in pollution and traffic as well as enhancement of the surroundings through landscape works, use of sympathetic materials and sensitive building design.

14.27 Within this primarily industrial area the residential development of small sites would not normally be appropriate. However, if sites could be amalgamated to allow for comprehensive development, a wider range of uses, including housing, would be favourably considered provided this was compatible with other land uses, including industry, and incorporated any necessary buffer areas or uses.

(v) Canal Banks

14.28 The provision of a camp site for tents at Grace Road playing fields will be considered.

(vi) Access

14.29 Regeneration is linked to improving the accessibility of the area and the Council may seek financial support from prospective developers. Over the years, improvements have been made with a bus link to the Quayside, a new bridge over the Exe for pedestrians and provision of cycle routes and a bus only link through Tan Lane. However, there is increasing congestion getting in and out of Haven Banks and conflict between residential and industrial traffic.

14.30 Improved pedestrian connections with the City Centre and nearby car parks and better public transport connections to the City Centre and park and ride sites are particularly necessary. A road link is proposed from Alphinbrook Road to Water Lane to improve local and bus access. A road link connecting Water Lane to Haven Road via the Haven Road car park is also proposed as a means of reducing traffic in Haven Road and enabling the diversion of the Matford park and ride service to include a stop at the Basin. These improvements will require raising the weight limit on the railway bridge adjoining the Water Lane tip and establishing a control to prevent vehicles other than buses from using it as a through route. Bus priority measures from Haven Road onto Alphington Street will also be required. The implementation of the national cycle network through the area will improve cycle links (see 9.28) but footpath connections from the Haven Road car park to the Basin must also be improved.

KP6: THE DEVELOPMENT OF A MIX OF TOURIST, LEISURE, HOUSING, EMPLOYMENT AND SPECIALIST RETAILING USES IS PROPOSED AT THE QUAY, CANAL BASIN AND WATER LANE AREAS TO INCLUDE:

- (i) THE RESTORATION AND ADAPTATION OF HISTORIC BUILDINGS AND THE REDEVELOPMENT OF UNDERUSED SITES IN THE QUAY AND CANAL BASIN AREA TO PROVIDE VISITOR ATTRACTIONS, OUTDOOR LEISURE FACILITIES AND RESTAURANTS SUPPORTED BY SHOPS, CRAFT WORKSHOPS AND HOTEL/HOSTEL ACCOMMODATION;
- (ii) LEISURE AND HOUSING ALONG THE CANALSIDE;
- (iii) HOUSING AND EMPLOYMENT IN THE WATER LANE AREA PROVIDED THAT THE PROPOSALS PROTECT THE AMENITY OF RESIDENTS AND DO NOT INHIBIT EXISTING INDUSTRY;
- (iv) BOAT LAYING-UP FACILITIES;
- (v) CAMP SITE AND ASSOCIATED FACILITIES;
- (vi) PROVISION OF THE NATIONAL CYCLE ROUTE THROUGH THE AREA;
- (vii) A FINANCIAL CONTRIBUTION TO THE PROVISION OF:
 - (a) A ROAD LINK FROM ALPHINBROOK ROAD TO WATER LANE AND FROM WATER LANE TO HAVEN ROAD VIA THE HAVEN ROAD CAR PARK, INCLUDING TRAFFIC MANAGEMENT/CALMING MEASURES LIMITING THROUGH VEHICLE ACCESS TO BUSES AND CYCLES ONLY;
 - (b) BUS PRIORITY MEASURES FROM HAVEN ROAD ONTO ALPHINGTON STREET, AND

(c) IMPROVED PEDESTRIAN AND CYCLE LINKS AND SIGNING.

THE DEVELOPMENT SHOULD HAVE REGARD TO RELEVANT CRITERIA IN POLICIES C1-C3, C5, DG1-DG4 AND SUPPLEMENTARY PLANNING GUIDANCE/DOCUMENTS RELATING TO THE AREA.

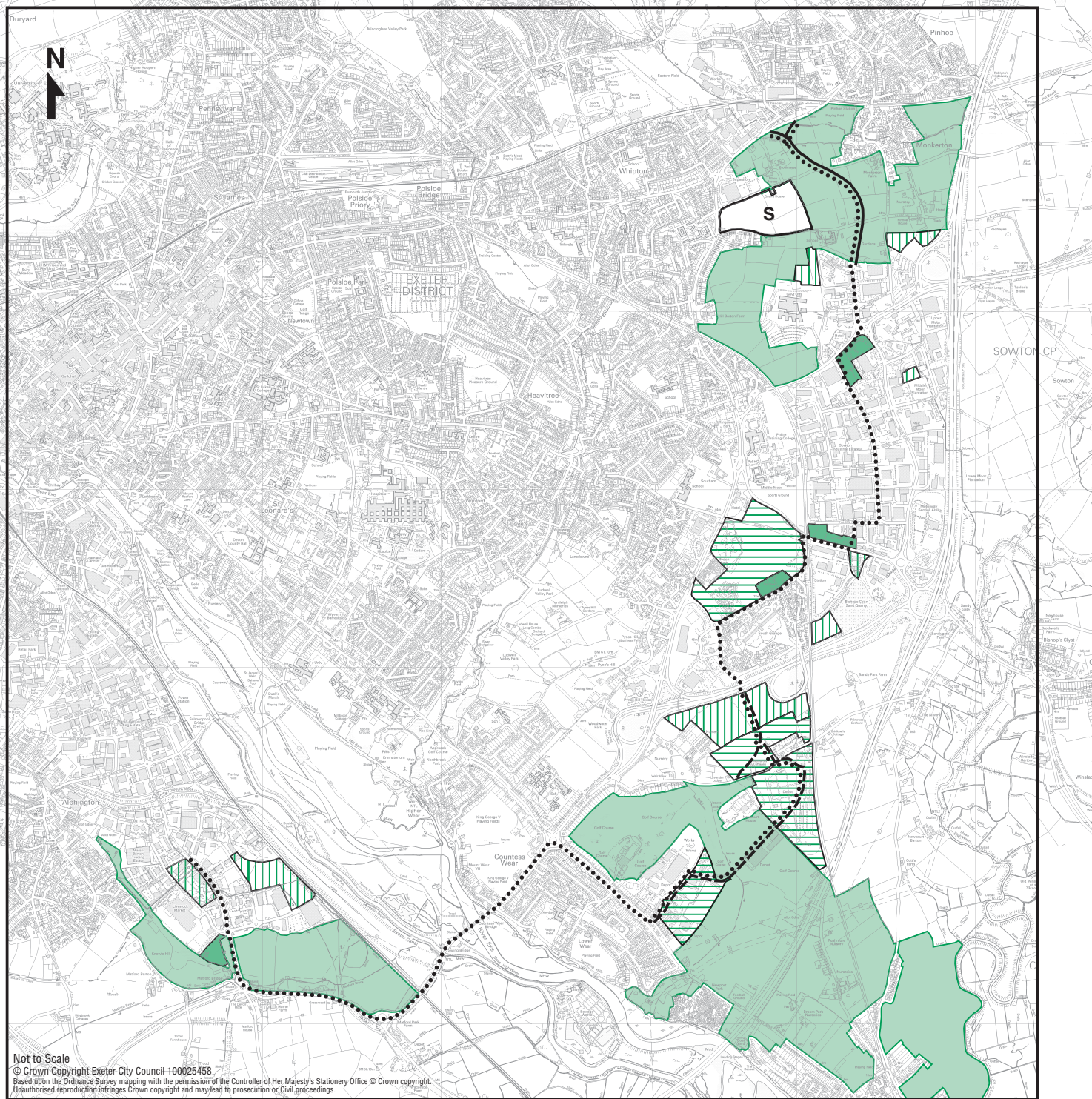
East of the Outer Bypass

14.31 The area to the east of the outer bypass offers a key opportunity to develop the City's role as an employment and housing centre with good public transport links. Although the use of previously-developed land within the City will be maximised there are insufficient opportunities to meet the identified demand (see Sections 3 and 4). The peripheral expansion of the City is constrained to the north, west and south (see Section 11). Land to the east is attractive to investment because of its good access to the motorway system and to the A30, but is also constrained by significant areas of open land (see 11.4-11.14) which contribute to the landscape setting of the City.

14.32 This area is proposed as a mixed use, public transport based, development area which is comprehensively planned and fully integrates housing, employment, retail, community, education, social and health care and leisure and transport facilities. This includes a new school at Hill Barton; employment development to the east and west of Exeter Business Park and at Sowton 30, off Sidmouth Road; housing and retail warehousing at Digby; housing development north of Old Rydon Lane and a strategic employment site south of the A379; and housing development at the RNSD, between Old Rydon Lane and Topsham Road.

