

APPENDIX A

Devon County Council Formal Advice to the Regional Assembly in respect of proposals for the Exeter Area and Newton Abbot

Introduction

The following paragraphs set out the main recommendations arising from the findings of the Exeter sub regional study. The advice focuses on the future development of Exeter and Newton Abbot but the work undertaken has also informed the advice relating to overall development distribution (Appendix VI) and taken account of the general advice on the overall RSS policies and proposals (Appendix I). A Key Diagram will be included in the RSS to illustrate the key proposals for the Exeter area.

The following text should therefore be used as the basis for the appropriate sections of the merging RSS document.

EXETER

Context

Exeter occupies a central strategic location within the South West and is at the heart of the Peninsula sub area, and it lies at a key focal point on the major transport networks – including road, rail and air. The City itself has a buoyant economy and has benefited from major new economic investment in recent years, resulting in significant job growth and commercial activity. The economic, cultural and commercial influence of the City extends over a wide area of Devon, and it serves an extensive catchment area as a major regional shopping centre.

Although the city has accommodated significant housing growth over recent years, the City's economy continues to be a dominant influence over a number of towns within the wider sub region, and there are substantial levels of inward commuting from towns such as Exmouth, Crediton, Dawlish and Ottery St Mary. In these towns there has been a considerable scale of housing development but this has not been matched by local job creation. There are therefore strong and complex functional relationships between a number of towns in the sub region and the city itself.

Despite the growth in housing supply that has taken place within the Exeter area and towns closely related to it, there are major problems of housing affordability in the area with high house prices but relatively low wage levels amongst some sections of the community.

Exeter is an important historic city and this heritage is centred on the cathedral and quay in the heart of the City. The City is situated at the head of the Exe estuary and its setting is characterised by higher ground, ridges and hills to the west and north, with low lying

river valleys to the east and south. The Exe estuary is of international importance for nature conservation, and the coast to the east of the Exe Estuary is now recognised as a World Heritage Site.

The local landscape and river valleys are a significant constraint to urban expansion, with the high land to the north and west, and extensive flood risk areas to the east precluding simple urban extension as a means of fully accommodating strategic scales of development. As a consequence, existing plans focus new housing and economic development within the existing urban area and at the new community proposed to the east of the City within East Devon District.

The assessments undertaken at both regional and local level indicate that the economy of the Exeter area is likely to continue to grow, and result in significant further increases in employment levels in the area. The Exeter economy, along side that of Taunton, is of critical importance to the future of the Peninsula area as a focus for new inward investment which could also indirectly benefit the more western parts of the Peninsula area.

Vision for the Exeter area

The Vision for the Exeter area is therefore that it should improve the quality of life and opportunities for those living in the area, conserving its historic heritage and enhancing its environment and setting within the wider landscape.

The role of the City as a major Regional Centre within the South West should be developed and enhanced, providing a stronger economic and commercial centre within the central part of the South West region. The range, quality and scale of cultural, retail and other facilities and services should be developed so as to enhance its effectiveness in meeting the strategic needs of the city itself, the wider sub region and the central part of the Peninsula area.

In developing its role, Exeter should be a focus for strategic economic development and should realise its full potential for further economic and commercial investment (i) . While Exeter itself should accommodate the major part of this investment, opportunities for job growth within other main towns in the area should be promoted and encouraged, reducing existing imbalances between population and employment and reducing dependence on commuting.

In order to meet the needs of the existing population and reduce the need to travel, provision should be made for additional housing on a scale consistent with economic growth (i) , and in locations most accessible to existing and future employment and other services and facilities.

Recent development in the area has placed additional pressures on infrastructure, services and facilities. If further development is to be accommodated successfully and in a sustainable way, there needs to be a major enhancement of strategic transport and other infrastructure, with particular priority being given to the development of improved public transport networks and services. The Vision is to develop a high quality, innovative, public transport network which meet the needs of the city and the wider sub region.

The Vision for the area also seeks to improve the quality of life and opportunities within the other communities in the sub region. While local employment opportunities, facilities

and services in these communities should be enhanced, improvements should also be put in place to improve transport links between these settlements and Exeter, particularly public transport links and rail services.

The Vision of for the other towns and communities in the area is for the development of local jobs and services, providing for improved accessibility and provision of affordable housing. Settlements should develop as sustainable communities, enhancing quality of life for residents.

