

Authority Monitoring Report



2024/25 Monitoring Report

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1. Introduction

1.1 The Authority Monitoring Report

- 1.1.1 The Localism Act (2011) requires Local Planning Authorities to prepare and publish an Authority Monitoring Report. The role of this report is to set out progress on the timetable specified in the Local Development Scheme and to show how the implementation of the policies contained within Exeter's Development Plan is progressing. It also reports on nationally prescribed matters including housing provision, whether any Neighbourhood Plans have been adopted, actions relating to the Duty to Cooperate, and Community Infrastructure Levy (CIL) receipts.
- 1.1.2 This Authority Monitoring Report covers the period 1 April 2024 to 31 March 2025. It should be noted, therefore, that some events or data which have emerged since March 2025 are not covered in this report. These will be included in the next version of the report for 2025/26.

2. Exeter Planning Framework

2.1 *The Development Plan*

2.1.1 In Exeter, the Development Plan currently includes the following documents:

- **Exeter Core Strategy**¹ - this sets out policies and allocations to guide future development in Exeter. It provides the broad strategy for the development of the city. It was adopted in 2012.
- **Exeter Local Plan First Review (saved policies)**² – provides more detailed land use policies vital to making decisions on planning applications. The Secretary of State has confirmed that the majority of the Local Plan First Review policies will be saved until they are replaced by new policies in the emerging Local Development Framework (to be provided by the Exeter Plan). The Plan was adopted in 2005.
- **Devon Minerals Plan and Devon Waste Plan**³ - these are produced by Devon County Council. The Minerals Plan sets out how and where minerals should be worked in Devon. The Waste Plan is the planning policy framework for the facilities that are needed to manage Devon's waste.
- **St James Neighbourhood Plan**⁴ - this sets out policies to be used in making planning decisions within the St James neighbourhood area.

2.1.2 As at the end of March 2025, the City Council had also produced the following adopted **Supplementary Planning Documents**⁵ (SPDs) which add to or expand upon policies in the Core Strategy or the Local Plan First Review:

- Affordable Housing
- Householder's Guide to Extension Design (**updated SPD adopted April 2024**)
- Houses in Multiple Occupation (updated SPD adopted December 2023)
- Liveable Water Lane (**adopted July 2024**)
- Planning Obligations
- Public Open Space
- Residential Design Guide
- South West Exeter Development Brief
- Sustainable Transport
- Trees in Relation to Development
- University of Exeter Streatham Campus Masterplan Framework
- Canal Basin Masterplan

¹ [Core Strategy Development Plan Document](#)

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

³ [Minerals and waste policy \(devon.gov.uk\)](#)

⁴ [St James Neighbourhood Plan](#)

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

2.1.3 These masterplans⁶ have also been produced:

- Monkerton and Hill Barton Masterplan
- Newcourt Masterplan
- Riverside and Ludwell Valley Parks Masterplan

2.2 *Local Development Order (LDO)*

2.2.1 LDOs provide permitted development rights for specified types of development in defined locations.

2.2.2 Exeter has one Local Development Order which is for Local Energy Networks⁷. This grants permitted development rights, which are in addition to permitted development rights granted nationally, to district heating and other local energy transmission and distribution networks, including pipes, wires, heat exchange equipment, enclosures, information signage and ancillary engineering works within a specified area.

⁶ [Approved masterplans - Exeter City Council](#)

⁷ [Local Development Order](#)

3. Progress against the Local Development Scheme

3.1 Local Development Scheme

3.1.1 The Local Development Scheme (LDS) sets out the planning policy that is to be prepared by Exeter City Council and the timetable for its preparation. Progress against the LDS that occurred in the 2024/2025 reporting period is set out in this section.

3.1.2 At the end of March 2025, the most recent LDS was that produced in February 2025. Progress against the February 2025 LDS is reported in this 2024/2025 Authority Monitoring Report. It set out the following timetable for the Exeter Plan:

- Issues consultation (Regulation 18): September 2021. **Complete.**
- Outline draft plan consultation (Regulation 18): September 2022. **Complete.**
- Draft Plan consultation (Regulation 18): October 2023. **Complete**
- Publication (Regulation 19): December 2024 (12 December 2024 - 6 February 2025) **Complete**
- Submission to Planning Inspectorate (Regulation 22): June 2025

Indicative timetable (determined by Planning Inspectorate)

- Examination including hearings (Regulation 23 – 24): November/December 2025
- Adoption (Regulation 26): November 2026

3.1.3 The February 2025 LDS also included the timetable for a St Luke's University Campus masterplan which is intended to become a Supplementary Planning Document following the adoption of the Exeter Plan. The City Council proposes to allocate the St Luke's University campus in the Exeter Plan for high quality employment/education uses. In order to provide high quality development at this site, the City Council is working with the University of Exeter to identify parameters for the site via a masterplan. The majority of the work for this document is to be undertaken by the University with advice and input from Council Officers. The timetable for the preparation of this document as per the February 2025 LDS is provided below:

- Evidence gathering: 2024/2025
- Consultation: 2025
- Further assessment: 2025
- SPD adoption: 2026

3.1.4 An updated and revised LDS was produced in July 2025 and includes amendments to the preparation timetable. Progress will be monitored against the updated LDS in the next AMR covering 2025/26.