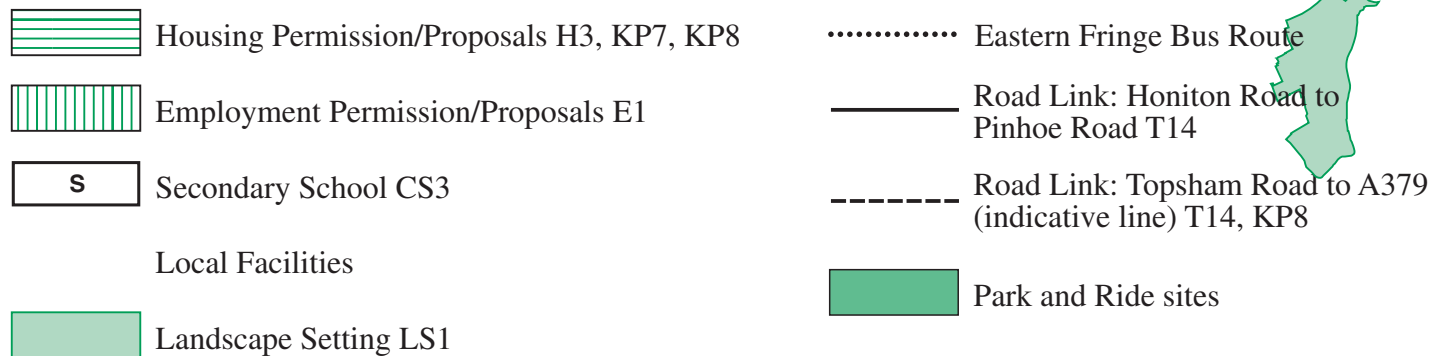
14.33 The proposals are brought forward within the following broad spatial framework (see Plan 7):

- (i) major employment development located close to the motorway junctions, along the main radial routes;
- (ii) strong local service centres, which may include schools, community facilities and local shops, located within the centre of developments so as to function as a focal point of the local community and well related to public transport routes;
- (iii) highest density housing grouped around the local service centres and adjacent to the main public transport routes;
- (iv) road link from Honiton Road to Pinhoe Road to serve Exeter Business Park and Sowton, enable employment land to be released and reduce traffic in nearby residential roads (see T14);
- (v) an eastern fringe bus route linking employment development to the south of the City at Matford with the new employment, housing, retail and education proposals between the outer bypass and the motorway and connecting through to Pinhoe via the new road link;



Plan 7:

East of the Outer Bypass Spatial Strategy



- (vi) direct, safe and convenient pedestrian and cycle links within and between the proposed employment and housing areas and with adjoining areas;
- (vii) integrated transport provision linking the development proposals along the eastern fringe with the wider Exeter area and in particular with the employment development at Skypark, Exeter Airport expansion and new settlement in the Rockbeare area – to include improved train frequencies on the Exeter to Waterloo line, a railway station at the new settlement and increased capacity of rail services on the Exeter to Exmouth line.

Digby Area

14.34 The comprehensive development of all the land between the Sidmouth Road, outer bypass, A379 and the railway line is proposed. The majority of the former Digby Hospital land, adjoining the A379, has been developed for housing, including the conversion of the hospital to flats. A Tesco foodstore and adjoining retail warehouse park has been developed in the south western corner of the site and a rail halt has been provided adjoining the Exeter to Exmouth rail line, together with a park and ride site nearby. The allocation of the remainder of the Digby area for housing and associated facilities is proposed. Around 600 dwellings may be possible. The Digby planning brief provides guidance but is updated by this Plan.

14.35 Since the development will add significantly to pressures on the local area, including schools, it must be supported by the provision of appropriate community facilities and by a new primary school for which developer contributions will be sought. The community facilities, including open space, should be located so as to function as a focal point. Developers will be required to provide a co-ordinated framework or master plan which explains how they propose to create a distinct new settlement and a clear sense of place. Typically suburban open plan, motor vehicle and highway dominated, arrangements should be avoided.

14.36 Access to the development area should be provided through an internal highway system which links access points from Rydon Lane, at the junction with Peninsula House, from Russell Way and from Sidmouth Road, to create a permeable layout. In view of the pressures on the highway network in this area provision for alternatives to the car will be essential, to include an efficient through route for buses and an integrated pedestrian and cycle network.

KP7: LAND AT DIGBY IS PROPOSED FOR HOUSING, A PRIMARY SCHOOL, COMMUNITY FACILITIES, AND A HIGH QUALITY RETAIL PARK OF UP TO 9,290 SQ METRES GROSS RETAIL WAREHOUSE FLOORSPACE. THE DEVELOPMENT SHOULD BE BASED ON A CLEAR, INTEGRATED, URBAN AND LANDSCAPE DESIGN CONCEPT FOR THE AREA AND SHOULD INCLUDE:

- (a) **A CO-ORDINATED RESIDENTIAL LAYOUT WHICH CREATES A DISTINCT IDENTITY AND SENSE OF PLACE AND AVOIDS TYPICALLY SUBURBAN OPEN PLAN, MOTOR VEHICLE AND HIGHWAY DOMINATED, ARRANGEMENTS;**

Key Proposals

- (b) THE PROVISION OF OPEN SPACE, COMMUNITY FACILITIES AND SCHOOL IN A CENTRAL LOCATION SO THAT THEY FUNCTION AS A FOCAL POINT OF THE NEW COMMUNITY.
- (c) A LAYOUT OF RETAIL BUILDINGS AND SPACES WHICH IS WELL RELATED TO THE TESCO FOODSTORE AND WHICH CREATES AN ATTRACTIVE PEDESTRIAN ENVIRONMENT WITHIN A LANDSCAPE SETTING;
- (d) VEHICLE ACCESS FROM RYDON LANE AT THE JUNCTION WITH PENINSULA HOUSE; FROM RUSSELL WAY; AND FROM SIDMOUTH ROAD;
- (e) AN INTERNAL HIGHWAY SYSTEM, LINKING THE THREE ACCESS POINTS, TO PROVIDE A PERMEABLE LAYOUT;
- (f) MAXIMUM PROVISION FOR PUBLIC TRANSPORT, TO INCLUDE AN EFFICIENT THROUGH ROUTE FOR BUSES;
- (g) THE IMPLEMENTATION OF AN INTEGRATED PEDESTRIAN AND CYCLE NETWORK TO LINK TO SURROUNDING DEVELOPMENT.

Newcourt Area

14.37 Housing development is proposed on land north of Old Rydon Lane between St. Bridgets Nursery and the railway line; on the upper site of the Royal Naval Stores Depot and adjoining land to the east of Newcourt House; and on the lower site of the Royal Naval Stores Depot and adjoining land to the east (see H3: Sites 12, 13 and 14) to provide around 900 dwellings. Land immediately to the south of the A379 is proposed for a Science Park (see E1: Site1).

14.38 The development of the Newcourt area provides an opportunity to create an attractive working and living environment based around a substantial centrally located community focus which should include a primary school, local shops, open space and community facilities. Particularly important is the need to ensure that maximum provision is made for public transport, pedestrians and cyclists and that the amenity of the existing local residents is preserved. Developers will be required to base their proposals on an integrated urban and landscape design concept for this mixed employment and housing area. The residential layout must create a distinct identity and sense of place and avoid typically suburban, open plan, motor vehicle and highway dominated arrangements.

14.39 The RNSD is a brownfield site but development of the land north of Old Rydon Lane will involve the loss of pleasant rolling agricultural land most of which is Grade 1. It is characterised by a patchwork of large fields, mainly arable, divided by low hedgerows and located on a long gentle slope. However, in comparison with other open land around the City, it is relatively undistinguished.

14.40 Access to the Newcourt area will be from the A379 and from Topsham Road. The road linking the A379 and Topsham Road will be subject to bus compatible traffic calming measures and will form part of the eastern fringe bus route. Housing development on the RNSD, served off Topsham Road, will be restricted to a maximum of 200 dwellings until the link road to the A379 is open to the public.

KP8: LAND IN THE NEWCOURT AREA IS PROPOSED FOR HOUSING AND EMPLOYMENT DEVELOPMENT SUPPORTED BY A NEIGHBOURHOOD CENTRE WHICH SHOULD INCLUDE A PRIMARY SCHOOL, LOCAL SHOPS, OPEN SPACE AND COMMUNITY FACILITIES. THE DEVELOPMENT SHOULD BE BASED ON A CLEAR, INTEGRATED, URBAN AND LANDSCAPE DESIGN CONCEPT FOR THE AREA AND SHOULD INCLUDE:

- (a) A CO-ORDINATED RESIDENTIAL LAYOUT WHICH CREATES A DISTINCT IDENTITY AND SENSE OF PLACE AND AVOIDS TYPICALLY SUBURBAN OPEN PLAN, MOTOR VEHICLE AND HIGHWAY DOMINATED, ARRANGEMENTS;
- (b) THE SITING OF THE NEIGHBOURHOOD CENTRE IN A CENTRAL LOCATION SO THAT IT FUNCTIONS AS A FOCAL POINT OF THE NEW COMMUNITY;
- (c) THE PRESERVATION OF THE AMENITY OF LOCAL RESIDENTS;
- (d) VEHICLE ACCESS TO THE LAND NORTH OF OLD RYDON LANE FROM THE A379 AND TO THE UPPER DEPOT SITE FROM TOPSHAM ROAD AND, AFTER COMPLETION OF THE 200TH DWELLING ON THE UPPER SITE, TO THE WHOLE OF THE DEVELOPMENT IN THIS PROPOSAL FROM BOTH THE A379 AND TOPSHAM ROAD, INCORPORATING BUS-COMPATIBLE TRAFFIC CALMING MEASURES ALONG THE ROAD LINKING THE UPPER AND LOWER SITES;
- (e) MAXIMUM PROVISION FOR PUBLIC TRANSPORT TO INCLUDE A BUS LANE ALONG TOPSHAM ROAD FROM THE DEVELOPMENT ENTRANCE TO COUNTRESS WEAR ROUNDABOUT, AN EFFICIENT THROUGH ROUTE FOR BUSES AND INVESTIGATION OF IMPROVEMENTS TO RAIL INFRASTRUCTURE;
- (f) THE IMPLEMENTATION OF AN INTEGRATED PEDESTRIAN AND CYCLE NETWORK;
- (g) THE REMOVAL OF WAREHOUSES ON THE MIDDLE DEPOT SITE.

Key Proposals

15.0 MONITORING AND REVIEW

15.1 The Local Plan First Review sets out the Council's proposals for the period up to 2011 and establishes a framework of policies within which development can occur. In order to assess the extent to which the policies and proposals are achieving local plan objectives (see 2.11), there is a need for continuous monitoring of progress. Effective monitoring will highlight what conflicts have occurred and will identify those policies to be re-considered at the next review of the plan. The process must, therefore, examine the implementation of policies and proposals and assess their impact, within the context of national, regional and county planning guidance and changes in the national and local economy.

15.2 Regular reviews will be carried out of the following broad areas:

- (i) changes to national legislation, planning policy guidance, Government Circulars, regional and county planning guidance;
- (ii) planning applications and appeals - in particular, reviewing the number of times each local plan policy has been used to consider planning applications and highlighting the policies which have been tested through the planning appeal procedure, focusing on those which have been unsuccessful;
- (iii) socio-economic criteria (Table 3);
- (iv) environmental criteria (Table 4);
- (v) the intentions and requirements of major landowners, government departments and other agencies and developers.

