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# St John's Woodland Village

A place to belong

Vision Addendum

Response to request for further information  
from East Devon District Council

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October 2024

# Executive Summary

This Vision Addendum has been prepared in response to East Devon District Council's request for further details on deliverability concerning **Transport** and **Heritage**. The key points below summarise how St John's Woodland Village addresses these aspects:

## Transport

- Access from St John's Road and Southern Wood/ Meadowview Road will prioritise active travel and public transport, making walking and cycling the preferred choice for local trips.
- Limiting car access via the B3179 in later development phases will reduce traffic impacts on Exmouth town centre.
- Enhancing access to public transport by integrating bus services along Dinan Way with potential extensions through the site.
- Support modern living with work-from-home options, active travel links to employment, safe and convenient access to schools via foot and cycle and nearby parkland for leisure.

## Heritage

- Enhancing historic woodlands and orchards with supplementary planting to provide screening, boost biodiversity, and integrate St John's Woodland Village into its landscape.
- Preserving St John's Road as a quiet country lane by limiting access to residents, landowners, cyclists and pedestrians, with informal tracks for non-vehicular use.
- Protecting the Grade II\* listed St John in the Wilderness as a landmark, with its setting preserved through sensitive design and planting.

**This addendum demonstrates that St John's Woodland Village offers a deliverable solution, directly meeting East Devon and Exmouth's housing needs.**

For more detailed information on the Planning, Transport and Heritage Strategies, please refer to the technical reports by Collier Planning, SLR and Alan Baxter Ltd appended to this document.

# Planning Strategy

The landowners will work collaboratively with East Devon District Council, Devon County Council, Exmouth Town Council and all key stakeholders to identify key infrastructure requirements for delivering a sustainable new neighbourhood at St Johns Woodland Village, Exmouth.

Exmo\_20, sits outside of the nationally important National Landscape and is unconstrained by other local planning policy designations such as the Green Wedge, Coastal Preservation Zone and Heritage Coast. It also sits entirely within Flood Zone 1, categorised as being at the lowest risk of flooding. Consequently, the site performs

extremely well, when appraised sequentially alongside alternative potential site allocations.

An allocation of the site within the emerging East Devon Local Plan will provide a unique opportunity to ensure that all the key requirements for best practice place-making can be identified and planned for holistically to meet the needs of Exmouth over the plan period, with sustainability as the key objective. The landowners wish to work with the District Council to agree how the allocation policy can secure a comprehensive and coordinated approach to the development of the site. Such a policy could look like this:

## **Policy EXMO\_20: St Johns Woodland Village, Exmouth**

Within the area identified on the Policies Map as St John's Woodland Village, Exmouth, a new sustainable neighbourhood will be delivered. A comprehensive and coordinated approach to development will be required. Any planning application will need to be accompanied by a masterplan and phasing strategy which should be landscape led and include:

- Phased delivery of around XX new homes, including XX% to be affordable homes;
  - A new mixed-use local centre comprising a convenience store, other compatible Class E uses and a community use building.
  - Land reserved (approx. XXha) for a primary school with pre-school facilities [subject to discussions with DCC];
  - Multi-functional green space (including; allotments, children's play, recreational areas, amenity space) in line with the relevant standards;
  - Areas of created or enhanced habitat to enable populations of those European protected species recorded on site to be maintained and a minimum of 10% biodiversity net gain achieved;
  - An integrated approach to landscape, drainage, biodiversity and the provision of open space;
  - Vehicular access to the southern phase (phase 1) only from Southern Wood and to all other phases from the B3179. Reducing traffic impacts on Exmouth town centre by strategically limiting car access via the B3179 in later development phases.
- Masterplanning designed to minimise private car access from the new neighbourhood to the existing residential areas but maximise pedestrian and cycle links between the existing residential area and the proposed new neighbourhood through provision of connected streets designed to be suitable for cycling and walking and, where appropriate, additional measures to ensure that cycling and walking are safe and attractive means of transport
  - Provision of direct and safe walking routes to access existing bus services on Dinan Way and allowance for future provision of new local bus services within the development;
  - Appropriate, proposed mitigation measures sufficient to avoid or minimise and mitigate harm to nearby heritage assets by strengthening the area's historic woodlands and orchards with supplementary planting to provide natural screening, enhance biodiversity, and integrate St John's village into its landscape.
  - Preserving the historic character of St John's Road as a quiet country lane by limiting access to the church and graveyard, residents, landowners, cyclists, and pedestrians, exploring opportunities for informal tracks extending into the surrounding landscape for non-vehicular use.
  - Protecting the Grade II\* listed St John in the Wilderness as a central community landmark, with its historic setting respected through sensitive design, screen planting, and access via pathways across open fields to maintain its tranquillity and rural charm.

# Transport

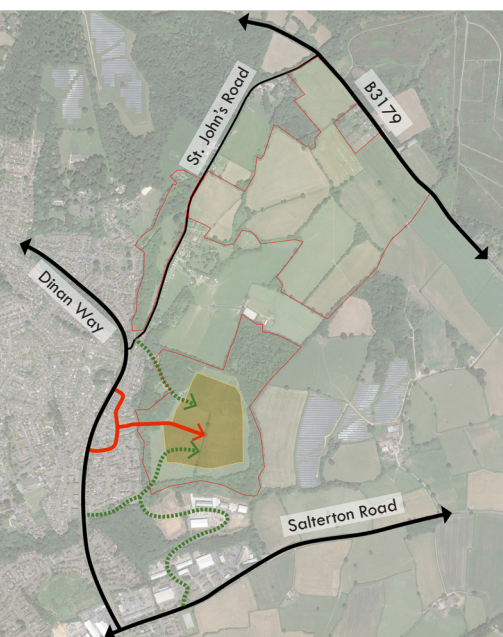
The Transport and Mobility Strategy for St John's Woodland Village has been commissioned from Transport and Mobility Consultants, SLR. It has been designed to promote sustainable, active travel and connectivity, supporting a modern, self-contained community. Improved access to Dinan Way at the western edge of the site could prioritise walking, cycling, and public transport over private car use, creating a natural preference for sustainable travel modes. Key enhancements include upgrading existing footpaths, such as the one alongside Ashfield Close, to shared pedestrian and cycleways, improving footways and cycle lanes along Southern Wood/Meadowview Road, and re-prioritising St John's Road by downgrading it to local access only, favouring walking and cycling.

Connectivity beyond the site is central to the strategy, linking St John's Woodland Village with nearby schools, shops and commercial uses on Salterton Road, Liverton Business Park, and the Hillcrest Community Nature Reserve. Future connections will also facilitate access to the Exe Estuary Cycle Trail and Exmouth town centre, forming part of an east-west active travel corridor. Public transport options could be prioritised through potential bus gate installations at Southern Wood and/or Liverton Business Park, which would

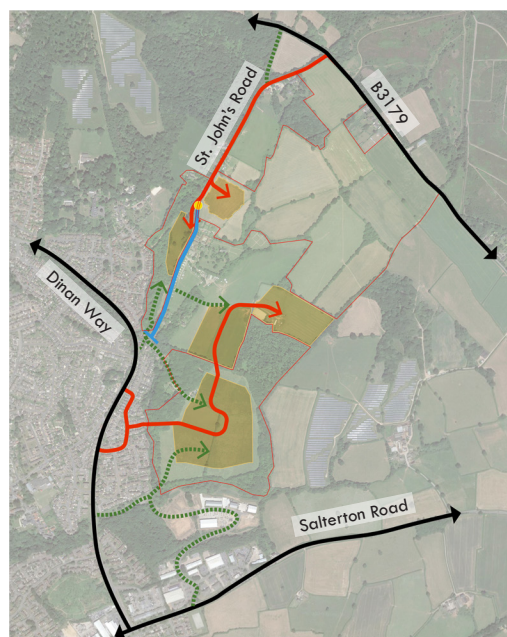
restrict car access. Current bus services, such as the 58/58A routes along Dinan Road (connecting Exeter and Exmouth) and the 99 service (linking Brixington and Exmouth), already provide excellent frequency. These services could be extended or diverted through the development, increasing overall accessibility and offering frequent, convenient travel options.

Devon County Council's planned completion of the Dinan Way extension to the A376 will further boost connectivity, with Summer Lane's closure to through-traffic and a new shared pedestrian and cycle path enhancing safe, active travel routes. Car access will be strategically restricted, primarily via the B3179, ensuring pedestrians and cyclists have the most direct routes making active travel options the most appealing mode of travel. This approach will create a sustainable, easily navigable environment within St John's Woodland Village.

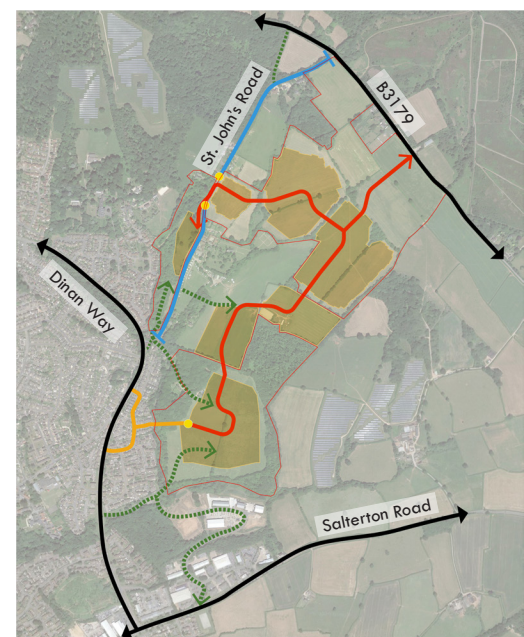
**The reader is directed to 'Technical Note: Vision Led Transport Impact Summary' by SLR for further information.**



Phase 1



Phase 2



Phase 3

- |                       |    |                              |   |
|-----------------------|----|------------------------------|---|
| Existing Street       | ↔  | Active and Shared Mobility   | ↔ |
| Multi Mobility Route  | ↔  | Active and Local Access Only | ↔ |
| Active Mobility Route | ⋯↔ | Mode Filter                  | ● |

# Heritage

This heritage overview, commissioned from Conservation Specialists, Alan Baxter Ltd, outlines how the proposed development respects the historic character of St John's Woodland Village, ensuring new communities integrate with the landscape, woodland, and historic landmarks.

## A contemporary woodland village

The area's historic landscape is characterised by woodlands and orchards, sections of which survive today. Supplementary planting will strengthen these areas of woodland and provide screening and biodiversity, as well as augmenting St John's as a village sensitively embedded within its landscape.

## An active, well-connected place

St John's Road has long existed as a quiet country lane, defined by tall hedgerows and mature trees. Farm tracks lead from this road across open fields. The aspiration is to retain its historic identity as a lane by limiting its use to only residents; landowners; cyclists; and pedestrians. Routes which lead away from the lane across open landscape would be informal 'tracks' for cyclists and pedestrians, upholding the landscape as one devoid of vehicles.

## A strong community embracing heritage

The Grade II\* listed St John in the Wilderness has a long history in providing a place to worship and convene for the local community. The Church can once again be used as a place to convene for a new community, which would support its long-term use, maintenance and care. Furthermore, its churchyard will be accessed from the development along pathways across open fields, retaining the church's historic isolation and tranquillity and the sense of making a journey towards the church through open landscape.

## Respecting the setting of the church

The proposed design incorporates mitigation measures within its approach. For example, a distinctive feature of the church is its rural setting, which will be carefully respected by the development, with additional screen planting enhancing the natural surroundings and minimizing glimpsed views. Detracting agricultural buildings that neighbour the site could also be removed to further preserve the church's character.

**The reader is directed to 'Technical Note: Historic Environment' by Alan Baxter Ltd for further information.**



## Key Messages

1. Provision of a strategic buffer between proposed development and St. John in the Wilderness.
2. Creation of a village common, as part of the strategic buffer. Pathways across open fields will provide access to the churchyard preserving the church's historic isolation and tranquillity.
3. Restoring the historic tree corridor and recommending removal of farm/modern buildings to allow additional planting.
4. Incorporation of planting to parts of the proposed residential edges to mitigate the impact of views from the church.
5. Creating carefully filtered visual links between the church and key destinations within the site including the community hub and the village core.

# Illustrative Masterplan

## Potential Woodland Recreational Area (Land within landowners' ownership)

- Escape to nature



## St John's Common

- Signature village green
- Historical church with picturesque graveyard



## Artisan Cluster

- Workshops and art studios



## Start of the Nature Trail

- Gateway to AONB



## Woodland Cluster

- Cluster completely surrounded with woodlands and ponds



The updated illustrative masterplan includes minor amendments to the landscape, made to further mitigate any heritage impacts. These subtle adjustments ensure that St John's Woodland Village remains sensitive to its historic surroundings while continuing to promote a sustainable, well-connected community.