3.2 *The Exeter Plan*

- 3.2.1 The Exeter Plan will cover the city's development needs until 2041/2042 and was launched in autumn 2021. The LDS includes the timetable for the Exeter Plan preparation.
- 3.2.2 The Issues consultation document marked the first stage in the plan making process for the new Exeter Plan and met Regulation 18⁸ of the plan making regulations.
- 3.2.3 The comments received during the Issues consultation were used in the preparation of the Outline Draft Exeter Plan, the first version of the Exeter Plan which was consulted on for 12 weeks in autumn 2022. The Outline Draft consultation was the second round of consultation undertaken in the plan making process for the Exeter Plan and met Regulation 18 of the plan making regulations. The Outline Draft included the vision for the city, potential development sites for a mixture of uses including housing and a draft set of policies. This version was not a full draft as it did not include a full set of development management policies nor allocation policies.
- 3.2.4 The Full Draft Exeter Plan consultation was the third round of consultation undertaken on the Exeter Plan. The consultation met Regulation 18 of national planning legislation. It built on the framework included in the previous Outline Draft and included:
- The vision for the city;
 - A large number of policies covering different topics which will be used to steer planning applications;
 - Potential development sites for a mixture of uses including housing and employment; and
 - A proposals/policies map, which showed the extent of spatial designations and proposals contained within the Plan.
- 3.2.5 During the 2024/2025 reporting period, the Publication Draft Exeter Plan was published and consulted on.
- 3.2.6 The Publication Draft Exeter Plan is the final draft version of the Exeter Plan. It was published on 12 December 2024 and was open for formal representations until 6 February 2025. This consultation marked the fourth formal stage in the development of the Exeter Plan and built on previous consultation stages and incorporated the feedback received through those rounds to produce a refined, legally compliant version of the Plan. This stage met the requirements of Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, which invited formal representations before the Plan was submitted for independent examination.
- 3.2.7 A total of 111 named representors responded to the Regulation 19 Publication consultation providing 828 representations comments.

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

Representations were submitted via the City Council's Commonplace online engagement platform, by email, or in writing by post. A summary of the Publication consultation is included within the Statement of Consultation⁹ prepared as part of the submission of the Exeter Plan to the Planning Inspectorate for independent examination. For information, the Plan was submitted in September 2025, outside of this reporting period.

3.3 *Supplementary Planning Documents (SPDs)*

- 3.3.1 The City Council already has a series of SPDs (listed earlier in this document) covering topics such as affordable housing, planning obligations, public open space and various areas in the city. The list of SPDs will gradually need to be reviewed in the context of the new policies which emerge in the new Exeter Plan and to reflect changes in national planning policy.
- 3.3.2 In 2024/25 the Liveable Water Lane SPD and the updated Householder's Guide: Design of Extensions and Alterations SPD were adopted. The revised Article 4 Direction relating to Houses in Multiple Occupation also came into force in December 2024 following on from the associated SPD review¹⁰.

3.4 *Liveable Exeter Placemaking Charter*

- 3.4.1 The Liveable Exeter Placemaking Charter¹¹ was approved in April 2024. This document is not a planning policy document but serves as a guiding document that underscores the City Council's commitment to creating sustainable, accessible, and vibrant urban places. This charter outlines the principles and strategies that drive the City Council's approach to urban planning and development, ensuring that all projects align with the vision for a liveable Exeter.

⁹ [Statement of Consultation](#)

¹⁰ [Houses in multiple occupation supplementary planning document and Article 4 Direction](#)

¹¹ [Liveable Exeter Placemaking Charter](#)

4. Policy implementation

4.1 *Policies implemented*

- 4.1.1 All policies contained within the Core Strategy and saved policies of the Local Plan First Review are implemented, except for the requirements of Core Strategy Policy CP14 on renewable and low carbon energy and, as of June 2022, the carbon emission reduction element of Core Strategy policy CP15 on sustainable construction.
- 4.1.2 Towards the end of the 2012/13 the requirements of the sustainable construction policy (Policy CP15) became more onerous than those of the renewable and low carbon energy policy (Policy CP14). Hence there was no need to seek specific compliance with Policy CP14. This has remained the case in subsequent years.
- 4.1.3 In 2015, a ministerial statement was issued limiting energy performance requirements through local planning policy to the equivalent of Code for Sustainable Homes Level 4 (CSH4)¹². The Planning Practice Guidance was amended to reflect this position and continues to do so. Therefore, the carbon emission reduction element of the sustainable construction policy (CP15) was effective but only up to CSH4 equivalence.
- 4.1.4 In December 2021 the Government published 'The Future Buildings Standard' and this made clear that going forward, operational energy would be addressed through changes to Building Regulations (in 2022 and 2025). As of 15 June 2022, new-build homes need to produce at least 31 per cent less carbon emissions compared to the previous Building Regulations. This requirement is more onerous than CSH4 and hence it is no longer possible to seek specific compliance with the carbon emission reduction element of the sustainable construction policy (Policy CP15) or to apply conditions to that effect. However, the BREEAM 'Excellent' element of the sustainable construction policy (Policy CP15) is still implemented.

4.2 *Policy revisions*

- 4.2.1 Core Strategy policy CP7 on affordable housing provision has been re-interpreted in order to comply with the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) requirements. These documents set out that affordable housing should only be sought on major developments of 10 or more residential units (the policy wording as originally drafted sought affordable housing on proposals of 3 units or more). This revision was relevant to decision making during the 2024/2025 reporting period.
- 4.2.2 In 2021, a national planning policy update on affordable housing was made introducing First Homes, a new type of affordable housing. The City Council's First Homes Planning Policy Statement¹³, further reinterprets Core Strategy Policy CP7 on affordable housing to take account of First Homes.

¹² Replaced by 2023 ministerial statement 'Planning – Local Energy Efficiency Standards update'

¹³ [First Homes Planning Policy Statement](#)

5. Policy monitoring

5.1 Housing delivery

5.1.1 **Annual housing figure:** The Core Strategy housing target of at least 12,000 dwellings between 2006 and 2026 has been superseded by the Government's standard method housing figure. The standard method uses a formula to assess housing need and identify the minimum number of homes expected to be planned for. It sets out a minimum annual housing need figure.

5.1.2 Exeter's standard method housing figure for 2024/2025 was 642 homes per annum.

5.1.3 **Housing completions:** The following numbers of homes were completed in Exeter in the reporting year April 2024 to March 2025:

- 510 net additional homes (not including Purpose Built Student Accommodation); and
- 101 net additional Purpose Built Student Accommodation (PBSA) bed spaces (equivalent to 44 new homes).

