



# **East Devon Local Plan 2013 to 2031**

**Adopted – 28 January 2016**



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## **Preface - By Paul Diviani – Leader of East Devon District Council**

This new Local Plan contains planning policy through to 2031 and we want to ensure that East Devon remains an outstanding place to live, work and play.

We all know and love the outstanding environment of East Devon and this is one of the reasons so many of us choose to live here. From the spectacular Jurassic Coast, through the rural landscapes of our Areas of Outstanding Natural Beauty, we are truly blessed with wonderful surroundings. The stunning landscapes of East Devon support a diverse range of wildlife habitats and species and sites of national and international wildlife importance. These natural features are complemented by a rich heritage of fine historic buildings that define our towns and villages. The plan sets out how we will conserve and enhance these outstanding assets.

The environmental qualities of East Devon are, however, only one part of the story. Our District is, and must remain, a living and working area and one where visitors and residents can enjoy our open spaces. We therefore need to plan for new jobs and homes. Our plan shows where development should take place, how many homes are to be built and the sites where new jobs can be created to help our local communities thrive and prosper. We need to deliver a sustainable working legacy for future generations.

In many parts of East Devon future growth will be modest in scale, but we are not shying away from big initiatives. In East Devon's West End we are planning for major strategic world-class development. Development at Cranbrook is now underway and efforts in delivering this self-sufficient, low-carbon new town, the first stand-alone settlement in Devon since the Middle Ages, have won national acclaim. A sustainable community located close to real employment opportunities, among them a significant number of highly-skilled jobs, will be an exemplar for green travel. Other major initiatives that we are tackling include the expansive regeneration of the coastal resorts of Exmouth and Seaton and promoting housing and commercial development in other towns.



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**It should be noted that through the plan making process certain policies were deleted and new ones inserted but policy numbers have not been adjusted and therefore some gaps in numbering appear and some policy numbers have ‘B’ or ‘C’ after them.**

## SETTING THE CONTEXT

The new East Devon Local Plan will set out where development in East Devon will occur and how we will conserve and enhance our great natural assets. The opening chapters of the plan will set out the context for the policies that follow. After the context setting chapters the plan falls into two parts:

- Part One – the Strategic policies of the plan.
- Part Two – the Development Management Policies of the Plan.

This **Local Plan Document** will set out strategic policy for development across East Devon and the full suite of policies for the seven main towns of the district and the West End and countryside areas, but not those villages with/proposed to have Built-up Area Boundaries (see below) nor Greendale and Hill Barton Business Parks. These villages and Business Parks are to have their own inset maps which will form part of the Village Development Plan Document.

**The Proposals Map** - Where policies of the new Local Plan are spatially defined (sites and areas are shown on a map) the map referred to is called the **Proposals Map**. Falling within the Proposals Map are various larger scale town inset maps. We use the term 'inset map' for ease of reference though technically the insets are part of the Proposals Map and hence policy applies to the inset maps as well. The Proposals Map comprises of:

- a) A District Wide map of East Devon that shows the policies that are applicable across East Devon and the locations/boundaries of these policies and the insets.
- b) For the town inset maps we have increased the size of the maps so that precise policy boundaries can be seen.

A3 maps are published in booklet form that also includes a Key Diagram (see references in Section 3). All maps and the plan text are available on the Council web site and A1 versions of the maps can be purchased separately.

A **Village Development Plan Document** will be produced separately from the main local plan document and it will be specifically concerned with development boundaries around villages, the allocations of land for development at these villages and other policies that may be applicable at or for villages.

On the main Proposals Map we show some policy boundaries that are applicable to the villages and also we show an outer square or rectangular boundary that will be used as a basis for defining the location/extent of the subsequent village maps.

A separate **Gypsy and Traveller Development Plan Document** is also going to be produced that will provide for the needs of the Gypsy, Traveller and Travelling Showperson community.



# 1 Introduction

## **The Role of the Local Plan**

- 1.1 The new East Devon Local Plan will help set out what we want East Devon to be like in the years to come, the type of development we want to see and where development should occur and what benefits it will bring to our communities.
- 1.2 The Local Plan is based on evidence and local insight. Evidence from national and local statistics and independent studies, including welcome contributions from other statutory organisations and reference specialists. We had insight from local councils and residents, from developers' proposals and representations from special interest groups and individuals.

## **The Duty to Cooperate**

- 1.3 In light of the National Planning Policy Framework (NPPF) and legal requirements on the duty to co-operate, and in fact well before this duty came in to place, the Council has liaised closely with neighbouring authorities and other partners on strategic matters, including those with strategic cross-boundary relevance, that need to inform the plan. Developments at and within the Exeter and East Devon Growth Point Area have been a point of particular co-operation. An evidence paper summarises how we have ensured we have met the duty to cooperate.<sup>1</sup>
- 1.4 The Planning Authorities in Devon started discussions on a joint County wide Duty to Co-operate Protocol. This Protocol has now reached a draft stage and sets out how the planning authorities in Devon will collectively work together, and with other partners, to ensure effective cross-boundary understanding of growth and development issues and a coordinated approach to meeting development needs and securing sustainable development. East Devon District Council and Devon County Council also have signed a joint Memorandum of Understanding on Duty to Co-operate with South Somerset District Council in respect to cross boundary issues and we will look to formalise arrangements with other Somerset and Dorset authorities.
- 1.5 In preparing the Local Plan, the Council has undertaken a considerable amount of consultation and joint work with neighbouring authorities and other public bodies and private and voluntary sector partners.

## **Local Plan Panel**

- 1.6 The LDF Panel at the Council, later renamed the Local Plan Panel, was given the task of assessing a wide range of views on planning matters and the advice given from East Devon District Council officers, to produce a report which went through several cycles of consultation with local communities including schoolchildren and the young age groups of people who are our future. We looked at the needs of families, single people, older aged

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<sup>1</sup> EDDC (2012) East Devon Local Plan Duty to Cooperate Draft Report – [ID: General – Gen016].

and frail people, working residents and those who cannot work. The result is presented as the best mixture of evidence-based consensus that we could reach which delivered the core strategic vision of the Council, in the most sustainable and equitable way.

- 1.7 The work of the Planning Policy team has brought together thousands of comments into specific recommendations which were modified by elected representatives in the open, transparent and democratic way this Authority has chosen to work.
- 1.8 This new Local Plan will be the primary material consideration in determining planning applications in East Devon.

## 2 Portrait of East Devon

### An Overview of East Devon

- 2.1 East Devon is of roughly average size for Districts in the South West. However it has one of the higher District population levels with 132,457 persons recorded in the 2011 census<sup>2</sup>. The Eastern and Northern boundaries of East Devon abut rural parts of Devon, Dorset and Somerset. The Southern boundary of the District is formed by the English Channel. The Western boundary of East Devon abuts the commercially vibrant city of Exeter and the environmentally sensitive Exe estuary.
- 2.2 Details on comparative land areas are shown in the table below.

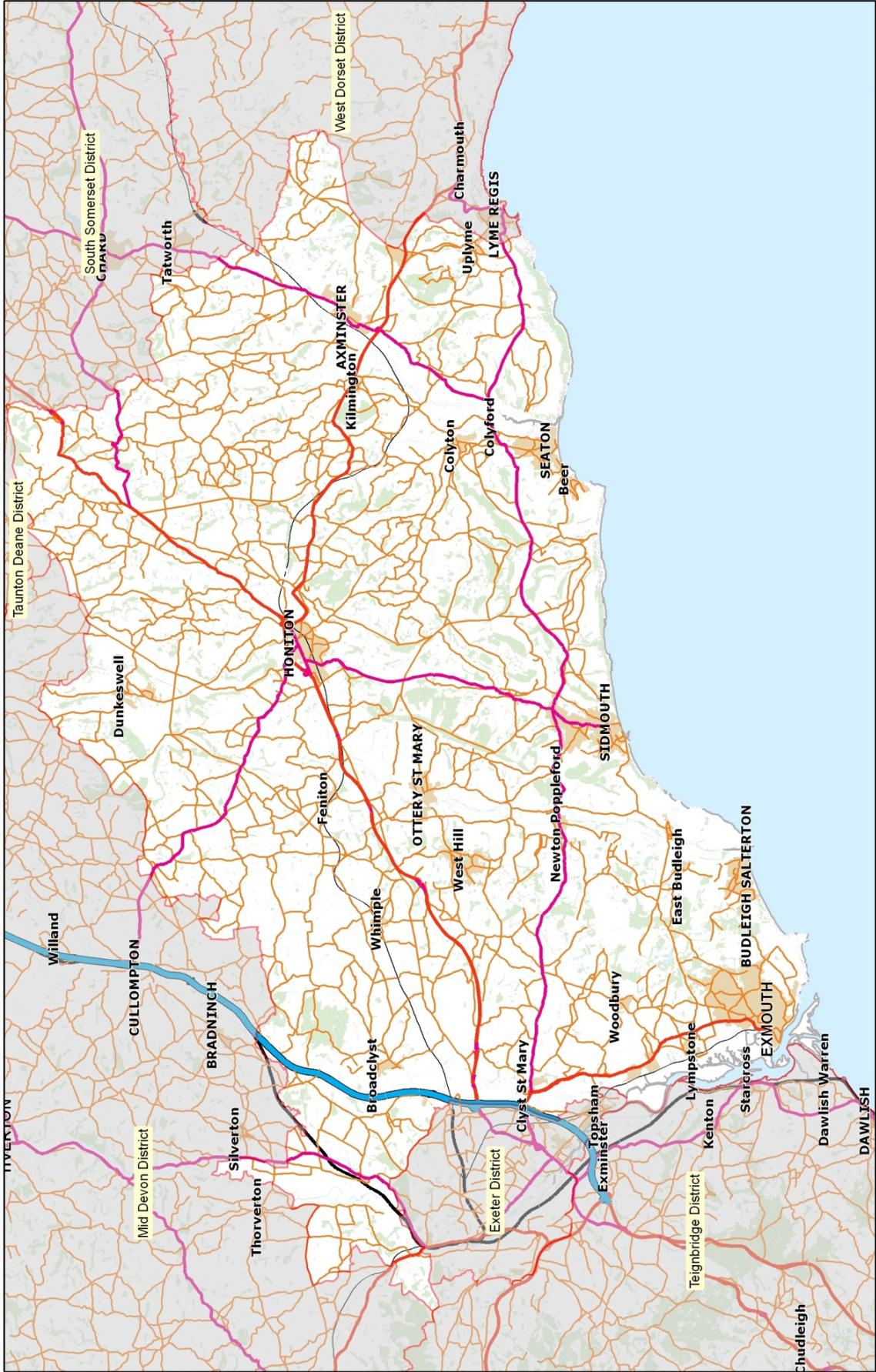
Total Area of all Land Types – all Areas in Hectares	East Devon	% of East Devon	% of South West	% of England
Total Area	82,293	100.00%	100.00%	100.00%
Area of Domestic Buildings	633	0.77%	0.78%	1.14%
Area of Domestic Gardens	2,823	3.43%	3.07%	4.27%
Area of Non Domestic Buildings	281	0.34%	0.45%	0.66%
Area of Road	1,573	1.91%	1.77%	2.23%
Area of Path	38	0.05%	0.07%	0.11%
Area of Rail	47	0.06%	0.07%	0.14%
Area of Greenspace	74,894	91.01%	90.75%	87.47%
Area of Water	1,300	1.58%	1.97%	2.60%
Area of Other Land Uses	704	0.86%	1.07%	1.40%
Area of Admin Geography	82,373			

Source 2001 Census (Enhanced Base Figure) (Areas)

- 2.3 There is enormous variety in East Devon. The District encompasses urban and urban-fringe areas as well as market towns and villages, seaside towns and remoter rural and coastal areas. There are seven towns in East Devon with population levels exceeding 3,000 people plus many villages and hamlets (the parishes of Broadclyst, Colyton and Woodbury have populations exceeding 3,000; however no settlement within those parishes have a population exceeding 3,000). Exmouth is the largest town in East Devon with a population of 34,432 people. Measured by area the vast majority of the District is undeveloped countryside mostly in agricultural uses though land under woodland and forestry accounts for a sizeable minority of the District as does heathland and inter-tidal areas associated with the District's rivers and estuaries.
- 2.4 There are, on average, around 2.08 people living in each household. Over recent years household sizes have been getting smaller. There are more deaths than births in the District and population increase occurs because of inward migration, largely from elsewhere in England.

<sup>2</sup> Census 2011 (2011) "2011 Census: Number of usual residents living in households and communal establishments, unrounded estimates, local authorities in England and Wales" – [ID: General – Gen013]

- 2.5 East Devon is characterised by an elderly population profile. This is most noticeable amongst the 60/65 plus age groups and reflects the popularity of the District as a retirement destination, especially the coastal areas. 28% of the East Devon population are over 65, compared with a South West figure of 20% and an England figure of 16%. The coastal towns of East Devon (Seaton, Sidmouth, Budleigh Salterton and Exmouth) have a particularly elderly population profile.
- 2.6 Work by Edge Analytics in 2015 – for East Devon District Council – ‘Demographic Scenarios – policy-on sub-scenario’ informs an objectively assessed housing need figure of 950 new homes per year. The population of East Devon is projected to grow, drawing from background data supporting the Edge Analytics work, from 134,898 persons in mid 2013 to 165,458 persons in mid 2031.
- 2.7 The exceptional environmental assets of East Devon include two Areas of Outstanding Natural Beauty, part of a World Heritage Site, National Nature Reserves and a number of wildlife sites of national and inter-national importance. The natural features are matched by a rich tapestry of heritage assets that are often set in an historic environment.



1:200,000

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## 3 Vision for East Devon to 2031

### East Devon in the Future and Our Vision

- 3.1 The Local Plan will help shape East Devon in the years ahead. As a starting point to help us realise the opportunities and tackle the challenges we face we have created a Vision statement to sum up our aims. We recognise there is no single approach to supporting a sustainable and viable future for East Devon, but there was full agreement that we cannot just continue on with present trends. We want growth and investment with minimum damage to our outstanding environment so that the generations that follow us will not be compromised in their quality of life.
- 3.2 The policies of the Local Plan are developed in a worldwide climate of downwardly revised growth forecasts, disturbed stock markets, reducing consumer discretionary expenditure and weak business confidence. In addition we have Government policies altering in major ways. The Local Plan is therefore developed in strategic phases where appropriate to ensure soundness and deliverability.
- 3.3 We intend, through the policies of this Local Plan, to keep East Devon as an outstanding place to live, and also to make it a place where job creation is raising average incomes and where homes will become more affordable. Affordable homes are a top priority for this Council. All of our residents, young and old, should prosper and younger people, in particular, are crucial to a vibrant future. We will promote opportunities for better education provision for our young people and residents across the District.
- 3.4 Our plans for strategic allocations for housing and workspace will be sited in the best places to create the jobs and homes. We will safeguard the rural country and coast and historic fabric of our urban environments for the enjoyment of residents and visitors. We will safeguard the rural country and coastal areas for the enjoyment of residents and visitors. We will also increase expectations for green space and recreational space in towns.
- 3.5 Our close working relationship with Exeter City Council, Devon County Council and other partners is creating not only a new town at Cranbrook but a critically important cluster of employment land, Science Park and airport with multimodal freight terminal to reduce the carbon load on the environment.
- 3.6 Our strategic allocations and policies will ensure that each community and settlement in East Devon will retain its distinctive character by careful attention to Local Plan allocations and Development Management policies. The towns and villages of East Devon will grow but most housing growth will occur at the West End of the District.
- 3.7 We have a priority to identify and promote development on Brownfield sites first, except at the West End, and to protect grade 1 and 2 farmland wherever possible to sustain local food production. We also aim to encourage more local jobs and jobs close to where people live, and homes close to jobs, to cut down commuting by cars and transport and infrastructure improvements are needed. We aim to narrow the gap between wages and

house prices, so that better jobs and more affordable homes are provided by the private sector.

- 3.8 East Devon will play its part in boosting the economy of the Exeter sub-region by encouraging significant growth within the West End of the District through:
- a) continuing to encourage growth at Cranbrook, a prototype 'eco-town' new community, plus urban extensions East of Exeter;
  - b) promoting the Exeter Science Park, Skypark, an inter-modal rail freight depot, and the expansion of Exeter Airport; encouraging high technology industries and opening up our market and coastal communities to the latest technological innovations; and
  - c) facilitating the change to a low carbon economy and supporting an advanced public transport system to connect the main employment sites with established and new communities.
- 3.9 East Devon will provide for more balanced communities where homes and jobs are in better alignment by:
- a) providing major employment, housing and community facilities in Exmouth and vital housing growth at Axminster, with more modest growth at Budleigh Salterton, Honiton, Ottery St Mary, Seaton and Sidmouth;
  - b) finding creative solutions to meeting affordable rural housing and employment needs; and
  - c) ensuring services are provided to meet the changing needs of an ageing population by maintaining and supporting services that can be delivered locally.
- 3.10 East Devon will conserve and enhance its outstanding historic and natural environment which contributes to the economic and social wellbeing of its communities by:
- a) conserving existing open space and areas designated for environmental purposes as well as conserving the undesignated countryside;
  - b) requiring that new development includes open space to meet locally defined targets requiring that development makes links to the surrounding countryside;
  - c) seeking to create an ecological network; and
  - d) protecting and enhancing our heritage assets.
- 3.11 In delivering growth at the market and coastal towns and rural communities the challenge will be to provide all the necessary facilities whilst conserving East Devon's outstanding quality of life and very special natural and historic environment. This includes the world heritage coast, as well as the Blackdown Hills and East Devon Areas of Outstanding Natural Beauty. The key is to respond sensitively to the needs for more balanced communities without damaging the environmental qualities that we cherish and recognising that environmental, social and economic considerations are all intrinsically inter-linked. The local distinctiveness of East Devon in both landscape and building traditions will be supported and we will set the agenda and design standards for future progressive development.
- 3.12 We will support a strong and viable agricultural sector in East Devon, focused on:
- a) helping local food production;

- b) maintaining food security and home supply; and we recognise that
- c) the rural economy will be a varied one, widening the options for providing jobs and promoting the different attractions (both natural and man-made) that East Devon has to offer; and we recognise that
- d) land is a finite resource and Planning Policy needs to integrate issues in different sectors involving land use (physical development, food, forestry, energy, tourism, water management and landscape value). The multifunctional nature of most land is recognized and will be a material consideration in assessing planning applications. Housing, industrial use and infrastructure development will compete with land for agricultural use. Strategic Policy is now to consider the holistic, strategic needs weighed against other land-uses with a presumption in favour of continued use of the land for food, energy and tourism. There will be a presumption in favour of real farm diversification needs but the material consideration will be added value in the planning application.

### **Spatial Vision for East Devon**

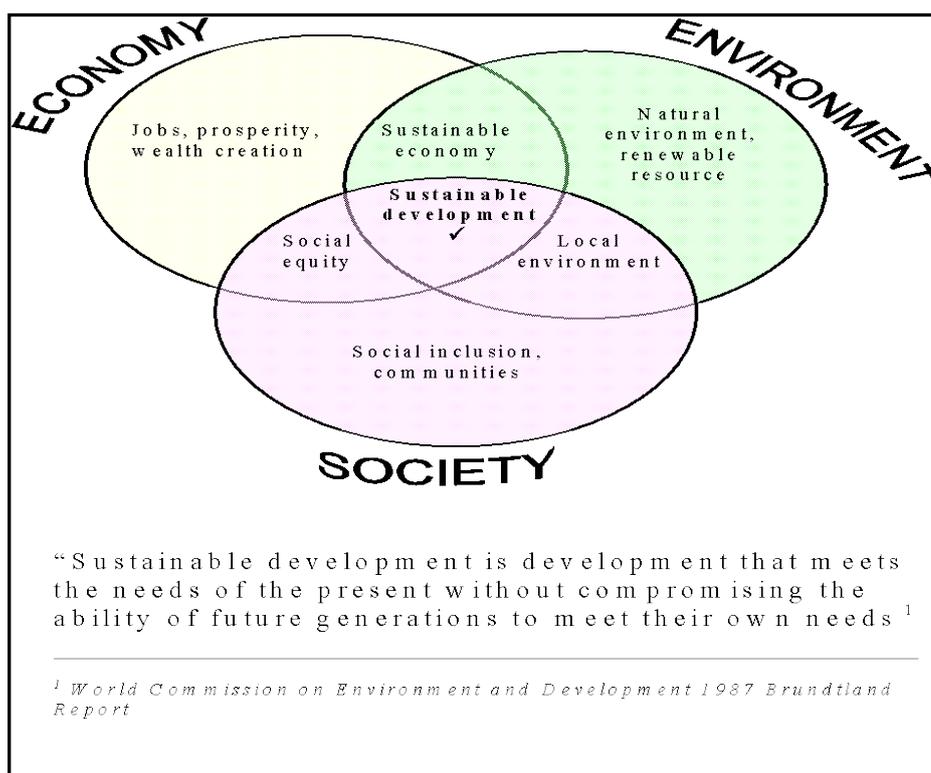
- 3.13 We have set out our key spatial vision plan, the Key Diagram, for East Devon. It contains many of the key themes referred to throughout this document. The Key diagram is bound with the town inset maps/available separately from this text.

### **East Devon Sustainable Community Plan and Sustainable Communities**

- 3.14 The East Devon Sustainable Community Plan<sup>3</sup> has helped inform the Local Plan and we have taken it into account in helping to think about sustainable development but we have based our holistic approach to sustainable development on the Egan report and the report of the World Commission on Environment and Development 1987 (Brundtland report). In addition to consideration of housing, jobs and environment, this includes social inclusion, accessibility, health, culture, leisure and community safety in planning policies so that no resident is disadvantaged relative to another. The Brundtland report advised that *“Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own need”*. Sustainable development can be diagrammatically presented as three interlocking circles.

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<sup>3</sup> East Devon Local Strategic Partnership (2010) “ East Devon Sustainable Community Plan 2006 – 2016” [ID General Documents – Gen017]



### What Other Service Providers are Proposing

3.15 One of the jobs of the planning system is to provide a clear picture to public, private and voluntary bodies about proposals for future development. This will give other organisations the opportunity to design their plans and proposals around the changes we plan. We, as a Council also need to understand what other organisations are planning as we will want to tie our proposals into schemes and proposals that they plan to bring forward.

### Equalities Impact Assessment

3.16 An Equalities Impact Assessment has been produced that informs plan policy.<sup>4</sup>

<sup>4</sup> East Devon District Council (2012) “East Devon Local Plan Equalities Impact Assessment” [ID: General – Gen019]

## 4 Key Issues and Objectives

4.1 Summarised in the table below are the issue that we think are of greatest importance and relevance for East Devon and the objectives to address these in the plan.

Subject	Issue	Key Plan Objectives
1. Jobs and Economic Growth	East Devon is an attractive environment for enterprise witnessed particularly by the number of thriving small businesses. We have a vibrant tourism industry and some high quality jobs particularly in the Western part of the District with good access to the Exeter work market too. As a District we have low unemployment rates but also lower paid jobs.	<ul style="list-style-type: none"> <li>a) Improve average income levels.</li> <li>b) Diversify the sectors where jobs can be found.</li> <li>c) Improve local job opportunities.</li> <li>d) Reduce the need to travel by car to secure work and jobs.</li> </ul>
2. Housing	East Devon boasts extremely attractive towns and villages with good quality housing, including many fine historic properties. But housing is expensive.	<ul style="list-style-type: none"> <li>e) Develop 17,100 homes in locations which reflect local needs, with particular focus on Cranbrook, Axminster and Exmouth</li> </ul>
3. Balanced Communities	East Devon has a healthy living environment and healthy population. Facilities in the District's towns (and some larger villages) are good and crime levels are low. We have good schools and friendly people.	<ul style="list-style-type: none"> <li>f) Ensure that the infrastructure of both physical and service elements is adequate for the population in each locality.</li> <li>g) This especially includes water and sewage, food availability, schools, medical and social care.</li> </ul>
4. Transport	East Devon has an extensive road network and our towns have reasonably good public transport. We have two main line rail links, with trains giving direct access to London. We have a vast network of footpaths and a growing cycle route network. Congestion and traffic jams are rare in East Devon except for some roads into Exeter or on the edges of the City. We also have an exceptional coastline that offers opportunities for more and better waterborne transport.	<ul style="list-style-type: none"> <li>h) Bottlenecks and vital roads such as Dinan Way, A376, A35 and North-South bypass for Axminster are some of the road issues while the train passing loop from Exeter to London, and links to Exmouth are particular needs to resolve</li> <li>i) Rural public transport needs to help sustain villages and this requires partnership working.</li> <li>j) Improve waterborne transport for residents, tourism and businesses and enhance fishing facilities.</li> </ul>

Subject	Issue	Key Plan Objectives
5. Carbon Emissions & Climate Change	East Devon offers a wide ranging potential, from many sources – including wind, sunlight, ground heat and bio-fuels, for renewable energy generation. There is a flagship combined heat and power plant to serve Cranbrook and other eco-friendly initiatives in the District.	<p>k) Establishment of a specialised heat and power community resource for Cranbrook is one element of the Plan, while housing standards and encouragement of other eco-friendly approaches is more generally applied to both new build and existing homes.</p> <p>l) Rural Policies protect and encourage land use for food, and energy production, which with water management and tourism uses have priority over other forms of development. And - To help reduce carbon emissions and also provide wider benefits encourage sustainable forms of transport and initiatives to reduce the need to travel and reliance on the motor car.</p>
6. Biodiversity	East Devon has a rich and varied range of species and habitats, many nationally and internationally important wildlife sites and significant opportunities for people to enjoy the natural world.	m) Planning Policies and mitigation strategies and measures will recognise the need to sustain and improve habitats suitable for biodiversity.
7. Green Infrastructure and Recreation	The green spaces of East Devon's countryside and its extensive coastline ensure that we have an abundance of open and informal recreation space. Planning for green infrastructure will allow space and habitat for wildlife with access to nature for people. It will be a significant catalyst for social well-being and its role in attracting economic growth.	n) We have developed Green infrastructure policies including green wedges between settlements, wildlife corridors and park proposals such as the Clyst Valley Regional Park and Valley Parks in Exmouth, plus green corridors into towns.
8. Landscape, AONBs and the Coastal Zone	East Devon has landscapes of stunning quality, our largely undeveloped coastline forms a part of England's only World Heritage site designated for geological reasons. We have two AONBs which together cover two thirds of the District.	o) Special protection is incorporated in the plan to ensure development in AONBs is compatible with national policy and AONB Management Plans, and the Coastline and sites and areas of biodiversity or other environmental importance are conserved and enhanced.

Subject	Issue	Key Plan Objectives
9. Heritage Assets	East Devon is rich in built heritage. It has high quality, beautiful villages and towns, and many listed buildings displaying the wide range of local building materials. We also have a rich heritage of archaeological remains.	p) Design policies recognise Conservation Areas, settlement design statements and local building forms as material considerations in planning decisions, and in places with archaeological interest.
10. Education	The resources available to teach and develop skills in our population are critical for sustaining our District	q) Our partnership with providers of education (specifically Devon County Council) and skills at all ages will be material to our plans for settlements and we aim these to be appropriate for future generations.
11. Older Age	The population of East Devon is already older on average than nationally and will continue an ageing trend for decades	r) The provision of suitable retirement and downsizing accommodation has been added to our planning policies with the aim of encouraging health and independence of our older population, in addition to which their needs in the public realm for suitable street furniture and leisure facilities is to be fully recognised.
12. Safety and Crime issues	The low level of crime and relatively low level of accidents is prized in the District	s) New developments will be expected to help reduce accidents and crime further.
13. Town Centre and Brownfield first	Although the District has substantial green rural areas, it has no wish to encroach on these special areas unless strategic developments like Cranbrook are needed	t) Town centres are essential with a key objective for enhancement with retail and office accommodation, while suitable Brownfield sites are the preferred areas for housing and commercial development. We aim to avoid greenfield development on grade 1, 2 or 3a land with the exception of the West End development and also avoid any loss of land of environmental value.



## 5 Context and Public Engagement

### The Plans that Inform our Work

- 5.1 The new Local Plan does not exist in isolation from other plans. It needs to conform to policy established at an international, national and local level. Through the Government Localism agenda we have flexibility to determine what is right and best for our locality. The Government's National Planning Policy Framework provides flexibility to promote sustainable development for East Devon. We must accommodate development but we can determine through the Local Plan how, where and why.
- 5.2 **The Localism Agenda** - Localism involves local people making local decisions about how and why their home places should change and therefore what development should happen. In the way we work as a Council we need to be responsive to the views of Parish Councils, local neighbourhoods and other local area bodies and organisations and of Neighbourhood Plans. Once adopted Neighbourhood Plans will have formal status as part of the Development Plan.
- 5.3 **Other Legislation, Guidance and Policy** - Some of the key documents that the Local Plan will need to comply with or acknowledge include:
- a) National Legislation - (There is also relevant EU legislation and Directives but in most cases they have been translated into British/English law and procedures);
  - b) Government Circulars and Regulations – these advise on the implementation of legislation and Government Policy;
  - c) National Planning Policy Framework – In March 2012 the Government issued new national planning guidance in the form of this single document;
  - d) Good Practice Guidance – the Government and other bodies produce guidance on plan making and proposed plan content;
  - e) Exeter and Heart of Devon Economic Development Strategy;
  - f) Devon and Torbay Local Transport Plan;
  - g) Neighbouring Authorities' plans;
  - h) Devon County Minerals Local Plan and emerging Devon Minerals Plan;
  - i) Devon County Waste Local Plan; and emerging Devon Waste Plan;
  - j) Shoreline Management Plans,
  - k) Catchment Flood Management Plans;
  - l) Marine Plans; and
  - m) Devon County Council Education Infrastructure Plan.

### Sustainability Appraisal

- 5.4 Our Local Plan has been subject to Sustainability Appraisal. The role of Sustainability Appraisal (and under separate legislation Strategic Environmental Assessment) is to assess the potential impacts of alternative options. The Sustainability Appraisal has informed policy choices and detailed aspects of policy wording and how mitigation, if needed, can be best achieved. A Sustainability Appraisal Report accompanied the Core

Strategy Preferred Approach<sup>5</sup> and a Final Sustainability Appraisal report of the Local Plan, and a summary document has been produced and it is also available for comment alongside the Local Plan itself<sup>6</sup> as well as addendum report covering West End development sites and options. In July 2013 a sustainability appraisal addendum report was published.<sup>7</sup>

## Habitat Regulations

5.5 Habitat Regulations are concerned with the potential adverse impacts that development could have on the best and most significant wildlife sites designated under European legislation include the Exe Estuary, the Pebblebed Heaths, the River Axe corridor and the un-developed coastline between Sidmouth and Lyme Regis. An initial Habitat Regulations Screening report was produced and published.<sup>8</sup> A Habitat Regulations Report was published in 2014.<sup>9</sup> Plan refinement is supported by a final Habitat Regulation Assessment.<sup>10</sup> Habitat assessment work clearly shows that any development that could lead to extra visitor pressure on the Exe Estuary or the Pebblebed Heaths would be likely to have adverse nature conservation impacts unless mitigation measures are put in place.

## Exeter and East Devon Growth Point Area

5.6 Exeter and East Devon's West End was recognised as a New Growth Point in 2007. New Growth Points are areas that will see high levels of housing and employment development. Recognition as a growth area enables the Council to work in partnership with other organisations to secure the financial support that will allow very ambitious housing and employment levels to be met.

## Why and How we Listened to Others

5.7 It remains essential for our work that we blend national guidance and local strategies with the full range of what people have said to us through several cycles of public engagement and consultation opportunities. Feedback reports from past consultations can be viewed on the Council website. There are feedback reports on the LDF Issues and Options consultation<sup>11</sup>, the LDF Core Strategy Preferred Approach consultation<sup>12</sup> and also a

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<sup>5</sup> Land Use Consultants (2010) "Core Strategy Preferred Approach Sustainability Appraisal (2010)" - [ID: General Evidence – Gen003]

<sup>6</sup> Land Use Consultants for EDDC (2102) "East Devon Local Plan Publication Draft Sustainability Appraisal Report" - [ID: General Evidence – Gen001] and Sustainability Appraisal Non Technical Summary [ID: General Evidence – Gen002]

<sup>7</sup> Land Use Consultants (2010) "Sustainability Appraisal Addendum (2013)" - [ID: General Evidence – Gen009]

<sup>8</sup> Land Use Consultants (2010) "The Draft Screening report under the Habitats Regulations" - [ID: General Evidence – Gen004]

<sup>9</sup> Footprint Ecology (2012) "Habitat Regulations Assessment of the East Devon Local Plan" [ID: Environment Evidence – ENV025]

<sup>10</sup> Footprint Ecology (2015) "Habitat Regulations Assessment of the East Devon Local Plan" [ID: PSD2015v]

<sup>11</sup> EDDC (2009) "East Devon local Development framework – Issues and Options Report : Analysis of Responses" [General Evidence – Gen018]

<sup>12</sup> EDDC (2011) "Preferred Approach Consultation Outcome - Spring 2011 (Summary)" [ID: General Documents – Gen005] and "Outcome of Preferred Approach Consultation 2010" [ID: General Documents – Gen006]

feedback report on Draft Local Plan of 2011<sup>13</sup>. In addition a full report setting out the consultation process undertaken has also been produced.<sup>14</sup>

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<sup>13</sup> EDDC (2012) “Feedback Report on the Draft Local Plan 2011” [ID: General Documents – Gen011]

<sup>14</sup> EDDC (2012) “East Devon Local Plan Consultation Statement” [ID: General Documents – Gen015]



## PART ONE – STRATEGIC APPROACH AND POLICIES

This part of the Local Plan sets out strategic policies. These policies set the strategy for the rest of the plan and are of key relevance in the determination of planning applications.

When considering a planning application the Council will assess whether the proposal accords with the strategic policies and will look at the proposal in the light of the more detailed development management policies of the plan (see Part Two of the plan for development management policies).

If a Neighbourhood Plan is produced it will be in accordance with and apply these strategic policies but it can supersede or overwrite the development management policies in Part Two of the Plan.



## 6 Spatial Strategy

### Strategy for Development

- 6.1 This section sets out details of the overall strategy (or big picture) for development in East Devon for the years ahead including how many new homes will be built, where development will be located and how the District's outstanding natural and built environment will be conserved and enhanced.

### Distribution of Development

- 6.2 We will focus major development in East Devon's West End although growth is also planned for the towns of East Devon. Villages and rural areas will see lower growth levels with development primarily focused on meeting local needs.
- 6.3 The South-Eastern part of Devon centred on the City of Exeter and surrounding areas in East Devon, Mid Devon and Teignbridge, has seen substantial development and strong economic performance in recent years despite the national recession. This overall growth pattern is set to continue; with development in the West End of East Devon playing a key part, Cranbrook will be a thriving, attractive and bustling new town.
- 6.4 Towns, villages and the rural communities help define the character and special qualities of East Devon. We recognise that without some development, geared around local needs, many towns and villages will increasingly become communities of the retired and wealthy commuters travelling ever longer distances to work. The Council will aim to ensure that East Devon is an outstanding place in which to live, work and enjoy, with social and community facilities and jobs. Development, particularly affordable housing and provision of jobs in towns and villages will help sustain, enhance and make them self supporting places to live and work where people will have access to amenities and services and enjoy their leisure time.

### Justification for Scale of Residential Development in the Plan

- 6.5 An Exeter Housing Market Area Strategic Housing Market Assessment by DCA dated 2015 has been completed and this, taken in conjunction with supporting work by Edge Analytics (Policy-on work) and Ash Futures - Employment Projections for East Devon – Supporting Technical Evidence dated – 2015 - sets out an Objectively Assessed Housing requirement for the local plan that provides for 17,100 new dwellings over the 2013 to 2031 period. Planned provision at March to 2015 is expected to provide 18,318 homes and this provides flexibility in respect of policy.

## Strategy 1 - Spatial Strategy for Development in East Devon

Planned provision (including existing commitments) will be made in East Devon for:

1. A minimum of 17,100 new homes in the 2013 to 2031 period; and
2. Development on around 150 hectares of land for employment purposes .

The overall spatial development approach is as set out below:

1. East Devon's West End will accommodate significant residential development and major employment development to attract strategic inward investment along with supporting infrastructure and community facilities.
2. The seven main towns of East Devon will form focal points for development to serve their own needs and the needs of surrounding rural areas.
3. The Local Plan will set out how development in smaller towns, villages and rural areas will be geared to meeting local needs.

### **Employment Provision**

- 6.6 The Local Plan will seek to increase the supply of new employment opportunities in East Devon. A key means for achieving this end will be to identify suitable land for employment uses.
- 6.7 East Devon's West End will be a focal point for job provision with a particular focus on encouraging strategic inward investment. We are allocating 21.4 hectares of employment land in the West End which will be in addition to sites with planning permission that already exist for development of the following proposals:
  - a) Land at Cranbrook - 5 hectares already committed.
  - b) Land at Science Park - 25 hectares already committed.
  - c) Land at Skypark - 40 hectares already committed.
- 6.8 This scale of growth will provide flexibility in terms of potential sites that can come forward. It will help secure big strategic investment opportunities, smaller business provision, airport related business expansion and new jobs at major mixed use residential development sites. However, it will not 'flood the market' with inappropriate sites that could undermine the plan strategy and frustrate potential for strategic site choices to be developed.
- 6.9 In the rest of East Devon employment provision will mostly be geared to serving local needs with a view to securing jobs close to existing homes so that people have the option of not needing to commute long distances to work. Local employment provision will be made at East Devon towns with an expectation that larger scale housing allocations will be matched with new jobs (around 1 for each home built). We estimate that, roughly speaking, 250 new homes could generate the need for around 1 hectare (or 2.5 acres) of

employment land. We will take a broad view of the types of activity (retail, commercial, industrial, service sector, etc) that can be classed as 'employment' in making our land allocations; we do, however, see future B1 employment development (office developments), and jobs in this class, as being key. In 2014 the Council produced an Employment Land Review 2013-2014 report that sets out updated details of employment land supply.<sup>15</sup>

## Housing Provision

- 6.10 The opportunity for people to live in a decent home is fundamental to achieving an inclusive society and is a key aim of housing and planning policy as well as being a priority for the District Council. We will set out plans for future housing provision in East Devon and monitor how many houses are being built and whether they are meeting our needs, especially for affordable housing. We will review our housing provision and through this work manage future levels of development to meet housing needs.
- 6.11 Plan policy sets out the scale of proposed residential development and also in various chapters in this plan the sites that are to be developed. The Council has produced a technical assessment paper that has evaluated potential development site choices in East Devon towns<sup>16</sup>. This assessment has been informed by various sources but particularly the 2011 East Devon Strategic Housing Land Availability Assessment report<sup>17</sup> and the 2011 Exeter Housing Market Area Methodology for Strategic Housing Land Availability Assessments.<sup>18</sup>

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<sup>15</sup> EDDC (2014) Economic Land Review 2014 [ID: PSD2015h]

<sup>16</sup> EDDC (2012) Potential Development Site Evaluation [ID: Housing – Hsg014]

<sup>17</sup> EDDC (2011) "Strategic Housing Land Availability Assessment Report 2011" – [ID: Housing – Hsg004]

<sup>18</sup> Teignbridge District Council, Mid Devon District Council, Dartmoor National Park, EDDC, Exeter City Council and Devon County Council (2011) "Exeter Housing Market Area Methodology for Strategic Housing Land Availability Assessments" – [ID: Housing – Hsg003]

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## Strategy 2 - Scale and Distribution of Residential Development

Future Development in the 2013 to 2031 period will be accommodated in accordance with the pattern of distribution tabled below with specific allocations detailed in the highlighted columns. Please note that the following is a snapshot in time based on monitoring to a base date of 30 September 2014.

Settlement (as defined by Built-up Area Boundaries)	Dwellings Built 1 April 2013 to 30 September 2014	Sites With Planning Permission or Under- construction at 30 September 2014 ( including allocation sites with permission)	Sites that have made significant progress through the planning system or have acknowledged development potential (including allocation sites)	<b>Strategic Allocations</b> (excluding those that already have planning permission / have made significant progress through the system)	Total
<b>East Devon's West End - Totals</b>	<b>711</b>	<b>3,130</b>	<b>1,452</b>	<b>5,270</b>	<b>10,563</b>
Cranbrook	596	2,191	612	4,370	7,769
Pinhoe	115	359	840	0	1,314
North of Blackhorse	0	580	0	900	1,480
<b>Area Centres - Totals</b>	<b>422</b>	<b>2,452</b>	<b>528</b>	<b>1,305</b>	<b>4,707</b>
Axminster	66	738	27	650	1,481
Budleigh Salterton	33	100	0	0	133
Exmouth	140	587	152	350	1,229
Honiton	80	96	304	150	630
Ottery St Mary	17	435	45	0	497
Seaton	30	385	0	30	445
Sidmouth	56	111	0	125	292
<b>Villages &amp; Rural Areas - Totals</b>	<b>154</b>	<b>733</b>	<b>30</b>	<b>206</b>	<b>1,123</b>
<b>Grand total</b>	<b>1,287</b>	<b>6,315</b>	<b>2,010</b>	<b>6,781</b>	<b>16,393</b>

**Notes:**

1. The first three columns of data and the final column are provided for information proposes. Plan policy is specifically concerned with the highlighted columns headed 'allocations'.

2. The column referring to sites that have made significant progress through the planning system or which have acknowledged development potential lists sites that at 30 September 2014 did not have a planning permission but had made sufficient progress towards gaining planning permission to warrant inclusion in the assessment or were considered to be policy compliant sites with reasonable prospect of development. The sites (excluding the smallest ones) are:
- |  |                                      |
|--|--------------------------------------|
| a) Websters Garage Site, Axminster -                         | 25 dwellings;                        |
| b) Former Rolle College Campus, Exmouth -                    | 50 dwellings;                        |
| c) Land Adjoining Withycombe Brook, St Johns Road, Exmouth - | 52 dwellings;                        |
| d) Pankhurst Close Trading Estate, Exmouth                   | 50 dwellings;                        |
| e) Salston Manor Hotel, Ottery St Mary                       | 25 dwellings;                        |
| f) Land West of Hayne Lane, Honiton                          | 300 dwellings;                       |
| g) Former Gerway Nurseries, Sidmouth Road, Ottery St Mary    | 45 dwellings;                        |
| h) Old Park Farm Phase Two, Pinhoe                           | 350 dwellings;                       |
| i) Pinn Court Farm, Pinhoe                                   | 430 dwellings plus 60 bed care home; |
| j) Cranbrook   | 587 dwellings;                       |
| k) Cranbrook   | 50 bed care home;                    |
3. The table does not include provision for future projected windfall completions (schemes/ dwellings not counted in the above table). Windfalls are explained in paragraph 6.13 below. Including windfalls total projected completions for the plan period amount to 18,241 dwellings.
4. Care/extra care bed spaces are counted as dwelling equivalents in the above assessment. Every 2 care bed spaces created is assumed to free up an existing dwelling. All extra care / sheltered housing units are counted as dwellings in their own right. This assumption is based on research undertaken within the Exeter Housing Market Area for the SHLAA methodology update 2015.

6.12 A supporting background report dated March 2015<sup>19</sup> provides fuller details on scale and distribution of housing development in the Local Plan and should be referred to for a full breakdown of projected housing completions on a settlement by settlement basis. A Technical Working Paper and<sup>20</sup> was produced examining housing supply across the Local Plan. In addition to the housing and employment paper that supports the plan there was also a paper produced by the South West of England RDA that sets a regional context for housing growth<sup>21</sup>. Additional work on need for housing in general and specifically for Housing Needs Survey work was commissioned by East Devon District Council and partner authorities in the Exeter and Torbay Housing Market Areas in 2007 and we updated in an East Devon sub report in 2010<sup>22</sup>. These reports have also helped

<sup>19</sup> EDDC (2015) "Housing monitoring update to 31 March 2015" [ID:PSD2015s]

<sup>20</sup> EDDC (2013) "Local Plan Housing Technical Paper" [ID: Housing – Hsg011]

<sup>21</sup> South West of England RDA (2008) "Research Paper - Why so Many Houses - January 2008" [ID: Housing – Hsg015]

<sup>22</sup> Opinion Research Services – Various Reports – (2007) "Strategic Housing Market Assessment 2007" [ID: Housing – Hsg016], (2007) "Strategic Housing Market Assessment 2007 - Executive Summary and Study Findings" [ID: Housing – Hsg017], (2007) "Strategic Housing Market Assessment - East Devon" [ID: Housing – Hsg018], (2007) "Strategic Housing Market Assessment - Study Technical Report" [ID: Housing – Hsg019] and Opinion Research Services – (2010) "Strategic Housing Market Assessment - East Devon Update 2011" [ID: Housing – Hsg020]

inform housing provision in the plan. However the key report is a new SHMA which was completed in March 2015<sup>23</sup>.

### **Future Windfall Housing Completions**

6.13 The National Planning Policy Framework allows Councils to include an allowance for future windfall housing completions in their plans where there is clear likelihood of future delivery from this source. In East Devon we have conservatively estimated future windfall completions to provide around 130 dwellings per year. The Housing monitoring update to 30 September 2014 should be consulted for a full analysis of recent windfalls. For the next two years windfall completions will be largely drawn from the existing commitment stock that already has permission and therefore are already accounted for in the housing projections. Over the years, however, new permissions on windfall sites will be granted and so projected development has been progressively built in to the numerical assessment. In this plan dwelling numbers referred to for specific towns or locations do not include a windfall component/element unless specific reference is made. In this respect and at Seaton and Sidmouth where new additional proposed housing numbers are low and there are existing large commitments to residential development (sites with planning permission) we have included a modest future windfall component in housing numbers. If monitoring shows appropriate windfall sites are not being developed there will be a need to make allocations in future plan work.

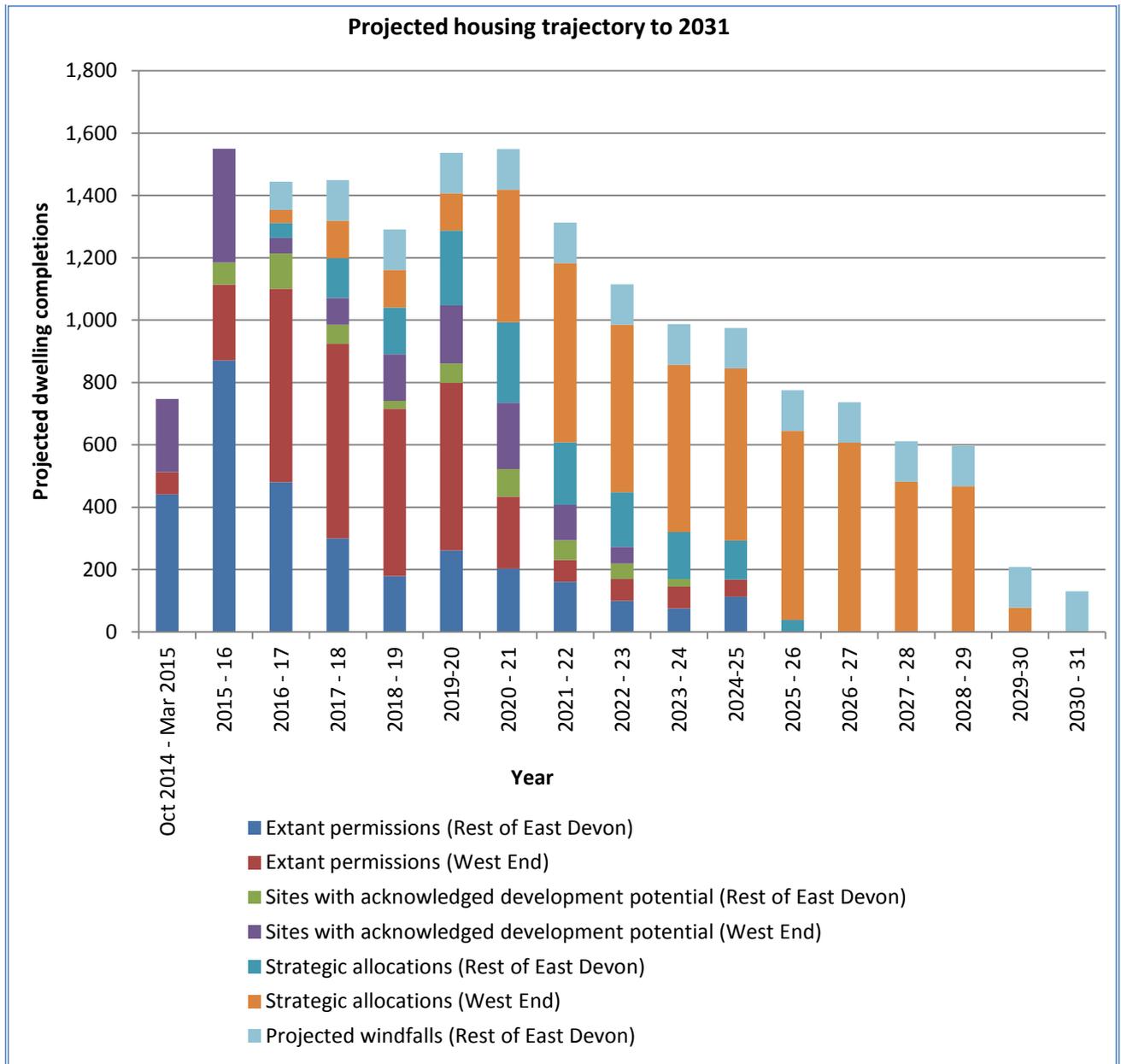
### **Residential Development Trajectory and Phased Pattern of Development**

6.14 The graph below sets out projected pattern for residential development in East Devon for the 2013 to 2031 period, inclusive of future predicted windfall completions. It can be seen from the graph that future house building levels do not follow a linear pattern. Whilst combined projected build rates appear high, there is evidence to suggest that the projected rates are not unreasonable to expect. The main contributor to such high combined projected build out rates is Cranbrook. Recent substantial Government funding for Cranbrook has helped to set out a coherent case to realistically expect development of up to 500 homes a year at Cranbrook. It should be noted that residential data is set to a 30 September 2014 base date.

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<sup>23</sup> DCA (2015) “Exeter Housing Market Area Strategic Housing Market Assessment Final Report 2014/15” [ID:PSD2015d]

### Graph of Past and Projected Future House Building in East Devon



6.15 The housing trajectory and graph of projected completions will be used to inform housing supply assessment and monitoring to ensure that a five year supply is maintained throughout the plan period. Details of actual data that has produced the graph above is set out in Appendix 2 of this plan.

6.16 The figure for Phase 1 includes the 8 dwellings at Cranbrook that had already completed at 30 September 2012. This West End provision will provide for 7,455 homes over the 15 year period from 2012/13 to 2025/26. Monitoring and five year land assessment will be benchmarked against these development patterns.

### Strategy 3 - Sustainable Development

The objective of ensuring sustainable development is central to our thinking. We interpret sustainable development in East Devon to mean that the following issues and their inter-relationships are taken fully into account when considering development:

- a) **Conserving and Enhancing the Environment** - which includes ensuring development is undertaken in a way that minimises harm and enhances biodiversity and the quality and character of the landscape. This includes reducing the risk of flooding by incorporating measures such as sustainable drainage systems. Developers should maximise the proportion of their developments that take place on previously developed land
- b) **Prudent natural resource use** - which includes minimising fossil fuel use therefore reducing carbon dioxide emissions. It also includes minimising resource consumption, reusing materials and recycling. Renewable energy development will be encouraged
- c) **Promoting social wellbeing** - which includes providing facilities to meet people's needs such as health care, affordable housing, recreation space and village halls.
- d) **Encouraging sustainable economic development** - which includes securing jobs.
- e) **Taking a long term view of our actions** - Ensuring that future generations live in a high quality environment where jobs, facilities, education and training are readily available.

