

Agenda for Strategic Planning Committee

Tuesday 17 January 2017, 10.00am



[Members of the Strategic Planning Committee](#)

Venue: Council Chamber, Knowle, Sidmouth, EX10 8HL

[View directions](#)

Contact: Hannah Whitfield, 01395 517542 (or group number 01395 517546): Issued 6 January 2017

East Devon District Council
Knowle
Sidmouth
Devon
EX10 8HL

DX 48705 Sidmouth

Tel: 01395 516551

Fax: 01395 517507

www.eastdevon.gov.uk

- 1 [Public speaking](#)
- 2 Minutes of the Strategic Planning Committee meeting held on 21 November 2016 (pages 3 - 9)
- 3 Apologies
- 4 [Declarations of interest](#)
- 5 [Matters of urgency](#) – none identified
- 6 To agree any items to be dealt with after the public (including press) have been excluded. There are no items that officers recommend should be dealt with in this way.

Matters for Debate

- 7 **Greater Exeter Strategic Plan – Local Development Scheme and other matters** (pages 10 - 43)
The report makes further recommendations on various aspects of the Greater Exeter Strategic Plan (GESP) to be prepared jointly between East Devon, Exeter, Mid Devon and Teignbridge in partnership with Devon County Council.
- 8 **Proposed changes to New Homes Bonus** (pages 44 - 51)
The report updates Members on proposed changes to how New Homes Bonus will be calculated in future years and the financial implications of this for the Council.
- 9 **Adoption of Gypsy and Traveller Site Design and Layout Supplementary Planning Document** (pages 52 - 93)
This report summarises the consultations responses on the Gypsy and Traveller SPD, sets out the proposed amendments to the SPD in response to those comments and seeks adoption of the SPD.
- 10 **Heat Network Strategies for the West End** (pages 94 - 141)
To report updates Members on further work undertaken on Heat Network Strategies for the West End of the District and details the main recommendations.

11 **South Marine Plan Draft for consultation – November 16** (pages 142 - 150)

The report summarises the parts of the South Marine Plan that are most relevant to East Devon and recommends that the Council supports the draft plan.

12 **Status of Planning Guidance** (pages 151 - 158)

The report considers the status of some of the older, outdated planning guidance and recommends that it either be updated or formally withdrawn.

Under the Openness of Local Government Bodies Regulations 2014, any members of the public are now allowed to take photographs, film and audio record the proceedings and report on all public meetings (including on social media). No prior notification is needed but it would be helpful if you could let the democratic services team know you plan to film or record so that any necessary arrangements can be made to provide reasonable facilities for you to report on meetings. This permission does not extend to private meetings or parts of meetings which are not open to the public. You should take all recording and photography equipment with you if a public meeting moves into a session which is not open to the public.

If you are recording the meeting, you are asked to act in a reasonable manner and not disrupt the conduct of meetings for example by using intrusive lighting, flash photography or asking people to repeat statements for the benefit of the recording. You may not make an oral commentary during the meeting. The Chairman has the power to control public recording and/or reporting so it does not disrupt the meeting.

[Decision making and equalities](#)

For a copy of this agenda in large print, please contact the Democratic Services Team on 01395 517546

EAST DEVON DISTRICT COUNCIL

Minutes of a meeting of the Strategic Planning Committee held at Knowle, Sidmouth on 21 November 2016

Attendance list at end of document

The meeting started at 10.00am and ended at 11.45am.

***15 Public speaking**

The Chairman welcomed everyone present to the meeting.

There were no members of the public that wished to speak.

***16 Minutes**

The minutes of the Strategic Planning Committee meeting held on 13 September 2016 were confirmed and signed as a true record, subject to a comment raised on minute *12 (A30 Honiton to Devonshire Inn – Highway Improvement Scheme) being corrected to read:

- Queried whether there would be service station provision. In response, it was advised that there were currently no proposals for provision and that any service station would need to be provided by a private company.

***17 Declarations of interest**

Cllr Jill Elson; minute – *8 – Draft Exmouth Sports Pitch Strategy and *21 – Draft Planning Obligations Supplementary Planning Guidance

Interest - Personal

Reason: Chair of Governors, Exmouth Community College

Cllr Geoff Pook; minute – *21 - Draft Planning Obligations Supplementary Planning Guidance

Interest - Personal

Reason: Involved in the construction industry

***18 Housing Monitoring and Five Year Land Supply Calculations**

The Committee considered the Service Lead – Planning Strategy and Development Management's report outlining the latest monitoring figures on housing completions and projections and setting out the five year housing supply calculation to 31 March 2016. The Council was legally required to monitor housing completions within the District on an annual basis and calculate whether it could demonstrate a five year housing land supply.

Members noted that in summary, over the six-month period from 1 October 2015 – 31 March 2016 there were 515 net new dwellings completed in the District and there had been 1027 net completions over the full monitoring period (1 April 2015 to 31 March 2016). The figures showed that there had been a drop off in completions at the West End and a rise in completions in the rest of the District. The drop in the West End was considered to be a temporary situation which was primarily caused by the reduced flow of available plots with reserved matters at Cranbrook and partially due to uncertainty as a result of the Cranbrook DPD process. Actions were being taken to encourage developers to progress applications and to remove obstacles to delivery.

The five year land supply based on the 31 March 2016 monitor, showed that the Council could demonstrate 5.80 years supply of land for housing with a 5% buffer and 5.07 housing land years supply with a 20% buffer. Members were advised that it was left to the local authority to consider what constituted 'persistent under delivery' and which buffer should be used. The Council had applied a 20% buffer in recent years due to under delivery prior to the current Local Plan, however it was now considered that the Council was clearly delivering at around or above the requirements and therefore the 5% buffer should now be applied.

The Council being able to demonstrate a healthy five year supply meant that full weight could be given to Local Plan policies when assessing planning applications. However, it was stressed to Members that the Council should not become complacent as the buffer could easily be reduced if appropriate windfall sites or allocated sites were not developed. It was therefore important that there was a continued focus placed on increasing housing delivery to strengthen the supply position and provide greater security that could be maintained in the long term. The Planning Advisory Service advice stated that Councils should be aiming for a 7 – 8 year supply as a 5 year supply would render the local authority vulnerable within a very short period.

The Service Lead advised the Committee of a correction to the Housing Monitoring Update appended to the Committee report relating to the calculations – the correction did not affect the overall figures or the five year land supply calculation.

Comments raised during discussion included:

- Slowed delivery in the West End had implications on the delivery of infrastructure and services. In response, it was reiterated that the drop in delivery was envisaged as being a temporary short-term issue.
- There was concern that reduced completions led to higher house prices and while this may be in the interests of the housebuilders it is not in the Council's interests.
- Current policies restrict development in those villages that wished to have limited growth to help sustain services. In response, it was advised that there were over forty Neighbourhood Plans in production – the plans would enable those settlements to bring forward development that met the communities' need. When a Neighbourhood Plan had been through examination and referendum it became part of the development plan for the local planning authority and is given weight accordingly.
- The correlation needed to be made between housing and employment supply. In response, it was advised that it was recognised there was a need to consider how the Council reported on the delivery of employment land and this was being actioned.
- There was a need to consider alternative home models, such as cheaper construction methods and the Council being proactive in bringing forward housing on its own land.
- Affordable homes were still too expensive for the average wage earner in the District – the definition of affordable needed to be revisited. Members were advised that a 'white paper' was anticipated from Government on housing and planning.
- There was a lack of suitable housing to enable older people to downsize.
- The Development Management Committee needed to be mindful that a 5 year land supply was a minimum and that the Council should be aiming for 7 – 8 year supply.

RESOLVED:

- 1. that latest housing monitoring update up to 31 March 2016 be noted;**
- 2. that the approach to the calculation of the five year land supply be noted;**
- 3. that the implications of the latest monitoring report be noted and that the Development Management Committee be asked to note the latest monitoring figures and use them to inform their decision making.**

***19 Draft Exmouth Sports Pitch Strategy**

The Committee considered the Planning Policy Officer's report updating on progress made with the Exmouth Sports Pitch Strategy. The Strategy was being developed as a means to deliver the pitch requirements set out in the District-wide Playing Pitch Strategy (PPS) adopted in June 2015 and sought to address the action plans identified in the PPS in response to issues facing pitch supply in Exmouth currently and up to 2024.

Consultation on the draft Strategy had taken place from 27 May to 8 July 2016. Members noted that 112 representations had been received during the consultation from a wide range of respondents; a summary of the comments received were included in the Consultation Statement appended to the Committee report.

The Committee report outlined the additional work required as a result of key issues raised and the staff and resource implications for future delivery.

Comments during discussion included:

- The expansion of schools onto school playing pitches resulted in an increasing number of schools having to share pitches with clubs.
- Lympstone required a cricket and football pitch – queried whether this could be included in the Strategy.
- Acknowledgment that there was significant work to be undertaken before any final recommendations could be made.
- As well as identifying sites, consideration also needed to be given to the management of them. In response, it was advised that the Strategy needed to be deliverable, however this did not mean that the Council needed to necessarily manage the sites.
- The Council's role should be that of a facilitator.
- Terms of leases needed to be adequate to enable clubs to apply for funding and grants - often the leases were not long enough.

RESOLVED:

- 1. that the work to date on developing the Exmouth Sports Pitch Strategy, including the summary of comments received as detailed in the Consultation Statement, be noted;**
- 2. that the requirement for significant further work on options before a revised draft strategy could be presented to Members for endorsement and published for consultation be noted;**
- 3. that the Strategic Planning Committee recognises the staff and resource implications for the Council in the future delivery of the strategy as a whole and specific project;**
- 4. that the supplementary budget of £25,000 to further assess options and enable drafting of a revised draft strategy in due course be agreed.**

***20 Revised draft Honiton Sports Pitch Strategy**

The Committee considered the Planning Policy Officer's report updating on progress made with the Honiton Sports Pitch Strategy. The Strategy was being developed as a means to deliver the pitch requirements set out in the District-wide Playing Pitch Strategy (PPS) adopted in June 2015 and sought to address the action plans identified in the PPS in response to issues facing pitch supply in Honiton currently and up to 2024.

Consultation on the draft Strategy had taken place from 27 May to 8 July 2016. A summary of the 34 representations received from a wide range of respondents were included in the Consultation Statement appended to the Committee report.

The committee report sought endorsement for a second consultation on a revised draft strategy and outlined staff and resource implications for future delivery. Members noted that there were a number of minor changes and two major changes from the initial draft Strategy – the two major changes concerning St Rita's extension and Mountbatten Park and the former showground.

The Service Lead – Strategic Planning and Development Management drew Members' attention to comments received from Honiton Town Council since the agenda had been published.

Points raised during discussion included:

- Delivery of sports pitches was an issue throughout the District.
- The cricket club should be moved to the St Rita's extension site, the football pitch should remain on the existing site and the rugby pitch should be leased to the rugby club to allow them to progress.
- The former showground was a sustainable location for sports pitches, easily accessible by all modes of transport.
- Reiterated that the Council should be a facilitator.
- Terms of leases needed to be adequate.

RESOLVED:

- 1. that the work on developing the Strategy, including the summary of comments received and subsequent changes made in response as detailed in the Consultation Statement be noted;**
- 2. that the revised draft Honiton Sports Pitch Strategy and supporting documents (SEA/HRA Screening Report, EqIA Screening Report and Consultation Statement) be endorsed;**
- 3. that a further 4 week public consultation on the revised draft Honiton Sports Pitch Strategy and supporting documents (SEA/HRA Screening Report, EqIA Screening Report and Consultation Statement) be agreed;**
- 4. that the Strategic Planning Committee recognises the staff and resource implications for the Council in the future delivery of the strategy as a whole and specific projects.**

***21 Draft Planning Obligations Supplementary Planning Document**

The Committee considered the Senior Planning Officer's report seeking endorsement for consultation on the draft Planning Obligations Supplementary Planning Guidance (SPD). The SPD sought to provide guidance and clarify the position with regard to planning obligations for developers, decision makers, stakeholders and local communities following the introduction of the Community Infrastructure Levy in September 2016.

Members noted that following the consultation, and depending on the responses received, the document would need to be amended and a further consultation undertaken. A final SPD would then be published and adopted.

Comments raised during discussion included:

- The consultation documents should be sent to parish and town councils for their comments.
- Extend the consultation period due to the Christmas period.
- Planning obligations were tied to the land ownership until the obligation was fully complied with, however there some exceptions.
- Queried whether there were sufficient enforcement officers to ensure obligations were adhered to. In response, it was advised that enforcement action was taken on information provided and was therefore reactive.
- Concern was raised that without confirmation that there would be funding for education from CIL, Academy Schools did not qualify for funding from the Education Funding Agency. In response, it was advised that a report regarding CIL governance arrangements would be presented at the next Committee meeting.
- CIL was non-negotiable and therefore made obligations delivered through Section 106 agreements, such as affordable housing and open space provision, more vulnerable.

RESOLVED: that a six week consultation (extended to take account of the Christmas period if required) on the draft Supplementary Planning Guidance, subject to any minor typographical amendments, be agreed.

***22 Housing and Economic Land Availability Assessment**

The Committee considered the Planning Policy Officer's report seeking endorsement for a new Housing and Economic Land Assessment (HELAA) methodology for the Exeter housing market area (Teignbridge, Mid Devon, East Devon and Exeter). The HELAA was an assessment of land that was likely to be available and capable of development for new housing and employment within a certain timeframe and essentially replaced the Strategic Housing Land Availability Assessment (SHLAA).

The HELAA would form part of the evidence to inform plan making and would support early plan preparation for the Greater Exeter Strategic Plan (GESp). Members noted that it would also ensure the Council was aware of deliverable options for development if through the Local Plan review it was identified that additional supply was required. For all the GESp authorities it was intended that a joint 'call for sites' would begin in February 2017.

In response to questions raised during discussion, the Service Lead – Strategic Planning and Development Management advised that:

- The Council would be able to proactively look for suitable housing and employment sites to supplement those submitted through the call for sites and/or combine adjoining smaller sites to form larger strategic sites.
- Whether or not to create a new community or focus on expanding existing settlements would be a policy decision for the GESP authorities.

RESOLVED: that the new Housing and Economic Land Availability Assessment (HELAA) methodology be endorsed.

Attendance list

Committee Members:

Councillors

Andrew Moulding – Chairman

Peter Burrows

Jill Elson

Graham Godbeer

Mike Howe

Geoff Jung

David Key

Rob Longhurst

Philip Skinner

Also present (present for all or part of the meeting):

Councillors:

Brian Bailey

David Barratt

Colin Brown

Jenny Brown

Paul Diviani

John Dyson

Peter Faithfull

Geoff Jung

Geoff Pook

Phil Twiss

Tom Wright

Officers present (present for all or part of the meeting):

Mark Williams, Chief Executive

Ed Freeman, Service Lead – Strategic Planning and Development Management

Keith Lane, Planning Policy Officer

Rob Murray, Economic Manager

Claire Rodway, Senior Planning Officer

Chris Rose, Development Manager

Shirley Shaw, Planning Barrister

Graeme Thompson, Planning Policy Officer

Hannah Whitfield, Democratic Services Officer

Apologies

Committee Members:

Councillors:

Mike Allen

Susie Bond

Peter Bowden

Brenda Taylor

Mark Williamson

Non-committee Members

Councillors:

Alan Dent

Ian Thomas

Officers:

Richard Cohen, Deputy Chief Executive

Chairman Date.....

Report to: **Strategic Planning Committee**

Date of Meeting: 17 January 2017

Public Document: No

Exemption: None

Review date for release: None



Agenda item: 7

Subject: **Greater Exeter Strategic Plan – Local Development Scheme and other matters**

Purpose of report: To make further recommendations on various aspects of the Greater Exeter Strategic Plan (GESP) to be prepared jointly between East Devon, Exeter, Mid Devon and Teignbridge in partnership with Devon County Council.

Recommendation: **It is recommended that the Strategic Planning Committee recommend to Council that;**

- 1. The subject matter of the Greater Exeter Strategic Plan as detailed in the report is agreed, noting that it may be subject to review as the plan is prepared.**
- 2. The draft budget for 2017/18 includes £78,000 per annum for up to 3 years (with a review of resources after 2 years) be made available for the appointment of two additional temporary members of staff to provide sufficient capacity in the Planning Policy Team to be able to work on the Greater Exeter Strategic Plan and to avoid delays in production of the planned DPD's and SPD's and other planning policy work to deliver the development proposed in the Local Plan.**
- 3. In the event that recommendations 1 and 2 are agreed that the following actions to progress work on the Strategic Plan also be agreed:**
 - a) The timetable for the Greater Exeter Strategic Plan is agreed.**
 - b) The Local Development Scheme updated to include the Greater Exeter Strategic Plan (attached at Appendix A) is agreed and that it has immediate effect following the Council meeting on 22nd February 2017.**
 - c) The Greater Exeter Strategic Plan be prepared under Section 28 of the Planning and Compulsory Purchase Act 2004, without the need for a statutory joint planning committee.**
 - d) A Member Steering Group be set up with a representative from each of the five councils, to which East Devon's Portfolio Holder for Strategic Development and Partnerships be appointed, with Portfolio Holder for Economy as his deputy.**

- e) A joint informal advisory reference forum is set up consisting of 5 councillors each from Devon, East Devon, Exeter, Mid Devon and Teignbridge to consider and make comments on draft plan proposals before they are formally considered by each council.
- f) That the Strategic Planning Committee be authorised to deal with all aspects of the preparation of the Greater Exeter Strategic Plan on behalf of the Council save for the final adoption of the Strategic Plan which shall remain with the Council
- g) That resolving any inconsistencies arising from the decisions of individual councils is delegated to the Chief Executive in consultation with the Portfolio Holder for Strategic Development and Partnerships.

It is recommended that the Strategic Planning Committee;

- 4. Approve the “Issues” document (attached as Appendix B) and the draft Greater Exeter Statement of Community Involvement (attached as Appendix C) for consultation purposes.
- 5. Delegate authority to the Service Lead Planning Strategy and Development Management to agree minor changes to wording, corrections and minor format changes which may be required and to agree to the consultation being carried out provided Council agrees recommendations 1-2 above.

Reason for recommendation:

To enable progress to be made on joint working on a Greater Exeter Strategic Plan.

Officer:

Ed Freeman – Service Lead – Planning Strategy and Development Management, e-mail: efreeman@eastdevon.gov.uk, Tel: 01395 517519

Financial implications:

The report requests a budget of £78,000 a year for two additional planners in order to deliver the Plan to the preferred timetable. This additional budget provision has been included within the 2017/18 draft budget report for members consideration through Cabinet, Overview and Scrutiny Committees and for final decision at Council 22 February 2017 to be completed by Finance.

Legal implications:

The approach identified, as previously agreed in July 2016, is entirely permissible and as identified using S.28 Planning and Compulsory Purchase Act 2004 would mean each authority retains the authority to adopt the development plan document. Work towards preparation of a development plan document is required to comply with statutory procedures and it will be necessary to ensure conformity with these going forward. Part of those procedures requires this Council to maintain a Local Development Scheme in respect of the production of planning policy documents. The current version was adopted in July 2016, however, and given that this is an ongoing requirement, it is important that the Council continues to comply by incorporating the production of the Greater Exeter Strategic Plan. By adopting the revised LDS Members will be ensuring compliance with our legal obligations. The recommendation to give authority to the Strategic Planning Committee seems sensible to ensure timely progress and delivery of the Strategic Plan, noting that adoption of the final document will be reserved to Council. Other legal implications are covered in the report.

Equalities impact: Low

Risk: Low

Link to Council Plan: Encouraging communities to be outstanding; Developing an outstanding local economy; Delivering and promoting our outstanding environment; Continuously improving to be an outstanding council.

Report in full

The four Local Planning Authorities of East Devon, Exeter, Mid Devon and Teignbridge have confirmed that they will prepare a joint plan to cover strategic matters for their area and have agreed the general funding arrangements. Work will be in partnership with Devon County Council. Decisions were taken by full council meetings of each on 27 July, 26 July, 31 August and 26 September respectively. It is proposed that further consideration is now given to:

- Subject matter and scope.
- GESP timetable
- Local Development Scheme
- Governance
- Issues Report consultation
- Statement of Community Involvement consultation
- Housing and Employment Land Call for Sites
- Dealing with inconsistencies between councils
- Staffing arrangements

Subject Matter and Scope

The geographical scope and broad subject matter of the plan have already been agreed, extending to East Devon, Exeter, Mid Devon and Teignbridge (excluding Dartmoor National Park) and covering the following strategic planning matters;

- The vision for growth and development
- Housing and economic development needs and general distribution
- Strategic development allocations
- Strategic planning policies and infrastructure proposals
- Other policies where consistency is considered to be beneficial

Decisions on the plan's detailed contents will undoubtedly evolve as the plan progresses, and as evidence presents itself. In particular, the impact of financial and other devolution agreements and government policy changes will be kept under review. However, bearing in mind these uncertainties a potential structure and scope is emerging from officer discussions as below, with implications for city, town and countryside across the GESP:

- Contents
 - A list of chapters and policies.
- Executive summary
 - A short outline of what the plan is seeking to achieve and how.

- Role of the joint plan and relationship with other plans
 - Setting out the overall scope of the plan and how it can support other related strategies such as the Local Enterprise Partnership's policies and the results of the devolution discussions. How it relates to the existing and proposed new local plans prepared by each council and with Neighbourhood Plans. Duty to cooperate discussions.
- Background changes and issues
 - A consideration and analysis of what is happening and the problems and opportunities arising.
- Overarching vision and objectives
 - High level principles underpinning the plan
- Plan Strategy
 - Description of the overall strategy which best meets vision and the challenges facing the area. Covering the big ticket themes of where and how many homes and jobs are needed, how key environmental assets will be protected and enhanced and the need for new and improved infrastructure.
- Strategic Settlements and area strategy and functions
 - The implications of the vision and strategy for each of the main settlements and the plan area as a whole. Setting out the key planning functions and role of these.
- Strategic Development Proposals
 - The strategic development sites allocated in this plan to meet the strategy and other area's needs. Implications for the remaining district/city level local plans' allocations.
- Strategic Policies
 - Homes – setting the strategic targets for the objectively assessed need for housing, and considering the need for specific types of housing (including affordable, student, custom build and accessible homes).
 - Economy – considering forecast economic performance and how the plan can guide/improve. This is likely to include consideration of particular economic sectors (and in particular the evolving role of the knowledge economy and innovation), the protection of key economic assets across the whole plan area.
 - City and Town Centres – giving the overall approach to the need and best locations for retail, leisure and other “main town centre uses” taking account of the existing “hierarchy” of town and city centres in the area.
 - Environment – policies concerning issues including climate change, air quality, flooding, protection of European sites, other strategic landscape and biodiversity matters and heritage protection.
 - Community infrastructure – policies and proposals for the provision of community facilities and infrastructure, including information, smart systems and broadband.
 - Quality of development – improving the design of new development, including consideration of density and space standards.
- Implementation, delivery and monitoring – proposals to ensure that policies and proposals happen on the ground and how their success will be measured.

GESP Timetable

An indicative timetable was included in the previous report, subject to further investigation. Officers have considered this matter further, with a more detailed assessment of the evidence and other stages needed to prepare a strategic plan for this wide area. A revised timetable for the GESP is now proposed, as follows.

- February 2017
 - Consultation on an Issues Report
 - Consultation on a Greater Exeter Draft Statement of Community Involvement
 - Housing and Employment Land Availability Assessment “call for sites”
- January 2018 - Consultation on Draft Plan
- February 2019 - Publication (Proposed Submission) Plan
- August 2019 – Submission of Plan
- November 2019 - Hearings before Planning Inspector
- June 2020 – Adoption after Inspector’s report received

This timetable is reflected in a proposed Local Development Scheme set out in Appendix A, and will be similarly reflected in the other councils’ schemes.

From an East Devon perspective this timetable is considered to be ambitious and resource intensive. The resource implications are discussed in greater detail later in the report but it is important to first consider the other issues associated with this timetable.

Having only recently adopted our Local Plan there may be an expectation among our communities and indeed Members that formal plan making processes have come to an end for at least the next few years at least in terms of the Local plan itself accepting that the production of DPD’s and SPD’s continues. There is no doubt that the timing of this joint venture for the Greater Exeter area has not come at an ideal point in time from an East Devon perspective. It is however important that East Devon is a partner in the preparation of the strategic plan for the area to ensure that a holistic and joined up approach is taken to the planning of the area. The alternative is that authorities such as Exeter and Teignbridge progress their own plans either separately or together. This would leave us to participate in this process under the duty to co-operate which according to the NPPF places a legal duty on us to “.....engage constructively, actively and on an ongoing basis to maximise the effectiveness of local and marine plan preparation in the context of strategic cross boundary matters”. This would not require us to agree to anything that we do not want to but would mean engaging with our neighbouring authorities on their plans when in order to meet the needs of the housing market area development may need to come into East Devon. Whether we are part of the work or not a new housing needs assessment for the area will be undertaken and could indicate further needs in the area both within and beyond the period of our Local Plan. This could put pressure on us to accommodate growth and to undertake an earlier than planned review of the Local Plan in order to make this happen. It is considered that there are obvious problems associated with this approach and it would be much better to be an equal partner on a joint plan.

The key benefit of the above timetable is an opportunity to start looking at and addressing issues that will constrain the future development of the district early. Key pieces of infrastructure such as junctions 29 and 30 of the M5 and the Clyst St Mary roundabout are at capacity and will be significant constraints on future development in much of East Devon. It is difficult to see where future growth could be accommodated in the district if this is not addressed. Other significant constraints include the delivery of SANG’s to mitigate the impact on European protected habitats. Potential solutions need to be considered jointly with our neighbouring authorities and Devon County Council as their land and resources may be needed to unlock some of these issues as well. There is also likely to be a need to pull in substantial government investment to address these issues. Alerting government to this early and tapping in to funding streams as they become

available over the coming years will be key to ensuring that these infrastructure constraints do not hold up the delivery of development in the future as they did in the past. The government will also expect us to be working in partnership to resolve these issues. The danger of not undertaking this work quickly is the potential for us to be unable to meet our future housing and employment needs and a significant risk in the future of us being unable to maintain a 5 year housing land supply.

Governance of Greater Exeter Strategic Plan

Plans require member decisions at certain stages. A joint plan can be prepared under either of Sections 28 or 29 of the Planning and Compulsory Purchase Act 2004. These sections present two options:

- Under Section 28 a joint plan is subject to separate decisions by each of the Local Planning Authorities. In other words, all four councils will need to approve the plan at each relevant stage in accordance with their own constitutions/schemes of delegation.
- Under Section 29, by comparison, a Statutory Joint Committee is set up with the delegated authority to prepare the joint plan as a planning authority. Setting up a joint committee requires that an order is laid before parliament defining its scope, remit and membership. Once the plan is adopted by the joint committee it is as if it has been adopted by each of the participating planning authorities.

The councils are being recommended to prepare the plan under the first of these approaches in view of the need to progress the plan quickly, without waiting for Secretary of State/Parliamentary approval. This would require no alterations to the individual constitutions of each council.

As part of the plan preparation process, it is further recommended that a member steering group is set up between the five councils, consisting of the appropriate portfolio holder from each. This would have no formal decision making powers, which would remain with each council as set out above, but would provide high level leadership guidance into the work of the existing officer board.

It is recognised that it might be difficult for the wider council membership to input into a joint plan through the normal committee/council channels. It is therefore proposed that member input is provided for in two additional ways. Firstly, it is proposed that a joint informal advisory reference forum is set up, consisting of 5 councillors from each of the five authorities (total 25 members). There would be an expectation that the councillors from each authority would be politically balanced. This joint forum would consider plan drafts and comment upon them before they are finalised and presented to the meetings of the individual councils. Secondly, officers will run member briefings before each formal committee cycle to allow all councillors to review and comment upon draft plan contents and proposals. This would help to ensure that councillors' views can be considered before proposals are finalised.

Members should note that there is a separate proposal to set up a Greater Exeter Growth and Development Board as a formal joint committee to consider economic and other related matters across the area. This has been agreed in principle by Exeter and Teignbridge and will be considered by East Devon and Mid Devon (note that Devon County have confirmed their wish not to be involved in such a joint committee at this stage, although this does not undermine their commitment to the GESP). It is envisaged that the member steering group referred to above would have a role reporting on plan progress and strategy to the joint committee. This does not affect the recommendation referred to above to prepare the GESP under Section 28.

Issues Consultation

To give an opportunity to explain the scope of the Greater Exeter Strategic Plan and to encourage initial expression of views, it is recommended that the councils publish a short “launch” document for the plan, attached as Appendix B to this report. This will;

- Introduce and explain the reasons for preparing an agreed strategy across the Greater Exeter area;
- Summarise the proposed general scope and subject matter of the Greater Exeter Strategic Plan;
- Introduce a number of relevant planning issues;
- Invite anyone with an interest to send us their initial views on what a plan of this type should contain and any other matters.
- Fulfill a requirement in the regulations to consult at an early stage on the scope and content of any plan.

There are no specific proposals within this short document, it therefore provides an open opportunity for initial comment. It is proposed that this is published in February 2017, as set out in the timetable above. This allows for the already-timetabled Mid Devon consultation on their own local plan changes to finish before new GESP consultations start, avoiding potential for confusion.

Members are recommended to endorse the issues report for publication and consultation.

Greater Exeter Statement of Community Involvement (SCI)

Each of the councils have their own Statement of Community Involvement (SCI) which contain policies on how the councils will consult on planning decisions. However, these differ between the councils. Therefore if the existing SCI policies were used to guide GESP preparation, the consultation processes would vary within the GESP area. It would be time consuming to review each of the councils' existing SCIs individually to incorporate four identical GESP-specific sections, causing delay and diverting staff resources from actual plan production. Instead, it is proposed that a joint SCI is prepared, covering GESP-specific consultation only, to sit alongside each council's existing SCI.

While there is no specific legal requirement to consult on an SCI it is nevertheless proposed to do so and a draft is attached as Appendix C, to be approved for consultation alongside the Issues report. The final SCI will be brought back to each council for adoption during 2017.

Housing and Employment Land Availability Assessment (HELAA)

It is a requirement of government policy that plans are deliverable; for development allocations a HELAA (formerly SHLAA) is prepared. An early stage of this is a “call for sites” where landowners, developers and site promoters are invited to advise the councils of land which is available for economic, housing and other development. This “call for sites” is not a consultation event as such, however it is of course an open public consultation. It needs to be undertaken early in the plan making process to allow time to research and assess the submitted sites before the contents of the Draft Local Plan are recommended to each council. It is therefore proposed that the call for sites starts alongside the publication of the Issues Report and Draft SCI.

Ensuring Consistency

Because decisions are taken by the four separate councils individually, it is possible that inconsistencies could arise. For example, a change of wording to the Issues Report could be agreed by one of the councils, but not considered by any of the others. It is hoped that this will not occur since the documentation has been prepared with the collaboration of the officers from each of the councils and the report is relatively uncontroversial. However, if that did happen there needs to be a process for achieving agreement before the document is formally published. It would be extremely time consuming for a revised version to go through each council's committee cycle again, delaying plan production against the timetable above. It is therefore recommended that such inconsistencies are resolved through agreement between the four Chief Executives in consultation with the relevant portfolio holders. This is reflected in the recommendations above.

Staffing Resources

The councils agreed to provide a central budget, held by Devon CC, to fund necessary evidence for the GESP work. This has now been set up and is working well. The earlier reports stated that staffing would be considered and reported back in more detail. Thus far the plan has been prepared using staff from each of the partner councils, in varying proportions reflecting their available team members. Following discussions between officers based on the experience so far it is now proposed to instead set up a joint team to carry out the core work on the plan, with staff from the five authorities (calling in additional staff, for example specialist advice, where necessary). It is considered that this will increase the efficiency of the work and in particular help to achieve the timetable set out above.

Devon, Exeter and Teignbridge propose to continue to task existing staff to this joint team, without the need for additional staff being employed. However existing workloads within East Devon and Mid Devon do not currently permit this approach in the short/medium term. Accordingly, each of these authorities propose to appoint temporary staff to provide additional capacity on planning policy matters to enable them to have appropriate representation in the joint team from April 1st 2017. When workloads allow, existing East and Mid Devon staff will become available to work on the GESP. Further details such as location, timing and Human Resources implications are to be determined by agreement between officers of the five councils.

As mentioned earlier in the report the Planning Policy Team are busy preparing SPD's and DPD's to support delivery of the Local Plan and it is considered that this must remain our first priority. If we are to be properly represented in any officer team for the GESP work and ensure that East Devon's views are properly represented it is considered that two additional members of staff will be required. Clearly key decisions regarding the content of the GESP will be made by Members and so appropriate East Devon input is guaranteed based on the governance arrangements mentioned earlier in this report. It is however considered important that appropriate representation is included in any officer group as key evidence and assessment work will be carried out and it is important that this is robust and balanced in the approach that is taken. It is also considered vital that the team benefit from local knowledge of East Devon and experience of the planning issues of the area and how the community and Members respond to planning matters. Without appropriate input at officer level there is a concern that East Devon interests cannot be properly represented and the joint plan process will be endangered of being flawed or failing altogether.

Groups Consulted

The report has been agreed jointly with officers of the five participating authorities and is being presented (with appropriate variations to reflect local matters) to each.

Time-scale

The LDS will be in force from 11 January 2017. It sets out the timescale for the preparation of the Greater Exeter Strategic Plan and includes the various documents in production in support of our Local Plan as well.



East Devon Local Development Scheme

Work Programme for Planning Policy Production for 2017 to 2020

January 2017

1 Introduction

- 1.1 The Local Development Scheme (LDS) of East Devon District Council sets out a programme and timetable for production of future planning policy documents. For full details of consultation arrangements for both Planning Policy work and Development Management (specifically in respect of processing and determination of planning applications) please see the Statement of Community Involvement (SCI), this refers to policy documents that cover parts or all of East Devon only:

<http://eastdevon.gov.uk/media/344008/statement-of-community-involvement-2013.pdf>

A separate LDS, shared by East Devon District Council, Exeter City Council, Mid Devon District Council and Teignbridge District Council is also to be approved and it will be specifically concerned with production of the Greater Exeter Strategic Plan, see:

Insert Web Address of the GESP LDS Here

- 1.2 The Council has resolved that this new LDS should take effect from – **assuming it is endorsed from the day after Full Council – 23 February 2017**. This LDS covers the time period from 2017 through to 2020, it is envisaged however that it will be revised and superseded before this end date.

2 The Adopted East Devon Local Plan

- 2.1 The East Devon Local Plan, covering most policy matters across the District, was adopted on the 28 January 2016. It covers the 18 year period from 2011 to 2031. Policy documents in this LDS will be written within the context of the policy of the adopted East Devon Local Plan though noting that there is the intent to produce the Greater Exeter Strategic Plan (see below).

3 Future Development Plan Documents in East Devon

- 3.1 Development Plan Documents (DPDs) sit at the top of the hierarchy of District Council planning policy documents. The term ‘local plan’ is used interchangeably with DPD; although the Council has an adopted plan (which is a DPD) called the ‘East Devon Local Plan’ the use of the wording ‘local plan’ should also be taken to include all other DPDs as well. DPDs are of fundamental importance in respect of informing prospective developers of the types of development and locations for development that are likely to be appropriate and they are the key

policy document used in determining planning applications. There are specific legally defined procedural steps that need to be complied with in order to produce a DPD, some of these are referred to in this LDS, however for a full complete picture see: The Town and Country Planning (Local Planning) (England) Regulations 2013, at:

http://www.legislation.gov.uk/uksi/2012/767/pdfs/uksi_20120767_en.pdf

3.2 This LDS sets out that there will, from 2017 to 2020, be four extra DPDs that will be produced, these are:

a) **Greater Exeter Strategic Plan** – the following planning authorities:

- East Devon District Council;
- Exeter City Council;
- Mid Devon District Council; and
- Teignbridge District Council.

have agreed to produce a strategic level plan for the greater Exeter area – this, amongst other matters, will set out over-arching policy for the scale and distribution of development and will include large scale strategic allocations. Greater detail on more localised policy will be set out in separate, East Devon specific, planning policy documents. In due course, but not detailed in this LDS, is the expectation of a new District wide local plan that will follow on after GESP production. The DPDs listed below are of relevance to locations or specific subject matter in East Devon.

b) **Villages Plan** – this plan will be specifically concerned with development issues and boundaries in and around key villages of East Devon and town of Colyton it will also address Greendale and Hill Barton Business Parks. For more information see:

<http://eastdevon.gov.uk/planning/planning-policy/villages-plan/>

c) **Gypsy and Traveller Development Plan** – this plan will identify the permanent and transit housing needs of the gypsy and traveller community, allocate sites to meet this need and provide policy guidance on site development. This plan will not be produced if sufficient and appropriate gypsy and travellers sites come forward through other plans or are otherwise provided or developed. For more information see:

<http://eastdevon.gov.uk/planning/planning-policy/gypsy-and-traveller-plan/>

- d) **Cranbrook Development Plan** – this plan will allocate development sites and establish policy to enable the new town of Cranbrook to expand to provide around 8,000 homes and associated social, community, employment and environmental facilities. For more information see:

<http://eastdevon.gov.uk/planning/planning-policy/cranbrook-plan/>

4 Waste and Minerals Planning

- 4.1 It should be noted that responsibility for waste planning and minerals planning in East Devon rests with Devon County Council; they have legal responsibility for producing plans and determining planning applications. The County Council adopted a new Devon Waste Plan in 2014:

<https://new.devon.gov.uk/planning/planning-policies/minerals-and-waste-policy/devon-waste-plan>

and adopted a minerals Plan in 2004:

<https://new.devon.gov.uk/planning/planning-policies/minerals-and-waste-policy/minerals-local-plan>

A new Devon Minerals Plan was submitted for Examination in 2016:

<https://new.devon.gov.uk/planning/planning-policies/minerals-and-waste-policy/devon-minerals-plan>

The adopted waste plan and minerals plan are also be part of the Development Plan for East Devon.

5 Programme for Development Plan Documents Production

- 5.1 Tables 1, below, sets out the proposed programme for DPD production. For full details of consultation on DPD plan preparation please refer to the SCIs. It is stressed that information relating to Government plan making regulations is provided as a guide only and for a complete record, specifically in respect of legal defined processes, legislation and regulations (as may be updated or amended at any point in time) should be consulted.

Plan and Key Stages (Plan making regulation numbers in brackets)	2017												2018												2019												2020											
	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec

Gypsy and Travellers Plan	Note that the Gypsy and Traveller plan will only be produced if other means to secure sites are not forthcoming																																															
Plan preparation (18)	█																																															
Committee approval for draft plan consultation												█																																				
Consultation on draft plan												█	█																																			
Consider draft plan consultation responses												█	█	█																																		
Committee approval for publication consultation												█																																				
Publication consultation & representations (19 & 20)												█	█																																			
Council approval sought to submit												█																																				
Submission and Examination (22 & 24)												█	█																																			
Oral hearing sessions (if required) (24)												█																																				
Receipt of Inspectors report (25)												█																																				
Main Modification consultation (if required)												█	█																																			
Committee approval and Adoption (26)												█																																				

Greater Exeter Strategic Plan	Note that the timetable and stages for the GESP are common to all the joint partner authorities																																															
Plan preparation (18)																																																
Committee approval for Issues report consultation	█																																															
Consultation on issues report	█	█																																														
Committee consider draft GESP plan												█																																				
Consultation on draft GESP plan												█	█	█																																		
Publication of proposed submission plan (19 & 20)												█	█	█																																		
Submission of plan to Inspectorate (22 & 24)												█																																				
Examination hearings for plan (24)												█																																				
Post Examination modifications consultation												█	█																																			
Adoption of GESP (26)												█																																				

6 Supplementary Planning Documents and Other Planning Policy Documents

- 6.1 In addition to DPDs we will also produce Supplementary Planning Documents (SPDs). These SPDs are simpler in nature and in production process, they provide extra guidance on development and will assist with and encourage sustainable development.
- 6.2 Details of SPDs that are planned to be produced as well as other planning policy related documents are set out in Table 2. It is stressed that this is not, and is not intended to be, a definitive list of supplementary plans that may be produced but it does give a guide that is of current relevance.
- 6.3 Legislation and regulation relating to SPD production is also set out in The Town and Country Planning (Local Planning) (England) Regulations 2013, specifically Regulations 11 to 16.
- 6.4 As a minimum, noting the need to comply with legislative requirements:
- SPDs will need to be produced in draft and approved by the council for public consultation;
 - consultation will need to run for at least four weeks (though typically we will aim for at least six weeks);
 - be formally adopted by the Council, where appropriate with amendments from consultation added; and
 - adoption will need to be supported with a formal adoption statement.
- 6.5 In addition the Council will produce additional policy documents or guidance that may not be in the form of a DPD or SPD (it may not have met legal tests of production to qualify) but it will be approved or adopted by the Council to help inform decision making and as such could constitute a material consideration in the determination of planning applications. Some of the documents listed in Table 2 may have this non-SPD status.