Table 3: Socio-Economic Criteria

Measures	Source	Target
1. Economic growth		
Amount of employment development	ECC Land Availability Survey	Development of 100 ha employment land excluding offices between 1995 and 2011.
Retention of employment land	ECC planning and implementation records	Retention in employment use of 95% of land on existing trading estates.
Unemployment	ONS Claimant Count	No more than 75% of the rate for England and Wales.
Economic activity rate	ONS Annual Labour Force Survey	Remain above the rate for England and Wales.
Employees with A-level or above qualifications.		To rise above the rate for England and Wales.
Employees in knowledge based industries.	ONS Annual Business Inquiry	To rise above the rate for England and Wales.
No of Super Output Areas in the City which are amongst the 10% of SOAs in England which have the highest level of multiple deprivation.	ODPM Indices of deprivation.	None.
Number of VAT registrations per 10,000 working age population.	ONS Annual Business Inquiry	Attain the national average.
% Change in number of businesses/employee jobs located in the City over last three years.		Remain above national average.
Vacant shops	ECC Annual Survey	No more than 5% of shops in the City Centre outside areas with planning permission for redevelopment to be vacant.
City Centre shopping yields on investment	ODPM Valuation Office Property Market Report	0.5% above average for Bristol, Broadmead, Bath and Plymouth.
Rental values for retail, offices and industry.		Rental values to remain within 20%+ or – of average levels for Bristol, Bath and Plymouth.
2. Access to Housing		
Amount of additional housing	ECC Land Availability Survey	Not less than 6,000 additional dwellings between 1995 and 2011.
Provision of affordable housing, social and special needs housing	ECC Housing and Planning Records	At least 25% of total new dwellings provided on sites capable of yielding 15 or more dwellings or on sites of 0.5 ha or more are affordable.
Density of housing	ECC Land Availability Survey	90% of all new housing at a density of between 30 and 50 dwellings per ha.
Housing on previously developed land		70% of all new housing on previously developed land.
ONS: Office of National Statistics; ECC: Exeter City Council; ODP: Office of the Deputy Prime Minister.		

Table 4: Environmental Criteria

Measures	Source	Target
1. Transport		
Routes and frequency of bus and rail routes	DCC Devon Local Transport Plan, Annual Progress Report	Within the urban limit everyone to live within 400m of ½ hourly public transport.
Amount of walking		To raise % of people walking to work and of children walking to school.
No. of public City Centre car parking spaces	ECC Car Parks	To remain static at about 4300 spaces.
2. Maintenance of tree cover		
Retention of important trees through new TPOs	ECC Design and Development & Grounds Maintenance	Trees covered by TPOs retained or replaced where preservation is not possible.
3. Biodiversity		
Maintenance of bio-diversity	ECC Countryside Service, EA, English Nature, RSPB	To increase bio-diversity and seek to influence landowners to increase bio-diversity on their land.
Status and distribution of wild birds and other species	RSPB, English Nature	To increase number of birds (both species and population) breeding in the City and surrounding countryside. Increase number of farmland birds especially.
Number and total area of existing and new Local Nature Reserves, SNCIs and SLINCs: and % of population that live close enough to have easy access	ECC Countryside Service	To increase number of LNRs, SNCIs and SLINCs and to ensure more people have access to nature reserves.
4. Air Quality		
Air quality levels	ECC Environmental Health	Air quality to maintain or improve from 1996 level.
5. Water		
Development affecting floodplain	ECC GIS records	No development should take place on floodplains without proper remedial measures.
Habitat monitoring – area, number and diversity of species	ECC Countryside Service, RSPB, English Nature, EA	Ensure water based habitats are protected from development.
6. Land and Soil		
Re-use of buildings/conversions	ECC Land Availability Survey	To increase the proportion of housing provided through conversions.
Contamination mitigation/incidents	ECC GIS records, Environmental Health & Planning	No development takes place on contaminated land except where necessary remedial works have been completed.

7. Minerals		
Conservation of mineral resource	DCC Waste Local Plan, ECC GIS records and Planning	Ensure mineral resources are safeguarded from any surface development which could prejudice their exploitation.
Energy consumption/conservation	ECC Environmental Health	Reduce household energy consumption in the City by 30% of 1996 levels by 2006.
8. Townscape		
Development affecting listed buildings. Increase/decrease listed buildings	ECC Planning, English Heritage	No loss of listed buildings or harmful alteration.
Grants for repair and restoration rewarded	ECC Planning	Ensure financial support is available where needed.
9. Cultural Heritage		
Tourist visits/attractions visits/museum use	ECC Leisure, ECC Tourism	To increase tourist/visitor use of cultural heritage assets.
Archaeological remains	ECC Planning, English Heritage	To ensure protection for archaeological remains.
10. Open Space		
Loss of playing fields	ECC Open Space Audit, ECC Leisure.	No loss of playing field unless it is appropriately compensated for in another area.
Provision of amenity space in new developments	ECC Open Space Audit, Planning & Leisure.	All new family housing to be within 1000m of good quality childrens play facilities suitable for all age groups.
11. Urban Liveability		
Quality of design	ECC Planning, CABA, English Heritage	To maintain a high quality of design for new developments in the City.
ECC: Exeter City Council; CABA: Commission for Architecture and the Built Environment; DCC: Devon County Council; EA: Environment Agency		

APPENDICES

- 1: Glossary
- 2: Existing Shopping Centres
- 3: Scheduled Ancient Monuments

Appendix 1: Glossary

Adopted Local Plan	A Local Plan that has been through all the stages of preparation, including Local Plan Inquiry, and has been formally 'adopted' by the Local Planning Authority.
Affordable Housing	That which is available below market price or rent - encompasses both low-cost market and subsidised housing.
Agricultural land Classification	A land classification system, used by the Ministry of Agriculture, Fisheries and Food (MAFF, which classifies land according to its quality in terms of its soil productivity and topography). Grades I, II and IIIA are the most versatile grades.
Area of Archaeological Importance (AAI)	A designation given under the Ancient Monuments and Archaeological Areas Act 1979 - currently applies to only five cities in the Country that possess archaeological deposits of outstanding importance.
Article 4 Direction	Direction issued by the local planning authority, under Article 4 of the General Development Order, requiring planning permission to be obtained for works that would otherwise be permitted development. Allows the local planning authority to achieve greater control if there is a known or potential threat to the character or appearance of a particular area.
Biodiversity	The variety of life on earth embracing all species, communities, habitats and ecosystems associated with the terrestrial, aquatic and marine environment.
Business Park	A development which comprises of business uses within B1-B8 of the Use Classes Order (see below, normally within a landscape setting).
Brownfield	Land which is, or has previously been, developed.
Bunding	Embankments (bunds) created for landscape effect.
Conservation Area	An area designated by a local planning authority, under Section 69 of the 1990 Planning (Listed Buildings and Conservation Areas) Act, which is regarded as being of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.

Glossary

Convenience Goods	Items purchased regularly for daily consumption, such as food, confectionery, tobacco products, magazines and newspapers, that need to be accessible to purchasers.
Cultural Facilities	Buildings and places used for artistic and educational purposes such as art galleries, museums and concert venues.
Detention Pond	A pond designed to temporarily detain storm run-off.
Development	The carrying out of building, engineering, mining or other operations in, over or under land, or the making of any material change in the use of any buildings or other land (Town and Country Planning Act 1990).
District Centre	A feature of large urban areas which provide a focal point, separate from the town centre, for between 25,000-40,000 people. Usually containing at least one supermarket or superstore and non-retail services such as banks, building societies, restaurants and community facilities. The only District Centres in Exeter are St. Thomas and Heavitree and, to a limited extent, Topsham. These are identified on the Proposals Map.
Durable (Comparison and Bulky) Goods	Goods such as furniture, electrical or jewellery which are not purchased on a regular basis where comparison between style, quality, price at different retail outlets is usual.
Earth Science	Embraces all features of geological or geomorphologic interests including rocks, fossils, land form and land features and the natural processes which create them.
Edge of Centre	For shopping and leisure purposes, a site which is no more than 300 metres from the primary shopping area and is functionally or physically linked with the primary shopping area such that significant linked trips would occur. For office purposes, a site which is outside the primary shopping area and tourist areas but within the City Centre boundary, as identified on the Proposals Map.
Employment Land	All land and buildings which are used or designated for purposes within Use Class B1 (Business, Class B2 (General Industrial, and Class B8 (Storage or Distribution) and other uses of employment character which may include sui generis uses as car showrooms.

Equity Sharing Scheme	Scheme designed to help people who wish to buy a home of their own but cannot afford it. A share in a property is purchased with another party, usually a housing association, and rent is paid on the remainder.
Fauna and Flora	Forms of animal and plant life.
Flats and Self-Contained Bedsitters	A dwelling that has separate, not shared, access and has its own facilities such as kitchen, bathroom and W. C, although there may be 'common areas' within a single building.
Flood Plain	All land adjacent to a watercourse over which water flows in times of flood or would flow but for the presence of flood defences where they exist. The limits of the flood plain are defined by the peak water level of 1 in 100 year return period flood or the highest known water level, whichever is the greater.
Food Supermarket	Single level self-service store selling food goods with a trading floorspace less than 2,500 sq. metres.
Food Superstore	Single level, self-service store selling mainly food, or food and non- food, goods with between 25,000- 50,000 sq. metres trading floorspace.
General Development Order	A Central Government Order made under the Town and Country Planning Acts which exempts certain types of minor or governmental/institutional development ('permitted development') from the need to obtain planning permission.
Greenfield Site	Land which is not, or has not, been developed.
Green Travel Plan	A Plan to be prepared by major employers, such as businesses, schools and hospitals, and by applicants for major employment development, setting out measures to reduce car usage, encourage walking, cycling and public transport, reduce traffic speeds and provide more environmentally friendly delivery and freight movements.
Gross Retail Floorspace	All floorspace used for retail purposes, including offices, storage and preparation rooms, workrooms, lobbies, staircases, cloak rooms, staff rooms etc.
High Occupancy Vehicle	A vehicle occupied by more than one person - can be set as a minimum of two or three.