### Strategy 4 - Balanced Communities

By balanced communities we mean that in any area or neighbourhood there is a match between jobs, homes, education, and social and community facilities. Ideally these should compliment the range of ages of the resident population and have appropriate access for those with disabilities.

Key components of a balanced community include:

- a) **Securing employment provision across East Devon** - this should reduce the need for commuting - where housing is proposed we will require new job provision.
- b) **Securing social, educational, green infrastructure and health and community facilities** - these facilities play a central part in community life and new housing should help secure their provision and keep the community vibrant and viable by making financial contributions towards their provision or by providing such facilities on site where necessary.
- c) **Getting more age-balanced communities** - many East Devon communities have an overtly aged population profile. Where this is the case we will encourage residential development that will be suited to or provide for younger people and younger families.

## **Environmental Quality**

- 6.17 The Local Plan recognises the unique and outstanding quality of East Devon’s environment, the need to conserve and enhance our internationally and nationally important sites, as well as our network of locally important community green spaces.
- 6.18 The natural and historic built environment is also a key driver for the District’s economy, generating income for local businesses directly involved in tourism as well as the District’s coastal and market towns with direct visitor spend. The contribution of the natural economy is critical to the economic well being of the whole of the district and therefore the conservation and enhancement of the natural environment is of considerable importance.

## Strategy 5 – Environment

All development proposals will contribute to the delivery of sustainable development, ensure conservation and enhancement of natural historic and built environmental assets, promote ecosystem services and green infrastructure and geodiversity.

Open spaces and areas of biodiversity importance and interest (including internationally, nationally and locally designated sites and also areas otherwise of value) will be protected from damage, and the restoration, enhancement, expansion and linking of these areas to create green networks will be encouraged through a combination of measures to include;

- 1) Maximising opportunities for the creation of green infrastructure and networks in sites allocated for development;
- 2) Creating green networks and corridors to link the urban areas and wider countryside to enable access by all potential users;
- 3) The designation of Local Nature Reserves and County Wildlife Sites;
- 4) Minimising the fragmentation of habitats, creation of new habitats and connection of existing areas to create an ecological network that is identified within the East Devon District Council Local Biodiversity Plan;
- 5) Progress towards delivering the Biodiversity Action Plan targets and Local Nature Reserve Strategy;
- 6) Conservation and enhancement of Sites of Special Scientific Interest (SSSI) in accordance with the Wildlife and Countryside Act. and other statutory and non-statutory nature conservation and wildlife sites and areas of value;
- 7) Making use of and protecting from development areas that are vulnerable to surface water runoff and flooding.
- 8) Working in partnership with neighbouring authorities to implement a consistent and strategic approach to the protection and enhancement of the highest tier of wildlife sites.

New development will incorporate open space and high quality landscaping to provide attractive and desirable natural and built environments for new occupants and wildlife. It will contribute to a network of green spaces and ensure potential adverse impacts on the Exe Estuary and East Devon Pebblebed Heaths European wildlife sites are appropriately mitigated against. Where there is no conflict with biodiversity interests, the enjoyment and use of the natural environment will be encouraged and all proposals should seek to encourage public access to the countryside.

## **Sustainable Transport**

- 6.19 Sustainable transport systems will help ensure people have easy access to facilities and services regardless of whether they have access to a private car or not. Use and provision of new sustainable transport options across the district will help to reduce carbon emissions and preserve and enhance local amenity.

### **Strategy 5B - Sustainable Transport**

Development proposals should contribute to the objectives of promoting and securing sustainable modes of travel and transport.

Development will need to be of a form, incorporate proposals for and be at locations where it will encourage and allow for efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.

## **Built-up Area Boundaries**

- 6.20 Built-up Area Boundaries are a fundamental policy tool for determining areas and locations that are appropriate, suitable and acceptable for development. The boundaries serve three primary functions:
- a) They set limits for outward expansion of settlements and in so doing control the overall scale and location of development that occurs in order to ensure implementation of the plan strategy;
  - b) they prevent unregulated development across the countryside and open areas;
  - c) They define (within the boundary) locations where many development types, in principle, will be acceptable because they will complement objectives of promoting sustainable development.
- 6.21 Beyond Built-up Area Boundaries some forms of development will be permitted. For example at villages (including those without boundaries, but where they have a range of facilities) exception site mixed use development of market and affordable housing will be permissible. The development management policies of the Local Plan will provide more details of this and other development types relating to employment, recreation and other uses that can be acceptable under specified circumstances outside boundaries.
- 6.22 The boundaries have been drawn to typically follow physical features but do not include all development or facilities. For our villages the boundaries will be defined in the separate Villages Development Plan Document. In some cases areas of land or buildings, for example peripheral playing fields or farm complexes, are excluded from Built-up Area Boundaries because if they became redundant it could lead to the development of inappropriate large developments that are not compatible with strategic policies. In a number of cases Built-up Area Boundaries cut across the rear gardens of properties,

rather than following defined garden areas or property boundaries. This is to ensure that inappropriate 'backland' development does not occur and lead to urban sprawl on the edge of settlements. Furthermore the rear gardens of properties, especially large gardens, can be more akin to the open countryside in character, rather than the built environment and also can provide a 'soft' landscape edge to settlements.

### Strategy 6 - Development within Built-Up Area Boundaries

Built-up Area Boundaries are defined on the Proposals Map around the settlements of East Devon that are considered appropriate through strategic policy to accommodate growth and development. Within the boundaries development will be permitted if:

1. It would be compatible with the character of the site and its surroundings and in villages with the rural character of the settlement.
2. It would not lead to unacceptable pressure on services and would not adversely affect risk of flooding or coastal erosion.
3. It would not damage, and where practical, it will support promotion of wildlife, landscape, townscape or historic interests.
4. It would not involve the loss of land of local amenity importance or of recreational value;
5. It would not impair highway safety or traffic flows.
6. It would not prejudice the development potential of an adjacent site.

For the main Local Plan the boundaries relate to the Towns of East Devon. For our Villages they will be defined in the Villages Development Plan Document.

Where a local community prepare a Neighbourhood Plan they may specifically allocate sites and/or include criteria based on other policies for promoting development/land uses beyond the boundary. Such 'outside of boundaries' policy provision would supersede relevant constraint considerations set out in 'Strategy 7 - Development in the Countryside' and also other relevant constraint policies.

- 6.23 A key objective of the Local Plan is to conserve and enhance the environment, the landscape, historic character and archaeological value and its wildlife, agricultural, recreational and natural resource value of countryside areas. Development in open countryside outside defined boundaries will be resisted, unless on the merits of the particular case, there is a proven agricultural, forestry or horticultural need or it will meet a community need that is not, or will otherwise not be met or there is another clear policy justification. All development in the countryside should have regard to the District Landscape Characterisation Assessment (LCA), so as to take account of the different roles and character of different areas.

## Strategy 7 - Development in the Countryside

The countryside is defined as all those parts of the plan area that are outside the Built-up Area Boundaries and outside of site specific allocations shown on the Proposals Map. Development in the countryside will only be permitted where it is in accordance with a specific Local or Neighbourhood Plan policy that explicitly permits such development and where it would not harm the distinctive landscape, amenity and environmental qualities within which it is located, including:

1. Land form and patterns of settlement.
2. Important natural and manmade features which contribute to the local landscape character, including topography, traditional field boundaries, areas of importance for nature conservation and rural buildings.
3. The adverse disruption of a view from a public place which forms part of the distinctive character of the area or otherwise causes significant visual intrusions.

### **Green Wedges and Settlement Coalescence**

6.24 One of the potential results of ‘creeping’ development could be the coalescence of adjacent or neighbouring settlements, villages or towns. To prevent such coalescence it is important that open land between settlements is retained thus helping them maintain their separate identities, their landscape settings and to avoid the creation of unrelieved development. The areas subject to the policy are defined on the Proposals Map and comprise:

- a) Land to the East of Exeter and South of the A30 and an area to the South of Poltimore.
- b) Land adjoining the Exe estuary and West of the A376 North of Lymptone to the Royal Marines site and North of Exton to Marsh Barton.
- c) Land to the North and North East of Exmouth.
- d) Land between Budleigh Salterton and Knowle.
- e) Land between Seaton and Colyford and Colyford and Colyton.
- f) Land separating the villages of Rockbeare and Whimble from the new community site.

## Strategy 8 - Development in Green Wedges

Within Green Wedges, as defined on the Proposal Map, development will not be permitted if it would add to existing sporadic or isolated development or damage the individual identity of a settlement or could lead to or encourage settlement coalescence.



## 7 Development of East Devon's West End

### **Our vision for the West End is one of:**

Securing the highest quality of mixed use large scale development to complement the role of the City of Exeter and serve and provide for the rest of East Devon. A series of inter-related developments in a high quality environmental setting will be at the forefront of sustainable design and development securing high quality new homes and jobs with associated recreation, educational and cultural facilities linked by modern and efficient transportation and electronic media facilities.

### **West End Sub-Regional Housing and Employment Provision**

- 7.1 Large scale and strategic development at East Devon's West End (part of the Exeter and East Devon Growth Point along with land in Exeter City and Teignbridge) is now happening and is being built to the highest possible level of sustainability. This area is poised to deliver unprecedented levels of growth over the next twenty years and could attract over a billion pounds worth of investment. The West End will host a world class science park, a major business park, low carbon communities with mixed use housing, social, community and commercial facilities, hotels and also a major training centre (the now completed FlyBe academy) for the aviation industry.
- 7.2 The Growth Point area will accommodate a whole spectrum of businesses, from start-ups to major corporations, including science, technology, retail, construction, green technology, manufacturing, aviation, engineering, and power generation. A ground-breaking energy scheme is to serve the Skypark Business Park and Cranbrook new community. We will see the UK's first mass open market community with a combined heat and power district heating system and significantly increase the sustainability rating of both residential and employment developments. Buildings in the growth point area will be designed to the highest sustainability standards with a remit to create eye catching locally distinctive buildings which offer low carbon emissions and reduced energy bills for occupiers.
- 7.3 These developments are benefiting from the dynamic local authority partnership which is driving forward the overall developments. East Devon District Council and Exeter City Council and Devon County Council together have partnered the private sector to bring investment to the area. The Councils are working with companies including The Met Office, E.On, St Modwen, Exeter University, Flybe, Exeter International Airport, Bovis, Hallam Land Management, Persimmon and Taylor Wimpey.
- 7.4 It is stressed that the 'West End' is not a defined policy area but is a term that refers to the group of schemes highlighted in the chapter that provide for major strategic growth in the Western part of East Devon. The Rest of East Devon is referred to in other chapters of the Plan.

- 7.5 Strategic West End developments to the East of the M5 Motorway will be located in an area to the North of the new A30 and to the South of the Exeter to Waterloo railway line. There will also be West End development to the West of the motorway and to the North-East of Pinhoe for 800 homes.
- 7.6 East Devon's West End will accommodate a wide range of highly skilled, secure and well paid jobs. This will ensure the overall development is of sub-regional and East Devon-wide importance. Every opportunity will be taken to draw the benefits of development, skills, training and wealth created in this part of the District, through into the rest of East Devon.
- 7.7 High quality business will be attracted to this Western part of the District as a result of its proximity and ease of access to the M5 motorway and to Exeter. High quality transport links are an essential part of the appeal of this area and will be crucial to its future success. Improvement works to Junction 29 of the M5 Motorway have been completed.

### Strategy 9 - Major Development at East Devon's West End

High quality development with associated infrastructure, built within a high quality landscape setting, will be provided in East Devon's West End. The overarching strategy for development will need to dovetail with the development strategy for Exeter with the provision of homes close to jobs and other facilities and services. High quality walking and cycling connections; enhanced bus and rail services, and improved highway provision will be integral to the overall development

Within the West End of East Devon the following schemes will be provided:

1. Cranbrook - Major new East Devon market town;
2. Pinhoe - Mixed use, residential led development;
3. North of Blackhorse/Redhayes (Tithebarn Green/Mosshayne) – residential development;
4. Skypark - Substantial high quality business park;
5. Exeter Science Park - Research/technology employment site;
6. Exeter International Airport - Provision to be made for airport-related employment uses within operational site area.
7. Multi-modal Interchange - Facility for interchange of goods and distribution centre; and
8. Exeter Airport Business Park - Middle range business park providing for medium to smaller business uses.

The major developments at East Devon's West End and the Clyst Valley Regional Park proposals are identified on the Proposals Map (West End inset map).

Funding contributions will be sought from all developments in the West End to secure implementation of integrated transport and infrastructure provision.

### West End Green Infrastructure

- 7.8 Green Infrastructure comprises of open green spaces, footpaths and other links. It is a generic term for the creation of high quality, attractive and functional places that provide a setting for day-to-day living, enhance the character and diversity of the landscape, and

conserve heritage assets, all of which contribute to the area's unique sense of place and cultural identity. It will enrich the area's wildlife value by addressing the negative impact of habitat loss and fragmentation by promoting habitat enhancement and linkage. Green Infrastructure will also help to connect residents and visitors to leisure and work destinations along a network of safe and clearly defined routes. Tree cover in urban settlements will make places more resilient to climate change thus keeping temperatures down<sup>24</sup>.

- 7.9 Green Infrastructure is seen as an essential part of the vision for a long-term sustainable future for the Exeter and East Devon Growth Point area. Green infrastructure is also relevant to all other parts of the District and policies in the plan refer to provision. The Council and partners are all committed to developing strategic networks of accessible, multi-functional sites as well as linkages. These contribute to people's well-being in addition to sustaining an important wildlife resource.
- 7.10 In East Devon's West End, Green Infrastructure is especially important as there will be a very significant level of development occurring with a substantial increase in the resident and employee population. Biodiversity, wildlife interests and environmental interests can be harmed by large scale development. However, if undertaken in a positive manner, in line with sound Green Infrastructure planning, adverse environmental impacts can be minimised and opportunities for habitat improvements and new provision can be generated. The net environmental benefits post development can be far greater than the green field starting position.

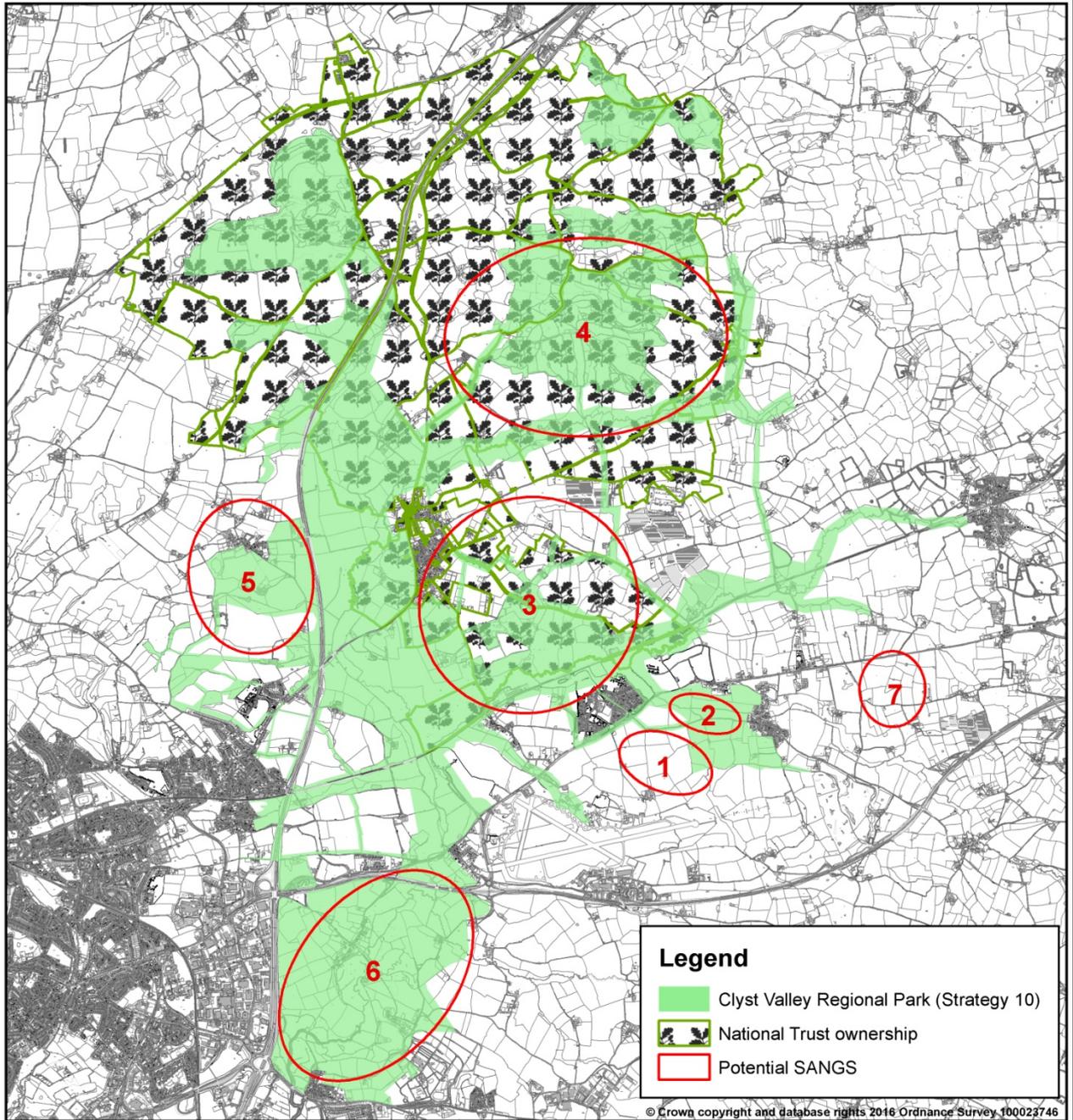
### **Clyst Valley Regional Park**

- 7.11 The Clyst Valley Regional Park proposal does not establish a 'policy boundary' that prevents or 'says no' to development. It sets out where particular emphasis will be attached to establishing high quality landscapes and settings for development, people and wildlife.
- 7.12 The Clyst Valley Regional Park will enable and support major development in the West End of East Devon without generating adverse biodiversity impacts. The Habitats Regulations require the Appropriate Assessment of any project where the likelihood of significant effects on European wildlife sites cannot be ruled out. The definition of a project should be taken in its widest sense, including any development that would normally need to have the benefit of planning permission, and could include projects where planning permission is not required. The timely delivery of a suitably sized, appropriately designed Clyst Valley Regional Park needs to be secured within this Plan in order to enable a conclusion that the Plan's housing allocations will not adversely affect the integrity of the Exe Estuary and East Devon Heaths Natura 2000 and Ramsar sites. Suitable Alternative Natural Greenspace (SANGS) will be provided within, adjoining or with appropriate accessibility to the Clyst Valley Regional Park. Only some parts of the overall park will be SANGS. National Trust Land that will form part of the Clyst Valley Regional Park, and therefore extend its coverage, is shown on the map below.

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<sup>24</sup> Exeter Area and East Devon Growth Point (2009) "Green Infrastructure Study and Strategy" – [ID: Environment – Env015]

**Areas in / adjoining the Clyst Valley Regional Park with potential for SANGS**



**Legend**

- Clyst Valley Regional Park (Strategy 10)
- National Trust ownership
- Potential SANGS

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Note all areas and boundaries are indicative only

- |   |  |
|---|--|
| <p>1. Land understood to be in New Community Partners control with limited potential for built development. Site has SANGS potential.</p> <p>2. Land that adjoins/forms part of application 15/1825/MOUT that was not proposed for built development. Site has SANGS potential.</p> <p>3. Land predominantly in National Trust ownership with ongoing discussions with the Trust that through agreement could have SANGS potential.</p> | <p>4. Ashclyst Forest, which is in National Trust ownership, and discussions are ongoing in respect of opening up extensive areas as SANGS.</p> <p>5. Land north of Old Park Farm housing development sites will provide extensive open space. Scope for links to SANGS and possible provision.</p> <p>6. Land south of Mosshayne/Tithebarn Green may have open space and SANGS potential.</p> <p>7. Woodland Trust site. Scope for SANGS provision.</p> |
|---|--|



## Strategy 10 - Green Infrastructure in East Devon's West End

We will ensure that the Green Infrastructure Strategy for East Devon's West End dovetails with comparable work being undertaken in Exeter to provide a green framework within which strategic development occurs. All development proposals of the West End will individually and collectively contribute to the implementation and long-term management of green infrastructure initiatives through appropriate contributions and/or on site provision, and Green Infrastructure initiatives should feature in all developments.

### **Clyst Valley Regional Park**

Land to accommodate the Clyst Valley Regional Park is allocated on the Proposals Map. Developer contributions, the Community Infrastructure Levy and other agricultural-environmental funding streams will be used in combination to deliver this 'landscape' scale strategic project. Landowner, developer and multi-agency collaboration will be essential to achieve the broad range of outcomes intended for this area to ensure the planned growth is delivered sustainably over the plan period. The Clyst Valley Regional Park will:

- a) Provide high quality natural green space that is complementary to development and will be a stimulus to encourage commercial and business development of the highest standard.
- b) Ensure natural ecosystems function in the West End of our District and ensure residents, workers, school children and visitors of all abilities have easy access to high quality open spaces, with linked benefits to health, education and food production.
- c) Take recreation pressure away from more environmentally sensitive locations thereby overcoming concerns arising from application of the Habitat Regulations that would otherwise prevent development coming forward. Provision of the park could help address need and requirements arising from development in other parts of East Devon, Exeter and potentially Teignbridge. We will encourage a park that 'reaches into' the open spaces of our neighbouring authority partners.
- d) Provide new wildlife corridors that enhance the biodiversity of the West End.
- e) Provide green corridors, open space and biodiversity enhancement areas. Enhance cycling and walking opportunities to link habitats and sustainable movement networks that promote the overall recreational experience for the West End.
- f) Conserve and enhance heritage assets and their setting to reflect their intrinsic importance, maximise beneficial outcomes for park users and to encourage use of the park and to enrich the cultural identity of the area.

The park will be designed and managed to highest natural green design standards and it will be subject to parkland, open and recreation space and countryside and green infrastructure policies. Development will not be allowed in the designated area unless it will clearly achieve valley park specific objectives for people and wildlife. Countryside policies of the plan will still apply in non-allocated development locations and areas.

### **Habitat Regulations and West End Development**

Where the likelihood of significant effects on European wildlife sites cannot be ruled out from developments in the West End, the Council will undertake an appropriate assessment of impacts and will only support and approve proposals where it can be demonstrated that adverse effects on site integrity can be prevented.

Of particular relevance to the Habitat Regulations will be the need for continued checks and monitoring to ensure that any mitigation measures for built development, linked to Clyst Valley Regional Park provision, achieve the ends envisaged and offers effective mitigation against adverse impacts that could otherwise occur. Each phase of any development occurring and park provision will be assessed and monitored.

Mitigation measures in respect of the West End established as needed to comply with Habitat Regulation assessment will need to accord with measures set out in the 'South-east Devon European Site Mitigation Strategy'. Provision of SANGS will be an essential part of the overall West End development. Where possible SANGS should dovetail with wider Green Infrastructure policies and be compatible with neighbouring authorities' plans. The functionality of any potential SANGS and its contribution to the avoidance of a likely significant effect must be clearly demonstrated.

### **West End Physical Infrastructure**

7.13 Having the right physical infrastructure in place is a critical requirement for any new development. The scale and nature of development proposed for East Devon's West End is such that significant attention will be attached to securing infrastructure provision.

### **West End Transport and Movement**

7.14 One of the major constraints to development of the West End was the capacity of Junction 29 on the M5 Motorway. Significant road improvements have now been completed and these increase vehicle capacity and provide for direct access into the Science Park. A new cycle and pedestrian bridge now spans the M5 motorway and the Science Park spine road is completed.

7.15 In 2010 a study was completed examining growth options in the West End and transport consideration<sup>25</sup>. In January 2011 Devon County Council outlined its commitment to improving public transport and other forms of green travel. In its briefing note, Devon Metro – fulfilling the potential of rail<sup>26</sup>, one of the aims is to promote opportunities to enhance rail travel into Exeter to help facilitate economic growth and a reduction in carbon emissions. In the short term, new stations and service improvements are planned

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<sup>25</sup> Parsons Brinckerhoff for Devon County Council (2010) Assessments of Options for Delivery of RSS Growth in the Exeter Sub Region [ID: Infrastructure – Inf012]

<sup>26</sup> Devon County Council (2011) Devon Metro – Fulfilling the Potential of Rail – [ID: Infrastructure – Inf010]

within Exeter and at Cranbrook, with newer rolling stock providing capacity improvements in the medium term. In the longer term, more costly options such as passing loops would be required to support continued development of the rail system. Rail can offer a fast, attractive alternative to car usage especially where there is a station within walking distance from home. Economic assessment has shown that new stations would be good value for money and would provide travel time benefits. Construction of the station for Cranbrook is expected to start in 2012/2013.

- 7.16 The Devon Local Transport Plan 2011-2026 includes an Implementation Plan<sup>27</sup>. Co-operation between the County Council and rail providers has led to an extra platform and passing loop at Axminster and an hourly service to Waterloo. The Great Western Route Utilisation Strategy<sup>28</sup> (produced by Network Rail) considers extending the service to Cranbrook and Axminster. The Strategy envisages lengthening trains to reduce overcrowding. In the longer term, due to single track constraints, more costly infrastructure would be needed to support increased frequency on the Exmouth line or to achieve a half hourly service to Cranbrook and Axminster: passing loops at Lypstone and Digby & Sowton would permit a 15 minute frequency on the Exmouth line and a further passing loop at Cranbrook or Whimble would permit a half hourly service to Axminster. There may, as well or alternatively, alternative means to secure rail improvements.
- 7.17 Future transportation improvements for the East Devon's West End that are currently programmed, underway or completed include:
- a) Clyst Honiton By-pass (completed in 2013).
  - b) Highways links into and through development sites and schemes.
  - c) A new bus route and service linking the West End sites to Exeter City Centre, which includes a twice hourly service to Ottery St Mary and Honiton. As development progresses in the West End, it is anticipated that the service frequency between Exeter and Cranbrook will be increased.
  - d) New cycle and footpath links.
  - e) A New Railway station at Cranbrook.
  - f) Access Strategy 3 – Tithebarn Lane Link Road.
- 7.18 The Science Park access road has been built and it provides access into the Science Park for businesses, visitors and employees. Development at Cranbrook, or in this part of the West End that would increase vehicle movements on the roads at/through Junction 29 will need to be accompanied by a robust transport evidence base incorporating mitigation measure where required to ensure that there is no impact on the strategic road network. Funding agreements are in place for a new road link/road improvements from the A30 to the Tithebarn Lane Motorway Bridge (an indicative alignment is shown on the Proposals Map) and then on into Exeter City. The motorway bridge will be subject to improvement works to allow for increased vehicle use and safe pedestrian and cycle crossing.

### **Potential for Development on the A3052 Corridor**

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<sup>27</sup> Devon County Council (2011) "Local Transport Plan- Devon and Torbay Strategy 2011-2026" – [ID: Infrastructure – Inf009]

<sup>28</sup> Network Rail (2012) "Great Western Route Utilisation Strategy March 2010" - [ID: Transport – Tra001]

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- 7.19 The A3052 highway runs from Junction 30 of the M5 motorway Eastward into East Devon. Adjacent to this road, on the Western side of East Devon, there are a number of employment sites, housing areas and also Crealy Adventure Park. Crealy is the largest free-standing tourist attraction in the District and is of great importance to the local tourism economy. Recent planning permissions granted at Greendale and Hill Barton business parks will help create new jobs for this part of the District.
- 7.20 We have looked at potential for further growth on this corridor, including the possibility of a second new town for up to 4,000 dwellings and also a smaller scale housing scheme of up to 1,000 dwellings. Development would, however, require very significant infrastructure improvements to address resulting congestion. New access roads, distributor roads and bridges over the M5 could be required. Public transport access would need to be enhanced. All of these would be expensive and securing relevant improvements would be very challenging. The level of investment required to support new and improved bus services or park and ride to mitigate additional traffic impacts on the corridor would be substantial and unlikely to be deliverable. Unlike the A3052, the Cranbrook, Skypark, Redhayes, Science Park developments will be linked by high quality walking and cycling routes and served by high quality bus and rail services. For these reasons and other broader impacts a second new community option is not considered to be desirable. We are not proposing any significant new additional development on this corridor although we will keep land supply and demand issues under consideration and will review provision in the years to come.

### **Additional Infrastructure at the West End**

- 7.21 In addition to road provision, the West End will require a full range of infrastructure services. There is now a combined heat and power station with longer term ability to run on bio-fuels. This will serve Cranbrook, Skypark and other major schemes in East Devon's West End. A new reed bed based sewage treatment plant is also proposed. A key element of attracting high technology development and research establishments will be including the very best information technology connections. The Exeter Science Park will have world class ICT infrastructure.

## Strategy 11 - Integrated Transport and Infrastructure Provision at East Devon's West End

We will promote high quality and integrated transport provision at East Devon's West End where, working with partner organisations, we will secure a provision based on a hierarchy of;

1. Walking
2. Cycling
3. Frequent and high quality Public Transport provision (given priority over other road users)
4. Private motor vehicles.

Though transport solutions will take into account site specific needs of a development to secure the most suitable form of sustainable transport provision.

Coordinated infrastructure provision will be required to cover:

1. Low carbon heat and power supply;
2. waste management facilities and waste water treatment;
3. Highest quality data service infrastructure provision, especially broadband connections;
4. Health and education provision.

### **Expansion of Cranbrook**

- 7.22 Cranbrook has permission for development (including houses already built) for around 3,500 dwellings and the first properties were occupied in 2012.
- 7.23 Cranbrook will continue to expand and develop into an important service centre. By 2026 the town will not only be home to around 15,000 or more East Devon residents but it will also provide jobs, recreation, community and education facilities to these residents and to surrounding communities. Cranbrook will therefore be a self contained town serving its surrounding area.
- 7.24 The development of Cranbrook will be accommodated in a high quality landscape setting with local play areas and green spaces within easy access of all homes. An extensive Country Park (linking into the proposed Clyst Valley Regional Park) will form part of the scheme and sports pitches and informal recreation spaces will also add to the open spacious quality of the settlement. The town will sit comfortably in its wider landscape setting and a Green Infrastructure Strategy will plan for multi-functional high quality, open spaces of nature conservation value.
- 7.25 The town will be served by high quality public transport that will also link up other residential neighbourhoods, social and community facilities, mixed used development areas and employment areas both in East Devon and Exeter.
- 7.26 Development sites will not lead to settlement coalescence with Broadclyst, Whimple and Rockbeare and by 2031 will accommodate around 8,000 new homes. This level of provision will still allow for extensive open spaces as part of the overall gross development area. Densities will typically be higher in town centre areas and lower in peripheral areas. High quality urban design standards will be critical for Cranbrook and

other West End developments. A technical paper has been produced setting out density levels at Cranbrook<sup>29</sup>.

7.27 In spring 2015<sup>30</sup> the Council published a draft Economic Development Strategy for Cranbrook that included reference to levels of B-class uses (office/ industrial/ warehousing). Paragraph 7.3 of the strategy advises that in terms of employment land there is a total requirement for B-class uses of up to 8.7ha by 2030; and of 9.7ha for town centre and neighbourhood centre uses by 2030, making a total of 18.4ha in all. This level of provision is translated into plan policy with a phasing approach that requires quantified provision to be directly proportionate and linked to numbers of homes being occupied.

7.28 As part of the development of Cranbrook, and for the West End as a whole, there is the need to provide attractive cycle routes linking new developments west and east of the motorway via the new Redhayes cycle bridge. Provision will help minimise car use and encourage healthier, more active lifestyles. The location of Cranbrook Rail Station means that many residents living in the expanded development will be outside the walking distance for rail access. Cycling will therefore prove an attractive alternative, including for neighbouring villages including Broadclyst.

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<sup>29</sup> EDDC (2012) “Cranbrook Expansion Options” [ID: Housing – Hsg012]

<sup>30</sup> Ash Futures (2015) “Economic Development Strategy for Cranbrook” [ID: PSD2015I]

## Strategy 12 - Development at Cranbrook

Land at Cranbrook shown on the proposals Map is allocated for development and will be developed as a modern market town. Mixed use development, to provide housing (including affordable housing) social and community facilities, recreation and education facilities and jobs will occur on a phased basis. The town will be built to distinctive high quality design standards incorporating the best in environmentally friendly technology. Open spaces and facilities will be readily accessible to all residents with convenient and attractive pedestrian and cycle links to local destinations and access to high quality public transport services.

### **Working with our partners we will promote Cranbrook, up to 2031 to accommodate:**

1. **New Homes** - Around 6,300 new homes on allocated land - which will be required to be of the highest standards in terms of energy and resource efficiency, quality of design and access to services and facilities. At peak build rates 500 new homes a year could be built at Cranbrook.
2. **Gypsy and Traveller Provision** - provision will be made for new gypsy and traveller sites to accommodate up to 30 pitches on land allocated for Cranbrook development. Provision will be required concurrently with (though in the early years of) the 'bricks and mortar' housing development of the allocated land.
3. **Jobs** - provision of up to 18.4 hectares of employment land shall be made throughout the town to provide a range of business spaces suitable for the needs of businesses as they develop and grow and to accommodate a range of employment opportunities for residents of Cranbrook and surrounding areas. Serviced or otherwise available land should be available for occupation by employment uses on a phased based that is directly proportionate to house building:
  - 4.5 hectares at/before 2,500 homes are occupied;
  - 9 hectares at/before 5,000 homes are occupied;
  - 13.5 hectares at/before 7,500 homes are occupied;
  - The remainder after 7,500 homes.Monitoring of take up of employment land and jobs provided will allow for future policy adjustment. Nearby West End employment sites will also provide jobs for Cranbrook residents and some will travel to other locations for work purposes including Exeter City.
4. **Town Centre** - The town centre of Cranbrook will provide a focal point for retail, business and leisure activities and will be designed to create a vibrant day and night-time economy and this will be complemented by a series of smaller neighbourhood centres.
5. **Social and Community and Education Facilities** - Cranbrook will accommodate a full range of social, leisure, health, community and education facilities (including new schools) to meet the needs of all age groups that will live at the new town.

- 6. Infrastructure** - The existing district heating system will provide for the combined heat and power needs of the town. The Council will produce an Infrastructure Delivery Plan that will set out key requirements recognising the need for improved transport links and road improvements as Cranbrook grows as well as improved education provision, high speed broadband and other services and facilities to ensure sustainable development is delivered at Cranbrook.

Developments at Cranbrook shall be developed in a phased and co-ordinated manner alongside the required infrastructure and in accordance with parameter plans that will form part of a plan for Cranbrook which will be developed in partnership with the developers and the community as a Development Plan Document. The Cranbrook Plan area also identifies land for the further expansion/intensification of Cranbrook to accommodate a further 1,550 houses and associated jobs, social, community and education facilities and infrastructure outside the designated Neighbourhood Plan Areas of Rockbeare, Broadclyst and Clyst Honiton.

### **Land North of Blackhorse/Redhayes (Tithebarn Green)**

- 7.29 An initial parcel of Land North of Blackhorse/Redhayes to the East of the Science Park site has planning permission for a mixed use development to include around 600 new homes. This new housing provision will be on a good quality public transport route, giving easy access to the nearby employment sites. The overall development straddles the M5 motorway and includes 330 dwellings in Exeter City. Although the site has planning permission for development, the allocation remains as it could be needed should a new planning application be submitted or for use in assisting with determination of Reserved Matters applications. A second parcel of land is also allocated for development at Tithebarn Green/Mosshayne for 900 additional new homes. This site was the subject of a planning application in November 2014.
- 7.30 A neighbourhood centre will need to form a central part of the development. This will be required to be served by very good public transport and will accommodate a range of community facilities and commercial uses that may also serve/dovetail with Science Park facilities.
- 7.31 Development North of Blackhorse/Redhayes will be able to make use of already planned infrastructure and new homes will be close to employment sites and other facilities. As longer term planned development it will be able to take location advantages of infrastructure proposed in the earlier phases of plan work – including new public transport provision and jobs and other infrastructure at the Science Park.
- 7.32 Cranbrook, Skypark and the Intermodal Freight Terminal sites are connected to the main Trunk road network by the Clyst Honiton Bypass (planned as Access Strategy 1) and improvements to Junction 29 on the M5 (Access Strategy 2). The impact of development East of the M5 on infrastructure, particularly the strategic road network, will be considered holistically and any proposals will need to be accompanied by a robust transport evidence base. Advice will be taken from our partners, including the Highways Agency.

## Strategy 13 - Development North of Blackhorse/Redhayes

Land North of Blackhorse/Redhayes (Tithebarn Green/Mosshayne) shown on the proposals Map is allocated for mixed use development. The mixed use development will be designed to form a 'village' community, and will be the subject of a master planning exercise; it will be built to reflect an agreed distinctive architectural character and will be low or carbon zero development with onsite and/or community power generation. The development will also be designed to ensure high quality links for walking and cycling and quality public transport to other nearby employment sites and into the City.

The scheme will comprise of:

1. **New Homes** - 1,500 new homes, including affordable homes, will be required to be high quality with good access to services and facilities. Some of the homes should be designed to appeal to and potentially restricted to occupancy by workers at the Science Park.
2. **Neighbourhood Centre** - A new neighbourhood centre will provide a focal point for services and community facilities.
3. **Social and Community Facilities** - A range of social and community facilities will be needed to meet key needs of all age groups that will live North of Blackhorse and in the existing nearby communities.
4. **Infrastructure:**
  - a) Energy Infrastructure – to include a heat and energy network to achieve low and zero carbon development.
  - b) Contributions to meet educational requirements and transport provision – including Tithebarn Green road link.
5. **Employment Provision** – on site employment provision will form part of the overall development.

## Land in East Devon Adjacent to Pinhoe

- 7.33 Land North of Pinhoe will accommodate dwellings and employment uses and a new primary school. New development will need to secure enhancements to existing bus services and improved access to rail connections. Improved cycle routes should also be planned, providing safer, more direct routes to key education and employment destinations. A new "park and change" service will also form part of the overall development and help minimise the traffic impacts. An area wide transport strategy has been developed to address transportation issues, including planned development in the Pinhoe area within Exeter City Council boundary.
- 7.34 A neighbourhood centre will need to form a central part of the Pinhoe development. This will need easy access to public transport and will accommodate a full range of community facilities. An early start of development is envisaged at Pinhoe.

- 7.35 The development at Pinhoe will provide for the speedy provision of much needed housing, including affordable housing, in this Western part of East Devon. Infrastructure requirements are relatively low for the proposed scheme and development will help secure a new “park and ride” facility on the North-Eastern edge of the city for passengers travelling inward to Exeter.

#### Strategy 14 - Development of an Urban Extension at Pinhoe

Land shown on the proposals Map at Pinhoe is allocated to accommodate a high quality mixed use urban extension to Exeter. The development will provide housing and affordable housing, social and community facilities, recreation and education facilities and new job provision. The proposals will be built to distinctive high quality design standards incorporating the best in environmentally friendly technology including the reduction of carbon emissions through measures such as micro-generated technology and decentralised energy systems. Open spaces and facilities will be readily accessible to all residents with improvements to local pedestrian and cycling links and enhancements to existing bus services.

The scheme will comprise of:

1. **New Homes** - 800 new homes - New housing development will be required to be of the highest standards in terms of energy efficiency, quality of design and access to services and facilities.
2. **Jobs** - provision of 3 hectares of employment land to accommodate a range of employment opportunities for residents.
3. **Neighbourhood Centre** - A neighbourhood centre will provide a focal point for services and community facilities.
4. **Social and Community Facilities** - a range of social and community facilities to meet the key needs of those that will live North of Pinhoe.
5. **Infrastructure** - will be provided to include a park and ride/change facility and a new 210 pupil primary school with nursery provision and enhancements to existing bus services and selected highway improvements to relieve pressure on congested parts of the network.

The allocated area includes land that already has planning permission (12/0130/MRES) and at which development was underway at November 2012 for 438 net new homes at Old Park Farm (SHLAA site W210). The additional site for 362 homes is at Pinn Court Farm on land that abuts the M5 motorway (SHLAA site W113).

#### West End Intermodal Interchange Facility

- 7.36 The East Devon Local Plan includes policy for the development of an Intermodal interchange. This proposal will ultimately allow for a major siding or railhead on the

Exeter to Waterloo railway line that will accommodate the transfer of goods between rail and road. There will also be open space and buildings for the storage of goods awaiting transfer and some scope for road vehicle to road vehicle transfer. The unusual and substantial nature of this scheme, and the fact that it is transport related and provides low job numbers per hectare of development, is such that we do not count the land take of this scheme in employment land assessments.

### Strategy 15 - Intermodal Interchange

Land is allocated on the Proposals Map for an Intermodal Interchange Facility alongside the Exeter-Waterloo Railway Line.

#### **Exeter Science Park**

- 7.37 Exeter Science Park will develop as a premier research and technological employment centre. The University of Exeter and the Met Office are world class institutions of acknowledged excellence and have developed a national reputation for high quality research in climate change, medical and technological fields. This expertise has already been a major boost to the economy of the City and surrounding areas and to the job prospects of local people. To help capitalise on and add to the quality of jobs and business opportunities proposals have been developed over the last decade for a major new Science Park in East Devon to the North East of Junction 29 of the M5 motorway.
- 7.38 The Council has already produced a Supplementary Planning Document for the Science Park. There is a Master Plan for the development and outline planning permission has been granted for 76,450 square metres of floor space for high technology business uses and a 150 bed hotel and conference facility and ancillary uses. Associated infrastructure, including new highway access, will also be provided.
- 7.39 This significant investment will lead to the creation of a high value employment site offering high skill and wage jobs for the local economy. It will further help position the Exeter sub-region as a leading business centre with specialist scientific and technological activities which have a national and international standing.

#### **Exeter International Airport**

- 7.40 Exeter International Airport is one of the UK's major airports serving a wide range of passenger destinations, offering freight services and offering aeroplane servicing used by a number of carriers. The airport occupies around 140 hectares of land close to Junction 29 of the M5 Motorway and adjacent to the A30 dual carriageway. However access roads to the airport are of poor quality and will require upgrading, to also include improved walking and cycling links.
- 7.41 Development directly related to Airport operations, such as new hangers or terminal facilities, so long as they fall in airport operational land, do not typically require planning permission (they are deemed as 'Permitted Development'). Likewise increasing passenger numbers is typically not an issue requiring planning permission. Growth of

operational activity and passenger numbers is supported by the Council. The Council will work with the airport operators to refresh their masterplan following publication of the Airports Commission Report on additional UK airport capacity and in so doing consider further development options on airport land to help support future activity at the airport and its long term viability.

7.42 Future activity at Exeter airport will:

- a) Support the UK economy.
- b) Support regional economic growth.
- c) Allow for tourism growth in the South West region.
- d) Generate substantial private sector investment.
- e) Directly and indirectly generate new jobs (The airport site had 1,400 full time employees in 2007 the earnings of whom were on average 33% higher than the local average).

7.43 Whilst having positive economic benefits there is the potential for significant effects on European wildlife sites from airport related activity which could arise from development or increased activity. The Habitats Regulations require the Appropriate Assessment of any project where the likelihood of significant effects on European wildlife sites cannot be ruled out. The definition of a project should be taken in its widest sense, including any development that would normally need the benefit of planning permission, and could include projects where planning permission is not required. Projects would only be appropriate where it can be demonstrated that adverse effects on site integrity can be prevented unless justified on account of an over-riding need.

7.44 The airport and its activities generate significant levels of noise to include:

**1. Noise from airport ground operations – such as:**

- a) Noise from aircraft on the ground;
- b) Engine testing, including after maintenance (specifically noting the established engine testing site which is unlikely to be relocated);
- c) Using reverse thrust to increase braking during landing;
- d) Planes travelling between the runway and stands;
- e) Other power units;
- f) Other airport activities including building services noise.

**2. Noise from aircraft in the air – such as:**

- a) Noise from aircraft in flight
- b) Aircraft landings
- c) Aircraft takeoffs

7.45 Aircraft include the main airport fleet, helicopters, light aircraft and other general aviation activities. On any proposed development site, where the effect of airport noise is considered to be noticeable and intrusive, but which may be mitigated, applications will be subject to vigorous scrutiny which will include the combined impact of airport, rail and road noise. All proposed mitigation measures, including any off-site mitigation, shall be completed before occupation or use of any new dwellings or other building or open space.

## Strategy 17 - Future Development at or near Exeter International Airport

The Local Plan recognises the importance of airport expansion and encourages supporting infrastructure to provide for its direct airport related growth.

It is recognised that many operational uses do not require planning permission and these developments, where compatible with safe and efficient airport operation and where they do not have adverse impacts on land within operational boundaries, will be supported. The Habitats Regulations require the Appropriate Assessment of any project where the likelihood of significant effects on European wildlife sites cannot be ruled out

Developments that are near to or could be affected by noise from the airport will not be allowed unless evidence is provided that current or futures users or occupiers of new dwellings, schools, open spaces or other sensitive uses will not be significantly adversely affected, taking proposed mitigations into account, by airport related noise.

### **Exeter Airport Business Park**

- 7.46 Exeter Airport Business Park lies to the South of the Exeter International Airport. The Business Park is home to a range of successful businesses and building and plot vacancy levels at the park are very low. Exeter Airport Business Park accommodates some smaller sized high technology businesses but for the most part is home to manufacturing and distribution businesses and to this end it is not in direct competition with the 'upper end' jobs that Skypark and the Science Park will be seeking to attract.
- 7.47 Although the thrust of employment creation in East Devon's West End will be on the major new employment parks and the high value jobs they will offer it is recognised that it is important to also provide a range of additional employment opportunities. Exeter Airport Business Park has proven to be a very successful business location in recent years, proximity to the M5 Motorway and the A30 being key to its success.
- 7.48 In order to provide for a range of business uses, not just high skill/high technology uses, in the West End modest provision is made for expansion of the Airport Business Park.
- 7.49 Adjoining the current Business Park an airline training academy has been built comprising classrooms and ancillary office space with linked simulator building and ancillary workshops for the training of cabin crew, pilots, technical and customer care staff. A hotel (7,600 sq m) is under construction at November 2012, these developments will be complemented by a combined heat and power plant, access roads, car parking and landscaping.

## Strategy 18 - Future Development of Exeter Airport Business Park

To enable modest expansion of the Exeter Airport Business Park 5 hectares of additional land (over and above the Training Academy and hotel site) is allocated, for business/employment generating uses as shown on the Proposals Map. Highway improvements will be required in order to access this site and also to enhance general airport access.

### **Skypark Business Park**

- 7.50 Skypark will develop as a major high quality business park.
- 7.51 Outline planning permission has been granted for the 40 hectare Skypark Business Park. It will accommodate high quality business uses and complementary uses to include crèches, cafes and shops as well as 150 bed hotel with associated leisure and conferencing facilities. There are significant economic benefits associated with the current Skypark proposals including:
- a) 7,600 jobs once completed (3,800 by 2015).
  - b) Contribution of £7 million gross value added to the regional economy by 2015.
  - c) Contribution of £10 million of investment for infrastructure work.
- 7.52 Development at Skypark will use innovative and sustainable design techniques and it will be locally distinctive, sustainable and flexible in design. It will provide a range of high quality open spaces and street types and buildings will be built to BREEAM 'Very Good Standard' as a minimum. There is a commitment made to producing a minimum of 10% of the development's energy from renewable sources and there will be a public transport route through the site.
- 7.53 In future reviews of the Local Plan assessment will be undertaken of the need and appropriateness to extend Skypark. In this plan however, expansion is not promoted. The onus is placed on securing development of the existing land provision without further expansion before the first development has started. The Skypark site is shown on the Proposals Map.

## 8 Axminster

### **Our vision for Axminster is one of:**

Larger scale housing growth to promote and be a catalyst for further commercial activity. A focus will be placed on town centre regeneration with recognition of need for measures to address adverse traffic impacts and also to conserve and enhance the fine built heritage of the town and surrounding countryside<sup>31</sup>. We already have plans in place for provision of residential, commercial and recreational provision to the North of Cloakham Lawns.

We will also plan for major mixed use strategic development to the East of the town for up to and in the longer term potential for more than 650 new homes and a North-South relief road, a key item of infrastructure for the town, and to also increase the critical mass of residents in the town to support the future vitality of Axminster.

### **Axminster Now**

- 8.1 Axminster Parish's population in 2012 is estimated to be 6,927<sup>32</sup> with 2,748 dwellings falling inside the existing Local Plan Built-up Area Boundary. There was moderate growth in the town (around 36 dwellings being built per year between 1995 and 2010, although for 2004/5 and 2005/6 there were around 100 dwellings completed per year. The Local Plan strategic policy approach implies a substantive increase in annual house building levels.
- 8.2 The town is one of the key manufacturing employment centres of East Devon, with some 75,000 SqM of employment floorspace, which accounts for about 12.5% of all of the district's employment floorspace<sup>33</sup>. Most of this is made up of factories, with some offices and warehousing.
- 8.3 The recently updated retail study for East Devon<sup>34</sup> finds Axminster to have a reasonably healthy town centre with low vacancy rates. There are good levels of food retention shopping but only 18% of non food expenditure is retained in the town. There is limited capacity for additional food retail floorspace but there is capacity for additional non-food floorspace, this will be encouraged.
- 8.4 Axminster lies roughly equal distant (30 to 40 km /19 to 25 miles) from the major centres of Exeter, Taunton, Yeovil and Dorchester, it is served by the Waterloo to Exeter main rail line and has reasonable road links to other towns and its hinterland. At peak times trains operate an hourly service to Exeter and east to London with bus service links to the coast and Dorset. Proposed service/infrastructure improvements will provide for more frequent,

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<sup>31</sup> Axminster Town Council (2009) "A Vision of Axminster 2030 - Axminster Community Plan" – [ID: Parish/Town Council – Ptc019]

<sup>32</sup> Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [ID: General – Gen014]

<sup>33</sup> Atkins (2006) "East Devon Employment Land Review 2006-2026" – [ID: Employment – Emp002]

<sup>34</sup> GVA Grimley (2011) "East Devon Retail Study – Update 2011" – [ID: Retail – Ret003]

half hourly, services. Axminster functions as a modest-sized employment and service centre. Proposed growth will, however, elevate its status to a more significant service, employment and residential centre. The town centre has a reasonable range of mainly independent shops with few national retailers, although food shopping is dominated by the edge of town centre Tesco.

- 8.5 Axminster hospital serves the town and surrounding area and the town has both primary and secondary school provision. Community, leisure and recreational provision include indoor and outdoor sports facilities, a youth centre and a Town Hall.
- 8.6 Land to the North, South and West of the town is designated AONB and the River Axe runs along the Western side of the settlement, this has national (SSSI) and European (SAC) wildlife and habitat protection. Land to the West of the railway line is vulnerable to flooding (zones 2 and 3).

### **Axminster: The Future**

- 8.7 We will promote Axminster as a self-contained and increasingly significant and important East Devon town by:
- a) Safeguarding existing employment land and allocations and identifying further land to ensure the supply of a wide range of premises, including starter and next-phase units.
  - b) Promoting the regeneration and physical enhancement of sites within the town centre, to improve traffic management and non-car accessibility, support commercial viability and promote civic pride.
  - c) Provide for significant new residential development with associated infrastructure.
  - d) Requiring that housing development is matched by new employment opportunities as well as social and community facilities.
  - e) Supporting the retention and improvement of existing community services.
  - f) Actively plan for, in association with substantial mixed use development, a North-South relief road for the town.
  - g) Promote and encourage improvements to foul and surface water drainage in the town.
  - h) Address the Town Centre congestion issue by securing transport infrastructure that reduces private car use, accommodates more efficiently that vehicular traffic which is necessary for the town's continued economic and social function, and maximises accessibility within and to the town.
  - i) Promote long-term and wide-scale conservation and enhancement of the environment by ensuring efficient energy consumption and generation, waste minimisation and re-use, and improved utilities, (including communications), provision for all new developments.
  - j) Secure the conservation of the exceptional natural setting of Axminster including AONB and national and international wildlife habitat designations by requiring new green infrastructure to link with and complement the existing landscape to be embedded in large scale developments from the start.
  - k) Expect that developments within the built up area, particularly in the town centre, will enhance the townscape quality, reinforce its independent market town character and so contribute to a sense of place.