5.1.4 Previous annual housing completions are outlined in Table 1. The number of net additional dwellings completed excludes purpose built student accommodation. The number of PBSA units (dwelling equivalent) completed is included from 2022 – 2023 onwards. The dwelling equivalent ratio varies between property type and is detailed below:

- All studio flats (PBSA / co-living / other communal accommodation = 1 dwelling;
- Every 2.4 bedspace in PBSA cluster flat or traditional halls of residence = 1 dwelling;
- Every 1.9 bedspace in co-living / other communal accommodation that is not a cluster flat = 1 dwelling.

Reporting year	Number of net additional dwellings completed (excluding PBSA)	Number of PBSA units completed (dwelling equivalent)	Total net additional dwellings
2006 / 2007	891	-	-
2007 / 2008	491	-	-
2008 / 2009	236	-	-
2009 / 2010	270	-	-
2010 / 2011	432	-	-
2011 / 2012	555	-	-
2012 / 2013	87	-	-

Reporting year	Number of net additional dwellings completed (excluding PBSA)	Number of PBSA units completed (dwelling equivalent)	Total net additional dwellings
2013 / 2014	382	-	-
2014 / 2015	483	-	-
2015 / 2016	618	-	-
2016 / 2017	508	-	-
2017 / 2018	473	-	-
2018 / 2019	621	-	-
2019 / 2020	553	-	-
2020 / 2021	348	-	-
2021 / 2022	585	-	-
2022 / 2023	462	115	577
2023 / 2024	753	55	808
2024 / 2025	510	44	554

Table 1: Annual number of homes delivered

5.1.5 **Housing Delivery Test:** This is an annual measurement of housing delivery covering a three-year period and has a nationally set method for calculation (including PBSA). For the three years 2020/21 to 2022/23, Exeter had a total housing requirement of 1,693, calculated by the Government via the standard housing method plus adjustment. A total of 1,867 homes were delivered over this same period. On this basis, the City Council passed the 2023 Housing Delivery Test (the most recent test) with a result of 110%.

5.1.6 The number of additional dwellings granted planning consent is presented in Table 2. This data is split to show figures for each year excluding and including PBSA.

Reporting year	Number of additional dwellings granted planning consent (excluding PBSA)	Number of additional dwellings granted planning consent (including PBSA)
2021 / 2022	1,913	2,622
2022 / 2023	777	823
2023 / 2024	885	1,117
2024 / 2025	919	930

Table 2: Annual number of additional dwellings granted planning consent

5.1.7 **Five-year housing supply calculation:** The latest Five-Year Land Supply Statement prepared during the reporting period and published by the City Council concluded that, at April 2024, the City Council was able to

demonstrate a housing land supply equating to just under five years and one month. For context, the housing land supply calculation was updated in May 2025.

5.2 Affordable housing

- 5.2.1 142 additional affordable dwellings were completed in Exeter in 2024/2025. Previous annual affordable housing completions are outlined in Table 3.

Reporting year	Number of affordable dwellings completed	% affordable housing of total delivery (excluding PBSA)
2006 / 2007	247	27.72
2007 / 2008	97	19.76
2008 / 2009	126	53.39
2009 / 2010	206	76.30
2010 / 2011	142	32.87
2011 / 2012	170	30.63
2012 / 2013	26	29.89
2013 / 2014	100	26.18
2014 / 2015	75	15.53
2015 / 2016	130	21.04
2016 / 2017	83	16.34
2017 / 2018	97	20.51
2018 / 2019	160	25.76
2019 / 2020	81	14.65
2020 / 2021	40	11.49
2021 / 2022	111	18.97
2022 / 2023	78	16.88
2023 / 2024	111	15.99
2024 / 2025	142	26

Table 3: Annual number of affordable homes delivered (gross: does not take account of right to buy deductions)

- 5.2.2 In 2024/2025 no First Homes, a type of affordable housing, were delivered, permitted or commenced:
- No First Homes were completed.
 - No First Homes were granted planning permission.
 - No First Homes commenced on site.
- 5.2.3 In 2024/25 the following amendments to First Homes secured through S106 Agreement were made:

- 23/0584/OUT & 24/0317/RES - Land Southwest of Blakeslee Drive- Minimum of 25% of AH to be delivered as First Homes secured during the grant of planning permission. This was varied by Deed of Variation dated 6 March 2025 and replaced by 15% Intermediate Housing / Shared Ownership.

5.3 *Specialist housing with care*

5.3.1 During 2024/2025, 68 net additional bed spaces providing housing with care were delivered at:

- Escan Meadow, Weirfield Road: 68 bed care home

5.4 *Student accommodation*

5.4.1 The adopted Core Strategy identifies that the provision of PBSA (Purpose Built Student Accommodation) aims to meet the housing need of 75% or more of additional student numbers (against a 2006 baseline) on campus, in the city centre or in areas with high quality public transport links. This aim was endorsed by a report prepared for the City Council in 2018 by Professor Darren Smith of Loughborough University, entitled The Options and Implications for Accommodating the Future Growth of Students in Exeter.

5.4.2 At 31 March 2025:

- PBSA bedspaces were available to house 99% of additional students (against a 2006 baseline) in need of accommodation.
- 101 net additional PBSA bed spaces were provided in 2024/2025 at:
 - Beaufort House, 51 New North Road – planning reference 22/1531/FUL – 101 net additional bedspaces.
- Net additional bedspaces were granted consent at:
 - West Park, University of Exeter, Stocker Road – planning reference 24/0184/VOC - 1,290 net additional bedspaces.
 - 68-72 Howell Road – planning reference 21/1014/FUL – 26 net additional bedspaces (consent granted on appeal).

5.5 *Co-living accommodation*

5.5.1 Co-living accommodation is described as a sui generis use and a specialist form of housing aimed primarily at younger adults who wish to live in a well-managed, communal environment and who might otherwise live in Houses of Multiple Occupation (HMOs).

