

APPEAL BY WADDETON PARK LTD AGAINST EXETER
CITY COUNCIL'S DECISION TO REFUSE PLANNING
PERMISSION

EXETER CITY COUNCIL REFERENCE: 21/0223/OUT

LAND AT HOME FARM, PINHOE

FULL STATEMENT OF CASE

OUTLINE APPLICATION FOR UP TO 61 DWELLINGS AND
ASSOCIATED INFRASTRUCTURE



PCL Planning Ltd
13a-15a Old Park Avenue,
Exeter, Devon, EX1 3WD United Kingdom
t: + 44 (0)1392 363812
www.pclplanning.co.uk

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1. Site Description

1.1 A site description is provided in the SoCG (section 2).

2. The Proposal

2.1 Please refer to SoCG where an agreed description of the proposed development is provided (section 4).

3. Development Plan Matters

3.1 For clarification the development plan (DP) relevant to this appeal comprises:

- Exeter Core Strategy 2006-2026 (February 2012) [CS]
- Saved policies of the Exeter City Local Plan First Review 1995-2011 (2004) [ECLP]

3.2 In accordance with paragraph 5.8 of the draft SoCG, the Council's case is that the following DP policies are infringed:

- Policy CP16 – Green Infrastructure

"The strategic green infrastructure (GI) network is shown on the key diagram. The Exeter GI network has been identified to protect and enhance current environmental assets and local identified and to provide a framework for sustainable new development.

GI will be an integral part of planning for the urban extensions at Monkerton/Hill Barton, Newcourt and Alphington. New multifunctional areas of green space and green corridors will be created to meet the needs of these new communities. A sustainable movement network will link the urban area to the urban extensions and beyond to the open countryside. To the east of the city green corridors, that incorporate multi-use trails (for cycling, walking and horse riding) and provide high quality biodiversity habitat, will link Exeter to the proposed Clyst Valley Park and on to Cranbrook.

The character and local distinctiveness of the areas identified below, will be protected and proposals for landscape, recreation, biodiversity and educational enhancement brought forward, in accordance with guidance in the Green Infrastructure Strategy, through the Development Management DPD:

- *the hills to the north and north west;*
- *Knowle Hill to the south west;*
- *the strategic gap between Topsham and Exeter;*
- *and the Valley Parks: Riverside, Duryard, Mincinglake, Ludwell, Alphington to Whitestone Cross, Savoy Hill and Hooper.*

The Exe Estuary European Site will be protected. Development that is likely to have a significant effect on the integrity of the Exe Estuary,

East Devon Pebblebed Heaths/East Devon Heaths or Dawlish Warren European sites will be subject to the Habitats Regulations 2010 and the requirement East therein to undertake a Habitat Regulations Assessment. Contributions will be sought from new development towards management and other measures at the Exe Estuary, Dawlish Warren and Pebblebed Heaths and at other European sites as may be justified by the emerging evidence base.

The biodiversity value of Stoke Woods and Bonhay Road cutting SSSI, and all other sites of national, regional and local conservation importance will be protected, and unavoidable impacts mitigated and compensated for, in accordance with their relative status.

Biodiversity enhancement areas, for the restoration or creation of new priority habitats, will be identified within the strategic nature areas to the north of the city and in other areas of biodiversity and geological interest. Proposals for these areas will be brought forward through the Development Management DPD.

Opportunities to provide green corridors, open space and allotments, to enhance cycling and walking opportunities, to link existing habitats, to incorporate environmental assets and to integrate biodiversity, proposed by the Exeter Green Infrastructure Strategy, will be secured through partnership working, direct implementation and the application of Policy CP18."

- Policy LS1 - Landscape setting of the city

"Development which would harm the landscape setting of the city will not be permitted. Proposals should maintain local distinctiveness and character and:

- a) Be reasonably necessary for the purposes of agriculture, forestry, the rural economy, outdoor recreation or the provision of infrastructure; or*
- b) Be concerned with change of use, conversion or extension of existing buildings:*

Any built development associated with outdoor recreation must be essential to the viability of the proposal unless the recreational activity provides sufficient benefit to outweigh any harm to the character and amenity of the area."

Compliance with the DP - Relevant Principles/Case Law

Statute

- 3.3 It is a matter of fact that neither policy LS1, nor the proposals map of the first review, were replaced when the CS was adopted. Both therefore remain part of the DP (but are subject to the provisions of s.38(5) of the Planning and Compulsory Purchase Act 2004)
- 3.4 Policies LS1 and CP16 are similar in their subject area. However, policy CP16 differs from LS1 in some critical aspects. Firstly, whilst being adopted prior to the publication of the Framework, it is more consistent with the Framework than LS1 (which is essentially a 'blanket ban' subject only to the caveat's (a) and (b) set out within the text of the policy).
- 3.5 In such circumstances, then s.38(5) of the Planning and Compulsory Purchase Act 2004 ("PCPA 2004") applies:

"If to any extent a policy contained in a development plan for an area conflicts with another policy in the development plan the conflict must be resolved in favour of the policy which is contained in the last document to be adopted, approved or published (as the case may be)."

Policy CP16 was adopted after Policy LS1 and therefore prevails.

Case Law – Home Farm

- 3.6 Regard must also be had to the determination of the High Court in *Exeter City Council v SoS for Communities and Local Government ex parte Waddeton Park Limited and the R B Nelder Trust* (CO/5738/2014), dated 08/06/2015 (CD15) which, whilst confirming the correct approach to take to assessing 'release' in relation to counting student completions as an element of housing supply, also considered the approach to the DP and decision-making in Exeter (i.e. the CP16 and LS1 matter).

3.7 The Court considered the decision of the Inspector (Ms Coffey). As explained by Ms Coffey:

"Policy LS1 effectively limits development to the existing urban areas, and is not a criteria based policy in accordance with the NPPF. Some areas safeguarded by policy LS1 have not been included within the landscape protection areas within the Core Strategy which was informed by the Exeter Fringes Landscape Sensitivity and Capacity Study (2007). As such the evidence base on which LS1 relies is not up-to-date. For these reasons I accord policy LS1 little weight"

3.8 The matter of LS1 was considered by Justice Hickinbottom (at paragraphs 53, 54, and 55 of his decision). He considered the submissions of Mr Banner and Ms Blackmore (at paragraph 54). Those submissions included the grounds that:

- *"Policy LS1 was out of date"* [paragraph 54 iv) a)].
- *"If she had considered the issue, she could only have concluded that that breach of Policy LS1 did not mean that there had not been compliance with the development plan as a whole. She would therefore have been required by the first bullet point of paragraph 14 to have approved the proposal."* [paragraph 54 iv) b) our underlining]
- *"On the basis of her uncontested findings, the Inspector could not have concluded that the harm (of the technical breach of Policy LS1) outweighed the benefits of the development. Indeed, those benefits patently outweighed that 'harm' by a very considerable margin."* [paragraph 54 iv) c)]

3.9 Justice Hickinbottom concluded that:

- *"this argument on discretion would be overwhelming. Given the Inspector's findings on harm (which the Council does not, and could not, dispute), whichever way the Inspector had proceeded, she would inevitably have come to the conclusion to which she did in fact come, i.e. that planning permission should be granted."* [paragraph 55].

3.10 Ms Coffey determined that:

"Core Strategy policy CP16 aims to protect the character and distinctiveness of a number of defined areas, including the hills to the north and north-west of the City. These areas are identified on the key diagram and include the area in which the appeal site is located."

The parties agree that the Key Diagram shows broad areas rather than precise boundaries. Accordingly, Core Strategy policy CP16 does not seek to prevent all development within the areas shown on the Key Diagram, but strives to ensure that development protects the character and distinctiveness of these areas. (paragraph 14).

"Local Plan policy LS1 is a policy relevant to the supply of housing in so far as it limits the areas where development will be permitted. Although Core Strategy policy CP16 may restrict the areas where housing development can occur, it is primarily concerned with the protection of areas for their landscape quality, as such it requires an assessment of the effect of any proposals on the character and distinctiveness of a number of defined areas." (paragraph 74).

"I therefore conclude that the proposal would not harm the landscaped setting of Exeter and would comply with Core Strategy policy CP16." (paragraph 29).

- 3.11 In my opinion it is plain that a technical breach of LS1 does not necessarily mean that proposals do not accord with the DP read as a whole.

Case Law – Dundee

- 3.12 Consideration must also be given to the determination of the Supreme Court in *Tesco Stores Ltd v Dundee City Council* ([2012] UKSC 13 – CD12).

- 3.13 It is well established that slavish compliance 'to the letter' of each and every DP policy is not required in order for a development to be judged "in accordance with the development plan" for the purposes of s.38(6) of the Planning and Compulsory Purchase Act 2004. Thus in *City of Edinburgh v Secretary of State for Scotland* [1997] 1 W.L.R. 1447, Lord Clyde held at p.1459:

"There may be some points in the plan which support the proposal but there may be some considerations pointing in the opposite direction. He will require to assess all of these and then decide whether in light of the whole plan the proposal does or does not accord with it."

- 3.14 Consistently with this, the Supreme Court in *Tesco Stores Limited v Dundee City Council* [2012] P.T.S.R. 98, Lord Reed held at para. 19:

"Although a development plan has a legal status and legal effects, it is not analogous in its nature or purpose to a statute or a contract. As has often been observed, development plans are full of broad statements of policy, many of which may be mutually irreconcilable, so that in a particular case one must give way to another."

- 3.15 It is also notable that Lord Hope (who was on the judicial panels in both *City of Edinburgh* and *Tesco*) reiterated at para. 34 that it was "untenable" to say that "if there was a breach of any one policy in a development plan a proposed development could not be said to be "in accordance with the plan". In his view, in the context of considering whether a proposal is in accordance with the development plan as a whole (the parenthesised words are mine):

"the relative importance of a given policy to the overall objectives of the development plan was essentially a matter for the judgment of the local planning authority [or, on appeal, for the Secretary of State] and that a legalistic approach to the interpretation of development plan policies was to be avoided." (para 34)

Case Law – Suffolk Coastal

- 3.16 This is consistent with the approach taken in *Suffolk Coastal District Council v Hopkins Homes Ltd* and *Richborough Estates v Cheshire East Borough Council* (Supreme Court, 10/05/2017, UKSC 37, CD13) which provided further clarification of the approach to take where the situation of a housing shortfall exists (as it does in this case). Whilst referring to the previous version of the Framework (2012) the judgement was clear that in circumstances when a housing supply shortfall exists that:

"The rigid enforcement of such policies may prevent a planning authority from meeting its requirement to provide a five-years supply." (paragraph 79)

- 3.17 and that:

"If a planning authority that was in default of the requirement of a five-years supply were to continue to apply its environmental and amenity policies with full rigour, the objective of the Framework could be frustrated." (paragraph 83)

3.18 Since in this case the DP policies for housing are out of date then:

".....the focus shifts to other material considerations. That is the point at which the wider view of the development plan policies has to be taken." (paragraph 84, our underlining)

3.19 In our opinion it is clear that a determination of DP compliance falls to a judgement about the extent of harmful impact upon the 'hills to the north and north west', balanced against the need to deliver 'at least' 12000 new homes over the period 2006 to 2026. To assist with this assessment we consider the current housing delivery situation in the following section.

Compliance with DP Housing Delivery Policies (CP1 and CP3)

Core Strategy Inspector's Report (IR)

3.20 This is particularly important in Exeter since we know that:

- The Exeter CS was not in conformity with the assessment of housing needs that prevailed at that time (15,000 new dwellings, see CSIR paragraph 14)
- The Council argued (without substantiating evidence) that it couldn't deliver that level of development over the plan period (CSIR, paragraph 15)
- But accepted that the figure of 12,000 new dwellings was a minimum (CSIR, paragraph 16)
- At the time of examination of the plan the Council could not demonstrate a 5 year supply of deliverable residential land (CSIR, paragraphs 17 and 18)

3.21 The Inspector went on to consider the submitted Development Management Policy Statement and, in particular, the provisions for early review if 5 year

land supply couldn't be demonstrated within the next two years (CSIR, paragraph 23)

- 3.22 Her concerns were significant enough for her to require a specific change to be made to the plan in order to make it sound. That change was IC1:

"Add a new second sentence as follows: ' to revise the Core Strategy before 2026. In particular, the core strategy should be reviewed if the Strategic Housing Land Availability Assessments (SHLAAs) in 2011 and 2012 show a continuing shortfall of deliverable housing sites for the next five years, with any additional allowance to ensure choice and competition in the market for land, if up-to-date national planning policy requires it. Whilst flexibility has'

- 3.23 Subsequently the Council did not undertake a SHLAA in either 2011 or 2012.

- 3.24 It is therefore evident that the provisions of the CS (IC1 – CSIR, paragraph 1.8 of the CS) have been eschewed.

- 3.25 CP3 makes provision for a supply component of 1,048 dwellings from Regeneration Areas. Those areas (Water Lane and the Grecian Quarter) are dependent upon masterplan production (see CS, paragraphs 6.8 and 6.9). No masterplans have been published, and no substantive progress has been made bringing forward those areas since adoption of the CS. We conclude that it is highly unlikely that there will be any meaningful delivery of residential units from either of these areas over the plan period. Accordingly, there must be grave concern that the 1,000 units relied upon by CP3 will not be forthcoming.

- 3.26 The Inspector drew attention to particular components of supply:

"The urban extensions at Newcourt, Monkerton/Hill Barton and Alphington with the Regeneration Areas are expected to contribute more than half the target of 12,000 new homes by 2026, predominantly in the period 2015/2016 onwards. The Council proposed a change to the Housing Trajectory diagram in section 13 so that it would show the likely phasing of development of these

schemes. Evidence from masterplanning and recently submitted planning applications supports the conclusion that the plan should deliver the required housing numbers in the later stages of the plan. The revised trajectory should provide a basis for managing and monitoring performance (PC34 & App2)." (CSIR, paragraph 26)

And that::

"The strategic allocations at Monkerton/Hill Barton, Newcourt and Alphington are planned urban extensions requiring a long lead-in time. Their development is central to the achievement of the Core Strategy..." (CSIR, paragraph 46 our underlining)

3.27 However, in large part, the failure to deliver these important components of supply highlighted by the CS Inspector has led to the supply deficit that is now evident i.e.

- No delivery from Alphington to date
- Significantly reduced delivery from Monkerton/Hill Barton and Newcourt
- Very little delivery from Regeneration Areas

3.28 In our opinion the release of a further urban fringe site, that will not give rise to any significant impacts upon the setting of the city therefore accords with the relevant provisions of the DP.

3.29 It is also a fact that at the time that the CS was examined and adopted a 5 year residential land supply did not exist (see Land of Hill Barton appeal ref 10/2137880). Subsequent appeal decisions have determined that the Council have not been able to demonstrate a 5 year supply. Since the adoption of the plan the supply has been held to be:

Figure 1 - Appeal Decisions Table

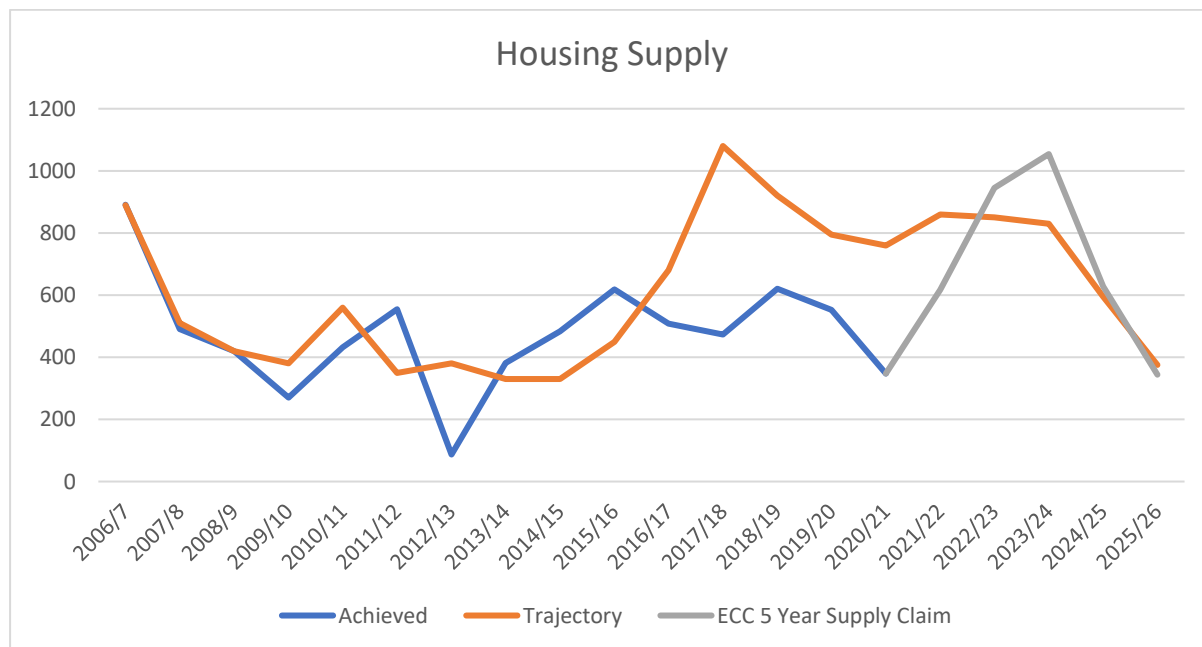
Site	Ref	Units	Supply	DL Ref
Hill Barton Road	10/2137880	151	Not 5yrs	Para 19
Home Farm	14/2215771	120	3yr 6 months	Para 72
Exeter Road	15/3005030	135	Not 5yrs	Para 14
Clyst Road	18/3202635	170	2yr 1 month	SoCG para 6.10
Total Units		576		

3.30 Therefore, it is plain that, at no time since the adoption of the CS has the Council been able to demonstrate a 5 year supply of residential land and that the above appeals have contributed significantly to meeting identified housing needs – with 425 of those units coming from urban fringe ‘CP16 release’ sites.

3.31 Recent changes introduced via NPPF 2, set out a new approach to monitoring 5 year residential land supply (the Standard Method). Utilising this approach the Council now claim that a 5 year supply can now be demonstrated. The appellant disputes this claim and will present evidence to demonstrate that a 5 year supply cannot be demonstrated (see attached document).

3.32 Whatever the current figure of supply is calculated to be it is irrefutable (based on the Council’s own evidence) that a plan failure situation is likely to occur (see figure 2 below).