- 8.8 Potential strategic land allocations for Axminster were assessed in a study produced by the Council in 2009<sup>35</sup>.

Strategy 20 – Development at Axminster

**In Axminster we will support and reinforce the town's role as a self-contained medium-sized town, serving the employment, commercial and community service needs of the settlement and its rural surroundings. Proposals for development in Axminster should be consistent with the strategy, which is to:**

1. **New homes** - encourage the building of substantial numbers of new homes.
2. **Jobs** – provide employment land.
3. **Town Centre** - give priority to the enhancement of the environment and promotion of business opportunities in the expanded town centre shopping area defined on the Proposals Map to provide the focus for jobs, shops and tourism. Promote the regeneration of the Webster Garage site and adjoining land to support commercial activity, enhance the public realm and address traffic congestion issues.
4. **Transport** - support the provision of better sustainable (non-car) transportation, including footpaths, cycle routes and bus services both within the town and to link with the countryside and other settlements. Introduce through-route large vehicle traffic management measures and promote a North-South relief road.
5. **Infrastructure** - ensure quality, accessible recreational facilities and secure drainage improvements for the town to mitigate the likely environmental impact of new housing. Support the schools, health and other service providers to meet their accommodation needs and local aspirations for new and improved facilities.
6. **Environment** - make sure that any development does not harm wildlife and habitats in the Axminster area. In particular, the water quality of the River Axe and the surrounding wildlife sites should be protected.

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<sup>35</sup> EDDC (2009) “Axminster Strategic Allocations” - [ID: Housing – Hsg021]

**Land Allocations at Axminster** – as part of the delivery mechanism the following sites are allocated and shown on the Proposals Map for development:

- a) **North and East of the town** (E105) for mixed uses to incorporate;
  - i) Around 650 new homes;
  - ii) 8 Hectares of land for mixed job generating commercial and employment uses;
  - iii) a range of social, community and open space facilities to support development;
  - iv) a 210 pupil primary school (1.5ha site – which forms part of the overall 8 hectare employment allocation), including a nursery and accommodation to support children's centre services; and
  - v) a North South relief road for the town will be delivered as part of this development linking Chard Road (A358) to Lyme Road (B261).A Masterplan will be required for this site and development will be subject to improved public transport provision.
  
- c) Land at Millwey Rise Industrial Estate – Sites 015A and 0158B – is allocated for employment uses – a total of 1.05 hectares.

Prior to the granting of planning permission for any major residential schemes at Axminster, the Council will agree, with the Environment Agency and Natural England, a timetable for the review or development of a Nutrient Management Plan for the River Axe. This plan will set out detailed actions that allow for new growth at Axminster to progress with adequate mitigation in place to negate the additional phosphate load that would be caused. The Nutrient Management Plan will work in collaboration with the diffuse Water Pollution Plan, and will seek to restore water quality for the River Axe SAC to enable it to meet its conservation objectives within a specified timescale, and in accordance with commitments to European Directives. Depending on the findings of the plan, growth will only proceed in accordance with the mitigation delivery set out within that plan. Growth at Axminster will also be informed by the current status of the relevant discharge consents for waste water treatment works, and any upgrade required to support new growth will be the subject of Habitats Regulations Assessment prior to planning permission being given. The determination of such development applications will be informed by Habitat Regulations Assessment that takes account of the consent requirements.

## 9 Budleigh Salterton

### **Our vision for Budleigh Salterton is one of:**

Continuing to serve as a focal point for services and facilities serving a local catchment area and to act as a tourism destination. Provision is made for modest future housing development and key sources of employment, including retail services and tourism, will be encouraged, conserved and supported.

### **Budleigh Salterton Now**

9.1 Budleigh Salterton is a small coastal town with about 5,291<sup>36</sup> residents, 39% of whom are 65 or over. There are no major employment sites in the town and the retail, services and tourism industries are relied on to support the local economy. Uniquely in East Devon, the whole town is within the East Devon Area of Outstanding Natural Beauty and the Otter estuary to the east is a Site of Special Scientific Interest. There are Coastal Preservation Areas to the West and East. The Town Centre and land to the North West of it is a designated Conservation Area and there are three County Wildlife Sites within the green wedge separating Exmouth Road from Knowle Road. The whole beach and adjoining coastline form part of the World Heritage Site and the town acts as a 'gateway entrance' to the site. As a result there are tight constraints upon development within and adjoining the town, quite apart from the green spaces and countryside views, which need to be conserved.

### **Budleigh Salterton: The Future**

- 9.2 We will conserve and enhance Budleigh Salterton by ensuring that:
- a. The attractiveness of the town centre, the adjoining countryside (especially the estuary) and the extensive beach will continue to attract visitors from other parts of Devon and further afield who will contribute to the local economy.
  - b. The landscape designation constraints conserve the town's fine assets and make it an attractive destination.
  - c. The numerous small businesses will provide the town's principal local source of employment and additional starter units will be provided, with housing, to the north of the town as part of a mixed use development.
  - d. In view of the high proportion of elderly residents in the town, medical and care facilities are of extra importance and favourable consideration will be given to their improvement and provision.
  - e. We conserve the high quality landscape and coastal setting of the town by resisting development that would impinge upon the Area of Outstanding Natural Beauty and other designations in and around Budleigh Salterton.
  - f. We conserve and enhance the Conservation Area by requiring new developments and redevelopment to be of a high design standard that is appropriate to its location and surroundings.

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<sup>36</sup> Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [General – Gen014]

- g. We resist any development and land uses that would detract from the outstanding wildlife value of the Otter Estuary.
- h. We will seek to manage the impact of coastal erosion through designation of a 'Coastal Change Management Area'
- i. Investigate proposals for the amenity former railway link from Upper Stoneborough to East Budleigh Road to be designated as a green network and corridor.

### Strategy 21 - Budleigh Salterton

**The principal consideration for Budleigh Salterton will be the conservation of its outstanding natural environment and affordable housing and employment uses will be given priority over other forms of development. Proposals for development in Budleigh Salterton should be consistent with the strategy which is to:**

1. **New Homes** – secure modest housing development
2. **Jobs** – provide modest development of new employment provision.
3. **Town Centre** – give priority to the enhancement of the environment and promotion of business opportunities in the town centre shopping area defined on the Proposals Map to provide the focus for jobs, shops and tourism.
4. **Social and Community Facilities** – support schools, health and other service providers to meet their accommodation needs
5. **Environment** – conserve the outstanding natural environment. Ensure that the semi-rural character of those areas on the edge of the Built-up Area, particularly to the west of the town, are maintained in order to protect the character of the AONB.

## 10 Exmouth

### **Our vision for Exmouth is one of:**

Housing provision, including affordable housing, to serve the town and an employment led regeneration agenda. We will seek to reduce out commuting through indigenous employment growth and tourism related development. A focus will be on town centre enhancement, increased accessibility, improved retail provision and community facilities. We will plan for the completion of Dinan Way and to improve public transport links to Exeter.

### **Exmouth Now**

- 10.1 Exmouth is the largest town in Devon and is an important commercial and residential centre. During the 18th century the town established itself as a destination for the wealthy. When the railway came to Exmouth in the 1860s the tourism industry expanded and the Victorian seaside character of the town was established. Exmouth remains an important visitor destination and its 3 kilometres (2 miles) of sandy beaches are a major draw. The updated retail assessment by GVA Grimley<sup>37</sup> confirms Exmouth as the largest retail centre in East Devon, both by floor space and number of units with the highest number of national multiples. There are very good levels of food shopping retention although these are dominated by the out of centre Tesco. 50% of non food shopping trips are retained in the town and there is additional capacity for both food and non-food shopping. The holiday season is dominated by high summer visitor levels. The town supports numerous hotels and bed and breakfast establishments and also the substantial Devon Cliffs Holiday Park.
- 10.2 The town centre lies close to the sea and estuary. Shopping, Tourist and commercial attractions are concentrated into the South Western edge of the town close to the estuary and sea. The town stretches inland to the North and East for around 3 kilometres (2 miles) with much of the outward expansion occurring in the late 20th century. The town centre is remote from most Exmouth residents and many outlying areas, especially to the North of the town, are poorly served by community and commercial facilities. The secondary school is in the southern part of the town and primary and secondary education provision in the town is under pressure of pupil numbers.
- 10.3 Exmouth has a population of around 35,989<sup>38</sup> people and although there are important businesses located in the town it also acts as a dormitory town. The 2001 census showed Exmouth having an economically active population of around 14,500 people but around 6,500 of these commuted out to jobs elsewhere with just over half of them to Exeter.
- 10.4 In addition to its substantial summer tourist trade Exmouth serves as a regional centre for water sports, including sailing, wind-surfing and kite surfing, for which the town has a

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<sup>37</sup> GVA Grimley (2011) "East Devon Retail Study – Update 2011" – [ID: Retail – Ret003]

<sup>38</sup> Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [General – Gen014]

national reputation. Land based sports include tennis, rugby, football, judo, cricket and archery. More leisurely outdoor activities, such as bird-watching and walking, are popular and a cycle way links Exmouth to Exeter. The Exe Estuary is an important wildlife resource and is noted for its wading and migrating birds. Much of the estuary has European Protected status as a Special Protection Area; parts are also a RAMSAR site and SSSI Exmouth marks the Western end of the Dorset and East Devon Coast World Heritage Site (Jurassic Coast).

## Future Development in Exmouth

- 10.5 The Council, with partners, has developed various initiatives aimed at promoting and enhancing Exmouth, including environmental improvement schemes in the town centre and along the waterfront<sup>39</sup>. In 2010 East Devon District and Devon County Councils appointed LDA Design to undertake a comprehensive Study for the town centre including the preparation of proposals and a delivery plan to encourage investment in the Royal Avenue, estuaryside and London Inn areas. The Local Plan will incorporate the key findings of the Masterplan<sup>40</sup> work.
- 10.6 We will enhance Exmouth by:
- a) Promoting a range of services and an improved town centre to meet local needs for shopping and community facilities.
  - b) Encouraging town centre retail development with a new supermarket being key to securing additional retail activity, business confidence, investment and jobs.
  - c) Promoting new employment to reduce the need for out-commuting for work, and work-related training.
  - d) Promoting new recreational, health and educational facilities, further assisting in the regeneration of the area and helping to meet the needs of residents. A particular emphasis will be attached to local area facility provision in the North of the town.
  - e) Planning for completion of Dinan Way to help remove traffic from residential streets and ease access to the South Eastern parts of the town.
  - f) Promoting enhancement of public transport links to Exeter through increased services and longer trains and provision of an Improved Transport Interchange.
  - g) Promoting the town as a high quality tourist destination capitalising on its waterfront assets.
  - h) Seeking to secure 'care' and 'extra care' housing provision in the town for the elderly.
  - i) Conserve and enhance the built environment and historic qualities of Exmouth and promote these as assets for visitors to the town and residents.
  - j) Conserve and enhance the natural environmental qualities of the River Exe and its estuary the World Heritage Site coastline and also the Area of Outstanding Natural Beauty and other countryside assets.
  - k) Working with partners, seek to reduce the adverse impacts of traffic on the town centre.

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<sup>39</sup> EDDC (2004) "Orcombe Point Development Brief" - [ID: Parish/Town Council – Ptc018]

<sup>40</sup> LDA Design (2011) "Draft Exmouth Town Centre and Seafront Masterplan" – [ID: Regeneration - Rgn001]

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- l) Enhance the visual appearance of the town, including improved signage. The design guide for shop fronts should be consulted where necessary.
  - m) Encourage walkers and cyclists to the Exe Estuary trail, improve signage for the Dorset and East Devon Coast World Heritage Site (Jurassic Coast) and promote completion and use of Valley Parks and leisure routes in and around Exmouth. An Access and Cycle Strategy for Exmouth is being produced to update the 2007 version<sup>41</sup> and accompanying map<sup>42</sup>.
- 10.7 At the Former Rolle College campus site there are proposals for a mixed use development comprising housing, employment and education uses. A not for profit Industrial and Provident Company has been set up for the benefit of the community. The company seeks to purchase about half of the site within 3 years of signing an agreement with the University of Plymouth. The University of Plymouth will sell the remainder for housing purposes unless an alternative more beneficial planning arrangement can be made to achieve community objectives including employment, education and leisure.
- 10.8 Housing land allocations in Exmouth have been informed by a study of potential development sites.<sup>43</sup>

### **The Exmouth Seafont, Masterplan and Regeneration Proposals**

- 10.9 The Exmouth Seafont is recognised as a key asset for the town and the Council is a key driver in its further enhancement. To this end, along with Devon County Council, the District Council appointed LDA Design to undertake a town centre and waterfront design study to identify opportunities for renewal and improvement in the physical, economic and environmental quality of the town. The Final LDA study<sup>44</sup> and recommendations and conclusion have been endorsed by the Council. The implementation of some projects in the Masterplan is underway but the Council also recognises that it is time to re-evaluate the Masterplan. The future intention is that a new or refreshed Masterplan will be produced with this becoming a Supplementary Planning Document (SPD).
- 10.10 In 2014 the Council commissioned a Habitat Regulations Assessment of the Exmouth Town Centre and Seafont Masterplan by Footprint Ecology. Amongst other matters this assessment reviewed the differing projects making up the overall Masterplan work and made a series of project specific recommendations in respect of the Habitat Regulations. The assessment work notes that recreation activity and pressure has a negative impact on the European Sites. This past assessment and future Habitat Regulations assessment work will inform a future Masterplan and SPD, noting that The effective implementation of the policies of the Local Plan, and the proposals of the Masterplan, should not result in an increase in disturbance of the SPA birds and their habitats. Roosting and feeding areas can be especially sensitive to activity and development pressure and the possible

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<sup>41</sup> Exmouth Cyclepath Working Group (2009) "A Strategy for Cyclepaths in Exmouth" – [ID: Infrastructure – Inf005]

<sup>42</sup> Exmouth Cyclepath Working Group (2009) "A Strategy for Cycle Routes in Exmouth - Map 2007" – [ID: Infrastructure – Inf006]

<sup>43</sup> EDDC (2009) "Exmouth - Evaluation of Potential Strategic Allocations" - Exmouth - Evaluation of Potential Strategic Allocations {ID: Housing – Hsg007}

<sup>44</sup> LDA Design for EDDC (2011) Exmouth Masterplan – [ID: Regeneration – Rgn001]

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existence of high tide roosts could impact on development potential and proposals. Investigation of roost should precede proposals or applications for development and be part of the work to inform a future Masterplan.

- 10.11 The London Inn Car Park, Post Office and yard, former gas holder site in Union Street and the builders merchant premises in Fore Street have potential to provide additional retail and commercial development, together with short stay car parking to support the regeneration of the town centre. It is recognised that the former gas holder site and adjoining land, which forms part of a gas works, may be contaminated.

### **Habitat Mitigation in Exmouth**

- 10.12 Mitigation measures in respect of Exmouth established as needed to comply with Habitat Regulation related assessment will need to accord with the 'South-east Devon European Site Mitigation Strategy'. The strategy provides for one or more SANGS in Exmouth and this provision will need to be provided ahead of or in parallel with residential development in the town and further afield. Where possible SANGS should dovetail with wider Green Infrastructure policies and be compatible with neighbouring authorities' plans. The functionality of any potential SANGS and its contribution to the avoidance of a likely significant effect must be clearly demonstrated.
- 10.13 The implementation of proposals in Exmouth will need to demonstrate Habitat Regulations compliance through provision of appropriate mitigation in accordance with the 'South-east Devon European Site Mitigation Strategy' or be supported by their own assessment with mitigation identified and measures guaranteeing delivery, where appropriate, identified. Component projects within the Masterplan should also seek to maximise opportunities to deliver relevant measures set out in the Mitigation Strategy.

## Strategy 22 - Development at Exmouth

**Exmouth will see larger scale development. Working with our partners in Exmouth, we will specifically plan for and promote proposals that are consistent with the strategy which is to promote:**

1. **New Homes** - Moderate new housing provision
2. **Jobs** - significant new employment provision in the town.
3. **Town Centre** - significant investment in new retail and commercial facilities in the town centre and the improvement of links between the town centre and seafront through Bath Road.
4. **Social and Community and Leisure Facilities** - new facilities to serve the needs of residents. These include enhanced medical services, educational facilities, library and other commercial services.
5. **Infrastructure** – key elements of infrastructure provision will need to include:
  - a) upgrading of public transport provision to and from Exeter, primarily through the provision of an integrated transport interchange and other enhancements to public transport improvements;
  - b) completion of Dinan Way, this highway completion is likely to require developer contribution funding. Land shown on the Proposal Map is safeguarded for completion of Dinan Way and in the safeguarded area development proposals that could prejudice development of the road will be resisted; (see also Policy TC8);
  - c) upgrading of sewerage, mains gas and public water supply, education, medical and social care provision in Exmouth to facilitate the growing community and changing demographics; and
  - d) a 210 pupil primary school (1.5ha site), including a nursery (at the Goodmores Farm site).
  - e) Contributions to and improvement of walking and cycling routes in the town, through new provision and links and enhancement of existing provision.
6. **Environment** – make sure that any development does not harm wildlife and habitats in the Exmouth area. In particular, the water quality of the Exe Estuary and the surrounding wildlife sites including the Pebblebed Heaths should be protected.
7. **Provision of SANGS** - Suitable Alternative Natural Green Space (or SANGS) will be essential in Exmouth to mitigate, under the Habitat Regulations, against adverse impacts that would otherwise arise from development on the Exe Estuary and Pebblebed Heath sites. Enhancement and extension of parts of the Valley Parks in the town specifically for SANGS provision, will form part of the overall delivery with longer terms SANGS provision being secured on additional land at, around or beyond the town.

**Habitat Mitigation** – All development at or close to or which could otherwise impact on the Exe estuary should take into account the Habitat Regulations Assessment of the Exmouth Town Centre and Seafront Masterplan. This assessment indicates that, taken individually or collectively, a number of the projects in the plan could, unless appropriately designed and implemented with effective mitigation, have unacceptable adverse impacts. Detailed assessment will need to accompany development proposals and site design and implementation, screening, fencing and landscaping and other measures should ensure that adverse impacts do not arise and where possible positive wildlife enhancements should be an outcome of development or planned activity or use.

**Land Allocations at Exmouth** – as part of the delivery mechanism sites are allocated and shown on the proposals Map for development at:

- a) **Goodmores Farm** - mixed use development for 350 homes and around 5 hectares of land for mixed use employment (3 ha) and community and commercial facilities (2 ha) (SHLAA site W147).
- b) **Phase 3 at Liverton Business Park** - around 3 hectares of employment land.
- c) **Land South of Redgate** – Site 040A – is allocated for employment uses – a total of 0.5 hectares.

## 11 Honiton

### **Our vision for Honiton is:**

Working with our partners in Honiton we will focus on improvements to the existing urban fabric and particularly the town centre to help sustain a vibrant and economically active town, meeting its own needs and those of the wider countryside. Honiton is identified as a focus for economic development and modest housing growth. We will build on community aspirations for a vibrant local economy based on a niche market town with well integrated transport network and opportunities for physical activity.

We will seek to secure indigenous employment growth as well as inward investment to establish Honiton as a major employment and commercial focal point in East Devon. This would reflect the central position of Honiton in the District, its substantial catchment population and excellent road and rail links. We will allocate a strategic employment site to the West of Hayne Lane, with a phased delivery and identify sites for new homes.

### **Honiton Now**

- 11.1 Honiton is centrally located in East Devon and acts as a focus for shopping, employment and services for the surrounding rural area. The town nestles into the Otter Valley and has a stunning rural setting falling between two Areas of Outstanding Natural Beauty. Honiton has the best transport links of all the towns in East Devon, benefiting from a train station on the Exeter to Waterloo line and the main A30 East-West road link which skirts the North of the town. There is a long, distinctive and very wide main street flanked by Listed Buildings, which forms the main town centre and the town has a concentration of heritage assets in the medieval planned town, Roman Road, Roman fort at Pomeroy Wood, as well as prehistoric sites at Hayne Lane. Honiton is noted for its antique shops that attract visitors to the town, but an out of town Tesco store dominates the food market and an out of town Lidl has recently opened. A recently updated retail study<sup>45</sup> (by GVA Grimley) found Honiton to have a reasonable healthy town centre with a niche shopping role and a low vacancy rate. There is capacity for additional non-food shopping, but very little capacity for extra food shopping.
- 11.2 Honiton has been the focus for a large proportion of the District's recent housing provision, with the population more than doubling between 1970 and 2012 from 5,000 to 11,608<sup>46</sup>. There are around 5,369 dwellings within the existing settlement (as defined by the 'Built-up Area Boundary' of the adopted East Devon Local Plan). Industrial land has also been developed and some of this land in 'Heath Park' to the West of the town has been used for retail uses. The population expansion has not been accompanied by an increase in community facilities and there is a shortage of open space, sports pitches and community facilities. There are 2 primary schools and one secondary school, all of which

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<sup>45</sup> GVA Grimley (2011) "East Devon Retail Study – Update 2011" – [ID: Retail – Ret003]

<sup>46</sup> Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [General – Gen014]

it is estimated will be under capacity in 2013. Options for town expansion are severely limited by highway, topography, flooding, landscape and land ownership issues.

### **Honiton: The Future**

- 11.3 Honiton will act as a focal point for jobs, shops, recreation and cultural facilities to serve local need including the smaller surrounding settlements. The town centre will be the focus for commercial uses to retain vitality but business opportunities will also be available at a new employment allocation to the West of the town. The fact that Honiton has good transport links and is central to the District is key to the employment-oriented growth agenda for the town that can genuinely compete with other larger centres to attract major strategic inward employment investment. A strategic employment allocation of 15 hectares is proposed to the West of Hayne Lane and North of the railway line to take advantage of Honiton's advantageous business location. Whilst 15 hectares is a relatively large allocation for Honiton, the costs of providing infrastructure for the site are high and a smaller allocation is unlikely to be viable. It should be noted that East Devon District Council own part of the land proposed for employment. It was purchased for recreational purposes and there is a legal clause restricting the use to recreation. The Council has not formally confirmed whether their land is available for development.
- 11.4 There is an aspiration for an A35 relief road and possible development to the East of Honiton, commensurate with this objective, could help with provision. However, there are currently no indications from landowners that significant areas of land are available for development to the East of Honiton that could provide for and finance what would need to be an extremely expensive major road scheme.
- 11.5 The strategic advantages of Honiton's central East Devon location, close to the proposed employment sites in the 'West End' also make it a logical focus for additional housing.
- 11.6 We will enhance Honiton by:
- a) Directing new retail, leisure, tourist and major community uses to the town centre, unless there are no suitable sites available.
  - b) Allocating land for employment uses on land to the West of Heath Park, subject to the implementation of highway improvements at the 'Turk's Head' junction. This will provide opportunities for local businesses to expand.
  - c) Improving sporting, cultural and community facilities to serve Honiton and the surrounding rural area by requiring new provision in any large new development and supporting community initiatives to develop these; these considerations are highlighted in a Honiton Town Plan<sup>47</sup>.
  - d) Encouraging the provision of sports pitches on hill top land to the South of the town in line with community aspirations.
  - e) Conserve and enhance the environmental quality of the town centre as the major asset for visitors to the town and a key resource for residents.
  - f) Support community initiatives to extend the network of green links to surrounding countryside.
  - g) Seek ways of reducing the level of heavy goods vehicles in the town centre.

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<sup>47</sup> Honiton Town Council (2004) "Honiton Town Plan" – [ID: Parish/Town Council – Ptc014]

- h) Introduce measures to improve air quality if necessary.
  - i) Require the strategic employment allocation to the West of Honiton to be designed at the outset to the highest sustainability standards.
- 11.7 At a local level in Honiton Land North and South of Chapel Street between the rear of properties in High Street and Queen Street has potential for redevelopment although access is difficult and the historic street pattern would need to be retained. As a town centre site a mixed use development would be appropriate and there is potential for the provision of public open space to provide a quiet traffic free sitting area in a formal garden close to the town centre. A development brief was adopted as Supplementary Planning Guidance by the District Council in autumn 2004 and any proposals for new development should have regard to this.
- 11.8 Potential strategic allocations sites for Honiton were evaluated in a study undertaken in 2009 and this has informed plan policy<sup>48</sup>.

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<sup>48</sup> EDDC (2009) "Honiton - Evaluation of Potential Strategic Allocations" – [ID: Housing – Hsg022]

## Strategy 23 - Development at Honiton

**Honiton will see a moderate scale of development through the Local Plan. Working with our partners in Honiton we will focus development on the existing urban fabric and particularly improvements to the existing town centre to help sustain a vibrant and economically active town, meeting its own needs and those of the wider countryside. Honiton's aspiration is to remain compact enough to minimise car travel and not to extend into a ribbon development. Proposals for development in Honiton should be consistent with the strategy which is to:**

**New Homes** – Encourage the building of additional new homes within the Built-up Area Boundary for Honiton.

1. **Jobs** – make provision for additional employment land through a site allocation for B class use only.
2. **Town Centre** – give priority to the enhancement of the environment and promotion of business opportunities in the town centre shopping area defined on the inset plan to provide the focus for jobs, shops, tourism, leisure and recreation.
3. **Social and Community Facilities** – support the schools, health and other service providers to meet their accommodation needs and local aspirations for new and improved facilities.
4. **Infrastructure** - require new developments to meet their own infrastructure requirements, including improvements at the Turk's Head junction, which would need to be developer funded. Improved cycle links will need to be provided from any development on the western side of the town to the town centre and town facilities and amenities.
5. **Environment** – support schemes which enhance the quality of the town's environment.

**Land Allocations at Honiton** – as part of the delivery mechanism sites are allocated and shown on the Proposals Map for development:

- a) **At Ottery Moor Lane** - within the existing Built-up Area Boundary to the North of the town centre. This site will house up to 150 new homes in a sustainable location close to the town centre (SHLAA sites E164, E321 and E322). High quality walking and cycling links will need to be established to local amenities.
- b) **On land West of Hayne Lane** - and North of the railway line - for employment (B Use Classes), with a phased delivery: initially 5 hectares will be released with a second 10 hectares to be released if needed after a 5 year plan review. (Employment site 042)
- c) **Heathpark Industrial Estate** - Currently undeveloped, greenfield land within the existing industrial estate – Sites 011A, 011B, 011C and 011D – is allocated for employment uses – a total of 3.2 hectares.

## 12 Ottery St Mary

### **Our vision for Ottery St Mary is one of:**

The strategy for Ottery St Mary will see development focused on meeting local needs and making the town a more vibrant centre. The viability of the town centre will be enhanced through additional housing development and employment opportunities, whilst conserving and enhancing the fine built heritage of Ottery St Mary.

Land West of the Kings School is safeguarded for community/educational use.

### **Ottery St Mary Now**

- 12.1 The Parish of Ottery St Mary has around 9,010<sup>49</sup> residents, of which, around 5,000 are estimated to live in the town itself. It is a very attractive and long established small town with a historic core of great architectural value. The town centre has however, struggled to remain vibrant and parts of the town are subject to flooding from the river Otter. The sewage plant serving Ottery St Mary is at capacity and major works are required before larger scale development can take place. This will reduce potential for development in the shorter term, although it will be possible for South West Water to plan for the major works required in order to deliver the scale of development proposed.
- 12.2 A major supermarket of 2,000 Square meters (20,000 square feet) floor space opened in October 2011 and should reduce the number of residents of the town leaving Ottery St Mary to shop elsewhere. Furthermore, the new supermarket provides additional local job opportunities and should attract additional people into the town and encourage additional retail visits to other shops and businesses. The updated GVA Grimley retail study<sup>50</sup> has found that Ottery St Mary has a high proportion of food and service outlets with low numbers of non-food units. There are low vacancy rates but poor levels of bulk food trip retention, although this may be redressed with the new supermarket.
- 12.3 Ottery St Mary has reasonable bus links but does not have a railway station. Road links out of the town, going west towards Exeter, are very good but narrow roads and one way streets and pinch points affect the flow of traffic in a number of parts of the town. The proposed improved transport to serve Cranbrook might usefully connect to Ottery St Mary resulting in a more attractive bus service. Many residents commute to work and there are limited jobs available in the town. The King's School has developed a very good reputation attracting students from a wide surrounding area but it operates from a constrained site with sports pitches separated from the school by a main road. There is existing pressure on primary school places both locally and within the surrounding area. Whilst the town has a range of facilities the library is seen as substandard and difficult to access for the disabled, although Devon County Council advises that there are no plans to replace it in the short term. The town attracts a small number of tourists but with its

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<sup>49</sup> Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [General – Gen014]

<sup>50</sup> GVA Grimley (2011) "East Devon Retail Study – Update 2011" – [ID: Retail – Ret003]

connections to Coleridge, fine buildings and impressive setting alongside the River Otter offers further potential.

### **Ottery St Mary: The Future**

- 12.4 Ottery St Mary will continue to be an appealing town where employment and housing development will be promoted to meet local needs. The focus of attention will be on the town centre with enhanced retail provision and commercial vitality being key priorities. Ottery St Mary town centre and its facilities serve the town and surrounding hinterland and we will aim to consolidate and enhance this.
- 12.5 We will enhance Ottery St Mary by:
- a) Promoting linked trips to the shops and businesses in the town.
  - b) Improving sporting, cultural and community facilities to serve Ottery St Mary and the surrounding rural area by seeking new facilities or enhancements to existing facilities in parallel with other developments.
  - c) Safeguarding land to the west of the King's School for community/educational use.
  - d) Conserving the built environment and historic qualities of Ottery St Mary, especially in the town centre, and promoting these as assets for visitors to the town and residents. An Ottery St Mary town plan picks up on many of these themes<sup>51</sup>:
  - e) Supporting community initiatives to extend the network of green links to the surrounding countryside.
  - f) Promoting links to the river Otter and to footpaths along the river.
  - g) Working with partners, to seek to reduce the congestion in the town centre, taking the town's narrow streets into account.
  - h) Promoting measures to reduce potential future flooding and avoid development on the extensive flood zones to the West and North of the town.
  - i) Enhancing the visual appearance of the Western side of the town, recognising its importance as a 'gateway entrance' to Ottery St Mary.
  - j) Encourage initiatives aimed at promoting a cycle link along the course of the old railway linking Ottery St Mary to Tipton St John.

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<sup>51</sup> Ottery St Mary Town Council (2007) "Ottery St Mary Town Plan" – [ID: Parish/Town Council – Ptc015]

## Strategy 24 - Development at Ottery St Mary

**Ottery St Mary will see development focused on meeting local needs and making the town a more vibrant centre. The viability of the town centre will be enhanced through additional housing development. Proposals for development in Ottery St Mary should be consistent with the strategy which is to:**

1. **New Homes** – provide for new homes within the town;
2. **Jobs** - provision of employment opportunities, including on land allocated for employment uses ;
3. **Town Centre** – give priority to the enhancement of the environment and the promotion of business opportunities within the Town Centre Shopping area defined on the Ottery St Mary inset plan to improve the attraction of Ottery St Mary for residents, visitors and businesses;
4. **Social and Community Facilities** – support the schools, health and other service providers to meet their accommodation needs, including allocating land West of The King’s School for community and educational uses. Further development in Ottery St Mary and surrounding areas will generate the need for additional primary school provision;
5. **Infrastructure** - better management of road space in the town centre to alleviate congestion together with improved pedestrian and cycle links throughout the town; and
6. **Environment** – support schemes which enhance the quality of the town’s environment.

**Land Allocations** – land is allocated for employment uses at Finnimore Industrial Estate as shown on the Proposals Map (sites 008A, 008B and 008C, totalling 2.2 hectares);



## 13 Seaton

### **Our vision for Seaton is one of:**

Placing emphasis on securing regeneration area development with additional employment provision in the town. Longer term growth of tourism, especially green tourism, is a fundamental objective to be promoted and we will seek to enhance the social and community facilities of the town. The Axe wetlands, Dorset and East Devon Coast World Heritage Site (Jurassic Coast) and surrounding exceptional coastline will be key environmental assets that will be integral to the future success of the town.

### **Seaton Now**

- 13.1 Seaton is a modestly-sized coastal town with a population around 7,385<sup>52</sup> people. Almost 38% of the population in 2001 was aged 65 or over, (compared to the average for England and Wales of 17.3%). 34% of the population were in employment, with most working outside the town, mainly travelling by car. However, a significant proportion (one third) of those with jobs either worked at home or got to their work places without using a car or public transport. Over the 1995 to 2009 period 524 net new dwellings were built in the town, an average of 37 per year.
- 13.2 Seaton's two main functions are therefore, as a residential base, popular with retired people and commuters, and as a traditional seaside resort. In the last 10 years, Seaton has been affected heavily by the closure of the Lyme Bay Holiday Park. Many jobs within the town are relatively low paid and/or seasonal, notably in the tourist and care industries. Seaton, as a coastal town, adjoining Axmouth Harbour, has small-scale opportunities for developing marine based employment, including fishing, marine transport, boat building and marine engineering in addition to tourism and water-sports based development.
- 13.3 The level of commercial services for the resident population, now that the new Tesco supermarket has opened, is seen as appropriate to discourage travel to other towns<sup>53</sup>. However, community facilities, school, health, social and cultural, are seen as borderline or inadequate with no capacity to serve additional residents.
- 13.4 The town is located within a stunning natural environment with international and national recognition of its geological, wildlife habitat and landscape quality value (World Heritage Site, three European Special Areas of Conservation, East Devon Area of Outstanding Natural Beauty) and numerous local wildlife designations. The Council's work on the Axe Wetlands Project has over recent years had huge impact, raising the biodiversity value, and the public's understanding and appreciation of this special area. The Axe Estuary and much of the bordering parts of the town, together with the whole of the seafront are vulnerable to flooding from the river and from the sea. The built heritage of the town is

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<sup>52</sup> Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [General – Gen014]

<sup>53</sup> GVA Grimley (2011) "East Devon Retail Study – Update 2011" – [ID: Retail – Ret003]

also recognised by the designation of a Conservation Area covering most of the town centre with many properties being listed as of national architectural or historic interest.

- 13.5 The East Devon Local Plan promotes the regeneration of a large area of the South-Eastern part of the town for housing employment, leisure and retail development

### **Seaton: The Future**

- 13.6 We will enhance Seaton's role as an attractive place to live, work and visit by:
- a) Encouraging the timely and careful roll-out of the regeneration projects already in the pipeline.
  - b) Ensuring the conservation and enhancement of the world-class natural environment, understanding of its value, and non-damaging access to it as well as recognising Seaton and surrounding important built heritage assets.
  - c) Supporting and promoting the town as a focus for "green" tourism and study with sustainable transportation links and a range of accommodation, interpretation and education facilities (planned Discovery Centre) that fit this special landscape.
  - d) Enhancing traditional seaside heritage and waterborne activity by improvements to the sea wall, esplanade, harbour and beach front to make the most of the leisure, commercial, and cultural opportunities presented by the town's coastal position.
  - e) Restricting any further significant housing developments beyond the existing Built-up Area boundary by locating the majority of the required 150 houses within the existing town.
  - f) Protecting existing and allocated employment land from being lost to other uses
  - g) Encouraging the provision of high speed broadband to the settlement, and requiring a threshold service/speed level to serve all new development.
  - h) Managing development carefully to comply with the coastal policies of this plan.
  - i) Ensure that the integrity of the European wildlife and habitats sites adjoining and near the town are not compromised.
  - j) Protect the ancient heritage of the town and ensure that new development is not detrimental to the conservation of archaeology
  - k) Extending the network of green links within the settlement and to surrounding countryside and settlements. In particular we will promote the Sustrans' Cycle Route.
  - l) Finding positive solutions to ensure that necessary traffic (for tourist and commercial activity and for major construction works planned for the regeneration area within the town) causes minimal damage to the quality, character and appearance of the area.
  - m) Exploring the use of renewable energy sources to help mitigate the effects of climate change.
- 13.7 Seaton will be supported in its role as an important visitor destination on the East Devon Coast, with the onus placed on conservation and enhancement of the surrounding natural environment.<sup>54</sup> <sup>55</sup>There will be limited housing development in the short term beyond that already proposed in the regeneration area.

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<sup>54</sup> Seaton Town Council (2009) "Seaton Town Design Statement 2009" – [ID: Parish/Town Council – Ptc016]

<sup>55</sup> Seaton Town Council (2003) "Seaton Town Strategy 2003" – [ID: Parish/Town Council – Ptc017]

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## Strategy 25 - Development at Seaton

**Working with our partners in Seaton we will promote Seaton's role as an important 'green' tourism destination on the Dorset and East Devon Coast World Heritage Site (Jurassic Coast), secure completion of the Regeneration Area and plan for longer modest term growth. Proposals for development in Seaton should be consistent with the strategy which is to:**

1. **New Homes** - Allocate land for additional homes on sites within and adjoining the town (with a small allowance, made for future windfall completions).
2. **Jobs** - Existing and allocated employment sites will be protected from change of use and land will be identified at the regeneration site for a mix of commercial, employment, retail, tourism and housing uses. In particular, Harepath Road will form the focus for current and future job opportunities in Seaton. Improvements to broadband provision and to public transport for commuters will be sought to help to provide, retain and make more sustainable job opportunities for the town. Green, educative and watersport themes for tourism will be promoted by the development of sustainable transport routes, including the Sustrans' Cycle Route learning facilities and a range of new holiday accommodation. Allied with this, the town will be promoted as "Natural Seaton" and provision of high quality, overnight accommodation within the town will be encouraged.
3. **Town Centre** - The enhancement of the existing fabric and character of the town, including design improvements and expansion of commercial opportunities in waterfront areas (sea wall and esplanade and harbour and estuary) will underpin Seaton's developing role as a year-round holiday destination. Priority will be given to the enhancement of the environment and the promotion of business opportunities within the Town Centre to improve the attraction of the town for residents, visitors and businesses.
4. **Social and Community Facilities and sport and recreation provision** – Provision of new sport and leisure facilities to meet the needs of the whole community will be strongly encouraged. Improvements to community and recreational facilities, particularly for young people, will be required to match new homes commitments and to redress the existing shortage of playing field space. Public and non-car transport links will be improved within and to and from the town, especially where supportive of sustainable tourism. Schools, health and other service providers will be supported to meet their accommodation needs.
5. **Environment** - Seaton's outstanding natural environment especially its wetlands is its most precious and defining asset, and policies for the conservation, enhancement and sensitive management of the landscape, heritage and wildlife of the area will be prominent.

**Land Allocations at Seaton** – as part of the delivery mechanism sites are allocated and shown on the Proposals Map for development:

- a) **North of the town** - (east of Harepath Road, north of Fosseway Industrial estate, also previously referred to as LSE2) (Employment site 118b) – this land is allocated for mixed-use employment and recreation uses with the employment element taking up no more than 55% of the site.
  
- b) **Land North of Rowan Drive** – Land north of Rowan Drive is allocated for 30 new homes, SHLAA sites E007 and E008.

## 14 Sidmouth

### **Our vision for Sidmouth is one of:**

Seeking to accommodate modest employment and limited housing growth to meet locally generated needs with the objective of retaining and consolidating the existing qualities and character of the town. The historic character of Sidmouth will be conserved and enhanced with sensitive redevelopment adding to the commercial vibrancy of the town. Park and ride provision will offer potential for management of traffic in the town. Provision will be made for improved existing employment sites and a new employment site or sites.

### **Sidmouth Now**

- 14.1 Sidmouth originated as a small coastal fishing community and developed into a fashionable resort. Today it is nationally renowned as a Regency seaside town of exceptional charm, character and architectural value. The architectural and historic qualities justify large parts of the town being designated as Conservation Areas. The Esplanade and sea front areas are amongst the most attractive parts of the town and help to define its special charm and character. As well as its built heritage the town is notable for its exceptional environmental qualities. Attractive hilly and mixed arable and wooded countryside falling in the East Devon Area of Outstanding Natural Beauty abuts the Eastern, northern and Western sides of the town. The Byes is an important open parkland area that runs through the town alongside the River Sid down to the sea. Sidmouth is designated as a "Gateway Town" for the Dorset and East Devon Coast World Heritage Site which offers potential opportunities for sustainable tourism.
- 14.2 The Parish of Sidmouth has a population of around 14,106<sup>56</sup> residents most of whom live in the town. The population is swelled by a year round tourist population that peaks during the annual Sidmouth Festival in August. The town has an elderly population profile and is a very popular retirement destination but it does also have all round family appeal. Sidmouth supports a very wide range of facilities and is a commercially vibrant town with many independent and successful shops, bars and cafés. The town centre acts as a focal point for residents and visitors alike and also for people from surrounding areas and those employed in the town.

### **Sidmouth: The Future**

- 14.3 We will conserve and enhance the overall quality and appeal of Sidmouth by:
- a) Meeting Sidmouth's housing needs through redevelopment opportunities within the town to accommodate 150 homes.
  - b) Promoting opportunities for further development of high quality tourism in Sidmouth especially in respect of shoulder seasons and out of season visitor appeal.

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<sup>56</sup> Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [General – Gen014]

- c) Improving sporting, cultural and community facilities to serve Sidmouth and the surrounding rural area by seeking new facilities or enhancements to existing facilities in parallel with other developments.
- d) Promote a mixed use redevelopment of the East End and Drill Hall site on the Esplanade.
- e) Promote an upgrading of or new access into the Alexandria Industrial Estate and a new employment site on the Northern edge of Sidmouth<sup>57</sup>. Employment provision will help promote the commercial vitality of the town.
- f) Conserving and enhancing the built environment and historic qualities of Sidmouth, especially in the town centre and Seafront and continue to promote these as assets for visitors to the town and key resources for residents.
- g) Conserving and enhancing the special qualities of the Byes and promote footpath and pedestrian links. We will promote opportunities for sensitively planned, located and improved recreation provision.
- h) Working with partners we will seek to reduce the adverse impacts of traffic on the town centre, opening up potential for further pedestrianisation and promoting access into the town through “park and ride” (and park and change) proposals.
- i) We will seek to manage the impact of coastal change through designation of a ‘Coastal Change Management Area’.

### **Access to Alexandria Industrial Estate in Sidmouth**

- 14.4 Industrial traffic to and from the Alexandria Industrial Estate uses the residential Alexandria Road and Pathwhorlands and the latter road is narrow and without footways. An access road from Bulverton Road (B3176) into the estate would relieve these roads of industrial traffic and provide a safer access such an initiative would be supported by the Council.

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<sup>57</sup> EDDC (2012) “Strategic Landscape and Visual Appraisals Honiton and Sidmouth” – [ID: Environment – Env032]

## Strategy 26 - Development at Sidmouth

**The approach for Sidmouth will see limited housing development within the existing Built-up Area Boundary. Commercial development will be focused on complementing the high quality of the town and its importance as a year round tourism destination. Job opportunities will also be provided through the allocation of additional employment land. Proposals for development in Sidmouth should be consistent with the strategy which is to:**

1. **New Homes** – allocate land to accommodate new homes to be provided on sites within the existing Built-up Area Boundary with a small, 50 home allowance, made for future windfall completions).
2. **Jobs** - provision of up to 5 hectares of additional employment land, with a particular onus on B1 space (with any retail “ancillary to primary use of each unit”). Land is allocated north of Sidford (Site 041A / 041B). This will be developed in 2 phases, the first of 3 hectares in the Southern part of the site (041B), and the second phase of 2 hectares in the Northern part of the site (041A) after the 5 year review of the Local Plan. The second phase will not be allowed to go ahead until after the 5 year review and only if the Southern part of the site has been fully developed and at least 90% occupied for employment uses first. If the first phase has not been developed by the first plan review, then the employment allocation for Sidmouth should be re-examined. Furthermore, the employment site must be subject to the highest design and landscaping standards with extensive planting and wide buffers around existing homes to minimise any amenity impacts. The proposed employment site will need to contribute a section towards the Sidmouth to Sidbury cycle route.
3. **Town Centre** - enhancement of the environment and promotion of business opportunities in the town centre,
4. **Social and Community Facilities** – facilities (to include schools) to match future development and new housing,
5. **Infrastructure** - better management of road space in the town centre to alleviate congestion, and park and change provision to incorporate car parking provision accessible to local bus routes and services.
- 6 **Environment** – Sidmouth’s outstanding natural environment is a key asset and conservation, enhancement and sensitive management of the landscape, heritage and wildlife of the area is critical.

**Further land Allocations at Sidmouth** – as part of the delivery mechanism sites are allocated and shown on the Proposals Map for development:

- a) **Land at Current Council Office Site** – Land for residential use is allocated for 50 homes, site ED02A.

- b) **Land at Current Manstone Depot** – Land for residential use is allocated for 20 homes, site ED01).
- c) **Land at Port Royal Site** – Land for residential use is allocated for 30 homes (site ED03 (this site will incorporate mixed use redevelopment to include housing and community, commercial, recreation and other uses).
- d) **Land at Alexandria Industrial Estate** – Land for employment use of 0.5 hectares, sites 001A and 001B.

## 15 Smaller Towns, Villages and Countryside

### **Our vision for smaller towns, villages and the countryside is one of:**

Seeking to accommodate modest development that supports and complements rural areas whilst helping to sustain their intrinsic qualities and appeal. This will need to be achieved in the context of planning for development in the highest quality of built and natural environmental settings whilst supporting communities social well being and respecting the intrinsic features that help define the character of rural East Devon. But all the time recognising that rural East Devon has been designed and shaped by farming and rural practices and these will need to remain an intrinsic part of the future.

### **Ensuring Vibrant Rural Areas**

- 15.1 In our smaller towns, villages, hamlets and the rural areas of East Devon we aim to secure a vibrant and dynamic future with an emphasis on community led development to meet local needs.
- 15.2 We are keen to ensure that new development in the smaller towns, villages and the countryside of East Devon will contribute towards making places vibrant without overwhelming areas with excessive new development. To this end the primary focus for rural development will be on meeting local needs and supporting the facilities and services available in rural areas whilst safeguarding and, where possible enhancing, the natural and built environment. Key components of the rural strategy are:
- a) Outside the seven main towns and Cranbrook/West End sites a moderate level of growth will be focused in the smaller towns and larger villages particularly where this meets local needs, for affordable housing, new jobs or sheltered homes. Suitability of places for growth and the scale and nature of that growth should be determined on the basis of a range of social, environmental and economic issues and should be informed by detailed local needs studies and village or parish plans.
  - b) Housing development should be balanced by the provision of jobs particularly those offering skilled positions. Technology based industry with a low environmental impact will be particularly encouraged.
  - c) The character of the countryside should be conserved and enhanced and new development should not detract from this.
  - d) Away from villages, farm and rural business diversification should take the form of small scale rural enterprises, re-use of existing buildings and for uses that add value to current farming enterprises. This would safeguard the food supply whilst providing financial support to farmers.

## **Office Building Conversion and Redevelopment at Clyst St Mary**

- 15.3 Clyst St Mary lies 1km to the east of Junction 30 of the M5 motorway and is home to a range of mid/late 20<sup>th</sup> century office buildings including one that is attached to an older former manor property and its associated courtyard stables/outbuildings. The former residential building, its associated outbuildings and one of the modern office blocks are listed. The entire site has been marketed for some time for commercial uses but there has been no reported/committed interest for employment generating uses.
- 15.4 In November 2014 applications were submitted for conversion of some office buildings for residential uses and demolition and replacement of others for new dwellings. The applications also propose residential uses on part of the green space parkland setting to the front of the manor house.
- 15.5 This site at Clyst St Mary presents the potential to reuse what is/will be a predominantly Brownfield site, in very close proximity to Exeter, for residential uses. The site, as comprising of the built footprint of existing buildings, but not the green space fronting onto the manor house, is allocated for residential development. It should be noted that in allocating this site for development it is the unique characteristics of the site, its current use, need to protect the listed building and close proximity to Exeter that warrant its allocation and as such development at this location forms an exception to policy for development at villages in East Devon as otherwise set out in this chapter of the plan.

### **Strategy 26B - Re-development of Redundant Offices Complex at Winslade Park and Land Adjoining Clyst St Mary**

Land is allocated on the southern side of Clyst St Mary village, as shown on the Proposals Map, for the conversion and redevelopment of redundant office buildings for residential uses with capacity to accommodate around 150 dwellings and to include 0.7 hectares of land (or retained office space equivalent in existing buildings) to provide for B1 office employment uses.

- 15.6 The response to consultation and the Taylor Review of the Rural Economy and Affordable Housing supports the view that restrictive planning and shortages of affordable homes contribute to villages and hamlets becoming “unsustainable communities” and this would be against sustainability objectives in the National Planning Policy Framework.

## **Uplyme and Lyme Regis**

- 15.7 The village of Uplyme in East Devon lies close to the coastal town of Lyme Regis in West Dorset. The East Devon and Dorset AONBs abut one another sweeping over both settlements and the surrounding countryside, and there are also constraints of land instability and highway access that limit development potential in and at both Uplyme and Lyme Regis. At Uplyme aspirations for development are modest whereas at Lyme Regis there is a local (Lyme Regis) expression of need for housing and employment, although this is not quantified through formal local housing and employment needs assessment in this area.

- 15.8 East Devon District Council will work with West Dorset District Council, Uplyme Parish Council and Lyme Regis Town Council (and the County Councils and other partners) to ensure over the long term that the most appropriate solutions to meeting the local needs of both communities are fully understood and explored and thereafter expressed in future policy documents, including neighbourhood plans. In terms of future development patterns, Uplyme and Lyme Regis are considered to be suitable only for limited local growth, rather than strategic or significant growth. A Joint Duty to Cooperate Update Statement on Cross-Boundary Issues at Uplyme/Lyme Regis dated 2014 has been produced by East Devon District Council and West Dorset District Council.

### Strategy 26C - Development at Uplyme

The District Council will work with West Dorset District Council, Uplyme Parish Council and Lyme Regis Town Council to undertake joint evidence gathering, including on constraints, and if necessary bring forward proposals of an appropriate scale to support the potential long term growth of Uplyme and Lyme Regis.

### Jobs in Rural Areas

- 15.9 Many rural villages act, to some extent at least, as dormitory commuter villages with residents working in nearby towns and cities<sup>58</sup>. Whilst this can be positive in terms of providing a high quality living environment for residents it may do little to support commercial viability and enterprise in villages. Also, commuters will often drive longer distances to jobs and public transport in most villages is poor. In response to this, the Council is keen to promote employment opportunities in rural areas. This is seen as a way to help to maintain and enhance village vitality and meet local needs whilst also providing an alternative to a reliance on commuting out for work purposes. New employment should be provided in conjunction with new housing provision. We are keen to see skilled jobs, and higher paid jobs, particularly in areas such as technology and home-working.

### Housing in Rural Areas

- 15.10 House prices across East Devon are high but in many rural areas they are particularly expensive.<sup>59</sup> This puts home ownership well beyond the 'affordability' of a lot of rural residents and families. The Council are keen to find innovative ways to meeting the need for affordable housing for rural areas and a key thrust of future policy will be towards local needs provision.
- 15.11 Provision of affordable housing will be subject to conditions requiring that it remains affordable in perpetuity. We will explore mechanisms for allocating affordable housing to those households with a local connection.