5.5.2 No co-living accommodation schemes were completed in 2024/25. The following was granted consent during 2024/25:

- Land at Summerland Street - planning reference 23/0490/FUL – 145 studio flats.

5.6 *Custom and Self Build housing*

- 5.6.1 The 2015 Self-Build and Custom Housebuilding Act (2015 CSB Act) requires local planning authorities to:
- Keep a register of individuals and groups who wish to self or custom build in their local area;
 - Have regard to demand on their register when undertaking planning, housing, disposal of land and regeneration functions; and
 - Grant permissions for enough suitable serviced plots to reflect the demand within 3 years.
- 5.6.2 The City Council has held a Custom Self Build (CSB) register since 1 April 2016, as required by the 2015 CSB Act.
- 5.6.3 The register currently provides the most robust information available about CSB demand in Exeter. Based on the register, the City Council should permit a further 362 CSB plots if the Exeter Plan period runs to 2041 or a further 382 CSB plots if the Exeter Plan period runs to 2042.
- 5.6.4 The register allows limited detailed conclusions to be drawn about the nature of demand for CSB plots in Exeter. Perhaps the only certainty is that there is demand for CSB homes of 2, 3, 4 and 4+ bedroom, but little demand for 1-bedroom CSB homes

5.7 *Community facilities*

- 5.7.1 The availability and provision of community facilities are integral to supporting the well-being of local people and communities. The City Council aims to support the provision of such services. The following schemes that seek to provide community facilities have progressed during the 2024/2025 reporting period. This list is not exhaustive.
- **Belmont Park lighting:** New lighting has been installed in Belmont Park by the City Council. The lighting allows access to the community hub and fitness equipment all year round, a need identified by local residents. The works were funded by a Section 106 agreement secured through the old Ambulance Station development on Gladstone Road.
 - **Bromham's Farm Field:** During the 2024/2025 reporting period work progressed on bringing three football pitches back into use and creating a baseball pitch at the Bromham's Farm Field next to the Exeter Ship Canal. The site is owned by the City Council. The project is being funded by the Environment Agency which used the location as a site construction compound for the city's flood defence scheme. Prior to this, the fields had been used as sports pitches.
 - **Cricklepit Bridge:** New lighting has been installed, and maintenance undertaken to preserve the life of the bridge. This was funded by the Exeter Canal and Quay Trust.

- **Northbrook Park:** Plans progressed to create a new wild arboretum, with an extensive collection of trees and plants, on the site of the former Northbrook pitch and putt golf course. This is being pursued in partnership with Devon Wildlife Trust. During 2024/2025, work to increase biodiversity at the park continued. Planting work has centred around fruit trees to become a community orchard, a wildflower meadow, bulbs and native hedgerow trees.
- **Exwick Parish Hall:** Plans were progressed and fundraising continued for the replacement of Exwick Parish Hall with a new purpose-built facility.
- **Pinhoe football pitches:** During the 2024/2025 reporting period work progressed on upgrading the pitches at Pinhoe Station Road playing fields. Around £150,000 has been spent on the pitch upgrade. £3,153.05 of this was funded from Section 106 contributions from housing development at Land at Brookhayes, Pinhoe, planning reference 18/1432/FUL
- **Wonford Community Wellbeing Hub:** Planning permission for a new community and wellbeing hub was granted in February 2025. The initial vision and design are part of the Sport England funded Live and Move programme, hosted by the City Council. The approved plan includes refurbishment of the existing Wonford Sports Centre and Community and Learning Centre, including the demolition of the existing gym, Phoenix Centre and outdoor changing rooms, and construction of a new hub and changing facilities. The new community and wellbeing Hub will accommodate a cafe area, changing facilities, studio and gym.
- **CIL receipts:** A proportion of monies collected from development is used each year to support small-scale neighbourhood projects. These are considered through the Exeter Grants Programme¹⁴ and Exeter Grants Panel.

5.8 *Employment*

- 5.8.1 The total area of employment land within Exeter is around 350 hectares and the majority, in the region of 315 hectares, falls within the classification of established employment areas. Of the remainder, around 15 hectares are located within other existing employment areas, around 7 hectares consists of undeveloped allocation land, and approximately 5 hectares of land contains sites with planning permission for planning use classes B1, B2 and B8. The amount of employment land detailed here demonstrates the continued importance of Exeter as a regional employment destination, and support for Exeter's economy.
- 5.8.2 Footfall data provided by the Business Improvement District (InExeter) shows a slight decrease in Exeter City Centre footfall for 2024 compared to 2023

¹⁴ [Exeter grants programme](#)

(calendar years). Total monitored footfall for 2024 in the city centre was 44,348,871 compared to 45,820,231 in 2023. These figures suggest activity in the city centre has maintained similar levels over the past three years, with 2024 showing greater footfall than 2022 and a peak in 2023.

5.9 *Energy – Renewable, decentralised and zero carbon*

5.9.1 Exeter has declared a climate emergency and has the ambition to be a net zero carbon city by 2030. The decarbonisation of energy production is integral to meeting these aims and planning plays a role within this agenda.

5.9.2 **Passivhaus standard developments:** Passivhaus is an internationally recognised design standard delivering ultra-energy efficient buildings and high standards of comfort and health. Exeter City Council has the following Passivhaus standard housing projects recently completed or in development:

- The City Council's Housing Team have delivered 96 homes at Edwards Court, Bovemoors Lane and Hockings Green, Thornpark Rise in previous reporting years.
- In October 2024, a further 21 Passivhaus flats were completed at Brook House located off Hamlin Gardens.
- In 2024/2025, construction continued on the first phase of a large development on Vaughan Road. Phase A of Whipton Gardens will provide 35 flats for Exeter City Council tenants. Meanwhile, work has started on the two other phases of the development which includes a block along Vaughan Road and another along Hill Lane. The combined offering of the Whipton Gardens development will be 91 flats, including 8 fully wheelchair accessible properties.