Figure 2 – Housing Supply over DP period



3.33 Policy CP1 of the CS specifically sets a requirement to provide at least 12,000 dwellings over the plan period (2006-2026), which equates to an average annual requirement of a minimum of 600 units per annum.

Delivery at that average has only been achieved in 3 years (2006/7, 2015/16 and 2018/19) over the 15 years of the 20 year plan period that has elapsed to date. In only 1 year (2006/7) has the average figure been exceeded to any significant extent. The Council's proposed trajectory (that is disputed by the appellant) projects a rate of new housing growth not seen during the plan period and peaking at over 1,000 units in 2023/24. This rate of completions is simply not credible. There isn't sufficient capacity within the industry to deliver the number of units that the Council are projecting in that timescale, nor is there the stock of deliverable consents in place to allow that to happen. Bearing in mind the current downward rate of completions (348 in 2020/21) the level of completions between now and the end of the plan period (2026) is unlikely to exceed an average of 600 per annum over this remaining period of the plan i.e. a maximum of circa 3,000 units. This equates to a total completions figure over the plan period of circa 10,000 units i.e. a deficit of circa 2,000 dwellings compared to the 'at least 12,000' provision figure enshrined in the DP (see CP1 and CP3).

- 3.34 This magnitude of the shortfall is significant. Thus, for compliance with policies CP1 and CP3 to be minimised new components of supply need to be identified and delivered prior to the end of the plan period. Bearing in mind the CS end date is 2026 there is no time to be lost in dealing with the evident and significant housing shortfall that exists at Exeter if the DP, in large part, is not to significantly fail.
- 3.35 To remedy this shortfall, and to deliver the DP, land continues to need to be urgently released for development from outside the existing urban area, but within the city administrative boundary.
- 3.36 Bearing in mind the need to read the plan as a whole, it defies any planning logic to seek to interpret the CS in an overly negative manner, having regard to the case law principles outlined in this SoC, relevant comments of the CS Inspector's Report (CSIR, CD28) and the specific change to include the words 'at least' in policy CP1 (the words of paragraph 6.14 of

the CS which seeks to “*maximise the delivery of housing land*” are relevant here); and the specific comments of the CS Inspector that ‘*An overly prescriptive approach to developing land on the urban fringe could stifle much-needed sustainable development.*’ (CSIR, paragraph 70) particularly relevant. In this particular case, there are significant benefits that the appeal proposals will deliver, and a balanced ‘CP16 determination’ needs to be made.

- 3.37 In our opinion, having regard to the above, and to the particular circumstances of this case, the appeal proposals are not contrary to the DP (for the reasons elaborated in this statement).

Student completions

- 3.38 The Council also in their recently published 5 year land supply statement seek to present a case for counting student restricted completions in their housing supply figures. This is contrary to the determination of the High Court in the Home Farm case.
- 3.39 The Home Farm High Court case determined that it was not correct for student completions to count towards an assessment of housing supply since the Council could not demonstrate any release (of general needs stock due to student completions occurring). That situation has not changed – the (post Home Farm judgement) amendments to the wording of the PPG on this point doesn’t change that. Demonstrating release, or allowing general market housing to remain in that use, remains the key determinant. Currently the number of properties exempt from Council Tax (due to being wholly occupied by students) is 6,513 calibrated against a figure of 1,184 units at the start of the plan period. Of that figure of 1,184 over 2,000 are conventional housing stock (as opposed to PBSA completions). It is therefore evident that, in Exeter, PBSA completions that have taken place over the plan period have not even kept pace with increasing student accommodation needs, resulting in an evidential loss of general needs stock to student housing over the plan period – and that necessitates a need for

the Council to keep policies in place to limit the number of student homes in particular areas of the city (as a proportion of overall housing stock).

3.40 There has, evidentially, been no change in this position since the *Home Farm* case, and release can still not be demonstrated in Exeter. The data demonstrates that loss of general needs stock to student housing continues to increase.

3.41 This latest attempt to utilise student completion data to 'mask' an evidential failure to provide sufficient general needs housing over the plan period represents a betrayal of those in the greatest housing need, a disrespect for the clear judgement of the High Court, and displays a frivolous attitude to meeting general housing needs across the city.

Compliance with CP16?

3.42 When commenting upon Policy CP16 the CS Inspector (Ms Jill Kingaby) noted that:

"The approach in Policy CP16 has not restricted the search for suitable development sites significantly. The Topsham Gap is the outstanding, contentious named area." (paragraph 71, CSIR)

"....The extent of the designated area was criticised and the Council conceded that there were two sites within the Gap which it would reconsider in its search for housing sites. I see no justification for precise boundaries to the intended green areas to be defined in the Core Strategy. The policy and the Key Diagram identify broad locations" (paragraph 72, CSIR)

3.43 The Inspector recognised that there is a significant danger in adopting an overly protective, or prescriptive, approach when considering CP16 and that Exeter's

"role as a sub-regional growth centre requires it to make a step change in house building..... An overly prescriptive approach to developing land on the urban fringe could stifle much-needed sustainable development," (paragraph 70, CSIR, our underlining).

- 3.44 Thus, whilst the plan provision shortfall is significant, to remedy this shortfall there need not necessarily be a breach of CP16. As Ms Coffey explained:

"Core Strategy policy CP16 does not seek to prevent all development within the areas shown on the Key Diagram, but strives to ensure that development protects the character and distinctiveness of these areas." (IR, paragraph 14).

- 3.45 It is quite possible that land can be consented from within the landscape setting area shown on the key diagram of the CS, without a breach of CP16 occurring, as Ms Coffey concluded:

"...the proposal would not harm the landscaped setting of Exeter and would comply with Core strategy policy CP16." (IR, paragraph 29).

- 3.46 The conclusion of Ms Coffey on this matter was not challenged by the Council and, we know from Justice Hickinbottom's consideration of her findings, that substantial development (in that case, 120 dwellings) need not necessarily conflict with CP16.

- 3.47 The Kingaby/Coffey/Hickinbottom approach pays proper regard to the (plan as a whole) determination of the High Court in *Dundee*.

- 3.48 In this case the appeal site is on the urban fringe – it lies on the urban edge of 'the hills to the north and north west'. The impact of development in the heart of those hills would, by definition, have a much greater impact upon those hills. For example areas to the north of Pennsylvania/Stoke Hill/Beacon Heath relate to that 'core area' much more strongly than the appeal site.

- 3.49 At the periphery of these hills (i.e. where the appeal site lies) the character is much less pristine – the urban edge intermingles with remnants of a rural landscape. In such a context it is simply not possible for the impact upon the northern hills to be of such a magnitude to be significant to the setting of the city. i.e. not all of that large swathe of landscape identified as High

by the Fringes Study is of the same quality ie. as the urbanising effect increases so the sensitivity to change reduces. In reality there is a gradation of sensitivity of land within that large area.

- 3.50 Variances in the quality of the landscape covered by policy CP16 were recognised by the Council when drafting that policy. The Exeter Fringes Landscape Sensitivity and Capacity Study (February 2007) defined landscape sensitivity zones via a number of classifications (low to high). The appeal site lies in the high zone (as did the appeal site to the immediate south).
- 3.51 Within the northern hills area there are clear variances in the character and sensitivity of land, so that the ability of sites to accept housing varies. This is recognised by figure 3 of the fringes study which identifies the appeal site as part of a wider area (area 8) as medium low capacity, whereas the Beacon Hill area (area 3) is identified as low.
- 3.52 The Council's evidence base was further amplified by the CEC (Land Parcel Evaluation) report (September 2013). That report looked at both this and the previous appeal site (ref 100-1), according it a medium sensitivity (page 75). These appeal proposals do not propose the development of the whole of the residual site, leaving the northernmost part of the site as open space.
- 3.53 Thus, we fail to understand the reason for the wording employed in the decision notice of the Council which is contrary to their own evidence base. It is plain that the appeal site is not 'open undeveloped land', but urban fringe and this is a matter that needs to be explored in the evidence of my colleague and the Council's evidence on this matter cross-examined.
- 3.54 It is our opinion that, the character of the area is one of urban fringe. Thus, whilst there are rural elements to it there is also an urban context to it, notably dwellings fronting Park Lane (both uphill and downhill from the appeal site). Whilst it is recognised that the appeal proposals will have a

degree of urbanising effect this will only be modest considering the extent of existing urban influence on the local landscape. It is quite wrong for the Council to characterise the slopes above Pinhoe, and this part of the City as 'open undeveloped land' – it is plainly not that. That description may be true for land further to the west of the appeal site (i.e. land to the due north of the City) where the landscape setting function of Pennsylvania/Stoke Hill/Beacon Hill is unadulterated by the interspersal of urban forms. This is not true of the appeal site and its' context, which is heavily influenced by existing urban forms.

- 3.55 Thus, having regard to the particular circumstances of this appeal, we consider that there is only a modest impact upon the integrity of the northern hills and no significant impact upon the landscape setting of the city.
- 3.56 We therefore conclude that the integrity of the northern hills and their ability to provide an attractive setting to the City is not infringed by the appeal proposals in any substantive manner and, bearing in mind the extent of projected housing delivery failure from the components of supply identified by policy CP3, the appeal proposals are necessary to ensure a greater degree of compliance with policies CP1 and CP7. Therefore, reading the DP as a whole, we conclude that the appeal proposals are in accordance with the DP.
- 3.57 This is an example of the very situation that the CS Inspector identified when setting out the approach to be taken in interpreting the Key Diagram and the provisions of CP16 and not stifling sustainable development on the urban fringe.

Conclusion – DP compliance

- 3.58 Paragraph 5.7 of the SoCG lists policies from both DP documents referenced in the OR, which may also be of relevance to the appeal proposals. Their

absence from the reason(s) for refusal confirm that the Council considers that the appeal proposals do not infringe these policies of the DP.

3.59 It is therefore plain that the appeal proposals accord with numerous policies of the DP.

3.60 It is common ground between Inspectors, and Justice Hickinbottom, that LS1 is out of date.

3.61 It is plain that there is nothing critical about much of the land that is covered by the LS1 designation on the proposals map. Policy LS1 operates as a 'blanket' block to residential development. A simple observation of the proposals map of the DP shows that LS1 covers all land that lies outside the built up 'curtilage' of the City but within the administrative boundary that is not covered by another designation. Without this designation the appeal site would be 'white land'.

3.62 LS1 was not based on a detailed landscape assessment; it is essentially a local, broad brush, policy of convenience that is out of date. In my opinion the track record of substantial land releases being made for sites covered by this designation, at both appeal and local level, the determination of the High Court in relation to the matter of discretion, and the provisions of s.38(5) of the Planning and Compulsory Purchase Act 2004, means that policy LS1 cannot be accorded weight in the determination of this appeal.

3.63 Further, in order to ensure compliance with CP1 and CP3, additional land is required to be released, and that land must encompass release from beyond the existing urban area. As Mr Bore put the point:

"the spatial distribution of housing embedded in those policies cannot now be considered to be up-to-date since the need to remedy the shortfall may well require the provision of other sites and location not envisaged by those policies." (CD18, paragraph 24)

3.64 It is plain that the appeal proposals are necessary to reduce the serious breach of CP1 and CP3 that is occurring; i.e. it is necessary that land is

released from areas that are subject to policies LS1 and a CP16 assessment to prevent the failure of the plan (i.e. the provisions of CP1 and CP3 cannot be met without such release).

3.65 Viewed as a whole, therefore (as it must be), it is our opinion that the DP is supportive of the appeal scheme (paying due regard to the impact of the appeal proposals upon character and local distinctiveness).

3.66 We therefore conclude that the appeal proposals are in accordance with the DP (read as a whole).

3.67 However, if that conclusion is not accepted and it is held that the appeal proposals do not accord with the DP (read as a whole) then, in this case, housing policies and LS1 are out of date and other material considerations (for example the lack of a 5 year housing land supply) mean that the application of paragraph 11(d) of the Framework needs to be considered.

Framework Paragraph 11(d) (other material considerations)

The National Planning Policy Framework (The Framework)

3.68 Paragraph 60 of the Framework clarifies that it is the Government's objective is '*significantly boosting the supply of homes.*'

3.69 We have expressed the opinion that the appeal proposals accord with the DP (read as a whole). Therefore, in accordance with paragraph 11(c) of the Framework, it is my opinion that the appeal proposals should be approved without delay.

3.70 If the appeal proposals are held not to accord with the DP (read as a whole) then the weight to be attached to the restrictive policies that are relevant to the appeal proposals need to be carefully considered (CP16 in particular)

3.71 In our opinion, having regard to *Suffolk Coastal*, and to the particular facts of this appeal, policies of restraint cannot be afforded 'full weight' when

applied to undeveloped areas that are on the periphery/fringe of protected areas and where the impact upon character and local distinctiveness will be limited.

3.72 The Council make reference to paragraphs 127 (c) and 170 of the NPPF (2019) [paragraphs 130 c and 174 of NPPF July 2021]. However, referring to these paragraphs in isolation without clearly setting out how the alleged breach of those elements of the NPPF leads to a 'tilted balance engaged' conclusion that the adverse impacts that are alleged are of such sufficient magnitude that they '*significantly and demonstrably*' outweigh the identified benefits of the development when reading the Framework as a whole (as paragraph 11 required). In our opinion the Council have clearly not assessed the magnitude of impacts, nor the sensitivity of the receptors that could experience that change. Therefore, they have failed to consider both the provisions of the DP, and the Framework as a whole. Such an approach to decision making is unlawful.

3.73 The appellant has carefully considered both the magnitude and sensitivity of the identified impacts upon character and local distinctiveness, and gone on to carefully balance those impacts (such as they are) against the identified benefits of the development, and the provisions of the DP (read as a whole). On that basis the appellant has reached clear and robust conclusions (that are set out in this SoC).

Emerging New Exeter Local Plan

3.74 The Council has recently announced that it is starting to review the existing DP and to prepare a new local plan for Exeter. The 'issues consultation' on this plan is currently being undertaken (comments invited until 15/11/2021). The plan is not projected to be adopted until 2024 (and that timetable may well slip significantly. All previous published LDS timetables for plan making in the city have been affected by significant slippage). In our opinion it is more realistic to hope that it is adopted prior to the end date of the current Core Strategy (2026). In relation to this appeal it is

evident that this emerging plan cannot be a material consideration to which weight can be attached.

Appropriate Assessment

- 3.75 Due to the location of the appeal site juxtaposed to the Natura 2000 sites of the Exe Estuary, the Pebblebed Heaths and Dawlish Warren, then appropriate assessment needs to be undertaken as part of the process of determining this appeal.
- 3.76 In carrying out that duty mitigation measures can be taken into account. Exeter City Council are a CIL charging authority. Measures to mitigate recreational impacts of new development upon the Natura 2000 sites are identified on the Council's regulation 123 list. Therefore it is plain that no detrimental impact upon the Natura 2000 sites will occur in this case.

4. The Principal Benefits of the Appellant's Case

- 4.1 The proposed development would provide a range of social, economic and environmental benefits.
- 4.2 We consider the principle benefits of the appeal proposals to be the delivery of much needed market and affordable housing.

Housing Supply

Market Housing

- 4.3 We consider that the Council is unable to demonstrate a five-year supply of deliverable residential sites.
- 4.4 The appeal proposal will make a significant positive contribution to the delivery of housing.
- 4.5 It is our opinion that, the timely delivery of the new housing proposed in an important material consideration that should be given significant weight in the determination of this appeal.

Affordable Housing

- 4.6 The extent of affordable housing need in Exeter is significant. The CS Inspector's Report (CD28) records:

"Although the Council's housing waiting list may not equate with housing need, it has risen recently indicating that the situation is worsening over time." (paragraph 29, page 9)

- 4.7 In our opinion, a rise in affordable housing need is likely to be related to a failure to meet general housing needs. This, again, underscores the importance of the 'at least' expression of CP1 in relation to the 12,000 general needs housing target (which in itself is not being met, particularly

since the undisputed, evidential need was for 15,000 new homes). In such circumstances this underlines the importance of meeting these needs.

4.8 The 2013 SHMA (table 1.2, page 146) identified, in Exeter, 2149 households in bands A-D on the Council's waiting list. Currently there are 3178 households in bands A-D on the Council's waiting list. Therefore, the need problem has worsened by in excess of 1,000 households since 2013.

4.9 At the end of September 2021 the Council had 296 open cases of households who were either homeless or at risk of homelessness.

4.10 It therefore evident that the Council has, over a sustained period of time, failed to satisfactorily address the housing needs of the most vulnerable in our society.

4.11 The manner in which housing needs are provided for in Exeter is predominately via the provision of new affordable dwellings as a proportion of new homes delivered from 'market led' sites. Bearing in mind the extent of identified affordable housing needs that exists at Exeter the breaching of the DP's 'at least' target of 12,000 new homes (and by the significant margin of circa 2,000 dwellings) is an important point. Assuming that those 2,000 dwellings that are not going to provided deliver the 35% (CP7) target that equates to the non-provision of 700 affordable homes for those whom are in the greatest need in our society if the breach of relevant DP provisions relating to housing provision (CP1 and CP3) is considered acceptable.

4.12 Therefore, the CP7 target of providing 35% of 12,000 dwellings as affordable homes is not a provision target that should not be lightly 'cast aside'.

4.13 As the CS explains:

"The HMA suggests that 31% of households seeking affordable housing in Exeter have an income that should enable them to access intermediate and some affordable rented housing. In general, affordable rented and intermediate housing requires fewer subsidies to be provided by the developer or from other sources than social rented housing. However, people who can only afford social rented housing generally have the greatest current housing problems and, by definition, have very limited choice as to how to resolve them. It is considered, therefore, that the priority should continue to be focused on those in greatest need. The Council recognise that in some circumstances however the provision of 70% social rented may not be viable and subject to 'open book discussions' on viability the local authority may accept the provision of affordable rent units let so far as possible at social rented levels. The remaining balance should be provided as intermediate affordable housing." (paragraph 6.32, page 34, our underlining).

- 4.14 The appeal proposals make full provision for meeting the Council's policy target of 35% for the residential units, of which 70% would be social rented (policy CP7). In these particular circumstances (where the identified affordable needs that fed into both the quantum of housing growth and the proportion of that growth that will meet affordable need will not be met by a significant margin) then the contribution to meeting those identified affordable needs is a very important material consideration that further points towards allowing the appeal.

