

**EXMOUTH.  
SHAPING  
OUR FUTURE**

Exmouth  
Neighbourhood Plan  
**REFERENDUM DOCUMENT  
2018–2031**

**PLEASE   
VOTE IN THE  
REFERENDUM**

# THIS IS A COMMUNITY DOCUMENT AND HAS BEEN CREATED BY THE FOLLOWING PEOPLE AND GROUPS:

---

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BRUCE DE SARAM, EXMOUTH LITTLEHAM WARD COUNCILLOR (from May 2016),  
EDDC LEAD COUNCILLOR NEIGHBOURHOOD PLANNING (April 2018)  
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EXMOUTH CIVIC SOCIETY  
EXMOUTH COMMUNITY ASSOCIATION  
EXMOUTH TOWN COUNCIL  
FRIENDS OF EXMOUTH LIBRARY  
LITTLEHAM RESIDENTS ASSOCIATION  
LED LEISURE MANAGEMENT LTD  
MARINE INDUSTRIES (EXMOUTH)  
MARLEY PLANNING GROUP  
NATIONAL TRUST  
SAVE EXMOUTH SEAFRONT  
ST. JOHN'S COURT GROUP (MENTAL HEALTH)  
THE AVENUES RESIDENTS ASSOCIATION (TARA)  
TRANSITION EXMOUTH  
WOODBURY, EXMOUTH & BUDLEIGH COMMUNITY HEALTH AND WELLBEING BOARD (WEB)

## **EXMOUTH RESIDENTS:**

OVER 2,000 RESIDENTS REPLIED TO OUR 'SHAPE THE FUTURE' SURVEY IN AUGUST 2016

WE FURTHER ENGAGED THROUGH DISCUSSIONS, SOCIAL MEDIA AND ENGAGEMENTS WITH THE EXMOUTH COMMUNITY INCLUDING AN 'OCEAN OPEN DAY' ON THE CONSULTATION DOCUMENT ON SEPTEMBER 2017

PRE – SUBMISSION DOCUMENT CONSULTATION 26<sup>TH</sup> FEB – 9<sup>TH</sup> APRIL 2018  
11 STATUTORY AND 32 COMMUNITY RESPONSES

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HELEN BENNETT (Environment and Wildlife)  
IAN CANN (Local History)  
IAN MCQUEEN (Shopping, Trade and Commerce)  
REV. JAMES HUTCHINGS (Christians Together in Exmouth)  
JAN GANNAWAY (Cycling and Environment)  
JILL ELSON (Housing)  
JOHN COLBY (Planning)  
JOHN PETTY (Cycling and Access)  
JOHN THOROGOOD (Trade and Commerce)  
JUDITH ANTHONY (Architecture)  
KEITH BUNGAY (Planning, Rural)  
DR. KEITH EDWARDS (Mental Health)  
MARK WILLIAMSON (EDDC, Neighbourhood Plan 'Champion')  
MATT DICKINS (EDDC Planning)  
NOEL HARROWER (Sustainable Development)  
PAUL BERMAN (Allotments)  
PAUL LOWE (EDDC, Housing)  
PAULINE STOTT (Housing)  
PETER GILPIN (Leisure Management)  
PHIL TWAMLEY (EDDC, Neighbourhood Planning Officer)  
ROB MASDING (Media)  
ROB MURRAY (EDDC, Economic Development)  
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TIM SPURWAY (EDDC, Neighbourhood Plan Officer)

## **THE FOLLOWING HAVE BEEN ENGAGED PROFESSIONALLY:**

MARTIN PARKES OF DEVON COMMUNITIES TOGETHER (Questionnaire and Survey, Consultation Statement)  
DOR-2-DOR DISTRIBUTION (Questionnaire and Survey Delivery)  
LOOP CENTRAL (Social Media)  
OUTPOST PICTURES (Videos and Still Photography)  
TIM MANN (Graphic Design)  
SITUS JO WIDDECOMBE (Basic Conditions Statement)

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# FOREWORD

Exmouth is a town with interesting history and a bright future. In the lifetime of most residents it has changed significantly: doubling in population, in-filling spaces with housing and spreading the built-up area as far as its geography allows. Important elements of the local economy, such as the Docks, Clark's shoe-factory and Rolle College, have diminished or gone. Its role as a holiday resort is changing and uncertain. Its demography is good but now in danger of losing its healthy balance. The town's infrastructure of roads, shopping areas and public facilities has not kept pace with the increase in housing.

These changes are challenging but can be met successfully because of the outstanding environment within and surrounding the town and because of its spirit and character. It is a great place to live and work in, but it can become better. The challenge is to make the necessary changes without spoiling the quality of life of Exmouth's residents.

The Exmouth Neighbourhood Plan is an opportunity to influence the development of the town in the way Exmouth people want. It is a new and important part of the planning process, helping to shape Exmouth's future by being a statutory document that has to be used when planning applications are assessed, alongside the East Devon District Council's Local Plan (EDLP). This is a crucial difference from previous planning procedures. It is the first time that a community-led plan (the Neighbourhood Plan) has this significant role and statutory status.

The Plan has been designed over the past three years, through consultation and discussion, with a view to ensuring that new developments are

appropriate and beneficial to residents, businesses and visitors. Production of the Plan has been overseen by an informed and hard-working Neighbourhood Plan Steering Group comprising local residents, including representatives of community organisations, businesses, churches and a councillor from each of the town's five wards. They ensured that there were ample opportunities for valuable contributions from others with special interests and understandings of Exmouth, be it in relation to the natural and built environments, economy and employment, housing, getting about the town or community facilities. Details of the process of producing the Plan are in this document and available in more detail at [www.exmouthneighbourhoodplan.uk](http://www.exmouthneighbourhoodplan.uk)

Steps were then taken to submit the Plan to East Devon District Council who:

- put the Plan out to a six-week consultation
- appointed an independent examiner to review whether the Plan should proceed to Referendum
- will decide whether the Plan can proceed to Referendum
- and will arrange a Referendum on the adoption of the Plan

If the majority of those voting support the Plan it will become part of the East Devon Planning Framework, have statutory weight and bring extra finance for achievement of the vision for Exmouth, which residents have and wish to see implemented.

**Roy Pryke**  
Chairman of Exmouth Neighbourhood  
Plan Steering Group

---

Exmouth aims to be a friendly, welcoming, safe, clean and vibrant town, protecting its environment and building on its traditional seaside heritage with an aspiration to be forward thinking – a great place for all, young and old, to live, work and visit.

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*EXMOUTH NEIGHBOURHOOD PLAN REFERENDUM DOCUMENT*

# INTRODUCTION



# THE EXMOUTH NEIGHBOURHOOD PLAN AREA



FIG 1.

## **WHAT IS EXMOUTH'S NEIGHBOURHOOD PLAN?**

1. The Exmouth Neighbourhood Plan (the Plan) is a new type of planning document and a new opportunity for the people of Exmouth. In 2011 the government introduced into law a different approach to the planning process in line with their declared policy of 'localism'. It enables and encourages local communities to have more involvement and say over what happens in their area by drawing up the Plan. This opportunity is being pursued by many communities throughout the country and particularly in East Devon.
2. The Exmouth Neighbourhood Plan Area was designated on June 30<sup>th</sup> 2015 by EDDC (FIG 1) this is also the existing Exmouth Town boundary. In FIG 1 the Exmouth town Built Up Area Boundary (BUAB) is also marked showing that this extends beyond the Town boundary and into the neighbouring parish of Lympstone. All information within this Plan only applies to the Exmouth Neighbourhood Plan Area.
3. The Plan will provide the community's vision for the future, from 2018 to 2031. It will set out clear planning policies to realise the vision and, when made, will sit alongside the EDLP (2016 – 2031)<sup>1</sup>, carrying equal legal weight. As required by the Localism Act, it accords with higher level planning policies. The Plan is primarily concerned with land use and the policies of the Plan will inform planning applications coming forward. In response to views from residents, community actions have been identified which set out aspirations, projects and support for work that will enhance the town in many ways.
4. The Plan has its roots in years of discussion here about town planning and the notion of creating a community plan for Exmouth. In 2015 the Town Council agreed with the Exmouth Community Organisations Liaison Panel (COLP)<sup>2</sup> that the new neighbourhood planning legislation, which had been applied mainly to benefit smaller communities, should be used to benefit Devon's largest town.

## **HOW HAS THE PLAN BEEN DRAFTED?**

5. Extensive consultation over the past three years with the people of Exmouth and others with a valid interest, together with sound research, has led to the production of this evidence-based Plan which is now the subject of further public consultation, as required by national guidelines, to check that it reflects appropriately the views and aspirations presented by Exmouth residents and relevant stakeholders and also meets the requirements of statutory bodies.
6. The Steering Group for the Neighbourhood Plan was formed in October 2015<sup>3</sup> comprising:
  - Representatives from Exmouth Community Association, Exmouth Civic Society, Transition Exmouth, Christians Together in Exmouth (CTE) and Exmouth Chamber of Commerce
  - One Councillor from each of Exmouth's five Wards (FIG 2)
  - A retired planner, the Town Clerk, the Project Administrator and EDDC's Lead Councillor for Neighbourhood Planning.
7. Given the size and complexity of Exmouth and the wish to work closely with the community, the consultation process began with an open meeting at the Town Hall in April 2016<sup>4</sup>, followed by discussions throughout the town in ten locations during May and June. A first picture emerged of the strengths and weaknesses of Exmouth as seen by residents and business people.
8. In May/June 2016 well over 2000 individuals (6% of Exmouth's population) completed the Exmouth Neighbourhood Plan Questionnaire (2016)<sup>5</sup> which had been hand delivered to every household and business in the town and led to the 'Shape the Future' Report<sup>6</sup>. According to Devon Communities Together, the independent body appointed to analyse the responses, this gave an acceptable level of representation from across residential areas and presented a reflection of the views of the people in the town.
9. Community engagement was then strengthened through discussions with stakeholder groups and the contributions of expert witnesses. Throughout, regular reports were made to the Community Organisations Liaison Panel (COLP), Exmouth Town Council, the Chamber of Commerce and any groups or organisations which sought further information. Newsletters have been published, social media and public events have been used as an opportunity to inform the wider public and answer their questions (as detailed in the Consultation Statement).

## **CONFORMING TO NATIONAL AND LOCAL POLICY**

10. The National Planning Policy Framework (NPPF)<sup>7</sup> sets out the Government's planning policy to which all plans and proposals for development should comply, with additional guidance provided by the National Planning Practice Guidance (NPPG)<sup>8</sup>.
11. The NPPF and NPPG state that plans should "...support the strategic development needs set out in Local Plans, including policies for housing and economic development..." and "...plan positively to support local development, shaping and directing development in their area that is outside the strategic elements of the Local Plan."
12. Like all neighbourhood plans, the Exmouth Neighbourhood Plan has to be in conformity with the strategic policies in the statutory Local Plan for its area. For Exmouth this is the adopted EDLP 2013 – 2031 prepared by East Devon District Council (EDDC) which sets out policies and proposals for future development of the whole district for the next thirteen years. Chapter 10 of the Local Plan sets out a vision for Exmouth of "Housing provision, including affordable housing, to serve the town and an employment led regeneration agenda. We will seek to reduce out commuting through

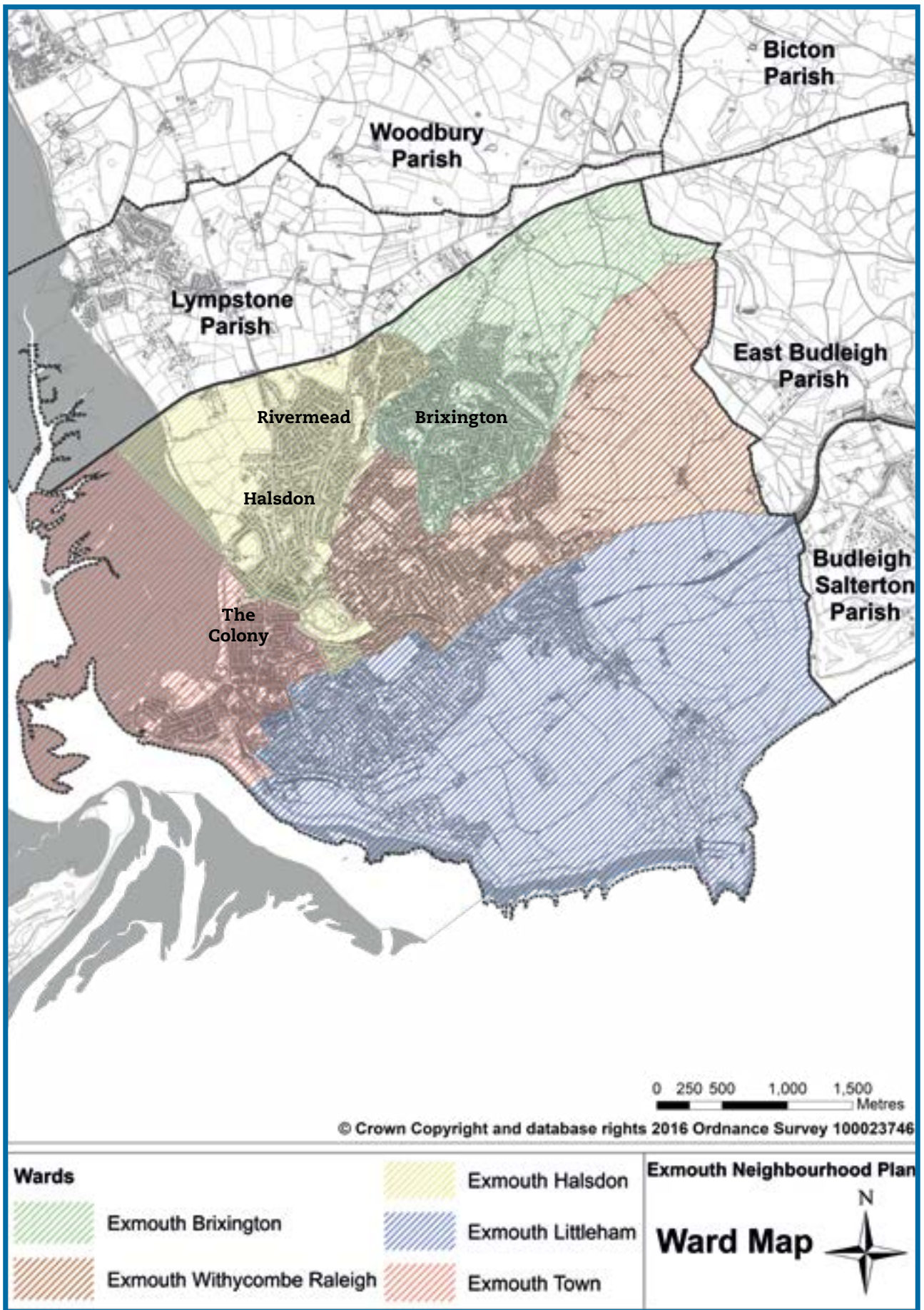


FIG 2.

indigenous employment growth and tourism related development. A focus will be on town centre enhancement, increased accessibility, improved retail provision and community facilities. We will plan for the completion of Dinan Way and to improve public transport links to Exeter”. Strategy 22 of the Local Plan relates specifically to future development at Exmouth. The Neighbourhood Plan reflects this and the other Local Plan policies. The NPPF goes on to say that “The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area”.

13. Neighbourhood plans should reflect these Local Plan policies and plan positively to support them, while not promoting less development than set out in the Local Plan or undermining its strategic policies. The Exmouth Neighbourhood Plan adds more local detail and policies are related to the local context which would not be appropriate for inclusion in the district-wide plan. The Exmouth Town Centre and Seafront masterplan by LDA Design, 2011, is referenced in the East Devon Local Plan. It was produced to guide regeneration of the town centre and waterfront and reflected partnership working by the County, District and Town Councils. Regeneration work has begun, and the Neighbourhood Plan will take forward the broad aims of the Masterplan for ongoing regeneration (FIG 3).

## **SUSTAINABILITY**

14. The NPPF includes, at its heart, a “presumption in favour of sustainable development”. The Neighbourhood Plan has been developed to ensure that the Plan has a positive or neutral impact on the social, environmental and economic character of the Town. Sustainability assessment<sup>9</sup> has been an ongoing process in the production of the Neighbourhood Plan to identify impacts and amendments to policies to lessen any potential negative impacts which could arise as a result of the plans policies and proposals.

## **VISION**

15. Following the Shape the Future Survey and analysis the vision statement for Exmouth was established:

*Exmouth aims to be a friendly, welcoming, safe, clean and vibrant town, protecting its environment and building on its traditional seaside heritage with an aspiration to be forward thinking – a great place for all, young and old, to live, work and visit.*

## **POLICY AREAS IDENTIFIED**

16. By early in 2017 six themes were identified as the most important to the people of Exmouth:
  - **Natural Environment**
  - **Built Environment**
  - **Economy and Employment**
  - **Housing**
  - **Getting About**
  - **Community Facilities**
17. Each of the six themes is addressed in separate chapters in this Plan with reflections on the views and concerns presented to the Steering Group between April 2016 and July 2017. The community engagement and consultation processes were intensified through social media during August and September 2017, culminating in a major public consultation event on 19 September 2017<sup>10</sup>. This was attended by just under 400 people and resulted in almost 2,000 written comments which have been considered and, where appropriate, included in the Plan. Where appropriate, draft objectives, policies and community actions were proposed. Maps and illustrations helped to explain the sections and policies.



FIG 3.

**— The 'Masterplan' Area**

- |                                |                               |
|--------------------------------|-------------------------------|
| 1. Train Station and Bus depot | 15. Elizabeth Hall            |
| 2. Leisure Centre              | 16. Exmouth Pavilion          |
| 3. Exmouth Rugby Club          | 17. Cricket Club              |
| 4. Imperial Recreation Ground  | 18. The Maer                  |
| 5. Camperdown Depot            | 19. Lifeboat Station          |
|                                | 20. Orcombe Point             |
| 6. The Parade                  | 21. The Royal Avenue Car Park |
| 7. The Strand                  | 22. Imperial Road Car Park    |
| 8. Magnolia Centre             | 23. Camperdown Car Park       |
| 9. Library                     | 24. London Hotel Car Park     |
| 10. Manor Gardens              | 25. Queen's Drive Car Park    |
| 11. The Harbour/Marina         | 26. Foxholes Car Park         |
| 12. Pierhead                   | 27. Maer Road Car Park        |
| 13. Mamhead Slip               |                               |
| 14. The Imperial Hotel         |                               |

18. In this Submission Document, each chapter has at least one objective. Under each theme there are policies. Each policy is identified by the first letters of the theme followed by a number e.g. Getting About GA3. The policies are represented in theme-coloured boxes. It is these policies against which planning applications will be assessed.
19. The Plan includes Community Actions. This section aims to list projects and aspirations, some of which relate to delivering the Plan's policies. This list of community actions will change over time as projects are completed and as priorities change. These are activities that require action, support and or delivery by organisations which are identified in each Community Action. Those responsible for the implementation of the Community Actions include statutory bodies, community groups, public bodies and landowners. Exmouth Town Council is the key implementation partner and is identified in all Community Actions. Each Community Action is identified by the coded theme title with a capital A, followed by a number e.g. Economy & Employment Community Action 5 is EEA5.
20. This Plan, the Submission Document (August 2018)<sup>11</sup> and the Consultation Document (September 2017)<sup>12</sup>, the Pre-Submission Document (February 2018)<sup>13</sup>, the Pre-Submission Response Document (July 2018)<sup>14</sup> and other supporting documents are available at: [exmouthneighbourhoodplan.uk](http://exmouthneighbourhoodplan.uk)
21. After the Plan was submitted to East Devon District Council, who published and made it open to public comment for six weeks, an independent examiner was appointed.
22. The examiner assessed the Plan and advised on necessary modifications. It was then processed through EDDC to make arrangements for the Referendum.
23. Subject to a majority in favour amongst those voting in the referendum, the 'made' Plan will be adopted and implementation of its policies and action points will begin.
24. Once the Exmouth Neighbourhood Plan is made, Exmouth Town Council (ETC) will implement, monitor, review and update the Plan.

## **COMMUNITY INFRASTRUCTURE LEVY (CIL)**

25. CIL is the mechanism for collecting contributions from developers towards the provision of infrastructure required to support the growth development created within an Area, in this case the Exmouth Neighbourhood Plan Area. Town Councils must make arrangements for the proper administration and reporting of CIL (see Reg 62A of the CIL Regs) and this should be reported no later than 31 December following the reporting year. EDDC have a two-year phased payment policy which is likely to affect CIL project selection.
26. Councils with a made Neighbourhood Plan receive 25% of CIL money from development within the Neighbourhood Plan defined area. Locality, recognised as the national networking agency for the Ministry of Housing, Communities and Local Government (NHCLG) stated in 2017 that "The Neighbourhood portion of CIL can be used for a wider range of planning issues than infrastructure as long as they are concerned with addressing the demands a development places on an area." In the Exmouth Neighbourhood Plan there are five Strategic Infrastructure Projects that have been identified. These and the other projects identified in the community actions, can be part funded or funded by utilising CIL revenues. These projects endorse Locality's wider range criteria set out in the Community Infrastructure Levy: Neighbourhood Planning Toolkit (2017)<sup>15</sup>.

## **WHAT HAPPENS NEXT?**

21. After the Plan was submitted to East Devon District Council, who published and made it open to public comment for six weeks, an independent examiner was appointed.
22. The examiner assessed the Plan and advised on necessary modifications. It was then processed through EDDC to make arrangements for the Referendum.



## Five Strategic infrastructure projects:

**ACTION NEA4:** For extension and enhancement of the Valley Parks, and for public movement to and within them to be an ETC strategic infrastructure priority project.

**Responsibility:** ETC

**Wards benefiting:** All

**ACTION GA12:** For the improvement of the cycle and footway network across the Exmouth Neighbourhood Plan Area to be an ETC strategic infrastructure priority project.

**Responsibility:** ETC, EDDC, DCC, Sustrans

**Wards Benefiting:** All

**ACTION CFA2:** The Neighbourhood Plan supports a new library and museum complex, and for this to be an ETC strategic infrastructure priority project.

**Responsibility:** DCC, EDDC, ETC

**Wards benefiting:** All

**ACTION CFA5:** For the delivery of improved and additional sports and leisure facilities to increase the health and well-being opportunities for the full range of residents in Exmouth to be an ETC strategic infrastructure priority project.

**Responsibility:** DCC, EDDC, ETC

**Wards benefiting:** All

**ACTION CFA6:** For:

- an arts and crafts facility
- interpretation centre
- and a community hall

to be ETC strategic infrastructure priority projects

**Responsibility:** ETC, EDDC, DCC

**Wards benefiting:** All

## Community Actions:

27. The Exmouth Neighbourhood Plan also includes Community Actions. These are not policies but are projects to deliver or aspirations that require action from members of the local community including ETC, landowners, community groups and statutory bodies to achieve their objectives. These Community Actions are an integral part of the development strategy for Exmouth and are likely to be significant in contributing to the needs and wishes of the local community. Below are two examples of a community aspiration and a community project:

Aspiration:

**ACTION HA3:** To ensure an appropriate level of affordable housing is provided within Exmouth, regular research to establish the housing tenure needs of residents within the town will be undertaken by relevant organisations.

**Responsibility:** EDDC, ETC,

**Wards benefiting:** All

Project:

**ACTION NEA1:** For the Exmouth Town Council (ETC) to identify open spaces within the parish of high community value with a view to designating them as Local Green Space in the next update of the Neighbourhood Plan.

**Responsibility:** ETC

**Wards benefiting:** All

## **LEGEND**

Throughout this document Policies, Actions and Objectives are shaded as below:

### **Policy**

Draft Policy proposals are numbered chapter by chapter in green

### **Actions**

Community Actions are numbered chapter by chapter in red

### **Objectives**

Objectives are unnumbered and are in yellow

1. 2. 3... References and reference documents are numerically coded and may be found at the end of this document under the title **REFERENCES**







*CHAPTER No.1*

# THE NATURAL ENVIRONMENT



1. That the public response to initial consultation on the Plan placed the protection of Exmouth's environment as the top priority is not surprising. The community particularly values the quality of the estuary, coastline and the two miles of beach that provide such an important asset on which the town's tourism, leisure and maritime industries are based. The town's outstanding environment, together with the special wildlife it contains, is of both local and national value with some elements recognised as being of European and world-wide importance (FIG 4 opposite & FIG 5 overleaf).

**Objective: To protect, conserve and enhance the natural environmental qualities of the Exe Estuary, Exmouth beach, sea water quality, the "Jurassic Coast" World Heritage Site and the special landscape and wildlife assets of the East Devon Area of Outstanding Natural Beauty (AONB) (FIG 4 opposite & FIG 5 overleaf).**

2. The **Exe Estuary's** value as an important feeding and breeding ground for birds warrants its designation as a Ramsar site in recognition of its value world-wide. Its designation as a Special Protection Area and a Site of Special Scientific Interest (SSSI) in turn recognises its value to the whole nation. The Neighbourhood plan acknowledges the objectives of the EU Bathing Water Quality Directive (2106/7)<sup>16</sup>. The Exe Estuary has a Moderate Ecological Status because the water body fails with regard to dissolved inorganic nitrogen and due to the heavily modified nature of parts of the estuary. New development must not cause deterioration from the present status and opportunities to achieve a good status will be supported by the Neighbourhood Plan. In addition, the area nearest the town, locally known as the "Duck Pond", is designated as a Local Nature Reserve. The section of land north of the station to Mudbank has been neglected and should be improved as a natural parkland area for gentle enjoyment.