Glossary

Historic Fabric	All below and above ground built elements, including fixtures, fittings and finishes which are understood to contribute to the historic character of the City.
Hostel	A property providing accommodation for people with no other permanent place of residence.
Housing Association	An independent, non-profit making, organisation, funded primarily by Government grants, to build, improve and manage affordable housing for sale or rent.
Housing Need	Assessed by examining the suitability of present housing and the ability of households to afford market priced housing.
ICNIRP	International Commission on Non Ionising Radiation Protection.
Infill	Development of houses or buildings on sites which are gaps in an otherwise developed road frontage.
Infiltration Basin	A flat-bottomed grass depression where storm water infiltrates the soil.
Infrastructure	The network of communications and utility services, such as roads, drains, electricity, water, gas and telecommunications, required to enable the development of land. The term is also used in relation to community or social services such as schools, shops, libraries and public transport.
Innovation Centre	Business accommodation providing ‘incubator units’ for innovative small companies leading the field in new technologies with access to the University’s technical expertise and to business, planning and financial support.
Intelligent Transport	A series of techniques using modern electronic technology for a variety of applications e. g. traffic system signal control, public transport information systems, car park signing and information.
Inter-Modal Freight Facility	Site equipped with facilities to transfer freight between road and rail.

Listed Building	Building included in the list of buildings of special architectural or historic interest compiled under Section 1 of the Planning (Listed Buildings and Conservation Areas) Act 1990 by the Department of Culture, Media and Sport. Listed Buildings are considered worthy of special protection because of their architecture, history or other notable features. Listed building consent must be obtained from the local planning authority before they can be altered, extended or demolished. Grade I buildings are of outstanding interest. Grade II buildings are of special interest and some particularly important buildings in this category are distinguished as Grade II*.
Local Centre	Small group of shops and services generally serving the immediate local area. Usually comprises a newsagent, a general grocery store, a sub-post office and, occasionally a pharmacy, a hairdresser and other small shops of a local nature. Local centres are identified on the Proposals Map.
Local Community	People who live or work, or who have written confirmation of work, in the City.
Local Distinctiveness	That which sets a locality apart from anywhere else.
Local Nature Reserve	A title confirmed by a local authority under Section 21 of the National Parks and Access to the Countryside Act 1949 on an area with habitats or species of conservation interest which provide an opportunity for the public to see wildlife in natural surroundings.
Local Services Centre	Building with a maximum floorspace of 1,000 square metres, sub-divided into small units which provides services to meet the day-to-day needs of the workforce on a local employment area. Suitable uses include dentists, doctors, chemists, post-offices, cash points and kiosks selling newspapers, sandwiches etc.
Long Stay Car Park	Car park principally for commuters and other long-stay purposes, controlled by management, pricing and locational policies, primarily for stays of more than half a day.
Material Consideration	A legal term describing a matter or subject which is relevant ('material') for a local authority to consider when using its powers under planning law.

Glossary

Mobility Housing	Ordinary housing built to a certain basic standard so that it can be adapted to be lived in by 75% of people with disabilities.
Modal Split Targets	Target figures for travel by different means of transport (bus, walk, cycle, car etc.) to developments.
Multiple Occupation	A property occupied by a number of persons who do not form a single household. This includes bedsits and other non self-contained property where sharing of facilities takes place.
Multi-Use Games Area	A floodlit hard play area which can accommodate 5-a-side football, netball, basketball, tennis and training in rugby, hockey and football. Minimum recommended size is 20 metres by 40 metres which can be accommodated on a site of 0.15 hectares.
Nature Conservation	Conservation of natural features, including geological and geomorphological features, earth science, fauna and flora.
Net Site Density	Net site density includes only those areas which will be developed for housing and directly associated uses. This will include access roads within the site, private garden space, car parking areas, incidental open space and landscaping and children's play areas where these are to be provided. It excludes major distributor roads, primary schools, open spaces serving a wider area and significant landscape buffer strips.
Net Retail Floorspace	Trading floorspace used for retail purposes, excluding offices, storage and preparation rooms, work rooms, lobbies, staircases, cloak rooms, staff rooms etc.
Operational Parking	Parking spaces which are essential to the operation of the business being carried out at the premises e. g. servicing and delivery vehicles.
Out-of-Centre	A location that is clearly separate from the town centre but not necessarily outside the urban area.
Out-of-Town	A location which is outside the current urban boundary, normally a greenfield site.

Planning Brief	Supplementary Planning Guidance which provides advice on how a site should be developed. In addition to outlining the statutory policies of the local plan, as they apply to the site, the Brief gives details of site characteristics and constraints and suitable land use (s).
Planning Obligation	Comprises both planning agreements between a developer and a local planning authority and a unilateral undertaking by a developer. Obligations regulate the development or use of land in a way that cannot be adequately controlled by a planning condition. May be used to provide facilities required as a result of development or to offset impact on amenity and can include payments to be made to the local planning authority. The benefit must be related to the development and necessary to the grant of permission.
Planning Policy	Government guidance notes on various aspects of planning. Local planning authorities must take Guidance Notes their content into account in preparing their local plans. The guidance may also be material to decisions on individual planning applications and appeals.
Playing Field	The whole of a site which encompasses at least one playing pitch.
Playing Pitch	Areas reserved and maintained as outdoor playing space principally for formal organised pitch sports (football, cricket, rugby and hockey). Excludes land suitable only for kick-a-bout or too small for formal (league) games.
Protected Species	Species which have legal protection under the Wildlife and Countryside Act 1981 and the Protection of Badgers Act 1992. This provides protection for birds, general protection for a number of animals with more specific protection for some animals such as bats, newts, otters, reptiles and badgers, general protection for all wild plants and more specific protection for some plants.
Public Rights of Way	Public footpaths and bridleways constituting a definitive set of routes along which the public has the right to travel.
RAMSAR Site	Wetland site of international importance as waterfowl habitat given special protection under a convention signed at RAMSAR in Iran. Such sites will already be SSSIs (see below) prior to such designation.

Glossary

Retail Park	A group of 3 or more retail warehouse units with shared parking and shared access.
Retail Warehouse	Large single level store for the sale of bulky goods and provision of goods and services for the construction, repair, maintenance and improvement of the home, garden and motor vehicle.
Rough Sleepers Initiative	Programme, funded by Department of Environment and Transport (DETR), which aims to make it unnecessary for anyone to sleep rough. Monitoring, which is carried out in accordance with DETR guidance, informs the Exeter Single Homelessness Strategy.
Run-Off	That part of rainfall which finds its way into streams, rivers, etc. and flows eventually to the sea.
Safeguarded Land	Land which is not formally allocated for development pending the outcome of a given issue.
Scheduled Monument	Land and/or buildings scheduled by the Secretary of State under Part 1 of the Ancient Monuments and Archaeological Areas Act 1979 whose preservation is of national importance because of its historical, traditional, artistic or archaeological interest.
Secondary Shopping Area	Retail area where rents tend to be lower than in the primary area - characterised by uses such as building societies, estate agents and specialist shops.
Sheltered Accommodation	Accommodation for a specific section of the community (e. g. elderly or handicapped) that allows residents to live independently but with provision of communal facilities and services.
Shopmobility	A service which provides electric and other wheelchairs for hire by people with disabilities so that they can shop in the City Centre.
Short-Stay Car Park	Car parking principally for shoppers and other short-stay purposes controlled by management, pricing and locational policies, primarily for stays of less than half a day.
Sites and Monuments Register	A register of known archaeological and historic remains outside the central area of Exeter

Site of Special Scientific Interest	An area of land notified under Section 28 of the Wildlife and Countryside Act 1981 as being of special interest by reason of any of its flora, fauna, geological or physiographical features. Selection (SSSI) of SSSIs is the responsibility of English Nature.
Soakaways	Stone filled pit into which surface water is drained to soak away into the soil.
Spatial Integrity	The completeness and overall character of a space which may be appreciated.
Special Area of Conservation (SAC)	Site of European conservation importance comprising habitats or species defined under the terms of the E. C. Habitats Directive (E. C. Directive 1992 on the Conservation of Natural Habitats of Wild Fauna and Flora.
Special Needs	People whose need for housing, either because of material, physical or health disadvantages, cannot be accommodated in general housing.
Special Protection Area (SPA)	A site of European importance for bird conservation designated under the EC Birds Directive (EC Directive 1979 for the Conservation of Wild Birds).
Species Rich Grassland	Grassland often managed as meadow for many years and normally unimproved or unfertilised, which consists of a wide variety of grasses and wild flowers. A rare ecosystem of great value now disappearing rapidly due to changes in agriculture, development or poor management.
Starter Units	Small industrial units for firms starting up in business or activities operating within industrial or service sectors which do not have special locational requirements by virtue of their physical size, scale or nature of operation.
Structure Planting	Large scale framework planting.

Glossary

Supplementary Planning Guidance	Planning advice which supplements local plan policies at a greater level of detail than is appropriate for inclusion in the local plan. Usually takes the form of design guides and planning (SPG) briefs. SPG will be taken into account as a material consideration in deciding planning applications or appeals if it is consistent with national and regional guidance and the policies set out in the Adopted Local Plan and has been subject to consultation.
Sustainable Development	Development which meets the needs of .the present without compromising the ability of future generations to meet their own needs. This means that mankind should live off the Earth's income rather than erode its capital. The consumption of renewable resources must be kept within the limits which allow them to be replaced and future generations handed down not only man-made wealth such as building, roads and railways, but natural wealth such as clean and adequate water supplies, good arable land, wildlife and ample forests.
Sustainability Appraisal	Process which aims to ensure that the environmental implications of the local plan policies and proposals are made explicit and that environmental considerations are fully taken into account.
Swale	Grassed shallow depression used to carry run-off.
Telecommunications	An expanding range of communication services involving radio, television and telephone networks provided by means of cable, microwave and satellite, which range from international to local in scope.
Town Cramming	The over-development of urban areas resulting in damage to the environment and the character of residential areas.
Transport Assessment	A system of assessment, to be submitted alongside applications for major development, which illustrates the likely modal split of split of journeys to and from the site together with details of proposed measures to improve access by public transport, walking and cycling.
Tree Preservation Order (TPO)	An Order made by a local planning authority under Section 198 of the Town and Country Planning Act 1990; to protect selected trees and woodland if their removal would have a significant impact on the environment and its enjoyment by the public.