Social Benefits

- 4.15 There are significant benefits in providing housing when such a significant shortfall (measured against identified needs) exists.

Economic Benefits

- 4.16 In terms of economic benefits, the proposals will support both short-term and long-term jobs in respect of construction employment.

Environmental Benefits

- 4.17 The proposed development provides good opportunities to encourage high levels of walking, cycling and public transport use. The appeal site is

opposite existing residential properties. The proposals would strengthen existing pedestrian/ cycle links. The ecological interest of the site would be diversified, and biodiversity net gain would be delivered.

Conclusions

- 4.18 The appeal proposal would provide a range of social, economic and environmental benefits. Principally, the appeal proposals will deliver much needed market and affordable housing.
- 4.19 Economically, the development would bring short-term advantages in respect of construction jobs.
- 4.20 The appeal site occupies an accessible location within walking distance of local services and public transport services to and from Exeter city centre. The appeal proposals will improve existing pedestrian and cycle links.

5. Consideration of the Council's Reasons for Refusal

- 5.1 We set out below our analysis of the Council's reason for refusal 1, having regard to relevant planning policy and guidance.

DP Accordance

- 5.2 The objection appears to be one of alleged 'policy harm' by virtue of the site being considered to form part of the areas protected by virtue of CP16 and LS1. That opinion is based upon a fundamental misreading of the CS and has already been held in court not to be correct.

Lack of evidence to substantiate the reason for refusal

- 5.3 The Council's objection is not based upon any detailed assessment of the specific contribution which the appeal site makes to *'forming an attractive green setting for the City.'* (CS, paragraph 10.37), and the specific effect that the appeal scheme would have on those factors.

b) Adversely affect the attractive rural landscape

- 5.4 It is common ground that the appeal site lies within a landscape that has been assessed 'Medium Low' housing capacity sensitivity in the Exeter Fringes Landscape Sensitivity and Capacity Study (2007) and medium sensitivity in the CEC study. The site is urban fringe to Pinhoe and it does not form an important component of the Pennsylvania/Stoke Hill/Beacon Hill ridge. As such any adverse effect upon the setting of the city will be modest. In these circumstance, and having regard to Dundee and Suffolk Coastal and the Kingaby/Coffey/Hickingbottom approach the impact upon the setting of the city is not so detrimental that a 'CP16 release' should not be made (having regard to the evident deficit of circa 2,000 dwellings judged against DP provisions).

Conclusions to our consideration of the Council's reasons for refusal

- 5.5 We consider that to come to a conclusion that, when the plan is read as a whole (as indeed it must be) that there is a breach of CP16 (i.e. that the detrimental impact of the appeal proposals is so great that a breach of the DP occurs (as opposed to a technical breach or a non-significant degree of tension), then there must be clear and compelling evidence presented by the Council that demonstrates that impact.
- 5.6 The assessment that the Council have made of the nature and scale of the impact of the appeal proposals on the character and distinctiveness is lacking rigour and is not consistent with their own evidence base. This part of the reason for refusal is plainly misguided. The appeal proposals are not contrary to the DP for this reason.
- 5.7 Having regard to the material facts in this case it is our opinion that the Council must demonstrate, by the provision of compelling evidence, that the appeal site represents 'critical capital'. In our view, the appeal site plainly performs no such function. The appeal site has a strong 'urban fringe' context that the appeal proposals respond to.
- 5.8 We fully appreciate and acknowledge the sensitivity of such releases in the area, that need to be carefully balanced against the clearly identified (but unmet) need for new homes and the significant and prolonged scale of the delivery problem facing the Council and their lack of positive proposals to address the significant identified overall housing shortfall in a timely manner.

6. Third Party Representations

- 6.1 The third party representation submitted to the original application and provided with the Council's questionnaire for the appeal, as well as those sent by the Planning Inspectorate, have been duly considered.
- 6.2 The main issues raised are summarised in the officer report (OR).
- 6.3 There are no relevant issues raised by third parties that are not dealt with by this proof and the wider documentation submitted as part of the appeal (including the original application submission).

7. Planning Balance and Conclusion

- 7.1 We have identified that CP1 is worded 'at least' because of the specific circumstances of finding the CS sound despite it not meeting the objectively assessed needs of the city over the plan period, nor being able to demonstrate a 5 year supply of deliverable housing land at the time of examination of the CS.
- 7.2 The city cannot meet its identified housing needs on previously developed land alone. The only breach of the DP is a technical breach of LS1 (which does not expressly allow residential development). However this policy has not precluded the release of large tracts of such land in order to provide for identified housing needs.
- 7.3 LS1 is out of date. LS1 is not a criteria-based policy. It is a blanket landscape designation. Read in the context of relevant appeal decisions and case law, the DP, taken as a whole, and in the context of the Framework taken as a whole. In our opinion LS1 cannot be given any weight in the determination of this appeal (in accordance with the provisions of s.38(5) of the Planning and Compulsory Purchase Act 2004)
- 7.4 The proposed development is consistent with the more up to date policy CP16, which is also concerned with the protection of areas for their landscape quality and requires an assessment of the effect of development proposals on the character and distinctiveness of areas.
- 7.5 As there is no breach of policy CP16, the appeal should be allowed (having regard to Framework 11). This conclusion is also supported by the material considerations of the need to significantly boost the supply of housing (see Framework 60), the housing requirement identified in policies CP1 and CP3 (that requires the delivery of at least 12,000 dwellings by 2026).
- 7.6 The nature of the appeal proposals will also positively contribute at a supply of affordable homes of which there is a critical shortfall.

- 7.7 The Council has not undertaken an assessment of the impact of the appeal proposals on the character and distinctiveness of the area and there is no evidence to support the Council's contention that the proposals constitute a breach of CP16. On the contrary, there is substantive evidence to conclude that CP16 is not breached. The appeal proposals will not produce material harm to the ability of the northern hills to provide an attractive setting to Exeter.
- 7.8 We consider that the appeal proposals comply with those relevant elements of the DP which can, and should be, given weight.
- 7.9 In the event that, contrary to our argument, it is considered that the appeal proposals would breach policy CP16 (and surely any breach is technical in nature, not substantive), then the Council's significant housing land supply shortfall is a significant material consideration, such that the appeal should be allowed.
- 7.10 In respect of those other material considerations that would support a finding contrary to the provisions of the DP (in the case of a finding of breach of the DP), the appeal proposals would deliver much needed market and affordable housing.
- 7.11 Economically, the proposed development would bring short-term advantages in respect of construction jobs. The proposed development would also be of wider benefit in terms of support for local shops, services and facilities.
- 7.12 The appeal proposals would also provide environmental benefits.
- 7.13 Whilst there will be a limited localised impact, this is not sufficient to significantly and demonstrably outweigh the substantive benefits that are identified in this statement.

Conclusion

- 7.14 The appeal scheme is in accordance with the DP. Insofar as saved policy LS1 points towards refusal, it conflicts with the more recently adopted CS Policy CP16 with which the appeal scheme is compliant.
- 7.15 The reality is that this is a sustainable development that would cause no significant harm, let alone harm of such an extent that it significantly and demonstrably outweighs the benefits of granting planning permission.
- 7.16 In any event, the benefits of the scheme and the support it derives from the Framework are material considerations which would, if need be, outweigh any breach of the development plan for purposes of s.38(6) of the PCPA 2004.
- 7.17 These conclusions are justified regardless of the 5YHLS position, but, since a serious housing supply shortfall exists at Exeter, then the case for granting permission is even stronger. Either way, the balance falls firmly in favour of allowing the appeal.
- 7.18 Thus, having regard to the provisions of Section 38(6) of the Planning and Compulsory Purchase Act 2004, and the guidance in the Framework, we believe that planning permission should be granted and the appeal allowed. The Inspector is, therefore, respectfully requested to allow the appeal.

HOUSING LAND SUPPLY

PREPARED FOR WADDETON PARK LTD

OCTOBER 2021



PCL Planning Ltd 13a-15a Old Park Avenue
Pinhoe Exeter EX1 3WD
United Kingdom
t: + 44 (0)1392 363812
w: www.pclplanning.co.uk

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1. Introduction

- 1.1 This report has been prepared on behalf of Waddeton Park Ltd to provide an assessment of Exeter City Council's five year housing land supply.

2. Planning Policy and Guidance

National Planning Policy Framework (the Framework, July 2021)

2.1 Paragraph 11 of the Framework states that:

"Plans and decisions should apply a presumption in favour of sustainable development.

For decision-taking this means:

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date⁸, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed⁷; or*
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole."*

2.2 Footnote 8 states:

"This includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 74); or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years."

2.3 Paragraph 74 of the Framework requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old (unless these strategic policies have been reviewed and found not to require updating).

2.4 Footnote 39 of the Framework states that where local housing need is used as the basis for assessing whether a five year supply of specific deliverable

sites exists, it should be calculated using the standard method set out in national planning guidance.

2.3 Paragraph 74 goes on to state that:

"The supply of specific deliverable sites should in addition include a buffer (moved forward from later in the plan period) of:

- a) 5% to ensure choice and competition in the market for land; or*
- b) 10% where the local planning authority wishes to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan, to account for any fluctuations in the market during that year; or*
- c) 20% where there has been significant under delivery of housing over the previous three years, to improve the prospect of achieving the planned supply." (Footnote 41 confirms that this will be measured against the Housing Delivery Test, where this indicates that delivery was below 85% of the housing requirement)"*

2.4 Paragraph 71 states that

"Where an allowance is to be made for windfall sites as part of anticipated supply, there should be compelling evidence that they will provide a reliable source of supply. Any allowance should be realistic having regard to the strategic housing land availability assessment, historic windfall delivery rates and expected future trends".

2.5 In the Glossary (Annex 2) of the Framework, 'deliverable' is defined as:

"To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:

- a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission, should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).*
- b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it*

should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years."

- 2.6 'Major development' is any development of 10 or more homes or where the site has an area of 0.5 hectares or more.

National Planning Practice Guidance (NPPG)

- 2.7 The NPPG provides further guidance on the policies set out in the National Planning Policy Framework.
- 2.8 In relation to the consideration of what constitutes a 'deliverable' site, the NPPG states (at paragraph ID 68-007-20190722) that:

"In order to demonstrate 5 years' worth of deliverable housing sites, robust, up to date evidence needs to be available to support the preparation of strategic policies and planning decisions. Annex 2 of the National Planning Policy Framework defines a deliverable site. As well as sites which are considered to be deliverable in principle, this definition also sets out the sites which would require further evidence to be considered deliverable, namely those which:

- have outline planning permission for major development;*
- are allocated in a development plan;*
- have a grant of permission in principle; or*
- are identified on a brownfield register.*

Such evidence, to demonstrate deliverability, may include:

- current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;*
- firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers' delivery intentions and anticipated start and build-out rates;*
- firm progress with site assessment work; or*
- clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects"*

3 Assessment of Exeter's Five Year Land Supply

3.1 The assessment of five year housing land supply is based on the following key stages:

1. Establishing the base date and five year period;
2. Identifying the housing requirement;
3. Applying the appropriate buffer; and
4. Identifying a realistic and deliverable supply

3.2 Each of these stages is addressed in turn below.

Stage 1 – Establishing the base date and five year period

3.3 The base date is the start date for the five year period for which both the requirement and supply should relate. The base date is 1st April 2021. The five year period is therefore 1st April 2021 to 31st March 2026.

Stage 2 - Identifying the housing requirement

3.4 The Development Plan for the City Council currently comprises the Exeter Core Strategy (adopted February 2012) and saved policies of the Exeter Local Plan First Review (SoS Direction, March 2008).

3.5 As the Exeter Core Strategy is more than five years old, in accordance with footnote 39 of the Framework, the starting point for calculating the Council's housing land supply will be determining the 'local housing need' calculated using the Government's standard method.

- 3.6 The approach to calculating local housing need is set out in the Planning Practice Guidance (PPG) and has been calculated as follows:

Step 1 – Setting the baseline

Using the 2014 household projections in England, calculate the projected average annual household growth over a 10 year period, with the current year used as the starting point (i.e. 2021 – 2031):

Exeter household growth
56,098 households in 2021
60,972 households in 2031

= Total growth of 4,874 households

= Annual average of 488 households per annum.

Step 2 – An adjustment to take account of affordability

Adjust the average annual projected household growth figure (as calculated in step 1) based on the affordability of the area.

Median workplace-based affordability ratio for Exeter = 8.57

Adjustment to be applied using the following formula:

$$\text{Adjustment factor} = \left(\frac{\text{Local affordability ratio} - 4}{4} \right) \times 0.25 + 1$$

$$\text{Adjustment factor} = \frac{8.57 - 4}{4} \times 0.25 + 1 = 1.28$$

Annual average households (487) x adjustment factor (1.28)

= Minimum annual local housing need = 627

Step 3 – Applying a cap

No cap is applicable in this case. The capped figure would be greater than the minimum annual local housing need figure. Therefore, the minimum annual local housing need figure to be used for Exeter is 627.

Stage 3 - Applying the appropriate buffer

- 3.7 The results of the latest Housing Delivery Test (2020) indicated that over the last 3 years (2017/18 – 2019/20) Exeter delivered a total of 2,630 dwellings against a requirement of 1,720 dwellings for that period, equating to 153% of the requirement. As the level of delivery is greater than 85% of the requirement for this period, a 20% buffer should not be applied in this case, having regards to paragraph 74(c) and footnote 41.
- 3.8 Exeter City Council has not chosen to publish an annual position statement in accordance with paragraph 74(b) of the Framework. Therefore a 10% buffer should not be applied.
- 3.9 Having regards to the provisions of paragraph 74(a) of the Framework, applying a 5% buffer is therefore appropriate in this case to ensure choice and competition in the market.

Summary of Five Year Housing Requirement (Stages 1-3)

- 3.10 Taking into account each of the stages set out above, Exeter has a five year housing requirement of 3,292 dwellings (this accords with the Council's assessment at paragraph 2.7 of their latest Five Year Housing Land Supply Statement, September 2021)

<i>Description</i>	<i>Housing Number</i>
(A) Annual local housing need (at 1 st April 2021)	627
(B) Basic five year housing requirement (A x 5)	3,135
(C) Shortfall	N/A (standard method applies)
(D) 5% buffer	157
(E) Total five year housing requirement	3,292

Stage 4 - Identifying a realistic and deliverable supply

- 3.12 Turning to the supply of deliverable sites, the Council is of the view that the District currently has a five year supply (for the period 1st April 2021 to 31st March 2026) of 3,588 net dwellings (Appendix A). This is based on the Council's trajectory set out in their latest Housing Land Supply Statement (September 2021).
- 3.13 The Council's assessment includes the following elements: major sites (3,387 dwellings), small (minor) sites (187 dwellings) and windfalls (14 dwellings).
- 3.14 Attached at Appendix B are two tables which detail the sites included in the Council's latest five year trajectory, and provide the appellant's commentary relating to each site and assessment of supply.
- 3.15 The first table sets out the sites which have detailed planning permission/ those which do not involve major development and have planning permission (Framework definition of 'Deliverable' (a) sites). The Framework states that these sites should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years.
- 3.16 The second table sets out sites which have outline permission/ are allocated in the development plan/ has a grant of permission in principle or is on a brownfield register (Framework definition of 'Deliverable' (b) sites). The Framework states that these sites should only be considered deliverable where there is clear evidence that housing completions will begin on site in five years.
- 3.17 The columns have been colour coded as follows:
- **White** – Sites where the appellant agrees with ECC's supply figures as the sites have detailed approval (reserved matters/ full planning

planning permission) for the anticipated number of units and there is considered to be a realistic prospect that housing will be delivered on the site within 5 years.

- **Red** – Sites where there is clear evidence to demonstrate that there is not realistic prospect of delivery within the next 5 years (Table 1) or the evidence provided by the Council is not considered sufficient to demonstrate that there is a realistic prospect of completions within the next 5 years (Table 2).

3.18 Table 1 highlights two sites where the delivery figures included by the Council are disputed by the appellant:

- Site 397, Exeter Royal Academy for Deaf Education, Topsham Road – 245 units (146 units counted by appellant)
- Site 416, The Harlequin Centre, Paul Street – 125 units

3.19 Table 2 highlights five sites where the delivery figures are disputed by the appellant:

- Site 346a, Land to the north, west and south of the Met Office, Hill Barton (phase 5) – 235 units
- Site 347e, Hill Barton Farm, Hill Barton Road (phase 4) – 132 units
- Site 356d, Land east of Cumberland Way – 80 units
- Site 408, The Old Coal Yard, Exmouth Junction – 150 units
- Site 423, Exmouth Junction Gateway Site – 51 units

3.20 In Table 1, site ref. 364 (Former St Margaret's School) an additional 2 units have been included by the appellant to reflect the latest planning approval for the site.

3.21 Accounting for the above, the appellant's calculation of delivery is 2,718 units, equating to a supply of 4 years 1 month, as set out in the table below.

		<i>Appellant's 5 year supply calculation</i>
<i>A</i>	<i>Five year requirement</i>	3,292
<i>B</i>	<i>Five year supply of deliverable sites</i>	2,718
<i>C</i>	<i>Five year housing land supply – B / A *5 years</i>	4 years 1 month

Appendix A

Exeter Housing Land Supply Statement (September 2021)

Five Year Housing Land Supply Statement

September 2021

Exeter City Council
Civic Centre
Paris Street
Exeter
EX1 1JN



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1. Introduction

- 1.1 This statement presents the current five year housing land supply position for Exeter City Council. It applies from September 2021 and sets out the housing supply position in accordance with the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG). It covers the five year period from 1 April 2021 to 31 March 2026.

2. Establishing the five year land requirement

- 2.1 The NPPF¹ states that local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than five years old (unless these strategic policies have been reviewed and have not been found in need of updating). Footnote 37 of the NPPF expands upon this, stating that where local housing need is to be used as the basis for assessing the five year supply, it should be calculated using the Government's standard method set out in PPG.

Local housing need

- 2.2 The Exeter Core Strategy was adopted in February 2012 and is therefore more than five years old. It has not been reviewed and the Council is instead embarking upon the preparation of a new Exeter Local Plan. Consequently, this position statement measures the five year land supply against local housing need calculated using the standard method. Based on the standard method, Exeter's current annual local housing need figure is 627². This generates a basic five year housing requirement of 3,135.