## St John's Orchards

- Fruit trees and productive landscape
- AONB views



## Village core

- Working hub
- Cafe



## Community hub

- Primary school
- Community building



## St John's Woods

- Retained woodlands
- Crafts and playgrounds



## The Causeway

- Contemporary community hub



0 10 50 100 200 500



Dinan Way

Salterton Road



## Eagle Investments (SW) Ltd

# St Johns Woodland Village – Vision-led Transport Impact Summary

SLR Project No.: 205513

2 October 2024

Revision: V2

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## 1.0 Introduction

- 1.1 St John's Woodland Village provides an excellent opportunity for the allocation of a new community that allows for the application of exemplar land use, health and mobility planning principles. The individual nature of the site allows these impacts to be managed through a phased access strategy that would be difficult to replicate elsewhere within the town and on this basis, the site represents a clear and compelling opportunity for allocation.
- 1.2 SLR Consulting has been instructed by Eagle Investments (SW) Ltd to provide professional transport advice in connection with the promotion of mixed-use development on land east of Exmouth, which is being promoted through the East Devon Local Plan. This Technical Note (TN) sets out the proposed vision-led approach, which seeks to mitigate external traffic impacts through a mix of placemaking and mobility interventions. In assessing the potential impact resulting from a vision-led approach, consideration has been given to the delivery of approximately 750 new homes, using the SLR Vision Led Planning Tool.
- 1.3 SLR has been advising organisations on policy direction and best practice in relation to mobility, placemaking, the climate emergency and net zero carbon, and the work we are doing on Vision-led Planning puts us in a unique position to understand contemporary development planning and how planning applications should be considered with the backdrop of recent policy changes.
- 1.4 St John's Woodland Village is a unique opportunity to link and enhance the facilities within the town, with a focus on an active travel first approach to movements within and beyond the new settlement. Principally, using the western boundary as an interface with the town, access by active and public/shared travel will be prioritised over the car, to the extent that car access will be pushed to the periphery of the development to protect key active travel links. The principal access will be formed onto the B3179, ensuring any routing to the local facilities by car will be circuitous and far less convenient than walking, cycling or shared mobility.
- 1.5 The site provides development of a scale that allows a range of complementary facilities within the site that will assist in both internalising trips within the site and localising trips within the wider area. The early phases of development can take benefit from the range of services within walking distance ensuring that infrastructure supporting active and shared



modes can be provided in step with development. The phased access strategy, specific to the sites location and characteristics, seeks to restrict vehicular access along the western boundary of the site, adjacent to existing residential areas, resulting in a development that will manage traffic impact in a manner that limits both the requirement for unnecessary road infrastructure but also limits any undesirable impacts on the existing community.

- 1.6 Connectivity through the site, through streets and parkland will prioritise active travel, and these will be the most direct route, with roads fitting around them. Priority will be given to pedestrians and cyclists at key junctions both within the site, alongside connections beyond.
- 1.7 St. John's Woodland Village anticipates approximately 750 new homes, with a residential population of approximately 1,800. The proximity to neighbouring schools and facilities located to the east of Exmouth town centre, such as the Liverton Business Park and neighbouring retail and leisure uses, will create a unique opportunity to support 20-minute living, minimising the need to travel and encouraging greater self-containment and active travel. The assessment set out in **Section 4** demonstrates the significant potential of the site to provide a sustainable new development based on a vision-led approach to planning and assessment.
- 1.8 This TN sets out the potential residential capacity and sustainable credentials of the site based on existing parameters, proximity to existing facilities, potential new community land uses and proposed placemaking and mobility interventions. The trip generation assessment contained within this TN comprises the potential land uses that could be considered to enhance the potential for local living and containment of travel, such as community hubs, schools, local shops, community space and leisure.

## 2.0 National and Local Policy and Guidance

### National Planning Policy Framework (NPPF, 2023)

- 2.1 The National Planning Policy Framework (NPPF) sets out national planning policies for England and how they should be applied. The NPPF must be taken into account in preparing the development plan and is a material consideration in planning decisions.
- 2.2 In considering the St. John Woodland Village development, the following policy references, with respect to matters of transport and mobility, are considered pertinent:
- 2.3 The NPPF states at paragraph 110 that:  
  
*“Planning policies should:...*  
  
*b) be prepared with the active involvement of local highway authorities, other transport infrastructure providers and operators and neighbouring councils, so that strategies and investments for supporting sustainable transport and development patterns are aligned... “*
- 2.4 The NPPF states at paragraph 108 that:



*“Transport issues should be considered from the earliest stages of plan-making and development proposals, so that:*

- a) the potential impacts of development on transport networks can be addressed;*
- b) opportunities from existing or proposed transport infrastructure, and changing transport technology and usage, are realised – for example in relation to the scale, location or density of development that can be accommodated;*
- c) opportunities to promote walking, cycling and public transport use are identified and pursued;*
- d) the environmental impacts of traffic and transport infrastructure can be identified, assessed and taken into account – including appropriate opportunities for avoiding and mitigating any adverse effects, and for net environmental gains; and*
- e) patterns of movement, streets, parking and other transport considerations are integral to the design of schemes and contribute to making high quality places.”*

2.5 The NPPF states at paragraph 109 that:

*“The planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. This can help to reduce congestion and emissions and improve air quality and public health. However, opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making”.*

2.6 The NPPF states at paragraph 110 that planning policies should:

- a) “support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities;*
- b) be prepared with the active involvement of local highways authorities, other transport infrastructure providers and operators and neighbouring councils, so that strategies and investments for supporting sustainable transport and development patterns are aligned;*
- c) identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development;*
- d) provide for attractive and well-designed walking and cycling networks with supporting facilities such as secure cycle parking (drawing on Local Cycling and Walking Infrastructure Plans); and*
- e) provide for any large scale transport facilities that need to be located in the area, and the infrastructure and wider development required to support their operation, expansion and contribution to the wider economy. In doing so they should take into account whether such development is likely to be a nationally significant infrastructure project and any relevant national policy statements.”*



## Draft NPPF Consultation (2024)

2.7 Following the proposed NPPF updates, paragraphs 114 and 115 will focus on a ‘vision-led’ approach to transport planning. At present, planning for travel often follows a ‘predict and provide’ approach, which is now considered to be an inadequate approach with regard to the quality of places and the transport infrastructure to be put in place. The vision-led approach focuses on the outcomes desired and planning for achieving them. The vision-led approach sets a vision for how places should be and designs the transport and behavioral interventions needed to achieve this vision.

2.8 The NPPF draft text in the consultation document sets out the following vision-led policies:

*“112. In assessing sites that may be allocated for development in plans, or specific applications for development, it should be ensured that:*

- a) A vision-led approach to promoting sustainable transport modes is taken, taking account of the type of development and its location;*
- b) Safe and suitable access to the site can be achieved by all users;*
- c) The design of streets, parking areas, other transport elements and the content of associated standards reflects current national guidance, including the National Design Guide and the National Model Design Code; and*
- d) Any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree through a vision led approach”.*

## Decarbonising Britain – A Better Greener Britain (2021)

2.9 In 2021 the Department for Transport (DfT) published ‘Decarbonising Britain – A Better Greener Britain’ as a follow-on document from ‘Decarbonising Transport: Setting the Challenge’, published in March 2020. The document lays out the scale of the additional reductions needed to deliver transport’s contribution to legally binding carbon budgets and delivering net zero by 2050.

2.10 The document details on page 29:

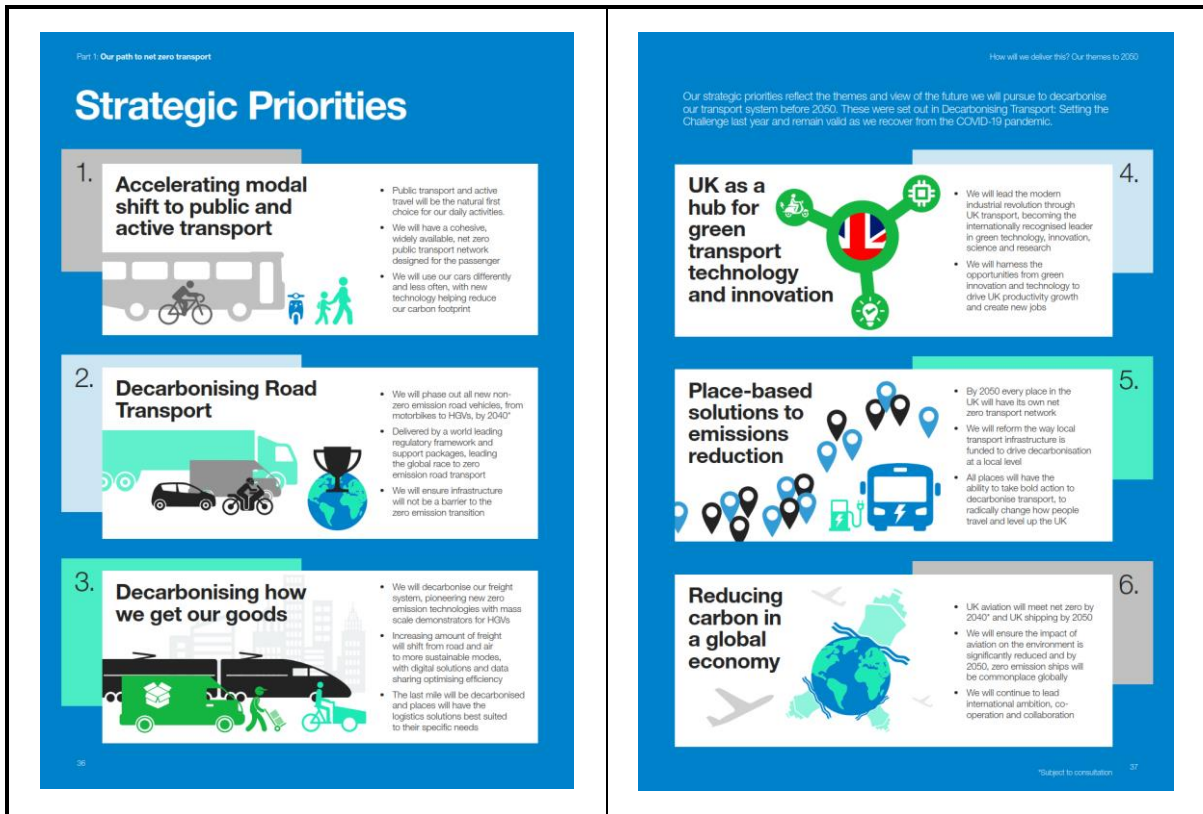
*“As well as decarbonising private and commercial road vehicles, therefore, we must increase the share of trips taken by public transport, cycling and walking. We want to make these modes the natural first choice for all who can take them. We want less motor traffic in urban areas. Improvements to public transport, walking and cycling, along with the changes in commuting, shopping and business travel accelerated by the pandemic, also offer the opportunity for a reduction, or at least a stabilisation, in traffic more widely.*

*Increasing car occupancy and encouraging public transport use are two measures that can immediately cut transport’s carbon emissions. They will help tackle chronic road congestion, freeing up road space for those with no alternative but to drive.”*

2.11 The strategic priorities on how to deliver the net zero reduction by 2050 is detailed below in **Figure 2-1**.



**Figure 2-1: Decarbonising Britain Strategy Priorities**



Courtesy: Decarbonising Transport: A Better, Greener Britain

2.12 In terms of sustainable and active travel, the document details within **Part 2a**, the benefits of walking and cycling on both the environment and mental health and wellbeing. The key facts are detailed below in **Figure 2-2** Error! Reference source not found..



Figure 2-2: Walking and Cycling Benefits



Courtesy: Decarbonising Transport: A Better, Greener Britain

2.13 Within the document, the need for ‘Place Based Solutions’ is highlighted at page 12 by stating:

*“We will drive decarbonisation and transport improvements at a local level by making quantifiable carbon reductions a fundamental part of local transport planning and funding.”*

2.14 A number of key place-based solutions are highlighted within this section (page 157-158) and are relevant to the scheme namely:



“Through good design and proper consideration of the needs of our communities, we can better connect people, making communities more accessible, inclusive, safe, and attractive as well as promoting the principles of 20-minute neighbourhoods. We are working with the Ministry of Housing, Communities & Local Government and the Local Government Association to place cycling, walking and public transport provision at the heart of local plan making and decision taking for new developments”.

Gear Change committed to establishing a new body, Active Travel England (ATE), to promote cycling and walking. One of its functions will be as a statutory consultee within the planning system to press for adequate cycling and walking provision in all developments over a certain threshold, and to provide expert advice on ways in which such provision can be improved

“Going forward, LTPs will also need to set out how local areas will deliver ambitious quantifiable carbon reductions in transport, taking into account the differing transport requirements of different areas. This will need to be in line with carbon budgets and net zero”

“As of February 2021, over 70 per cent of local authorities had declared the urgent need to act on the causes and impacts of climate change. To support turning these declarations into action plans to reduce GHG emissions from transport, Government will publish a toolkit of guidance and information to help local authorities build business cases, develop innovative sustainable transport policies”.

2.15 To aid local authorities in the above, a Local Authority Decarbonisation Toolkit was published in 2021 to provide guidance to support local areas to deliver more sustainable transport measures. Further details are shown at **Figure 2-3**.

**Figure 2-3: Local Authority Toolkit**



2.16 The toolkit detailed above displays the need for local authorities to act on the causes and impacts of climate change. With placemaking being a key parameter in enabling a carbon reduction.

2.17 Moreover, Vision and Validate is set out at page 158 as detailed in the following:

*“We recognise that the government has a role in helping Local Planning and Highways Authorities to better plan for sustainable transport and develop innovative policies to reduce car dependency. We need to move away from transport planning based on predicting future demand to provide capacity (‘predict and provide’) to planning that sets an outcome communities want to achieve and provides the transport solutions to deliver those outcomes (sometimes referred to as ‘vision and validate’). We will continue to work with MHCLG to identify how we can best support local authorities to develop innovative sustainable transport policies as part of the planning process, how this can be used to better assess planning applications, and better monitor local transport outcomes to deliver on our ambitions for sustainable transport use”.*

2.18 This demonstrates that there is clear support from the government for the vision led approach to transport planning. Current planning practices are largely based on the ‘predict and provide’ approach and it is considered that a vision-led approach better supports placemaking and a community led vision while delivering on carbon reduction targets.