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<sup>58</sup> Roger Tym and Partners (2011) "East Devon Housing and Employment Study 2011" – [ID: Housing – Hsg002 and Employment Emp001]

<sup>59</sup> Roger Tym and Partners (2011) "East Devon Housing and Employment Study 2011" – [ID: Housing – Hsg002 and Employment Emp001]

- 15.12 Consultation<sup>60</sup> has highlighted a need for houses to suit residents throughout their lives and, whilst affordable housing may help young people to remain in their villages, those with special needs and older residents may require assistance and adapted accommodation if they are to continue living locally. Provision of sheltered accommodation will help to meet this need, may provide some local care work and will enable older residents to downsize freeing up their existing homes for families.
- 15.13 It is recognised that some open market housing can also be appropriate in rural areas, particularly if it will contribute towards affordable housing provision and will help to maintain a balanced population in terms of age and skills whilst helping to sustain some rural facilities.

### **Social and Community Facilities in Rural Areas**

- 15.14 A key aspect of village and rural life is the close community bond that can be established through well used and maintained facilities; but falling population numbers can threaten their viability. Village halls, pubs, shops, Places of Worship and Post Offices all add to the quality of rural life and the Council is keen to see their retention in the future and where possible additional new provision. Many rural communities across East Devon benefit from high quality halls and other community owned spaces which in many cases are full or even over-subscribed. Commercial facilities, including pubs and shops, are sometimes less successful and over recent years there has been a pattern, mirroring national trends, of facilities closing down. Increased population levels in villages and hence extra customers, as might be secured through additional housing, can play some part in sustaining village facilities, but the success of rural facilities also rests on the quality of the business and on community endorsement. Flexibility in the way in which commercial and community facilities operate may help to increase trade, for instance by sharing premises between the pub and Post Office or shop, or using a Place of Worship as a pre-school. The Council will resist the loss of facilities and aim to work with owners, operators and communities to provide, retain and improve facilities.
- 15.15 Extra affordable housing, because it will often house younger people and families, can play a particular role in helping sustain school numbers and thereby maintain village schools. It can also help to increase the presence of younger people in villages where often the age profile is increasingly aged.<sup>61</sup>
- 15.16 Additional retail, social and community facilities will be supported at all villages and contributions towards retention and/or provision will be sought from new development. Loss of existing facilities will be resisted.

### **Infrastructure in Rural Areas**

- 15.17 The infrastructure serving villages is often poor in comparison with towns and urban areas. Unless villages lie on a through route they will typically have poor public transport

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<sup>60</sup> EDDC (2010) "Outcome of Preferred Approach Consultation 2010" [ID: General Evidence – Gen006]

<sup>61</sup> EDDC (2011) "School Consultation Events Report" – [ID: General Evidence – Gen008]

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and many villages lack mains gas supply and other services. Broadband and electronic communications in villages and rural areas are often very poor, in terms of capacity and coverage, and this has been highlighted as a particular constraint on business start up and expansion. It will always be a challenge to secure public transport services for the more remote villages. For those without access to a car, or who are not able to walk or cycle longer distances, often including the young, elderly, disabled and parents with children, non-car based transport can be essential. Enhancing and supporting services and facilities which are able to meet the daily needs of residents will reduce the need to travel whilst increased communications and regular public transport service will reduce the social isolation often felt by the more vulnerable members of the community.

- 15.18 The Council recognise the need to promote and encourage public transport provision whilst also encouraging community transport services and links. There is also scope for mobile services, such as Doctors and grocers, to visit rural residents without transport. This will be encouraged but, due to the dispersed nature of rural residents, may not prove financially viable.

### **Development at Small Towns and Villages of East Devon**

- 15.19 There are a number of smaller towns and larger villages in East Devon that provide a range of facilities and services, and many have regular public transport services<sup>62</sup>. These settlements provide for some of the basic needs of their resident populations as well as for the needs of nearby rural areas and smaller villages. These settlements are to be identified by having a Built-up Area Boundary and are listed in policy. A Villages Development Plan Document will supersede the previous village Inset Maps and be produced separately from this main Local Plan document. To inform policy on village development a Small Towns and Villages Development Suitability Assessment 2014 report has been produced by East Devon District Council.
- 15.20 Some settlements may wish to see development to help deliver facilities or provide housing to meet a specific need. This will be acceptable provided it is supported by evidence and a Neighbourhood Plan demonstrating that the local community is supportive.
- 15.21 Our approach reflects the Government's agenda which aims to give neighbourhoods far more ability to determine the shape of the places in which their inhabitants live and help communities save local facilities and services threatened with closure, including taking over some local services.

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<sup>62</sup> EDDC (2009) "Facilities Checklist" – [ID: Parish/Town Council – Ptc020]

## Strategy 27 - Development at the Small Towns and Larger Villages

The following settlements vary in size and character but all offer a range of accessible services and facilities to meet many of the everyday needs of local residents and they have reasonable public transport. They will have a Built-up Area Boundary that will be designated in the East Devon Villages DPD though they will not have land specifically allocated for development.

- Beer
- Broadclyst
- Clyst St Mary
- Colyton
- East Budleigh
- Feniton
- Kilmington
- Lympstone
- Musbury
- Newton Poppleford
- Sidbury
- Uplyme
- West Hill
- Whimble
- Woodbury

If communities wish to promote development other than that which is supported through this strategy and other strategies in the Plan (at the settlements listed above or any other settlement) they will need to produce a Neighbourhood Plan or promote community led development (for example Community Land Trusts) justifying how and why, in a local context, the development will promote the objectives of sustainable development.

### **Affordable Housing in Rural Areas**

15.22 There is a pressing need for affordable housing throughout the District. In rural areas it is anticipated that this will mainly be provided as a percentage of allocated housing on larger sites however, on smaller sites, where this is impractical, a contribution towards affordable housing will be sought. To help provide for affordable housing, recognising the need to generate money to subsidise provision, mixed affordable/open market schemes will be permitted in rural areas where there is an identified need and new residents will be able to access facilities within walking distance. Policy in the next chapter of the plan sets out the criteria for such schemes. Sites will typically need to be located adjacent to, but outside, Built-up Area Boundaries. In some instances due to the need to protect an important historic, landscape or nature feature, sites not immediately adjacent but well-related and within easy walking distance will be considered, as may sites in villages without Built-up Area Boundaries but where those villages have a good range of facilities.

## **The Open Countryside of East Devon and the Smaller Villages and Hamlets**

- 15.23 In rural areas and beyond our villages the policy approach is one of development constraint and countryside conservation whilst recognising the needs of those who live or work there. There will be scope for small villages without Built-up Area Boundaries to benefit from limited development specifically to meet a proven local need, for instance for affordable housing or local employment, but generally these settlements will be expected to look to the larger settlements to provide general housing, employment and facilities. Improvements to rural technology will be strongly supported, particularly where this will facilitate home-working and reduce social isolation. Employment uses will be supported where these can provide jobs for local residents, particularly skilled employment, or aid the expansion of successful small firms.
- 15.24 These locations cannot meet residents' daily requirements but improvements to the range of services and facilities which they offer will be encouraged. The Local Plan will not allocate specific sites for development in the countryside but will consider applications with strong evidence of local need as exceptions to normal planning policy.

## **Agricultural and Other Rural Enterprises**

- 15.25 Over 90% of the land area of East Devon is non-developed rural land, much of outstanding landscape quality. A small element of this is heathland, woodland and open water but the vast majority is farmed, and has been for centuries. More than any other human activity farming has shaped the landscape of East Devon.
- 15.26 Farming and allied trades and businesses remain integral to the present and future of East Devon. Furthermore with an increasing onus on food security, local produce and reducing 'food-miles', it is important to establish policy for a productive countryside. The Council will seek to work with partners to secure a viable agricultural sector and promote development that will help retain and enhance farming, including cases where development, diversification and business activity would add value to agricultural, forestry or other rural practices.
- 15.27 Wherever possible we will encourage the re-use of modern redundant agricultural buildings for agriculture-related activity. Where such buildings are in poor condition, have a substantial negative impact on the landscape or are located in isolated positions their re-use is unlikely to be desirable and, ideally, they should be removed completely. Many buildings, however, will be well suited to alternative business uses, in terms of size, location, design and condition, offering an opportunity to generate an income for the farm on which they are located and employment for local people without detriment to the surrounding area. In these cases, re-use to provide jobs and accommodate new businesses or existing business expansion will be encouraged.
- 15.28 The Government is keen to re-use appropriate rural buildings to provide affordable homes as part of their 'Homes on the Farm' proposals. This will be feasible where such buildings are within or immediately well related to settlements.

### Strategy 28 - Sustaining and Diversifying Rural Enterprises

The Local Plan will provide for developments that will help sustain and diversify agricultural and traditional rural enterprises and add value to rural produce. The reuse of rural buildings to provide jobs and accommodate business start ups and expansions will be encouraged.

## 16 Thriving Communities

### **Supporting and Encouraging Thriving Communities**

- 16.1 Our communities each have a special character and culture which we must not lose. Elsewhere in this document we have set out the scale and location of future development in East Devon but there are a number of other considerations which are essential if communities are to continue to thrive and residents are to enjoy a high quality of life. If jobs and homes are provided in isolation they will meet some basic objectives, those of providing an income and a place to live, but will not contribute positively towards the communities in which they are located and will not fulfil any other needs of their residents. This section seeks to set out the overarching policy requirements which will ensure that we need to ensure that new development is successfully integrated into and contributes towards the wellbeing of existing communities whilst meeting the needs and expectations of new residents.
- 16.2 Local communities have the opportunity to influence directly the planning decisions that affect them. In addition to making and commenting upon planning applications, many communities have produced local guidance and position statements in the form of Parish Plans, Design Statements and Local Appraisals which can inform decision making. Housing and employment needs assessments can also help to establish the level of development appropriate to a particular settlement, whilst a facilities and services audit can identify any shortfalls in provision. Provided such documents are representative and have a high degree of community support they can be very valuable in guiding future development and in ensuring that adequate supporting infrastructure is provided. The work that neighbourhoods and people have done in the past and will do in the future will be key to achieving the objectives of 'localism' and local decision-making, which are at the core of the Government's thinking and agenda.
- 16.3 We will consult and engage residents so that we can understand what is special to them about the places that they live in and the need for further maintenance, control, or development so that local people feel that they can be influential in the way developments are managed. This will avoid losing what is special about individual communities.

### **Jobs and the Economy**

- 16.4 Key objectives for East Devon include seeking to improve job opportunities and business performance. We recognise that large scale inward investment into the District, providing skilled jobs, is most likely to occur in the Western part of East Devon and for this reason we have identified strategic development sites close to the M5 motorway that will appeal to this sector. Elsewhere in East Devon site provision is to be geared around securing development to promote business growth of smaller scale existing and new businesses.

- 16.5 The East Devon Economic policies are designed to ensure:
- a) The delivery of a wide range and type of employment land for potential investors. Care will be taken to avoid over provision where this might inhibit successful market delivery and local wealth and job creation.
  - b) The growth potential of existing local small and medium sized businesses is supported by encouraging the market delivery of suitable and accessible accommodation not only in the District's coastal and market towns, but also in association with rural housing development.
  - c) That local agriculture and land based enterprise is enabled to respond successfully to changing market and environmental conditions and to sustain its pivotal role in the maintenance of the District's outstanding natural landscapes.
  - d) That the District's visitor economy adapts successfully to the changing requirements of holiday makers, leisure, business and other visitors. The renewal and improvement of the District's stock of visitor accommodation will be encouraged as will investment in the maintenance and enhancement of local visitor attractions. Every effort will be made to maintain East Devon's position as a high quality, year round visitor destination.
  - e) That residents and employers have access to skills training and development facilities that reflect their needs and the changing requirements of local businesses.
  - f) Young people have opportunities to secure good jobs, training and education.
- 16.6 The promotion of employment opportunities in East Devon will seek to retain young graduates through development of knowledge based businesses. Currently only 5% of East Devon's economic structure is represented by those employed in knowledge based sectors in comparison to 18% in Exeter and nationally. To secure a better paid more diverse local economy East Devon needs to secure and promote job opportunities in higher skilled, knowledge based industries.
- 16.7 The District Council recognises the need to provide a better match between education, skills training and the needs of existing and future employers. To facilitate the improvement of the local skill base there is a need to work with local colleges and secondary schools to identify and plan for the skills need of local and incoming businesses. Devon County Council will be consulted on residential applications over 10 dwellings regarding the provision of extra school places/education contributions through planning obligations.

#### Strategy 29 - Promoting Opportunities for Young People

Support will be provided for initiatives that promote enhanced opportunities for access to further education, housing suitable for first time buyers and training/apprenticeships posts for young people. Large scale major development proposals will be encouraged to incorporate measures to promote these outcomes/initiatives.

## **Stimulating Inward Investment, Connectivity and Local Benefits**

- 16.8 To secure more and better paid jobs for residents of East Devon it is seen as essential that we secure inward investment into the District and have better connections, in both traditional transportation terms and electronic media terms. In addition it is important that local residents (including young people and people who are disadvantaged in the labour market) and local businesses are fully able to benefit from the opportunities fostered through this plan and other initiatives. This extends through involvement in the construction phases of large scale developments, particularly in the ‘west end’, to being able to benefit from continuing contracts, end user and employment opportunities. Work undertaken by Roger Tym and Partners on behalf of the Exeter and Heart of Devon Employment and Skills Board (New Growth Point Employment and Skills Project)<sup>63</sup> identifies that Section 106 Agreements are powerful tools for delivering local employment linked to new developments.

### Strategy 30 – Inward Investment, Communication Links and Local Benefits

Support will be given to promoting inward investment by businesses and service providers and to improvements of both transport links and electronic media links. The Council will seek to secure opportunities for local residents (including young people and people who are disadvantaged in the labour market) and local businesses to benefit from employment and procurement associated with largescale major developments and investment through a targeted recruitment, training and supply chain agreement with the developers. This may form part of a planning agreement.

- 16.9 To help new businesses there is a need to provide start-up business space. This will improve business survival rates by providing suitable accommodation and will help to integrate support and advice and make practical use of the Business Information Point (BIP) and other business providers.
- 16.10 Working with local stakeholders to understand and plan for the needs of small and medium sized businesses will aid the facilitation of business growth in the District. It will encourage businesses, through associations of business, local Chambers of Commerce and associations of small businesses to have their voice heard in the development of planning policy and to provide practical help to their members.

## **Encourage Mixed-Use Development Incorporating Employment**

- 16.11 In the past, too much residential development has occurred without thought being given to where people will work. A consequence has been that often people will need to commute longer distances to jobs and few people can walk or cycle to jobs unless close to their homes. This is particularly true in towns where substantial residential and employment estates have been permitted as entirely separate and distinctly self-contained entities and

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<sup>63</sup> Roger Tym and Partners (2011) EHOD Employment and Skills Board - New Growth Point - Employment and Skills Project [Employment – Emp005]

in rural areas where little, if any, employment land has been provided despite many small residential developments being constructed.

- 16.12 We recognise that it is not always possible to integrate residential and business uses. Some businesses are dirty and noisy and can be bad neighbours. There are also large scale employment uses that require their own large sites, such as major office developments. However, many businesses can operate perfectly well close to housing. Existing employment estates will continue to serve the types of business which are unsuited to residential neighbours and some of these will need to be expanded and new sites provided but we will encourage integration between residential and employment uses wherever possible.
- 16.13 To help to secure local job provision we will seek to provide a new job for each new home, we will promote mixed use developments and we will encourage the provision of employment uses close to existing areas of housing. Housing strategy and policy in the plan inform on where residential development will occur and this helps inform a pattern for future projected job growth. The provision of sufficient employment land close to where people live will be done on a plan, monitor, manage basis.

### Strategy 31 - Future Job and Employment Land Provision

Employment provision can potentially achieve greater education and skills development for the population of East Devon, particularly through work-based training opportunities. In order to secure local job provision we will promote mixed use developments and provision of employment uses close to where people live. Appropriate, sustainable, mixed use schemes of all scales incorporating housing and employment will be encouraged across the district. All large scale major housing developments (or parts/phases of any large scale major development) should be accompanied by employment provision to provide around:

1. One job for each new home built.
2. Around 1 hectare of employment land for each 250 homes proposed.

As part of any proposal for development of employment land evidence will be taken into account on suitability of existing available and unused or underused employment sites and the ability of these to meet the needs for proposed development.

On development between 50-199 units, applicants will be encouraged to make provision of 'live/work' units at 10% of the total units to be constructed and we will encourage the 'work' element to be appropriately secured by condition or S106 Agreement.

In the villages we may allocate mixed use development sites and encourage the provision of a range of employment types.

On smaller developments, provision for home working will be encouraged in individual dwellings.

## Resisting the Loss of Employment Land and Social and Community Facilities

16.14 Proposals, particularly for residential development, may be received which would mean the loss of an employment use of a site or of a social or community facility. Without restrictive policies aimed at preventing the loss of sites and facilities it is likely that loss to other uses would increasingly undermine the employment base and job opportunities in East Devon.

16.15 A small number of employment sites, particularly in residential areas, may be poorly sited and give rise to problems such as traffic congestion and safety problems, noise, fumes and other amenity or environmental problems. In such cases, and where a site is not reasonably suited to accommodating an alternative business use, then redevelopment for a differing use may be permitted.

### Strategy 32 - Resisting Loss of Employment, Retail and Community Sites and Buildings

In order to ensure that local communities remain vibrant and viable and are able to meet the needs of residents we will resist the loss of employment, retail and community uses. This will include facilities such as buildings and spaces used by or for job generating uses and community and social gathering purposes, such as pubs, shops and Post Offices.

Permission will not be granted for the change of use of current or allocated employment land and premises or social or community facilities, where it would harm social or community gathering and/or business and employment opportunities in the area, unless:

1. Continued use (or new use on a specifically allocated site) would significantly harm the quality of a locality whether through traffic, amenity, environmental or other associated problems; or
2. The new use would safeguard a listed building where current uses are detrimental to it and where it would otherwise not be afforded protection; or
3. Options for retention of the site or premises for its current or similar use have been fully explored without success for at least 12 months (and up to 2 years depending on market conditions) and there is a clear demonstration of surplus supply of land or provision in a locality; or
4. The proposed use would result in the provision or restoration of retail (Class A1) facilities in a settlement otherwise bereft of shops. Such facilities should be commensurate with the needs of the settlement.

Employment uses include those falling into Class B of the Use Classes Order or similar uses classified under planning legislation as 'Sui Generis' uses. Redundant petrol filling stations and associated garage facilities will fall within the scope of this policy as do public and community uses and main town centre uses and other uses that directly provide jobs or employment, community meeting space or serve a community or social function.

## Promoting the Commercial Prosperity and Vibrancy of our Town Centres

- 16.16 The main East Devon towns are commercially vibrant centres offering employment, community activity, transport links and shops. The town centres serve not just their immediate residents, but also support the surrounding rural hinterland and in some cases they form a major destination in their own right, notably Honiton in respect of antiques. The new market town of Cranbrook will also develop into this service centre role. Retail policy throughout the plan has been informed by a retail study produced for the Council by GVA Grimley in 2008<sup>64</sup> and updated in 2011<sup>65</sup>.
- 16.17 Significant loss of retail and business activity from town centres, to other uses, could threaten the vitality and viability of towns. Accommodating new commercial and retail uses in towns, especially for uses that attract large numbers of people, should be encouraged. Failure to promote the retail and business opportunities in towns may result in loss of shoppers, visitors and business in general, to competing centres beyond East Devon. A better understanding of the dynamics of town centres will assist these areas in becoming viable and active places to shop and visit. By undertaking a 'health check' of town centres a record of unit vacancies can be identified and management solutions developed.
- 16.18 Activities and uses which contribute to the vibrancy, vitality and viability of town centres will be encouraged, whilst their loss will be resisted. Retail activity not easily accommodated in town centres, such as for bulky goods, will be encouraged to locate as close to town centres as possible.

## Tourism in East Devon

- 16.19 Tourism is a key sector in the East Devon economy. The coastal towns of East Devon form one of the focal points for tourism but the draw to visitors extends beyond these resorts into the stunning coastline between them, the wonderful countryside and the picture postcard villages that East Devon has to offer. The Local Plan will support tourism throughout the District with the onus on encouraging high quality attractions, facilities and tourist accommodation. Tourism development will be encouraged, particularly where it enhances and capitalises on the geology, wildlife, coastline, countryside, historic environment and other assets that are unique to the District.
- 16.20 Tourism and the visitor economy is an important contributor to vitality and vibrancy of the District's coastal and market towns and of our rural communities. It is estimated that during 2008, staying visitors (2,857,000 visitor nights) spent some £132 million during their time in East Devon with day visitors (2,486,000 day visits) spending a further £110 million. This expenditure is key driver of local economic activity and sustains more than

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<sup>64</sup> GVA Grimley (2008) "East Devon Retail Needs Study and Town Centre Health Check (Full Study) 2008" [ID: Retail – Ret001] and see also "East Devon Retail Needs Study and Town Centre Health Check (Technical Appendices) 2008" [ID: Retail – Ret002]

<sup>65</sup> GVA Grimley (2011) "Advice in Respect of Policy Retail relating to Floorspace Size and Impact Assessments" [ID: Retail – Ret006] and see also "Appendix B - Quantitative Assessment Table - Retail Study Update 2011" [ID: Retail – Ret004] and "East Devon Retail Study Household Survey and Study Area Plan" [ID: Retail – Ret005]

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7,000 jobs. Planning policy in the period to 2031 will seek to maintain and enhance the District's visitor appeal by:

- a) Supporting East Devon's hospitality businesses as they respond to the challenges of a changing visitor market.
- b) Reinforcing the District's image as a destination of high environmental quality with a strong focus on customer care.
- c) Working in partnership with East Devon's tourism industry to promote the District as a year round destination.

16.21 Short breaks and activity breaks have grown substantially over recent years. The selection of water based activities and natural landscapes are a significant factor in this trend. However long holidays have declined in popularity over recent years and although families still make up the majority of the tourism market fewer families are now visiting.

16.22 Local Plan policies will seek to promote and enhance the District's tourism offer through the retention and enhancement of its accommodation stock while, at the same time, encouraging investment in new high quality visitor accommodation in sustainable locations. The policies also provide for the creation of new visitor attraction businesses where these can successfully complement the high quality environment of the District.

16.23 The promotion of a year round tourist industry in East Devon is important to maintain a vibrant visitor and business environment for the District. Tourism can help initiate regeneration of settlements and provide an environment for enterprise and innovation. The marketing of East Devon and its tourism assets through information technology is important as this will enable visitors to access information before and during their stay.

### Strategy 33 - Promotion of Tourism in East Devon

The Council will support and facilitate high quality tourism in East Devon that promotes a year-round industry that is responsive to changing visitor demands. Tourism growth should be sustainable and should not damage the natural assets of the District but aim to attract new tourism related businesses that can complement the high quality environment of East Devon.

### **Affordable Homes**

16.24 The majority of households in East Devon (around 80%) live in homes owned outright or being purchased by the occupants. Around 10% of homes are rented from private landlords and around 10% are classified as social rented homes, mostly Council owned but with some owned by Housing Associations. This last 10% makes up most of the 'affordable housing' stock of East Devon: There are though some affordable homes that fall into what is termed the 'intermediate sector'. Social rented homes have a regulated rent to ensure their affordability. Intermediate affordable housing can come in a variety of forms with the most common being where the home is part-owned by the occupant purchased at an open market value and the remainder being rented at a subsidised level.

- 16.25 Lack of affordable housing is a critical issue in East Devon and in order to retain younger people in our neighbourhoods and communities, as well as housing others in need, we need more affordable homes. A fundamental challenge is that affordable homes are expensive to build and typically do not generate a financial return on investment as most registered social landlords cannot pay full market prices for new homes. In most cases they require some form of subsidy or market intervention in order to be built. There is a diminishing pot of public subsidy to pay for affordable homes and increasingly the onus will need to rest on private sector developers subsidising and bringing forward provision or on other innovative solutions being found. Community self build schemes supported by Housing Associations and others, for example Community Land Trusts, can make a contribution to affordable housing and will be welcomed on sites that meet the policies of this plan.
- 16.26 Our preference is for affordable housing to be provided on site, but where this is not possible an off-site affordable housing contribution calculator will be used as a starting point for negotiation. Our policies have been developed in light of a Strategic Housing Viability Assessment<sup>66</sup> that shows that the general approach will not undermine viability and inhibit the delivery of new housing. However, the viability of individual sites can be affected by a range of site/development specific factors and the policy allows for such circumstances to be taken into account where the assessment process is completely transparent and where there is full financial disclosure by all stakeholders.

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<sup>66</sup> Roger Tym & Partners (2011) “Strategic Housing Viability Assessment” - [ID: Housing – Hsg005]

## Strategy 34 - District Wide Affordable Housing Provision Targets

Affordable housing will be required on residential developments in East Devon as follows.

**Within the areas defined below a target of 25% of the dwellings shall be affordable :**

- a) **Axminster;**
- b) **Exmouth;**
- c) **Honiton;**
- d) **Ottery St Mary;**
- e) **Seaton; and**
- f) **Major strategic 'West End' development sites.**

Under this policy:

- 1 the towns listed above are defined by the area within the Built-up Area Boundary
- 2 the major strategic West End development sites to which policy will apply are
  - a) Cranbrook,
  - b) adjacent to Pinhoe and
  - c) North of Blackhorseas shown on the West End inset map (to the Proposals Plan)

**Areas to which higher (50%) affordable housing targets apply:** Outside of the areas listed above (i.e. all other parts of East Devon including all settlements not listed, coastal and rural areas and Budleigh Salterton and Sidmouth) 50% of the dwellings shall be affordable subject to viability considerations. The 50% figure applies to all areas that do not come under the 25% classification and which are permitted under Strategy 35 'Exceptions' policy.

Where a proposal does not meet the above targets it will be necessary to submit evidence to demonstrate why provision is not viable or otherwise appropriate. An overage clause will be sought in respect of future profits and affordable housing provision, where levels of affordable housing fall below policy targets.

Looking across the lifespan of the plan an affordable housing policy provision target of 70% social or affordable rent accommodation and 30% intermediate or other affordable housing is sought. However in periods of depressed markets an alternative negotiated mix to reflect viability considerations and help deliver schemes will be acceptable. The District Council will consider issues of development viability and housing mix including additional costs associated with the development of brownfield sites, mitigation of contamination and the provision of significant community benefits provided the assessment process is completely transparent and there is full financial disclosure by stakeholders.

The thresholds at which this policy shall apply will be the minimum set out in Government policy or guidance (including any lower thresholds which Local Planning Authorities have the discretion to establish) subject to an up to date Council viability assessment showing that these thresholds can be justified. Where there is no applicable Government Policy or Guidance there will be no minimum size threshold at which affordable housing will be sought, subject to there being up to date strategic evidence that the general delivery of housing would not be significantly undermined.

Affordable housing shall be provided on site unless it is exempted through Government Policy or Guidance, is not mathematically possible or where off site provision of equivalent value is justified by circumstances such as no registered provider being willing to manage the new affordable units or other planning reasons. In such cases a payment towards an off site contribution will be required in lieu of on site provision. On any development site affordable housing should be 'pepper-potted' or dispersed throughout the scheme.

### **Schemes for Exceptions Mixed Market and Affordable Homes in Rural Areas**

- 16.27 To assist with securing affordable housing provision the District Council will continue to take initiatives aimed at securing affordable housing by permitting development in locations where ordinarily, residential development would not be acceptable (notably outside Built-up Area Boundaries. For such land to be released, however, rigorous stipulations will be applied to avoid prejudicing the environmental conservation policies of the plan. Development of such sites will not be regarded as creating a precedent for future expansion to meet other housing needs.
- 16.28 To help provide for affordable housing, recognising that there can be a need to generate money to subsidise provision, mixed affordable/open market schemes will be permitted in rural areas where there is an identified need and new residents will be able to access facilities. Policy sets out the criteria for such schemes where they are located adjacent to, but outside, settlements with a range of facilities and services to meet the everyday needs of local residents. Preference will be given to locating new housing at settlements with Built-up Area Boundaries but this will not be possible for all the Parish groupings below and this policy may apply to settlements without a Built-up Area Boundary that meet the criteria set. In some instances due to the need to protect an important historic, landscape or nature feature, sites not immediately adjacent but physically well-related and within easy walking distance will be considered. All sites will need to be close to a range of facilities and meet a proven local need. Such schemes will be required to contribute towards community facilities and infrastructure to the same extent as other market residential development. Up to 15 houses may be built under this policy and the affordable housing must account for at least 66% of all the houses built, but the percentage can be higher (up to 100% affordable).

### **Parish Groupings for Affordable Housing**

- 16.29 For affordable housing in rural areas account will be taken of the specific need within the Parish in which the application land is sited and in addition regard will also be paid to need in surrounding Parishes. The grouping of geographic parishes will be used for assessing housing needs is as follows:

#### **Single Parishes**

- a) Colyton.
- b) Exmouth.
- c) Honiton.
- d) Newton Poppleford & Harpford.

- e) Seaton.
- f) Sidmouth.

**Parishes that are grouped**

- a) Axminster and Hawkchurch.
- b) Beer and Branscombe.
- c) Broadclyst, Clyst Honiton, Clyst Hydon, Clyst St. Lawrence, Rockbeare and Poltimore.
- d) Budleigh Salterton and East Budleigh.
- e) Clyst St. George, Clyst St. Mary, Farringdon and Sowton.
- f) Farway, Northleigh and Southleigh.
- g) Offwell & Widworthy.
- h) Dunkeswell, Combe Raleigh, and Sheldon.
- i) Brampford Speke, Huxham, Netherexe, Rewe, Stoke Canon and Upton Pyne.
- j) Feniton, Buckerell and Gittisham.
- k) Dalwood, Kilminster, Musbury and Shute.
- l) Cotleigh, Luppitt, Monkton, Stockland and Upottery.
- m) Ottery St Mary and Aylesbeare.
- n) Bicton, Colaton Raleigh, and Otterton.
- o) Awliscombe, Broadhembury, Payhembury and Plymtree.
- p) Axmouth, Combyne Rousdon and Uplyme.
- q) Whimple and Talaton.
- r) Woodbury and Lymphstone.
- s) All Saints, Chardstock, Membury and Yarcombe.

## Strategy 35 – Exception Mixed Market and Affordable Housing At Villages, Small Towns and Outside Built-up Area Boundaries

Exception site mixed affordable and open market housing schemes, at villages and outside of Built-up Area Boundaries, for up to or around 15 dwellings will be allowed where there is a proven local need demonstrated through an up to date robust housing needs survey. Affordable housing must account for at least 66% of the houses built.

For:

- a) Villages WITH a Built-up Area Boundary the scheme must be abutting or physically closely related to that boundary; or
- b) Villages WITHOUT a Built-up Area Boundary the scheme should be physically very well related to the built form of the village.

To be permitted evidence will need to show

1. The affordable housing need in any given locality would not otherwise be met, and
2. The village or small town has a population that falls below 3,000 persons, the scheme is well designed using local materials, close to a range of community services and facilities (including four or more of a school, pub, village hall, shop/post office, doctors surgery, place of worship or public transport service) and sympathetic to the character of the settlement and has a satisfactory highway access.
3. Initial and subsequent occupancy of the affordable housing is restricted to a person(s) who:
  - a) Does not have access to general market housing and is in housing need; and
  - b) Is a resident of that Parish group, or has a local connection with that parish group because of family ties or a need to be near their workplace.

In the event that an occupier who fulfils both criterion (a) or (b) cannot be found within a reasonable period of time, then the criterion will be widened firstly to a person(s) with a local connection to the parish group because of family ties or a need to be near their workplace, and subsequently to a person(s) with an East Devon connection.

**In this policy, local connection** means one or more of the following connections in priority order in respect of parishes or the parish grouping:

- i) persons who have been permanently resident therein for a continuous period of three years out of the five years immediately prior to the Affordable Dwelling being offered to them; or
- ii) being formerly permanently resident therein for a continuous period of five years at some time in the past;
- iii) having his or her place of permanent work (normally regarded as 16 hours or more a week and not including seasonal employment) therein for a continuous period of at least twelve (12) months immediately prior to being offered the Affordable Dwelling; or
- iv) persons who can demonstrate a close family connection to the District in that the person's mother, father, son, daughter or sibling has been permanently resident therein for a continuous period of five years immediately prior to the Affordable Dwelling being offered to them and where there is independent evidence of a caring dependency relationship.

## **Self Build Housing Schemes**

16.30 The contribution of self build plots to the supply of new housing is recognised and contributes to the range of homes available. A significant proportion of planning permissions for housing in East Devon are on individual plots, which are likely to be available to those wishing to build/have their own house built. Developers of larger sites will be encouraged to set aside a proportion of plots for sale to individuals or groups wishing to build their own homes (Policy H2 of the Development Management policies).

## **Accessible and Adaptable Homes and Housing for the Elderly and Disabled**

- 16.31 East Devon has many elderly people and numbers will continue to increase. As people grow older and mobility decreases or other ailments affect them their homes may no longer be suited for their needs and might require adaptation. Disabilities in younger people can also affect mobility or require adaptations to assist living. In order to ensure that we provide homes for all people in our communities it is important to ensure that a range of housing types are provided as part of all major applications, including single storey dwellings, houses adapted for independent disabled living and sheltered accommodation<sup>67</sup>.
- 16.32 In rural areas a lack of houses to meet the needs of all age groups is leading to a situation where some residents occupy unsuitable homes. Elderly single residents may live in large family houses which they are unable to maintain, afford or access upstairs, whilst there is a shortage of family homes. This may force residents to move away to towns where suitable accommodation exists but where residents are isolated from their friends and families.
- 16.33 It is proposed that the Local Plan will require all significant developments to make provision for a changing population. This will occur through a specific policy requirement to build dwelling homes to Accessible and Adaptable dwelling standards (as set out in Part M(2) of the Building Regulations or any comparable update nationally set. The approach follows the detailed considerations of the Strategic Housing Market Assessment on demographic pressures and the needs and preferences of local residents. Enabling people to remain in their own home and building in the potential for future simple adaptations is considered a major initiative to ensure quality of life of residents of all ages and mobility. The Council will consult with health and social care services on larger planning applications and/or those that could have service provision implications.

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<sup>67</sup> Community Council of Devon (2011) "Housing Aspirations of Older People living in Rural Devon 2011" – [ID: Housing – Hsg006]

## Strategy 36 - Accessible and Adaptable Homes and Care/Extra Care Homes

### **Accessible and Adaptable Homes**

On residential development schemes for 10 dwellings or more developers should demonstrate that all of the affordable housing and around 20% of market units will meet part M4(2) of the Building Regulations, Category 2: accessible and adaptable dwellings (or any comparable updated nationally set standards) unless viability evidence indicates it is not possible.

Where there are elderly population levels in a settlement that substantially exceed East Devon average levels, for any housing planning application in that settlement the council will seek to negotiate a greater proportion and/or a lower threshold for accessible and adaptable dwellings (or any comparable updated nationally set standards) unless viability evidence indicates it is not possible. The expectation is that the majority of units would be of two bedrooms or more.

### **Care/Extra Care Homes and Other Forms of Specialist Older Person's Housing**

**We will aim to secure Care and Extra Care homes in all of our Towns and Larger Villages in line with provision of:**

- a) 150 Care/Extra Care Home Spaces at Exmouth;
- b) 50 Care/Extra Care Home Spaces at Axminster, Honiton, Sidmouth, Seaton and Ottery St Mary; and
- c) 10 (or more) at larger settlements with a range of facilities that have easy accessibility to a GP surgery.

Care/Extra Care home proposals will be acceptable on sites allocated for residential development (or which include residential uses as part of an allocation, though in such cases provision should be 'off-set' against the residential element/land). Proposals for specialist housing should be accompanied by a Care Needs Assessment which justifies the proposal's scale, tenure and accommodation type. Where such provision is proposed on an allocated housing site the actual need for provision should also be established. The Council will take account of financial viability considerations, and overall contributions for affordable housing, where older person housing is proposed on or as part of a site for residential development and such provision impacts on site viability.

### **Gypsy and Traveller Provision**

16.34 East Devon has relatively few permanent sites for Gypsies and Travellers and unauthorised sites are occasionally reported but this tends to be a short-term seasonal problem. A Devon Partnership Gypsy and Travellers Accommodation Assessment 2014, by RRR Consultancy Ltd, was completed in early 2015. This study has identified a need in East Devon, in the period up to 2034, for a total of 37 Gypsy and Traveller pitches and 3 plots for travelling showpeople. During the first 5 years, from 2014-2019, at least 22 of the Gypsy and Traveller pitches should be provided and 1 of the travelling showpeople plots (there is a travelling showperson site at Clyst St Mary that has sufficient capacity to accommodate identified need). The study also identified a need for 4-5 short-term

stopping places (each consisting of 4-5 pitches) up to 2019, but did not specify where these should be located. Additional pitches and plots will be provided through appropriate intensification/expansion of existing sites, the provision of a local authority/RSL owned/managed site or sites and through land allocations in a Gypsy and Traveller Development Plan Document, production of which will commence in June 2015 to be submitted for examination by the end of 2016. Until such a time as the Gypsy and Traveller DPD is finalised, decisions on Gypsy and Traveller sites will be determined in accordance with national policy and with reference to policy H7.

## **Community Facilities**

- 16.35 Community Facilities are at the heart of every town and village in the District and provide for the health and wellbeing, social, educational, spiritual, recreational, leisure and cultural needs of the community. They vary enormously but most offer meeting places hosting numerous social, cultural and other activities and space for sport and recreation, usually run and financed by the local community. Many settlements also offer a school and in some cases a library and medical facilities which tend to be funded through the County Council education and health authorities. Many residents use these facilities on a daily basis and for some, particularly the elderly, young and those without transport in the rural areas, they are an essential lifeline. Parish Plans and other community-produced documents consistently identify the retention of existing community facilities and the provision of additional ones as key issues, highlighting just how crucial they are to residents' lives.
- 16.36 We need to make sure that community facilities, especially village halls, schools, public transport and the facilities which are used on a daily basis, remain viable and that additional facilities accompany new development. Local communities must be involved in the way their homes and neighbourhoods are maintained or developed. We need to reduce the number of people who feel marginalised by their own communities or who find it difficult to access the services and facilities that they require. There are two main issues relating to community facilities:
- a) Providing new facilities, particularly in those areas where new development will add extra pressure or where there are already shortfalls.
  - b) Resisting the loss of facilities where they do already exist.
- 16.37 The planning system aims to co-ordinate new development with the infrastructure it requires. Depending on the scale of new development, community facilities are provided by the developer as an integral feature of new areas of housing, or financial contributions are sought towards facilities elsewhere in the settlement. Developers cannot be expected to make up for an existing lack of facilities though, only to provide for the demand generated by their new development.
- 16.38 Some places have a shortage of community facilities but in others the existing buildings are in such a poor state of repair or are so physically constrained that improvement or extension is not viable. Lack of facilities is worsened by the loss of facilities in some settlements, for example where buildings and land are sold for higher value use particularly to residential development. This is compounded by high land values within

settlements that make it difficult to purchase sites for relatively 'low value' community use. We will seek to resist the loss of any facilities where their loss would leave a local community without similar alternative provision.

- 16.39 Sharing buildings with other community groups can help to reduce costs. It is acknowledged that many community halls are so successful that they are already at capacity. Regular use by paying organisations for example post office, cyber-cafe, health visitor, play group, health facilities for the elderly can also reduce costs. Educational buildings have been shared successfully for a number of years, particularly by the District's Community Colleges, where the school has priority use of buildings and facilities but the community has access to them at agreed times. This makes an important contribution to recreation and education provision and reduces building and operational expenses. It also reinforces the importance of a school within the local community and encourages lifelong learning. To date, school libraries, halls, places of worship and sports facilities have been successfully shared with many schools offering evening and weekend vocational and non-vocational classes. There may be scope in some communities to increase access to private sports and recreation facilities by the public.
- 16.40 Some settlements have no centrally located sites which would be suitable for new community facilities, either due to lack of space or because alternative land uses will drive land purchase costs out of the community's reach. In some cases a house or other local building has been used on a temporary basis to prove that the perceived demand actually exists and to secure funding for a permanent building. In most cases though, edge of settlement sites might be considered suitable, and more affordable as they would not be designated for higher value development, whilst still being accessible to the local community. We will continue to promote the development of new community facilities whilst resisting the loss of existing facilities.

## **Education and Health**

- 16.41 Education and health facilities are key to vibrant, self-contained communities and play a vital role in reducing social isolation, reducing the need to travel and improving quality of life. The District Council is not responsible for providing education or health care which are usually the responsibility of the Local Education Authority and the Local Health Authority respectively but financial contributions can be sought from developers where new development will place additional demand on their services. Health care and education will be integrated into large new developments at the planning stage. Devon County Council has produced an Education Infrastructure Plan that sets out strategy and policy for future education provision.
- 16.42 Many settlements in the District offer primary school education usually easily accessible by walking and cycling, reducing travel by private car. The education authority has a presumption against closing schools unless on education grounds. We are concerned that the ageing population trends in the District will reduce the numbers of young people attending schools and some, particularly the smaller, more rural primary schools, may be forced to close as pupil numbers become unsustainably low. In these settlements some additional housing may help to maintain school numbers and support the retention of these schools. Sharing of school facilities, for instance by the local community outside

school hours, can reduce overheads and generate additional income. Devon County Council advise that in the short term (to 2016) anticipated secondary school pupil numbers will fall but after this point they should rise. The potential exists for existing schools to have Academy status and new free schools may be established.

- 16.43 Secondary and sixth form education is available through community colleges in most towns across the District and a school bus network can reduce private car reliance by pupils travelling in from outlying areas. Falling pupil numbers in the short term (until 2016) may reduce the existing pressure on some secondary schools but they are expected to increase later in the decade. Higher Education is lacking in the District, since the closure of Rolle College in Exmouth, and residents travel outside the District or study by correspondence course to obtain higher qualifications. Bickton College still plays an important role in Further Education provision in countryside management and rural studies, with a strong emphasis on vocational training. Expansion of the services offered by Bickton will be encouraged and supported. Most of our secondary schools also offer courses to all age groups in a range of skills and subjects and can be instrumental in training local people for good quality jobs and apprenticeships.
- 16.44 There are GP surgeries and other health care professions such as dentists and opticians and alternative therapy practitioners in all towns across the District and accessing such facilities is straightforward for most residents. Most towns also have a small community hospital offering in and outpatient treatment and the opportunity to be seen by visiting specialists. This reduces the need to travel outside the District for health care and, as the elderly and disabled residents are both the greatest users of health care services and the least mobile, also reduces the stress and expense associated with appointments. As the population of East Devon ages and health care provision reaches capacity additional provision will have to be made. Some communities like Exmouth will have ambitions not only to retain existing facilities, but also to enhance health facilities. The Council will work with service providers to assist communities achieve such aspirations.
- 16.45 In rural areas health care provision is far more difficult to access with irregular public transport and few, if any, local surgeries or other care. Additional development in the villages is unlikely to achieve sufficient numbers to justify permanent provision of a surgery or dentist but there is scope for a mobile service to visit small towns and large villages on a regular basis. Private pharmacies will collect and deliver prescription medicines upon request meaning that regular prescriptions can be obtained without travelling. We will retain and continue to use East Devon Local Plan policies as a means to promote the development of new education and health care facilities whilst resisting the loss of existing facilities.

## **Transport and Accessibility**

- 16.46 Having access to employment, shops, schools, health care and other community facilities is essential for meeting people's everyday needs. Many working residents commute out of the settlements in which they live and by far the most popular mode of transport is the private car. This adds to congestion, carbon emissions, increases demand for car parking and reduces demand for, and viability of, public transport. Many car users could easily

walk or cycle short distances and benefit from the associated health benefits and financial savings, but lack of pavements and traffic calming measures are often cited as reasons not to do so. Provision of safe footpath and cycle path routes will be an intrinsic planning consideration in larger applications and smaller developments may be required to contribute towards nearby schemes. This is discussed in more detail in the next Section under Green Infrastructure.

- 16.47 Lympstone, Exton, Whimble and Feniton are the only villages to benefit from railway stations and there are large areas of rural parts of East Devon which have few, if any, essential services or community facilities within walking or cycling distance and either no bus service or a less than daily service so that they are totally dependent upon the private car. The Local Plan will seek to increase the provision of public transport to the rural areas so that residents have a choice of modes of transport and are not 'trapped' in their homes if they do not own cars.
- 16.48 The towns of the District are much better served by public transport than the rural areas, with Axminster, Honiton and Exmouth having railway stations with direct links to Exeter and all towns benefiting from frequent daily bus services. There are many local initiatives, such as hopper buses and ring-and-ride services, which are well used by residents but all the main towns have identified a need for park and ride schemes to reduce town centre congestion and demand for car parking. The Local Plan will support such schemes where it can be demonstrated that there is sufficient demand and that they will be viable.
- 16.49 As technology progresses there will be scope to include innovations which will make transport based on renewable energy and producing low carbon emissions more readily available to the public. An example of this is the recent increase in electric car usage. Charging points for electric vehicles should be made available in new developments throughout the District to ensure that those residents and visitors who wish to use them can easily do so.

### **Safe Communities and Minimising Crime**

- 16.50 East Devon has one of the lowest rates of crime and disorder in the South West and in the country as a whole. Whilst the rate of crime is very low the fear of it is disproportionately high although there are pockets, particularly in urban areas, where anti-social behaviour can be a problem. The Crime and Disorder Reduction Partnership for the plan area is the East and Mid Devon Community Safety Partnership which also oversees the work of the East Devon Domestic Violence Forum, the Diversity Group and the Drug and Alcohol Implementation Group. In designing new development we will ensure that measures are taken to reduce the likelihood of crime and increase personal safety, for instance through lighting, overlooking of shared public spaces and deterrent planting.
- 16.51 We want to ensure that all of our communities are safe and cohesive, provide access for all and are designed to ensure community safety. We will provide and support measures and initiatives that strengthen the quality of life for new and existing residents of the district. We will also address those areas, particularly in Exmouth and Honiton, where we are aware that pockets of deprivation and health inequalities exist.

### Strategy 37 - Community Safety

Through the East and Mid Devon Community Safety Partnership the Council will work to reduce crime and the fear of crime in the District. The Council will encourage new development that has been designed to minimise potential for criminal activity and incorporates the principles of 'Secured by Design' and will support development proposals aimed specifically at improving community safety.



## 17 Climate Change and Renewable Energy

### Climate Change and Low Carbon Development

17.1 The best available evidence shows that we are seeing and can expect to see future changes in the global climate as a consequence of past and ongoing greenhouse gas emissions. These changes are predicted to escalate in the future and it is therefore essential that in East Devon we prepare for greater frequency of extreme weather events, and plan for greater energy efficiency and generation of energy from renewable sources. There can also be economic benefits to be gained. This chapter of the plan addresses these themes.

### Transition to a Low Carbon Economy

17.2 The Climate Change Act (2008)<sup>68</sup> has put in place legally binding targets for the UK to achieve an 80% reduction in greenhouse gas emissions by 2050 with reductions of 34% by 2020, against a 1990 baseline. Emissions from buildings account for approximately half of all emissions nationally. There is little scope to force existing buildings to become more energy efficient, other than by offering incentives to upgrade and making renewable technologies a requirement of applications for refurbishment or extension, but all new development will be required to be “low carbon”.

17.3 As demand for fossil fuel energy grows, energy prices are rising. This threatens the security of energy supply as well as increasing the likelihood of fuel poverty. An important means of mitigating this risk is by reducing the demand for energy from new and existing development through improved efficiency measures.

17.4 There is strong evidence that the climate is changing<sup>69</sup>. The outcome for East Devon is predicted to be increases in summer temperatures, greater fluctuations in weather, uncertainty surrounding rainfall trends and an increased risk of flooding. These have the potential to increase risks to health and comfort, cause damage to buildings and infrastructure and increase building energy consumption from cooling. It is important that new development responds to these risks.

17.5 In addressing climate change and energy security the planning process can not only mitigate against the risks but can help to turn them into opportunities for local businesses, giving East Devon a competitive advantage and helping it to prosper in the future. The implementation of planning policy at a local level is crucial to deliver the radical reductions in energy demand and greenhouse gas emissions required to support the national transition to a Low Carbon Economy. The scope of policy can cover the appropriate location and layout of new development, and provide active support for energy efficiency improvements to existing buildings and the delivery of renewable and low-carbon energy infrastructure.

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<sup>68</sup> Department of Energy and Climate Change (2008) “Climate Change Act 2008” – [ID: Environment – Env002]

<sup>69</sup> DEFRA (2009) “The UK Climate Projections 2009” – [ID: Environment – Env003]

- 17.6 All development proposals must be planned over the lifetime of the development to ensure that the maximum potential for reducing carbon emissions and minimising the risks posed by climate change are achieved. Developers must be mindful of the carbon emission standards which will be required for later stages of the build programme as decisions taken at the outset can compromise the viability of emissions reduction in latter phases. In some parts of the District it will be possible to generate energy locally at a scale which could serve the local area, for instance through a Combined Heat and Power scheme. New development should include infrastructure to enable it to be connected to such CHP schemes, whether they already exist or may be provided in the future. Where low carbon technologies are not installed new buildings should be designed for easy installation and/or adaptation at a later date.

### **Development that Minimises the Demand for Energy**

- 17.7 Buildings and their associated infrastructure perform essential economic and social functions, though they result in a significant environmental burden during their construction, occupation and demolition.
- 17.8 The Government has established that through Part L of the Building Regulations<sup>70</sup>, emissions allowed from new buildings will be reduced incrementally and that “zero carbon” buildings will be required within the plan period. The definition of “zero carbon” has introduced three concepts: “energy efficiency”, “carbon compliance” and “allowable solutions”.
- 17.9 Evidence suggests that in spite of increasingly strict standards at the point of build new development often fails in practice to deliver expected carbon emissions reduction. This may be due to the way in which occupants subsequently operate their buildings rather than any fault with the building process. Developers will be expected to commit to extended periods of Post Occupancy Evaluation and commissioning of building systems to demonstrate their intent to ensure that new development operates as effectively as possible and that calculated carbon reduction is realised in practice.
- 17.10 The broader sustainability performance of a development is most commonly measured using either the Code for Sustainable Homes (CSH) for residential development or BREEAM for non-domestic development. It is expected that these standards would be used to demonstrate the environmental performance of developments greater than 10 homes or 1,000m<sup>2</sup> for non-domestic buildings.
- 17.11 Recent analysis by CLG (2011)<sup>71</sup> has shown that the most significant cost to meeting the CSH is in reducing carbon emissions. The national timetable for “zero carbon” homes is expected to require Code Level 4 energy standard from 2013 and Code Level 5 energy standard from 2016. The CLG analysis has shown that the non-energy requirements for

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<sup>70</sup> Planning Portal (2006) “Part L (Conservation of Fuel and Power) of the Building Regulations” – [ID: Environment – Env004]

<sup>71</sup> Communities and Local Government (CLG) (2011) “Cost of Building to the Code for Sustainable Homes” – [ID: Environment – Env005]

CSH Code 4 can be achieved with minimal cost uplift for a broad range of development types. It would therefore be reasonable to expect homes from 2013 to meet Code Level 4 of the CSH. Developers may feel there is additional value in obtaining Codes 5 or 6 of the CSH from 2016 or earlier.

- 17.12 Proposals for well designed, sustainable buildings will be supported unless it would cause harm to a heritage asset or its setting or existing mature trees, and this would not be outweighed by the proposal's wider social, economic and environmental benefits. This will also apply in the case of refurbishment of existing development, for example regarding the fitting of external insulation to properties with solid walls. Where conflict arises, for instance by the reduction of the effectiveness of photovoltaic cells due to overshadowing by mature trees or the impact of cells on the appearance of an historic building, the trees or historic building will usually take precedence and alternative forms of technology should be considered. Similarly, in planning for the lifetime of a building or development future conflicts should be considered, for instance the impact that tree planting to the south of buildings will have on the effectiveness of solar capture in the long term.
- 17.13 Higher levels of building sustainability, in advance of those set out nationally, will be sought for larger scale developments such as those in the West End or other localities in the District where there is the potential for over 10 hectares of new development either housing or other buildings.
- 17.14 Proposed development will demonstrate how the scheme presented will minimise vulnerability and provide resilience to impacts arising from climate change. Specifically, this will include the increased risk of summertime overheating and subsequent potential requirement for artificial cooling, water stress, and flooding. Evidence shows that decentralised energy networks are viable on schemes of 200 dwellings or more<sup>72</sup>.