3. On the eastern fringes of the town at Orcombe lies the western boundary of the **Jurassic Coast**, extending from Exmouth to Studland in Dorset and relating a geological story spanning 185 million years. Its designation as a World Heritage Site recognises its worldwide importance in natural history terms.

4. Orcombe and the Maer also mark the western edge of the East Devon Area of Outstanding Natural Beauty, a designation that recognises the protection of its special landscape as being of national importance, equal to the landscapes of our national parks. The area includes the heathland of the East Devon Commons which provides a much-valued backdrop to the town. The Commons, including Woodbury Common, form part of the East Devon Pebblebed Heaths, valued for their geological interest and wildlife, especially local populations of Nightjar and Dartford Warblers. This area enjoys the protection of its designation as a Special Protection Area (SPA), SSSI and Special Area of Conservation (SAC).

5. The EDLP contains policies aimed at protecting Exmouth's special environmental setting and values, all of which are strongly endorsed. Particularly important are the mitigation measures imposed by the Habitat Regulations, whereby an element of the EDDC Community Infrastructure Levy (CIL) 123 list<sup>17</sup> can be used to mitigate potential environmental damage resulting from new developments. Mitigation measures can include the provision of Suitable Alternative Natural Green Space (SANGS) – referred to in the section on Valley Parks.

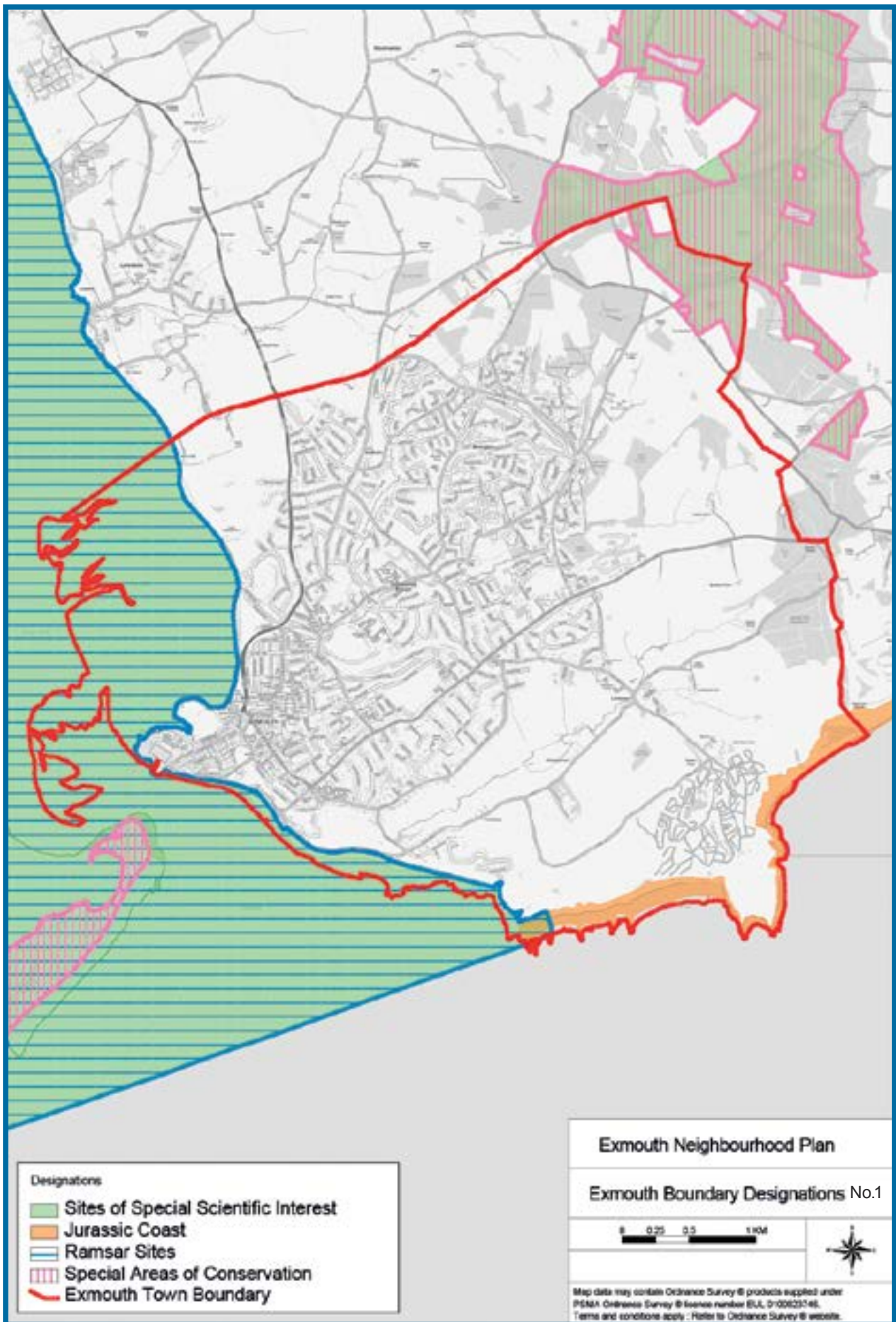


FIG 4.

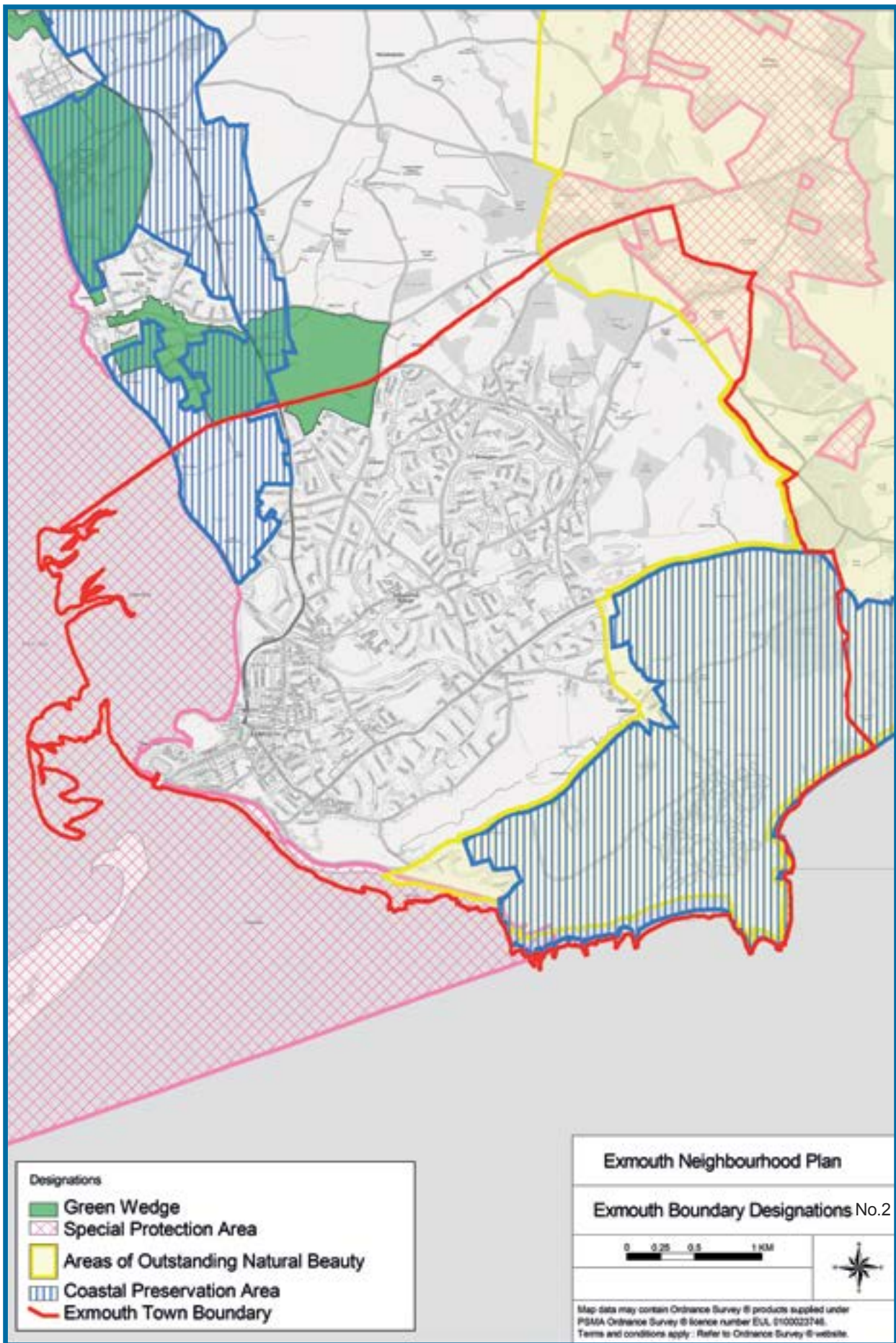


FIG 5.



6. The approved Local Plan also defines a “Built-Up Area Boundary” (BUAB) for the town. Its purpose is two-fold: on the one hand to cater for and contain the town’s future planned development needs and, on the other, to protect the open countryside. Within the BUAB, development consistent with Strategy 22 and other policies of the Local Plan will be permitted. In turn there is a presumption against development in open countryside outside the defined boundary (EDLP Strategy 7). This is particularly relevant to Exmouth given the very special environment surrounding the town.
7. To achieve its objectives the community needs to work with the relevant landowners. Where a local community

prepares a Neighbourhood Plan it may specifically allocate sites for development outside the defined BUAB. However the amount of housing development in Exmouth without the provision of adequate infrastructure, argues against any such allocations. Small adjustments to the BUAB where there could be benefits for the community, specifically in relation to the proposed Valley Park in the Littleham to Maer Valley, have been considered. While the possibility of exception sites may emerge as the Valley Park proposal is pursued, at this stage there is insufficient evidence to justify the amendment to the BUAB. The Neighbourhood Plan will therefore not be allocating sites for housing outside the BUAB.



*The Small Copper Butterfly: a resident species in parts of Exmouth*

## GREEN WEDGES

8. The approved Local Plan has emphasized the importance of maintaining the wedge of open countryside between Exmouth and Lympstone (FIG 6). An area has been delineated on the Plan accordingly. Part of it is also included as a Coastal Preservation Area which itself extends between the BUAB and the estuary to include Lower Halsdon Farm, owned by the National Trust. The conservation of the whole area as open countryside has been strongly endorsed in the initial consultation on the Neighbourhood Plan. Consultation with the National Trust confirms their intention to improve nature conservation management on Lower Halsdon Farm and to provide visitor facilities at the farm for users of the Exe Estuary Trail.
9. Public response from the ward consultations<sup>18</sup> has also identified the following areas for similar designation “Green Wedges”:
  - **The Maer**
  - **The Marley Area north of Goodmores**
  - **The Littleham to Maer Valley**
  - **Lower Halsdon Farm and Courtlands.**

However, “Green Wedges” are specifically defined in the Local Plan to avoid the coalescence of different settlements. It is difficult to apply such definition to the above four areas. The Littleham to Maer Valley suggestion is therefore covered below in the section on Valley Parks. The Maer is already defined as “Land of Local Amenity Value” which rules out development unless there is a clear community need. The Halsdon/ Courtlands area is already covered by the strong Coastal Preservation Policy. The Marley Area north-east of Goodmore’s Farm does not meet coalescence criteria as a Green Wedge between Exmouth and Lympstone. Until 2015 it was designated as an Area of Great Landscape Value, a designation which was deleted nationally with no replacement subsequently adopted. This nevertheless

underlines the value of this land to Exmouth’s natural environment. In addition, it forms a wildlife habitat and a green wildlife corridor linking the SSSI Pebblebed Heaths of Woodbury Commons through the Bapton Valley Park feeding down towards Phear Park and linking with other important wildlife corridors. Furthermore, much of this land lies within the 800 metres ‘buffer zone’ between the Pebblebed Heath and Exmouth’s BUAB. Perhaps most importantly, this area is home to Britain’s rarest mammal, the Barbastelle Bat of which fewer than 5,000 are known to exist<sup>18a</sup>. Its presence is testament to not only the habitat of open grazed pasture supportive of the insect and moth population on which it feeds, but also to the presence of ancient deciduous wooded areas in which they roost, can have nursery colonies and hibernate. The Bat is very susceptible to disturbance, loss of habitat and light pollution.



*The very rare Barbastelle Bat (photograph courtesy of The Bat Conservation Society © Hugh Clark)*

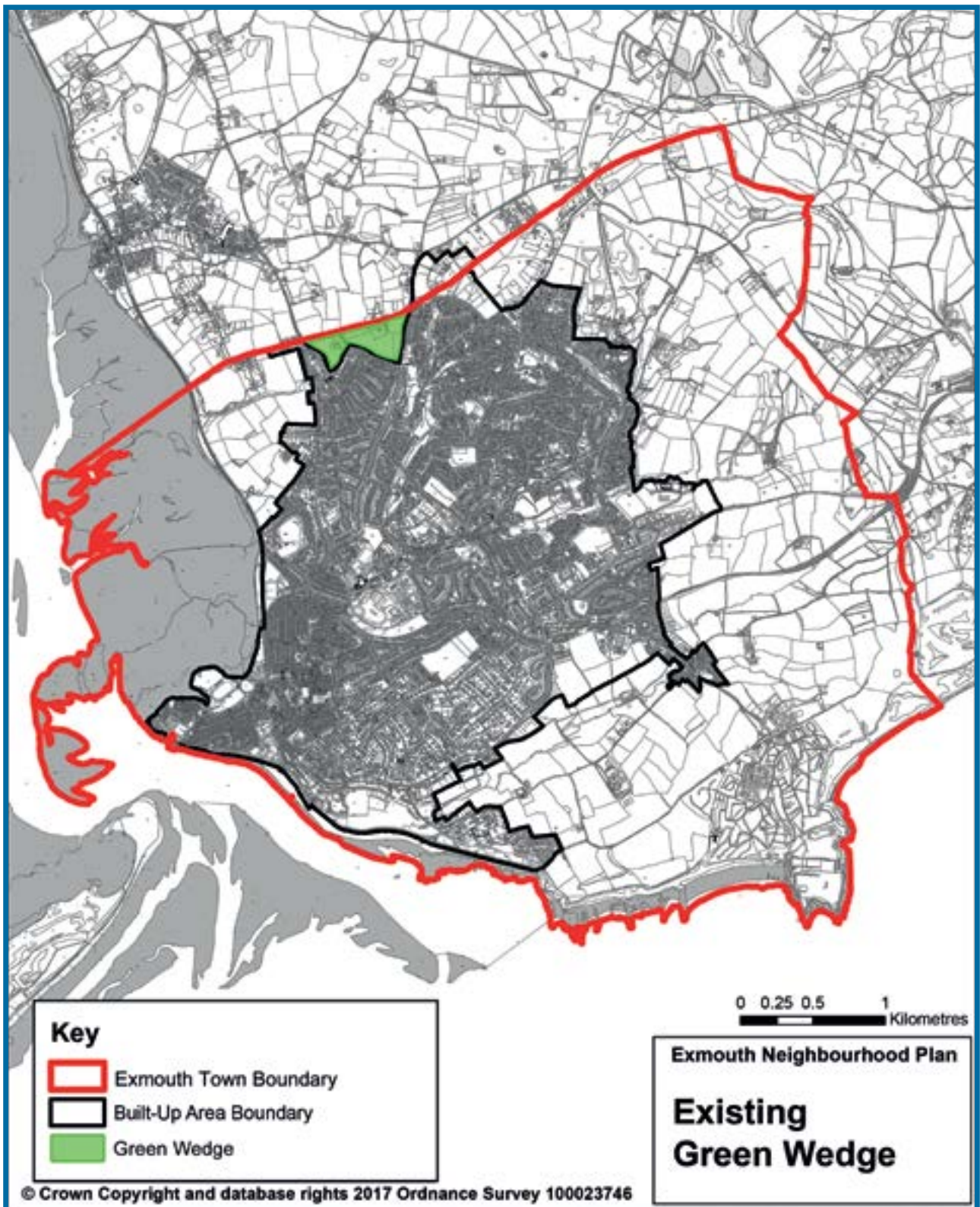


FIG 6.

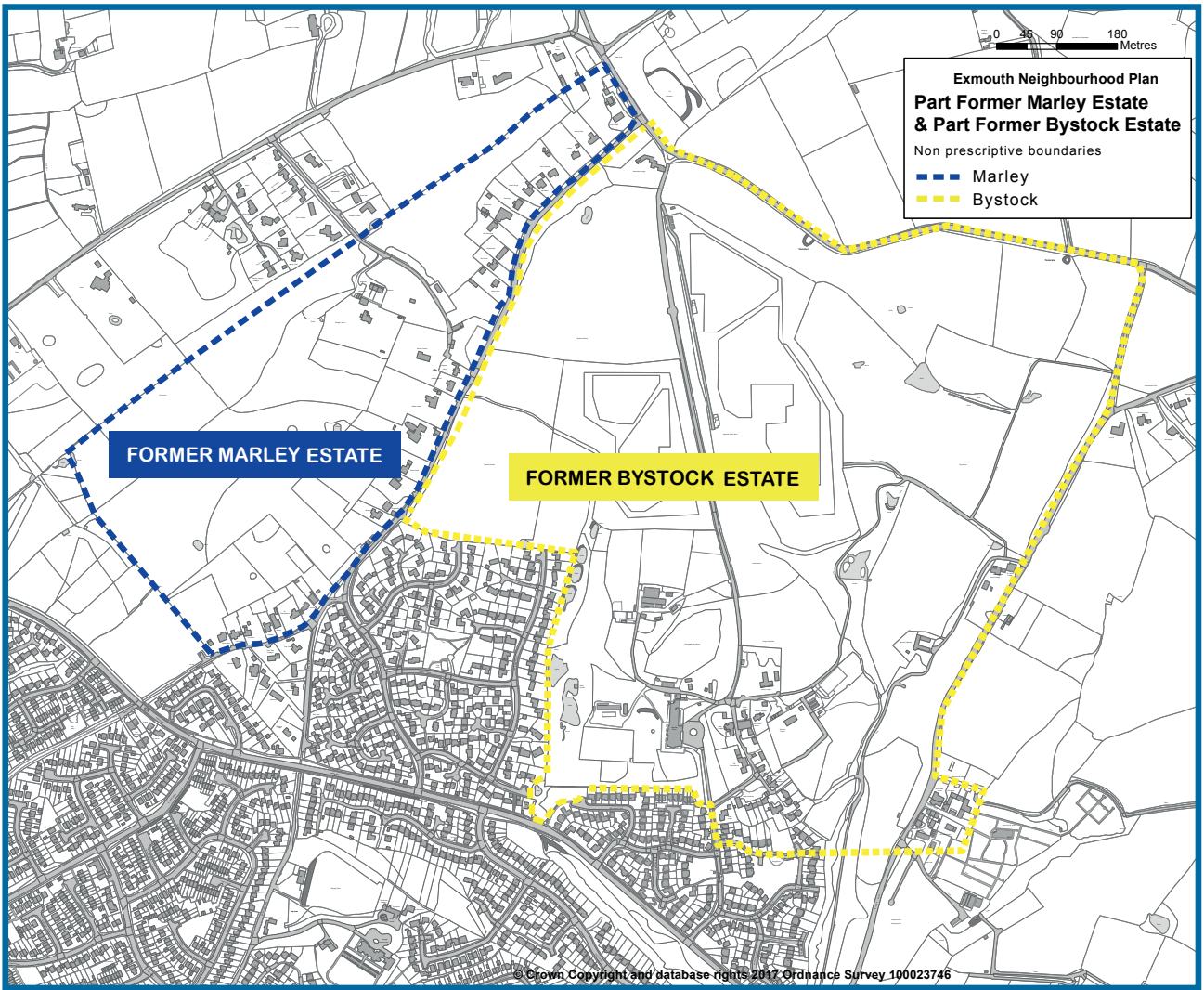


FIG 7.

**Policy EN1: Proposals for development within the Built-up Area Boundary (BUAB) will generally be supported. Proposals for development in areas outside the BUAB will only be permitted where they are in accordance with specific policy within the Exmouth Neighbourhood Plan or, where absent, policy or site specific allocations contained in the EDLP 2013-31.**

**Development will only be permitted where it would not harm the distinctive landscape, amenity and environmental qualities within which it is located, including:**

- 1. Land form and patterns of settlement.**
- 2. Important natural and manmade features which contribute to the local landscape character, including topography, traditional field boundaries, areas of importance for nature conservation and rural buildings.**
- 3. The adverse disruption of a public view which forms part of the distinctive character of the area or otherwise causes significant visual intrusion. The following sites have been identified as locally important and distinctive areas outside the BUAB where only minor proposals, associated with existing residential or business premises, are likely to be supported.**
  - i) Marley Area north of Goodmores (FIG 7)**
  - ii) Bystock House Estate (FIG 7).**

10. The Neighbourhood Plan has highlighted these areas in a policy, as evidenced in the community consultation process. There is proportionate, robust community evidence behind these choices. The community is clearly indicating that these areas are the last they want to see development on. The other areas outside the BUAB will be protected in the EDLP.

## **GREEN SPACES AND TREES**

11. The importance of maintaining existing open green spaces and trees within the BUAB has been emphasized in initial consultations. The extent to which open spaces and trees have been retained varies greatly across the town (FIG 8), often related to the age and density of the different areas of development. History also plays an important part, with the town benefiting from the decisions of our forefathers not only to establish town parks, such as Phear Park, Manor Gardens, Plantation and Madeira Walks, but also to plant and replace the trees within them. In some areas, such as The Avenues, low density development together with generous curtilages and the retention of mature trees are in sharp contrast to other relatively treeless parts of the town, such as the higher density developments of the Colony. More recent developments to the north and east of the town also vary greatly in terms of tree cover, whether it be through new planting or retention of mature trees. The retention of woodland and mature specimen trees either side of Dinan Way, near the St John's Road junction, has been particularly successful.
12. The retention and conservation of trees and green spaces can be achieved where considered appropriate through planning control, including the issue of Tree Preservation Orders. Exmouth Civic Society (ECS) carried out a Tree Survey<sup>19</sup> of the town in 1996 with a view to identifying trees worthy of protection. An update of this survey would serve to influence the design and layout of future planned development, the conservation of existing trees and woodland as well as identifying the need and opportunities for new planting. The proposed photographic survey of all trees by EDDC will aid this.
13. The Local Plan identifies "Historic Parks and Gardens" without applying specific planning policies towards them. The grounds of A La Ronde and Point in View have been so identified. The suggestion has been made that the grounds of Bystock House are worthy of conservation in terms of both their environmental and historic value.

**Objective: To retain, conserve and, as appropriate, replace woodlands and trees within existing and proposed developments and to retain existing green spaces within the BUAB.**

**ACTION NEA1: For the Exmouth Town Council (ETC) to identify open spaces within the parish of high community value with a view to designating them as Local Green Space in the next update of the Neighbourhood Plan.**

**Responsibility: ETC**

**Wards benefiting: All**

**ACTION NEA2: For Exmouth Town council to work with Historic England to establish the designation of the grounds of Bystock House as an "Historic Garden"**

**Responsibility: ETC, EDDC, Historic England (HE)**

**Wards benefiting: All**

**Action NEA3: The Neighbourhood Plan supports the work of EDDC Countryside Team and Tree Preservation Order officers in keeping the Tree survey and TPO's up to date in Exmouth.**

**Responsibility: EDDC, ETC**

**Wards benefiting: All**

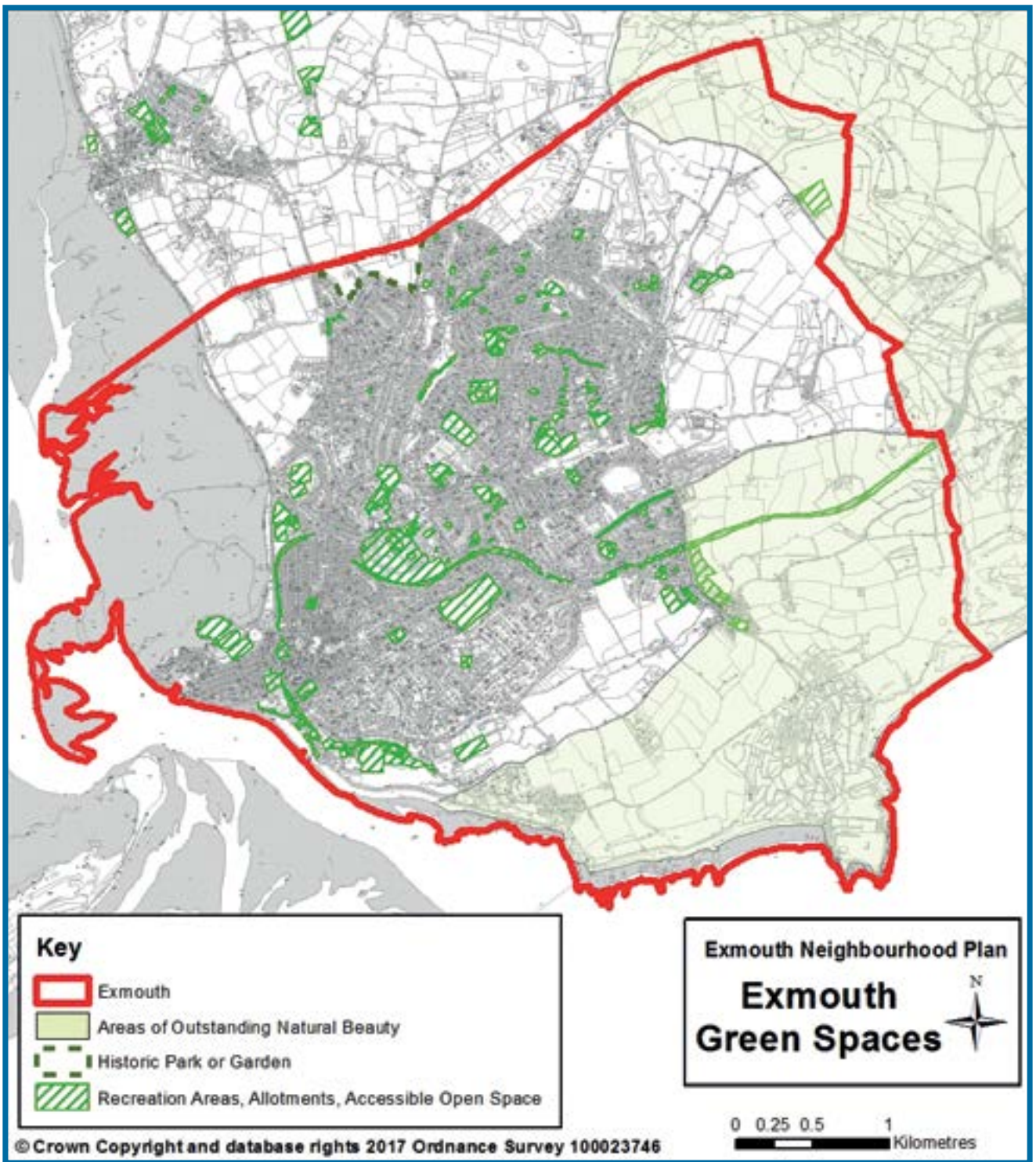


FIG 8.