### **RTPI Net Zero Transport: The role of spatial planning and place-based solutions (January 2021)**

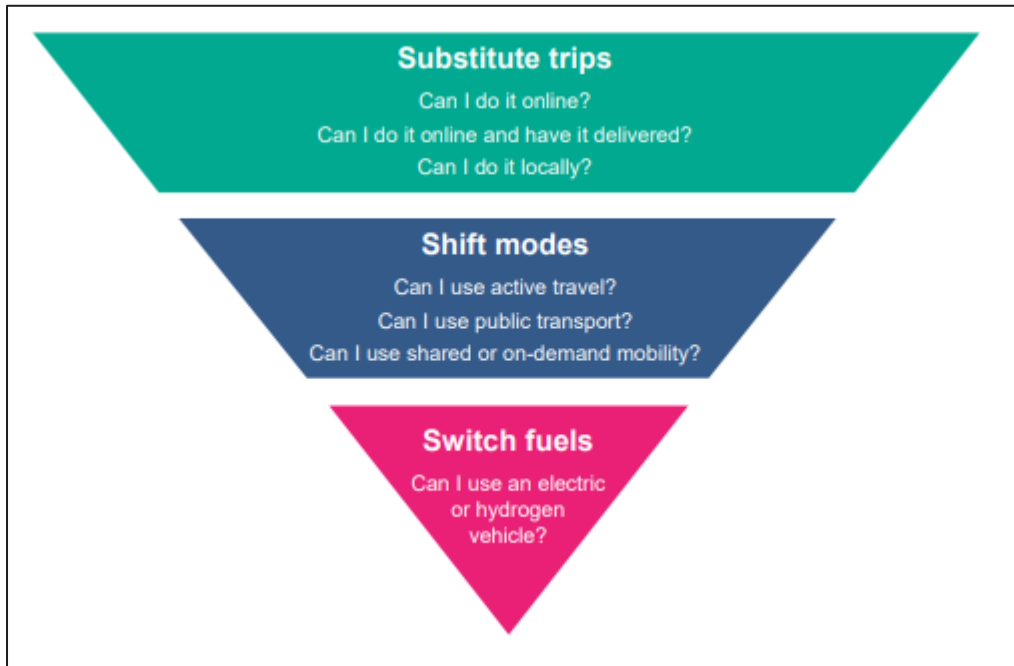
2.19 The research paper details how places can achieve an 80% reduction in surface transport emissions by 2030 with the ambition of reaching net zero by 2050. Vectos, now part of SLR, was a co-author of this research study alongside LDA Design and City Science.

2.20 The research identified that potential interventions could be utilised to reduce surface transport emissions including “measures to facilitate greater uptake of walking, cycling and public transport provision, and spatial planning measures to reduce travel demand and encourage behaviour change”.

2.21 The Sustainable Accessibility and Mobility (SAM) Framework was developed specifically for this report and champions the idea that a place-based approach should be applied to masterplanning and assessment to achieve net zero transport. The approach calls for measures that focus on the role of place and reducing or localising trip making before considering how to increase the uptake of sustainable travel modes. The SAM Framework is shown at **Figure 2-4**.



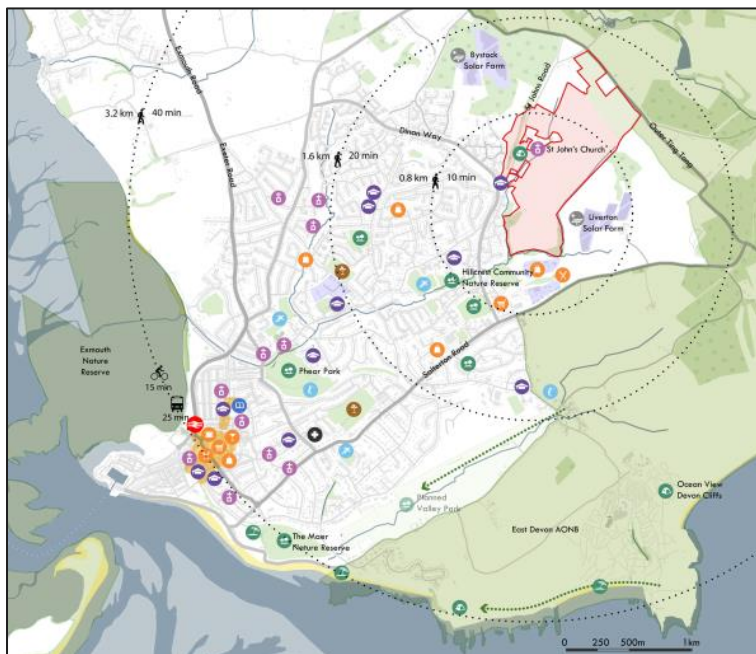
**Figure 2-4: SAM Framework**



## 3.0 Existing Situation

- 3.1 The site is situated in a sustainable location, with access to Exmouth town centre within a short cycle distance, or by public transport. Exmouth offers a wide range of facilities conducive to local living.
- 3.2 The site's location facilitates a natural extension of Exmouth, presenting a unique opportunity to encourage town wide travel behaviour change, through active travel routes and promotion of sustainable travel for new and existing residents, alongside an improved mix of land uses.
- 3.3 **Figure 3-1** illustrates the amenities in proximity to the site, identifying a range of facilities within a 20min walk of the site, including the Liverton Business Park, neighbouring retail and leisure uses and choice of local schools, presenting the unique opportunity to form an extension to the existing surroundings and allowing any future development to benefit from these facilities from day one.

**Figure 3-1: Facilities Accessible within a 10-minute Walk**



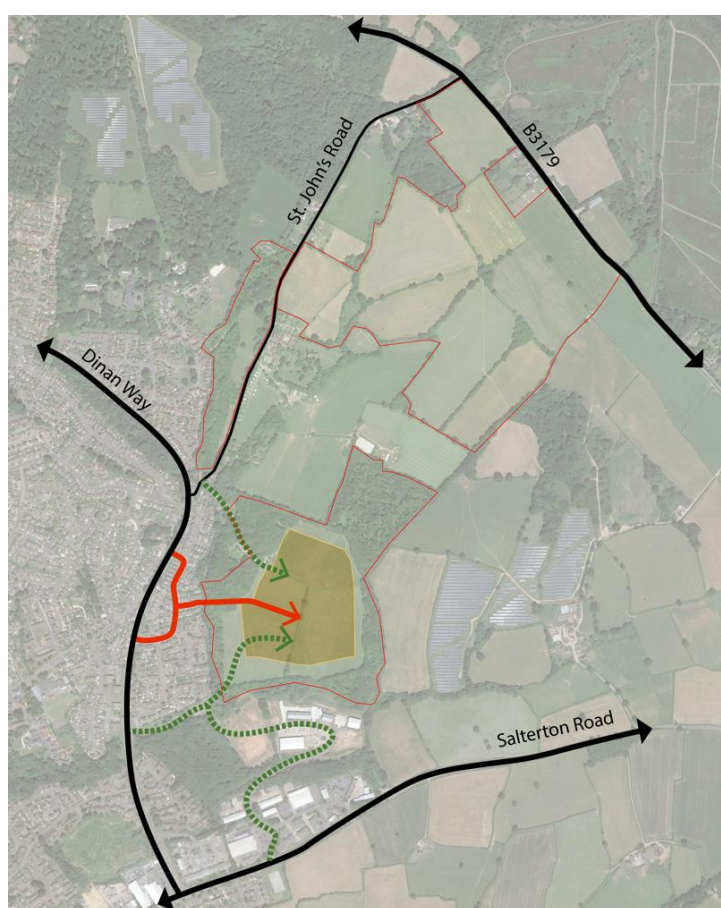
- 3.4 The site's proximity to schools, shopping, and public transport will deliver growth in a coordinated and sustainable manner, with positive travel choices from the outset and through the life of the development. Access to established active travel infrastructure and public transport, connects the site to the excellent provision of facilities in Exmouth, meeting the primary needs of future residents within walking distance and facilitating local living. Therefore, the site aligns with paragraph 114a of the NPPF, ensuring that opportunities to promote sustainable modes of transport can be taken up.



## 4.0 Access Strategy

4.1 A phased access strategy for the site will ensure that infrastructure can be provided in step with development in a manner that ensures that early phases can come forward in a controlled manner, with the mobility strategy evolving over the course of construction. During the earliest phase, access can be achieved from the southwest for up to 300 dwellings, via the existing residential estate roads of Southernwood and Meadowview Road. The extent of adopted highway at the end of Southern Wood directly abuts the site boundary, providing opportunity for highway access (including pedestrian and cycle access) to the site, facilitating a direct connection between the site and the built-up area of Exmouth and its facilities.

Insert 4-2 – Phase 1 Access Strategy



Existing Street	↔	Active and Shared Mobility	↔
Multi Mobility Route	↔	Active and Local Access Only	↔
Active Mobility Route	↔	Mode Filter	●

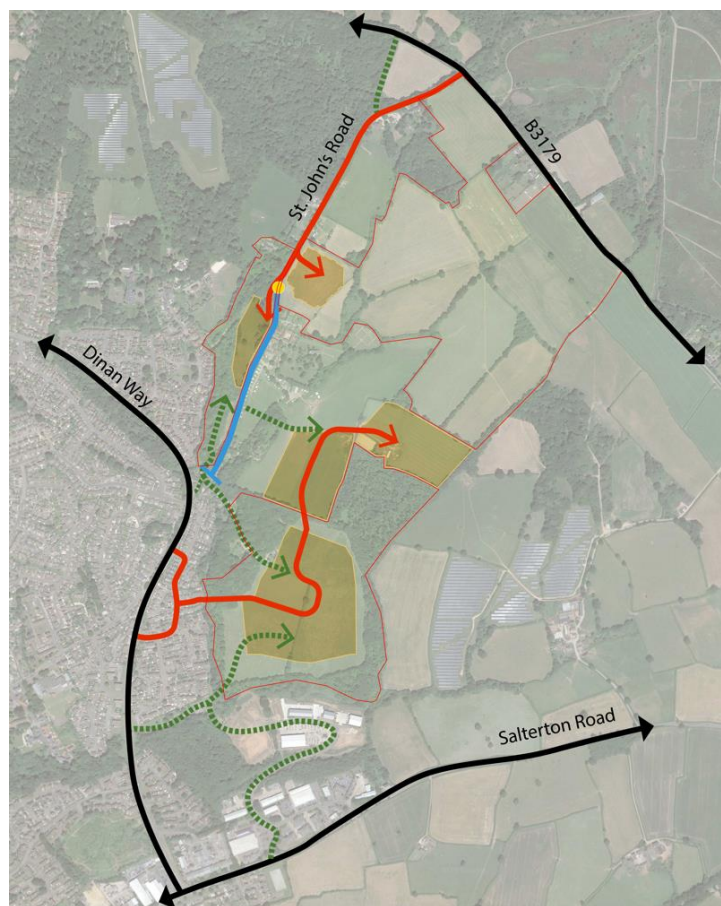
4.2 Southernwood is approximately 6m wide and accommodates some existing on-street parking. Initial considerations of the quantum of development that could be achieved from



this access would suggest that sufficient capacity would be available to serve the earliest phase of development, with the intention that across the life of the development, this access would evolve to support the mobility strategy for the site that seeks to create active travel connections across the southwest boundary with vehicular access achieved to the northeast.

- 4.3 During subsequent phases, additional points of access could be achieved via St John’s Road, allowing discrete levels of development to be served whilst protecting the existing character of St John’s Road with the creation of a modal filter, removing through traffic but continuing to facilitate local access requirements.
- 4.4 To ensure infrastructure requirements can be provided in step with development during this intermediate stage of development, a level of traffic will be facilitated from St John’s Road to the north, mindful of shared use principles that may limit the level of development that would be accessed from this point, until the final mobility strategy for the site can be implemented.

**Insert 4-2 – Phase 2 Access Strategy**

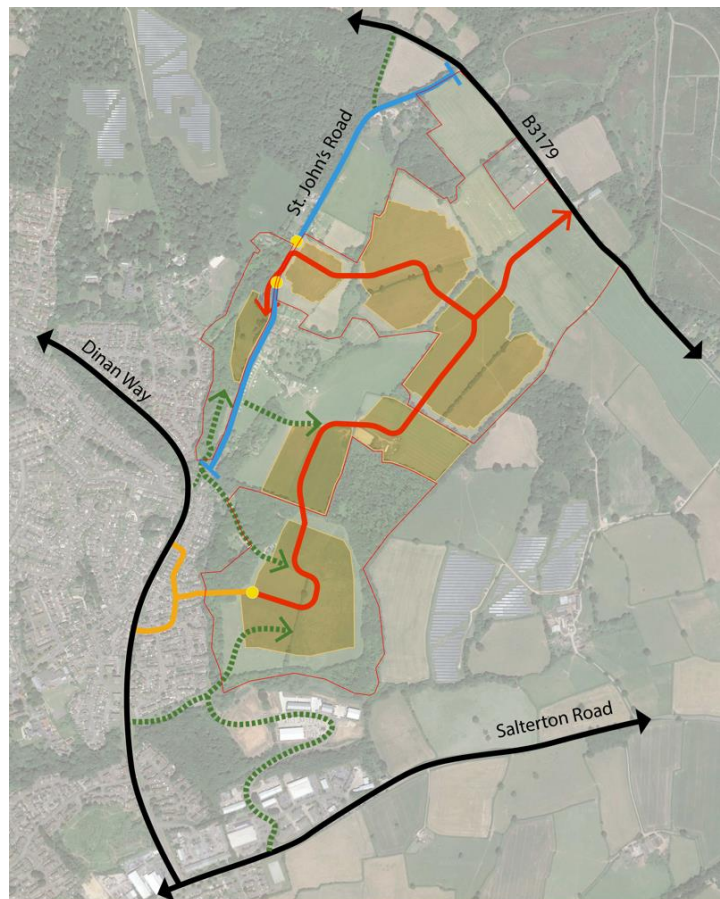


Existing Street	↔	Active and Shared Mobility	↔
Multi Mobility Route	↔	Active and Local Access Only	↔
Active Mobility Route	↔	Mode Filter	●



4.5 Once the development is complete, the final mobility strategy can be implemented. This will direct vehicular traffic towards the B3179, ensuring that connections to the southwest are reserved for active and shared mobility connections only, whilst all development traffic will be removed from the length of St Johns Road, creating a Quiet Lane which only facilitate local access requirements. Access to the western parcel will need to cross St John’s Road at an appropriate point, with the introduction of further modal filters to prevent both development traffic and through traffic traveling along this road.