Addressing any past housing delivery shortfalls

- 2.3 For the purposes of calculating the five year housing requirement, the PPG³ states that:

Where the standard method for assessing local housing need is used as the starting point in forming the planned requirement for housing, Step 2 of the standard method factors in past under-delivery as part of the affordability ratio, so there is no requirement to specifically address under-delivery separately when establishing the minimum annual local housing need figure.

- 2.4 Since Exeter's five year housing requirement is based on the standard method, there is no requirement to specifically address any past under delivery of housing separately when establishing the minimum annual local housing need figure / the five year housing requirement.

Adding a buffer

- 2.5 To ensure that there is a realistic prospect of achieving the planned level of housing supply, PPG⁴ advises that a local planning authority should always add an appropriate buffer to the housing requirement in the first five years, bringing forward additional sites from later in the plan period. This will result in a five year requirement over and above the level indicated by the local housing need figure. The PPG states that one of the following buffers should be added, depending upon circumstances:

¹ Paragraph 68

² Calculated using the ONS 2014-based household projections for Exeter for the period 2021 to 2031, adjusted to take into account the ONS 2020 median workplace-based affordability ratio for Exeter.

³ Paragraph: 031 Reference ID: 68-031-20190722

⁴ Paragraph: 022 Reference ID: 68-022-20190722

- 5% - the minimum buffer for all authorities, necessary to ensure choice and competition in the market, where they are not seeking to demonstrate a 5 year housing land supply;
- 10% - the buffer for authorities seeking to 'confirm' 5 year housing land supply for a year, through a recently adopted plan or subsequent annual position statement (as set out in [paragraph 74 of the National Planning Policy Framework](#)), unless they have to apply a 20% buffer (as below); and
- 20% - the buffer for authorities where delivery of housing taken as a whole over the previous 3 years, has fallen below 85% of the requirement, as set out in the last published Housing Delivery Test results.

2.6 The Council is not seeking to 'confirm' its five year housing supply for a year as set out in paragraph 74 of the NPPF and therefore a buffer of 10% is not applicable. The Council passed the 2020 Housing Delivery Test with a result of 153%, meaning that a buffer of 20% is not applicable. Based on advice in the PPG, it is instead appropriate to calculate Exeter's five year housing requirement by applying a buffer of 5% to the local housing need figure.

The final five year land requirement

2.7 Taking into account the steps set out in paragraphs 2.2 to 2.6 above, Exeter has a five year housing requirement of 3,292 homes. The calculation is set out in table 1.

Table 1: Exeter's five year land requirement 2022/23 – 2026/27

Description	Homes
(A) Annual local housing need (at 1 April 2021)	627
(B) Basic five year housing requirement (A x 5)	3,135
(C) Shortfall	N/A
(D) 5% buffer	157
(E) Total five year housing requirement	3,292

3. National policy and guidance – demonstrating a five year land supply

- 3.1 The NPPF contains the following definition of ‘deliverable’ which applies to sites that can be identified in the five year housing supply:

Deliverable: *To be considered deliverable, sites for housing should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years. In particular:*

a) sites which do not involve major development and have planning permission, and all sites with detailed planning permission should be considered deliverable until permission expires, unless there is clear evidence that homes will not be delivered within five years (for example because they are no longer viable, there is no longer a demand for the type of units or sites have long term phasing plans).

b) where a site has outline planning permission for major development, has been allocated in a development plan, has a grant of permission in principle, or is identified on a brownfield register, it should only be considered deliverable where there is clear evidence that housing completions will begin on site within five years.

- 3.2 The Council interprets this definition to mean that small sites (below ten homes) with either outline or full/reserved matters permission, and major sites (ten homes or more) with full/reserved matters permission, are to be considered deliverable unless there is clear evidence to demonstrate that they are not. Sites with outline permission for ten or more homes and sites that are allocated in a development plan, or have a grant of permission in principle, or are identified on Exeter’s brownfield register, should only be considered deliverable if there is clear evidence of a realistic prospect that housing completions will begin on site within five years.

- 3.3 The PPG⁵ provides additional guidance on the types of evidence required to demonstrate that sites with outline permission for ten or more homes, sites that are allocated in a development plan, sites with a grant of permission in principle, or sites identified on brownfield registers can be considered deliverable within the five year housing supply. It states that such evidence may include:

- *Current planning status – for example, on larger scale sites with outline or hybrid permission how much progress has been made towards approving reserved matters, or whether these link to a planning performance agreement that sets out the timescale for approval of reserved matters applications and discharge of conditions;*
- *Firm progress being made towards the submission of an application – for example, a written agreement between the local planning authority and the site developer(s) which confirms the developers’ delivery intentions and anticipated start and build-out rates;*
- *Firm progress with site assessment work; or*
- *Clear relevant information about site viability, ownership constraints or infrastructure provision, such as successful participation in bids for large-scale infrastructure funding or other similar projects.*

⁵ Paragraph: 007 Reference ID: 68-007-20190722

- 3.4 This five year housing supply statement has been produced in line with the NPPF's definition of deliverability and the guidance set out in PPG. During August and early September 2021, the Council contacted the developers / promoters of all fifty three major sites with planning consent (or with a resolution to approve consent subject to the completion of a S106 Agreement) to establish:
- Advice on delivery dates for sites;
 - Progress towards submission of applications where applicable;
 - Progress towards the completion of S106 agreements where applicable;
 - Whether there is 'clear evidence' of non-delivery or delivery of consents and allocations, in line with the requirements of the definition of deliverability; and
 - Whether or not there is a developer on board.
- 3.5 The resulting trajectory for all sites with planning consent (or with a resolution to approve planning consent subject to the completion of a S106 Agreement) at 6 September 2021 is provided at Appendix 1. Of the fifty three major sites with consent, delivery advice has been received from the developers / promoters in thirty six cases. In all but two of these cases, the build rates in the trajectory directly reflect the advice provided by the developers / promoters. In the aforementioned two cases, the Council has applied a more conservative build rate than that advised by the developers / promoters (see bullet point four under paragraph 3.6 and bullet point four under paragraph 3.7). For each major site where delivery advice has not been received from the developer and for all small sites, the build rate in the trajectory directly reflects the market conditions model in appendix 2 of the Exeter HMA HELAA Methodology (see paragraph 3.12 below for further details)⁶. The model has been developed with the HELAA Panel, comprising a group of representatives from the housebuilding industry.
- 3.6 The consequence of this robust approach is that a number of sites with planning consent (or resolution to approve planning consent subject to the completion of a S106 Agreement) at 6 September 2021 are either not included, or not fully included, in the trajectory for the forthcoming five years, i.e.:
- **Land at Pinhoe Quarry, Harrington Lane; Hill Barton Farm, Hill Barton Road, Phase 4; and Aldens Farm East, Land between Chudleigh and Dawlish Roads:** these three sites have full or reserved matters consent, but the developers / promoters have advised that whilst the delivery of homes will commence in year 1-5, full completion will not occur until years 6 or 7. This means that 182 homes with full or reserved matters consent are not included in the five year housing supply;
 - **162-163 Fore Street; 102-104 Fore Street; 130 Fore Street; Emmanuel School, Blackboy Road; and 90 South Street:** these five sites have full consent, but the developers / promoters have advised that whilst the consents have been implemented, no homes will be delivered in years 1-5. This means that a further 32 homes with full consent are not included in the five year housing supply;

⁶ Exeter HMA HELAA Methodology, Revised April 2017. East Devon District Council, Exeter City Council, Teignbridge District Council, Mid Devon District Council and Dartmoor National Park Authority. See [Evidence - Greater Exeter Strategic Plan \(gesp.org.uk\)](#), HELAA-Appendix A-Methodology.

- **Hurst Almshouses, 2-24 Fairpark Road:** this site has resolution to approve full consent subject to the completion of a S106 Agreement to demolish 12 existing almshouses and redevelop the site to provide 31 new almshouses (resulting in a net gain of 19 units). Delivery will be subject to significant pre-commencement archaeological work. Therefore the Council considers that completions may not take place in years 1-5;
- **Seabrook Orchards (formerly land to north of Topsham Road); Land adjoining Exeter Road, Topsham; and Land to the west of Clyst Road, Topsham):** these three sites have outline consent. They are not included in the five year housing supply because the Council considers that there is no clear evidence to support their inclusion. Further details are provided under the site entries in appendix 1. This means that 292 homes with outline consent are not included in the five year housing supply; and
- **Land east of Exeter Branchline, Newcourt, Old Rydon Lane; and Aldens Farm West, Land between Shillingford and Chudleigh Roads):** these two sites have a resolution to approve outline consent subject to the completion of a S106 Agreement. They are not included in the five year housing supply because the Council considers that there is no clear evidence to support their inclusion. In the case Aldens Farm West, this is despite the agent advising that delivery could occur in years 1-5. This means that 508 homes with a resolution to approve outline consent are not included in the five year housing supply.

3.7 The robust approach taken by the Council in obtaining evidence also means that four sites with outline consent are included in the five year supply, either in full or in part, on grounds that there is clear evidence of a realistic prospect that housing completions will begin on site within five years:

- **Land to the north, west and south of the Met Office, Hill Barton (Phase 5):** phase five (of five) of a large greenfield scheme granted outline consent in 2013. Phase five will be delivered by Persimmon Homes, who also delivered phases one, two and three, together with an adjoining site, at an annual build rate of up to 153 homes. Constructive pre-application discussions for 235 homes are underway and Persimmon expects to submit a planning application by the end of 2021, with full completion by the end of 2025/2026. The Council considers that this information provides clear evidence of a realistic prospect of housing completions within five years, also bearing in mind Persimmon's track record of delivery of the other phases;
- **Hill Barton Farm, Hill Barton Road:** phase four (of five) of the same large greenfield site. Phase four will be delivered by Salter Properties. A reserved matters application was submitted in June 2021 for 268 homes. The applicant advises that first completions are expected in early 2023, subject to the grant of consent. The Council considers that this information provides clear evidence of a realistic prospect of housing completions within five years, also bearing in mind the successful delivery of other phases;

- **Land east of Cumberland Way:** phase four (of four) of a large greenfield site originally granted outline consent in 2013. A new outline consent purely for phase four was subsequently granted in 2021 for up to 80 homes. The promoter has advised that the site has been sold to a developer, with first completions expected in 2022/23 subject to obtaining reserved matters consent. The Council considers that this information, and the fact that this is phase four of a larger site where all other phases have been or are being successfully delivered, provides clear evidence of a realistic prospect of housing completions within five years; and
- **The Old Coal Yard, Exmouth Junction, Mount Pleasant Road:** outline consent for this scheme of 400 homes and 65 assisted living homes was granted in May 2021. The scheme is to be delivered in three phases: phases one and three by Eutopia Homes and phase 2 by Ilke Homes. Conditions to the outline consent requiring a detailed culvert survey, contamination investigation and the first phase of a sound insulation scheme have been discharged; and applications to vary a number of other conditions were submitted in connection with phases one and two in August 2021. This clearly demonstrates an intention to implement the consent. Ilke Homes advises that phase 2 will be completed by March 2024, subject to obtaining reserved matters consent. Eutopia Homes has not responded to recent requests for evidence, but in March 2021 advised that they expected to submit a reserved matters application in April 2021, deliver their first homes in quarter four of 2023 and build 150 homes per year. Given that a reserved matters application has not yet been submitted, the Council has taken the conservative approach of pushing back the delivery timetable of all three phases by one year. The Council also considers that the build rate advised by the developers may be overly optimistic. A build rate of 50 homes per annum has therefore been applied, in line with the market conditions model in appendix 2 of the Exeter HMA HELAA Methodology. This means that 315 homes are not included in the five year supply.

3.8 It should be remembered that a five year housing supply is not a test of housing delivery certainty, but rather a test of there being a realistic prospect of housing delivery. This is evident by the wording of the PPG and the inclusion of a buffer in the five year housing requirement, which reflects the possibility that not all homes included in the five year housing supply are certain to come forward in the manner assessed. The Council considers that its approach to determining deliverability is robust and reflects the aforementioned guidance in PPG.

3.9 This statement has been produced in line with guidance in the PPG⁷ and the Housing Delivery Test Rulebook⁸ on how to count housing completions, as follows:

- Completions are net figures, offsetting any demolitions;
- With the exception of purpose built student accommodation (see section 5 of this statement) every self-contained dwelling is counted as one home;
- Empty homes are only counted where they are not already counted as part of the existing stock;

⁷ PPG Paragraphs: 029 Reference ID: 68-029-20190722; 030 Reference ID: 68-030-20190722 and 035 Reference ID: 68-035-20190722.

⁸ Paragraph 11.

- Communal accommodation (Use Class C2) is counted using a ratio of 1 home to 1.8 bed spaces.
- 3.10 A High Court Judgment means that Exeter City Council is currently unable to count purpose built student accommodation in the five year supply. Further details are provided in section six of this statement.

The impact of COVID-19 on deliverability

- 3.11 Exeter's housing completions for 2020/21 amount to 348 dwellings (excluding purpose built student accommodation). This is significantly lower than completions in recent years and reflects the impact on the construction industry of the three COVID-19 National Lockdowns during 2020/21. These delayed the progression of sites under construction and the commencement of some sites. However, whilst progress on some sites has clearly been affected, liaison with developers during 2021 has not indicated any effects on delivery beyond the immediate impacts of the lockdowns. The short term impact of the lockdowns are further suggested by housebuilding data for Exeter. This shows that building control starts in quarter four of 2020 were the highest since quarter one of 2019 and that building control completions in quarter one of 2021 were the highest since quarter two of 2019⁹.
- 3.12 At this stage, there is no evidence to demonstrate that there will be any longer term effects of the pandemic that may affect the deliverability of sites. It is reasonable to assume that developers have taken the impact of the pandemic into account when advising the Council on commencement dates and build rates for individual sites. Therefore, for major sites where developer advice has been obtained and all small sites, no further adjustments have been made to commencement dates and build rates to take account of COVID-19. For the few major sites where the Council has not received feedback from the developer, or where there is no evidence to suggest an alternative build rate, the 'market conditions' build rate set out in appendix 2 of the Exeter HMA HELAA Methodology has been applied as a precautionary approach. The market conditions build rate assumes a suppressed build rate for the forthcoming five years, to reflect the conditions of a recession.

⁹ MHCLG Indicators of New Housing Supply – Interactive Dashboard, Local Authority Level, [Microsoft Power BI](#)

4. Five year housing supply position

- 4.1 The deliverable supply of housing identified in the next five years (2021/22 to 2025/26) is set out in detail in appendices 1 and 2. Table 2 summarises the data and identifies a total net supply of 3,588 homes. Definitions of the types of supply listed in the first column of table 1 are discussed in turn below.

Table 2: Total net housing supply 2021/22 to 2025/26

	21/22	22/23	23/24	24/25	25/26	Total five year supply (net)
Major sites with consent / resolution to approve	551	824	1,054	628	330	3,387
Small sites with consent / resolution to approve	66	121	0	0	0	187
Identified sites without planning consent	0	0	0	0	0	0
Windfalls	0	0	0	0	14	14
Total net supply	617	945	1,054	628	344	3,588

Major and small sites with consent / resolution to approve consent

- 4.2 The deliverability of all major and small sites with consent or resolution to approve consent has been assessed as set out in section 3 above. For major sites, developer feedback on commencement and build rates (where provided) is given in the comments column of appendix 1.

Identified sites without planning consent

- 4.3 Sites within this category include those that are allocated in the current development plan but do not yet have consent / resolution to approve consent, sites that have Permission in Principle and sites on Exeter's Brownfield Register. Of these sources:
- No unconsented site allocations are counted in the five year housing supply, because there is currently no clear evidence of a realistic prospect that housing completions will begin on these sites within five years;
 - No sites with Permission in Principle are counted in the five year housing supply, because there are currently no sites with this status in Exeter;

- Sites on Exeter's Brownfield Register are included in the five year housing supply if they have planning consent / resolution to approve planning consent (in which case they are counted as such and not as an 'identified site without planning consent'). Of the other nineteen sites on the Register, five have been developed since the Register was published, and there is currently no clear evidence of a realistic prospect that housing completions will begin on the remaining fourteen sites within the next five years.

4.4 Within this category, a further source of sites are those that are currently at pre-application or planning application stage. However, there is currently no clear evidence to justify the inclusion of these sites within the five year housing supply.

4.5 The Council has started to prepare a new Exeter Local Plan. At this stage, there is no evidence to include in the five housing year supply any potential development sites that may be allocated in the Local Plan.

Small sites windfall allowance

4.6 The supply includes an allowance for windfall sites of less than twenty homes based on historic evidence. Appendix 2 provides the evidence for the windfall allowance, which has been calculated in accordance with the formula agreed with the HELAA Panel that is set out in appendix 4 of the HELAA Methodology. As can be seen from table 2, a contribution from windfalls is only assumed in year five.

The five year land supply position

4.7 Table 3 sets out the years of supply against the five year land requirement at 1 April 2021.

Table 3: Exeter's five year land supply position at 1 April 2021

Description	Homes
(A) Five year housing requirement	3,292
(B) Deliverable supply	3,588
(C) Five year land supply position	5 years and 5 months

5. Conclusion

- 5.1 Against the five year housing land requirement, the Council is currently able to demonstrate a supply of five years and five months for the period commencing 1 April 2021. The supply of deliverable homes exceeds the five year housing requirement by 296 homes.

6. Purpose Built Student Accommodation

- 6.1 In 2015, a High Court Judgment ruled that the Council was unable to count purpose built student accommodation (PBSA) in the five year land supply. This was because:
- the Judge ruled that the Council's housing requirement (which at the time was set by the Exeter Core Strategy) did not take full account of the need for student housing; and
 - the Judge ruled that, based on the wording of PPG at that time, it was only possible for local authorities to count PBSA towards meeting the housing requirement if there was evidence of market homes being released from student occupation.
- 6.2 As a consequence of this High Court Judgment, anticipated completions of PBSA are not included in the five year housing supply calculation set out in section four of this statement.
- 6.3 However, changed circumstances suggest that it may now be reasonable for the Council to count PBSA towards the five year housing supply.
- 6.4 The first change is the introduction by Government in 2018 of the Housing Delivery Test. Both the Housing Delivery Test and (in Exeter's case) the five year housing supply are measured against the standard method housing requirement. In the Housing Delivery Test, self-contained and communal PBSA are counted as part of the housing supply. The fact that the five year housing supply is measured against the same housing requirement as the Housing Delivery Test suggests that it may be reasonable, and indeed consistent with Government practice, for the Council to count self-contained and communal PBSA in Exeter's five year housing supply.
- 6.5 The second change comprises amendments to PPG made since the High Court Judgment¹⁰. The new PPG clearly sets out the process by which Councils can count PBSA in the five year housing supply:

All student accommodation, whether it consists of communal halls of residence or self-contained dwellings, and whether or not it is on campus, can in principle count towards contributing to an authority's housing land supply based on:

- *the amount of accommodation that new student housing releases in the wider housing market (by allowing existing properties to return to general residential use); and / or*
- *the extent to which it allows general market housing to remain in such use, rather than being converted for use as student accommodation.*

This will need to be applied to both communal establishments and to multi bedroom self-contained student flats. Several units of purpose-built student accommodation

¹⁰ [Housing supply and delivery - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/housing-supply-and-delivery)

may be needed to replace a house which may have accommodated several students.