## EXMOUTH'S VALLEY PARKS

14. The Local Plan defined and in turn underlined the importance of Exmouth's Valley Parks (FIG 9 & 10), currently occupying much of the valleys of Bapton Brook and Withycombe Brook, and including the detached portion of the Withycombe Valley Park which was formerly used as a refuse tip. This 10-acre site now has 600 trees and is known as Millennium Wood. The intent is to conserve and, where necessary, decontaminate these "green corridors" for people to enjoy, both walking and cycling, as well as havens for wildlife.

15. As well as fully endorsing these Local Plan policies and proposals, initial public response has suggested that the Littleham/Maer Valley should also be recognised as an important open area to be maintained and managed for agricultural use and improved public access, as well as a haven for wildlife. Of the two existing farms, the Maer Farm buildings are now redundant. Their redevelopment could be beneficial, without contravening the objectives of the Neighbourhood Plan.

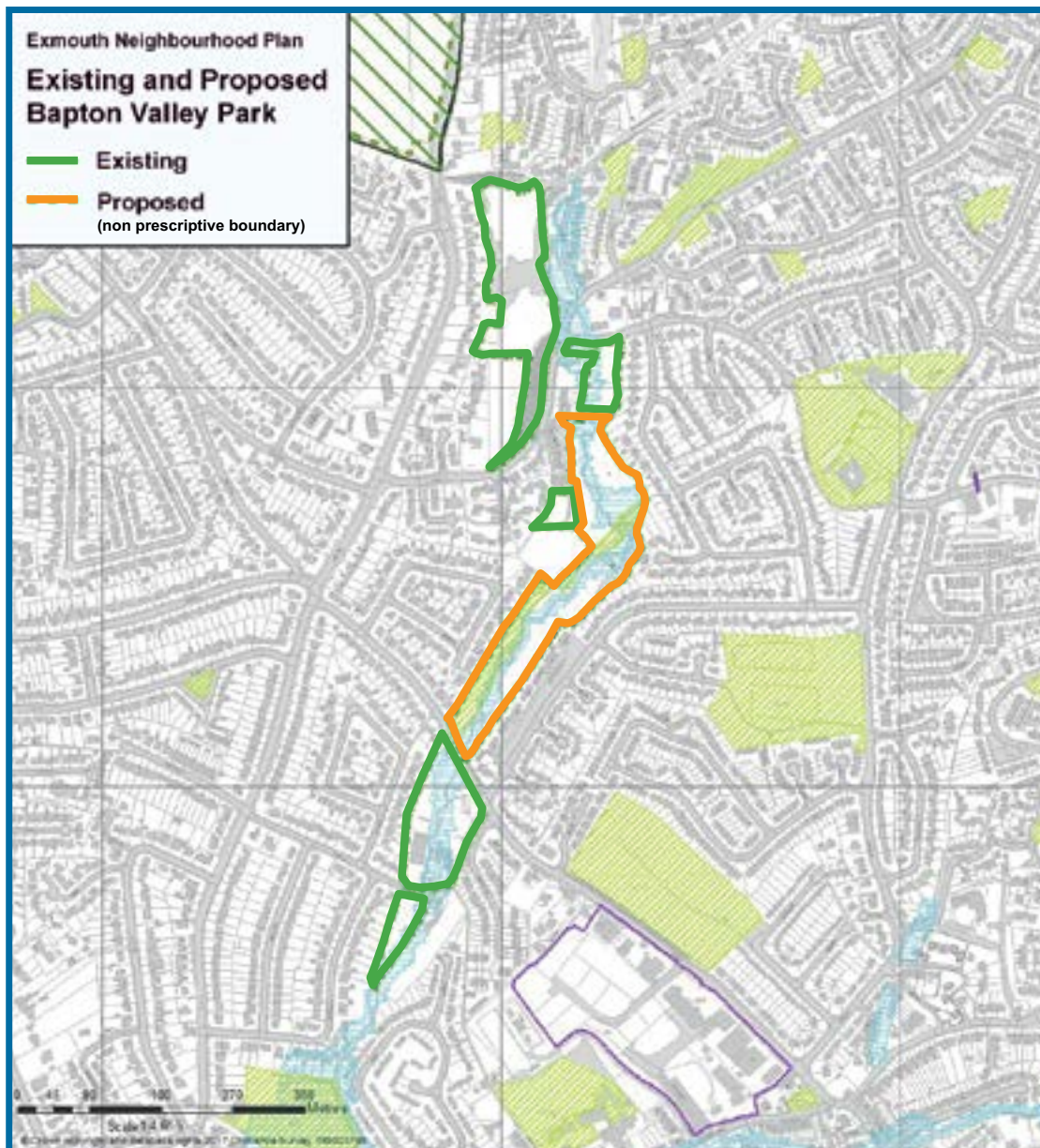


FIG 9.



16. This valley provides a much-valued green space. The Valley Park would be located outside Exmouth's BUAB to the south of the town. At its northern end lies Littleham village and Plumb Park now being developed to provide some 350 houses. The formation of a new Valley Park in the Maer/Littleham Valley (FIG 11 overleaf) is an objective and aspiration of the community of Exmouth. Immediately south-west of the proposed Valley Park, within the BUAB, are the Maer Road car park, cricket ground, the Maer, tennis courts and play area, which offer potential for a green corridor extending to the seafront. The Town Council will investigate the scope for designating an Area of Local Green Space here (excluding the car park) to protect the much valued areas. Future designations would make in this area a contiguous series of footpaths and cycleways with countryside vistas and tranquillity available to the public. It would also continue to ensure a wildlife corridor through agriculture pastures from

the estuary to the pebbled heaths of East Devon Commons. Definition and management of this valley as a Valley Park would ensure its retention as a green corridor with potential for a public access link from the Littleham/Plumb Park area to the seafront, in the process providing an extension of Exmouth's green corridor network, of value both to wildlife and for public enjoyment. Achievement of this will require collaboration with the landowner.

**Objective: The area of Littleham Brook is outside the BUAB and is therefore protected from future development within the Local Plan.**

**However, this area has the potential to function as a new Valley Park with multiple benefits. Therefore, the protection of this area, with a view to future designation as a new Valley Park, will be supported.**

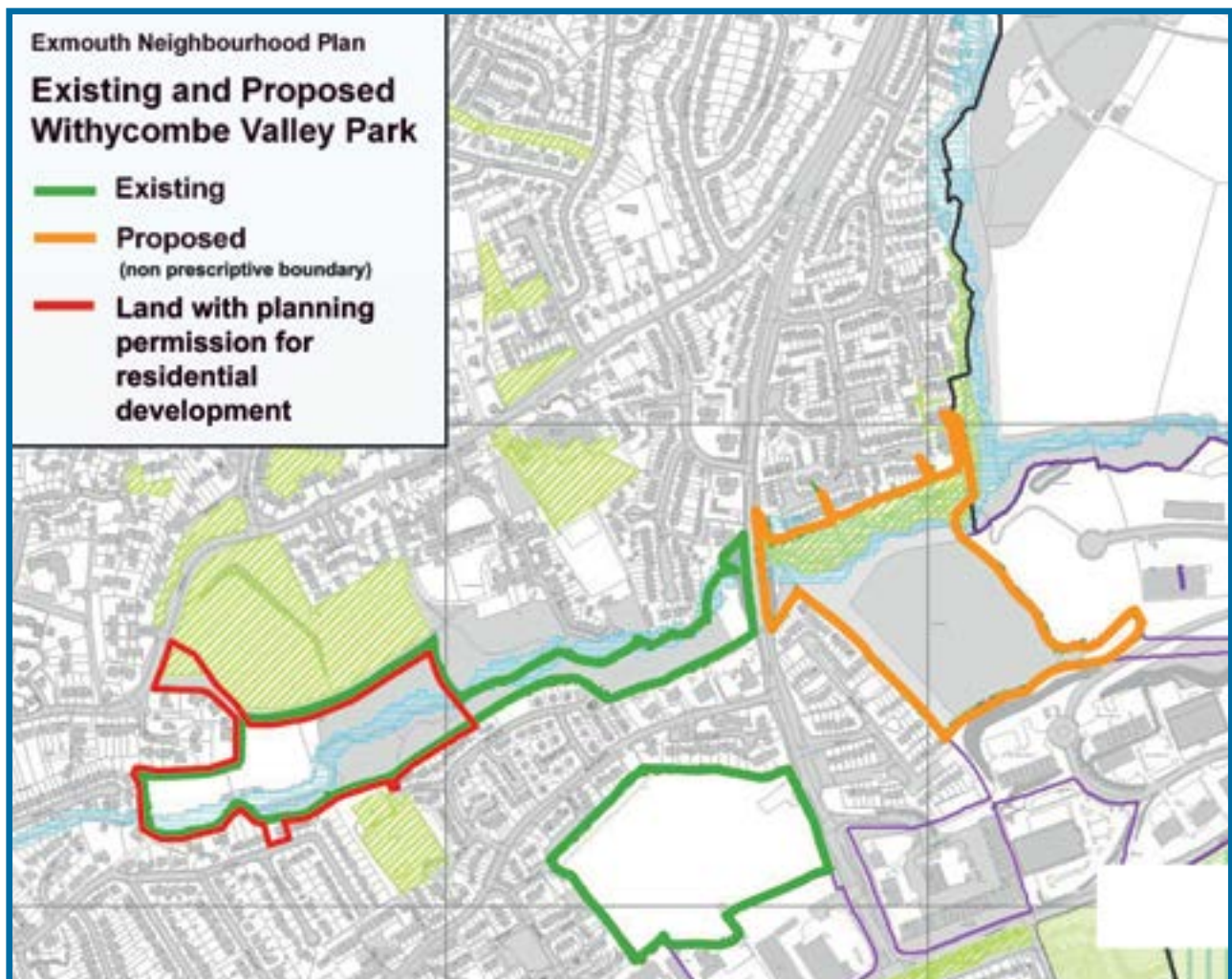


FIG 10.

**Policy EN2: Existing Valley Parks at Bapton Brook and Withycombe Brook should be conserved and, where possible, enhanced. In particular, opportunities to enhance their flood water absorbing function should be taken (FIG 9 & 10).**

**Policy EN3: The area of land along Littleham brook extending to Littleham Village and Plumb Park towards the Maer (FIG 11) should be conserved with a view to future designation as a Valley Park. Following completion of Plumb Park development this should function as an excellent green corridor for access to the sea front.**

**ACTION NEA4A: For extension and enhancement of the Valley Parks, and for public movement to and within them to be an ETC strategic infrastructure priority project.**

**Responsibility: ETC**

**Wards benefiting: All**

**ACTION NEA4B: ETC will investigate with EDDC and the community the scope for designating valuable areas at the Maer, cricket ground, tennis courts and play areas as Local Green Space.**

**Responsibility: ETC**

The Neighbourhood Plan has labelled and allocated specific Valley Park areas to be highlighted in Policy EN2 and Policy EN3 as community evidence clearly identified these areas in the consultation process. There is proportionate, robust community evidence behind these valley park choices.



*The beautiful farmland of the Littleham Brook Valley*

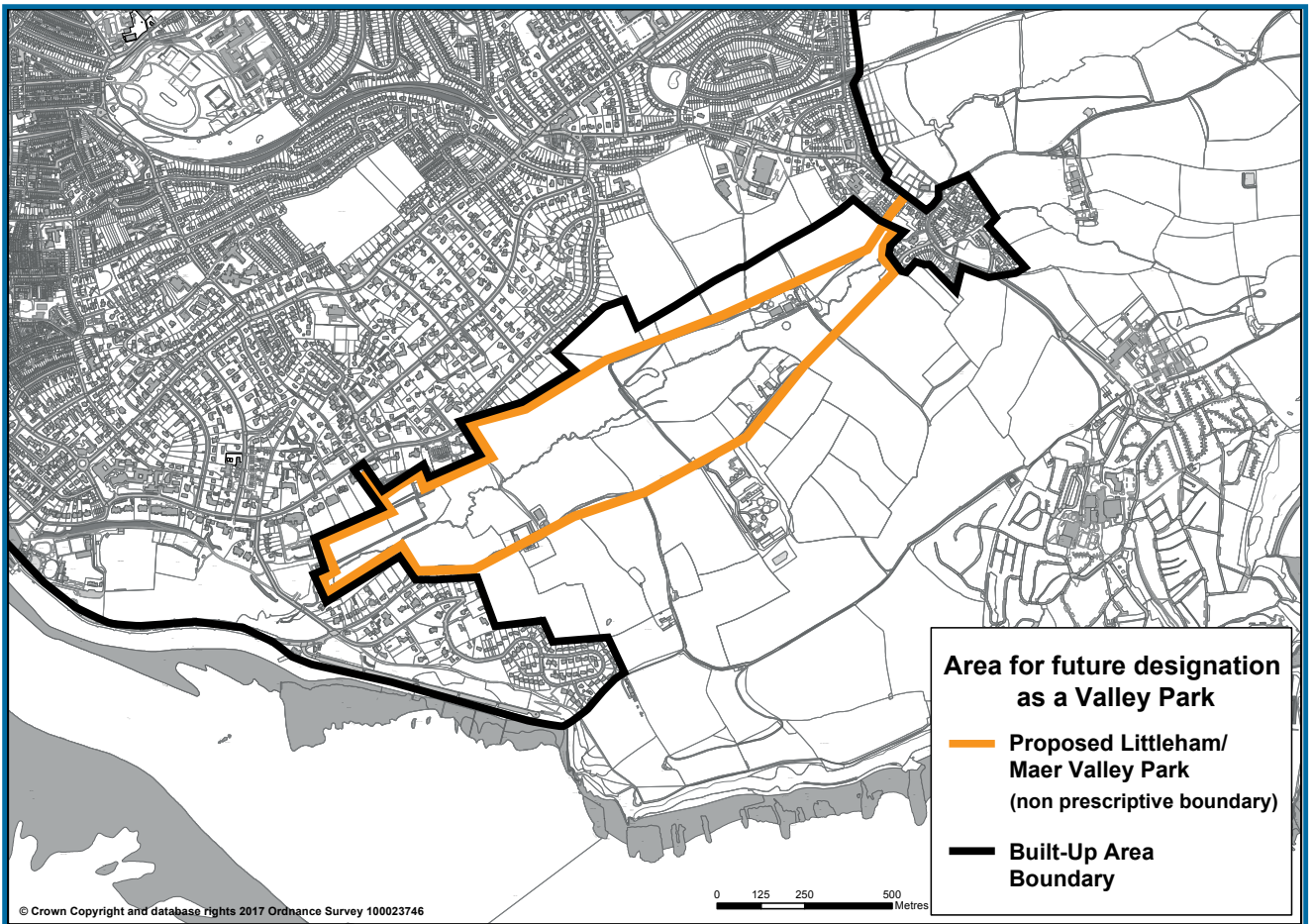


FIG 11.



## **GREEN CORRIDORS/NETWORKS**

17. The Local Plan attaches great importance to the need both to protect existing open green areas as well as to provide additional areas through planning control. In turn it emphasises the value of creating green corridors and networks within built-up areas with benefits for our living environment, for public access on foot/ bicycle as well as for wildlife interests.



*The local Pink Grasshopper is a rare morph of the common meadow grasshopper which needs all the habitat it can get as it is easily preyed upon because of its conspicuous colour*

18. Exmouth's Valley Parks together with its numerous town parks, playing fields and incidental open green areas, already referred to above, go a long way to providing such a "Green Network". The aim should be not only to safeguard what exists but also to extend and link up this network of green corridors further through creative planning control on all new developments.

19. Planning authorities have a responsibility to minimise impacts on biodiversity, even to provide net gains in biodiversity where possible. Green corridors provide for wildlife movement in turn enhancing biodiversity, in effect bringing the joys of the countryside into the town. To help achieve net gains as well as protect existing biodiversity within the town's built-up area, the suggestion has been made that planning applications for new development should in future undertake a full Environmental Impact Assessment. At the same time local naturalists have emphasized the benefits of improving people's knowledge and awareness of the town's urban biodiversity. This will be enhanced by the EDDC "Wild Exmouth" project (2017)<sup>20</sup>.

**ACTION NEA5: The Neighbourhood Plan supports the mapping and protection and maintenance of Exmouth's "green corridors" within the BUAB and will work with EDDC Countryside Team for the extension of a "green network" for the town as it develops.**

**Responsibility: DCC, EDDC, ETC**

**Wards benefiting: All**

**ACTION NEA6: For ETC with support from EDDC Countryside team to map Exmouth's town urban biodiversity and the biodiversity across the whole Neighbourhood Plan Area to:**

- **Identify areas for protection and enhancement**
- **Enhance public awareness of urban biodiversity and other biodiversity areas by consulting local stakeholders through early and regular engagement**
- **To help establish and promote Exmouth as a "Green Town"**

**Responsibility: DCC, EDDC, ETC**

**Wards benefiting: All**

## **ENVIRONMENTAL AWARENESS, PUBLIC ENJOYMENT & ECO-TOURISM**

20. In recognition of the value of Exmouth's outstanding environment, the suggestion has been made that the town should have its own Interpretation Centre. This will enable the community and visitors to Exmouth to benefit by helping people to enjoy our natural heritage, reducing the risk of environmental damage through lack of understanding/awareness, reducing potential conflict between different user interests and by supporting initiatives and opportunities for "Green Tourism" to the benefit of Exmouth's economy.
21. There have been past attempts at establishing such a centre with discussion on where best it might be sited. Both the Estuaryside and Orcombe Point have been suggested in the past. For greatest impact and use, somewhere on the seafront could achieve maximum public benefit. Location within or close to the proposed Queen's Drive Development has also been suggested.

**ACTION NEA7: For the Neighbourhood Plan to support organizations in assessing the need, viability and most effective siting of an Interpretation Information Centre and ask the EDDC Countryside Team and relevant voluntary bodies to address the need for a more comprehensive approach to environmental education/public awareness.**

**Responsibility: DCC, EDDC, ETC**

**Wards benefiting: All**

## **SUSTAINABILITY, CLIMATE CHANGE AND FLOODING**

22. In the United Nations Reports of the World Commission on Environment and Development: Our Common Future (1987)<sup>21</sup> it states that "Humanity has the ability to make the development sustainable to ensure that it meets the needs of the present without compromising the ability of future generations to meet their own needs." The UK Sustainable Development Strategy: Securing the Future (7 March 2005)<sup>22</sup> set out five 'guiding principles' of sustainable development: living within the planet's environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.
23. Exmouth Neighbourhood Plan promotes sustainable development, as described in "Our Common Future" report of the United Nations<sup>21</sup>. The Neighbourhood Plan intends to enable, not prevent, development. The approach to neighbourhood planning has therefore been with the intention of supporting the prevailing strategic planning framework. The Plan endeavours to establish the local conditions and constraints that should apply, to ensure that any development that does take place in Exmouth achieves the level of sustainability that is in the best long-term interests of the town and its community.
24. Whenever new buildings are being constructed, public and private, the aim should be to build them fit to last throughout the 21st Century, with sustainable features wherever possible. Consideration needs to be given to such matters as high energy efficiency, through solar or biomass heating, sound insulation of walls and lofts, double glazing of windows, and the provision of water harvesting, which enables rain to be collected for washing and sanitary purposes, with a separate clean water

supply for drinking. There needs to be a feasibility assessment done on existing public buildings and encouragement provided to residents, so that their properties can be brought up to a high sustainable standard. Although expensive initially, this will be cost-saving in the long run, providing opportunities for power generation across neighbourhoods. Surplus energy could be sold to the grid.

25. When new built development is being planned, serious attention needs to be given to making it energy-efficient. Solar panels on appropriate roofs and water harvesting are important features for much new development. Rainwater swilling over yet more paved areas will be a frequent hazard as the winters may become wetter and warmer. Modern plumbing can easily divert rain from gutters to water tanks for use in washing and flushing of toilets. On new housing estates, consideration should be given to a site for food-growing areas, with consideration also of a wild-flower meadow and nesting for birds and bats. To save energy and for diminution of light pollution, outdoor lights should be angled downwards and be used sparingly.
26. With Strategy 38 of the Local Plan on sustainable design as the basis, when proposing new buildings in accordance with the Local Plan, developers should be encouraged to build in features to ensure sustainable construction measures and energy efficiency.
27. One way of ensuring that Exmouth makes its mark as a sustainable town would be to build a cluster of sustainable homes providing affordable accommodation. Consideration should be given to schemes of the type planned at Dartington in South Hams, where eight houses sold on the open market will help to pay for the affordable homes, and at Layne Fields, Christow in Dartmoor National Park which developed 14 affordable and 4 open market houses. In this development 15 properties meet full PassivHaus standards<sup>23</sup>.

28. Devon Cliffs Holiday Park is the largest in Europe, attracting thousands of holiday makers each year. It is modern and proud of its sustainable awards, with web-cams on the sea-birds at Straight Point and viewing screens inside. It organizes children's woodland discovery activities and puts environmental advice packs into each caravan.
29. Exmouth could develop these ideas much further, and market itself as one of England's most sustainable resorts.

## **RENEWABLE ENERGY**

30. Exmouth sunshine, winds, and wet weather are an asset for exploring the generation of local energy, especially when wave power is added to the mix. The River Exe has a strong tidal surge. These possibilities should be professionally explored. Capitalising on these features could help East Devon to reduce its carbon emissions and possibly even enable Exmouth in the future to become the leading sustainable holiday resort in the U.K. Features of this kind could become a tourist attraction and play their part in helping the nation to face the rigours of climate change.
31. Concern has been expressed about the construction of three solar farms in the north and east of the town. Whilst fully recognising the environmental benefits of renewable energy, any future schemes should not intrude into the East Devon Area of Outstanding Natural Beauty or, as specified in the Local Plan, put at risk the town's environmental and landscape setting.

**Objective: To ensure all new development, infrastructure and public service provision achieve the level of sustainability that is in the best long-term interest of the town and its community.**

**Objective: To support renewable energy proposals provided they do not impact detrimentally on the landscape or ecology of the environment.**

**Policy EN4: Development proposals for new renewable energy generation will be supported, provided they put in place suitable mitigation to reduce any adverse impact on the character and appearance of the area, to protect the amenity of residents or occupiers of holiday accommodation, and mitigate against ecological impact on the surrounding environment.**

**ACTION NEA8: The Neighbourhood Plan supports the promotion and development of Exmouth as a sustainable holiday destination.**

**Responsibility: DCC, EDDC, ETC**

**Wards benefiting: All**



*Exmouth has three solar energy farms contributing greatly to renewable energy but there is concern that the local landscape will be compromised if further are allowed (image courtesy of James Airth)*

## CLIMATE CHANGE AND FLOODING

32. The issue of flooding or potential flooding arises from two sources: coastal sea water flooding via the sea front and the Exe estuary, and fluvial 'fresh' water flooding via the land, sewers and watercourses. Arguably, together these represent the greatest threat to the future of Exmouth as we currently know it (FIG 12 opposite).
33. As explained elsewhere in this document, the natural topography of the land occupied by Exmouth varies quite considerably. But if one looks at maps of the town in Georgian and early Victorian times there was little if any built development close to the sea front or estuary, this land being characterized by low level sand dunes and mud flats, subject to regular flooding incursions from the sea/estuary. For example, Exeter Road in the current town centre did not exist, with the route towards Exeter either being via Church Street/Fore Street and Borden Barn, or North Street – i.e. routes on naturally rising land away from the low-lying sands and mud flats.
34. It is well documented that a medieval ferry service between Exmouth and the far side of the estuary operated from what was known as Mona Island, a quay in the approximate location of the former underground public conveniences in front of the Glenorchy Church on the east side of the current Exeter Road. If one compares this historical situation with a plan of the town today it can be seen that there are substantial areas, below the natural cliff lines, river bluffs and other rising land, that have been developed during the past 150 or so years.
35. It was only really in late Georgian and Victorian times that sea and estuary defences, as we now know them, were built. Examples were the shingle causeway of The Parade in the town centre, the laying out of the Esplanade with Smeaton's sea wall and, significantly, the enlargement of an early 19th century agricultural causeway, north-south, across the mud flats that today carry the railway line to the town's railway station. This provided the opportunity for the mudflats grazing land between the new causeway and the rising land to the east of the current Exeter Road, to be filled in and later developed, between 1890 and 1910, as a planned urban village known as 'The Colony'. This significant infilling allowed for the establishment of Exeter Road, a significant amount of terraced housing and notable buildings such as Exeter Road School, All Saints Church and the town fire station.



