

# South Hams Council



<b>Title:</b>	<b>Agenda</b>																																										
<b>Date:</b>	<b>Thursday, 21st March, 2019</b>																																										
<b>Time:</b>	<b>2.00 pm</b>																																										
<b>Venue:</b>	<b>Council Chamber - Follaton House</b>																																										
<b>Full Members:</b>	<p style="text-align: center;"><b>Chairman</b> Cllr Holway <b>Vice Chairman</b> Cllr Rowe</p> <p><i>Members:</i></p> <table style="width: 100%; border: none;"> <tr> <td style="width: 33%;">Cllr Baldry</td> <td style="width: 33%;">Cllr Hitchins</td> <td style="width: 33%;"></td> </tr> <tr> <td>Cllr Bastone</td> <td>Cllr Hodgson</td> <td></td> </tr> <tr> <td>Cllr Birch</td> <td>Cllr Hopwood</td> <td></td> </tr> <tr> <td>Cllr Blackler</td> <td>Cllr May</td> <td></td> </tr> <tr> <td>Cllr Bramble</td> <td>Cllr Pearce</td> <td></td> </tr> <tr> <td>Cllr Brazil</td> <td>Cllr Pennington</td> <td></td> </tr> <tr> <td>Cllr Brown</td> <td>Cllr Pringle</td> <td></td> </tr> <tr> <td>Cllr Cane</td> <td>Cllr Saltern</td> <td></td> </tr> <tr> <td>Cllr Cuthbert</td> <td>Cllr Smerdon</td> <td></td> </tr> <tr> <td>Cllr Foss</td> <td>Cllr Steer</td> <td></td> </tr> <tr> <td>Cllr Gilbert</td> <td>Cllr Tucker</td> <td></td> </tr> <tr> <td>Cllr Green</td> <td>Cllr Vint</td> <td></td> </tr> <tr> <td>Cllr Hawkins</td> <td>Cllr Wingate</td> <td></td> </tr> <tr> <td>Cllr Hicks</td> <td>Cllr Wright</td> <td></td> </tr> </table>	Cllr Baldry	Cllr Hitchins		Cllr Bastone	Cllr Hodgson		Cllr Birch	Cllr Hopwood		Cllr Blackler	Cllr May		Cllr Bramble	Cllr Pearce		Cllr Brazil	Cllr Pennington		Cllr Brown	Cllr Pringle		Cllr Cane	Cllr Saltern		Cllr Cuthbert	Cllr Smerdon		Cllr Foss	Cllr Steer		Cllr Gilbert	Cllr Tucker		Cllr Green	Cllr Vint		Cllr Hawkins	Cllr Wingate		Cllr Hicks	Cllr Wright	
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<b>Interests – Declaration and Restriction on Participation:</b>	Members are reminded of their responsibility to declare any disclosable pecuniary interest not entered in the Authority's register or local non pecuniary interest which they have in any item of business on the agenda (subject to the exception for sensitive information) and to leave the meeting prior to discussion and voting on an item in which they have a disclosable pecuniary interest.																																										
<b>Committee administrator:</b>	Member.Services@swdevon.gov.uk																																										

- 1. Urgent Business**  
the Chairman to announce if any item not on the agenda should be considered on the basis that he considers it as a matter of urgency (any such item to be dealt with under 'Business Brought forward by the Chairman');
- 2. Exempt Information**  
to consider whether the consideration of any item of business would be likely to disclose exempt information and if so the category of such exempt information;
- 3. Declarations of Interest**  
Members are invited to declare any personal; or disclosable pecuniary interests, including the nature and extent of such interests they may have in any items to be considered at this meeting;
- 4. Adoption of the Plymouth and South West Devon Joint Local Plan** **To Follow**
- 5. 2019/20 Capital Strategy, 2019/20 Investment Strategy and 2019/20 Treasury Management Strategy** **1 - 58**
- 6. Devon Audit Partnership - Non-voting Partner** **59 - 64**
- 7. Audit Committee Size and Composition** **65 - 68**
- 8. Pay Policy Statement and Pay and Reward Strategy 2019/20** **69 - 90**
- 9. Stoke Fleming Neighbourhood Plan** **91 - 150**
- 10. Malborough Neighbourhood Plan** **151 - 280**
- 11. Bickleigh Neighbourhood Plan** **281 - 340**
- 12. Report of Bodies - to receive and as many as necessary approve the minutes and recommendations of the under-mentioned Bodies** **341 - 354**

b Executive\* 14 March 2019 E.x/18-E.x/18 To follow

**\* Indicates minutes containing recommendations to Council.**

Members of the public may wish to note that the Council's meeting rooms are accessible by wheelchairs and have a loop induction hearing system.

**MEMBERS ARE REQUESTED TO SIGN THE ATTENDANCE REGISTER**

**THIS AGENDA HAS BEEN PRINTED ON ENVIRONMENTALLY FRIENDLY PAPER**

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# Agenda Item 5

Report to: **Special Council**

Date: **21 March 2019**

Title: **2019/20 Capital Strategy, 2019/20 Investment Strategy and 2019/20 Treasury Management Strategy**

Portfolio Area: **Support Services – Councillor S Wright**

Wards Affected: **All**

Relevant Scrutiny Committee: **Overview and Scrutiny Panel**

Urgent Decision: **N** Approval and clearance obtained: **Y**

Date next steps can be taken: Immediately following this meeting.

Authors: Lisa Buckle                      Role: **Strategic Finance Lead  
(S151 Officer)  
Specialist Accountant**  
Alex Walker

Contact: **Email [Lisa.buckle@swdevon.gov.uk](mailto:Lisa.buckle@swdevon.gov.uk) 01803 861413**

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**Recommendations:**

**It is RECOMMENDED that the Council approves the:-**

- i) **2019/20 Capital Strategy (Appendix A refers);**
- ii) **2019/20 Investment Strategy (Appendix B refers); and**
- iii) **2019/20 Treasury Management Strategy (Appendix C refers).**

## **1. Executive summary**

This report seeks approval of the proposed Capital Strategy, Investment Strategy and Treasury Management for 2019/20, together with their associated prudential indicators.

Revised reporting is required for the 2019/20 reporting cycle due to revisions of the MHCLG Investment Guidance, the MHCLG Minimum Revenue Provision (MRP) Guidance, the CIPFA Prudential Code and the CIPFA Treasury Management Code. The primary reporting changes include the introduction of a capital strategy, to provide a longer-term focus to the capital plans and greater reporting requirements surrounding any commercial activity undertaken.

The current guidance for a Council's level of borrowing is the Prudential Code (2017) and as "proper practice" must be adhered to. The following extracts from the Code summarise the Code's approach to level of borrowing (self-regulating) and the governance that should apply.

"the local authority shall ensure that all its capital and investment plans are affordable, prudent and sustainable.

'A local authority shall determine and keep under review how much money it can afford to borrow.'

"the level of capital investment that can be supported will, subject to affordability and sustainability, be a matter for local discretion"

**Capital Strategy** - As from 2019/20, all local authorities are required to prepare an additional Capital Strategy report.

**Investment Strategy** – The guidance includes a new requirement for Councils to prepare an Investment Strategy. Councils are required to prepare indicators that enable Members and the public to assess the Council's investments and the decisions taken. The new indicator measures commercial income as a percentage of gross service expenditure and total investment exposure.

**Treasury Management Strategy** - Treasury risk management at the Council is conducted within the framework of the Chartered Institute of Public Finance and Accountancy's *Treasury Management in the Public Services: Code of Practice 2017 Edition* (the CIPFA Code) which requires the Council to approve a treasury management strategy before the start of each financial year. This report fulfils the Council's legal obligation under the *Local Government Act 2003* to have regard to the CIPFA Code.

To demonstrate the proportionality between the treasury operations and the non-treasury operation, high-level comparators are shown throughout all three of the Strategies presented for approval.

## **2. Outcomes/outputs**

The budget for investment income for 2019/20 has been set at £183,000. This is an increase of £60,000 from the 2018/19 budget of £123,000.

## **3. Options available and consideration of risk**

It is a statutory requirement for the Council to annually approve its Capital Strategy, Investment Strategy and Treasury Management Strategy.

#### 4. Proposed Way Forward

It is recommended for the Council to approve the Capital Strategy (Appendix A), Investment Strategy (Appendix B) and Treasury Management Strategy (Appendix C).

#### 5. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance	Y	<p>The elements set out in paragraph 2 cover the requirements of the Local Government Act 2003, the CIPFA Prudential Code, MHCLG MRP Guidance, the CIPFA Treasury Management Code and MHCLG Investment Guidance.</p> <p>It is within the Terms of Reference of the Audit Committee to receive regular reports on the treasury management function.</p> <p>It is within the Terms of Reference of the Executive to receive regular monitoring reports on the Council's Capital Programme and Capital Plans.</p>
Financial	Y	<p>Good financial management and administration underpins the entire treasury management strategy. The budget for investment income for 2019/20 is £183,000.</p> <p>The Council's Investments are predicted to be £30.5 million at 31.3.19 as per Table 1 of the Treasury Management Strategy.</p>
Risk	Y	<p>The security risk is the risk of failure of a counterparty. The liquidity risk is that there are liquidity constraints that affect the interest rate performance. The yield risk is regarding the volatility of interest rates/inflation. The Council produces an Annual Capital Strategy, Investment Strategy and Treasury Management Strategy in accordance with CIPFA guidelines.</p> <p>The Council engages a Treasury Management advisor and a prudent view is always taken regarding future interest rate movements. Investment interest income is reported quarterly to SLT and the Executive as part of budget reports.</p>
Comprehensive Impact Assessment Implications		

Equality and Diversity	N	N/a
Safeguarding	N	N/a
Community Safety, Crime and Disorder	N	N/a
Health, Safety and Wellbeing	N	N/a
Other implications	N	none

### **Supporting Information**

#### **Appendices:**

Appendix A – Capital Strategy 2019/20.

Appendix B – Investment Strategy 2019/20.

Appendix C – Treasury Management Strategy 2019/20.

#### **Background Papers:**

Council: 29/03/18 - TMS & Annual Investment Strategy 2018-19 (minute 74/17)

Audit Committee: 31/01/19 - TMS (Mid Year Update – minute 42/18)



# Capital Strategy Report 2019/20

## 1. Introduction

1.1. This capital strategy is a new report for 2019/20, giving a high-level overview of how capital expenditure, capital financing and treasury management activity contribute to the provision of local public services, along with an overview of how associated risk is managed and the implications for future financial sustainability.

## 2. Capital Expenditure and Financing

2.1. Capital expenditure is where the Council spends money on assets, such as property or vehicles that will be used for more than one year. In Local Government this includes spending on assets owned by other bodies and loans and grants to other bodies, enabling them to buy assets. The Council has some limited discretion on what counts as capital expenditure, for example assets costing below £10,000 are not capitalised and are charged to revenue in the year.

2.2. The Council has incurred £7.8m capital expenditure in 2018/19 to date and may incur further capital expenditure by the end of the year. The Council has approved a Capital Programme for 2019/20 of £15.291 million which consists of £3.425 million of general fund services and £11.866 million for Commercial Property Strategy investments. In addition there is a further recommendation to Council (on this agenda) on Community Housing capital expenditure.

**Table 1: Prudential Indicator: Estimates of Capital Expenditure in £ '000s**

	<b>2017/18 actual</b>	<b>2018/19 forecast</b>	<b>2019/20 budget</b>	<b>2020/21 budget</b>	<b>2021/22 budget</b>
General Fund services	4,179	8,932	3,425	2,190	1,480
Community Housing	0	385	8,386	50	
Capital investments*	0	0	11,866	12,864	631
<b>TOTAL</b>	<b>4,179</b>	<b>9,317</b>	<b>23,677</b>	<b>15,104</b>	<b>2,111</b>

\*Capital investments relate to areas such as capital expenditure on investment properties.

2.3. The main General Fund capital project to which the Council is currently committed is Leisure Investment of £6.3m. The Council is being reimbursed by the leisure contractor for the borrowing of the Leisure Investment and the income has already been factored into the Medium Term Financial Strategy. In terms of slippage, £3.2m of capital expenditure approved for 2018/19 will be spent in 2019/20 (this is for all Council capital projects within the Capital Programme).

2.4. The Council also plans to incur up to £60m of capital expenditure over the medium to longer term if it fulfils the development and acquisitions outlined in its Commercial Property Strategy, which was agreed at Full Council on 27 September 2018 – see links below.

<http://mg.swdevon.gov.uk/ieListDocuments.aspx?CIId=151&MIId=1136&Ver=4>

2.5. A Commercial Development Opportunities Report was taken to Executive on 13<sup>th</sup> December 2018 detailing the proposed schemes in the 2019/20 strategy. The proposed capital expenditure in Table 1 above was put before the Joint Development Management Committee and Overview and Scrutiny Panel on 24<sup>th</sup> January 2019 for their views. This was further considered by the Executive on 7<sup>th</sup> February and on 21<sup>st</sup> February 2019 Full Council approved the 2019/20 Capital Programme of £15.291 million. In addition there is a further recommendation to Council (on this agenda) on Community Housing capital expenditure of £8.386m.

2.6. All items in Table 1 which are also in the Capital Programme for 2019/20 are based on budgeted estimates and will be subject to the normal project appraisal procedures as required under the Council's Assets Strategy

## 2.7. Governance

2.7.1. The Head of Finance Practice invited bids for capital funding from all service areas, for a new capital programme during July 2018 on the strict proviso that all bids must go towards meeting a strategic priority. All capital bids received were ranked against a prescribed priority criteria set out in the bid process. The submitted capital bids have been assessed against the categories in each priority. Priority 1 categories include meeting strategic priorities and statutory obligations (e.g. Health and Safety, DDA etc.) and other capital works required to ensure the existing Council property assets remain open.

2.7.2. Priority 2 categories link to good asset management whereby the capital work proposed would either generate capital/revenue income or reduce revenue spending. A capital bid that will enable rationalised service delivery or improvement is also considered a Priority 2 category to meet the Council's aims and objectives.

2.8. Financing

2.8.1. All capital expenditure must be financed, either from (i) external sources (government grants and other contributions), (ii) the Council's own resources (revenue contribution, reserves and capital receipts) or (iii) debt (internal borrowing and borrowing from third party lenders such as the Public Work Loans Board). The planned financing of the above expenditure is as follows:

**Table 2: Capital financing in £ '000s**

	<b>2017/18 actual</b>	<b>2018/19 forecast</b>	<b>2019/20 budget</b>	<b>2020/21 budget</b>	<b>2021/22 budget</b>
(i) External sources	1,079	1,387	2,760	1,190	930
(ii) Own resources	2,356	2,408	3,495	550	550
(iii) Debt	744*	5,522	17,422	13,364	631
<b>TOTAL</b>	<b>4,179</b>	<b>9,317</b>	<b>23,677</b>	<b>15,104</b>	<b>2,111</b>

\*Debt in 2017/18 was internal borrowing for leisure investment – external PWLB debt of £5.49 million was taken out in 2018/19 following the Council decision in March 2018.

2.9. The projected debt for 2019/20 also relates to borrowing for waste and cleansing procurement (approved by Council in December 2018 as part of the report on Frontline Services) and potential borrowing from the PWLB for projects shown in the South Hams Commercial Developments Report. In addition there is a further recommendation to Council (on this agenda) on Community Housing capital expenditure.

2.10. Debt is only a temporary source of finance, since loans must be repaid, and this is therefore replaced over time by other financing, usually from revenue which is known as Minimum Revenue Provision (MRP). Alternatively, proceeds from selling capital assets (known as capital receipts) may be used to replace debt finance. Planned MRP and use of capital receipts are as follows:

**Table 3: Replacement of debt finance in £ '000s**

	<b>2017/18 actual</b>	<b>2018/19 forecast</b>	<b>2019/20 budget</b>	<b>2020/21 budget</b>	<b>2021/22 budget</b>
Own resources	0	0	254	334	629
- MRP	0	0	0	0	0
- Use of capital receipts					

The Council's full MRP statement is shown below:

2.11. Minimum revenue provision (MRP) policy statement

2.11.1. Regulation 28 of the Local Authorities (Capital Finance and Accounting) (England) (Amendment) Regulations 2003 states that 'A local authority shall determine for the current financial year an amount of minimum revenue provision which it considers to be prudent'. The provision is made from revenue in respect of capital expenditure financed by borrowing or credit arrangements.

2.11.2. With all options MRP should normally commence in the financial year following the one in which expenditure was incurred. Regulation 28 does not define 'prudent'. However MRP guidance has been issued, which makes recommendations to authorities on the interpretation of that term. Authorities are legally obliged to 'have regard' to the guidance.

2.11.3. The first recommendation given by the guidance is to prepare, before the start of each financial year, an annual statement of the policy on making MRP in respect of that financial year and submit this to Full Council for approval.

2.11.4. The guidance aims to ensure that the provision for the repayment of borrowing which financed the acquisition of an asset should be made over a period bearing some relation to that over which the asset continues to provide a service.

The MRP policy to be adopted is as below:-

<b>Borrowing</b>	<b>MRP Methodology</b>
<p>Commercial Property acquisition (Borrowing of up to £60 million)</p>	<p><b>Annuity Method (over the 50 years)</b></p> <p>Under this calculation, the revenue budget bears an equal annual charge (for principal and interest) over the life of the asset by taking into account the time value of money.</p> <p>Since MRP only relates to the 'principal' element, the amount of provision made annually gradually increases during the life of the asset. The interest rate used in annuity calculations will be referenced to prevailing average PWLB rates.</p> <p>For two commercial property investments it is proposed to repay MRP based on 50% on the annuity method over the 50 year life (the assets will be regularly maintained), and 50% will be paid on maturity of the loan from either sale of the asset (a capital receipt) or through refinancing of the debt. The position will be regularly monitored. If at any point in time the valuation of the asset falls below the open market value then the MRP policy will be revisited.</p>
<p>Waste Fleet, Leisure Investment</p>	<p><b>Asset Life Method</b></p> <p>MRP is charged using the Asset Life method – based on the estimated life of the asset.</p> <p>This option provides for a reduction in the borrowing need over approximately the assets' life.</p>

2.12. The Council's cumulative outstanding amount of debt finance is measured by the Capital Financing Requirement (CFR). This increases with new debt-financed capital expenditure and reduces with MRP and capital receipts used to replace debt. The CFR is expected to increase by £17.2m during 2019/20.

Based on the above figures for expenditure and financing, the Council's estimated CFR is as follows:

**Table 4: Prudential Indicator: Estimates of Capital Financing Requirement in £ '000s**

	<b>31.3.2018 actual</b>	<b>31.3.2019 forecast</b>	<b>31.3.2020 budget</b>	<b>31.3.2021 budget</b>	<b>31.3.2022 budget</b>
General Fund services	646	6,168	5,914	5,660	5,406
Community Housing*	0	0	7,016	7,016	0
Capital investments	0	0	10,406	23,691	23,947
<b>TOTAL CFR</b>	<b>646</b>	<b>6,168</b>	<b>23,336</b>	<b>36,367</b>	<b>29,353</b>

\*Although the total capital expenditure for Community Housing is in the region of £8.5m, it is anticipated that Homes England capital grant and S106 contributions will fund some of this expenditure.

2.13. Asset management

2.13.1. To ensure that capital assets continue to be of long-term use, the Council has an asset management strategy in place.

2.14. Asset disposals

2.14.1. When a capital asset is no longer needed, it may be sold so that the proceeds, known as capital receipts, can be spent on new assets or to repay debt. The Council is currently also permitted to spend capital receipts on service transformation projects until 2021/22. Repayments of capital grants, loans to third parties for capital expenditure and investments also generate capital receipts. The Council estimates to receive nil capital receipts in the coming financial year as follows:

**Table 5: Capital receipts in £ '000s**

	<b>2017/18 actual</b>	<b>2018/19 forecast</b>	<b>2019/20 budget</b>	<b>2020/21 budget</b>	<b>2021/22 budget</b>
Asset sales	33	600	0	0	0
Loans repaid	0	0	0	0	0
<b>TOTAL</b>	<b>33</b>	<b>600</b>	<b>0</b>	<b>0</b>	<b>0</b>

### **3. Treasury Management**

3.1. Treasury management is concerned with keeping sufficient but not excessive cash available to meet the Council's spending needs, while managing the risks involved. Surplus cash is invested until required, while a shortage of cash will be met by borrowing, to avoid excessive credit balances or overdrafts in the bank current account. The Council is typically more cash rich in the short-term as revenue income is received before it is spent, but cash poor in the long-term as capital expenditure is incurred before being financed. The revenue cash surpluses are offset against capital cash shortfalls to reduce overall borrowing.