Authorities will need to base their calculations on the average number of students living in student only accommodation, using the published [census data](#), and take steps to avoid double-counting. The exception to this approach is studio flats designed for students, graduates or young professionals, which can be counted on a one for one basis. A studio flat is a one-room apartment with kitchen facilities and a separate bathroom that fully functions as an independent dwelling.

- 6.5 In addition to these changed circumstances, the Council is aware that a notable number of other local planning authorities with significant student populations count PBSA in the five year housing supply. The authorities include Birmingham City Council, Bristol City Council, Derby City Council, Leeds City Council, Charnwood Borough Council, Manchester City Council, Newcastle City Council, Oxford City Council, Plymouth City Council and York City Council. As with Exeter, at least three of these authorities (Bristol, Charnwood and Manchester) derive their five year housing requirements from the standard method because their adopted development plans are more than five years old. For reasons of consistency, this suggests that it may now be reasonable for the Council to count PBSA in the five year housing supply.

The impact of including PBSA in the five year housing supply

- 6.6 Given the points set out above, the Council considers it reasonable to assess the impact that the inclusion of PBSA would have on the five year housing supply. The assessment has been undertaken using the same robust approach set out in sections three and four of this statement. Deliverable schemes of PBSA have been added to the supply and the windfall allowance has been modified to take account of PBSA windfalls schemes of less than twenty units. PBSA has been counted in accordance with PPG, as set out in paragraph 6.4 above, i.e.:
- Each studio flat has been counted as one dwelling;
 - For cluster flats and communal PBSA, every 2.5 bedspaces has been counted as one dwelling based on published census data.
- 6.7 Table 4 summarises the outcome of the assessment, setting out the total net housing supply for the five year period including PBSA. A row is included in the table showing delivery on major schemes of PBSA with consent / resolution approve; and the windfall allowance takes PBSA into account. Full details of major sites of PBSA with consent / resolution to approve are provided in appendix 3 and full details of the adjusted windfall allowance are provided in appendix 4.

Table 4: Total net housing supply including PBSA 2021/22 to 2025/26

	21/22	22/23	23/24	24/25	25/26	Total five year supply (net)
Major sites with consent / resolution	551	824	1,054	628	330	3,387

	21/22	22/23	23/24	24/25	25/26	Total five year supply (net)
to approve						
Major sites for PBSA with consent / resolution to approve	326	386	0	490	0	1,202
Small sites with consent / resolution to approve	66	121	0	0	0	187
Identified sites without planning consent	0	0	0	0	0	0
Windfalls (including PBSA)	0	0	0	0	19	19
Total net supply	943	1,331	1,054	1,118	349	4,795

6.8 Table 5 summarises Exeter's five year housing supply position if PBSA were to be included.

Table 5: Exeter's five year land supply position at 1 April 2021, including PBSA

Description	Homes
Five year housing requirement	3,292
Deliverable supply	4,795
Five year land supply position	7 years and 3 months

6.9 Table 5 shows that if PBSA were to be counted towards the five year housing requirement, the Council would currently be able to demonstrate a supply of seven years and three months for the period commencing 1 April 2021. The supply of deliverable homes would exceed the five year housing requirement by 1,503 homes.

Appendix 1 - Sites with planning permission for housing at 6 September 2021

Site Ref.	Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
Major Sites																									
264	162-163 Fore St	Y	N	1						0	1					1						0	1	03/1958/03. Permission for 4 flats. 3 completed, 1 left. Stalled with no evidence of delivery, therefore not included in 5 YLS/	NA
307c	St Loyes Foundation, Topsham Rd	N	Y	53	53					53						0						0	54	09/0832/01, 16/0063/16. 53 extra care flats, ECC development, due to complete in 2021/22. Edwards Court.	NA
328	Land at Pinhoe Quarry, Harrington Lane	N	Y	380	37	60	60	60	60	277	60	43				103						0	434	10/2088/01. 19/1100/02 - RM application for 350 dwellings etc. Build rate advised by the agent.	NA
333a	Seabrook Orchards (formerly land to north of Topsham Road)	N	N	232						0	55	55	55	55	12	232						0	666	Was site 64 without planning permission. 11/1291/01 - Development of up to 700 homes and...care homes. 200 homes consented on site 333b, 245 homes consented on site 333c and 23 homes consented on site 333d, leaving 232 unconsented under the outline. No evidence to include in 5 year supply, lapse rate based on advice of the developer of the rest of the site.	NA
333b	Seabrook Orchards (formerly land to north of Topsham Road) (Phase 1)	N	Y	2				2		2						0						0	668	Was site 64 without planning permission. 11/1291/01 - Development of up to 700 homes and...care homes (see 333a). 14/1534/37 seeking variation of condition so that development can come forward in a phased manner approved in Jul 2014. RM for 1st 200 homes approved 14 July 2015 (15/0433/02). 47 completed in 2016/17. 56 completions in 2017/18. 48 completions in 2018/19. 46 completed in 2019/20. 1 completed in 2020/21. Still to complete: 2 Dart Ave and 1 Bosun Close (both showhomes). Build rate advised by the developer.	NA
333c	Seabrook Orchards (formerly land to north of Topsham Town AFC Ground) (Phase 2)	N	N	190	68	55	55	12		190						0						0	858	Was site 64 without planning permission. 11/1291/01 - Development of up to 700 homes and...care homes (see 333a). 18/1849/02 - reserved matters for phase 2, 245 homes. 55 homes completed in 2020/21. Build rate advised by the developer.	NA
333d	Seabrook Orchards (adj Trinity CofE Primary and Nursery School), Topsham Road (Phase 3)	N	N	23				23		23						0						0	881	Was site 64 without planning permission. 11/1291/01 - Development of up to 700 homes and...care homes. 19/0280/02 - RM for 23 homes, community facility and infrastructure. Build rate advised by the developer.	25/06/2022

Site Ref.	Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
336	102-104 Fore Street	Y	N	13						0	13					13						0	894	10/1687/03, 11/1065/03, 14/0353/32. Conditions discharged in Feb 2015. Implemented but not developing at present. Build out advised by the agent.	NA
343	Tithebarn Green at Monkerton	N	Y	206	37	54	115			206						0						0	1100	12/0802/01, 14/1090/02, 16/0934/03, 18/0789/RES. Was Sites 35 and 37a without planning permission. 349 dwellings increased to 384 as a result of 18/0789/RES. 53 completed in 2016/17. 63 completions in 2017/18. 25 completions in 2018/19. 3 completions in 2019/20. 34 completions in 2020/21. Build rate advised by the developer.	NA
344	Land at Sandrock, Gipsy Hill Lane	N	Y	53	25	25	3			53						0						0	1153	17/1320/03 - 62 dwellings. 9 dwellings completed in 2020/21. HELAA lapse rate applied.	NA
345	130 Fore Street	Y	N	14						0	14					14						0	1167	12/1426/03, 14/1741/32. S106 signed Feb 2013. Conditions discharged 2014. Development has started to keep permission live, but not developing at present. Build out advised by the agent.	NA
346a	Land to the north, west & south of the Met Office, Hill Barton (phase 5)	N	N	235		14	84	84	53	235						0						0	1402	12/0472/01: Mixed use scheme including up to 750 homes. Phases 1 and 2 completed (16/0574/02 and 17/0440/02 (see 346c)), phase 3 under construction (see 346d) and phase 4 approved in outline with RM application submitted (346e). Phase 5 for 235 homes is at pre-application stage - developer advises that a full application will be submitted by the end of 2021, superseding the original outline. Build rate is as advised by the developer.	NA
346d	Land at Hill Barton Adjacent to the boundary of the Met Office (Phase 3, Land north, west & south of the MO)	N	Y	47	14	33				47						0						0	1449	19/0699/03 - 47 dwellings and associated infrastructure. Build rate advised by the developer.	NA
347e	Hill Barton Farm, Hill Barton Road (phase 4)	N	N	200		12	40	40	40	132	40	28				68						0	1649	19/1375/OUT - Up to 200 homes. RM application submitted in June 2021 21/1054/RES as evidence to demonstrate delivery. Build rate is as advised by the developer.	15/06/2026
356a	Land known as Monkerton Farm on western and eastern sides of Cumberland Way	N	N	0						0						0						0	1649	13/4984/01 - outline for up to 400 homes. All of site has now consent, or consent subject to S106 agreement, or is set aside as part of the ridgetop park. Therefore no longer counted.	NA
356b	Land known as Monkerton Farm on western side of Cumberland Way	N	Y	177	99	32	46			177						0						0	1826	13/4984/01. - outline for up to 400 homes. 18/0010/02 - RM application for 249 dwellings. Includes parts of site 39. 15 completions in 2019/20. 57 completed in 2020/21. Build rate advised by the developer.	NA

Site Ref.	Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
356d	Land east of Cumberland Way	N	N	80		12	25	25	18	80						0						0	1906	18/1145/OUT - Up to 80 dwellings. Site sold to a developer, subject to contract. First year of completions is based on agent's advice with HELAA lapse rate applied thereafter.	26/01/2026
362	Bricknells Bungalow, Old Rydon Lane	N	N	57						0	25	32				57						0	1963	14/2007/01 - Outline for up to 63 dwellings. Phase 1 comprising 6 dwellings has been implemented, leaving 57 under the outline. Current application for Phase 2 comprising 34 dwellings is pending consideration (18/1240/RES).	
363b	Land at Home Farm, Church Hill (Phase 2)	N	Y	79	25	25	25	4		79						0						0	2042	13/4802/01 - Up to 120 dwellings. 16/1576/01 - Up to 120 dwellings. 19/0255/02 - 90 units. 2020/21: 11 completions. HELAA lapse rate applied.	NA
364	Former St Margarets School, 147 Magdalen Rd	Y	Y	17	17					17						0						0	2059	14/1608/03 - Demolition, conversion & new build to create 41 units. 17/1953/03 - revised scheme of 39 units. 20/1245/FUL - subdivision of 2 flats in Baring House to create 2 additional flats, increasing the total number to 41, pending consideration, therefore 39 used in the trajectory. 22 completed in 2020/21.	NA
366S	Land east of Exmouth Branchline, Newcourt, Old Rydon Lane	N	N	392						0	25	50	50	50	50	225	50	50	50	17		167	2451	14/1451/01 - Outline for up to 392 units. No progress made in completing S106. Therefore excluded from 5 year supply.	TBD
371	The Vines, Gipsy Lane	N	Y	20	20					20						0						0	2471	14/2155/01 - Outline for 17 houses. Site purchased by Stonewater HA. 19/1384/03 - 20 dwellings. Build rate advised by the developer.	NA
386	Playing Field off Wear Barton Road	N	Y	85	66	19				85						0						0	2556	16/0849/01 - Up to 101 houses, new sports pitch etc. 18/1081/02 - 101 dwellings. Taylor Wimpey. 16 completed in 2020/21. Build rate advised by developer.	NA
392	Exeter Golf and Country Club Practice Ground, Land to the south, Newcourt Road	N	Y	47	18	18	11			47						0						0	2603	17/0006/03 - Construction of 82 dwellings etc. 14 completions in 2019/20. 21 completions in 2020/21. Build rate based on past annual average rate.	NA
397	Exeter Royal Academy for Deaf Education, Topsham Road	N	Y	245		24	81	81	59	245						0						0	2848	17/1640/03 - 146 homes, a 68 bed care home and 61 assisted living units etc. Care home equates to 38 dwellings (1/1.8x68) under the PPG HELAA Methodology and HDT Rulebook. Total gain of 245 dwellings. 146 homes being delivered by Acorn, with care home and a/l to be delivered by a different developer. Pre-application discussions are underway for revisions to the care home and a/l. Acorn has provided delivery advice for the whole site.	NA

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398	Land west of Cumberland Way, Hollow Lane	N	Y	37	37					37						0						0	2885	18/0221/03 - 66 bed care facility, counted as 37 units under the PPG HELAA Methodology and HDT Rulebook (/1.8x66). Was site 43 without planning permission. 'Cumberland Grange'. Completed.	NA
399	Former Exwick Middle School, Higher Exwick Hill	N	Y	43		43				43						0						0	2928	17/1788/01, 19/1712/02 - 43 homes. Completions as advised by the developer.	NA
400a	Land to the west of Cyst Road, Topsham	N	N	36						0	36					36						0	2964	17/1148/01 - Up to 155 dwellings and a 64 bed care home. Allowed on appeal 14/01/2019. Care home equates to 36 dwellings under the PPG HELAA Methodology and HDT Rulebook. RM for 15 homes comprising Phase 2 (the remaining part of the site) has been submitted (21/0401/RM) but not yet approved, therefore 36 homes are in trajectory, timing based on developer advice.	07/03/2022
400b	Land at Cyst Road (Phase 1)	N	Y	155		47	57	51		155						0						0	3119	20/0849/RES - 155 dwellings. Build rate advised by the developer (Taylor Wimpey).	NA
401	Former Foxhayes Infant School, Gloucester Road	N	Y	31		31				31						0						0	3150	17/1789/01, 19/1713/02 - 31 dwellings. Completions as advised by the developer.	NA
402	Alphin House, Mill Lane	Y	N	5		5				5						0						0	3155	18/1275/03 - COU of former care home (35 bedrooms) to provide 19 homes. 35 bedrooms equates to 14 dwellings under the PPG HELAA Methodology and HDT Rulebook (1/1.8x35), making a net gain of 5 dwellings (35-14). Care home closed and site fenced off.	11/02/2023
403S	Land north of Newcourt Road, Topsham	N	N	0						0						0						0	3155	19/0543/01 - 23 dwellings. Superseded by 410S.	23/12/2023
404	Land west of Ringswell Avenue	Y	Y	60	29	31				60						0						0	3215	18/0534/03 - Construction of 48 dwellings allowed on appeal. 19/1406/03 - 60 homes, approved by Committee. Completions as advised by the developer.	NA
405	Land between 106 Hamlin Gardens & 65 Carlyon Gardens	Y	N	21			21			21						0						0	3236	18/0878/03 - Redevelopment of parking facilities to provide an apartment block of 21 units. Build rate advised by the developer.	24/02/2023
406	Land off Pulling Road, Pinhoe	Y	N	40		22	18			40						0						0	3276	19/0962/03 - 40 dwellings etc. Build rate advised by the developer.	06/04/2024
407S	Whipton Barton House, Vaughan Road	Y	N	56		56				56						0						0	3332	19/1621/03 - Demolition of existing buildings (36 dwellings) and construction of 92 apartments. Net gain of 56 homes. Approved subject to S106 which is nearing completion. Build rate advised by the developer.	TBD

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408	The Old Coal Yard, Exmouth Junction, Mount Pleasant Road	Y	N	465			50	50	50	150	100	100	100	15		315						0	3797	19/0650/01 - 400 dwellings and 65 senior living care units (C2, but self-contained dwellings with additional communal facilities provided) etc. Delivery advised by the developer, but modified by the LPA.	21/05/2026
409	Aldens Farm East, Land between Chudleigh Road and Dawlish Road	N	N	206		25	50	50	50	175	11					11						0	3983	15/0640/01 - Up to 234 homes etc. 21/0434/RM for 206 homes approved. Redrow. Build rate as advised by the developer.	20/08/2024
410	Land to the north east of Newcourt Road, Topsham	N	Y	27	4	23				27						0						0	4010	20/0437/FUL - 27 homes. Build rate advised by the developer.	22/10/2023
411	Land north of Exeter Road, Topsham	N	Y	40			40			40						0						0	4050	20/0229/03 - 72 bed care home. Counted as (1/1.8 x 72) 40 units based on Methodology in para 042 of PPG HELAA and para 11 of HDT Measurement Rulebook. Revised application for an 86 bed care home, 21/0082/FUL pending consideration. Completion date advised by the site agent.	10/09/2023
412	Land at Broom Park Nurseries and Five Acres, Exeter Road, Topsham	N	N	61		12	25	24		61						0						0	4111	20/0321/03 - Demolition of existing buildings, development of 61 homes etc. Initial ground works underway.	12/07/2024
413	Land adjoining Exeter Road, Topsham	Y	N	24						0	24					24						0	4135	19/1465/01 - outline for up to 24 homes. No evidence to include in the 5 YLS.	21/10/2024
414	Land to the north of Arran Gardens, Hollow Lane and Higher Furlong	N	N	44				44		44						0						0	4179	18/1625/03 - 44 homes etc. Build rate advised by the developer.	14/01/2024
415	Land off Bewick Avenue, Topsham,	N	Y	53		12	25	16		53						0						0	4232	19/1376/03 - 53 assisted living / extra care flats	NA
416	The Harlequin Centre, Paul Street	Y	N	125			63	62		125						0						0	4357	19/1556/03 - Co-living accommodation block (26 cluster flats (152 beds) and 94 studios) and hotel. Also 5 studios provided through COU of upper two floors of 21-22 Queen St. Revised application solely for co-living accommodation has been submitted (21/1104/FUL), but as this is pending consideration, the extant scheme is counted. Build rate/completion date derived from advice from the agent.	23/04/2024
417S	Aldens Farm West, land between Shillingford and Chudleigh Roads	N	N	116						0	25	50	41			116						0	4473	15/0641/01 - Residential development including new access onto Shillingford Road. Up to 116 homes. S106 not yet signed and RM to be applied for. Therefore not included the 5 YLS	TBC
418	Ambulance Station, Gladstone Road	Y	Y	133		66	67			133						0						0	4606	19/1417/03 - Demolition of existing and redevelopment to provide co-living accommodation (133 studio flats).	NA