Smeaton's sea wall finished 1842



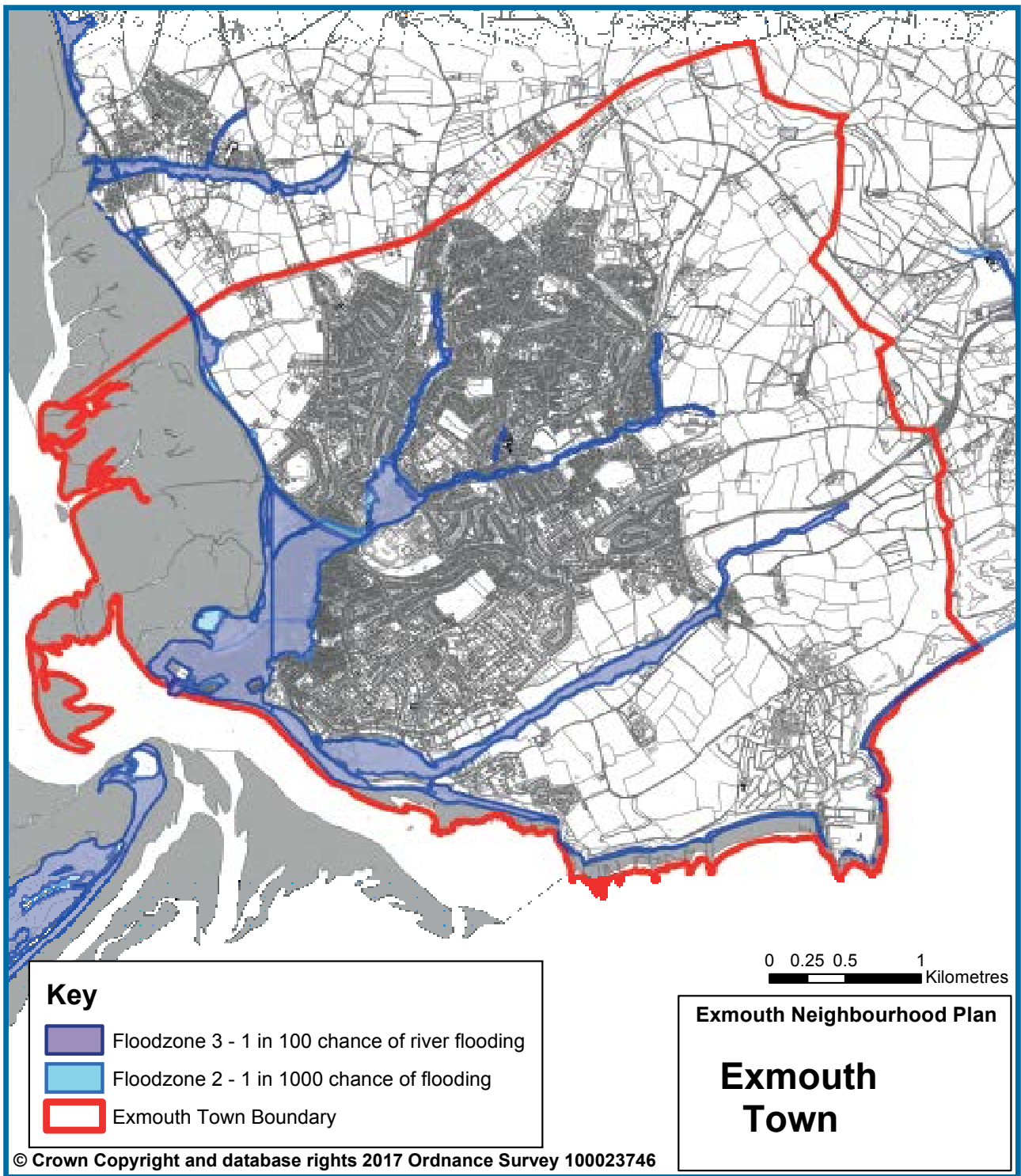


FIG 12.

36. The most recent major fluvial flooding event took place in the autumn of 1960 and affected the area of The Colony with flooding of up to about 1.7m at its deepest. This flooding event is well documented in various books and collections of photographs and not only affected The Colony but also the Parade, Exeter Road, lower parts of Withycombe Road and Park Road. It is generally accepted that this flooding was due to the inability of Withycombe and Bapton brooks to accommodate the torrents of water flowing down from saturated land at the eastern areas of the town, with these torrents being



*Junction of Hartopp Road and Exeter Road 1960*

unable to discharge into the Exe estuary due to abnormally high tides. In response, the relevant Authorities implemented schemes to create significant 'hard' flood containment channels and structures for these watercourses. These works have been largely successful in preventing flooding events for the past 50 or so years. During this period, however, substantial amounts of new residential development have taken place within the catchments of these watercourses, taking away the function of the previously undeveloped agricultural land to absorb surface water. This is chiefly on the land of the former Brixington and Dennesdene farms from the 1960s onwards and should not be repeated.



*The floods 1960 New North Road – Exeter Road School in background*

**Objective: Given the history of flooding within the town, new development provides an opportunity to mitigate against future incidents. Development proposals will be required to contribute towards alleviating flood risk across the town where possible.**

**Policy EN5: The impact from any additional surface water resulting from development should be controlled and satisfactorily mitigated and should not cause any adverse impact to neighbouring properties or the surrounding environment, wildlife habitat and river and sea water quality. A drainage impact assessment will be required for all new development with potentially significant surface run off implications.**

**Policy EN6: Development proposals must incorporate Sustainable Urban Drainage Systems (SuDS) and a management plan for future maintenance of the drainage system, unless it can be demonstrated that they are inappropriate. New drainage systems must be effective in allowing for surface water management on site and improvement of water quality.**

37. In recent years there have been occasions when lower parts of the town have experienced relatively minor flooding events, both from the sea and inland, with the engineered Withycombe brook channels appearing to only just accommodate the volumes of fluvial flood water. Climate change is now generally accepted as a reality, due to evidence that the climate is changing to be wetter in this part of the globe, and sea levels are also generally rising compared to previous historical recorded data. Scientific evidence suggests that this is a consequence of past and on-going greenhouse gas emissions throughout the world. The outcome is predicted to be hotter summers and warmer, rainier winters and it seems increasingly likely that there will be serious flooding events from the sea and/or estuary at the lower parts of the town if remedial action is not taken soon. The Environment Agency (EA) (2017)<sup>24</sup> anticipates that sea levels will rise at an increasing rate. It predicts that by 2060 sea levels will have risen to be at least 240mm higher than they were in 1990.
38. Research carried out by the Environment Agency (2017) and the consultant engineers report to EDDC Cabinet 09/11/16<sup>25</sup> points out that Exmouth is potentially vulnerable to flooding from the sea and estuary. The Colony area is up to 1.8m below currently predicted flood levels in the estuary. This research suggests that around 1400 dwellings and 400 business premises in lower Exmouth could flood if major protection works are not carried out very soon. The Environment Agency together with the District Council are jointly putting forward proposals in 'the Exmouth tidal

defence scheme' for investment to upgrade existing sea and estuary defences with the aim of protecting the vulnerable parts of the town based on predictions for sea level rises during the next 100 years. The scheme proposals are under consideration by EDDC and the EA to include combinations of land level raising, additional flood storage, construction of flood walls and provision of flood gates. It will need to be determined which agencies or persons will take responsibility for these flood control facilities.

**Objective: Existing and future fluvial and sea defences shall be safeguarded from damage due to inappropriate development.**

**Policy EN7: Existing fluvial and sea defences shall be protected from development which would reduce their effectiveness. Where appropriate and possible, future development should seek to enhance or develop new fluvial and sea defences to minimize future flood impact.**

**Policy EN8: Appropriate planting and ecological approaches to reducing flood risk and increasing the absorption of fluvial water within Valley Parks, or any other green open spaces will be supported.**

39. In parallel to these coastal flooding protection schemes it is now recognized as crucial to ensure that, for all built development schemes to be effective, prevention measures need to be set out following a flood risk assessment, such as positive flood storage and sustainable urban drainage systems. These should be put in place either to preserve or replicate facilities for surface water retention via permeable surfaces – rather than merely diverting the increased surface water flows into watercourses and sewerage systems, thereby contributing to increased flooding problems downstream to the vulnerable lower parts of the town. Suitable layout and planting of the town's Green Wedges and Valley Parks could help to reduce the likelihood of fluvial flooding. It also seems appropriate that the 50-year-old Withycombe Brook protection scheme should be reassessed in the light of modern predictions.

**ACTION NEA9: The Neighbourhood Plan supports future improvements to sea and river water quality and fluvial defences by relevant agencies, subject to design and ecological issues.**

**Responsibility: DCC, EDDC, ETC, EA**

**Wards benefiting: All**

**ACTION NEA10: The Neighbourhood Plan supports the work of relevant agencies and involved trained volunteers, in the gully and watercourse cleaning and flood storage maintenance.**

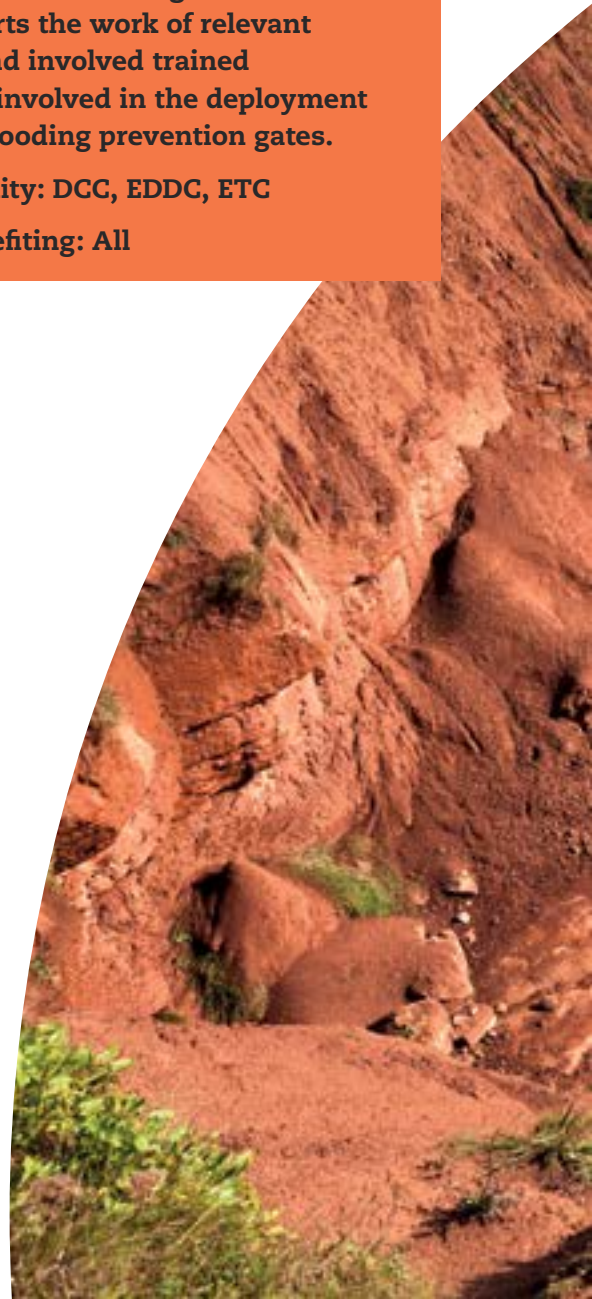
**Responsibility: DCC, EDDC, ETC**

**Wards benefiting: All**

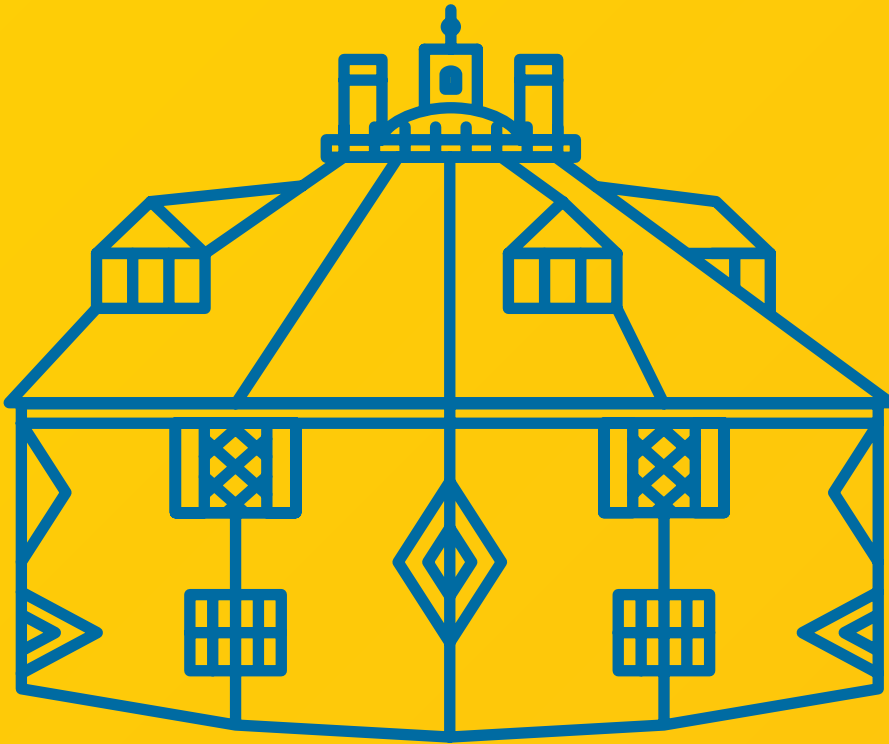
**ACTION NEA11: The Neighbourhood Plan supports the work of relevant agencies and involved trained volunteers involved in the deployment of coastal flooding prevention gates.**

**Responsibility: DCC, EDDC, ETC**

**Wards benefiting: All**







*CHAPTER No.2*

# **THE BUILT ENVIRONMENT**

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## **HISTORY OF EXMOUTH'S BUILT ENVIRONMENT**

1. The built environment of the town of Exmouth and its constituent villages of Littleham and Withycombe is today a varied mix of styles from Georgian times up until the present day. There are few examples of earlier buildings owing to the ravages of time, the Second World War and calculated demolition, and few of what might be termed the 'ultra- modern' from the last two decades. There are a few examples to be seen of the 'Art Deco' movement but its predecessor 'Art Nouveau' is noticeable by its absence.
2. Growth around the three settlement areas of Littleham, Withycombe and Exmouth itself, which was centred in medieval times on the area around Chapel Street, the Strand and Chapel Hill, was a long time spreading to the hinterland of small tenanted farmlands and up to the 'waste' of Woodbury Common, but the combination of a favourable climate and limited access to the Continent during the Napoleonic Wars changed all that. Word of mouth amongst the gentry of England gave rise to increased awareness of the charms of the place, despite the lack of good accommodation. Their attendance in increasing numbers spawned the tourist industry for which the town is held in high esteem. The stylish properties of the Beacon, Louisa and Trefusis Terraces satisfied to some extent this early need and hence the Georgian style we still see today.
3. Agriculture, fishing and the start of tourism to this 'watering place' produced the majority of employment opportunities, together with the building trade and brickmaking which came in tandem with the increasing numbers of visitors.
4. With the coming of the railways to the West Country in the 1840s, when towns like Dawlish, Teignmouth, Torquay and Paignton were linked to the rest of the country, Exmouth, having no rail connection and relying on ill- sprung coaches running over badly maintained tracks, went into partial eclipse. There was also another large contributory factor at that time which adversely affected Exmouth's development. On the Withycombe side in the mid-19th century the principal land owners, the Hull family, seated at Marpool Hall, was in financial crisis and building was therefore moribund. On the Littleham side things were no better. Lord John Rolle, who owned the freehold of almost the whole of Littleham, died in 1842 when his heir-at-law, the Hon. Mark Rolle, was only a boy in knickerbockers. Lord John Rolle had encouraged the tourist trade by allowing construction of the Beacon, Louisa and Trefusis Terraces, the National School (1812) - now the Beacon School, Holy Trinity Church (1824), the Plantation (1838) and the seawall (1842). The eclipse was almost total as the trustees were very limited in their powers to grant building leases until 1861, when the boy came of age.



*The early 1800 Georgian buildings of the Beacon*





*The first locomotive into Exmouth 1861*

5. In 1861 the railway at last arrived in Exmouth, Mark Rolle attained his majority and Exmouth once more came into the sunlight. However, things had changed considerably. The era of the Victorian one-week holiday by the seaside had arrived and rail travel was easily affordable. This created a need for holiday accommodation, which was met by an explosion of house building on the reclaimed land behind the seawall in the area of St Andrew's and Victoria Roads. The town's image as a family resort was laid in the late Victorian style of two- and three- storey terraced houses that can be seen nationwide. More refined development had already crept towards Littleham by way of the 'Avenues' where many fine villas still exist.
6. During this Victorian period and into the 20th century two of the oldest landed estates in Exmouth - Marley and Bystock in the north-east corner of Withycombe Parish - having combined in the 1860's under one family, were still run as private fiefdoms and separate villages. Much of the estate and infrastructure remains today.
7. By this time all five of the town's brickyards were in operation and by 1884 the dockyard was thriving, mainly with imports of coal, timber and apples. The fishing industry was also in its heyday. The growing population of working residents demanded more housing and shaped the next phase of development in the 1890s by way of the 'Colony' and adjacent areas. Constructed wholly with the artisan in mind, hundreds of houses were built during this period of 20 years.
8. Through the early 20th century limited building gradually edged further into the countryside along the spine roads towards Hulham and Littleham with the first of several council housing estates in Withycombe, but all expansion was retarded by the Great War and the 1930's depression.
9. The next phase in Exmouth's development is really seen after the Second World War and the later 20th century when Exmouth took on another role - that of a commuter town serving Exeter. Large estates followed, catering for this need and that of retired persons looking for a good climate and a place of character. Further building followed at Halsdon, Rivermead, Brixington and beyond, and the large council estates at Littleham resulted. These developments did not always reflect great thought for design, the environment and infrastructure. Further development in the late 20th century swallowed up Dennesdene, Bapton and Lovering Farms and Goodmore's Farm is soon to follow, while some of the outer edges of the Littleham valley are likewise

about to be built upon. By the late 20th and early 21st century land was being released for business and light industrial use, mainly along the eastern part of the Salterton Road, to accommodate employment for many of the children of those who came to Exmouth a generation or so before.

10. Socially, in the early times Exmouthians based their entertainment on the local hostelrys and coaching inns, but towards the end of the Victorian era purpose-built facilities began to appear with the Albert Hall in Chapel Street, the Imperial Hotel (1869) adding a ballroom in 1883, the Coffee Palace, now Fevers nightclub, and the Public Hall (1888), now the cinema complex. The Pier Pavilion followed in 1894 and three more cinemas in the early 20th century, likewise the Church Hall (1924) and finally the Pavilion on the seafront in 1930. An indoor swimming pool and sports centre were constructed in the 1980s. Rugby, cricket, football, tennis, archery and bowls dominated outdoor sports from the mid-19th century, and with additional playing fields and clubs still form the backbone of sporting activities today.
11. Children's education had started with Lord Rolle in 1812, but many private schools sprang up for those who could afford them until, in 1871, the Board School was established. This was the forerunner of Exeter Road School and is now the Library. The Exmouth Grammar School and Secondary Modern followed in the 20th century and were combined as Exmouth Community College in the 1960s. This college today has the distinction of being one of the largest schools in Europe, and is still expanding on its limited sites.

## **FUTURE DEVELOPMENT**

12. Exmouth, having regard to its rather unique evolution, confined to a quadrant bordered by the estuary and the sea on two sides, and having its roots as a 'Watering Place' in Georgian, Victorian and Edwardian times, deserves exceptionally careful consideration concerning its future development. This is borne out by the findings of the recent Neighbourhood Plan

questionnaire (2016)<sup>5</sup> delivered to every household in the town in the spring of 2016.

- 12.a Strategy 2 of the Local Plan sets out the scale and distribution of future residential development across East Devon sought for the plan period. It expects Exmouth to deliver 1,229 new homes between 2013 and 2031. Strategy 22 of the Local Plan - Development at Exmouth aims to promote new homes, significant new employment provision, new retail and commercial facilities in the town centre, as well as key infrastructure provision. Strategic allocations and small sites shown on the Brownfield Land Register are expected to yield new housing development as follows:
  - Goodmores Farm – 350 units
  - Plumb Park – 350 units
  - Land adjacent Withycombe Brook – 52 units
  - Land at Exebank and Danby House – 36 units
  - Redevelopment of Rolle College playing field – 23 units
  - Redevelopment of former Pankhurst Close trading estate – 50 units

Exmouth has achieved a relatively high number of new dwellings from windfall sites in the past (59 completions in 2017/18), and this trend is expected to continue.

- 12b. The Local Plan allocates around 3 hectares of land for employment use at Liverton Business Park and 0.5 hectares on land south of Redgate. It lists key elements of infrastructure which are needed as:
  - a) An integrated transport interchange and upgrading of public transport provision;
  - b) Completion of Dinan Way;

- c) Upgrades to sewerage, mains gas and water supply, education, medical and social care provision to support the growing community;
- d) New primary school with nursery at Goodmores Farm;
- e) Improved walking and cycling routes in the town.

12c. With the provision of new housing, employment and supporting infrastructure, the built environment of Exmouth will change over the plan period.

## **REGENERATION OF THE TOWN CENTRE AND SEAFRONT**

13. Responses to the initial public consultation identified some areas of the town as looking “tired” or in need of “smartening up”. The need to enhance the Magnolia Centre and Rear Service Area as well as Camperdown Creek is covered in the “Employment and Economy” section.
14. The Exmouth Masterplan (EDDC 2011)<sup>26</sup> put forward suggestions for environmental enhancement of specific areas of the town as shown on Fig 3 (page 15). It is important that these ideas for enhancing parts of our town are retained including the following:

**The Marine Way and Imperial Road Car Parks** currently present a less than attractive welcome to our town and estuary-side and would benefit greatly from the introduction of more trees and soft green surfaces.

**The Station Square/Town Centre/Seafront Corridor.** The movement of visitors to Exmouth between the Station, the Town Centre and the Seafront has undoubtedly been much enhanced by the “pedestrianisation” of the Strand, but other opportunities should be considered, especially the creation of a “Station Square” at the junction of Marine Way,

Imperial Road and the Parade to provide a pleasant public realm with a positive sense of arrival and a pedestrian priority environment. A similar approach could be taken, with benefit, to provide a pedestrian priority corridor between the Strand, Chapel Hill and Madeira Walk.

**Rolle Street and the Parade.** These are Exmouth’s busiest shopping streets outside the Magnolia Centre, yet the needs of motor traffic dominate over those of the pedestrian, when it really should be the other way around. Improved pedestrianisation, recognising the need for disabled access, would do much to enhance the shopping experience.

**Windsor Square.** The site of the police station and disused law court, constructed in a style of architecture totally inappropriate to the rest of Windsor Square, is bounded by Clarence Road, North Street and Henrietta Place. It is within a Conservation Area and is deserving of redevelopment in a sympathetic style. Such redevelopment including social and affordable housing, community use buildings and public open space would be enthusiastically supported.

## **CONSERVATION OF HERITAGE ASSETS**

**Objective: To ensure the conservation and/or enhancement of areas, buildings and other features which for historic or architectural reasons are distinctive parts of the built environment, including all present (FIG 13 opposite) and future (FIG 14, 15 & 16 overleaf) Conservation Areas and listed buildings.**

Local historians identified a number of potential Prominent Buildings and Residential Areas of Special Character in the town. After public consultation on the buildings and areas, the following were defined. The majority but not all prominent buildings have listed building status, and most but not all the residential areas are located in conservation areas (FIG 13). The status and position of each is shown in Appendix 1.