5.9.3 **Retrofitting Council houses:** During the 2024/2025 reporting period, a further 152 properties were completed, bringing the total to 1,250 out of 4,000 Council owned homes retrofitted to reduce carbon emissions and lower tenants' fuel bills. This is part of the city's ambition to become net zero carbon. Retrofitting involves insulation, new windows and doors, draft proofing measures, solar panels, smart meters, heat pumps and upgraded central heating systems. It is being jointly funded by the City Council and the Government.

5.9.4 **Local Development Order (LDO) for Local Energy Networks¹⁵:** The City Council has an LDO to contribute to its net zero ambition. The principal aim of this LDO is to support the roll-out of decentralised energy networks in Exeter in the interests of decarbonising energy supply in the city. Decentralised energy is generated close to where it will be used rather than at a plant and distributed through the grid.

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

5.9.5 The Local Energy Networks LDO was approved in 2019 and grants Permitted Development rights to District Heating and other local energy transmission and distribution networks within the area identified on the Local Development Order map.

5.9.6 **District heating in Exeter and the East Devon Enterprise Zone:**

- The District Heating network operated by E-on serving Monkerton, Tithebarn and Science Park continues to be rolled out to new connections, the Energy Centre has been commissioned and the link under the M5 completed. Progress regarding a connector project to reduce carbon content of heat through a connection to a commercial waste operation in East Devon continues.
- A retrofit low carbon heat network proposal for central Exeter, the Exeter Energy Network¹⁶, has been awarded central government funding and is being progressed by 1Energy. The Grace Road Energy Centre will include air source heat pumps, connection to the Energy From Waste plant and gas boilers for back up and peaking. It will deliver hot water to large energy users to help decarbonise their heating systems. As part of this, Exeter Energy Centre is proposed as the central heat source for the Exeter Energy Network, to be located on land at Grace Road, Marsh Barton. The Energy Centre includes plans for an education space where visitors can learn about how the Centre is serving low carbon heat across the city, as well as plans to support biodiversity on adjacent land owned by Exeter City Council.

5.9.7 **Renewable energy:** Small scale renewable energy installations, such as domestic rooftop photovoltaic arrays, have come forward in the city. These often fall within permitted development and as planning permission is not required, these schemes are unable to be monitored through the planning process. During summer 2024, the University of Exeter connected 1,800 solar panels to their electricity network during summer 2024. This solar array is located at Duryard Halls of Residence on the university campus and was granted planning permission in July 2023. The new solar panels will generate over 1,000 MWh of clean energy per year and save 225 tonnes of carbon dioxide per year.

5.9.8 The City Council is continuing to generate large amounts of electricity at sites across the city as it strives to become net zero by 2030. The solar generation for January to March 2025 was:

- Total solar array: 3.4 MWp (megawatt peak)
- Total energy generated: 280,762.21 kWh (kilowatt-hour)
- Carbon savings: 59.52 tCO₂e (tonnes of carbon dioxide equivalent)

5.9.9 In total the City Council has a 3.4MWp solar photo voltaic (PV) capacity across 13 sites:

¹⁶ [Exeter Energy Network | 1energy.uk](https://www.1energy.uk/exeter-energy-network)

- Ground mounted 1.2MWp solar PV array at Water Lane co-located with a 1MW/2MWh battery storage facility and a connection providing a renewable energy supply to the City Council's Operations Depot at Exton Road to support the electrification of the City Council's fleet, completed in January 2023.
- 124kW PV array at Riverside Leisure Centre alongside a small battery store.
- Battery storage technology also installed at Matford Livestock Centre and John Lewis car park.
- Solar PV panels installed on City Council homes, around 17% of the City Council's housing stock, as part of a retrofit programme.

5.9.10 The Riverside Leisure Centre is set to benefit from energy efficient measures, including replacing an end of life heating system with air source heat pumps and a water source heat pump. In March 2025, a grant of £3.6 million was awarded by the Department for Energy Security and Net Zero. The City Council is also financially contributing to the scheme which is expected to displace over 2.5 million kilowatt-hours of fossil fuels saving 458.75 tonnes of carbon dioxide equivalent, and £21,000 per year.

5.10 *Flood risk*

5.10.1 As part of the climate change mitigation agenda, the City Council takes the issue of flood risk seriously. The National Planning Policy Framework is clear in its aims to protect people and property from flooding, and the Environment Agency is consulted when planning proposals fall within the relevant flood risk areas.

5.10.2 In compliance with the above policy, no planning permissions granted by Exeter City Council in 2024/2025 were contrary to the advice of the Environment Agency.

5.11 *Green spaces*

5.11.1 **Exeter Valley Parks:** Exeter City Council and Devon Wildlife Trust put together a joint vision for the former Northbrook pitch and putt golf course which connects Ludwell and Riverside Valley Parks. The vision to become a wild arboretum and community space recognises the important role of this space as a corridor for both wildlife and people between the Valley Parks and demonstrates the commitment to improving the greenspace of the city in future. During the 2024/2025 reporting period plans progressed to increase biodiversity create this new park – Northbrook Park. Planting work has centred around fruit trees to become a community orchard, a wildflower meadow, bulbs and native hedgerow trees.

5.11.2 A further area of Valley Park was secured to the north of the city by development off Celia Crescent and Spruce Close in 2024.