(¹) As assessed through job growth projections prepared by Cambridge Econometrics.

Overall Strategy for the Area

The overall strategy for the Exeter area is therefore to provide for additional housing and economic development by extending the existing approach, realising the potential for housing and employment growth within the existing urban area, without harming the urban environment or impacting on its historic heritage, and optimising the scale of development at the new community to the east of the city. To be successful, this approach will require the establishment of high quality public transport links between the city and the new community, and new investment in the main road and rail networks.

Development should also be provided for in those other towns in the area which have a good level of local employment and facility provision and which have good transport links to Exeter – especially towns such as Exmouth, Honiton and Cullompton. In other towns the focus should be on meeting local needs and regeneration, particularly within coastal resorts which have suffered from lack of investment in recent years. In the case of Exmouth, priority should be given to the creation of new employment opportunities and investment in retail facilities and other community infrastructure. At Crediton there is a need to develop local employment opportunities so as to promote greater self containment, with housing provision reflecting local development needs. Tiverton has a greater level of self containment than other towns closer to Exeter, and it has the potential to develop its economic base and accommodate additional residential and other development without increasing the need to travel. Elsewhere in the sub region, Axminster is relatively self contained and could accommodate balanced housing and employment provision to meet the needs of that part of East Devon.

In overall terms, rates of development in the sub region as a whole should be maintained close to those envisaged by existing plans to 2016, but additional provision should be focused to a greater extent on the Exeter urban area (including the new community) and in this area rates of growth should be increased in order to ensure a better balance between jobs and population. Outside of the urban area and new community, overall development rates should be reduced, but with a greater proportion of development focused in the main towns.

While Newton Abbot does interact with both Exeter and Torbay, its functional relationship with Exeter is limited and primarily focused on higher level retail provision and access to other strategic and specialised facilities and services. Economic links are important but only represent a marginal aspect of the overall economy of the area, with an increasing, but still relatively low, proportion of the workforce commuting from Newton Abbot to the Exeter area.

Providing for the Economy

Exeter has a key role to play in enabling the region to fulfil its potential to attract investment in knowledge based industries, building on the potential of the University, Medical School and the Met Office, and the developing skills base of the area. Provision should be made for the further development of the city as a centre for business and service sectors, together with safeguarded strategic sites suitable for further investment in specialised, science and technologically based industries. These forms of economic growth are generally compatible with the conservation of the area's high environmental quality.

There is also scope for growth in tourism following past declines in the traditional holiday sector, taking advantage of the World Heritage Coast designation and the development of the National Cycle Network. The potential for developing the role of the city as a tourist centre should also be recognised, supported by investment in improved cultural and commercial facilities, and encouraged through environmental enhancement and improved accommodation and visitor facilities within the urban area.

The economic potential arising from the developing role of Exeter Airport, and new investment in passenger facilities, should also be recognised, which, together with the city's strategic location on the main transport networks in the west of the region, also indicate the potential for the city to develop its role as a freight distribution centre. In this context the delivery of a strategic inter-modal freight facility to the east of the City will help to support and diversify economic investment in the sub region.

Two strategic employment sites are currently proposed at Exeter, Skypark close to Exeter Airport, and a science park on the eastern edge of the city within East Devon. Additional employment sites area also allocated within the City. These sites will meet investment needs up to and beyond 2016 and further potential will be created through mixed use development both within the city and at the new community. It is anticipated, however, that there will be a need for additional strategic provision in the area if economic growth does match current projections.

In providing for future employment needs, Local Development Frameworks should also ensure that provision is also made for the expansion of existing companies within the area.

Providing sufficient housing

Housing provision within the area has to address needs arising from within the existing population and recognise the pressures from people moving into the area from elsewhere. Taking account of these factors and the overall strategy outlined above, it is proposed that a total of about 38,000 dwellings should be provided for in the Exeter Housing Market Area over the period 2006 to 2026, representing a slight reduction as compared to current planned rates of change.

The level of provision for housing development at Exeter (the urban area and new community) should, however, be at a level and phased in order to ensure that population and workforce growth is commensurate with anticipated growth in economic activity and employment. It is proposed therefore that development rates at Exeter be increased and that a total of 17,250 dwellings be provided for over the period 2006 to 2026 of which about 12,600 should be completed by 2021.