Urban Archaeological Database	A database of information which is currently known about the archaeological and historic remains within central Exeter, dating up to 1750 AD.
Urban Capacity Study	A systematic assessment of the extent to which housing development may be accommodated on vacant land or on underused land and buildings in the urban area. Includes assessment of higher densities; revised parking standards; mixes of house types; infill; conversion of larger houses, offices and other buildings; and use of vacant and underused space above shops.
Urban Fringe	Land at the transition between the urban area and the surrounding countryside - tends to be where development pressures are greatest.
Use Classes Order	Town and Country Planning (Use Classes) Order 1987: an order made by the Secretary of State for the Environment defining separate classes for the use of land or buildings. Planning permission is not required to change between uses in the same Use Class. - A1: Shops, including retail warehouses, post offices, hairdressers, etc. - A2: Financial and professional services - banks, building societies, estate agents, etc. - A3: Food and drink - restaurants, pubs, snack bars, take-aways, etc. - B1: Business, including offices not within A2, research and development and industrial uses which can be accommodated in residential areas. - B2: General industrial. - D1: Non-residential institutions: church halls, clinics, health centres, crèches, nurseries, museums, public halls, non residential education and training centres - D2: Assembly and leisure: cinemas, concert halls, dance halls, sports halls, swimming baths, skating rink, gymnasiums, bingo halls. SUI GENERIS: Uses not falling within a defined use class, e.g. car sales, laundrettes, petrol stations and amusement arcades.
Vitality and Viability	The factors which make a shopping centre successful or otherwise, including accessibility, parking, investment and concentration of shops.

Glossary

Wetlands	Areas of land either permanently or occasionally wet which, as a result, support characteristic communities of flora and fauna. Poor drainage may be for geological or geomorphological reasons or as a result of land management or former agricultural techniques. They can be fresh or salt water habitats and include estuarine mud flats, salt marsh and other marsh land, raised and other bogs, fen land, damp or wet grassland, flood meadows, mire, swamp and ephemeral ponds.
Watercourse	Includes all rivers, streams, ditches, drains, cuts, dykes, slooses, sewers (other than public sewers) and passages through which water flows.
Wheelchair Housing	Housing needed by people permanently dependent on a wheelchair for mobility and specially designed and constructed to meet their needs.
Wildlife Corridor	Areas of natural/semi-natural habitat protected from development in order to maintain the movement of wildlife through the urban area.
Windfalls	Unidentified sites which may become available for development over the local plan period.

Appendix 2: Existing Shopping Centres - S1, S3, S5, S6

A2.1 City Centre

District Centres

A2.2 Heavitree

A2.3 St Thomas

A2.4 Topsham

Local Centres

A2.5 Sidwell Street/ Blackboy Road

A2.6 Mount Pleasant

A2.7 Magdalen Road

A2.8 Countess Wear (Topsham Road)