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419S	Clifton Hill Sports Centre, Clifton Hill	Y	N	42			42			42						0						0	4648	20/0691/03 - Demolition of sports facility etc. and redevelopment to provide 42 homes etc. Approved subject to S106 which is nearing completion. Build rate advised by the developer.	TBD
420	34-36 Sidwell Street and St Sidwell's Church	Y	Y	26		26				26						0						0	4674	20/0843/FUL - Extension to create an additional storey and COU from retail storage to 26 self-contained units of supported independent living move-on accommodation. Completion date advised by the developer.	NA
421	7-11 North Street	Y	N	14		14				14						0						0	4688	19/1385/03 - Extension to create additional storey, conversion and internal alts of the 1st, 2nd and 3rd floors, to form 19 flats. Plus other works. 5 existing flats, so net gain of 14. Build rate is as per agent's advice.	18/12/2023
422	Land at Brookhayes, Pilton Lane	N	Y	30	2	28				30						0						0	4718	18/1432/FUL - development of 30 homes following demolition of existing buildings. Build rate advised by developer.	NA
423S	Exmouth Junction Gateway Site, Prince Charles Road	N	N	51			51			51						0						0	4769	20/1187/FUL - redevelopment and construction of a part 3, part 5 storey building (BTR) containing 51 residential units etc. Approved subject to completion of S106 Agreement. Build rate advised by the developer.	TBD.
424S	Hurst Almshouses, 2-24 Fairpark Road	N	N	19						0	19					19						0	4788	18/0598/03 - Demolition of existing dwellings (12) and redevelopment to provide 31 alms houses flats etc. Approved subject to completion of S106. Not included in the 5 YLS due to the need for significant pre-commencement works.	TBD
Small Sites																									
1375	5 Tresillian Gardens, Topsham	N	N	1		1				1						0						0	4719	99/1023, 04/1619, 09/0482, 12/0590/03. 1st dwelling completed in 2015/16.	NA
1621	90 South St	Y	N	2						0	2					2						0	4721	04/0210/03 - COU from 1st & 2nd floors from offices to 4 flats. 2 flats completed. Remaining 2 flats on 2nd floor unlikely to be implemented in next 5 years (in office use)	NA
1877	3 Ruby Court, Wonford Street	Y	Y	1		1				1						2						0	4724	11/1394/FUL. Works started but on hold. Conversion of flat to 2 units.	NA
1991	Emmanuel School, 38 Blackboy Rd	Y	Y	2						0	2					2						0	4726	11/0604/03 - COU of school house to dwelling plus 2 new dwellings. Net gain of 2. School house converted in 2011. Unlikely to implement remaining 2 within next 5 years.	NA
2045	SWW Reservoir Site, Dunsford Rd	N	Y	1	1					1						0						0	4727	12/1745/03, 15/0223/03, 16/0731/03, 17/1182/VOC. 1 dwelling. Was Site 72	NA
2049	28 Main Rd	N	Y	1		1				1						0						0	4728	12/1666/03. Under construction.	NA

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2110	3 Mill Lane	N	N	0						0						0						0	4728	14/2081/03 - Dwelling in garden. Lapsed consent.	18/09/2017
2140	Beech Cottage, Old Rydon Close	N	N	1	1					1						0						0	4729	17/0352/03 - Demolition of existing dwelling and erection of 5 dwellings. Net gain of 4. 2020/21: 3 completed. Lapse rate applied. 2021/22: completed.	NA
2153	The Drying Shed, Balls Farm Road	Y	N	1		1				1						0						0	4730	15/0226/40 - PAN for change of use from office to dwelling. 16/0166/03 - COU of office to residential & erection of single storey rear extension. 19/0235/03 - COU from office to residential. 21/0969/FUL - COU from office to residential with extensions, pending consideration. Lapse rate applied to current consent.	13/08/2022
2156	Bricknells Bungalow, Old Rydon Lane	N	Y	3	3					3						0						0	4733	15/0417/03, 16/1293/03 - Dev of 4 dwellings following demolition of bungalow (3 net). Under construction.	NA
2182	Land at Salters Road adjacent to Ruby Court	Y	Y	1		1				1						0						0	4734	14/4734/03 - 1 dwelling. Lapse rate applied. Pre-commencement conditions discharged and under construction	NA
2183	Balls Farm, Balls Farm Road	Y	N	1	1					1						0						0	4735	15/1066/03, 17/0616/03 - Conversion of outbuilding & garage to dwelling. Completed.	NA
2184	17-18 Howell Road	Y	N	2		2				2						0						0	4737	15/0988/03 - COU from D1 institution to 2 semis. 20/1666/VOC consent. Lapse rate applied.	03/03/2024
2202	47 East Avenue	Y	Y	1	1					1						0						0	4738	15/1405/03 - Rebuild/conversion of existing garage to create 2 storey house. 18/0522/VOC. 19/0444/NMA to original application. Lapse rate applied.	NA
2218	28 Barnfield Road	N	Y	7	7					7						0						0	4745	16/0776/03 - Construction of 3 apartments in grounds. 19/0127/03 - 7 apartments in grounds. Current application to replace under-croft parking with 2 apartments, which will increase the number to 9 - 19/0127/03.	NA
2223	35 Fore Street, Heavitree	Y	N	0						0						0						0	4745	16/0884/03 - COU of former stables to mews dwelling. Lapsed consent.	25/08/2017
2236	17-25 Hoopern Street	Y	N	4	4					4						0						0	4749	18/0017/03 - Demolition of building and construction of 4 dwellings. Completed.	NA
2237	Wallington, New North Road	N	Y	1	1					1						0						0	4750	18/0437/FUL - New dwelling on land adjacent.	NA

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2263	28a Oakley Close	N	Y	1	1					1						0						0	4751	17/0948/03 - 1 dwelling, under construction.	NA
2274	Garages at College Avenue	Y	N	2		2				2						0						0	4753	17/1196/03, 20/0441/03 - Redevelopment of garage block to provide 2 dwellings.	14/05/2023
2278	Gilgarran, Lodge Hill	N	N	1	1					1						0						0	4754	17/0853/03 - 1 dwelling. 21/0242/VOC to amend internal layout etc. Completed.	NA
2280	Flying Horse, 8 Dryden Road	Y	Y	4	4					4						0						0	4757	17/0670/03 - 2 dwellings in grounds. 20/1200/03 - Construction of 2 storey building of 4 flats.	NA
2285	Westwood, 134 Beacon Lane	Y	Y	4	4					4						0						0	4761	17/1744/03, 21/0344/FUL - 4 dwellings in garden	NA
2288	84 Dorset Avenue	Y	N	1		1				1						0						0	4762	17/1384/03 - 1 dwelling. 19/0984/03 - 1 dwelling.	10/01/2023
2291	15-16 Richmond Road	Y	Y	2	2					2						0						0	4764	18/0137/03 - Demolition of garage and erection of 2 dwellings. 20/1712/03 - amended scheme.	NA
2297	Newberry Car Breakers, Redhills	Y	N	5		5				5						0						0	4769	17/1928/01 - Outline for 5 dwellings	11/01/2023
2298	Land between 2 and 4 Spicer Road	Y	Y	4	4					4						0						0	4773	18/0362/03 - Apartment block of 4 units.	NA
2300	75 Queen Street	Y	N	2		2				2						0						0	4775	18/0657/03 - COU of 1st and 2nd floors to provide 2 apartments. 21/0931/NMA for minor amendment.	28/07/2024
2314	Land rear of Orchard Lea, Pinn Lane	N	Y	1	1					1						0						0	4776	18/1669/03 - Dwelling house to rear.	NA
2322	8 Dryden Road	Y	Y	4	4					4						0						0	4780	19/0429/03 - COU of former pub to 4 apartments	NA
2324	Land at Chancel Lane	Y	N	3		3				3						0						0	4783	18/1336/01 - Outline for 3 dwellings.	05/06/2022
2326	2nd floor 65-67 High Street	Y	N	1		1				1						0						0	4784	19/0320/03 - COU from office (B1) to residential (C3) on 2nd floor and associated loft room at 67 High Street	12/07/2022
2327	9 Waybrook Crescent	N	N	1	1					1						0						0	4785	19/0593/03 - Additional dwelling in existing garden. Completed.	NA
2328	54 Main Road	Y	N	3		3				3						0						0	4788	19/0433/03 - Redevelopment of former Poltimore Arms for ground floor A1 and 3 apartments on 1st floor	03/09/2022
2329	20 Glenmore Road	Y	N	1		1				1						0						0	4789	19/0790/03 - Conversion of dwelling to 2 apartments	23/07/2022
2330	Deepdene House, Deepdene Park	N	N	1		1				1						0						0	4790	18/1656/03 - 1 dwelling	02/08/2022
2332	5 St Loyes Road	N	N	1		1				1						0						0	4791	19/0778/03 - New dwelling. 19/1500/03 - Revised design	19/12/2022
2333	2 Beacon Avenue	Y	Y	5	5					5						0						0	4796	19/0409/03 - Redevelopment to provide 6 apartments (net gain of 5).	NA
2334	Land adjacent to 17 New North Road	Y	N	5		5				5						0						0	4801	19/0360/03 - Demolition of garages and construction of 1 building to form 5 apartments. 21/0510/FUL revised scheme pending consideration.	30/10/2022

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2335	12 Lovelace Gardens	Y	N	1		1				1						0						0	4802	19/0185/03 - COU from D1 to a dwelling.	25/09/2022
2336	51A and 52 Church Road, St Thomas	Y	Y	2	2					2						0						0	4804	18/0496/03 - Demolition of garages at no. 51A and replacement with 2 houses. Also alts to no.52.	NA
2338	23 High Street, Topsham	Y	Y	1	1					1						0						0	4805	18/0289/03 - Single dwelling to existing car park at rear of 23 High Street.	NA
2339	Agricultural field adjoining 46 Newcourt Road, Topsham	Y	Y	7	7					7						0						0	4812	18/1120/OUT - 7 dwellings (3 open market, 4 self-build). 20/0121/RES - 7 dwellings (3 open market, 4 self-build).	NA
2340	42-44 Buller Road	Y	N	2	2					2						0						0	4814	18/1644/03 - COU and conversion of chapel to dwelling. 20/0297/03 - COU to 2 dwellings. Completed.	NA
2341	Land adjacent 2A Newcourt Road, Topsham	Y	Y	1	1					1						0						0	4815	19/1168/03 - Single storey dwelling.	NA
2344	26 St Albans Close	N	N	1		1				1						0						0	4816	19/1471/03 - New terraced dwelling.	21/10/2022
2345	6 Pinwood Lane	N	N	1		1				1						0						0	4817	19/166/03 - New dwelling on land adjacent	02/03/2023
2346	18 Church Hill	N	N	1		1				1						0						0	4818	19/1446/03, 21/0902/NMA - New dwelling on land to the south east	18/02/2023
2347	23 Richmond Road	Y	N	1		1				1						0						0	4819	19/1302/03 - COU from offices to a dwelling	18/02/2023
2348	1 Comrie House, Willeys Avenue	Y	N	1		1				1						0						0	4820	19/1680/03 - Conversion of flat to 2 flats	04/02/2023
2349	Quay Gardens, Monmouth Avenue, Topsham	N	N	1		1				1						0						0	4821	19/1767/03 - Detached house in garden. 21/0686/FUL - revised plan.	02/08/2024
2350	35 Church Road	Y	Y	2	2					2						0						0	4823	18/0495/03 - 2 dwellings	NA
2351	Land rear of 26 Harrington Lane	Y	N	3		3				3						0						0	4826	19/1776/01 - 3 dwellings	29/10/2023
2352	5 Charlotte Mews	Y	N	3		3				3						0						0	4829	20/0460/40 - COU of offices 3, 4 and 5 to flats.	19/05/2023
2353	Land rear of 1 and 2 Globe Court, Topsham	Y	Y	1	1					1						0						0	4830	19/1602/03 - Demolition of garage and outbuilding and erection of 1 home. Pre-commencement conditions discharged.	NA
2354	Store and premises, Sampsons Lane	Y	N	1		1				1						0						0	4831	20/0334/03 - Demolition of warehouse and storage building and erection of 1 dwelling. Conditions fully discharged.	29/05/2023
2355	The Meadows, Hollow Lane	N	Y	1	1					1						0						0	4832	20/0363/03 - New dwelling in garden. 21/0262/VOC permitted.	NA
2356	Fernleigh Nurseries, Ludwell Lane	Y	N	1	1					1						0						0	4833	20/0393/03 - Conversion of dwelling to 2 dwellings. Completed.	NA

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2362	19 Barnfield Road	Y	N	1		1				1						0						0	4834	19/1768/03 - COU from dwelling to two flats. 21/0046/FUL - amended scheme.	26/02/2024
2363	2 Mount Pleasant Road	Y	N	1		1				1						0						0	4835	20/0555/03 - Subdivision of 3 flats to create 4 flats.	11/08/2023
2364	9A Cathedral Close	Y	N	1		1				1						0						0	4836	20/0502/03 - COU off offices to dwelling	24/06/2023
2367	35 Wonford Road	Y	N	1		1				1						0						0	4837	20/0640/03 - Conversion of outbuilding to dwelling	28/08/2023
2368	52 Church Road	Y	N	1		1				1						0						0	4838	20/0413/03 - Provision of additional flat within the roof space, plus 1st floor rear extension (2 existing flats, so would create a 3rd)	30/09/2023
2371	Land adjacent to 26 St Albans Close	Y	N	3		3				3						0						0	4841	20/0741/03 - 3 terraced houses	02/10/2023
2373	66 Whipton Village Road	Y	N	1		1				1						0						0	4842	20/0674/03 - Demolition of bungalow and redevelopment to provide 2 houses (1 net)	02/10/2023
2374	3 Hampton Buildings, Blackboy Road	Y	N	1		1				1						0						0	4843	20/0278/03 - Demolition and reconstruction of existing building and subdivision to provide 2 dwellings (1 net). 21/1198/DIS discharge of conditions application approved.	02/10/2023
2375	Isca Motors, Water Lane	Y	N	6		6				6						0						0	4849	19/0629/03 - Demolition of existing motor workshop and COU to provide a 3-storey residential building including three 2-bedroom and three 1-bedroom flats,	26/10/2023
2376	24 Haldon Road	Y	N	1	1					1						0						0	4850	20/1020/03 - creation of new flat in the basement. Completed.	NA
2377	St Andrews Yard, Willeys Avenue	Y	N	9		9				9						0						0	4859	19/1676/03 - Demolition of existing business and erection of 9 apartments.	
2378	25 East Wonford Hill	Y	N	1		1				1						0						0	4860	20/1335/PAN - COU from ground floor shop to dwelling.	27/11/2023
2379	St Leonards Church Hall, Roberts Road	Y	N	3		3				3						0						0	4863	20/1139/03 - Conversion into 3 dwellings.	01/12/2023
2380	2 Highfield, Clyst Road, Topsham	N	Y	1	1					1						0						0	4864	20/1404/03 - Detached dwelling. 20/1700/NMA permitted.	16/12/2023
2381	Land adj to 93 Salters Road	N	N	1		1				1						0						0	4865	20/0676/03 - 3 bed dwelling	23/12/2023
2382	Retreat Bungalow, Retreat Drive, Topsham	N	N	3		3				3						0						0	4868	20/1140/01 - 3 detached dwellings.	17/12/2025
2384	Globe Inn, 39 Clifton Road	Y	N	7		7				7						0						0	4875	20/0803/FUL - COU from PH to Children's Home. 3 self-contained units plus 7 communal bedrooms. 7/1.8 = 4. 3+4=7.	01/03/2024
2385	Flat 4, 3 Pinhoe Road	Y	N	2		2				2						0						0	4877	20/1344/FUL - Creation of 2 additional flats by subdivision of existing 1st floor flat and conversion of roof space.	29/01/2024
2386	Land off Woodwater Lane adjacent to Ludwell Rise	N	N	2		2				2						0						0	4879	20/1449/OUT - 2 dwellings	26/02/2026
2387	Great Western Railway Club, South Chaucer Grove	Y	N	7		7				7						0						0	4886	21/0088/FUL - Conversion of existing railway social club into 7 flats.	25/03/2024

Site Ref.	Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
2388	First Floor, 76 Fore Street, Topsham	Y	N	1		1				1						0						0	4887	20/1619/PDJ - conversion of part of office space to a single storey dwelling (1 bed studio flat).	31/03/2024
2389	Abbey Rooms, White Street, Topsham	Y	N	1		1				1						0						0	4888	20/1692/FUL - COU from gym/fitness studio to residential dwelling.	26/03/2024
2390	Land adjacent to 102 Main Road	N	N	1		1				1						0						0	4889	20/1446/FUL - construction of new dwelling.	02/07/2024
2391	12 Monmouth Street, Topsham	Y	N	1		1				1						0						0	4890	21/0147/FUL - detached house and garage.	25/05/2024
2392	Rydon House, 20C High Street, Topsham	Y	N	1		1				1						0						0	4891	21/0522/PDJ - COU from office for dwelling	25/05/2024
2393	228 High Street	Y	N	8		8				8						0						0	4899	20/0391/FUL - Alterations to ground, 1st and 2nd floors, addition of a 3rd floor to create 8 new apartments	08/06/2024
2394	109 Cowick Lane	Y	N	2		2				2						0						0	4901	21/9813/OUT - two semi-detached dwellings.	27/07/2026
2395	71 Holloway Street	Y	N	6		6				6						0						0	4907	20/1279/LBC - COU from hotel to 6 flats.	18/08/2024
2396	6 Charlotte Mews, Pavilion Place	Y	N	2		2				2						0						0	4909	21/0958/PDJ - COU from office to dwellings	12/08/2024
2397	23 High Street, Topsham	Y	N	1		1				1						0						0	4910	21/0273/FUL - COU from B&B to dwelling	09/07/2024
	TOTAL			4999	617	945	1054	628	330	3574	452	358	246	120	62	1240	50	50	50	17	0	167			