3.2. At 31st March 2018, the Council had no external borrowing but had internally borrowed (i.e. used its own resources in lieu of external borrowing) £744,000 for the leisure investment. The temporary internal borrowing was replaced by a series of loans for £5.49m from the Public Works Loans Board (PWLB) in May 2018 for the Leisure Fusion contract investment. Other borrowing requirements (i.e. non commercial property strategy) include those for community housing which are not funded through Homes England capital grant or S106 contributions (This is a recommendation to Council on this March 2019 agenda).

3.3. The Council currently has £35m treasury investments earning an average rate of around 0.59% which are expected to fall to £31m at 31/3/2019.

#### **3.4. Borrowing strategy**

3.4.1. The Council's main objectives when borrowing are to achieve a low but certain cost of finance while retaining flexibility should plans change in future. These objectives are often conflicting, and the Council therefore will seek to strike a balance between cheap short-term loans (currently available at around 0.75%) and long-term fixed rate loans where the future cost is known but higher (currently 2.0 to 3.0%).

3.4.2. Projected levels of the Council's total outstanding debt which comprises borrowing is shown below, compared with the capital financing requirement (see above).

**Table 6: Prudential Indicator: Gross Debt and the Capital Financing Requirement in £ '000s**

	<b>31.3.2018 actual</b>	<b>31.3.2019 forecast</b>	<b>31.3.2020 budget</b>	<b>31.3.2021 budget</b>	<b>31.3.2022 budget</b>
Debt	0	5,490	22,912	36,276	29,891
Capital Financing Requirement	646	6,168	23,336	36,367	29,353

3.4.3. Statutory guidance is that debt should remain below the capital financing requirement, except in the short-term. As can be seen from table 6, the Council expects to comply with this in the medium term. In 2021/22 the debt is slightly higher than the CFR by £0.538m but this is only a short term position as the gross debt will reduce in 2022/23.

### 3.5. Affordable borrowing limit

3.5.1. The Council is legally obliged to set an affordable borrowing limit (also termed the "Authorised Limit" for external debt) each year and to keep it under review. In line with statutory guidance, a lower "Operational Boundary" is also set as a warning level should debt approach the limit.

In view of the Council's intended commercial property strategy, the Council obtained independent external advice on the total amount of borrowing that would be acceptable for the District Council based on the Council's own financial status. The report on the advice is confidential, the advised maximum limit of £75 million is incorporated into the Prudential Indicator for the Authorised Limit. This limit takes into account the proposed commercial property strategy of up to £60m and £15 million for other borrowing requirements including borrowing for community housing schemes.



**Table 7: Prudential Indicators: Authorised limit and operational boundary for external debt in £'000s**

	<b>2018/19 limit</b>	<b>2019/20 limit</b>	<b>2020/21 limit</b>	<b>2021/22 limit</b>
Authorised limit – total external debt	<b>14,000</b>	<b>75,000</b>	<b>75,000</b>	<b>75,000</b>
Operational boundary – total external debt	<b>9,000</b>	<b>70,000</b>	<b>70,000</b>	<b>70,000</b>

3.5.2. Further details on borrowing are in the treasury management strategy (Appendix C).

### 3.6. Investment Strategy

3.6.1. Treasury investments arise from receiving cash before it is paid out again. Investments made for service reasons or for pure financial gain are not generally considered to be part of treasury management.

3.6.2. The Council's policy on treasury investments is to prioritise security and liquidity over yield, i.e. to focus on minimising risk rather than maximising returns. Cash that is likely to be spent in the near term is invested securely, for example with the government, other local authorities or selected high-quality banks, to minimise the risk of loss. Money that will be held for longer terms is invested more widely including in collective investment schemes (pooled funds whose underlying assets are company shares, bonds, property etc.) one example of which is the CCLA Local Authorities' Property Fund in which the Council is invested, to balance the risk of loss against the risk of receiving returns below inflation. Both near-term and longer-term investments may be held in pooled funds, where an external fund manager makes decisions on which particular investments to buy and the Council may request its money back at short notice.

**Table 8: Treasury management investments in £'000s**

	<b>31.3.2018 actual</b>	<b>31.3.2019 forecast</b>	<b>31.3.2020 budget</b>	<b>31.3.2021 budget</b>	<b>31.3.2022 budget</b>
Short-term investments	42,762	31,000	29,000	29,000	29,000
Longer-term investments	-	1,500	3,500	3,500	3,500
<b>TOTAL</b>	<b>42,762</b>	32,500	32,500	32,500	32,500

3.6.3. Further details on treasury investments can be found in the treasury management strategy (Appendix C).

### 3.7. Governance

3.7.1. Decisions on treasury management investment and borrowing are made daily and are therefore delegated to the Strategic Finance Lead (S151 Officer) and finance staff (where appropriate), who must act in line with the treasury management strategy approved by Council. Semi-annual reports on treasury management activity are presented to the Audit Committee which is responsible for scrutinising treasury management decisions.

## **4. Investments for Service Purposes**

4.1. The Council has approved making a £50,000 investment in the South West Mutual Bank which takes the form of shareholding in the bank. The Council is also proposing to make a £25,000 investment in a 10 year investment bond being offered by the Dartington Trust. It is proposed to finance this from the Business Rate Pilot gain as the investment is supporting the local economy. Other than this, the Council does not currently have investments assisting local public services, such as making loans to local service providers or to local small businesses to promote economic growth or to subsidiaries that provide services. However, it may do so in the future if required. In light of the public service objective, the Council would thus be willing to take more risk than with treasury investments, however the objective would be for such investments to break even after all costs (Council Minute 43/18).

### 4.2. Governance

4.2.1. Decisions on service investments are made by the relevant service manager in consultation with the Strategic Finance Lead (Section 151 Officer) and must meet pre-approved criteria and limits. Most loans and shares are capital expenditure and purchases will therefore also be approved as part of the capital programme.

## **5. Current and Proposed Commercial Activities**

5.1. South Hams DC owns a number of commercial units industrial units, office accommodation, the site in Lee Mill (see 5.3 below) within the District valued at £28.5 million at 31/3/2018.

5.2. The Council leases various parcels of land and buildings to external organisations. This reflects the historic policy of supporting small start-ups which has proved and continues to be successful.

5.3. During 2017/18, a review of existing assets resulted in the site in Lee Mill which is currently leased to a supermarket being reclassified in from Property Plant and Equipment to Investment Properties, with effect from 31 December 2017. This was based on the view that the site is now held solely to earn rentals, i.e. for a commercial objective, and as such should so be reclassified. This decision was also informed by external advice which was obtained independently. The 2017/18 Annual Statement of Accounts shows the value of this property at £12.53m.

5.4. Commercial activity generates net income each year after all costs, but it also exposes the Council to normal commercial risks. In 2017/18 rental income net of direct operating expenses was £165,000 and is expected to be £634,000 in 2018/19. The increase is due to the reclassification in 5.3 (Lee Mill). The risks are managed by the Council's Senior Leadership Team and the Council's Assets team who engage specialist advisors where appropriate. The Council has a comprehensive due diligence check list which is completed before any commercial property acquisitions are made.

5.5. **The Council's Commercial Property Strategy**

5.5.1. With the withdrawal of Government funding, the Council recognises it will need to generate additional income (as an ancillary benefit) to be able to carry on delivering the current range of services.

5.5.2. In September 2018 the Council endorsed the principle of a Commercial Property Strategy, which includes multiple objectives: (a) to support regeneration and the economic activity of the Council (b) to enhance economic benefit (c) to grow business rate income (d) to assist with the financial sustainability of the Council as an ancillary benefit and (e) to help continue deliver and/or improve frontline services in keeping with its adopted strategy and objectives.

5.5.3. Details of this strategy can be found in the report taken to Full Council on 27/9/2018.

<http://mg.swdevon.gov.uk/ieListDocuments.aspx?CIId=151&MIId=1136&Ver=4>

5.5.4. This strategy, which is expected to be predominantly funded through prudential borrowing, has two strands. The first is development on Council-owned land, the second is commercial property acquisition in South Hams.

5.5.5 A report on the projects within the South Hams that were Commercial Development Opportunities was presented to the Executive on 13<sup>th</sup> December 2018. (Minutes E.62/18)

<http://mg.swdevon.gov.uk/ieListDocuments.aspx?CIId=149&MIId=1259&Ver=4>

5.5.6 The projects set out within the report are:

- i) A new build development in Kingsbridge which would be let to a major UK hotel operator on the former Rope Walk Resource Centre Site, providing year around visitor accommodation.
- ii) An office development on a brown field site, for a well-established architect practice wishing to invest and grow in Totnes.
- iii) The acquisition of approx. 10 acres of commercial land in Sherford to provide for future commercial expansion of business within or re-locating to the South Hams.
- iv) Construction of 7 no. chalet style beach huts at Beesands to provide beach front tourist accommodation in the heart of the village, combined with the provision of a new play park facility.
- v) The construction of a single additional deck of car parking at Shadycombe Car Park, to provide approx. 30 new parking spaces in the centre of Salcombe.
- vi) Provision of a discount supermarket in central Ivybridge, alongside car park improvements providing no net loss of car parking spaces.
- vii) Construction of 5 Employment units in Batson and a Workshop for the Harbour Authority to work from that is fit for purpose and future proofed.
- viii) Dartmouth Health and Wellbeing Hub

5.5.7. Due diligence and risk assessment will be undertaken and a business case produced for each development or acquisition opportunity, when identified. It will also be assessed on meeting the above objectives and on delivering one or more of the following outcomes: job creation or safeguarding; health and wellbeing; town centre regeneration; tourism / increased footfall; business rate growth; improved asset utilisation.

5.5.8. A minimum net yield return of 2% is being targeted. However, in some circumstances, e.g. where there is a community benefit, a lower return may be acceptable. The Council will put in place contingency plans should expected yields not materialise.

5.5.9. Other borrowing: A report was presented to the Executive in March 2019 which recommends to Council (to be considered in March 2019) to approve £8.5 million for community housing schemes within the South Hams, to build out four community housing schemes delivering 55 residential units. This borrowing, in aggregate with other borrowing, will not exceed the Authorised Limit and Operational Boundary in 3.5 above.

## 5.6. Governance

5.6.1. Commercial developments on Council owned land: There are multiple projects (see 5.5.6) being worked on by officers that meet the criteria set out in the strategy and decisions on progressing and committing borrowing or funding to these projects is a delegated function of the Executive.

5.6.2. For commercial acquisitions, governance and decision making is detailed in Section 3 of the Commercial Property Strategy.

5.6.3. Property and most other commercial investments are also capital expenditure; purchases and development will therefore also be approved as part of the capital programme.

## 5.7. Risk management

5.7.1. The Council accepts there is higher risk on commercial investment than with treasury investments. Financial risk will be weighed up against the social and economic benefits of the investment. The principal risk exposures include vacancies resulting in a disruption or fall in income streams, fall in capital value which is either site-specific or due to general market conditions, deterioration in the credit quality of the tenant. These risks will be managed, for example by having an appropriate tenant mix for small start-ups where the creditworthiness tends to be lower, targeting tenants with strong financial standing for larger units or, where there is single occupancy, having long unexpired leases on the date of acquisition.

### Proportionality

5.7.2. The commercial property strategy considers the risks of investment and the Council has engaged Treasury Management advisors to analyse the level of debt proportionality to the Council's finances (e.g. levels of reserves, asset base and level of interest costs as a percentage of income). Commercial property acquisitions expand the Council's balance sheet and interest costs will form a higher percentage of locally derived income. It would absorb a high level of reserves if there are shortfalls in or disruption to the income stream required to meet the additional expenditure.

Sensitivity analysis on the level of debt interest against the Council's level of reserves was considered as part of the Medium Term Financial Strategy and as part of the budget proposals for 2019/20. In order that commercial investments remain proportionate to the size of this Council, borrowing for the Commercial Investment Property Strategy is subject to an overall maximum limit of £60m. Within this £60m upper limit, capital expenditure of and borrowing before 30<sup>th</sup> April 2019 is capped at £30m.

- 5.8 The Council set an upper limit on External Borrowing (for all Council services) as part of the Medium Term Financial Strategy of £75 million. Interest payments at 2.5% would equate to 16.4% of available reserves. At an interest rate of 3%, interest payments would equate to 19.7% of available reserves (Appendix E to the Budget Proposals report for 2019/20 – Council 21 February 2019).

## **6. Liabilities**

6.1. In addition to the current debt of £5.49m detailed above, the Council is committed to making future payments to cover its pensions liability. The Pensions Reserve for the net defined benefit liability was £51.4m at 31/3/2018.

6.2. As stated in Note 35 of the 2017/18 Statement of Accounts – Contingent Liabilities - at the time of the transfer of the Council's housing stock in 1999, wide warranties were given to South Hams Housing (now Livery) on staffing, environmental and other issues, to safeguard the housing company if any of the main assumptions on which the transfer price was calculated, turn out to be different in reality. Any liabilities that do arise will be funded from the Council's general reserves. Due to the uncertainties surrounding any potential claim on this contingent liability, it is not practicable to make an estimate of the total value of liabilities (if any).

### **6.3. Governance**

6.3.1. Decisions on incurring new discretionary liabilities are taken by Heads of Practice in consultation with the Strategic Finance Lead (S.151 Officer). The risk of liabilities crystallising and requiring payment is monitored as part of budget monitoring and reported quarterly.

6.3.2. Further details on liabilities can be found in Note 35 of the 2017/18 Statement of Accounts.

<https://www.southhams.gov.uk/article/3769/Annual-Accounts>

## **7. Revenue Budget Implications**

7.1. Although capital expenditure is not charged directly to the revenue budget, interest payable on loans and MRP are charged to revenue, offset by any investment income receivable. The net annual charge is known as financing costs; this is compared to the net revenue stream i.e. the amount funded from Council Tax, business rates and general government grants.

*Table 9: Prudential Indicator: Proportion of financing costs to net revenue stream*

	<b>2017/18 actual</b>	<b>2018/19 forecast</b>	<b>2019/20 budget</b>	<b>2020/21 budget</b>	<b>2021/22 budget</b>
Financing costs (£m)	(140,882)	(60,358)	717,322	1,176,326	1,299,745
Proportion of net revenue stream	(1.7)%	(0.7)%	8.1%	13.4%	14.3%

Further details on the revenue implications of capital expenditure are included in the 2019/20 Revenue Budget.

### **7.2. Statement on Sustainability**

7.2.1. Due to the very long-term nature of capital expenditure and financing, the revenue budget implications of expenditure incurred in the next few years will extend for up to 50 years into the future.

7.2.2. With no external debt at 31<sup>st</sup> March 2018, the Council is starting from a low base when comparing interest costs with income and reserves. It is anticipated that debt funded acquisitions will generate additional revenue above the capital funding costs. Based on reserves of £11.4m (£1.8m unearmarked and £9.6m earmarked), as shown in Appendix E of the Budget Proposals 2019/20 report to Council, an increase in debt to £75m will result in debt interest costs being equivalent to 16.4% of reserves (assuming an interest rate of 2.5%). Should average the average rate rise to 3%, then debt costs will be 19.7% of reserves. These costs do not include MRP which will also need to be considered.

7.2.3. The Strategic Finance Lead (S151 Officer) is satisfied that the proposed capital programme is prudent, affordable and sustainable and it is fully integrated with the Council's 2019/20 Medium Term Financial Strategy, Treasury Management Strategy and Investment Strategy and other strategic plans. The Capital Strategy is compiled in line with the requirements of the 2017 CIPFA Prudential Code and 2017 Treasury Management Code. The risks associated with the Commercial Property Strategy are covered within the Investment Strategy.

7.2.4 The delivery of the individual capital schemes on the plan is directly linked to the original approval of the capital project supported by each project having a project lead who is responsible for the delivery of the project (appropriate skills, contracting, planning etc.) and the subsequent achievement of the objectives of that project.

7.2.5 Members, via the Executive meetings receive quarterly budget monitoring reports on the Council's Capital Programme. Through these updates, which are driven by the requirement of financial reporting, Members can review and challenge the delivery of projects and any changes to both the timing and expenditure of the capital project.

7.2.6 If subsequent to the capital project being completed there are variations to the income expected to be generated from that asset, this will be reported as a variance in the quarterly budget monitoring reporting and if ongoing will be included in the following year's revenue budget proposals.

7.2.7 The Council's Senior Leadership Team has oversight for the delivery of and challenge to the Capital Strategy and Capital Programme.

### **Affordability**

7.2.8 Affordability is critical in applying the capital strategy and approving projects for inclusion in the capital programme. This is mostly demonstrated by a report on the project being presented to Executive/Council for approval supported by a business case identifying the expenditure and funding, appraisal of alternative options and the risks and rewards for the approval of the scheme.



7.2.9 All projects need to have a clear funding source. If external funding such as an external grant is to be used, there needs to be a clear funding commitment.

7.2.10 Affordability of each project needs to be clear, not only for the funding of the capital spend, but also to cover any ongoing costs of the operation and funding of that capital spend.

7.2.11 Where borrowing is to be used the affordability is of greater importance and the affordability has to include the interest costs of that borrowing and the provision for the repayment of the borrowing (MRP). This repayment is matched to a prudent asset life and any income streams estimated to fund this asset must be sustainable. The rules around the governance of this borrowing are outlined in the Prudential Code (as summarised above).

7.2.12 At no stage should the asset value be lower than the value of outstanding debt unless there is a clear plan to mitigate that shortfall or to sell that asset.

## **Risks**

7.3.1. The risks associated with a significant Capital Programme and a significant level of borrowing can be mitigated through all capital projects being supported by a business case, having adequate project management and/or project boards, suitable skills for the delivery of the project, tax planning, cash flow, clear operational plan for the use of the asset, security and due diligence on loans and purchases, use of external advice where appropriate, project contingencies, full tender process and regular and transparent reporting to Members.

7.3.2 There are clear links from the capital strategy to both the treasury management strategy, prudential indicators, authorised borrowing limits and the revenue budget. These are also subject to review and oversight by Members at the Audit Committee and Council. For any new borrowing, and this is a greater risk as the value of borrowing increases, this does increase the Council's overall liabilities that will need to be repaid in the future.

7.3.3. In addition, this increases the Council's level of fixed interest and repayment costs that it will incur each year. This is currently increasing by 2022 and could be up to a borrowing liability of £29.9m (see Table 6) and ongoing financing costs of the borrowing of approx. £1.48m by 2021/22. This is a clear risk that all Members need to be aware of.

7.3.4. However this risk for assets is mitigated by a robust business case and a MRP that will repay the borrowing costs over a (prudent) asset life. Any variations from this are set out in the MRP Policy (See section 2.11.4). Any variation in expected income is an issue, however given the wide range of operational assets and different income streams this helps to mitigate this risk.

7.3.5 As outlined above in the position statement, investment properties are a different type and level of risk. Risk arises from both variations in income streams (tenant non-renewal etc.) and from asset values (impact economic conditions and retail trends etc.). The Council has established a clear strategy, criteria and a governance route for these purchases which has included member training, second opinion on asset values, due diligence, site visits, surveys etc.

7.3.6 There are risks (and rewards) associated with the purchase of this type of assets, therefore all Members need to have sight of and understand the risks and rewards inherent in these commercial investments(development opportunities).

### **Knowledge and Skills**

- 8.1 The Council employs professionally qualified and experienced staff in senior positions with responsibility for recommending capital expenditure, borrowing and investment decisions to Members.
- 8.2 The Group Manager of Business Development is a qualified Project Manager and Accounting Technician, with a RICS (Royal Institute of Chartered Surveyors) Accredited degree in Estates Management, incorporating Investment and Development. In addition, the Group Manager for Business Development also has 15 years of banking/lending experience, having worked on multi-million pound asset investment, disposal and development projects.
- 8.3 The Chief Executive has a MSc in Leadership of Public Services (2009) from UWE (Bristol Business School) and an IoD (Institute of Directors) Certificate of Directorship in 2016. In addition, the Chief Executive has been involved in the oversight of the Councils' interests (as shareholder) in its wholly owned companies when working as a Director for a Unitary Council.
- 8.4 The Strategic Finance Lead (S.151 Officer) is a Chartered Accountant (ICAEW) with 15 years of experience of being a S151 Officer (Chief Finance Officer). In addition, the Strategic Finance Lead holds a BSc in Mathematics and has previously worked in the private sector for accountancy firms.