Table 2 – Production Schedule for Supplementary Planning Document and Other Guidance

It should be noted that the schedule below sets out some of the documents that the Council may produce. It is provided for guidance purposes only and should not be regarded as a definitive list of all or any documents that will be produced. Over the period from 2017 to 2020 the expectation is that additional guidance will also be produced.

Guidance	Commentary	Time Scale
Developer Contributions and Planning Obligations	This SPD will set out guidance on the types of developer contribution that will be sought and the relationship between Section 106 agreements and the Community Infrastructure Levy.	Initial consultation has taken place and adoption is expected in 2017.
Gypsy and Traveller Site Layout and Design	The SPD will set out guidance on gypsy and traveller site layout and site design issues.	Initial consultation has taken place and adoption is expected in early 2017.
Green Infrastructure Strategy for East Devon towns	This SPD will set out guidance for Green Infrastructure provision across East Devon – but especially in respect of the towns of the District (with the exception of Cranbrook which will have its own detailed policy).	This guidance is likely to be produced after 2017.
Beer Quarry – Bats Guidance	The East Devon AONB team are leading on production of this SPD which will set out detailed guidance in respect to protected bats and potential adverse impacts that could arise from development.	The expectation is of consultation and adoption in 2017.
East Devon Local Heritage List	This SPD will establish ground rules for determining how assets will be assessed in respect of their appropriateness for inclusion on the Local Heritage List.	The expectation is of consultation and adoption in 2017.
East Devon Design Guide	This design guide will cover the whole of East Devon and will be particularly applicable to larger sites and schemes.	This guidance is likely to be produced after 2017.
Householder Design Guidance	This guidance is to be used by the householder team at the council and will set out guidance on design approaches and standards that can be appropriate.	The expectation is of consultation and adoption in 2017.
Site Specific Design Guidance and Development Briefs.	As need arises guidance and briefs will be produced to support delivery and development of allocated and identified development sites.	Ongoing through 2017 to 2020.

Guidance	Commentary	Time Scale
Coastal Change Management Areas	This work will look at coastal change issues with a view to production of future policy (such policy may need to feature in a DPD).	Ongoing through 2017 and may extend beyond this time period.
Honiton Sports Pitch Strategy	This work will help establish policy for future sports pitch provision in Honiton. Work to date has identified favoured options.	The expectation is of adoption in 2017.
Exmouth Sports Pitch Strategy	This work will help establish policy for future sports pitch provision in Exmouth. Initial consultation has taken place and further evaluation and engagement will take place in 2017.	Ongoing into 2017 with expected adoption in 2017 or 2018.
Affordable Housing SPD	This guidance will set out more detailed information in respect of affordable housing provision, potentially to include in respect of starter homes, shared ownership and rented properties as well as issues around location, size and mix and reference to links to and roles of Community Land Trusts and Housing Associations.	Ongoing into 2017 with expected adoption in 2017 or 2018.
Built Environment Heritage Strategy	This strategy will set out our broad approach to, and priorities for, built heritage conservation.	Ongoing into 2017 with expected adoption in 2017 or 2018.
Self Build Register Policy	The Council has an existing self build register and the expectation is of a need for future policy or guidance to promote self build development and clarify the role of the Council in respect of site promotion and potential provision.	Ongoing into 2017 with expected adoption in 2017 or 2018.

7 Neighbourhood Plans

- 7.1 Many parish groups and Parish Council's in East Devon are actively involved in Neighbourhood Plan production. Neighbourhood Plans are produced by the local community for their local area and they can include planning policies and also community related actions/proposals. The Planning Policy team at the District Council provide active support to local communities but it is stressed that whilst the District Council ultimately adopt Neighbourhood Plans, and they become part of the Development Plan for the District, the responsibility for plan production rests with the neighbourhood group preparing the plan.
- 7.2 More information on Neighbourhood Plan making can be viewed on the District Council web site at:
<http://eastdevon.gov.uk/planning/neighbourhood-and-community-plans/>

8 Community Infrastructure Levy

- 8.1 East Devon District Council has adopted a Community Infrastructure Levy (CIL) Charging Schedule; charges were applied from 1 September 2016. CIL provides a means to secure monies from development to help support provision of infrastructure. The CIL Charging Schedule is not a DPD but production ran in parallel with Local Plan production and monies collected will support implementation of proposals in the Local Plan and other DPDs. For more information on the charging schedule and relevant charges see:
<http://eastdevon.gov.uk/planning/planning-policy/infrastructure-provision-and-community-infrastructure-levy/>
- 8.2 In early 2017 work will start on preparation of a revised CIL charging schedule.

**Planning Policy Section
East Devon District Council
Council Offices, Knowle,
Sidmouth
EX10 8HL**

**Email: localplan@eastdevon.gov.uk
Website: <http://eastdevon.gov.uk/planning/planning-policy/>**

Greater Exeter Strategic Plan



Consultation: Issues
Regulation 18
February 2017



Introduction

The local authorities of East Devon, Exeter, Mid Devon, Teignbridge and Devon County Council are working together, engaging with stakeholders and communities, to prepare a new joint plan. By working together we are seeking to deliver the best possible outcomes for the provision of new homes, jobs and infrastructure for existing and future generations, while also protecting and enhancing the environment. The plan area is being called Greater Exeter and covers all of the four local authority areas, excluding Dartmoor National Park.

This document is the first stage in producing the joint plan and is designed to stimulate debate early in the process. Your input will help inform the contents of the new plan and decisions on future growth and development. We need to be proactive in setting out where development will be located to ensure we meet the government’s aim of boosting the supply of housing.

A new plan

The new document, looking forward to 2040, will be called the **Greater Exeter Strategic Plan**.

The purpose of preparing the Greater Exeter Strategic Plan is to:

- Have a joined-up vision and aspirations for the area
- Meet the area’s housing needs in the right locations
- Secure economic growth and increased prosperity
- Provide transport and infrastructure improvements needed to support sustainable growth
- Conserve and enhance the area’s environment



What is this document?

This is the first step in preparing the Greater Exeter Strategic Plan and, after setting out some background, we are asking your views on:

- The scope and content of the new joint plan**
- The key issues facing the area**

Your feedback will help shape the first draft of the Greater Exeter Strategic Plan which will be consulted on in 2018.

How to get involved

You can make comments on this document between 17th February 2017 and 31st March 2017. Please fill in the online consultation form at:

www.gesp.org.uk/<insert here>

If you need an alternative format to submit a response please email <insert here> or call **<insert here>**

We will be holding public exhibitions where you can learn more about the Greater Exeter Strategic Plan.

Date/time	Place
<insert here>	Exeter
<insert here>	Newton Abbot
<insert here>	Tiverton
<insert here>	Honiton

If you would like to be informed of progress without responding to this consultation, please register your details by providing us with your name and address, and if possible, email address.

Preparing the plan

Writing the Greater Exeter Strategic Plan will involve extensive evidence gathering, public consultations and joint working with neighbouring authorities and partners. You can follow the progress of the Greater Exeter Strategic Plan at: www.gesp.org.uk

We will prepare the plan using these steps:

Stage one (Current)	Issues Consultation and Call for Sites	You can comment on the content of the plan and provide local knowledge.
Stage two	Draft Greater Exeter Strategic Plan	You are invited to comment on draft policies, potential development locations and supporting information, based on the previous stage and evidence gathering.
Stage three	Publication version of Greater Exeter Strategic Plan	You can comment on the revised plan, changed in light of the previous stage and further evidence gathering. Plan and comments go to the Planning Inspector.
Stage four	Planning Inspector's hearings	An independent Planning Inspector examines the plan, evidence and comments made. He/she holds hearings to discuss the 'soundness' of the plan.
Stage five	Adopted Greater Exeter Strategic Plan	The plan is adopted and is used to inform local planning policy and decisions on planning applications.

Proposed contents of the Greater Exeter Strategic Plan

Councils are required to produce planning policy documents to cover key issues such as housing, employment and the environment. We are proposing that the Greater Exeter Strategic Plan will include:

- Vision and objectives
- Strategy (covering the overarching direction of the area, the function of places, housing, economy, connectivity, environment, healthy and resilient communities)
- Strategic policies
- Development policies
- Strategic proposals and allocations (development and infrastructure)
- Delivery policies
- Monitoring indicators

The Greater Exeter Strategic Plan and other plans

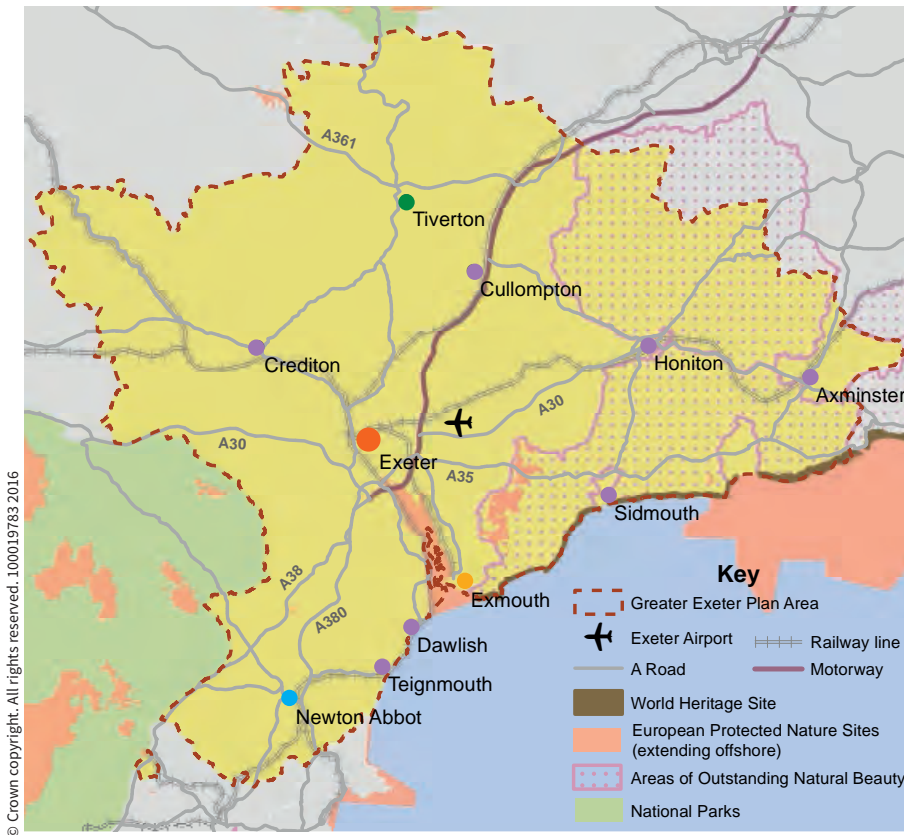
The relationship of planning documents in the Greater Exeter area is shown below:



Question 1

Do you have any comments on the content of the Greater Exeter Strategic Plan and its relationship with other plans?

The place



● Exeter

The attractive city of Exeter is located strategically in south east Devon. At the heart of the Greater Exeter area it acts as a hub for local road and rail connections. Exeter benefits from a university, retail, commercial and cultural strengths and this, together with its setting, has encouraged strong economic growth. Exeter has been successful in attracting investment in knowledge based industries, building on the strength of the university and key employers like the hospital and Met Office.

Due to Exeter's location and economic success the city's population and its surrounds have grown significantly in recent years.

● Newton Abbot

Newton Abbot, part of the heart of Teignbridge, is the largest market town in the south west of the area.

It is located on the Teign Estuary between the coast and Dartmoor. It is strategically located close to the A38 and the A380 and also has a mainline rail station. The town offers a retail centre and employment which complements the business offer of Exeter, with specialist manufacturing. The town has developed large, residential areas in the recent past.

● Tiverton

Tiverton provides the greatest range of social and commercial services in the northern part of the area. It has good access to the M5, a rail service at Tiverton Parkway and is connected to the North Devon Link Road. Tiverton has seen significant housing development in the recent past. The largest employment sector is retail and wholesale trade with some larger employers.

● Exmouth

Exmouth is the largest coastal town in the Greater Exeter area and is an important residential and commercial centre. Beside the sea and estuary, it is a desirable visitor and tourist destination with access to the Jurassic Coast (a World Heritage site) and a reputation for water sports. The Exe Estuary is an important wildlife habitat with European protection. The town benefits from a local rail link to Exeter but has a constrained road connection to the M5 and Exeter.

● Other market and coastal towns

The market and coastal towns in Greater Exeter play an important role in providing local services, facilities and some job opportunities. They offer highly valued access to rural and coastal environments.

Recently, the catchment area of people travelling to Exeter has increased, indicating a need to travel to achieve higher wages and better work prospects. Increased movement for work has created challenges for our transport system. A reliance on car journeys and difficulties in improving roads due to environmental and financial limits makes travel an issue in some locations.

■ Rural areas and villages

Most of the Greater Exeter area is rural or coastal. These beautiful areas provide a vital environmental asset for the area in terms of quality of life.

Larger villages act as local centres, complementing the role of nearby towns and Exeter. Although farming is not as significant a part of the economy as it once was, it supports many residents and associated industries. It also performs a vital role in managing the countryside.

The issues

Here are our initial ideas on the issues affecting those who live and work in the Greater Exeter area which could be addressed in the plan:



Housing

We know many residents in Greater Exeter find **houses unaffordable** and/or **struggle to find the right properties** to meet their needs (for example young families, older people). However, the picture is not the same everywhere; disparity is created by mixed levels of wealth and different house prices in the area.

The quality of our homes is also a key issue for many; we have homes which could be in **better condition**.



Economy and employment

Greater Exeter has a good level of employment. However, **wages are low** compared to national averages. To improve the choice of jobs and the wages people receive, we need to maximise the assets we have for **high value economic growth** and ensure our workforce is appropriately **skilled and productive**.



Transport

Many people living in Greater Exeter experience barriers to reaching employment and services. The rural nature of much of the area is a cause of this in a lot of cases. **High car dependency** is an **expensive** burden on many households and it is causing **traffic issues** on parts of our road network. It is also difficult to serve the rural areas efficiently with regular **bus services**. The reliance on cars has an **environmental cost** too. Transport can also be an opportunity – walking and cycling have significant health benefits.



Environment

We live in an exceptional environment in terms of our city, towns and villages, coastline, rural areas and our heritage. It is important socially, economically, and inherently, that our **natural and built environment** is **conserved and enhanced**.



Healthy communities

Our health is linked to many factors - the quality of our homes, our affluence, our lifestyles, the environment we live in. Whilst ensuring we **maximise opportunities to improve health** we also need to respond to new challenges. We have an **ageing population**; parts of Greater Exeter have significantly higher than average numbers of older people who may have specific requirements which need to be planned for. **Fuel poverty** also has a negative effect on people's health.



Adapting to future challenges

The impact of **climate change** on Greater Exeter is a difficult issue to quantify but the extreme storms in 2014, which damaged the railway at Dawlish, and **flood risk** are examples of challenges to which we may need to respond more often due to changes in our climate. Alongside environmental challenges we also need to be prepared for **economic pressures**, with uncertainty due to our withdrawal from the European Union and fluctuations in costs of goods (for example fuel).



Infrastructure

For communities to function and prosper they need infrastructure to support them, for example schools, health services, buses, trains, roads, broadband and flood defences. As the Greater Exeter population grows, further infrastructure will be required to ensure residents can thrive. Infrastructure **capacity** and **location/accessibility** are issues to be addressed.



Question 2

Do these reflect the issues you see facing Greater Exeter?
If not, what should we add or change?

What will Greater Exeter be like in the future?

We need to bring together a strong, clear and aspirational vision for the area. We want to make sure that the Plan deals with the current issues and helps to achieve an improved future.

Greater Exeter up to 2040

Exeter has an important role to play as a critical focus for investment and innovation to increase the prosperity of residents across the wider area. It has the potential to expand significantly the contribution it makes to the economic well-being of the southwest and the national economy, focusing on new, high tech industries such as applied environmental sciences and applied data analytics. The towns surrounding Exeter also have a key role in realising their full economic potential to support local residents too.

One of the key assets of the area, and one of the things most valued by residents, is the quality of the natural environment - the coast, the wider landscape and the historic and cultural heritage it contains.

There is also a strong relationship between the city of Exeter and the towns and communities in the wider area. This is a relationship that brings benefits to the whole area in terms of economic prosperity, access to facilities and overall quality of life.

Draft vision

The unique benefits of having a thriving, historic, University City situated within a vibrant network of rural towns and villages are maximised. The needs of Greater Exeter's communities are embraced, with economic successes built upon and new growth opportunities realised. Our exceptional coastal and rural environments are maintained and enhanced, supporting the healthy lifestyles of our communities. The area is a global leader at addressing the economic and environmental challenges associated with low carbon, energy, climate change and transport and Greater Exeter is established as a leading location for innovative, data-driven and knowledge-led businesses. Growth is sustainable, resilient and proactively managed to benefit both urban and rural communities.



Question 3

Is the draft vision appropriate for guiding the future of the Greater Exeter area up to 2040?
If not, what changes would you like to see?

Themes for the Greater Exeter Strategic Plan

To deliver the vision and address the planning issues identified, we think the Greater Exeter Strategic Plan should consider the following to inform our objectives:



Housing

- Quantity and cost
- Type
- Quality
- Location



Economy and employment

- More and better paid jobs
- New investment
- Building on specialist expertise
- Growing existing industries



Transport and communications

- Accessibility
- Rail, road and air links
- Sustainable and active travel
- Communication and technological systems, for example broadband



Environment

- Conserving and enhancing our environment
- Landscape and seascape
- Heritage
- Biodiversity
- Public spaces



Healthy communities

- Active lifestyles
- Balanced communities
- Social, sports and cultural facilities
- A healthy living environment



Adapting to future challenges

- Flooding
- Environmental adaptation
- Economic diversification
- Low carbon and energy



Infrastructure

- The effective use of existing assets
- Innovation



Delivery

- Infrastructure provision and funding
- Design standards
- Affordable housing



Question 4

Have we missed anything?
If yes, what additions or changes should we make?

Growth in the Greater Exeter area

If we want to secure the supply of high quality, reasonably priced housing for current and future generations, and continue to grow and develop our economy and prosperity, we need to plan for new development in addition to what is in our existing planning documents. If we do this proactively we can make sure that new development conserves, enhances and harnesses our special environment and provides for our quality of life.

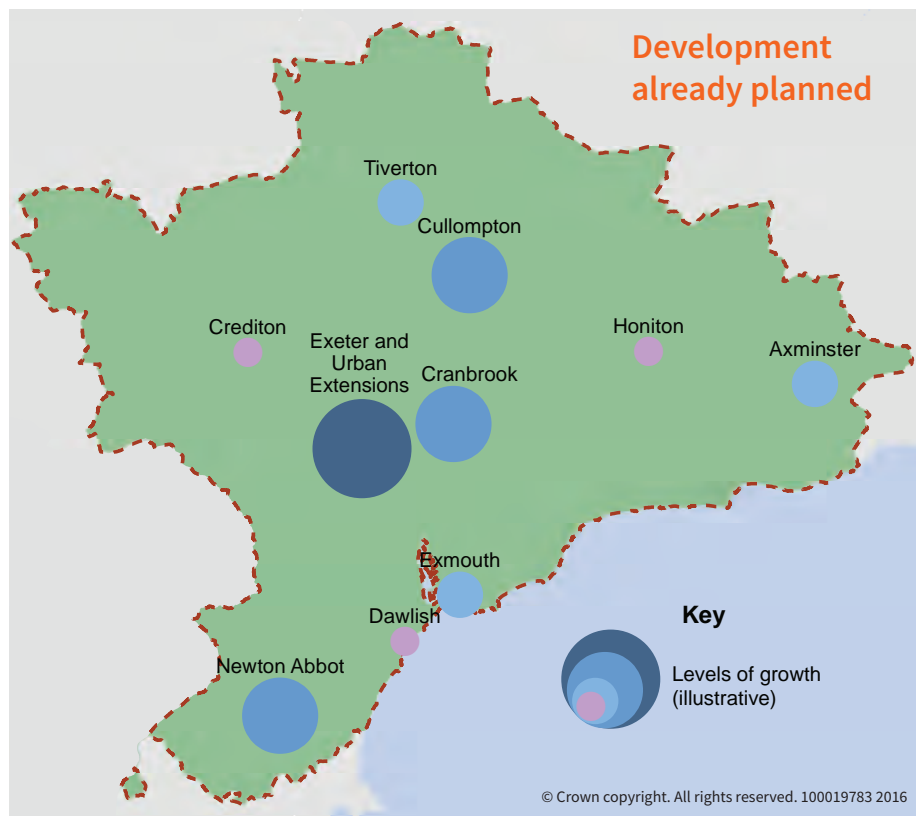
Now

Current plans (which only go up to between 2026 and 2033 depending on the area) set out the need for approximately 2500 new homes to be provided each year in the area. The broad pattern of development set out in these plans currently focuses growth in Exeter and its immediate surrounding area through the delivery of a new community at Cranbrook and a series of large urban extensions on the edge of the city at Newcourt, Monkerton and South West Exeter. This is complemented by smaller developments on the edge of Exeter, including Pinhoe.

Development close to Exeter and at Cranbrook accounts for almost half of the total housing provision planned in the area. Major employment sites are already planned for the east of Exeter at Science Park, Skypark and at a freight terminal.

Growth in and around Exeter is complemented by a series of urban extensions at Newton Abbot, Tiverton, Cullompton, Dawlish and Axminster, with some smaller scale growth in the remaining market and coastal towns such as Exmouth.

The current development pattern has been successful in delivering housing and economic growth although care has been needed to minimise pressure on sites of environmental importance, particularly the European protected Exe Estuary and East Devon Pebblebed Heaths. The transport network continues to be affected, with significant traffic and slower average speeds on some parts of the road network.



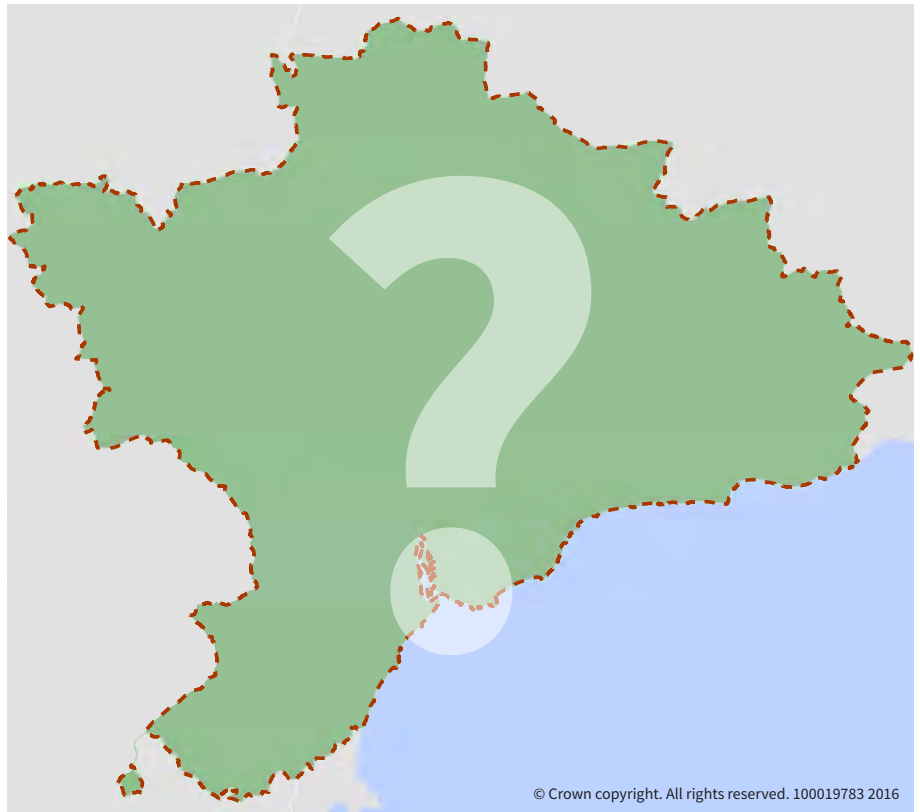
The future

Looking to the future we will need to think about how development can be best accommodated if we are to deliver the housing and economic provision the area needs. We also need to respond to central Government's focus on increasing housing supply.

Technical work is underway to consider the number of houses and jobs we need in future. Evidence is also being prepared to cover environmental issues, transport, infrastructure and other themes.

While the detail is being worked up it is useful to consider how we could provide for future growth in the Greater Exeter area while conserving the high quality environment. We will need to think about how forms of development we are currently seeing may work in the future.

Future stages of the Greater Exeter Strategic Plan will set out more detail, suggesting where future development could be located.



© Crown copyright. All rights reserved. 100019783 2016



Question 5

If we are to meet the area's needs for housing and employment, what forms of development do you feel best deliver our draft vision?

For example:

- More efficient use of land in Exeter
- Major urban extensions in Exeter and main towns
- Dispersed small scale development
- Stand alone new communities
- Other



Question 6

Are there any further comments you would like to make on the Greater Exeter Strategic Plan?

Thank you very much for taking the time to look at this document. Your views are valued and responses to the questions will help shape the future of the Greater Exeter Strategic Plan.

To request this information in an alternative format or language please call <insert here> or email <insert here>

We consider requests on an individual basis.

Greater Exeter Strategic Plan (GESP) Joint Statement of Community Involvement Draft for Consultation

We are carrying out consultation on this document between 17 February 2017 and 31 March 2017. You are invited to give us your views either electronically at www.gesp.gov.uk/xxx or in writing (addressing correspondence to xxx). If you need help understanding what is proposed, or making your views known, please contact us by emailing xxx or calling xxx.

This is a Joint Statement of Community Involvement (SCI) that sets out our approach for consultation and involvement in the Greater Exeter Strategic Plan (GESP) only. The Joint SCI will be adopted by the four authorities working in partnership on the GESP: East Devon District Council, Exeter City Council, Mid Devon District Council and Teignbridge District Council.



This SCI has been kept clear and concise to ensure that as many people as possible will read it and understand our approach.

Important Note:

This joint SCI only sets out the consultation approach on the Greater Exeter Strategic Plan and not on other planning documents or on planning applications. All authorities have existing Statements of Community Involvement containing policies for consultation and involvement in other policy documents and planning applications, and these are not affected by this document. Please contact the individual authorities for details.

Background

The GESP will be a formal statutory Development Plan Document, providing the strategic planning framework for the four Local Planning Authority areas (therefore excluding any part of Dartmoor National Park). Devon County Council will assist with producing the GESP. The GESP will contain strategic allocations and policies, including those that set the overall spatial strategy and amount of housing and employment land to be provided. It will cover the period to 2040.

Consultation is required at various stages during the GESP's preparation, including "Publication" stage, after which it will be submitted to Government.

An independent Planning Inspector will then carry out an Examination into the document, considering the views of interested people. The final decision on the soundness of the Plan will be made by that Inspector, after which the plan will be adopted by the four councils. You can find government guidance on preparing local plans here:

<https://www.gov.uk/guidance/local-plans>

General principles of planning consultation

We will apply some general principles to our GESP consultation:

- Involvement will be open to all regardless of gender, faith, race, disability, sexuality, age, rural isolation and social deprivation
- We will undertake consultation when the plan is still at a formative stage

- We will choose consultation processes by balancing cost and time constraints, and our level of discretion on the outcome
- Consultation publications will be clear and concise and avoid unnecessary jargon, without understating the complexities of any decision. They will give sufficient reasons and information to allow an informed response. Enough time (usually 6 weeks) will be given for responses
- Responses will be considered conscientiously
- We will inform people who respond to consultations of later stages
- We will make consultation documents available at council offices and public libraries
- Consultation documents will be made available for download on the Council's websites and on the GESP website (www.gesp.gov.uk/xxx) and will be available for purchase at a price reflecting publication costs
- If asked we will give copies of consultation documents to community groups, councils and other statutory organisations
- We will consider organising or supporting consultation events such as public exhibitions

Who we will consult

- Statutory organisations including councils, infrastructure providers and government bodies as legally required or otherwise appropriate
- The general public
- Groups representing place or interest communities
- Local businesses
- Voluntary and other organisations
- Planning and development industry and consultants
- Others who have expressed an interest in the subject matter

How we will consult

- We will contact appropriate organisations and individuals directly
- We will publicise consultations by a combination of the following methods: website, press release, leaflets, posters, displays, social media, community groups, community events

- We will publish comments received or a summary as soon as feasible. We will explain how these comments have been taken into account when decisions are taken

When we will consult

- An initial short consultation document is published alongside this joint SCI (www.gesp.gov.uk/xxx) to ask for views and ideas about the scope and content of the Plan
- After considering the initial consultation responses we will consult on the Draft Greater Exeter Strategic Plan
- We will formally publish the 'Publication Version' document for representations in accordance with the relevant regulations before submission to Government

Report to: **Strategic Planning Committee**

Date of Meeting: 17 January 2017

Public Document: Yes

Exemption: None

Review date for release None



Agenda item: 8

Subject: **Proposed Changes to New Homes Bonus**

Purpose of report: This report is to update Members on proposed changes to how New Homes Bonus will be calculated in future years and the financial implications of this for the Council.

Recommendation: **That Members consider the report and the attached District Council's Network briefing note.**

Reason for recommendation: To ensure that Members understand the implications of the proposed changes to New Homes Bonus and to ensure that this informs Members future decisions on housing delivery matters.

Officer: Ed Freeman – Service Lead Planning Strategy and Development Management

Financial implications: Financial details are contained in the report.

Legal implications: There are no direct legal implications arising from the report..

Equalities impact: Low Impact

If choosing High or Medium level outline the equality considerations here, which should include any particular adverse impact on people with protected characteristics and actions to mitigate these. Link to an equalities impact assessment form using the [equalities form template](#).

Risk: Low Risk

[Click here to enter text on risk considerations relating to your report.](#)

Link to Council Plan: Encouraging communities to be outstanding, Developing an outstanding local economy, Delivering and promoting our outstanding environment, Continuously improving to be an outstanding council.

Report in full

The report follows the government's provisional announcement of the Local Government Finance Settlement. A District Council's Network briefing note is attached as Appendix 1 to this report for Members information. The main implications for Planning are the proposed changes to new homes bonus which can be summarised as follows:

- Reduction the number of years payments are made from 6 years to 5 years in 2017-18 and then to 4 years from 2018-19 (for existing and future years allocations)
- No payment will be made on housing growth below 0.4% (the deadweight baseline) of the council tax base in each year (and the government will retain the option of making adjustments to this 0.4% baseline in future to reflect significant and unexpected housing growth);

The result of the above changes means that the government will assume that we should be providing a 0.4% increase in the number of properties in the district as a matter of course. This amounts to circa 270 homes per year and means that we would not receive new homes bonus for these dwellings and only for the number provided over and above 270. In the last two years the number of new homes delivered was 1,025 and 1,102 and therefore the proposed change amounts to a reduction in new Homes Bonus of about a quarter of the in year calculation of the growth, a reduction equivalent of a third of million in grant for 2017/18. This will cumulate in time (2020/21) to a reduction in a quarter of the total payment.. The reduction in the number of years over which New Homes Bonus would be paid for new properties would further reduce income from this funding stream. With projections of housing delivery over the next couple of years also lower than in the last few years the council could see a significant reduction in income through New Homes Bonus in future years.

The government also considered further changes to the new homes bonus including removing it altogether from authorities that have yet to agree a local plan but decided not to proceed with this measure. They are also considering not paying new homes bonus for housing developments granted on appeal however the government will consult further on this measure. It is understood that there will be no change to the 80:20 split in allocation between districts and counties.



DISTRICT COUNCILS' NETWORK

Innovative and collaborative
solutions for people and places

DCN Briefing – Provisional Local Government Finance Settlement

This briefing sets out the key headlines in relation to the key announcements made in the provisional local government finance settlement that impact on districts. The provisional settlement will be subject to consultation until Friday 13th January. The DCN has also attached the 'on the day response' that it issued as a press statement immediately after the autumn statement in **Annex A**.

New Homes Bonus

Alongside the provisional local government finance settlement the DCLG finally published its response to its spring consultation on the new homes bonus which in turn shaped allocations for the New Homes Bonus in 2017/18 and beyond. The SofS confirmed that the savings of £240 million from the reform of the New Homes Bonus have been allocated to social care authorities through a new Adult Social Care Support Grant.

The changes to the New Homes Bonus can be summarised as follows

Reduction the number of years payments are made from 6 years to 5 years in 2017-18 and then to 4 years from 2018-19 (for existing and future years allocations) – alternative options had included a reduction to two or three years or a straight move to four year but these were rejected in the response

No payment will be made on housing growth below 0.4% (the deadweight baseline) of the council tax base in each year (and the government will retain the option of making adjustments to this 0.4% baseline in future to reflect significant and unexpected housing growth);

The Government decided **not to remove the new homes bonus for those district councils that are yet to agree local plans** or for homes granted on appeal in 2017/18. However it indicated that it would consult further on the latter measure and also examine in 2018/19 withholding New Homes Bonus payments *from local authorities that are not planning effectively, by making positive decisions on planning applications and delivering housing growth*

No change to the 80:20 allocation between Districts and Counties for NHB

DCN next steps

These changes amount to a £75 million reduction of NHB allocations for district councils in 2017/18 alone (when compared to last year forecasts), £45 million of which will be due to the new deadweight baseline. 80% of respondents to the consultation did not agree with the imposition of new deadweight baseline and the figure of 0.4% appearing to be arbitrary (no evidence was provided as to how this figure was reached – the actual consultation raised the prospect of a 0.25% baseline rate).

The DCN is also very concerned about the proposal to review the baseline in future to reflect significant and unexpected growth. Instead of the NHB being an incentive to increase housing growth it would appear to creating a perverse incentive to increase the baseline rate in the event of significant housing growth.

The consultation on the provisional settlement asks for view on whether there should be any further transitional measures for local authorities to deal with these changes. The DCN will be actively exploring this route to set out its concerns in relation to the new baseline rate in particular and offering proposals to mitigate the impact on district councils. The DCN will also be developing some core lines that can be shared with MPs as part of a co-ordinated district response.

Rural Services Delivery Grant (RSDG)

This grant is to remain and will be paid to the upper quartile of local authorities based on the super-sparsity indicator.

Council Tax Referendum Principles

Shire District councils allowed increases of less than 2% or up to and including £5, whichever is higher.

A core principle of 2% rise to council tax for shire counties, unitary authorities, London boroughs, the Greater London Authority, fire authorities and the Police & Crime Commissioners (PCC). PCC whose Band D precept is in the lowest quartile of that category will continue to be allowed increases of less than 2% or up to and including £5, whichever is higher.

The ability for social care authorities to increase council tax by an additional 3% in 2017-18 or 2018-19, but still cannot exceed 6% in total over the 3 year period 2016-17 to 2018-19.

Referendum principles will not be extended to town and parish councils at this time, but still could be in future.

Business Rates

All top-ups and tariffs have been recalculated in line with the draft list following the 2017 business rates revaluation. This is broadly in line with the proposals in the technical consultation document for the 2017/18 settlement with a couple of changes

The Government is expected to publish a further technical consultation in due course and the Secretary of State confirmed that they intend to introduce a Bill into Parliament early in 2017. A future funding review will also be published in the new year.

Public Health

The Department for Health published final allocations of the public health grant for 2017/18. The announcement confirms indicative allocations published in February 2016.

The grant will be worth £3.3 billion, a reduction of £84 million from 2016/17. This follows a £77 million reduction in 2016/17 and a £200 million in-year cut in 2015/16.

District Councils' Network responds to provisional local government finance settlement 2017/18

In response to today's provisional local government finance settlement, **Cllr Neil Clarke, chairman of the District Councils' Network (DCN)** said: "The New Homes Bonus (NHB) scheme has provided a powerful and popular growth incentive in localities, enabling councils to grant more planning permissions, making development more acceptable for local communities which have seen the benefits of growth through investment in supporting infrastructure and the delivery of homes where they are needed most.

"While a continued focus on rewarding those councils that deliver the most housing growth is welcomed, the DCN is extremely concerned that the substantial reduction in funding for NHB for all councils, particularly the introduction of a 'deadweight' baseline of 0.4%, will blunt its positive impact and have a detrimental effect on acceptable growth, rather than sharpen its focus - at a time when housing growth is the number one priority for the Department for Communities and Local Government.

"The new deadweight baseline of 0.4% - which will mean that NHB is only paid at growth above this level - is an arbitrary figure which will cut approximately £45m from NHB allocations to district councils in 2017/18 and is at a higher level than the original consultation proposed.

"Some district councils will receive no additional New Homes Bonus for 2017/18 as a result of this change, contrary to the Government's aspiration to encourage growth, and we call on the Government to reduce the level of the baseline, to reduce the impact on all district councils.

"A significant reduction in NHB revenues will not only reduce the incentive for communities to embrace growth, but will inevitably reduce the number of capital and revenue projects that improve the health and wellbeing of residents, and which, furthermore, reduce the burden of demand on adult social care

"The DCN recognises the need for additional adult social care funding to meet ever-increasing demand. The application, however, of sticking plaster solutions, which only recycle existing local government funding, does not tackle the wider need for a sustainable and long-term funding solution, alongside a far greater focus on prevention to reduce demand.

"To that end, the DCN will continue to emphasise the relevance and importance of introducing a prevention council tax precept - a 2% prevention levy for district councils - to

reflect the key role that districts play in prevention and demand-reduction for the wider public sector across the country.”

- Ends -

Notes to Editors:

From analysis of DCLG figures, the overall impact of all changes to New Homes Bonus for 2017/18 represents a reduction of approximately £75m when compared to last years forecasts, £45m of which is because of the new baseline rate.

About DCN

The District Councils' Network is a member led network of 201 district councils. We are a Special Interest Group of the Local Government Association (LGA), and provide a single voice for district councils within the LGA and to Central Government.

- The District Councils' Network was established in 2009 and works on behalf of all district councils nationwide.
- All district councils are represented on the Network's Assembly by council leaders nationwide.
- An elected group of leaders represent the district councils nationwide on 22-strong Member Board.
- A corresponding group of Chief Executives represent councils on the Chief Executives Group.

<http://districtcouncils.info/> Twitter: @districtcouncil

All enquiries

Jonathan Werran

Strategic Communications Officer

DCN

Tel: 0207 664 3050

Mob: M: 077958 42483

Email: jonathan.werran@local.gov.uk

Report to: **Strategic Planning Committee**

Date of Meeting: 17 January 2016

Public Document: Yes

Exemption: None

Review date for release None



Agenda item: 9

Subject: **Adoption of Gypsy and Traveller Site Design and Layout Supplementary Planning Document**

Purpose of report: The Gypsy and Traveller SPD has now been subject to 6 weeks public consultation. This report summarises the consultations responses and the proposed amendments to the DPD in response to them. It is recommended that the SPD be adopted.

Recommendation:

- 1. To agree the amendments to the Gypsy and Traveller Site Design and Layout Supplementary Planning Document**
- 2. To recommend that the Supplementary Planning Document be adopted by Cabinet.**

Reason for recommendation: To obtain the agreement of Members that the SPD be adopted.

Officer: Claire Rodway
Email: crodway@eastdevon.gov.uk
Tel: 01395 571543

Financial implications: There is currently £500k in the capital programme in 2017/18 for this project.

Legal implications: Supplementary Planning Documents should be prepared only where necessary and in line with paragraph 153 of the National Planning Policy Framework. They should build upon and provide more detailed advice or guidance on the policies in the Local Plan. They should not add unnecessarily to the financial burdens on development. Regulations 11 to 16 of the Town and Country Planning (Local Planning) (England) Regulations 2012 set out the requirements for producing Supplementary Planning Documents.

Equalities impact: Low Impact

Risk: Medium Risk

A lack of clarity could lead to delays and confusion in determining planning applications. There is also a risk that Gypsies and Travellers, as a protected minority group, are discriminated against or suffer hardship contrary to the Public Sector Equality Duty and the Equalities Act 2010.

Links to <http://eastdevon.gov.uk/planning/planning-policy/gypsy-and-traveller-plan/>




background information:

Link to Council Plan:

Encouraging communities to be outstanding; Developing an outstanding local economy; Delivering and promoting our outstanding environment; Continuously improving to be an outstanding council

1. Introduction

- 1.1 Members will recall that, in September 2016, they agreed to consult upon the Gypsy and Traveller Site Design and Layout SPD for a minimum of 6 weeks. The SPD dealt with matters of detail to be considered when laying out a site, not where pitches should go or the numbers of pitches needed in the District. The consultation has now concluded and the responses have been summarised in the table at Appendix A.
- 1.2 In total, 12 responses were received from interested parties. These included general comments, comments on landscape issues, and one letter of support for the siting of up to 30 pitches at Cranbrook. Three respondents specifically objected to the number of pitches at Cranbrook and the possibility of accommodating transit pitches there.
- 1.3 No Gypsies or Travellers responded directly but the National Federation of Gypsy Liaison Groups commented broadly on their behalf. The Federation considered that the guidance was unduly detailed and the requirements for annual electrical safety checks (by a qualified person) are unreasonable.
- 1.4 The SPD has undergone the following process and has reached the final stage. The SPD has been amended to take account of the consultation responses, and a revised version is attached to this Agenda (Appendix B). It is not considered necessary to reconsult on the amendments as the SPD was generally non-contentious and there is a clear reason and justification for the (relatively minor) changes which have been made.