**Insert 4-3 – Phase 3 Access Strategy**



Existing Street	↔	Active and Shared Mobility	↔
Multi Mobility Route	↔	Active and Local Access Only	↔
Active Mobility Route	⋯↔	Mode Filter	●



## 5.0 Vision Led Approach - Trip Generation

### Methodology

- 5.1 A Vision-led approach is a modern transport planning method. It is applied by SLR Consulting and supports the net zero carbon policies of Local Planning Authorities and the UK Government. It can also promote the ESG objectives of developers and masterplanners.
- 5.2 The Vision-led approach considers the vision for a new community, and then considers the mobility and placemaking interventions to help realise those conditions. These interventions and broader policies are validated by calculating their impacts and applying them to the transport modelling. The aim is to maximise the number of trips that are internalised or contained within the development or local community, significantly reducing the need for private vehicle movements both internally or externally and mitigates carbon emissions whilst encouraging active travel modes.
- 5.3 The Vision for a new settlement might include the objectives (with quantifiable targets) of healthy, safe, quiet, clean, resilient, low carbon, vibrant communities, with good air quality and green spaces. Fundamental to this is to create well designed, pedestrian friendly, developments that support local living and achieve lower levels of car use. This can be realised through 20minute neighbourhood principles, provision of local amenities and street design that affords space to people rather than vehicles.
- 5.4 Vision Led Planning is a new principle, and many authorities and government organisations are grappling with how to assess schemes against the Vision-led requirements. SLR have been advising organisations such as Homes England, DfT, RTPI amongst others on how this is achieved.
- 5.5 SLR's Vision-led Planning Tool utilises data from the Census, Office for National Statistics (ONS) and the National Travel Survey (NTS) to validate the proposed trip generation of the site. The tool draws on existing conditions at the site including land use, distance to key amenities and mix of dwellings, providing guidance and trip outputs based on the amenities that exist or are proposed and which could deliver local living potential. A detailed description of the Vision-led Planning Tool is available at **Appendix A**.
- 5.6 Principles of Vision-led planning including disaggregation by journey purpose and general agreement of the approach have previously been agreed with local authorities and consultation with National Highways. Within paragraph 15 of the DfT Circular document, it is noted that transport planning should move away from the traditional 'predict and provide' approach to deliver a vision-led outcome such as the 'Vision and Validate' approach, an approach that is now recognised and accepted by National Highways.
- 5.7 Due to the nature and scale of the site, it is considered that the vision-led approach would provide a more accurate representation of future trip movements, by all modes. A comprehensive exercise to derive a total trip generation has been undertaken, based on credible and reliable data sources. The trip generation exercise begins with identifying the existing amenities and those proposed that are viable for developments of the proposed scale, shape, location and character. Selecting the amenities based on this assessment allows the



forecasting of realistic levels of residential trip internalisation and containment that account for the proposed on-site amenities such as education, leisure and retail uses and proposed jobs.

## Assessment

5.8 The Vision-led Planning Tool has been run to assess the quantum of approximately 750 dwellings to establish the trip impacts accounting for contemporary assessment methods and placemaking potential, the following assumptions were made:

- **Area of development site:** 23.25 hectares
- **Average number of persons per dwelling:** 2.5
- **Distance to amenities (km):** distance taken from the middle of the proposed site;
- **Employment:** 36 on-site jobs to be provided; and
- **Working from home rates:** Set at 0.25% increase per annum up to 2040.

5.9 In addition to the above parameters, the following interventions have been applied:

- Strengthen public transport connections for external trips;
- Active travel corridor for commuter trips;
- Carpool scheme for commuter trips; and
- Improve attractiveness of walking environment within the development.

5.1 It should be noted that the model indicates the amenities that should be included on the site based on existing census data and the number of proposed dwellings. As such, the following parameters were applied and reflect those that could reasonably be brought forward alongside the development to enable local living and containment of travel, although these are not fixed at this stage:

- Convenience Store;
- Bars / Pubs;
- Community Hall / Hub;
- Primary School (1 form entry).

5.2 The SLR Tool provides hourly and daily trip generation for ‘all trips’ and ‘car trips’. The new development car trip rates following placemaking and mobility interventions derived from the Vision-led Planning Tool are presented below in **Table 5-1**.

**Table 5-1: 750 Dwelling Driver Trip Rate (Vision-led Model)**

Time Period	External Residential Vehicle Trip Rate		
	Arrivals	Departures	Total
0800-0900	0.05	0.15	0.20
1700-1800	0.16	0.07	0.24



- 5.3 As demonstrated within **Table 5-1**, trip rates generated by the model produce external trip rates of 0.20 in the AM peak and 0.24 in the PM peak.
- 5.4 Using the trip rates in **Table 5-1**, and the external trips attracted to the amenity included in the Vision Led Planning Tool, the proposed development trip generation have been produced and can be seen in
- 5.5 **Table 5-2**.

**Table 5-2: Overall Trip Rates and Forecast Trips (including External Attraction)**

Time Period	External Vehicle Trip Rate		
	Arrivals	Departures	Total
Residential External			
0800-0900	35	115	150
1700-1800	125	54	178
External Attracted to Amenity			
0800-0900	5	5	10
1700-1800	5	6	11

- 5.6 As shown in
- 5.7 **Table 5-2**, the proposed site will generate 160 two-way external vehicle trips in the AM peak (08:00-09:00), and 189 two-way external vehicle trips in the PM peak (17:00-18:00). This equates to an additional two vehicle trips and three vehicle trips per minute in the AM and PM peaks, respectively.
- 5.8 The following section sets out predicted traffic impact attributed to the Goodmores development (14/0330/MOUT) which was submitted in 2014 using a historic Predict & Provide approach based on TRICS forecasts in contrast to the Vision-led approach that considers the potential for trip internalisation and the propensity for residents to undertake a variety of journey purposes by sustainable means. A Transport Assessment was submitted alongside the application at that time, applying the historic approach to traffic impact assessment, with similarities in terms of the wider locality of the development, situated on the outer edge of Exmouth.

## 6.0 Predict & Provide

- 6.1 Traditionally, the industry standard practice for determining the trip generation resulting from new developments is to use data from the TRICS database to determine the anticipated person and vehicular trip generation (or trip rates) of a proposed development based on recent traffic survey data for comparable sites across the country (Predict & Provide). This is a backward-looking approach, specifically it produces a level of traffic based on historic sites that bear little or no similarity to Vision-led principles.



- 6.2 There is a clear weakness of this approach when considering larger development sites (>500 dwellings) where radically different designs and strategies can have a significant impact on reliance of the car and take up of alternative modes.
- 6.3 The TRICS approach relies on the TRICS database containing a number of comparable sites as the basis for estimating trips generated from the new site, however:
- There are very few residential sites within the TRICS database with >500 dwellings. Only three sites currently exist that were surveyed outside of COVID restrictions;
  - The level of amenity provision within these three sites is limited and variable. None reflect a vision-led planning approach that prioritises local amenity provision facilitating local living; and
  - Reducing the size of the site selection in TRICS to 200 dwellings and above would increase the number of sites, however, these smaller sites do not provide the level of amenity and serve provision that would be viable for a site over seven times this size.
  - This is always a backwards looking assessment based on previous (often less desirable) outcomes
- 6.4 In summary, there is no TRICS data that is comparable to the conditions and design of larger residential sites planned around vision-led principles. To demonstrate this point, the Goodmores development, which includes a proposed quantum of up to 350 dwellings (ref: 14/0330/MOUT), provides a useful comparison. The trip rates and corresponding trip generation outlined in its Transport Assessment were calculated using the historic TRICS database. The results of that assessment are presented in Table 6-1 having been undertaken in 2014.

**Table 6-1: Accepted Trip Rates for Goodmores Farm (ref: 14/0330/MOUT)**

Land Use	Vehicular Trip Rates			
	AM Peak		PM Peak	
	Arrive	Depart	Arrive	Depart
<b>Private Housing (per dwelling)</b>	<b>0.151</b>	<b>0.459</b>	<b>0.427</b>	<b>0.231</b>
Affordable Housing (per dwelling)	0.127	0.325	0.325	0.196
B1 Office (per 100sqm)	1.289	0.153	0.117	1.02
B2 Industrial (per 100sqm)	0.472	0.092	0.043	0.353
GP Surgery (per 100sqm)	5.43	2.492	2.361	3.83
Local Centre (per 100sqm)	5.197	4.888	5.843	6.713
Primary School (per pupil)	0.272	0.183	0.017	0.031

- 6.5 As shown at Table 6-1, the previously accepted two-way vehicle trip rates for the Goodmores Farm development were 0.61 in the AM peak and 0.66 two-way vehicle trips in the PM peak.



6.6 **Table 6-2** shows a summary of trip generation applying the trip rates from TRICS (which was approved for the Goodmores development) to the development quantum for St Johns Woodland development.

**Table 6-2: Trip Generation for St Johns Woodland Development using Trip Rates from Goodmoores Farm**

Time Period	External Vehicle Trip Rate		
	Arrivals	Departures	Total
0800-0900	113	344	458
1700-1800	320	173	494

6.7 In reality, this level of traffic was unlikely to materialise and would have been a gross overestimation of traffic impacts. Notwithstanding this, it can be seen that by undertaking a TRICS based assessment there is a significant risk that the impacts of the proposals on the wider highway network are over-estimated and in so doing significant costs are incurred in providing unnecessary road infrastructure when this would be better directed towards a comprehensive mobility strategy that can be provided in step with development, focusing investment on placemaking and active travel interventions that have much broader social benefits.

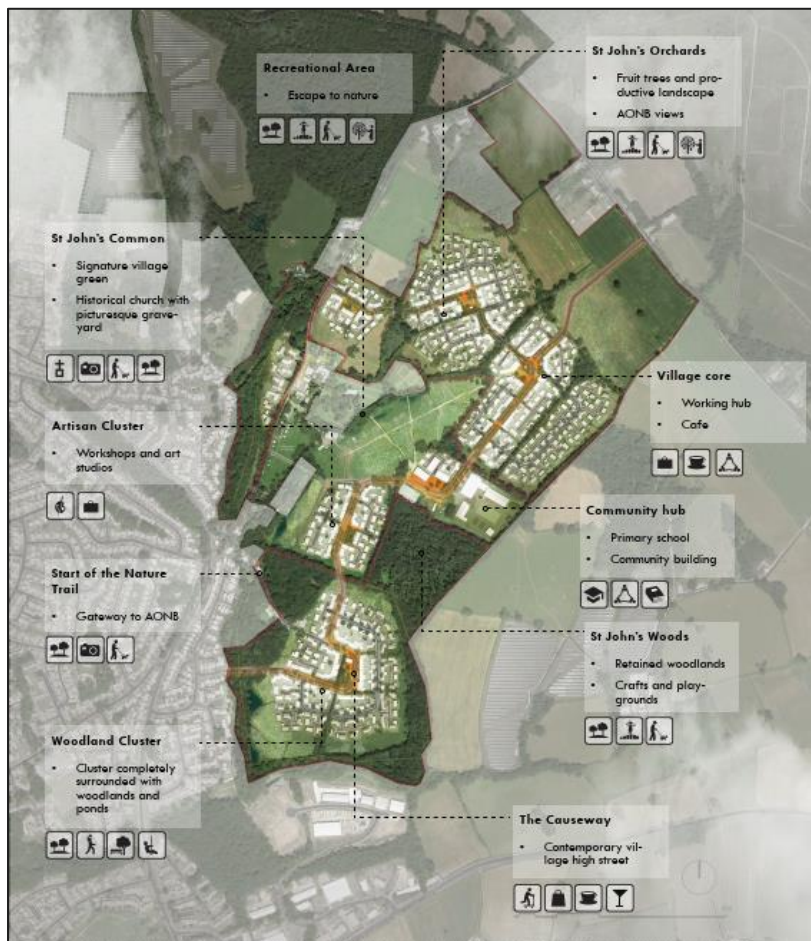
## 7.0 Placemaking: Future Potential

7.1 As previously set out within this report, the proposed trip rates are generated using the Vision-led model which utilises factors including existing and proposed facilities, modal split and proposed mobility interventions.