- 8.5 The Head of Assets Practice is a Chartered Civic Engineer with sixteen years of experience. In addition, the Head of Assets holds a MSc in Construction Law.
- 8.6 The Estates Specialist is a Chartered Surveyor, qualified for over 13 years, with an Estate Surveying degree. In addition they are a Registered Valuer.
- 8.7 Where Council staff do not have the knowledge and skills required, use is made of external advisers and consultants that are specialists in their field. The appropriate expertise is always resourced in relation to any financial, legal and asset related due diligence required. A list is below:-
- Savills - Property agents
  - CCD Properties Limited - Development specialists
  - Arcadis – Building Surveyors and Engineers
  - Womble Bond Dickinson - Solicitors
  - Link Services – Treasury Management advice
  - Arlingclose – Treasury Management advice
- 8.8 This approach is more cost effective than employing such staff directly, and ensures that the Council has access to knowledge and skills commensurate with its risk appetite.
- 8.9 External treasury management training was offered to all Members in November 2018 to ensure Members have up to date skills to make capital and treasury management decisions. In addition some internal training events on the Council's Medium Term Financial Strategy were organised in the year. The Council's Members Services are consulted when organising all training in order to maintain training and development plans for Councillors. A comprehensive Members Induction Programme, following the District Elections in May 2019 has been organised, this includes specific financial and treasury management training which will be undertaken as part of the induction.
- 8.10 The purpose of this training is to ensure elected Members involved in the investments decision making process have appropriate capacity, skills and information to enable them to: 1. take informed decisions as to whether to enter into a specific investment; 2. to assess individual assessments in the context of the strategic objectives and risk profile of the local authority; and 3. to enable them to understand how the quantum of these decisions have changed the overall risk exposure of the local authority.

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# Appendix B

## Investment Strategy Report 2019/20

### 1. Introduction

- 1.1. The Authority invests its money for three broad purposes:
- because it has surplus cash as a result of its day-to-day activities, for example when income is received in advance of expenditure (known as **treasury management investments**),
  - to support local public services by lending to or buying shares in other organisations (**service investments**), and
  - to earn investment income (known as **commercial investments**).
- 1.2. This investment strategy is a new report for 2019/20, meeting the requirements of statutory guidance issued by the Government in January 2018 and focuses on the second and third of these categories.

### 2. Treasury Management Investments

- 2.1. The Authority typically receives its income in cash (e.g. from taxes and grants) before it pays for its expenditure in cash (e.g. through payroll and invoices). It also holds reserves for future expenditure and collects local taxes on behalf of other local authorities and central government. These activities, plus the timing of borrowing decisions, lead to a cash surplus which is invested in accordance with guidance from the Chartered Institute of Public Finance and Accountancy. The balance of treasury management investments is expected to fluctuate between £40m and £29m during the 2019/20 financial year.
- 2.2. Contribution
- 2.2.1. The contribution that these investments make to the objectives of the Authority is to support effective treasury management activities.
- 2.3. Further details
- 2.3.1. Full details of the Authority's policies and its plan for 2019/20 for treasury management investments are covered in a separate document, the treasury management strategy (Appendix C).

### **3. Service Investments: Loans**

#### **3.1. Contribution**

3.1.1. The Council does not currently have investments assisting local public services, such as making loans to local service providers or to local small businesses to promote economic growth or to subsidiaries that provide services. However, it may do so in the future if required.

3.1.2. The Council does not currently make loans to employees (e.g. car loans).

#### **3.2. Security**

3.2.1. If loans were to be made in the future, they would remain proportionate to the size of the Council.

3.2.2. Accounting standards require the Authority to set aside loss allowance for loans, reflecting the likelihood of non-payment. The figures for loans in the Authority's statement of accounts from 2018/19 is currently nil. Should the Council make any loans in the future, this will be shown net of this loss allowance. However, the Authority makes every reasonable effort to collect the full sum lent and has appropriate credit control arrangements in place to recover overdue repayments.

#### **3.3. Risk assessment**

3.3.1. The Authority will always assess the risk of loss before entering into and whilst holding service loans. Should the Council make service loans in the future, risk assessment will take various forms, for example assessing the nature and level of competition, assessing how the market/customer needs will evolve over time, barriers to entry and exit and any ongoing investment requirements. Where necessary, the Council will also engage use of external advisors.

### **4. Service Investments: Shares and Bonds**

#### **4.1. Contribution**

4.1.1. The Council has approved to make a £50,000 investment in the South West Mutual Bank which takes the form of shareholding in the bank with the purpose of encouraging local economic growth.

4.1.2. The Council is also proposing to make a £25,000 investment in a 10 year investment bond being offered by the Dartington Trust. It is proposed to finance this from the Business Rate Pilot gain as the investment is supporting the local economy. The money raised will support the new vision for the Dartington Hall, the secured bond is offering 4.3% interest per annum, payable twice a year.

#### 4.2. Security

4.2.1. One of the risks of investing in shares is that they fall in value meaning that the initial outlay may not be recovered. In order to limit this risk, an upper limits on the sum invested in shares has been at set £50,000.

4.2.2. The Dartington Trust bond is being backed by freehold property owned by the Dartington Trust and is secured by a loan agreement.

Category of company	31.3.2019 actual			2019/20
	Amounts invested	Gains or losses	Value in accounts	Approved Limit
Local business (South West Mutual Bank)	-	-	-	£50,000
Dartington Trust 10 Year Bond	£25,000*	-	-	£25,000*
<b>TOTAL</b>	-	-	-	£75,000

\*At the time of writing this report, it was not known whether the amount for the bond offer for the Dartington Trust would be paid prior to 31<sup>st</sup> March 2019, or in the next financial year 2019/20. Therefore, the amount has been shown in both financial years to cover both scenarios.

#### 4.3. Risk assessment

4.3.1. As it does for service loans, the Council also assesses the risk of loss before entering into and whilst holding shares.

#### 4.4. Non-specified Investments

4.4.1. Shares are the only investment type that the Authority has identified that meets the definition of a non-specified investment in the government guidance. The limits above on share investments are therefore also the Authority's upper limits on non-specified investments. The Authority has not adopted any procedures for determining further categories of non-specified investment since none are likely to meet the definition. Investments in the CCLA are no longer classified as a non-specified investment.

## **5. Commercial Investments: Property**

### **5.1. Contribution**

5.1.1. The Council invests in local commercial property which is held solely to earn rentals, which will be spent on local public services. As at 31<sup>st</sup> March 2019 the Council held one investment property at Lee Mill.

5.1.2. In addition, South Hams DC owns a number of commercial units industrial units, office accommodation, the site in Lee Mill within the District valued at £28.5 million at 31/3/2018.

5.1.3. The Council leases various parcels of land and buildings to external organisations. This reflects the historic policy of supporting small start-ups which has proved and continues to be successful.

5.1.4. During 2017/18, a review of existing assets resulted in the site in Lee Mill which is currently leased to a supermarket being reclassified in from Property Plant and Equipment to Investment Properties, with effect from 31 December 2017. This was based on the view that the site is now held solely to earn rentals, i.e. for a commercial objective, and as such should so be reclassified. This decision was also informed by external advice which was obtained independently. The 2017/18 Annual Statement of Accounts shows the value of this property at £12.53m.

5.1.5. In September 2018 the Council endorsed the principle of a Commercial Property Strategy with expected capital expenditure of up to £60 million, which includes multiple objectives: (a) to support regeneration and the economic activity of the Council (b) to enhance economic benefit (c) to grow business rate income (d) to assist with the financial sustainability of the Council as an ancillary benefit and (e) to help continue deliver and/or improve frontline services in keeping with its adopted strategy and objectives. At the date of writing this report, the Council had made nil investments in such commercial property. £11.9 million of commercial property investment is anticipated to be undertaken in 2019/20.



Table 1: Property held for investment purposes in £ '000s

Property	Actual	31.3.2018 actual		31.3.2019 expected	
	Purchase cost	Gains or (losses)	Value in accounts	Gains or (losses)	Value in accounts
Lee Mill – Investment Property	4,400	-	12,530	-	12,530
<b>TOTAL</b>	4,400	-	12,530	-	12,530

## 5.2. Security

5.2.1. In accordance with government guidance, the Authority considers a property investment to be secure if its accounting valuation is at or higher than its purchase cost including taxes and transaction costs.

5.2.2. A fair value assessment of the Authority's investment property portfolio has been made within the past twelve months, and the underlying assets provide security for capital investment. Should the 2018/19 year end accounts preparation and audit process value these properties below their purchase cost, then an updated investment strategy will be presented to Full Council detailing the impact of the loss on the security of investments. This will include any revenue consequences arising therefrom, for example, from a change in MRP policy.

## 5.3. Risk assessment

5.3.1. The Authority assesses the risk of loss before entering into and whilst holding property investments by carrying out appropriate due diligence checks and implementing mitigation measures in managing risk:

- The tenants need to be of good financial standing (this is assessed using Dun & Bradstreet credit rating reports and annual accounts). The number of tenants e.g. sole tenant or multi tenanted will be assessed.
- The property condition such as date of construction and any imminent or significant refurbishment or modernisation requirements (forecast capital expenditure).
- How the property investment meets the Council's multiple objectives as set out in the Council's strategy e.g. economic regeneration, business growth.

- The lease must meet certain standards, such as being in a commercial popular location and have a number of years left on the lease providing a certain and contractually secure rental income stream into the future. Any break clauses will be assessed along with the number of unexpired years, bank guarantees and rent reviews.
- The location will be within the South Hams District Council's boundary as set out in the Commercial Property Strategy. The population of the catchment area, the economic vibrancy and known or anticipated market demand as well as proximity to travel infrastructure and other similar properties will be assessed.
- Rental income paid by the tenant must exceed the cost of repaying the borrowed money from the Public Works Loan Board (which is itself funded by the Government). The surplus is then an ancillary benefit which supports the Council's budget position and enables the Council to continue to provide services for local people.
- The gross and net yield are assessed against the Council's criteria.
- The prevailing interest rates for borrowing at the time.
- Debt proportionality considerations.
- The life and condition of the property is assessed by a valuer and the borrowing is taken out over the life of the asset. The amount of management and maintenance charges are assessed as well as the ease of in-house management. 10% of all rental income is put into a Maintenance and Management Reserve to cover any longer-term maintenance issues.
- The potential for property growth in terms of both revenue and capital growth will be assessed.
- The property sector e.g. office, retail, industrial will assist in deciding on the risks associated with specific properties and the mix of sectors within the Council's portfolio.
- Details of acquisition costs e.g. stamp duty land tax, legal costs
- The documented exit strategy for a purchase/new build.
- The legal and technical due diligence checks will also identify any specific problems such as anomalies in the title deed, restrictive use classes, indemnities, local competition, construction or refurbishment requirements.
- The Council engages the use of external advisors to assist in undertaking elements of the due diligence checks such as technical, legal, accounting, property and taxation advice.

- The Council undertakes sensitivity analysis of the interest repayments on its borrowing requirements as a percentage of its available reserves to ensure there is sufficient coverage in the event that rental income is below that forecasted. This ensures that the Council has the available reserves to enable service delivery to be maintained in the short to medium term, whilst alternative solutions are implemented.

### Liquidity

5.3.2. Compared with other investment types, property is relatively difficult to sell and convert to cash at short notice and can take a considerable period to sell in certain market conditions. To ensure that the invested funds can be accessed when they are needed, for example to repay capital borrowed, the Authority will spread its liquidity profile across its portfolio and also have a spread of the sector in which the Council invests. The Council also documents potential exit strategies as part of its due diligence checks.

## **6. Loan Commitments and Financial Guarantees**

- 6.1. Although not strictly counted as investments, since no money has exchanged hands yet, loan commitments and financial guarantees carry similar risks to the Authority and are included here for completeness.
- 6.2. The Council is committed to making future payments to cover its pensions liability. The Pensions Reserve for the net defined benefit liability was £51.4m at 31/3/2018.
- 6.3. As stated in Note 35 of the 2017/18 Statement of Accounts – Contingent Liabilities - at the time of the transfer of the Council's housing stock in 1999, wide warranties were given to South Hams Housing (now Liverty) on staffing, environmental and other issues, to safeguard the housing company if any of the main assumptions on which the transfer price was calculated, turn out to be different in reality. Any liabilities that do arise will be funded from the Council's general reserves. Due to the uncertainties surrounding any potential claim on this contingent liability, it is not practicable to make an estimate of the total value of liabilities (if any).

## **7. Proportionality**

- 7.1 The Authority is partly dependent on profit generating investment activity to achieve a balanced revenue budget. Table 2 below shows the extent to which the expenditure planned to meet the service delivery objectives and place making role of the Authority is dependent on achieving the expected net profit from investments over the lifecycle of the Medium Term Financial Plan.

7.2 Should it fail to achieve the expected net profit, the Authority’s contingency plans for continuing to provide these services are/would be assessed at the appropriate time and this may involve the temporary use of reserves in the short term. The Council undertakes sensitivity analysis of the interest repayments on its borrowing requirements as a percentage of its available reserves to ensure there is sufficient coverage in the event that rental income is below that forecasted. This ensures that the Council has the available reserves to enable service delivery to be maintained in the short to medium term, whilst alternative solutions are implemented.

The Council set an upper limit on External Borrowing (for all Council services) as part of the Medium Term Financial Strategy of £75 million. Interest payments at 2.5% would equate to 16.4% of available reserves. At an interest rate of 3%, interest payments would equate to 19.7% of available reserves (Appendix E to the Budget Proposals report for 2019/20 – Council 21 February 2019).

*Table 2: Proportionality of Investments*

	<b>2017/18 Actual</b>	<b>2018/19 Forecast</b>	<b>2019/20 Budget</b>	<b>2020/21 Budget</b>	<b>2021/22 Budget</b>
Gross service expenditure	£54,038,718	£43,112,128	£42,691,186	£43,319,321	£43,673,123
Treasury income	£140,882	£193,000	£183,000	£183,000	£183,000
Commercial property income	£195,000	£645,000	£645,000	£722,192	£1,404,667
Proportion	0.62%	1.94%	1.94%	2.09%	3.64%

The table shows in 2019/20 that the aggregate of commercial property income and treasury income equates to 1.94% of the Council’s gross service expenditure. This is projected to increase to 3.64% by 2021/22.

## **8. Borrowing in Advance of Need**

8.1. Government guidance is that local authorities must not borrow more than or in advance of their needs purely in order to profit from the investment of the extra sums borrowed. The Authority plans to borrow for its Commercial Investment Strategy in its local area as detailed earlier in this report. The Authority’s policies in investing the money borrowed, including management of the risks, for example, of not achieving the desired rental income or borrowing costs increasing are explained in section 5.3 Risk Assessment.

## **9. Capacity, Skills and Culture**

### **9.1. Statutory Officers and Members**

9.1.1. The Council employs professionally qualified and experienced staff in senior positions with responsibility for recommending capital expenditure, borrowing and investment decisions to Members.

9.1.2. The Group Manager of Business Development is a qualified Project Manager and Accounting Technician, with a RICS (Royal Institute of Chartered Surveyors) Accredited degree in Estates Management, incorporating Investment and Development. In addition, the Group Manager for Business Development also has 15 years of banking/lending experience, having worked on multi-million pound asset investment, disposal and development projects.

9.1.3. The Chief Executive has a MSc in Leadership of Public Services (2009) from UWE (Bristol Business School) and an IoD (Institute of Directors) Certificate of Directorship in 2016. In addition, the Chief Executive has been involved in the oversight of the Councils' interests (as shareholder) in its wholly owned companies when working as a Director for a Unitary Council.

9.1.4. The Strategic Finance Lead (S.151 Officer) is a Chartered Accountant (ICAEW) with 15 years of experience of being a S151 Officer (Chief Finance Officer). In addition, the Strategic Finance Lead holds a BSc in Mathematics and has previously worked in the private sector for accountancy firms.

9.1.5. The Head of Assets Practice is a Chartered Civil Engineer with 16 years of experience. In addition, the Head of Assets holds a MSc in Construction Law.

9.1.6. The Estates Specialist is a Chartered Surveyor, qualified for over 13 years, with an Estate Surveying degree. In addition they are a Registered Valuer.

9.1.7. Where Council staff do not have the knowledge and skills required, use is made of external advisers and consultants that are specialists in their field (see 9.2.2)

9.1.8 External treasury management training was offered to all Members in November 2018 to ensure Members have up to date skills to make capital and treasury management decisions. In addition some internal training events on the Council's Medium Term Financial Strategy were organised in the year. The Council's Members Services are consulted when organising all training in order to maintain training and development plans for Councillors.

A comprehensive Members Induction Programme, following the District Council Elections in May 2019 has been organised, this includes specific financial and treasury management training which will be undertaken as part of the induction. The purpose of this training is to ensure elected Members involved in the investments decision making process have appropriate capacity, skills and information to enable them to: 1. take informed decisions as to whether to enter into a specific investment; 2. to assess individual assessments in the context of the strategic objectives and risk profile of the local authority; and 3. to enable them to understand how the quantum of these decisions have changed the overall risk exposure of the local authority.

## 9.2. Commercial deals

9.2.1. The Council's negotiating team includes the Group Manager for Business Development and the S.151 Officer, who are both members of the Senior Leadership Team. Both Officers are aware of the core principles of the prudential framework and of the regulatory regime within which Local Authorities operate. These officers have attended specific treasury management training courses around the new MHCLG Guidelines on investments and the accounting treatment.

9.2.2. Where Council staff do not have the knowledge and skills required, use is made of external advisors and consultants that are specialists in their field. The appropriate expertise is always resourced in relation to any financial, legal and asset related due diligence required. A list is shown below:-

- Savills - Property agents
- CCD Properties Limited - Development specialists
- Arcadis – Building Surveyors and Engineers
- Womble Bond Dickinson - Solicitors
- Link Services – Treasury Management advice
- Arlingclose – Treasury Management advice

9.2.3 This approach is more cost effective than employing such staff directly, and ensures that the Council has access to knowledge and skills commensurate with its risk appetite.

## 9.3. Corporate governance

9.3.1. The Council has corporate governance arrangements to ensure transparency, accountability, responsibility and authority for decision making on investment activities within the context of the local authority's corporate values. The Head of Finance Practice invited bids for capital funding from all service areas, for a new capital programme during July 2018 on the strict proviso that all bids must go towards

meeting a strategic priority. All capital bids received were ranked against a prescribed priority criteria set out in the bid process. The submitted capital bids have been assessed against the categories in each priority. Priority 1 categories include meeting strategic priorities and statutory obligations (e.g. Health and Safety, DDA etc) and other capital works required to ensure the existing Council property assets remain open. For the purpose of this report, Priority 2 categories link to good asset management whereby the capital work proposed would either generate capital/revenue income or reduce revenue spending.

## **10. Investment Indicators**

10.1. The Authority has set the following quantitative indicators to allow elected Members and the public to assess the Authority's total risk exposure as a result of its investment decisions.

### 10.2. Total risk exposure

10.2.1. The first indicator shows the Authority's total exposure to potential investment losses. This includes amounts the Authority is contractually committed to lend but have yet to be drawn down and guarantees the Authority has issued over third party loans.

*Table 3: Total investment exposure in £ '000s*

<b>Total investment exposure</b>	<b>31.03.2018 Actual</b>	<b>31.03.2019 Forecast</b>	<b>31.03.2020 Forecast</b>
Treasury management investments	42,762	32,500	32,500
Service investments: Shares and Bonds (see section 4.2 for details)	-	-	75
Capital investments: Commercial Property – new capital expenditure*	-	-	11,866
<b>TOTAL INVESTMENTS</b>	<b>42,762</b>	<b>32,500</b>	<b>44,441</b>
Commitments to lend	-	-	-
Guarantees issued on loans	-	-	-
<b>TOTAL EXPOSURE</b>	<b>42,762</b>	<b>32,500</b>	<b>44,441</b>

\*Capital investments relate to areas such as capital expenditure on investment properties

10.3. How investments are funded

10.3.1. Government guidance is that these indicators should include how investments are funded. Since the Authority does not normally associate particular assets with particular liabilities, this guidance is difficult to comply with. However, the following investments could be described as being funded by borrowing. The remainder of the Authority's investments are funded by usable reserves and income received in advance of expenditure.

*Table 4: Investments funded by borrowing in £ '000s*

<b>Investments funded by borrowing</b>	<b>31.03.2018 Actual</b>	<b>31.03.2019 Forecast</b>	<b>31.03.2020 Forecast</b>
Commercial investments: Property (new capital expenditure)	-	-	11,866
<b>TOTAL FUNDED BY BORROWING</b>	-	-	<b>11,866</b>

10.4. Rate of return received

10.4.1. This indicator shows the investment income received less the associated costs, including the cost of borrowing where appropriate, as a proportion of the sum initially invested. Note that due to the complex local government accounting framework, not all recorded gains and losses affect the revenue account in the year they are incurred.