- 5.11.3 **Trees:** Sixty five trees were planted during the winter of 2024 in 11 of the city's 13 wards to help replace tree which have died or are having to be felled due to ash dieback.
- 5.11.4 **Biodiversity Net Gain (BNG):** The Environment Act 2021 gained Royal Assent in November 2021. The 10% biodiversity net gain legal requirement became mandatory for all non-exempt planning applications from 2nd April 2024. The City Council worked closely with Devon County Council and other authorities to ensure a joint and consistent approach to BNG, and the Devon Planning Guidance for Biodiversity Compensation and Net Gain has been produced.
- 5.11.5 Local planning authorities also now have an enhanced biodiversity duty as part of the Environment Act and are required to produce regular biodiversity reports. The monitoring of BNG through the planning system must form part of these reports. New software, an extension of our existing EXACOM monitoring software, has been procured which will aid with this reporting and the management of BNG for planning applications generally.
- 5.11.6 **Sites of Special Scientific Interest (SSSI):** A SSSI is a formal conservation designation for an area that is of particular interest to science due to the presence of rare species of flora or fauna, or important geological or physiological features.
- 5.11.7 There are three SSSIs located within Exeter, although the Exe Estuary extends beyond Exeter City Council's administrative boundary:
- Bonhay Road Cutting: 0.26ha (designated for geological features);
 - Exe Estuary: 2190.10ha (designated for ecology); and
 - Stoke Woods: 91.63ha (designated for ecology).
- 5.11.8 Natural England assesses the condition of SSSIs in England on 6 year cycles with the objective to achieve 'favourable condition' status for all SSSIs. Favourable condition means that the SSSI's habitats and features are in a healthy state and are being conserved by appropriate management.
- 5.11.9 Natural England's assessment of Exeter's SSSIs in 2024 details they are predominantly meeting 'favourable' or 'unfavourable recovering' condition criteria with the exception of the Bonhay Road Cutting SSSI. More detail is contained within Table 4. The Bonhay Road cutting is designated for its geological features and the planning system has limited potential to impact on its condition.

Location	Condition: Favourable or unfavourable recovering	Condition: favourable	Condition: unfavourable recovering	Condition: unfavourable declining
Bonhay Cutting SSSI	0%	0%	0%	100%
Exe Estuary SSSI	74.34%	70.98%	3.36%	25.66%
Stoke Woods SSSI	100%	14.83%	85.17%	0%
Devon*	60.31%	46.56%	13.75%	13.32%
England*	62.07%	41.19%	20.88%	10.68%

Table 4: Natural England's SSSI condition assessment 2024/2025

* Remaining percentages classified as: Unfavourable – No change / partially destroyed / destroyed / not recorded

5.12 Habitats mitigation contributions

- 5.12.1 The Conservation of Habitats and Species Regulations 2017 require the City Council to ensure that the impacts of development on the protected habitats of the Exe Estuary, Dawlish Warren, and the East Devon Pebblebed Heaths are mitigated. Consent cannot legally be granted for a development that would either alone or in combination with other developments, have a likely significant effect on a European wildlife site, unless full mitigation is provided.
- 5.12.2 Residential development in Exeter is considered to impact on these protected habitats because it accommodates a growing population which places increased recreational pressure on them. The visitor pressure comes either from developments in themselves or from developments in combination with others. Protecting these sites is important for a number of reasons including providing safe areas for all users to enjoy while caring for the wildlife these sites support.
- 5.12.3 Developer contributions collected through Habitats Mitigation payments including the Community Infrastructure Levy and Section 106 Agreements are ways in which developers are required to contribute towards mitigation of the impact of their development. In 2024/2025 the City Council provided £122,200.00 of developer contributions (on a per-dwelling basis) to the South East Devon Habitats Regulation Partnership which goes towards the management of these important habitats. This is a partnership between Exeter City, East Devon District and Teignbridge District Councils.

- 5.12.4 During the reporting year, the partnership Councils completed work to update the Habitat Mitigation Strategy. The new strategy was approved in July 2025.

5.13 *Pollution*

- 5.13.1 Local Authorities are required to carry out air quality monitoring as part of their statutory duties. This entails monitoring of concentrations of the pollutants nitrogen dioxide (NO₂), and particulate matter (PM10 and PM2.5). Nitrogen dioxide is a gas mainly produced during the combustion of fossil fuels. Particulate matter is everything in the air that is not a gas and therefore consists of a huge variety of chemical compounds and materials. The particles are less than 10 micrometres in diameter (PM10) and less than 2.5 micrometres in diameter (PM2.5). It is also noted that air quality is affected by other emissions, pollutants and factors that extend beyond this monitoring framework.
- 5.13.2 In line with the national framework, the City Council's Environmental Health team monitor air quality by measuring the concentration of pollutants nitrogen dioxide (NO₂) and particulate matter (PM10 and PM2.5) at points across the city.
- 5.13.3 **Air Quality Action Plan (AQAP):** An AQAP is required when an Air Quality Management Area (AQMA) is declared, when an exceedance of an air quality objective is recorded. Exeter's AQMA covers some of the busiest roads into and around the city due to an exceedance of air quality objectives. Exeter's AQAP outlines the action that will be taken to improve air quality within the AQMA between 2019 and 2024. The City Council will be producing a new Air Quality Action Plan during 2026 which will take into consideration the most recent air quality monitoring results. Details of the consultation will be published during 2026 in line with statutory requirements. The City Council works with Devon County Council highways team, neighbouring authorities and Sport England to deliver the measures in this AQAP.
- 5.13.4 The AQAP focusses on the air quality issues that are within the City Council's control while recognising there are many more issues that go beyond the City Council's influence. The AQAP contains and refers to numerous projects and measures that aim to reduce concentrations of air pollutants and exposure to air pollution within the AQMA. Ultimately this aims to positively contribute to the health and quality of life of residents and visitors.
- 5.13.5 All relevant planning applications were assessed in accordance with the Air Quality Action Plan.
- 5.13.6 **2025 Air Quality Annual Status Report¹⁷:** This is published by the City Council's Environmental Health team. The 2025 report summarises that air quality in Exeter mainly meets government objectives, with concentrations showing long term downward trends.

¹⁷ [Air quality monitoring - Exeter City Council](#)

5.13.7 Nitrogen dioxide (NO₂): The 2024 monitoring data shows that no sites measured an exceedance of the annual objective for Nitrogen Dioxide (40µg /m³). This is the first year all measurements have been below the objective and marks a significant milestone in the continued improvement of the city's air quality. Previously, East Wonford Hill exceeded this level in 2021 - 2023.