SPD Process stage	What is involved?
<p>Stage 1 Development of evidence base</p> 	<ul style="list-style-type: none"> • Identification of the issues and collection of the information needed to prepare the SPD • Engagement with relevant stakeholders to decide on content and level of detail of the SPD
<p>Stage 2 Drafting of the SPD (Regulation 12 of Local Plan Regulations 2012)</p> 	<ul style="list-style-type: none"> • Drafting of SPD • Consultation with stakeholders and members of the public • Minimum of 4 weeks consultation
<p>Stage 3 Finalisation of the SPD and supporting documents</p> 	<ul style="list-style-type: none"> • Formal consideration of points raised in Stage 2. • Amendment of the SPD as required and finalisation of the supporting documents in light of consultation. • Potentially further consultation
<p>Stage 4 Adoption of SPD by the Council (Regulation 14 of local Plan Regulations 2012)</p>	<ul style="list-style-type: none"> • Report to Strategic Planning Committee (for ratification by Cabinet). If Cabinet agree, then EDDC can adopt the SPD and produce an Adoption Statement

1.5 It is recommended that the Strategic Planning Committee agree to adoption of the amended SPD (supported by the Equalities Impact Assessment, Consultation Statement and Strategic Environmental Assessment and Habitats Regulations screening) and recommend this to Cabinet. If Cabinet agree then the SPD will be adopted for use in determining planning applications and an adoption statement will be produced.

Appendix A

East Devon Gypsy and Traveller Site Design and Layout Supplementary Planning Guidance

Draft for Consultation from 04/10/2016 to 15/11/2016 Summary of Responses

These tables include a brief officer summary of comments received on the East Devon Gypsy and Traveller Site Design and Layout SPD draft for consultation. For full details of responses received please see <http://eastdevon.gov.uk/planning/planning-policy/gypsy-and-traveller-plan/>

Rep no.	Name	Comment/Summary of comment	Officer Response
224	South West Water	No comment at present	-
232	Aylesbeare Parish Council	<p>Concerned at lack of progress.</p> <p>Parish has experienced permission being granted on appeal due to lack of suitable sites, need a Plan so that this doesn't happen again.</p> <p>Sites should be close to main roads, not in deserted or unspoilt locations.</p>	<p>Site identification work is ongoing in parallel to the SPD, but very few sites are being put forward by landowners. Aylesbeare PC, along with other PC's were invited to suggest suitable sites but haven't done so yet.</p>
1422	R Bloxham	<p>Welcomes guidance which is helpful.</p> <p>Document should differentiate between settled and transitory Gypsies and Travellers. There is a need for at least 4 types of sites:</p> <p>Sites for Gypsy families that are based in East Devon;</p> <p>Sites for Traveller families that are based in East Devon (which must be separate from the former);</p> <p>At least one site for transitory Gypsy families who wish to stop for a short time in East Devon; and</p> <p>At least one site for transitory Traveller families who wish to stop for a short time in East Devon (which must be separate from the former).</p> <p>States that there is no evidence of seasonal, transitory need- the report is inaccurate.</p> <p>Needs assessment does not break down the requirements for each type of site, sites can't be allocated until this is known.</p> <p>Sites don't need to be in the west of the District unless they are extensions to existing sites, new family sites could be anywhere in East Devon, just as with the settled population.</p> <p>Up to 30 pitches at Cranbrook is an over allocation. This scale is excessive if proper integration is to be possible.</p>	<p>The needs assessment didn't differentiate between different types of Gypsy and Traveller. Suggest that a new para 1.12 is added which clarifies the position and recognises that, whilst both groups have the same basic space and amenity requirements, the finish could reflect their cultural preferences.</p> <p>This is based on the needs assessment which used the data available. There is evidence of a need for transit pitches but this isn't broken down to individual District level. There is limited evidence of unauthorised stops due to the way that data is collected and the DCC policy to tolerate them.</p>

		<p>Small family sites are preferred by everyone, larger sites are not justified at Cranbrook.</p> <p>References to Cranbrook residents preferences are wrong- they are skewed because they don't reflect most people's view that 30 is too many pitches for the town, the figures should be represented.</p> <p>The comments in the report about pitch size, orientation, layout, amenity buildings, infrastructure, water supply, drainage, sewerage, energy, waste disposal, scrap, storage, postal services, site management, landscaping, the keeping of animals and site boundaries are welcomed.</p> <p>Support the principle that everyone is entitled to a peaceful and enjoyable environment and protection of their amenity, so self-employment must respect this.</p> <p>Transit sites are supported but not where they are part of residential sites. They need to be located near main roads so aren't suited to permanent residential use (if they are not visible, they tend not to be used and unauthorised use will continue on more visible sites) and any adjoining residential use tends to expand so that transit pitches are lost and the site ends up larger than anticipated.</p>	<p>Given the recent planning permissions granted, there is now a need for 28 new pitches. If sites elsewhere in the District are approved the number of pitches needed at Cranbrook will reduce further.</p> <p>This paragraph reflected the results of consultation on the Cranbrook Plan. It is agreed that they should be deleted as they do not add significantly to the SPD.</p> <p>It is agreed that transit sites should be located close to main roads to maximise their use and reduce the likelihood of unauthorised stops.</p>
3209	Nick Freer, David Lock Associates on behalf of the East Devon New Community Partners	<p>Comments provided on behalf of Taylor Wimpey UK, Hallam Land Management and Persimmon Homes, collectively (EDNCp).</p> <p>Local Plan states that there are lots of potential options to accommodate need. Policy H7 advocates expansion or intensification of existing sites.</p> <p>The need for sites for gypsy and traveller provision should be revisited in the District, previous assessment is dated 2014, not up to date.</p> <p>EDDC should demonstrate that it has undertaken full, robust and proactive investigations of the options. SPD should make this context clear and restate the priorities in the Local Plan in terms of seeking to identify options for intensification and expansion of existing sites and through the provision of local authority and RSL owned or managed sites. SPD should emphasise these options, particularly the design opportunities and design principles to be adopted in facilitating expansion and intensification.</p> <p>Proposed design guidance and minimum standards are inflexible and could frustrate delivery and is contrary to the evidence base and Government Policy. NPPF states policies should "<i>optimise the potential of the site to accommodate development</i>" (para 58). The SPD appears to propose a uniformly low density form of layout.</p> <p>Disagree that a minimum of 500 sq metres should be required for all pitches. This is not a national requirement and isn't evidenced. This takes no account of various other forms of space that are discussed in the SPD so would result in forms of density lower than most of the remainder of the built up areas of East Devon's towns and conflict with NPPF. Unachievable in the expansion of existing sites and in delivery terms since many sites will</p>	<p>The evidence is less than 2 years old, the resources required for another assessment, and disruption to the Gypsy and Traveller population is not justified.</p> <p>The SPD is intended to apply to new, extended and more intensified layouts.</p> <p>The Needs Assessment recommends a minimum 500 sqm per pitch. This figure is also used in the neighbouring authority of Teignbridge who partnered us in the assessment work, and on Council owned sites in neighbouring South Somerset. The Policy suggests a density of 20 pitches per ha on new sites to accommodate the amenities and parking required by each family, but recognises that,</p>

		<p>be unaffordable.</p> <p>The SPD proposes a one site fits all policy contrary to CLG guidance and needs assessment. Welwyn Hatfield Borough Council sizes are more sensible, <i>“pitches will range in size depending on the size of household...a pitch size of 175sqm may be suitable for a smaller single person household pitch, 325sqm for an average family size pitch and 500sqm for a large family sized pitch.”</i> Smaller pitches are necessary and required.</p> <p>SPD should include a reference to sites and layouts needing to be subject to consultation with the existing settled community and with the gypsy and traveller communities.</p> <p>Little regard has been had to other cost factors - e.g in the promotion of Devon hedgebanks or of renewable energy. Such features are not necessary and cannot be requirements of a layout or scheme.</p> <p>A robust and proactive assessment would provide a range of opportunities for provision and a range of potential implementation measures to bring such sites forward. As such EDNCp would anticipate that there would be no (or very little) need to make provision at Cranbrook. References to Cranbrook should be amended as further work by the Council will result in far more appropriate locations than Cranbrook for provision especially having regard to the needs of the Gypsy and Traveller communities. Should avoid concentrating all of East Devon’s need at Cranbrook as this does not reflect need and would be unbalanced. Not possible to meet criteria in H7 at Cranbrook</p> <p>The SPD should:</p> <ul style="list-style-type: none"> • spell out the opportunities for intensification and expansion and provided design guidance relating thereto; • avoid minimum and intransigent standards that will serve to frustrate the delivery of various types of provision; • delete all reference to minimum standards of space - and recognise the need for a range in the types of provision; • delete all reference in particular to a minimum pitch size of 500 sq metres (especially in the new policy and in para 2.3) • set out the obligation to optimise the potential of sites; • avoid absolute standards to be adopted in all circumstances - it is not necessary either to plan for a minimum 15 metre trailer (2.7), to set out detailed standards for amenity buildings (page 18); • carefully avoid prescription in relation to the need for or elements of specific features. There is not a one fits all design solution • the last but three para of the policy on page 28 - “Each pitch...” should be deleted. • refer to the importance of consulting existing and new communities on the form and specifics of provision; and • recognise the need to deal with each case on its merits with design depending not on standards and prescription but site characteristics and the needs of the existing and future residents 	<p>where additional pitches are proposed as an extension to existing family pitches (e.g. to accommodate growing families) and existing facilities are to be shared, space needs will be assessed on an individual basis.</p> <p>Individual or two person families will still require sufficiently large plots to accommodate a living van, parking for work and travelling vehicles, outside space and an amenities block/day room, so the space requirement may not be significantly smaller than a family pitch. The SPD wording at para 2.3 has been amended to add flexibility though.</p> <p>Consultation will take place as part of the planning application process.</p> <p>Cost factors have been taken into account and, where these features are not essential (renewable energy) the text states that they will be ‘encouraged’ rather than required.</p> <p>The Local Plan Inspector agreed that Cranbrook should accommodate up to 30 pitches. The SPD adds detail to the Local Plan, it is not an opportunity to change Local Plan Policy.</p>
3743	Natural England	Do not wish to comment as the SPD doesn’t affect their interests to a significant extent.	-

6154	Planning Policy, South Somerset DC	<p>Consultation Statement – Appendix 3: this should say: <i>Additionally, SSDC have a continuing need for transit provision and there may be opportunities on arterial roads close to the East Devon border.</i></p>	<p>Agree that Consultation Statement should be amended.</p>
7207	Cranbrook Town Council	<p>The positive information in the documents will help to provide good accommodation for Gypsies and Travellers and allay some of the concerns of residents.</p> <p>EDDC still do not make any distinction between the needs of different Gypsy and Travellers groups and the fact that they need accommodation separate from each other. It is still not specified how many sites and pitches are required for each, this would help to inform how the sizes and distribution of sites were allocated.</p> <p>Transit sites aren't dealt with properly. A need for transit places near the main routes remains, considering the instances of unlawful occupation every year. If residential sites are to be located in Cranbrook, these should not also be used as transit sites.</p> <p>The need for permanent pitches seems to stem from the needs of existing families who are expanding. Why do these families need to remain in the west of the district? If settled families expand they are expected to be flexible with regard to location and not expect accommodation close to their ancestral roots.</p> <p>The disproportionately high allocation of up to 30 pitches in Cranbrook remains a real concern – such a large number would lead to poor integration.</p> <p>Provision of small family-size sites is preferred by everyone, why does E D D C propose larger sites? The Town Council is concerned about the figures quoted from the Cranbrook survey about the size of sites. Following previous community engagement the Town Council is of the view that a significant proportion of the local community would have expressed that 30 pitches per site was too many if the question had not been worded in the way it was.</p> <p>Sites being used for some of the “traditional” employments associated with Gypsies and Travellers is a concern due to the impact on neighbours (settled community and other G and T's).</p> <p>Concerned about the potential contravention of existing established covenants in Cranbrook which stipulate that residents are not permitted to run businesses from their properties or park commercial vehicles in Cranbrook over a weight of 3.5 tonnes. The provision of any workspaces/business spaces on any Gypsy and Traveller plots plus the parking of larger vehicles would contravene the current covenants.</p>	<p>The needs assessment didn't differentiate between different types of Gypsy and Traveller. Suggest that a new para 1.12 is added which clarifies the position and recognises that, whilst both groups have the same basic space and amenity requirements, the finish could reflect their cultural preferences.</p> <p>There is limited evidence of unauthorised stops due to the way that data is collected and the DCC policy to tolerate them. It is agreed that transit sites should be located close to main roads to maximise their use and reduce the likelihood of unauthorised stops.</p> <p>Given the recent planning permissions granted, there is now a need for 28 new pitches. If sites elsewhere in the District are approved the number of pitches needed at Cranbrook will reduce further.</p> <p>This paragraph reflected the results of consultation on the Cranbrook Plan. It is agreed that they should be deleted as they do not add significantly to the SPD.</p> <p>The evidence underpinning Government Guidance supports a maximum site size of 15 dwellings as being appropriate. We don't have evidence to contradict this and require a specific lower threshold, but we do acknowledge that smaller sites will be preferable, particularly in rural areas.</p> <p>These are legal matters and beyond the scope of the SPD.</p>
7458	Planning Officer, National Federation of Gypsy Liaison Groups	<p>Guidance is unduly detailed and restrictive. Each site will have different considerations, guidance should be applied with flexibility and this should be specifically acknowledged.</p> <p>The description of what should or should not be provided in an amenity building is unnecessary although we accept that an indicative floor plan is useful.</p>	<p>Agree that flexibility should be referred to.</p> <p>It is important that a minimum standard for the facilities within an amenity building is established. This is considered to be useful to a site provider.</p>

		<p>The suggestion that a fire risk assessment should invariably be undertaken is unduly restrictive. The requirement that electrical equipment must be inspected annually by competent and appropriately qualified personnel is wholly unreasonable. This would never be imposed on “bricks and mortar housing” and is thus discriminatory.</p> <p>The guidance fails to recognise that under the revised definition of Gypsies and Travellers as set out in Planning Policy for Traveller Sites, Gypsies must follow a travelling lifestyle. Thus, in the future, most Gypsies will need the means to travel for employment. In our experience this results in the need for sites to accommodate a touring caravan, and possibly a pick-up truck, as well as a living caravan or mobile home. Pitches will thus need to be large enough to accommodate these items but your suggested layouts will not.</p>	<p>Mobile dwellings are more susceptible to fire risk due to their construction, proximity and cooking/heating methods- access restrictions can make fires harder to deal with too. A risk assessment is considered essential. The requirement for electrical equipment to be tested annually has been amended to ‘should’ rather than ‘must’.</p> <p>The guidance states “that typical permanent pitches should be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers), drying space for clothes, a lockable shed, parking space for two vehicles and a small garden” which is larger than the representor suggests is required.</p>
7641	Landscape Architect, EDDC	<p>Where referring to being in keeping with the local character reference should be made to EDDC’s and DDC’s Landscape character assessments to ensure the SPD complies with Strategy 46 of EDDC’s local plan.</p> <ul style="list-style-type: none"> - Document should include typical section and key turning circles for vehicles highly likely to use the scheme - Para 2.6 and para. 2.9 conflict as one talks about providing consistency in the treatment of boundaries while the other promotes variation to serve individual needs. - The para. 2.15 examples which are highly likely to be unacceptable to East Devon should not be included in the SPD as they might cause confusion. The final example layout has a very high ratio of hardstanding, why not label the boundary treatment: ‘Boundary treatment to assist integration into wider landscape context’; which would allow for more variation in boundary treatments. None of the sample layouts include space for SuDS, which should be considered under EDDC policy EN22. - Para. 2.16 – the design of Amenity buildings should consider their landscape and visual impacts within the design and site selection process. - Para 3.10 – Reasonable walking distance should be defined more clearly. The layout of the play area should take account of its local and visual context. - Para 3.15-3.17 Landscaping – Should include the following guidance: ‘Any landscape design and site layout should take account of the management guidelines set out in the East Devon and Blackdown Hills Areas of Outstanding Natural Beauty and East Devon District Landscape Character Assessment & Management Guidelines 2008 and the Devon County Council 	Agree that SPD should be amended to refer to these matters.

		<p>Landscape Character Areas Assessment.'</p> <p>- Para. 3.25-3.26 Drainage – reference should be made to DCC’s SuDS Manual. Any drainage scheme will have to show how the SuDS Management train has been applied.</p> <p>- Para. 3.31 – The use of lighting should also consider potential biodiversity impacts.</p> <p>- Gypsy and Traveller Supplementary Planning Guidance Policy 1 should take account of the East Devon and Blackdown Hills Areas of Outstanding Natural Beauty and East Devon District Landscape Character Assessment & Management Guidelines 2008 and the Devon County Council Landscape Character Areas Assessment. Currently the policy includes no reference to these landscape evidence bases. The policy needs to be strengthened to include: ‘Any drainage scheme will have to show how the SuDS Management train has been applied’ to ensure the policy complies with DCC’s SuDS Manual and EDDC policy EN22</p>	
7703	RC Jones	In the case of schemes proposed in open countryside, permissions should be granted as exceptions and land should be reinstated if it becomes disused/abandoned.	Agree that SPD should be amended to refer to these matters.
7705	Environmental Health, EDDC	<p>This service has no comments to make regarding the contents of the consultation documents however we do have observations regarding our statutory work and our involvement with the owners and residents of existing gypsy and traveller sites as well as other agencies and neighbours.</p> <p>Our observations:</p> <ul style="list-style-type: none"> • There have been a number of cases where non-gypsy/travellers have gained residency (become tenants) of caravans on privately owned sites and have then sought to gain social housing. • There have been cases where transit pitches on privately owned sites have become permanent pitches and the occupiers have claimed or are claiming Housing Benefit. • Increasing density on privately owned sites must include full investigations into the adequacy of sewerage provisions to ensure any environmental pollution risks are mitigated. • Use of generators to provide electricity on some rural sites could cause localised land/water course contamination from fuel spills and noise nuisance. • The key to ensuring effective sites is good management. 	Comments noted.
7706	Waddeton Park Ltd	Evidence at the Local Plan Examination clearly stated that 30 pitches are to be provided at Cranbrook (22 by 2019), leaving 7 for the rest of the District. This was agreed by the Cranbrook Consortium of Developers. Para 1.12 should make clear that 30 pitches will be delivered at	There is now a need for up to 28 pitches and Policy requires these to be delivered at Cranbrook if suitable sites are not provided elsewhere.

		<p>Cranbrook.</p> <p>The SPD is pointless if the Council doesn't enforce the requirements, doesn't require sufficient information to properly assess applications, doesn't require and apply proper conditions and doesn't enforce.</p>	<p>Comments noted.</p>
--	--	---	------------------------

Gypsy and Traveller Site Design and Layout Supplementary Planning Guidance- Adopted ???

This document was produced by the Planning Policy Team of East Devon District Council and Adopted as a Supplementary Planning Document on ???. The Planning Policy Team can be contacted on 01395 571533 or by email at localplan@eastdevon.gov.uk




Contents

1.0 Introduction	14
District Wide Pitch Numbers and Distribution	15
2.0 Permanent Site Requirements	18
Number of pitches per site	18
Pitch size and space requirements	19
Site Boundaries	20
Orientation of pitches	20
Layout of pitches	21
Boundaries	21
Car parking	21
Separation Distance	22
Hardstanding	22
Space for waste and water storage	22
Illustrative Site Layout Plans	22
Amenity buildings	26
3.0 Site Layout	28
Safety	28
Site Manager Facilities	29
Play areas and communal facilities	29
Security	30
Landscaping	30
Inclusion of space for work	31
Inclusion of space for animals	31
Infrastructure	32
Water supply	32
Drainage	32

Sewerage.....	32
Electricity.....	33
Renewable energy.....	33
Other forms of fuel.....	33
Lighting.....	33
Waste disposal, scrap and storage.....	33
Post.....	34
4.0 Transit Sites.....	35
Site boundaries.....	35
Orientation of pitches.....	36
Health and safety.....	36
Access for emergency vehicles.....	36
Security.....	36
Landscaping.....	36
Parking.....	36
Density and spacing between vehicles.....	36
Inclusion of work space.....	37
Inclusion of animal space.....	37
Site services and facilities.....	37
Water supply.....	37
Electricity supply.....	37
Gas supply.....	37
Drainage.....	37
Sewerage.....	37
Lighting.....	37
Waste disposal.....	38
Gypsy and Traveller Supplementary Planning Guidance Policy 1.....	39
Glossary of Terms.....	40

1.0 Introduction

- 1.1 East Devon District Council has produced this Gypsy and Traveller Site Supplementary Planning Document (SPD) to provide guidance to help inform and determine planning applications for Gypsy and/or Traveller sites. It will set out guidance on pitch size, site layout and design, and provides further guidance to the Local Plan Policy H7. The SPD will apply to the whole of East Devon District.
- 1.2 This SPD should be read alongside the Government's National Planning Policy Framework (NPPF) and Guidance (NPPG), and 'Planning policy for traveller sites (Aug 2015)', the adopted East Devon Local Plan 2013-2031, and relevant policies in adopted Neighbourhood Plans or Orders. It has also been informed by other planning documents and technical evidence, including the Devon Partnership 'Gypsy and Traveller Accommodation Assessment (2015)' and best practice on sites in East Devon and surrounding Authorities.
- 1.3 The SPD draws significantly upon the Government's 'Designing Gypsy and Traveller Sites Good Practice (2008)' which has been superseded by 'Planning policy for traveller sites (Aug 2015)'. The good practice guidance was based upon extensive research with the Gypsy and Traveller communities and contained considerable detail relating to site specific considerations and has proved useful in reaching planning decisions in East Devon.
- 1.4 The SPD will be produced in accordance with the following process:

SPD Process stage	What is involved?
<p>Stage 1 Development of evidence base</p> 	<ul style="list-style-type: none"> • Identification of the issues and collection of the information needed to prepare the SPD • Engagement with relevant stakeholders to decide on content and level of detail of the SPD
<p>Stage 2 Drafting of the SPD (Regulation 12 of Local Plan Regulations 2012)</p> 	<ul style="list-style-type: none"> • Drafting of SPD • Consultation with stakeholders and members of the public • Minimum of 4 weeks consultation
<p>Stage 3 Finalisation of the SPD and supporting documents</p> 	<ul style="list-style-type: none"> • Formal consideration of points raised in Stage 2. • Amendment of the SPD as required and finalisation of the supporting documents in light of consultation. • Potentially further consultation
<p>Stage 4 Adoption of SPD by the Council (Regulation 14 of local Plan Regulations 2012)</p>	<ul style="list-style-type: none"> • Report to Strategic Planning Committee (for ratification by Cabinet). If Cabinet agree, then EDDC can adopt the SPD and produce an Adoption Statement

- 1.5 The SPD will be regularly reviewed, and updated as necessary, to ensure it remains consistent and in conformity with National policy and legislation and emerging Development Plan Documents comprising East Devon's Local Plan.
- 1.6 This draft SPD will be subject to a minimum 6 week public consultation. It will be advertised on the Council's website and through press releases. Statutory consultees, Parish Councils, District Councillors and potentially interested parties (Including Gypsies and Travellers) on the Council's database will be informed. Copies of the SPD will be available online, through Parish Councils, at EDDC Offices and in local libraries.
- 1.7 Depending on the responses to the consultation, the document may need to be amended and a further consultation undertaken. All comments received will be considered and recorded. A final document will then be published and adopted (in line with Regulation 14 of the Town and Country Planning (Local Planning) (England) Regulations 2012).

District Wide Pitch Numbers and Distribution

- 1.8 A site is the area of land on which pitches are located, and In East Devon most existing sites are small in terms of numbers of pitches (less than 5 pitches), with the largest being 17 pitches (12 permanent and 5 transit). A shared site is a site occupied by more than one Gypsy or Traveller family.
- 1.9 A **pitch** is the space required to accommodate one household and will vary depending on the size of the household in the same way that house sizes vary depending on the needs of the settled population. The number of caravans on a pitch could be considered comparable to the bedrooms in a house. Best practice in the District, supported by the needs assessment, suggests that typical permanent pitches should be capable of accommodating an amenity building, a large trailer and touring caravan (or two trailers), drying space for clothes, a lockable shed, parking space for two vehicles and a small garden.
- 1.10 The needs assessment identifies how many pitches are required across the District between 2014 and 2034 and is the main source of evidence used in this report. In order to align with the East Devon Local Plan end-date, the projected need has been adjusted to run from 2014- 2031 and reflects the 6 permanent pitches granted permission since the assessment was carried out (previously the need was for 34 pitches, 22 of which were needed in the first 5 years). The key requirements for new sites:
 - 28 new Gypsy and/or Traveller pitches are needed between 2014- 2031
 - Of these 28 pitches, 16 are needed in the first 5 years (up to 2019)
 - 3 new Travelling Showpeople pitches are needed between 2014- 2031 (no change from the 3 required between 2014-2034)
 - Of these 3, only 1 is needed in the first 5 years (up to 2019).The family owned and occupied site from which this need arises is only partially developed and

could potentially accommodate this need, so further Travelling Showpeople sites are not specifically addressed in this SPD.

- 5 emergency stopping places/transit sites, each comprising 5 pitches, are required across the Devon study area. No specific East Devon need has been identified, however provision will be made should suitable sites come forward.
- 20 Bricks and Mortar houses are required between 2014-2031 (or 23 from 2014-2034), these will be met from the general housing stock and are not addressed in this SPD.



Above left, an authorised site at Haldon Hill in Devon financed by a Government grant, above right, an unauthorised, but tolerated site, in Devon

- 1.11 According to the Needs Assessment, and evidence from the Gypsy and Traveller Liaison Service provided by Devon County Council, most of the need arising in the first five years will come from newly formed families on existing sites in the District. Most of this need is immediate, from families already living in overcrowded accommodation or wishing to start their own families but lacking space to do so. As most existing sites are located to the west of the District, around Exeter, this is the area where most new pitches will be required.
- 1.12 The Needs Assessment predicts the overall number of permanent pitches required but doesn't differentiate between types of Gypsy and/or Traveller who require them, instead pitches should be able to accommodate the typical basic needs of anyone falling under the Government's Traveller definition. Having said that, the Council recognises that similar ethnic groups prefer to share sites and that, whilst their fundamental space and amenity needs will be the same or similar, cultural preferences may differ eg, New Travellers may prefer soft landscaping, informal boundaries between pitches and renewable energy sources whilst Romany Gypsies may prefer formal landscaping and highly secure pitches which require minimal maintenance whilst they are travelling. Where an application proposes pitches for a specific occupier their needs and cultural preferences should be taken into account at the outset, whilst being flexible enough to accommodate other future occupiers. The requirements for transit pitches are set out at the end of this document.
- 1.13 The East Devon Local Plan makes provision for up to 30 pitches as part of a future expansion of Cranbrook, but it does not allocate specific areas of land (at Cranbrook or elsewhere in the District) for new pitches. Instead it contains Policy H7 which will be used, along with other relevant policies, to assess planning applications for new pitches as and when they arise. These other Policies include,

for example, Strategy 46, which requires development to be in keeping with the local character¹. Policy H7.:

Local Plan Policy H7 - Sites for Gypsies and Travellers:

In the period up to 2034, 37 Gypsy and Traveller pitches and 3 plots for travelling showpeople should be provided. During the first 5 years, from 2014-2019, at least 22 of the Gypsy and Traveller pitches should be provided and 1 of the travelling showpeople's plots (with this to be accommodated on an existing permitted site with spare capacity at Clyst St Mary).

Planning permission for a permanent or transit sites for Gypsies and Travellers will be granted if the proposal satisfies all of the following requirements:

1. It has a satisfactory relationship with other neighbouring land uses.
2. It has acceptable vehicular access and provision for on-site turning, parking and servicing.

(There is no criterion 3- this was deleted during the Local Plan process)

4. It contains satisfactory proposals for screening and landscaping.
5. It has no significant adverse impact on the appearance or character of the landscape or amenity of occupiers of neighbouring properties and any impacts will be mitigated to an acceptable level.
6. In respect of proposals outside Built-up Area Boundaries, the local East Devon need has been proven and cannot be met elsewhere In the District.
7. Where sites already exist within the locality, new pitches should be accommodated through expansion/ increased use of these existing sites though as smaller sites can be more acceptable, site size restrictions could be applicable to ensure sites do not become too large. Where it is not possible to expand/intensify existing sites, the cumulative impacts of additional sites, particularly on the character of the local area and existing community, will be taken into account in addition to other considerations.

Permanent sites should be conveniently located for access to existing community services and facilities and within 30 minutes travel time by public transport, walking or cycling of a primary school.

1.13 As well as these overarching locational considerations, there are also a number of issues specific to the design of Gypsy and Traveller sites which are not covered in detail in the Local Plan. A design policy is needed to establish what the Council expect to see in terms of the design and layout of new sites although it is acknowledged that, as all sites will have different characteristics, it will need to be applied with a degree of flexibility. The policy will include criteria relating to the quality of a site and facilities that it must include in order to meet the needs of the Gypsy and Traveller communities. The policy would apply to all sites seeking to gain planning permission, whether allocation or windfall.

¹http://www.devon.gov.uk/index/environmentplanning/natural_environment/landscape/devon-character-areas/dca-east-devon.htm

2.0 Permanent Site Requirements

Number of pitches per site

- 2.1 The needs assessment suggests that sustainable, small, family sized sites are usually preferred by Gypsies and Travellers and that larger sites should not exceed 15 pitches. This is supported by Government research (Designing Gypsy and Traveller Sites (2008)) which found that residents and site managers alike considered 15 pitches to be the maximum conducive to providing a comfortable environment which is easy to manage. Larger sites are also more likely to impact upon the settled community, and integrate with existing residents to a lesser degree.



Early in 2012, the Homes and Communities Agency allocated £1.2m to provide a 15 pitch, 0.8 ha, traveller site at Haldon Ridge, in Teignbridge. The site has been open since early December, 2014 and the new site consists of residential traveller pitches with individual utility blocks that have a shower, toilet and small kitchen area, as well as a storage shed.

The site is laid out in an 'H' pattern with a central area of communal open space and communal allotment areas and compost bins around the site. A refuse collection point is located at the entrance to the site, beside a community building which includes space for the site Manager and a large meeting room for use by residents. This building and the individual amenity buildings are designed to be low impact in terms of visual intrusion and are all finished in natural timber with a slate roof to be consistent with the woodland character of the site



Pitch size and space requirements

- 2.2 There is no minimum pitch site area specified in Government guidance, however for practical reasons, caravan sites require a greater degree of land usage per family than bricks and mortar housing. Most permanent pitches in East Devon are at least 500m², or 20 dwellings to the hectare, and this is considered an appropriate minimum size (as recommended in the needs assessment) given the uses to be accommodated within each pitch and the need for large vehicle turning space and landscaping, it is also the figure used in our neighbouring authority of Teignbridge. This size pitch does not include specific 'work space', for example for the storage of scrap metal/materials, machinery and equipment, or for the keeping of animals (both discussed later in the document). Where additional pitches are proposed as an extension to existing family pitches (e.g. to accommodate growing families) and existing facilities are to be shared, space needs will be assessed on an individual basis.
- 2.3 On large sites where there is an identified demand for pitches for one or two person households, space standards for those pitches only, may be reduced to reflect the reduced need for sleeping accommodation, garden space and parking space (the , turning and amenity requirements will remain the same). Since this will restrict the sites suitability for family occupation in the future, this will need to be justified on a case-by-case basis.



Examples of existing Traveller sites operated by local authorities (clockwise from top left- Merryfield and

Tintinhull in South Somerset and Elbury Close in East Devon).

All three sites meet the recommended density of 20 pitches per ha (500 square metres per pitch) but the layout at Merryfield is designed to allow future expansion whilst Tintinhull and Elbury Close are tightly constrained with layouts dominated by hardsurfacing and highway.

Site Boundaries

- 2.4 The perimeter boundary must clearly demarcate the site and should act to prevent unauthorised access, screen unpleasant characteristics (for example if the site is adjacent an industrial area) and help to ensure the safety of residents, particularly children.
- 2.5 A range of boundary treatments may be used depending upon the character of the local area, including planting, fencing, low walls and natural features, but they should be of a material and height sympathetic to, and in keeping with, the local area. In resident al areas, more open or low, boundaries may be preferred to increase integration with neighbouring residents and promote community cohesion. Based on the model standards for park homes, a gap of 3 metres should be provided within the perimeter of all sites to reduce fire risk.

Orientation of pitches

- 2.6 Site layout and design should ensure a degree of privacy for individual households on shared sites, but still encourage the important sense of community. To improve security, it is useful if individual households are able to have reasonable vision of the site in general and this is an advantage of a circular or horseshoe layout with communal space at its heart.
- 2.7 In designing the layout of a site enough space must be provided to permit the easy manoeuvrability of resident's own living accommodation both to the site and subsequently onto a pitch. In order to overcome this, the site design should strike a balance between enabling a variety of accommodation to be catered for, and making best use of available space. Access roads and the site design itself should be capable of providing sufficient space for the manoeuvrability of average size trailers of up to 15 metres in length, with capacity for larger mobile homes on a limited number of pitches on larger sites. Gates and fences should be capable of being movable if they are located on the roadside and may block access or manoeuvrability.

Photograph below- Crown copyright- RNAS Yeovilton



Above and below, Merryfield, a local authority operated site in South Somerset. The site is densely screened from public view at the front and is accessed via a height restricted private road. The photograph shows 10 permanent pitches, 6 with homes provided and 4 pitches where residents provide their own accommodation. All have private amenity blocks. Adjacent to the access is a grassed area suitable for grazing. To the rear of the site is a surfaced area suitable for future expansion of the site.



Layout of pitches

2.8 The layout of individual pitches will be dependent on the layout of the overall site and the needs of immediate, and future, residents. Wherever possible, measures should be taken to ensure that pitches are suitable for all members of the community, including those with disabilities, the elderly and those with young children.

Boundaries

2.9 Each pitch should be clearly demarcated to make it entirely clear what each individual household may occupy in return for the fee paid and their responsibilities for the pitch they occupy. A range of different boundaries may be used including fences, low walls, hedges and natural features, although consistency in height and materials across the site will ensure a cohesive design. Between and to the rear of pitches, boundaries of up to 2m will be acceptable and reduce overlooking, but front boundaries should usually be much lower to offer surveillance of any public areas.

Car parking

2.10 Adequate parking space for resident's use will be essential on any site and spaces must be a minimum of 2.4 x 4.8 metres and allow space for disabled residents to manoeuvre wheelchairs and for child car seats to be easily accessed. Resident parking should largely be provided for on individual pitches but a site could also

contain additional parking facilities for visitors, as parking on the roadside could otherwise impede access of fire and other emergency services.

Separation Distance

- 2.11 To ensure safety in the event of a fire, it is essential that every caravan or mobile home is separated from any other caravan or mobile home that is occupied separately, by a distance of at least 6 metres. Other structures are allowed in the separation zone if they are made of non-combustible materials (such as a brick built amenity building), as long as they do not impede means of escape. For further guidance refer to the Model Standards for Park Homes.

Hardstanding

- 2.12 Each pitch should include a hard standing area constructed of a hard wearing material which extends over the whole area to be occupied by a mobile home, touring caravan or other vehicle (not the whole pitch). These standings should project a sufficient distance outwards to enable occupants to enter and leave safely. The base must be sufficient to bear the load placed on it by the home or vehicle and its contents, and the anticipated level of vehicle movement.
- 2.13 Hardstanding should be part of the landscape design and allow for surface water run-off to be managed e.g. through permeable blocks, gravel or grass. Some New Travellers have expressed a preference for 'natural' sites, without hard landscaping, however it will still be necessary for the living accommodation to be located on a hard, supporting, surface.

Space for waste and water storage

- 2.14 An area which is accessible for waste collection should be provided for the storage of a large wheelie bin and recycling boxes within each pitch. A water butt should also be provided for the collection of rainwater for gardening, car washing etc. Schemes should incorporate Sustainable Urban Drainage Systems at the outset in order to manage surface water in the most environmentally appropriate way.

Illustrative Site Layout Plans

- 2.15 The following pages illustrate several different types of possible Gypsy and Traveller site layout and could be used as a starting point to work up actual layouts. Please note that the schemes are diagrammatic and are not intended to be scaled. Actual design and layout will depend on the individual site characteristics and the needs of residents as well as the need to incorporate Sustainable Urban Drainage Systems (SUDS). The final layout is an example of a typical scheme where pitches are provided for rent by a number of families. It would not comply with the guidance in this SPD due to the poor boundary screening, lack of soft landscaping within the scheme, lack of drainage and high degrees of hardsurfacing and vehicular dominance.



A constrained urban site in a Victorian terrace. Homes could be positioned so that they reflect the regular spacing and orientation of the existing houses, but probably need to be delivered to the site in sections due to the narrow access road layout.

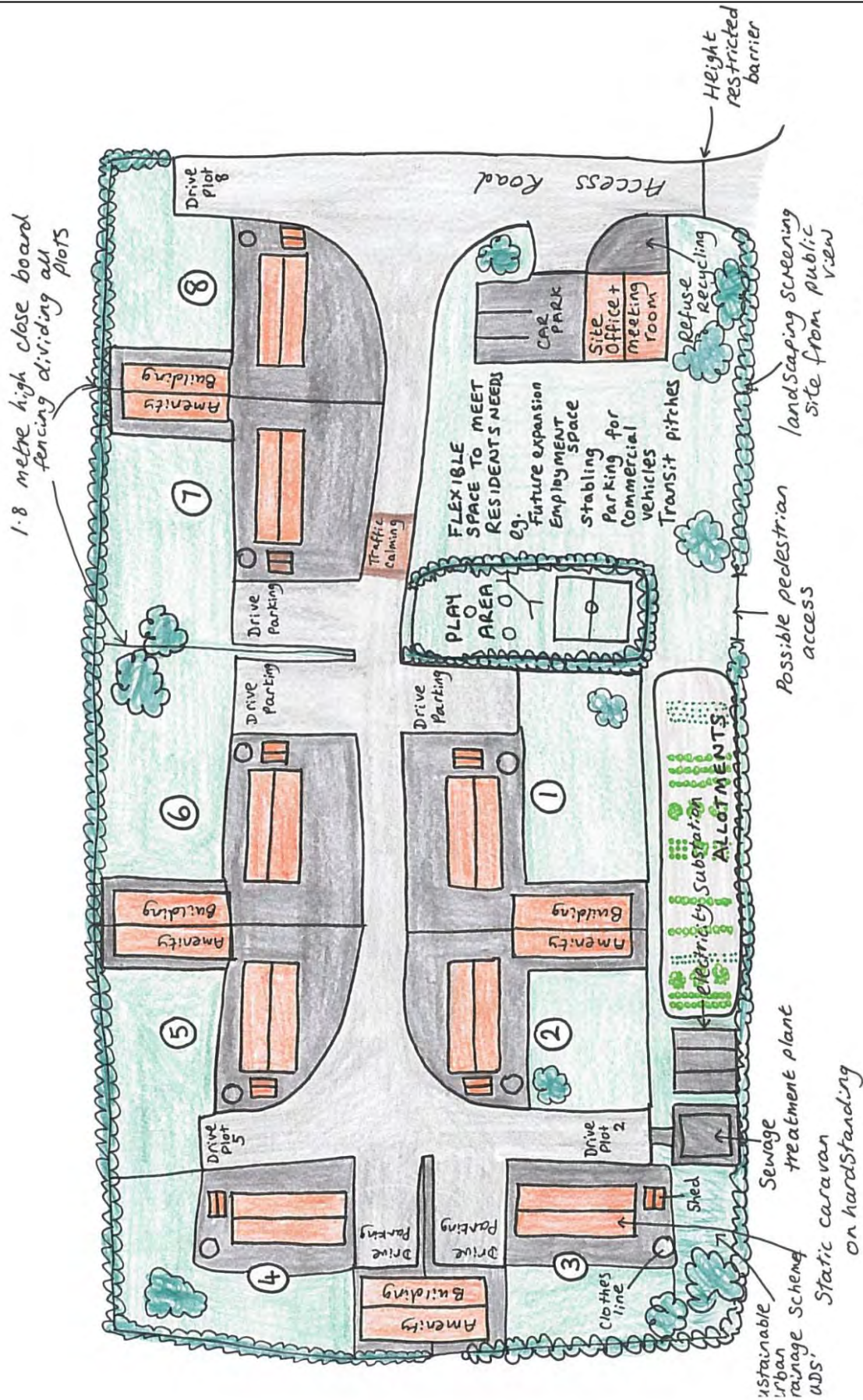
There are relatively few areas of this type of housing in East Devon and it is unlikely that 'retrofitted' urban schemes such as this would be proposed.