Planning authorities should seek to ensure that least 30% of this overall sub regional provision directly addresses the need for affordable housing i.e. providing over 11,000 affordable homes in the Housing Market Area, of which some 5,000 would be in the Exeter area, in the period to 2026. The **proportion of affordable housing could, however, rise to 60% in areas of particular need.**

Development Distribution

The existing development strategy for the Exeter area provides for most development to take place within the city itself, taking full advantage of brown and development and suitable green field sites in the urban area. A second major focus for strategic development is the new community currently being brought forward through the local planning process.

This development strategy can be extended to accommodate additional development, through the realisation of additional urban capacity and through the development of the new community to an optimum scale in terms of self containment, facility viability and transport infrastructure.

It is proposed that about 7,800 dwellings should be provided for within or adjacent to the Exeter urban area in the period 2006 to 2021 with a further 2,900 between 2021 and 2026. Development at the new community within East Devon District should provide an additional 4,800 dwellings between 2006 and 2021 and a further 1,750 between 2021 and 2026. Taken together this level of provision therefore meets the overall need for the Exeter area of 17,250 dwellings in the period 2006 and 2026.

In providing for additional development at the new community within East Devon, it will be important to ensure that such new development is separate from existing settlements, that it has no adverse effect on the operation of Exeter Airport and is not affected by unacceptable levels of aircraft noise.

The major part of the new employment anticipated in the area will be realised within the existing economy through business expansion and the growth of existing companies, but there will also be a need to maintain a supply of allocated employment land. Existing proposals for strategic employment sites at Skypark and at the science park within East Devon, together with employment sites identified within the city, will meet a significant part of this need in the period to 2021. It is proposed, however that specific provision be made for at least 140 ha of employment land in the Exeter area between 2006 and 2026, of which about 80 ha should be accommodated close to Exeter but within East Devon District.

Additional provision should also be made for both housing and employment development in the main towns in the sub region, particularly those well served by a choice of transport modes. Additional employment provision should be made at Exmouth in order to help meet local employment needs and reduce dependence on Exeter, and a supply of employment land should be maintained at other towns accessible to the main transport networks, including Honiton, Cullompton and Crediton.

Housing Provision	2006 - 2021	2021 - 2026
Exeter city	7,800	2,500
Urban extension (East Devon)		400
Exeter Urban Area	7,800	2,900
New Community	4,800	1,750
Total Exeter PUA area	12,600	4,650
Other well related towns (*)	2,500	800
Other parts of the sub region	14,100	3,200
Total	29,200	8,650
Employment land	2006 - 2021	2021 - 2026
Exeter urban area and new community	110	30

Table 1: Proposed development distribution at Exeter 2006 to 2026

(*) Exmouth, Honiton, Crediton and Cullompton

Supporting cultural, retail and other facilities

Retail Facilities

The central area of Exeter should enhance its role as a regional shopping centre, taking advantage of major new investment currently being brought forward in the city centre. As a regional focus for retail activity, the city is also well placed to accommodate major strategic retail or commercial facilities that cannot be accommodated within, or close to, the city centre but which would serve a wide sub regional catchment area.

Culture and the Environment

The Exeter area possesses very rich and diverse cultural characteristics, which have a direct bearing on policies for:

- (i) regeneration and economic development
- (ii) environmental conservation
- (iii) community development
- (iv) creation of sustainable communities.

In spatial terms, the cultural attributes of the area may be grouped under the following main headings:

- (i) its outstanding environment, including its estuaries, coastlines and protected areas;
- (ii) the cultural value in heritage terms of the city of Exeter as a regional hub;
- (iii) the vibrant cultural life of towns and villages including the quality of arts provision, the breadth of sporting opportunities and the potential of the creative industries sector;
- (iv) the value of culture and the environment as a driver for tourism.

In the period to 2026 there is a need to address previous under-investment in cultural facilities by ensuring adequate levels of quality cultural provision in the infrastructure of new development. Standards of cultural entitlement should be established for the different communities in the area and provision made for adequate and sustainable levels of access to cultural opportunities in both rural and urban locations. In doing so, high levels of entitlement and access to cultural facilities should be created as a core part of new development proposals. High quality facilities and opportunities for promoting physical activity and access to the countryside should be established to meet the needs of all sections of the community.

Exeter itself should develop as the cultural hub for the sub-region through by enhancing its cultural quarter focused, on the Castle area, and it should conserve its historic city centre and enhance its public realm.