*Table 5: Investment rate of return (net of all costs)*

<b>Investments net rate of return</b>	<b>2017/18 Actual</b>	<b>2018/19 Forecast</b>	<b>2019/20 Forecast</b>
Treasury management investments	0.33%	0.59%	0.56%
Service investments: Shares	-	-	-
Commercial investments: Property*	1.56%	5.15%	5.15%
<b>ALL INVESTMENTS</b>	<b>0.33%</b>	<b>0.59%</b>	<b>0.56%</b>

*\*This relates to the one investment property which is held by the Council at Lee Mill.*



*Table 6: Other investment indicators*

<b>Indicator</b>	<b>2017/18 Actual</b>	<b>2018/19 Forecast</b>	<b>2019/20 Forecast</b>
Debt to net service expenditure ratio	0.00%	61.11%	259.4%
Commercial income to net service expenditure ratio	2.34%	7.18%	7.30%
Interest cover ratio (this indicator shows the ratio of income from commercial property investments compared to the interest expense incurred by them)*	N/A	N/A	N/A

\*The Council currently owns one investment property at Lee Mill and there is no borrowing or interest payments associated with this investment property

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# Treasury Management Strategy Statement 2019/20

### 1. Introduction

- 1.1. Put simply, treasury management is the management of the Council's cash flows, borrowing and investments and the associated risks. The pursuit of optimum performance will be consistent with the management of the associated risks.
- 1.2. Treasury management includes the funding of the Council's capital plans and as the Council is required to operate a balanced budget, to ensure that cash flow is adequately planned and that cash is available when it is needed. The successful identification, monitoring and control of financial risk are therefore central to the Council's prudent financial management.
- 1.3. Treasury risk management at the Council is conducted within the framework of the Chartered Institute of Public Finance and Accountancy's *Treasury Management in the Public Services: Code of Practice 2017 Edition* (the CIPFA Code) which requires the Council to approve a treasury management strategy before the start of each financial year. This report fulfils the Council's legal obligation under the *Local Government Act 2003* to have regard to the CIPFA Code.
- 1.4. The Council has recently borrowed loans from the Public Works Loans Board and is likely to undertake further borrowing over the next few years. The Council also has investments and is therefore exposed to financial risks including the loss of invested funds and the revenue effect of changing interest rates.
- 1.5. The Council holds treasury investments as Investments held for service purposes or to earn investment income (known as commercial investments). These are considered in a different report, the Investment Strategy (Appendix B).

**2. External Context** *(please note that in this section, the economic background, the credit outlook and the interest rate forecast are those of Arlingclose (treasury management advisors), who have assisted the Council in preparing this Treasury Management Strategy)*

**2.1. Economic background**

2.1.1. The UK's progress negotiating its exit from the European Union, together with its future trading arrangements, will continue to be a major influence on the Authority's treasury management strategy for 2019/20.

2.1.2. The UK economic environment appears relatively soft, despite seemingly strong labour market data. Uncertainty surrounding Brexit and global growth is damaging consumer and business sentiment. GDP growth slowed markedly in Q4 2018 and has not recovered in Q1 2019. Our view is that the UK economy faces a challenging outlook as the country exits the European Union and Eurozone/global economic growth softens, notwithstanding a possible short term bounce in activity should a Brexit deal be agreed.

2.1.3. Cost pressures have eased due to a fall in oil prices. The apparent tight labour market risks longer term domestically-driven inflationary pressure whatever the external inflation effects. Wage growth has picked up in recent months.

2.1.4. Following the Bank of England's decision to increase Bank Rate to 0.75% in August, no change to monetary policy has been made since. The Bank's Monetary Policy Committee's bias towards tighter monetary policy remains, but appears to have eased a little on the back of slower global and UK growth/inflation expectations. Policymakers are unlikely to raise Bank Rate unless there is a withdrawal arrangement and the prospect of a transitional period.

**2.2. Credit outlook**

2.2.1. The big four UK banking groups have now divided their retail and investment banking divisions into separate legal entities under ringfencing legislation. Bank of Scotland, Barclays Bank UK, HSBC UK Bank, Lloyds Bank, National Westminster Bank, Royal Bank of Scotland and Ulster Bank are the ringfenced banks that now only conduct lower risk retail banking activities. Barclays Bank, HSBC Bank, Lloyds Bank Corporate Markets and NatWest Markets are the investment banks. Credit rating agencies have adjusted the ratings of some of these banks with the ringfenced banks generally being better rated than their non-ringfenced counterparts.

2.2.2. The Bank of England released its latest report on bank stress testing, illustrating that all entities included in the analysis were deemed to have passed the test once the levels of capital and potential mitigating actions presumed to be taken by management were factored in. The BoE did not require any bank to raise additional capital.

2.2.3. European banks have considered their approach to Brexit and some have created new UK subsidiaries to ensure they can continue trading here. The credit strength of these new banks remains unknown, although the chance of parental support is assumed to be very high if ever needed. The uncertainty caused by protracted negotiations between the UK and EU is weighing on the creditworthiness of both UK and European banks with substantial operations in both jurisdictions.

### 2.3. Interest rate forecast

2.3.1. The MPC has maintained expectations of a slow rise in interest rates over the forecast horizon. Our central case incorporates the likelihood of the MPC raising rates in the last quarter of 2019 after an extended period of uncertainty or a delay to Brexit.

2.3.2. Whilst assumptions are that a Brexit deal might be struck in March and some agreement reached on transition and future trading arrangements before the UK leaves the EU, the possibility of a “no deal” Brexit still hangs over economic activity. As such, the risks to the interest rate forecast are considered firmly to the downside.

2.3.3. Gilt yields and hence long-term borrowing rates have remained at low levels but some upward movement from current levels is expected. Volatility arising from both economic and political events may continue to offer borrowing opportunities.

2.3.4. A more detailed economic and interest rate forecast provided by Arlingclose is attached at Appendix 1.

For the purpose of setting the budget, it has been assumed that new investments will be made at an average rate of 0.56%, and that new long-term loans will be borrowed at an average rate of between 2.5% and 3%.

### 3. Local Context

3.1.As at 28<sup>th</sup> February 2019, the Council held £5.49m of borrowing and £35m of investments. This is set out in further detail at Appendix 2 of this report. Forecast changes in these sums are shown in the balance sheet analysis in table 1 below.

Table 1: Balance sheet summary and forecast

	<b>31.3.18 Actual £'000s</b>	<b>31.3.19 Estimate £'000s</b>	<b>31.3.20 Forecast £'000s</b>	<b>31.3.21 Forecast £'000s</b>	<b>31.3.22 Forecast £'000s</b>
General Fund CFR	646	6,168	23,336	36,367	29,353
Less: External borrowing	0	5,490	22,912	36,276	29,891
<b>Internal/(over) borrowing**</b>	<b>646</b>	<b>678</b>	<b>424</b>	<b>91</b>	<b>-538</b>
Less: Usable reserves	-4,909	-14,640	-15,107	-15,067	-14,917
Less: Working capital	-23,732	-16,550	-16,550	-16,550	-16,550
<b>Investments (predicted investments at the year end)</b>	<b>27,995</b>	<b>30,512</b>	<b>31,233</b>	<b>31,526</b>	<b>32,005</b>

\*\* In 2021/22 the debt is slightly higher than the CFR by £0.538m but this is only a short term position as the gross debt will reduce in 2022/23.

3.2. The underlying need to borrow for capital purposes is measured by the Capital Financing Requirement (CFR), while usable reserves and working capital are the underlying resources available for investment. Up to now the Council's Capital Programme has been funded by receipts, grants and contributions. Up until 2017/18, the strategy was to maintain borrowing and investments below their underlying levels, sometimes known as internal borrowing.

3.3. The Council has approved at Full Council on 27<sup>th</sup> September 2018 a Commercial Property Strategy of up to £60m. This will mean the Council will have an increasing CFR due to the Capital Programme and existing investments will not be sufficient. It is therefore envisaged that the Council may require to borrow up to £60m in total over the forecast period. Of this £60m, borrowing before 30<sup>th</sup> April 2019 is capped at £30m.

3.4. CIPFA's *Prudential Code for Capital Finance in Local Authorities* recommends that the Council's total debt should be lower than its highest forecast CFR over the next three years. Table 1 shows that the Council expects to comply with this recommendation during 2019/20. In 2021/22, the debt is slightly higher than the CFR by £0.538m but this is only a short term position as the gross debt will reduce in 2022/23.

#### **4. Borrowing Strategy**

4.1. In 2016 the Council agreed to fund £6.3m for the new leisure contract through prudential borrowing. The leisure investment in 2017/18 was just under £1m and on 31<sup>st</sup> March 2018 the Council had no external borrowing, as the Council had funded the required amount through 'internal borrowing'. With further capital expenditure incurred in 2018/19, the Council borrowed a series of maturity loans totaling £5.49m from the Public Works Loans Board in 2018 (Council 29/3/18 – Minute 74/17).

4.2. In 2018 the Council approved an ambitious commercial property strategy. Alongside the use of its own resources and in addition to the £5.49m already borrowed in 2018, the Council expects to borrow up to approximately £10m in 2019/20 primarily to fund this property strategy, along with £7m for community housing (although the total capital expenditure is in the region of £8.5m, it is anticipated that Homes England capital grant and S106 contributions will fund some of this expenditure). The Council has taken a decision that no more than £30m may be borrowed by 30<sup>th</sup> April 2019.

#### **4.3. Objectives**

4.3.1. The Council's chief objective when borrowing money is to strike an appropriately low risk balance between securing low interest costs and achieving certainty of those costs over the period for which funds are required. (At the current time short-term debt is cheap whilst longer-term debt is expensive.) The flexibility to renegotiate loans should the Council's long-term plans change, whilst important, is a secondary objective.

#### **4.4. Strategy**

4.4.1. The Council's commercial property strategy will significantly change the Council's debt dynamics and its Balance Sheet position. The Council will only borrow as required when there is certainty to the specific acquisitions or development. The borrowing strategy will address the key issue of affordability without compromising the longer-term stability of the debt portfolio.

4.4.2. Matters to be considered before borrowing include, but not limited to, are affordability, maturity profile of existing debt, interest rate and refinancing risk and the borrowing source.

4.4.3. With short-term interest rates currently much lower than long-term rates, it is likely to be more cost effective in the short-term to use some internal resources, and in some instances borrowing short-term loans instead may be appropriate. Short-term loans are currently available at around 0.75% to 1% and long-term fixed rate loans where the future cost is known are higher (currently 2.0% to 3.0% from the PWLB). By doing so, the Council is able to reduce net borrowing costs (despite foregone investment income) in the near term and reduce overall treasury risk.

4.4.4. The benefits of internal / short-term borrowing will be monitored regularly against the potential for incurring additional costs by deferring borrowing into future years when long-term borrowing rates are forecast to rise modestly. The business case for each commercial property acquisition or development and the structure of the borrowing will be assessed on a case by case basis as well as considering the Council's overall debt portfolio.

4.4.5. The "cost of carry": Borrowing rates are higher than investment rates, and are expected to remain so, partly due to positive yield curve, also due to the increased PWLB margin. Borrowing money and re-investing it therefore leads to a cost of carry, at least in the early years. There is therefore a balance to be struck between borrowing now and borrowing later. The cost of carry will be weighed up against the interest rate risk on projects, particularly those where the asset has a 50 year asset life.

#### 4.5. Short-term and variable rate loans

4.5.1. These loans leave the Council exposed to the risk of short-term interest rate rises and are therefore subject to the interest rate exposure limits in the treasury management indicators below. The Council currently has no short-term loans of less than 5 years or any variable loans.

#### 4.6. Sources of borrowing

4.6.1. The approved sources of long-term and short-term borrowing are:

- i. Public Works Loan Board (PWLB) and any successor body
- ii. any institution approved for investments (see below)
- iii. any other bank or building society authorised to operate in the UK
- iv. UK public and private sector pension funds (except the Devon County Pension Fund)
- v. UK local authorities any other UK public sector body
- vi. capital market bond investors
- vii. UK Municipal Bonds Agency plc and other special purpose companies created to enable local authority bond issues



#### 4.7. Other sources of debt finance

4.7.1. In addition, capital finance may be raised by leasing which is not borrowing, but may be classed as other debt liabilities.

4.8. The PWLB remains an attractive source of borrowing, given the transparency and control that its facilities continue to provide. The types of PWLB loans are:

- Fixed rate Maturity loans borrowed on a Maturity ('bullet') or Equal Instalments of Principal (EIP) or Annuity basis – these are available for maturities ranging from 1 year to 50 years
- Variable rate loans on a Maturity or EIP basis - for periods up to 10 years (the Council has not entered into any variable loans to date and it is unlikely that variable rate loans will be used in the future).

#### 4.9. Municipal Bonds Agency

4.9.1. The UK Municipal Bonds Agency plc was established in 2014 by the Local Government Association as an alternative to the PWLB. It plans to issue bonds on the capital markets and lend the proceeds to local authorities. This will be a more complicated source of finance than the PWLB for two reasons: borrowing authorities will be required to provide bond investors with a joint and several guarantee to refund their investment in the event that the agency is unable to for any reason; and there will be a lead time of several months between committing to borrow and knowing the interest rate payable. Any decision to borrow from the Agency will therefore be the subject of a separate report to Full Council and the appropriate due diligence, particularly regarding the joint and several guarantee.

### **5. Investment Strategy**

5.1. As at 28<sup>th</sup> February 2019, the Council had £35m of invested funds, representing income received in advance of expenditure plus balances and reserves held. Of this, £0.5m was invested in the CCLA Local Authorities Property Fund and £1m in the CCLA Diversified Income Fund. In the past 12 months, the Council's investment balance has ranged between £25m and £45m, and broadly similar levels are expected in the forthcoming year.

The Council's investments mid way through the year are always higher than that at the end of the year due to the cashflow advantage that the Council benefits from part way through the year. This is, in part, due to the timing differences between the Council collecting council tax income and paying this over to the major precepting authorities such as Devon County Council, the Police and the Fire Authority.

5.2. Objectives

5.2.1. The CIPFA Code requires the Council to invest its funds prudently, and to have regard to the security and liquidity of its investments before seeking the highest rate of return, or yield. The Council's objective when investing money is to strike an appropriate balance between risk and return, minimising the risk of incurring losses from defaults and the risk of receiving unsuitably low investment income. Where balances are expected to be invested for more than one year, the Council will aim to achieve a total return that is equal or higher than the prevailing rate of inflation, in order to maintain the spending power of the sum invested.

5.3. Negative interest rates

5.3.1. There is significant uncertainty over Brexit. If the UK enters into a recession in 2019/20, there is a small chance that the Bank of England could set its Bank Rate at or below zero, which is likely to feed through to negative interest rates on all low risk, short-term investment options. This situation already exists in many other European countries. In this event, security will be measured as receiving the contractually agreed amount at maturity, even though this may be less than the amount originally invested.

5.4. Strategy

5.4.1. Given the increasing risk and very low returns from short-term unsecured bank investments, the Council aims to diversify into more secure and/or higher yielding asset classes during 2019/20. This is especially the case for the estimated £3.5m that will be invested in the CCLA Diversified Income Fund and Local Authorities Property Fund, for longer-term investment. The majority of the Council's surplus cash remains invested in short-term unsecured money market instruments and money market funds. This diversification will represent a partial change in strategy over the coming year.

5.5. Business models

5.5.1. Under the new IFRS 9 standard, the accounting for certain investments depends on the Council's "business model" for managing them. The Council aims to achieve value from its internally managed treasury investments by a business model of collecting the contractual cash flows and therefore, where other criteria are also met, these investments will continue to be accounted for at amortised cost.

5.6. Approved counterparties

5.6.1. The Council may invest its surplus funds with any of the counterparty types below, subject to the cash limits (per counterparty) and the time limits shown.

Table 3: Approved investment counterparties and limits

	<u>Minimum credit criteria/colour band</u>	<u>Limit per institution</u>  <u>Max % of total investments</u>	<u>Maximum maturity</u>
DMADF	n/a	100%	6 months
Money Market Funds	AAA	£6m	Daily liquidity
Cash Plus Funds/ Ultra short bond funds	AAA, AA	£6m	T+1 to T+4
CCLA Local Authorities Property Fund	Not credit rated	£1.5m	Fund has a monthly dealing date. The council's intended investment period is around 5 years, but will depend on the statutory override provided by MHCLG
Multi asset funds (e.g. CCLA Diversified Income Fund)	Not credit rated	£2m	Funds have a daily dealing date, however the intended investment period would likely be around 5 years, but will depend on the statutory override
Local Authorities	n/a	£6m	5 years
Unsecured investments with banks and building societies	Yellow Purple Blue Orange Red Green No Colour	£6m (£7m for Lloyds plc)	Up to 5 years Up to 2 years Up to 1 years Up to 1 years Up to 6 months Up to 100 days Not for use

## 5.7. Credit rating

5.7.1. This Council applies the creditworthiness service provided by Link Asset Services. This service employs a sophisticated modelling approach utilising credit ratings from the three main credit rating agencies - Fitch, Moody's and Standard & Poor's. The credit ratings of counterparties are supplemented with the following overlays:

- credit watches and credit outlooks from credit rating agencies;
- CDS spreads to give early warning of likely changes in credit ratings;
- sovereign ratings to select counterparties from only the most creditworthy countries.

This modelling approach combines credit ratings, credit Watches and credit Outlooks in a weighted scoring system which is then combined with an overlay of CDS spreads for which the end product is a series of colour coded bands which indicate the relative creditworthiness of counterparties. These colour codes are used by the Council to determine the suggested duration for investments.

The Link Asset Services' creditworthiness service uses a wider array of information other than just primary ratings. Furthermore, by using a risk weighted scoring system, it does not give undue preponderance to just one agency's ratings.

Typically the minimum credit ratings criteria the Council use will be a Short Term rating (Fitch or equivalents) of F1 and a Long Term rating of A-. There may be occasions when the counterparty ratings from one rating agency are marginally lower than these ratings but may still be used. In these instances, consideration will be given to the whole range of ratings available, or other topical market information, to support their use.

All credit ratings will be monitored weekly. The Council is alerted to changes to ratings of all three agencies through its use of the Link Asset Services' creditworthiness service.

- if a downgrade results in the counterparty / investment scheme no longer meeting the Council's minimum criteria, its further use as a new investment will be withdrawn immediately.
- in addition to the use of credit ratings the Council will be advised of information in movements in credit default swap spreads against the iTraxx benchmark and other market data on a daily basis via its Passport website, provided exclusively to it by Link Asset Services. Extreme market movements may result in downgrade of an institution or removal from the Council's lending list.

Investment decisions are never made solely based on credit ratings and all other relevant factors including external advice will be taken into account.

5.8. Types of counterparty / investment instruments

5.8.1. **Banks unsecured:** call/notice accounts, deposits with banks and building societies, other than multilateral development banks. These investments are subject to the risk of credit loss via a bail-in should the regulator determine that the bank is failing or likely to fail. See below for arrangements relating to operational bank accounts.

5.8.2. **Pooled funds:** These funds have the advantage of providing wide diversification of investment risks, coupled with the services of a professional fund manager in return for a fee. Short-term Money Market Funds that offer same-day liquidity and very low or no volatility will be used as an alternative to instant access bank accounts, while pooled funds whose value changes with market prices and/or have a notice period will be used for longer investment periods.

5.8.2.1. Pooled funds whose value changes with market prices (i.e. variable net asset value) and/or have a notice period will be used for longer investment periods. Bond, equity and property funds offer enhanced returns over the longer term, but are more volatile in the short term. These allow the Council to diversify into asset classes other than cash without the need to own and manage the underlying investments. Because these funds have no defined maturity date, but are available for withdrawal after a notice period, their performance and continued suitability in meeting the Council's investment objectives will be monitored regularly. The Council has an £0.5m investment in the CCLA's Local Authorities' Property Fund and a £1m investment in CCLA's Diversified Income Fund which is a multi-asset income fund.

5.9. Operational bank accounts

5.9.1. The Council banks with Lloyds Bank and will incur operational exposures, for example through current accounts, collection accounts and merchant acquiring services. These are not classed as investments, but are still subject to the risk of a bank bail-in, and balances will therefore be kept below £1m.

5.10. Risk assessment and credit ratings

5.10.1. Credit ratings are obtained and monitored by the Council's treasury advisers, who will notify changes in ratings as they occur. At the time of writing this report, this information is provided by Link Asset Services.

Where an entity has its credit rating downgraded so that it fails to meet the approved investment criteria then:

- i. no new investments will be made,
- ii. any existing investments that can be recalled or sold at no cost will be, and
- iii. full consideration will be given to the recall or sale of all other existing investments with the affected counterparty.

5.10.2. Where a credit rating agency announces that a credit rating is on review for possible downgrade (also known as “rating watch negative” or “credit watch negative”) so that it may fall below the approved rating criteria, then only investments that can be withdrawn on the next working day will be made with that organisation until the outcome of the review is announced. This policy will not apply to negative outlooks, which indicate a long-term direction of travel rather than an imminent change of rating.

#### 5.11. Other information on the security of investments

5.11.1. The Council understands that credit ratings are good, but not perfect, predictors of investment default. Full regard will therefore be given to other available information on the credit quality of the organisations in which it invests, including credit default swap prices, financial statements, information on potential government support (if any), reports in the quality financial press and analysis and advice from the Council’s treasury management adviser. No investments will be made with an organisation if there are substantive doubts about its credit quality, even though it may otherwise meet the above criteria.