7.2 Based on the output of the vision-led assessment for approximately 750 dwellings compared to the traditional TRICS assessment, external trip rates could be significantly reduced through the provision of internal site amenities. **Figure 7-1** depicts the potential on-site facilities that could be available within the St. John’s Woodland Village scheme.



**Figure 7-1: On-site Facility Provision**



7.3 The vision-led assessment utilises existing census, NTS and ONS data to determine the dwelling threshold required for viable amenities. It calculates which amenities should reasonably be provided within the development to allow residents the opportunity to walk or cycle to key local amenities as part of the wider placemaking vision. As such, the development could provide a wide range of facilities to encourage local living and containment of travel, improving walkability for future residents and providing key facilities to decrease the need for travel via private car.

## Mobility Strategy

7.4 Mobility is a function of placemaking and is about accessing day to day facilities such as schools, shops, family and friends, healthcare, and the workplace are catered for in proximity to the site, thereby localising travel and enabling local living. Strategic sites such as St John's Woodland Village will allow for a planned and coordinated approach to development, taking maximum benefit from local facilities to serve day to day journey purposes and ensuring provision of effective and comprehensive mobility infrastructure to promote active and shared modes over the car, where wider travel is necessary. The aim of this approach is first and foremost to reduce the need to travel by localising movement and offering a range of choice in how to travel.



- 7.5 The site has excellent access to local transport infrastructure including bus services accessible by foot and cycle. This represents a significant opportunity to enhance existing infrastructure to enable local living and a 20-minute place.
- 7.6 The St. John Woodland Village vision focuses on walkable neighbourhoods that facilitate local living, while opening up exceptional access to the already well-established bus and rail network, offering opportunities to significantly increase occupancy levels and boosting investment potential in shared travel opportunities, where this is rail enhancement, increased bus service and frequency or investment in new shared transport technology, such as demand responsive transport, or connected autonomous vehicles.
- 7.7 It is the vision that the development will facilitate the transition to net zero-carbon through the provision of mobility shift towards active travel and public transport through a 20-minute place.

## 8.0 Conclusions

- 8.1 St John's Woodland Village provides an excellent opportunity for the allocation of a new community that allows for the application of exemplar land use, health and mobility planning principles. The individual nature of the site allows these impacts to be managed through a phased access strategy that would be difficult to replicate elsewhere within the town and on this basis, the site represents a clear and compelling opportunity for allocation.
- 8.2 This Technical Note (TN) sets out the proposed Vision-led approach to Transport Planning, assessing the opportunity to optimise the use of the land to the east of Exmouth to accommodate approximately 750 dwellings.
- 8.3 St. Johns Woodland Village is a unique opportunity to link and enhance the facilities within the town, with a unique focus on an active travel first approach to movements within and beyond the new settlement. Principally, using the western boundary as an interface with the town, access by active and public/shared travel will be prioritised over the car, to the extent that car access will be pushed to the periphery of the development to protect key active travel links. The principal access will be formed onto the B3179, ensuring any routing to the local facilities by car will be circuitous and far less convenient than walking, cycling or shared mobility.
- 8.4 The site provides development of a scale that allows a range of complementary facilities within the site that will assist in both internalising trips within the site and localising trips within the wider area. The early phases of development can take benefit from the range of services within walking distance ensuring that infrastructure supporting active and shared modes can be provided in step with development. The phased access strategy, specific to the sites location and characteristics, seeks to restrict vehicular access along the western boundary of the site, adjacent to existing residential areas, resulting in a development that will manage traffic impact in a manner that limits both the requirement for unnecessary road infrastructure but also limits any undesirable impacts on the existing community.
- 8.5 SLR has applied a Vision-led approach to the assessment of the proposals and the specific characteristics of the site, seeking to maximise dwelling density and alongside them, the



range of facilities required to facilitate local living and placemaking at an exceptional level. The Vision-led approach increases the importance of active and public/shared travel systems in accommodating the forecast demand of the development conveniently, instead of placing road capacity and facilitating convenience by car above all else.

- 8.6 It has been demonstrated that trip rates obtained from a traditional TRICS assessment should not be used as an accurate representation for a site of this size and development mix. As such, this report sets out the Vision-led method which takes into account the sites specific characteristics, access strategy, proposed mobility interventions as well as existing and proposed land uses and community facilities to generate a realistic and representative trip rate.
- 8.7 Traditionally, the industry standard practice for determining the trip generation resulting from new developments is to use data from the TRICS database to determine the anticipated person and vehicular trip generation (or trip rates) of a proposed development based on recent traffic survey data for comparable sites across the country (Predict & Provide). This is a backward-looking approach, specifically it produces a level of traffic based on historic sites that bear little or no similarity to Vision-ed principles.

As demonstrated within **Section 6**, the traditional TRICS assessment generates a significantly higher trip rate than those obtained from the Vision-led model and in so doing seeks to accommodate levels of traffic that are unnecessary and as a result facilitates easy travel by car, encouraging use of the car over alternative modes.

- 8.8 In accordance with paragraph 108 and 109 of the NPPF, development of this scale brings forward wider funding opportunities that has the potential to deliver longer-term transport interventions which would have a significant influence on wider trip making behaviours and fundamentally change the trip patterns of this area of Exmouth.



Appendix A

Vision-Led Planning Tool – Methodology

**To:**

**From:** Tim Bright  
**SLR Consulting Limited**

**Date:** 2 October 2024

**Project No.** 205513

**RE: Land East of Exmouth**  
**Validation Tool: Methodology**

---

Detail has been set out below with respect to the background of the SLR Validation Tool, also known as the Vision-led Planning Tool. This is to inform ongoing discussions regarding the Land East of Exmouth proposed allocation.

## Validation Tool: Methodology

A Vision-led approach is a modern transport planning method. It is applied by SLR Consulting and supports the net zero carbon policies of Local Planning Authorities and the UK Government. It can also promote the ESG objectives of developers and masterplanners.

It firstly imagines the vision - or desired conditions - of a new community, then identifies placemaking and mobility interventions to help realise those conditions.

The **Vision** for a new settlement might include the objectives (with quantified targets) of healthy, safe, quiet, clean, resilient, low carbon, vibrant communities, with good air quality and green spaces. Fundamental to this is to create well designed, pedestrian friendly, developments that support local living and **achieve lower levels of car use**. This can be realised through 20 minute neighbourhood principles, provision of local amenities and street design that affords space to people rather than vehicles.

The Vision is validated by calculating and quantifying the vision's impact on travel demand, mode share and carbon emissions resulting from such vision-led development designs, prioritising local living, active travel and shared mobility. This ensures that from the masterplanning stages, the community is designed in a way which will achieve its vision objectives and associated targets.

SLR have developed a tool to validate the Vision and assist in quantifying key impacts resulting from different site designs and tailored to specific site characteristics.

The Tool utilises existing data/evidence on trip making behaviour and amenity provision to calculate:

- What amenities are likely to be viable within new developments of different size and hence give guidance on what amenities could be localised.
- What the effect on trip making behaviour is likely to be if different amenities are included within the development: what trips can be localised / internalised, and what modes are likely to be used for these trips including the proportion of these trips that can be walked.
- What additional mobility interventions support low car use for remaining external trips. What are the trip making and mode share impacts of providing things like mobility hubs with frequent connecting bus, sustainable travel corridors, low car parking ratios etc.

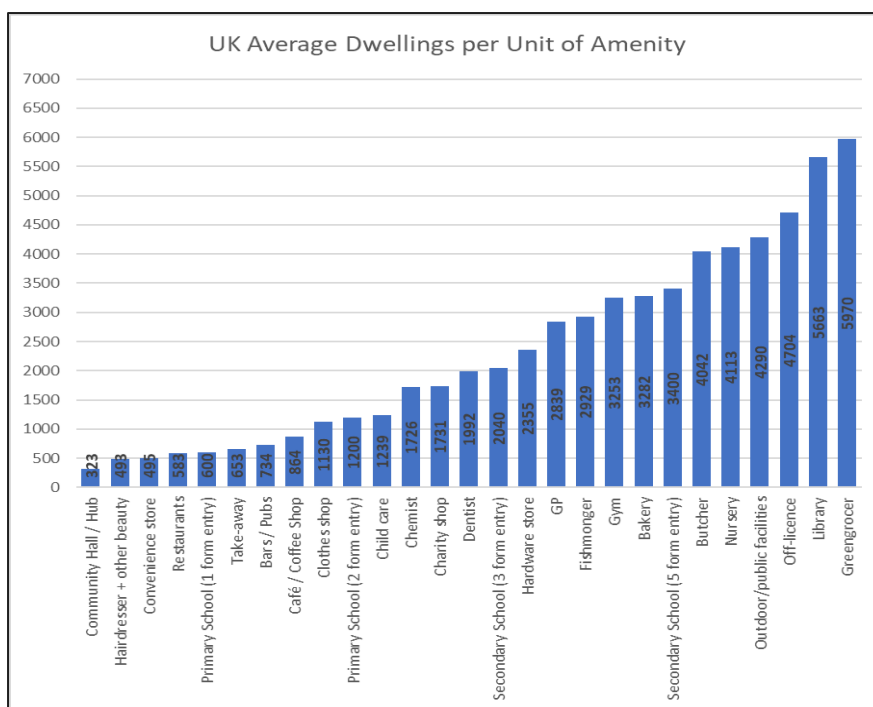
## Amenity Assessment

The first consideration of the Tool is what amenities can be localised, i.e., included within the new development.

- The Tool provides guidance on this through its amenity feasibility assessment: the basis for this is UK Business Count data on numbers of local units of different amenities for each LA District combined with the population per District to give an average population per unit of amenity in each District. In other words the population needed to sustain a single unit of each kind of amenity in each District of the country.
- This is then combined with site specific characteristics on the population, persons per household, area and shape of the new development to identify what amenities are likely to attract sufficient demand from the resident population for an amenity to be tenable (for commercial amenities) or necessary (for public service amenities).
- The need for Primary and Secondary schools is established on the traditional basis of applying pupil yield factors that reflect the policy of the relevant local authority.
- In addition to LA District specific data on dwellings per unit of amenity, UK average data is also provided to highlight where Local District data may be skewed by the presence of high numbers of tourists or high day-time demands from employment (resulting in lower numbers of residents per unit of amenity).
- The amenity feasibility assessment results in guidance on the amenities that should be considered for inclusion within the development – the Tool user has complete control over which amenities they actually include allowing local knowledge and professional judgement to be applied. This allows for completely flexible placemaking designs and scenario testing to be undertaken.



**Figure 1 – UK Average for number of Dwellings per unit of Amenity**



## Trip Making – Base Data Tailored to Specific Site

Having selected the amenities to include in the development, the Tool then estimates the impact this will have in changing trip making behaviour of the development’s residents.

The logic underpinning these calculations is linked to changes in mode share associated with reduced trip distances.

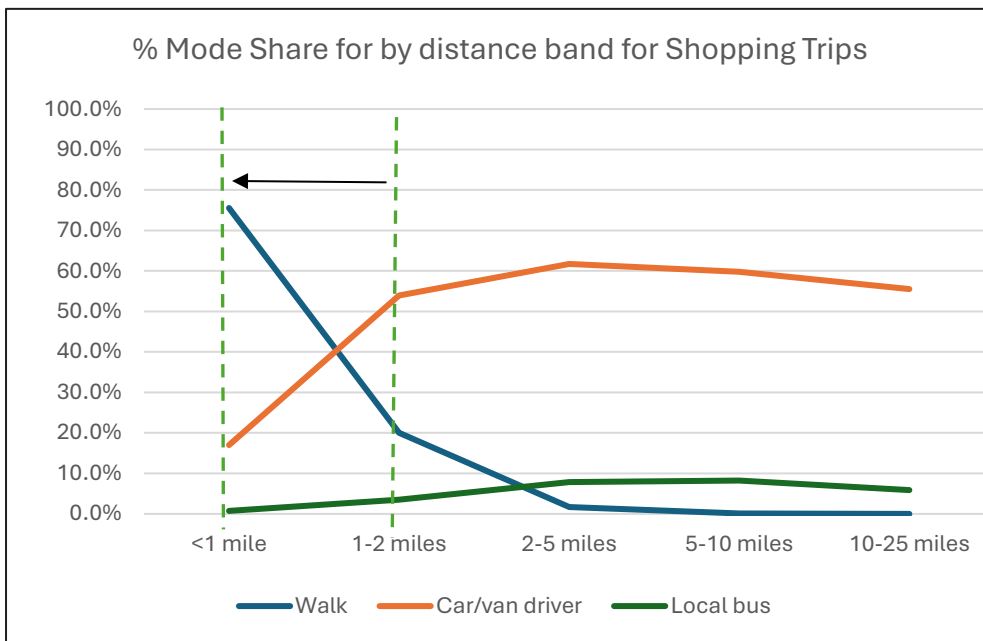
The basis for the calculation is NTS data on average numbers of trips per person by area classification (urban conurbation, urban city and town, rural town and fringe, rural village and isolated) for 14 trip purposes. Within each trip purpose the mode share of trips is provided by the NTS data for 8 different distance bands.

This allows the Tool to establish the likely change in mode share resulting from shortening the distance to a particular amenity.

Including an amenity within a development brings the distance to reach the amenity to within 1 mile (in most cases within ½ mile) of the resident’s home. At these distances, NTS data indicates that walking predominates for all trip purposes. Above these distances, car use begins to take an increasing importance (illustrated in Fig 2 for shopping trips and Fig 3 for education trips). These examples illustrate the potential for behaviour change through provision of on-site amenities.