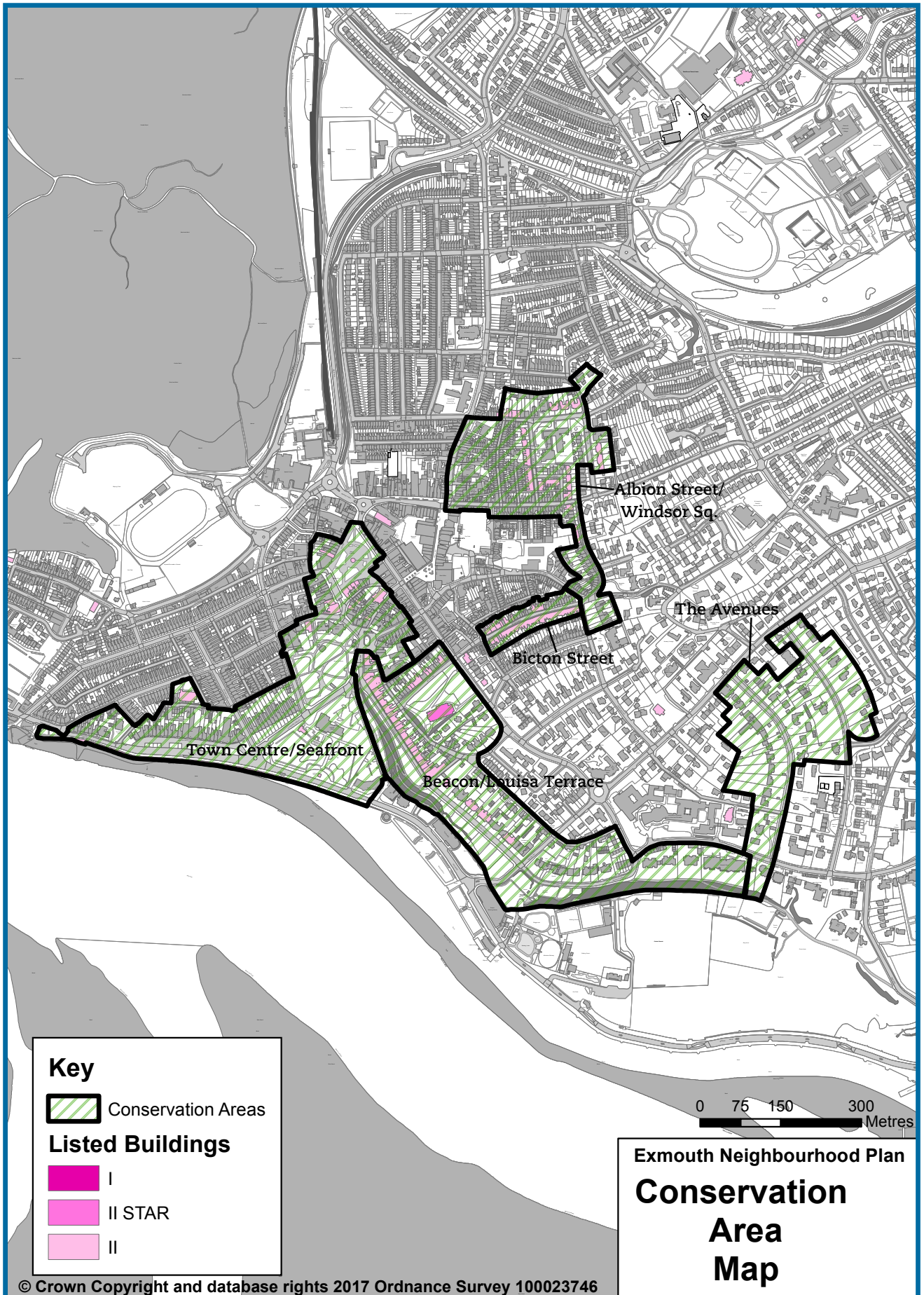


FIG 13. CF website 'British Listed Buildings in Exmouth'

**ACTION EBA1: For ETC to work with EDDC and Historic England (HE) on the creation of future Conservation Areas to include: Bystock Estate / Bystock 'Village' and the ancient hubs of Withycombe and Littleham villages (FIG 14, 15, 16)**

**Responsibility: ETC , EDDC, HE**

**Wards benefiting: Brixington, Withycombe and Littleham**

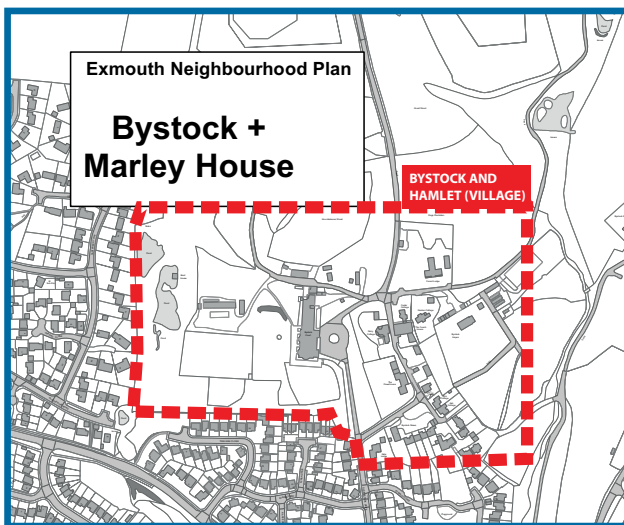


FIG 14.

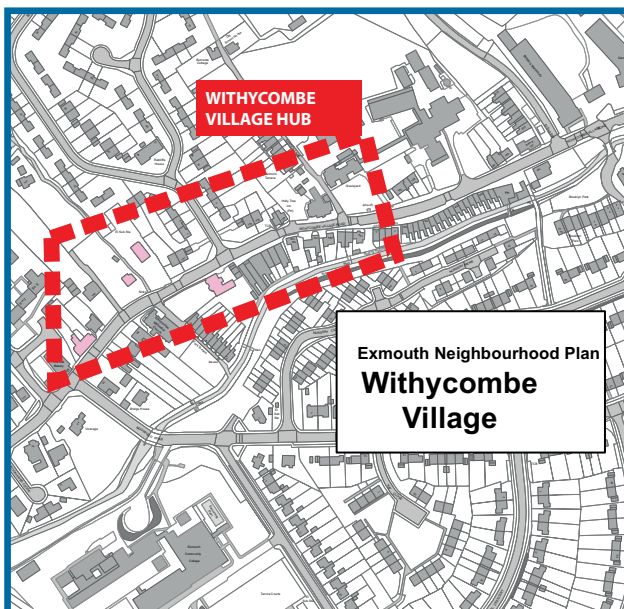


FIG 15.

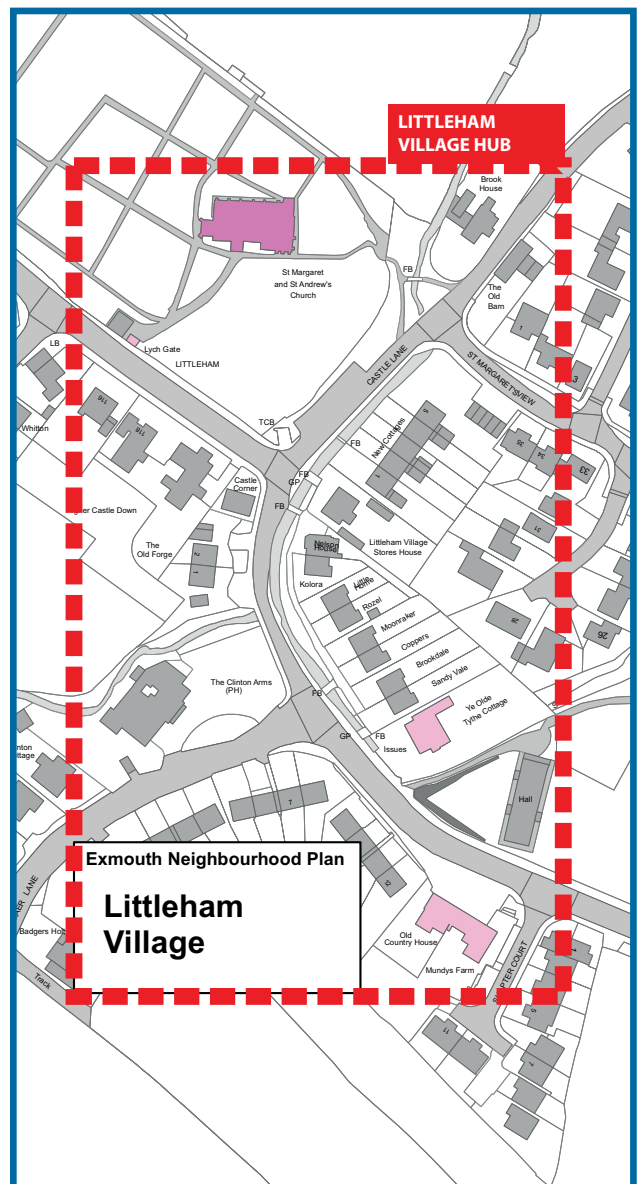


FIG 16.

## Key

**■ ■ ■ Non prescriptive boundaries**

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## PROMINENT BUILDINGS IN EXMOUTH

**Objective: To protect the prominent buildings and residential areas of special character (listed below) from inappropriate and/or detrimental alterations and to oppose any intrusive development likely to detract from their settings.**



*A la Ronde*

**Houses:** A La Ronde; Courtlands House; The Barn; Knapps Cross; The Temple; St Andrew's (former church); Brook House, Bystock Estate, 'Village' and Lodges.

**Farms:** Prattshayes; Green Farmhouse; Withycombe Barton; Littleham Tithe Barn; Mundy's Farmhouse.

**Churches:** Christ Church; Holy Trinity; St Margaret's; St John in the Wilderness; Point in View (Church and Manse); All Saints; Holy Ghost; St John the Evangelist; Tower Street Methodist.

**Maritime:** Smeaton's Sea Wall; The Sail Loft; Trinity Buoy Store.

**Other:** Temple Winds; Thomas Tucker's; The Library; St Bernard's (Town Hall).

15. There are parts of the town, which are in Conservation Areas or already recognised as residential areas of special character. The Avenues has a well-established design statement, which was revised in 2017. There are other areas, such as Windsor Square, which would benefit from imaginative schemes to restore them to their former glory.



*Holy Trinity Church*

## **RESIDENTIAL AREAS OF SPECIAL CHARACTER**

|                  |                       |
|------------------|-----------------------|
| The Beacon       | Windsor Square        |
| Louisa Terrace   | The Strand            |
| Trefusis Terrace | Withycombe Village Rd |
| Clarence Road    | Salterton Road        |
| Albion Terrace   | Bicton Street         |
| Henrietta Road   | Bicton Place          |
| North Street     | The Avenues           |
| Raddenstile Lane | George Street         |
| Charles Street   | Albion Street         |
| Camperdown Creek | Morton Crescent       |



*The Georgian character of Bicton Street*



*...and little changed today except for the traffic*





...and easily recognisable Albion Street



Early Victorian George Street

**Policy EB1: Development proposals should:**

- seek to conserve heritage assets including traditional shop frontages, and historic street furniture and,
- be in compliance with the revised “Exmouth Shop Front Design Guide (2010)”<sup>27</sup> and the “Exmouth Register of Historic and Architectural Features”, once established.

**ACTION EBA2: For ETC in partnership with local groups to work to deliver a register of historic and architectural features for the Exmouth Neighbourhood Plan Area.**

**Responsibility: Exmouth Historical & Archaeological Soc. (EHAS), Exmouth Civic Society (ECS), ETC**

**Wards benefiting: All**

**ACTION EBA3: The Neighbourhood Plan will support improved public awareness and educational schemes to aid in the protection of Exmouth’s historic built environment.**

**Responsibility: EDDC, ETC**

**Wards benefiting: All**

**Objective: To ensure a high standard of urban design, incorporating appropriate and traditional materials and careful setting of the development.**

**Policy EB2: New development should be mindful of surrounding building styles and ensure a high level of design as exemplified in the Avenues Design Statement (2005)<sup>28</sup>.**



CHAPTER No.3

# ECONOMY & EMPLOYMENT



1. At the time of the 2011 Census<sup>29</sup> Exmouth's population stood at 34,432 – a 5% increase since 2001. It is currently estimated to stand at around 36,000. The age structure shows high numbers in the 60+ age group, reflecting significant inward migration of retirees, and above average numbers in the 0-19 age group. Conversely those in the 19-60 age group are fewer than average. Forward estimates suggest this pattern is unlikely to change. Indeed, future projections are that, as a proportion of the population, all age groups under 65 will decline as a proportion of population and the 65 and over age group will increase. This demographic change means there are fewer younger people and families of working age.
2. The 2011 Census also showed that 16,768 of the population were economically active, of which substantial numbers commuted to work in the Exeter area, with consequent impact on socio-economic factors and infrastructure. This means the town has a very low level of self-containment – a key determinant of sustainability.
3. In the 2011 Census, of the economically active, 60% are employed in three main sectors which are low Gross Value Added (GVA) sectors, presenting more of a challenge in increasing productivity. 7.8% are employed in accommodation and food, 16.2% in health and social care, 16.5% in wholesale and retail – fully reflecting Exmouth's function as a major seaside resort as well as a retirement destination. Only 700 jobs were in manufacturing.
4. In the 2011 Census there were 2,660 self-employed people, accounting for 11% of economic activity of all usual residents aged 16 to 74. Detailed information on the nature of their work is not yet available, but Exmouth reflects the situation in the rest of East Devon: a high number of micro businesses (less than nine employees) as well as a high level of self-employment. However, there is a lower level of churn (the closure of existing business and new registrations). This is indicative of a lower level of local economic 'evolution' whereby new, diverse business models capture and create new markets.
5. In the 2011 Census, unemployment levels in Exmouth are 3%. In *The Exmouth: Economic Plan (2016)* (submitted by EDDC on behalf of the Exmouth Coastal Community Team)<sup>30</sup> it concluded that underemployment is rather more the issue and, in turn, that the greatest need is to provide an improved range of job opportunities, with more security and scope for climbing the employment ladder without having to move away from the town. It is also a matter of the quality of jobs and of a more diverse range of jobs available. Devon County Council identified Exmouth as one of three localities in urgent need of new office accommodation in the *Red C Report*<sup>31</sup> commissioned by DCC, as noted in *Rolle Exmouth Ltd* minutes. This should be used to revive enterprise in a new way, rather than just through traditional business units or offices. It underlines the importance of EDDC's efforts to resist 'change of use' applications seeking residential developments on what little land has been designated for employment in the Local Plan. Exmouth has a chronic under-supply of space for BI use (offices, Research & Development and light industry).
6. The 2011 Census stated that 6,314 residents over 16 years of age do not hold any formal qualifications. Exmouth Community College provides good "A" level courses and has taken steps to improve its range to compensate for the lack of a further education facility in the town but, according to OFSTED, it offers limited vocational programmes. Many students who wish to pursue vocational courses are expected to commute daily to other centres. Some even travel as far as Tiverton, 30 miles away. In the 2011 Census, 1,177 of the population hold apprenticeships, but this remains a 'niche' area in the vocational training offering. Exmouth has many young people who are not in education or training (NEETS). Efforts should be sustained and strengthened to bring together education and employment, to provide better opportunities to start on a career ladder.

7. It is clear from the evidence that the economic health of Exmouth and its locality will be improved when more employment opportunities can be found in the town. Furthermore, the need for those seeking higher wages and career opportunities to commute (mainly to Exeter but also further afield) is bad for the environment and the infrastructure, as well as for the economy. Better to encourage opportunities for work in new, high-wage and professional positions in Exmouth itself. This would dramatically increase levels of self-containment and sustainability. The challenge is in providing the right commercial land and premises 'offer' and marketing a clear business case for firms to relocate and invest. For example, consideration should be given by landowners and the Local Authority to offering economic incentives such as a rate/rent free period to businesses starting in or relocating to Exmouth.
8. From an infrastructure and geographical perspective, this will be a challenge for sectors with a strong logistical requirement, such as substantial deliveries by freight. The creative and digital sectors present more opportunity – if the right BI space and fibre connectivity are established.
9. These points have been strongly echoed in responses received through initial consultations with and survey returns from Exmouth residents on the Neighbourhood Plan: that opportunities for employment in Exmouth – both for young people and particularly for promotion up the ladder in specialised trades – are poor and need to be improved. The need for more apprenticeships and local opportunities for better post-experience up-skilling has also been pointed up through the survey. This builds on the strong support during the past ten years for the Rolle College campus to be used for education and skills training and recognition by Exmouth Community College of the urgency to improve its provision in this direction. While that objective was not achieved the arrival of Exeter Deaf Academy to the former Rolle College site is to be welcomed for its potential contribution to the town's economy and community.
10. The Exmouth Chamber of Commerce has made these specific points:
- Exmouth needs to make the most of its natural assets, particularly its long sandy beach
  - Tourism is where development should be centred, as this will provide a bigger economic boost than anything else
  - Exmouth needs more quality hotels like the Premier Inn, a theme park and better indoor attractions
  - The Maer Road Car Park should have the facilities to be used in the summer for campervans and caravans
  - The Magnolia Centre should be turned into something that resembles a pleasant retail environment.
11. Another major issue emerging from public consultation is the need to improve the range of shops i.e. the retail sector. Again, this feedback confirms an analysis undertaken by the Property Week magazine<sup>32</sup> in 2014 which identified Exmouth as second of 100 locations in the UK for retail development potential. That the range and quality of shopping and retail outlets fell short of expectations was also registered in the Exmouth Visitor Survey (2016)<sup>33</sup>, undertaken by the South West Research Company Limited and produced for EDDC on behalf of the Exmouth Coastal Community Team. With tourism being a major element in Exmouth's economy, visitor feedback is clearly important. In the survey, it was calculated that the town attracted 421,000 staying visitors, combined with 2.9 million day-visits. It was estimated that this generated £183m worth of visitor spend, which in turn was calculated to generate 3,000 equivalent tourism related jobs. Despite these impressive figures, a Great Britain Tourist Report (2014)<sup>34</sup> concluded that in East Devon the number of overnight stays, along with visitor spend,

had been in decline for 10 years. This is certainly the case in Exmouth. It has been partly addressed by the arrival of the Premier Inn, which is one of the best performing in the country, and similar opportunities for investment in Exmouth should be explored.

12. The Visitor Survey (2016)<sup>33</sup> also invited visitors to comment on their “likes and dislikes”. The majority (97%) responded positively about the beach, seafront and general environment as well as a friendly, relaxing atmosphere. However, some 38% of responses also identified certain aspects that needed improvement. These included the range and quality of shopping, the inadequacy and value of parking facilities, the lack and poor quality of toilets, together with too many dogs and too much rubbish on the beach. Any assessment of this feedback needs to take account of the visitor age range with 78% being within adult only groups, 31% being over 65 years and only 22% in groups with children.

## **TOURISM**

- 12a. East Devon Local Plan recognises the importance of promoting its tourism industry to maintain a vibrant visitor and business environment. Tourism can help regenerate settlements and provide a context for enterprise and innovation. Strategy 33 in the Local Plan seeks to support and facilitate high quality tourism in East Devon that promotes a year round industry and responds to changing visitor demands. Tourism should be sustainable, and should not damage Exmouth’s natural assets. The Town Council and stakeholders will aim to attract new businesses that can complement the high quality physical and built environment.

**Policy EE1: Tourism. Proposals for tourist facilities and holiday accommodation in the Exmouth Neighbourhood Plan area will be supported in order to boost the local economy and enhance the promotion and development of the area as a suitable holiday destination. Proposals must consider and not adversely affect the character and functioning of the local area.**

## **LOCAL PLAN POLICY FRAMEWORK**

13. The EDLP (Strategy 22 p73) in recognising the state of Exmouth’s economy, sets out a vision for the town that inter alia promotes:
- An employment led regeneration agenda
  - A reduction in the proportion of out commuting through indigenous employment growth
  - Town Centre enhancement, increasing accessibility and improved retail provision
  - Improved infrastructure, which consultation suggests should include improved and town-wide free WI-FI
14. Translating a “vision” into action can take a number of forms. So far these include:
- The allocation of land for new commercial development. The Local Plan provides for additional industrial/commercial development at the Liverton Estate (about 3 ha), at Goodmores (about 3 ha) and at Redgate (0.5ha) (FIG 17)
  - By a focussed effort to attract at least one large employer through provision of suitable office accommodation
  - Regeneration projects, as promoted by EDDC in the The Exmouth Masterplan (EDDC 2011) in support of its Local Plan

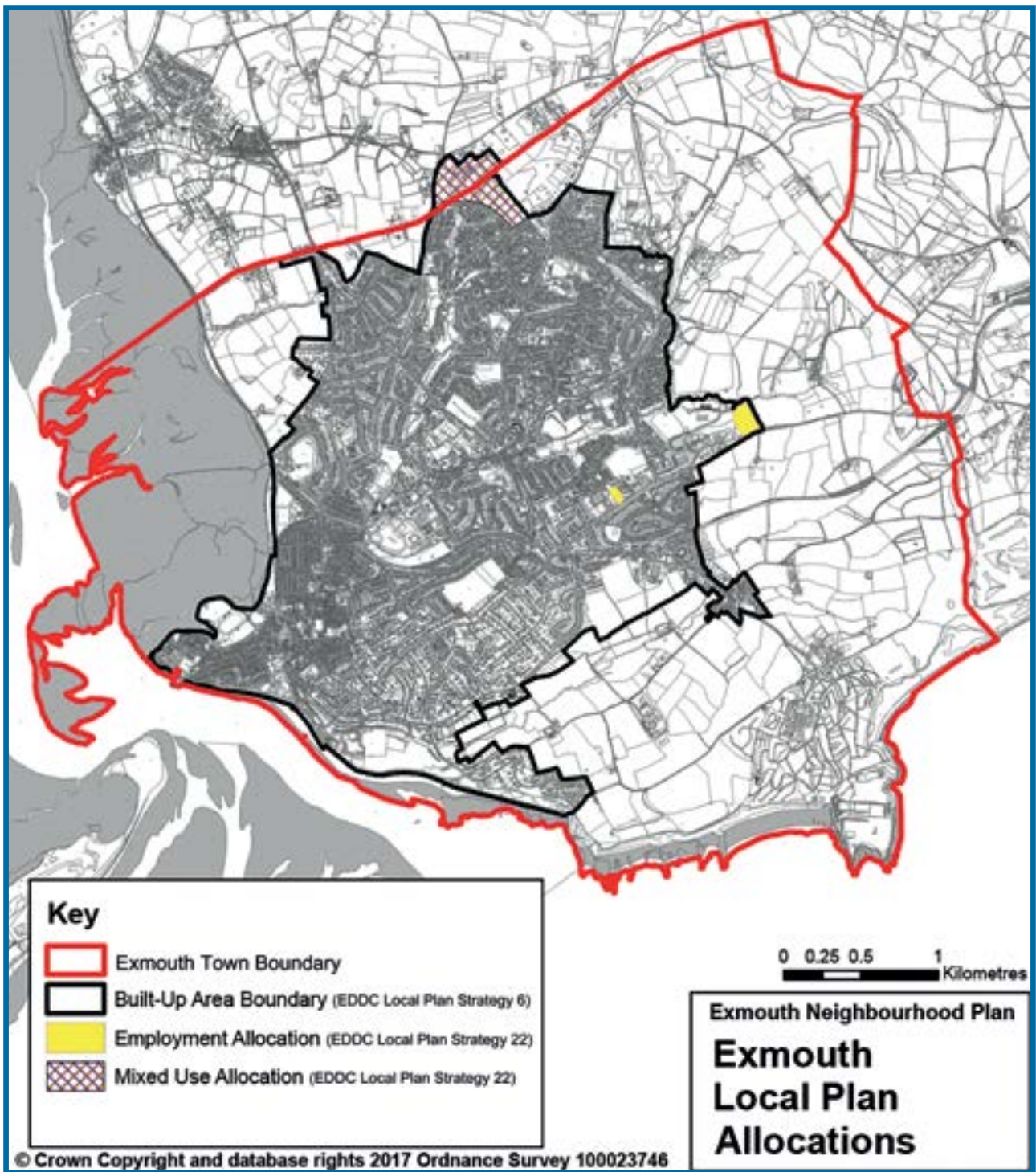


FIG 17.



*New businesses are locating to Exmouth bringing much needed employment opportunity*

15. The intention to prioritise the maintenance and creation of new employment opportunities has, to a degree, been undermined in recent times by the redevelopment for housing of employment-generating sites, e.g. Danby House (Mudbank), part of the former Pankhurst Engineering site (Littleham Road). Change of use from employment generating uses to residential should not be allowed unless:

- The change of use applicant can demonstrate that no viable employment use can be identified for the site
- The premises have been actively marketed for one year
- The premises have been offered to any community development organisation at market value
- The changes can be supported by other Local Plan policies and guidance, including marketing strategies for commercial premises available online.

**Objective: To support the Local Plan vision for improving employment opportunities, reducing outward migration for work and to improve infrastructure. The Local Plan provides for new industrial and commercial development. In addition, any loss of existing employment space should be strongly resisted.**

**Policy EE2: New development which delivers an increase in workspace within the town, generating increased employment opportunities, will be supported. Such developments should seek to use previously developed land (Brownfield sites) within the BUAB, wherever possible.**

**Policy EE3: Applications for a change of use from an employment use to residential, leading a to a reduction of employment, will only be supported if the existing site is no longer economically viable and the site has been marketed at a realistic price for a minimum of one year.**

**ACTION EEA1: The Neighbourhood Plan supports EDDC in preventing the change of use of allocated employment land.**

**Responsibility: EDDC, ETC**

**Wards benefiting: All**



## **MASTER PLAN INITIATIVES**

16. In recognition of Exmouth's apparent economic and employment needs, the Town's own Chamber of Commerce declared the need for "improved leisure and shopping and for the town to make the most of its natural environment and attractiveness as a holiday resort... in particular, to see the promotion of water sports". In another response the EDDC – Economy Plan (2016)<sup>30</sup> instigated studies to "identify opportunities in the Town Centre and on the Waterfront for renewal and improvement of the physical, economic and environmental quality of the town". The implementation of some of the Exmouth Masterplan (EDDC 2011) projects is underway. There is a continuing need to assess the potential negative impact on the wildlife values of the sea and estuary. Some projects have been completed e.g. the M&S Food Hall and the Premier Inn.
17. Initial responses triggered by the Neighbourhood Plan have potentially important ramifications for The Exmouth Masterplan (EDDC 2011) regeneration sites. This includes sites like the Queens Drive Development (QDD) that are in the final stages of preparation as well as those, like the Town Centre, where the original ideas are being re-evaluated. It is therefore appropriate to register these views now.