5.11.2 When deteriorating financial market conditions affect the creditworthiness of all organisations, as happened in 2008 and 2011, this is not generally reflected in credit ratings, but can be seen in other market measures. In these circumstances, the Council will restrict its investments to those organisations of higher credit quality and reduce the maximum duration of its investments to maintain the required level of security. The extent of these restrictions will be in line with prevailing financial market conditions. If these restrictions mean that insufficient commercial organisations of high credit quality are available to invest the Council’s cash balances, then the surplus will be deposited with the UK Government via the Debt Management Office or invested with other local authorities. This will cause a reduction in the level of investment income earned, but will protect the principal sum invested.

5.12. Investment limits

5.12.1. The Council’s revenue reserves available to cover investment losses are forecast to be £14.6 million on 31<sup>st</sup> March 2019. In order that no more than 41% of available reserves will be put at risk in the case of a single default, the maximum that will be lent to any one organisation (other than the UK Government) will be £6 million (£7 million for Lloyds plc).

Table 4: Investment limits –

	<b>Cash limit</b>
Any single organisation, except the UK Central Government	£6m each (£7m for Lloyds plc)
UK Central Government	unlimited
Any group of organisations under the same ownership	£6m per group
Any group of pooled funds under the same management	£3.5m per manager (CCLA current limit)
Money market funds	£30m in total (£6m per MMF)

5.13. Liquidity management

5.13.1. The Council uses cash flow forecasting to determine the maximum period for which funds may prudently be committed. The forecast is compiled on a prudent basis to minimise the risk of the Council being forced to borrow on unfavourable terms to meet its financial commitments. Limits on long-term investments are set by reference to the Council’s medium-term financial strategy and cash flow forecast.

**6. Treasury Management Indicators**

6.1. The Council measures and manages its exposures to treasury management risks using the following indicators.

6.2. Interest rate exposures

6.2.1. This indicator is set to control the Council’s exposure to interest rate risk. The one-year revenue impact of a 1% rise or fall in interest rates will be:

<b>Interest rate risk indicator</b>	<b>Limit</b>
One-year revenue impact of a 1% <u>rise</u> in interest rates	£365,000
One-year revenue impact of a 1% <u>fall</u> in interest rates	£365,000

6.2.2. The impact of a change in interest rates is calculated on the assumption that maturing loans and investments will be replaced at current rates.

6.3. Maturity structure of all borrowing

6.3.1. This indicator is set to control the Council's exposure to refinancing risk. The upper and lower limits on the maturity structure of borrowing will be:

<b>Refinancing rate risk indicator</b>	<b>Upper limit</b>	<b>Lower limit</b>
Under 12 months	10%	0%
12 months and within 24 months	30%	0%
24 months and within 5 years	50%	0%
5 years and within 10 years	75%	0%
10 years and within 20 years	100%	0%
20 years and above	100%	0%

6.3.2. As the Council currently has a very small loans portfolio (currently £5.49m) but may borrow up to a total of £75m over the coming years, the limits in the table above will permit loans to be borrowed in the appropriate maturity band.

6.3.3. Time periods start on the first day of each financial year. The maturity date of borrowing is the earliest date on which the lender can demand repayment.

6.4. Principal sums invested for periods longer than a year

6.4.1. The purpose of this indicator is to control the Council's exposure to the risk of incurring losses by seeking early repayment of its investments. The limits on the long-term principal sum invested to final maturities beyond the period end will be:

<b>Price risk indicator</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
Limit on principal invested beyond year end*	£3.5m	£3.5m	£3.5m
Limit on principal invested in bank and building societies beyond one year	£12m	£12m	£12m

\*Monies already invested in the CCLA Property Fund (£0.5m) and the CCLA Diversified Income Fund (£1m) plus further investments of £2m.



## **7. Related Matters**

7.1. The CIPFA Code requires the Council to include the following in its treasury management strategy.

### **7.2. Financial Derivatives**

7.2.1. Local authorities have previously made use of financial derivatives embedded into loans and investments both to reduce interest rate risk (e.g. interest rate collars and forward deals) and to reduce costs or increase income at the expense of greater risk (e.g. LOBO loans and callable deposits). The general power of competence in Section 1 of the *Localism Act 2011* removes much of the uncertainty over local authorities' use of standalone financial derivatives (i.e. those that are not embedded into a loan or investment).

7.2.2. The Council will only use standalone financial derivatives (such as swaps, forwards, futures and options) where they can be clearly demonstrated to reduce the overall level of the financial risks that the Council is exposed to. Additional risks presented, such as credit exposure to derivative counterparties, will be taken into account when determining the overall level of risk. Embedded derivatives, including those present in pooled funds and forward starting transactions, will not be subject to this policy, although the risks they present will be managed in line with the overall treasury risk management strategy.

7.2.3. Financial derivative transactions may be arranged with any organisation that meets the approved investment criteria. The current value of any amount due from a derivative counterparty will count against the counterparty credit limit and the relevant foreign country limit.

### **7.3. Markets in Financial Instruments Directive**

7.3.1. The Council has opted up to professional client status with its providers of financial services, including advisers, banks, brokers and fund managers, allowing it access to a greater range of services but without the greater regulatory protections afforded to individuals and small companies. Given the size and range of the Council's treasury management activities, the Strategic Finance Lead (S151 Officer) believes this to be the most appropriate status.

## **8. Financial Implications**

- 8.1. The budget for investment income in 2019/20 is £183,000 based on an average investment portfolio of £30 million at an interest rate of 0.6%.
- 8.2. The budget for debt interest paid in 2019/20 is £647,000 based on an average debt portfolio of £22.9 million at an average interest rate of 2.8%.
- 8.3. If actual levels of investments and borrowing, or actual interest rates, differ from those forecast, performance against budget will be correspondingly different.

## **9. Other Options Considered**

- 9.1. The CIPFA Code does not prescribe any particular treasury management strategy for local authorities to adopt. The Strategic Finance Lead (S151 Officer), having consulted the Executive Member for Finance, believes that the above strategy represents an appropriate balance between risk management and cost effectiveness. Some alternative strategies, with their financial and risk management implications, are listed below.

<b>Alternative</b>	<b>Impact on income and expenditure</b>	<b>Impact on risk management</b>
Invest in a narrower range of counterparties and/or for shorter times	Interest income will be lower	Lower chance of losses from credit related defaults, but any such losses may be greater
Invest in a wider range of counterparties and/or for longer times	Interest income will be higher	Increased risk of losses from credit related defaults, but any such losses may be smaller
Borrow additional sums at long-term fixed interest rates	Debt interest costs will rise; this is unlikely to be offset by higher investment income	Higher investment balance leading to a higher impact in the event of a default; however long-term interest costs may be more certain
Borrow short-term or variable loans instead of long-term fixed rates	Debt interest costs will initially be lower	Increases in debt interest costs will be broadly offset by rising investment income in the medium term, but long-term costs may be less certain
Reduce level of borrowing	Saving on debt interest is likely to exceed lost investment income	Reduced investment balance leading to a lower impact in the event of a default; however long-term interest costs may be less certain

## **Appendix 1 – Economic & Interest Rate Forecast**

(Please note that this is Arlingclose's interest rate forecast)

### **Underlying assumptions:**

- The uncertain political situation surrounding Brexit has produced the prospect of divergent paths for UK monetary policy.
- Recent political manoeuvrings appear aimed at avoiding the worst-case Brexit scenarios, which may suggest reduced downside risks to the economic outlook and the interest rate forecast, although it is too soon to reflect this in the Arlingclose forecast.
- The MPC bias towards tighter monetary policy remains, but appears to have eased a little on the back of slower global and UK growth/inflation expectations. Policymakers are unlikely to raise Bank Rate unless there is a withdrawal arrangement and the prospect of a transitional period.
- Both our projected outlook and the increase in the magnitude of political and economic risks facing the UK economy means we maintain the significant downside risks to our forecasts, despite the potential for stronger growth following an extension to Article 50 or a withdrawal agreement as business investment/general confidence recovers. The potential for severe economic outcomes in the short term is uncomfortably higher than it should be. We expect the Bank of England to hold at or reduce interest rates from current levels if Brexit risks materialise.
- The UK economic environment appears relatively soft, despite seemingly strong labour market data. Uncertainty surrounding Brexit and global growth is damaging consumer and business sentiment. GDP growth slowed markedly in Q4 2018 and has not recovered in Q1 2019. Our view is that the UK economy faces a challenging outlook as the country exits the European Union and Eurozone/global economic growth softens, notwithstanding a possible short term bounce in activity should a Brexit deal be agreed.
- Cost pressures have eased due to a fall in oil prices. The apparent tight labour market risks longer term domestically-driven inflationary pressure whatever the external inflation effects. Wage growth has picked up in recent months.
- Global economic growth has eased and the economic/political outlook has prompted central banks to reduce expectations for on-going monetary tightening. Central bank actions and geopolitical risks will continue to produce significant volatility in financial markets, including bond markets.

## Forecast:

- The MPC has maintained expectations of a slow rise in interest rates over the forecast horizon. Our central case incorporates the likelihood of the MPC raising rates in the last quarter of 2019 after an extended period of uncertainty or a delay to Brexit.
- The forecast range encompasses the interest rate responses for various Brexit outcomes, from an immediate no-deal Brexit to remaining in the EU.
- Gilt yields have remained at low levels. We expect some upward movement from current levels based on a Brexit transitional period. However, our projected weak economic outlook and volatility arising from both economic and political events will continue to offer borrowing opportunities.

	Mar-19	Jun-19	Sep-19	Dec-19	Mar-20	Jun-20	Sep-20	Dec-20	Mar-21	Jun-21	Sep-21	Dec-21	Mar-22	Average
<b>Official Bank Rate</b>														
Upside risk	0.00	0.25	0.25	0.25	0.25	0.25	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.37
Arlingclose Central	0.75	0.75	0.75	1.00	1.00	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.10
Downside risk	0.50	0.50	0.50	0.75	0.75	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	0.85
<b>3-mth money market</b>														
Upside risk	0.10	0.25	0.25	0.25	0.25	0.25	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.37
Arlingclose Central	0.90	0.90	0.95	1.20	1.25	1.35	1.40	1.40	1.40	1.40	1.40	1.40	1.40	1.26
Downside risk	0.50	0.55	0.60	0.85	0.90	0.95	1.00	1.00	1.00	1.00	1.00	1.00	1.00	0.87
<b>1-yr money market</b>														
Upside risk	0.10	0.30	0.35	0.35	0.35	0.35	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.41
Arlingclose Central	1.20	1.20	1.25	1.50	1.60	1.75	1.75	1.70	1.70	1.70	1.70	1.70	1.70	1.57
Downside risk	0.50	0.60	0.60	0.80	0.90	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	0.88
<b>5-yr gilt yield</b>														
Upside risk	0.30	0.30	0.35	0.35	0.40	0.40	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.43
Arlingclose Central	0.95	0.95	1.00	1.25	1.30	1.45	1.45	1.40	1.40	1.40	1.40	1.40	1.40	1.29
Downside risk	0.45	0.45	0.50	0.75	0.80	0.95	0.95	0.90	0.90	0.90	0.90	0.90	0.90	0.79
<b>10-yr gilt yield</b>														
Upside risk	0.30	0.30	0.35	0.35	0.40	0.40	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.43
Arlingclose Central	1.30	1.35	1.40	1.65	1.75	1.90	1.85	1.85	1.85	1.85	1.85	1.85	1.85	1.72
Downside risk	0.60	0.65	0.70	0.95	1.00	1.10	1.00	1.00	1.00	1.00	1.00	1.00	1.00	0.92
<b>20-yr gilt yield</b>														
Upside risk	0.30	0.30	0.35	0.35	0.40	0.40	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.43
Arlingclose Central	1.70	1.75	1.80	2.00	2.05	2.20	2.20	2.20	2.20	2.20	2.20	2.20	2.20	2.07
Downside risk	0.60	0.65	0.70	0.95	1.00	1.10	1.00	1.00	1.00	1.00	1.00	1.00	1.00	0.92
<b>50-yr gilt yield</b>														
Upside risk	0.30	0.30	0.35	0.35	0.40	0.40	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.43
Arlingclose Central	1.65	1.70	1.75	1.95	2.00	2.15	2.15	2.15	2.15	2.15	2.15	2.15	2.15	2.02
Downside risk	0.60	0.65	0.70	0.95	1.00	1.10	1.00	1.00	1.00	1.00	1.00	1.00	1.00	0.92

**PWLB Certainty Rate (Maturity Loans) = Gilt yield + 0.80%**

**PWLB Infrastructure Rate (Maturity Loans) = Gilt yield + 0.60%**

## Appendix 2 – Existing Investment and Debt Portfolio Position

	<b>28<sup>th</sup> February 2019 Actual Portfolio £'000</b>	<b>28<sup>th</sup> February 2019 Average Rate %</b>
<b>External borrowing:</b>		
Public Works Loan Board	5,490	2.4
Local authorities	-	-
Other loans	-	-
<b>Total external borrowing</b>	<b>5,490</b>	<b>2.4</b>
<b>Other long-term liabilities:</b>		
Private Finance Initiative	-	-
Finance Leases	-	-
<b>Total other long-term liabilities</b>		
<b>Total gross external debt</b>	<b>5,490</b>	<b>-</b>
<b>Treasury investments:</b>		
Banks and building societies (unsecured)	18,000	0.73
Government (incl. local authorities)	-	-
Money Market Funds	15,800	0.60
Other pooled funds (CCLA)		
Property Fund	500	4.22
Diversified Income Fund	1,000	3.26
<b>Total treasury investments</b>	<b>35,300</b>	<b>-</b>
<b>Net debt</b>	<b>(29,810)</b>	<b>-</b>

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# Agenda Item 6

Report to: **Special Council**

Date: **21 March 2019**

Title: **Devon Audit Partnership – Non-Voting Partner**

Portfolio Area: **Finance – Cllr S Wright**

Wards Affected: **ALL**

Urgent Decision: **N** Approval and clearance obtained: **Y**

Author: **Lisa Buckle** Role: **Strategic Finance Lead (S151 Officer)**

Contact: **Email [lisa.buckle@swdevon.gov.uk](mailto:lisa.buckle@swdevon.gov.uk)  
01803 861413**

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## **Recommendations:**

### **That Council be RECOMMENDED to:**

- 1) join the Devon Audit Partnership as a Non-voting partner from 1<sup>st</sup> April 2019 (or as soon as is reasonably practicable thereafter); and**
- 2) delegate the details of the Service Level Agreement (including terms of reference) to the Monitoring Officer and S151 Officer, in consultation with the Executive Member for Finance and the Chairman of the Audit Committee.**

## **1. Executive summary**

- 1.1 The purpose of this report is to inform Members of the opportunity to join the Devon Audit Partnership from the new financial year, 2019/20, as a 'non-voting' partner.

1.2 A version of this report is also on the agenda for the Audit Committee meeting on the morning of 21 March 2019 and the views arising from this meeting will be summarised to this Council meeting.

## **2. Background**

2.1 In 2014, South Hams District Council and West Devon Borough Council jointly procured the provision of management of the internal audit service. This followed the Councils' Joint Transformation Programme. The successful bidder was Devon Audit Partnership.

2.2 The Councils' currently procure 60 days of internal audit management time through the Devon Audit Partnership annually. A summary of the work undertaken is set out in Appendix A.

2.3 The Devon Audit Partnership currently provides internal audit services to the following Devon Councils:-

- Devon County Council
- Plymouth City Council
- Torbay Council
- Torridge District Council
- Mid Devon District Council

## **3. Outcomes/Outputs**

3.1 The benefits of becoming a non-voting partner on the Devon Audit Partnership (DAP) are that it would provide:-

- A seat at the Management Board of DAP (which consists of the s151 Officers of the Councils in the Partnership)
- A seat at the Partnership Committee of DAP (two Councillors would be invited from each Council, one is needed to be quorate – It is envisaged that this would be the Chairman and Deputy Chairman of the Audit Committee)

3.2 The 'non-voting' part means that the Council would not be able to vote on:

- The Partnership (DAP) budget
- The Partnership (DAP) Accounts
- Admitting new Partners to DAP

## **4. Options available and Consideration of Risk**

4.1 There is an option to become a full partner, however the Councils' two internal audit staff would need to be TUPE transferred into the



Partnership and be available to the Partnership to utilise on any of the audits of the Councils within the Devon Audit Partnership.

- 4.2 Being a full partner would also cost the Councils more money for the provision of internal audit services (as a day rate would need to be paid for staff within DAP and the day rate currently exceeds the salaries of having staff in-house). The Senior Leadership Team recommend that the Council retains this service in-house (therefore doesn't become a full partner of DAP), with only the management of the service being outsourced to the Devon Audit Partnership.

## 5. **Proposed Way Forward**

- 5.1 It is recommended to Council to join the Devon Audit Partnership as a Non-voting partner from 1<sup>st</sup> April 2019 (or as soon as is reasonably practicable).
- 5.2 Devon Audit Partnership bring a number of benefits to customers. DAP provide a local service with senior management support available on site and also access to a wider resource pool and specialist skills.
- 5.3 Devon Audit Partnership can provide greater resilience and a more effective service through:-
- Economies of scale
  - Flexibility of resources
  - Specialism and experience in local government
  - Experience and expertise in delivering 'value added' work
  - Professional standards
  - Local presence
  - The opportunity to share operational knowledge and best practice
  - Access to a larger pool of specialist knowledge
  - Opportunity for partnering
  - Competitive cost per audit day

## 6. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance	Y	If the recommendation is approved, a legal agreement (the Service Level Agreement) will be prepared to reflect the 'non-voting partner' status.
Financial	Y	There will be no change in the annual amount paid to the Devon Audit Partnership as a result of becoming a 'non-voting partner'.
Risk	Y	There are no new risks that have been identified as a result of the Council joining the Partnership as a non-voting partner. The legal agreements will set out the service level agreement.
Comprehensive Impact Assessment Implications		
Equality and Diversity	N	N/a
Safeguarding	N	N/a
Community Safety, Crime and Disorder	N	N/a
Health, Safety and Wellbeing	N	N/a
Other implications	N	none

### Background Papers

None

**The below is a summary of the services provided by Devon Audit Partnership**

The purpose of the Service is to provide "internal audit management" for the internal audit function at the Councils. This will include the following:-

- Acting as line manager for the two Specialist staff currently employed by SHDC and WDBC
- Liaise with the Strategic Finance Lead and S151 Officer over risk, control and governance issues.
- Audit Planning
  - Create a risk based 3/5 year plan
  - Update this plan regularly and translate it into an annual plan, considering emerging audit risks and impact on the annual audit plan;
  - Prepare the Internal Audit Charter in line with Public Sector Internal Audit Standards (as set out by the Chartered Institute of Public Finance and Accounting) (PSIAS) and present to the Audit Committee
  - Prepare an Internal Audit Strategy (in accordance with the PSIAS), setting out how the Audit Plan will be delivered;
- Audit Engagements
  - Match the appropriate Specialist auditor to individual audit engagements based on skills, and steer the scope of each audit.
  - Review the work of both Specialists to ensure professional standards (PSIAS) are upheld and the consistency of reports to clients and working papers (electronic or paper).

- Report progress to S.151 Officer/ Monitoring Officer;
  - Liaise over key issues and the risk, control and corporate governance with the S.151 and Monitoring Officers;
  - Liaise with external audit colleagues, and ensure a smooth and effective interaction between their work and the work of external audit.
  
- Audit Committee
  - Attend the Councils' Audit Committees (estimated at 5 meetings per year) for the following:
  - Approval of the Audit Plans, Charter and Strategy, including any amendments for emerging risks;
  - Progress against the plan (3 quarters) and Opinion summary of key issues from audit engagements;
  - Annual audit report and opinion on the effectiveness of internal control;
  - Annual review of the effectiveness of the system of internal audit;
  
- To oversee production of the:
  - Annual report to Committee on counter fraud arrangements;
  - Annual letter for Audit Committee Chairman /S.151 Officer to the external auditor;
  - Review of the Systems of Internal Control and produce the Annual Governance Statement;
  
- Equipment and Audit Management System
  - Provide suitable and effective audit management software (e.g. Mki) for use by the Specialists

Report to: **Special Council**  
Date: **21 March 2019**  
Title: **Audit Committee Size and Composition**  
Portfolio Area: **Support Services**  
Wards Affected: **All**

Urgent Decision: **N** Approval and clearance obtained: **N/A**

Date next steps can be taken: **Any decisions will take effect from the Annual Council meeting on 16 May 2019**

Author: **Darryl White** Role: **Senior Specialist – Democratic Services**

Contact: [darryl.white@swdevon.gov.uk](mailto:darryl.white@swdevon.gov.uk)

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## **RECOMMENDATION**

**That, with effect from the start of the 2019/20 Municipal Year:**

- 1. the Size of the Council’s Audit Committee be increased from 5 to 7 Members, with the Committee Quorum being increased from 3 to 4 Members; and**
- 2. the current practice be retained whereby there is no provision for Co-Opted Members to be appointed to serve on the Council’s Audit Committee.**

### **1. Executive summary**

1.1 During its most recent review into the Council Constitution on 31 January 2019 (Minute A.43/18 refers), the Audit Committee requested that the following governance related matters be reviewed in time for the 2019/20 Municipal Year:

- Whether or not the Size of the Audit Committee should be increased to provide greater resilience; and
- Whether or not there was any appetite to appoint Independent Co-Opted Member(s) to serve on the Audit Committee.