Urban sites- Probably the most sustainably located type of scheme due to close proximity of services and facilities. This also reduces the land required as play facilities and open space are available close-by so do not need to be provided within the site boundary. This type of scheme will usually be able to connect into mains water, gas and sewerage and potentially benefit from a District Heating scheme if provided as part of an urban extension.



An urban site on a modern housing estate. A scheme such as this could easily be incorporated into a larger housing estate scheme, similar to the inclusion of affordable housing.

'H' layout- A very effective layout for sites of between 5 and 15 pitches which can be adapted to suit different widths of site (particularly narrow sites). All residents are close to community facilities and there is good visibility through and across the site. This layout allows for straightforward future expansion to accommodate an extra pitch or visitors.

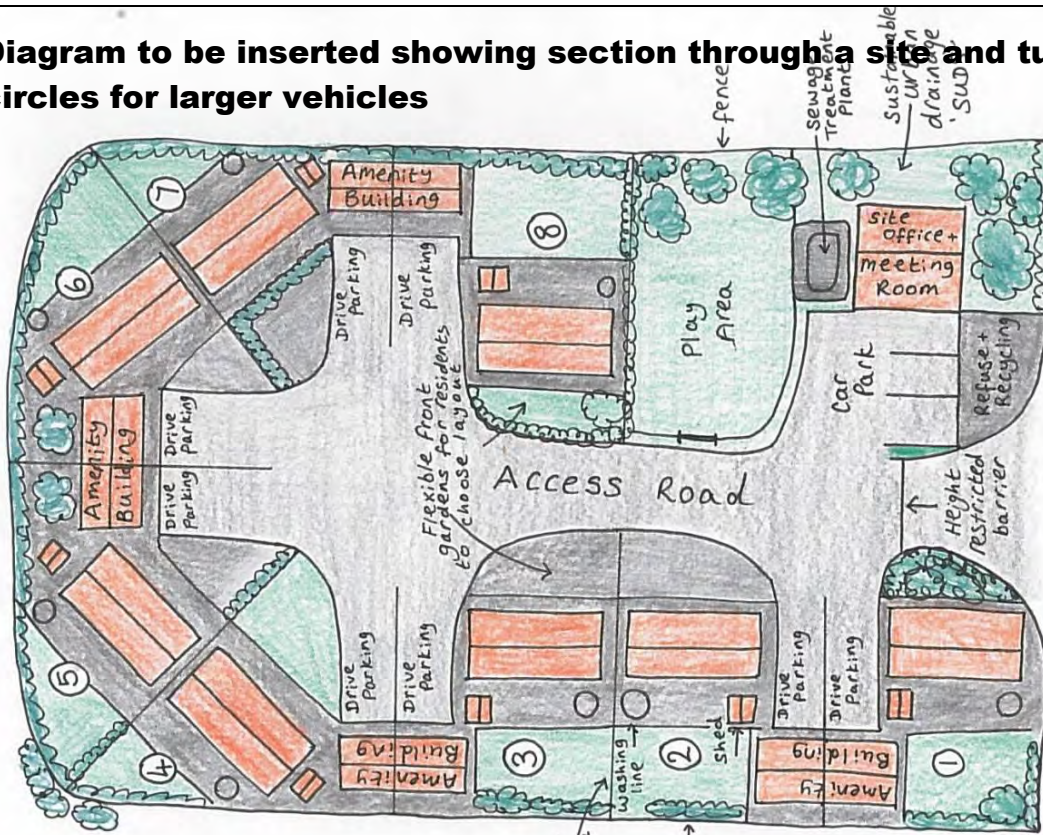


Illustrative 'H' road layout
Site design

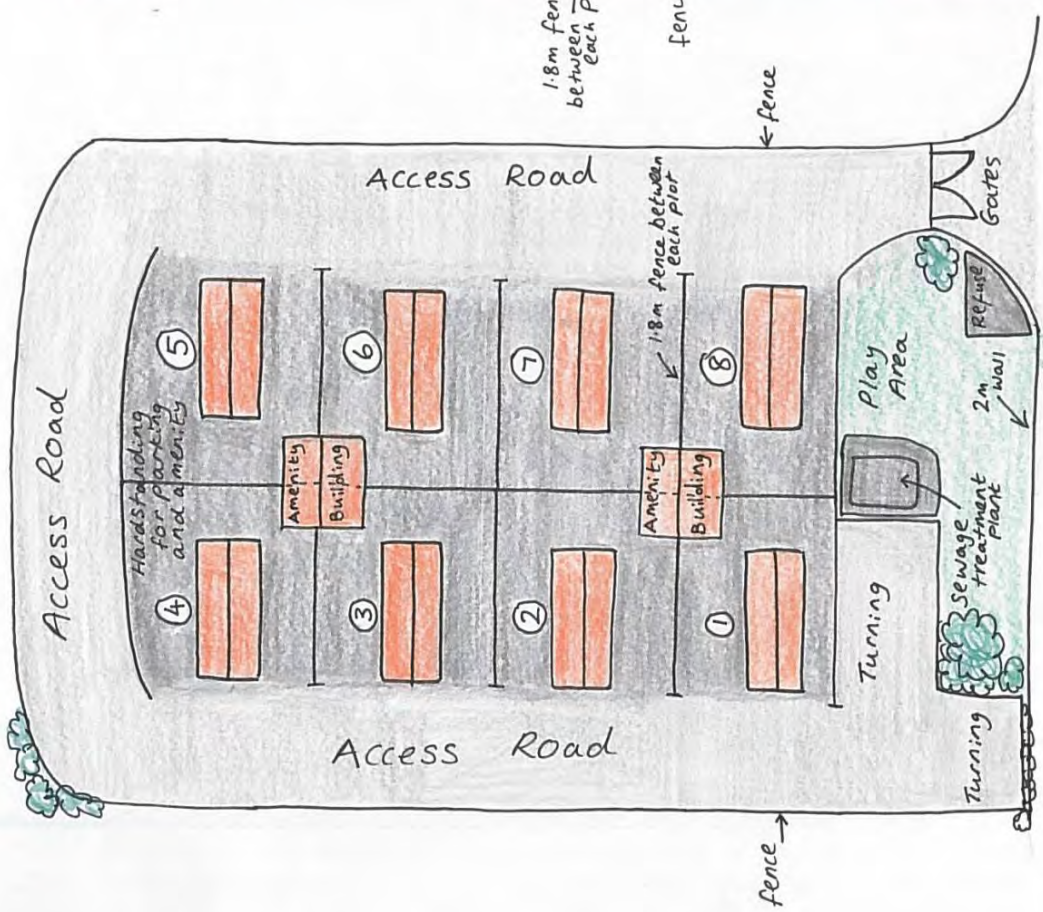
NOT TO SCALE

Alternative schemes for the same site. The traditional layout (bottom) is car dominated with little space for landscaping or community facilities. A scheme which focuses on social inclusion rather than traffic circulation is still accessible to vehicles but residents look across the site, it creates space for a manager's office and community meeting room as well as extensive landscaping

Diagram to be inserted showing section through a site and turning circles for larger vehicles



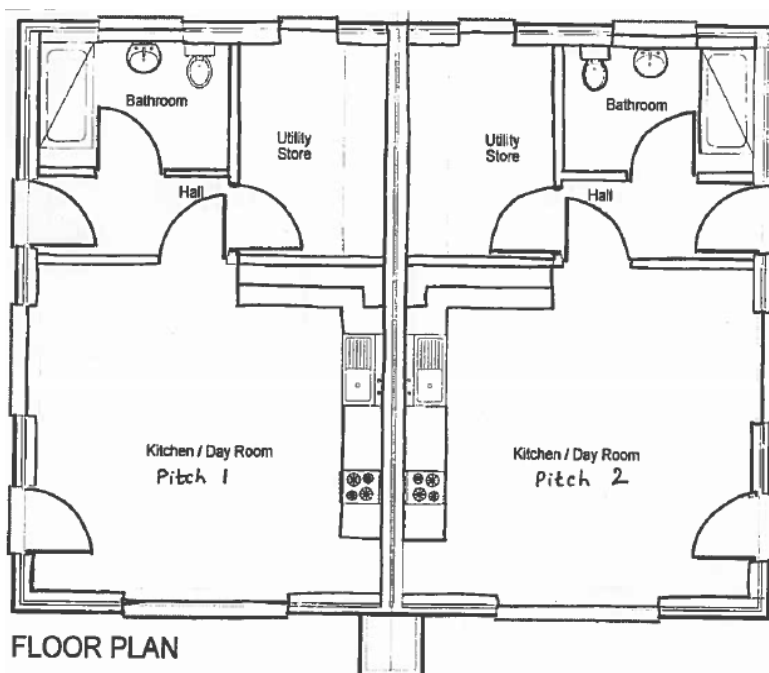
Alternative layout for the same site incorporating SPD design principles
NOT TO SCALE



Illustrative traditional Multi-family Site layout

Amenity buildings

- 2.16 An amenity building must be provided for each pitch, although this can be provided across two pitches as semi-detached units provided they are entirely self contained. The design of the amenity building should consider the landscape and visual impacts within the design and site selection process. It should be sympathetic to the local vernacular, and should not dominate the pitch or mobile home in terms of height or scale. It should incorporate cost effective energy efficiency measures such as passive solar gain, insulation of plumbing systems, the use of low energy light fittings and appropriate heating and ventilation systems. Any opportunities for using energy from renewable sources should be considered.
- 2.17 The amenity building should be constructed so that residents with reduced mobility are able to reach and use all rooms (e.g. wheelchair accessible doorways, mobility aids in the bathroom). Buildings must include, as a minimum: cold and hot (thermostatically controlled) water supply; electricity supply with sockets in each room; a separate toilet and hand wash basin; a (suitably tiled) bath/shower room; a fire/smoke alarm; a kitchen (with several metres of worksurface and cupboards) and dining area. The access to the toilet should be through a lobbied area or by separate access direct from the pitch.
- 2.18 The amenity building must also include: secure storage space for harmful substances/ medicines; enclosed storage for food, brooms, washing, cleaning items etc; and space for connection of cooker, fridge/freezer and washing machine (plus a microwave, if possible). Means of heating should be installed in each room which is economical and capable of individual control for each room.
- 2.19 Where possible, a day/living room for family meals should be included in the amenity building. This space could be combined with the kitchen area to make best use of space. It is desirable that the day/living room should not be part of essential circulation space, nor contain essential storage. A plan of a typical modern amenity building (serving two adjacent pitches) is featured below:



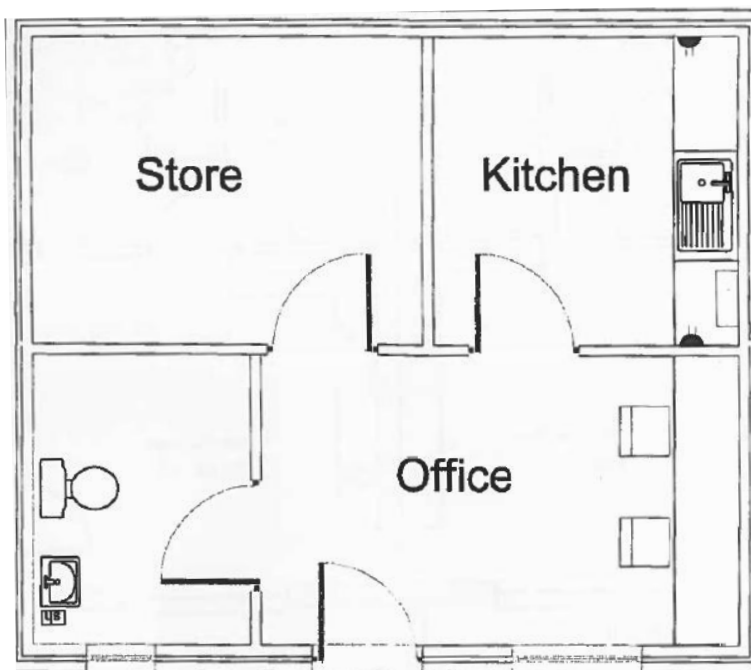
3.0 Site Layout

Safety

- 3.1 All sites are required to have a 'responsible person' identified who will be responsible for safety matters, particularly with regard to fire. In the case of a caravan site, this could be an employer or any other person who may have control of any part of the site, e.g. occupier or owner, manager etc. The 'responsible' person must carry out a fire risk assessment, which must focus on the safety in case of fire of all 'relevant persons'. It should pay particular attention to those at special risk, such as children, and must include consideration of any dangerous substance liable to be on the site. Fire risk assessment will help identify the risks that can be removed or reduced, and to decide the nature and extent of the general fire precautions that need to be taken. The significant findings of the assessment should be recorded if the site is licensed or the site operator (e.g. the local authority) employs five or more staff, however, it is good practice to record the significant findings in any case.
- 3.2 The 'responsible person' is required to take such "general fire precautions" as will ensure, so far as is reasonably practicable, the safety of any of his employees and other relevant persons. General fire precautions include measures to reduce the risk of fire on the premises and the risk of the spread of fire on the premises (e.g. on the caravan site). Further guidance can be found in the Model Standards, for Park Homes. A series of guides and checklist have been developed which may assist the 'responsible person' to comply with the fire safety law and provide help to carry out a fire risk assessment. These guides and checklist are available from the Communities and Local Government website.
- 3.3 When designing the layout of a site, careful consideration must be given to reducing the potential for accidents between vehicles and pedestrians (particularly children). This will be a more significant issue on larger and shared sites, and can be addressed through measures such as traffic calming, separate pedestrian pavements and clear signage.
- 3.4 Where sites are located close to hazards (for example, main roads, level crossings, railways, rivers) boundaries should be appropriately fenced and planted to ensure that residents (particularly children) are protected.
- 3.5 Flammable or hazardous material should be kept in purposely constructed storage away from residential caravans to reduce the risk of fire and explosion. This is particularly relevant where bottled gas or wood are used for cooking and heating.
- 3.6 Site layout should include sufficient space for the turning and reversing requirements of emergency vehicles and suitably surfaced roads must be provided, with no mobile home more than 50 metres from a road. Roads must have no overhead cable less than 4.5 metres above the ground and vehicular access and gateways must be at least 3.1 metres wide and have a minimum clearance of 3.7 metres. Fire hydrants must be clearly marked.

Site Manager Facilities

- 3.7 Some, particularly larger, sites may require a site manager to be present regularly. This is a matter for the site owner, possibly in consultation with residents to decide, and the manager may live on-site (and could be a resident) or travel to the site to work.
- 3.8 Where a site manager is present, they would usually require an office, storage, a car parking space, and toilet and kitchen facilities. This could be provided as a standalone building or in the communal building, if there is one but the location should be visible to users and have a good overview of the site. The site manager should provide a visible presence to residents and visitors, ensure that safety and other requirements are met and manage the collection of site fees and resolution of disputes. On transit sites, a site manager would need to attend the site particularly regularly given the frequent turnover of residents.
- 3.9 Many Gypsies and Travellers are in favour of controlled access to sites, for example using a lockable gate. Their experience has been that such controls can prevent unauthorised parking and unauthorised caravans being pitched on the site. However, the presence of such gates can sometimes act as a psychological barrier to effective social inclusion and a site manager may perform a similar role in controlling access.



Play areas and communal facilities

- 3.10 On larger sites, and smaller sites where other provision is not available within reasonable walking distance (400m-800m depending on the topography and availability of pavements and lighting), a communal recreation space should be provided. This space will provide a focus for outdoor social activity and should be laid out in consultation with residents and with ongoing maintenance in mind.

Where individual pitches lack space for children's play equipment within their private gardens, a range of equipment suited to all age groups will be particularly important. The space should be located where it is easily accessible, allowing for natural supervision and with children's safety as a priority.

- 3.11 Generally, sites should be located where they are accessible to a range of shops and facilities. Where a site is isolated from local facilities however and/or is large enough to contain a diverse community of residents rather than one extended family, provision of a communal building is recommended. This facility can be an important resource in sustaining a more remote site, offering an opportunity for visits by health visitors, youth workers and education services, as well as for use by site management and residents alike.
- 3.12 Any such building should include:
- Community room
 - Toilets (male and female, with disabled and baby changing facilities)
 - Kitchenette.
- 3.13 Ideally it should be situated in a location towards the front of the site, to be accessible to all the community, not just site residents, and if promoted and managed well can help encourage good relations between the Gypsy and Traveller and neighbouring communities.

Security

- 3.14 Site layouts should minimise crime and social exclusion through openness of design, and making travel through the site- on foot or driving- safe and easy. By maximising natural surveillance e.g. through maintaining front boundaries at low levels, facing onto public spaces and providing lighting at night, residents should be able to watch over all areas of the site as well as increasing their feeling of safety.

Landscaping

- 3.15 The need to provide significant areas of hard surfacing to accommodate the vehicles associated with a travelling lifestyle can lead to sites looking stark and obtrusive in the landscape. Attractive soft landscaping (for example grassed areas, shrubs and trees) should be used to soften the appearance of sites from outside, form natural boundary screens, and can improve the quality of life of residents and increase the biodiversity value to wildlife. Native species and traditional forms, such as Devon banks, will be favoured. The travelling lifestyle of residents may not allow for the regular cutting that grass, annual plants and fast growing shrubs may require during the summer months, and planting schemes should be planned with this in mind. Any landscape design and site layout should take account of the management guidelines set out in the East Devon and Blackdown Hills Areas of Outstanding Natural Beauty and East Devon District Landscape Character Assessment & Management Guidelines 2008 and the Devon County Council Landscape Character Areas Assessment

- 3.16 Some New Travellers in East Devon have expressed a preference for minimal, if any, hard landscaping in order to reduce their environmental impact. It is likely that their living accommodation and car parking will need to be situated on/supported by some form of hardstanding (this could be compacted earth if the soil type is appropriate) to ensure that the site is habitable in winter however, provided emergency services can safely access each pitch, it may not be necessary to provide further hardsurfacing and individual circumstances will be assessed on their merits.
- 3.17 Soft landscaping can be useful to ensure spatial separation which prevents movement of trailers to positions which would breach fire safety distances from the adjoining pitch. When designing a site to include soft landscaping, consideration needs to be given to preventing grassed areas from being used for unauthorised parking or unauthorised pitching of caravans.

Inclusion of space for work

- 3.18 Gypsy and Traveller sites are essentially residential and those living there are entitled to a peaceful and enjoyable environment. At the same time, self-employment is very high amongst the Gypsy and Traveller communities and travelling for work and 'working from home' are fundamental to both cultures.
- 3.19 On shared sites, commercial or other work activity should be sited so that it does not cause noise or other nuisance to nearby residents (whether occupiers of the site or members of the settled community). Planning conditions may be imposed to control the hours of operation, the area where activity can take place and the types of activity which are acceptable. Specific space for the storage of scrap and/or other waste material should be provided within the commercial area and tightly controlled.

Inclusion of space for animals

- 3.20 Keeping animals, particularly dogs and horses, is a cultural tradition amongst many Gypsies and Travellers and residents may wish to accommodate this on their pitches. Site owners may choose to allow dogs and other domestic pets, but care should be taken to ensure that pitches are suitably fenced, that numbers are controlled and that other residents are not disturbed e.g. by barking.
- 3.21 Where Gypsies or Travellers have a specific cultural need for grazing space (where they use horse drawn wagons, for example, as part of their travelling lifestyle) an individual case will need to be made for larger pitches to the site owner (and, in planning terms, to the District Council) who should endeavour to incorporate stabling within pitches. Horses usually need a minimum acre of grazing land per animal however, and it is unlikely to be possible to accommodate this on Council owned (or other shared) sites, so residents will need to seek local grazing land privately.

Infrastructure

- 3.22 Each pitch should be provided with the same basic services that are available to the settled population. Ideally, separate metres (for domestic usage) should be installed on each pitch (usually located in the amenity building) by the relevant local authority to ensure that each household pays for their own usage rather than being sold from a central point on site. All provision must accord with current legislation, regulations and British Standards.
- 3.23 Consideration may be given to providing more than one electricity, water and sewerage access point on each pitch to allow for homes to be realigned either through resident's choice, family expansion or to cater for visitors.

Water supply

- 3.24 Each pitch must have an adequate, safe drinking water supply. Water pressure must be sufficient to enable the use of fire hydrants by the emergency services which should be at a convenient place near to the front of the site. Provision of an outside tap on each pitch is also recommended.

Drainage

- 3.25 Surface water drainage and storm water drainage must be installed as caravans and mobile homes are particularly vulnerable in the event of flooding.
- 3.26 Gypsy and Traveller sites may offer opportunities for implementing a Sustainable Drainage Systems (SUDS) approach for dealing with surface water drainage management whereby surface water runs off to either natural water courses or municipal systems. It is recommended that consideration be given to the inclusion of interceptors within the drainage system to ensure protection against petrol, oil and other substances. The Devon County Council SUDS Manual should be used to inform the design of the scheme and any drainage scheme should show how the SUDS Management Train² has been applied.

Sewerage

- 3.27 Wherever possible, each pitch should be connected to a public sewer. Where this is not possible provision must be made for discharge to a properly constructed sealed septic tank or appropriate treatment process e.g. reed bed system.

² <http://www.susdrain.org/delivering-suds/using-suds/suds-principles/management-train.html>

Electricity

3.28 The provision of mains electricity to each pitch is essential, sufficient to meet the reasonable requirements of the residents. Underground cabling must be adequately earthed. Electrical Installations should be inspected annually. All electrical work must be carried out by competent and appropriately qualified personnel.

Renewable energy

3.29 Some New Travellers are reliant on renewable forms of energy and have expressed a preference for new pitches to be carbon-neutral. Solar panels and solar water heating are likely to be the most practical and viable providers of renewable energy and will usually be supported and encouraged. Other forms of renewable energy will also be encouraged but factors such as installation cost and operational noise may make them unsuitable for mobile homes.

Other forms of fuel

3.30 Other forms of fuel, such as gas (mains or bottled), oil and wood may be used by residents. It is essential that the installation of equipment using such fuel is carried out by a qualified professional, and inspected annually, as fire and toxic poisoning (e.g. carbon monoxide) are particularly dangerous in confined spaces. Guidance on storage of fuel is complex and advice should be sought from the Environmental Health Section of the Council and the Fire Service. All fuel must be stored in a non-combustible structure and where leaks can be contained.

Lighting

3.31 It is necessary to provide an appropriate level of lighting on the site to enable safe movement of vehicles and pedestrians, however this should be proportionate to the scale of the site, its location and any potential biodiversity impacts. Use of timers and three quarter length light pillars should be considered to reduce the likelihood of light pollution. The street lighting arrangements should be planned to minimise the risk of damage through vandalism and avoid problems of light pollution to the homes on the site through light shining directly into caravans, amenity buildings or mobile homes. It is recommended that external lighting is provided on each amenity building to ensure safe access.

Waste disposal, scrap and storage

3.32 The District Council collects domestic waste (including recycling) from Gypsy and Traveller sites in the same way that it does for the settled community. A key element in designing the layout of the site is to ensure that sufficient space exists for local authority refuse collection vehicles to reach an appropriate point from

which waste can be collected from individual pitches, as well as any communal refuse areas.

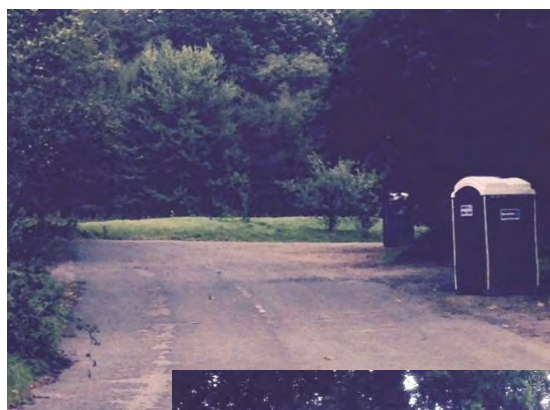
- 3.33 Each pitch should include space for a large wheelie bin and recycling bin/s to be stored in a position which is accessible for collection.
- 3.34 Scrap and storage associated with commercial activity should be stored in a separate location from the residential area (ideally each business storing their own waste within their premises) and should be collected regularly to ensure that no nuisance is created by it.
- 3.35 Experience on some sites has shown that communal refuse areas can actually encourage fly-tipping and the accumulation of non-domestic waste. If a communal refuse area is deemed necessary (in addition to individual refuse collection for each pitch), this should be designed and located so as to be convenient, accessible, robust and inconspicuous.
- 3.36 Any communal refuse areas, or commercial waste storage, should be located away from close proximity of individual pitches and from access points to the site, to ensure that fire service vehicles can enter the site and deal with any fire which might break out there.

Post

- 3.37 The site should be designed so that post can be delivered separately for each pitch. Experience has shown that postal deliveries to pitches can be disrupted by complaints about harassment by dangerous dogs so the provision of an individual box at the entry to a pitch would be advisable.
- 3.38 Consultation has shown that a simple but key element in helping to avoid discrimination against the residents of a Gypsy and Traveller site is to allocate site and pitch addresses which are of a similar nature to those for the settled community- and which do not highlight that the accommodation is site based.

4.0 Transit Sites

- 4.1 Transit sites are not intended to be occupied permanently, instead they provide a short-term stopping place for Gypsies and Travellers moving through East Devon.
- 4.2 Transit pitches may be provided on a stand-alone basis, or as part of a larger, permanent site, but they will should be located close to main routes through the District to maximise their accessibility and increase the likelihood of their being used. They will require the site owner to complete a check-in process where they can collect the fee and advise on safety procedures etc. as well as ensuring that they do not exceed the permitted temporary length of their stay.



There is a long history of Gypsies and Travellers making short term stops along the A30 on their way through the District. New development has blocked many traditional stopping places from being used, however there are still some locations- such as the layby at Daisymount roundabout near West Hill- which are regularly used as unauthorised transit sites. The top photographs illustrate this layby shortly after it was vacated by three Romany Gypsy families. The County Council provided the portable toilets. The grass verge in the bottom photo has also been regularly used by travellers to graze their horses.



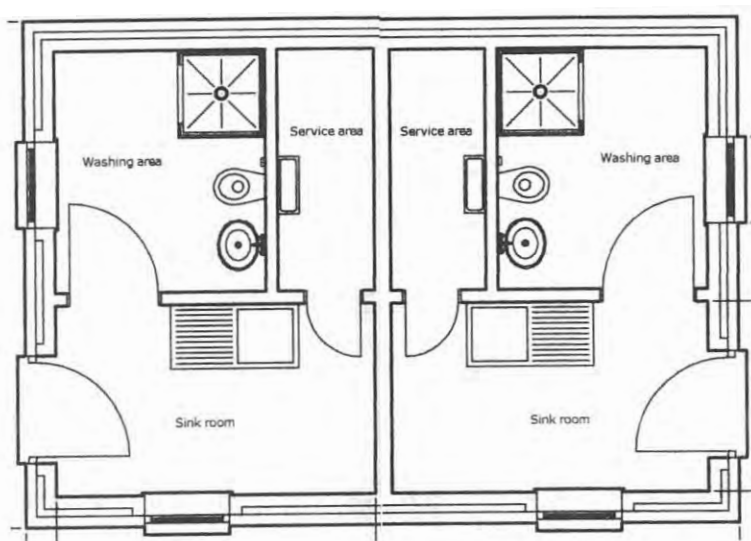
Site layout, access and orientation

- 4.3 With regard to site layout, much of the same guidance will apply as to permanent pitches.

The total number of permanent and transit pitches should not exceed 15, and smaller sites of 4-5 transit pitches are advocated in the needs assessment.

- 4.4 **Site boundaries** - The guidance for permanent sites applies.

- 4.5 **Orientation of pitches** - The guidance for permanent sites applies.
- 4.6 **Health and safety**- The guidance for permanent sites applies.
- 4.7 **Size of pitch** – It is important to ensure that wherever possible each pitch is of a size sufficient to accommodate two touring caravans, two parking spaces and private amenities. It has been found (through research underpinning best practice guidance and in the Needs Assessment) that the majority of Gypsies and Travellers prefer private amenities on each pitch including a toilet, wash basin and shower with hot and cold water supply. A possible layout for a pair of amenity buildings is shown below:



Where transit sites are empty for lengthy periods there is a risk of vandalism

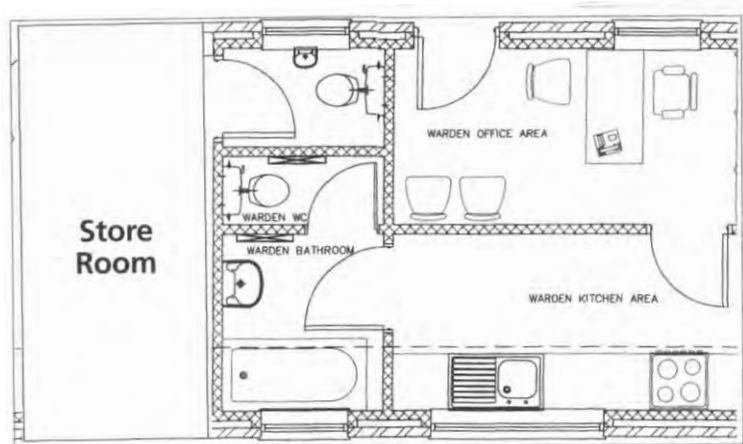
to facilities and it may be preferable for private amenities to be removed until the site is reoccupied. In adopting this approach it is sensible to ensure that permanent waste and water pipework is in place for facilities to be easily reinstalled.

- 4.8 **Access for emergency vehicles**- The guidance for permanent sites applies.
- 4.9 **Security**- The guidance for permanent sites applies.
- 4.10 **Landscaping** -The guidance for permanent sites applies, although the high turnover of residents means that regular maintenance is unlikely to be undertaken by residents and so will fall to the site owner/manager. Sites will be considered individually to ascertain the degree to which soft landscaping within the site is required.
- 4.11 **Parking** - Parking space for at least two vehicles should be provided on each individual pitch at a minimum size of 2.4m x 4.8 metres each. Additional space for a towing caravan may also be required.
- 4.12 **Density and spacing between vehicles** -The guidance for permanent sites applies,

- 4.13 **Inclusion of work space** -Work vehicles may be accommodated on pitches, however there would not normally be a requirement for the storage/disposal of commercial waste or scrap.
- 4.14 **Inclusion of animal space**- Animals will often accompany their owners when travelling, and horses may be used to travel in a traditional manner. It is unlikely that grazing space will be provided on transit pitches, however secure tying-up places and troughs should be made available.

Site services and facilities

- 4.15 **Accommodation for a Resident Manager**- Transit sites may present particular management challenges and depending on local circumstances and sufficient usage, it is recommended that provision is generally made for a resident manager. As the resident manager will be living on the transit site on a semi-permanent basis, facilities for the manager should comply with the guidance for permanent sites, including the provision of an amenity building. A possible layout for a resident warden's office and accommodation is shown below:



- 4.16 **Water supply**- The guidance for permanent sites applies.
- 4.17 **Electricity supply**- Where possible, the guidance for permanent sites applies, although in practice a central electricity supply administered by the site management may be provided, which would entail residents paying by meter or being charged cash retrospectively.
- 4.18 **Gas supply** - Mains gas supplies are not applicable to transit sites.
- 4.19 **Drainage** -The guidance for permanent sites applies.
- 4.20 **Sewerage**- The guidance for permanent sites applies.
- 4.21 **Lighting** -The guidance for permanent sites applies.

4.22 **Waste disposal**-Waste disposal for individual pitches on transit sites is recommended. Communal refuse disposal should be provided which is convenient (but away from pitches and associated dwellings on site), fenced off, robust and Inconspicuous.

Gypsy and Traveller Supplementary Planning Guidance

Policy 1

DESIGN OF GYPSY AND TRAVELLER SITES

Proposals for sites for Gypsies and Travellers will be granted planning permission where they comply with the policies of the East Devon Local Plan and achieve a high quality design and layout, reflecting Government good practice guidance and the East Devon and Blackdown Hills Areas of Outstanding Natural Beauty and East Devon District Landscape Character Assessment & Management Guidelines 2008 and the Devon County Council Landscape Character Areas Assessment and where:

- a) The proposal clearly demarcates the site and pitch boundaries using appropriate boundary treatments and landscaping which is sympathetic to, and in keeping with, the surrounding area. There should be clear separation between public areas and private spaces, and between residential areas and any non-residential areas;
- b) Site design and layout takes account of the needs of residents, with special regard to the differing cultural or heritage requirements of different groups;
- c) Safe access for pedestrians, cyclists and vehicles, is provided including for turning and parking, vehicles towing caravans, emergency vehicles and servicing requirements, including waste collection;
- d) All necessary utilities can be provided on the site including mains water, electricity supply, drainage (any drainage scheme will have to show how the SuDS Management train has been applied)) sanitation and provision for the screened storage and collection of refuse, including recyclable materials;
- e) The proposal would avoid any unacceptable adverse or detrimental impact on the health and living conditions of the residents of the site or on neighbouring uses, including as a result of contamination, excessive noise, dust, fumes, lighting, traffic generation or activity;
- f) A communal recreation area is provided for children for all larger sites, and on smaller sites where suitable provision is not available within walking distance on a safe route or using easily accessible public transport.

Each pitch should measure at least 500 square metres (unless extended families are sharing facilities, in which case their needs will be assessed individually) and provide, as a minimum, a utility building, an amenity area, appropriate hard standing for a trailer, touring caravan and other vehicle and be laid out to ensure the security and safety of residents and allow ease of movement, whether walking, cycling or driving;

All buildings and structures should be designed to reflect and respect the wider character of the area in which they are located and be screened and landscaped to minimise visual intrusion;

Stables and/or other outbuildings will be considered on their merits depending upon the nature of the site and the use and design proposed;

Employment uses should be restricted to purposely designed live/work pitches or areas specifically designated and properly designed for such use, recognising that large equipment is essential to the lifestyle of many Gypsies and Travellers. Outside storage, parking of unused or scrap vehicles or machinery or other materials associated with business activity should not be permitted.

In open countryside, where pitches cease to be occupied and become disused or abandoned, all structures and development should be removed from the site and the ground reinstated to its former condition within 1 year of its last occupation.

Glossary of Terms

Term	Description
Adoption	The procedure by which a plan becomes formal council policy. The Neighbourhood Planning Regulations also call this stage 'made' for the purposes of your Neighbourhood Plans.
Allocation/Allocated Site	A piece of land that has had a particular use earmarked to it via the Development Plan or Neighbourhood Plan. This might be for housing employment or another purpose such as a Gypsy and Traveller site .
Amenity Building	A building that provides facilities for an individual Gypsy pitch (private) or a site (communal). These can vary in scale and in the facilities they provide, although a basic amenity building on a pitch should include, as a minimum: hot and cold water supply; electricity supply; a separate toilet and hand wash basin; a bath / shower room; a kitchen and dining area
Amenity space	This can refer to a garden area on an individual pitch or a communal area of open space / playground on a larger site that is shared by a number of pitches.
Authorised site	A site with planning permission for use as a Gypsy and Traveller site. These sites can be private or Council-owned. Most authorised sites in East Devon are permanent, but they can sometimes be temporary (see 'Temporary Sites').
Call for Sites	The way in which the Council gives the public an opportunity to suggest sites for potential Gypsy and Traveller or Travelling Showpeople development. Respondents fill out a form with the details of the suggested site which is then received and considered by the Council.
Caravan	Mobile living vehicles also called touring caravans. Section 29 (1) of the Caravan Sites and Control of Development Act 1960 Act defines a caravan as 'any structure designed or adapted for human habitation which is capable of being moved from one place to another (whether by being towed, or by being transported on a motor vehicle or trailer) and any motor vehicle so designed or adapted'. Also referred to as 'vans' and 'mobile homes'.
The Council	For the purposes of the SPD the Council is East Devon District Council, who are also the Local Planning Authority. This is distinct from Devon County Council or the Town and Parish Councils of East Devon.
Consultee	In the case of a consultation or planning application, this is a person, body or group invited to comment.
Development	The carrying out of building, engineering mining or other operations in, on or 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, Section 55)
Enforcement Action	Action taken by the Council against failure to obtain planning permission for a use or development, or carrying out a use or development which doesn't accord with a permission or condition
Existing Sites	A term used in the SPD documents to refer to sites in East Devon the Borough that are currently occupied by Gypsies and Travellers or

	Travelling Showpeople. These may or may not be authorised at the current time.
Gypsy/Gypsies and Travellers	Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such Planning policy for traveler Sites (2015)
Gypsy and Traveller Accommodation Assessment	This was a study carried out for the Council to calculate the need for additional Gypsy, Traveller and Travelling Showpeople accommodation in East Devon
Licensing	The licensing of caravan sites (both Gypsy and Traveller sites and mobile home parks) is undertaken by Environmental Health and is separate from the planning system. Site licensing focuses on matters of layout, fire safety, sanitation and other facilities. Only authorised sites (those with planning permission) can receive a licence and conditions on the licence will reflect those on the planning permission (such as the number of caravans allowed on the site).
Local Plan	The name for a document (or collection of documents) prepared by the local planning authority for the use and development of land and for changes to the transport system. The adopted Local Plan forms part of the Statutory Development Plans for the area.
Material Consideration	Any issue that should be taken into account when deciding a planning application or an appeal against a planning decision. Planning policies will guide planning application decisions unless other material considerations associated with need, impact and local circumstance are considered to carry greater weight.
Mitigate	Actions to correct for the negative impacts and effects of a development.
Mobile Home	Legally a caravan but not normally capable of being moved by towing. Also known as 'trailers', 'static caravans' or 'chalets'.
Neighbourhood Plan	A planning document created by a parish or town council or a neighbourhood forum, which sets out a vision for the neighbourhood area, and contains policies for the development and use of land in the area. Neighbourhood plans must be subjected to an independent examination to confirm that they meet legal requirements, and then to a local referendum. If approved by a majority vote of the local community, the neighbourhood plan will then form part of the statutory development plan.
National Planning Policy Framework	Sets out the Government's planning policies for England and how these are expected to be applied through local planning policy and decision making.
Pitch	A pitch is the space required to accommodate one household and their caravans, parking space and enough room for turning vehicles. There is no 'one-size fits all' measurement for a pitch; as with standard housing, this depends on the size of individual families and their particular needs. An average family pitch must be capable of accommodating an amenity building, a large mobile home (trailer) and touring caravan, a small garden area and parking space for two vehicles.
Planning Condition	Guided by Circular 11/95, planning conditions impose restrictions on the grant of planning permission. Planning obligations should only be agreed

	where planning conditions are not sufficient.
Planning Obligation	In the form of a legal agreement, planning obligations apply to an area of land and are secured to ensure that developers mitigate for the impacts of, and provide for the infrastructural requirements arising from, development.
Policy	A concise statement of the principles that a particular kind of development proposal should satisfy in order to obtain planning permission.
Section 106	Planning obligation under Section 106 of the Town and Country Planning Act 1990, secured by a local planning authority through negotiations with a developer to offset the public cost of permitting a development proposal. Sometimes developers can self-impose obligations to pre-empt objections to planning permission being granted. They cover things like highway improvements or open space provision.
Settled community	A term used to refer to non-Travellers.
Site	An area of land where Gypsy and Travellers live. These can be privately owned (often by particular families) or socially rented (where the site owned by a council or registered social landlord). A site may consist of a single pitch, or may have a number of pitches and be home to several families/households.
Supplementary Planning Document	Guidance which amplifies and provides more detail on the policies contained within the Local Plan. SPDs are subject to public consultation and are a material consideration in determining planning applications.
Temporary site	This is an authorised site that has been granted temporary planning permission. At the end of the specified time period (usually between 2-4 years, defined by a planning condition) the use of the site must cease and the site should be restored to its former condition.
Transit site	A permanent site intended for short-term temporary use by Travellers on the move.
Travelling showpeople	'Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependant's more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily or permanently, but excludes Gypsies and Travellers.' (Annex 1, Planning Policy for Traveller Sites (2012)) Travelling Showpeople's needs are distinct to the needs of the wider Gypsy and Traveller community. Pitches on a Travelling Showpeople site are referred to as plots and are usually mixed-use (i.e. residential and storage use).
Unauthorised development/ encampment/ stopping place	Land occupied by Gypsies and Travellers and Travelling Showpeople without the benefit of planning permission or the permission of the land owner. Can include land at the side of a road.

Report to: **Strategic Planning Committee**

Date of Meeting: 17 January 2017

Public Document: No

Exemption: None

Review date for release None

Agenda item: 10

Subject:

Heat Network Strategies for the West End

Purpose of report:

To report the further work that has been undertaken on Heat Network Strategies for the West End of the District and to detail the main recommendations.