**Objective: Support and promote a regeneration scheme for the Magnolia Centre (in private ownership) and surrounds with a view to providing a range of outlets, improved accessibility and car parking provision.**

## **A. THE TOWN CENTRE**

18. The following suggestions have been made in relation to the Town Centre. There is substantial support from both residents and visitors for:
- An improvement in the range of retail shops
  - A much higher standard of maintenance of buildings, paved areas and pavements
  - Enhancement/redevelopment of the Magnolia Centre, including the former Post Office site
  - Enhancement of existing commercial rear service areas
  - Improved accessibility and parking space including provision of availability displays.
19. At face value these responses strongly support in principle the main elements in the original The Exmouth Masterplan (2011), to provide a better shopping experience, namely to provide improved shopping facilities, car park provision and accessibility, as well as general enhancement of the public realm, to create a "pedestrian priority that encourages browsing and shopping". The increased levels of footfall generated by new retail and regeneration should be maximized by enhanced connectivity.
20. A necessary element in The Exmouth Masterplan (EDDC 2011) scheme would be the relocation of the Jewson store and yard. Given the requirements of a builders' yard large storage areas and large/heavy vehicle access, relocation to Liverton Industrial Estate would be desirable, freeing up valuable land including brownfield sites for more appropriate town centre land uses and improved employment opportunities.

**Policy EE4: Retail or mixed use development proposals for the regeneration of the Magnolia Centre (in private ownership) and the surrounding area will be supported. Proposals should incorporate improvements to accessibility, and car parking provision.**

## **B. THE ESTUARYSIDE**

21. Consultation responses relating to this area have not been so numerous. However, they include:
- General support for the arrival of the M&S Food Hall
  - Strong support for improvement of the Sports Centre, particularly of the swimming pool, even its replacement. (See Chapter 6 on “Community Facilities”)
  - Support for the Local Plan proposal for the establishment of an Integrated Transport Interchange, including a suggestion for some form of Park and Ride service, coupled with improved train/bus services serving residents in Exmouth’s outlying suburbs, currently experiencing traffic congestion and parking difficulties. (See Chapter 5 on “Getting About”)
22. The Exmouth Masterplan (EDDC 2011) specifically identified the area at the head of Camperdown Creek (FIG 18), including the existing Council Depot, as a potential site for the establishment of “Exmouth’s creative, marine, engineering and leisure hub”. This could extend to fresh efforts to enhance the fishing industry based in Exmouth Docks.
23. Camperdown has a distinct and much valued character. As home to the Sea Scouts, the Sea Cadets, boat repair workshops and storage, it evokes the town’s seafaring role, past and present. To artists and photographers, it is inspirational. At the same time, there are areas, such as the car and boat park and access to the Imperial Recreation Ground that would benefit from enhancement works. The relocation of the DCC Highways Yard has freed up valuable space on EDDC land for appropriate commercial development and job creation. However, it is essential that any change does not damage or put at risk the unique character of Camperdown Creek.

**Objective: Support a regeneration scheme for the head of Camperdown Creek, in favour of the provision of new commercial workshops and offices, including marine-related businesses.**

**Policy EE5: Development proposals for the regeneration of the area at the head of Camperdown Creek (FIG 18) will be supported. Proposals should incorporate increased provision of marine-related workshops and office space at a scale appropriate to the context of the area and subject to appropriate flood mitigation measures.**

## **C. THE SEAFRONT**

24. Of all The Exmouth Masterplan (EDDC 2011) initiatives the proposals affecting the seafront have undoubtedly generated the most controversy. This was certainly the case in respect of the redevelopment in the past, with opinions ranging from those strongly against, in the interests of safeguarding community facilities and Exmouth’s history and culture, to those who justify change in the interest of supporting the tourism industry and creating employment. The Premier Inn is well-established and 44 hotel jobs have been created – a welcome fact given the pleas for more employment opportunities.

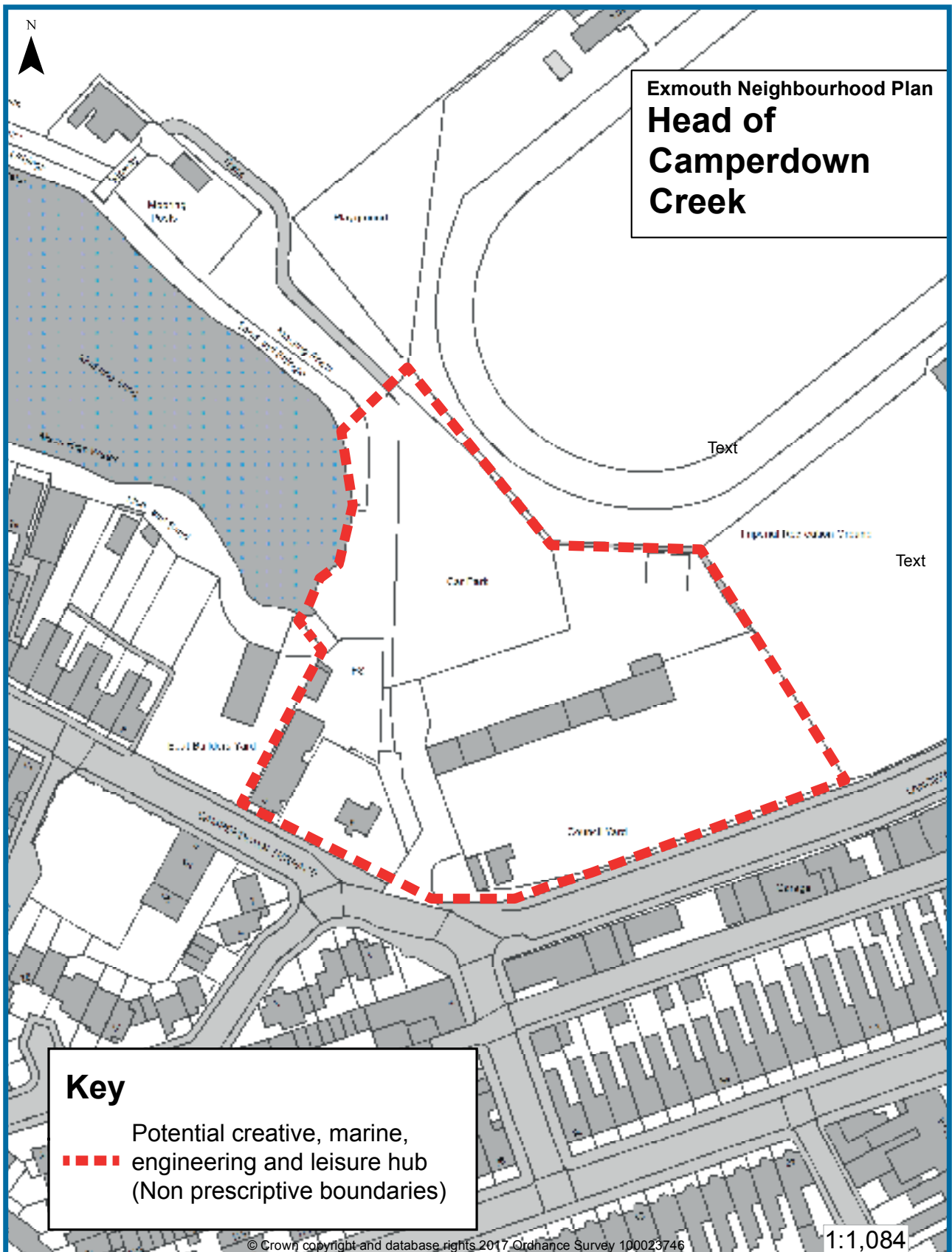


FIG 18.

## D. THE QUEENS DRIVE DEVELOPMENT

25. The Exmouth Masterplan (2011) ideas for the site were to “create a vibrant, colourful and active recreation/leisure zone for all ages focused on water sports and play, with supporting tourist accommodation”. Planning permissions have been granted for redevelopment in three phases of the site (FIG 19). It is intended that EDDC will implement Phase 1: road and car park. On Phase 2 (the water sports area) Grenadier Exmouth Ltd has been granted planning permission. Phase 3 (the remainder of the site) will be the subject of further public consultation involving Hemingway Design. In June 2018, full planning permission with conditions was granted for a new water sports centre including various facilities for water sports users, cafe, restaurant, and retail plus car parking and open space, with associated infrastructure including new stepped and ramped access to the beach and landscaping. Therefore, Policy EE6 of this Neighbourhood Plan will apply only to Phase 3 and any subsequent development proposals.
26. Differences of opinion on what should or should not be allowed here have once again emerged from the consultation exercises so far undertaken in the preparation of the Neighbourhood Plan. Many responses are totally against any change, in the interest of safeguarding Exmouth’s traditional seafront facilities and general environmental character, but without reference to economic arguments. Others support in principle the regeneration initiatives in the interest of the tourism industry, improved recreational, sport and leisure opportunities, for residents and visitors alike, as well as job creation. Then there are those who are willing to accept change, as long as it is in tune with and not in conflict with the very special environment of the seafront. In respect of specific land uses so far canvassed on the site, some responses argued against the provision of another cinema and any residential development. EDDC has listened to these points.
27. Whilst it can be argued that the QDD regeneration scheme can be justified in terms

of improved employment opportunities, revitalisation of the town’s tourism industry, the creation of a safe new public space next to the beach and a new focus on leisure and sport, people’s concerns about the form and use of land and buildings, as well as the overall environmental impact on this prominent and extremely sensitive seafront location, need to be carefully addressed. The cry from many residents has been for maximum and independent consultation. EDDC has responded positively to these pleas with a revised timetable including a series of consultations.

### **Policy EE6: That in phase three of the regeneration scheme and any subsequent phases for the QDD area on the Seafront:**

- **Buildings and land use should be related to serving the tourism industry as well as local residents and to the provision of visitor facilities for the benefit to the community through job-creation.**
- **Any new buildings should be of a scale that is in sympathy with the immediate vicinity and to preserve the views of the existing backdrop of trees along Madeira Walk.**
- **All buildings should be of high quality design and the balance between buildings and open areas should be maintained.**
- **Development should have regard to the Maer local nature reserve and the nearby AONB and also to the adjacent sports facilities.**

## E. ORCOMBE POINT

28. Another element in the Exmouth Masterplan’s (2011) regeneration proposals that featured in the public response to the Neighbourhood Plan is Orcombe Point. The call from some is for the reinstatement of visitor facilities there. It has been suggested that this might include refreshments as well as information/interpretation services related to the Jurassic Coast. This is in hand but, at present only on a temporary basis.

**Policy EE7: Development proposals for a permanent café facility within the pedestrianized area at Orcombe Point will be supported subject to design of building and appropriate resilience measures.**

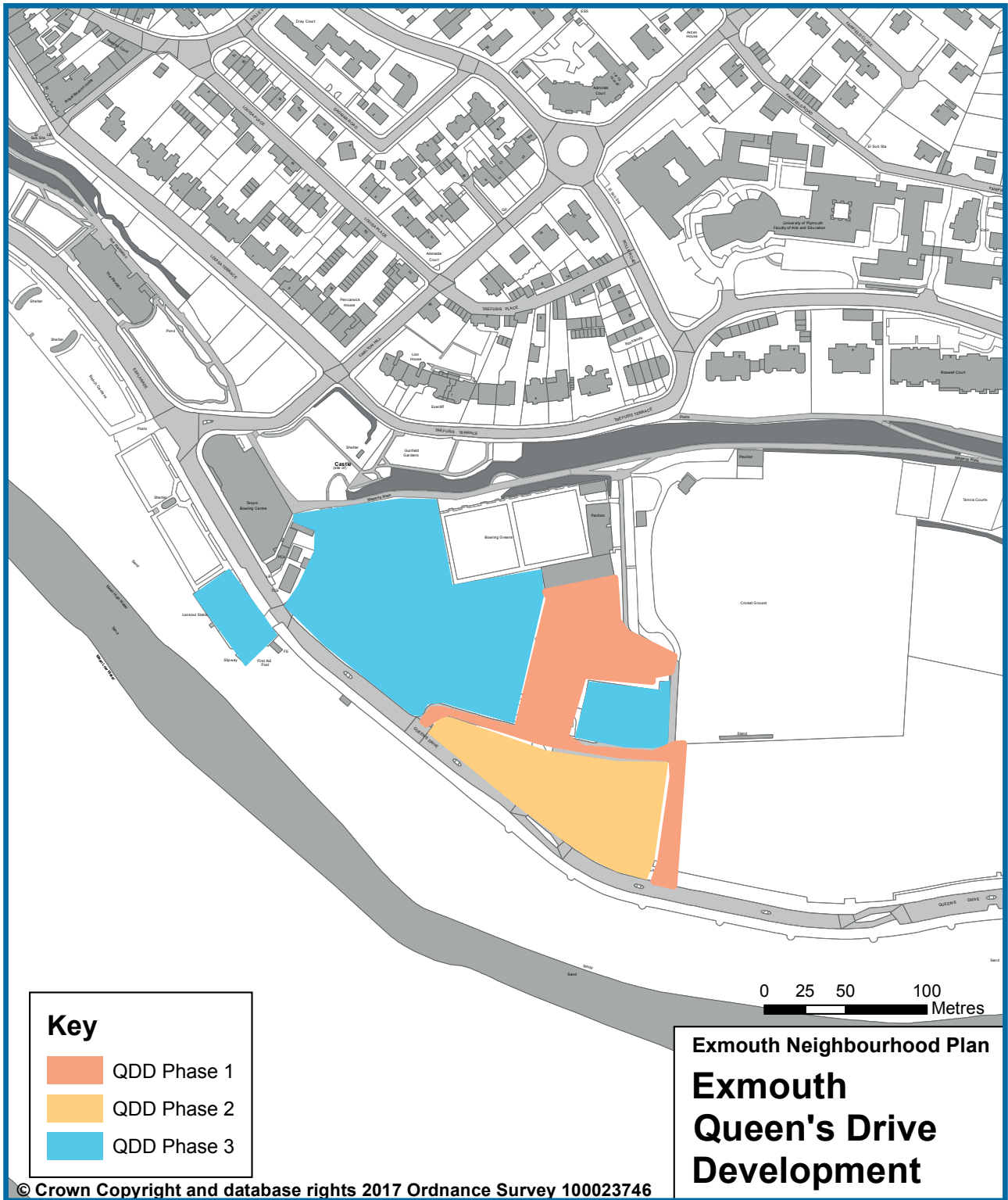


FIG 19.



*CHAPTER No.4*

# HOUSING



1. Exmouth will accommodate new housing development to meet its local requirements, currently calculated to be 1,229 new units for the period 2013-31. It will seek to establish inclusive communities catering for all age and income groups, and ensuring a balance between homes and jobs, education, social and community facilities. Within its outstanding natural environment, part of the character of Exmouth is in the varied mix of styles of its housing. This is detailed in the Built Environment chapter. The challenge now is to deal with the need for more residential accommodation and to establish policies which protect the quality of life of existing residents and the outstanding features of the natural and built environment, through good planning and development management.
3. Further development is restricted by the location. The town is bounded to the south by Lyme Bay, to the west by the Exe Estuary, to the north west by the Green Wedge separating Exmouth from the village of Lympstone and the north east and south east by land designated as an Area of Outstanding Natural Beauty, with much owned by the National Trust.

**Objective: Given the increasing demographic of Exmouth towards the elderly (Ref: Census 2011) priority should be given to developments which can be easily adapted for life-long accommodation rather than age-restricted developments. Beyond the 150 Care/Extra Care home spaces allocated for Exmouth in the Local Plan (Strategy 36), priority should be given to Accessible and Adaptable homes to ensure that the town has a balanced demographic.**

## **HOTSPOT FOR RETIREMENT**

2. Exmouth is the largest town in Devon with a population around 36,000 and growing. As stated in the chapter on Economy and Employment, about 45% of the working population work in the Exeter area, commuting by either bicycle, car, train or bus. It is also a retirement 'hot spot' where developers prioritise apartment blocks which appeal to the downsizing retirement market. Exmouth has the second highest number of second homes in East Devon, with an average of one second home for every 50 properties (2%) (Sidmouth Herald 2017)<sup>35</sup> This aspect of the town's development should be monitored, having regard to the situation being experienced in other popular south west seaside towns.

**ACTION HA1: The Town Council will monitor development progress on allocated housing sites and windfall sites to ascertain whether housing needs for different population groups are being met appropriately. The use of Exmouth's residential accommodation as second homes/holiday homes will also be monitored.**

**Responsibility: EDDG, ETC**

4. Housing policies must be future-proof. The local authorities of East Devon, Exeter, Mid Devon and Teignbridge and Devon County Council are presently working together to prepare a Greater Exeter Strategic Plan (GESP)<sup>36</sup>. This formal statutory document will provide the overall spatial strategy, level of housing and employment land to be provided up to 2040. GESP is seeking to deliver the best possible outcomes for the provision of new homes, jobs and infrastructure for existing and future generations, while also protecting and enhancing the environment. GESP could raise the prospect of change and development for Exmouth which has limited land availability and could adversely affect the town's already struggling transport infrastructure.
5. Exmouth has grown without a balance of employment and housing. It now serves as a commuter hub for Exeter and as an attractive retirement destination. This raises infrastructure problems for the town. Housing policies, as well as policies for employment and transport, are a vital part of the solution.



**Policy H1: In addition to the delivery of the Care and Extra Care housing identified in Local Plan Strategy 36, there is a presumption in favour of Accessible and Adaptable homes, to ensure a balanced housing stock for a range of age groups within the town.**

6. While Exmouth does not have the problem of disproportionate growth in the number of “second homes” which has occurred in other seaside towns in the South West, there is the need for this to be assessed and monitored in the future. Exmouth presently is second in the top five towns for second homes in East Devon with 442 <sup>35</sup>.
7. Another issue when looking to the future is that when new built development is being planned, attention needs to be given to making it energy-efficient. Solar panels on appropriate roofs and water harvesting are important features for all new development. Rainwater swilling over yet more paved areas will be a frequent hazard as the winters become wetter and warmer. Modern plumbing can easily divert rain from gutters to water tanks for use in washing and flushing of toilets. On new housing estates, consideration should be given to a site for food-growing areas, with consideration also of a wild-flower meadow and nesting for birds and bats. To save energy and for diminution of light pollution, outdoor lights should be angled downwards and be switched off earlier.
8. Provisions in the Local Plan require housing development to be sufficient for the next five years and with no extension beyond the BUAB. To achieve the vision of Exmouth as a green town with protection of areas and corridors for wildlife, the tendency towards ‘garden grabbing’ for infilling developments will have to be constrained.
9. In the development of the Plan an overall objective was to engage with all residents within Exmouth and its surrounding boundaries, so that any development

reflects Exmouth’s residents’ needs, local character, history, architecture and landscaping, while not preventing or discouraging appropriate innovation.

10. The central issue is to establish housing policies which help to secure a healthy mixture of age groups and income levels – a balanced community. Experience of housing developments in the town this century has made it clear that, left to the market, that balance will not be achieved. The implications for the quality of social, cultural and economic life of Exmouth are evident. It is essential to have a vibrant town that is inter-generational, providing for all ages and abilities. Policy H1 seeks to promote a variety of housing provision for the elderly. Firstly, ongoing provision for care and extra care homes and, secondly, priority will be given to developments which can provide for lifelong accommodation needs, rather than being age restricted.



*EDDC innovative low energy rented flats  
attaining Passivhaus accreditation  
(photograph courtesy Tony Charnock Photography)*

## **AFFORDABLE HOUSING**

**Objective: To support local residents, who wish to live within Exmouth but are unable to access the open housing market, new developments should seek to deliver a substantial amount of affordable housing.**

11. Housing for people on average local incomes is a continuing problem. The first issue has been identified by EDDC as the immediate requirement for at least 607 socially rented dwellings. Strategy 35 of the Local Plan sets out “local connection” criteria which are to be applied in priority order when affordable housing becomes available. These criteria, beginning with permanent residency in Exmouth for a continuous period of three years will be used when new affordable housing becomes available.

**Policy H2: To meet the identified housing need all housing development within the BUAB, on sites of more than 10 properties, should seek to deliver as a minimum, 25% affordable units. The majority of affordable units should provide 1 or 2 bedroom housing. Occupancy will be subject to a local connection clause.**

**Objective: To support plans for the provision of housing by East Devon Local Housing Authority (EDLHA) to ensure that the need for various sizes of homes at an affordable rate, for those on a Council waiting list, can be met, on the basis that they can buy and build, working in partnership with Housing Associations.**

**ACTION HA2: The Neighbourhood Plan supports the work of EDDC in providing up to date information on the appropriate level of affordable housing within Exmouth.**

**Responsibility: EDDC, ETC,**

**Wards benefiting: All**

12. A ‘snapshot’ of data from Devon Homes Choice<sup>37</sup> showed that in November 2016 individuals and families have specified Exmouth as the place where they wish to reside for family, social support and work reasons (rental element only), as follows:

- 52% of registered applicants for Social Housing require 1-bedroom dwellings. This equates to 411 properties.
- 28% require 2-bedroom dwellings. This equates to 112 properties.
- 13% require 3-bedroom dwellings. This equates to 55 properties.
- 6% require 4-bedroom dwellings. This equates to 24 properties
- 1% require 5-bedroom dwellings. This equates to 5 properties.

The aim has therefore to be to identify strategies to provide at least 607 socially rented dwellings. This is being addressed by EDDC building or purchasing suitable properties or by use of private accommodation.

13. But this is only a part of the problem. With low average local wages, even people in full-time employment struggle to afford local house prices for their first homes or to move when necessary to accommodate a growing family. Development space in Exmouth is limited, so this Plan supports the firm application of the current requirement to have 25% affordable homes in any residential development of more than 10 units.

**ACTION HA3: To ensure an appropriate level of affordable housing is provided within Exmouth, regular research to establish the housing tenure needs of residents within the town will be undertaken by relevant organisations.**

**Responsibility: EDDC, ETC,**

**Wards benefiting: All**



*Affordable housing seen at the rear forms part of the Cyprus Gardens development*

## **MEETING IDENTIFIED NEEDS**

14. Housing policies are needed which:

- Enable young people, with or without children, to get on the first rung of the housing ladder
- Allow senior citizens living in the town to move into less expensive, appropriately designed accommodation
- Ensure that new affordable accommodation, as defined in EDDC housing policies (EDLP)<sup>1</sup>, is occupied by people who have a local connection or will live in the community and engage with it in social and economic terms (the local plan sets 25% affordable housing to be provided normally by ‘pepper-potting’ or, if this is not possible, a commuted sum is negotiated).
- Provide an amount of ‘supported housing’ not just for older people to make a down-sizing move, but also for young people who may be moving out of care or out of their family home and need to learn life- skills before they move into their own independent accommodation

- Provide housing to enable those who have a variety of health problems or disabilities to be as independent as possible

15. In this section the policies and community actions are designed to meet the need to create more affordable dwellings to address identified housing needs, whilst recognising geographical constraints and the social and economic implications. Priority for new housing development should be to deliver one and two-bedroom dwellings to meet the identified need while also responding to the needs of families.

**ACTION HA4: For relevant organisations to ensure the provision of one-bed properties to meet the evidenced need of residents below retirement age.**

**Responsibility: EDDC, ETC,**

**Wards benefiting: All**



CHAPTER NO.5

# GETTING ABOUT



1. Arrangements for safe, convenient and pleasant movement into and around the town are important to the success and well-being of the community. Quality services and facilities enable growth and expansion for the local economy and improved quality of life. Transport is an enabler and an essential means of connectivity.
2. Exmouth is fortunate in having a good infrastructure of rail and roads and opportunities to walk or cycle in green spaces, but the formulation of further policies and aspirations will give the opportunity for improvements to travel arrangements - to the benefit of residents, visitors and businesses. If we do not take the opportunity now, the anticipated increase in residents and visitors will create transport problems which are already becoming evident but are still avoidable.
3. This chapter looks at all aspects of transport, cyclist and pedestrian movement along with traffic arrangements and parking. Each is discussed in detail and proposals for changes are made.
5. The present weekday timetable is a basic two trains an hour service operated currently by diesel trains, many of some antiquity. Newer diesel trains are expected to be introduced in a forthcoming cascade of rolling stock from the Bristol area.
6. The route is operated by the Great Western Railway (GWR) part of First Group and the present franchise runs until April 2019, with a possible one- year extension from the Secretary of State for Transport. Patronage of the line has increased by over one million passenger journeys in the fifteen years between 2001 and 2016.
7. The nature of the journeys undertaken is varied and covers commuters, students, shopping trips, leisure and tourists and has become an “inter urban” line more than the usual description of a “branch line”. Commuter passengers form part of the “travel to work” area as described in DCC’s Local Transport Plan 3 (LTP3) (2011)<sup>38</sup>.
8. The GWR’s plans<sup>39</sup> include:
  - Improved ticketing and arrangements for the purchase of tickets.
  - Collaborative working towards integrated train/bus maps and arrangements for passengers arriving and departing trains.
  - Major beneficial changes to the timetable from December 2018
  - The line to become part of DCC’s Devon Metro scheme covering local rail services throughout the county with Exeter St David’s as the hub

## RAIL



4. Exmouth is the southern terminus of the branch line from Exeter St David’s, known as the Avocet Line. The line is part of the Devon and Cornwall Rail Partnership (DCRP) and is supported by the Avocet Line Community Rail Forum together with an active Avocet Line Rail Users Group (ALRUG). This has resulted in a range of improvements and the increased success of the line.