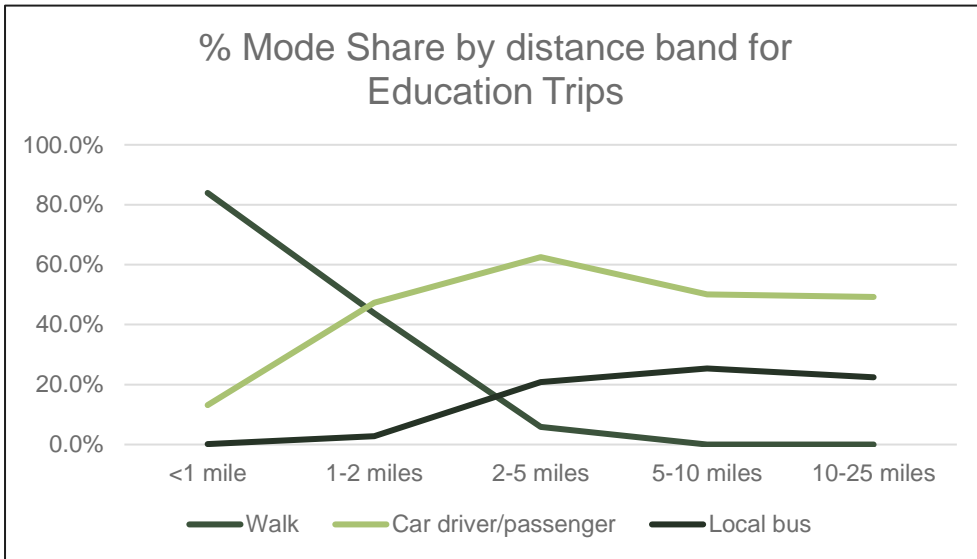
**Figure 2 – Illustration of change in mode share by distance for shopping trips**



	Mode of Travel		
	Car Driver	Walk	Bus
Existing Store @ 1.5 miles	55%	20%	3.5%
New Store within Development	17%	77%	



**Figure 3 – Illustration of change in mode share by distance for education trips**



	Mode of Travel		
	Car Driver	Walk	Bus
Existing School @ 1.5 miles	>60%	<10%	20%
New School within Development	13%	>80%	

The proximity of existing amenities to the new development is a key consideration in the assessment of the potential changes in trip making behaviour and associated benefits. The Tool applies site specific data on distance to already existing amenities to tailor the NTS data applied in the assessment to reflect the specific site location and the existing amenity provision within its surroundings.

In addition to the proximity of existing amenities influencing mode share, the average number of trips per person for each trip purpose, available from the NTS data, varies according to household composition. If the development consists of mainly larger homes with 3+ bedrooms attracting families with 2 adults and at least 1 child, the number of trips per purpose differs from developments with mainly flats or 2 bed homes more suitable for single adults or adult couples, and both will differ somewhat from the NTS average for the area classification. To capture this variance, the Tool tailors the NTS data based on the household composition planned for the development to better reflect the purposes of trips made by the likely development residents.

A final adjustment can be made to the average NTS data in order to better reflect existing transport provision/connections to and around the new site. E.g., if the average NTS data for the area classification suggests a % train mode share but no train services exist near the local site, then this can be adjusted accordingly.

In summary, the underlying data feeding the Tool is detailed NTS data on average number of trips by mode within 8 different distance bands for 14 trip purposes. This data is specific to the classification of area in which the development is located. The NTS data is then tailored to reflect the specific site characteristics taking into account:

- the proximity to existing amenities and employment
- the current mobility provision surrounding the site
- type/mix of residents expected to reside in the site



The result is base data that reasonably represents the trip making demands of the people likely to live in the new development and reflects the local character of the site and its location.

## Placemaking analysis

The Tool allows a wide range of amenities to be included in the validation assessment (see Figure 1). Although guided by the amenity feasibility assessment, complete flexibility is provided on which amenities to select. This enables the Tool to be useful in the very early stages of masterplan design to inform users on the impacts of different amenity mixes, or it can be applied later in the process to quantify the impacts of already established designs.

Having selected the mix of amenities to include in the development, the Tool then analyses the changes in trip making that this on-site amenity provision prompts by comparing the new distances and modes to these on-site amenities with those in the tailored base data.

Applying these changes to the number of trips likely to be affected enables estimation of realistic levels of residential trips that can be internalised and contained within the development, the modes used for these internal trips, and the modes used and distances for remaining external trips.

The level of on-site employment and the extent to which this generates external versus internal trips is also considered in the assessment. This is based on in-depth analysis of Census data on place of work and usual residence or workers at the MSOA level (comparable in scale to a large new development). From this, a relationship between job density and internal workforce proportion is derived to give an indication of the level of commute trips that are likely to remain internal to the site for different dwelling to job ratios within the development.

Further to this, trips that can be avoided can also be included in the assessment, informed by trends in working from home rates, virtual business meetings, and home delivery of food and non-food shopping.

Combining the above elements, the Tool estimates the internal trips (including avoided trips) and those remaining external to the settlement and determines the initial modal share of trips resulting from the placemaking components of the development design.

Trips rates by trip purpose are output for both internal and external trips for a range of time periods including daily, 3-hour peak periods (7-10 & 16-19), and individual hours within these peak periods. Mode shares are also output for both internal and external trips for the same time periods.

## Mobility Intervention Strategies

Following the placemaking analysis, the Tool provides intelligence on the extent to which different trip purposes continue to contribute car trips to the external road network.

A more focussed and targeted design of mobility interventions can then be considered in consultation with local stakeholders. Within the Tool, a range of mobility intervention strategies can be explored that further reduce car use, shifting to public transport, cycling and carpooling for remaining external trips or increased walking for internal trips. The impacts of these strategies are calculated for any defined level of ambition / expected shift.

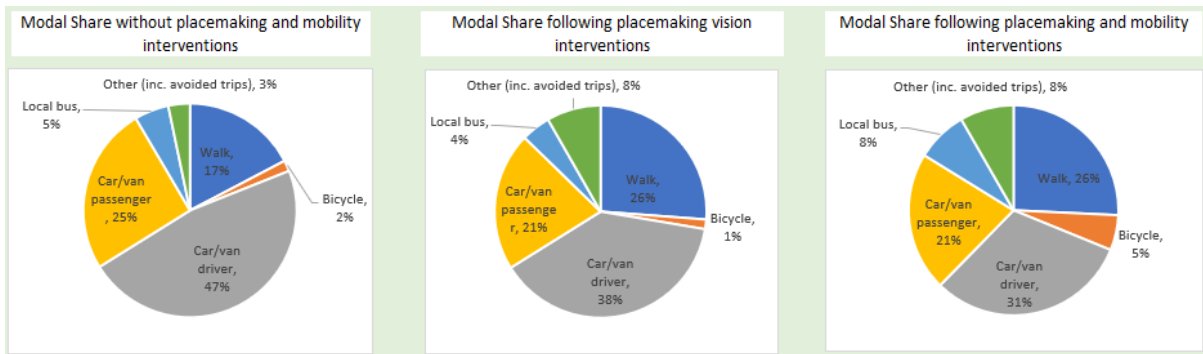
## Residential Trip Generation Outputs

Following this exercise, estimations of the residential trip generation (internal and external trips) by mode are obtained for the selected amenity provision and mobility measures. Outputs show the contribution of each element of the design to changes in mode share and car trip generation. Typical residential car-trip rates generated from the development are



output for the full day as well as for peak hours, providing the type of data expected for entry to Transport Assessments.

**Figure 4 – Illustration of outputs relating to residential generated mode share**



**Figure 5 – Illustration of outputs relating residential generated external car trips**

New Development following placemaking vision interventions				New Development following placemaking and mobility interventions			
Car Trips (external)	External Trips			Car Trips (external)	External Trips		
	Arrivals	Departures	Total		Arrivals	Departures	Total
Time of day							
0700-0800	18	122	140	15	102	118	
0800-0900	47	154	201	35	115	150	
0900-1000	64	83	147	53	68	120	
1600-1700	120	67	187	99	55	154	
1700-1800	148	64	212	125	54	178	
1800-1900	113	53	166	93	44	137	

## Carbon Emissions Analysis

In addition to trip generation by mode, carbon emissions calculations can be provided for five differing scenarios:

- 1 do-nothing (i.e. no new development),
- 2 new development based on no on-site amenity provision,
- 3 vision based new development incorporating only placemaking elements,
- 4 vision based new development incorporating placemaking and mobility components,
- 5 vision based new development incorporating placemaking, mobility components and variable EV uptake.

Future year emission factors by mode up to 2050 are derived from government recommended future emissions factors for each mode of transport (derived from TAG data forecasts of proportions of vehicles that will be electric combined with IEA data on the rate of decarbonisation of the electricity grid). This reflects what is likely to happen anyway in the background, with or without the development, and results in lower carbon emissions over time. This is termed the ‘Tailwinds’ carbon reduction.

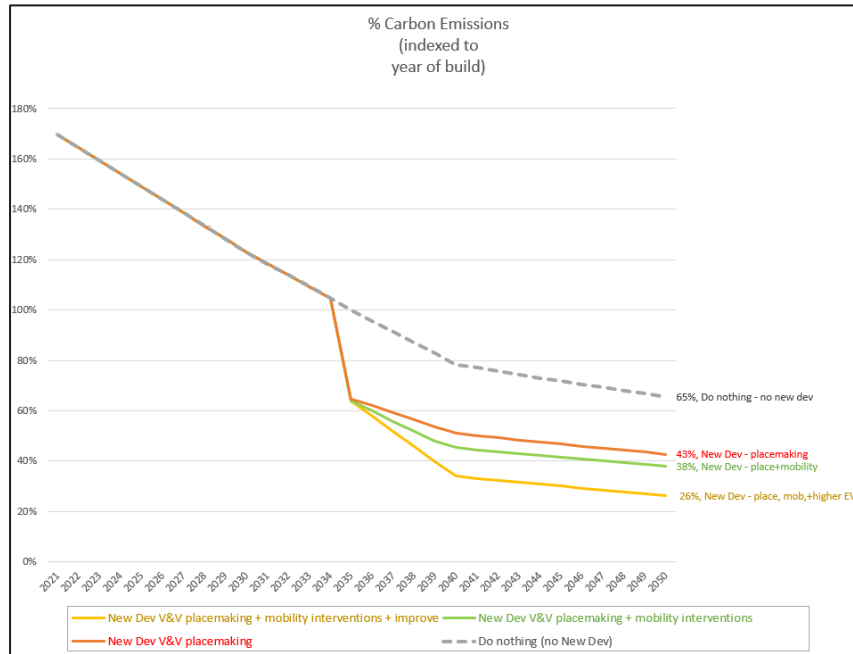
The do-nothing scenario applies the Tailwinds reductions to current trip making of people likely to move to the new settlement. This assumes 75% of people that would move to the new settlement come from within the LA District in which the settlement is located and 25%



from the Wider Region and trip making distances and modes are derived from average NTS data for these areas.

The carbon emissions for each of the other scenarios are determined by applying the government recommended future emissions factors for each mode of transport to the total distances travelled using each mode of travel (as determined by the Tool). The carbon emissions for the other 4 scenarios are presented relative to the Do-Nothing scenario indexed to the year of build completion.

**Figure 6 – Illustration of Carbon Reduction Outputs for 4 Scenarios (not site specific)**

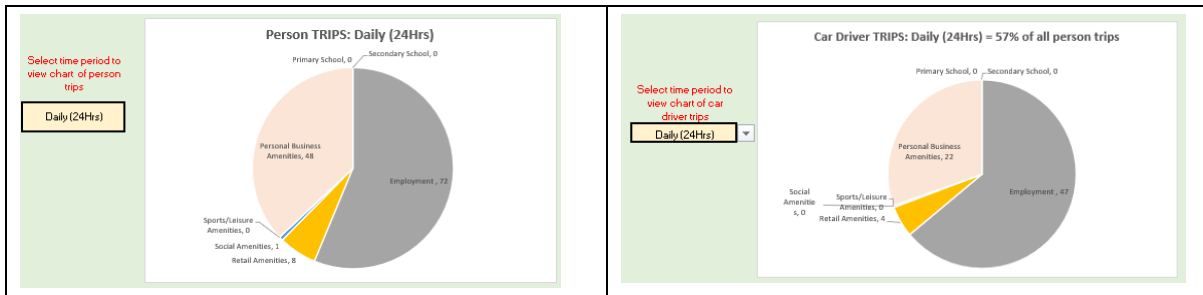


## Trips Attracted into the New Development Site

Where amenities and/or employment have been included in the settlement design, it is necessary to also check the levels of trips from outside the settlement that might be attracted to use these new amenities / new jobs contained within the settlement. The approach for this is to determine the extent of school places and jobs not filled by on-site residents to estimate the externally generated trips (those from outside the settlement) that are attracted to schools / jobs within the site. For all other amenities (retail, leisure, social, personal business) where use is not capped or limited by a fixed number of places, then a different approach is needed. This involves estimating the approximate population from outside the development site for which the on-site amenity is likely to become their easiest to access / preferred choice. A methodology for determining this is provided within the Tool. The extent to which these external trips attracted to the new amenities/jobs are a net-benefit or a net-disbenefit depends on the nature of the new trips (distance, mode, congestion levels) relative to the trips they replace. Typically these trips will be to a closer amenity than before, which could be considered as VMT saved overall. This would be welcome especially where such trips avoid the highway network in particular (a common challenge).