Recommendation:

- 1. That the 'Heat Network Strategies for the West End' report is adopted as part of the evidence base for the Cranbrook Development Plan Document (DPD)**
- 2. That the recommendations in the report form the basis for framing policies and proposals within the Cranbrook DPD for achieving zero carbon development at Cranbrook and inform subsequent decision making on development proposals at Cranbrook and the wider West End.**

Reason for recommendation:

To inform the development of the Cranbrook Development Plan Document and to inform the delivery of zero carbon development in the West End.

Officer:

Andy Wood – Projects Director, Exeter and East Devon Growth Point, e-mail: adwood@eastdevon.gov.uk Tel: 07740 024918

Financial implications:

There appears to be no direct financial implications from the recommendations contained in the report.

Legal implications:

There are no direct legal implications arising.

Equalities impact:

Low

Risk:

Low

Link to Council Plan:

Encouraging communities to be outstanding; Developing an outstanding local economy; Delivering and promoting our outstanding environment; Continuously improving to be an outstanding council.

Background

In November 2007 Element Energy were commissioned to undertake a strategic analysis of energy and carbon dioxide (CO₂) emissions from the new developments in the Growth Point area over the period to 2020. That report made the economic case for a district energy solution for the emerging Cranbrook new community. It was found that in larger scale development, adopting a site-wide solution (district heating and biomass combined heat and power) would be significantly



cheaper than abating carbon at a household level when targeting levels 5 and 6 of the Code for Sustainable Homes.

Since that study much has happened. A site-wide district heating network at Cranbrook is being delivered by E.ON with 1,500 homes and the first commercial buildings on the neighbouring Skypark connected to the scheme. A second network is being rolled out to serve the Monkeron/Pinhoe/Mosshayne area also by E.ON. The scale of development in the Growth Point area has grown overall. Element Energy considered 3,500 homes at Cranbrook whereas up to 12,000 homes and business premises are now being planned from Monkerton just west of the M5 out to the proposed eastern extension of Cranbrook with Cranbrook itself expanding to circa 8,000 homes.

The Centre for Energy and the Environment (CEE) was commissioned to examine the strategies for the heat networks in the West End of East Devon, accounting for the increase in scale of the developments, changes to national and local energy and planning policy/legislation and the current stage of heat network development. The subsequent report is contained at Appendix A.

Assessment

The roll out of decentralised energy networks to serve the West End of the District represents a very distinctive ingredient of the growth programme and the wider achievement of sustainable development. Due to the scale and long term nature of the development programme there is the opportunity to pursue the large scale delivery of zero carbon development in a cost effective manner. The original Element Energy study commissioned in 2007 provided a robust evidence base to make the case for a district energy solution, demonstrating that this was the most effective option relative to house by house measures. This was in the context of the expected requirement for code level 6 housing from 2016.

Much has changed in the intervening period including the abolition of the Code for Sustainable Homes itself. Nonetheless there is a significant opportunity to hold true to the ambitions to deliver zero carbon development in line with Local Plan policies. For example Strategy 38 Sustainable Design and Construction sets out that development should achieve levels of sustainability in advance of those set out nationally. Strategy 11 requires a coordinated infrastructure provision for low carbon heat and power supply.

The further analysis undertaken by the Centre for Energy and the Environment highlights the very significant opportunity to build from the strong foundation of having two operational heat networks. There is though no room for complacency – ambitious national objectives to de-carbonise both heat and electricity emphasise the benefits of bringing forward technologies and energy sources locally that will not only deliver the original zero carbon objective in a co-ordinated manner but also contribute to national targets. There is a need for the overarching strategic planning of adjoining heat networks to make provision for interconnection to enable the scaling up of renewable energy technologies to deliver increased CO2 emissions reduction.

The report highlights the ability of heat networks to collect heat from a variety of technologies and illustrates the potential for the migration from fossil fuel gas fired CHP towards renewable and waste heat resource. A particular role is identified for biomass combined heat and power which represents a scaling up of the original strategy. More unusually the France-Aldernay-Britain sub-sea connector link and Met Office super computer examples show practical cases of how using heat pumps to exploit waste heat can not only reduce CO2 emissions but also provide key linkages between future heat and electricity network infrastructure allowing the virtual storage of electricity in heat networks. Whilst these opportunities have arisen outside of the original strategy it would be wrong to describe them as serendipity – more a question of making your own luck.

Through the production of the Cranbrook DPD and the determination of planning applications for the expansion of the town there is a real opportunity to work towards the achievement of zero carbon development in the West End of the District. Clearly developers will be concerned about the costs of such an approach particularly the connection fees that would be charged by the energy supplier in relation to the district heating network. It is likely that in future these will exceed current connections fees but by building this in to our strategy early through the DPD for Cranbrook and working this into viability assessment work that will accompany the preparation of the plan it is considered that a viable means of delivering on the aspirations for zero carbon development at Cranbrook and the wider West End can be found and will ultimately be deliverable.

Conclusion

The delivery of decentralised energy networks in the West End represents a major opportunity to work towards zero carbon development in a cost effective manner and to contribute significantly to the achievement of sustainable development. This builds from the strong foundations laid in 2007. The latest work from the Centre for Energy and the Environment highlights the opportunity to evolve this approach including taking account of new and previously unforeseen opportunities. It will be important that the findings of this work and the inherent recommendations inform both the development of the Cranbrook DPD and decision making on development proposals.

**Heat Network Strategies for the
West End of East Devon
FINAL DRAFT**

CENTRE FOR ENERGY AND THE ENVIRONMENT

Internal Document 898

December 2016





Report Name:	Heat Network Strategies for the West End of East Devon
Author(s):	D Lash and A Norton
Report Number:	Internal Document 898
Publication Date:	December 2016

CENTRE FOR ENERGY AND THE ENVIRONMENT

UNIVERSITY OF EXETER,
HOPE HALL,
PRINCE OF WALES ROAD,
EXETER,
EX4 4PL

T: 01392 724159
W: www.ex.ac.uk/cee
E: d.lash@ex.ac.uk

This document has been prepared by the Centre for Energy and the Environment for the sole use of our client (the "Client") and in accordance with generally accepted consultancy principles, the budget for fees and the terms of reference agreed between the Centre for Energy and the Environment and the Client. Any information provided by third parties and referred to herein has not been checked or verified by the Centre for Energy and the Environment, unless otherwise expressly stated in the document. No third party may rely upon this document without the prior and express written agreement of the Centre for Energy and the Environment.

MANAGEMENT SUMMARY

In 2014 the Intergovernmental Panel on Climate Change (IPCC) stated that warming of the climate system is unequivocal. The Climate Change Act commits the UK to reducing emissions by at least 80% in 2050 from 1990 levels. Buildings are responsible for over half of all carbon emissions in the UK and limiting emissions from new buildings is an important carbon reduction policy lever.

In November 2007 the Exeter and East Devon Projects Team commissioned Element Energy to undertake a strategic analysis of energy and carbon dioxide (CO₂) emissions from the new developments in Exeter and East Devon Growth Point over the period to 2020. That report made the economic case for a district energy solution for the emerging Cranbrook new community in East Devon's West End. It was found that in larger scale development, adopting a site-wide solution (district heating and biomass combined heat and power) would be significantly cheaper than abating carbon at a household level when targeting levels 5 and 6 of the Code for Sustainable Homes.

Since that study much has happened. A site-wide district heating network at Cranbrook, one of the few true zero carbon on-site developments in the country, is being delivered by E.ON with 1,200 homes and the first commercial buildings on the neighbouring Skypark connected to the scheme. The scale of development in the West End of East Devon has grown. Element Energy considered 3,500 homes at Cranbrook whereas a swath of up to 12,000 homes and business premises are now being planned from Monkerton just west of the M5 out to the proposed eastern extension of Cranbrook.

The Centre for Energy and the Environment (CEE) has been commissioned by East Devon District Council to examine the strategies for the heat networks in the West End of East Devon, accounting for the increase in scale of the developments, changes to national and local energy and planning policy/legislation and the current stage of heat network development. The developments considered by the study comprise Cranbrook and its planned extensions totalling some 7,600 homes, housing to the North/East of Pinhoe (i.e. at Pinn Court Farm and Old Court Farm), Tithebarn Green/Mosshayne, Skypark, Science Park, the Intermodal Freight Terminal (IMFT) and Monkerton (which lies in Exeter rather than East Devon, but contributes to site-wide solutions spanning both districts). The Monkerton area comprises some 4,260 homes. Total non-domestic floor area is some 400,000m².

National policy has evolved significantly since "Building a Greener Future" in 2007 where the then Government stated that new dwellings would be "zero carbon" from 2016. Since then, Part L has been updated twice with the 2010 change resulting in a 25% reduction in carbon emissions from new dwellings and non-domestic buildings and the 2013 change resulting in a further 6% reduction for homes (to 29% on 2006 Part L) and 9% reduction for non-domestic buildings. Further revisions to Part L were planned for 2016 and 2019. However in July 2015 the Government announced that it did "not intend to precede with the zero carbon Allowable Solutions carbon offsetting scheme, or the proposed 2016 increase in onsite energy efficiency standards". Locally, Exeter's 2010 Core Strategy requires new homes build from 2103 onwards to achieve a 44% CO₂ reduction on 2006 Part L. This and a policy which requires connection to heat networks has supported the provision of district heating at Monkerton which is likely to extend to the surrounding developments in the adjacent parts of East Devon. East Devon's 2015 Local Plan includes support for district heating and decentralised energy particularly at Cranbrook and Pinhoe.

The heat networks at Cranbrook and Monkerton are operated by E.ON under long term concession agreements. Both networks are currently gas fuelled. A 0.5MWe gas CHP is operating at Skypark with the remaining heat being provided by gas boilers. There is a Section 106 (s106) commitment to provide 2MWe and 2.4MWth of wood fuelled biomass CHP at the Skypark Energy Centre. However, electricity grid constraints in the south west region are likely to delay installation until 2020. A private wire connection to the Lidl distribution centre due to be constructed some 600m for the Skypark Energy Centre may enable acceleration of an additional 1MWe gas CHP. The France-Alderney-Britain electricity interconnector (FABlink) converter station which may be located close to Exeter Airport provides the opportunity to recover 5-7MWth of waste heat.

Initial plans at Monkerton are predominantly based on gas CHP which is supplemented by a 0.5MWth biomass boiler. A private wire connection to the Met Office supercomputer site would enable the 0.5MWe of gas CHP need in 2018/19 to be installed ahead of the relaxation of grid constraints. Waste heat recovery from the next generation of supercomputer at the Met Office site offers the potential for additional low carbon heat from 2020/21.

Four scenarios, a gas base case and three different combinations of constraints and opportunities at each site have been assessed for two electricity grid CO₂ emissions factors. The results show that CO₂ savings achieved are dependent not only on the technologies adopted at the energy centres which supply the heat networks but also on the carbon intensity of electricity available from the national grid. As more renewable electricity is fed into the grid its CO₂ content falls. When this happens the CO₂ benefit of producing electricity from CHP falls correspondingly. Because CO₂ savings are allocated to co-produced heat this results in the CO₂ content of heat rising.

Using a constant electricity emission factor gas CHP (only) provides a 33% CO₂ savings on heat at Skypark/Cranbrook and a 30% saving on heat at Monkerton. When compared with total base case emissions (heat and electricity) the savings are more modest (11% and 12% respectively). However, when DECC's declining grid emissions intensity factors are used little or no reduction is achieved. This highlights the need for heat networks to plan strategies for further decarbonisation beyond gas CHP. Fortunately both the Skypark and Monkerton Energy Centres have existing carbon reduction strategies and the potential for further measures.

Grid constraints in the South West have essentially halted the deployment of new decentralised electricity generation schemes in the region until 2020. The use of private wire connection to local electricity loads has the potential to bring forward the commissioning of gas CHP at both energy centres. However, the emission reductions achieved are relatively small with the benefit being more marked at Skypark than at Monkerton (total savings of 5,200 tCO₂ versus 1,718 tCO₂ at a constant grid emission factor).

The impact of the s106 commitment to employ 2MWe wood based biomass CHP at the Skypark Energy Centre is significant. Long term reductions compared to the gas CHP only case are 6,000tCO₂/y in the constant emissions factor case and 5,200tCO₂/y using the DECC time series. Total emission reductions compared to the Base Case are 10,700 tCO₂/y (a 75% reduction on the heat Base Case and 25% of total Base Case) and 5,345/year (38% of heat Base Case and 17% of total Base Case) respectively. The relatively small impact of biomass CHP on overall emissions at the Skypark Energy Centre highlights that the 2MWe capacity was sized to achieve true zero carbon in

the first 2,900 homes and not the non-domestic buildings or the subsequent phases of housing at Cranbrook which are now being planned.

Use of recovered heat from FABlink increases the decarbonisation of heat at Cranbrook from between 75% and 82% under the constant grid emission factor. The increase is more marked under the time series emissions factors where emissions savings rise from 38% to 76%. Given the assumptions about the need for gas boiler peaking and back-up these percentages are as close as it is practical to get to heat decarbonisation. However, the reduction on total emissions are much lower; 28% and 35%.

At Monkerton, the addition of a 0.5MWth biomass boiler to gas CHP and the consequent 0.2MWe reduction in gas CHP capacity enables a 14% and 3% reduction on total CO₂ emissions over the Base Case using the constant and time series grid emissions factors respectively. Limiting gas CHP to 0.5 MWe and using recovered heat from the Met Office supercomputer from 2020 increases these percentages to 18% and 21%. As at Cranbrook, the impact of using recovered heat improves under the time series emissions factors.

These reductions demonstrate the ability of heat networks to collect heat from a variety of technologies and illustrates the potential for the migration from fossil fuel gas fired CHP towards renewable and waste heat resource. The FABlink and Met Office examples show practical cases of how using heat pumps to exploit waste heat can not only reduce CO₂ emissions also provide key linkages between future heat and electricity network infrastructure allowing the virtual storage of electricity in heat networks. However, there is also a need for overarching strategic planning of adjoining heat networks to make provision for interconnection to enable the scaling up of renewable energy technologies to deliver increased CO₂ emissions reduction. This is illustrated in the West End because, while the combined total emission reduction from the heat opportunities achieves 25% / 31%, this reduction falls well short of the 2010 zero carbon commitment at Cranbrook. Further emissions reduction at both developments requires the generation of more renewable electricity on site. Such a reduction could be achieved using a larger biomass CHP installation. An alternative single solution case could involve 20MWe biomass CHP installed in 5MWe stages which served both Cranbrook and Monkerton. This scheme would generate additional heat which would be available from 2025 for further new development in the vicinity and/or for an expanded Exeter city network.

As the West End is planned it is important that these potential carbon and energy solutions are developed alongside the growth in the area. In particular it is critical that land is reserved for a variety of possible eventualities including:

- large scale biomass CHP at a site able to serve Cranbrook and Monkerton
- heat network interconnection between Cranbrook, Monkerton and Exeter city networks
- private wire electricity routes to Lidl and the Met Office supercomputer sites
- heat network routes from/to the FABlink interconnector site and provision for heat recovery and heat pump equipment at the FABlink site
- heat network routes to the Met Office supercomputer site and provision for heat recovery and heat pump equipment at the Met Office site
- solar thermal ground arrays sites adjacent to energy centres

CONTENTS

Management Summary.....	i
1. Introduction and Background	1
2. Description of Developments at the West End of East Devon	5
2.1 Description of Sites	5
2.1.1 Cranbrook	5
2.1.2 Skypark	5
2.1.3 Intermodal Freight Terminal.....	5
2.1.4 Science Park.....	5
2.1.5 Tithebarn Green & Mosshayne.....	6
2.1.6 North of Pinhoe	6
2.1.7 Monkerton and Hill Barton	6
2.2 Phasing and Build Out Rates.....	6
2.3 Housing Mix.....	8
3. National and Local Policy Framework.....	9
4. Local Energy Opportunities and Constraints.....	11
4.1 Current Heat Networks.....	11
4.2 Commitment to Biomass CHP at the Skypark Energy Centre	11
4.3 Grid Generation Constraints	11
4.4 Private Wire Electricity Connections	11
4.4.1 Lidl Distribution Centre.....	11
4.4.2 Met Office Supercomputer	12
4.5 Local heat Sources	12
4.5.1 Project Sunshine	12
4.5.2 Met Office Supercomputer	13
4.5.3 FABlink	13

5. Modelling of Scenarios for the Study Area.....	14
5.1 Assessing Heat Demand.....	14
5.2 Developing Heat Supply Scenarios.....	15
5.2.1 Skypark / Cranbrook Heat Network.....	15
5.2.2 Monkerton Heat Network.....	15
5.3 Heat Supply Methodology.....	16
6. Results and Scenario Comparison.....	18
6.1 Skypark/Cranbrook Heat.....	18
6.1.1 Heat Model Results.....	18
6.1.2 Heat Scenario Comparison.....	19
6.2 Monkerton Heat.....	21
6.2.1 Heat Model Results.....	21
6.2.2 Heat Scenario Comparison.....	22
6.3 Total CO ₂ Emissions.....	24
6.3.1 Skypark/Cranbrook.....	24
6.3.2 Monkerton.....	26
6.3.3 Cranbrook & Monkerton combined.....	28
6.4 Summary of Results.....	31
7. A Zero Carbon West End of East Devon.....	33
8. Conclusions and implications for planning.....	35
APPENDIX A: The Met Office Supercomputer.....	37

1. INTRODUCTION AND BACKGROUND

In 2014 the Intergovernmental Panel on Climate Change (IPCC) stated¹ that warming of the climate system is unequivocal and that since the 1950s, many of the observed changes are unprecedented over decades to millennia and that the anthropogenic emissions are extremely likely to have been the dominant cause of the observed warming since the mid-20th century. Continued emission of greenhouse gases will cause further warming and long-lasting changes in all components of the climate system, increasing the likelihood of severe, pervasive and irreversible impacts for people and ecosystems. Limiting climate change requires substantial and sustained reductions in greenhouse gas emissions and this, together with adaptation, will reduce climate change risks. Substantial emissions reductions over the next few decades not only reduces climate risks in the 21st century and beyond but increases the prospects for effective adaptation and reduces the costs and challenges of mitigation in the longer term thereby contributing to climate-resilient pathways for sustainable development.

The Climate Change Act² commits the UK to reducing emissions by at least 80% in 2050 from 1990 levels, including making progress through legally binding 5-year carbon budgets. Buildings are responsible for over half of all carbon emissions in the UK³ and limiting emissions from new buildings is one part of the government's carbon reduction policies; DECC has estimated⁴ that together, Part L 2002 and 2006 had saved 8.3 TWh and 1.9 MtCO₂ by 2010 which represented nearly a quarter of the total savings from all energy efficiency improvement programmes and policies in the private and public sectors. In addition it is projected⁵ that 10 to 38 TWh of low carbon heat will be delivered through local heat networks by 2030.

The importance of providing a true low carbon pathway for the UK housing stock is underlined by Professor Brenda Boardman's observation that "the present levels of demolition" "imply a stock lifetime of 1,300 years"⁶. Each new build house connected to the gas network represents a long term source of carbon emissions and an opportunity for emissions reduction foregone.

In November 2007 the Exeter and East Devon Projects Team commissioned Element Energy to undertake a strategic analysis of energy and carbon dioxide (CO₂) emissions from the new developments in Exeter and East Devon Growth Point over the period to 2020⁷. That report made the economic case for a district energy solution for the emerging Cranbrook new community in East Devon's West End. It was found that in larger scale development, adopting a site-wide solution would be significantly cheaper than abating carbon at a household level when targeting levels 5 and 6 of the Code for Sustainable Homes. Whilst a district heating system was not planned for the first phase of development at Cranbrook, it was argued that early investment in a district heating network would benefit the economics of future phases.

¹ IPCC Climate Change 2014 Synthesis Report, Summary for Policymakers

² Climate Change Act 2008

³ DECC 2014 2013 UK Greenhouse Gas Emissions, Provisional Figures and 2012 UK Greenhouse Gas Emissions, Final Figures by Fuel Type and End-User. From table 5 Business emissions are 178.3 MtCO_{2e}, Residential emission are 145.3 MtCO_{2e}, total emissions are 575.4 MtCO_{2e}; therefore buildings account for 56% of end-use emissions.

⁴ DECC, July 2011, UK Report on Articles 4 and 14 of the EU End-use Efficiency and Energy Services Directive (ESD)

⁵ HM Government 2011, The Carbon Plan: Delivering our low carbon future

⁶ Boardman et al, 2005, 40% House

⁷ Element Energy 2008, East of Exeter Growth Point: Energy Strategy

Since the study considerable progress has been made delivering schemes in the Exeter area:

- The study formed the basis of a successful application for £4.1m of grant funding for the Cranbrook biomass CHP scheme; one of the few zero carbon on-site developments in the country. E.ON, the scheme operator, has currently connected 1,200 homes and the first commercial buildings on the neighbouring Skypark.
- The scale of development in the West End of East Devon has grown. Element Energy considered 3,500 homes at Cranbrook whereas a swath of up to 12,000 homes and business premises are now being planned from Monkerton (in Exeter just west of the M5) out to eastern extension of Cranbrook.
- A second E.ON district heating and CHP scheme is now underway at Monkerton. Importantly this scheme is going ahead without grant funding.
- Other DH schemes are planned elsewhere in Exeter area including a retrofit scheme connecting the major public sector heat loads in the city and a separate heat network which will use steam from the Marsh Barton energy from waste plant to supply heat to some 2,500 new homes planned in the south west of the city and across the boundary in Teignbridge.

However, the intervening period to 2015 planning aspirations for zero carbon homes onsite envisaged in “Building a Greener Future”⁸ in 2007 were watered down by as much as 80% (from 100% of all emissions to as low as 44% of regulated emissions) as it was recognised that it would not be possible for all homes, for example a single city infill, to feasibly reach a true zero carbon standard. Then, in July 2015 the Government announced that it would not implement zero carbon and that no further tightening of Part L of building regulation would take place beyond the 29% reduction on 2006 Part L set out in Part L 2014.

However, it is important to recognise that because building regulations apply to all new homes they represent the lowest common denominator. As the Element Energy study showed, development at scale has the potential to achieve greater CO₂ emissions reduction at the same cost. This has been recognised by the numerous district heating schemes which are coming forward in the greater Exeter area.

The development of heat networks is supported by DECC’s 2013 UK heat strategy^{9,10}. Heat represents 44% of UK energy use and of this 51% is used in homes. The UK lags the rest of Europe in the use of renewable heat (Figure 1). DECC’s work shows that while heat networks currently serve some 2% of heat demand, this could rise to up to 20% of UK domestic heat demand by 2030.

⁸ CLG 2007, Building a Greener Future

⁹ DECC, 2012, The Future of Heating: A strategic framework for low carbon heat in the UK

¹⁰ DECC, 2013, The Future of Heating: Meeting the challenge

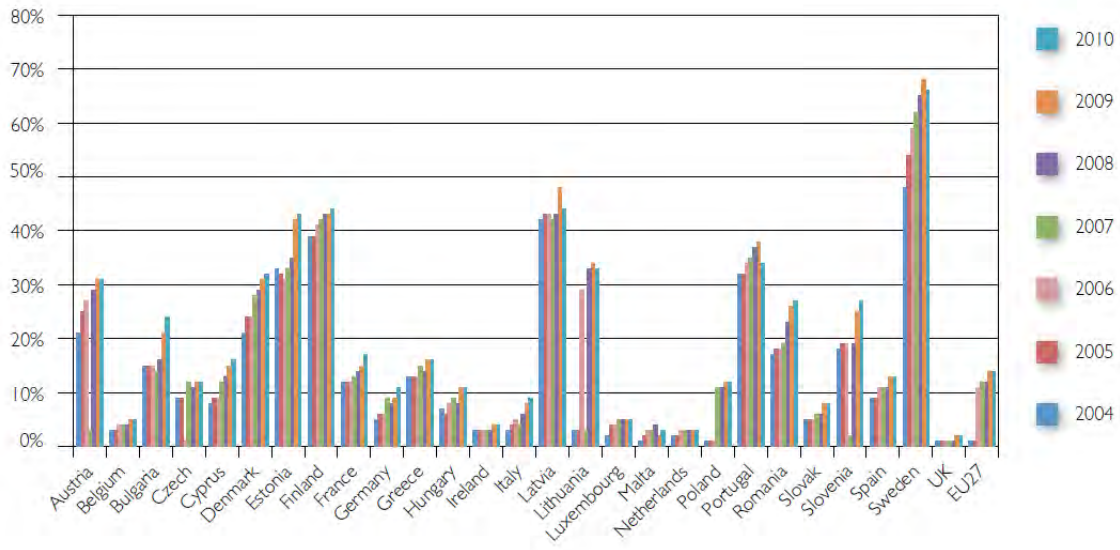


Figure 1: Percentage of heating and cooling from renewables across the EU (DECC)

The Centre for Energy and the Environment (CEE) has been commissioned by East Devon District Council to examine strategies for the heat networks for the West End of East Devon, accounting for the increase in scale of the developments, changes to national and local energy and planning policy/legislation and the current stage of heat network development.

The study's aims are to:

- Estimate the build trajectory for the area;
- Estimate building energy use and carbon dioxide emissions;
- Analyse heat network strategies for new development to further reduce CO₂ emissions;
- Understand the potential for innovative energy solutions such as heat recovery from the Met Office supercomputer;
- Recommend a strategy for the heat networks and estimate potential carbon savings which such a strategy could deliver.

The developments considered will include Cranbrook and its planned extensions, housing to the North/East of Pinhoe (i.e. at Pinn Court Farm and Old Court Farm), Tithebarn Green/Mosshayne, Skypark, Science Park, the Intermodal Freight Terminal (IMFT) and Monkerton (which lies in Exeter rather than East Devon, but may contribute to potential site-wide solutions spanning both districts).

A map of the development within the scope of this study is shown in Figure 2.

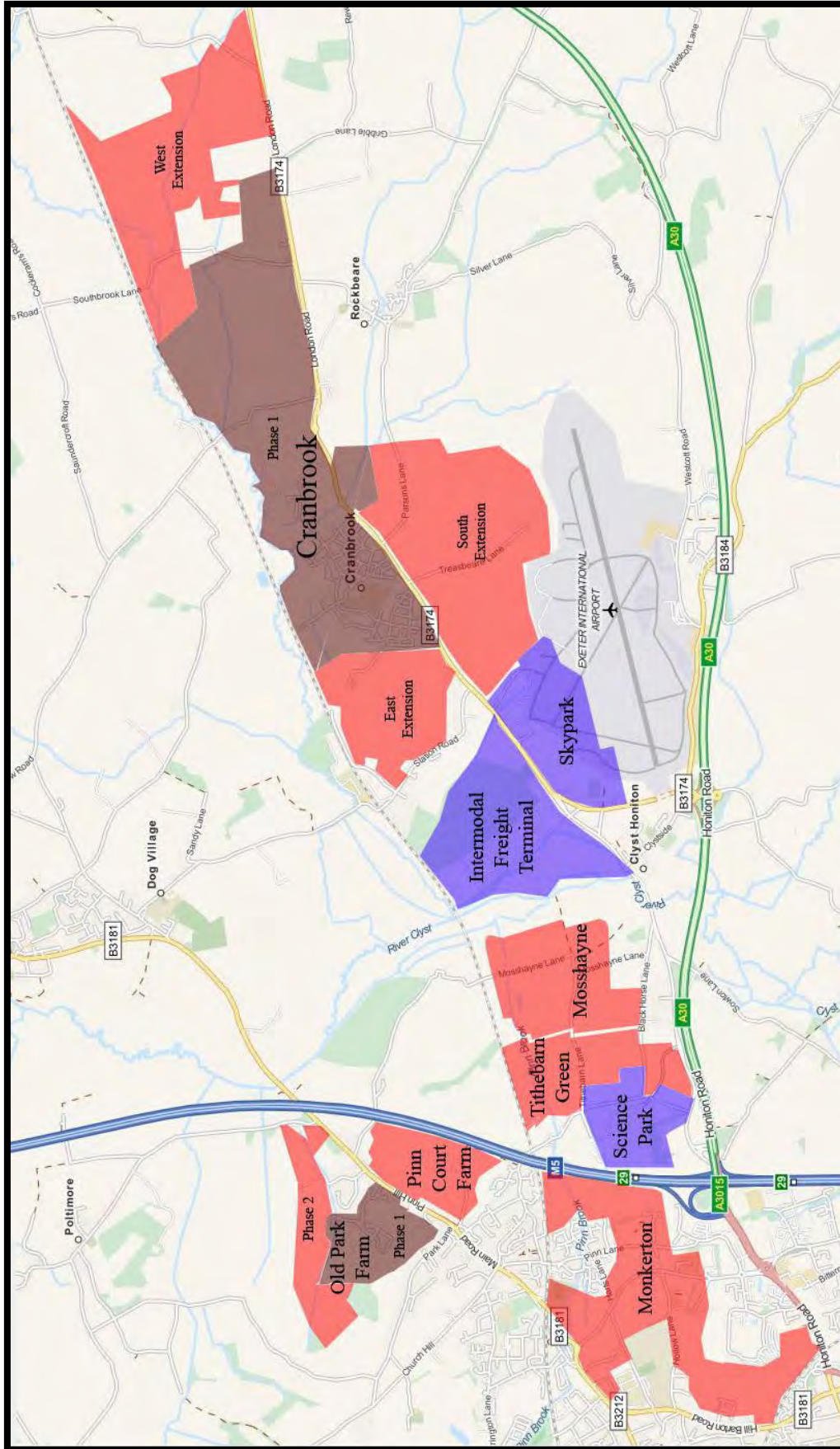


Figure 2: Map showing location of new development to the East of Exeter

2. DESCRIPTION OF DEVELOPMENTS AT THE WEST END OF EAST DEVON

2.1 DESCRIPTION OF SITES

2.1.1 CRANBROOK

Initial planning permission at Cranbrook was granted for 2,900 homes. This was subsequently extended by a further 587 dwellings taking the total to 3,487¹¹. Approximately 1,200 homes have already been constructed, together with a primary school, secondary school, shops and community facilities. These and those buildings yet to be built will all connect to the district heating scheme powered by gas fired CHP and gas boilers located at the E.ON Energy Centre at the northern corner of the nearby Skypark. Biomass CHP is due to be commissioned once Cranbrook reaches 2000 homes. Applications have been received for future expansion of Cranbrook to the east, west and south (the Northern edge of Cranbrook is bound by the railway). The eastern expansion is due to contain 1,750 homes, 1,250 m² of B1/B2¹² space, a primary school, 1,000 m² shop and a restaurant and community centre (unspecified floor areas). The western expansion is due to contain 820 homes, a primary school and a community centre (unspecified floor areas). The southern expansion is due to contain 1,550 homes, 40,000 m² of B1/B2 space, a primary school and a local centre (unspecified floor areas). If these applications proceed there will be a total of some 7,600 homes at Cranbrook.

2.1.2 SKYPARK

Skypark sits immediately to the north of the airport, and will contain approximately 140,000 m² of a mix of office space and light/general industrial space. In addition, permission has been approved for 5,633 m² of B8¹³ use and there is provision for a 150 bed hotel and a pub. All buildings on Skypark are committed to connect to E.ON's district heating network.

2.1.3 INTERMODAL FREIGHT TERMINAL

The IMFT was planned to provide a rail road interchange for bulk transport of containers. Sainsbury's Supermarkets Ltd. had planned to build a 49,000 m² warehouse, but subsequently announced that the site was surplus to requirements. The site has now been acquired by Lidl and it is assumed for the purposes of this study that it will comprise 65,000 m² of B8 (distribution/warehouse) building.

2.1.4 SCIENCE PARK

The Exeter Science Park sits at the Junction 29 of the M5 and will contain predominantly R&D office accommodation across five clusters of building. An office building and Phase 1 of the Science Park building have already been constructed, and both are "district heating ready". The site also hosts the Met Office supercomputer hall and Collaboration Building which are both currently under construction. Appendix A contains further details of the potential connection of the Met Office facilities to district energy systems in the vicinity. In total, the floor area at Science Park will be in the region of 76,000 m², which will also include a hotel, a shop, a restaurant, conference facilities and a crèche (in addition to the R&D space).

¹¹ This has been referred to as "Cranbrook 3,487" within this report

¹² Taken in this report to mean light industrial units

¹³ B8 is the planning use category for storage or distribution centres

2.1.5 TITHEBARN GREEN & MOSSHAYNE

To the east, immediately adjacent to the Science Park site are the Tithebarn Green and Mosshayne developments. Tithebarn Green will comprise 580 homes together with almost 9,000 m² of office space, a shop, restaurant, pub, restaurant and healthcare facility. Mosshayne will contain 900 homes and a 420 place primary school.

2.1.6 NORTH OF PINHOE

There are two housing developments at the northern edge of Pinhoe. The first of these is Pinn Court Farm which is bound by the M5 and Pinn Lane. It will comprise 430 homes, two 60 bed-space nursing homes and a community building. The Old Park Farm site sits on the opposite side of Pinn Lane. The first phase of the development has already been approved and the scheme has been delivered without district heating. Phase 2 sits to the rear (north) of phase 1 and will contain a further 350 homes.

2.1.7 MONKERTON AND HILL BARTON

Monkerton and Hill Barton are situated in Exeter in predominantly greenfield land bound by the main rail line to London Waterloo to the north, the M5 to the east, the A3015/Honiton Road and Exeter to Exmouth rail line to the south and the City's outer bypass (the B3181) to the west. There are around 1,800 homes in the planning pipeline that will be connected to a district heating scheme which is being delivery by E.ON. There is a planned employment site at Honiton Road though the existing outline consent means that it has not been considered to be connected to the network, though a proposed new primary school has been included. 50 completed dwellings at Hill Barton are connected to the gas network. The Monkerton Energy Centre will be located on land owned by Devon County Council immediately to the north west of the Tithebarn Lane Bridge. It is anticipated that this energy centre will also serve Science Park, Tithebarn Green and Mosshayne a total of some 4,260 homes.

2.2 PHASING AND BUILD OUT RATES

There are no formal projections for development at each site. Estimated build-out rates for each of the various sites were established based on total allocated numbers, and informal discussions with East Devon District Council and Exeter City Council. Whilst care was taken to ensure that the construction programmes represented our best estimates, given the nature of property development the actual programme will differ. Summary graphs showing cumulative number of dwellings and non-domestic floor area to 2031 are shown Figure 3 and Figure 4.

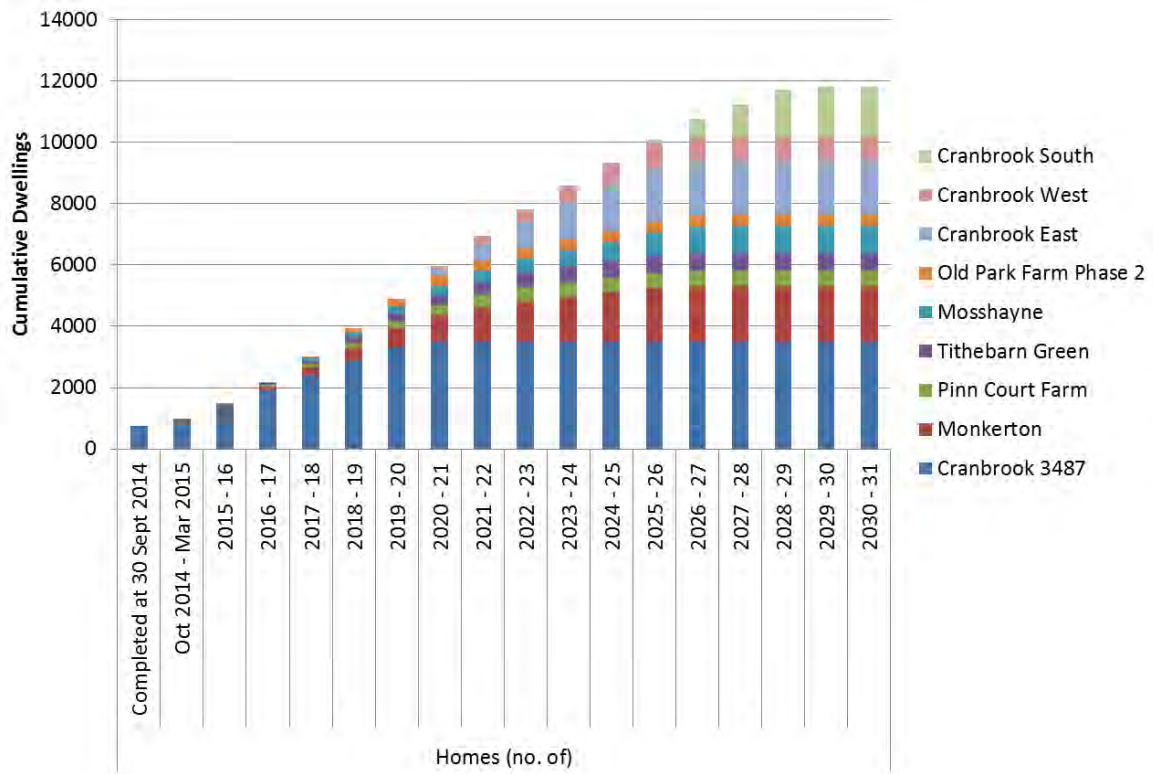


Figure 3: Cumulative number of dwellings across all sites considered within the study to 2031

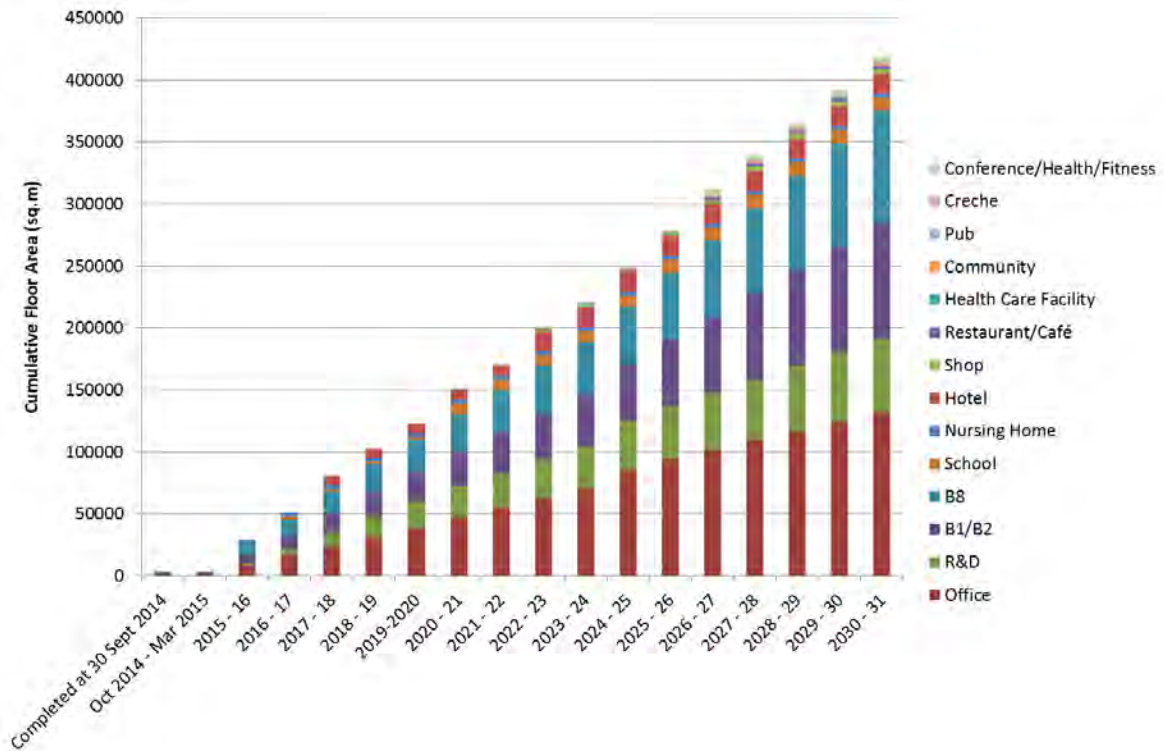


Figure 4: Cumulative non-domestic development across all sites considered within the study to 2031

2.3 HOUSING MIX

Detailed planning applications were not available for the sites under consideration, and therefore the mix of house types was not known. Layouts from sections of Cranbrook were provided by the council and these were analysed to establish the number and size of each proposed house type. An example layout is shown in Figure 5. The layouts captured 354 dwellings in total which were allocated to broad house category type as identified by the Zero Carbon Hub in their analysis of the zero carbon homes policy i.e. detached, semi-detached, mid-terrace or apartment. This was then used to establish an area weighted “average” house for the development. This resulted in a dwelling with a gross internal area of 88.2 m² and a hypothetical composition of 40% detached, 40% semi-detached, 13% terraced and 7% apartment (by area¹⁴). It was assumed that this “average” house was applicable to each housing development considered within this analysis.