Appendix 2 – Windfalls

2016/17		
Stage 1 - Identify total net windfall completions		Completions
Total net completions		508
Minus total net completions on sites already identified through the Local Plan process	St Loyes Foundation, Topsham Road	47
	Lower RNSD, Topsham Road (Phase 2)	12
	Former University of Plymouth, Earl Richards Road	6
	Land off Hill Barton Road	36
	Seabrook Orchards (Formerly land to north of Topsham Road)	47
	Ibstock Brick, Harrington Lane	48
	Bishops Court Quarry, Apple Lane	38
	Land adjacent Beech Cottage, Old Rydon Lane	16
	Tithebarn Green at Monkerton	53
	Phase One, Land to the north, west and south of the Met Office, Hill Barton	50
	Land north east of Newcourt Drive	26
	Hill Barton Farm, 133 Hill Barton Road	18
Equals total net windfall completions		111
Stage 2 - Deduct completions on garden sites and sites of 20+ homes (gross)		
Deduct completions on garden sites	NA	0
Deduct completions on sites of 20+ homes (gross)	Acorn Centre, Market Street	20
	Darwin House, Southernhay Gardens	24
	Acorn Centre, Market Street	7
Equals total net windfall completions minus completions on garden sites and sites of 20+ homes (gross)		60
2017/18		
Stage 1 - Identify total net windfall completions		Completions
Total net completions		473
Minus total net completions on sites already identified through the Local Plan process	St Loyes Foundation, Topsham Road	34
	Seabrook Orchards	56
	Ibstock Brick, Harrington Lane	46

	Bishops Court Quarry	65
	Tithebarn Green at Monkerton	63
	Phase One, Land to the north, west & south of the Met Office, Hill Barton	50
	Land off Exeter Road, Topsham	11
	Land to north, west and south east of The Paddocks, Harts Lane	54
	Land to west of Pilton Lane	7
	Land adjacent 157 Pennsylvania Road	1
Equals total net windfall completions		86
Stage 2 - Deduct completions on garden sites and sites of 20+ homes (gross)		
Deduct completions on garden sites	5 Clapperbrook Lane	2
	Nordine House, Barley Lane	1
	56 Beacon Lane	1
	406 Topsham Road	1
	1 Broadparks Close	1
	28 Argyll Road	1
Deduct completions on sites of 20+ homes (gross)	Land adj Rennes House, Vaughan Road	26
Equals total net windfall completions minus completions on garden sites and sites of 20+ homes (gross)		53
2018/19		
Stage 1 - Identify total net windfall completions		Completions
Total net completions		621
Minus total net completions on sites already identified through the Local Plan process	St Loyes Foundation, Topsham Rd	26
	Millbrook Village, Topsham Rd	24
	Seabrook Orchards (formerly land to north of Topsham Road)	48
	Bishops Court Quarry, Apple Lane	24
	Tithebarn Green at Monkerton	25
	Phase One, Land to the north, west & south of the Met Office, Hill Barton	70
	Phase Two, Land to the north, west & south of the Met Office, Hill Barton	41
	Land off Exeter Road, Topsham	11
	Land to north, west and south east of The Paddocks, Harts Lane	46

	Land north of Wessex Close, Exeter Road, Topsham	16
	Brewers Court, Willeys Avenue	11
	Land to west of Pilton Lane	46
	Land north of Belmoor Lodge, Pilton Lane	3
	Land to north of Exeter Road and adjacent Topsham Rugby Club Topsham	19
	Land east of railway line between Apple Lane and A379, Apple Lane	14
	Land adjacent Pinhoe Hoard PH, Pinhoe Road	39
	St Loyes Foundation, Topsham Rd (Fairfield House)	7
	23 Cathedral Yard	7
	Land at St Thomas Court, Cowick Street	6
Equals total net windfall completions		138
Stage 2 - Deduct completions on garden sites and sites of 20+ homes (gross)		
Deduct completions on garden sites	2 Wilcocks Rd	1
	10 Honey Lane	1
	78 Topsham Road	1
	Lord Mamhead Homes, Matford Rd	1
	8 Hamlin Lane	1
	Webley House, 44 Larch Road	1
	4 Garden Close	1
	47 Winchester Avenue	1
	94 Latimer Road	1
	11 Church Hill, Pinhoe	1
	67 Whipton Lane	1
	Land at rear of 15 and 17 Southbrook Road	1
	38 Meadow Way	1
Deduct completions on sites of 20+ homes (gross)	59, 61, 63 & 65 Whipton Barton Road	18
	Arthur Roberts House, 121 Burnthouse Road	12
	Linacre House, Southernhay Gardens	28
Equals total net windfall completions minus completions on garden sites and sites of 20+ homes (gross)		67

2019/20		
Stage 1 - Identify total net windfall completions		Completions
Total net completions		553
Minus total net completions on sites already identified through the Local Plan process	8 & 10 Church Road, Alphington	11
	Seabrook Orchards (formerly land to north of Topsham Road) (Phase 1)	46
	Tithebarn Green at Monkerton	3
	Phase Two, Land to the north, west & south of the Met Office, Hill Barton	153
	Newport Caravan Park, Exeter Road	20
	Land known as Monkerton Farm	15
	Bricknells Bungalow, Old Rydon Lane (Phase 1)	6
	Land at Home Farm, Church Hill (Phase 1)	26
	Land north, west and south east of the Paddocks, Harts Lane	69
	Land north of Wessex Close, Exeter Road, Topsham	2
	Land north of Belmoor Lodge, Pilton Lane	4
	Land to north of Exeter Road and adjacent Topsham Rugby Club Topsham	33
	Land east of railway line between Apple Lane and A379, Apple Lane	33
	Exeter Golf & Country Club Practice Ground, Land to the south, Newcourt Road	14
	Land adjoining Omaha Drive & Blakeslee Drive	20
	Land at Hollow Lane	4
Equals total net windfall completions		94
Stage 2 - Deduct completions on garden sites and sites of 20+ homes (gross)		
Deduct completions on garden sites	Land adjacent 19 Willsdown Road	1
	6 Bowhay Lane	1
	32 Meadow Way	1
	Land adjacent Pocombe Grange House	3
	7 Newcourt Road, Topsham	1
Deduct completions on sites of 20+ homes (gross)	Newport Caravan Park, Exeter Road	21

Equals total net windfall completions minus completions on garden sites and sites of 20+ homes (gross)		66
2020/21		
Stage 1 - Identify total net windfall completions		Completions
Total net completions		348
Minus total net completions on sites already identified through the Local Plan process	Seabrook Orchards (formerly land to north of Topsham Road) (Phase 1)	1
	Seabrook Orchards (formerly land to north of Topsham Town AFC Ground) (Phase 2)	53
	Tithebarn Green at Monkerton	34
	Land at Sandrock, Gipsy Hill Lane	7
	Phase Two, Land to the north, west & south of the Met Office, Hill Barton	4
	Land known as Monkerton Farm on western side of Cumberland Way	57
	Land N of College way and East of Cumberland Way	26
	Land at Home Farm, Church Hill - phase 1	4
	Land at Home Farm, Church Hill (Phase 2)	7
	Land off Exeter Road, Topsham	6
	Land to north, west and south east of The Paddocks, Harts Lane	5
	Land north of Wessex Close, Exeter Road, Topsham	4
	Land to north of Exeter Road and adjacent Topsham Rugby Club Topsham	2
	Playing Field off Wear Barton Road	14
	Exeter Golf and Country Club Practice Ground, Land to the south, Newcourt Road	21
	Beech Cottage, Old Rydon Close	1
Equals total net windfall completions		102
Stage 2 - Deduct completions on garden sites and sites of 20+ homes (gross)		
Deduct completions on garden sites	5 Tresillian Gardens, Topsham	1
	22 Lincoln Road	1
	54 Gloucester Road	1
	Land adjacent 4 Elm Grove Road	1

	Land associated with 4 Ferndale Road	2
Deduct completions on sites of 20+ homes (gross)	Former St Margarets School, 147 Magdalen Rd	22
Equals total net windfall completions minus completions on garden sites and sites of 20+ homes (gross)		74

Stage 3 - Calculate the average basic net windfall projection over the past 5 years		Completions
Years	2016/17	60
	2017/18	53
	2018/19	67
	2019/20	66
	2020/21	74
Average basic net windfall projection	Average	64

Stage 4 - Subtract projected windfall completions with consent/resolution to grant from the basic net windfall projection to give a final windfall allowance			
		Windfalls with consent / Res to approve at 1 April 2021	Final windfall allowance
	Average basic net windfall completions		
2021/22	64	93	0
2022/23	64	116	0
2023/24	64	261	0
2024/25	64	112	0
2025/26	64	50	14
2026/27	64	156	0
2027/28	64	100	0
2028/29	64	100	0
2029/30	64	15	49
2030/31	64	0	64

2031/32	64	0	64
2032/33	64	0	64
2033/34	64	0	64

Appendix 3 – Deliverable schemes of Purpose Built Student Accommodation

Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
The King Billy and 26- 28 Longbrook Street	Y	N	34		34				34						0						0	34	17/0750/03, 20/1769/FUL - Demolition of King Billy PH to build mixed use scheme of ground floor commercial units with 108 bed space PBSA above (34 cluster flats).	17/06/2024

Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
University of Exeter, Stocker Road	Y	Y	236	236					236						0						0	270	16/1232/01 - Outline for student accommodation. 18/1185/02 - 1,182 bedspaces arranged in 152 cluster flats. 76 cluster flats (591 bedspaces) completed in 2020/21 and the developer advises that the remaining 76 will be completed in 2021/22. Under PPG, 591 bedspaces equates to 236 dwellings for the purposes of the 5 YLS (236/2.5).	NA

Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
Land at Glenthorne Road	N	Y	188		188				188						0						0	458	17/1198/03 - Student accommodation. 26 studios plus 162 bedspaces in 6 cluster flats and 10 townhouses. Under PPG, 162 bedspaces equates to 65 dwellings for the purposes of the 5 YLS (162/2.5). Scheme is under construction and expected to complete in time for the 20222/23 academic year.	NA

Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
Land at Summerland Street (Phase 2, The Depot)	N	Y	53	53					53						0						0	511	18/1405/03 - Demolition of existing and redevelopment to provide student accommodation etc. 12 studio flats and 102 bedspaces in 9 cluster flats. Under PPG, 102 bedspaces equates to 41 dwellings (102/2.5) for the purposes of the 5 YLS. Completed.	NA
1 Mary Arches Street	Y	N	31	31					31						0						0	542	17/0922/03 - Demolition of existing and redevelopment to provide 31 studio scheme of PBSA. Completed.	NA

Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
14-16 Mary Arches Street	Y	Y	3	3					3						0						0	545	18/0661/03 - Conversion of former Mulberry Suite at St Olaves Hotel to 7x cluster bedspaces (1 cluster flat). Under PPG, 7 bedspaces equates to 3 dwellings (7/2.5) for the purposes of the 5 YLS.	28/02/2022

Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
Beech Hill House, Walnut Gardens	Y	Y	82		82				82						0						0	627	19/0560/03 - Residential accommodation for students, 166 bedspaces. 26 studios and 140 beds in 19 cluster flats. Under PPG, 140 bedspaces equates to 56 dwellings (140/2.5) for the purposes of the 5 YLS. Scheme is under construction and due to complete in time for the 2022/23 academic year.	NA

Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
Sorry Head PH & 7-9 & 10 Blackboy Road	Y	Y	73		73				73						0						0	700	19/0733/03 - Retention of PH & demolition of vehicle servicing centre & redevelopment with ground floor retail & PBSA above (72 beds), wardens flat etc. Total of 3 cluster flats, 2 townhouses, 41 studios & 1 warden flat. Under PPG, 31 bed spaces in the cluster flats and townhouses equates to 12 dwellings (31/2.5) for the purposes of the 5 YLS. Scheme is under construction and due to complete in time for the 2022/23 academic yr.	NA

Address	Windfall	Under construction	Dwgs not completed 1 April 2021	2021/22	2022/23	2023/24	2024/25	2025/26	Yield yrs 1 - 5	2026/27	2027/28	2028/29	2029/30	2030/31	Yield yrs 6-10	2031/32	2032/33	2033/34	2034/35	2035/36	Yield yrs 11-15	Running total	Comments	Application expiry date
Basements of 5 (A and B) and 6 New Bridge Street	Y	N	9		9				9						0						0	709	18/1604/03 - COU of lower ground floors to create 9 studio flats to provide student accommodation or special needs housing. Discharge of conditions indicates an intention to implement.	21/07/2023

Clydesdale, Nash and Birks Grange Village Halls of Residence, University of Exeter	Y	N	0				490	490						0						0	1199	20/1684/OUT - Student accommodation and ancillary amenity facilities and external alts and refurb of Birks Grange Village Blocks A-E, associated infrastructure and demolition of existing buildings. 1,200-1,250 net gain in bedspaces, equating to an average of 490 units (1,225/2.5) in the current absence of details of cluster flats and studios. Resolution to approve granted by Committee subject to completion of S106 Agreement. University has confirmed its intention to complete by 2024/25.	TBC
Unit 6, The Depot, Bampfylde Street	N	Y	3	3				3						0						0	1202	21/0459/FUL - Conversion of ground floor unit 6 to PBSA. 3 studio flats.	NA
TOTAL (INCLUDING PBSA)			712	326	386	0	490	0	1202	0	0	0	0	0	0	0	0	0	0	0			

Appendix 4 – Windfalls including an allowance for schemes of purpose built student accommodation of less than 20 units

2016/17		
Stage 1 - Identify total net windfall completions		Completions
Total net completions		802
Minus total net completions on sites already identified through the Local Plan process	St Loyes Foundation, Topsham Road	47
	Lower RNSD, Topsham Road (Phase 2)	12
	Former University of Plymouth, Earl Richards Road	6
	Land off Hill Barton Road	36
	Seabrook Orchards (Formerly land to north of Topsham Road)	47
	Ibstock Brick, Harrington Lane	48
	Bishops Court Quarry, Apple Lane	38
	Land adj Beech Cottage, Old Rydon Lane	16
	Tithebarn Green at Monkerton	53
	Phase One, Land to the north, west and south of the Met Office, Hill Barton	50
	Land north east of Newcourt Drive	26
	Hill Barton Farm, 133 Hill Barton Road	18
	Kingfisher House/Stag House, Western Way* (203 studios)	203
	Exeter Cricket Club, County Ground* (44 studios, 115 bedspaces in cluster flats)	90
Equals total net windfall completions		112
Stage 2 - Deduct completions on garden sites and sites of 20+ homes (gross)		
Deduct completions on garden sites	NA	0
Deduct completions on sites of 20+ homes (gross)	Acorn Centre, Market Street	20
	Darwin House, Southernhay Gardens	24
	Acorn Centre, Market Street	7
Equals total net windfall completions minus completions on garden sites and sites of 20+ homes (gross)		61
2017/18		

Stage 1 - Identify total net windfall completions		Completions
Total net completions		720
Minus total net completions on sites already identified through the Local Plan process	St Loyes Foundation, Topsham Road	34
	Seabrook Orchards	56
	Ibstock Brick, Harrington Lane	46
	Bishops Court Quarry	65
	Tithebarn Green at Monkerton	63
	Phase One, Land to the north, west & south of the Met Office, Hill Barton	50
	Land off Exeter Road, Topsham	11
	Land to north, west and south east of The Paddocks, Harts Lane	54
	Land to west of Pilton Lane	7
	Land adjacent 157 Pennsylvania Road	1
	9 Verney Street* (28 studios)	28
	Eagle Yard, Tudor Street* (27 studios)	27
Equals total net windfall completions		278
Stage 2 - Deduct completions on garden sites and sites of 20+ homes (gross)		
Deduct completions on garden sites	5 Clapperbrook Lane	2
	Nordine House, Barley Lane	1
	56 Beacon Lane	1
	406 Topsham Road	1
	1 Broadparks Close	1
	28 Argyll Road	1
Deduct completions on sites of 20+ homes (gross)	Land adjacent Rennes House, Vaughan Road	26
	Rougemont Telephone Exchange, Queen Street* (137 studios)	137
	Clifton Place, Bonhay Road* (138 bedspaces in cluster flats)	55
Equals total net windfall completions minus completions on garden sites and sites of 20+ homes (gross)		53
2018/19		
Stage 1 - Identify total net windfall completions		Completions
Total net completions		877
Minus total net completions on sites already identified through the Local Plan process	St Loyes Foundation, Topsham Rd	26

	Millbrook Village, Topsham Rd	24
	Seabrook Orchards (formerly land to north of Topsham Road)	48
	Bishops Court Quarry, Apple Lane	24
	Tithebarn Green at Monkerton	25
	Phase One, Land to the north, west & south of the Met Office, Hill Barton	70
	Phase Two, Land to the north, west & south of the Met Office, Hill Barton	41
	Land off Exeter Road, Topsham	11
	Land to north, west and south east of The Paddocks, Harts Lane	46
	Land north of Wessex Close, Exeter Road, Topsham	16
	Brewers Court, Willeys Avenue	11
	Land to west of Pilton Lane	46
	Land north of Belmoor Lodge, Pilton Lane	3
	Land to north of Exeter Road and adjacent Topsham Rugby Club Topsham	19
	Land east of railway line between Apple Lane and A379, Apple Lane	14
	Land adjacent Pinhoe Hoard PH, Pinhoe Road	39
	St Loyes Foundation, Topsham Rd (Fairfield House)	7
	23 Cathedral Yard	7
	Land at St Thomas Court, Cowick Street	6
	British Heart Foundation, 1 Cheeke Street* (87 studios and 63 bedspaces in cluster flats)	112
Equals total net windfall completions		282
Stage 2 - Deduct completions on garden sites and sites of 20+ homes (gross)		
Deduct completions on garden sites	2 Wilcocks Rd	1
	10 Honey Lane	1
	78 Topsham Road	1
	Lord Mamhead Homes, Matford Rd	1
	8 Hamlin Lane	1
	Webley House, 44 Larch Road	1
	4 Garden Close	1