**Figure 7 – Illustration of outputs relating to Person Trips Attracted to the Site**

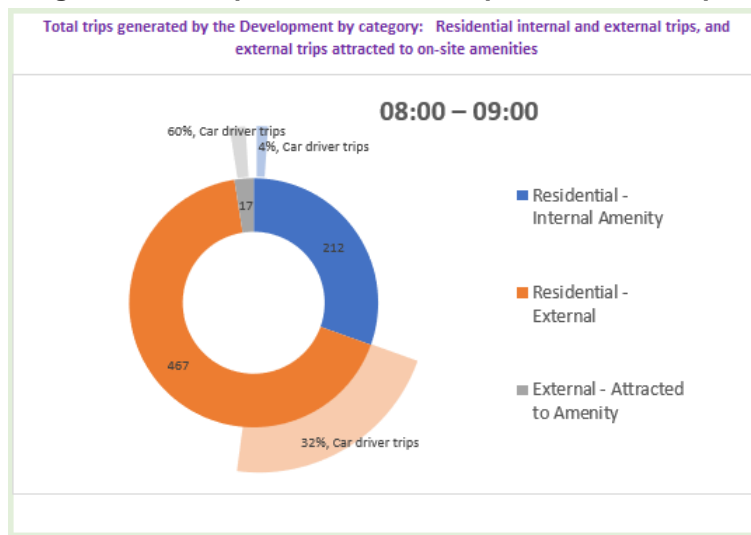


## Summary

Outputs related to the overall trip generation, combining residential internal trips, residential external trips and trips attracted to the site can be output by the Tool for use in a wide range of design proposals, stakeholder consultation documents and impact assessment reports.

The tool can also be used in an interactive fashion with stakeholders, exploring impacts of ‘what-if’ scenarios in real time.

**Figure 8 – Example of Combined Trip Generation Output**



The above described method provides a ‘backcasting’ framework to settlement design enabling the masterplanner to quantify and understand (Validate) the full impacts of placemaking and mobility components and allowing them to select and design these in a manner that aligns with the Vision.





**St. John's Woodland**  
**Technical Note:**  
**Historic Environment**  
Prepared for  
Eagle Investments (SW) Ltd  
and 3West Group  
September 2024



# St. John's Woodland Technical Note: Historic Environment

## Prepared for Eagle Investments (SW) Ltd and 3West Group September 2024

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# 1.0 Introduction

## 1.1 Purpose

Alan Baxter Ltd was commissioned by 3West Group (on behalf of Eagle Investments (SW) Ltd) in September 2024 to prepare a Technical Note regarding the heritage impact of a proposed residential development to the northeast of Exmouth, Devon, with a masterplan prepared by LDA Design.

East Devon District Council is preparing a Local Plan covering the period 2020 to 2040 that will allocate sites for development and is undertaking a Site Selection process. The proposed development is referred to in this exercise as **EXMO\_20a and EXMO-20b - Land at St. John's, Exmouth**, hereafter as 'the proposed development'.

In its August 2024 Site Selection Report, East Devon Council stated that:

*There are a small number of heritage assets in and around the site. Of most importance is the Grade II Star St John in the Wilderness church. Any possible site development would need to fully take into account the setting, specifically including sense of remoteness, of the church and the sensitivities associated with other assets. However, it is recognised that given the large site size there is scope to consider overall layouts and to potentially leave appropriate buffers undeveloped.*

This Note therefore sets out a summary of the site's history, heritage significance, mitigation measures that may be undertaken to limit the impact of the proposed development and an assessment of impact. It also advises on next steps.

## 1.2 Site and scope

The site of the proposed development is shown below (figure 1). This totals 85.46 ha. For details of the proposed development, the reader is directed to the main masterplan and 'vision' reports prepared by LDA Design (September 2024). Below ground archaeology is excluded.

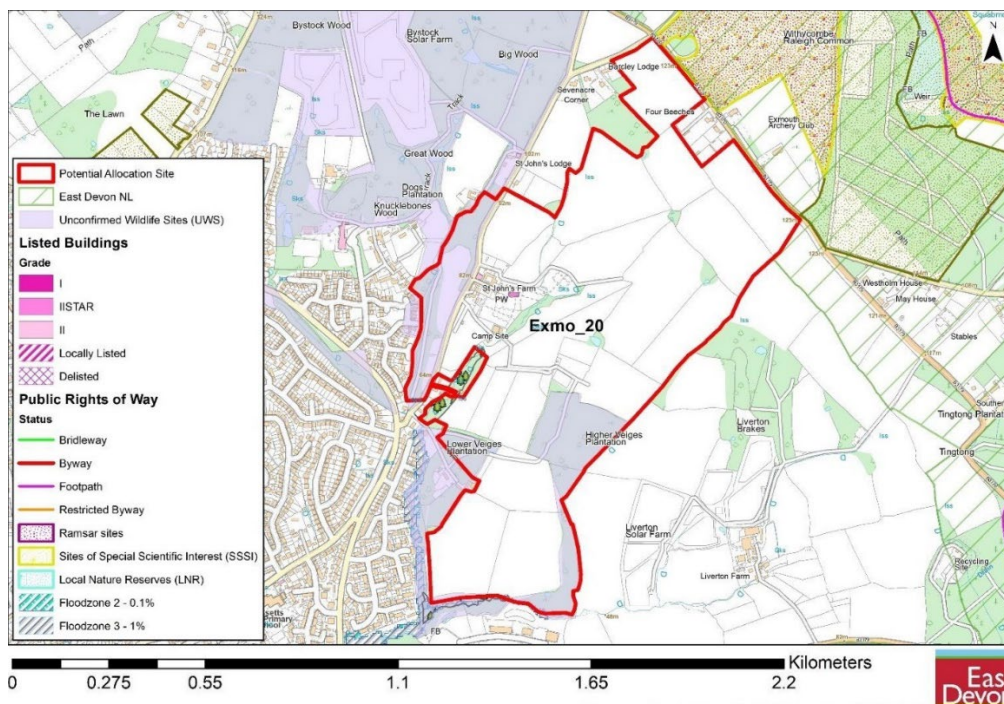


Figure 1: Allocation site map. Source: East Devon Council

## 1.3 Methodology, sources and limitations

### 1.3.1 Methodology

A site visit was undertaken on 12 September 2024. Where relevant, the advice given in this Technical Note has been informed by guidance set out in Historic England's *Advice Note 12: Statements of Heritage Significance: Analysing Significance in the Historic Environment* (2019); Historic England's *Advice Note 12* and *Advice Note 16: Listed Building Consent* (2021) and *Good Practice Advice in Planning: The Setting of Heritage Assets* (GPA3, 2017) has also been followed.

### 1.3.2 Sources

- Cherry, B. and Pevsner, N., 1989. *Devon*. New Haven: Yale University Press. (Pevsner Architectural Guides: Buildings of England).
- Church of England, 2024. *Church Heritage Record*.
- East Devon Council, 2020. *List of Local Heritage Assets*.
- Fiona Fyfe Associates; Countryside and Robin Lines Landscape, 2019. *East Devon and Blackdown Hills Landscape Character Assessment*.
- Historic England, 2024. National Heritage List for England (NHLE)
- National Library of Scotland, 2024. *Ordnance Survey maps*.
- University of Portsmouth, 2024. *Ordnance Survey and Ordnance Survey of Scotland First Series (A Vision of Britain Through Time)*.

### 1.3.3 Historic Environment Record

The Devon Historic Environment Record has been consulted. Records within the site include *Orchard Banks to the east of Withycombe Barton*; *Possible Catch Meadow to the south of Withycombe Barton*; and *Pit to the North of Higher Veiges Plantation, Exmouth*. An assessment of the impact of the proposed development on archaeology will be required at the next design stage and prior to any planning application.

### 1.3.4 Limitations

It is the nature of existing buildings that details of their construction and development may be hidden or may not be apparent from a visual inspection. The conclusions and any advice contained in our reports — particularly relating to the dating and nature of the fabric — are based on our research, and on observations and interpretations of what was visible at the time of our site visits. Further research, investigations or opening up works may reveal new information which may require such conclusions and advice to be revised.

## 1.4 Designations

This report considers three designated heritage assets:

- **Higher Lodge**, a cottage fronting St John's Road, listed Grade II (NHLE: 1164796)
- **Withycombe Barton**, a large, red brick house fronting St John's Road, listed Grade II (NHLE: 1333477)
- **Church of St John in the Wilderness**, listed Grade II\* (NHLE: 1333479)

The site is not in a conservation area and is partially in a National Landscape area (formerly 'Area of Outstanding Natural Beauty').

The East Devon List of Local Heritage Assets has also been consulted and no non-designated heritage assets have been identified within or surrounding the site.

## 2.0

# The site and its heritage significance

This section summarises the historic development of the site and the three designated heritage assets. It then describes the site as it exists today.

### 2.1 Historic development

Exmouth, located at the mouth of the River Exe, developed and grew as a result of its maritime importance as a fishing village and eventual redevelopment as a fashionable seaside resort.

Withycombe Raleigh is a civil parish to the northeast of Exmouth. Following twentieth-century suburban growth, its southwest part now forms the suburban edge of the town. The name "Withycombe" is derived from Old English, meaning "withy valley" or "valley of willows," and "Raleigh" likely refers to the ancient Raleigh family, who were local landowners in the medieval period. It is shown in an 1809 map and in historic maps thereafter (see figures 7-10).

The agricultural history of East Devon is rooted in its geography and climate, with fertile soils, mild coastal climate, and varied landscapes highly suitable for arable and livestock farming. The development of farming in the region reflects the broader trends in English agriculture, from medieval subsistence farming to modern, mechanised agriculture.

Field boundary enclosure during the seventeenth century resulted in the open fields and common lands gradually penned by hedgerows and fences, leading to a more organised and efficient farming system. It is likely a second phase of enclosure was undertaken during the nineteenth century. Throughout this period, the area consisted of farmsteads and isolated buildings. The nearest village was Withycombe Raleigh, to the south.

The church of St John in the Wilderness was built in the Middle Ages as a chapel of ease, most likely for workers on nearby farms and large houses (chapels of ease were built within the bounds of a parish for the attendance of those who could not easily worship at the parish church, typically because of distance). Small sections of building fabric date to the late fourteenth century, but the tower and northern aisle date from the fifteenth century.

Except for this tower and aisle, the church was demolished in 1788 having been neglected following the construction of a new church in the village in 1720. A nave and chancel were rebuilt in 1925-32 on original foundations.

Today, St John in the Wilderness Church is in the Church of England (Anglican) Parish of Withycombe Raleigh, which was established in 1850.

## 2.2 The site today

### 2.2.1 The church

Today, St John in the Wilderness is one of three churches in the Parish of Withycombe Raleigh: the others being the Parish Church of St John the Evangelist on Withycombe Village Road and All Saints' Church on Exeter Road.

The church's website states that:

*St John in the Wilderness has a lively, active and mission-oriented church community... This community reflects the local population in comprising people of a wide range of age and backgrounds, worshipping in a variety of styles... Through liturgy and worship, faith exploration, social events, community concern, and outreach, our aim is to grow together in likeness to Jesus Christ.*

### 2.2.2 The historic environment

- The church is an attractive Gothic building, partially built in local sandstone, with a west tower. The simple interior has barrel roofs.
- Its immediate setting is the large churchyard (see figure 2). Historic map analysis (see figures 7-10) shows that this has been gradually enlarged to the north and northeast during the second half of the twentieth century, replacing an orchard. The churchyard rises from east to west and has a large collection of gravestones and mature trees, with several large yew trees on the southern edge of the church limiting views south. It is bound on all sides by perimeter trees and shrubs, with the exception of a low brick wall and entrance gate running partially along its western edge.
- Outside the churchyard, the wider setting consists of woodland to the southeast and open pasture fields to the north, east and south. To the west, a small collection of houses are situated between the entrance to the churchyard and St John's Road (see figure 3). Beyond this is an open field and beyond that lies twentieth-century, suburban housing. To the south are a collection of mid-late twentieth century agricultural farm buildings, the construction of which has resulted in the loss of a historic belt of woodland. The topography of the wider setting is a rolling landscape, with the ground level falling away just beyond the woodland to the southeast, before rising again at the point of the next line of hedgerows. To the north, the land initially rises gently, before levelling off. Altogether, the character of the church's wider setting is reflective of its historic setting as a rural chapel of ease and contributes to its qualities as a place of quiet reflection and worship.



Figure 2: Church of St John in the Wilderness, looking southwest. Source: Alan Baxter Ltd



Figure 3: Housing along lane running west-east between St John's Road and the church

## 2.3 Historic significance

### 2.3.1 Methodology

Assessing significance is the means by which the cultural importance of a place and its component parts are identified and compared, both absolutely and relatively. The National Planning Policy Framework (NPPF, 2023) places the concept of significance at the heart of the planning process. Annex 2 of the NPPF defines Significance (for heritage policy) as:

*The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.*

'Setting' is defined in the NPPF (2023, Annex 2: Glossary) as:

*The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.*

This means that all heritage assets have a setting, separate from the concept of curtilage, character and context. However, the contribution made by the setting to the significance of heritage assets varies considerably and is subject to change over time. Defining the extent, nature and contribution of a heritage asset's setting can be challenging. Historic England offers guidance on this in its *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition): The Setting of Heritage Assets* (December 2017). This advises that one common way of understanding setting's contribution to the significance of a heritage asset is through views. However, the setting of a heritage asset encompasses more than just this purely visual impression. It is also influenced by other environmental factors and the historic relationships between places.