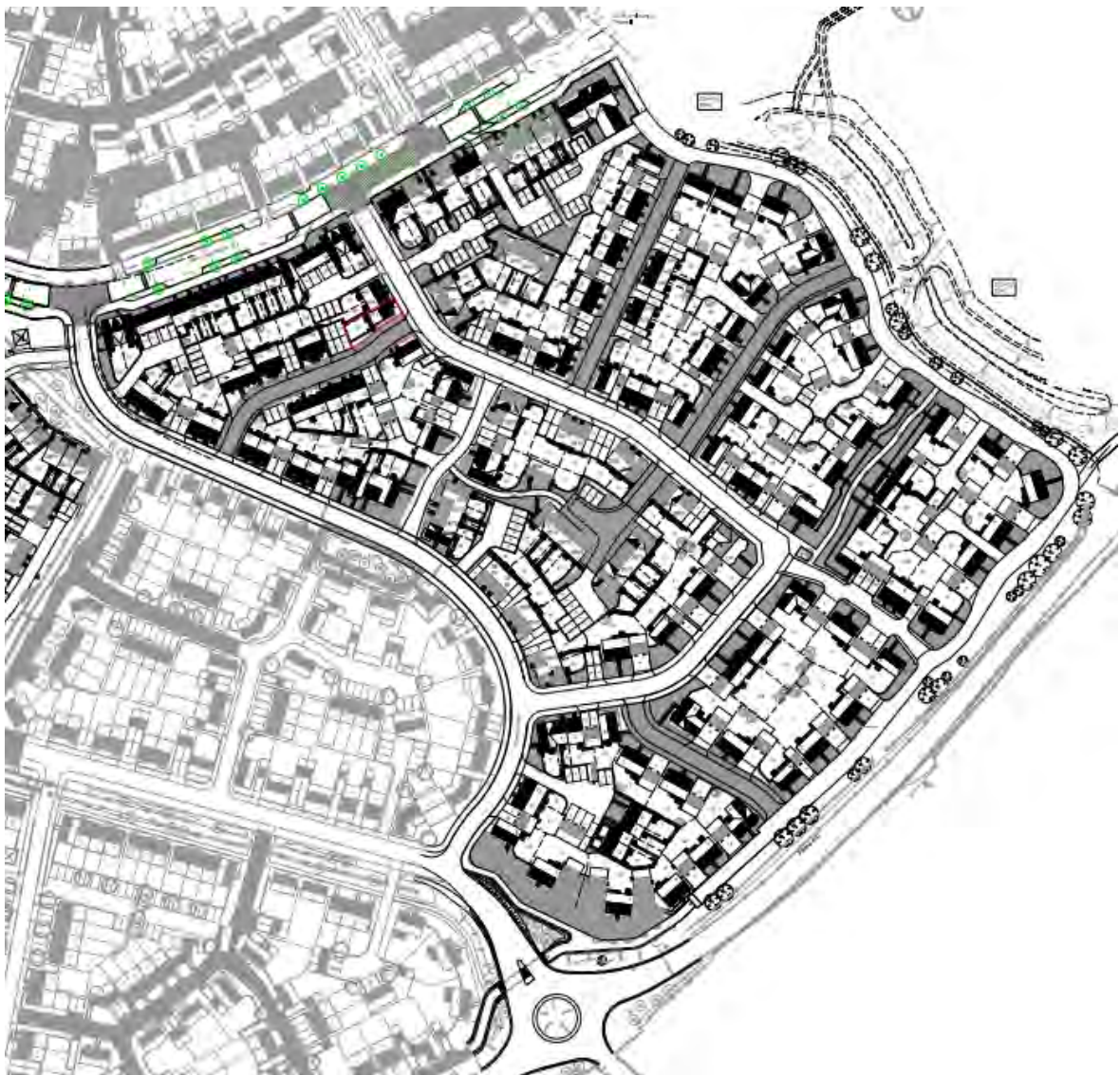


Figure 5: Part of the layout at Cranbrook used to determine the “typical” housing mix for development across the study area

¹⁴ By number of dwellings, the ratios were 28% detached, 45% semi-detached, 16% terrace and 10% apartment.

3. NATIONAL AND LOCAL POLICY FRAMEWORK

The energy performance of new development is covered by both local planning policy and the building regulations .

Exeter's 2010 Core Strategy requires new homes build from 2013 onwards to achieve a 44% CO₂ reduction on 2006 Part L. This and a policy which requires connection to heat networks has supported the provision of district heating at Monkerton which is likely to extend to the surrounding developments in the adjacent parts of East Devon.

The adopted East Devon Local Plan 2013 - 2031¹⁵ contains policies (Strategies 38 to 40) that require that developments:

- of more than 10 dwellings or 1,000m² of commercial space meet at least CSH 4 and BREEAM "Very Good" (Strategy 38) and where viable connect to any existing or proposed Decentralised Energy Network (Strategy 40)
- in the West End and those over 4ha ore 200 dwellings elsewhere in East Devon achieve levels of sustainability in advance of those set out nationally (Strategy 38)
- over 4 ha or 200 homes where there is no existing Decentralised Energy Network should evaluate the potential for such systems and implement them where they are viable over the life of the developments in the locality

However, changes to national policy (i.e. following the Housing Standards Review [HSR] held over the summer of 2013) mean that the authority will not be able to set energy performance standards in advance of the national timetable, though the HSR covered only housing and these restrictions do not apply to non-domestic development.

Section 7 of the Local Plan addresses development in the West End. Strategy 11 requires the co-ordinated provision of low carbon heat and power supply and Strategy 12, which covers Cranbrook, states that the existing district heating system will provide for the combined heat and power needs of the town as it expands to 6,300 homes. Strategy 13, Development North of Blackhorse/Redhayes states that the scheme will comprise energy infrastructure, including a heat and energy network to achieve low and zero carbon development. Development of an urban extension at Pinhoe in Strategy 14 states that it will incorporate the reduction of carbon emissions through measures including micro generation and decentralised energy.

As part of commitments already in place under existing planning permissions, the first 2,900 dwellings at Cranbrook will connect to the district heating scheme. In addition the Skypark energy centre is required to provide a zero carbon biomass source which will provide 2MWe of electrical capacity and 2.4MWth of heat capacity.

The Monkerton development will meet the 44% CO₂ reduction required under Exeter City Council's local planning policy through gas fuelled combined heat and power and district heating.

The existing heat networks at Cranbrook and Monkerton combined with the local plan policies above highlight that the existing district heating network infrastructure are an opportunity for other development coming forward in the locality to both meet and exceed energy or carbon performance requirements.

¹⁵<http://eastdevon.gov.uk/planning/planning-policy/emerging-plans-and-policies/the-new-local-plan/local-plan-adoption/>

Nationally, the energy and carbon performance of new development is governed by Part L of the building regulations – the Conservation of Fuel and Power – with Part L1A covering new dwellings and Part L2A covering new non-domestic buildings. Part L is the main instrument used to improve energy performance and reduce carbon dioxide emissions from new development in order to meet national policy objectives. In “Building a Greener Future”⁸ in 2007 the then Government stated that new dwellings would be “zero carbon” from 2016. Since then, Part L has been updated in 2010 and again in April 2014 (a delay of one year from the original timetabled update in 2013). The 2010 change resulted in a 25% reduction in carbon emissions from new dwellings and non-domestic buildings¹⁶ and the 2013 resulted in a further 6% reduction for homes (to 29% on 2006 Part L) and 9% reduction for non-domestic buildings. Further revisions to Part L were planned for 2016 and 2019. However in July 2015 the Government announced that it did “not intend to proceed with the zero carbon Allowable Solutions carbon offsetting scheme, or the proposed 2016 increase in onsite energy efficiency standards”¹⁷.

¹⁶ For non-domestic buildings the overall carbon reduction is an aggregate reduction for all non-domestic buildings based on an assumed build mix i.e. greater carbon reduction within some building use types have been used to offset lower reduction in other building types, in order to most cost-effectively achieve the overall reduction target at a national level.

¹⁷ HM Treasury, *Fixing the foundations: Creating a more prosperous nation*, July 2015

4. LOCAL ENERGY OPPORTUNITIES AND CONSTRAINTS

4.1 CURRENT HEAT NETWORKS

Heat networks are established at Cranbrook and Monkerton with long concessions (ca. 80 years) and agreement from the developers that there should be no natural gas on these sites. Extension of these networks to subsequent phases of Cranbrook and from Monkerton east to the Science Park, Tithebarn Green and Mosshayne developments and north to Pinn Court Farm and Old Park Farm Phase 2 is anticipated.

4.2 COMMITMENT TO BIOMASS CHP AT THE SKYPARK ENERGY CENTRE

The Skypark energy centre s106 requires that at 2,000 homes there should be a wood based biomass CHP plant generating 2MWe and 2.4MWth. These capacities were calculated to deliver true zero carbon for the first 2,900 homes at Cranbrook. The timing of the delivery of biomass CHP at Cranbrook is influenced by the development of the heat load (particularly at Skypark where build out is behind that initially planned) and regional electricity grid constraints (see below) and installation before 2020 therefore seems unlikely.

4.3 GRID GENERATION CONSTRAINTS

In March 2015 Wester Power Distribution (WPD) announced a network capacity restriction as a result of capacity shortage in its 132kV “F Route” between Bridgewater and Seabank in Bristol which effects all new connection in Devon¹⁸. The restriction applies to all generator connections requiring works at HV (i.e. 6.6kV or 11kV or above) and takes the form of a delay of 3 to 6 years, subject to planning approval and the completion of National Grid’s 400kV works for a double-circuit route between Hinkly Point and Seabank. As CHP engines likely to be installed in the West End of East Devon would, if connected to the grid, require works at HV this restriction has immediate effect.

4.4 PRIVATE WIRE ELECTRICITY CONNECTIONS

Large electricity loads adjacent to CPH facilities give the potential for direct electrical connection from the CHP to the electricity user by a “private wire”. While there is an additional up-front capital cost of laying the private wire, not using the grid avoids use of system transmission charges for the power purchaser which, if shared with the supplier, can make the arrangement financially beneficial to both. Importantly private wire connection enables the deployment of CHP capacity despite the presence of grid constraints in the area. This said, it should be noted that while the early addition of CHP capacity will reduce CO₂ emissions earlier than would otherwise have been the case, private wire supply in itself does not materially reduce CO₂ emissions.

4.4.1 LIDL DISTRIBUTION CENTRE

In January 2016 the site on the Intermodal Freight Terminal allocation prepared for a distribution warehouse by Sainsbury’s was acquired by Lidl. The site is some 600m from the Skypark energy centre (see Figure 6 below). The Lidl building is anticipated to be some 65,000m². Comparison with a similar distribution warehouse¹⁹ suggests that the building will require some ca. 1MWe (assumed constant base load).

¹⁸ See <https://www.westernpower.co.uk/docs/connections/Generation/Generation-capacity-map/Distributed-Generation-EHV-Constraint-Maps/WPD-South-West-network-capacity-restriction.aspx>

¹⁹ 17% of the electricity needed by Morrisons 75,000m² Bridgewater distribution centre in the summer months is provided by a 970kWp PV array. However the system is over performing prediction by 13.5%. PV tool



Figure 6: Map showing the proximity of the Skypark energy centre and the distribution site acquire by Lidl (image courtesy of Google)

A private wire supplying this electrical demand gives scope for the Skypark energy centre to increase its CHP capacity from the 0.5 MWe currently installed to 1.5MWe without the need for further grid capacity. This mitigates some of the WPD grid capacity constraints although the requirement of the Lidl warehouse does not enable the 2.0MWe capacity required by the Skypark s106 to be installed before the grid constraint is likely to be lifted in 2020.

4.4.2 MET OFFICE SUPERCOMPUTER

The new Met Office supercomputer currently under construction at the north eastern end of the Redhayes pedestrian /cycle bridge will need up 3.6 to 4MWe capacity (assumed constant base load). The Monkerton energy centre site is 800m to the north across the Tithebarne road bridge. The capacity requirement of the supercomputer is greater than the likely installed CHP capacity at the Monkerton energy centre. This situation implies that WPD grid constraints are unlikely to affect the Monkerton energy centre (see Appendix 1 for further details).

4.5 LOCAL HEAT SOURCES

4.5.1 PROJECT SUNSHINE

Some European countries, notably Denmark and Germany, use large scale solar thermal arrays to generate heat for district heating networks. In the UK DECC is funding Project Sunshine, a £1.2m heat network demonstration project at Cranbrook which will use a combination of 2,000m² solar thermal array, a 750kWth heat pump and thermal storage which will demonstrate how such a semi-commercial scale combined system will perform in the UK. Construction of the project was completed in the spring of 2016 and the operational demonstration phase is expected to continue until at least March 2017. The performance of the heat pump in upgrading lower temperature heat to the 80-90°C needed to input heat into the heat network is potentially important for other local heat supply projects (see below).

PVGIS suggests monthly summer electricity consumption for array of 113MWh which if exceed by 13.5% gives 128kWh or site consumption of 750MWh giving annul production of 9,000MWh or average capacity of 1MWe. This capacity estimate is supported by enquires to Lidl made by EON.

4.5.2 MET OFFICE SUPERCOMPUTER

Much of the 3.6 to 4MWe energy used by the Met Office supercomputer is emitted as heat. The Cray computer being installed in the first phase of the Science Park building will be traditionally cooled. However, the next supercomputer, which it is anticipated will be installed in 2020, will consider the potential for using this waste heat in combination with a heat pump to upgrade the heat to the 85°C needed to contribute heat into the Monkerton heat network.

4.5.3 FABLINK

The France-Alderney-Britain (FAB) electrical interconnector project is to build an underwater electrical interconnector. The project will consist of two pairs of electrical cables, a converter station at each end, and connections into the high voltage grids at each end. It will travel nearly 220 km between the electrical substations in Manuel, on the Cotentin peninsula in France, and Exeter. The interconnector capacity is 1400MW. As well as enabling greater interconnection between France and the UK the project is also designed to provide a route to market for marine renewable energy planned to be constructed in the seas around Alderney. Construction of the interconnector is scheduled to commence in 2018 and it is expected to become operational in 2020.

FABlink has identified a site near Exeter airport for its UK converter station. The converter station changes the direct current (DC) used in the link cable to the alternating current (AC) required to put the power onto the national grid. The DC-AC conversion process generates heat. Typically air cooling is used to cool heated water from the converters (at 40-50°C) to a lower return temperature (typically 25-30°C). The energy extracted from this water is 5-7MWth for 90% of the year.

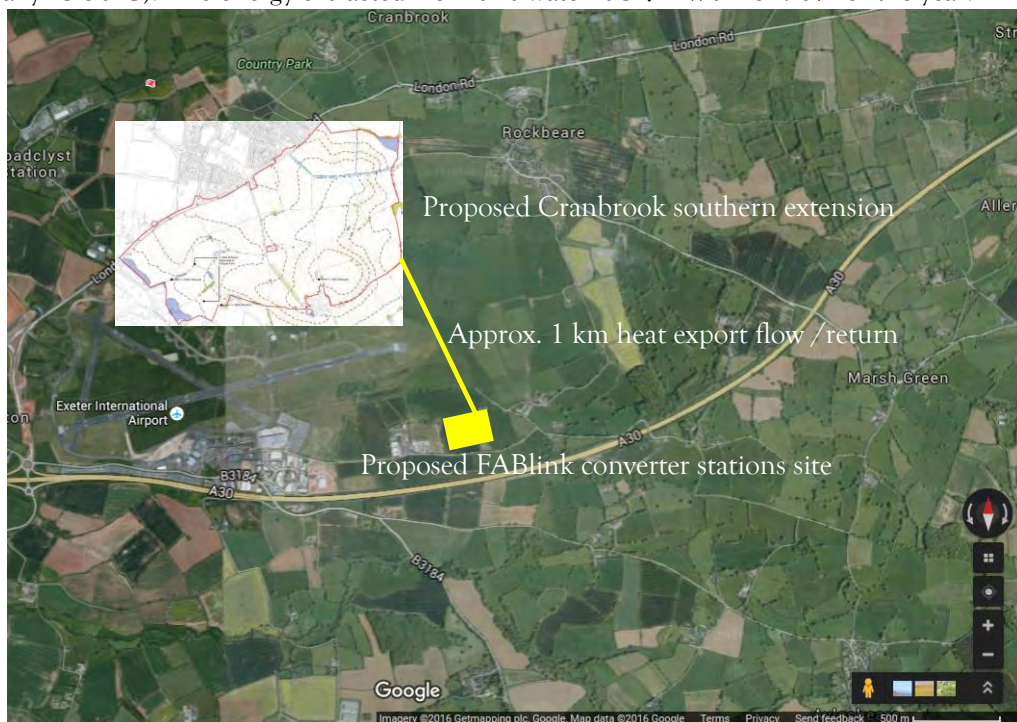


Figure 7: Map showing the proximity of the FABlink converter site to Cranbrook South Extension (image courtesy of Google)

Figure 7 shows the proposed FABlink converter station site and its proximity to the southern extension of Cranbrook. There is potential to use a heat pump to upgrade the cooling water flow temperature to 85°C and install 1km of heat pipes to supply this heat to the Cranbrook district heating scheme.

5. MODELLING OF SCENARIOS FOR THE STUDY AREA

5.1 ASSESSING HEAT DEMAND

In order to establish energy demand from new development in the study area, calculations were undertaken for a “typical” sized dwelling (i.e. the area weighted average dwelling within the study area) and for the full range of non-residential development. These calculations were undertaken following the principles of Part L of the Building Regulations (i.e. SAP and SBEM) together with known carbon compliance targets for both dwellings and non-residential buildings. These calculations resulted in the energy demand for each building type broken down by end uses which were applied to the previously established development projections. Each development was applied to one of the two energy centres as follows:

- Skypark Energy Centre: Cranbrook (all phases), Skypark, Science Park totalling 7,600 homes at full build out.
- Monkerton Energy Centre: Tithebarn Green, Mosshayne, Pinn Court Farm, Old Park Farm Phase 2, Monkerton totalling some 4,260 homes at full build out.
- The Intermodal Freight Terminal was assumed to have only a very limited demand for heat (for office space within the building) and so was not assumed to connect to either of the energy centres.

It is important to note that process loads in non-residential building are not included. Examples of process loads include electrical load for cooling at the Intermodal Freight Terminal and the Met Office supercomputer on Science Park.

The resultant projections for cumulative annual heat demand for each energy centre are shown in Figure 8. These were taken forward in the next section to analyse the impact of various energy supply strategies, including utilising specific local opportunities.

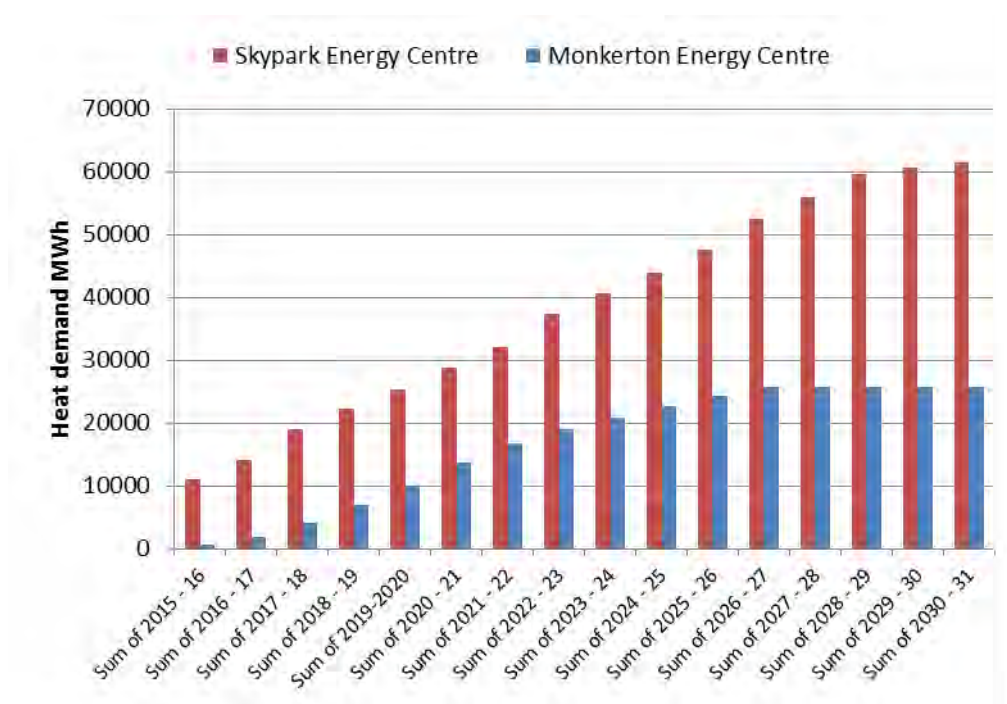


Figure 8: Cumulative heat demand across both energy centres up to 2031

5.2 DEVELOPING HEAT SUPPLY SCENARIOS

A set of energy supply scenarios which incrementally reduce CO₂ emissions have been developed for the two heat networks with the aim of comparing each scenario to the base case of individual gas boilers in homes²⁰.

5.2.1 SKYPARK / CRANBROOK HEAT NETWORK

To meet current heat demand the Skypark Energy Centre has a 0.5MWe gas CHP unit and back up and peaking gas boilers. Heat demand is rising and more CHP will be needed. However, this is constrained by electricity grid capacity. Skypark Scenario 1 assumes that all future CHP is gas fired and that additional gas CHP cannot be installed until 2020/21. Back up and peaking gas boilers remain in place. The final installed gas CHP capacity assumed is 4MWe.

Private wire to the Lidl distribution centre would enable an additional 1MWe of CHP capacity to be installed. Like Skypark Scenario 1, Scenario 2 assumes that only gas CHP is installed but that private wire enables 1MWe of capacity to be brought forward to 2017/18. Back up and peaking gas boilers remain in place and, as with Scenario 1, the final installed gas CHP capacity assumed is 4MWe.

Skypark Scenario 3 takes Scenario 2 and overlays the delivery of Zero Carbon for the first 2,900 homes at Cranbrook. This is achieved by the requirement in the Skypark Energy Centre s106 for wood fuel biomass CHP to be installed with a capacity of 2.0MWe and 2.4MWth. This is assumed to occur in one year when grid capacity becomes available in 2020/21 and coincides with the build-up of sufficient heat demand to justify this step up in capacity. Back up and peaking gas boilers remain in place and final installed gas CHP capacity is 3MWe.

Although currently uncertain, additional heat from the FABlink project has been modelled as Skypark Scenario 4. FABlink is assumed to be completed in 2020/21 at which point gas CHP would be decommissions and the 2MWe biomass CHP and FABlink waste heat would provide the bulk of the network's heat supply. Back up and peaking gas boilers remain in place. FABlink supplies heat directly into the heat network from the FABlink site with initial heat capacity (including the contribution from the heat pump) of 1.2MWth and a final capacity of 4.7MWth. Large scale solar thermal would be a potential alternative to FABlink should Project Sunshine prove successful.

5.2.2 MONKERTON HEAT NETWORK

Monkerton Scenario 1 assumes that the development is heated with natural gas boilers until grid constraints ease in 2020/21 when a 1.2MWe gas CHP is installed at the Energy Centre. Final installed gas CHP capacity is assumed to be 1.7MWe.

In Scenario 2 a private wire connection to the Met Office supercomputer site is assumed to provide sufficient demand to absorb the 0.5MWe gas CHP required to serve Monkerton's developing heat load in 2018/19 and 2019/20. In 2020/21 CHP capacity increases to 1.2MWe as per Monkerton Scenario 1 and develops the same final gas CHP capacity of 1.7MWe.

Monkerton Scenario 3 assumes that a 0.5MWth biomass boiler is installed at the Monkerton Energy Centre in 2017/18. Gas CHP installation is in 2018/19, as per Scenario 2, although heat available from the biomass boiler reduces the final CHP capacity from 1.7MWe to 1.5MWe.

²⁰ To meet building regulations a small amount of PV is also needed and is included in the calculation of the base case CO₂ emissions.

Waste heat from the next generation supercomputer is assumed to become available in 2020/21. Monkerton Scenario 4 assumes that this displaces all but 0.5MWe of gas CHP which is assumed to be installed in 2018/19 and remain in place until 2030/31. As with Scenario 3 the electricity produced by the CHP is assumed to be used to supply the Met Office (and the heat pump). The Met Office supplies heat directly into the heat network from the supercomputer site with initial heat capacity (including the contribution from the heat pump) of 0.9MWth and a final capacity of 1.6MWth. As at Skypark, large scale solar thermal would be a potential alternative should Project Sunshine prove successful.

5.3 HEAT SUPPLY METHODOLOGY

The heat delivered from each scenario is matched to the modelled heat demand connected to each energy centre. Heat produced from each energy centre is increased by the network losses. Losses are assumed to be high initially (30%), falling to 10% once the network is supplying more than ca. 20 GWhth.

The capacity for each technology in each scenario is developed assuming that ca.25% of heat will be supplied by ancillary peaking and back up gas boilers. However, while the final technology configurations achieve approximately this level, step increases in capacity mean that there are periods where more or less ancillary gas is used.

Heat and electricity generated by each technology is calculated using the assumptions set out in Table 1.

Technology	Assumptions
Gas boilers	
Efficiency	90%
Gas CHP	
Electrical efficiency	30.8%
Heat efficiency	47.5%
Electrical load factor	0.65
Heat load factor (incl. heat storage)	0.85
Biomass CHP	
Electrical efficiency	23%
Heat efficiency	28%
Electrical load factor	0.55
Heat load factor (incl. heat storage)	0.75
Biomass boiler	
Efficiency	85%
Waste heat recovery	
Heat pump COP	4

Table 1: Heat and electricity technology assumptions

CO₂ emissions are calculated using an emission factor²¹ of 0.216 kg/kWh for gas, 0.031kg/kWh for biomass boiler heat and 0.069kg/kWh for heat from biomass CHP. Two alternative electricity emission factors are used; a constant factor of 0.519 kg/kWh and DECC's CHP displaced time series²² shown in Table 2.

Year	Emissions factor kg/kWh
2015/16	0.331
2016/17	0.345
2017/18	0.349
2018/19	0.349
2019/20	0.349
2020/21	0.332
2021/22	0.329
2022/23	0.381
2023/24	0.319
2024/25	0.338
2025/26	0.326
2026/27	0.341
2027/28	0.341
2028/29	0.304
2029/30	0.318
2030/31	0.318

Table 2: DECC's CHP CO₂ displaced emission factor time series

Electricity generated by CHP technologies is assumed to have the electricity emissions factor. All CO₂ savings are allocated to associated heat.

²¹ Emissions factors for gas, biomass and electricity are taken from SAP (ref Technical Papers Supporting SAP 2012, BRE, 2011) with the exception of the DECC CHP CO₂ displaced time series for electricity emissions

²² DECC CHP CO₂ displaced time series (see https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/389070/LCP_Modelling.pdf)

6. RESULTS AND SCENARIO COMPARISON

6.1 SKYPARK/CRANBROOK HEAT

6.1.1 HEAT MODEL RESULTS

Table 3 summarises the heat model results for Skypark/Cranbrook using a constant electricity emission factor.

Scenario	Description	Total emissions 2016-31 tCO ₂	Total savings 2016-31 tCO ₂	Annual average savings 2016-31 tCO ₂ /y	Annual emissions beyond 2031 tCO ₂ /y	Annual savings beyond 2031 tCO ₂ /y
Base	Individual gas boilers	140,675			14,225	
1	No more CHP until 2020/21	99,022	41,653	2,777	9,524	4,701
2	1 MWe to Lidl in 2017/18	93,868	46,807	3,120	9,524	4,701
3	1 MWe to Lidl in 2017/18 and biomass CHP 2020/21	25,946	114,728	7,649	3,505	10,719
4	1 MWe to Lidl in 2017/18, biomass CHP and FABlink waste heat / heat pump 2020/21	25,792	114,882	7,659	2,528	11,697

Table 3: Skypark / Cranbrook heat CO₂ emissions using a constant emissions factor of 0.519kg CO₂/kWh

The evolution of CO₂ emissions is shown Figure 9.

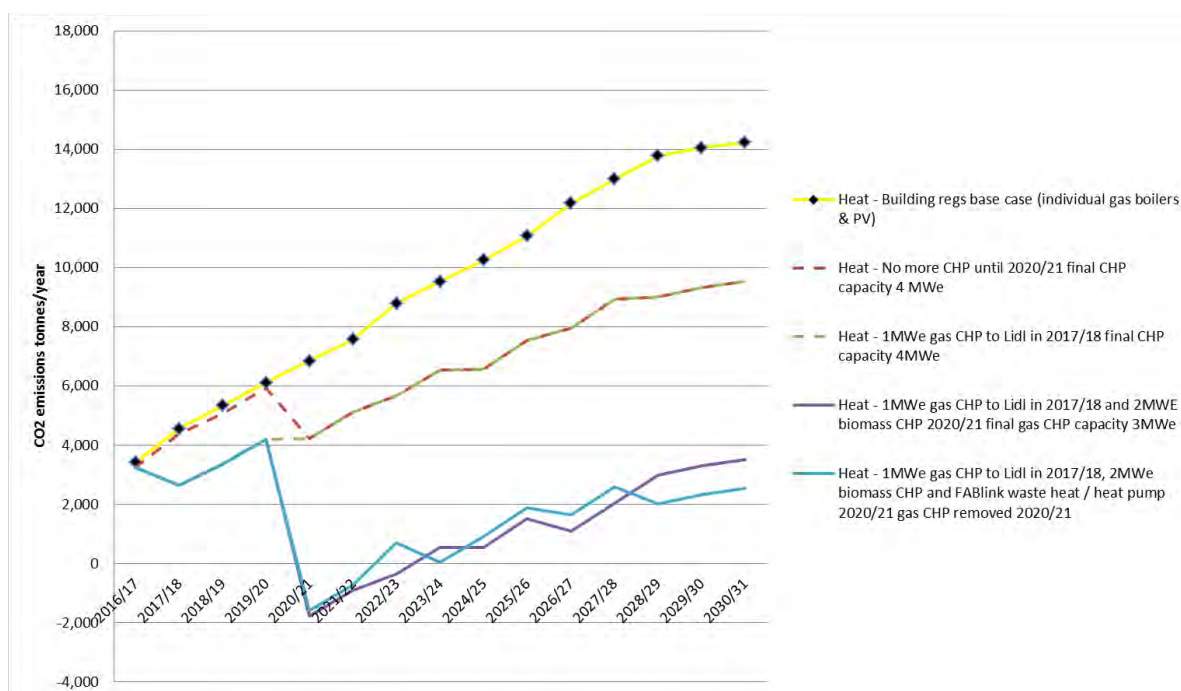


Figure 9: Cumulative annual heat CO₂ emissions from Skypark / Cranbrook using a constant emissions factor of 0.519kg CO₂/kWh

CO₂ emissions figures using DECC's time series for CO₂ displaced are shown in Table 4 and the evolution of CO₂ emissions are shown in Figure 10.

Scenario	Description	Total emissions 2016-31 tCO ₂	Total savings 2016-31 tCO ₂	Annual average savings 2016-31 tCO ₂ /y	Annual emissions beyond 2031 tCO ₂ /y	Annual savings beyond 2031 tCO ₂ /y
Base	Individual gas boilers	140,675			14,225	
1	No more CHP until 2020/21	137,639	3,036	202	14,106	119
2	1 MWe to Lidl in 2017/18	135,385	5,290	353	14,106	119
3	1 MWe to Lidl in 2017/18 and biomass CHP 2020/21	76,614	64,061	4,271	8,880	5,345
4	1 MWe to Lidl in 2017/18, biomass CHP and FABlink waste heat / heat pump 2020/21	43,600	97,074	6,472	3,396	10,829

Table 4: Skypark / Cranbrook heat CO₂ emissions using DECC's CO₂ displaced emissions factors

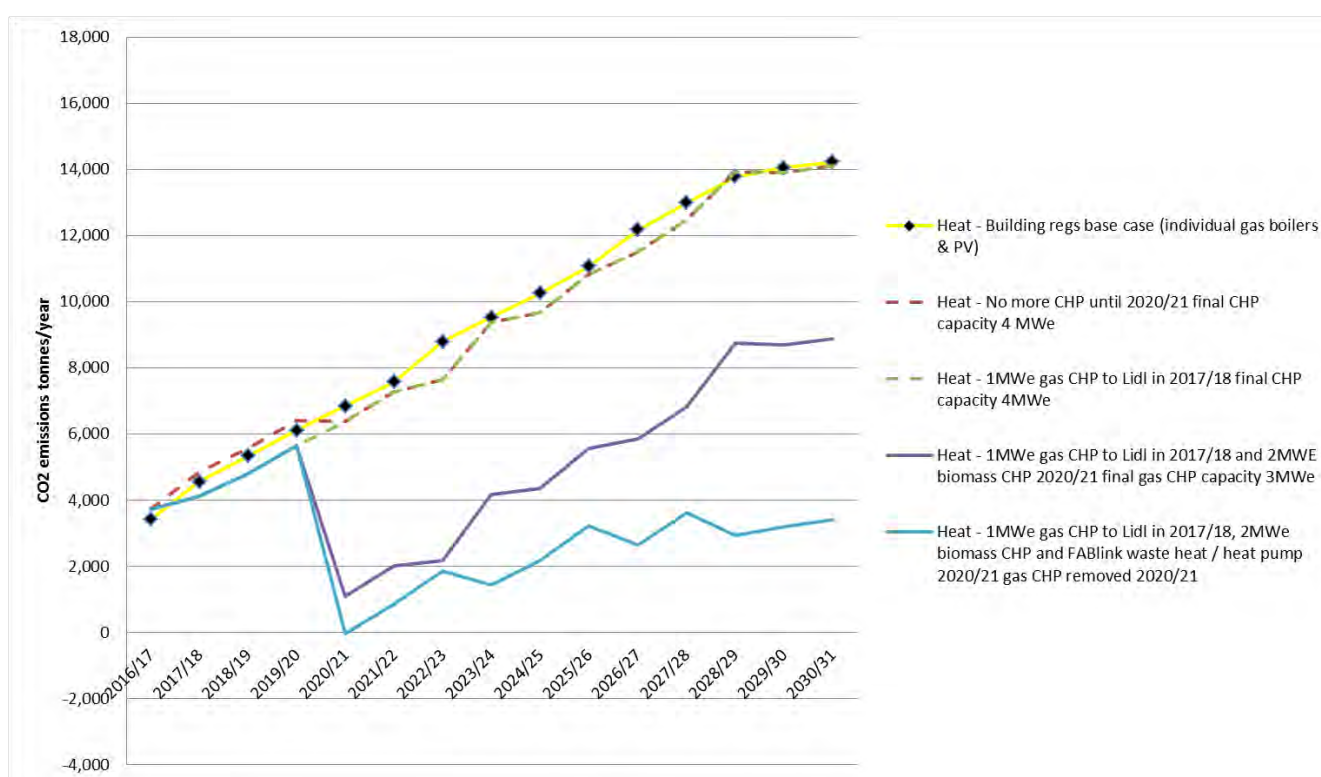


Figure 10: Cumulative annual heat CO₂ emissions from Skypark / Cranbrook using DECC's CO₂ displaced emissions factors

6.1.2 HEAT SCENARIO COMPARISON

Under constant electricity emission factors each heat scenario achieves significant CO₂ savings over the period 2016 to 2030 ranging from 30% to 82%. Beyond 2030 ongoing savings from the base case (annual emissions post 2030 of 14,225 tCO₂/y) range from 33% to 82%.

Gas CHP in Scenario 1 shows consistent savings to the base case which grow to 4,701tCO₂/y in 2031. Private wire to Lidl (Scenario 2) enables 5,154t CO₂ incremental savings over the period 2017/18 to 2020/21 compared to Scenario 1. Biomass CHP provides the largest incremental savings (67,922 tCO₂ compared to Scenario 2) over the plan period and Scenario 3 provides annual saving of 10,719tCO₂/y post 2031. In Scenario 4 waste heat from FABlink displaced gas CHP and provides

some additional CO₂ savings over the plan period compared to Scenario 3 (154 tCO₂). Post 2013 annual savings over Scenario 3 are 977tCO₂/y with total annual savings of 11,697tCO₂/y.

The declining electricity emission factors in the DECC time series make a significant difference. Gas CHP shows only marginal improvement over the base case with savings of 1% and 2% for Scenarios 1 and 2 respectively. These savings fall to near zero percent for both Scenarios post 2031. Although reduced from the constant emission factor case, biomass CHP still makes the largest incremental difference over the plan period (58,771tCO₂ over Scenario 2). Annual savings post 2031 are halved to 5,345tCO₂/y. However, with falling electricity emission factors the role of FABlink heat is now significant and Scenario 4 provides additional savings of 33,014tCO₂ over the plan period and post 2013 annual savings of 5,484tCO₂/y over Scenario 3 and total annual savings post 2031 of 10,829 tCO₂/y.

6.2 MONKERTON HEAT

6.2.1 HEAT MODEL RESULTS

Total emissions at Monkerton between 2016 and 2031 using a constant CO₂ emission factor are shown in Table 5. Figure 11 shows the evolution of CO₂ emissions.

Scenario	Description	Total emissions 2016-31 tCO ₂	Total savings 2016-31 tCO ₂	Annual average savings 2016-31 tCO ₂ /y	Annual emissions beyond 2031 tCO ₂ /y	Annual savings beyond 2031 tCO ₂ /y
Base	Individual gas boilers	59,214			5,671	
1	Gas CHP but not until 2020/21	44,663	14,551	970	3,944	1,727
2	0.5MWe gas CHP to Met Office 2018/19	42,945	16,269	1,085	3,944	1,727
3	0.5MWe gas CHP to Met Office 2018/19 and 0.5MWth biomass boiler 2017/18	36,379	22,835	1,522	3,647	2,024
4	0.5MWe gas CHP to Met Office 2018/19, 0.5MWth biomass boiler 2017/18 and Met Office supercomputer heat 2020/21	31,689	27,525	1,835	3,124	2,547

Table 5: Monkerton CO₂ heat emissions using a constant emissions factor of 0.519kg CO₂/kWh

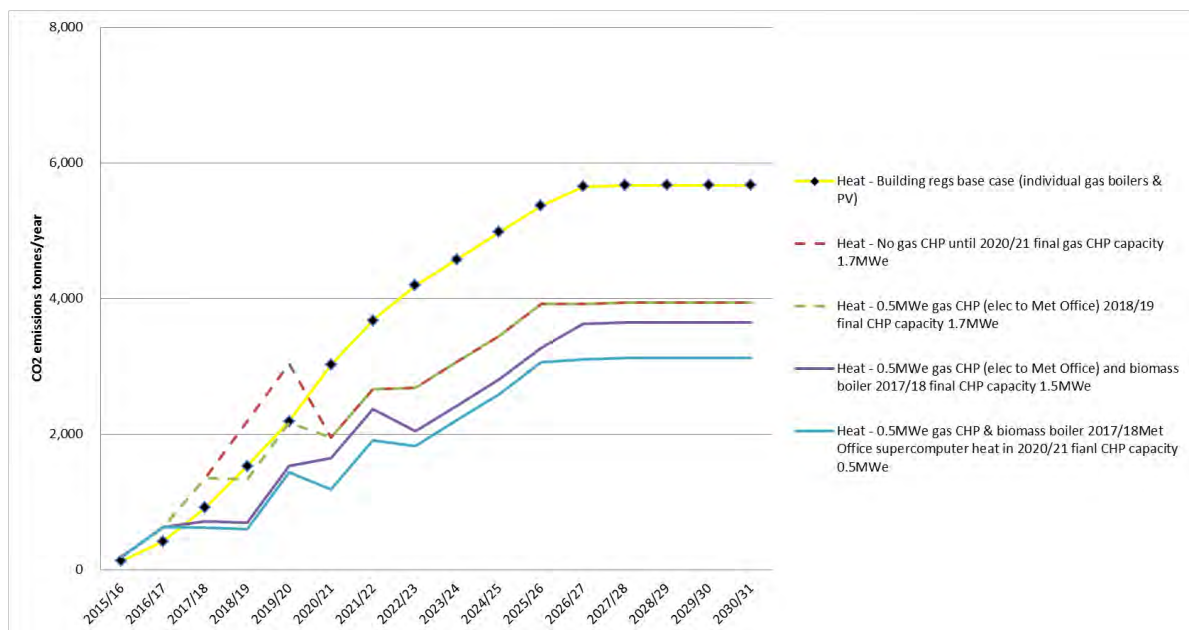


Figure 11: Cumulative annual CO₂ heat emissions from Monkerton using a constant emissions factor of 0.519kg CO₂/kWh

The effect of DECC's emissions times series is shown in Table 6 and Figure 12.