**ACTION GAA1: The Neighbourhood Plan supports the monitoring of improvements to maximise the rail service to Exmouth for commuters, and for visitors during peak holiday periods.**

**Responsibility: DCRP, DCC, GWR, ALRUG, ETC**

**Wards benefiting: All**

## **BUSES**

9. Bus routes serving Exmouth are a mix of commercial and DCC and ETC supported services. Stagecoach is the company with the largest number of routes with Country Bus and Dart Line operating the remainder. There are two direct routes between Exmouth and Exeter one being a high frequency service whilst the other is limited. Direct services also operate to Budleigh Salterton and Sidmouth. Exmouth also benefits from town services which include evenings and weekends.
10. The population of Exmouth has grown significantly in recent years and will continue to do so in response to the EDLP. The current pattern of routes within the town has not evolved to reflect this expansion.
11. Between Easter and the end of the school autumn half term holiday an open top service operates daily between the town centre and Sandy Bay Holiday Park. A land train, which has a circular service between the town centre and Orcombe Point, runs during the summer season. These services are well used and should be developed.

## **INTERCHANGE FACILITIES**

12. From these rail and bus foundations Exmouth has a range of useful and usable public transport services. The connectivity though is far from complete, as evidenced in community consultations. EDLP (Strategy 22)<sup>1</sup> sought “the upgrading of public transport provision to and from Exeter, primarily through the provision of an integrated transport interchange” and Access, Movement and Parking Technical Report in the Exmouth Master Plan (2011). The best location for this facility was lost with the building of the M&S food store, although strenuous efforts continue to pursue this objective but what could now be achieved will probably be smaller. Such an interchange continues to be essential for passenger connectivity between all parts of

the town and other routes with the core of the interchange being the railway station. To encourage greater use of public transport, the interchange has become even more vital with ever increasing traffic on the A376.

13. Exmouth bus services have suffered a variety of issues since the closure of the bus station. These are technical as well as administrative. There is a clear need for a permanent bus depot in the town which will reassure current passengers and encourage others to think “bus” before “car”. The community of Exmouth strongly supports the EDLP (Strategy 22) for the town to have an integrated transport interchange. The existing arrangements fail to provide an adequate link between bus, train and taxi. The problems are exacerbated for the disabled, those with young children or carrying heavy luggage. A three-pronged approach is proposed:
  - An integrated transport interchange (ITI) as seen in FIG 20 (overleaf)
  - Re-assessment of bus-routes and timetables within Exmouth
  - Further re-assessment following completion of the Dinan Way extension

**ACTION GAA2: The Neighbourhood Plan supports regular reviews and assessment of bus routes services in Exmouth.**

**Responsibility: STAGECOACH, COUNTRYBUS, DARTLINE, DCC,ETC**

**Wards benefiting: All**



FIG 20. – vicinity of proposed integrated transport interchange

## TAXIS

14. The availability of taxis for short and long journeys is of great importance to the town. Demographics mean many people, including disabled residents, use taxis as a matter of routine. Exmouth hotels attract coach companies whose passengers are often elderly and with limited mobility, such visitors making use of local taxi's service. Local residents and visitors arriving by train are more likely to complete their journey by taxi in the absence of bus services adjacent to the railway station. There are around 70 taxis licensed to the town with 30 per shift available for hire. EDDC is the licensing authority and the rules and regulations are currently under review.
15. It is not generally known that Exmouth taxis are licensed as Hackney Carriages and may be flagged down anywhere that is safe for them to stop.

16. There are five sites within the town centre where taxi stands are located
- South side of The Strand
  - Railway station
  - KFC in Imperial Road
  - Magnolia Centre
  - Sea front
17. The Taxi Drivers Association<sup>40</sup> has registered its concern that Exmouth has no plans to establish recharging points for electric cars, which will be essential for them and other drivers – both residents and visitors – as the drive to reduce pollution progresses and the number of electric cars increases. There is strong support for the installation of electric charging points at suitable locations around the town.

**ACTION GAA3: For EDDC to deliver provision of public electric charging points in all car parks where 20 or more spaces are provided.**

**Responsibility: EDDC, ETC**

**Wards benefiting: All**

**POLICY GA1: Development proposals which include public electric charging points at the following types of facility will be supported:**

- Supermarkets
- Hotels
- Garden Centres
- Visitor attractions/ centres
- Large Employments sites
- Large Business premises



## **COMMUNITY TRANSPORT**

18. Exmouth has a long established, active and forward-looking charitable Exmouth and District Community Transport Group. Its sphere of influence is extensive. Its service area embraces Exmouth, Budleigh Salterton, East Budleigh, Otterton, Colaton Raleigh, Woodbury and Lympstone.
19. This vital organisation provides transport for those with mobility problems and helps maintain their living at home independence. It provides services using a tail lift wheelchair accessible minibuses and a wheelchair accessible car. The Group has four distinct types of support, which include a regular day and timetabled service and booked the day before. Some vehicles are available for private hire.
20. There is some conflict between pedestrians, cyclists and motorised vehicles. The potential for stress to pedestrians and drivers, as well as for conflict at locations such as the two town centre schools at the start and end of the day, should not be underestimated. Congestion also occurs outside the other town schools during the same periods. This impedes pedestrian movement in all such areas during these busy periods.
21. Too little has been done in the town centre to manage the situation. Variations in road surfaces, improved marking of pedestrian crossing points and creating an environment giving pedestrians priority are measures that can be taken, as they have been in many other towns. There is considerable community support for further pedestrianization in the town centre. For this to be achieved careful consideration needs to be given to the implications for the flow of traffic within the whole town centre. Good community consultation will be essential to ensure acceptance. Further traffic calming measures may complement or, at some points, be an alternative to pedestrianization.
22. Within the shopping area of the town centre the Magnolia Centre is fully pedestrianised. The pedestrian area in The Strand was extended during the last redevelopment and is now available for community events of all kinds. The town centre is compact and busy with buses, trains, the Leisure Centre, two primary schools, medical centres and churches within level walking distance.

## **PEDESTRIANS**

20. Within the shopping area of the town centre the Magnolia Centre is fully pedestrianised. The pedestrian area in The Strand was extended during the last redevelopment and is now available for community events of all kinds. The town centre is compact and busy with buses, trains, the Leisure Centre, two primary schools, medical centres and churches within level walking distance.



*Pedestrianised Magnolia Centre opened 1974*

23. When the Strand Gardens were redeveloped one set of traffic lights (with pedestrian lights incorporated) was removed. Two informal crossings and a hump were installed in lieu as a traffic calming initiative, but these are not well differentiated. As a result, many pedestrians and drivers are unsure about how to cross them. The changes have achieved an improved traffic flow for most of the time, but they do not have universal support and many residents have asked for a crossing point.



*The pedestrianised Strand Gardens*

24. Pedestrians would also benefit from a lighted crossing between Dinan Way and Brixington Lane. Where suitable, consideration could be given to replacement of Lollipop Attendants by pedestrian crossings.
25. Conflict does occur along the Esplanade and at the Leisure Centre where pedestrians and cyclist share the footway. At these points the width of the footway varies and in places is too narrow for both to share the space comfortably. Calls have been made for improvement or greater separation, thus removing pinch points, plus improved signage so that cyclists and pedestrians know where they should be.
26. The new Estuary footpath and cycleway between the A376 and the Estuary has been welcomed but some points remain to be addressed, including the unsatisfactory link between the rail station and the sea-front.

27. The Starcross Ferry is well-used, but it is under serious pressure at times because of the large number of travellers. Improvements to the service would probably attract more customers and would be welcome to both pedestrians and cyclists.

**ACTION GAA4: The Neighbourhood Plan supports the following improvements to increase tourist numbers using the Starcross Ferry Service:**

- Increased bicycle carrying facility
- Extending season dates
- Improved access

**Responsibility: EDDC, ETC**

**Wards benefiting: All**

28. A water taxi service established between Exmouth and Topsham, with a plan to expand operations in 2018, has been welcomed.

**Objective: Support calls for the footways to be repaired in and around the Magnolia Centre and Town Centre. Improve the pinch points along the shared Esplanade footway.**

**Policy GA2: Development within the Magnolia Centre and the Esplanade shared footway should seek opportunities to improve footways and a reduction in pinch points on the Esplanade to improve access and safety for pedestrians and cyclists.**

**ACTION GAA5: The Neighbourhood Plan supports further provision of pedestrian crossing points within Exmouth Town.**

**Responsibility: EDDC, ETC**

**Wards benefiting: All**

**ACTION GAA6: The Neighbourhood Plan supports the redesign and relocation of the pedestrian crossing between Manchester road and Imperial Car Park to improve traffic flow.**

**Responsibility: EDDC, ETC, DCC**

**Wards benefiting: All**

## **TRAFFIC**

29. Traffic flow to, from, through and around Exmouth has changed little of recent years, except for a significant increase in volume. The last major change was in the town centre with the regeneration of The Strand Gardens when it became two-way on the northern side and one-way west to east on the southern side. The western and eastern roadways were incorporated into the public open area around the war memorial.

**ACTION GAA7: The Neighbourhood Plan supports ongoing traffic management assessment by Exmouth Community Association (ECA) for the Town Centre to inform DCC Highways Department.**

**Responsibility: ECA, DCC, ETC**

**Wards benefiting: Town**

30. The A376 is the main route into the town. From Clyst St George to Exmouth it is a narrow twisting two-way road with few footways. DCC have stated the road will not be widened or upgraded. Normal peak hour traffic quickly builds and serious congestion results. Road works also frequently lead to delays. During the summer holidays and any major event or incident along the route causes a rapid build-up of traffic leading to long tailbacks.
31. "Planning the Pedestrianisation of the Strand, Rolle Street and Chapel Hill"<sup>41</sup>, a report Report by The Exmouth Community Association and the former Exmouth Residents' Association, published in

June 2008, was submitted to DCC, EDDC and ETC and should be reconsidered with a view to improving traffic flow.

32. The long-awaited extension to Dinan Way, once completed, will give traffic the opportunity to avoid unsuitable streets and narrow lanes when travelling between the A376 and the eastern areas of Exmouth. This will additionally give a less congested route to the light industrial area of the town and towards Budleigh Salterton. Planning officers need to bear in mind that residents close to the road have specific concerns which can be addressed during the consultation process. Although the completion of this road will ease traffic within Exmouth once it has left the A376, it is recognised that this will not ease the traffic flow on the A376 between Lympstone and Clyst St Mary.
33. The completion of the route for the Dinan Way is included as a Targeted Capital Intervention in the DCC Local Transport Plan<sup>38</sup> and in the EDDC Local Plan Strategy 22. Conditional planning consent has been granted for the scheme and DCC will move forward to acquire necessary land and funding. A delivery date has not been formally announced, but is expected to be in the next three years.
34. Devon Cliffs Holiday Park at Sandy Bay is a prosperous and successful site of chalets and caravans and an important element in the local economy. A reappraisal of the road layout leading to this large site should be considered and especially a link to the present end of Dinan Way at Salterton Road. When this is considered the options for improved links to Exeter Airport and the Enterprise Zone could feature.

**ACTION GAA8: The Neighbourhood Plan supports and endorses the completion of Dinan Way.**

**Responsibility: EDDC, ETC, DCC**

**Wards benefiting: All**

**ACTION GA9: The Neighbourhood Plan supports the consideration of a new road between Sandy Bay and the completed Dinan Way.**

**Responsibility: DCC, EDDC, ETC**

**Wards benefiting: Littleham**

## **PARKING**

35. Exmouth arrangements for the parking of cars, motorhomes and motor cycles can be divided into specific areas. These are the railway station area, town centre, sea front, Orcombe Point and residential areas. Overall the town has, at present, sufficient parking space although conflict can occur and not all is used to its full potential. A parking survey was completed in 2004 and is referred to in the preparation of the Exmouth Master Plan Project in the March 2011 Access, Movement and Parking Technical Report.
36. The community has highlighted the confusion caused where DCC and EDDC have side by side parking responsibilities. This is exacerbated by two different pricing regimes in the same locality. It is also suggested that, at specific times/occasions, parking charges should be lowered to encourage the local economy by attracting a greater number of shoppers and visitors.
37. While most residents wish to make visitors welcome there is concern about the arrangements for the parking of motor homes on the sea front. The steps proposed by the Town Council to make suitable arrangements for the overnight parking of motor homes are welcome and there is expectation in the community that these will be implemented without delay and effectively enforced.
38. Motor Home parking on residential roads is becoming a problem on some roads close to the town centre and other residential areas. These generally belong to local people and often remain static for long periods, whilst some move from road to road at intervals. A small number are known to be semi/permanently occupied.
39. Town centre parking may be considered in two categories. The first is the residential area close to the centre, where areas of high density housing were built prior to the car becoming the norm for most households. This has resulted in a considerable amount of on street parking. The Colony area suffers from heavy congestion. The second is The London Inn car park, which serves the centre shopping area, and the Imperial Road car park, which serves the Leisure Centre, medical centres and allied businesses as well as the Strand shopping area.
40. The Railway Station area has a small railway passenger only car park. To the north of the railway station is a large area of mixed parking with ownership divided between DCC and EDDC. Apart from a considerable area set aside for cars it also includes coach, bus and overnight lorry parking. Adjacent to the railway station the M&S food store has its own small car parking area.
41. There is an aspiration for a Park and Ride Service to be provided, but it is uncertain whether a business plan for this would be viable, even if a suitable location is available.
42. Sea front parking at Mamhead Slipway. The re-opening of Mamhead is a key move towards re-establishing Exmouth's marine leisure offer. With the completion of the slipway renewal, the parking of cars and trailers in this area has changed. How policing of the new arrangements will work has yet to be seen.
43. Sea front parking at Orcombe Point, including Queens Drive, Marine Drive and Maer Road. This is an exceptionally popular parking area much of which looks out to sea, with the large but underused Maer Road car park nearby. This area includes two toilet blocks, a seasonal cafe at Foxholes, day-use chalets, the RNLI Life Boat facility and forms the eastern extremity of the Exmouth Esplanade. There is a realistic aspiration for a permanent cafe facility to be provided at the very eastern end of Queens Drive. The parking on Queens Drive attracts on road parking of all sizes of motor homes: a fact

## ACCESS STRATEGY FOR EXMOUTH

which causes Exmouth residents serious concerns. Although welcome as visitors, it is felt that large motor homes are a hindrance to pedestrians using the Esplanade in this area. The Exmouth community would prefer to see a proper facility for such vehicles. This could be by way of marking out a number of larger parking bays with parking signs to include the wording: motorhomes must park in an 'oversize bay'. The establishment in July 2017 of a joint working party comprising ETC, EDDC and DCC is welcome as is the implementation of new policies from July 2018.

44. The Maer Road car park is owned by EDDC, is a short walk from the sea and is lightly used even at the height of summer. Car owners prefer to park on nearby roads without charge. However, an area of this car park could, perhaps be used to provide all the basic facilities motorhomes need during a visit to Exmouth.

**ACTION GAA10: The Neighbourhood Plan supports the work of the joint Campervan Working Party (ETC, EDDC, DCC) Task and Finish Forum (TAFF) to promote the three designated sites for motorhomes at Queen's Drive, Imperial Recreation Ground and Maer Road Car Park.**

**Responsibility: EDDC, DCC, ETC**

**Wards benefiting: All**

**ACTION GAA11: The Neighbourhood Plan encourages EDDC and DCC to rationalise parking charges and arrangements in Exmouth Town.**

**Responsibility: EDDC, DCC, ETC**

**Wards benefiting: All**

45. Cyclepath Exmouth, a volunteer group, produced in 2002 a "Strategy for Cycle Routes in Exmouth"<sup>42</sup>. This was revised and updated in 2008. It was produced in conjunction with East Devon District Council (EDDC) who, after public consultation, endorsed it for use in decision making and the production of the Local Development Framework. It has been taken into account when processing and determining planning applications. It is referred to in the Local Plan and is available on the EDDC website.
46. This document was primarily concerned with cycling infrastructure, whilst stressing that cycle paths and routes would also benefit walkers, the disabled and those with push chairs. The scope has now been widened so that this new document has a broader remit and has been renamed as an "Access Strategy" to avoid giving undue emphasis to cycling and is intended to be incorporated into the Exmouth Neighbourhood Plan, as well as the EDDC Local Plan.

### Objectives:

**Improve access for residents and improve awareness of what opportunities exist to walk or cycle rather than use cars or public transport.**

**Take advantage of the opportunities that new developments may bring to improve routes and provide good access for the new developments.**

**Provide a "wish list" identifying opportunities that could be implemented as and when funds are available or as new development is authorised.**

**Make the maximum use of existing pathways, quiet roads and good pavements by means of signage and the production of local maps.**

47. A large-scale map needs to be produced showing all the many useful paths which exist in Exmouth, numbered and linked to a file with descriptions and useful data together with their status (public footpath, cycleway, shared use path, bridleway or unclassified pathway). It can then record information vital to the planning and improvement of routes, including links outside the area, particularly to Woodbury Common.

## **THE OVERALL PLAN**

48. Exmouth is an unusual town in that it is bounded by the Exe Estuary and the sea front so that its centre of activity is in fact almost in the corner between the two. It is envisaged that what is needed is a spider's web of routes that is radial routes roughly radiating from the "centre" or Phear Park, which are linked from one to the other by a series of cross routes. The most important first step is the establishment of where the radial routes are needed. Some are complete and in use, some exist partially and some do not exist at all.
49. FIG 21 opposite shows diagrammatically what the web could look like. It shows principal network of existing official cycle paths, shared use paths and some of the public footpaths but not any unclassified paths.

## **RADIAL ROUTES**

50. These are:

**R.1. From the station along the Estuary Trail**

**R.2. Bapton Valley route**

**R.3. Withycombe Valley route**

**R.4. Budleigh Railway Path**

**R.5. Maer/Littleham Valley route**

**R.6. Sea Front complete from Exmouth  
Docks to Orcombe Point**

Notes:

i) There is a need to establish links from the town centre to Phear Park and also through the Strand to the sea front.

ii) The opportunity to establish a circular route for cyclists, as well as walkers, by improving the Starcross/Exmouth Ferry needs to be pursued.

## **LINKS**

51. The new National Trust path runs from Exe Estuary Trail to Exeter Road and could link to Summer Lane when Dinan Way is extended.
52. Sustrans Routes (and Tour de Manche): Sustrans Routes National Cycle Route NCN2 runs from Dover to St Austell and includes the Exe Estuary Trail (R.1) and the Budleigh Railway Path (R.4)<sup>43</sup>. In this area it is also part of the international Tour de Manche which runs from Plymouth to Poole and links via ferries to Roscoff and Cherbourg to the French coast where there is an equivalent route linking those two ports.

## **CODE OF CONDUCT**

53. The Sustrans Code of Conduct<sup>44</sup> is required on all Sustrans routes to establish a way of securing the best use of the pathways. Where paths are shared, either officially or unofficially, cyclists should give way to pedestrians. Cycles should be fitted with a bell or similar warning device.

**Objective: Fully support the existing Strategy for Cycle Routes in Exmouth<sup>45</sup> endorsed by EDDC. Support the implementation of additional tracks and links as suggested and investigate where need is already identified or where there is future opportunity.**

**Policy GA3:** All new housing and employment development proposals should, where feasible, seek to connect with the existing footway and cycle network or seek opportunities to further develop the network to ensure connectivity. Such proposals should be mindful of the Strategy for Cycle Routes in Exmouth.

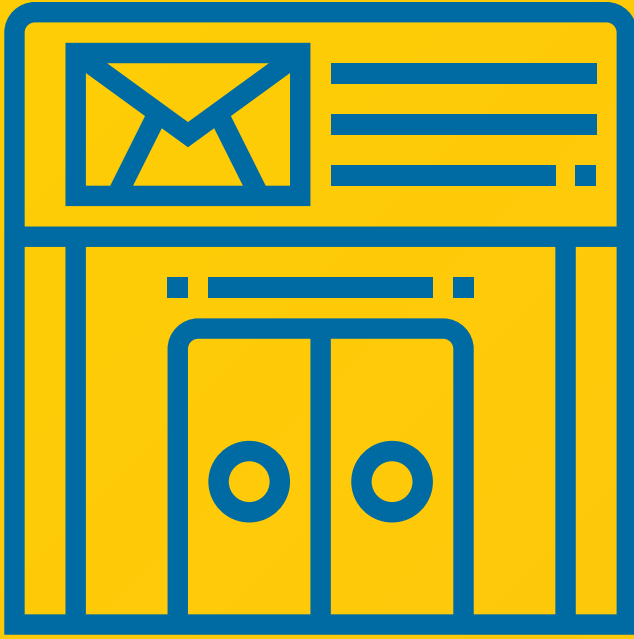
**ACTION GA12:** For the improvement of the cycle and footway network across the Exmouth Neighbourhood Plan Area to be an ETC strategic infrastructure priority project.

**Responsibility:** ETC, EDDC, DCC, Sustrans

**Wards Benefiting:** All



FIG 21.





CHAPTER No.6

# COMMUNITY FACILITIES



## EDUCATION

1. In May 2016, early in the process of producing the Plan, households and businesses in Exmouth had the opportunity to complete the Neighbourhood Plan Survey which included two questions about local facilities. They were given a list of facilities: open space/parks; health services; leisure and sports facilities; recycling; library; eating out; education/retraining; cultural/community facilities; social services; public toilets and bins; employment opportunities. They were asked to rate these from excellent to inadequate.
2. The overall picture is that most services and facilities are at least average, and over half of those listed were considered 'good' or 'excellent'. However, achievement of the Neighbourhood Plan's vision for Exmouth requires a range of high quality community facilities to be available to meet the needs and interests of the whole population. This includes:
  - Education through schools and further education opportunities
  - Library services
  - Medical and health/wellbeing facilities
  - Leisure and sports centres
  - Town Assets available for meetings and activities
  - Convenient shops offering a good 'shopping experience'
  - Modern public toilets throughout the town
  - Opportunities to rent allotments
  - Efficient refuse collection and recycling
3. The town is generally well-served with such facilities and there is a strong sense of community, but the growing population and the expectations of more and higher quality provision require significant improvements in all aspects, as detailed in this chapter.
4. Devon County Council is responsible for the provision and maintenance of primary and secondary schools, other than independent schools, and has to ensure that there are sufficient pupil places available in each Local Learning Community (LLC).
5. The Exmouth LLC includes primary schools in East Budleigh, Otterton, Budleigh Salterton, Lypstone, Woodbury and Woodbury Salterton. The schools in Exmouth are:
  - Exmouth Community College
  - Bassetts Farm Primary
  - Brixington Community Nursery & Primary
  - Exeter Road Community Primary
  - Littleham C of E Primary
  - Marpool Primary
  - St. Joseph's Catholic Primary
  - The Beacon C of E VA Primary
  - Withycombe Raleigh C of E VA Primary
6. Responses to the NP survey (May 2016)<sup>6</sup> indicated that education and training services in Exmouth were rated as 'average and above' by a substantial majority and as 'good' by more than a third.
7. Given Exmouth's increasing population and anticipated housebuilding, the analysis by DCC (Education Infrastructure Plan 2016-33)<sup>46</sup> of pupil numbers and available places is significant. The analysis covers the period 2016-33 and provides a planning area breakdown of the implication of major housing development, a short to medium term analysis of potential pupil numbers and capital maintenance priorities.

8. Recent projections of pupil numbers have shown small shortfalls followed the next year by small surpluses against available places. While there have not been substantial differences, it does indicate that the situation needs to be monitored to avoid problems for parents in securing a place at their preferred school and also for schools in providing appropriate accommodation.
9. The increasing pupil population is expected to require an increase in available places during the period 2016 - 2026 of 210 primary places plus nursery provision. While a substantial part of this increase is expected in the north of the town resulting from planned residential development at Goodmore's Farm, the building of a new primary school in that area is anticipated. It should be noted that the Local Plan refers to the pressure of pupil numbers throughout the town and that discussions in the north of the town suggest that the extra pupils may be catered for in the existing schools.
10. With 2,600 pupils Exmouth Community College is already the largest school in the country and is expected to grow to about 3,000 in the next few years. Major capital building programmes are planned at the Community College. There is recognition of

the aspirations, registered clearly in the NP May 2016 Survey, that new opportunities for further education and skills training for school leavers and experienced workers will be provided in Exmouth, rather than just in Exeter and beyond. The community considers that enhanced further education opportunities are required in Devon's largest town. This is Devon County Council's top priority to secure funding. Any opportunities for potential funding from other sources will be investigated and reported to the County Council.

11. The Local Plan states that EDDC will enhance Exmouth by promoting new educational facilities. This relates to improved skills training of the kind that were anticipated to be provided under the now aborted plans for the former Rolle College site.

**ACTION CFA1: The Neighbourhood Plan supports the provision of additional Further Education opportunities and training in Exmouth.**

**Responsibility: DCC, EDDC, ETC**

**Wards benefiting: All**

## **LIBRARY**

12. Exmouth Library is housed in a prominent building but it has been, for several decades, high on the list of Devon libraries due to be replaced. The Exmouth Masterplan (2011) proposed this should be in a new building close to the railway station and sports centre. The service it provides was rated in 2016 as 'excellent' or 'good' by more than 60% of respondents to the NP Survey in 2016.
13. The establishment in 2015 of 'Libraries Unlimited', a not-for-profit mutual with charitable status, as the provider for Devon Libraries was aimed at giving the library service a viable economic future. It will not only operate as a traditional library, but will continue innovative IT and other activities and more closely engage with schools, playgroups and other community organisations, promoting greater use of the premises. It aims to be at the heart of the community supported by the 'Friends of the Exmouth Library'.
14. Future relocation to more appropriate and sustainable premises to be shared with other Community Service providers remains an aspiration, which the Plan supports and looks to the review of the Exmouth Master Plan (2011) to propose a way forward to providing Exmouth with suitably modern library services, in a new library building.