- 1.2 The Council has an established Political Structures Working Group that is responsible for making recommendations to the Council on the decision-making processes and governance arrangements of the Council;
- 1.3 In the absence of a scheduled Working Group meeting before May 2019, the views of the Working Group Members (Cllrs Baldry, Green, Hitchins, Holway, Pennington, Saltern, Tucker and Wright) were sought via email on these two issues.

## **2. Background**

### **Size of the Audit Committee**

- 2.1 There have been occasions during the 2018/19 Municipal Year when the Audit Committee has struggled to obtain a Quorum (the current Committee Size is 5, with the Quorum being 3);
- 2.2 Of the 8 Working Group Members, 7 Members responded and all were in favour of providing greater resilience to the Audit Committee by increasing its Size to 7, with the Quorum then consequently being increased to 4 Members;
- 2.3 In addition, the Audit Committee Chairman has been consulted and she has also confirmed her support for this proposal;
- 2.4 It is therefore recommended that, to come into effect for the 2019/20 Municipal Year, the Audit Committee be increased to 7 Members, with the Quorum being 4;

### **Co-Opted Members on the Audit Committee**

- 2.5 In light of the ability for local authorities to appoint independent co-opted Members to serve on their Audit Committee, the Working Group Members were asked to consider whether the Council should follow this course of action;
- 2.6 Of the 7 Working Group Members who responded, the following feedback was received:
- 4 Members did not support the appointment of co-opted Members on to the Audit Committee;
  - 2 Members did not take a fixed position (1 Member felt that it would depend upon the skill set of the Committee Members and the other would wait to hear the views of the Committee Members before they reached a view). However, one of these Members did recognise that, in some circumstances, there could be benefits in one Co-Opted Member being appointed to serve on the Committee in an advisory (i.e. non-voting) capacity; and
  - 1 Member did not provide a response to this matter.

2.7 Whilst the recommendation of the majority of the Working Group Members is therefore to retain the current practice whereby there is no provision for Co-Opted Members to be appointed to serve on the Council's Audit Committee, the Chairman of the Committee does have a contrary view and has expressed the following:

*'I am a firm believer that one Independent Co-Opted Member would be an asset to the Audit Committee. Plymouth City Council has two Independent Members on their Audit and Governance Committee and it is considered Good Practice to do so (as per the CIPFA advice to Audit Committees etc.). All Members should be relevant experience / suitability screened for the Audit Committee in a similar way to the Salcombe Harbour Board.'*

### 3. Options available and consideration of risk

3.1 The Council regularly reviews its governance and decision-making arrangements to ensure that they remain fit for purpose. In making any recommendations to amend these arrangements, the Council is asked to take account of the views of its Political Structures Working Group.

### 4. Proposed Way Forward

4.1 In line with the majority views of the Members of the Political Structures Working Group, the Council is asked to approve:

- an increase in the Size of the Audit Committee from 5 to 7 Members, with the Committee Quorum being increased from 3 to 4 Members; and
- the retention of the current practice whereby there is no provision for Co-Opted Members to be appointed to serve on the Council's Audit Committee.

### 5. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance	Y	The Local Government Act 2000 requires the Council to have (and to maintain) a Constitution. Any revisions to the Council's Governance arrangements will require an amendment to the Council's Constitution. Only the Council can approve and adopt the Council's Constitution.
Financial	N	There are no direct financial implications arising from this report.
Risk	Y	There is a risk arising from a failure to increase the Size of the Audit Committee and the enhanced

		potential for meetings to be declared inquorate.
<b>Comprehensive Impact Assessment Implications</b>		
Equality and Diversity		None arising from this report
Safeguarding		n/a
Community Safety, Crime and Disorder		n/a
Health, Safety and Wellbeing		n/a
Other implications		n/a

### **Supporting Information**

#### **Appendices:**

None

#### **Background Documents:**

The Council Constitution;

The Audit Committee agenda and minutes – 31 January 2019 meeting; and

CIPFA Guidance on Audit Committees.



Report to: **Special Council**  
Date: **21 March 2019**  
Title: **Pay Policy Statement and Pay and Reward Strategy 2019/20**  
Portfolio Area: **Support Services**

Wards Affected: **All**

Relevant Scrutiny Committee: **Overview and Scrutiny Panel**

Urgent Decision: **Y** Approval and clearance obtained: **Y**

Date next steps can be taken: Immediately following this meeting.  
(e.g. referral on of recommendation or implementation of substantive decision)

Author: **Michelle Hodgkiss** Role: **Interim Head of Human Resources Practice**

Contact: **01803 861397: Michelle.hodgkiss@swdevon.gov.uk**

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## **Recommendations:**

- 1. That the Council RESOLVES to adopt the attached Pay Policy Statement for 2019/20**
- 2. That the Council RESOLVES to adopt the attached Pay and Reward Strategy 2019/20**

### **1. Executive summary**

- 1.1. The report proposes that the Council adopts the Pay Policy Statement (attached at Appendix A) and the Pay and Reward Strategy (attached at Appendix B).
- 1.2. The Council is required under the Localism Act 2011 to agree and publish a Pay Policy Statement each year.
- 1.3. The Pay Policy Statement sets out the authority's policies for the financial year relating to the remuneration of its chief officers, the remuneration of its median and lowest-paid employees and the

relationship between the salary of the Head of Paid Service and the salaries of the median and lowest paid employees.

1.4. Under the provisions of the Pay Policy Statement, full Council approval is required to review the salaries of a Chief Officer.

1.5. The Pay and Reward Strategy sets out the authority's overall approach to the pay and reward of its staff.

## **2. Background**

2.1. Section 38 of the Localism Act 2011 requires local authorities in England and Wales to produce and publish a statutory pay policy statement for 2012/2013 and each financial year thereafter. Once approved, the policy will be published on the Council's website.

2.2. The pay policy statement must be approved by a resolution of the Council before it comes into force and each subsequent statement must be prepared and approved before the end of the 31 March immediately preceding the financial year to which it relates.

2.3. The Political Structures Working Group recommended that Council received an annual report setting out the Council's Pay and Reward Strategy in conjunction with the annual Pay Policy Statement.

## **3. Outcomes/outputs**

### **3.1. Pay Policy Statement**

3.2. The Hutton Report identified that the most appropriate way of measuring pay dispersion within an organisation is the multiple of Head of Paid Service to median earnings. Tracking this multiple will ensure that the Council is accountable for the relationship between the pay of its executives and the wider workforce. Through the pay policy statement, the Council can track this multiple on an annual basis.

3.3. If the relationship between the salary of the Head of Paid Service and the lowest paid employee exceeds a factor of 10, the Leader is required by the Localism Act to bring a report to Full Council for consideration.

3.4. With effect from 21 February 2019, the Executive Director and Head of Paid Service was appointed Chief Executive. The interim salary is £110,840 including a special additional responsibility allowance following the resignation of the Executive Director for Strategy and Commissioning. The interim salary arrangements are effective from 18 February 2018 until a further report is brought before Council within 6 months of the election of a new Council in May 2019.

3.5. The annual median salary of all employees is £21,693.

3.6. The annual salary of the lowest paid employee is £17,391.

3.7. The relationship between the remuneration of the Head of Paid Service and the median salary of all employees is 5.11.

3.8. The relationship between the remuneration of the Head of Paid Service and the salary of the lowest paid employee is 6.37.

**3.9. Pay and Reward Strategy**

3.10. The Pay and Reward Strategy sets out the Council’s approach to the pay and reward of its employees and sets out details of the overall reward philosophy, pay design and structure, applicable rates of pay and other financial and non-financial benefits available to staff.

**4. Options available and consideration of risk**

4.1. The Council has a legal requirement under the Localism Act 2011 to publish a Senior Pay Policy each year.

**5. Proposed Way Forward**

5.1. Council is asked to adopt the Pay Policy Statement at Appendix A and publish it on its website to meet its statutory requirements.

5.2. Council is asked to adopt the Pay and Reward Strategy at Appendix B.

**6. Implications**

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance	Yes	<p>The Localism Act 2011 requires the Council to adopt and publish a Pay Policy Statement.</p> <p>The Pay Policy Statement requires the Leader to make a recommendation to Full Council to change the salary payable to a Chief Officer.</p>
Financial	Y	<p>The joint interim savings following the resignation of the Executive Director for Strategy and Commissioning, taking into account the cost of the special responsibility allowance for the remaining Executive Director, Group Manager for Customer First, Group Manager for Business Development and S151 is £67,373pa (£33,686pa for each Council). In setting the revenue budget for 2019/20, each Council has included this saving of £34,000 (a total of £68,000 across both Councils) within the 2019/20 Revenue Base Budget, which has been built in as a recurring annual saving.</p>

Risk	N	There are no risks associated with the report, Pay Policy Statement or the Pay and Reward Strategy.
<b>Comprehensive Impact Assessment Implications</b>		
Equality and Diversity	N	There are no Equality or Diversity implications associated with the report, Pay Policy Statement or the Pay and Reward Strategy.
Safeguarding	N	There are no Safeguarding implications associated with the report, Pay Policy Statement or the Pay and Reward Strategy.
Community Safety, Crime and Disorder	N	There is no positive or negative impact on crime and disorder reduction associated with the report, Pay Policy Statement or the Pay and Reward Strategy.
Health, Safety and Wellbeing	N	There are no Health, Safety and Wellbeing implications associated with the report, Pay Policy Statement or the Pay and Reward Strategy.
Other implications	N	There are no other implications associated with the report, Pay Policy Statement or the Pay and Reward Strategy.

### **Supporting Information**

#### **Appendices:**

A: Pay Policy Statement 2019/20

B: Pay and Reward Strategy 2019/20

#### **Background Papers:**

The Localism Act 2011

Code of Recommended Practice for Local Authorities on Data Transparency (published by the Secretary of State on 29 September 2011)

Hutton Report (published in March 2011)

## PAY POLICY STATEMENT 2019/20

### Purpose and scope of the Policy

1. Section 38 of the Localism Act 2011 (the Act) requires local authorities in England and Wales to produce a statutory pay policy statement for 2012/2013 and each financial year thereafter.
2. The pay policy statement must be approved by a resolution of the Council before it comes into force and each subsequent statement must be prepared and approved before the end of the preceding financial year to which it relates.
3. The Council may by resolution amend this pay policy statement at any time during the year, subject to the amended statement being published as soon as is reasonably practicable.
4. The Act requires local authorities to have regard to the guidance issued by the Secretary of State. The guidance draws upon the Code of Recommended Practice for Local Authorities on Data Transparency published by the Secretary of State on 29 September 2011, the commitment in the Coalition Agreement to strengthen councillors' powers to vote on large salary packages for council officers and the recommendations made by the Hutton Report published in March 2011 for promoting fairness in the public sector by tackling disparities between the lowest and highest paid in public sector organisations.
5. The pay policy statement brings together these strands of increasing accountability, transparency and fairness in the setting of chief officer pay.
6. The pay policy must set out the authority's policies for the financial year relating to—
  - 6.1. the remuneration of its chief officers,
  - 6.2. the remuneration of its lowest-paid employees, and
  - 6.3. the relationship between—
    - 6.3.1. (i) the remuneration of its chief officers, and
    - 6.3.2. (ii) the remuneration of its employees who are not chief officers.

7. For the purposes of this pay policy, and in accordance with section 43 (2) of the Act, the following officers are considered to be relevant chief officers and deputy chief officers within scope of the Councils' statutory obligation:
  - Chief Executive
  - Group Managers
  - Section 151 Officer
  - Monitoring Officer
8. The above officers are collectively known as Chief Officers for the purpose of this pay policy statement.
9. In addition, the pay policy sets out the council's overall pay strategy that is applicable to all employees.

### **Shared Services**

10. For the purposes of this pay policy statement, it should be noted that all of the identified chief officers operate under a shared service agreement with West Devon Borough Council and their salary costs are shared on an agreed basis. For the purpose of this pay policy statement, all shared chief officers are shown, notwithstanding the identity of their employing authority.

### **Current Senior Leadership Arrangements**

11. With effect from 1 January 2014, South Hams District Council and West Devon Borough Council agreed to adopt interim arrangements for an Executive Director model following the retirement of the Shared Chief Executive on 31 March 2014.
12. The permanent new senior management structure was approved by Full Council as part of the Councils' Transformation Programme and consisted of 2 Executive Directors and 4 Group Managers.
13. Since 31 January 2016, the role of Customer First Group Manager has been vacant and duties allocated to the Group Managers for Support Services and Commercial Services.
14. Following the resignation of the Executive Director for Strategy and Commissioning and Head of Paid Service with effect from 18<sup>th</sup> February 2018, further interim arrangements were approved by Council until the election of a new administration in May 2019. The Council resolved to jointly set aside £53,000pa with West Devon Borough Council (£26,500 per Council) of the interim savings to finance interim senior management arrangements.
15. Following a review of the interim arrangements by the Review Panel, and building on the recommendations of the Local Government Association Peer Review, Council appointed the Executive Director for Service Delivery as the Chief Executive with effect from 21 February 2019. The post of Executive Director for Strategy and Commissioning will remain vacant.

16. The Chief Executive will implement a new senior leadership structure no later than 6 months after the election of a new Council in May 2019.
17. Under the interim arrangements, the Chief Executive will continue to receive a special responsibility allowance of £13,200 per annum, including the £3000 per annum allowance payable to the Head of Paid Service in addition to the approved salary for the Executive Director for Service Delivery.
18. The Group Manager for Customer First and Support Services will take on interim additional responsibilities and act as an interim deputy to the Chief Executive and will receive a special responsibility allowance of £8160pa until the interim arrangements end within 6 months of the election of a new Council in May 2019. This allowance also includes recognition of the additional duties as the Council's Senior Information Risk Officer.
19. The Group Manager for Business Development will take on interim additional responsibilities, including becoming the Council's Data Protection Officer, and will continue to receive a special responsibility allowance of £2040pa until the interim arrangements end within 6 months of the election of a new Council in May 2019.
20. The S151 Officer will take on interim additional responsibilities and become Group Manager for Strategic Finance and S151 Officer and will receive a special responsibility allowance of £8,643pa until the interim arrangements end within 6 months of the election of a new Council in May 2019.
21. The role of Executive Director for Strategy and Commissioning will remain vacant during the interim period.
22. The substantive salaries of the Senior Leadership Team were agreed by the Council on the recommendation of the Leader after taking advice on comparable salary levels in other organisations.
23. The salary of the Monitoring Officer includes an additional responsibility allowance, set at 17.5% of their substantive salary, in recognition of carrying out the duties of the Monitoring Officer.
24. The final salaries of the senior leadership team will be agreed by Council within 6 months of the election of a new Council in May 2019 and will take into consideration recommendations made by an independent body.

### **Remuneration for Chief Officers**

25. The council has chosen to introduce local arrangements for the Senior Leadership Team pay because it believes that this delivers a better outcome in terms of managing performance and flexibility.
26. The Leader of the Council may recommend to Full Council changes to the remuneration package following a review and after taking independent pay advice from South West Councils or a similar body. Any changes to the remuneration packages will be subject to Full Council approval.

27. Salary increases in relation to cost of living will be made in line with the relevant recommendation of the National Joint Council for Local Government Services (the NJC), the Joint Negotiating Committee for Chief Executives (the JNC) or other relevant national negotiating body for each chief officer.
28. The salary for the relevant chief officers will be 'spot' salaries, that is to say all officers will be paid in accordance with a fixed salary within an agreed range upon appointment and there will be no further incremental progression as a result of seniority, experience or performance.
29. Where possible, salary levels will be consistent with similar organisations, although the Council will retain the right to have due regard to market forces that may affect its ability to recruit and retain high quality officers, whilst balancing this against the need to ensure value for money for residents.
30. The 'spot salaries', including the special responsibility allowances paid to the Head of Paid Service, Group Manager and the Monitoring Officer, are the only remuneration for work carried out. At present, there are no additional payments made to chief officers relating to performance or any other matters and no bonus is payable.
31. Additional payments are made by Central Government to officers carrying out additional duties at elections. The determination of the allowance is made by the Government and these payments are not within the scope of this policy. There are no payments made by the Council for election duties.
32. In accordance with the provisions of the Council's Travel and Subsistence Policy, that applies equally to all employees, the relevant chief officers may attract an essential car user lump sum allowance and be reimbursed with business expenses subject to the submission of a claim with receipts. For 2018/19, all of the Chief Officers are designated as casual car users and will not receive an essential car user lump sum allowance.
33. From 1 April 2013, all business mileage will be reimbursed in accordance with the approved HMRC rates, currently 45p per mile. This replaces the previous policy under which business mileage was reimbursed at the higher rate agreed by the NJC, currently 50.5p per mile for essential users and 65p per mile for casual users.

### **Severance payments**

34. Any termination payments payable to the relevant chief officers will be in accordance with the Council's Redundancy and Interests of Efficiency Policy. All such payments are equally applicable to all employees and no additional payments will be made without the express approval of the Full Council. All severance payments are subject to the provisions of the Local Government (Early Termination of Employment) (Discretionary Compensation) (England and Wales) Regulations 2006, as amended.



## **Relationship with the remuneration of other employees of the Council**

35. The Hutton Report identified that the most appropriate way of measuring pay dispersion within an organisation is the multiple of highest earnings to median earnings. Tracking this multiple will ensure that the Council is accountable for the relationship between the pay of its executives and the wider workforce. Through this pay policy statement, the Council will track this multiple on an annual basis and will publish the following information on its website each year (see Appendix A):
- The level and elements of remuneration to each relevant chief officer
  - The remuneration of the lowest paid employees
  - The relationship between the remuneration of the Head of Paid Service and the median earnings of all employees
  - Other specific aspects of relevant chief officer remuneration
36. Each year the published data will be reviewed by the Leader of the Council and if the multiplier between the highest and the lowest paid employee within the Council exceeds a factor of 10, the Leader shall present a report to the Full Council for consideration.
37. For the purposes of this pay policy statement, the 'lowest paid employees' are identified as those employees carrying out a substantive role within the Council's established workforce with the lowest annual full-time equivalent salary.
38. The 'median earnings' have been identified by listing all salaries paid to employees in ascending order and finding the salary paid to the employee ranked in the middle of the list.

## **The Council's overall pay strategy**

39. In determining the pay and remuneration of its employees, the council will comply with all relevant employment legislation. This includes the Equality Act 2010, the Part Time Employment (Prevention of Less Favourable Treatment) Regulations 2000, the Agency Worker Regulations 2010, the Fixed Term Employees (Prevention of Less Favourable Treatment) Regulations 2002 and, where relevant, the Transfer of Undertakings (Protection of Earnings) Regulations. With regard to the Equal Pay requirements contained in the Equality Act, the council ensures that all pay arrangements are fair and transparent through the use of Job Assessment methods.
40. The council takes the following approach to assessing individual and overall pay levels:
- Defining the role – a job description is produced that describes the activities, responsibilities and accountabilities which relate to each job within the council. This helps to ensure that the role and its requirements are fully understood by the individual and the manager and enables the council to assess the performance of its staff and so improve efficiency and effectiveness.

- Determining the job size – the council has developed its own job assessment technique that enables the direct comparison of jobs across the council in a fair, transparent and consistent way.
41. The council's pay structure is based on the pay spine agreed by the NJC. Employees receive 'cost of living' increases in pay in line with NJC Agreements. The headline cost of living increase awarded in April 2018 was 2% on all spinal column points above 28, with progressively larger increases on descending spinal column points. There is a further headline pay increase of 2% from 1 April 2019 on spinal column points above 28 and the corresponding greater increases on points below 28.
  42. The terms and conditions of employment for Executive Directors are in accordance with the Joint Negotiating Committee (JNC) for Chief Executives of Local Authorities. There was a 2% increase payable from April 2018 and a further 2% increase payable from April 2019..
  43. Using the nationally agreed NJC pay spine, the council determines locally the appropriate grading structure, taking into account the need to ensure value for money in respect of the use of public finances balanced against the need to recruit, retain and motivate employees who are able to provide high quality and efficient services to the community.
  44. To encourage employees to develop in their role and to improve their performance, the council has arranged its pay levels within a series of pay grades. Each grade typically contains between 4 and 5 pay levels or increments. Progression through the pay grade is dependent on meeting identified performance targets and is assessed through the council's staff appraisal scheme.
  45. The council uses fixed spot salary pay rates for some groups of workers where there is no opportunity for significant improvement in performance related to length of service.
  46. From time to time, the council may pay special allowances to an employee in specific circumstances and in accordance with its policy, such as to reward an employee who temporarily takes on additional responsibilities.
  47. From time to time, the council may make a one-off merit pay award to an employee in specific circumstances and in accordance with its policy, such as to reward exceptional performance.
  48. Subject to qualifying conditions, employees have a right to belong to the Local Government Pension Scheme. The employee contribution rates, which are defined by statute, currently range between 5.5% for those on the lowest incomes to 12.5% for the highest income earners. The Employer contribution rates are set by Actuaries and are reviewed on a triennial basis to ensure the scheme is appropriately funded.