Scenario	Description	Total emissions 2016-31 tCO ₂	Total savings 2016-31 tCO ₂	Annual average savings 2016-31 tCO ₂ /y	Annual emissions beyond 2031 tCO ₂ /y	Annual savings beyond 2031 tCO ₂ /y
Base	Individual gas boilers	59,214			5,671	
1	Gas CHP but not until 2020/21	62,754	-3,540	-236	5,891	-220
2	0.5MWe gas CHP to Met Office 2018/19	62,002	-2,788	-186	5,891	-220
3	0.5MWe gas CHP to Met Office 2018/19 and 0.5MWth biomass boiler 2017/18	53,897	5,317	354	5,365	306
4	0.5MWe gas CHP to Met Office 2018/19, 0.5MWth biomass boiler 2017/18 and Met Office supercomputer heat 2020/21	35,178	24,036	1,602	3,322	2,349

Table 6: Monkerton CO₂ heat emissions using DECC's CO₂ displaced emissions factors

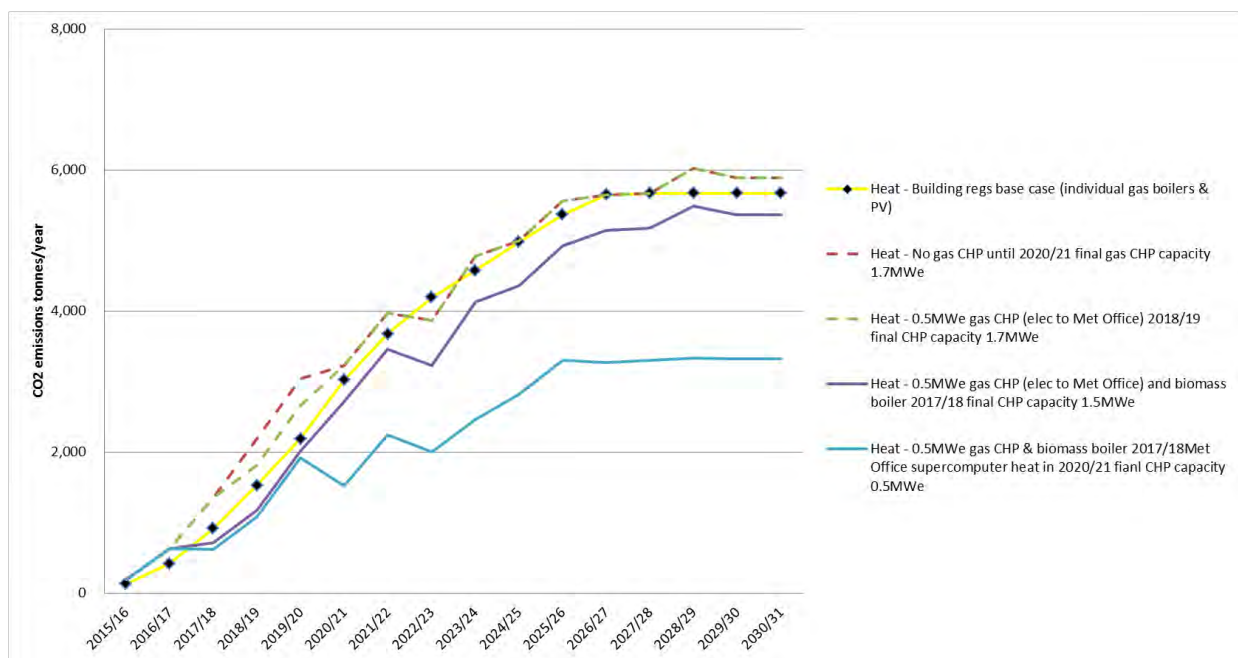


Figure 12: Cumulative annual CO₂ heat emissions from Monkerton using DECC's CO₂ displaced emissions factors

6.2.2 HEAT SCENARIO COMPARISON

A 0.519kg/kWh constant CO₂ emission factor shows gas CHP providing a 25% emission reduction at Monkerton over the base case during the plan period rising to 30% beyond 2031. Accelerating the deployment of CHP from 2020 to 2018 reduces emission by 1,784tCO₂ over the plan period. Both Scenarios 1 and 2 reduce annual emissions post 2030 by 30% over the base case. Addition of a 0.5MWth biomass boiler enables further CO₂ emissions reduction. Incremental savings over Scenario 2 are 6,566tCO₂ over the plan period and long term savings are 36% from the Base Case. Heat recovery from the Met Office supercomputer reduces emission further (4,690 tCO₂ over the plan period) and cuts emissions post 2030 by 45% compared to the Base Case.

DECC's time series emission factors reduce the CO₂ savings for gas CHP and show a marginal increase in emissions compared to the Base Case. The 0.5MWth biomass boiler enables incremental savings of 5,315tCO₂ over the Base Case (9%) and 5% post 2030. The use of waste heat from the next generation of Met Office supercomputer enables significant savings. Scenario 4 provides 24,036tCO₂ reduction over the Base Case during the plan period and annual savings post 2030 of 2,349tCO₂/y, a 41% reduction.

6.3 TOTAL CO₂ EMISSIONS

While the methodology used applies all the CO₂ savings made to heat it is important to set these saving in the context of total energy forecast to be used in buildings (heat and electricity) across the study area.

6.3.1 SKYPARK/CRANBROOK

Tables 7 and 8 and the corresponding Figures (13 and 14) take the heat scenarios and add emissions from regulated and unregulated electricity using constant and time series emission factors respectively.

Heat scenario	Description	Total emissions 2016-31 tCO ₂	Total savings 2016-31 tCO ₂	Annual average savings 2016-31 tCO ₂ /y	Annual emissions beyond 2031 tCO ₂ /y	Annual savings beyond 2031 tCO ₂ /y
Base	Individual gas boilers	406,505			42,148	
1	No more CHP until 2020/21	364,853	41,653	2,777	37,447	4,701
2	1 MWe to Lidl in 2017/18	359,699	46,807	3,120	37,447	4,701
3	1 MWe to Lidl in 2017/18 and biomass CHP 2020/21	291,777	114,728	7,649	31,428	10,719
4	1 MWe to Lidl in 2017/18, biomass CHP and FABlink waste heat / heat pump 2020/21	291,623	114,882	7,659	30,451	11,697

Table 7: Skypark / Cranbrook total CO₂ emissions using a constant emissions factor of 0.519kg CO₂/kWh

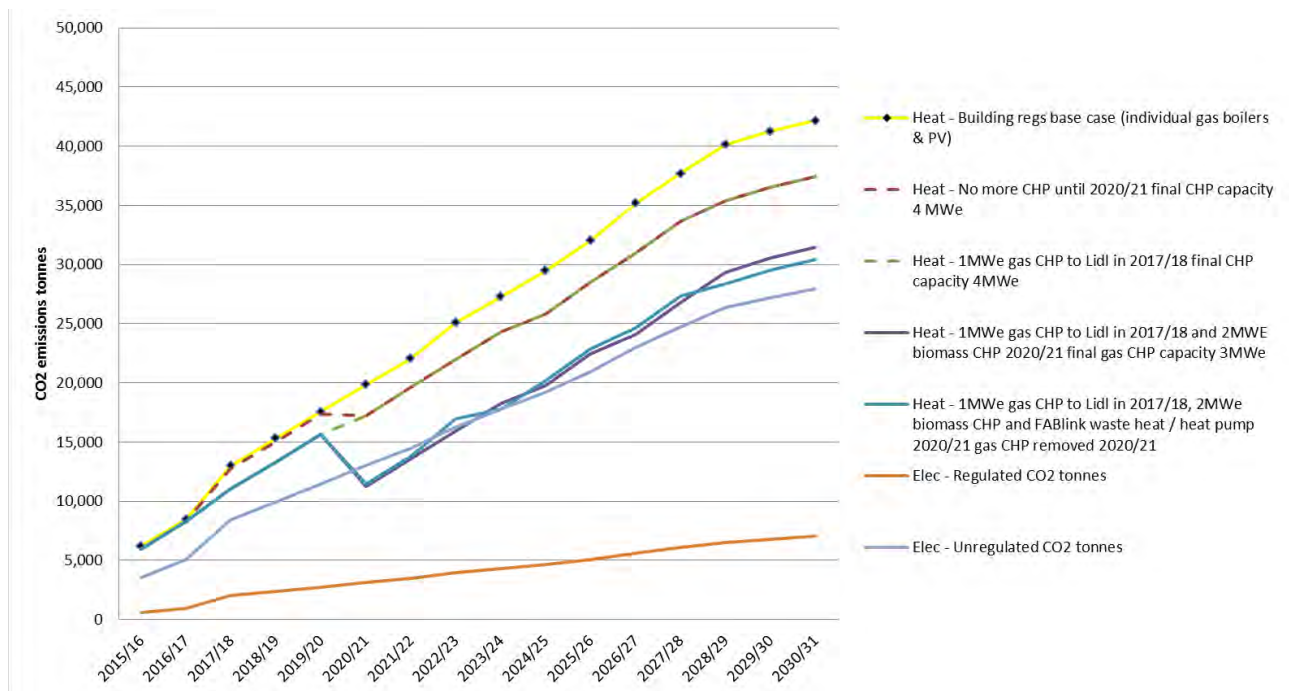


Figure 13: Cumulative annual total CO₂ emissions from Skypark/Cranbrook using a constant emissions factor of 0.519kg CO₂/kWh

Heat scenario	Description	Total emissions 2016-31 tCO ₂	Total savings 2016-31 tCO ₂	Annual average savings 2016-31 tCO ₂ /y	Annual emissions beyond 2031 tCO ₂ /y	Annual savings beyond 2031 tCO ₂ /y
Base	Individual gas boilers	310,679			31,325	
1	No more CHP until 2020/21	307,643	3,036	202	31,206	119
2	1 MWe to Lidl in 2017/18	305,389	5,290	353	31,206	119
3	1 MWe to Lidl in 2017/18 and biomass CHP 2020/21	246,618	64,061	4,271	25,980	5,345
4	1 MWe to Lidl in 2017/18, biomass CHP and FABlink waste heat / heat pump 2020/21	213,605	97,074	6,472	20,496	10,829

Table 8: Skypark / Cranbrook total CO₂ emissions using DECC's CO₂ displaced emissions factors

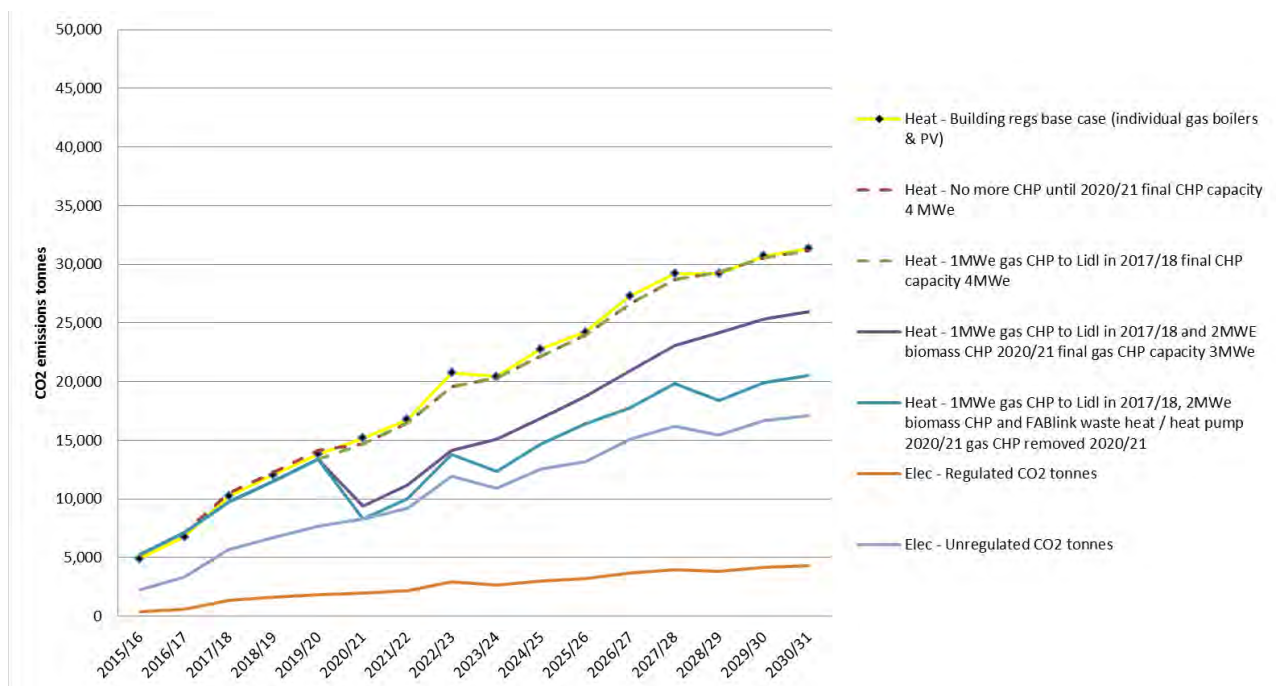


Figure 14: Cumulative annual total CO₂ emissions from Skypark/Cranbrook using DECC's CO₂ displaced emissions factors

The graphs show the impact of declining grid emission factors of overall emissions and the relative contribution of the different heat scenarios.

Table 7 summarises post 2030 percentage annual savings at Skypark/Cranbrook from each of the heat scenarios as a proportion of the Base Case heat and Base Case total emissions.

Heat scenario	Description	Constant emissions factor		DECC time series emissions factor	
		As % of heat	As % of total	As % of heat	As % of total
1	No more CHP until 2020/21	33%	11%	1%	0%
2	1 MWe to Lidl in 2017/18	33%	11%	1%	0%
3	1 MWe to Lidl in 2017/18 and biomass CHP 2020/21	75%	25%	38%	17%
4	1 MWe to Lidl in 2017/18, biomass CHP and FABlink waste heat / heat pump 2020/21	82%	28%	76%	35%

Table 9: SkyPark/Cranbrook percentage reduction in annual CO₂ emissions compared to the Base Case post 2030

6.3.2 MONKERTON

Tables 10 and 11 and the corresponding Figures (15 and 16) take the heat scenarios for Monkerton and add emissions from regulated and unregulated electricity using constant and time series emission factors respectively.

Heat scenario	Description	Total emissions	Total savings	Annual average savings	Annual emissions	Annual savings
		2016-31 tCO ₂	2016-31 tCO ₂	2016-31 tCO ₂ /y	beyond 2031 tCO ₂ /y	beyond 2031 tCO ₂ /y
Base	Individual gas boilers	150,309			14,468	
1	Gas CHP but not until 2020/21	135,758	14,551	970	12,741	1,727
2	0.5MWe gas CHP to Met Office 2018/19	134,040	16,269	1,085	12,741	1,727
3	0.5MWe gas CHP to Met Office 2018/19 and 0.5MWth biomass boiler 2017/18	127,474	22,835	1,522	12,444	2,024
4	0.5MWe gas CHP to Met Office 2018/19, 0.5MWth biomass boiler 2017/18 and Met Office supercomputer heat 2020/21	122,783	27,525	1,835	11,921	2,547

Table 10: Monkerton CO₂ total emissions using a constant emissions factor of 0.519kg CO₂/kWh

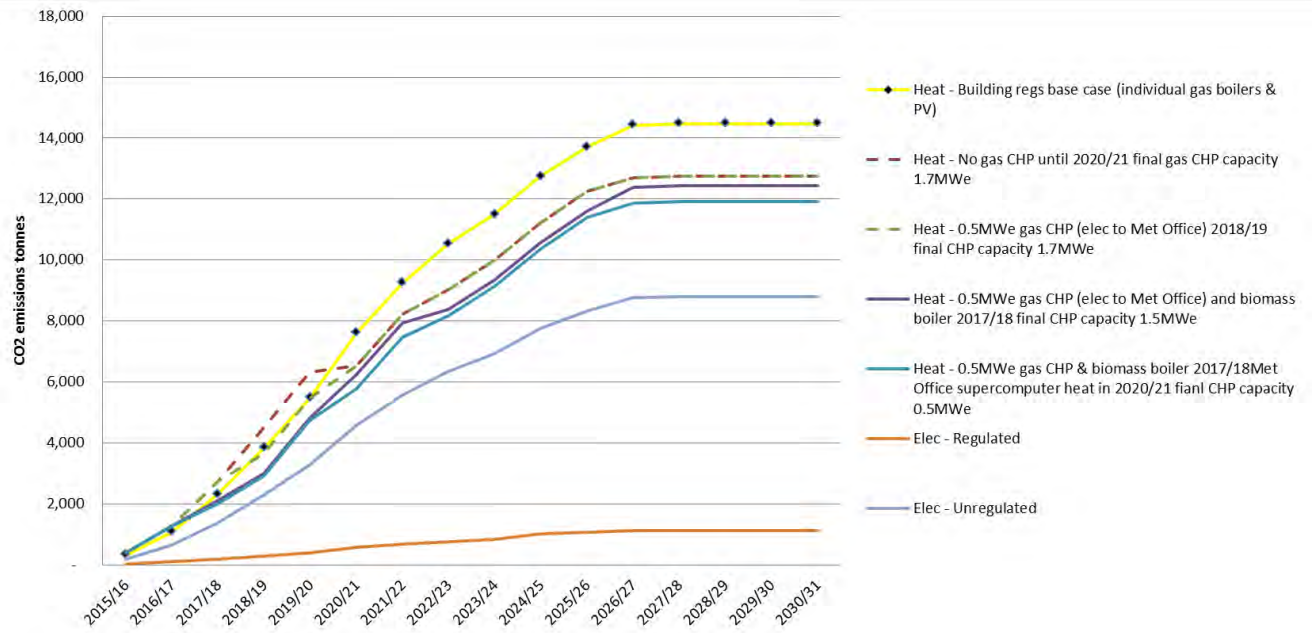


Figure 15: Cumulative annual total CO₂ emissions from Monkerton using a constant emissions factor of 0.519kg CO₂/kWh

Heat scenario	Description	Total emissions 2016-31 tCO ₂	Total savings 2016-31 tCO ₂	Annual average savings 2016-31 tCO ₂ /y	Annual emissions beyond 2031 tCO ₂ /y	Annual savings beyond 2031 tCO ₂ /y
Base	Individual gas boilers	117,452			11,058	
1	Gas CHP but not until 2020/21	120,992	-3,540	-236	11,279	-220
2	0.5MWe gas CHP to Met Office 2018/19	120,240	-2,788	-186	11,279	-220
3	0.5MWe gas CHP to Met Office 2018/19 and 0.5MWth biomass boiler 2017/18	112,135	5,317	354	10,752	306
4	0.5MWe gas CHP to Met Office 2018/19, 0.5MWth biomass boiler 2017/18 and Met Office supercomputer heat 2020/21	93,415	24,036	1,602	8,709	2,349

Table 11: Monkerton CO₂ total emissions using DECC's CO₂ displaced emissions factors

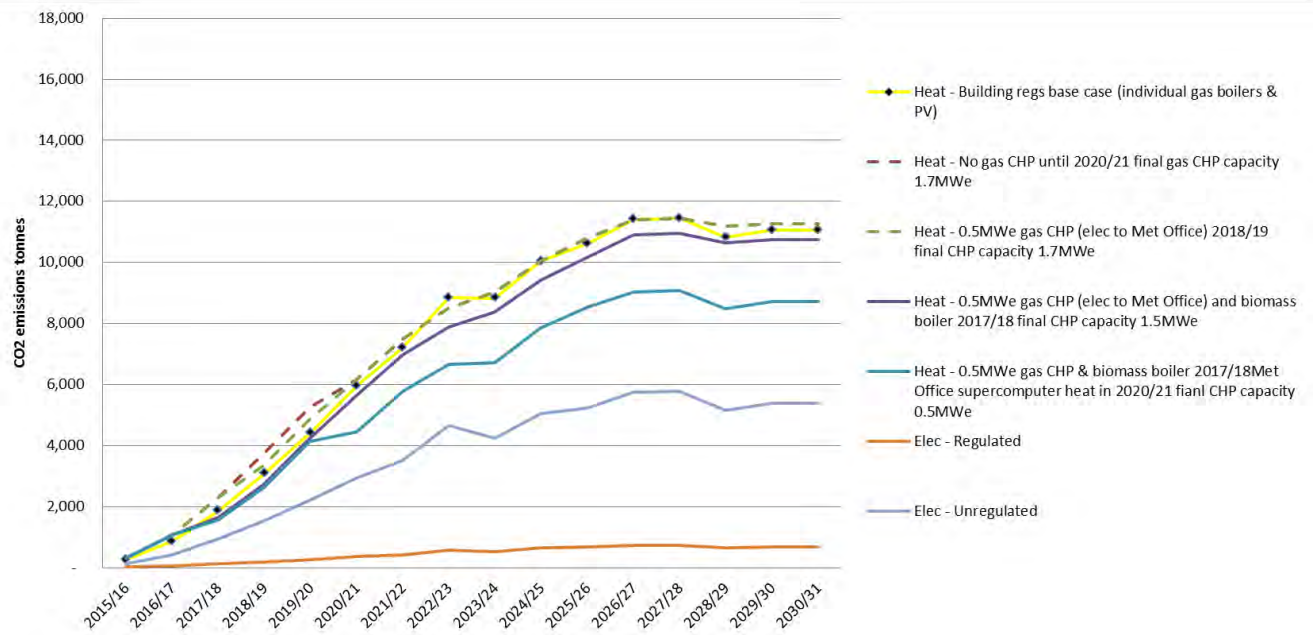


Figure 16: Cumulative annual total CO₂ emissions from Monkerton using DECC's CO₂ displaced emissions factors

The graphs show the impact of declining grid emission factors of overall emissions and the relative contribution of the different heat technologies. Table 12 summarises the percentage post 2030 annual savings from each of the heat scenarios as a proportion of the Base Case heat and Base Case total emissions.

Scenario	Description	Constant emissions factor		DECC time series emissions factor	
		As % of heat	As % of total	As % of heat	As % of total
1	Gas CHP but not until 2020/21	30%	12%	-4%	-2%
2	0.5MWe gas CHP to Met Office 2018/19	30%	12%	-4%	-2%
3	0.5MWe gas CHP to Met Office 2018/19 and 0.5MWth biomass boiler 2017/18	36%	14%	5%	3%
4	0.5MWe gas CHP to Met Office 2018/19, 0.5MWth biomass boiler 2017/18 and Met Office supercomputer heat 2020/21	45%	18%	41%	21%

Table 12: Monkerton percentage reduction in annual CO₂ emissions compared to the Base Case post 2030

6.3.3 CRANBROOK & MONKERTON COMBINED

Combined total CO₂ emissions from Cranbrook and Monkerton using a constant emissions factor and the DECC time series for the base case and all heat network measures are shown in Tables 13 and 14 and Figures 17 and 18.

Combined scenario	Description	Total emissions 2016-31 tCO ₂	Total savings 2016-31 tCO ₂	Annual average savings 2016-31 tCO ₂ /y	Annual emissions beyond 2031 tCO ₂ /y	Annual savings beyond 2031 tCO ₂ /y
Base	Individual gas boilers	556,814			56,616	
All	All heat network measures at Cranbrook and Monkerton	414,406	142,408	9,494	42,372	14,244

Table 13: Cranbrook & Monkerton CO₂ total emissions using a constant emissions factor of 0.519kg CO₂/kWh

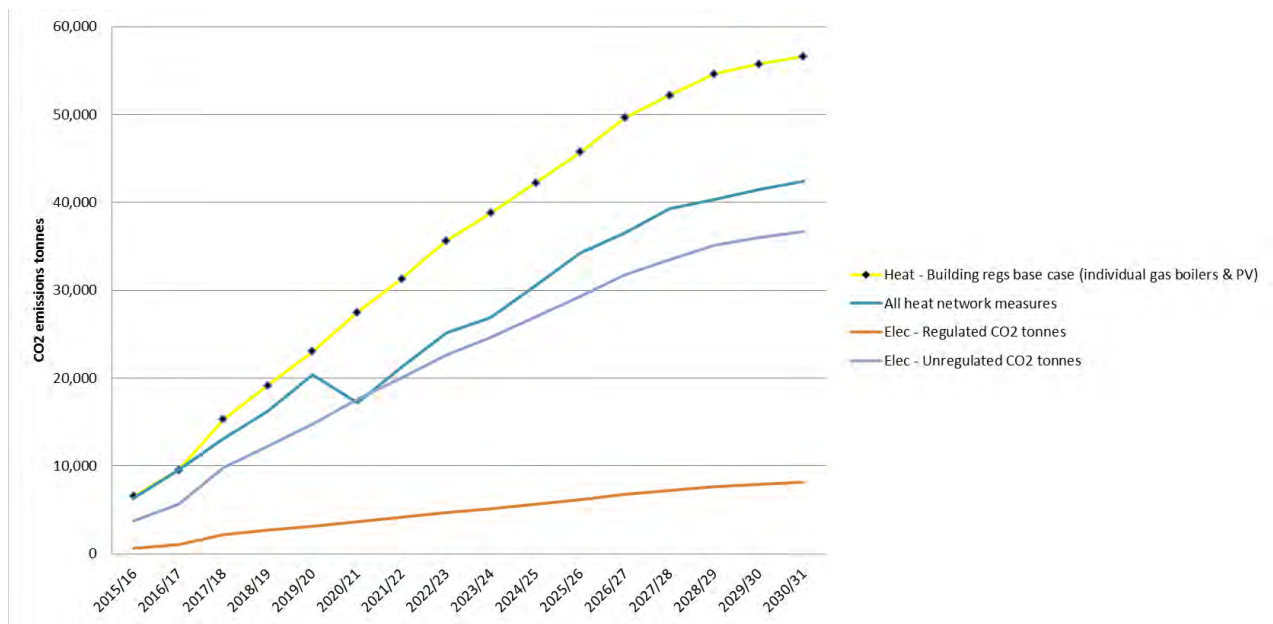


Figure 17: Cumulative annual total CO₂ emissions from Cranbrook & Monkerton using a constant emissions factor of 0.519kg CO₂/kWh

Combined scenario	Description	Total emissions 2016-31 tCO ₂	Total savings 2016-31 tCO ₂	Annual average savings 2016-31 tCO ₂ /y	Annual emissions beyond 2031 tCO ₂ /y	Annual savings beyond 2031 tCO ₂ /y
Base	Individual gas boilers	428,130			42,383	
All	All heat network measures at Cranbrook and Monkerton	307,020	121,111	8,074	29,205	13,178

Table 14: Cranbrook & Monkerton CO₂ total emissions using DECC's CO₂ displaced emissions factors

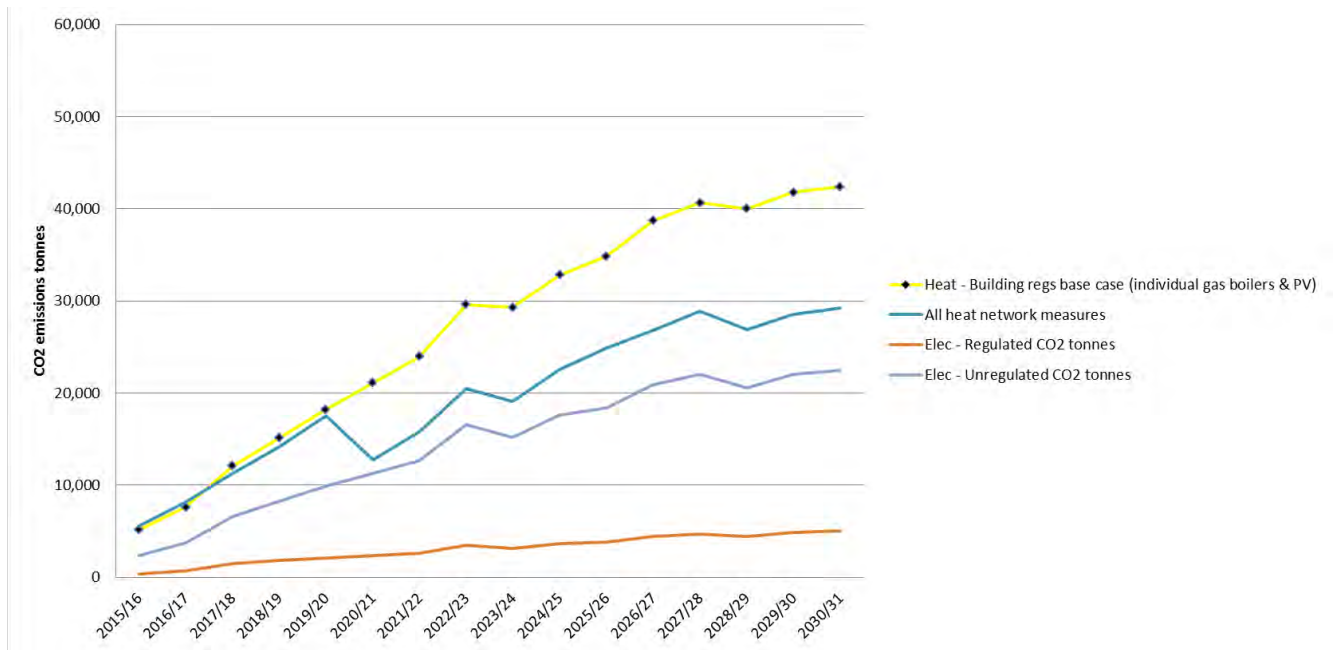


Figure 18: Cumulative annual total CO₂ emissions from Cranbrook & Monkerton using DECC's CO₂ displaced emissions factors

Table 15 summarises the percentage post 2030 annual savings from combined “all measures” total emissions scenario as a proportion of the Base Case total emissions.

Case	Description	Constant emissions factor As % of total	DECC time series emissions factor As % of total
All	All heat network measures at Cranbrook and Monkerton	25%	31%

Table 15: Cranbrook & Monkerton percentage reduction in annual CO₂ emissions compared to the Base Case post 2030

6.4 SUMMARY OF RESULTS

The results show that CO₂ savings achieved are dependent not only on the technologies adopted at the energy centres which supply the heat networks but also on the carbon intensity of electricity available from the national grid. As more renewable electricity is fed into the grid its CO₂ content falls. When this happens the CO₂ benefit of producing electricity from CHP falls correspondingly. Because CO₂ savings are allocated to co-produced heat this results in the CO₂ content of heat rising.

Using a constant electricity emission factor gas CHP (only) provides a 33% CO₂ savings on heat at Skypark/Cranbrook and a 30% saving on heat at Monkerton. When compared with total base case emissions (heat and electricity) the savings are more modest (11% and 12% respectively). However, when DECC's declining grid emissions intensity factors are used little or no reduction is achieved. This highlights the importance for heat networks to plan strategies for further decarbonisation beyond gas CHP. Fortunately both the Skypark and Monkerton Energy Centres have existing carbon reduction strategies and the potential for further measures.

Grid constraints in the South West are have essentially halted the deployment of new decentralised electricity generation schemes in the region until 2020. The use of private wire connection to local electricity loads could bring forward the commissioning of gas CHP at both energy centres. However, the emission reductions achieved are relatively small with the benefit being more marked at Skypark than at Monkerton (total savings of 5,200 tCO₂ versus 1,718 tCO₂ at a constant grid emission factor).

The impact of the s106 commitment to employ 2MWe wood based biomass CHP at the Skypark Energy Centre is significant. Long term reductions compared to the gas CHP only case are 6,000tCO₂/y in the constant emissions factor case and 5,200tCO₂/y using the DECC time series. Total emission reductions compared to the Base Case are 10,700 tCO₂/y (a 75% reduction on the heat Base Case and 25% of total Base Case) and 5,345/year (38% of heat Base Case and 17% of total Base Case) respectively. The relatively small impact of biomass CHP on overall emissions at the Skypark Energy Centre highlights that the 2MWe capacity was sized to achieve true zero carbon in the first 2,900 homes and not the non-domestic buildings or the subsequent phases of housing at Cranbrook which are now being planned.

Use of recovered heat from FABlink increases the decarbonisation of heat at Cranbrook from 75% to 82% under the constant grid emission factor. The increase is more marked under the time series emissions factors where emissions savings rise from 38% to 76%. Given the assumptions about the need for gas boiler peaking and back-up these percentages are as close as it is practical to get to heat decarbonisation. However, the reduction on total emission are much lower; 28% and 35%. Achieving zero carbon across a fully extended Cranbrook would need a significant increase in the production of renewable electricity production, for example increasing biomass CHP from 2MWe to 9MWe.

At Monkerton, the addition of a 0.5MWth biomass boiler to gas CHP and the consequent 0.2MWe reduction in gas CHP capacity enables a 14% and 3% reduction on total CO₂ emissions over the Base Case using the consent and time series grid emissions factors respectively. Limiting gas CHP to 0.5 MWe and using recovered heat from the Met Office supercomputer from 2020 increases these percentages to 18% and 21%. As at Cranbrook, the impact of using recovered heat is particularly significant under the times series emissions factors.

Combining total emissions projections from both Cranbrook and Monkerton for all heat network measures shows total annual CO₂ savings of 14,244tCO₂/y for constant grid emissions and 13,178 for the DECC time series representing 25% and 31% of total emission respectively. This shows that even if all the heat opportunities are taken, collectively the West End will mitigate only a third of its total emissions.

7. A ZERO CARBON WEST END OF EAST DEVON

By adopting all measures from current plans and opportunities in the West End only achieves 25% to 31% of total CO₂ emission mitigation. To fully mitigate emissions requires further significant demand reduction and/or renewable energy generation (with the emphasis on renewable electricity).

The scale of additional renewable electricity generation needed is large; equivalent to 10 large (3MWe) wind turbines or 15 large (5MWe) PV farms which would each cover 10 ha. Neither of these options is practical. Element Energy's 2008 analysis proposed the mitigation of Cranbrook's total emissions with biomass CHP. Biomass CHP technology has a relatively modest land take and visual impact and benefits from larger scale. While fuel transport impacts are a key concern the development of enhanced rail freight access to the West End has the potential to reduce the need road transport.

An alternative case for mitigating the West End's CO₂ emissions has therefore been developed using biomass CHP only. This assumes that 20MWe of biomass CHP is installed to serve both the Cranbrook and Monkerton heat networks in four 5MWe steps (to track the growth in emissions). The 5MWe installations occur in 2017/18, 2021/22, 2025/26 and last in 2030/31.

The results are shown in Figure 19 for the constant grid emission factor and Figure 20 for the DECC time series.

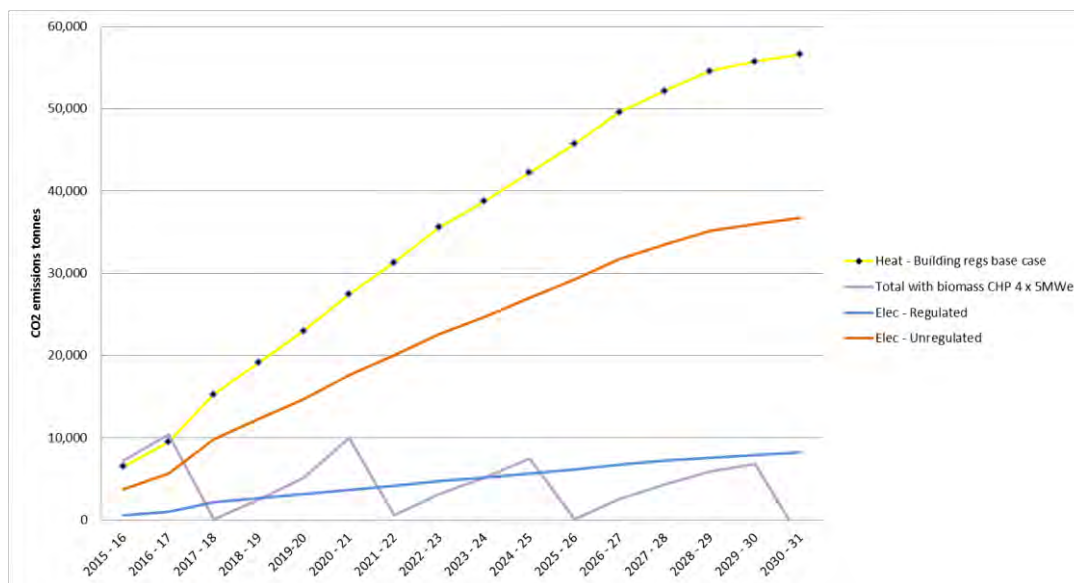


Figure 19: Cumulative annual total CO₂ emissions from Cranbrook & Monkerton using a constant emissions factor of 0.519kg CO₂/kWh

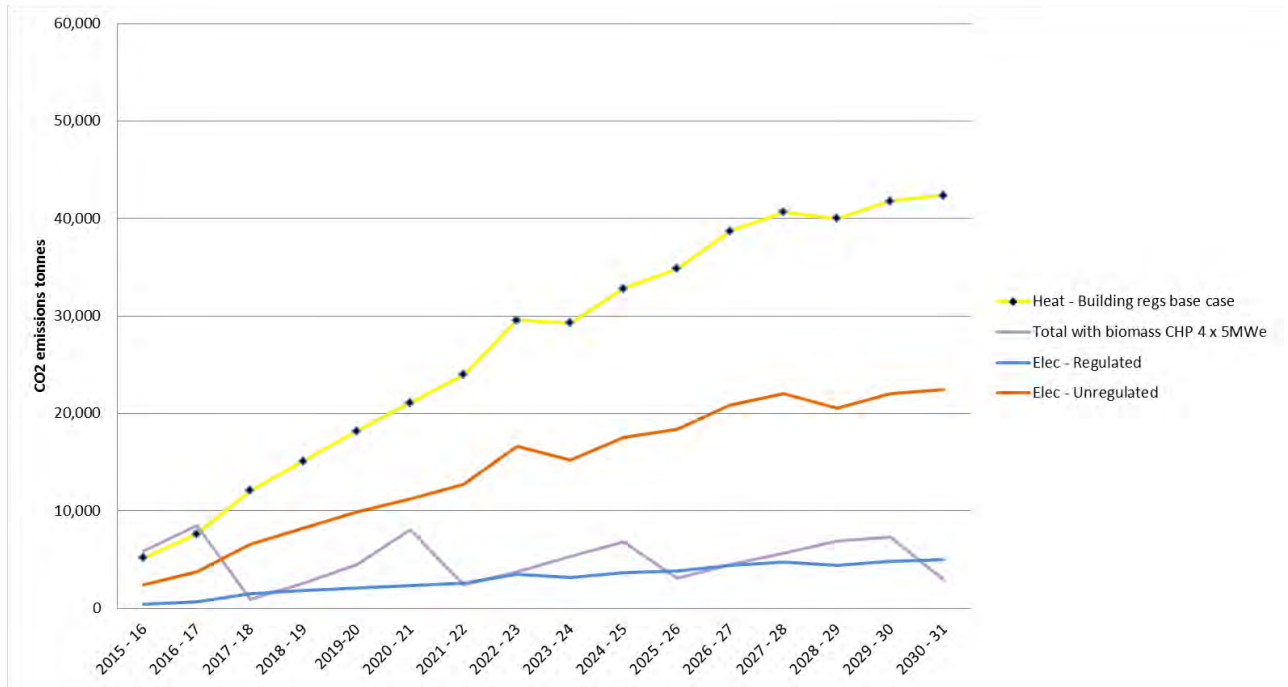


Figure 20: Cumulative annual total CO₂ emissions from Cranbrook & Monkerton using DECC's CO₂ displaced emissions factors

The need for renewable electricity means that especially beyond 2025/26 biomass CHP plant would generate more heat than would be needed in the West End. Figure 21 shows combined heat use at Cranbrook and Monkerton and the amount of the generated by 4 x 5MWe biomass CHP. In the early years gas boilers are needed to make up shortfalls. However, as 15 and 20 MWe biomass CHP is installed additional heat is generated; ultimately some 63GWh. With network links in place a portion of this zero carbon heat could potentially be used in an expanded Exeter city network (the current anticipated heat demand of the proposed City Centre scheme is 24GWh).