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<sup>72</sup> Carbon Trust (2011) "Research undertaken for the Carbon Trust as part of their Biomass Heating in the Social Housing Sector study" – [ID: Housing – Hsg010]

## Strategy 38 - Sustainable Design and Construction

Encouragement is given for proposals for new development and for refurbishment of, conversion or extensions to, existing buildings to demonstrate through a Design and Access Statement how:

- a) sustainable design and construction methods will be incorporated, specifically, through the re-use of material derived from excavation and demolition, use of renewable energy technology, landform, layout, building orientation, massing, use of local materials and landscaping;
- b) the development will be resilient to the impacts of climate change;
- c) potential adverse impacts, such as noise, smell, dust, arising from developments, both during and after construction, are to be mitigated.
- d) biodiversity improvements are to be incorporated. This could include measures such as integrated bat and owl boxes, native planting or green roofs.

Until the adoption of nationally prescribed standards, developments of 10 or more dwellings or 1,000m<sup>2</sup> of commercial floor space should be assessed using the CSH or BREEAM, with housing developments meeting at least CSH Level 4 from 2013 and other uses BREEAM of at least 'Very Good'.

Due to their scale, developments in the West End and developments over 4 ha or 200 dwellings elsewhere in East Devon should achieve levels of sustainability in advance of those set out nationally. The Council will wish to see homes built to Code for Sustainable Homes Level 4 and this will be a material consideration. Proposals for water harvesting and sustainable waste management will be encouraged. In building refurbishments the Council will encourage and promote the integration of renewable energy into existing buildings.

### Renewable and Decentralised Energy

17.15 Whilst reducing the demand for energy through efficiency measures will be crucial to lowering carbon emissions, reducing the carbon intensity of the energy we consume will also play a critical role in helping the UK to meet its climate change targets. The Renewable Energy Directive (2009)<sup>73</sup> sets a target for the UK to achieve 15% of its energy consumption from renewable sources by 2020. As well as reducing environmental impact, renewable energy can also offer diversity and security of supply. East Devon recognises its responsibility to contribute to energy generation from renewable or low-carbon sources in the District.

17.16 The potential renewable energy resource in the District has been assessed by the Council<sup>74</sup>. There is the potential to adopt a variety of technologies at different scales, from domestic to commercial, across the District. This ranges from a relatively modest

<sup>73</sup> European Parliament and of the Council (2009) "Directive 2009/28/EC" – [ID: Environment – Env006]

<sup>74</sup> D Lash and A.D.S Norton, University of Exeter Centre for Energy and the Environment (2011) "An Initial Review of Renewable Energy Potential in East Devon" – [ID: Infrastructure – Inf003]

number of commercial scale wind turbines, which could provide a quarter of all carbon savings from renewable energy, to a very large number of much smaller on-site installations such as photo voltaic panels to produce domestic electricity and hot water, and heat pumps. In accordance with Government Guidance, wind turbines will only be permitted where they are allocated; this may be through a Neighbourhood Plan or a separate Development Plan Document. The District Council will regularly review the need to produce a DPD to address the requirement for such development.

17.17 A large proportion of East Devon’s land area is covered by environmental designations such as Areas of Outstanding Natural Beauty. Much of the coastline is also designated as a World Heritage Site. Once these, and other constraints such as wind resource and exclusion zones around existing houses have been accounted for, there is still the potential for some commercial scale wind generation within the District. There is also the potential for a Centralised Anaerobic Digestion plant and large photovoltaic. In planning such development regard should be had to the most up-to-date best practice guidance or advice note<sup>75</sup> [currently: ‘Guidance on the Siting, Design and Assessment of Wind and Solar PV Developments in Devon’, LUC; January 2013]. In addition, and through future work to meet NPPF paragraph 97 the Council will “consider identifying suitable areas for renewable and low carbon energy sources and supporting infrastructure, where this would help secure the development of such sources”.

17.18 Significant weight will be given to the wider environmental, social and economic benefits of renewable or low-carbon energy projects whatever their scale. Planning permission will not be refused for a renewable energy project because local renewable energy resources have been developed.

### Strategy 39 - Renewable and Low Carbon Energy Projects

Renewable or low-carbon energy projects in either domestic or commercial development will in principle be supported and encouraged subject to them following current best practice guidance and the adverse impacts on features of environmental and heritage sensitivity, including any cumulative landscape and visual impacts, being satisfactorily addressed. Applicants will need to demonstrate that they have;

1. taken appropriate steps in considering the options in relation to location, scale and design, for firstly avoiding harm;
2. and then reducing and mitigating any unavoidable harm, to ensure an acceptable balance between harm and benefit.

Where schemes are in open countryside there will be a requirement to remove all equipment from the site and restore land to its former, or better, condition if the project ceases in the future. Wind turbines will only be permitted where they are in accordance with a Neighborhood Plan or Development Plan Document.

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<sup>75</sup> LUC, (2013) “Accommodating Wind and Solar PV Developments in Devon’s Landscape” – [ID: Environment – Env036]

- 17.19 Analysis by the Council has shown that there is great potential for on-site renewable energy technologies. As the requirements of Part L of the Building Regulations are tightened, increasing amounts of low or zero carbon technologies will be required. Incentive schemes such as the Feed-in Tariffs and the Renewable Heat Incentive have improved the viability of small scale renewable energy. As such specific percentage targets for the proportion of energy met by renewable energy sources are not stipulated. Reducing the demand for energy through efficiency measures still remains a cost effective means of helping to meet the regulations and could help reduce the size of required renewable technology.
- 17.20 The presumption will be made in favour of sustainable development for community-led initiatives for renewable and low carbon energy, including developments outside such areas, being taken forward through neighbourhood planning.
- 17.21 New development should come forward in locations and ways which reduce greenhouse gas emissions. This means locating development close to everyday facilities and public transport. The density and mix of building types and use proposed in a development should be mindful of the energy load across the development. Higher densities and combinations that provide a balanced heat load are likely to provide greater potential for cost effective low carbon energy solutions.
- 17.22 District Energy Networks enable the use of large scale heat and/or electricity generation technologies to supply a number of nearby homes and businesses. Networks can vary in size from 20 homes to 2,000 homes or more. Even when using natural gas, Combined Heat and Power (CHP) systems can provide significant carbon emissions reduction. However it is important the CHP systems are designed to avoid the situation where excess heat is not used while electricity is generated. Small gas CHP systems can be viable for as few as 200 homes. On a larger scale the district energy system East of Exeter is perhaps the best example of renewable CHP in the country. Evidence shows that decentralised energy networks are viable on schemes of 200 dwellings or more<sup>76</sup>.
- 17.23 In parts of the District where there is the potential for over 4 hectares of new development (either housing or other buildings), developers will be expected to contribute to community heating, hot water and cooling systems and CHP and provide the infrastructure required as an integral part of the development. Where it is proposed not to employ such systems, developers must demonstrate why they are not viable over the life of developments in that locality.
- 17.24 District energy systems rely on high numbers of users to make them viable so it is essential that, where new development is happening within reach of an existing or potential heat network, that new users connect to the system and provide infrastructure to easily enable subsequent future development to also connect to the network. While heat is not regulated in the same way as gas or electricity, heat network operators offer competitive long term contracts typically at prices slightly under those of substitute fossil

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<sup>76</sup> Carbon Trust (2011) "Research undertaken for the Carbon Trust as part of their Biomass Heating in the Social Housing Sector study" – [ID: Housing – Hsg010]

fuel systems. Capital costs are similar to traditional heating systems and equipment is much more compact compared to fossil fuel alternatives.

- 17.25 The West End is planned to contain approximately half the proposed housing and employment space in the District. Proposed development in this locality should connect to the District Energy Network.

#### Strategy 40 - Decentralised Energy Networks

Decentralised Energy Networks will be developed and brought forward. New development (either new build or conversion) with a floor space of at least 1,000m<sup>2</sup> or comprising ten or more dwellings should, where viable, connect to any existing, or proposed, Decentralised Energy Network in the locality to bring forward low and zero carbon energy supply and distribution.

Where there is no existing Decentralised Energy Network in the locality, proposals for larger developments of 4 hectares (either housing or other buildings) or 200 houses should evaluate the potential for such systems and implement them where they are viable over the life of the developments in the locality. Specific provision should be made at allocated sites at:

- a) Axminster – Land to the north and east of the Town;
- b) Exmouth – Land at Goodmores Farm;
- c) Honiton – Land at Reserve site – West of Hayne Lane.

Consumer choice of energy sources will be retained when decentralised energy networks are developed. Project level Habitat Regulation assessments may be needed to ensure that any new infrastructure needs are met without adverse impacts on European sites.

#### Offsite Energy Solutions

- 17.26 The requirement for new buildings to be “zero carbon” will occur within the timescale of this plan and is likely to require the adoption of Allowable Solutions. Allowable solutions is a concept that has been developed to account for the fact that it may not always be possible to achieve zero carbon on-site using carbon compliance measures (i.e. energy efficiency and renewable energy). Whilst the exact definition for measures that would meet the requirements for allowable solutions has not yet been established, it is likely to include additional measures that may be either “on-site” (but not duplicating carbon compliance measures), “near site” (within the Local Planning Authority area) or “off site” (outside the Local Planning Authority area). Analysis by the Zero Carbon Hub has shown these could be used to account for up to 56% of emissions from a flat or 40% of emissions from a detached house. The amount may be lower if increased carbon reduction can be achieved on-site and this would be the preferred route, in particular increased energy efficiency, as such measures are more robust as they are embedded in the design and fabric of the building.

- 17.27 Allowable solutions could make a significant contribution to delivering carbon reduction schemes within East Devon. The Council intends to establish a Community Energy Fund to use Allowable Solutions payments to deliver additional carbon reduction measures in East Devon. These measures may include, but are not limited to, energy efficiency

measures in existing buildings, decentralised energy networks, or renewable energy schemes. The fund will deliver carbon reduction and maximise the benefits to local communities. This is in keeping with the developing Localism Agenda.

### Strategy 41 - Allowable Solutions

In some instances on site provision of renewable technologies will not be desirable or appropriate. Where this is the case developments can meet requirements through contributing to 'off site' provision in the form of making 'Allowable Solutions contributions'. Monies gathered will contribute to a 'Community Energy Fund' that will be used to pay for/contribute to energy conservation/renewable initiatives.

### Natural Stores of Organic Carbon

- 17.28 Soil is a major store of carbon, containing three times as much carbon as the atmosphere and five times as much carbon as forests. About 60% of this is in the form of organic matter in the soil. The heathlands, pastures, woodlands and soils of East Devon (in addition to their biodiversity values) form a significant natural store of carbon and as such should be protected from unnecessary loss or destruction.<sup>77</sup> Soil carbon losses account for a tenth of all the CO<sub>2</sub> emissions by human activity since 1850. However unlike the losses of carbon from the burning of fossil fuels, which account for two-thirds, the soil carbon store can-not be recreated to a substantial extent. This would remove large amounts of previously emitted carbon from the atmosphere, offsetting current greenhouse gas emissions.
- 17.29 The District Council endorses Natural England's general recommendations which can already have a wide application and could increase carbon stocks. Among them:
- a) reducing disturbance and erosion of terrestrial soils and coastal and marine substrates and sediments;
  - b) maintaining and restoring biodiverse native habitats is preferable to (re)creating them;
  - c) even in intensively managed agricultural land, there should be scope for introducing native habitats and species that contribute to carbon sequestration in the most marginal areas;
  - d) reducing the waste from both, the agricultural and forestry production cycles, and from restoration activities by finding alternative use for biomass which is currently burnt or disposed of in landfills;
  - e) selecting appropriate species, such as perennial and deep rooted crops, or legumes can contribute to carbon sequestration in some circumstances;
  - f) using light to moderate grazing levels, both in semi-natural habitats and in intensive holdings; and
  - g) blocking drains and restoring water tables in peatlands.

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<sup>77</sup> Natural England (2012) "Carbon Storage by Habitat" – [ID: Environment – Env031]

## 18 Our Outstanding Natural, Built and Historic Environment

### **The Quality of the East Devon Environment**

18.1 We are proud of East Devon’s outstandingly beautiful environment and we regard it as essential that we conserve and enhance it so that future generations can have the same high quality of life as we do. The special and varied places within our District are recognised nationally and internationally for their landscape quality, biodiversity and historic environment. East Devon is an outstanding place to live, work in and visit due to the unique quality of its natural environment and these natural assets. These qualities in turn provide economic and social well being to residents, local businesses and visitors to the District<sup>78</sup>.

### **Green Networks and Green Infrastructure**

18.2 Green networks (also known as green infrastructure) comprise the spaces within and around settlements, and the movement routes within and between them, or to other destinations (such as the coastline) for both people (residents, workers, visitors) and wildlife. Green networks will create high quality, attractive settings for day-to-day living and recreation will enhance the character and diversity of the landscape and will protect heritage assets, and promote management and access and enjoyment of them recognising that they contribute to the area’s unique sense of place and cultural identity. Green networks must enrich the area’s wildlife value, offset negative impacts of habitat loss and fragmentation and retain or create habitat linkages. Where a water course is incorporated the corridor will serve numerous purposes such as sustainable drainage systems, wildlife routes, and leisure and recreation. We will:

- a) Develop a District-wide Green Infrastructure Strategy as a Supplementary Planning Document, with Area Frameworks for each town linked to its rural surroundings.
- b) Exploit fully the opportunities that green networks present to make leisure and recreation spaces throughout the district accessible to as wide a range of people as possible.
- c) Provide space for community allotments.

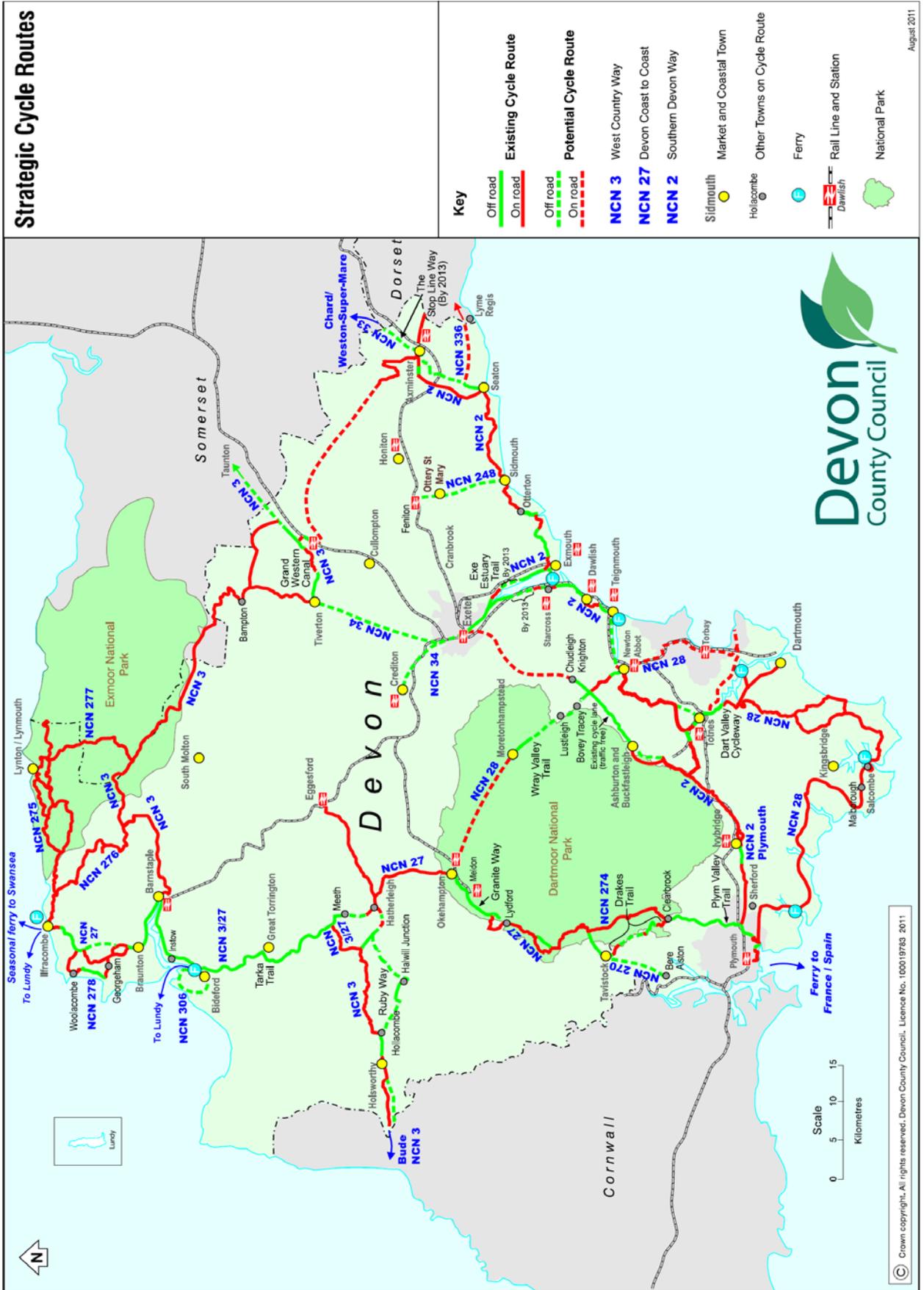
### **Promoting Green Infrastructure**

18.3 A Green Infrastructure Strategy document is being prepared in collaboration with a broad range of organisations including Devon County Council and in particular to take account of their Rights of Way Improvements Plan. This will examine and promote opportunities to link green spaces together through footpaths and cycle links and will also help define schemes that can go into an associated Strategic Projects and Investment Programmes.

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<sup>78</sup> Exeter Area and East Devon Growth Point (2009) “Green Infrastructure Study and Strategy” – [ID: Environment – Env015]

- 18.4 The District Council in conjunction with Devon County Council and supporting the work of Sustrans has been keen to see provision of new cycle routes. The map below shows the main strategic cycle routes in Devon that exist or are proposed (note that local routes, in towns, are not shown).
- 18.5 Green Infrastructure is seen as an essential part of our Vision for a long-term sustainable future for East Devon. The Council is committed to developing strategic networks of accessible, multi-functional sites (including parks, woodland, informal open spaces, nature reserves and historic sites) as well as linkages (such as river corridors and flood plains, wildlife corridors and greenways). These contribute to people's well-being and together comprise a coherent managed resource responsive to evolving conditions. The Axe Estuary wetlands are an example of a multi-functional green space which is currently an important wildlife habitat but in time will expand in terms of its size and value for recreation, biodiversity and community use.
- 18.6 We will develop a District wide Green Infrastructure Strategy and will focus on delivery of Strategic Projects and Investment Programmes. The document will produce separate sections for each town (Area Frameworks) linked to the rural parts of the District to ensure that consistency and a comprehensive output is achieved. The Green Infrastructure Strategy will promote the conservation and enjoyment of the natural and historic environment and be consistent with the detailed mitigation and delivery strategy arising from the Habitat Regulations Assessment work (of which Green Infrastructure is part of the solution).
- 18.7 Liaison with Town and Parish Councils will ensure local desires and needs are understood and inform the priorities for strategic projects and investment programmes.



## Open Space, Sport and Recreation

- 18.8 As well as providing fun, exercise and a sense of achievement for all, participation in sport and active recreation underpins people's quality of life and is fundamental to the delivery of broader Government objectives. This would include the creation of sustainable communities, health and well-being, social inclusion and educational attainment. We want all residents in the District to have convenient access to open space and recreation facilities that are of good quality, safe and, if admission is payable, at a reasonable price<sup>79</sup>.
- 18.9 We will promote better health and well-being for all by aiming to ensure that new housing developments are within walking distance of good quality formal and informal open space and recreational facilities. Exercise should be encouraged by the promotion of cycling and walking within developments and by enabling easy participation in sport through the provision and improvement of built sports facilities.
- 18.10 The relatively aged population structure of East Devon will affect demand for facilities that are suitable for older people, which Sport England identifies as swimming, bowls, tennis, golf and keep fit facilities. Formal parks and gardens are also important facilities for the elderly.

## East Devon Open Space Standards

- 18.11 An Open Space Study<sup>80</sup> has been completed which comprises identification and mapping of open spaces; audits of quantity, quality, and accessibility; Geographic Information Systems analysis to establish current levels of provision and identify needs. The work helps to update work undertaken in 2002 on a Playing Pitch Strategy for East, Mid and West Devon and 2003 in a draft Recreational Areas Strategy. These earlier strategy documents quantify and assess quality of open space provision. Public consultation has helped to establish community aspirations and requirements for open space and has created local standards for both urban and rural areas. This is based on current provision, an assessment of national standards – including Fields in Trust, and ANGSt (Natural England's Accessible Natural Greenspace Standards), consultation results, and demographic analysis. The East Devon Playing Pitch Strategy 2015 has been developed to add detail to the sports pitch requirements set out in the Open Space Study. The strategy includes action plans for resolution of key issues and will be a constantly evolving live document.

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<sup>79</sup> Fields in Trust (2011) "Planning and Design for Outdoor Sport and Play (formerly 6 acre-standard)" – [ID: Infrastructure – Inf008]

<sup>80</sup> Bennett Leisure & Planning Ltd & JPC Strategic Planning & Leisure Ltd (2012) East Devon Open Space Study - Final Report and Appendix A and Appendix B - Assessment of Fixed Sports Facilities for East Devon - [ID: Environment – Env029]

- 18.12 The Open Space Study contains evidence based requirements for developer contributions towards the provision of open space, identified through the above processes.
- 18.13 The recommended open space standards provided by the Open Space Study 2012 will be adopted for the Plan area. Contributions of on-site open space will be required to meet the needs for open space of a particular development where there is an identified shortfalls in the quantity or quality of or accessibility to existing provision. Where on-site provision is not made, money raised through the Community Infrastructure Levy (CIL) will be used to mitigate the impact of a development on existing open space by enhancing existing or providing new facilities. The Playing Pitch Strategy will be used to inform on-site provision and evidence requirements for investment in off-site facilities where necessary.
- 18.14 We will conserve, where appropriate, existing open spaces and leisure facilities and will not permit their loss unless their whole or partial redevelopment would result in greater benefits to the community than retaining that facility. Most protected sites are identified in Chapter 22 of the New Local Plan and on the Proposals Map, but 'protection' policy applies to all qualifying open space areas. Open space standards are specifically to meet open space needs and do not meet European wildlife site mitigation needs, which is a requirement over and above open space provision.

## Strategy 43 - Open Space Standards

Open space standards have been defined in the Open Space Study 2012 (including urban and rural standards) and are shown below. Standards are minimums that may be exceeded. Developments proposing net new dwellings will be expected to provide for open space on-site in line with the table below where there is a demonstrable need for such open space in the vicinity. Developments will be assessed against existing provision in the parish in which they are proposed. Where existing provision of specific typologies exceeds quantity standards, on-site provision will only be required where the existing open space typology is of poor quality or is in some other manner deficient such as not matching up to the accessibility standard.

Developments will be expected to provide open space on-site through a Section 106 Agreement in line with the following thresholds:

- **9 dwellings or less** will not be required to provide any specific open space typologies on-site, however developers may choose to make such provision.
- **10 – 49 dwellings** will be required to provide amenity open space on-site as per the standards below.
- **50 – 199 dwellings** will be required to provide amenity open space, and children's and youth play space on-site as per the standards below.
- **200+ dwellings** will be required to provide for all open space typologies on-site as per the standards below.

It may be necessary or desirable to provide more of certain typologies and subsequently less of others depending on site specifics and an appropriate layout and arrangement will be considered during the planning application process. Where a developer considers an alternative mix is more appropriate evidence should be submitted with an application to demonstrate the justification for an alternative approach. Provision of new off-site open space or enhancement of existing off-site open space will be funded through the Community Infrastructure Levy (CIL) if considered necessary. Until adoption of CIL, off-site open space will be funded through financial contributions as part of a Section 106 Agreement where on-site provision is impractical or non-viable.

Developments which do not meet these requirements will be refused planning permission where the Council considers them capable of delivering the required open space on-site unless viability assessment proves otherwise.

Provision of outdoor sports pitch requirements (grass and artificial) will be guided by the Playing Pitch Strategy. Provision of tennis courts and bowling greens will be guided by the Open Space Study Fixed Sports Assessment.

All open space typologies must be delivered in appropriate locations as agreed with the Council and must not be located within land recognised as floodzone 2 (with the exception of natural and semi-natural greenspace which potentially it may be appropriate to provide this way).

Urban standards apply to the operative town (Parish) council areas of Axminster, Budleigh Salterton, Exmouth, Honiton, Ottery St Mary, Seaton and Sidmouth. Urban standards also apply to the allocated Cranbrook site. Rural standards apply to developments everywhere else in the district. Existing open space sites will be protected and, where appropriate, new sites designated.

Open space type	accessibility standard (straight line distance)		Recommended quantity standard			
	Urban	Rural	quantity standard (Ha per 1,000 popn)		quantity standard (SqM per person)	
			Urban	Rural	Urban	Rural
Allotments	10 mins (480m)	11-15 mins (600m)	0.25	0.30	2.5	3.0
Amenity Open Space (including general useable greenspace although not just space left over after planning)	10 mins (480m)	10 mins (480m)	0.35	0.30	3.5	3.0
Outdoor Pitches (including both open access and limited access grass pitches)	11-15 mins (600m)	11-15 mins (600m)	0.65	1.50	6.5	15.0
Parks and Recreation Grounds (including formal parks and gardens and informal areas for sports/recreation)	10 mins (480m)	10 mins (480m)	1.00	0.40	10.0	4.0
Play Space – Children (including play areas and informal play space)	10 mins (480m)	11-15 mins (600m)	0.05	0.05	0.5	0.5
Play Space – Youth (including Multi-Use Games Areas, skateparks, youth shelters and play space for older children / teens)	11-15 mins (600m)	11-15 mins (600m)	0.05	0.05	0.5	0.5
Natural and Semi Natural (accessible) (including areas accessible to the public and managed on a natural/semi-natural basis)	15-20 mins (800m) & ANGSt	15-20 mins (800m) & ANGSt	1.00	1.00	10.0	10.0
Fixed Sports Facilities (including tennis courts and bowling greens)	New on-site facilities or contributions towards new or enhanced facilities may be required, however district-wide standards are not currently set. The Assessment of Fixed Sport Facilities for East Devon addendum report to the Open Space Study 2012 should be consulted to understand whether such a facility / contribution will be required or not.					
<b>TOTAL</b>			<b>3.35</b>	<b>3.60</b>	<b>33.5</b>	<b>36.0</b>

### Developer Contributions to Open Space

18.15 The Open Space Study sets out developer contributions in its Appendix A. These seek to deliver new open space and enhancements to existing facilities in step with new

residential development. Developments should provide open space on-site in line with Strategy 43 above. On-site open space will be delivered in compliance with an appropriate Section 106 Agreement. Where open space is not provided on-site money collected through the Community Infrastructure Levy (CIL) will be used to mitigate the impact of a development on existing open space by providing new facilities or enhancements to existing facilities off-site. Sites of less than 9 dwellings will not be expected to provide open space on-site as it is unlikely that sites of this scale will have a gross development area large enough to host meaningful facilities. This does not mean that such sites would not be permitted to have open space on-site. CIL will be used to fund amongst other things off-site open space to mitigate the impact of these developments. Sites of 10 to 49 dwellings should provide amenity open space on-site. Sites of 50 to 199 dwellings should provide some open space on-site. Strategy 43 suggests this would be amenity open space and play areas as facilities of a meaningful size/value could be delivered on such sites but depending on the site specifics and local needs it may be more appropriate to deliver other open space typologies instead. Sites of above 200 dwellings should provide the full suite of open space typologies on-site where possible. Developments of specialist accommodation such as for the active elderly will be considered using the same methodology as above, however where demands of occupiers can be shown to vary from normal/average demands alternative provision will be negotiable. On-site requirements for such housing will therefore be subject to negotiation during the planning application process in order to provide the most appropriate typology.

- 18.16 Population increase will be used to determine the relative demand created by different developments. For residential development contributions these will be on a per-dwelling basis and the level of contribution will be higher for larger housing than for small houses or flats. This will be determined by the average occupancy rates where the average occupancy acts as a multiplier reflecting population increase. The assumed average occupancy rates are as follows:
- a 1 bed dwelling = 1.5 persons,
  - a 2 to 4 bed dwelling = 2.22 persons,
  - a 5+ bed dwelling = 2.5 persons.
- 18.17 Contributions will only be sought towards the open space typologies for which there is an established deficiency in the quantity, quality or accessibility of open spaces within the parish in which a development takes place. Money collected through CIL may be pooled to fund publicly accessible open space projects which have been identified by the town/parish council or which are evidenced as required through the Open Space Study, Playing Pitch Strategy or other relevant document. Lists of these projects will be publicly available. Applicants should consider how their development can meet the identified priorities, through on-site provision within the development.
- 18.18 When considering sites for new open space and leisure provision, priority will be given to sites which are easily accessible by a range of transport modes and which can be integrated into a network of green infrastructure.

## Coastal Areas of East Devon

- 18.19 East Devon's exceptional coastline forms part of a World Heritage Site (WHS) and is mostly undeveloped. Parts of the coast are eroding and in some cases this impacts on people's livelihood and homes, the natural environment and heritage assets. We will:
- a) Discourage inappropriate development in undeveloped coastal areas if it would have adverse landscape and environmental impacts unless there are no alternatives available, (such as with established holiday parks) and development is essential.
  - b) Support proposals for coastal change management where erosion could impact on people's livelihoods and homes where this aligns with the most up-to-date Shoreline Management Plan or prevailing coastal strategy and is environmentally acceptable and financially and technically feasible.

## The Coastal Zone and Landscape

- 18.20 Although the Dorset and East Devon Coast World Heritage Site (Jurassic Coast) site status is justified on account of geological importance, UNESCO did note its landscape importance and the East Devon part of the site (for nearly all of its length) also lies in the East Devon AONB. Much of the East Devon coastline is undeveloped and the Local Plan shows a Coastal Preservation Area. We intend to rely on existing evidence and investment programmes for the Shoreline Coastal Zone to manage this precious resource properly. Further investigation and assessments of the Coastal Zone for very specific areas may be undertaken should the need arise<sup>81</sup>.
- 18.21 Circular 07/2009 on the protection of WHS advises that appropriate policies for the protection and sustainable use of WHSs including enhancement where appropriate, which supplement international and national policy and take account of the specific regional or local circumstances of a particular WHS, should be included in plans. Further, that such policies should apply both to the site itself and, as appropriate, to its setting, including any buffer zone or equivalent. The WHS Management Plan<sup>82</sup> does not define a buffer zone for the site as the wider surrounding area is already afforded strong protection through existing systems of protective designation, in particular the Sites of Special Scientific Interest (SSSI), AONB and the Coastal Preservation Area (CPA).
- 18.22 English Heritage guidance on the protection and management World Heritage Sites and paragraph 10 of CLG Circular 07/2009<sup>83</sup> advises that it is essential that appropriate policies enabling control of development in the setting of each World Heritage Site, including any buffer zone, in order to protect its Outstanding Universal Value, including authenticity and integrity, are included in plans.

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<sup>81</sup> Devon County Council (2006) "Undeveloped Coast – Coastal Zone Policy" – [ID: Environment – Env009]

<sup>82</sup> Dorset and East Devon Coast World Heritage Site Steering Group (2009) "Dorset and East Devon Coast World Heritage Site Management Plan 2009 – 2014" – [ID: Environment – Env001]

<sup>83</sup> Communities and Local Government (2009) "Circular 07/2009: Protection of World Heritage Sites" – [ID: Environment – Env008]

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- 18.23 Recent studies include assessment of the coastal zone area considerably further away from the shoreline than previously undertaken. This is to account for the potential increase in significant offshore and coastal energy schemes and the potential impacts caused. The Council has produced a technical study examining the undeveloped coastal area of East Devon to help define the extent of policy coverage<sup>84 85</sup>.

#### Strategy 44 - Undeveloped Coast and Coastal Preservation Area

Land around the coast and estuaries of East Devon, as identified on the Proposals Map, is designated as a Coastal Preservation Area. Development or any change of use will not be allowed if it would damage the undeveloped/open status of the designated area or where visually connected to any adjoining areas. The coastal Preservation Area is defined on the basis of visual openness and views to and from the sea.

### Shoreline Management Plans and Coastal Erosion and Defence

- 18.24 Parts of the East Devon Coastline are subject to erosion. It is anticipated that climate change will create increasing pressure on coastal and estuarine environments through accelerating rates of sea level rise and an increased number of storms. If this occurs it will have implications for the cost and effort involved in protecting coastal communities from risk of flooding and coastal erosion. The potential impacts are not only in terms of individual properties at risk of loss or damage, but also the wider impacts on the local economy and local communities.
- 18.25 The Dorset and East Devon Coast World Heritage Site - Site Management Plan<sup>86</sup> highlights the fact that coastal erosion is part of the natural process and part of what helps define and justify the status of the coast. A key aim of the WHS Management Plan is 'protecting the outstanding universal value of the WHS by allowing natural processes to continue'. This East Devon Local Plan seeks to balance this aim with the social and economic needs of our coastal communities.
- 18.26 Measures and policies for the management of East Devon's coastline are set out in the Shoreline Management Plan 2<sup>87</sup>, which has recently been approved. This provides an objective, large scale assessment of the risks to people and the environment resulting from the evolution of the coast over the next 100 years. It is a non-statutory policy document for the planning and management of coastal defences. The Environment Agency describe Shoreline Management Plans as 'a route map for local authorities and other decision makers to move from the present situation towards meeting our future needs, and will identify the most sustainable approaches to managing the risks to the coast in the short term, medium and long term. Within these timeframes, the SMP will also include an action plan that prioritises what work is needed to manage coastal change

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<sup>84</sup> Devon County Council (2006) "Undeveloped Coast – Coastal Zone Policy" – [ID: Environment – Env009]

<sup>85</sup> EDDC (2011) "Undeveloped Coast Technical Paper" – [ID: Environment – Env033]

<sup>86</sup> Dorset and East Devon Coast World Heritage Site Steering Group (2009) "Dorset and East Devon Coast World Heritage Site Management Plan 2009 – 2014" – [ID: Environment – Env001]

<sup>87</sup> South Devon and Dorset Coastal Advisory Group (2011) "Shoreline Management Plan SMP2 Durlston Head to Rame Head" – [ID089 – [ID: Environment – [Env017](#)]

into the future and where it will happen. This will form the basis for deciding and putting in place specific flood and erosion risk management schemes, coastal erosion monitoring and further research on how we can adapt to change’.

- 18.27 The broad approach of the SMP2 is to defend the centres of main settlements along the coast and allow natural processes to continue in the rural areas. However, some properties in the towns are likely to be affected by coastal erosion in the medium term (20-50 years) with substantially more likely to be affected in the longer term (50-100 years). Detailed policies for managing this change have been included in the proposed Development Management Policies (DM policy EN25).

#### Strategy 45 - Coastal Erosion

The Council will promote proposals for sustainable coastal change management such as improvements to coastal defences or managed realignment, where compatible with the most up-to-date Shoreline Management Plan or prevailing coastal strategy or plan and provided they would not have an unacceptable adverse economic, social or environmental impact, including an unacceptable detrimental visual impact on a protected landscape.

To protect the integrity and outstanding universal value of the Dorset and East Devon World Heritage Site the natural processes that created it will be allowed to continue, unless the safety and economic well being of any coastal community would be undermined, provided that the implications of this for the World Heritage Site have been fully considered. Where there is a conflict between allowing coastal erosion and protecting coastal communities from that erosion both interests will be recognised and wherever possible impacts will be mitigated where they arise.

#### The AONBs in East Devon

- 18.28 East Devon is blessed with landscape of exceptional quality, two thirds of the District falls within one of two AONBs:

- a) The East Devon AONB falls wholly within East Devon and roughly covers the Southern third of the District.
- b) The Blackdown Hills AONB includes land in both Devon and Somerset and roughly covers the North-Eastern third of East Devon.

- 18.29 AONB’s enjoy, with National Parks, the highest level of landscape protection in Britain. They are, therefore, a national asset. It should be noted that a very small part of the Dorset AONB also falls in East Devon.

18.30 Under Section 85 of the Countryside and Rights of Way Act 2000 we have a statutory duty to produce a management plan for the AONBs in our District<sup>88</sup>. We will use these plans alongside the Local Plan to deliver our responsibility for due regard to these special landscapes and to help support sustainable development in these areas.

### **Development in the Landscape**

18.31 It is recognised that we need to accommodate development in our district, but should do this in a way that minimises adverse impacts and enhances and improves landscapes that may have been degraded over the years. We will:

- a) Conserve and enhance the landscape of East Devon;
- b) Recreate and strengthen key landscape characteristics; and
- c) Ensure that new developments are appropriate in scale, form and design, are in keeping with their setting and take full account of the local natural and cultural heritage.

18.32 Emphasis will be placed on conserving and enhancing landscape assets of greatest importance for East Devon, in particular the AONBs. This approach will not mean we resist development automatically or take the view that landscape changes cannot occur but, especially in the more sensitive and important locations, we will expect high quality development that is in keeping with its landscape setting.

### **Landscape Character Assessment**

18.33 A Landscape Character Assessment (LCA)<sup>89</sup> of East Devon was undertaken in 2008, which identifies and describes distinctive landscape character types throughout the district. This information will be used to ensure that development proposals reflect the distinctive character, qualities and sensitivities of the area and maintain local identity. The Council will use this and tools such as Historic Landscape Characterisation (HLC) to aid decision making and try to identify those aspects of a landscape that have been lost, undermined or require conservation and enhancement. The Council will ensure that landscape improvements are secured for the long-term through the development process. We will use the following documents and work areas to judge proposals affecting the landscape:

- a) European Landscape Convention – compliance with ‘local distinctiveness’ and a need to consult widely with local people to ascertain views<sup>90</sup>.
- b) Natural England – National Character Areas (due 2011/2012)<sup>91</sup>.
- c) East Devon and Blackdown Hills AONB and East Devon District Landscape Character Assessment & Management Guidelines (2008)<sup>92</sup>.

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<sup>88</sup> East Devon and Blackdown Hills AONB (2009) “East Devon and Blackdown Hills AONB Management Plans” – [ID: Environment – Env016] (AONB Management Plans are due for review in 2014 which is consistent with the LCA for the District).”

<sup>89</sup> East Devon and Blackdown Hills AONB and EDDC (2008) “East Devon and Blackdown Hills AONB and East Devon District Landscape Character Assessment and Management Guidelines – [ID: Environment – Env012]

<sup>90</sup> Council of Europe (2000) “European Landscape Convention” - [ID: Environment – Env010]

<sup>91</sup> Natural England (1996) “National Character Areas” – [ID: Environment – Env011] Updated in 2005 and due for further revisions 2011/2012

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- d) Historic Landscape Characterisation (DCC)<sup>93</sup>.
- e) East Devon Biodiversity Action Plan<sup>94</sup>.
- f) Sport and recreation studies.
- g) Exeter Area and East Devon Growth Point - Green Infrastructure Study (April 2009) and Strategy (December 2009)<sup>95</sup>.
- h) East Devon and Blackdown Hills AONB Management Plans (AONB Management Plans are due for review in 2014 which is consistent with the LCA for the District)<sup>96</sup>.
- i) Dorset and East Devon Coast World Heritage Site (Jurassic Coast) Management Plan<sup>97</sup>.
- j) Dorset & East Devon Coastal Advisory Group – Shoreline Management Plan<sup>98</sup>.
- k) Devon County Council – Landscape Character Areas Assessment 2013<sup>99</sup>

18.34 The above documents and programmes will be monitored and assessed to ensure matters of relevance and significance to East Devon District are addressed in a timely and effective manner and opportunities to enhance landscape are exploited. Where there are opportunities to update information and influence these and other policy and national investment programmes we will play our part in developing appropriate action plans or DPDs to achieve this.

18.35 National Planning Policy will be referred to when considering applications for major development in AONBs. Within AONBs, consideration will also be given to proposals which serve to facilitate delivery of the Statutory AONB Management Plans and their Objectives and are desirable for the understanding and enjoyment of the area.

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<sup>92</sup> East Devon and Blackdown Hills AONB and EDDC (2008) “East Devon and Blackdown Hills AONB and East Devon District Landscape Character Assessment and Management Guidelines – [ID: Environment – Env012]

<sup>93</sup> Devon County Council (2005) “Historic Landscape Characterisation” – [ID: Environment – Env013]

<sup>94</sup> Natural England (1994) “East Devon Biodiversity Action Plan” - [ID: Environment – Env014]

<sup>95</sup> Exeter Area and East Devon Growth Point (2009) “Green Infrastructure Study and Strategy” – [ID: Environment – Env015]

<sup>96</sup> East Devon and Blackdown Hills AONB (2009) “East Devon and Blackdown Hills AONB Management Plans” – [ID: Environment – Env016]. (AONB Management Plans are due for review in 2014 which is consistent with the LCA for the District).”

<sup>97</sup> DEFRA and Department of Culture, Media and Sport (2009-2014) “Dorset and East Devon Coast World Heritage Site (Jurassic Coast)”

[http://www.jurassiccoast.com/downloads/WHS%20Management/jurassic\\_coast\\_plan\\_lowres.pdf](http://www.jurassiccoast.com/downloads/WHS%20Management/jurassic_coast_plan_lowres.pdf)

<sup>98</sup> South Devon and Dorset Coastal Advisory Group (2011) “Shoreline Management Plan” – [ID: Environment – Env017]

<sup>99</sup> Devon County Council (2013) “Devon County Landscape Character Assessment” – [ID: Environment – Env037]

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## Strategy 46 - Landscape Conservation and Enhancement and AONBs

Development will need to be undertaken in a manner that is sympathetic to, and helps conserve and enhance the quality and local distinctiveness of, the natural and historic landscape character of East Devon, in particular in Areas of Outstanding Natural Beauty.

Development will only be permitted where it:

1. conserves and enhances the landscape character of the area;
2. does not undermine landscape quality; and
3. is appropriate to the economic, social and well being of the area.

When considering development in or affecting AONBs, great weight will be given to conserving and enhancing their natural beauty and major development will only be permitted where it can be shown that it cannot be reasonably accommodated elsewhere outside of the AONB.

The current Area of Outstanding Natural Beauty Management Plans, the East Devon and Blackdown Hills Areas of Outstanding Natural Beauty and East Devon District Landscape Character Assessment & Management Guidelines 2008 and the Devon County Council Landscape Character Areas Assessment should be used in design and management considerations.

### **Biodiversity and Geological Protection**

18.36 East Devon has an amazing diversity of wildlife habitats and geology. It contains a range of internationally, nationally, regionally and locally important wildlife and geological sites, including:

- a) 2 Special Protection Areas; one of these - the Exe Estuary - is also a Ramsar Site.
- b) 4 Special Areas of Conservation.
- c) 1 National Nature Reserve.
- d) 25 Sites of Special Scientific Interest.
- e) 8 Local Nature Reserves.
- f) Around 300 County Wildlife Sites.
- g) 21 Regionally Important Geological Sites (RIGS).

Natural England has standing advice on Protected species including European Species and some applications may require project level Appropriate Assessment.

18.37 The key designated Nature Conservation sites in East Devon are shown on the plan on the following page. This plan does not show the boundaries of all sites listed above (not the least because some overlay one-another and map clarity would otherwise be lost). But the map shows the wealth of important wildlife areas in East Devon. Included on the map are Ancient Woodlands in East Devon as defined by Natural England.

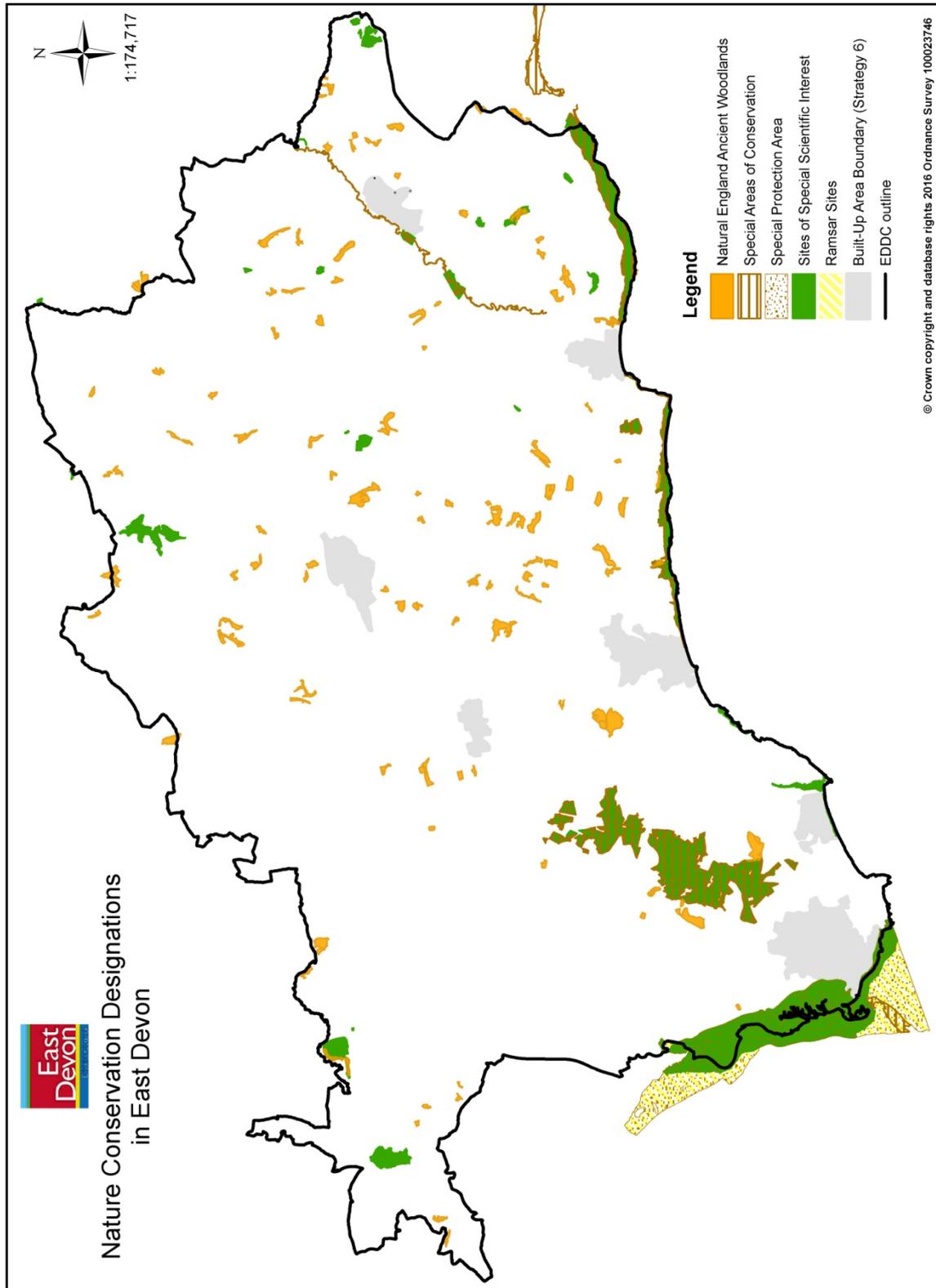
18.38 Our landscape contains a distinctive network of species-rich hedgerows, woodlands and river valleys linking up designated sites and Biodiversity Action Plan habitats. Priority UK

Biodiversity Action Plan species found in the District include dormouse, nightjar, Dartford warbler and a range of bat species. Protective designations are important not just for the sake of these species but because such assets add to people's quality of life and attract tourists to the District. To ensure we retain and enhance our biodiversity we will:

- a) Conserve and enhance the most valued habitats.
- b) Only permit developments that would cause no harmful impacts to important habitats (and the species they support), or that would include measures to mitigate or offset such impacts.
- c) Promote habitat creation, including provision of major new green spaces for wildlife and people to use.

18.39 We also need to enable wildlife and habitats to adapt to future climate changes. Many habitats in the District which used to be widespread are now broken up into small pockets. This affects the ability of wildlife and habitats to adapt to climate change and there is therefore a need to expand and reconnect existing areas and to restore habitats.

18.40 Many of the District's most important habitats are damaged or threatened by under-grazing and lack of active management, land use change and fragmentation, recreational pressure and by future climate change. Key losses have included reduction of open habitats such as lowland heath to scrub and rank vegetation. In the wider landscape, hedgerow removal and insensitive conversion of rural buildings can impact on species such as dormice and bats.



- 18.41 The District's heathland, pasture and woodland soils as well as timber vegetation contain significant natural stores of organic carbon
- 18.42 The South West Regional Biodiversity Partnership Nature Map provides a clear strategic picture of areas within the District with high potential for re-creation of Biodiversity Action Plan habitats (Strategic Nature Areas). Strategic Nature Areas within the District include areas suitable for the re-creation of lowland heath, native woodland, coastal and floodplain grazing marsh, neutral grassland and purple moor-grass and rush pasture.

### **National and International Wildlife Sites**

- 18.43 The internationally designated sites (SPAs, SACs and Exe Estuary Ramsar site), nationally designated sites (SSSIs) and statutorily protected wildlife species within the District all have statutory protection. As these sites are already legally protected the Local Plan will not contain Policies specifically relating to them. The Dorset and East Devon Coast WHS extends from Orcombe Point at Exmouth along the East Devon Coast to Lyme Regis and then on to Studland in Dorset and is designated for its outstanding geology representing 185 million years of the Earth's history. At the local level there are eight local nature reserves, 270 County Wildlife Sites and 21 Regionally Important Geological sites.
- 18.44 Local wildlife sites, such as Local Nature Reserves and wildlife corridors, are also important and are highly valued at a local level throughout the District. Within our built-up areas, 'community greenspaces' are essential 'green lungs' which provide wildlife habitats and formal and informal recreation spaces. Phear Park and the Valley Parks in Exmouth, the Axe Estuary Wetlands and the Byes in Sidmouth are all examples of community greenspaces which, whilst different in character, contribute hugely to local biodiversity and residents' quality of life.

### **The Habitat Regulations**

- 18.45 The East Devon Heaths Special Protection Area (SPA) is a network of heathland sites which are designated for their ability to provide a habitat for internationally important breeding populations of nightjar and Dartford warbler. The Exe Estuary SPA is designated for its internationally important populations of birds. The River Axe Special Area of Conservation (SAC) is designated for its habitat provision, particularly for vegetation and fish species. Sidmouth to West Bay SAC is a coastal strip designation, focusing on sea cliff, scree and drift line vegetation. Beer Quarry and Caves SAC is designated for the existence of 3 bat species and the last Devon Pebblebed Heaths SAC (same areas as the SPA) is designated in recognition of its wet and dry heathland vegetation and for the Southern Damselfly. These areas are protected by the Habitats Directive (EC Directive 92/43/EEC on the Conservation of Natural and Semi-Natural Habitats and of Wild Fauna and Flora) and the Habitats Regulations (The Conservation (Natural Habitats) Regulations 1994). Under these Regulations East Devon District Council has a duty to assess whether there is a risk of any plan or proposal having a significant impact on the integrity of the SPA or SAC.