A2.9 Beacon Lane

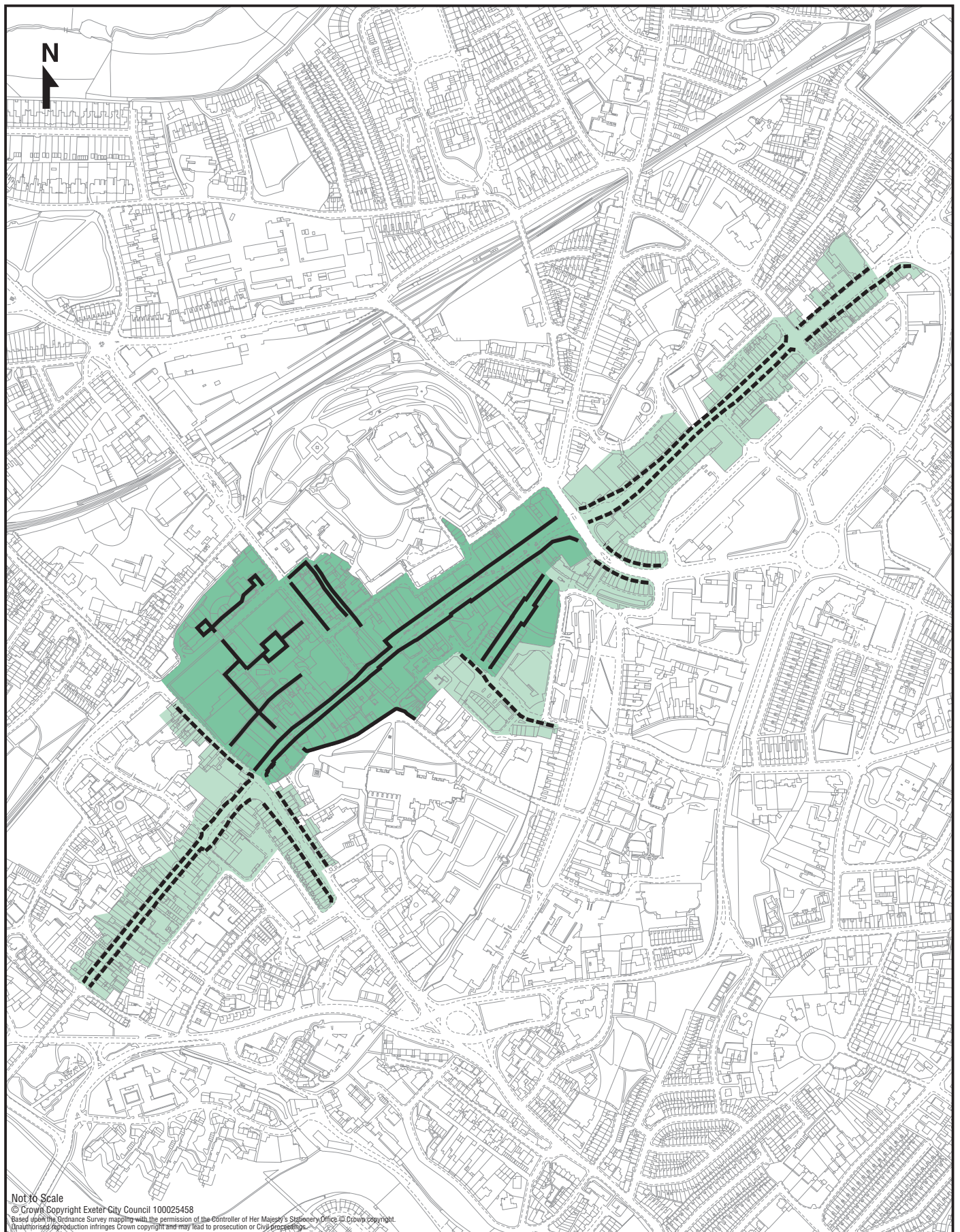
A2.10 Polsloe Bridge

A2.11 Pinhoe

A2.12 Whipton

A2.13 Exwick Road/Winchester Avenue

A2.14 Isleworth Road

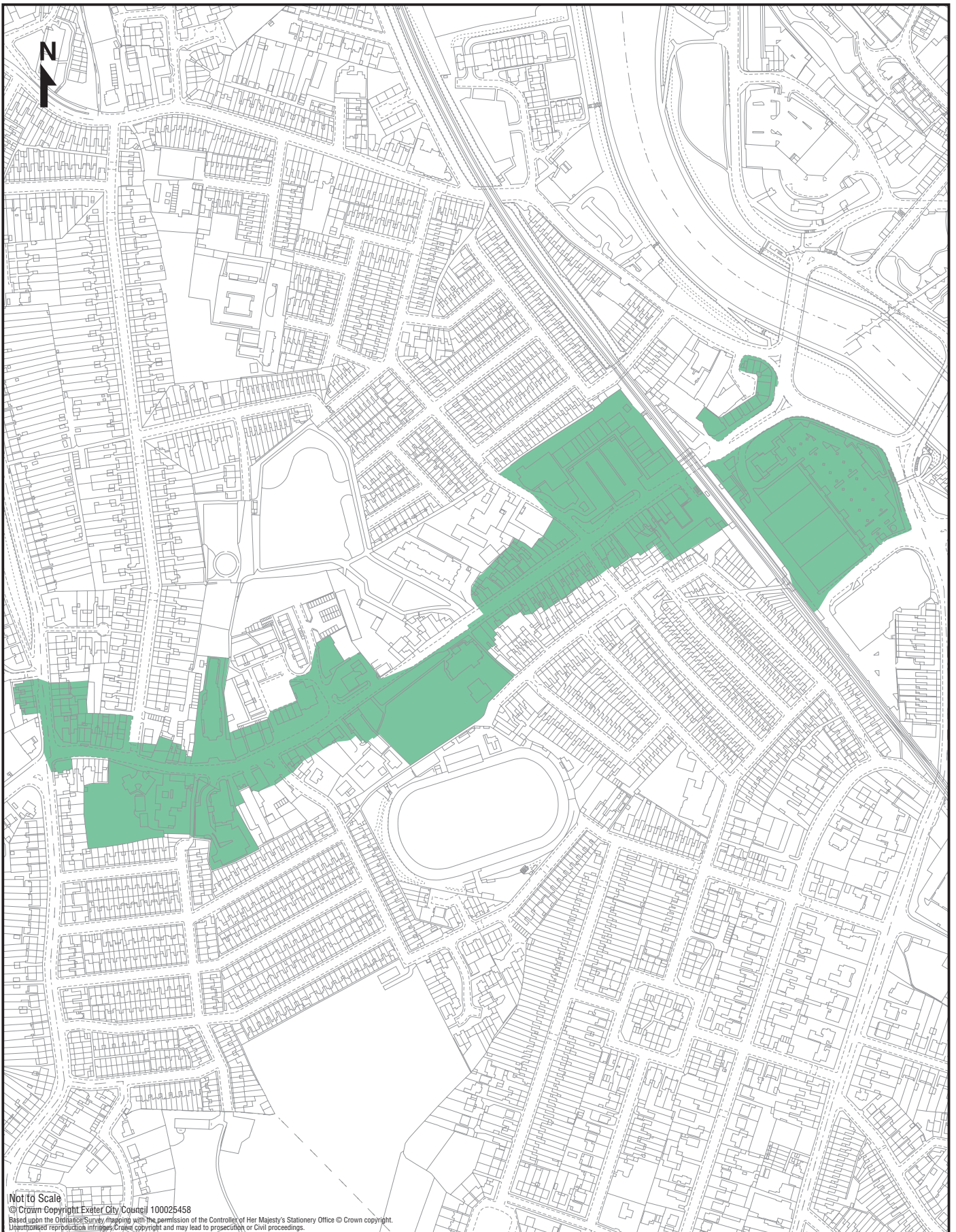


A2.1: City Centre

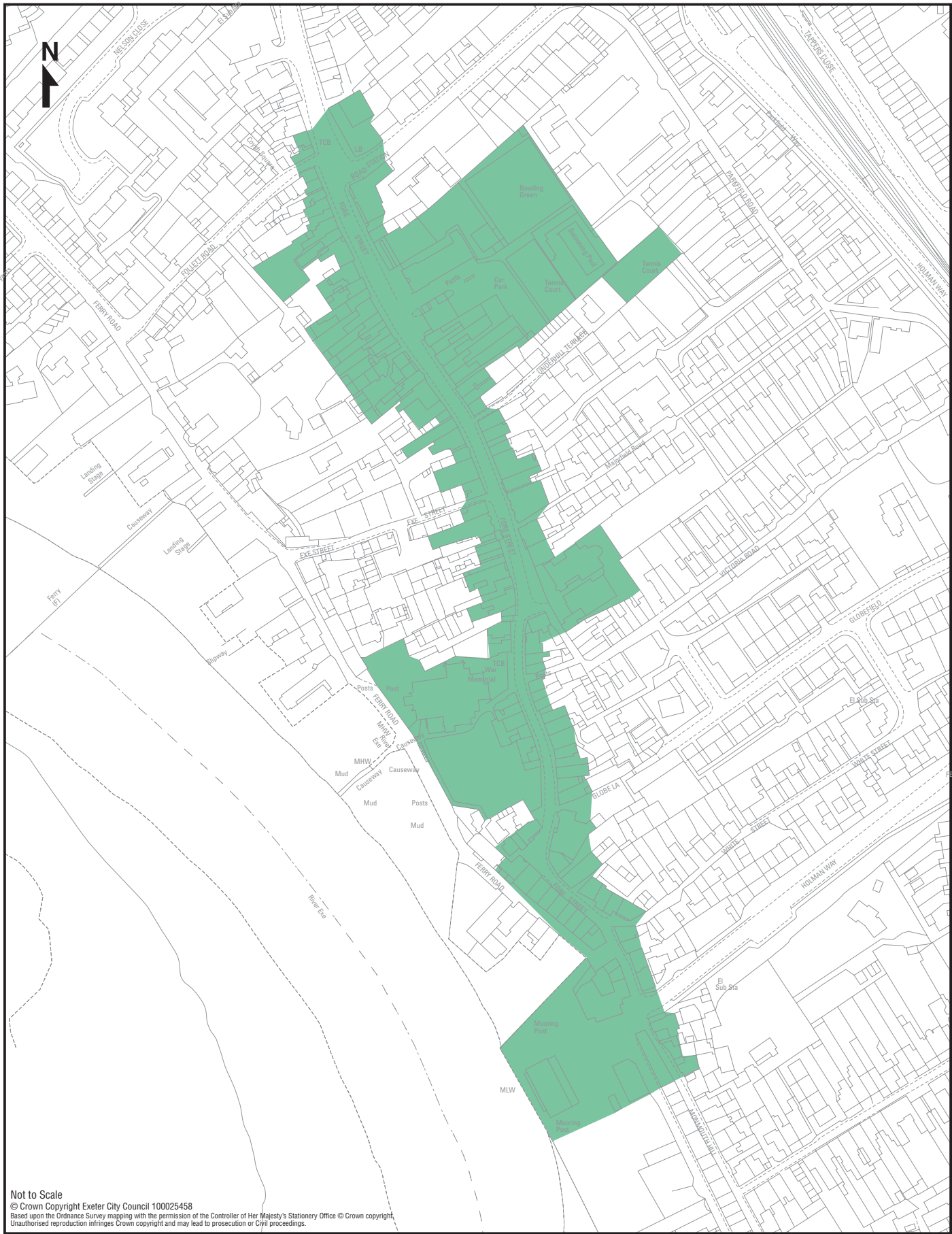




A2.2: Heavitree District Centre S1, S3, S5



A2.3: St Thomas District Centre S1, S3, S5



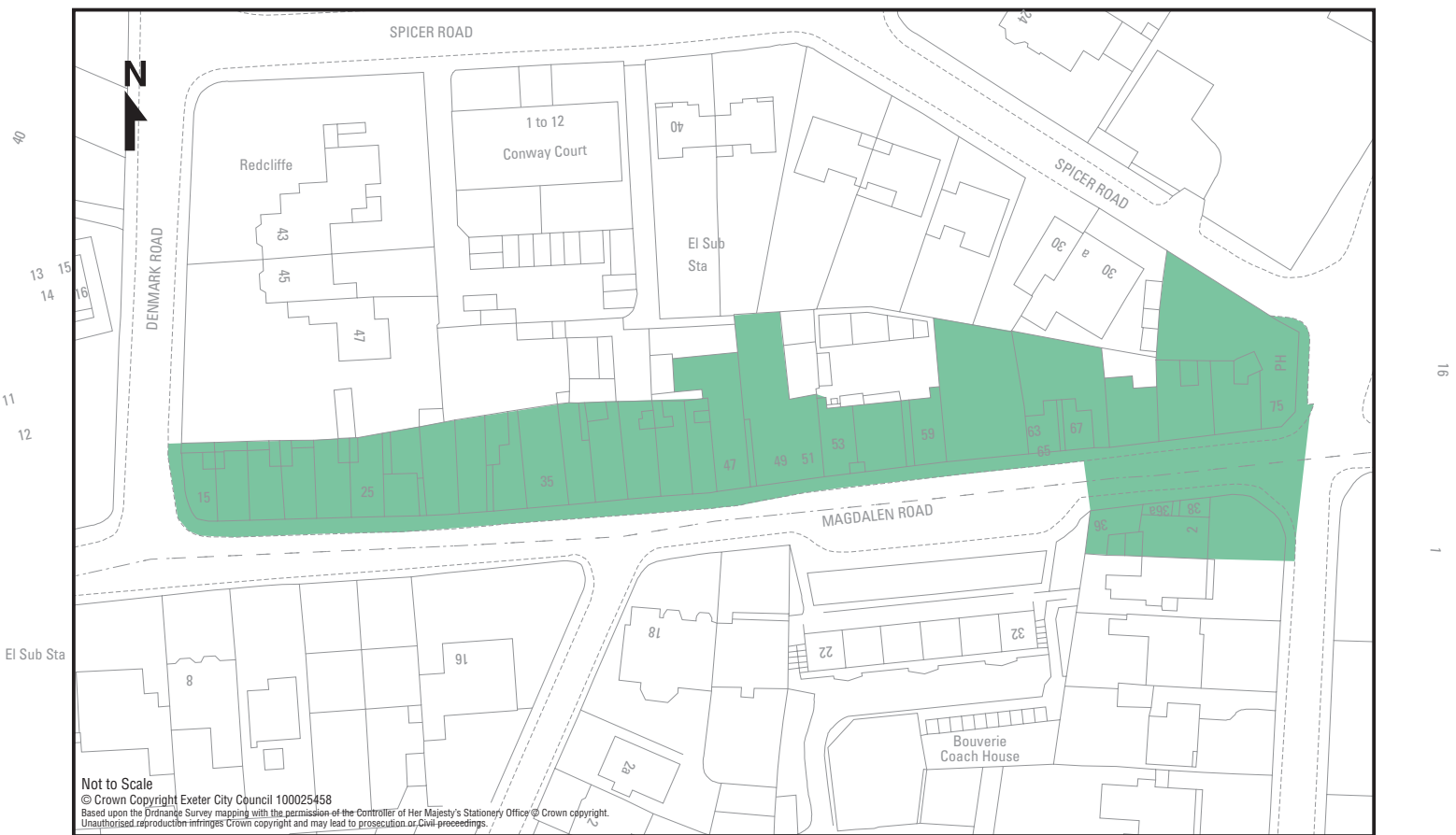
A2.4: Topsham District Centre S1, S3, S5