5.13.8 Particulate matter (PM₁₀ and PM_{2.5}): Since 2018, Exeter City Council has operated two continuous particulate matter analysers. In 2024, no data is available for the Exeter Roadside (RAMM) analyser due to faults with the equipment. The results of the Alphington Street monitoring site show no objective exceedances in 2024. The longer time trend in annual concentrations is a decline since 2006.

5.14 Transport

5.14.1 Developer contributions collected through Section 106 and the Community Infrastructure Levy (CIL) from developments in the city have contributed significantly to the funding of various projects, including transport infrastructure. The most recent major transport projects delivered in Exeter are outlined in Table 5.

Project	Opened
Exeter E4 cycle route – phase 2 and phase 3	2020
Moor Lane roundabout improvement	2020
Exeter Bus Station	2021
Exeter Park and Change (Exeter Science Park)	2021
Pinhoe Station Interchange improvements	2022
Exeter E9 cycle route – making permanent Ludwell Lane and Dryden Road modal filters	2022
Exeter E3 cycle route – road safety improvement at Whipton Lane / Sweetbrier Lane roundabout	2022
Marsh Barton rail station	2023
Magdalen Road enhancement scheme	2023
A379 foot and cycle bridge opened	2024
A379 Devon Hotel roundabout improvements completed	2024
Rifford Road two-way cycle path	2024
New North Road (John Lewis) contraflow bus lane	2024

Table 5: Overview of key transport projects delivered in Exeter

5.14.2 Exeter Transport Strategy: In November 2020, Devon County Council adopted the Exeter Transport Strategy 2020- 2030. One of the aims of the Transport Strategy is for 50% of all journeys starting and finishing in the city to be made by foot or bicycle by 2030. Similar aims are shared in

Exeter City Council's Carbon Neutral 2030 plan and the Sport England Local Delivery Pilot programme which aims to make Exeter the most active city in the UK. This position is also included in the emerging Exeter Plan. Work continued to with Devon County Council through the preparation of the Local Transport Plan (4) which has now been adopted by the County Council.

5.14.3 **Bus and rail infrastructure:**

- **Bus Service Improvement Plan (BSIP):** Funding from the Department for Transport is supporting Devon County Council's BSIP. Improvements are planned on several corridors into Exeter aimed at reducing journey times and improving reliability of services, and enhancing technology and infrastructure (including bus shelters and real time information). The corridors included are:
 - Central Corridor: Heavitree Road to city centre
 - Western Corridor: Cowick Street to city centre
 - Eastern Corridor: Pinhoe Road to the city centre
 - Northern Corridor: New North Road to city centre
- In 2024, a new contraflow bus lane on the one-way section of New North Road between John Lewis and Waterstones in Exeter City Centre was completed.
- The BSIP to be delivered by March 2026 within Exeter includes:
 - Bus priority technology and bus stop infrastructure improvements (including bus shelters and real time information) on key routes which have frequent and direct bus services. These include Honiton to Exeter/Uni/St Davids Station; and Newton Abbot/Teignmouth to Exeter.
 - Investment in key interchanges including Exeter Park & Ride sites.
 - Continuing to reduce carbon emissions from bus fleet through the project to being zero emission battery electric buses to Devon.
 - Support to maintain existing bus services.
 - Improve frequency of the best performing services in the county. This includes Service K in Exeter.

5.14.4 **Cycle and pedestrian enhancements:** In 2024/25 active travel enhancements were introduced along Exeter's strategic cycle routes. These included:

- **Rifford Road:** The construction of a new two-way cycle path on Rifford Road begun was completed. The scheme was funded by grants from Active Travel England, Local Transport Plan and developer contributions.

5.14.5 South West Exeter transport infrastructure:

- South West Exeter is a new development on the edge of the city which has been coming forward over recent years in both Exeter and Teignbridge. In January 2024, during the reporting period, the new walking and cycling bridge over the A379 opened, connecting the two sides of the development. In addition, the upgrade of the Devon Hotel roundabout in Exeter was completed during the 2024/25 reporting period.

6. Community Infrastructure Levy (CIL) and Section 106

6.1 CIL collected since implementation

- 6.1.1 The Community Infrastructure Levy (CIL) is a planning charge which can be levied by local authorities on new development in their area. It is an important tool to help local authorities deliver infrastructure in their area.
- 6.1.2 CIL was implemented by Exeter City Council in 2013 and charges updated in 2024. Since that date, and as of the end of March 2025, a total of approximately £34.06m has been received from the levy.

6.2 CIL 2024/25

- 6.2.1 The Community Infrastructure Levy Regulations, as amended, require Councils to publish an Annual Infrastructure Funding Statement¹⁸ (AIFS), including information about CIL and Section 106 receipts.
- 6.2.2 A summary of the CIL information monitored through the AIFS is included in Tables 6 and 7. These detail CIL funding collected, spent, and retained during 2024/25. CIL money is not required to be spent in the year it is received and can be retained and carried over.

Description	Value (£)
CIL demand notices issued in 2024/25	£4,006,535.53
CIL receipts total 2024/25	£2,373,177.20
Total CIL expenditure 2024/25	£1,102,848.78
CIL retained	£2,364,610.13

Table 6: Summary of 2024/25 CIL collected, spent and retained

Expenditure	Value (£)
Total expenditure 2024/25	£1,102,848.78
Neighbourhood CIL contributions	£495,222.46
Infrastructure maintenance	£160,000.00
Play area capital expenditure	£126,544.36
Habitat Mitigation	£122,200.00
Administration (maximum 5% of receipts)	£118,658.86
Northbrook Wild Arboretum	£50,916.60
Materials reclamation facility	£29,206.00

Table 7: Summary of 2024/25 CIL expenditure

¹⁸ [Annual Infrastructure Funding Statement - Exeter City Council](#)

6.3 Section 106

6.3.1 Alongside CIL, Exeter City Council also enters into Section 106 agreements with applicants and landowners to ensure that site-specific requirements related to development can be secured. These agreements are negotiated on a case-by-case basis and are used to secure affordable housing, infrastructure and community facilities and services.