The Exeter area should enhance the provision of quality new performance and sporting facilities, promoting cultural tourism through the provision of quality visitor facilities of a scale and design that reflect the outstanding environmental qualities of the sub-region.

Infrastructure Investment priorities

The development strategy proposed for the Exeter area requires significant investment in infrastructure, particularly in respect of transport infrastructure. This investment will need to be in phase with development proposals as set out in Table 1 above.

Transport

The Vision for the Exeter area seeks to take advantage of economic growth and new development to bring about a fundamental change in the quality and accessibility of public transport – reducing congestion and the wider environmental impact of transport.

The Exeter urban area is of relatively limited geographical size and this means that many journeys could potentially be made by sustainable transport modes, walking, cycling, bus or rail. There is already a good bus and rail network, and on some corridors the proportion of journeys made by non-car modes is high. However, Exeter also suffers from significant problems of traffic congestion and poor air quality.

In order to successfully accommodate the levels of growth identified in Table I above there will need to be significant corresponding investment in transport infrastructure and services. This will include:

- a major step change in public transport with enhanced quality, frequency and capacity, through significant new investment in innovative public transport systems;
- ongoing investment in walking and cycling networks linking key areas of employment, education and other key facilities with housing;
- progressive implementation of bus priority measures;
- improved railway stations and additional train capacity on the local rail network;
- additional Park and Ride sites to the west and north of the city;
- improved public transport interchanges, notably at Exeter St. Davids and Exeter Central stations, Exeter Bus/Coach Station, Honiton Road Interchange;
- intelligent Transport Systems to optimise use of available transport capacity;

- demand management, including parking management and allocation of roadspace;
- improvements to key junctions on the city's distributor road network, to tackle congestion without encouraging car travel (Exeter ring road, Alphington Corridor);
- Extensive promotion of "softer" measures such as workplace and personal travel plans.

Successful delivery of the significant development to the east of the city, including the new community of Cranbrook, Skypark and the Science Park is dependent upon provision of a full range of transport infrastructure, both within the development areas and on the strategic transport network. These will include:

- walking and cycling links to and within the areas of new development;
- provision of a new railway station on the Waterloo to Exeter railway;
- a high quality local based public transport corridor serving the city and linking to major new development;
- strategic road infrastructure including Monkerton Link Road, Clyst Honiton Bypass and improvements in the vicinity of M5 Junctions 29 and 30.

The developing role of Exeter International Airport will need to be matched by:

- increased capacity and quality of terminal facilities (2.3m passengers per year by 2030);
- improved apron capacity and taxiways;
- improved public transport access, by direct bus services and shuttles from the railway station.

Outside of the Exeter urban area itself, the continued success of the sub-region will be dependent upon enhanced transport accessibility. Continued balanced development at key towns within the sub-region will need to be supported by:

- investment in walking, cycling and public transport facilities on the Exeter-Exmouth Corridor;
- investment in the strategic network at Exmouth, to give improved accessibility to employment;
- investment at Crediton to give improved access to employment and to tackle air quality problems;
- investment in the public realm of town centres across the sub-region to improve their vibrancy and hence enhance their sustainability.
- Improved interchange at Tiverton Parkway station

Transport links to other areas need to be enhanced, given the pivotal role of the Exeter Sub-Region within the South West Peninsula. This includes the securing of fast and reliable train services on the Great Western train network to London and on the Cross Country network to Bristol/Birmingham; improvements on the South West Trains Network, to give hourly trains to London (Waterloo) together with a half hourly local service to Axminster, and improvements to the A303 road corridor to ensure journey time reliability and enhance safety.

Other Infrastructure

The development strategy for the Exeter area will require significant additional investment in social and community infrastructure. In particular the new community must include the provision of primary and secondary school facilities together with local shopping, cultural and health facilities necessary to meet the needs of the local population, provided for in accordance with an overall development scheme and phased to ensure the timely delivery of community infrastructure and facilities. Facilities such as those for secondary education must be planned for and phased in such a way as to meet the longer term needs of the community over the period to 2026.

Exeter should reinforce and develop its role as a centre for higher education, including the University itself and related research facilities, and its interaction with and driver for the area's knowledge based economy.

Within Exeter itself, housing provision will lead to a growth in population and, in the longer term, there may be a need to reassess the distribution of community facilities, including the balance of secondary education provision in the east and west of the city.