- 18.46 The NPPF advises on the promotion, preservation, restoration and re-creation of priority habitats and protection and recovery of priority species. International and national legislation and policy already provides statutory protection for, and comprehensive guidance on the management of valued biodiversity and geological assets. We will apply these safeguards carefully together with the use of continued Local Plan policies, to conserve these precious assets.

### **The Exe Estuary and Pebblebed Heaths**

- 18.47 The Council has formed the view, after receiving advice from Natural England (the government agency responsible for the promotion of wildlife), that there is a risk that residential development (and occupants/their pet) could impact on East Devon Heaths SPA or the Exe Estuary SPA boundary. This advice is reinforced by follow-on work on Habitat Regulations assessment. A particular concern raised by Natural England is that new housing development may have an adverse effect on the SPAs; for example an increase in recreational activity and dog walking may disturb the ground-nesting birds on the Heaths or roosting or feeding birds on the Exe Estuary. Predation of birds by domestic cats is already identified as a particular concern on the East Devon Pebblebed Heaths and any increase in the number of homes could be expected to increase in cat numbers and further exacerbate adverse impacts/predation. To help preserve the integrity of the East Devon Pebblebeds Heath, specifically on account of the impacts of domestic cats through bird predation, new dwellings will not be allowed on or within 400 metres of the Pebblebed Heaths Special Protection Area.
- 18.48 In response to potential adverse impact the Council, in conjunction with Exeter City Council, Teignbridge District Council, Natural England, the Royal Society for the Protection of Birds and The Exe Estuary Management Partnership, has commissioned a series of reports from Footprint Ecology on the protected European Wildlife sites. These reports<sup>100</sup> have assessed:
- a) underlying ecological functioning of the sites;
  - b) current recreational and other use and impacts on the sites; and
  - c) projected impacts arising from extra development.

The final report in the series is a:

- d) Mitigation and Delivery Strategy – this will address proposed mitigation measures to overcome and address adverse impacts predicted to arise from increased user pressure on the designated sites, primarily recreation use and dog walking related.<sup>101</sup>

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<sup>100</sup> Footprint Ecology (2012) – “Exe Estuary Visitor Survey Phase 1” – [ID: Environment – Env020]

Footprint Ecology (2012) – “Exe Estuary Visitor Survey Phase 2” – [ID: Environment – Env021]

Footprint Ecology (2012) – “Exe Estuary Visitor Survey Map Annex” – [ID: Environment – Env022]

Footprint Ecology (2012) – “Assessment of Recreational Impacts on Dawlish Warren SAC” – [ID: Environment – Env023]

Footprint Ecology (2012) – “Exe Estuary SPA & Dawlish Warren SAC - Interim report relating to strategic planning and impacts from recreation.” – [ID: Environment – Env024]

<sup>101</sup> Footprint Ecology (2013) – “Eastern Devon Habitat Mitigation strategy” – [ID: Environment – Env038]

- 18.49 The Mitigation and Delivery Strategy includes a series of recommendations that link issues surrounding increased development (particular new homes and by implications the impacts of home occupiers) and mitigation that is required in order to ensure that development is acceptable and will not lead to adverse impacts or worsening of habitat integrity. The success of the plan and proposals and projects within the plan will be dependent upon implementation of the proposals in the strategy and this will require joint initiatives with Exeter City and Teignbridge District Council. Initiatives and actions under the strategy will be applicable to strategic policy proposals as well as more local and detailed proposals. The strategy will be especially important in respect of mitigation of impacts arising from strategic developments at the West End and in Exmouth and in other localities where adverse impacts could arise from development, especially on the Exe Estuary and Pebblebed Heaths. It could also have relevance to much smaller scale developments for example as related to re-use of rural buildings (see Policy D8).
- 18.50 East Devon District Council is working with Exeter City Council and Teignbridge District Council to determine the risks arising from their combined growth to sensitive international wildlife sites and to implement measures to mitigate these risks. East Devon District Council will continue to implement this Joint Interim Approach and will accelerate progress in developing and adopting its successor. This will require establishing a cross-authority partnership to:
- co-ordinate the identification and agreement of relevant mitigation measures;
  - raise appropriate funds from relevant developments;
  - co-ordinate the delivery of agreed measures;
  - monitor annually the effectiveness of delivered measures, and if necessary modify their management.
- 18.51 The Exe Estuary and Pebblebed Heaths are already under threat from visitor use and any extra use (use by occupants/users of development) could lead to unacceptable adverse impacts. Mitigations measures are therefore essential in respect to accommodating development. The habitat assessment work that the Council has commissioned shows that the overarching levels and locations for growth set out in the plan, when it comes to implementation of plan proposals, need:
- a) further detailed assessment; and
  - b) the plan to make clear that it is reliant upon the forthcoming detailed mitigation and delivery strategy
- 18.52 New development within 400m of the Exe Estuary should be subject to a project level assessment to check for potential impacts on roost sites or key areas for birds outside the SPA boundary. The habitat related works that we have undertaken removes the need for individual development schemes to be subject to separate Appropriate Assessments. Appropriate mitigation that will be paid for out of the Community Infrastructure Levy income and/or through Section 106 agreements.

## **Beer Quarry and Caves SAC**

18.53 At the Beer Quarry and Caves SAC the Council will seek to work with Natural England to develop a ‘consultation zone’ and planning guidance that encompasses the important commuting and foraging habitats of bats.

## **Habitat Regulations Assessment – Air and Water Quality Issues**

18.54 The Habitat Regulations Assessment<sup>102</sup> also identified a series of concerns relating to air and water quality matters. In some case these may be relevant to determination of planning applications. However, these air and water related considerations and recommendations in the report are relevant to wide range of activities and issues that also extend beyond land use planning and the Local Plan.

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<sup>102</sup> Footprint Ecology (2012) – “Habitat Regulations Assessment of the East Devon Local Plan” – [ID: Environment – Env025]

## Strategy 47 - Nature Conservation and Geology

### **All development proposals will need to:**

1. Conserve the biodiversity and geodiversity value of land and buildings and minimise fragmentation of habitats.
2. Maximise opportunities for restoration, enhancement and connection of natural habitats.
3. Incorporate beneficial biodiversity conservation features.

Development proposals that would cause a direct or indirect adverse effect upon internationally and nationally designated sites will not be permitted unless:

- a) They cannot be located on alternative sites that would cause less or no harm.
- b) The public benefits of the development clearly outweigh the impacts on the features of the site and the wider network of natural habitats.
- c) Prevention, mitigation and compensation measures are provided.
- d) In respect of Internationally designated sites, the integrity of the site will be maintained.

Development proposals where the principal objective is to conserve or enhance biodiversity or geodiversity interests will be supported in principle.

Where there is reason to suspect the presence of protected species applications should be accompanied by a survey assessing their presence and, if present, the proposal must be sensitive to, and make provision for, their needs.

### **Habitat Regulations and Mitigation of Potential Adverse Impacts of Development**

Where development or the occupants of development could lead to adverse biodiversity impacts due to recreational or other disturbance, we will require mitigation measures and contributions to allow for measures to be taken to offset adverse impacts and to create new habitats. This will be of particular importance where development could impact upon 'European Designated Sites' (In the case of other impacts to internationally, nationally and locally designated sites, we will seek appropriate mitigation measures). Where European designated sites might be affected there will be a need for Appropriate Assessment in line with Conservation and Species Habitat Regulation requirements. Mitigation measures will be required if harmful impacts are predicted or could arise.

In respect of the Exe Estuary and the Pebblebed Heaths (and Dawlish Warren in Teignbridge) an over-arching strategic approach to habitat mitigation measures has been established through the Disturbance Study. All residential development schemes within a straight line 10 kilometres distance of any part of the SAC and/or SAC designated areas of the Exe Estuary or Pebblebed Heaths will be required to provide mitigation. The onus will rest on developers demonstrating that mitigation can and will be provided and granting of planning permission will be linked to clear evidence that delivery will actually happen to agreed timescales. The Disturbance study work and associated assessments will typically negate the need for residential development schemes to be subject to individual Appropriate Assessment. Through this strategic approach monies collected through CIL, negotiated separately through Section 106 agreements or potentially otherwise paid or contributed through other means will address mitigation requirements.

Non-residential development schemes within the 10 kilometres catchment (and potentially beyond) will need to be subject to project level assessment to establish potential need for and form of any mitigation. The Council has commissioned technical advice in respect of tourism accommodation development that will parallel that for residential schemes.

Payment as part of the CIL contribution will typically be the expected approach and habitat mitigation will form the first draw on CIL funds. Mitigation will include on-site and off-site measures, to include:

- Improved wardening and management of sites;
- Information and education;
- Changes to access arrangements and points;
- Habitat improvements and provision ; and
- Provision of Suitable Alternative Natural Green Space (SANGS).

On-site mitigation measures are likely to be most appropriate in the very early years of the Local plan's life. Off-site provision in the form of SANGS should aim for a target level of provision of around 8 hectares of open space provision for every net new 1,000 residents accommodated through development. At a residential density averaged at 2.2 persons per each new home built this will equate to around 176 SqM of SANGS space per each net extra dwelling. However actual space standards will depend on the quality, character and location of provision. SANGS will need to include substantial open space areas ideally of semi-natural character and should specifically be appealing to dog walkers. They can utilise land previously inaccessible to the public or arise from improvements of currently accessible but under-used spaces. To help ensure and secure timely delivery of mitigation, specifically SANGS, the Council has the option of exercising Compulsory Purchase Order powers to ensure availability of land.

Developments on the western side of the District – including in the West End, Ottery St Mary, Budleigh Salterton, and Sidmouth will all fall under the coverage of this policy.

To help preserve the integrity of the East Devon Pebblebeds Heath, specifically on account of the impacts of domestic cats through bird predation, new residential uses will not be allowed on or within 400 metres of the Pebblebed Heaths Special Protection Area.

The mitigation proposals, including those of the 'South-east Devon European Site Mitigation Strategy', will need to be implemented ahead of development being occupied and must provide for mitigation in perpetuity to ensure that development does not have a net adverse impact on the integrity of European designated wildlife sites. This will include provision of on-site, off-site and cross-site measures and monitoring. The delivery and success of mitigation will be monitored alongside development (specifically new housing development) and changes in population. Where mitigation lags behind development it will be a potential indicator that the worth and integrity of European sites could be being eroded. This will provide a policy basis and justification for resisting further development or occupation until effective mitigation is delivered in accordance with past development/occupancy. Work will be undertaken to establish effective trigger points or markers against which to formally assess delivery of mitigation and therefore establish a basis to refuse planning permissions with a formal first review planned for April 2018.

## Design and the Built Heritage

18.55 The underlying geology of East Devon and the agriculture it has supported have ensured we have an interesting range of local building materials which have been used traditionally to give an identifiable built heritage of exceptional quality. Regrettably, more recent development has often been of lesser quality, with little reference to the place. We see local distinctiveness, in building materials and form, as essential to the quality and appeal of East Devon and we will:

- a) Promote high quality locally distinctive design standards.
- b) Value, conserve and enhance our historic environment.
- c) Require sustainable construction techniques to be included in projects.

18.56 Buildings have traditionally been built from the materials that are close to hand and available. The fact that the geology of East Devon varies so much has resulted in a very broad range of materials being used in the construction process. In some cases availability of materials and therefore their use was very localised, for example Beer stone, and this has meant that settlements can vary greatly in their traditional look and feel.

18.57 In past years the cost and difficulty of transporting materials was so high that it was only the finest and most expensive buildings that were built from non-local supplies. As transport costs have gone down, use of non-traditional materials has expanded and standardisation of materials and their production has occurred. We feel that as a consequence the aesthetic quality of buildings and the built environment has suffered. Traditional materials can be, but not always are, more expensive than modern alternatives. However, over the life span of a building and given the overall costs involved in construction, such differences are often marginal or negligible and are outweighed by the long term visual and character benefits.

18.58 We wish to see the use of traditional materials and methods in buildings as we see this as a means to help define and enhance the quality of the built environment. The natural environment of East Devon is outstanding: it warrants matching high quality standards in the built environment. We want to ensure that, in the future, buildings in East Devon will make obvious use of local materials in sympathetic and traditional styles and forms. This emphasis on local distinctiveness will be a challenge to 'standardised' design approaches and 'off the peg' solutions. It does not mean that contemporary or modern designs cannot be used but it does require that designers think far more about how local materials and local traditions should inform and be integral to their work.

## Strategy 48 - Local Distinctiveness in the Built Environment

Local distinctiveness and the importance of local design standards in the development process will be of critical importance to ensure that East Devon's towns and villages retain their intrinsic physical built qualities. Where towns or villages are or have been despoiled we will seek to have qualities reinstated through good design. Use of local materials and local forms and styles will be essential to this distinctiveness.

We will work with our partners and local communities to produce Design Statements to guide new development and ensure its appropriateness.

### Historic Environment

- 18.59 East Devon has nearly 4,500 buildings and structures that are formally listed as of Special Architectural or Historic Interest. It shows that when well built, using quality local materials, buildings can last for centuries and adapt, within reason, to meet changing local needs and lifestyles. The District also has a rich archaeology and historic landscape.
- 18.60 We regard it as essential that we conserve and enhance the historic environment of East Devon. The traditional buildings of East Devon bring pleasure to residents and visitors alike, they form a key part of the tourism appeal of the District and help define the identity of East Devon. We already have strong national guidance and legislation that protects listed buildings. The Council continues to survey the Listed Building stock of the District and are currently undertaking revisions to the Conservation Area Appraisals. We will continue to apply existing legislation and guidance in the most effective way to conserve the built environment.
- 18.61 We will adopt a positive, proactive strategy for the conservation and enjoyment of the historic environment taking into account the variations in type and distribution of heritage asset, as well as the contribution made by the historic environment by virtue of:
1. Its influence on the character of the environment and an area's sense of place.
  2. Its potential to be a catalyst for regeneration in an area, in particular through leisure, tourism and economic development.
  3. The stimulus it can provide to inspire new development of imaginative and high quality design.
  4. The re-use of existing fabric, minimising waste.
  5. Its mixed and flexible patterns of land use that are likely to be, and remain sustainable.

## Strategy 49 – The Historic Environment

The physical and cultural heritage of the district, including archaeological assets and historic landscape character, will be conserved and enhanced and the contribution that historic places make to the economic and social well-being of the population will be recognised, evaluated and promoted. We will work with our partners and local communities to produce or update conservation area appraisals and conservation area management plans.

## 19 Delivery and Infrastructure Provision

### **Provision of Social, Physical and Community Infrastructure**

- 19.1 Development of any kind can place demands on existing infrastructure and generate a need for new infrastructure. When new homes are built their occupants will need to use roads and sewers, new play areas may be important, community halls or new school places may be needed. In some cases private sector business will provide facilities and infrastructure, because there is money to be made in doing so, but for many facilities this will not be the case.
- 19.2 In the past, development in some parts of East Devon, particularly new house building, has not always been accompanied by the timely provision of social, physical and community infrastructure needed to ensure we have attractive and successful places and communities. We need to ensure this does not happen in the future. The Local Plan will play a key role in identifying infrastructure requirements, ensuring that provision and investment by infrastructure providers is co-ordinated with development and that efficient and effective use is made of existing infrastructure. We will also ensure appropriate contributions are secured from developers. We will produce an Infrastructure Delivery Plan which will provide clarity about what infrastructure is required, when it should be delivered and by whom and how it should be funded.

### **Understanding Other Organisations' Proposals and Plans**

- 19.3 Coordinating planning policy with the investment strategies, policies and proposals of other bodies is a key element of effective planning. It is reflected in the requirements of the Duty to Cooperate and we need to ensure close liaison with infrastructure providers in the public, private and voluntary sectors so that we understand more fully what they are seeking to do and so that they understand more fully our plans and proposals. Creating a consistency of approach will be critical to making best use of limited public resources.

### **Developer Contributions and the Community Infrastructure Levy**

- 19.4 It has been long established practice for Councils to seek contributions from developers in the form of facilities, infrastructure or financial contributions to address impacts arising from development. Contributions have historically been collected under what are called 'Section 106 Agreements' (after Section 106 of the Town and Country Planning Act 1990).
- 19.5 The Government has now introduced the Community Infrastructure Levy (CIL). This allows local authorities to raise funds from developers undertaking new building projects in their area. The money can be used to fund a wide range of infrastructure that is needed as a result of development. This includes transport schemes, flood defences, schools, hospitals and other health and social care facilities, parks, district heating schemes, green space and leisure centres as well as local community facilities such as village halls.

- 19.6 The Council is committed to introducing the Levy alongside the Local Plan as a key means of securing the delivery of essential infrastructure improvements. The Levy will operate alongside traditional Section 106 Agreements as a means of collecting developer contributions. The Council will set out in the Infrastructure Delivery Plan which items of infrastructure are expected to be funded through the Levy and which will be secured through Section 106 Agreements. This will ensure that there is no double charging for the same item of infrastructure.
- 19.7 The critical document in introducing the Levy is the publication of a Charging Schedule. This will set out the charging rates (on a £ per SqM basis) for different types of development, potentially with different rates for different areas within the District. The Charging Schedule needs to be underpinned by a robust evidence base on the impact of proposed Levy rates on development viability. It is intended that the Local Plan and the Levy Charging Schedule will be at Examination together.

### **Partnership Working**

- 19.8 The Council will work with partner organisations responsible for transport provision, education, health, social service and cultural and recreation provision to understand how we can best ensure that East Devon has the right level of infrastructure to create and sustain thriving communities. Through partnership working we will seek to balance:
- a) Provision of new housing in response to current / potential surplus and future infrastructure provision.
  - b) Provision of new infrastructure to match demands arising from future population changes and also to address current shortfalls.

### **Infrastructure Provision**

- 19.9 The infrastructure needed to support new development will often be of a small scale and may be localised on or close to a particular development site. However there are cases where we will also identify strategic infrastructure that is needed for large parts of the district and potentially areas beyond it. Residents of new development across East Devon (and beyond) can be expected to have impacts on larger scale (or strategic) infrastructure services and facilities. For example anyone driving on East Devon's roads will add extra traffic to roads and to road junctions. The impacts of an individual additional motorist might be of little relevance, but when the impacts of lots of new residents and their driving are added together they may add so much pressure that capacity levels of roads and junctions are exceeded.
- 19.10 The Council will identify major infrastructure schemes that are needed to support the whole of East Devon.
- 19.11 The joint detailed mitigation and delivery strategy arising from mitigation relating to Habitat Regulations, will describes a broad suite of mitigation measures that will need to be taken forward to prevent adverse effects arising from recreational pressure, which may need to be delivered via developer contributions. It is recognised that in order to comply

with Habitat Regulations, development proposals that could adversely impact on European designated sites cannot go ahead without mitigation being in place. To ensure that mitigation measures are effectively secured it will be essential that funding or alternative provision, whether from Section 106 agreements, Community Infrastructure Levy collected monies or alternative developer provision is explicitly and in all cases directly earmarked to deliver, manage and monitor the relevant mitigation measures.

- 19.12 All mitigation for impacts to European sites shall be considered as critical in the Infrastructure Delivery Plan and sufficient contributions, to ensure that provisions remain in the long-term, will be taken from the CIL funding (discounting contributions from 106 or other explicit developer contribution that meets regulatory requirements) for Habitat Regulations mitigation measures before funding is used for other types of infrastructure.

### Strategy 50 - Infrastructure Delivery

The Council produced and consulted (in June/July 2013) on an Infrastructure Delivery Plan to set out how the implementation of Local Plan policies and proposals will be supported through the timely delivery of infrastructure improvements. It identifies schemes, sets out how much they will cost, indicates potential funding sources and establishes a funding gap. Developer contributions will be sought to ensure that the necessary infrastructure improvements are secured to support the delivery of development and mitigate any adverse impacts.

The Council will introduce the Community Infrastructure Levy (CIL) alongside the Local Plan. The Infrastructure Delivery Plan will inform the Council's Regulation 123 List which will establish items of infrastructure to be funded in whole or in part through the Levy

Through Section 106 Agreements and negotiations over site development and where otherwise not met through alternative committed schemes or proposals the Council will ensure that:

1. Infrastructure requirements that arise as a direct consequence of developments are met in full to serve the needs of the proposal and occupants and users.
2. The loss of, or adverse impacts on, any significant amenity or resource present on the site prior to the development is offset by the provision of alternative facilities that are of at least equal value.

Infrastructure provision should be phased to meet development and failure to provide or absence of relevant infrastructure will be grounds to justify refusal of permission.



## 20 Monitoring

### How we Measure the Impacts of Policy

- 20.1 Monitoring is an essential component of the planning policy process. All policies we produce will be designed around recognition that there is an issue or consideration that needs to be addressed or a set of circumstances to which the Council will need to respond. We will need to understand and set out what outcomes we wish to see from the implementation or application of any policy, and then we will need to see if the policy has been successful. Is it achieving what we wanted it to achieve and why and how, or might alternatives (or having no policy) have achieved equal or better results? The local plan includes commitments to undertake additional work on specific topics. These are listed in Appendix 3 so that progress can be readily monitored.
- 20.2 Monitoring is a key means by which we will be able to assess the success or otherwise of any policy or policies. At present we produce an Annual Monitoring Report and this provides details of the levels, types and locations of development that are occurring in East Devon. The Annual Monitoring Report provides significant detail on levels of new homes being built. Monitoring will specifically look at the success and implementation of strategic policies of the plan.

### Five Year Land Supply and Sub-Housing Areas

- 20.3 Councils are required to show that they have a 'Five Year Land Supply' available in their area. This means that after taking into account overall strategic requirements for housing and then subtracting what has been built already. Is there sufficient land available 'in the system' and likely to be built (to include sites allocated or with permission or under construction or otherwise identified) to meet the residual future requirements for at least the next five years?
- 20.4 In East Devon we will work to two sub-areas for five year land provision:
1. **The West End** - to include Cranbrook and other big strategic housing sites on the Western side of the District. On current assessment (under Devon Structure Plan housing 'requirements') we have less than five years' land supply in this area.
  2. **The Rest of East Devon** - that is, everywhere else within our District. On current assessment (under Devon Structure Plan housing 'requirements') we have considerably more than five years' land supply.
- 20.5 The following table identifies key monitoring indicators

Vision/Objective/ Aspiration	Key Policy or Strategy	Indicators	Target	Specific Trigger for Policy Review/ Action
<b>Social</b>				
To deliver 17,100 homes in East Devon over the plan period	Strategy 1	<ul style="list-style-type: none"> <li>Number of new homes built annually within the District.</li> </ul>	Annually average deliver of 950 homes to satisfy 17,100 homes over the plan period	Non-delivery of the 5 year housing supply
Provide affordable housing to retain younger people in our neighbourhoods and communities as well as housing others in need	Strategy 34 Strategy 35	<ul style="list-style-type: none"> <li>Percentage of all new homes delivered in the District that are affordable.</li> </ul>	The plan delivering affordable homes in each settlement that are in line with Strategy 34 targets.	<p>Less than 25% affordable housing delivered on or via residential schemes by the 5 year plan review in:</p> <ul style="list-style-type: none"> <li>Axminster</li> <li>Exmouth</li> <li>Honiton</li> <li>Ottery</li> <li>Ottery St Mary</li> <li>'West End' Developments</li> </ul> <p>Less than 50% affordable housing delivered on or via residential schemes by the 5 year plan review in:</p> <ul style="list-style-type: none"> <li>Budleigh Salterton</li> <li>Sidmouth</li> </ul>
Provide the resources to teach and develop skills in our population		<ul style="list-style-type: none"> <li>Number of new school places created in the District annually.</li> </ul>	<p>Provide the required school places as a result of development in line with Devon County Council guidance.</p> <ul style="list-style-type: none"> <li>For Primary School age pupils, in line with annual homes delivery this would be a gross 188 places</li> <li>For Secondary School age pupils, in line with annual homes delivery this would be a gross 113 places</li> </ul>	Primary and Secondary Schools are over capacity

Vision/Objective/ Aspiration	Key Policy or Strategy	Indicators	Target	Specific Trigger for Policy Review/ Action
New development to be accessible to health care facilities and supported by appropriate new provision	Strategy 3 and 4 and town/ location specific policies	<ul style="list-style-type: none"> <li>Availability of and proximity to facilities.</li> </ul>	Development to not proceed, unless associated with new provision, where there is a shortfall in capacity or availability of facilities.	Defined under capacity of facilities.
New developments will be expected to help reduce potential for crime	Strategy 37	<ul style="list-style-type: none"> <li>Number of crimes reported annually in the District.</li> </ul>	Reduction in crime and fear of crime	Increased crime levels in respect of cases where planning decision can be shown to have an impact.
We want all residents in the District to have convenient access to open space and recreation facilities that are of good quality and safe	Strategy 43	<ul style="list-style-type: none"> <li>Recreation space standards in plan being met.</li> </ul>	Improvements in open space levels and accessibility.	Declining (or not improving) accessibility to open spaces.
To reduce the risk of flooding	Strategy 3	<ul style="list-style-type: none"> <li>Number of planning permissions granted contrary to the advice of the Environment Agency on either flood defence grounds or water quality.</li> </ul>	Reduction in the number of permissions granted contrary to the advice of the Environment Agency	Increasing numbers of applications being granted contrary to Environment Agency advice.

Vision/Objective/Aspiration	Key Policy or Strategy	Indicators	Target	Specific Trigger for Policy Review/Action
<b>Environment</b>				
To deliver Brownfield sites as the preferred areas for housing and commercial development	Strategy 34	<ul style="list-style-type: none"> <li>Percentage of new development taking place on brownfield land.</li> </ul>	To focus development on Brownfield land where it is financially viable and increase the use of brownfield sites through the plan period	The percentage of new homes built in East Devon, excluding Greenfield allocations, falling below <b>50%</b> of completions.
To conserve and enhance the historic environment of East Devon	Strategy 49	<ul style="list-style-type: none"> <li>Number of heritage assets within the District on the 'Heritage at Risk Register'.</li> </ul>	Reduction in the number of heritage assets within East Devon on the 'Heritage at Risk Register'	The number of heritage assets within East Devon on the 'Heritage at Risk Register' increases
Mitigation measures and strategies will recognise the need to sustain and improve habitats suitable for biodiversity	Strategy 3 Strategy 46 Strategy 47	<ul style="list-style-type: none"> <li>Change in areas and populations of biodiversity importance, including (i) change in priority habitats and species (by type); and (ii) change in areas designated for their intrinsic environmental value including sites of international, national, regional, sub regional significance (changes arising from development, management and planning agreements, in hectares and numbers of priority species type).</li> </ul>	Deliver positive change to areas and populations of biodiversity importance	Any loss of protected sites

Vision/Objective/ Aspiration	Key Policy or Strategy	Indicators	Target	Specific Trigger for Policy Review/ Action
To encourage sustainable waste management and secure management of waste in accordance with the waste hierarchy	Strategy 3 Strategy 11 Strategy 38 D1	<ul style="list-style-type: none"> <li>Volume of waste generated in the District annually.</li> </ul>	Reduction in the volume of waste generated in East Devon Annually	Increasing waste levels or decline in numbers/facilities for recycling.
To encourage sustainable waste management and secure management of waste in accordance with the waste hierarchy	Strategy 3 D1	<ul style="list-style-type: none"> <li>Percentage of waste generated in the District that is recycled.</li> </ul>	Increase the percentage of waste generated in East Devon that is recycled	Any decrease in the percentage of waste generated in East Devon that is recycled
<b>Economic</b>				
To improve local job opportunities, diversify the sectors where jobs can be found and improve average income levels	Strategy 1 Strategy 31 Strategy 32 Chapter 24	<ul style="list-style-type: none"> <li>Amount of land (defined by completed SqM gross floor space) developed for employment by type.</li> <li>Average income levels</li> <li>Amount of employment land lost to residential development</li> </ul>	<p>To deliver the employment land allocated in the Local Plan</p> <p>To retain employment land uses where it is sustainable to do so</p>	<p>Employment land allocated in the Local Plan does not have permission by 2016.</p> <p>The amount of employment land lost to residential use is increasing.</p>
Maintain and enhance town centres	E9 E10	<ul style="list-style-type: none"> <li>Amount of completed retail development in town centres.</li> </ul>	Maintain and enhance commercially vibrant town centres	Decrease in the amount of retail use in East Devon's Town Centres



## PART TWO – DEVELOPMENT MANAGEMENT POLICIES

This part of the New Local Plan is specifically concerned with the local or development management policies. These policies provide more detail on the implementation and application of the strategic policies in the plan. Any planning application that is to be assessed will be done so under the strategic policies in Part One of the Plan and also these development management policies of Part 2 of the Plan.

The development management policies of the plan provide finer grain policy detail and are particularly relevant in the determination of planning applications.

However, through a Neighbourhood Plan a Parish Council or relevant neighbourhood group can produce a local plan for their area that supersedes some or all of the policies in this part of the local plan.

All planning applications submitted to the Council must meet the requirements of the Council's adopted Validation Checklist with regard to the information and plans required to support the application. Applications that do not meet these requirements will not be registered for consideration. The validation checklist can be viewed on the Council's web-site at:

<http://eastdevon.gov.uk/planning/planning-permission/apply-for-planning-permission/general-validation-advice/>



## 21 Design Standards

### **Achieving High Quality and Locally Distinctive Design**

- 21.1 Promoting high quality and locally distinctive design is of critical importance. We will seek to ensure the highest design standards to reflect local traditions and use of local materials. The varied geology of East Devon has helped to ensure we have a diverse range of traditions and style in development and we see it as essential that traditional vernacular is retained. This does not mean that building should not meet sustainability credentials and care with siting, orientation and layout of new buildings can help with promotion and utilisation of sustainable technologies.
- 21.2 In some circumstances, for instance within Conservation Areas, where design considerations are of especial importance in determining whether development should be permitted the District Council may require the submission of a detailed planning application rather than an outline application.
- 21.3 A Design Review Panel meets once every six months to assess built developments and comment on design issues. Occasionally, major projects will be submitted to a national design review. Comments and recommendations from these panels and the Member's design champion inform Development Management in making decisions on planning applications.

#### D1 - Design and Local Distinctiveness

In order to ensure that new development, including the refurbishment of existing buildings to include renewable energy, is of a high quality design and locally distinctive, a formal Design and Access Statement should accompany applications setting out the design principles to be adopted should accompany proposals for new development. Proposals should have regard to Village and Design Statements and other local policy proposals, including Neighbourhood Plans, whether adopted as Supplementary Planning Guidance or promoted through other means.

Proposals will only be permitted where they:

1. Respect the key characteristics and special qualities of the area in which the development is proposed.
2. Ensure that the scale, massing, density, height, fenestration and materials of buildings relate well to their context.

3. Do not adversely affect:
  - a) The distinctive historic or architectural character of the area.
  - b) The urban form, in terms of significant street patterns, groups of buildings and open spaces.
  - c) Important landscape characteristics, prominent topographical features and important ecological features.
  - d) Trees worthy of retention.
  - e) The amenity of occupiers of adjoining residential properties.
  - f) The amenity of occupants of proposed future residential properties, with respect to access to open space, storage space for bins and bicycles and prams and other uses; these considerations can be especially important in respect of proposals for conversions into flats.
4. Have due regard for important aspects of detail and quality and should incorporate:
  - a) Secure and attractive layouts with safe and convenient access for the whole community, including disabled users.
  - b) Measures to create a safe environment for the community and reduce the potential for crime.
  - c) Use of appropriate building materials and techniques respecting local tradition and vernacular styles as well as, where possible, contributing to low embodied energy and CO<sub>2</sub> reduction.
  - d) Necessary and appropriate street lighting and furniture and, subject to negotiation with developers, public art integral to the design.
  - e) Features that maintain good levels of daylight and sunlight into and between buildings to minimise the need for powered lighting.
  - f) Appropriate 'greening' measures relating to landscaping and planting, open space provision and permeability of hard surfaces.
5. Incorporate measures to reduce carbon emissions and minimise the risks associated with climate change. Measures to secure management of waste in accordance with the waste hierarchy (reduce, reuse, recycle, recovery, disposal) should also feature in proposals during the construction and operational phases.
6. Green Infrastructure and open spaces should be designed and located in a way that will minimise any potential security concerns for users.
7. Mitigate potential adverse impacts, such as noise, smell, dust, arising from developments, both during and after construction.

## **Landscaping**

- 21.4 Natural and artificial landscaping can enhance the setting of new buildings and enable them to be assimilated into surroundings. Landscaping can also assist in nature conservation and habitat creation particularly in urban areas.
- 21.5 Tree planting and retention should form an integral part of a landscaping scheme submitted with a development proposal either initially or at a detailed planning stage.

Such a scheme may include ground and shrub cover together with hard surfaces and paving materials, adequate lighting and grass verges. Continuity of fencing, walling or hedging with existing boundary treatments, which contributes to the street scene, will be sought where appropriate. Schemes will need to include integration of areas of nature conservation value and provision of new areas into proposals.

## D2 - Landscape Requirements

Landscape schemes should meet all of the following criteria:

1. Existing landscape features should be recorded in a detailed site survey, in accordance with the principles of BS 5837:2012 'Trees in Relation to Construction' (or current version)
2. Existing features of landscape or nature conservation value should be incorporated into the landscaping proposals and where their removal is unavoidable provision for suitable replacement should be made elsewhere on the site. This should be in addition to the requirement for new landscaping proposals. Where appropriate, existing habitat should be improved and where possible new areas of nature conservation value should be created.
3. Measures to ensure safe and convenient public access for all should be incorporated.
4. Measures to ensure routine maintenance and long term management should be included.
5. Provision for the planting of trees, hedgerows, including the replacement of those of amenity value which have to be removed for safety or other reasons, shrub planting and other soft landscaping.
6. The layout and design of roads, parking, footpaths and boundary treatments should make a positive contribution to the street scene and the integration of the development with its surroundings and setting.

### Trees on Development Sites

- 21.6 The District Council recognises that trees, both individually and collectively, make an important contribution to the amenity, character and environmental value of the area. Accordingly the retention of woodlands, groups and individuals and trees will be encouraged and particular value is given to ancient and veteran trees. Where trees are inappropriate, have low amenity and environmental value or have short life expectancy, replacement with appropriate new planting may be preferable, especially if this would be beneficial to the landscape and/or biodiversity. In some circumstances the creation of other forms of landscaping and/or habitat may be more appropriate.
- 21.7 To ensure that trees on development sites are not threatened by building works, the construction of drainage systems or other services and that they will not be removed in the long term, the Council requires that all development conforms with the recommendations laid out in BS5837:2012. The Council require that no building or works will be permitted within the construction exclusion zone of trees that have been identified for retention. Only in exceptional circumstances or where there is no other alternative, will construction, hard surfacing, drainage, underground services or sub soil works be permitted within this construction exclusion zone.
- 21.8 Where there is no alternative to undertaking works within the construction exclusion zone it is the applicant's responsibility to provide clear evidence, from suitably qualified

professionals, of the reasons and justification for the proposed work. The application should also specify the methods and details of construction necessary to minimise any damage to the tree(s) in question.

- 21.9 Where it is in the interests of amenity for trees and woodlands to be preserved, the District Council has powers to make Tree Preservation Orders. Under such orders permission is required for lopping, topping and felling work to the tree. The Council also has to be notified of proposals to carry out work on trees in Conservation Areas.
- 21.10 The Hedgerows Regulations 1997 require anyone proposing to remove a hedgerow in the countryside to notify the Council so that important hedgerows can be protected. In general, the system applies to hedgerows 20 metres or more in length, or which meet another hedgerow at each end. Garden hedges are not affected.

### D3 - Trees and Development Sites

Permission will only be granted for development, where appropriate tree retention and/or planting is proposed in conjunction with the proposed nearby construction. The council will seek to ensure, subject to detailed design considerations, that there is no net loss in the quality of trees or hedgerows resulting from an approved development. The development should deliver a harmonious and sustainable relationship between structures and trees. The recommendations of British Standard 5837:2012 (or the current revision) will be taken fully into account in addressing development proposals.

No building, hard surfacing drainage or underground works will be permitted that does not accord with the principles of BS 5837 or Volume 4 National Joint Utilities Group (NJUG) Guidelines for the Planning, Installation and Maintenance of Utility Apparatus in Proximity to Trees – Issue 2 (or the current revision or any replacement) unless, exceptionally, the Council is satisfied that such works can be accommodated without harm to the trees concerned or there are overriding reasons for development to proceed.

The Council will as a condition of any planning permission granted, require details as to how trees, hedges and hedge banks will be protected prior to and during and after construction. The Council will protect existing trees and trees planted in accordance with approved landscaping schemes through the making of Tree Preservation Orders where appropriate or necessary.

Planning permission will be refused for development resulting in the loss or deterioration of ancient woodland and the loss of aged or veteran trees found outside ancient woodland, unless the need for, and benefits of, the development in that location clearly outweigh the loss.

### Advertisements Signs

- 21.11 The quality and extent of advertisements significantly affects the character and appearance of many town centres and Conservation Areas in the District. Advertisements can contribute to life, vitality and colour which enhance the environment, or they can equally destroy or diminish the quality of individual buildings and whole streets. The scale and form of advertisements should harmonise and complement their

surroundings and not dominate or appear visually incongruous. Excessive numbers of advertisements on a building can detract from the character of the property and the area.

- 21.12 In considering applications for advertisement consent the Council will seek to ensure the protection and enhancement of its designated conservation areas and will protect the character and setting of any listed buildings. In these cases, on amenity grounds internally illuminated fascia wall, projecting or box signs and 'A' boards are unlikely to be acceptable and the Council considers traditional painted fascia boards and hanging signs to be generally more appropriate.

#### D4 - Applications for Display of Advertisements

Consent will be granted for applications for the display of advertisements taking into consideration their merits in the interests of amenity and/or public safety and where the following criteria are met:

1. The advertisement is appropriately positioned in relation to the design of the building and is of an appropriate scale.
2. The advertisement does not create a hazard to traffic safety, whether vehicular or pedestrian.
3. Advertisements are kept to the minimum, and amalgamated wherever possible, to avoid clutter which would detract from the character of the building and the street scene.
4. Where a sign is lit the type and level of illumination is appropriate given the general level of lighting in the area.
5. The construction materials and the colours of the advertisement are sympathetic to the building and area.

#### Fuel for Heating Buildings

- 21.13 Most buildings are presently heated using natural gas, oil, or electricity as the fuel source. Natural gas has the lowest carbon intensity of these fuels, and running costs are typically lower. In addition, direct space heating using off peak electricity and night storage heaters can often result in uncomfortable internal conditions. East Devon has a high proportion of properties that are not heated by natural gas, with 29% of homes being heated by Economy 7 or other sources in 2009. Low carbon heat sources such as biomass boilers, solar hot water panels and heat pumps have even greater environmental, social and financial benefits when implemented in locations that do not have a gas connection. Development proposed in such locations should utilise low carbon heat sources.

#### D6 – Locations without Access to Natural Gas

Where development is proposed in locations that are not connected to the natural gas network, space heating and domestic hot water should be provided by low carbon heat sources.

## **Agricultural Buildings**

- 21.14 The Council typically receives in the range of 100 to 200 applications for agricultural buildings a year. Agricultural development can have a significant impact on the environment and as such a dedicated policy is necessary to manage such development.

### **D7 – Agricultural Buildings and Development**

New agricultural buildings and/or buildings intended for intensive agricultural activities that could give rise to adverse amenity, landscape, environmental or other impacts will be permitted where there is a genuine agricultural need for the development and the following criteria are met:

1. It is well integrated with its surroundings and closely related to existing buildings, being of appropriate location, scale, design and materials so as not to harm the character, biodiversity and landscape of the rural area particularly within the AONB.
2. It will not be detrimental to the amenity of nearby residents on grounds of smell, noise or fly nuisance.
4. It has been established that there are no other suitable buildings on the holding or in the vicinity which could meet the reasonable need.
5. It will not lead to an unacceptable increase in traffic on the local highway network
6. All clean roof and surface waters will be drained separately from foul drainage and foul drainage will not discharge to any watercourse in order to prevent pollution of the water environment.

Proposals for the development of new large scale buildings for livestock or for other use that could have polluting impacts should be accompanied by a Waste Management Plan.

## **Re-use of Rural Buildings Outside of Settlements**

- 21.15 Being a predominantly rural district, East Devon attracts development seeking the re-use of rural buildings outside of settlements. For this reason, a specific policy has been developed to help manage and guide such development. Schemes which re-use rural buildings for purposes which benefit the local economy, local community or form part of an agricultural diversification scheme will be encouraged.

## D8 – Re-use of Rural Buildings Outside of Settlements

The re-use or conversion of buildings in the countryside outside of Built-up Area Boundaries will be permitted where:

1. The new use is sympathetic to, and will enhance the rural setting and character of the building and surrounding area and is in a location which will not substantively add to the need to travel by car or lead to a dispersal of activity or uses on such a scale as to prejudice village vitality.
2. The building is structurally sound and capable of conversion without the need for substantial extension, alteration or reconstruction and any alterations protect or enhance the character of the building and its setting;
3. The form, bulk and general design of the building and its proposed conversion are in keeping with its surroundings, local building styles and materials;
4. The proposed use would not harm the countryside by way of traffic, parking, storage, pollution or the erection of associated structures;
5. The proposal will not undermine the viability of an existing agricultural enterprise or require replacement buildings to fulfil a similar function.

For residential proposals it must be established that:

- a) the building is no longer required for agricultural use or diversification purposes; and
- b) that its conversion will enhance its setting - e.g. through removal of modern extensions and materials, outside storage, landscaping etc.
- c) Development is located close to a range of accessible services and facilities to meet the everyday needs of residents

Residential use will be expected to comply with the affordable housing and, open space and education provision policies of the Plan.

Applications for the re-use of rural buildings should be accompanied by the results of a combined bat and barn owl survey together with a heritage survey and heritage statement where appropriate. Furthermore, provision for barn owls should be incorporated into all rural barn conversions, within 1 kilometre of sightings of barn owls or signs of their activity. Where a future alteration or extension could have a detrimental effect on the character of the converted building or the area, permitted development rights will be withdrawn for such development. Where a proposal involves the re-use or conversion of agricultural buildings and the proliferation of any replacement or new buildings would have a serious detrimental effect on the landscape, permitted development rights will be withdrawn for new farm buildings on the relevant part of that particular agricultural unit or holding. In determining proposals to convert a building constructed using agricultural permitted development rights, account will be taken of the extent to which the building has been used for its original purpose.



## 22 The Natural and Historic Environment

### Important Local Open Spaces

- 22.1 Open spaces within urban areas are often very important to the character and individual identity of a town because of their amenity value. In some cases such land is of intrinsically high environmental quality because of its form, tree and shrub cover or features such as a stream. In other instances it is important because of the view it gives of the surrounding countryside or a significant building or landmark. The fourteen sites identified on the Proposals Map as Land of Local Amenity Importance in Axminster, Budleigh Salterton, Exmouth and Sidmouth are open spaces of such particular quality and value to the character of the settlement and to the local community that they should be recognised and conserved and enhanced. In some circumstances the amenity value could be complemented by a community use of the land. Community uses will be supported, subject to such uses not undermining the open quality of an area. Such land areas can often be used for informal or formal recreation purposes though it is their general amenity importance and value to the community which is of greatest relevance. A background technical paper has been produced assessing appropriateness of sites which can be viewed on the Council evidence web pages<sup>103</sup>.
- 22.2 The NPPF allows for local plans and neighbourhood plans to designate Local Green Spaces in order to rule out their development. Our Local Plan does not designate any Local Green Spaces, as areas identified for protection are mentioned in policy and are shown on the inset maps however policy provision for Land of Local Amenity Importance fulfils a similar purpose.

#### EN1 - Land of Local Amenity Importance

Development of land shown on the Proposals Map as being Land of Local Amenity Importance will not be permitted unless a clear community need for the proposal has been identified and where the development cannot be accommodated elsewhere and would either complement or not undermine the open character of the area.

### The Valley Parks in Exmouth

- 22.3 The Proposals Map identifies as Land of Local Amenity Importance land in the valley of the Bapton Brook and land in the valley of the Withycombe Brook which will form Valley Parks. These parks will be used for informal activities such as walking, cycling, landscape enjoyment, wildlife study and picnicking. They also form an important visual amenity for nearby residents and act as wildlife corridors to the countryside. It is intended that there will be a continuous public footpath through each park, and in time, a cycleway. This will create safe access from the suburbs to the town centre schools and the surrounding countryside. There will not necessarily be public access to all parts of the Valley Parks.

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<sup>103</sup> EDDC (2012) "Landscape/Environment Designations Assessment – for East Devon" – [ID: Environment Env034]

- 22.4 The Council will seek to protect the landscape and wildlife habitats in the Valley Parks and improve access. Development, other than for outdoor recreation, appropriate agriculture or forestry purposes, will be opposed. Where land is not owned or to be acquired by the Council management agreements will be sought with the landowners to protect the landscape and wildlife value. Detailed proposals for the Valley Parks and their future management will be drawn up and be subject to public consultation. Comments received will be considered and any amendments made before the proposals are adopted and implemented. Expansion and enhancement of the Valley Parks will need to be considered alongside and could form a valuable mechanism to help deliver recommendations that will be in the detailed habitat regulations joint mitigation and delivery strategy. Though the Valley Parks will serve a wider function than just being SANGS.

#### EN2 - The Valley Parks in Exmouth

Within the Valley Parks in Exmouth on land identified on the Proposals Map as “Proposed Public Open Space” development other than that to provide a safe corridor for pedestrians, cyclists and disabled users and for outdoor recreation will not be permitted. New footpaths and cycleways should form an integral part of all new developments and where practical provide links to strategic and local routes, open space and recreation areas and to the Valley Parks.

Initiatives to improve access to, enjoyment of and the physical extent of the Valley Parks in Exmouth, to include existing adjoining open space and new open space, will form part of a Suitable Alternative Natural Green Space (SANGS) mitigation measure for relieving visitor pressure and adverse impacts on the Exe Estuary and the Pebblebed Heaths. A particular onus will be attached to measures that will attract dog walkers away from the more sensitive estuary and Pebblebed heath sites and into less wildlife sensitive valley Park locations. Though the Valley Parks will serve a wider function than just being SANGS.

#### **The Byes in Sidmouth**

- 22.5 The wedge of agricultural land and open space along the valley of the Sid, known as the Byes, has a significant amenity, nature conservation and recreational value to the town. Within the Built-up Area Boundary land in the Byes is public open space or owned by the National Trust. The agricultural land outside the Built-up Area Boundary should be protected because of its amenity, nature conservation and recreational value. An Article 4 direction has been made in respect of the Byes so that a specific grant of planning permission is required for agricultural buildings which would normally be erected as 'permitted development'.
- 22.6 A section of cycle track has been constructed in The Byes between Sid Park Road and Salcombe Road, and the Council proposes the continuation of this route to Sidford.

### EN3 - Land at the Byes in Sidmouth

Land at the Byes is designated on the Proposals Map. The only development which will be permitted in this area is that which will not detract from its amenity, nature conservation and/or recreational value to the town.

### Local Wildlife Sites and Features

22.7 In addition to the national and internationally recognised wildlife sites (addressed through strategic policy) there are many 'local sites' that are of importance. Three categories sites exist - Local Nature Reserves, County Wildlife Sites and County Geological Sites. Policy provides for the protection of these sites.

### EN4 - Protection of Local Nature Reserves, County Wildlife Sites and County Geological Sites

Development or land-use changes likely to have an adverse effect, either directly or indirectly, on:

1. Local Nature Reserves.
2. County Wildlife Sites.
3. County Geological Sites.

either as identified on the Proposals Map in the Local Plan or otherwise existing in the plan area will only be permitted if the justification for the proposals clearly outweighs any harm to the intrinsic nature conservation and/or scientific value of the site.

Where development is permitted on such sites mitigation will be required to reduce the negative impacts and where this is not possible adequate compensatory habitat enhancement or creation schemes will be required and/or measures required to be taken to ensure that the impacts of the development on valued natural features and wildlife have been mitigated to their fullest practical extent.

22.8 Not all important features can be identified on the Proposals Map and designated sites form just one part of the great range and variety of habitats and species throughout East Devon. Many non-designated sites and features also add to the biodiversity interest, appeal and quality of the District. Wherever possible the Council will seek to support, encourage and promote opportunities for nature conservation, protection and promotion.

## EN5 - Wildlife Habitats and Features

Wherever possible sites supporting important wildlife habitats or features not otherwise protected by policies will be protected from development proposals which would result in the loss of or damage to their nature conservation value, particularly where these form a link between or buffer to designated wildlife sites. Where potential arises positive opportunities for habitat creation will be encouraged through the development process.

Where development is permitted on such sites mitigation will be required to reduce the negative impacts and where this is not possible adequate compensatory habitat enhancement or creation schemes will be required and/or measures required to be taken to ensure that the impacts of the development on valued natural features and wildlife have been mitigated to their fullest practical extent.

## Archaeological Features and Sites

22.9 Archaeological remains can contain irreplaceable information about our past and are valuable both for their own sake and for their role in education, leisure and tourism. Many archaeological remains are highly fragile and vulnerable to damage and destruction. East Devon has a significant archaeological heritage which is a finite and non-renewable resource.

22.10 There are nearly 200 nationally important Scheduled Monuments within the Local Plan area and these are identified on the Proposals Maps. Other sites of local interest are recorded in the Devon Historic Environment Record which is maintained by the County Council. Due to the large number of sites, their size and form and the large number of new sites added each year, it would be impracticable to show them on the Proposals Map.

## EN6 - Nationally and Locally Important Archaeological Sites

Development that would harm nationally important archaeological remains or their settings, whether scheduled or not, including milestones and parish stones, will not be permitted.

Development that would harm locally important archaeological remains or their settings will only be permitted where the need for the development outweighs the damage to the archaeological interest of the site and its setting. There is a presumption in favour of preservation in situ in the case of nationally and locally important remains. Preservation of locally important remains by record will be required where the need for the development outweighs the need to preserve the remains in situ.

## Potentially Important Archaeological Sites

22.11 Prospective developers should in all cases give consideration to the question of whether archaeological remains exist on a site where development is planned and the implications for the development proposal. Where a proposal involves a site of archaeological significance or of potential interest, it may be necessary for the developer

to carry out an evaluation prior to the determination of a planning application. The County Council Historic Environment Service will be able to provide advice to the developers about areas where prior evaluation will be appropriate.

#### EN7 - Proposals Affecting Sites which may potentially be of Archaeological Importance

When considering development proposals which affect sites that are considered to potentially have remains of archaeological importance, the District Council will not grant planning permission until an appropriate desk based assessment and, where necessary, a field assessment has been undertaken.

### **Building Conservation and Listed Buildings**

- 22.12 Listed Buildings and their settings are an important element of East Devon's character which the Council wishes to preserve.
- 22.13 Alterations to Listed Buildings must be carried out with the greatest skill and care in order to ensure that changes are not detrimental to the special architectural and historic interest of the building. Unacceptable or undesirable impacts to listed buildings can arise from the use of inappropriate modern materials such as UPVC, aluminium and stained hardwood unless there is an over-riding justification. The Council may request an analysis of the building to aid an assessment of the impact of the proposed changes.

#### EN8 - Significance of Heritage Assets and their Setting

When considering development proposals the significance of any heritage assets and their settings, should first be established by the applicant through a proportionate but systematic assessment following East Devon District Council guidance notes for 'Assessment of Significance' (and the English Heritage guidance "The Setting Of Heritage Assets"), or any replacement guidance, sufficient to understand the potential impact of the proposal on the significance of the asset. This policy applies to both designated and non-designated heritage assets, including any identified on the East Devon local list.

### **Development Affecting a Designated Heritage Asset**

- 22.14 The National Planning Policy Framework states that substantial harm or total loss of significance of a designated heritage asset should only be permitted in exceptional circumstances. Where total loss is accepted the Council will seek to ensure that the building is retained until redevelopment is to commence and that the possibilities of relocating the building or salvaging features of interest are fully explored. An opportunity for recording the building must be given, and an archaeological investigation of the site may be required.