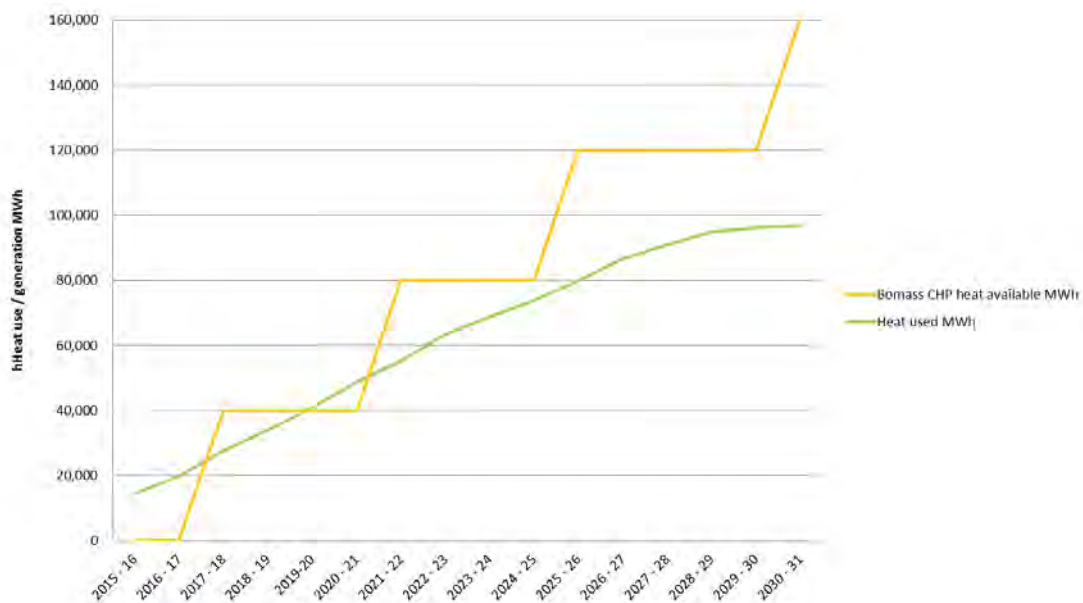


Figure 21: Projected heat use and heat generation from a 4 x 5MWe biomass CHP scheme serving Cranbrook & Monkerton

8. CONCLUSIONS AND IMPLICATIONS FOR PLANNING

The 2008 energy strategy concluded that heat networks and wood based biomass combined heat and power offered the most cost effective way of achieving true zero carbon new development in the larger developments in the Exeter and East Devon area. In 2010 a £3.7m Low Carbon Infrastructure grant from the Homes and Communities Agency together with a further £0.4m from local authority partners was provided to enable EON to deliver true zero carbon for 2,900 homes at Cranbrook. Expansion of Cranbrook to some 7,600 homes means that significant additional renewable energy is needed if the true zero carbon ambition is to be extended across the entire development.

Although the current Government has reduced national policy aspirations for new homes, strong local policy in Exeter has enabled the 4,260 home developments straddling the M5 around Monkerton to recently become the largest low density housing development in the UK to have site wide district heating and CHP without subsidy.

The use of gas boilers and gas CHP was anticipated during the early phases of development. However, while gas CHP provides CO₂ savings while the grid is fed with electricity predominantly generated from fossil fuels the increasing penetration of renewables and the resulting fall in the emission factor for grid electricity limits its effect in reducing CO₂ emissions in the longer term.

Cranbrook and Monkerton have access to other potential sources of low carbon heat.

Cranbrook is committed to 2MWe of biomass CHP which will reduce total emissions 25% / 17%²³. Beyond this, a Scenario which postulates the removal of gas CHP and the addition of recovered heat from FABlink has the potential to enhance emissions reduction to 38% / 35%.

At Monkerton a biomass boiler provide some savings (14% / 3%) but the recovery of heat from the next generation Met Office supercomputer provides significant additional benefits and the scenario which includes this may have the potential to reduce emissions by 18% / 21%.

These reductions demonstrate the ability of heat networks to collect heat from a variety of technologies and illustrates the potential for the migration from fossil fuel gas fired CHP towards renewable and waste heat resources. The FABlink and Met Office examples show practical cases of how using heat pumps to exploit waste heat can not only reduce CO₂ emissions also provide key linkages between future heat and electricity network infrastructure allowing the virtual storage of electricity in heat networks.

However, there is also a need for overarching strategic planning of adjoining heat networks to make provision for interconnection to enable the scaling up of renewable energy technologies to deliver increased CO₂ emissions reduction.

This is illustrated in the West End because, while the combined total emission reduction from the heat opportunities achieves 25% / 31%, this reduction falls well short of the 2010 zero carbon commitment at Cranbrook. Further emissions reduction at both developments requires the generation of more renewable electricity on site.

Such a reduction could be achieved using a larger biomass CHP installation. An alternative single solution case could involve 20MWe biomass CHP installed in 5MWe stages which served both

²³ Figures for 0.519 kg CO₂/kWh constant electricity grid emission factor and DECC time series respectively

Cranbrook and Monkerton. This scheme would generate additional heat which would be available from 2025 for further new development in the vicinity and/or for an expanded Exeter city network.

As the West End is planned it is important that these potential carbon and energy solutions are developed alongside the growth in the area. In particular it is critical that land is reserved a variety of possible eventualities including:

- large scale biomass CHP at a site able to serve Cranbrook and Monkerton
- heat network interconnection between Cranbrook, Monkerton and Exeter city networks
- private wire electricity routes to Lidl and the Met Office supercomputer sites
- heat network routes from/to the FABlink interconnector site and provision for heat recovery and heat pump equipment at the FEBlink site
- heat network routes to the Met Office supercomputer site and provision for heat recovery and heat pump equipment at the Met Office site
- solar thermal ground arrays sites adjacent to energy centres

APPENDIX A: THE MET OFFICE SUPERCOMPUTER

The Met Office is constructing two buildings at the Science Park. The first a single-storey computer centre housing a supercomputer and the second a smaller two-storey “collaboration building”, that will be used as a working and meeting space for Met Office and collaboration partner’s staff. Construction of both buildings is due to commence on April 2015 with the construction phase lasting 12 months. Occupation of both buildings will follow thereafter. There is a planning condition in place that the buildings should demonstrate reasonable endeavours to connect to a district heating scheme. While the planning of a distinct heating scheme is well underway a definite proposal yet to come forward so provision has been made in the current design by identifying a route from the site boundary to the plant room for network pipes, and allowing sufficient space and heating header valves in the plant room to enable easy installation of for a heat exchanger and the trouble free connection of the building to the district heating network.

Aside from heat supply, the siting of the supercomputer also presents an opportunity to potentially supply heat to a heat network and also for the facility to be supplied by electricity from the energy centre via a private wire.

The Met Office was consulted to establish the potential for the buildings to be both a potential provider of heat, and customer for electricity generated from a district wide scheme. The connected load for the site is approximately 5 MVA/4MW with the majority of this required to provide power to the supercomputer, which was stated as having a broadly constant load in the region of 3 to 3.6 MW. The design team has been tasked with achieving a power usage effectiveness (PUE) of 1.2 which would imply a load of 3.6 to 4.3 MW from the supercomputer and related services. The supercomputer that has been specified is manufactured by Cray and will be cooled via turbo-chillers providing free cooling up to 18oC. A chilled water circuit will supply cooling to the supercomputer with a supply temperature of 18oC and a return temperature of 25 to 27oC. It may be possible to utilise the waste heat from the supercomputer – which would otherwise be lost to the atmosphere – by increasing the return temperature of the chilled water using a heat pump. A similar project funded through DECC’s Heat Network Demonstration competition is underway that is looking at utilising heat generated from solar hot water panels with heat pumps at the E.ON Energy Centre at Skypark. The outputs of this very local initiative may prove to be informative for the Met Office site. However, as there is currently no district heating scheme at the site and that construction is due to begin imminently, there is no immediate opportunity to utilise waste heat from the supercomputer to supply surrounding buildings.

The Met Office replaces supercomputers on a five-year cycle. Therefore the Cray machine that will be installed shortly will be due for replacement in 2020. The specification of the replacement machine will not be known until a full appraisal has been undertaken closer to the time, though the technology is almost certain to have evolved over this period. However, past experience dictates that at each replacement, the power demand approximately doubles i.e. a load of 6 to 7.2 MW for the supercomputer only. In addition, the cooling arrangements may well be different, with current best estimates based on discussions with supercomputer manufacturers indicating that return temperatures from the cooling circuits are likely to be higher. Both of these factors would improve the viability of utilising the supercomputer as a supplier of heat to a district heating network, which may well come forward in the locality prior to the first replacement of the supercomputer. The infrastructure for the facility will be revisited in 2018 to enable a two-year lead-in for the planned

replacement of the supercomputer in 2020. The Met Office has indicated that in principle they would be willing to explore this option.

A district heating network serving the Science Park would also serve the housing schemes at Tithebarn Green and Mosshayne adjacent to the Science Park, as well as Monkerton in Exeter and housing developments to the north of Pinhoe. The energy centre/CHP serving all these developments would be located on land owned by DCC immediately to the west of the Tithebarn Bridge. This is a short distance for a private wire to potentially connect the energy centre to the supercomputer facility raising the possibility that the Met Office could purchase electricity directly from the energy centre. Such an arrangement would enable electricity to be purchased at a lower unit rate for the Met Office than they would otherwise pay, and would enable the operator to charge a higher rate than would be achieved if selling to the national grid, due to avoided costs. Whilst the potential power output from the energy centre is not known at this stage, it is likely to be lower than the power requirements of the supercomputer. This would make it feasible for the energy centre to export all generated electricity by the CHP to the supercomputer, with the national grid used to provide the balance of the required electricity to the supercomputer, as well as necessary contingency should the energy centre or CHP engine need to shut down e.g. for planned maintenance. The Met Office again has indicated that in principle they would be willing to explore this option. Currently, due to Government procurement rules, the Met Office is only able to purchase electricity from Crown Commercial Services. This potential barrier will need to be overcome to enable the purchasing of electricity via a private wire. More generally it is understood that DECC is working inside Government to resolve the interaction of the Government estate purchasing with distributed energy.

Report to: **Strategic Planning Committee**

Date of Meeting: 17/01/2017

Public Document: Yes

Exemption: None

Review date for release None



Agenda item: 11

Subject: **South Marine Plan Draft for Consultation November 2016**

Purpose of report: The Marine Management Organisation is consulting on the South Marine Plan until 27th January 2017. The Marine Plan will guide development that affects the marine environment in a similar way to the Local Plan and terrestrial development. Whilst the focus of the plan is the marine environment, it is important to recognise that the policies of the Marine Plan could also be relevant to consideration of planning applications inland as well as at the coast where development could have an impact on the marine environment. There is a direct 'overlap' between terrestrial planning and Marine Plan in the 'intertidal' zone (ie. the terrestrial jurisdiction extends to the mean low water mark and the marine jurisdiction up to the mean high water mark). The report summarises the parts of the plan that are most relevant to East Devon and recommends that the Council supports the draft plan.

Recommendation:

- 1. To recognise the importance of the draft Marine Plan to the activities of the Council, including planning decisions, policy development and advice on neighbourhood planning.**
- 2. To submit comments of support in response to the consultation on the draft Marine Plan.**

Reason for recommendation: To make decision makers aware of the progress of the Marine Plan and its relevance to the work of East Devon District Council.

Officer: Linda Renshaw
Email: lrenshaw@eastdevon.gov.uk
Tel: 01395 571683

Financial implications: Although there are no direct financial implications in the report, it would be prudent for current and future coastal regeneration project managers to note the proposed relevant policies for future reference

Legal implications: There are no direct legal implications arising from the report.

Equalities impact: Low Impact

Risk: Low Risk

The consultation provides a further opportunity for this Council to influence the Marine Plan.

Links to background information: The consultation on the Marine Plan and supporting documents is available at [Draft South Marine Plan Consultation - Defra - Citizen Space](#)

The Marine Information System provides information on marine planning and can be accessed at [Marine planning areas across England | Marine Information System](#)

Link to Council Plan: Encouraging communities to be outstanding; Developing an outstanding local economy; Delivering and promoting our outstanding environment; Continuously improving to be an outstanding council.

Report in full

1. Introduction

1.1 The Marine Management Organisation is responsible for licencing, regulating and planning marine activities in the seas around England and Wales. Its responsibilities include:

- managing and monitoring fishing fleet sizes and quotas for catches;
- ensuring compliance with fisheries regulations, such as fishing vessel licences, time at sea and quotas for fish and seafood;
- managing funding programmes for fisheries activities;
- planning and licensing for marine construction, deposits and dredging that may have an environmental, economic or social impact;
- making marine nature conservation byelaws;
- dealing with marine pollution emergencies, including oil spills;
- helping to prevent illegal, unregulated and unreported fishing worldwide;
- producing marine plans to include all marine activities; and
- enforcing wildlife legislation and issuing wildlife licences.

1.2 Marine planning in the United Kingdom is a relatively new activity. The Marine Management Organisation was created by the Marine and Coastal Access Act 2009 and has already produced a marine plan for the east plan area (Flamborough Head to Felixstowe). Marine plans are prepared under the policy framework of the Marine Policy Statement (akin to the National Planning Policy Framework). The Marine Management Organisation advises that, even local authorities that are far from the sea can affect or be affected by the marine area, for example development can affect rivers that discharge into the sea.

1.3 The marine plan for the south area is nearing the end of its preparation and this is the final stage of public consultation before submission to the Secretary of State for Environment, Food and Rural Affairs for approval. The consultation ends on the 27th January 2017. A marine plan becomes a statutory consideration in all relevant planning decisions once it is published for public consultation (this stage). It must be used to inform planning decisions for the sea, coast, estuaries and tidal waters (which sometimes extend a long distance inland), as well as developments that impact these areas, such as infrastructure. In practical terms activities undertaken in marine areas need land based infrastructure and development on quaysides and nearby buildings can have a significant influence on the viability of some marine sectors. The public 'duty to co-operate' also requires ongoing dialogue between all affected parties to ensure effective marine and land use plans. All public authorities are responsible for implementing the South Marine Plan through existing regulatory and decision-making processes. Marine planning has important links and interactions with land-use planning. For example the intertidal zone between high water and low water mark is covered by both planning systems.

1.4 Marine plans take into account land-use plans and vice versa. Public authorities must consider both planning systems when making decisions on applications that relate to both land and marine plan areas. The South Marine Plan area covers a large part of the English Channel from Folkestone to the River Dart. The plan comprises two distinct plans, the

South Inshore Marine Plan and the South Offshore Marine Plan. The inshore plan covers the area from the mean high water level to 12 nautical miles, including any area submerged at mean high spring water tide and the waters of any estuary, river or channel so far as the tide flows at mean high water spring tide. The offshore marine plan includes the area from 12 nautical miles to the maritime borders with France and the Channel Islands.

- 1.5 The Marine Plan is supported by a number of statutory documents that include a technical annex that gives more details about the policies of the plan and their purpose, a statement of public participation, a sustainability appraisal and a habitats regulations assessment.
- 1.6 The publication of the draft marine plan is welcomed as it provides important detail on marine planning in the southern area. The policies are clearly drafted and will help to provide clarity on decision making that may have an impact on the marine environment, including this Authority's determination of planning applications and the development of neighbourhood planning.

2 Plan Details

- 2.1 The plan includes a vision for the plan area that it is 'beautiful, busy and beneficial for all'. The full vision is that: 'The south marine plan areas are distinctive for their dynamic and rapidly changing nature, both in terms of natural and man-made influences and activities. The natural beauty and busyness stand out as qualities that make the south distinctive from other areas. Sustainable economic growth, enhanced protection of the natural and historic environment and improvements in health and wellbeing are beneficial to those who live, work and visit the south coast. By 2036, the areas' iconic unique qualities, characteristics and culture will be conserved, and where needed enhanced, through the clear and balanced use of its marine space'.
- 2.2 The plan goes on to set 12 objectives and contain 53 policies to help meet these objectives. The policies cover a wide range of topics including activities and uses, economic, social and environmental considerations, and cross-cutting issues such as the join up between decision-making on land and at sea and opportunities for co-existence. Some policies apply across the whole of the plan areas, others just to the inshore or offshore plan area, and some apply to defined areas. Plan policies and relevant supporting information have been expressed spatially where possible.
- 2.3 Many of the policies are of limited relevance to East Devon, but some may be highly relevant to this Council. As with all plans, the policies need to be considered as a whole rather than in isolation. For example, Policy S-INF-1 which states that 'Land based infrastructure which facilitates marine activity (and vice versa) should be supported', may conflict with policy S-CC-3, which states that 'Proposals in and adjacent to the south marine plan areas that are likely to have a significant adverse impact on coastal change should not be supported'.
- 2.4 The following table highlights only those policies that are considered to be of most relevance to East Devon. The original 'Table 2' of the draft plan needs to be consulted to see all the proposed policies. The maps and figures referred to may be viewed through the consultation documents, including in the Technical Annex.

Table highlighting all Marine Plan objectives and those policies most relevant to East Devon

Reference	Policy	Policy aim	East Devon context
Objective 1: To promote effective use of space to support existing, and facilitate future sustainable economic activity through the encouragement of co-existence, mitigation of conflicts and minimisation of development footprints.			
Policy S-DEF-1	Proposals in or affecting Ministry of Defence danger and exercise areas should only be authorised with agreement from the Ministry of Defence.	Within UK waters in peacetime military activities comprise practice and training activities, routine patrolling, transporting equipment and personnel in and out of the country, and communications including using radar. If the Ministry of Defence objects to a proposal the development or activity will not be authorised. Public authorities should take full account of the individual and cumulative effects of marine infrastructure on both marine and land based Ministry of Defence interests.	Much of Lyme Bay is a defined military practice area, including the coastline east from Beer and a small section at Budleigh Salterton (Figure 3 of the Technical Annex).
Policy S-AGG-3	Proposals in areas where high potential aggregate resource occurs should demonstrate that they will, in order of preference: a) avoid b) minimise c) mitigate significant adverse impacts on aggregate extraction d) if it is not possible to mitigate significant adverse impacts, proposals should state the case for proceeding.	This policy assesses how proposals and activities within areas of high potential aggregate resource, as defined by British Geological Survey, may impact the ability to access commercially viable marine sand and gravel resources in the future helping to secure access to sufficient supply of aggregate resources.	An area of future technical opportunity for marine aggregates is identified south of the Exe (Figure 8 of the Technical Annex)
S-AQ-1	Proposals for aquaculture in identified areas of potential aquaculture production will be supported. Proposals in existing or within potential	Aquaculture is an important industry in the south inshore marine plan area, with the potential to increase supply, contributing to food security in the UK.	A number of existing and potential areas are identified in the Exe and off the East Devon coast in Figure 10 of the Technical Annex.

Reference	Policy	Policy aim	East Devon context
	aquaculture production areas must demonstrate consideration of and compatibility with aquaculture production. Where compatibility is not possible, proposals must demonstrate that they will, in order of preference: a) avoid, b) minimise c) mitigate significant adverse impacts on aquaculture, d) if it is not possible to mitigate significant adverse impacts, proposals should state the case for proceeding.	S-AQ-1 enables the continuation of existing production and sustainable expansion of aquaculture to maximise opportunities.	
Objective 2 (Infrastructure): To manage existing, and facilitate the provision of new, infrastructure supporting marine and terrestrial activity.			
S-INF-1	Land based infrastructure which facilitates marine activity (and vice versa) should be supported.	This policy supports integration between marine and land-use plans in providing adequate infrastructure, especially where that infrastructure will predominantly support activity in the other environment.	No specific East Devon interests are highlighted, but this policy has clear implications for terrestrial planning.
S-CAB-2	Proposals that have a significant adverse impact on new and existing landfall sites for subsea cables (telecoms, power and interconnectors) should demonstrate that they will, in order of preference: a) avoid b) minimise, c) mitigate significant adverse impacts, d) if it is not possible to mitigate significant adverse impacts, proposals should state the case for proceeding .	Landfall sites for subsea cables are not currently protected from other uses, which may prevent these sites being used. This policy supports the need to avoid displacement of this economically and socially vital activity enabling business to be profitable and efficient.	This policy would be relevant to infrastructure projects like the electricity interconnector between France Alderney and Britain.
S-AQ-2	Proposals that enable the provision of infrastructure for sustainable fisheries and aquaculture and related industries will be	This policy ensures support is given to proposals that provide supporting infrastructure either at sea or on land for fisheries and	No specific East Devon interests are highlighted, but this policy has clear implications for terrestrial planning.

Reference	Policy	Policy aim	East Devon context
	supported.	aquaculture to promote safe, profitable and efficient marine businesses.	
Objective 3 (Diversification): To support diversification of activities which improve socio-economic conditions in coastal communities.			
S-AG-4	Where proposals require aggregates as part of their construction, preference should be given to using marine aggregates sourced from the South Marine Plan areas. If this is not appropriate, proposals should state why.	S-AGG-4 promotes the use of locally sourced marine aggregate. This will enable social, economic and environmental benefits to the south marine plan areas, encourage sustainable use of marine aggregates and support diversification.	No specific East Devon interests are highlighted, but this policy has clear implications for terrestrial planning. It may also limit sources of beach recharge material, although sources are likely to be available from within the plan area (which extends from Folkestone to the River Dart)
S-TR-1	Proposals supporting, promoting or facilitating tourism and recreation activities, particularly where this creates additional utilisation of related facilities beyond typical usage patterns, should be supported.	This policy enables diversification to provide a greater range of opportunities for employment, improve resilience to times of economic uncertainty and help reduce adverse impacts on natural and historic heritage and peoples' experience of them.	There is clear potential for tourism and recreational activities to require on shore facilities. For example an increase of windsurfing activities may require additional car parking and changing facilities.
S-EMP-2	Proposals resulting in a net increase to marine related employment will be supported, particularly where they are in line with the skills available in and adjacent to the south marine plan areas.	This policy encourages public authorities to consider the employment benefits of a proposal and how the required skills equate to those of the plan area.	No specific East Devon interests are highlighted, but this policy has clear implications for terrestrial planning.
S-TR-2	Proposals for development must demonstrate that they will, in order of preference: a) avoid, b) minimise, c) mitigate significant adverse impacts on tourism and recreation activities.	S-TR-2 ensures that any new development does not have an adverse impact on tourism and recreation activities.	The East Devon coast is widely used for recreation and tourism.
S-ACC-2	Proposals demonstrating enhanced public access to and within the marine area will be supported.	This policy ensures that support will be given to proposals which enhance public access to the marine area, such as physical, digital, and interpretative access	This policy would provide support for proposals like improved slipways.

Reference	Policy	Policy aim	East Devon context
		and signage. Support will also be given to proposals which enhance access by removing unsuitable access arrangements enabling better access to the marine area.	
S-CC-3	Proposals in and adjacent to the south marine plan areas that are likely to have a significant adverse impact on coastal change should not be supported.	Large areas of the south marine plan coastline are subject to or vulnerable to change. S-CC-3 ensures proposals do not exacerbate coastal change, enabling communities to be more resilient and able to adapt better to coastal erosion and flood risk where identified.	This policy is compatible with the Coastal Erosion policy in the Local Plan (Strategy 45).
S-HER-1	Proposals that may have a significant adverse impact upon heritage assets should only be supported if they demonstrate that they will, in order of preference: a) avoid, b) minimise, c) mitigate significant adverse impacts, d) if it is not possible to mitigate significant adverse impacts, proposals should state the case for proceeding	S-HER-1 ensures that proposals do not have an adverse impact on marine and coastal heritage assets, regardless of their designation status. This enables the diversity of the marine environment ensuring the cultural heritage is protected.	Heritage assets include the World Heritage Site and Heritage Coast.
S-SCP-1	Proposals that may have a significant adverse impact upon the seascape of an area should only be supported if they demonstrate that they will, in order of preference: a) avoid, b) minimise, c) mitigate significant adverse impacts upon the seascape of an area, d) if it is not possible to mitigate significant adverse impacts, proposals should state the case for proceeding.	Seascape is important due to the prevalence of protected landscapes, their beauty and association with tourism and recreation activities in the south marine plan areas. S-SCP-1 ensures that proposals should only be supported if they manage impacts on the seascape.	Figure 19 (Visual Resource Mapping) shows the high degree of inter-visibility between land and sea in East Devon. This policy applies equally to proposals on land that may affect the seascape as to proposals at sea. The majority of the East Devon Coast is covered by national/international designations (World Heritage Site, Heritage Coast, AONB). The marine landscape has been categorised in a similar way to the terrestrial landscape character areas and those relevant to East Devon are the

Reference	Policy	Policy aim	East Devon context
			MCA 1 (Lyme Bay West) and MCA 2 (Lyme Bay East) – see Fig 20 Marine Character Areas.
S-MPA-1	Proposals must take account of any adverse impacts on the objectives of marine protected areas and the coherence of the overall marine protected area network, with due regard given to any current agreed advice on an ecologically coherent network.	The UK is committed to forming a network of marine protected areas (MPA), creating a 'Blue Belt' of protected areas around the country. The south marine plan areas will make a significant contribution to this network, through the many existing and proposed MPA sites. S-MPA-1 ensures proposals take account of adverse impacts on individual sites and the overall network, protecting important habitats, species and geological features, enabling the successful and continued management of these sites.	This objective relates to marine protected areas and other sites designated for conservation purposes. Whilst there are currently no marine conservation areas off the East Devon Coast, large areas are protected by European/International designations, including the Exe Estuary, including its mouth and the coast east from Beer. It is important to recognise that even developments not in a protected area can have an impact on protected areas to these policies do not just apply within the protected areas.
S-ML-1	Public authorities should ensure adequate provision for and removal of beach and marine litter on amenity beaches.	Increase in development, recreation and tourism in the south marine plan areas may result in increased litter, and an adverse impact on the environment on which these activities rely.	The technical guidance refers public bodies to the Code of Practice on Litter and Refuse under the Environmental Protection Act 1990. This includes the provision of waste receptacles (bins) and other infrastructure (for example signage and information boards).
S-BIO-1	Proposals that may have significant adverse impacts on natural habitat and species adaptation, migration and connectivity must demonstrate that they will, in order of preference: a) avoid, b) minimise c) mitigate significant adverse impacts.	This policy requires proposals to manage impacts enabling the functioning of healthy, resilient and adaptable marine ecosystems.	Habitats of conservation importance off the East Devon coast include sub tidal chalk and sub tidal sands and gravels. Within the Exe Estuary coastal salt marsh, inter tidal mudflats and sea grass beds are identified (Fig 25.) The technical annex states that public authorities must support proposals which enhance or facilitate natural habitat and species adaptation, migration or connectivity. Public authorities may encourage

Reference	Policy	Policy aim	East Devon context
			relevant design by providing guidance on good practice incorporating relevant features through their local plans.
S-DIST-1	Proposals, including in relation to tourism and recreational activities, within and adjacent to the south marine plan areas must demonstrate that they will, in order of preference: a) avoid, b) minimise, c) mitigate significant cumulative adverse physical disturbance or displacement impacts on highly mobile species.	This policy enables people to appreciate the marine diversity and act responsibly to protect and recover populations of rare, vulnerable, and valued species.	<p>Highly mobile species are those that range over large distances and include fish, birds, cetaceans (whales and dolphins), other marine mammals and turtles. The Exe Estuary and Pebblebed Heaths are particularly sensitive as important bird areas, but there are bird colonies along much of the East Devon coast (Figure 29).</p> <p>The technical annex advised that public authorities should manage activities that do not require authorisation, including coastal tourism and recreational activities like boating, dog walking and bait digging, through authorisation decisions relating to tourism and recreation, such as development of marinas or slipways. Byelaws can also be introduced to manage activity, for example preventing dogs at certain times of year on beaches.</p> <p>Public authorities should take a strategic oversight for addressing cumulative adverse impacts of disturbance from proposals that are not required to do so under existing legislation. This may be through aligning future local plan and policy development with this policy or in authorisation of proposals that directly or indirectly change levels of physical disturbance such as access arrangements and routing.</p>

Report to: **Strategic Planning Committee**

Date of Meeting: 17 January 2016

Public Document: Yes

Exemption: None

Review date for release None



Agenda item: 12

Subject: **Status of Planning Guidance**

Purpose of report: There is a great deal of policy guidance supporting the current, and previous, Local Plans. This report considers the status of some of the older, outdated guidance and recommends it be updated or formally withdrawn.

Recommendation:

It is recommended that Cabinet;

- 1. Confirm withdrawal of the Planning Guidance shown in the table at 2.5 listed as 'Withdraw' (and shaded grey).**

That the Strategic Planning Committee;

- 2. Confirm that the former SPG documents listed in the table at 2.5 as "Change status to endorsed" be used as guidance to inform decision making.**
- 3. Note the further work required to update the Conservation Area Appraisals and agree that the existing documents continue to be used as guidance to inform decision making in the meantime.**

Reason for recommendation: To obtain the agreement of Members to update or withdraw outdated guidance.

Officer: Claire Rodway
Email: crodway@eastdevon.gov.uk
Tel: 01395 571543

Financial implications: There are no financial implications for this report.

Legal implications: There is a legal requirement to review and update planning guidance to reflect legislative and other changes. By endorsing the revised guidance Members will be ensuring compliance with our legal obligations. Other legal implications are covered in the report.

Equalities impact: Low Impact

Risk: Medium Risk

A lack of clarity could lead to delays and confusion in determining planning applications. There is also a risk that outdated guidance could be cited at appeal and potentially lead to unnecessary costs.

Link to Council Plan: Encouraging communities to be outstanding; Developing an outstanding local economy; Delivering and promoting our outstanding environment; Continuously improving to be an outstanding council

Report in full

1. Introduction

- 1.1 Members will be aware that, over the years, Officers have produced many pieces of planning guidance to assist the development process. Whilst this guidance has proved very useful, some of it is now redundant due to sites being developed and Government guidance and legislation changing. Following the adoption of the Local Plan, a review has been carried out to identify additional guidance which would assist and clarify the implementation of the policies. It is important that, to avoid confusion, only the most relevant guidance which supports the current Local Plan, is retained.
- 1.2 The process by which guidance is produced has also changed, with Supplementary Planning Guidance (SPG) being replaced by Supplementary Planning Documents (SPD), which require Strategic Environmental Assessment and Habitat Regulations Assessment. In the absence of these assessments, required by EU legislation, SPG is no longer formally recognised and this report recommends that those documents be withdrawn. Where the SPG content is still relevant it may be updated and adopted as a SPD (subject to carrying out the relevant assessments) or treated as a material planning consideration.

2. The Guidance

- 2.1 The guidance referred to in this report is set out in a table below. It varies from advice produced by our partner organisations, with our input, to guidance produced internally by Officers with particular expertise in that area, to community planning documents such as Village Design Statements, Parish Plans and Neighbourhood Plans. Guidance which is recommended for withdrawal is shaded in grey.
- 2.2 In all cases, unless it is formally withdrawn, the guidance may be taken into account in decision making as a 'material planning consideration'. However, the weight to be applied to these documents in the determination process depends on how up to date they are in terms of current planning policy and legislation. The documents referred to in the report as being out of date therefore carry no weight and so serve no purpose in the determination of planning applications. Additional weight will be given where the guidance has been formally adopted as a SPD, DPD or 'made' as a Neighbourhood Plan.
- 2.3 The Conservation Area Appraisals are another type of existing planning guidance document. These were adopted at various dates, however many of them are now quite old and are in need of review. This is however a time consuming and resource intensive process and so will take time to complete. A programme for undertaking this work is being worked on and will be presented to Members at a future meeting so that this can be taken forward and over time revised Conservation Area Appraisals adopted as SPD.
- 2.4 The community guidance in the last section of the table was mainly produced over 5 years ago as part of the Government Parish Plans and Village Design Statements initiatives. Village Design Statements established how new development should be accommodated, how it should look and which existing environmental features should be protected or enhanced. As such, they were considered to be 'planning' documents and could be adopted as SPG. Parish Plans related to all aspects of community life (not just planning matters) and so weren't able to be adopted as planning documents- instead EDDC coined

the phrase 'endorsed', which meant that they would be taken into account as material planning considerations where relevant. This phrase went on to be used by other authorities. It is considered that, since communities now have the option to produce Neighbourhood Plans which have formal status as part of the development plan, there is little merit in encouraging communities to update their previous documents and carrying out the additional work needed to make them SPD. It is recommended that, rather than withdrawing the Village Design Statements SPG completely, their status be amended to 'endorsed' the same as Parish Plans. This still recognises the work put in by local communities and that the content remains relevant. This work is likely to be incorporated and superseded by any Neighbourhood Plan for the area in any event. Similarly, the guidance relating to shopfronts and trees was produced some time ago but the content remains relevant and so it is recommended that it be 'endorsed' for use as a material planning consideration until resources allow it to be updated as SPD.

2.5 The assessment of whether guidance is still fit for purpose and conforms to the relevant legislation is a technical one. Consultation has been undertaken internally to ensure that all matters relating to planning guidance, and how up to date it is, has been carefully considered and a consensus reached on retention or withdrawal. External consultation did not need to be undertaken.

Document title	Type of Guidance	Date (where known)	Recommended Status	Comment
Marcus Road, Exmouth	SPG (development brief)	2004	Withdraw	Out of date. This site is partly developed
Hillcrest School, Exmouth	SPG (development brief)	2005	Withdraw	Out of date. This site is now developed
Knappe Cross, Exmouth	SPG (development brief)	Unknown	Withdraw	Out of date. This site is now developed
Long Causeway, Exmouth	SPG (development brief)	Unknown	Withdraw	Out of date. This site is now developed
Battishorne Farm, Honiton	SPG (development brief)	Unknown	Withdraw	Out of date. This site is now developed
Brook Street, Ottery St Mary	SPG (development brief)	Unknown	Withdraw	Out of date. This site is now developed
Rousdon Estate	SPG (development brief)	Unknown	Withdraw	Out of date. This site is now developed
Seaton Regeneration Area	SPG (development brief)	Unknown	Withdraw	Out of date. The site is being developed (different scheme to the development brief)
Ryalls Court, Seaton	SPG (development brief)	Unknown	Withdraw	Out of date. This site is now developed

The Grove, Seaton	SPG (development brief)	Unknown	Withdraw	Out of date. This site is now developed
Stowford Rise, Sidmouth	SPG (development brief)	Unknown	Withdraw	Out of date. This site is now developed
Re-use of Rural Buildings	SPG	May 2005	Withdraw (should be replaced by new SPD)	Out of date. The guidance is superseded by the NPPF and new Local Plan. New SPD guidance should be produced.
Mixed Market and Affordable Housing Interim Position Statement	Endorsed as planning guidance (material consideration)	Unknown	Withdraw (may be replaced by new SPD)	Out of date. The guidance is superseded by the new Local Plan and anticipated Housing Bill. New SPD may be required to clarify the new position.
Chapel Street, Honiton	SPG (development brief)	2004	Withdraw	This site is partially developed. There is value in producing SPD for the remainder of the site but it is not a priority.
Orcombe Point, Exmouth	SPG (development brief)	2004	Withdraw	The guidance is still relevant, however the Exmouth Masterplan also covers this area.
University of Exeter Science Park SPD	SPD	14 November 2008	Retain	Still relevant.
Exmouth Shopfront Design Guide	SPG	17 November 2009	Change status to endorsed	There is value in producing this guidance as SPD but it is not a priority and should be used as a material planning consideration in the meantime.
Seaton Town Centre Conservation Area-Shopfront Practice Notes	SPG	31 January 2002	Change status to endorsed	There is value in producing this guidance as SPD but it is not a priority and should be used as a material planning consideration in the meantime.
Sidmouth Town Centre Conservation Area- Shopfront Practice Notes	SPG	31 January 2002	Change status to endorsed	There is value in producing this guidance as SPD but it is not a priority and should be used as a material planning consideration in the meantime.
Trees and Development	SPG	6 April 2005	Change status to endorsed	There is value in producing this guidance as SPD but it is not a priority and should be used as a material planning consideration in the meantime.

Exeter Hotel Study	Planning guidance (material consideration)	2007	Retain	The content remains relevant.
East Devon Playing Pitch Strategy	Planning guidance (material consideration)	2015	Retain	The content remains relevant.
Open Space Study and Review	Planning guidance (material consideration)	2014	Retain	The content remains relevant
Lympstone Neighbourhood Plan	Part of the Development Plan	15 April 2015	Retain	Plan has been 'Made'
Blackdown Hills and East Devon AONB Landscape character assessment and guidelines	Planning guidance (material consideration)	2008	Retain	This was produced y the AONB Teams and is used to inform the determination of planning applications.
Killerton and A La Ronde Setting Studies	Planning guidance (material consideration)	2013 and 2015	Retain	This was produced y the National Trust and is used to inform the determination of planning applications.
Blackdown Hills Design Guide	Planning guidance (material consideration)	March 2012	Retain	This was produced y the AONB Team and is used to inform the determination of planning applications.
Exmouth Town Centre and Seafront Masterplan	Planning guidance (material consideration)	2011	Retain	The Local plan notes that this will be refreshed and can be turned into SPD at the same time. In the meantime it can still be used to inform decision making.
Conservation Area Appraisals	Planning guidance (material consideration)	Various	Retain	There are 33 Conservation Areas in East Devon. The appraisals now require updating to comply with the NPPF. This is part of the teams work programme and further reports on this work will be brought to Members in due course. The revised appraisals will once agreed need to be adopted as SPD.
Guidance in production or adopted since Local Plan Adoption				
Villages Plan	Draft DPD	In production		This should progress to adoption in 2017
East Devon Gypsy and Traveller Site Design and Layout SPD	Draft SPD	In production		This should progress to adoption Spring 2017

Honiton Sports Pitch Strategy	Planning guidance (material consideration)	In production		This will be endorsed as a material planning consideration.
Exmouth Sports Pitch Strategy	Endorsed as planning guidance (material consideration)	In production		This could progress to SPD, otherwise will be endorsed as a material planning consideration
Planning Obligations	Draft SPD	In production		This should progress to adoption Summer 2017
Cranbrook Plan	Draft SPD	In production		This should progress to adoption 2017
Exmouth Cycle Strategy	Draft planning guidance (material consideration)	11 March 2008 (being updated)		Initial Cycle Strategy produced by the community has been worked up as a second draft. Lack of resources for EDDC to progress.
Stockland Neighbourhood Plan	Part of the Development Plan	24 November 2016	Retain	Plan has been 'Made'
Neighbourhood Plans	Planning guidance (material consideration) depending on their progress , once 'made' they are part of the Development Plan	In production		There are over 40 Neighbourhood Plans in production, covering most of East Devon. Once 'made' they will form part of the Development Plan with the Local Plan
Community Plans previously endorsed by EDDC or adopted as SPG				
All Saints PP and VDS	SPG	Change status to endorsed		Treat as a material planning consideration
Awliscombe PP	Endorsed			Treat as a material planning consideration
Axminster Community Plan	Endorsed			Treat as a material planning consideration
Axmouth PP	Endorsed			Treat as a material planning consideration
Aylesbeare PP and VDS	SPG	Change status to endorsed		Treat as a material planning consideration
Beer VDS	SPG	Change status to endorsed		Treat as a material planning consideration
Bishops Clyst PP and VDS	SPG	Change status to endorsed		Treat as a material planning consideration
Bramford Speke PP	Endorsed			Treat as a material planning consideration

Brampford Speke VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Broadhembury PP and VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Budleigh Salterton Town DS	SPG	Change status to endorsed	Treat as a material planning consideration
Chardstock PP	Endorsed		Treat as a material planning consideration
Colyton PP	Endorsed		Treat as a material planning consideration
Dalwood PP	Endorsed		Treat as a material planning consideration
Dunkeswell PP	Endorsed		Treat as a material planning consideration
Exmouth Avenues DS	SPG	Change status to endorsed	Treat as a material planning consideration
Farringdon PP	Endorsed		Treat as a material planning consideration
Feniton PP	Endorsed		Treat as a material planning consideration
Gittisham PP	Endorsed		Treat as a material planning consideration
Honiton Town Plan	Endorsed		Treat as a material planning consideration
Kilmington PP	Endorsed		Treat as a material planning consideration
Kilmington VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Luppitt PP	Endorsed		Treat as a material planning consideration
Lympstone PP	Endorsed		Treat as a material planning consideration
Lympstone VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Membury PP	Endorsed		Treat as a material planning consideration
Membury VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Musbury PP	Endorsed		Treat as a material planning consideration
Newton Poppleford and Harford PP	Endorsed		Treat as a material planning consideration
Northleigh PP	Endorsed		Treat as a material planning consideration
Offwell PP	Endorsed		Treat as a material planning consideration
Otterton VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Ottery St Mary Town Plan	Endorsed		Treat as a material planning consideration

Rockbeare PP	Endorsed		Treat as a material planning consideration
Seaton Town Strategy	Endorsed		Treat as a material planning consideration
Seaton VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Shute PP	Endorsed		Treat as a material planning consideration
Stockland PP	Endorsed		Treat as a material planning consideration
Talaton Village Plan	Endorsed		Treat as a material planning consideration
Talaton PP 2009	Endorsed		Treat as a material planning consideration
Tipton St John VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Uplyme PP and VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Upottery PP	Endorsed		Treat as a material planning consideration
Upton Pyne and Cowley PP	Endorsed		Treat as a material planning consideration
West Hill VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Whimple PP	Endorsed		Treat as a material planning consideration
Widworthy PP	Endorsed		Treat as a material planning consideration
Woodbury VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Yarcombe and Marsh PP and VDS	SPG	Change status to endorsed	Treat as a material planning consideration
Yarcombe PP Update 2010	Endorsed		Treat as a material planning consideration

3. Conclusion

- 3.1 SPG and other planning guidance are subject to consultation and agreed through Committee authority and so committee authority needs to be obtained for their formal withdrawal. It is not proposed to withdraw any SPD or Development Plan Documents, and the procedure for withdrawing these would be different.
- 3.2 As a matter of best practice any planning guidance that is no longer up-to-date should be withdrawn. To do otherwise may lead to uncertainty amongst applicants and decision makers as to the guidance against which their planning applications will be assessed as its retention would strongly suggest that the guidance carries significant weight in planning terms. The guidance highlighted in the table is no longer relevant and therefore should be withdrawn.