Waste Management

Within the Exeter sub-region there are currently major landfill sites for disposal of household and commercial waste at Heathfield (Teignbridge) and Broadpath (Mid Devon). However, during the period to 2026 there will be a need to reduce dependence upon landfill, and move to the complementary development of treatment facilities which will capture value from the waste stream, preferably through recovery of energy. In order to minimise the transport of waste, such a treatment facility (or facilities) should be located at, or close to, Exeter.

In addition to this, the volume of residual waste for disposal should be reduced by an increase in re-use, recycling and composting. Facilities will be needed to support household collections segregated at source, including materials reclamation facilities (MRF) and reprocessing plant.

At present there is only one household recycling centre for Exeter, at Marsh Barton. To adequately serve the growth within the city and the new community, an additional recycling centre will be needed on the Eastern side of the city.

Composting will play a significant role in diverting waste (including food waste) from landfill. There will be a need for at least 2 strategic in-vessel composting plants within the Exeter sub-region.

Appendix B

Devon County Council Formal Advice to the Regional Assembly on the Proposals for District level development provision to 2021 and 2026

Introduction

The studies undertaken within Devon have effectively encompassed all of the County area and have provided a framework within which overall District level development provision over the period to 2026 can be assessed. An overall context for change has also been set at a sub area level by the Regional Assembly which indicates that development rates within the Peninsula area of the region, development rates should be provide for growth at between RPG10 rates and RPG10 + 25% rates.

In preparing its advice on County wide and District level development provision, consideration has also been given to the most recent demographic projections available. These suggest that for the Devon Structure Plan area, trends indicate a possible need for 80,000 dwellings in the period 2006 to 2026 – a rate of change below that currently provided for in the adopted Devon Structure Plan.

The following proposals seek to take account of the regional context, the most recent demographic projections, the economic forecasts undertaken for the Regional Development Agency and the detailed work undertaken for the sub regional studies. They also reflect the overall strategic principles set out in the advice set out in Appendix I to his report i.e. reducing development rates in the more rural areas, focussing development in such areas on market towns, while increasing overall provision within the main urban areas and sub regional settlements.

Table 3 summarises the advice and shows that:

1. Overall development rates for Devon (4,580 dwellings per annum) should be similar to current RPG10 rates of change (4,430 per annum).
2. Rates of development within the Devon County area i.e. excluding Plymouth and Torbay (3,190 dwellings per annum) should be slightly reduced from RPG10 rates as expressed in the adopted Devon Structure Plan (3,400 dwellings per annum).
3. Development at the three main urban areas of Plymouth, Exeter and Torbay (49,200 dwellings) should contribute more than 50% of the overall provision for the Devon area.
4. A further 8,100 dwellings should be located at the two sub regional centres of Barnstaple and Newton Abbot (a further 9% of the overall Devon total).
5. Development provision within the sub regional study areas would be consistent with demographic projections except in the case of the Plymouth sub region, where provision is significantly greater than projections indicate – reflecting the aspirations for regeneration and economic growth in that part of Devon. At Torbay, increased development provision reflects additional urban capacity identified within the area and the scale of local housing needs as assessed through local studies. It will be critical to ensure that the recent growth in the local economy continues to match the growth in housing numbers in Torbay.

TABLE 3 Proposed development Distribution at District level.

DEVON	2006 - 2021	2021 - 2026
EAST DEVON	8,700	3,150
<i>Exeter PUA</i>	4,800	2,150
<i>Elsewhere</i>	3,900	1,000
EXETER	7,800	2,550
MID DEVON	5,500	1,500
NORTH DEVON	5,800	1,600
<i>Barnstaple</i>	3,100	1,000
<i>Elsewhere</i>	2,700	600
PLYMOUTH	11,500	4,500
SOUTH HAMS	8,200	2,700
<i>Plymouth PUA</i>	4,400	1,500
<i>Elsewhere</i>	3,800	1,200
TEIGNBRIDGE	7,200	1,450
<i>Newton Abbot</i>	3,600	400
<i>Elsewhere</i>	3,600	1,050
TORBAY	7,500	2,500
TORRIDGE	3,800	1,000
WEST DEVON	3,000	800
DNP	800	200
TOTAL	69,800	21,950

PUA	36,000	13,200
SRC	6,700	1,400
Other	27,100	7,350

Exeter sub region (HMA)	29,200	8,650
Plymouth sub region	23,500	8,200
Torbay	7,500	2,500
Northern Devon Sub region	9,600	2,600