	47 Winchester Avenue	1
	94 Latimer Road	1
	11 Church Hill, Pinhoe	1
	67 Whipton Lane	1
	Land at rear of 15 and 17 Southbrook Road	1
	38 Meadow Way	1
Deduct completions on sites of 20+ homes (gross)	59, 61, 63 & 65 Whipton Barton Road	18
	Arthur Roberts House, 121 Burnthouse Road	12
	Linacre House, Southernhay Gardens	28
	Radmore & Tucker, Frog Street* (98 studios)	98
	79 Heavitree Road* (28 studios and 45 bedspaces in cluster flats).	46
Equals total net windfall completions minus completions on garden sites and sites of 20+ homes (gross)		67
2019/20		
Stage 1 - Identify total net windfall completions		Completions
Total net completions		1,169
Minus total net completions on sites already identified through the Local Plan process	8 & 10 Church Road, Alphington	11
	Seabrook Orchards (formerly land to north of Topsham Road) (Phase 1)	46
	Tithebarn Green at Monkerton	3
	Phase Two, Land to the north, west & south of the Met Office, Hill Barton	153
	Newport Caravan Park, Exeter Road	20
	Land known as Monkerton Farm	15
	Bricknells Bungalow, Old Rydon Lane (Phase 1)	6
	Land at Home Farm, Church Hill (Phase 1)	26
	Land north, west and south east of the Paddocks, Harts Lane	69
	Land north of Wessex Close, Exeter Road, Topsham	2
	Land north of Belmoor Lodge, Pilton Lane	4
	Land to north of Exeter Road and adjacent Topsham Rugby Club Topsham	33
	Land east of railway line between Apple Lane and A379, Apple Lane	33

	Exeter Golf & Country Club Practice Ground, Land to the south, Newcourt Road	14
	Land adjoining Omaha Drive & Blakeslee Drive	20
	Land at Hollow Lane	4
	St James Park, Stadium Way* (128 studios and 190 bedspaces in cluster flats)	204
	31-35 Old Tiverton Road* (9 studios)	9
Equals total net windfall completions		497
Stage 2 - Deduct completions on garden sites and sites of 20+ homes (gross)		
Deduct completions on garden sites	Land adjacent 19 Willsdown Road	1
	6 Bowhay Lane	1
	32 Meadow Way	1
	Land adjacent Pocombe Grange House	3
	7 Newcourt Road, Topsham	1
Deduct completions on sites of 20+ homes (gross)	Newport Caravan Park, Exeter Road	21
	Renslade House (podia and tower), Bonhay Road* (265 studios)	265
	23-26 Mary Arches Street & Quintana Gate, Bartholemew Street West* (121 studios and 6 bedspaces in cluster flats)	123
Equals total net windfall completions minus completions on garden sites and sites of 20+ homes (gross)		81
2020/21		
Stage 1 - Identify total net windfall completions		Completions
Total net completions		1,038
Minus total net completions on sites already identified through the Local Plan process	Seabrook Orchards (formerly land to north of Topsham Road) (Phase 1)	1
	Seabrook Orchards (formerly land to north of Topsham Town AFC Ground) (Phase 2)	53
	Tithebarn Green at Monkerton	34
	Land at Sandrock, Gipsy Hill Lane	7
	Phase Two, Land to the north, west & south of the Met Office, Hill Barton	4
	Land known as Monkerton Farm on western side of Cumberland Way	57
	Land N of College way and East of Cumberland Way	26

	Land at Home Farm, Church Hill - phase 1	4
	Land at Home Farm, Church Hill (Phase 2)	7
	Land off Exeter Road, Topsham	6
	Land to north, west and south east of The Paddocks, Harts Lane	5
	Land north of Wessex Close, Exeter Road, Topsham	4
	Land to north of Exeter Road and adjacent Topsham Rugby Club Topsham	2
	Playing Field off Wear Barton Road	14
	Exeter Golf and Country Club Practice Ground, Land to the south, Newcourt Road	21
	Beech Cottage, Old Rydon Close	1
	Stagecoach Devon Ltd, Belgrave Road, Phase 1* (65 studios and 534 bedspaces in cluster flats)	279
	Equals total net windfall completions	513
Stage 2 - Deduct completions on garden sites and sites of 20+ homes (gross)		
Deduct completions on garden sites	5 Tresillian Gardens, Topsham	1
	22 Lincoln Road	1
	54 Gloucester Road	1
	Land adjacent 4 Elm Grove Road	1
	Land associated with 4 Ferndale Road	2
Deduct completions on sites of 20+ homes (gross)	Former St Margarets School, 147 Magdalen Rd	22
	74 Paris Street* (4 studios and 103 bedspaces in cluster flats)	45
	University of Exeter, Stocker Road* (591 bedspaces in cluster flats)	236
	Moberley House Halls of Residence, Lower Argyll Road* (net gain of 112 bedspaces in cluster flats)	45
	Spreytonway, St Germans Road* (131 bedspaces in cluster flats, less one existing dwelling)	51
	City Arcade, Fore Street* (64 bedspaces in cluster flats)	26
Equals total net windfall completions minus completions on garden sites and sites of 20+ homes (gross)		82

Stage 3 - Calculate the average basic net windfall projection over the past 5 years		Completions
Years	2016/17	61
	2017/18	53
	2018/19	67
	2019/20	81
	2020/21	82
Average basic net windfall projection	Average	69

Stage 4 - Subtract projected windfall completions with consent/resolution to grant from the basic net windfall projection to give a final windfall allowance			
	Average basic net windfall projection	Projected windfall completions	Final windfall allowance
2021/22	69	363	0
2022/23	69	314	0
2023/24	69	261	0
2024/25	69	602	0
2025/26	69	50	19
2026/27	69	156	0
2027/28	69	100	0
2028/29	69	100	0
2029/30	69	15	54
2030/31	69	0	69
2031/32	69	0	69
2032/33	69	0	69
2033/34	69	0	69

Appendix B

Five Year Housing Land Supply Trajectory

Table 1 - Sites with detailed permission/ sites which do not involve major development

		LPA Assessment							Appellant's Assessment	
Site Ref.	Address	2021/22	2022/23	2023/24	2024/25	2025/26	LPA's yield yrs 1 - 5	LPA Comments	Appellant's Comments	Appellant's yield calculation (yrs 1-5)
Sites with detailed permission										
307c	St Loyes Foundation, Topsham Rd	53					53	09/0832/01, 16/0063/16. 53 extra care flats, ECC development, due to complete in 2021/22. Edwards Court.	Full planning permission ref. 16/0063 was granted on 14/03/2016.	53
328	Land at Pinhoe Quarry, Harrington Lane	37	60	60	60	60	277	10/2088/01. 19/1100/02 - RM application for 350 dwellings etc. Build rate advised by the agent.	Reserved matters application re. 19/1100/RES approved on 31/01/2020.	277
333b	Seabrook Orchards (formerly land to north of Topsham Road) (Phase 1)				2		2	Was site 64 without planning permission. 11/1291/01 - Development of up to 700 homes and...care homes (see 333a). 14/1534/37 seeking variation of condition so that development can come forward in a phased manner approved in Jul 2014. RM for 1st 200 homes approved 14 July 2015 (15/0433/02). 47 completed in 2016/17. 56 completions in 2017/18. 48 completions in 2018/19. 46 completed in 2019/20. 1 completed in 2020/21. Still to complete: 2 Dart Ave and 1 Bosun Close (both showhomes). Build rate advised by the developer.	The site has reserved matters approval (ref. 15/0433/RES, granted on 14/07/2015).	2
333c	Seabrook Orchards (formerly land to north of Topsham Town AFC Ground) (Phase 2)	68	55	55	12		190	Was site 64 without planning permission. 11/1291/01 - Development of up to 700 homes and...care homes (see 333a). 18/1849/02 - reserved matters for phase 2, 245 homes. 55 homes completed in 2020/21. Build rate advised by the developer.	The site has reserved matters (detailed) approval (ref. 18/1849/RES, granted on 03/07/2019).	190
333d	Seabrook Orchards (adj Trinity CofE Primary and Nursery School), Topsham Road (Phase 3)				23		23	Was site 64 without planning permission. 11/1291/01 - Development of up to 700 homes and...care homes. 19/0280/02 - RM for 23 homes, community facility and infrastructure. Build rate advised by the developer.	Reserved matters approval ref. 19/0280/RES, was approved on 25/06/2019	23
343	Tithebarn Green at Monkerton	37	54	115			206	12/0802/01, 14/1090/02, 16/0934/03, 18/0789/RES. Was Sites 35 and 37a without planning permission. 349 dwellings increased to 384 as a result of 18/0789/RES. 53 completed in 2016/17. 63 completions in 2017/18. 25 completions in 2018/19. 3 completions in 2019/20. 34 completions in 2020/21. Build rate advised by the developer.	The site has reserved matters approval (ref. 18/0789/RES, granted on 12/11/2018)	206

344	Land at Sandrock, Gipsy Hill Lane	25	25	3			53	17/1320/03 - 62 dwellings. 9 dwellings completed in 2020/21. HELAA lapse rate applied.	Full planning permission ref. 17/1320/FUL was approved on 20/12/2018 and pre-commencement conditions have also been discharged.	53
346d	Land at Hill Barton Adjacent to the boundary of the Met Office (Phase 3, Land north, west & south of the MO)	14	33				47	19/0699/03 - 47 dwellings and associated infrastructure. Build rate advised by the developer.	The site has detailed permission (ref. 19/0699/FUL) which was granted on 13/10/2020.	47
356b	Land known as Monkerton Farm on western side of Cumberland Way	99	32	46			177	13/4984/01. - outline for up to 400 homes. 18/0010/02 - RM application for 249 dwellings. Includes parts of site 39. 15 completions in 2019/20. 57 completed in 2020/21. Build rate advised by the developer.	The site has reserved matters (detailed) approval (ref. 18/0010/RES) which was granted on 05/06/2018. A NMA (ref. 19/0789/NMA) was also approved on 15/06/2020.	177
363b	Land at Home Farm, Church Hill (Phase 2)	25	25	25	4		79	13/4802/01 - Up to 120 dwellings. 16/1576/01 - Up to 120 dwellings. 19/0255/02 - 90 units. 2020/21: 11 completions. HELAA lapse rate applied.	The site has reserved matters (detailed) approval (ref. 19/0255/RES, granted 1/10/2019) and site is under construction.	79
364	Former St Margarets School, 147 Magdalen Rd	17					17	14/1608/03 - Demolition, conversion & new build to create 41 units. 17/1953/03 - revised scheme of 39 units. 20/1245/FUL - subdivision of 2 flats in Baring House to create 2 additional flats, increasing the total number to 41, pending consideration, therefore 39 used in the trajectory. 22 completed in 2020/21.	The site has detailed permission, as per the referenced provided by ECC. The further application ref. 20/1245/FUL was approved on 26/08/2021 and therefore 2 additional units have been included in the appellant's calculation.	19
371	The Vines, Gipsy Lane	20					20	14/2155/01 - Outline for 17 houses. Site purchased by Stonewater HA. 19/1384/03 - 20 dwellings. Build rate advised by the developer.	The site has detailed permission (ref. 19/1384/FUL, granted 6/11/2020) and further discharge of condition submissions have been made.	20
386	Playing Field off Wear Barton Road	66	19				85	16/0849/01 - Up to 101 houses, new sports pitch etc. 18/1081/02 - 101 dwellings. Taylor Wimpey. 16 completed in 2020/21. Build rate advised by developer.	The site has reserved matters (detailed) permission (ref. 18/1081/RES, granted 2/11/2018).	85
392	Exeter Golf and Country Club Practice Ground, Land to the south, Newcourt Road	18	18	11			47	17/0006/03 - Construction of 82 dwellings etc. 14 completions in 2019/20. 21 completions in 2020/21. Build rate based on past annual average rate.	The site has detailed permission (ref. 17/0006/FUL, granted 22/11/2017).	47
397	Exeter Royal Academy for Deaf Education, Topsham Road		24	81	81	59	245	17/1640/03 - 146 homes, a 68 bed care home and 61 assisted living units etc. Care home equates to 38 dwellings (1/1.8x68) under the PPG HELAA Methodology and HDT Rulebook. Total gain of 245 dwellings. 146 homes being delivered by Acorn, with care home and a/l to be delivered by a different developer. Pre-application discussions are underway for revisions to the care home and a/l. Acorn has provided delivery advice for the whole site.	The original permission (ref. 17/1640/FUL) was approved on 28/06/2018). A Section 73 (variation of condition application ref. 19/1436/VOC) was subsequently approved on 20/02/2020. Acorn are only developing the 146 units. The Council states that pre-application discussions are underway for revisions to the care home/ a/l scheme, demonstrating that the permitted scheme for the care home/ a/l units will unlikely be developed. Therefore this element of the scheme (38 dwelling care home equivalent and 61 a/l units) omitted from the supply.	146

398	Land west of Cumberland Way, Hollow Lane	37					37	18/0221/03 - 66 bed care facility, counted as 37 units under the PPG HELAA Methodology and HDT Rulebook (/1.8x66). Was site 43 without planning permission. 'Cumberland Grange'. Completed.	The site has detailed permission (ref. 18/0221/FUL, granted 26/06/2018) and has been completed.	37
399	Former Exwick Middle School, Higher Exwick Hill		43				43	17/1788/01, 19/1712/02 - 43 homes. Completions as advised by the developer.	The site has reserved matters (detailed) consent (ref. 19/1712/RES, granted on 3/6/2020).	43
400b	Land at Clyst Road (Phase 1)		47	57	51		155	20/0849/RES - 155 dwellings. Build rate advised by the developer (Taylor Wimpey).	The site has detailed (reserved matters) approval (ref. 20/0849/RES), granted on 12/05/2021. The site is under construction.	155
401	Former Foxhayes Infant School, Gloucester Road		31				31	17/1789/01, 19/1713/02 - 31 dwellings. Completions as advised by the developer.	The site has detailed (reserved matters) approval (ref. 19.1713/RES) granted on 3/6/2021.	31
402	Alphin House, Mill Lane		5				5	18/1275/03 - COU of former care home (35 bedrooms) to provide 19 homes. 35 bedrooms equates to 14 dwellings under the PPG HELAA Methodology and HDT Rulebook (1/1.8x35), making a net gain of 5 dwellings (35-14). Care home closed and site fenced off.	The site has detailed approval (application ref. 18/1275/FUL), granted on 11/02/2020.	5
404	Land west of Ringswell Avenue	29	31				60	18/0534/03 - Construction of 48 dwellings allowed on appeal. 19/1406/03 - 60 homes, approved by Committee. Completions as advised by the developer.	The site has detailed approval (ref. 19/1406/FUL), granted on 2/09/2020).	60
405	Land between 106 Hamlin Gardens & 65 Carlyon Gardens			21			21	18/0878/03 - Redevelopment of parking facilities to provide an apartment block of 21 units. Build rate advised by the developer.	The site has detailed approval (ref. 18/0878/ECC), granted on 24/02/2020.	21
406	Land off Pulling Road, Pinhoe		22	18			40	19/0962/03 - 40 dwellings etc. Build rate advised by the developer.	The site has detailed approval (ref. 19/0962/FUL), granted on 6/04/2021.	40
407S	Whipton Barton House, Vaughan Road		56				56	19/1621/03 - Demolition of existing buildings (36 dwellings) and construction of 92 apartments. Net gain of 56 homes. Approved subject to S106 which is nearing completion. Build rate advised by the developer.	The site has detailed (reserved matters) approval (ref. 19/1621/RES) which was recently approved on 8/9/2021.	56
409	Aldens Farm East, Land between Chudleigh Road and Dawlish Road		25	50	50	50	175	15/0640/01 - Up to 234 homes etc. 21/0434/RM for 206 homes approved. Redrow. Build rate as advised by the developer.	The site has detailed (reserved matters) approval (ref. 21/0434/RES), granted on 20/08/2021.	175
410	Land to the north east of Newcourt Road, Topsham	4	23				27	20/0437/FUL - 27 homes. Build rate advised by the developer.	The site has detailed approval (ref. 20/0437/FUL, granted on 22/10/2020).	27

1375-2397	(Numerous)	66	121	0	0	0	187		187
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Table 2 - Sites with outline permission for major development/ allocated in the development plan

LPA Assessment											Appellant Assessment	
346a	Land to the north, west & south of the Met Office, Hill Barton (phase 5)		14	84	84	53	235	12/0472/01: Mixed use scheme including up to 750 homes. Phases 1 and 2 completed (16/0574/02 and 17/0440/02 (see 346c)), phase 3 under construction (see 346d) and phase 4 approved in outline with RM application submitted (346e). Phase 5 for 235 homes is at pre-application stage - developer advises that a full application will be submitted by the end of 2021, superseding the original outline. Build rate is as advised by the developer.	A detailed (new full) application for Phase 5 has not yet been submitted. The LPA has not provided any clear evidence to demonstrate that delivery is realistic within the next 5 years.	0		
347e	Hill Barton Farm, Hill Barton Road (phase 4)		12	40	40	40	132	19/1375/OUT - Up to 200 homes. RM application submitted in June 2021 21/1054/RES as evidence to demonstrate delivery. Build rate is as advised by the developer.	The site does not benefit from detailed consent. RM application ref. 21/1054/RES was submitted in July 2021, but has not been determined by the Council. No clear evidence has been provided by the LPA to demonstrate delivery will begin in the next 5 years.	0 *		
356d	Land east of Cumberland Way		12	25	25	18	80	18/1145/OUT - Up to 80 dwellings. Site sold to a developer, subject to contract. First year of completions is based on agent's advice with HELAA lapse rate applied thereafter.	The site does not benefit from detailed consent. No RM has been submitted and no clear evidence has been provided to demonstrate delivery is realistic within the next 5 years.	0		

408	The Old Coal Yard, Exmouth Junction, Mount Pleasant Road			50	50	50	150	19/0650/01 - 400 dwellings and 65 senior living care units (C2, but self-contained dwellings with additional communal facilities provided) etc. Delivery advised by the developer, but modified by the LPA.	The site has outline permission (ref. 19/0650/OUT), but not detailed consent. Variation of condition applications have been submitted (ref. 21/0910/VOC, submitted January 2021 and 21/1111/VOC, submitted in July 2021) and have not yet been determined. These applications would result in the grant of new planning permissions, and therefore indicate that the applicants have no intention of implementing the original permission. Reserved matters applications have not yet been submitted. No evidence has been therefore been provided to demonstrate delivery within 5 years.	0
423	Exmouth Junction Gateway Site, Prince Charles Road			51			51	20/1187/FUL - redevelopment and construction of a part 3, part 5 storey building (BTR) containing 51 residential units etc. Approved subject to completion of S106 Agreement. Build rate advised by the developer.	The site does not have either an outline or detailed consent. Application ref. 20/1187/FUL was referred back to planning committee in October 2021 and has a resolution to grant subject to the completion of the S106 agreement. This has not yet been completed.	0 *
Total		0	38	250	199	161	648			0

Windfall Allowance										
							14			
Overall Total (Tables 1 and 2)							3588			

* These sites may change by the time of inquiry