49. The Council's Pay and Reward Strategy contains further information relating to the overall approach to rewarding employees.

## Appendix A

1. The levels and elements of remuneration for each Chief Officer are as follows:

Post	Salary (£) per annum	Comments
Executive Director (Strategy and Commissioning) and Head of Paid Service*	Vacant	Vacant from 18 <sup>th</sup> February 2018. Previous salary was £98,847
Chief Executive	£110,640	Including a special interim responsibility allowance of £13,200pa payable from 18 <sup>th</sup> February 2018 to no later than 6 months after May 2019.
Commercial Services Group Manager*	£74,174	
Customer First and Support Services Group Manager	£82,334	Including a special interim responsibility allowance of £8160pa payable to no later than 6 months after May 2019.
Business Development Group Manager*	£65,511	Including a special interim responsibility allowance of £2040pa payable no later than 6 months after May 2019.
Monitoring Officer*	£55,182	Including a 17.5% Responsibility Allowance
Group Manager for Strategic Finance and Section 151 Officer*	£65,511	Including a special interim responsibility allowance of £8643pa payable to no later than 6 months after May 2019.
* employed by West Devon Borough Council		

**Please note:** All chief officers operate under a shared service agreement with West Devon Borough Council and all salary and associated costs are shared on an agreed basis between the two councils.

The Senior Leadership Team (SLT) consists of a Chief Executive, the 3 Group Managers and the S151 Officer, but excludes the Monitoring Officer. Previously, the s151 Officer was not considered part of the SLT.

The total annual salary cost of the SLT at 31 March 2019 is £398,170. This cost is shared with West Devon Borough Council.

In April 2017, the cost of the SLT was £451,720 (adjusted to include the salary of the s151 Officer for comparative purposes).

The total salary cost of the previous shared management structure across the two councils in 2010/11 was £1,277,812 pa. This was reduced following major organisational change in April 2011 and the adoption of the interim Executive Director model in January 2014 to £612,340pa. This salary cost includes the Executive Directors and Heads of Service (including s151 Officer) but excludes the Monitoring Officer.

2. The full-time equivalent annual salary of the lowest paid employee is a Digital Mailroom Team Member, paid in accordance with spinal column point 13 of the National Joint Council for Local Government Services pay spine, currently £17,391pa.
3. The annual median salary of all employees £21,693pa.
4. The Chief Executive's salary is a pay multiple of 5.11 times the median earnings.
5. The Chief Executive's salary is a pay multiple of 6.37 times the lowest paid employee.

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# PAY AND REWARD STRATEGY 2019/20



West Devon  
Borough  
Council



South Hams  
District Council

## Introduction

1. The primary aim of the Councils' Pay and Reward Strategy (PRS) is to attract, retain and motivate staff so that the organisation can perform at its best.
2. The PRS sets out the Councils' overall reward philosophy and the design and implementation of its pay and grading structure, including financial and non-financial benefits.
3. South Hams District Council and West Devon Borough Council have developed a fully integrated and joint approach to pay and reward to all roles across both organisations and the PRS is a joint strategy.

## Reward Philosophy

4. A coherent approach to rewarding staff is central to the Councils' commitment to continually improve productivity and to sustain the delivery of excellent services to our customers and communities.
5. Financial and non-financial reward are significant factors in helping the Councils attract and retain the right people and to keep them motivated, performing to the very best of their abilities and receptive to changing environment in which we operate.
6. The Councils' PRS is designed to be fully compliant with all of the statutory requirements, including the Equality Act 2010, the Part Time Employment (Prevention of Less Favourable Treatment) Regulations 2000, the Agency Worker Regulations 2010, the Fixed Term Employees (Prevention of Less Favourable Treatment) Regulations 2002 and, where relevant, the Transfer of Undertakings (Protection of Earnings) Regulations.
7. The Councils believe in the principal of national and local collective bargaining, supports the role of trade unions as representatives of the workforce and is committed to reaching agreement to changes affecting terms and conditions of employment through negotiation and consultation wherever possible.
8. The Councils' draw significant benefits from being a member of the Local Government Association, including the provision of national and regional advice and access to innovation and best practice in employee relations.
9. Through its membership of the National Joint Council for Local Government Services (NJC) and Joint Negotiating Committee for Chief Officers (JNC), the Councils participate in national negotiations on pay and conditions of service.
10. In accordance with its commitment to national collective bargaining and the NJC Agreement (the Green Book), the Councils utilise the nationally agreed pay spine as the basis of its locally designed pay and grading structure.

11. The Councils are fully committed to a fair, open and equitable approach to pay and reward and meets its equal pay responsibilities by using the locally designed Job Level Assessment tool to make sure all roles are allocated the appropriate reward in comparison to other roles in the organisation.
12. The Councils keep the pay and grading structure under review and carry out audits to make sure discrepancies does not arise on the basis of any characteristic protected by the Equality Act 2010.
13. The Councils use its Managing Performance framework, including the Personal Continuous Improvement appraisal tool to link performance to reward. Annual increments are only awarded once the line manager has certified that performance and conduct is satisfactory.

### **Pay Design and Structure**

14. In order to reflect and distinguish between the wide range of duties and responsibilities carried out in the organisation, the Councils use 9 hierarchical Levels (or grades). Different roles are allocated to a Level using the Job Level Assessment tool and are considered to be of equal value to other roles in the Level.
15. The design of the grading structure and the associated rates of pay provide a hierarchical framework that enables roles to be rewarded in comparison to other roles.
16. Levels 3 to 9 are built upon the NJC pay spine and each Level has 5 spinal column points, with the exception of Level 9 which from 1 April 2019 has 3 spinal column points. The use of incremental points within each Level is designed to reward higher performance associated with more experience and is a common feature across local government and many other organisations across all sectors of the economy. Where experience is unlikely to lead to an improvement in performance, such as in low or semi-skilled roles, a spot salary is used.
17. Employees with roles within Levels 3-9 are awarded an annual increment in April each year until the top of the Level is reached, subject to satisfactory performance. Each year, line managers are asked to confirm the satisfactory performance of every individual and the Councils retain the contractual right to withhold an increment in the event of unsatisfactory performance, including where performance is affected by unsatisfactory conduct.
18. Where an employee joins the organisation between September 1 and 31 March, an increment will only be payable after 6 months' service. Thereafter, increments will be due in April each year until the top of the Level is reached.
19. Levels 1 and 2 are reserved for members of the Councils' Senior Leadership Team (SLT) and the salaries are based upon a spot salary within a salary range agreed by Full Council. A spot salary is used for SLT because employees appointed to senior roles are considered to be fully competent upon appointment.
20. The salary for people joining the organisation is set at the entry spinal column point of the appropriate Level. In exceptional circumstances, SLT may agree to appoint to a



higher point within the Level.

21. The salary for an employee moving to a higher Level following promotion or a regrading will join the new Level at the entry spinal column point.

### **Rates of Pay**

22. The Councils pay and grading structure is attached at Appendix A.
23. The Councils are members of the National Joint Council for Local Government Services (NJC) and Joint Negotiating Committee for Chief Officers (JNC) and participate in national negotiations on pay and conditions of service with the recognised trade unions through its membership of the Local Government Association.
24. The NJC and JNC are committed to an annual review of pay and, from time to time, agree an increase in pay. The Council is contractually committed to implementing this nationally negotiated and agreed increase in pay and applies the changes to its pay structure and to each individual employee's rate of pay.
25. Every role in the organisation is accompanied by a Job Description (JD). The JD is used to determine the appropriate Level within the pay and grading structure using a local Job Level Assessment (JLA) tool.
26. The Councils keep the Level of each role under review and, where there is some evidence that a role has changed, carries out a Job Level Assessment to determine whether a role should be regraded to a higher or lower Level.
27. The JLA tool measures the size of a Role by considering the level of Responsibility carried out, the degree of Discretion exercised, the Resources used or managed and the impact the role has on our customers and communities.
28. The Councils have access to a national pay benchmarking service supported by the LGA. The database enables the Councils to compare its rates of pay for job families and specific roles with other local government and wider public sector organisations to make sure the rates of pay are competitive and broadly comparable with similar organisations.

### **Senior and Low Pay**

29. The Councils are required to adopt and publish an annual Pay Policy Statement (PPS). The PPS sets out the remuneration of Chief Officers (currently the Chief Executive, Group Managers, Monitoring Officer and S151 Officer) and the rate of pay of the lowest paid member of staff and the median earnings of the workforce.
30. The Councils are required to publish the PPS and it is available on the Council websites.

### **Gender Pay Gap**

31. Under the provisions of the Equalities Act 2010 (Gender Pay Gap Information) Regulations 2017 all organisations that employ more than 250 employees are required to publish annually a report showing the gender pay gap. Although West Devon Borough

Council currently employs less than 250 employees, it will publish the data in accordance with the Regulations.

32. The information will be published on the Council's websites and, in the case of South Hams District Council, the government's gender pay gap website.

### **Other financial and non-financial reward benefits for staff**

33. The Councils provide a wide range of financial and non-financial benefits to its staff to help attract and retain the right people. The following list is not exhaustive:

#### **I. Membership of the Local Government Pension Scheme (LGPS)**

It is statutory requirement that all employees with more than 3 months service are automatically enrolled into the LGPS. The LGPS is a defined benefit scheme that provides a pension based on career average earnings. The LGPS is a contributory scheme and the employee contribution rate is dependent on income, ranging from 5.5% to 12.5%. The contributions made by the Councils are determined by Actuaries and are reviewed every three years. Employees retain the right to opt out of the scheme.

#### **II. Bonus Payments**

The Councils have removed all historic bonus payments and have successfully consolidated bonus payment previously payable to employees working in Waste and Recycling, Public Convenience, street cleaning, craft workers and at the Dart Lower Ferry.

#### **III. Premium Payments**

Under the terms of the NJC Agreement, premium payments are payable when an employee works additional hours (overtime) or outside of normal working hours, such as evenings, weekends and public holidays. All payments are in accordance with the NJC Agreement or local agreements. Under the terms of individual contracts of employment (and in accordance with the NJC provisions), overtime pay is normally only payable to officers on Level 6-9. Officers at Level 1 – 5 are offered time off in lieu if they work additional hours.

#### **IV. Special Responsibility Allowances, Secondments and Acting Up**

From time to time, the Councils will need to make interim appointments to cover a short-term demand for a particular role, task or activity. The Councils are committed to providing opportunities for staff to gain experience of different roles and levels of responsibility within the organisation and will offer interim opportunities to staff unless there is a business imperative to make external arrangements.

Where an employee is carrying out a Secondment or is Acting Up, and is expected to carry out the full range of duties of a Role at a higher Level, salary will be paid in accordance with the entry point to the appropriate Level.

Where the employee is expected to carry out some additional duties and/or responsibilities, an additional increment will be awarded within their existing substantive Level, or, where the employee is at the top of the Level, SLT will determine an appropriate salary uplift.

In exceptional circumstances and with the agreement of SLT, an additional increase in salary may be awarded.

#### **V. Merit Pay and Honorariums**

Where an employee undertakes temporary additional responsibilities or performs exceptionally, a payment can be made by SLT in accordance with the Councils' Merit Pay and Honorarium Policy.

#### **VI. Accelerated incremental progression**

In exceptional circumstances, SLT may award an accelerated increment to an employee.

#### **VII. Out of Hours Payments**

The Council delivers a number of functions, including statutory duties, that need to be accessed out of hours and provides a payment to appropriate employees to deliver the out of hours service in accordance with its Out of Hours Policy.

#### **VIII. Market Supplements**

Although the Council does not currently pay a market supplement to any employee, it retains the ability to make a market supplement payment where it is demonstrated to SLT that there is a clear business case to support a supplementary payment. Any market supplement should be based on empirical evidence and kept under review.

#### **IX. Commercial Delivery or Community Benefit Supplement**

From time to time, the Councils can deliver product(s) and / or services to third parties or external organisations in order to generate a commercial return and can also be responsible for the delivery of externally funded services that can have a significant benefit on the communities we serve.

From time to time, SLT may agree to award a Commercial Delivery or Community Benefit Supplement to an employee(s) where it considers the success of the commercial venture or externally funded project will be enhanced in accordance with the agreed policy.

#### **X. Relocation Allowance**

From time to time, SLT may determine that a relocation allowance should be made available to attract the right candidate to the organisation. All payments will be made in accordance with the Councils' Relocation Policy up to a maximum payment of £5000.

In exceptional circumstances, the Council may offer a financial incentive to attract candidates to apply for hard to fill vacant posts. In the past 12 months, a 'golden hello' of £5000 was offered to attract candidates to apply for roles as a Planning Specialist and a suitable candidate was identified and offered the role.

#### **XI. Membership Professional Fees**

The Council is committed to supporting the highest level of professional and technical competence within its workforce and will financially support an employee's membership of a relevant professional body.

#### **XII. Leave and Flexible working**

The Council recognises that it is important for its employees to strike an effective work life balance and operates Annual Leave and Special Leave Policies to make sure employees are able to take appropriate breaks from working for both rest and recreation and to manage unforeseen events in their personal life.

The Council also recognises that flexible working practices can help employees manage the work life balance and encourages the use of agile working. The Council's Ways of Working

Policy sets out the overall approach to agile working and seeks to find an appropriate balance between the needs of our customers and communities and the ability of employees to structure their working pattern and environment in a manner that supports their personal life.

### **XIII. Volunteering**

The Council encourages and supports its employees to do voluntary work. It can help the Councils build relationships and improve its reputation within the local community and can directly support initiatives that enhance the communities in which we live and work.

By volunteering, employees can share their talent for the benefit of the community, learn new skills and encounter new experiences. Volunteering can help enhance a person's self-esteem and improve their health and well-being.

In accordance with the agreed policy, an employee may be granted up to 3 days paid leave and unlimited unpaid leave per year to carry out voluntary work.

### **XIV. Salary Sacrifice Schemes**

The Council promotes a healthy lifestyle by offering employees the opportunity to purchase a bicycle for the purpose of cycling to work through salary sacrifice arrangements that allow the cost to be deducted before national insurance contributions are calculated in accordance with HMRC rules. The Councils can no longer offer a child care voucher scheme to employees as individuals now need to enrol on the government Tax-Free Childcare scheme. However, for employees who were previously registered, we can continue to offer child care vouchers through our payroll.

### **XV. Severance Payments**

From time to time, the Council's requirement for particular activities and functions to be carried out can diminish and may result in a redundancy situation. Where a redundancy cannot be avoided, all severance payments are made in accordance with the Council's Redundancy and Interests of Efficiency Policy. The policy is agreed by Full Council and is compliant with the Local Government (Discretionary Payments) Regulations 1996 and Employment Rights Act 1996.

### **XVI. Sickness absence and pay**

The Councils are committed to the well-being of its employees and to providing the right working environment, working practices and healthcare support to help employees to be healthy and able to work. On occasions, however, employees will be unable to attend work due to illness and the Councils adhere to the Green Book Sickness Scheme.

### **XVII. Occupational Health, Counselling and Employee Assistance Programme**

The Councils provide access to an Occupational Health Service to help understand what it can do to support employees with longer term sickness absences and to help facilitate an earlier return to work.

The Councils provide access to a range of support networks and advisory services through its partnership with an Employee Assistance Programme and offer an anonymous self-referral service to a Counselling Service to help employees with a wide range of work and non-work related issues.

**XVIII. Maternity, paternity and parental leave and pay**

The Councils adhere to the Green Book Maternity, Paternity and Parental Leave and Pay policies for eligible employees.

**XIX. Travel and subsistence expenses**

The Councils will reimburse employees for all reasonable and authorised expenditure, including mileage, occurred on Council business in accordance with the Travel and Subsistence Policy.

**APPENDIX A – PAY AND GRADING STRUCTURE with effect from 1 APRIL 2019**

SPINAL COLUMN POINTS 2019-2020 (WEF 01/04/2019)				
SALARY LEVEL	SCP	ANNUAL SALARY	MONTHLY RATE	HOURLY RATE
Scale 1	1	17,364	1447.00	9.00
	2	17,711	1475.92	9.18
	3	18,065	1505.42	9.36
9	4	18,426	1535.50	9.55
	5	18,795	1566.25	9.74
	6	19,171	1597.58	9.94
8	7	19,554	1629.50	10.14
	8	19,945	1662.08	10.34
	9	20,344	1695.33	10.54
	10	20,751	1729.25	10.76
	11	21,166	1763.83	10.97
7	12	21,589	1799.08	11.19
	14	22,462	1871.83	11.64
	15	22,911	1909.25	11.88
	17	23,836	1986.33	12.35
	19	24,799	2066.58	12.85
6	21	25,801	2150.08	13.37
	22	26,317	2193.08	13.64
	23	26,999	2249.92	13.99
	24	27,905	2325.42	14.46
	25	28,785	2398.75	14.92
N/A	26	29,636	2469.67	15.36
	27	30,507	2542.25	15.81
5	28	31,371	2614.25	16.26
	29	32,029	2669.08	16.60
	30	32,878	2739.83	17.04
	31	33,799	2816.58	17.52
	32	34,788	2899.00	18.03
4	33	35,934	2994.50	18.63
	34	36,876	3073.00	19.11
	35	37,849	3154.08	19.62
	36	38,813	3234.42	20.12
	37	39,782	3315.17	20.62
3	41	43,662	3638.50	22.63
	42	44,632	3719.33	23.13
	43	45,591	3799.25	23.63
	44	46,728	3894.02	24.22
	45	47,903	3991.94	24.83

Report to: **Special Council**  
Date: **21 March 2019**  
Title: **Stoke Fleming Neighbourhood Plan**  
Portfolio Area: **Customer First**  
Wards Affected: **Blackawton & Stoke Fleming**  
Relevant Scrutiny Committee: Overview and Scrutiny Panel

Urgent Decision: **Y** Approval and clearance obtained: **Y**

Date next steps can be taken: Immediately following this meeting  
(*e.g. referral on of recommendation or implementation of substantive decision*)

Author: **Duncan Smith** Role: **Neighbourhood Planning Specialist**

Contact: **Telephone/email: Duncan.Smith@swdevon.gov.uk**

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## **Recommendations:**

**That the Council approves the making (adoption) of the Stoke Fleming Neighbourhood Development Plan.**

### **1. Executive summary**

- 1.1 Neighbourhood Development Plans are a community right introduced by the Localism Act 2011. They are the responsibility of Parish Councils.
- 1.2 Once 'made', or adopted, by the Local Planning Authority, they become a part of the Development Plan for the district and are used alongside the Local Plan to decide planning applications in the area they relate to.
- 1.3 In order to comply with the Neighbourhood Planning Regulations, the plan must be made by South Hams District Council as the relevant Local Planning Authority within 8 weeks of a successful referendum result.

### **2. Background**

- 2.1 The Stoke Fleming Neighbourhood Plan has been undertaken by Stoke Fleming Parish Council in accordance with the relevant legislation and regulations.

- 2.2 The Stoke Fleming Neighbourhood Area was designated on 5<sup>th</sup> June 2014
- 2.3 Following the necessary community engagement, consultation and background work, a draft plan was submitted to South Hams District Council on 30<sup>th</sup> January 2018, in accordance with Regulation 15 of the Neighbourhood Planning (General) Regulations.
- 2.4 The District Council consulted on the draft plan between 20<sup>th</sup> February 2018 and 3<sup>rd</sup> April 2018, in accordance with Regulation 16 of the above Regulations.
- 2.5 Following this consultation an independent examiner was appointed in accordance with Regulation 17, who confirmed that, subject to minor modifications, the plan met the 'basic conditions' as set out in legislation, and was suitable to go forward to referendum.
- 2.6 The Council agreed with the Examiner's conclusion, and a referendum held on 27<sup>th</sup> Feb 2019 achieved a turnout of 39.23% of local residents. Of these, 88.52% voted in favour of the plan.
- 2.7 Following a majority vote in a referendum to 'make' the plan, it becomes a statutory part of the Local Development Plan and is used alongside the Local Plan (Joint Local Plan once adopted) to help decide planning applications in the Neighbourhood Area.
- 2.8 Council officers have worked alongside the Stoke Fleming Neighbourhood Plan Group to ensure that the Neighbourhood Plan provides an appropriate framework for development in the Stoke Fleming area up to 2034.
- 2.9 Officers confirm that the plan meets the necessary 'basic conditions', including conformity with the Local Plan and with national policy.
- 2.10 Regulation 18a of the Neighbourhood Planning (General) Regulations requires that a neighbourhood plan is 'made' by the Local Planning Authority no later than 8 weeks from the date of a successful referendum. In this case the relevant date by which the plan should be made is Thursday 24<sup>th</sup> April 2019.
- 2.11 The Council has previously expressed support for neighbourhood plans as a way of achieving local and community priorities.