### 2.3.2 The significance of the designated assets

#### **Higher Lodge**

This cottage fronting St John's Road to the north is of architectural interest as a cottage orné: a small dwelling dating from the nineteenth-century designed in a rural or traditional vernacular style. It is also of regional historic interest for its former association with a large house to the south known as 'St John's Cottage' (shown in figure 8, since demolished). It was built to face (and partially control access from) a road, which remains today as a country lane. The building is of high significance and its setting makes a positive contribution to its significance.

#### **Withycombe Barton**

This large, red brick house fronting St John's Road, is a building of regional historic interest as an example of a late nineteenth-century building associated with the farm/stable buildings to its rear (west) and its association with the large house and extensive grounds at Bystock Court (the house survives today and is Grade II listed). The former stable/farm buildings to the west (now housing) associate with the building in an ancillary manner and form a group that has existed since the listed house was constructed. The historic setting of the house has been altered as a result of the loss of a visual and access connection with the house and grounds of Bystock Court, and as a result of twentieth-century housing constructed in its immediate setting (figure 3). The house is of high significance, whilst its setting makes a small degree of positive contribution to its significance.



**Figure 4: Withycombe Barton, a Grade II listed, large, red brick house fronting St John's Road**

### **Church of St John in the Wilderness**

This is a nationally, architecturally significant building because it contains substantial amounts of medieval fabric, including its tower, and was the subject of a sympathetic neo-gothic reconstruction in the 1920s. As a place of Christian worship for over six centuries, it is also of local historical interest. Its immediate setting (the churchyard) makes a strong, positive contribution to its significance because it upholds its historical functional and landscape setting. To a degree, its wider setting (the rural landscape beyond) also contributes positively to significance in that as a chapel of ease, the church has always had an isolated, rural setting and that many historic field boundaries survive. However, its historic setting has been altered following the construction of a collection of houses to the west and agricultural buildings to the south. Furthermore, because of mature planting around the churchyard and surrounding field boundaries to the north and east (much of it remaining in locations shown on nineteenth-century maps), its setting is experienced visually in only limited areas and there are only glimpsed views from the churchyard to surrounding fields. The church is of high significance, whilst its setting makes a degree of positive contribution to significance.



**Figure 5: This photo taken from the point of access into the northwest extension, looking back (west) at the church and churchyard.**

# 3.0

## Assessing heritage impact and potential for mitigation

At this stage, it is possible to provide a summary of the likely heritage impact of the proposed development. This is informed by our assessment, which has included an understanding of the church's development and historic setting; the analysis of historic maps; a site visit; and an understanding of the site's topography.

This section does not, however, constitute a formal impact assessment. Such an assessment, in line with national, regional and local policy and following best industry practice and guidance, will be undertaken at a subsequent design stage as part of a LHVIA (Landscape, Heritage and Visual Impact Assessment) and in advance of any pre-application discussions with East Devon Council and other stakeholders.

### 3.1 Heritage impact (current)

#### 3.1.1 Current proposals

The proposed development constitutes over 700 houses arranged around the two designated heritage assets, with most development concentrated to the north, east and south.

#### 3.1.2 Current mitigation

Through an analysis of the site and its character, and by following best design practice, the existing design has already undertaken measures to mitigate the impact of the proposed development on the listed building's setting and significance. This includes a buffer of open land placed around church, which includes the retention of large, open space that is rural in character to the southeast.

#### 3.1.3 Current impact

Where the Grade II listed cottage orné fronts St John's Road, the nature of the site boundary results in a generous distance between the proposed development boundary and St John's Road, to the west. Any glimpsed views are also limited through mature planting along the lane. The proposed development would likely have a neutral impact on the setting of the house and thus a neutral impact on its significance.

Where the large, red-brick Grade II listed house fronts St John's Road, a plot of new housing is to be placed to the west of an existing belt of high hedgerows and mature trees. This provides a visual buffer between and the house and also seeks to retain the rural character of the road. The setting of the house has already been changed by the construction of new houses during the twentieth century. As a result of the proposed layout and the extent of screening provided by mature trees, any harm to the contribution that its setting makes to the significance of the building would be minimised.

Regarding the Grade II\* listed church, the proposed scheme would likely have no impact on its immediate setting. It would negatively affect the wider setting of the church, because although an open field to the southeast has been retained as a common, there is a loss of other areas of open, agricultural land further to the north, east and south. The development would therefore likely result in a degree of harm to the significance of the church. As it only affects the contribution made to significance by an element of wider setting, this is assessed as at the lower end of 'less than substantial harm' (i.e. the degree of heritage harm is considered minor).

If the proposals are taken forwarded without amendment, then any heritage harm identified would need to be balanced against public benefit and any heritage benefits.

## 3.2 Heritage impact (future)

### 3.2.1 Future proposals

As the masterplan evolves and further design work is undertaken – and in consultation with East Devon Council and other stakeholders – changes may be made to the proposals to respond to the setting of the designated assets and further conserve and enhance the historic environment, in line with policy.

### 3.2.2 Future mitigation

Based on our assessment, to further mitigate any residual impact on the significance of the designated heritage assets, the following measures could be considered to minimise intervisibility between the church and the proposed development.

- At location 1 (see figure 6), the existing hedgerows are comparatively thin and the ridgeline is higher than the tower of the church. The 1889 OS map (figure 8) shows trees running along these field boundaries. To reduce intervisibility between the church and the proposed development additional hedge trees could be planted, helping to screen the proposed school/community buildings and buildings south of it.
- At location 2 (figure 6), a section of historic woodland was felled in the mid-late twentieth century to allow for the construction of modern farm sheds and a farm track to cross the stream west-east and access fields. This woodland is identified in a darker shade in the 1809 first series OS map (figure 7) and shown on the later 1889 and 1933 (figure 10) OS maps. The removal of these modern farm sheds south of the site and reinstatement of woodland either side of the stream would restore the historic belt of woodland and provide further enclosure south of the church.
- At location 3 (figure 6), a single mature tree stands along a hedgerow. The 1889 OS map (figure 8) shows many more trees along this field boundary. Reinstating trees along this hedge line would help to screen proposed development north of the church from the glimpsed views out of the churchyard.
- At location 4 (figure 6), additional planting to strengthen the existing woodland running to the southeast would improve screening of the proposed development and restore historic woodland.
- Finally, the detailed design of approach roads and street lighting could minimise the impact of light pollution and traffic noise on the immediate setting of the church and the house fronting St John's Road, such as at location 5 (figure 6).

### 3.2.3 Future impact

If such mitigation measures are undertaken, any identified harm to the significance of the historic environment is likely to be lowered still further. It is possible that the extent of these mitigation measures could result in no harm being identified, and as a result the proposals would be wholly compliant with policy for the historic environment. If any residual harm is identified, this would need to be balanced against the public benefits and any identified heritage benefits of the scheme.

The impact of the scheme with additional mitigation measures undertaken will be tested as part of a formal impact assessment at the next design stage.



**Figure 6: Aerial photograph (2024) orientated east with locations for potential mitigation numbered. Boundary of churchyard marked with dashed red line. Church building marked with solid red line.**



Figure 7: 1809 Ordnance Survey First Series, Sheet 22. Location of church circled in red. Source: Vision of Britain, Licence: CC BY-SA 4.0.

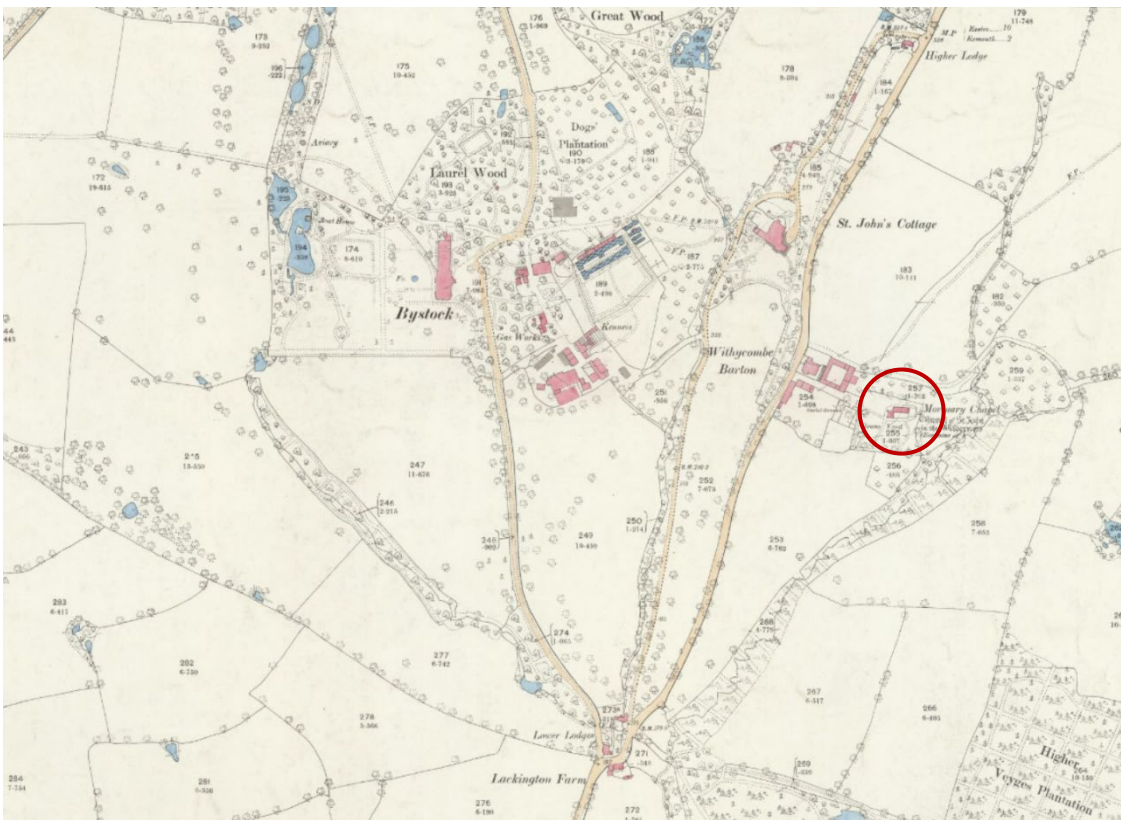


Figure 8: 1889 Ordnance Survey Map. Location of church circled in red. Source: Reproduced with the permission of the National Library of Scotland.

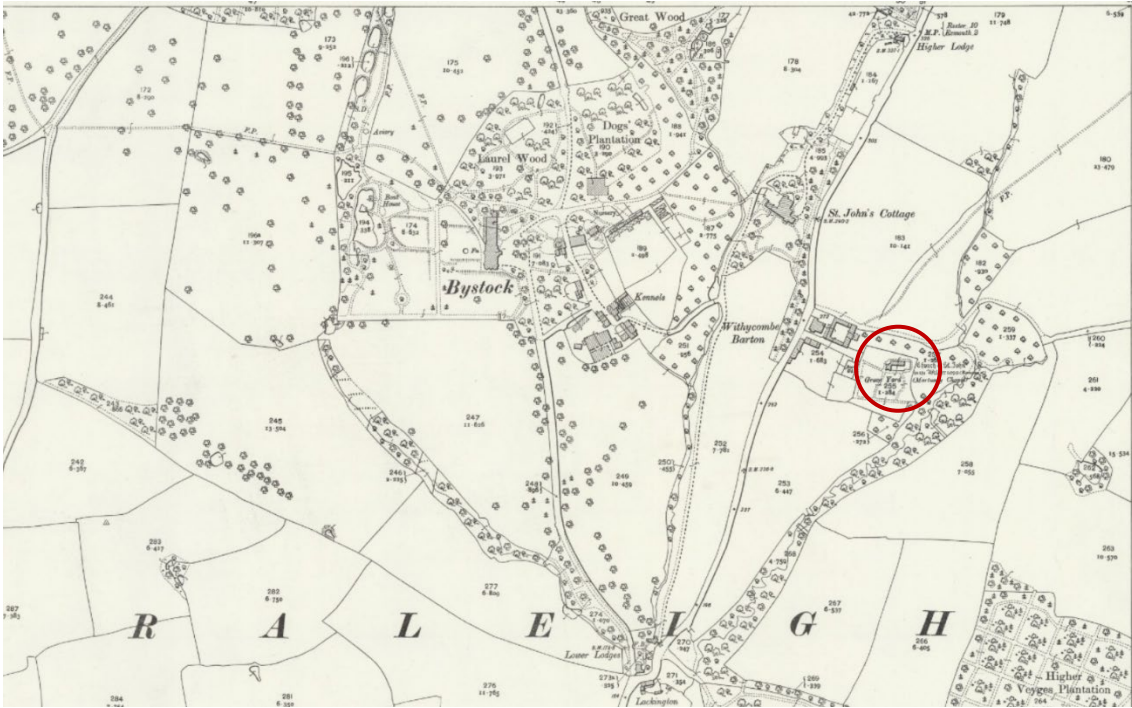


Figure 9: 1903 Ordnance Survey Map. Location of church circled in red. Source: Reproduced with the permission of the National Library of Scotland.



Figure 10: 1933 Ordnance Survey Map. Location of church circled in red. Source: Reproduced with the permission of the National Library of Scotland

# Alan Baxter

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