A2.5: Sidwell Street / Blackboy Road Local Centre S1, S3, S5



A2.6: Mount Pleasant Local Centre S1, S3, S5



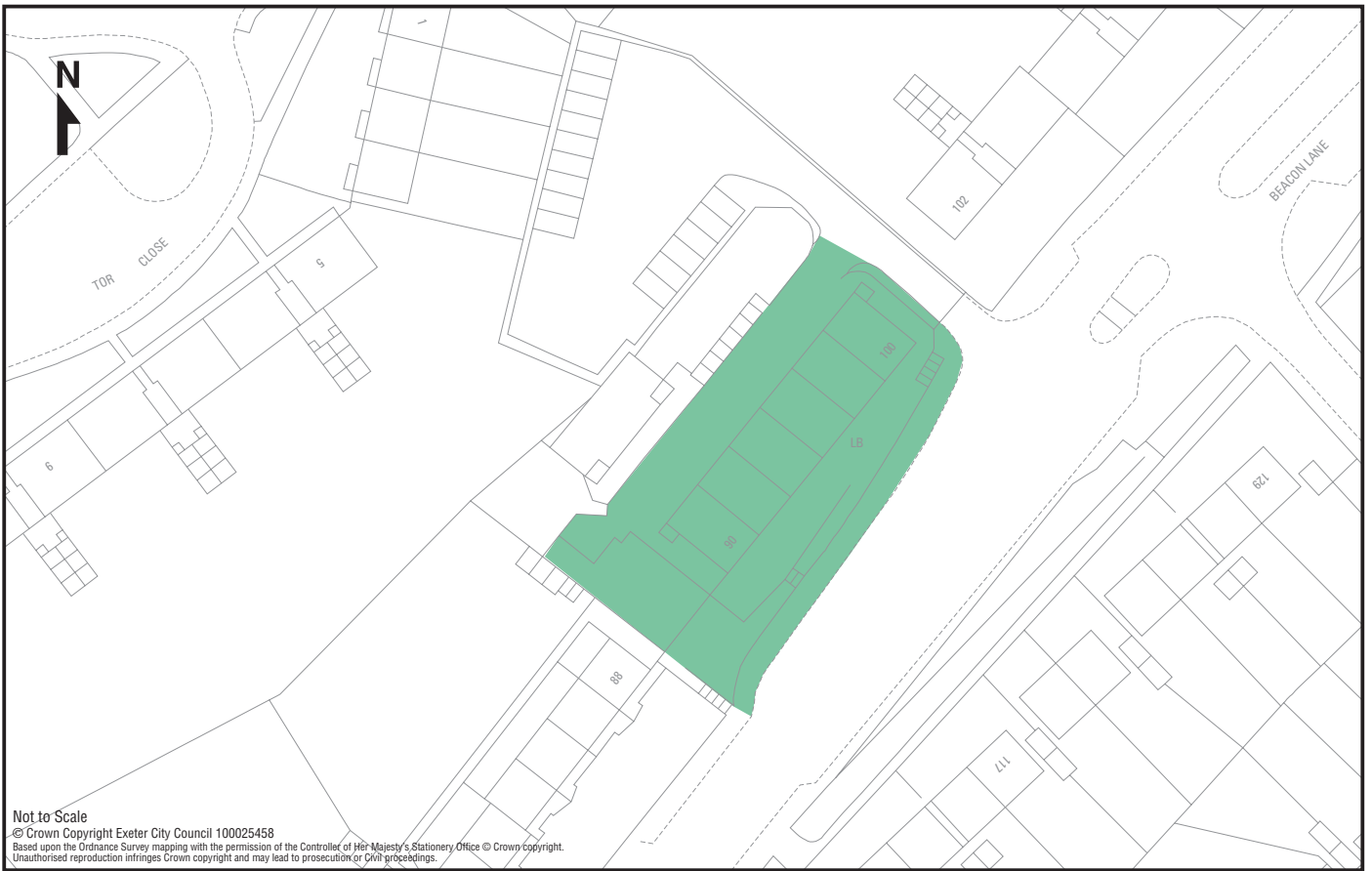
A2.7: Magdalen Road Local Centre S1, S3, S5

1-5 Radnor Villa 1 to 3

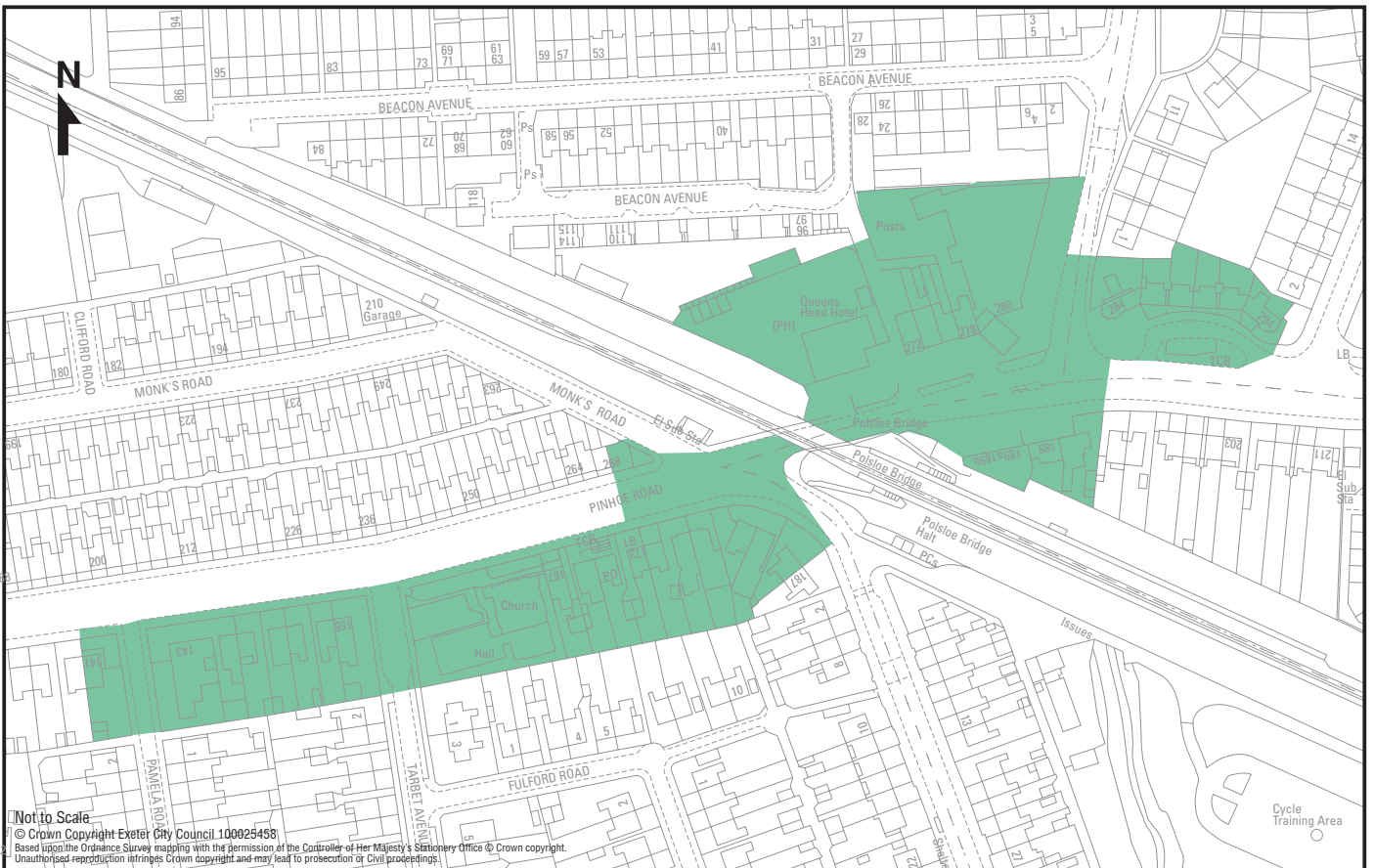
331



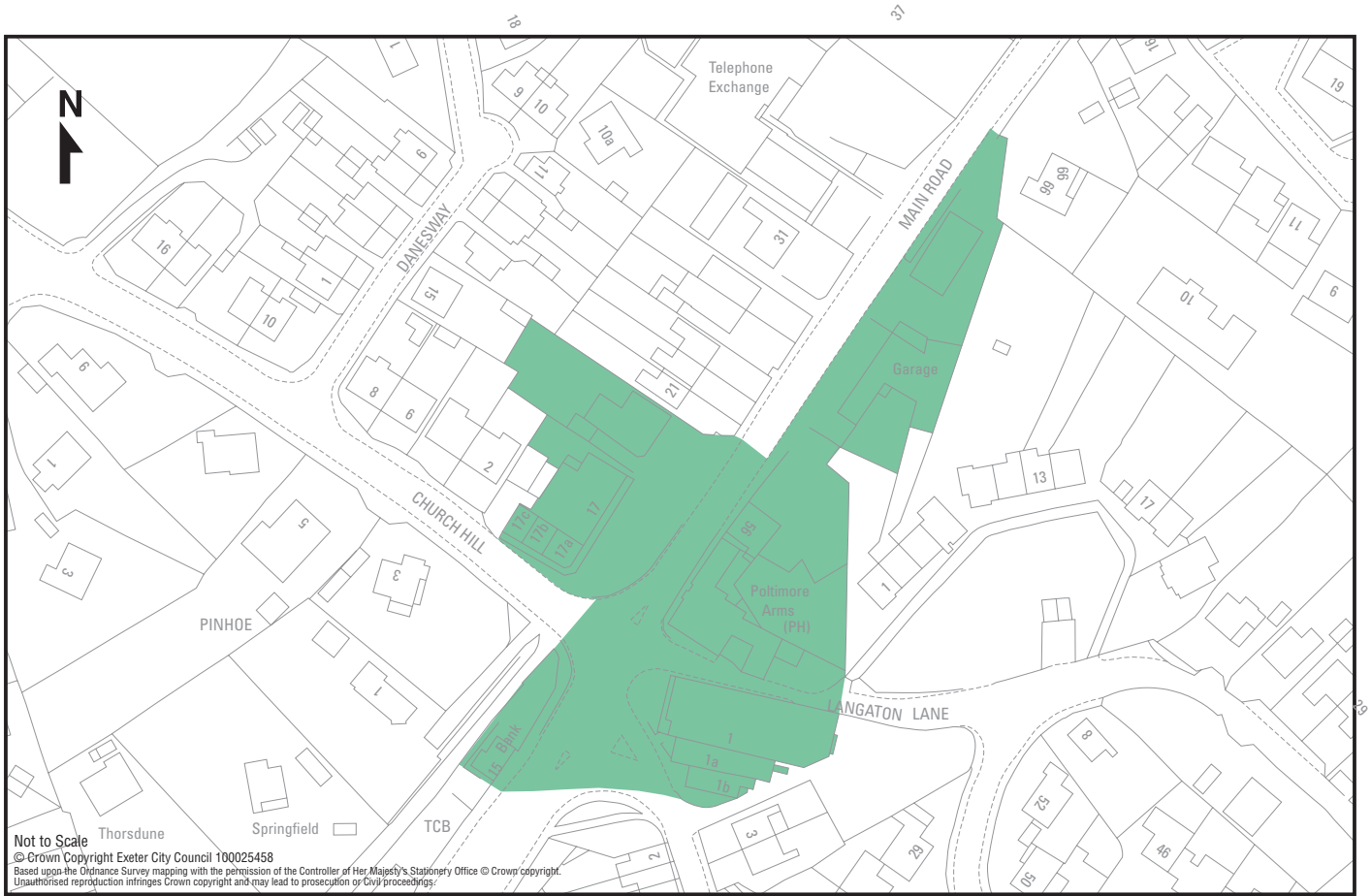
A2.8: Countess Wear (Topsham Road) Local Centre S1, S3, S5