6.3.2 Tables 8 and 9 summarise the key figures relating to Section 106 funding, as reported in the AIFS, in Exeter for the reporting year 2024/2025.

Description	Value (£)
The total funding from any planning obligations entered into during 2024/25	£304,497.69
The total funding from any planning obligations received during 2024/25	£464,530.87
The total funding from any planning obligations spent in 2024/25	£115,797.89
The total number of affordable housing units which were secured by Section 106s Agreements signed in 2024/25	182

Table 8: Summary of key 2024/25 figures for S106 agreements

Expenditure	Value (£)
Total expenditure 2024/25	£115,797.89
Public open space (Pinhoe playing fields upgrade; Belmont Park, Belle Isle Park, and general maintenance)	£87,269.56
Affordable housing	£18,778.33
Transferred to Devon County Council Highways	£9,750.00

Table 9: Summary of 2024/25 S106 expenditure

7. Duty to cooperate

7.1 *Duty to cooperate overview*

- 7.1.1 The Duty to Cooperate places a legal duty on Local Planning Authorities to engage constructively, actively and on an ongoing basis with key stakeholders to maximise the effectiveness of Local Plan preparation in the context of strategic cross boundary matters.
- 7.1.2 The City Council has a long history of working with neighbouring authorities and other partners on a variety of cross-boundary initiatives.
- 7.1.3 The planning authorities in Devon previously worked under a Duty to Cooperate protocol, which set out steps to ensure that strategic issues are dealt with appropriately in the light of the duty to cooperate. Over time, cross boundary working has evolved to focus on the 'Greater Exeter area'. Together with East Devon District Council, Mid Devon District Council and Teignbridge District Council, Exeter City Council adopted a non-statutory joint strategy called 'Our Shared Coordinates' in 2023. Devon County Council also supported this work.
- 7.1.4 The City Council also actively participates in an informal meeting of all the Planning Authorities in Devon and Cornwall known as the Devon and Cornwall Planning Officers Group.

7.2 *Duty to cooperate activities*

- 7.2.1 Below is a summary of the activities undertaken relating to the Duty to Cooperate. This list is not exhaustive and does not cover all joint discussions or meetings which take place.

- **Non-Statutory Joint Strategy 'Shared coordinates'** was developed between East Devon, Exeter, Mid Devon and Teignbridge Councils. This was adopted by Exeter City Council's Executive Committee in November 2023. The strategy intends to ensure a collaborative and coordinated approach to addressing cross-boundary issues effectively in the sub-region. It is not a formal planning policy document. The document covers the following:

- A vision for the area;
- Net zero;
- Jobs and prosperity;
- Homes;
- Quality places;
- Nature; and
- Connectivity.

Discussions have taken place across the Greater Exeter area in the context of the Joint Strategy during 2024/25.

- **Exeter Highways and Traffic Orders Committee (HaTOC)** is a long established joint committee of Devon County Council and Exeter City Council Members which deals with highway and other transport schemes.
- **South East Devon Joint Habitat Regulations Committee** is a joint committee between Exeter, East Devon and Teignbridge which oversees the implementation of the joint mitigation strategy which manages development impact on European habitats.
- **The Exeter Partnership (previously the Exeter Place Board – change in name during 2024/25)** continues to bring together the major organisations in the city (public, private and voluntary sectors) to collaboratively and proactively plan for the city's future and deliver the city's 2040 vision.
- **South West Energy and Environment Group (SWEEG)** membership allows exchange for the exchange of ideas and sharing of best practice.

7.2.2 There are also many discussions between the City Council's planning department and community groups. These are not detailed here because they are not covered specifically by the Duty to Cooperate.

7.3 Joint Evidence and plan preparation

- 7.3.1 Significant evidence base work to support the Exeter Plan has been carried out in partnership with neighbouring authorities and other organisations. Key studies progressed jointly include:
- East Devon, Exeter, Mid Devon and Teignbridge Local Housing Needs Assessment;
 - East Devon, Exeter, Mid Devon and Teignbridge Local Housing Needs Assessment: Jobs and Workers Balance Assessment;
 - Greater Exeter Area Economic Development Needs Assessment Update;
 - Joint commission of Gypsy and Traveller Accommodation Assessment;
 - Devon Carbon Plan – the roadmap for how Devon will reach net zero by 2050
 - Joint strategic transport modelling and evidence for the Exeter area – involving the local planning authorities, Devon County Council and National Highways;
 - South East Devon Wildlife – Joint Habitat Mitigation Strategy (update);
 - Green infrastructure Strategy (Exeter City Council, East Devon District Council and Teignbridge District Council)
 - Exeter Plan: Strategic Flood Risk Assessment;
 - South West Water Evidence for increased Water Efficiency;

- Infrastructure Delivery Plan; and
- Exeter Skyline Study – informed by cooperation with Historic England.

7.3.2 Emerging Exeter Plan policy has also been directly informed by discussions co-drafting in some cases. This includes housing policies, transport policies, infrastructure policies and a policy covering development proposals in Topsham and the neighbouring area of East Devon.

7.3.3 Towards the end of 2024/25 and leading into 2025/26, a range of discussions and meetings have taken place between the City Council and partnership organisations to inform preparations for the Exeter Plan examinations. These discussions have resulted in a number of Statements of Common Ground. Discussions took place with:

- Devon County Council;
- East Devon District Council;
- Mid Devon District Council;
- Teignbridge District Council;
- Torbay Council;
- National Highways;
- Environment Agency;
- Natural England;
- Historic England; and
- National Grid (transmission).

Authority Monitoring Report



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

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