**ACTION CFA2: The Neighbourhood Plan supports a new library and museum complex, and for this to be an ETC strategic infrastructure priority project.**

**Responsibility: DCG, EDDG, ETC**

**Wards benefiting: All**



*Exmouth Library – the former Board School built in 1871*

## **MEDICAL AND HEALTH & WELL-BEING FACILITIES**

15. The EDLP 2016-2031 identifies Exmouth as a growing Town with a strategy of new housing, increasing the population by 4,000 to 5,000 people, which will lead to increased pressure on its infrastructure. Exmouth has a number of Council Wards that are among the most deprived in Devon, some of which are significantly more deprived than the England average, added to which Exmouth also has some of the lowest life expectancies in the County, highlighting health inequalities in the Town. Investment in the provision of cost effective sustainable health and social care is essential to sustain a healthy and vibrant community for all ages.
16. The EDLP's aspirations regarding health in Exmouth suggest the need to:
  - Promote new health facilities
  - Enhance medical services
  - Ensure that the infrastructure of both physical and service elements is adequate for the population, especially including medical and social care
  - Promote social well-being, which includes providing facilities to meet people's needs such as health care
17. The Plan supports these four goals as the basis of a Health and Wellbeing strategy and recognises the contribution of the Woodbury, Exmouth and Budleigh (WEB) Community Health & Wellbeing Board to enable the communities of the towns and villages of the WEB area to retain ownership of and develop their own health and care services, delivering the aims of:
  - High quality, more cost effective, sustainable health and social care services
  - Improving the experience for service users and carers
  - Integrating care to improve outcomes for the communities of the towns and villages of the WEB area
  - Promoting independence for adults and children with complex needs
- Promoting early intervention through prevention and improved patient education
- Ensuring robust links with the third sector throughout the WEB area
- Promoting the development of a robust transport model which will ensure access across the whole community
- Developing the services provided at Exmouth Hospital and the Budleigh Salterton Health & Wellbeing Hub in line with the needs of the community
- Promoting high quality mental health care which is coordinated and integrated with the social care system
- Improved working with younger people around how they access support for general health, mental health and social care services
- Engaging with as diverse a cross section of the WEB area population as possible, on specific health and social care matters ensuring that these are considered and represented appropriately
18. Land in Exmouth is a scarce resource and if any existing health facilities (land or buildings) are lost or changed to non-health use, the resultant effect would undermine the strategic aims of the EDDC Local Plan.

**Objective: Health and Wellbeing services in Exmouth should be enhanced and developed to serve the needs of the whole community, with special focus on combating deprivation and inequality. It is therefore vital that all existing healthcare facilities/buildings are retained and used to their full potential to provide integrated health, social care, wellbeing and health promotion for the Exmouth community of all ages.**

**Policy CF1:** Development that contributes to enhancement of health and well-being facilities within Exmouth will be supported. In particular, enhancement and development to improve the capacity of medical and wellbeing services in the Brixington and Goodmores areas of Exmouth will be welcomed. Any development proposal which leads to a reduction in current health and wellbeing facilities will not be supported unless mitigated by improved or increased capacity for the delivery of health and wellbeing services through the development proposal.

**Objective:** Exmouth is the largest town in East Devon with a demographic that requires the full range of health and social care services expected for a community of its size. Exmouth's hospital services should not only be retained and fully utilised, but be extended to provide more accessible medical services for all, to deliver identified gaps in the health and well-being landscape, to achieve the vision of a healthy and vibrant community, with the building of a new Health and Wellbeing hub.

**Policy CF2:** Development proposals for a new Health and Wellbeing hub, located near the LED Sports Centre and the Imperial Rugby Ground will be supported, provided it incorporates:

- Sufficient parking
- Public transport access
- Connection to Exmouth cycle ways

**ACTION CFA3:** The Neighbourhood Plan supports the St. John's Court Mental Health Unit, and the services it provides, closure would only be supported if an improved facility was provided.

**Responsibility:** NHS, ETC

**Wards benefiting:** All

**ACTION CFA4:** The Neighbourhood Plan supports the provision of a range of mental health services that not only supports the current demand but enables the services to respond to the future demands of Exmouth's growing population.

**Responsibility:** NHS, ETC

**Wards benefiting:** All

## **LEISURE AND SPORTS FACILITIES**

19. There is an obvious link between health & well-being and the availability of good leisure and sport facilities. The Local Plan aims to promote new recreational, health and education facilities in Exmouth. As indicated by the NP Survey in 2016, most residents consider that the provision of Leisure/Sport is reasonably good.
20. Exmouth serves as a regional centre for archery. It is also a regional centre for water sports, for which the town now has a national reputation, including sailing, wind-surfing and kite-surfing. In Devon, Exmouth has recognition across a variety of sports, with the Madeira Bowling club being the largest lawn bowling club in Devon. The Plan supports proposals to develop this reputation, provided that related facilities are sympathetic in proportion and design to the surrounding environment.
21. Indoor leisure facilities include the Leisure Centre, Tennis Centre, Ocean, Pavilion and Phear Park, run by a not for profit organisation LED Leisure Management Ltd.

All are well run and are in fit for purpose buildings, having had substantial money expended on them over the past few years. There should be no need for major change or expenditure during the term of the NP, although some residents have suggested that the swimming pool is due for refurbishment. All are held on leaseholds beyond the NP period. In addition, there are numerous keep-fit opportunities in educational and private gymnasiums and through clubs covering most sports and catering for all levels from novices to high-level competitors.

22. Outdoor facilities, including accessible and well-maintained playing fields, are not so well provided for, despite an increase in the number of multi-use games areas (MUGA). It is appreciated that public playing fields are protected from development for other purposes. This is good, but there is a need for more playing fields, as recognised in EDDC’s Playing Pitch Strategy (2015)<sup>47</sup>. This document and the Exmouth Playing Pitch (2016)<sup>47</sup> supports, catering for the whole community, whatever their age, gender or ability. Locations where there are imminent

changes to reflect this need are Warren View and the former Rolle Playing Fields. Phear Park is another important asset which must be protected and developed for leisure pursuits, perhaps adding a tree-top walk, floodlighting for the resurfaced tennis courts and incorporating a cycle way to link with the route to Littleham and Budleigh Salterton. This could possibly include an access base promoting a vision for footpaths and cycle paths linking to Woodbury Common, Budleigh Salterton and Lymstone.

**Policy CF3: Opportunities to further develop sport and leisure facilities to meet demand will be supported in appropriate locations.**

23. The connection to Health and Wellbeing is important and full of potential. This can promote more links and co-operation between Health and Leisure groups, possibly with joint activity hubs, especially working on combining preventive medicine and leisure activities to combat obesity, diabetes etc. There are recognised links between poor



Queen’s Drive Space, Exmouth

mental health and poor physical health. Exmouth would be suitable for a more integrated approach. A main centre for health promotion activities could be located near the popular LED Sports Centre and the Imperial Recreation Ground- possibly tied in with the future of Camperdown Creek - in conjunction with medical provision. Subsidiary centres could be developed elsewhere in the town.

**ACTION CFA5: For the delivery of improved and additional sports and leisure facilities to increase the health and well-being opportunities for the full range of residents in Exmouth to be an ETC strategic infrastructure priority project.**

**Responsibility: DCG, EDDC, ETC**

**Wards benefiting: All**

town centre shops and businesses. The buildings accessible to the public include:

|   |   |
|---|---|
| Exmouth Town Council Offices & EDDC Offices | Integrated Transport Interchange (proposed) |
| Tourist Information Office                  | Kennaway Adult Education Centre             |
| Museum                                      | Railway Station                             |
| Leisure Centre and Swimming Pool            | Places of Worship (see list in Chapter 2)   |
| Savoy Cinema                                | Library                                     |
| Tennis Centre                               | Gorfin Hall                                 |
| Exmouth Hospital                            | The Pavilion                                |
| Medical Centres                             | The Ocean                                   |
| Head Post Office                            | Blackmore Theatre                           |
| Open Door Centre                            | Indoor Market                               |

## EXMOUTH TOWN

24. Exmouth is the largest town in the County and naturally has the full range of public services that is to be expected. It is recognised in, for example, the Local Plan that these fall short in some ways, including the availability and location of buildings with suitable accommodation and facilities. Among the enhancements mentioned for the town centre are improved community facilities. At the same time the Local Plan recognises that, as a result of the outward expansion that occurred in the late 20th century, the town centre is some two miles from the north of the town and therefore remote from many of the residents.

25. This presents a planning dilemma. Clearly there is a need to maintain and improve community facilities, such as play areas and youth clubs, in all local neighbourhoods. But given that most of the available buildings are in or near the town centre (see table below) the most obvious solution is to improve access by public or private transport to the town centre and create more and cheaper parking there. This approach would also increase footfall to the benefit of the



*Exmouth Museum – soon to be without a home?*

26. While most villages have a Village Hall as a focal point for events and meetings, Exmouth lacks a recognised community facility of this kind. A first step to achieve this would be to make provision in the refurbished Town Hall for community associations and organisations to be suitably accommodated for meetings and events.



27. A second step would be support for the lively and popular arts culture in Exmouth. The availability at Rolle College, for just a short period in 2016, of space for drama and musical rehearsals and performances and for arts exhibitions demonstrated the demand there is in a town which has a strong tradition in the arts.

**ACTION CFA6: For:**

- an arts and crafts facility
- interpretation centre
- and a community hall

**to be ETC strategic infrastructure priority projects**

**Responsibility: ETC, EDDC, DCC**

**Wards benefiting: All**

28. Exmouth Museum has been established for over 30 years. During this period, it has saved a wealth of local memorabilia that would otherwise have been lost. Housed in inadequate buildings and at present faced with the possibility of termination of its lease, it is an example of how Exmouth should renew its efforts to support community facilities in general and, in particular, the arts.

29. Maintenance of an accessible register of land and property ownership in Exmouth by local authorities (EDDC & DCC) would facilitate monitoring and engagement of possible disposals.

30. In providing community support and facilities, Churches are a significant asset as they have substantial buildings located throughout the town. They are not there simply for the worshipping congregations but potentially for everyone. There are already numerous community groups, as well as church-run groups in churches, such as parent and toddler groups, concerts and musical events, groups for the elderly, youth clubs, Scouts and Guides, a repair café, coffee mornings, art clubs, the Exmouth Food Larder at the Salvation Army, the Glenorchy Work Club, Men's Shed and many more.

31. 'Christians Together in Exmouth' (CTE) is ready to see even better use of its assets and to work in collaboration with other organisations to enable this. A policy to encourage joint working and helping it to happen through planning and funding mechanisms would be good. There is already a strong sense of community and a large army of volunteers in Exmouth. An action to build on this would be a 'volunteer hub' to pool ideas, pull initiatives together and promote the benefits of being a volunteer.

**ACTION CFA7: The Neighbourhood Plan supports the work of Christians Together in Exmouth for the opportunities they offer, and benefits of volunteering to support the community.**

**Responsibility: CTE**

**Wards benefiting: All**



*The popular and well-supported Blackmore Theatre*

## SHOPPING

32. A key finding identified through the May 2016 questionnaire to residents was that they undertake a significant amount of their shopping within the town, but they believe the experience could be improved by smartening shopping areas, discouraging the proliferation of charity shops and encouraging a greater diversity of shops.
33. The survey gave insight into shopping habits. Most respondents recorded that they mainly divided their shopping between Exmouth and Exeter. In summary, they principally shopped in Exmouth for: food; alcohol; household goods; plants and garden equipment; newspapers books and stationery; health aids. In Exeter, they generally shopped for: sportswear and outdoor equipment; gifts and jewellery; clothes and shoes; TVs, audio equipment, computers, mobile phones; cookers, fridges etc.; furniture; DIY equipment.
34. The national trend towards increased online shopping was reflected in Exmouth with over 50% of those under 40 purchasing TV's, audio equipment, computers and mobile phones online and almost 50% purchasing cookers, fridges etc. online. The anticipated growth nationally, in online shopping in 2016 was 14.9% – a growth expected to continue in future.
35. Exmouth is clearly not able to compete as a shopping destination with the range and variety available in Exeter, but it could offer a much more attractive shopping experience than is currently available. Pursuit of the Local Plan's vision for Exmouth, which includes "a focus on town centre enhancement... increased retail provision and community facilities", would build on the very good levels of food shopping retention, although this is dominated by the out of centre Tesco. There is yet to be an assessment of the impact of the M&S Food Hall which opened in March 2017.
36. The Local Plan noted Exmouth's capacity for additional food and non-food shopping. The Neighbourhood Plan supports this approach and suggests that it will be more quickly achieved by:
- Redevelopment of the privately-owned Magnolia Centre to provide an attractive, varied and high-quality shopping experience
  - Better use, partly for retail as well as commercial development, of the London Inn Car Park, the former Post Office and yard, and of the builders' merchant premises in Fore Street
  - Completion and careful maintenance of recently improved street design in the Strand and at "Station Square"
  - Extension of improved pedestrianisation and road surface design to include Rolle Street, the Magnolia Centre and the Parade



*Magnolia Centre – pedestrianised shopping*

## **PUBLIC TOILETS**

37. The most common theme commented upon concerning local facilities in the report of the Neighbourhood Plan Survey (May 2016) was a clearly identified and strong desire to see more, better and cleaner public toilets, particularly at the sea-front. The complaints were twofold: closures over the past few years have left the town grossly under-provided and the toilets that remain are in a dreadful condition.
38. The town centre and the seafront, primarily the western end, were areas that were readily identified with the former complaint, and the London Inn car park and former bus station with the latter complaint. Exmouth Town Council recently tried to put in place a 'community toilet scheme' utilising toilets in private ownership within existing businesses, but this was not successful.

**ACTION CFA8: The Neighbourhood Plan supports the identification and development of sites in Exmouth for the provision of public toilets**

**Responsibility: DCG, EDDC, ETC**

**Wards benefiting: All**

## **ALLOTMENTS**



39. It is very fitting that Exmouth, being the birthplace of Jesse Collings MP, the founder of the Allotment movement through the Allotments and Cottage Gardens Act of 1887, has the second largest Allotment Association in the country.
40. The present-day Association in Exmouth has over 450 members, utilizing 400 plots on two sites, Pound Lane and Hamilton Lane, and manages the whole on behalf of Exmouth Town Council. There is a continual waiting list for new members.
41. The new housing development at Plumb Park will have allotments attached to it. In Neighbourhood Plan discussions with stakeholders it is encouraging that there might be still more possibilities for land to be made available for allotments elsewhere in the future.
42. The National Planning Policy Framework makes provision for the allocation of Local Green Space, the designation of which is subject to the following criteria:
- Where the green space is reasonably close to the community it serves
  - Where the green area is demonstrably special to a local community and holds local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife
  - Where the green area concerned is local in character and is not an extensive tract of land

43. The allotments within Exmouth fulfil these criteria, being close to the community (FIG 22) and valued by it (as evidenced by the community consultation responses), are of local character and not extensive tracts of land. However, existing allotments already have statutory protection so are not in need of allocating as local green space, but this should be considered for future allotments in Exmouth.

**Objective: The retention of the allotment sites in Exmouth is fully supported, as would be any efforts to negotiate further allotment provision in appropriate locations, such as the Maer Valley and Lower Halsdon.**

**Policy CF4: Opportunities to further develop allotment sites to meet demand will be supported in appropriate locations.**

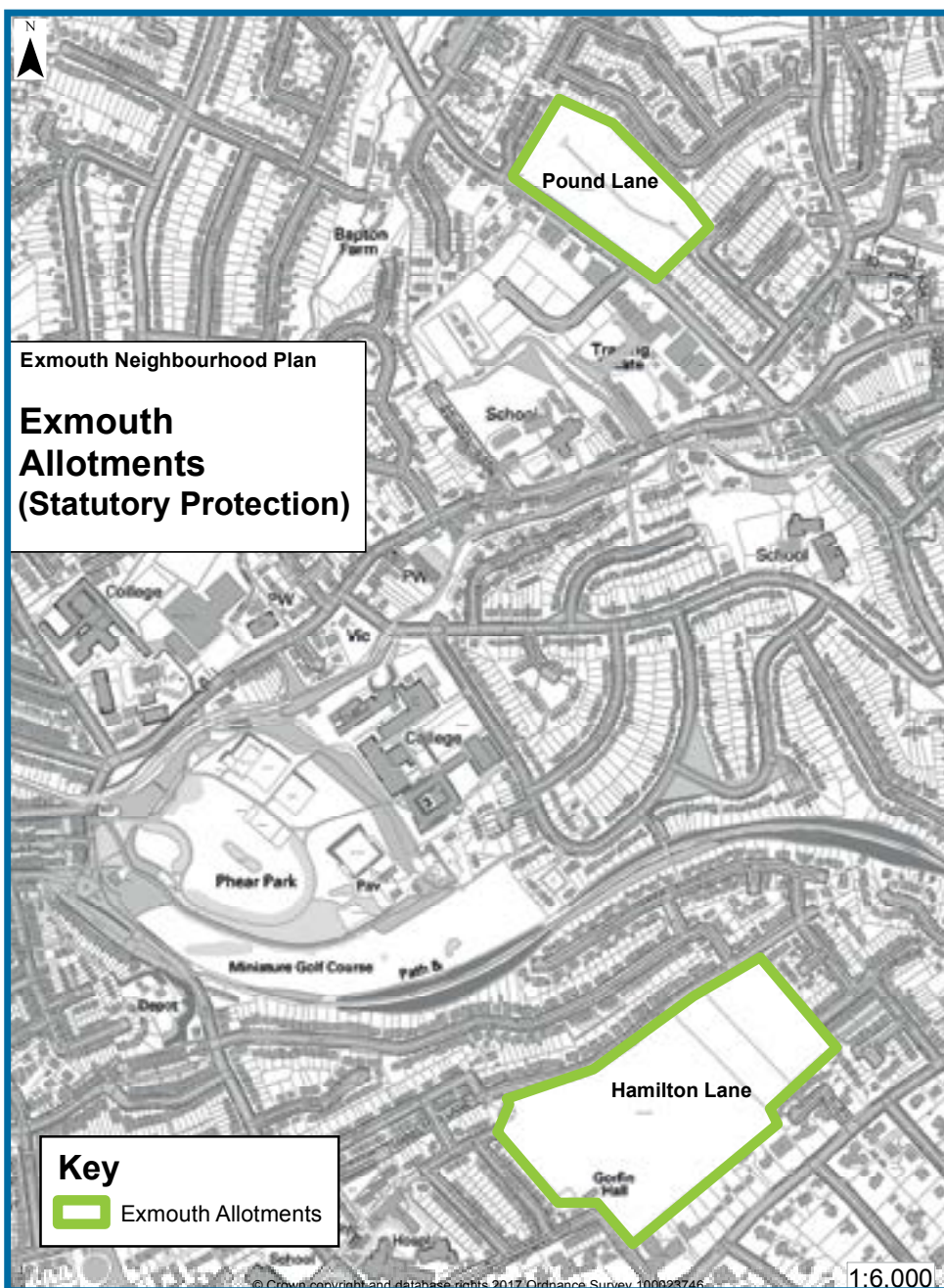


FIG 22.

## REFUSE COLLECTION AND RECYCLING

44. The aspiration for Exmouth to be an eco-friendly town has been strongly expressed in response to the May 2016 Neighbourhood Plan questionnaire and in subsequent discussions with interested parties. This is reported in the chapter on the Natural Environment. Recycling of household and garden waste is one aspect, now a part of our daily lives, at which Exmouth excels. A related issue, the collection from households and businesses, was raised many times by residents and, since then, in contacts with Councillors as well as correspondence in the local press.
45. The criticisms were mainly that people wanted more items to be collected, such as cardboard, plastics and garden waste, because of the problems for the many households without a car. EDDC has now addressed this. Garden waste is also collected by EDDC recently in 2018. There is an annual fee for this service.
46. The Colony, located off Exeter Road, Exmouth, was chosen by EDDC as the first place in East Devon to engage in the recycling of additional items. This has been welcomed by residents and successful enough to be considered for industry awards. The amount of materials collected for recycling increases weekly and EDDC is currently exploring the feasibility of recycling garden waste.
47. The main issue still causing concern is the untidiness and unsightliness of four containers stacked outside properties for a whole day on collection days and, worse still, the permanent display of such bins in streets where there are no storage facilities within or behind the houses. This can add a most unsightly and sometimes smelly detraction from the look of a street – seen often in Conservation Areas. When this is added to by the accidental spillage resulting from animals and birds rummaging for food, the picture is not good.
48. In the case of new development this problem could be addressed by planning policy or conditions. In some existing developments the use of carefully located neighbourhood containers could be considered.
49. While Exmouth is generally a clean and tidy town there are some places where commercial and, occasionally, residential units cause offence to the public by the unsightliness of the bin storage and lack of care in their use, resulting in them becoming unlocked with consequent spillage by wind, animal activity, birds or careless behaviour. Specific areas mentioned by the public almost always involve bins permanently stored on the public highway. Examples are Queen Street, the rear service area of the Magnolia Centre, Bath Road, Crudge's Lane and Staples Buildings.
50. There is an ongoing issue with dog faeces in public places. Several places have been identified where there is a lack of dog bins, such as Lime Kiln Lane and Long Lane. It is also not well known that with double-bagging ordinary litter bins can be used.

**ACTION CFA9: The Neighbourhood Plan supports EDDC's existing strategies and the monitoring and reviewing of the management of inappropriate refuse and litter disposal in Exmouth.**

**Responsibility: EDDC, ETC**

**Wards benefiting: All**

**ACTION CFA10: The Neighbourhood Plan supports EDDC regular reviews and actions to improve home and garden waste management.**

**Responsibility: EDDC, ETC**

**Wards benefiting: All**

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# APPENDIX 1.

Table 1. Details of Prominent Buildings in Exmouth

| Type     | Name                                 | Listed | Non designated | Conservation area |
|----------|--------------------------------------|--------|----------------|-------------------|
| Houses   | A La Ronde                           | √      |                | x                 |
|          | Courtlands                           | √      |                | x                 |
|          | Knappe Cross House                   | √      |                | x                 |
|          | The Barn                             | √      |                | x                 |
|          | The Temple                           | √      |                | √                 |
|          | St Andrew's (former church)          | √      |                | √                 |
|          | Bystock Estate, 'Village' and Lodges | √      |                | x                 |
| Farms    | Prattshayes                          | √      |                | x                 |
|          | Green Farmhouse                      | √      |                | x                 |
|          | Withycombe Barton                    | √      |                | x                 |
|          | Mundy's Farmhouse                    | √      |                | x                 |
| Churches | Christ Church                        |        | x              | √                 |
|          | Holy Trinity                         | √      |                | √                 |
|          | St Margaret's & St Andrew            | √      |                | x                 |
|          | St John in the Wilderness            | √      |                | x                 |
|          | Point in View (Church and Manse)     | √      |                | x                 |
|          | Holy Ghost                           |        | x              | x                 |
|          | St John the Evangelist               | √      |                | √                 |
|          | Tower Street Methodist               | √      |                | √                 |
| Maritime | Smeaton's Sea Wall                   | √      |                | √                 |
|          | The Sail Loft                        | √      |                | x                 |
|          | Trinity Buoy Store                   | √      |                | x                 |
| Other    | Temple Winds                         | √      |                | √                 |
|          | Thomas Tucker's                      | √      |                | √                 |
|          | The Library                          |        | x              | √                 |
|          | St Bernard's (Town Hall              |        | x              | √                 |
|          | Ye Olde Tithe Cottage Tea Rooms      | √      |                | x                 |

Table 2. Details of Residential Areas of Special Character

| Name  | Conservation Area                   |
|---|-------------------------------------|
| The Beacon<br>Louisa Terrace<br>Bicton Place<br>Trefusis Terrace  | 1. The Beacon / Louisa Terrace      |
| Bicton Street   | 2. Bicton Street                    |
| Albion Terrace<br>Henrietta Road<br>Albion Street<br>North Street<br>Clarence Road<br>Windsor Square<br>Charles Street<br>George Street | 3. Albion Street / Windsor Square – |
| The Strand<br>Morton Crescent   | 4. Town Centre and Seafront         |
| Part of The Avenues<br>Part of Salterton Rd   | 5. The Avenues                      |
| Raddenstile Lane<br>Camperdown Creek<br>Part of Withycombe Village Rd<br>Part of The Avenues<br>Part of Salterton Rd                    | Not in Conservation area            |

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**DOING  
NOTHING  
IS NOT AN  
OPTION**

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**PLEASE   
VOTE IN THE  
REFERENDUM**

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# EXMOUTH'S CHANCE TO PLAN FOR ITSELF. DO NOTHING AND OTHERS WILL PLAN OUR TOWN FOR US.

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## HOW TO MAKE FURTHER CONTACT:

E-mail: [npsg@exmouth.gov.uk](mailto:npsg@exmouth.gov.uk)

Web: [www.exmouthneighbourhoodplan.uk](http://www.exmouthneighbourhoodplan.uk)

Phone: 01395 276167 (Janvrin Edbrooke)

Write to: Janvrin Edbrooke Neighbourhood Plan Officer,  
Exmouth Town Council, Town Hall, St Andrews Road, Exmouth EX8 1AW

Drop in: Reception at Exmouth Town Council, Town Hall, St Andrews Road, Exmouth EX8 1AW

Talk to your local Town Councillor (contact details are at): [www.exmouth.gov.uk](http://www.exmouth.gov.uk)

17<sup>TH</sup> JANUARY 2019

PLEASE   
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