## EN9 - Development Affecting a Designated Heritage Asset

The Council will not grant permission for developments involving substantial harm or total loss of significance of a designated heritage asset unless it can be demonstrated that it is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site.
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation.
- c) conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible.
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance should be wholly exceptional.

Where total or partial loss of a heritage asset is to be permitted the Council may require that:

- e) A scheme for the phased demolition and redevelopment of the site providing for its management and treatment in the interim is submitted to and approved by the Council. A copy of a signed contract for the construction work must be deposited with the local planning authority before demolition commences.
- f) Where practicable the heritage asset is dismantled and rebuilt or removed to a site previously approved.
- g) Important features of the heritage asset are salvaged and re-used.
- h) There is an opportunity for the appearance, plan and particular features of the heritage asset to be measured and recorded.
- i) Provision is made for archaeological investigation by qualified persons and excavation of the site where appropriate.

Where a development proposal would lead to less than substantial harm to the significance of a designated heritage asset, the harm will be weighed against the public benefits of the proposal, including securing its optimum viable use. Favourable consideration will be given for new development within the setting of heritage assets that enhance or better reveal the significance of the asset, subject to compliance with other development plan policies and material considerations.

## Conservation Areas

22.15 The Council has a duty to determine which parts of the District are of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance and to designate them as Conservation Areas. Special attention has then to be paid to such areas in all planning decisions. For this reason, proposals for development, or other works within or likely to affect Conservation Areas, should be accompanied by detailed drawings indicating the type of development proposed and its form and materials. The position, scale and detailed design of any new buildings or extensions to existing buildings must have regard to adjoining buildings and to the local

character. Conservation Area Appraisals have been published for all the Conservation Areas and these are being updated.

- 22.16 Within the Conservation Areas the Council will take positive steps to enhance the area by implementing schemes for landscaping and visual improvement and by seeking to remove features including advertisements and satellite dishes, which detract from the character and appearance of the area. The Highway Authority will also be requested to pay particular attention to paving, kerbing and all types of street furniture, such as lighting standards and direction signs, in order to protect the character of the area. In Conservation Areas the emphasis should generally be on renovation and re-use rather than demolition and redevelopment. The existing buildings within Conservation Areas usually reflect the historical and architectural importance of the area and their loss should be avoided wherever possible.

#### EN10 - Conservation Areas

Proposals for development, including alterations, extensions and changes of use, or the display of advertisements within a Conservation Area, or outside the area, but which would affect its setting or views in or out of the area, will only be permitted where it would preserve or enhance the appearance and character of the area. Favourable consideration will be given to proposals for new development within conservation areas that enhance or better reveal the significance of the asset, subject to compliance with other development plan policies and material considerations. Loss of a building or other structure that makes a positive contribution to the significance of a Conservation Area will be considered against the criteria set out in Policy EN9.

#### **Important Agricultural Land**

- 22.17 The Local Plan area contains a substantial amount of agricultural land, much of which is of high quality in terms of the (former) Ministry of Agriculture, Fisheries and Food's classification. Some of the areas of highest quality land are in close proximity to settlements where pressures for development are amongst the greatest. Local Plan policy specifically seeks to conserve and protect the highest grades of agricultural land.

## EN13 - Development on High Quality Agricultural Land

The best and most versatile agricultural land (Grades 1, 2 and 3a) will be protected from development not associated with agriculture or forestry. Planning permission for development affecting such land will only be granted exceptionally if there is an overriding need for the development and either:

1. Sufficient land of a lower grade (Grades 3b, 4 and 5) is unavailable or available lower grade land has an environmental value recognised by a statutory wildlife, historic, landscape or archaeological designation and outweighs the agricultural considerations. Or
2. The benefits of the development justify the loss of high quality agricultural land.

If best and most versatile land needs to be developed and there is a choice between sites in different grades, land of the lowest grade available must be used except where other sustainability considerations, including intrinsic nature conservation value of a site, outweigh land quality issues.

## Environmental Pollution

22.18 Pollution in the environment has significant implications for people's health and quality of life. The possible pollution effects from proposed development can be a material consideration in determining planning applications insofar as they affect development and the use of land. Where the Council considers a proposal may raise such issues the relevant statutory pollution control authorities will be consulted at an early stage. Within the powers available to it, the Council will control and reduce pollution in the environment. Where external lighting is required, as part of a development proposal, full details of the proposed lighting scheme will be required to demonstrate that this is the minimum needed for security and working purposes and minimises light pollution from glare and spillage (particularly in areas of open countryside and areas of nature conservation value) and that it will not detract from residential amenity or highway safety. Pollution or Nuisance caused by new developments can have significant implications for the health and quality of life of residents. Potential environmental detriments from proposed developments can also be a material consideration in determining planning applications. Where the Council considers that a proposal may raise such issues, the Environmental Health Officer and/or Environment Agency will be consulted. Within the powers available to it, the Council will make decisions which will control and reduce environmental impacts or detriment to health or amenity. In particular:

- a) Existing developments must not be put at risk from unacceptable levels of soil, air, water or noise pollution arising from a new development.
- b) New development must be appropriate for the location and the effects of pollution on health, the natural environment and amenity will be taken into account.
- c) An increase in noise level shall not give rise to significant adverse impacts on health, quality of life, or, where appropriate, tranquillity.

- d) The cumulative impacts on air quality shall be taken into account, and developments within Air Quality Management Areas shall be consistent with the local air quality action plan.
- e) The impact of pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation shall be minimised.

22.19 Applications involving the production or management of animal waste should demonstrate how waste and other nuisance, such as smell and flies, will be controlled. Such applications would be determined by Devon County Council as the Waste Planning Authority. Environmental Impact Assessments or Environmental Statements may be required and developments will not be permitted if, when properly constructed, operated and managed, their emissions or impacts are likely to be detrimental to the environment, or to the health or amenities of local residents.

22.20 Radon is a naturally occurring radioactive gas present in variable amounts in rocks and soils. The likelihood of amounts in East Devon exceeding the draft UK acceptable standard is thought to be remote. There is a possible risk of raised radon levels in older properties, though with modern building techniques protection and mitigation measures can address potential problems. Appropriate account should be taken of potential radon emission problems/issues in any development proposal. Proposals involving the production, accumulation or management of significant quantities of animal waste must not cause nuisance from odour, flies and foul water run-off. Applicants will be required to demonstrate how this will be achieved and as Waste Planning Authority Devon County Council determine applications. Some areas of East Devon are affected by levels of Radon gas which exceed the UK minimum acceptable standards. In these areas Radon protective measures will be required in order to prevent the build up of Radon within new dwellings.

#### EN14 - Control of Pollution

Permission will not be granted for development which would result in unacceptable levels, either to residents or the wider environment of:

1. Pollution of the atmosphere by gas or particulates, including. smell, fumes, dust, grit, smoke and soot.
2. Pollution of surface or underground waters including:
  - a) Rivers, other watercourses, water bodies and wetlands.
  - b) Water gathering grounds including water catchment areas, aquifers and groundwater protection areas.
  - c) Harbours, estuaries or the sea.
3. Noise and/or vibration.
4. Light intrusion, where light overspill from street lights or floodlights on to areas not intended to be lit, particularly in areas of open countryside and areas of nature conservation value.
5. Fly nuisance.
6. Pollution of sites of wildlife value, especially European designated sites or species.
7. Odour.

## Contaminated Land and its Remediation

- 22.21 The natural and local environment of East Devon will be enhanced by remediating and mitigating despoiled, degraded, derelict, contaminated or unstable land. The effective re-use of land that has been previously developed (brownfield land) will be encouraged. The applicant must demonstrate that the site is suitable for its new use, taking into account the ground conditions, natural hazards or former activities, the proposals for remediation or mitigation and impacts on the natural environment. As a minimum, after remediation, land must not be capable of being determined contaminated land under Part 2a of the Environmental Protection Act 1990.

### EN16 – Contaminated Land

Where it is anticipated that contamination may be present on or near to a development site, a contaminated land assessment will be required. The assessment must be agreed with the Council and must:

- a) Identify and characterise the contamination;
- b) Identify the risks; and
- c) Identify remediation and/or mitigation measures.

Where identified as necessary, the agreed measures must be taken to remediate the site prior to or during the development.

Development on or in close proximity to active or former waste sites will only be permitted where it can be demonstrated that there will be no harm to future occupiers of the site from leachate or landfill gas or other waste arisings.

## Potentially Hazardous Developments

- 22.22 Certain sites and pipelines are designated as notifiable installations by virtue of the quantities of hazardous substance stored or used. The Plan area already contains a number of high-pressure natural gas pipelines and other sites where hazardous substances are stored or used. Whilst they are subject to stringent controls under existing health and safety legislation it is considered prudent to control the kinds of development permitted in the vicinity of these installations. For this reason the Planning Authority has been advised, by the Health and Safety Executive, of consultation distances for each of these installations. Planning permission for development involving the use, movement or storage of a hazardous substance will not be granted if it would increase the risk to the health and safety of users of the site, neighbouring land or the environment.

### EN17 - Notifiable Installations

Proposals for development within a notified consultation zone around a hazardous installation will be permitted only if there is no health and safety risk to that development.

## **Water Quality, Sewerage, Flooding and Coastal Erosion**

- 22.23 The Council recognises the importance of water quality to a wide range of uses, including abstraction for potable supply, industrial water supply, fisheries, livestock watering, spray irrigation, amenity, wildlife and conservation. Consideration must be given to any possible impact of development on groundwater recharge, flows and levels. Where it is anticipated that works might penetrate the natural winter water table the Environment Agency would expect a full hydro-geological assessment and impact statement to be undertaken. Further, where detrimental consequences for water resources were shown to be likely there will need to be suitable mitigation measures. To help inform policy of water related issues the Council (with partners) commissioned a Water Cycle Study.<sup>104</sup>
- 22.24 New development can have a significant impact on water quality as a result of surface and wastewater discharges, storage of potentially contaminated materials or other contaminated land uses. Initial construction activity can also influence or damage riverbanks, aggravate erosion and disturb contaminated land. In determining planning applications for new development the Council, in conjunction with the Environment Agency, will give close consideration to the possible implications for both surface and ground water. Development which threatens existing water quality or quantity will not be permitted. Due regard will therefore be given to the Environment Agency's Policy and Practice for the Protection of Groundwater (GP3)<sup>105</sup> which may impose constraints on development. The Environment Agency has derived Source Protection Zones for potable public water supply, and other human consumption uses. These zones represent the groundwater catchments of the sources and are derived by current techniques and methods and are dependent on the current abstraction and various physical parameters. As such they are not fixed and require both ongoing management and periodic review. Furthermore, Source Protection Zones have only been published for the above types of supply but exist for all other potable supplies. The published Source Protection Zones are available on the Environment Agency's website ([www.environment-agency.gov.uk](http://www.environment-agency.gov.uk)). There are a number of sources within the Otter Valley for which Source Protection Zones have been published.
- 22.25 A number of wildlife designated sites, of most importance being the European designated sites will be sensitive to water quality and quantity issues, protection of wildlife interests will require close working with the Environment Agency and Natural England.

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<sup>104</sup> Exeter and East Devon Growth Point (2008) "Water Cycle Study" [ID ; Environment – Env030]

<sup>105</sup> Environment Agency (2012) "Groundwater protection: Principles and practice" (GP3) [ID; Environment – Env 035]

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## EN18 - Maintenance of Water Quality and Quantity

The Council will require developers to take appropriate measures to ensure that development does not adversely affect the quality or quantity of either surface or groundwater. Development that would result in adverse impacts or potential for pollution will be restricted within Source Protection Zones.

### **Sewers and Water Treatment**

- 22.26 Most of the settlements within East Devon are connected to main sewers. However, many existing sewerage systems and sewage treatment works are at or near capacity. Unless additional infrastructure is provided further demands placed on existing facilities may result in the pollution of controlled waters. Consequently development should only take place where existing infrastructure is adequate, or where new facilities will be provided to coincide with the new demand. Prospective developers should contact the Environment Agency regarding drainage restrictions.
- 22.27 The drainage restrictions currently operating in East Devon may change within the plan period and developers are therefore strongly advised to contact South West Water in order to obtain the latest information on drainage restrictions operating in the area they wish to develop. It is important to be aware that wildlife sites (of most importance European designated sites) can be sensitive to pollution and water quality and quantity issues can be critical. Close working with the Environment Agency and Natural England on this matter is essential and potential concerns relate to foul sewers and sewage treatment systems as well as private treatment works.
- 22.28 In rural areas where connection to the main sewer is not possible new development may be served by private sewage plants. Private systems may also be used for new development in areas affected by drainage restrictions preventing connection to the main sewer. However, the installation of a private sewage treatment system will only be possible on plots of adequate size and if detailed assessment of the site and local environment shows adverse effects will not arise. As a general principle new development should be served by new or existing public foul sewerage systems and sewage treatment plants, rather than a proliferation of small private sewage treatment systems.

## EN19 - Adequacy of Foul Sewers and Adequacy of Sewage Treatment Systems

New development will not be permitted unless a suitable foul sewage treatment system of adequate capacity and design is available or will be provided in time to serve the development. Development where private sewage treatment systems are proposed will not be permitted unless ground conditions are satisfactory and the plot is of sufficient size to provide an adequate subsoil drainage system or an alternative treatment system.

## Flooding and Flood Prevention

- 22.29 Both the impact of flooding on future development and the impact that development could have on patterns of flooding elsewhere are important planning considerations. Climate change may lead to increased risks of flooding over the lifetime of new developments. A Strategic Flood Risk Assessment for East Devon was completed in 2008. The policy approach set out follows the advice in both documents to apply a sequential approach and, if necessary, an exceptions test.

### EN21 - River and Coastal Flooding

A sequential approach will be taken to considering whether new developments excluding minor developments and changes of use (minor development includes non residential extensions with a footprint of less than 250 square metres, development that does not increase the size of the building or householder development unless it would create a separate dwelling) will be permitted in areas subject to river and coastal flooding.

Wherever possible developments should be sited in Flood Zone 1 as defined in the East Devon District Council Strategic Flood Risk Assessment<sup>106</sup>. Only if there is no reasonably available site in Flood Zone 1 will locating the development in Flood Zone 2 and then Flood Zone 3 be considered. The flood vulnerability of proposed development, as set out in Appendix D of the East Devon Strategic Flood Risk Assessment will be taken into account.

If, after following this sequential approach, acceptable sites cannot be found and the development is necessary for wider sustainable development reasons, development may be permitted if all of the following criteria are met.

1. It is demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk.
2. The proposed development is on previously developed land that is suitably located and available for development, unless no reasonable alternative sites are available.
3. A flood risk assessment demonstrates that the development will be safe, without increasing flood risk elsewhere and, where possible, will reduce flood risk overall.

This shall not apply to 'highly vulnerable' development in Flood Zone 3a or 'less vulnerable'; 'more vulnerable'; or 'highly vulnerable' development in Flood Zone 3b as defined in the East Devon Strategic Flood Risk Assessment.

- 22.30 Increased surface water run-off can contribute to accelerated cliff erosion. To safeguard our coastal communities it is important that development that could exacerbate this problem is controlled.

- 22.31 New developments may result in a substantial increase in surface water run-off as permeable surfaces are replaced by impermeable surfaces such as roofs and paving. This may result in an increased risk of flooding downstream, increased pollution, silt deposition, damage to watercourse habitats and river channel instability. Consequently, surface water run-off implications of new development will be closely examined during the

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<sup>106</sup> Halcrow Group Ltd (2008) Strategic Flood Risk Assessment Level 1 – [ID: Environment – Env028]

planning application process. Planning permission will only be granted where the Council is satisfied that suitable measures, designed to mitigate the adverse impact of surface water run-off, are included as an integral part of the development.

- 22.32 Traditional surface water drainage techniques associated with development, such as piping run-off directly to watercourses can result in:
- a) Increased likelihood of flooding.
  - b) Deterioration in the quality of surface and groundwater.
  - c) Erosion of riverbanks.
  - d) Damage to habitats, ecosystems and the life they support.
  - e) Depletion of groundwater.
- 22.33 Sustainable urban drainage is the practice of controlling surface water run-off as close to its origin as possible before it enters a watercourse. Such systems should be the first consideration when designing for surface water run-off. This will involve moving away from traditional piped drainage systems to softer engineering solutions to enable the following:
- a) Reducing the flood risk from development within a river catchment.
  - b) Minimising diffuse pollution arising from surface water run-off.
  - c) Reducing the risk of pollution to aquifers.
  - d) Minimising environmental danger.
  - e) Maintaining or restoring the natural flow regime of the receiving watercourse.
  - f) Maintaining recharge to groundwater.
- 22.34 Systems may include:
- a) Grass swales, soakaways and filter strips.
  - b) Infiltration basins, trenches or other infiltration devices.
  - c) Detention and retention ponds.
  - d) Wetlands with optional reed beds.
  - e) Permeable surfaces and porous pavements.
- 22.35 Remedial work may be required some distance from the application site. In such cases the developer will be expected to enter into a planning obligation to ensure that the required work is carried out. Developers will be expected to cover the costs of assessing surface water drainage impacts and of any appropriate mitigation works, including long term management.
- 22.36 Using Sustainable Drainage Systems (SUDS) to manage surface water has a number of benefits, such as improving water quality and the local environment. However, they also provide an important function in reducing the risk of flooding of homes and businesses, as well as adjacent or downstream properties, as a result of heavy rainfall. It is therefore a key consideration to look at the surface water flood mapping available and consider what drainage measures should be used. The Government's expectation is that sustainable drainage systems will be provided in new developments wherever this is appropriate.

## EN22 - Surface Run-Off Implications of New Development

Planning permission for new development will require that:

1. The surface water run-off implications of the proposal have been fully considered and found to be acceptable, including implications for coastal erosion.
2. Appropriate remedial measures are included as an integral part of the development, and there are clear arrangements in place for ongoing maintenance over the lifetime of the development.
3. Where remedial measures are required away from the application site, the developer is in a position to secure the implementation of such measures.
4. A Drainage Impact Assessment will be required for all new development with potentially significant surface run off implications.
5. Surface water in all major commercial developments or schemes for 10 homes or more (or any revised threshold set by Government) should be managed by sustainable drainage systems, unless demonstrated to be inappropriate.

### **Coastal Change Management Areas**

22.37 Although the Shoreline Management Plan 2<sup>107</sup> does not identify significant coastal change within the lifetime of this plan, in the future it will be appropriate to define specific coastal change management areas where there are likely to be physical changes to the coast. Policies will be developed to guide appropriate development in such areas and to make provision for development and infrastructure that may need to be relocated. Extensive engagement with the local communities affected and expert bodies will be needed to support this work, which will be used to inform a future review of the plan. Until this work is finalised the following interim policy will apply.

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<sup>107</sup> South Devon and Dorset Coastal Advisory (2011) Shoreline Management Plan 2 Durlston Head to Rame Head [ID: Environment - [Env017](#)]

## EN25 – Development Affected by Coastal Change

Where there is robust evidence to demonstrate that permanent homes (with unrestricted occupancy) or community facilities, commercial or business uses that are considered important to coastal communities are likely to be affected by coastal erosion within 20 years of the date of the proposal, proposals for relocation/replacement may be considered favourably subject to the following criteria:

1. The new development is located in an area at less risk of coastal erosion;
2. The replacement property is located close to the community from which it is displaced and has an acceptable relationship with it in terms of character, setting, local amenity and any special landscape designations;
3. Overall, taking both the existing and proposed buildings into account, the proposal should not have an additional detrimental impact on the landscape, townscape or biodiversity of the area, taking into account any special designations;
4. The existing site is either cleared and restored with enhancements for nature conservation or put to use to benefit the local community within three months of the first use of the replacement. The future use of the site should be secured in perpetuity and provision made for public access to the coast where appropriate;
5. The development is consistent with the criteria set out in Policy S7 - Development in the Countryside; and
6. In the case of a residential proposal, the gross volume of the replacement dwelling is no larger than the one it is to replace.

## 23 New Residential Development

### Mix of Houses on Development Schemes

23.1 Local Plan Policy seeks not only to provide new homes but aims to provide wider housing opportunity and choice and a better mix in the size type and location of housing than is currently available. Accordingly, it is appropriate for developers to provide a range and mix of housing type, size and affordability within new residential developments and conversions. Due to size constraint limitations it is not considered that all sites will be suitable for the application of this policy, therefore a threshold has been incorporated into the policy, above which developers will be expected to take into account this policy in proposed schemes. The policy includes encouragement of the provision of plots for small builders/individuals or groups who wish to custom build their own homes, in accordance with the National Planning Policy Framework.

#### H2 - Range and Mix of New Housing Development

Planning permission will not be granted for new residential development which provides for 15 dwellings or more, or is situated on a site of 0.5 ha or larger, unless it contains a mix of dwelling sizes or comprises predominantly, or totally, of smaller dwellings. However where site characteristics, including in respect of landscape prominence and character, clearly indicate an alternative scale is appropriate there will be flexibility in scale. Landscape Character Assessment will be of key importance in site assessment work and establishing an appropriate dwelling mix.

To ensure a variety of housing provision, where possible, developers will be encouraged to make at least 10% of plots available for sale to small builders or individuals or groups who wish to custom build their own homes.

### Conversion of Houses to Flats

23.2 The flats resulting from house conversions can be a valuable addition to the housing stock. Such dwellings should not be substandard in terms of private amenity space and unless well served by public transport or with ready accessibility to services, such as in a town centre location, they should have appropriate provision for car parking. In addition matters such as room sizes, daylight and ventilation, means of escape and noise insulation will be relevant concerns and as such developers will need to be aware of legislation, other than that relating to planning controls, that will need to be complied with. Flat conversions can often have undesirable environmental effects such as hard surfacing of garden areas, external staircases and unattractive refuse storage areas that can damage the character and amenity of an area. In some town locations car parking is a serious problem and in these areas proposals which would result in an unacceptable increase in on-street parking will be resisted.

### H3 - Conversion of Existing Dwellings and Other Buildings to Flats

Within Built-up Area Boundaries planning permission will be granted for the conversion of existing residential properties to self contained flats provided:

1. The proposed conversion will not materially adversely affect the character and amenities of the surrounding area or the building itself.
2. Development is located close to a range of accessible services and facilities to meet the everyday needs of residents.
3. Provision is made for adequate bicycle storage and car parking. Hard surfacing of front gardens to facilitate car parking will not be permitted where this would have an unacceptably harmful effect on the appearance of the area or on flooding.
4. Provision is made for storage of refuse.

Proposals for the conversion of buildings not in residential use will need to be compatible with other relevant policies in the Local Plan and the above criteria. Beyond Built-up Area Boundaries the conversion of existing residential properties will only be permitted where they meet all of the above criteria and they are compatible with environment policies of the plan regulating building conversions in the open countryside.

### Rural Workers Homes

23.3 Despite falling employment on farms and in some traditional rural businesses there remains a demand for new dwellings for rural workers. Rural workers are those people whose place of work is located in, and related to, the countryside, typically comprising farm workers, forestry workers and others involved in rural-based enterprise. To promote sustainable patterns of development rural workers will usually be expected to find housing in existing rural communities. However, an exception to this approach can be justified where it can be demonstrated that a rural worker has an essential need to be available at most times as part of the operation of a rural business in accord with national policy.

23.4 The Council are concerned that occupancy of farming and rural business associated dwellings should be restricted to cases of essential need (as opposed to personal preferences) in the interests of limiting sporadic development in the countryside. Essential need means a specific management activity or combination of activities which require the presence of a worker at most times if the proper functioning of an enterprise is not to be compromised and which cannot be achieved by any other practical means such as electronic surveillance, mechanical watering etc. Such need would relate to any particular event or combination of events that could lead to adverse animal welfare, crop or product quality or health and safety consequences which might threaten the stability and economic viability of an enterprise. In all cases, these would be events which could not be managed within normal working hours. Concerns relating to security will not, on their own, be sufficient to justify a new dwelling. Applicants seeking planning permission will be required to submit evidence justifying the agricultural or forestry or rural business need. The Council will normally carry out functional and financial tests to assess the issue of need. The Council will require demonstration that the enterprise requires a full-

time (equivalent) worker. This time may be made up by the labour of one or more members of the household who work the land.

- 23.5 When assessing the justification for agricultural or rural business dwellings the Council will have regard to both past business trends and future business projections. Past years' financial figures really only relate to the historical situation but with agriculture declining and changing direction, give no indication of the future for the holding. Future projections can best be explored by a business plan approach. The business plan would need to look at future projections both in practical and financial terms and would indicate whether a holding is viable and expanding and if it can justify and support an additional dwelling.
- 23.6 In terms of judging whether or not there is a functional need, if there is a full time agricultural worker involved, it is necessary to consider agricultural related activity, most particularly agricultural contracting. The ownership of large and expensive machinery is often beyond the resources of the individual farmer and agricultural contracting businesses have grown up to overcome this difficulty and the relevant equipment is hired in at the appropriate moment in the farming season. However, such businesses renting out agricultural equipment do not necessarily need to be located in the open countryside and as such they may not meet the test required for rural workers dwellings.
- 23.7 Some newer and emerging agriculture and other rural business related activities may also provide justification for agricultural dwellings.
- 23.8 In addition, there are a multitude of agriculturally related jobs, some of which are more tenuous in their relationship than others. There are also those who work in businesses that add value to agricultural produce or in businesses that are the subject of diversification on particular farms. The issue of whether time is spent in agricultural related activity and hence agricultural dwelling tests are met, will relate very much to the types of activities undertaken.
- 23.9 Where the need for a new dwelling is established it will still be necessary to ensure that a new building is constructed only where there are no other more suitable alternatives, such as the conversion of existing buildings on a holding. It will also be necessary to restrict, in perpetuity, the occupancy of such new dwellings to agricultural or forestry workers or workers associated directly with the rural business and their resident dependants by means of planning conditions or Section 106 agreements. Furthermore, many dwellings on agricultural holdings are older established properties which pre-date modern planning legislation and are unlikely to have restrictions on their occupancy. A new house will not be permitted when it would make another such existing house no longer necessary in relation to the operation of the holding. Where a dwelling is permitted it must not exceed a size necessary to meet the reasonable needs of the worker/s. Each dwelling, under the control of the applicant, which houses the holdings worker/s, will be made subject to an occupancy condition. These measures will help to protect the countryside against undue pressure for new houses.

- 23.10 Horticulture is included within the definition of agriculture contained within the Town and Country Planning Act (1990). In recent years there have been a number of applications for mobile homes or dwellings in association with horticultural enterprises. Poly tunnels are replacing glass houses to produce a variety of crops intensively. In considering applications for mobile homes or dwellings on such sites, the Council will need to be satisfied as to the viability and permanency of the holding and the need to live on site.

#### H4 - Dwellings for Persons Employed in Rural Businesses

Permission for dwellings in the countryside for new agricultural or forestry workers or people employed in rural businesses or activities will be granted where the proposal fully satisfies the following:

1. There is a proven and essential agricultural or forestry or rural business need for the occupier of the proposed dwelling to be housed permanently on the unit or in the specific rural location for functional reasons and the size of the proposed dwelling is commensurate with the scale of the established functional need. Where this need is unproven or a new business is being established a temporary dwelling (such as a mobile home) may be permitted to allow time to establish that there is a genuine functional and financial need for a permanent dwelling. A temporary dwelling will normally be permitted for a period of three years, subject to meeting relevant criteria detailed below.
2. In the case of a permanent dwelling, the rural business has been operational for a minimum of three years, it is demonstrable that it is commercially viable and has clear prospects for remaining so.
3. In the case of a temporary dwelling, a financial assessment, specifically in the form of a business plan setting out projected future operations, must demonstrate future operational viability.
4. The qualifying test of occupancy must involve at least one occupant being employed full time in the relevant rural business. Two occupants in partnership can meet the condition so long as their joint weekly hours equate to a full working week
5. There are no buildings on the operational holding suitable for conversion to meet the residential need or existing dwellings available now or likely to be available within a nearby location or settlement. Sale within the last three years of any dwellings or buildings suitable for conversion will be taken into account and will count against 'need' in the assessment carried out.
6. Any permission granted will be subject to an occupancy condition tying it to the relevant business on the proposed dwelling and where appropriate, any existing dwelling on the farm holding.

Applications for extensions to, or replacement of, agricultural or forestry workers dwellings (other than where minor works are proposed commensurate with the scale and needs of the business) will require a reassessment of need.

Any permission granted will be tied through legal agreement to the agricultural holding.

- 23.11 It is important that there are conditions to ensure that rural business dwellings are occupied by people that genuinely need to be housed at or on the holding or at the rural business. This policy seeks to ensure that this is the case.

## H5 - Occupancy Conditions on Rural Workers Dwellings

Proposals to relax occupancy conditions or a planning obligation will only be permitted where it is demonstrable that economic circumstances have changed such that:-

1. There is no long term functional need for the dwelling for rural worker. And:
2. Satisfactory evidence has been provided that the dwelling has been offered for sale or rent with its occupancy restriction, at a realistic price for a reasonable period of time (at least 18 months and up to 2 years depending on market conditions), and no interest has been shown in its purchase or rent, unless the property is to be sold/ leased to a Registered Social Landlord. Records of all viewings and offers will be required and the property should be regularly advertised in specialist agricultural publications as well as local media and the internet.

Where these conditions have been met, and there is a demonstrated housing need in the area (as established through a local needs survey as applied to the Parish in which the dwelling is located) the condition will be modified to limit the occupancy of the dwelling to meet local affordable housing needs of the local community.

Occupancy will be restricted to a person or persons who:

- a) Do not have access to general market housing; and
- b) Is a resident of that Parish group, or has a local connection with that parish group because of family ties or a need to be near their workplace.

Where viable future occupancy will be tied through legal agreement to the operation and associated land which has the essential need, and a condition/legal agreement imposed to prevent the severing of the operation from the dwelling

## Replacement Dwellings in the Countryside

- 23.12 The cumulative impact of development that replaces dwellings can lead in the long term to the urbanisation and erosion of the character of countryside areas. Also, as such development tends to increase the size of dwellings, it could reduce the number of smaller dwellings at the cheaper end of the market, this creates an imbalance in the housing stock prejudicial to meeting local needs. There might be exceptional circumstances where it would be desirable to allow the replacement dwelling to be located elsewhere within the site of the existing dwelling or on the same land holding. To be acceptable there would have to be a clear planning or environmental benefit to be gained to allow for relocation.

## H6 - Replacement of Existing Dwellings in the Countryside

Proposals for the replacement of an existing dwelling outside the defined Built-up Area Boundaries will be permitted, provided that all the following criteria are satisfied:

1. There is an existing, permanent, habitable dwelling located on the site, which is not a dwelling specifically granted planning permission under the agricultural or forestry exceptions policy.
2. The replacement dwelling is located on, or adjacent to, the footprint of the existing dwelling, or elsewhere within the curtilage of the building where a clear planning or environmental benefit will be achieved.
4. The replacement dwelling does not detract from the appearance and character of the landscape, and within the East Devon and Blackdown Hills Areas of Outstanding Natural Beauty harm the natural beauty of the landscape.
5. The dwelling to be replaced is not of architectural importance (whether Listed or not) or important in terms of contributing to landscape character or quality or local distinctiveness.

A condition will be attached to any planning permission granted, which requires the demolition of the existing dwelling prior to the occupancy of the replacement dwelling, should an alternative location for the replacement dwelling be agreed.

### **Gypsies and Travellers**

23.13 Gypsies and Travellers are defined as "persons of nomadic habit of life, whatever their race or origin". Although making up a very small proportion of the population of East Devon<sup>108</sup>, their land use requirements for accommodation and work need to be met. Given the variety of occupations in which gypsies are engaged there is no simple profile of an ideal site. Certain factors however, are common in the consideration of any proposals. These are road access, availability of services, and likely environmental impacts. In considering proposals for sites, the District Council will need evidence that a genuine need exists before taking into account the need to resolve satisfactorily difficulties arising from the above factors. Outside Built-up Area Boundaries existing sites should be expanded or intensified to meet additional need, wherever possible, rather than permitting new sites in the countryside.

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<sup>108</sup> University of Plymouth (2006) "Devon-wide Gypsy and Traveller Housing Needs Assessment 2006" – [ID: Housing – Hsg001]

## H7 - Sites for Gypsies and Travellers

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

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

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

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

## 24 Employment, Economic Development, Retail and Tourism

### Employment Uses in Built-up Area Boundaries

- 24.1 In recognition of the need for appropriate development in both towns and villages the Local Plan makes provision for development of non-allocated sites for employment purposes. In providing for employment potential full account has been made of the importance of safeguarding the existing character and amenities of East Devon, whilst at the same time sustaining and improving the local economy.
- 24.2 In residential areas some commercial activities are wholly inappropriate because they give rise to noise and disturbance. However, people working from home using a part of a dwelling often start small businesses or they are in established mixed-use areas, and they do not adversely affect neighbouring properties or the character and amenities of the area. Small scale uses which are incidental to the use of a dwelling house may not require planning permission, unless they expand to a point where they become the dominant use or are intrusive.

#### E2 - Employment Generating Development in Built-Up Areas

Within Built-up Area Boundaries, on sites not allocated or reserved for other uses, new businesses or expansion of existing businesses will be permitted provided the proposed development, whether through re-use of existing buildings or new build, meets the following criteria in full:

1. Where practical it is accessible by pedestrians, cyclists and public transport.
2. It would not generate traffic of a type or amount inappropriate for the character of access roads or require improvements that would damage the character of those roads.
3. It would not harm the character or setting of local settlements or the amenity of nearby residents.
4. It would not harm any site of nature conservation value or archaeological importance or any building of architectural or historic interest.
5. It would blend into the landscape and/or townscape in terms of design, siting and materials.

Within the Built-up Area Boundaries of the seven coastal and market towns of the district we will support regeneration schemes designed to increase net job opportunities in the business, retail and/or leisure use classes, subject to the criteria listed above.

### Jobs in Agriculture and the Rural Economy

- 24.3 The agricultural industry and the rural economy in general have undergone considerable changes in recent years although it remains very important in East Devon. Agriculture not only provides direct jobs but also underpins many other economic activities in rural areas. Agriculture is seen as remaining the major user of rural land in East Devon and the use that most influences the physical appearance and character of the countryside.

- 24.4 In seeking to accommodate desirable new development in the countryside, whilst preventing detrimental developments, recognition will need to be given to the nature, scale and types of pressures which may emerge. There are a variety of countryside and agricultural uses which will need to be considered and which, subject to the precise location, may well be acceptable; these may include:
- a) The keeping of animals which are not traditional agricultural livestock, including horses and donkeys.
  - b) Production of crops other than for consumption including timber, Christmas trees, energy crops and crops for the pharmaceutical industry.
  - c) Recreation and tourism uses including pony-trekking, fishing, rare breed farming and holiday accommodation.
- 24.5 The District Council recognises the importance and changing role of agriculture and the need for new employment in the rural areas. In particular initiatives aimed at 'adding value' to food and goods produced on farms through processing and packaging initiatives are encouraged. It will however, be essential to carefully consider the appropriateness of new uses, their impact upon the surrounding area and implications of public access, and their relationship to continuing agricultural operations.

#### E4 - Rural Diversification

Proposals to diversify and expand upon the range of traditional agricultural related economic activities undertaken in rural areas will be permitted where a proposal meets the following criteria in full:

1. The proposal is complementary to, or compatible with, the agricultural operations in the rural area or on a farm and is operated as part of an overall holding.
2. The character, scale and location of a proposal are compatible with its landscape setting and any area of nature conservation importance.
3. The proposal would not use the best and most versatile agricultural land.
4. The likely amount of traffic generated by the proposal could be accommodated on the local highway network without harming road safety and without adverse visual impact upon the surrounding countryside.
5. Any new building (and associated parking and other structures/storage) does not detract from the historic environment is modest in scale and is sited in or adjacent to an existing group of buildings and is of a compatible design and will blend into the landscape in terms of design, siting and materials.
6. The proposal would not cause noise, air or water pollution or flooding nor harm the amenity of local residents.
7. All new agricultural and agricultural related buildings within 1 kilometre of sighting of barn owls or signs of their activity with a ridge height of 3 metres or more shall make suitable provision for the nesting of barn owls, whether or not they have been observed at the site.

- 24.6 Small scale economic development in rural areas is needed to promote employment diversification and reduce out commuting. This will increase sustainable employment growth and provide premises close to where people live. Any development will,

however, need to be in accordance with protection of environmental interests and particularly protection of the open countryside.

#### E5 - Small Scale Economic Development in Rural Areas

In villages and rural areas small scale economic development (not including retail use classes/other uses in Classes A1 – A4) and expansion of existing businesses designed to provide jobs for local people will be permitted where:

1. It involves the conversion of existing buildings. Or
2. If new buildings are involved, it is on previously developed land. Or
3. If on a Greenfield site, shall be well related in scale and form and in sustainability terms to the village and surrounding areas.

Provided that the following criteria are met: a safe highway access, the local highway network is capable of accommodating the forecast increase in traffic established by a Traffic Assessment, no detrimental impact upon the amenities of neighbouring properties, wildlife, landscape or historic interests. All new buildings shall be designed to blend into their location and shall meet sustainable construction and on site renewable energy production. In order to ensure that land is retained for the benefit of the local economy, permitted development rights allowing changes to alternative uses will be withdrawn.

#### **Extension of Established Employment Sites in Urban and Rural Areas**

- 24.7 It is important for East Devon to develop its employment base and where established sites are successful, an additional extension should be provided to concentrate and encourage economic development. Plan policy will apply to employment sites and larger employers. This policy will offer protection to the surrounding built and natural environment whilst promoting business in the District.

## E7 - Extensions to Existing Employment Sites

Outside Built-up Area Boundaries and where it is clear that a business or employment site or estate is at or near full occupancy the Council will permit the small scale expansion of the site in a manner that is proportionate to the existing size and scale of site operations provided the following criteria are met in full:

1. The local highway network is capable of accommodating the forecast increase in traffic established by a Traffic Assessment; or where these can be mitigated either by physical works being undertaken by the applicant or contributions are secured towards the cost of the works.
2. There will be no detrimental impact upon any nearby residential properties.
3. No protected landscapes or historic interests or other environmental interests are adversely affected and the existing local biodiversity and habitats are conserved or enhanced.

In association with any development encouragement will be given for on-site renewable energy production.

In order to ensure that land is retained for the benefit of the local economy, permitted development rights allowing changes to alternative uses will be withdrawn.

This policy will not apply at Hill Barton and Greendale business Parks.

## Succession Housing on Farms

- 24.8 The Local Plan will promote succession housing on larger working family farms as it recognises the need to retain young talented agricultural workers in the industry. Providing onsite accommodation for family members employed in agriculture at the property will promote sustainability whilst retaining knowledge and expertise in the industry. Potential dwellings will comply with Policy H4 and Lifetime Homes Standards ensuring elderly members of the family can continue to live on the site and share their experience whilst freeing larger dwellings for family use.

## Town Centre Vitality

- 24.9 Town Centres provide a wide range of services and fulfil a variety of functions that need to be accessible to a large number of people from all sectors of the community.
- 24.10 Variety and activity are essential elements of the vitality and viability of town centres. Different, but complementary uses can reinforce each other to attract large numbers of people thereby ensuring the vibrancy of town centres both during the day and in the evening. Non-retail uses such as entertainment facilities, museums, hotels and conference centres, market stalls, restaurants and cafes can add variety. Within town centre shopping areas (outside primary shopping frontages) A2 (financial and professional services) and A3 (food and drink) uses which contribute to the diversity and vitality of centres will generally be permitted. Other non-retail uses which would detract from diversity and vitality will not usually be permitted. To inform town centre shopping

areas and also Primary shopping frontages the Council produced a technical town centre retail report in 2012 which can be viewed on the Council web site evidence pages<sup>109</sup>.

- 24.11 Markets and farmer's markets help to promote local produce and the local economy. They are an important town centre use that should be enhanced and retained.
- 24.12 The District Council promotes the residential use of vacant or under used space above shops and businesses as this encourages owners to keep buildings in a good state of repair, lessens reliance on the car and contributes towards the supply of housing. Town centres should be living centres and not just active during business opening hours. Appropriate residential development in town centres will be encouraged.

### E9 - Town Centre Vitality and Shopping Areas

The viability of town centres relies on their ability to be competitive, and this policy seeks to ensure this. Within Town Centre Shopping Areas as defined on the Proposals Map (outside the Defined Primary Shopping Frontages) proposals for both retail and non-retail uses which would add variety and increase activity and uses in Classes A2 and A3 of the Town and Country Planning (Use Classes Order) 1987 will be permitted provided:

1. The use would not undermine the shopping character, and visual amenity, vitality or viability of the town centre.
2. The amenity interest of occupiers of adjoining properties is not adversely affected by reason of noise, smell or litter.
3. It would not cause traffic problems.
4. Permission for change of use will not be permitted unless it can be clearly demonstrated that there is no longer a need for such uses and that the building or site has been marketed for at least 12 months (and up to two years depending on market conditions) at a realistic price without interest.

Other non-retail uses will not be permitted unless the same criteria are met and the use would not harm the diversity, viability and vitality of the centre.

The establishment of new shops which are outside defined town centres or which would extend the shopping areas will not be permitted if they would harm the convenience, vitality or viability of the town centre.

### The Primary Shopping Frontages in East Devon Towns

- 24.13 In the main towns in the District there has been a tendency for non-retail uses, such as building societies and estate agents, to take over some of the prime town centre locations. When these uses are grouped together the area can become less attractive and convenient to shoppers undermining its retail function. Many of the non-retail uses, especially service providers, are dependent upon the shops to attract trade and it is important therefore that a proper balance is maintained to ensure the vitality and viability

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<sup>109</sup> EDDC (2012) "Evaluation of Retail Policy Boundaries in/at the towns of East Devon" – [ID: Retail – Ret007]

of the town centre. Hot take-away food shops can also have a serious impact on the character and quality of town centre shopping areas through noise, smell, litter and disturbance. Within the primary shopping frontages permission will not normally be granted for the change of use of ground floor premises from retail to non-retail uses unless it can be demonstrated that this would not be harmful to the existing character or primary shopping function of the area.

#### E10 - Primary Shopping Frontages

Within the Primary Shopping Frontages, as defined on the Proposals Map, permission will only be granted for the conversion or change of use of the ground floor of existing shops to non-retail uses where the proposed use would not undermine the retail function, character, vitality and viability of the Primary Shopping Area. Permission for change of use will not be permitted unless it can be clearly demonstrated that there is no longer a need for such uses and that the building or site has been marketed for at least 12 months (and up to two years depending on market conditions) at a realistic price without interest. Proposals will be required not to adversely affect the amenity of the surrounding area through noise, smell, litter, traffic or disturbance arising from late opening hours.

#### **Large Retail Stores and Supermarkets**

24.14 A sequential approach should be taken to sites for new retail and retail related development, for example drive-through restaurants. The sequential approach identifies preferred locations which must be considered before out-of-centre sites. The first preference is for town centre locations (within the Town Centre Shopping Area), followed by edge-of-centre sites and only then by out-of-centre sites provided that they can be made accessible by a choice of means of transport and will not adversely impact upon nearby centres. It is however, recognised that existing out of town stores will continue to provide a form of retailing which both adds to local shopping choice and is popular with the public. Proposals for the refurbishment and redevelopment with small scale extensions of out of centre stores may be acceptable where there is insufficient net gain in retail floorspace to have an adverse effect on other established centres. In determining the scale at which retail impacts assessments are required the Council have taken advice and established a threshold figure of 500 square meters above which assessment will be needed.<sup>110</sup>

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<sup>110</sup> GVA Grimley (2011) East Devon Retail Study Update 2011 – [ID: Retail – Ret003]

## E11 - Large Stores and Retail Related Uses in Area Centres

Permission will be granted for new retail developments including extensions to existing stores where these are within the established Town Centre Shopping Areas as defined on the Proposals Map provided they are acceptable in respect of other Plan Policies such as for design and access. Only if there are no sites that are suitable or viable for the proposed use and likely to become available within a reasonable period of time within a Town Centre Shopping Area will edge of centre sites be considered. Only if no such sites are available and suitable within either of these locations will sites elsewhere within the Built-Up Area Boundaries be considered.

Large retail developments of over 500 m<sup>2</sup> that are proposed on sites outside of a defined Town Centre Shopping Area will be required to demonstrate that it would not have an unacceptable impact on centres within the catchment of the proposed development either in itself or when considered cumulatively with other existing or proposed developments of a similar type. New retail developments will not be permitted where they would be on land allocated for other uses unless satisfactory alternative provision for such uses can be made elsewhere within the immediate locality.

In order to ensure that land is retained for the benefit of the local economy, permitted development rights allowing changes to alternative uses will be withdrawn.

### **Local and Neighbourhood Stores and Centres**

24.15 Many towns in the District contain local, or neighbourhood, shopping centres outside the town centre and there are local shops in rural areas and in villages. These vary widely across the District, but their role in providing convenience shopping facilities to the local community, particularly for those people without the use of a car, is invaluable and should be maintained. The diversity of provision makes it impractical to define neighbourhood centres on the Proposals Map or provide specific measures that could be used to define them. However, they are areas where a group of shops, typically supplying a range of goods and services, is located. There is some scope for improving the local centres and for the provision of local shops or sub post offices in new housing estates or older estates lacking retail facilities. The opening hours of local shops within residential areas may be restricted to ensure that local amenities are safeguarded.

## E12 - Neighbourhood Centres and Shops

The council will grant permission for shopping development in village and neighbourhood centres which enhances their retail or service role and is of a scale to serve the local area only. Permission will also be granted within Built-up Area Boundaries, for new local facilities predominantly selling convenience goods, of a scale to serve new residential areas or older housing areas provided the vitality and viability of no existing centre is prejudiced.

Development proposals for local retail development shall meet the following criteria:

1. Each unit will not exceed a scale to serve more than the local area.
2. The operation of the retail unit will not be detrimental to the amenity of neighbouring residents by reason of undue noise, smell or traffic.
4. The development can be served by a variety of means of transport, including by foot and bicycle and will not result in excessive traffic generation.
5. The development will not, either alone or cumulatively, impact upon the vitality or viability of any nearby centre.

### **Use of Upper Floors of Shops**

- 24.16 The under-use of upper floors of commercial properties can lead to lack of maintenance to the detriment of the fabric and appearance of the building. The Council seeks to retain the economic resource and housing supply that upper floors can provide and which contributes to the vitality of shopping centres. Accordingly the District Council will not usually permit any application which includes a proposal to remove separate accesses to upper floors. It should be noted that planning permission is not always needed for some changes in use class.

## E13 - Use of Upper Floors in Shopping Developments

The District Council will permit the use of upper floors of premises in Town Centre Shopping Areas for residential, community or commercial purposes subject to:

1. In the case of commercial or community development, no loss of self contained or purpose built residential accommodation with all basic amenities.
2. The preservation of any existing separate access to floors above ground level and provision for storage of refuse.
3. The viability of the retail use not being undermined.

### **Village Shops and Post Offices**

- 24.17 Village shops and Post Offices provide for the essential day to day convenience shopping needs of the local community. They offer important retail facilities in particular for the elderly and less mobile. Village public houses often provide a focus for community life and reduce the need to travel. Rural communities should have reasonable access to such facilities particularly as public transport is limited in these areas. The Council will seek to resist the loss of local shops and services where this would result in a significant or absolute loss of facilities to a community.

24.18 It is difficult to reinstate shops, in the same or other premises, when they have changed to other uses. It is not however, always possible to prevent their closure when it is uneconomic for their use to continue. Therefore proposals involving the loss of local shops or services will only be permitted where the District Council is satisfied that the existing use is no longer viable and there is no market for the business as a going concern. In order to demonstrate this, the Council may seek information regarding the marketing of the business and its accounts. The Council will seek to retain the shop front in circumstances where permission is granted to enable the premises to be reinstated as a shop should the future opportunity arise.

24.19 The Council encourages the provision of new shops within villages.

#### E14 - Change of Use of Village Shops or Services

Existing retail and service provision within villages should be maintained and potential providers of future retail development within villages will be encouraged to make provision of a scale and nature appropriate to local needs.

Proposals which would result in a significant or total loss of shops, Post Offices, Public Houses or other services to the community will not be permitted except where the existing provision of a use of this nature is no longer viable and there is no market for the business as a going concern, evidence will need to be presented to show that the site has been actively marketed for at least 12 months at a sound, realistic and viable price for the type of commercial uses that the type of use can command. A vigorous economic assessment will be undertaken to establish the potential and viability of any specific concern and marketing of any property or business will need to include offering to the local community for their acquisition/operation.

Permission to change the use of a shop will be subject to the retention of the shopfront.

#### **Shops in the Open Countryside and Farm Shops**

24.20 Rural shops or farm shops are defined as shops in which the majority of goods sold are produced on the premises. This is defined as a minimum 60% to ensure that any shop is reasonably linked to the use of the land instead of forming a general retail outlet. Farm shops can provide a valuable local facility, an additional source of income for farms and can help sustain the rural economy. However, they should not become an alternative to shops which are better located and more accessible and convenient in town and village centres.

24.21 Rural shops, garden centres and nurseries can become large commercial enterprises, supplementing food and plant sales with other, related goods such as crafts, sheds, conservatories and furniture. This will be controlled to prevent the sale of unrelated goods and applications for general retail sales and additional services such as cafes will only be permitted where they are ancillary to the sale of gardening or horticultural goods or products grown on the property to which the shop or nursery relates.

- 24.22 Rural shops, garden centres and nurseries may develop an urban appearance as they expand and the number and size of buildings increase, hard surfaced display areas are extended and additional car parking is required. Such developments would generally be harmful to the high quality East Devon landscape and would generate additional traffic which may not be safely accommodated on local roads. Any proposals for the provision of new farm shops, garden centres or nurseries or the expansion of existing enterprises will therefore be strictly controlled.
- 24.23 The Local Plan will promote retail development in rural areas where products are sourced or manufactured locally as this will allow diversification in agricultural businesses and promote local food production. The criteria set out in the policy will aim to protect the viability of town centres in the District as these are centres not only for retail but service trades, leisure facilities and other public amenities. Town centres serve more than just their immediate locality and their protection is important for those accessing services from the surrounding areas.

#### E15 - Retail Development in Rural Areas outside Built-up Area Boundaries

In order to protect the viability of town centres in the District yet support local businesses, retail development in rural areas, outside villages, will be permitted only where it directly relates to an existing rural business subject to:

- a) a minimum of 60% of the produce/products for sale being produced on the premises or holding, and:
- b) No more than 30% of the produce/products being sourced and produced off the site of the premises or holding and from within a 16 km (10 mile) radius of the business.
- c) No more than 10% of the produce/products are from elsewhere.

and subject to:

1. The scale and type of retail shop proposed will not adversely affect easily accessible convenience shopping available to the local community.
2. The proposal does not harm the rural character of the landscape or the amenities of the locality.
3. The local road network and access to the site can safely accommodate the extra traffic generated by the proposal.
4. The car parking will be proportionate to the scale of the development and the layout and siting will be sympathetic to the surroundings.
5. The scale and scope of any additional services will be restricted to ensure that they are ancillary to the main use.

#### Tourism in East Devon

- 24.24 The changing nature of the holiday industry will in some areas generate pressure for proposals for hotels and other forms of tourism related accommodation. The Council is

keen to ensure that new tourist accommodation is directed toward the most sustainable locations and identifies the towns and villages of the District, as defined by those settlements with Built-up Area Boundaries, as best fulfilling this requirement. The only exception to this will apply in respect of the use of existing buildings in the open countryside and particularly as related to small-scale farm and rural diversification.