A2.9: Beacon Lane Local Centre S1, S3, S5



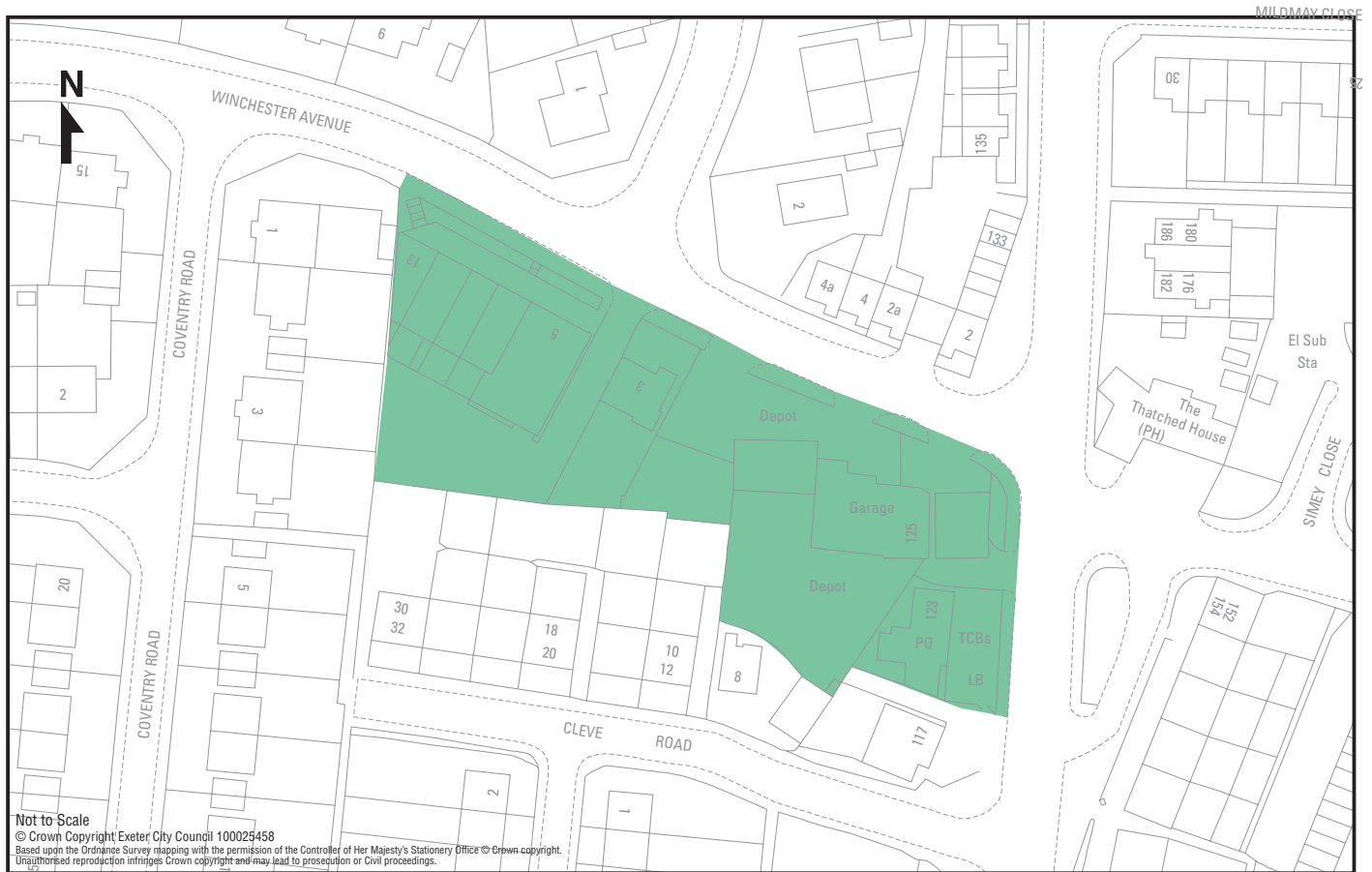
A2.10: Polsloe Bridge Local Centre S1, S3, S5



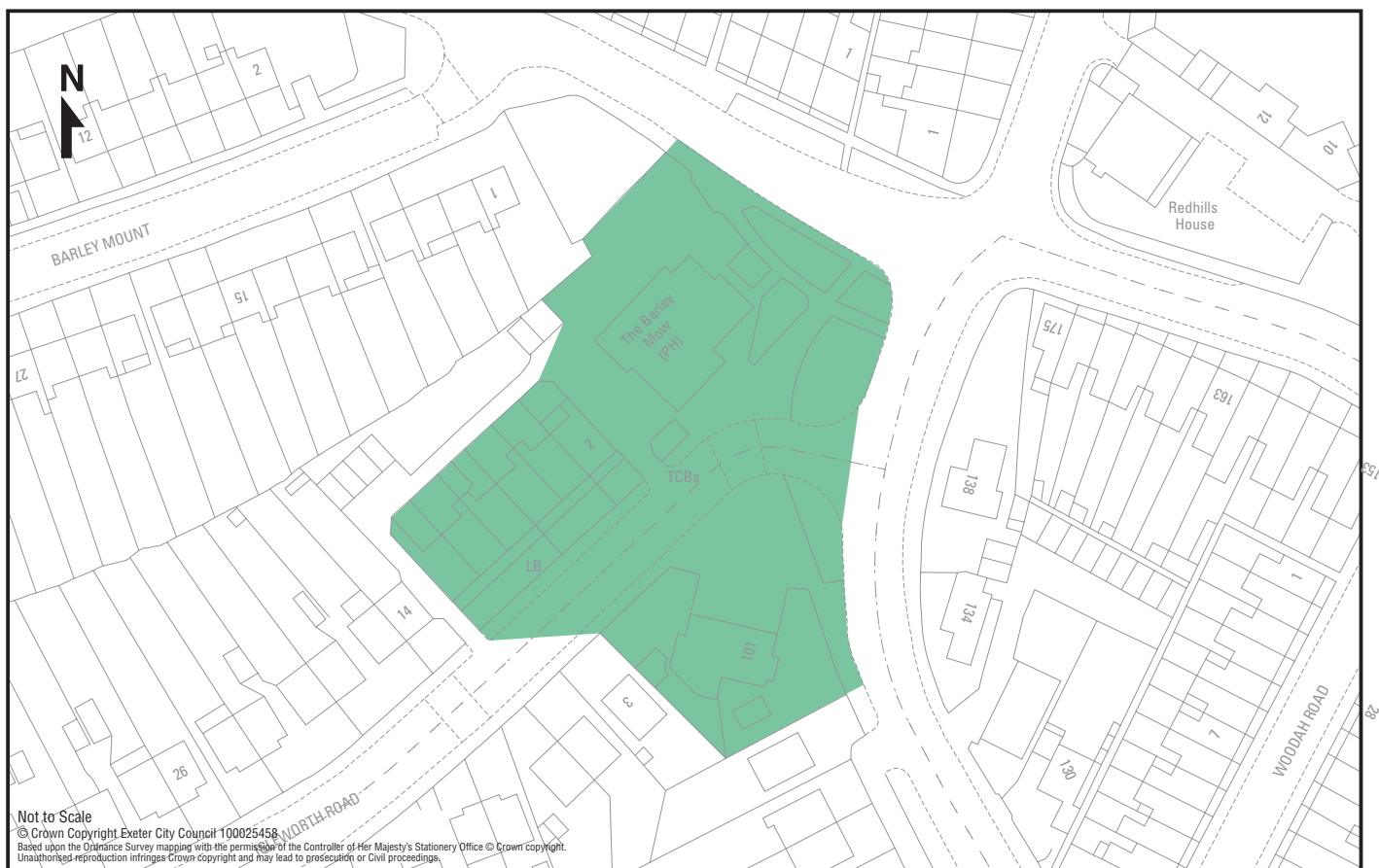
A2.11: Pinhoe Local Centre S1, S3, S5



A2.12: Whipton Local Centre S1, S3, S5



A2.13: Exwick Road / Winchester Avenue Local Centre S1, S3, S5



A2.14: Isleworth Road Local Centre S1, S3, S5

Appendix 3: Scheduled Ancient Monuments

Number	Monument Title	Grid Ref.
79	Rougemont Castle	SX 921 929
24849	St Nicholas Priory	SX 917 925
83	Law Library, Cathedral Yard	SX 922 926
85	St. Loye's Chapel and Cross, Rifford Road	SX 945 919 SX 946 919
87	Hall of the Vicars Choral, South Street	SX 919 923
136	Exeter City Walls	SX 915 924 SX 918 929 SX 918 922 SX 920 930 SX 920 922 SX 921 929 SX 922 924 SX 923 924
33044	Cowley Bridge	SX 907 955
33046	Old Exe Bridge	SX 915 921
182	Underground Passages	SX 923 928
249	Stoke Hill Camp	SX 926 957
285A	Roman Baths (site of), The Deanery	SX 920 925
34443	Ide Bridge	SX 902 907
327	Little John's Cross	SX 901 913
349	Site revealed by air photography, Stoke Hill	SX 923 954
909	Roman City (part below Cathedral Green)	SX 922 926
33045	Bridge and conduit under Holloway Street	SX 923 920
24845	Danes Castle	SX 9198 9330
24848	St. Katherine's Priory, Polsloe	SX 9412 9379
29698	St. Catherine's Almshouses	SX 9215 9269