- 24.25 Unless used for tourism related purposes rural buildings could be left unused, whilst conversion of rural buildings to holiday accommodation use can, when skilfully undertaken, involve minimal external alteration and avoid the need for additional garaging facilities. For such development to be acceptable it is important that schemes are sensitively located, taking full account of existing curtilages, and subject to careful landscaping and design in order to mitigate against potential adverse environmental impacts. Building conversion is considered further in the Design and Development Chapter of the Local Plan.

#### E16 - Proposals for Holiday or Overnight Accommodation and Associated Facilities

Proposals for hotel development, conversion of dwellings into self catering accommodation, guest houses and upgrading of existing holiday accommodation will be permitted within the Built-up Area Boundaries of towns and villages provided the following criteria are met in full:

1. The scale, level and intensity of development is compatible with the character of the surrounding area, including adjoining and nearby settlements.
2. The proposal does not harm the amenities enjoyed by the occupiers of neighbouring properties.
3. On-site servicing and parking facilities are provided commensurate with the level and intensity of the proposed use.
4. The proposal is accessible on foot, by bicycle and public transport and will not impair road safety or the free flow of traffic.

Conversion or use of existing buildings in the open countryside, within close proximity to the main farm house or country house, for small-scale holiday accommodation uses will be permitted where compatible with the above.

#### **The Main Centres of Holiday Accommodation**

- 24.26 The District Council is particularly keen to ensure the continued vitality and viability of the tourism industry in the resorts. It is important that the principal holiday resorts continue to appeal to tourists and offer a full range of holiday accommodation with associated bars, restaurants and leisure facilities in order to maintain their character, atmosphere and image. Accommodation in the principal resorts of East Devon includes hotels, guest houses, public houses, self catering apartments and holiday cottages. Principal Holiday Accommodation Areas are defined on the Proposals Maps for Exmouth and Sidmouth and loss of hotels providing holiday accommodation in these areas will be resisted.

- 24.27 It is acknowledged that a change in the nature of the tourism trade has resulted in changing demands for holiday accommodation. In certain circumstances the upgrading of existing properties to provide fewer bedrooms but with en-suite facilities has led to a reduction in the number of holiday units. Policy does not seek to prevent positive changes to holiday accommodation and it is accepted that some reduction in the number of holiday units may result. Policy does however, seek to prevent the loss of accommodation and the loss of floor space in accommodation use to non-tourism uses, notably residential development.

### E17 - Principal Holiday Accommodation Areas

Within the Principal Holiday Accommodation Areas, as identified on the Proposals Map, the change of use or redevelopment of hotels and other forms of holiday accommodation to non-tourism accommodation uses will not be permitted unless:

1. there is no physical or economic potential for continued tourist use. And/or
2. refurbishment or redevelopment for holiday accommodation purposes is not financially viable. And/or
3. development proposals would result in environmental and/or economic benefits to the area that would outweigh the loss of the tourist accommodation.

Permission for change of use will not be permitted unless it can be clearly demonstrated that there is no longer a need for such uses and that the building or site has been marketed for at least 12 months (and up to two years depending on market conditions) at a realistic price without interest.

Within the Principal Holiday Accommodation Area proposals for change of use from residential to hotels or other forms of holiday accommodation will be encouraged.

### Resisting the Loss of Holiday Accommodation

- 24.28 The Principal Holiday Accommodation Areas afford specific protection to holiday accommodation uses in specified areas in Exmouth and Sidmouth. Hotels elsewhere in these resorts and in Seaton provide holiday accommodation which is important to their tourism function. Holiday accommodation elsewhere in the District is also essential to maintain a viable tourism base and takes a range of forms, including hotels, chalets, camp sites, caravan sites and bed and breakfast establishments. The loss of holiday accommodation to non-tourism uses will generally be to the detriment of the tourism appeal of East Devon and therefore loss will be discouraged. In many instances planning permission granted on properties for holiday use will be conditioned to prevent changes of use to non-holiday uses. Policy sets the context for consideration of proposals involving the loss of holiday accommodation within the holiday resorts of Exmouth, Seaton and Sidmouth as a whole.

## E18 - Loss of Holiday Accommodation

The proposals for change of use or redevelopment of hotels and other holiday accommodation in the seaside resorts of Exmouth, Budleigh Salterton, Seaton and Sidmouth will not be permitted unless the holiday use is no longer viable and/or the new use will overcome clear social, economic or environmental problems associated with the current use.

Permission for change of use will not be permitted unless it can be clearly demonstrated that there is no longer a need for such uses and that the building or site has been marketed for at least 12 months (and up to two years depending on market conditions) at a realistic price without interest.

## Holiday Accommodation Parks and Caravan/Chalet Sites

24.29 It is recognised that Holiday Accommodation Parks are a key feature within the tourism sector. The expansion of existing sites and potential development of new sites will have a positive effect on the economy of East Devon. This should not be to the detriment of the natural environment and those in settlements close to the proposals. Criteria within policy is designed to safeguard the key concerns of such developments and identify areas of mitigation should permission be granted.

## E19 - Holiday Accommodation Parks

Outside of designated landscape areas, proposals for new sites and extensions of existing sites will be permitted where they meet the following six criteria:

1. The proposal relates sensitively in scale and siting to the surroundings and includes extensive landscaping and visual screening to mitigate against adverse impacts. They do not affect habitats or protected species.
2. They are within, or in close proximity, to an existing settlement but would not have an adverse impact on the character or setting of that settlement or the amenities of adjoining residents.
3. They would not use the best and most versatile agricultural land.
4. They will be provided with adequate services and utilities
5. Traffic generated by the proposal can be accommodated safely on the local highway network and safe highway access to the site can be achieved.
6. The development will be subject to the provisions of plan policy in terms of sustainable construction and on site renewable energy production.

Proposals for the extension of existing caravan and camping sites or the addition of related and ancillary facilities on existing sites, within designated landscapes, will only be permitted where they meet the above criteria in full and provide no new permanent structures or are replacement structures designed to blend into their surroundings.

## Visitor Attractions in East Devon

- 24.30 Visitor attractions should make imaginative use of the natural, archaeological, historic or architectural features of the area without damaging them. The District Council is keen to support such tourism initiatives, particularly as they will generally accord with the principles of 'green tourism' and may help to extend the holiday season as well as providing for the recreation and leisure needs of local residents. The Council will view favourably proposals where a high priority is placed on protection and/or restoration and where sensitive measures are put forward in the provision of new or upgraded facilities.
- 24.31 Major tourist attractions in East Devon in terms of visitor numbers include Stuart Line Cruises, Crealy Park, National Trust Properties, Otterton Mill, Seaton Tramway, Pecorama and World of Country Life.
- 24.32 The designation of much of the coastline as a world heritage site is likely to generate demand for additional tourist attractions, which may include visitor centres, educational and interpretation facilities. Applications for new tourist attractions will require particularly careful consideration given the need to balance potential benefits to the local economy from increased visitor numbers against the need to protect the high quality landscape within which they will be located.

### E20 - Provision of Visitor Attractions

Proposals for the provision of new tourist attractions or sites or extensions to existing tourist attractions and sites will be permitted provided that:

1. There is no significant adverse impact on the surrounding landscape and features or on any areas of natural, cultural or heritage interest.
2. The proposal relates sensitively in scale and siting to the surroundings and includes appropriate landscaping to mitigate against adverse impacts.
3. The locality is capable of accepting increased numbers of visitors without giving rise to problems related to access, road safety or congestion.
4. The site may be accessed by a variety of means of transport.
5. There is no significant detrimental effect on the amenity of nearby residents.

Proposals in the open countryside will be permitted where they are compatible with the above, they relate positively to natural or semi-natural features of the rural environment and they would lead to rural economic diversification in rural locations.

## 25 Recreation and Community Facilities

### Existing Recreation and Sports Facilities

- 25.1 High land values have led to pressure to build on playing fields and other open spaces, particularly within urban areas. The Council recognises that communities need recreation space and that existing public gardens and playing fields, private and school/college playing fields, play areas and other public and private open space areas are an important community resource that the Local Plan seeks to safeguard.

#### RC1 - Retention of Land for Sport and Recreation

Proposals that would result in the loss of open space currently or previously used for recreation and/or sports uses, play areas or playing fields will not be permitted unless:

1. Alternative provision of equivalent community benefit is made available and will be appropriately laid out by the applicant as a replacement. Or
2. Sports and recreational facilities can best be retained and enhanced through the redevelopment of a small part of the site. Or
3. Locally There is an excess of public open space, children's play areas or sports pitch provision in the area as the case may be.

### New Recreation and Sports Facilities

- 25.2 Additional recreational facilities may be required in respect to new residential development and may be sought in respect to other forms of development. An emphasis in facility provision will be sought in locations where a clear deficiency in facilities currently exists.
- 25.3 With regard to motor sport facilities Sport England identifies two permanent sites within East Devon as being of regional importance - Smeatharpe Stadium (stock car racing) and Dunkeswell (kart racing).

## RC2 – New Open Space, Sports Facilities and Parks

Within or adjoining urban or built-up areas, permission will be granted for new open space areas, allotments, sports facilities and parks, the accommodation of the visual and performing arts, and the upgrading or enhancement of existing facilities provided the following criteria are met:

1. They do not unduly affect the character and appearance of the area and the visual and physical amenities enjoyed by adjoining residential areas.
2. They are accessible by public transport, bicycle and on foot.
3. Appropriate car and cycle parking is provided.
4. The proposed road access to the site provides for safe exit and entry and the local road network can safely accommodate the extra traffic the proposal would generate.
5. The facilities are located without detriment to the best and most versatile agricultural land, nature conservation interest and the conservation of areas of landscape, scientific, archaeological or historic interest.

### Allotments

- 25.4 Allotments are a valuable asset in promoting greater sustainability within local communities and are recognised as being of particular importance in urban areas, especially where individual gardens may be small in size.
- 25.5 The need for additional allotments depends on local factors. Given the likely costs of land acquisition and the limited financial resources available to the District Council any case made for additional allotments would need to be subject to very careful consideration. Proposals involving the development and thus resulting in the loss of allotments must have regard to considerations of demand and conveniently located alternative sites.

## RC3 – Allotments

Permission will not be granted for proposals involving the loss of allotments for other development unless there is insufficient demand for allotment use or appropriate alternative sites can be provided.

### Countryside Recreation

- 25.6 The changing nature of agriculture and the need for rural diversification has focused attention on alternative uses of land within the countryside. In this respect the provision of outdoor recreation facilities is of particular relevance. This type of development can have a significant visual impact on the character of the landscape and the surrounding countryside. It is also acknowledged that proposals can provide opportunities to improve the environment and to create wildlife habitats.
- 25.7 Some uses, such as horse riding, will be encouraged where they can be accommodated safely and are not detrimental to the countryside but their associated services and paraphernalia will need to be controlled. Dwellings in the open countryside will not be justified on the basis of a recreational need.

#### RC4 - Recreation Facilities in the Countryside and on the Coast

Planning permission will be granted for outdoor recreation facilities in the countryside and on the coast provided that the nature of the activities undertaken or the space requirements of the proposal require a countryside or coastal location and:

1. The facilities or development proposals are in scale with the character, environmental characteristics and setting of the area and do not conflict with countryside, nature or landscape policies, nor detract from the amenities of the area.
2. The proposals allow for safe access and discreet parking arrangements, particularly in environmentally sensitive areas, and do not result in the loss of or cause unacceptable disruption to existing public rights of way.
3. On site facilities should be appropriate to meet the needs of the proposal and links with adjacent footpaths and bridleways should be suited to any proposed site uses.

Where indoor areas are required use should be made of existing buildings. Any new buildings and necessary extensions should be limited in scale and be in close proximity to existing groups of buildings or an existing settlement. Where it is proposed to extend or intensify an existing use the cumulative effect of the use will be considered in the interests of the character of the area.

#### **Community Facilities and Buildings**

- 25.8 Facilities such as schools, libraries, halls, health and sports centres and Places of Worship fulfil an important role as a focus for social activities taking place in the local community. Community centres and village halls are already established in many settlements in East Devon, and wherever possible the Council will encourage the further development of these existing facilities. The demand for a community centre has been established in Exmouth and centres have been built recently in Sidmouth and Honiton.

#### RC5 - Community Buildings

New community facilities and buildings will be accommodated on sites that lie within or adjacent to Built-up Area Boundaries. Where residential development intensifies the need for community buildings a developer contribution towards their provision or the upgrading of existing buildings will be sought.

#### **New Community Facilities**

- 25.9 It is essential that in areas where substantial new development is proposed, and in areas lacking facilities, that provision be made for community and education facilities. Consideration should be given to the establishment of multi-purpose buildings that accommodate a variety of uses and users. Examples include Post Office, cyber-cafe, health visitor, playgroup, facilities for the elderly and a range of clubs and societies. The definition of community facilities does not include residential development, either in isolation or as a means of providing community facilities.

- 25.10 The Council will encourage the temporary use of a residential house or other appropriate building for community activities in the following instances:
- i) Where there is a perceived demand which needs to be proven prior to the construction of a permanent community facility.
  - ii) Where a large development is proposed and a building is required to encourage an embryonic community facility to establish at an early stage of construction. In this case the developer will be required to make the provision.
- 25.11 The Council will not permit the construction of a new residential house to be used temporarily for community purposes, where a residential use would conflict with other policies of the Local Plan. An instance of this is outside Built-up Area Boundaries, within open countryside. Any planning permission for new community facilities may be granted on a temporary basis. It may limit the type of activity carried out in the building and/or the hours of operation.

### RC6 - Local Community Facilities

Proposals for new facilities, extensions and/or alterations to existing facilities to serve the local community will be permitted on sites within or adjoining Built-up Area Boundaries provided they meet the following criteria in full:

1. The proposal would be compatible with the character of the site and its surroundings and in villages with the rural character of the settlement.
2. The proposal will be well related to the built form of the settlement and close to existing development.
3. The site is accessible by a variety of types of transport, including walking and cycling and the amount of traffic generated by the proposal could be accommodated on the local highway network without harming road safety.
4. The proposal would not be detrimental to the amenity of neighbouring residents by reason of undue noise or traffic.

In the countryside, outside defined Built-up Area Boundaries, proposals will only be permitted if they meet the above criteria and a need for the facility has been proven.

Planning Permission will not be granted for developments that would result in the loss or closure of a community facility unless the community facility is no longer needed or is not viable or an alternative facility of equal or higher value is being provided.

### Shared Community Facilities and Buildings

- 25.12 Educational buildings have been shared successfully for a number of years, particularly by the District's Community Colleges where the school has priority use of buildings and facilities but the community has access to them at agreed times. This makes an important contribution to recreation and education provision and reduces building and operational expenses. The Council recognises the substantial benefit this offers, particularly in smaller communities, and will consider grant aiding such schemes where a need can be proven.

- 25.13 Dual use of education premises reinforces the importance of a school within the local community and encourages life long learning. To date, school libraries, halls, places of worship and sports facilities have been successfully shared. Many schools offering evening and weekend vocational and non-vocational classes. The Council also encourages increased access to private sports and recreation facilities by the public.

#### RC7 - Shared Community Facilities

In order to ensure that land is used efficiently and effectively, to ensure that facilities become a vibrant focus for community activities and to enable access by a wide section of the community, proposals for new community facilities, both public and private, will be expected to be capable of dual-use, as considered appropriate by the community and unless local circumstances indicate that dual use is not appropriate.

Proposals for new community facilities in villages and rural areas should share existing premises wherever possible.



## 26 Transportation and Communications

### Telecommunications

- 26.1 Telecommunications are of great importance to the economy and we need to accommodate the growth of new and existing systems. However, owing to the potentially obtrusive nature of telecommunication installations, wherever legally and technically possible, the Council will encourage the sharing of existing masts, buildings and other structures such as electricity pylons in order to limit the proliferation of unsightly development, particularly in visually sensitive locations. To achieve this the District Council will encourage pre-development and pre-application discussions between operators and will expect confirmation that the cumulative exposure will not exceed the International Commission on Non-Ionising Radiation Protection (ICNIRP) standards. Where the sharing of a mast will require it to be extended the District Council may consider the sharing of an existing site to be preferable in environmental and visual amenity terms. In proving a need for new telecommunications development, applications should be supported by technical evidence such as radio coverage plots.
- 26.2 The future telecommunication requirements of a new development should be given careful consideration at the design stage in order to minimise visual intrusion, not adversely affect the amenity of nearby residents, allow for easy maintenance and future growth. Developers will be expected to demonstrate that there are no suitable alternative locations before consideration will be given to proposals within Areas of Outstanding Natural Beauty.
- 26.3 Because telecommunications is a rapidly expanding and evolving technology it can become obsolete. Redundant apparatus should be removed.

## TC1 - Telecommunications

In considering applications for the installation of telecommunications systems, the Council will have regard to the following criteria:-

1. The development should be sited, well designed and landscaped to minimise the visual impact on the surrounding area while taking due account of operational efficiency.
2. The development will not adversely affect the amenity of nearby residents or significantly impact upon their enjoyment of their homes
3. New antennas will, wherever technically and legally possible, share existing masts or be erected on existing buildings or other structures. Where the sharing of a mast will require its extension the District Council may alternatively consider the sharing of the site.
4. The development will not have a adverse effect on areas designated for their landscape or nature conservation value.
5. The development will not have a significant impact on radio or television reception which cannot be mitigated.
6. The development will not have a serious adverse effect on the character, appearance and setting of a conservation area, listed building, historic park or garden, ancient monument or site of archaeological interest.
7. The development will have no adverse effect on aviation safety.
8. There has been consultation with organisations with an interest in the proposed development – most notably any nearby schools and colleges or technical businesses.

Proposals to erect masts or towers will not be permitted unless the applicants can demonstrate that they have attempted to use sites with low environmental impact or share masts and have been unsuccessful.

Any planning permission granted will be conditioned so that when any facility ceases to be used, becomes obsolete, or falls into disrepair, the demolition and removal of all works undertaken, both above and below ground, and the reinstatement of the site to its original condition or to an agreed specification, will be required.

- 26.4 One of the key means by which the District Council can most positively influence travel and movement patterns is through promoting development in the most sustainable locations. Such locations will be where people can make realistic and viable alternative choices to the use of the private car. New developments, particularly where they may attract large numbers or volumes of people, should be located and designed so as to be accessible by, and encourage the use of, walking, cycling and public transport. In particular, development requiring a high level of access like schools, hospitals, town centres and major shopping developments should be located near to public transport services. Development in such locations will give people the choice of using more sustainable means of transport than the car. It will also increase the accessibility of these facilities to people who do not have regular use of a car including the disabled, elderly and children. Where developments will have significant transport implications a transport assessment will be required to be submitted with any planning application. For major proposals this will illustrate accessibility to the site by all modes of transport and the likely modal split of journeys to and from the site. It will also give details of proposed measures to improve access by public transport, walking and cycling and as such

reduce the need for parking associated with the proposals and also to mitigate against adverse transport impacts.

- 26.5 Notwithstanding the importance of non-car modes of transport it is recognised that vehicular access will be an essential requirement for most developments, especially in rural areas. Therefore, when considering development proposals the Council will take into account accessibility to the site and the traffic movement implications of the proposal within the development site and on the surrounding area. For major developments, there will need to be demonstration that roads, footpaths, car parking, open space and other associated works have been comprehensively planned for in order to assist the safe and convenient movement of people.
- 26.6 Roads and footpaths associated with new development must be constructed to a good safe standard. The Council will have regard to planning guidance and emerging good practice in road design when considering development proposals that include new roads and footpaths. Proposals for development will be expected to meet standards in order for the highway to be considered suitable for adoption by the Highway Authority. It is essential that all aspects of movement are planned comprehensively since the design of car parking, footpaths, open space, play areas and landscaping all affect convenience and safety. Special attention should be paid to ensuring that new developments which are accessible by members of the public should provide satisfactory access to persons with reduced mobility, including persons with limited ability to walk, persons with impaired sight and persons with prams and pushchairs. New proposals must not undermine the mobility of people with disabilities.

#### TC2 - Accessibility of New Development

New development should be located so as to be accessible by pedestrians, cyclists and public transport and also well related to compatible land uses so as to minimise the need to travel by car. Where proposals are likely to attract large numbers of visitors they must be accessible by public transport available to all sectors of the community. Development involving the creation of public open space, car parking area, highways and other areas to which the public have access, must provide adequate provision for persons with reduced mobility.

#### Traffic and Transport

- 26.7 Traffic Management, including traffic calming, can be used to improve road safety, reduce congestion and generally enhance the quality of the environment. It may involve a wide variety of measures including; the introduction of lower speed limits, street restrictions and pedestrian priority schemes. Traffic management techniques are particularly appropriate in town centres where over the years the movement of pedestrians has become progressively restricted due to the increasing volume of vehicular traffic. Today shopping trips are too often blighted by congested footpaths along equally congested streets with all the related pollution and noise that such traffic congestion generates.

- 26.8 It is the intention of the District Council, in conjunction with the County Council, to improve the overall environmental quality of the main shopping streets in East Devon by removing extraneous traffic, calming residual traffic and introducing suitable traffic management measures. The main desired effect of such measures is to 'reclaim' key shopping streets for pedestrian use whilst allowing the safe passage of essential vehicular traffic. Where possible traffic management measures will be implemented with other environmental enhancement policies in the form of a comprehensive Town Centre Management Plan.

### TC3 - Traffic Management Schemes

The Council, when considering development proposals in town centres will seek the introduction of traffic management schemes when one or more of the following objectives can be achieved:

1. Safe and efficient movement of the mobility impaired, pedestrians, cyclists and vehicles.
2. Alleviation of congestion.
3. Reduction of traffic conflict and accident potential.
4. Reduction of delays to public transport.
5. Reduction of environmental damage by traffic.

### **Walking, Cycling and Horse Riding**

- 26.9 Walking and cycling are important for recreation purposes, health, the environment and as a means of entertainment or to travel to work or school. The improvements proposed for pedestrians in town centres are referred to in the text of this plan and for all short trips walking is the most important mode of travel. The South West Coast Path, a 1,014 km (630 mile) national trail from Minehead to Poole Harbour, passes along the East Devon Heritage Coast. The East Devon Way is a 64 km (40 mile) inland recreational walking route of regional importance running from Exmouth to Lyme Regis and which showcases the landscape and wildlife importance of the East Devon AONB. It offers opportunities for sustainable tourism and the potential to spread the impact of tourism to the less well known inland areas of the district.
- 26.10 As with walking, cycling is a particularly sustainable form of transport, and is a suitable alternative for motorised transport for short and medium journeys, particularly those less than 5km (3 miles). It is acknowledged that opportunities for improving cycling provision in rural areas are limited though it is stressed that quiet roads, unmetalled roads and bridleways can make excellent cycle routes. Much of East Devon is hilly but flat hill tops and valley floors can provide good cycling. Where opportunities arise the District Council will encourage measures to provide, improve and extend facilities for both cyclists and pedestrians. Such measures taken together with efforts to improve public transport can reduce the reliance placed on the private car. In addition, safe and secure cycle parking will be required for certain developments in accordance with policy.
- 26.11 The District Council has developed a network of on-road cycle routes and a 160 kilometre (100 mile) long round East Devon route "The Buzzard Route", which

incorporates part of the National Cycle Network (Route 2), together with 10 inter-linking shorter routes. With adjoining authorities the Council has also developed a number of other cycle routes in the Blackdown Hills. Devon County Council are developing National Cycling Route Two in the District and in East Devon this will run alongside the Exe Estuary from Exeter to Exmouth and on Eastward to Sidmouth, Seaton and Axminster before heading into Dorset. There are also a series of other long distance routes. The Stop Line Way will run between Weston-Super-Mare and Seaton. These schemes will contribute towards the District Council's long term objective of providing a comprehensive network of cycleways and the District Council will work with Devon County Council and other interested organisations in the development of a high quality cycle network within East Devon.

- 26.12 Disused railway lines can offer great potential as cycleways. They follow routes that avoid steep gradients, make use of existing infrastructure and often pass through attractive countryside away from busy highways. They can therefore be ideal routes for cyclists which, if developed, would have considerable tourist and recreational potential. New cycle routes have been opened and are planned in East Devon in conjunction with work undertaken with Sustrans.
- 26.13 The Council is conscious of the needs of horse riders and current difficulties of accommodating them. Where possible means will be investigated of making provision on shared and/or separate routes.

#### TC4 - Footpaths, Bridleways and Cycleways

Development proposals will be required to include measures to provide, improve and extend facilities for pedestrians and cyclists commensurate with the scale of the proposal. Footways and routes for pedestrians and cyclists within and through new development schemes will be encouraged. These measures may include both shared and exclusive surfaces to provide safe, convenient and attractive routes, and must be designed to take account of the needs of persons with restricted mobility. Wherever possible the opportunity should be taken to join, upgrade and extend existing or proposed networks.

Development which would result in the loss, or reduce the convenience or attractiveness of an existing or proposed footpath, cycleway or bridleway, will not be permitted unless an acceptable alternative route is provided.

#### **Safeguarding of Former Transport Routes and Their Green Re-use**

- 26.14 Disused railway lines offer huge potential for re-use as future walking, cycling or public transport routes. As such their continuity should be protected from development which may impact on the future provision of such a route. Even a small development on the route can interrupt continuity and so undermine the potential of the whole route.
- 26.15 Within East Devon there are a number of former railway lines with potential as transport or recreation routes. These routes are listed below:
- i) Feniton – Budleigh Salterton – Exmouth.

- ii) Stoke Canon – Thorverton.
- iii) Sidmouth – Tipton St. John.
- iv) Axminster – Uplyme.
- v) Colyton – Seaton Junction.

#### TC5 - Safeguarding Disused Railway Lines

The Council will support initiatives from Devon County Council and other bodies, to secure new footpath and cycle way links where practical, especially where costed programmes of work are in place. The Council will resist the granting of planning permission for development on undeveloped sections of disused railway lines which have potential for re-use as a transport and recreation route, if it prejudices the future ability of the route to perform this function.

#### Park and Ride Services

- 26.16 There have been proposals for “park and ride” systems in East Devon and the Council are supportive, in principle, of “park and ride” provision. A “park and walk” facility is offered from the District Council’s car park at The Knowle, Sidmouth on a Saturday and Sunday.

#### TC6 - Park and Ride and Park and Share/Change

The Council will support the provision of “Park and Ride” and “Park and Share/Change” facilities where their location and design will:

1. Maintain and improve accessibility for all sectors of the community.
2. Reduce the environmental impact of the private car on the local community.
3. Encourage the use of more energy efficient modes of transport.

In all instances proposals will need to be sympathetic to and unobtrusive in their landscape setting and a demonstration of need must be shown.

#### Highway Access

- 26.17 The M5 Motorway and Trunk Roads in the District are part of the National Road Network and are administered by the Highways Agency on behalf of the Department for Transport (DfT). The M5 and A30/A303 form a part of the Trans European Road Network. A very extensive rural minor road network also exists in East Devon comprising of County, Primary and Secondary Routes, Local Distributors, Collector Routes and other minor roads and country lanes.
- 26.18 An important consideration in determining proposals for development will be their relationship to the existing highway network and, in particular, the suitability of the approach roads and access to the development site. This is of particular importance in East Devon where much of the highway network consists of narrow country lanes unsuitable for serving further development. Control of access points on to major roads is also essential to maximise the operational capacity and safety of the highway network. Where practical direct access on to primary routes should be avoided. The

type of access provided should reflect the type of road involved and the volume and character of traffic likely to use it. Developers are strongly advised to consult the Highway Authority at an early stage to obtain further advice on the possible highway implications of their proposal.

- 26.19 The construction of a new access or improvements to an existing access required to serve a new development may involve the carrying out of work some distance from the application site. For instance, an important element in the design of any access is the provision of adequate visibility splays to allow for the safe movement of vehicles. The provision of these visibility splays will often require the developers having control over significant lengths of frontage either side of the proposed access point. Where this land does not form part of the application site or is not in the ownership of the applicant the developer will be required to demonstrate that agreement has been reached to accommodate the works needed. For smaller developments where visibility splays are unlikely to be adopted by the Highway Authority developers will be expected to demonstrate that the required highway improvements can be provided and maintained to the satisfaction of the District Council.

#### TC7 - Adequacy of Road Network and Site Access

Planning permission for new development will not be granted if the proposed access, or the traffic generated by the development, would be detrimental to the safe and satisfactory operation of the local, or wider, highway network.

Where new development requires off-site highway improvements any planning permission granted will be subject to a planning obligation requiring these works to be carried out either by the developer, or through an agreement with the Highway Authority to ensure that:

1. The required highway improvements are included in, and, will be constructed as an integral part of the development or are part of a programmed improvement scheme to be undertaken by the Highway Authority. In the case of programmed schemes the planning permission will be subject to a condition delaying its implementation until the highway improvements have been carried out, unless otherwise agreed by the Highway Authority..
2. The applicant is in a position to secure the implementation of the required highway improvements.

#### **Land for Highway Improvements**

- 26.20 Trunk road improvement schemes are dealt with by the Department for Transport which carries out its own separate public consultation exercises including, if necessary, the opportunity for any unresolved objections to be heard at Public Inquiry.
- 26.21 Other highway improvements together with other more minor schemes are typically promoted by Devon County Council through the Local Transport Plan. Planned Transport schemes at which land is 'safeguarded' from other developments are detailed in policy.

- 26.22 The County Council propose further consultation on a route for completion of Dinan Way at Exmouth between Hulham Road and Exmouth Road. An alternative alignment, closer to Summer Lane, has already been the subject of public consultation but no final decision over the route has been taken. A safeguarded area is shown on the Proposals Map within which one of the two possible routes is proposed to be implemented.

#### TC8 - Safeguarding of Land Required for Highway and Access Improvements

Land required for the following highway and access schemes will be safeguarded from other development.

##### Road Schemes

- a) Completion of Dinan Way at Exmouth. The extent of safeguarded land is indicated on the Proposals Map. Future planning for and the implementation of this proposal will need to be compliant with Habitat Regulation requirements.

##### Other Access Improvements

- b) Exmouth, town centre to seafront – enhanced pedestrian route.
- c) Honiton, Heathpark to Sidmouth Road – pedestrian and cycle link.
- d) Sidford to Sidbury – pedestrian and cycle route.
- e) A3052 Harpford to Newton Poppleford – footway/footbridge.
- f) Exeter to Broadclyst – cycle route.
- g) B3184 Clyst Honiton to Airport and Business Park.
- h) Axminster North-South Relief Road.

#### **Parking Provision**

- 26.23 Nearly all new developments will generate need for some new parking. Policy of the Local Plan seeks to accommodate car parking provision commensurate with the type, size and location of development occurring.

#### TC9 - Parking Provision in New Development

Spaces will need to be provided for Parking of cars and bicycles in new developments. As a guide at least 1 car parking space should be provided for one bedroom homes and 2 car parking spaces per home with two or more bedrooms. At least 1 bicycle parking space should be provided per home.

In town centres where there is access to public car parks and/or on-street parking lower levels of parking and in exceptional cases where there are also very good public transport links, car parking spaces may not be deemed necessary.

All small scale and large scale major developments should include charging points for electric cars.

- 26.24 To facilitate the reduction in traffic congestion along main shopping streets it is the objective of the District Council to improve rear service provision for shopping and commercial areas where opportunities for doing so arise. This may involve improvements to existing highways.

#### TC10 - Rear Servicing of Shopping/Commercial Development

In determining applications for shopping and commercial developments, including redevelopment, in town centres, the Council will expect the provision of a rear service access where practicable, and where the capacity of roads to the rear of main shopping frontages is or can reasonably be made adequate.

### **Roadside Service Facilities**

- 26.25 The roadside service facility along trunk roads or motorways should provide essential services for drivers, including: free short term parking for cars, cars towing caravans, coaches and goods vehicles, fuel, public toilets, refreshment facilities and rest areas. Larger developments could also include facilities for overnight accommodation and picnic areas. Any retail facilities for convenience shopping, other than for fuel and associated motoring products, will need to be compatible with the shopping policies of the Local Plan.

#### TC11 - Roadside Service Facilities

Any proposal for a roadside service facility along a trunk road and motorway will only be granted planning permission if it meets the following criteria in full:

1. It offers a range of essential services appropriate to the route it serves.
2. It is appropriately spaced in relation to other roadside service facilities.
3. Access to the trunk road or motorway including any connection to the local road network, and the internal circulation is satisfactory.
4. It is sited, designed and landscaped to minimise impact on the character and appearance of the landscape.
5. It does not cause a material loss of amenity to nearby residents.
6. It should be capable of serving traffic travelling in both directions on the route.
7. The design of new or improved accesses or other necessary trunk road works should be sufficient to accommodate anticipated traffic flows up to 15 years after the opening of the development.
8. Proposals for roadside facilities along trunk roads that are the subject of major improvements will not be granted planning permission unless they will be compatible with the future highway design. New roadside service facilities along other routes constituting the high quality road network should be located on sites within the identified Built-up Area Boundaries, and meet criteria 1, 2, 3 and 5 above. Upgrading of existing facilities on this network will need to be compatible with criteria 1, 2, 3, and 5 above.

## **Aerodromes and Safeguarding**

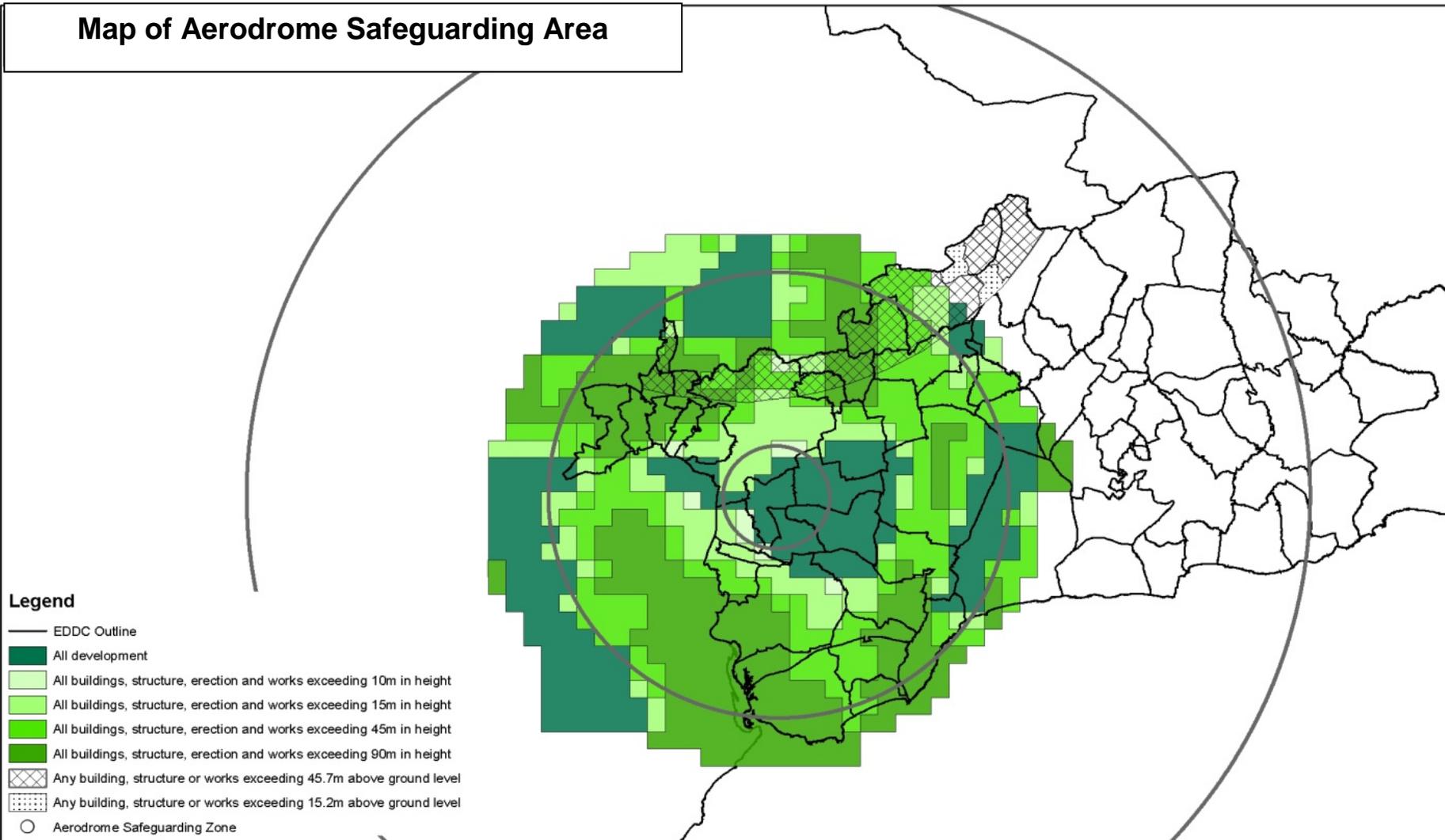
- 26.26 The Civil Aviation Authority has identified a safeguarded area around Exeter International Airport and Dunkeswell Airport in East Devon. In addition, a further safeguarded area around a MoD facility in Mid Devon affects the Northern part of the plan area. In these areas the Council will consult with the Civil Aviation Authority and the airport operator on planning applications for certain types of development, in accordance with guidance set out in ODPM Circular 1/2003. Built development involving high structures, buildings which may interfere with radio signals, or development which may create a bird strike hazard may be subject to restrictions. The safeguarded areas are neither the responsibility nor the proposal of the Local Planning Authority.
- 26.27 Public Safety Zones have been identified by the Department for Transport on land adjoining the runways to Exeter International Airport. A Public Safety Zone is an area within which the annual risk of fatality to a permanent present individual due to an aircraft accident is not less than 1 in 100,000. Within this area there is a smaller zone, where the individual fatality risk is 1 in 10,000. DfT Circular 1/2002 advises that there is a general presumption against new or replacement development or changes of use of existing buildings within Public Safety Zones. In particular no new or replacement dwellings, mobile homes, caravan sites or other residential buildings should be permitted within a Public Safety Zone. Other forms of development may be acceptable, provided they do not reasonably expect to increase the number of people living, working or congregating in the area.
- 26.28 The outer boundary of the aerodrome safeguarded areas and the public safety zones are identified on the Proposals Map. The Map Below shows the safeguarded areas.

### TC12 - Aerodrome Safeguarded Areas and Public Safety Zones

The outer boundary of the aerodrome safeguarded areas and the Public Safety Zones for Exeter International Airport are shown on the Proposals Map. Within these areas planning permission will not be granted for development that would prejudice the safe operation of protected aerodromes or give rise to public safety concerns.

Planning permission will not be granted for developments in the vicinity of an airport (or that could impact on safe operation of aeroplanes) that would compromise air safety by creating physical obstructions that could interfere with flight paths or navigational aids. Permission will not be granted for developments that will unduly prejudice future development or expansion programmes or potential at Exeter airport.

### Map of Aerodrome Safeguarding Area



The shaded/hatched areas indicate that consultation is required with Exeter Airport or Defence Estates in respect of proposals for development above specified heights or of a type that may have safety implications for aircraft. A large scale detailed colour copy of the safeguarding map can be inspected at the Council offices.

Consultation with the Airport is also required in respect of any telecommunication application within 3 kilometres of the airport, any application likely to attract birds or connected with an aviation use within 13 kilometres and any application for a wind turbine within 30 kilometres. Reference circles with these radii are shown on the plan.



# Appendix 1 – National Planning Policy Framework – Glossary of Terms

The Government issued planning guidance in the form of the National Planning Policy Framework (NPPF), dated March 2012, see <http://www.communities.gov.uk/documents/planningandbuilding/pdf/2116950.pdf>

The NPPF includes a glossary of planning terms. With the exception of the definitions of 'largescale major developments' and 'smallscale major developments', which have been added as has an addition in respect of renewable energy, this is reproduced below, and definitions applicable in/to the NPPF are mostly directly applicable to the Local Plan and policy in East Devon.

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**Affordable housing:** Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision. Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency. Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing. Homes that do not meet the above definition of affordable housing, such as "low cost market" housing, may not be considered as affordable housing for planning purposes.

**Aged or veteran tree:** A tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally.

**Air Quality Management Areas:** Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.

**Ancient woodland:** An area that has been wooded continuously since at least 1600 AD.

**Archaeological interest:** There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point.

Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

**Article 4 direction:** A direction which withdraws automatic planning permission granted by the General Permitted Development Order.

**Best and most versatile agricultural land:** Land in grades 1, 2 and 3a of the Agricultural Land Classification.

**Birds and Habitats Directives:** European Directives to conserve natural habitats and wild fauna and flora.

**Climate change adaptation:** Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including from changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunity  
**Climate change mitigation:** Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions .

**Coastal Change Management Area:** An area identified in Local Plans as likely to be affected by coastal change (physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion).

**Conservation (for heritage policy):** The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

**Community Forest:** An area identified through the England Community Forest Programme to revitalise countryside and green space in and around major conurbations.

**Community Infrastructure Levy:** A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.

**Community Right to Build Order:** An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a site-specific development proposal or classes of development.

**Competent person (to prepare site investigation information):** A person with a recognised relevant qualification, sufficient experience in dealing with the type(s) of pollution or land instability, and membership of a relevant professional organisation.

**Decentralised energy:** Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.

**Designated heritage asset:** A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battle field or Conservation Area designated under the relevant legislation.

**Development plan:** This includes adopted Local Plans, neighbourhood plans and the London Plan, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.

(Regional strategies remain part of the development plan until they are abolished by Order using powers taken in the Localism Act.

It is the government's clear policy intention to revoke the regional strategies outside of London, subject to the outcome of the environmental assessments that are currently being undertaken).

**Economic development:** Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

**Ecological networks:** These link sites of biodiversity importance.

**Ecosystem services:** The benefits people obtain from ecosystems such as, food, water, flood and disease control and recreation.

**Edge of centre:** For retail purposes, a location that is well connected and up to 300 metres of the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.

**Environmental Impact Assessment:** A procedure to be followed for certain types of project to ensure that decisions are made in full knowledge of any likely significant effects on the environment.

**European site:** This includes candidate Special Areas of Conservation, Sites of Community Importance, Special Areas of Conservation and Special Protection Areas, and is defined in regulation 8 of the Conservation of Habitats and Species Regulations 2010.

**Geodiversity:** The range of rocks, minerals, fossils, soils and landforms.

**Green infrastructure:** A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

**Heritage asset:** A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).

**Heritage Coast:** Areas of undeveloped coastline which are managed to conserve their natural beauty and, where appropriate, to improve accessibility for visitors.

**Historic environment:** All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

**Historic environment record:** Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.

**Inclusive design:** Designing the built environment, including buildings and their surrounding spaces, to ensure that they can be accessed and used by everyone.

**Instrumentation operated in the national interest:** Includes meteorological and climate monitoring installations, satellite and radio communication, defence and national security sites and magnetic calibration facilities operated by or on behalf of the Government, delegated authorities or for defence purposes .

**International, national and locally designated sites of importance for biodiversity:** All international sites (Special Areas of Conservation, Special Protection Areas, and Ramsar sites), national sites (Sites of Special Scientific Interest) and locally designated sites including Local Wildlife Sites .

**Largescale Major Developments:** For dwellings, a largescale major development is one where the number of residential units to be constructed is 200 or more. Where the number of residential units to be constructed is not give in the application a site area of 4 hectares or more should be used as the definition of a largescale major development. For all other uses a largescale major development is one where the floorspace to be built is 10,000 square metres or more, or where the site area is 2 hectares or more.

**Local Development Order:** An Order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.

**Local Enterprise Partnership:** A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

**Local Nature Partnership:** A body, designated by the Secretary of State for Environment, Food and Rural Affairs, established for the purpose of protecting and improving the natural environment in an area and the benefits derived from it.

**Local planning authority:** The public authority whose duty it is to carry out specific planning functions for a particular area.

All references to local planning authority apply to the district council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

**Local Plan:** The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community.

In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004.

Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan.

The term includes old policies which have been saved under the 2004 Act.

**Main town centre uses:** Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

**Major Hazards:** Major hazard installations and pipelines, licensed explosive sites and nuclear installations, around which Health and Safety Executive (and Office for Nuclear Regulation) consultation distances to mitigate the consequences to public safety of major accidents may apply.

**Minerals of local and national importance:** Minerals which are necessary to meet society's needs, including aggregates, brick clay (especially Etruria Marl and fireclay), silica sand (including high grade silica sands), cement raw materials, gypsum, salt, fluorspar, shallow and deep-mined coal, oil and gas (including hydrocarbons), tungsten, kaolin, ball clay, potash and local minerals of importance to heritage assets and local distinctiveness.

**Mineral Safeguarding Area:** An area designated by Minerals Planning Authorities which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development.

**National Trails:** Long distance routes for walking, cycling and horse riding.

**Nature Improvement Areas:** Inter-connected networks of wildlife habitats intended to re-establish thriving wildlife populations and help species respond to the challenges of climate change.

**Neighbourhood Development Order:** An Order made by a local planning authority (under the Town and Country Planning Act 1990) through which Parish Councils and neighbourhood forums can grant planning permission for a specific development proposal or classes of development.

**Neighbourhood plans:** A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

**Older people:** People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs .

**Open space:** All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity.

**Original building:** A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally.

**Out of centre:** A location which is not in or on the edge of a centre but not necessarily outside the urban area.

**Out of town:** A location out of centre that is outside the existing urban area.

**People with disabilities:** People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities.

These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs.

**Planning condition:** A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order.

**Planning obligation:** A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal .

**Playing field:** The whole of a site which encompasses at least one playing pitch as defined in the Town and Country Planning (Development Management Procedure)(England) Order 2010 .

**Pollution:** Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity

Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light.

**Previously developed land:** Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure.

This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time.

**Primary shopping area:** Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which area adjoining and closely related to the primary shopping frontage).

**Primary and secondary frontages:** Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods.

Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses.

**Priority habitats and species:** Species and Habitats of Principle Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.

**Ramsar sites:** Wetlands of international importance, designated under the 1971 Ramsar Convention.

**Renewable and low carbon energy:** Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels). Renewable Energy can also be gained from waste technologies (including energy from waste incineration, anaerobic digestion, gasification and pyrolysis).

**Rural exception sites:** Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

**Safeguarding zone:** An area defined in Circular 01/03: Safeguarding aerodromes, technical sites and military explosives storage areas, to safeguard such sites.

**Setting of a heritage asset:** 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.

**Shoreline Management Plans:** A plan providing a large-scale assessment of the risk to people and to the developed, historic and natural environment associated with coastal processes.

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

**Special Areas of Conservation:** Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010.

**Special Protection Areas:** Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries. They are European designated sites, classified under the Birds Directive.

**Site investigation information:** Includes a risk assessment of land potentially affected by contamination, or ground stability and slope stability reports, as appropriate. All investigations of land potentially affected by contamination should be carried out in accordance with established procedures (such as BS10175 (2001) Code of Practice for the Investigation of Potentially

Contaminated Sites). The minimum information that should be provided by an applicant is the report of a desk study and site reconnaissance.

**Site of Special Scientific Interest:** Sites designated by Natural England under the Wildlife and Countryside Act 1981.

**Smallscale Major Developments:** For dwellings a smallscale major development is one where the number of residential units to be constructed is between 10 and 199 (inclusive). Where the number of dwellings to be constructed is not given in the application a site area of 0.5 hectare and less than 4 hectares should be used as the definition of a smallscale major development. For all other uses a smallscale major development is one where the floorspace to be built is 1,000 square metres and up to 9,999 square metres or where the site area is 1 hectare and less than 2 hectares.

The area of a site is defined as the area directly involved in some aspect of the development. Normally this will be the area outlined on the plan included with the application form. The floorspace of a building is defined as the sum of the floor area within the building, measured externally to the external wall faces at each level. Basement car parks, rooftop plant rooms, caretakers flats etc. should be included in the floorspace figure.

**Stepping stones:** Pockets of habitat that, while not necessarily connected, facilitate the movement of species across otherwise inhospitable landscapes.

**Strategic Environmental Assessment:** A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment .

**Supplementary planning documents:** Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

**Sustainable transport modes:** Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.

**Town centre:** Area defined on the local authority's proposal map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in Local Plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.

**Transport assessment:** A comprehensive and systematic process that sets out transport issues relating to a proposed development.

It identifies what measures will be required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport and

what measures will need to be taken to deal with the anticipated transport impacts of the development .

**Transport statement:** A simplified version of a transport assessment where it is agreed the transport issues arising out of development proposals are limited and a full transport assessment is not required.

**Travel plan:** A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

**Wildlife corridor:** Areas of habitat connecting wildlife populations.

**Windfall sites:** Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.



## Appendix 2 – Schedule of Housing Sites and Housing Numbers

	2013 - 14	2014 - 15	2015 - 16	2016 - 17	2017 - 18	2018 - 19	2019 - 20	2020 - 21	2021 - 22	2022 - 23	2023 - 24	2024 - 25	2025 - 26	2026 - 27	2027 - 28	2028 - 29	2029 - 30	2030 - 31	Total
Complete (Rest of East Devon)	338	558	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	896
Complete (West End)	486	531	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	1,017
Extant permissions (Rest of East Devon)	0	0	676	641	473	320	236	341	227	150	150	121	13	0	0	0	0	0	3,348
Extant permissions (West End)	0	0	515	542	531	493	470	491	174	70	70	55	0	0	0	0	0	0	3,411
Sites with acknowledged development potential (Rest of East Devon)	0	0	0	36	77	64	25	47	38	13	0	0	0	0	0	0	0	0	300
Sites with acknowledged development potential (West End)	0	0	0	42	182	231	226	231	133	120	120	135	190	140	15	0	0	0	1,765
Strategic allocations (Rest of East Devon)	0	0	0	0	90	176	150	263	226	150	150	150	76	0	0	0	0	0	1,431

	2013 - 14	2014 - 15	2015 - 16	2016 - 17	2017 - 18	2018 - 19	2019 - 20	2020 - 21	2021 - 22	2022 - 23	2023 - 24	2024 - 25	2025 - 26	2026 - 27	2027 - 28	2028 - 29	2029 - 30	2030 - 31	Total
Strategic allocations (West End)	0	0	0	0	12	50	50	50	367	459	421	421	421	421	421	421	421	435	<b>4,370</b>
Projected windfalls (Rest of East Devon)	0	0	0	0	90	130	130	130	130	130	130	130	130	130	130	130	130	130	<b>1,780</b>
Projected windfalls (West End)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	<b>0</b>
<b>Total (Rest of East Devon)</b>	338	558	676	677	730	690	541	781	621	443	430	401	219	130	130	130	130	130	<b>7,755</b>
<b>Total (West End)</b>	486	531	515	584	725	774	746	772	674	649	611	611	611	561	436	421	421	435	<b>10,563</b>
<b>TOTALS</b>	<b>824</b>	<b>1,089</b>	<b>1,191</b>	<b>1,261</b>	<b>1,455</b>	<b>1,464</b>	<b>1,287</b>	<b>1,553</b>	<b>1,295</b>	<b>1,092</b>	<b>1,041</b>	<b>1,012</b>	<b>830</b>	<b>691</b>	<b>566</b>	<b>551</b>	<b>551</b>	<b>565</b>	<b>18,318</b>

## Appendix 3 – Additional Work Areas/Possible Supplementary Planning Documents

The local plan includes commitments to undertake additional work and specific topics. These are listed below to aid future work planning and plan monitoring.

- a) Green Infrastructure Strategy for towns.
- b) Heritage Assets Assessment.
- c) Coastal Change Management Areas assessment.
- d) Assessment identifying potential suitable areas for renewable and low carbon energy sources and supporting infrastructure.
- e) Gypsy and Traveller Needs Assessment.
- f) Open Space Strategy.
- g) Ongoing work on conservation area appraisals and conservation area management plans.
- h) Neighbourhood Plans:
  - i. Screening guidance for SEA.
  - ii. Guidance on undertaking SEA and other assessments.

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