### **3. Outcomes/outputs**

- 3.1 Once made, the Stoke Fleming Neighbourhood Development Plan will become part of the Local Development Plan and will be used to help decide planning applications in the Stoke Fleming area.
- 3.2 A successful outcome for this neighbourhood plan will provide encouragement to the many other Parishes who are currently working on neighbourhood plans.

### **4. Options available and consideration of risk**

- 4.1 Neighbourhood Plans come into force as part of the Development Plan immediately following a successful referendum. Therefore the Stoke Fleming Neighbourhood Plan should now be used to decide planning applications.
- 4.2 However, in order to comply with the relevant legislation, the Local Planning Authority must make a neighbourhood plan within the required timeframe following a successful referendum, unless a legal challenge has been brought in relation to the referendum or



unless there are concerns about the compatibility of the neighbourhood plan with any EU or human rights legislation. In this instance there are no such concerns.

- 4.3 Failure to make the Stoke Fleming Neighbourhood Plan within the required timeframe could open the Council to legal challenge.

## 5. Proposed Way Forward

- 5.1 It is recommended that the Council approve the making of the Stoke Fleming Neighbourhood Development Plan.

## 6. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance		As set out in section 4, South Hams District Council is legally obliged to make the Stoke Fleming Neighbourhood Development Plan.
Financial		There are no financial implications.
Risk		There is a risk of legal challenge if the Neighbourhood Plan is not made within the required timeframe.
<b>Comprehensive Impact Assessment Implications</b>		
Equality and Diversity		The Neighbourhood Plan has assessed Equality and Diversity implications as part of its background evidence.
Safeguarding		None.
Community Safety, Crime and Disorder		No direct implications.
Health, Safety and Wellbeing		Positive outcomes are anticipated from the making of the Neighbourhood Plan.
Other implications		None

## Supporting Information

### **Appendices:**

Appendix 1: Stoke Fleming Neighbourhood Plan - Referendum version

### **Background Papers:**

The Neighbourhood Planning (General) Regulations 2012, including later amendments

Government guidance at <https://www.gov.uk/guidance/neighbourhood-planning>

Background documents to the Stoke Fleming Neighbourhood Plan, available at <https://www.southhams.gov.uk/article/3882/Neighbourhood-Development-Plans-and-Orders>

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## Neighbourhood Plan 2018-2034



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## Foreword

Once made, following a referendum, our Neighbourhood Plan is a product of the Government's desire to ensure that local communities are closely involved in the decisions that affect them. The Stoke Fleming Neighbourhood Plan has been developed to establish a vision for the parish and to help deliver the local community's aspirations and needs for the period 2018 - 2034. Once approved in a referendum our Neighbourhood Plan will become a statutory document that will form part of the development plan for the area and will be used by South Hams District Council (SHDC) to determine planning applications. In 2016 it was announced that SHDC has linked with West Devon Borough Council and Plymouth City Council to produce a South West Devon Joint Local Plan (JLP).

Our Plan has been produced using the views of the residents of the parish. The Steering Group has consulted and listened to the community on a wide range of issues that will influence the well-being, sustainability and long-term preservation of our rural community. The Plan was submitted for Independent Examination in January 2018 and was submitted to the community in a referendum in (date when known).

Every effort has been made to ensure that the views and policies contained in this document reflect those of the majority of residents.

A Neighbourhood Plan has many benefits. The Stoke Fleming Neighbourhood Plan has been developed to:

- provide for appropriate development opportunities to meet local need while protecting the area from developments that are inappropriate in scale or location;
- ensure that development is sympathetic to, and improves, the look and feel of the village
- give the parish the potential to access funding to make improvements and
- identify, in an Action Plan, additional actions to improve Stoke Fleming's facilities, services and local environment

The Steering Group received more than 160 suggestions from residents, local businesses and interest groups to its initial round of consultation in May 2014. More than 260 people took part in the major consultation, Choices for Change, which followed later. Each comment was reviewed by the Steering Group and those views, together with views expressed in later rounds of consultation with residents, the business community and local interest groups, shaped the policies contained in the Plan.

An electronic copy of this Plan can be found at <http://www.stokefleming.org/neighbourhood-plan/>

The Parish Council would like to thank the members of the Steering Group and pay tribute to their work. The Council is also grateful for the help and the engagement of many others in the parish without which it would not have been possible to produce this Neighbourhood Plan.

**Struan Coupar**  
*Chairman*

## Mission Statement

*The parish of Stoke Fleming is a rural one, centred on a coastal village of the same name, and lying partly within an Area of Outstanding Natural Beauty.*

*The intention of the Neighbourhood Plan is to preserve the best of what currently exists within the Plan Area and build upon that in order to ensure that the legacy of the Neighbourhood Plan is a sustainable parish and thriving community, enhanced for the benefit of future generations.*

*The prime objective of our vision is that the Neighbourhood Plan should make a positive difference to the lives of local residents.*



## 1. The Purpose of the Plan

**1.1** The Localism Act of 2011, which came into force in April 2012, introduced new rights and powers to allow local communities to shape development through a Neighbourhood Development Plan to establish planning policies for the use of land and to guide the future development and growth of the Plan Area.

**1.2** Neighbourhood plans relate to the use and development of land and associated social, economic and environmental issues. They may deal with a wide range of issues like housing, employment, heritage, roads, transport, infrastructure and the environment, or they may focus on one or two issues that are of particular importance in an area.

**1.3** The Stoke Fleming Neighbourhood Plan will be subject to independent examination to check that it complies with the regulatory requirements. A referendum will then be held and if more than 50% of votes cast are in favour of the Plan it will be made by South Hams District Council. Once made the NP will form part of the Development Plan for the area together with the South West Devon Joint Local Plan. The SFNP will then be used in determining planning applications in the Plan Area.

**1.4** The Plan aims to set the agenda for the future of the Parish, outlining the community's wishes until 2034. The objectives are to conserve the best of what we already have, enhance it wherever possible, allow the community to thrive and flourish and ensure it remains sustainable for future generations.

**1.5** The Plan policies understandably focus on the centre of population in the parish, the village, of Stoke Fleming. However the Plan covers the whole parish and particular policies are intended to shape development in the various hamlets within the plan area.

**1.6** The purpose of this Neighbourhood Plan is to:

- set out a framework to guide residents, local authorities and developers on how the community wishes to manage and control future development in the parish over the plan period, along with its facilities, infrastructure, services and environment.
- record the historical and existing status and nature of the community and its environment.
- establish an Action Plan that provides the community with a prioritised plan to improve facilities, infrastructure, services and environment on a voluntary and assisted basis.

**1.7** The Neighbourhood Plan therefore:

- identifies the main community issues and objectives for Stoke Fleming parish as a whole.
- allocates land for specific purposes.
- sets out the community's policies for the management of development.
- provides an Action Plan that schedules a series of desired projects arising from the residents' vision for sustainable growth in their Area.
- documents the mechanisms for monitoring and the timescales for delivering the Plan and its proposals.

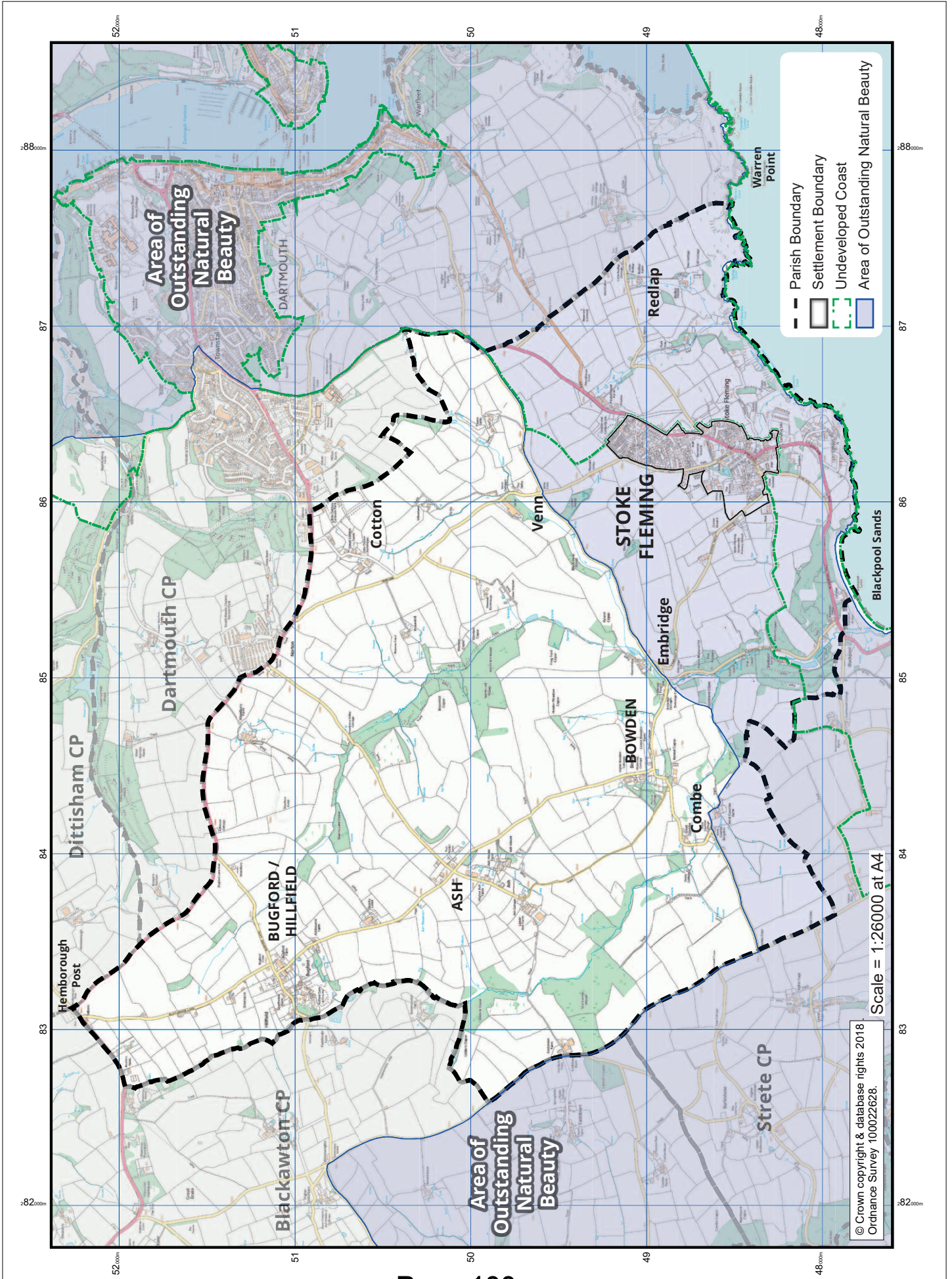


Figure 1: The Plan Area



## 2. The Plan Area

**2.1** The Neighbourhood Plan Area (Figure 1) corresponds to the boundaries of the civil parish of Stoke Fleming.

**2.2** The parish is 4.1 kilometres from North to South and 4.3 kilometres from East to West at its widest point. It is some 1,280 hectares (3,200 acres) in area. Its southern boundary lies along the shores of Start Bay from Warren Point to Blackpool Sands. The northern flank is the boundary with Dartmouth along the A3122, and the western one the boundaries with Strete and Blackawton parishes. To the east and south it follows the line of the A379 south from Dartmouth, then to the sea at Warren Cove and along the coast as far as Blackpool Sands.

**2.3** The topography is dominated by the catchment area of the Blackpool River, which reaches the sea at Blackpool Sands after flowing down the steeply wooded Blackpool Valley. The western arm of the river rises at Wadstray on the northwest boundary and flows south and east to join the other arm partway down Blackpool Valley. The eastern arm rises close to the first but flows southeast and then due south to Blackpool Valley.

**2.4** The resultant river valleys are steep-sided. Although there are level areas of higher ground the topography places severe constraints on development.

**2.5** The area is largely agricultural. Beef, dairy and sheep farming predominate, with some arable production - much of it for animal fodder - on the flatter upland areas.

**2.6** The village of Stoke Fleming lies along the A379 coastal road on high ground. Parts of it overlook Start Bay. The bay is 15 kilometres in length, running from the entrance to the River Dart in the north to the prominent headland of Start Point in the south.

**2.7** The lower River Dart is a deepwater harbour, with the town of Dartmouth on its west bank and the village of Kingswear on the east side. It is navigable for nine miles to the market town of Totnes. The character of Dartmouth, the attractions offered by the river and the beaches along Start Bay make the area attractive to tourists.

**2.8** All of the village of Stoke Fleming and the southern part of the larger parish lie within the South Devon Area of Outstanding Natural Beauty (AONB). The central part of the village is a Conservation Area.



**Figure 2: The Wider Area**

**2.9** Dartmouth is the nearest town, between two and three miles from the village. In the other direction the coast road runs down to Blackpool Sands before climbing again to the neighbouring village of Strete, after which it descends to sea level again at Slapton Sands and Slapton Ley, the latter a freshwater lake and National Nature Reserve, separated from the sea by a shingle beach along which the road runs to Torcross at its southern end.

**2.10** From there the road turns inland and passes through a series of villages to Kingsbridge, a market town at the head of the Salcombe Estuary. Both Totnes and Kingsbridge are 12 miles from Stoke Fleming by road, and the triangle Dartmouth - Totnes - Salcombe Estuary forms the wider area in which the parish is placed (Figure 2).

**2.11** Apart from the two A-class roads and the secondary B-class road that runs along the western boundary with Strete, there are a number of lanes that serve as important routes within the parish.

**2.12** In addition the South West Coast Path runs through the parish from Warren Point to Blackpool Sands.

## 3. Stoke Fleming Parish

**3.1** The first records of Stoke Fleming appear in the Domesday Book of 1086 under its Saxon name of Stoc. At the time of the Norman Conquest in 1066 it was held by Ansgar, but later passed to Walter of Douai as a spoil of war. In 1192 the manor passed to Richard the Fleming, from whom the village gained its present name.

**3.2** In 1404 a French force attempted the invasion and destruction of Dartmouth, then the second most important port in the country. Local forces including many women, intercepted the French as they marched along the coast towards the town, and in the Battle of Blackpool Sands defeated the raiders, taking a number of prisoners and killing the French commander, William du Chastel.

**3.3** The population (2011 census) is 1,019, of which 861 lived in the village of Stoke Fleming and 158 in the surrounding rural areas. At the time of the census there were 577 households. That compares with a population of 673 in 211 households sixty years earlier in 1951, an increase of 50% in population and almost 175% in households, with the number of people per household having declined from 3.2 to 1.75.

**3.4** The older part of the village lies close to the main road, and around the church and the Green Dragon public house. Over the past sixty years extensive development has taken place between the A379 and Venn Lane to the west, to the east of the A379 at Bidders and more recently along School Road to the west of the church.

**3.5** In addition to St Peter's parish church and the public house there is a village shop and post office, a restaurant, Village Hall and Youth Club Hall. There is an extensive playing field between the Village Hall and Venn Lane, a bowling green, cricket ground and allotments. There is a garden centre on the edge of the parish at Wadstray.

**3.6** The natural beauty of the area, the beaches along Start Bay, the South West Coast Path, the activities available on the River Dart and at sea, together with varied attractions offered by the neighbouring towns make tourism a major economic factor. The population can more than double during the summer months.

**3.7** There is one hotel in the village, two guest houses and a number of bed and breakfast establishments, with a

wide number of self-catering cottages, caravan and camping sites and a holiday park. The premier beach in the area is Blackpool Sands, a Blue Flag beach that is consistently voted one of the best in Britain. It has excellent facilities and lies a minute's drive or a few minutes' walk from the village. It has an excellent beach café and shop.

**3.8** The village is in two halves, with much of the newer development having taken place north and west of the Village Hall and playing field and the core of the older settlement being to the south, close to the church and pub.

**3.9** The A379 runs a narrow and winding course through the village, causing traffic congestion and due to a lack of pavements making pedestrian passage difficult and even hazardous. The only other link between the two halves is the Bird Walk, a pedestrian path that is part of the South West Coast Path. It is narrow, gloomy, poorly surfaced and many people are unwilling to use it, particularly at night and in winter.



**Congestion in the heart of the village**

**3.10** There are three main centres of rural population, at Bugford/Hillfield in the northwest, Ash in the centre of the western part and Bowden/Embridge close to the northern entrance to Blackpool Valley. There are smaller concentrations at Venn, Cotton, Redlap and Combe.

**3.11** The parish has a thriving range of around 40 organisations, clubs, societies and interest groups, including the Horticultural and Sports Society, a Dramatic Society, Craft Club, Bowling Club, Cricket Club, Petanque, Culture

Club, Medau, Pilates, Singing, Archery, Table Tennis, Football, Mothers' Union, Probus Club, Wednesday Ladies and the Friends of St Peter's. A full list of these, with details of membership and activities, is available on the Parish website at <http://www.stokefleming.org/neighbourhood-plan/>

**3.12** There has been a building on the Green Dragon site since the 12th century. Unlike most pubs opposite churches, it has never been owned by the Church but by the Lords of the Manor who leased it out to innkeepers.



**The Green Dragon**

The pub is very traditional with a stone floor, a splendid fireplace, wooden beams, a tunnel somewhere underneath the floor which went down to the nearby beach and, some say, a ghost. Rumour has it there was once an old "cuddy" on the premises which was made use of by H.M King George VI when he was Duke of York, and also the late King George V. But time and history have left the old building unscathed by drama or scandal and it is very much the heart of the community.

**3.13** St. Peter's Church is an edifice of stone, in the Early English style, with a lofty crenellated western tower containing a clock and eight bells. The origin of the church is probably pre-Conquest but the current building was erected on the present site in c.1270, then remodelled and enlarged in the early 1400 century, altered in 15th century and restored again in 1871-2 by J.P. St. Aubyn.

**3.14** Stoke Fleming Community Primary School dates back to 1843. It has 150 pupils with a staff of 26. The school now has Academy status and is linked with other primary and secondary schools as part of the recently-created Education South West.



**St Peter's Church**

**3.15** The school originally had premises in Sunnyside, Chapel Lane and at times in Britannia Cottage. It moved to its present site in 1875. Over the years a School Board was appointed, calico was donated for a sewing class, a school Attendance Officer 'drilled' the boys once a week, boots were promised to any boy attending 400 times during the year (maximum possible 446) and in 1917 a school allotment was started where 2,372 pounds of potatoes were grown for the war effort. In 1891 the school had 142 pupils; today it has slightly more than that number.

**3.16** Stoke Fleming Magazine was originally started in 1871 as a 'Church' Magazine, but at some point thereafter it lapsed. More than 100 years later in 1990 it was re-started as a purely secular magazine of eight pages and nowadays comes out as a publication of up to 36 pages, including photographs, produced by a dedicated team of three. Approximately 560 copies are distributed free every month by a small group of volunteers.

**3.17** It is funded by advertisements, grants from local organisations and annual voluntary contributions from parishioners. An independent publication, it has just reached its quarter century in its present form. Twice in recent years the Magazine has been entered for the National Parish Magazine Awards and each time has come in the top 10%.



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Ordnance Survey 100022628.

Figure 3: The village

**3.18** In 2002 a new Village Hall was erected replacing a 1920s corrugated iron building. The Parish Council initiated the project to look at the possibility of constructing this new hall on the playing field owned by the Parish Council.

**3.19** A committee was set up, with work starting in 2001 and the hall being completed in 2002. At that time Lottery funding was available for new village halls but the village itself raised over £30,000 towards the cost of the new hall, the rest coming from grants.

**3.20** Today the Hall is one of the key focal points of the village and is used for social functions and events such as badminton, amateur dramatics, table tennis, bowls and various group meetings. It also houses the library.

**3.21** The economic activity of the area is mainly based around tourism and farming. There is a range of small businesses operating in other sectors and a variety of home-based businesses.

**3.22** Tourist visits typically range from a day to a week, with an increasingly significant number of visitors coming from Europe and even further afield. The season is typical - a concentration of families in the school holidays, and others of all ages throughout the year. Tourism supports a variety of local businesses and provides vibrancy to the area for many months of the year.

**3.23** Employment opportunities in the parish are relatively limited. About two-thirds of the tourism-related posts are part-time or seasonal. Modern agriculture does not provide much employment. The Primary School is a major employer. The parish adjoins Dartmouth which offers a wider variety of trades and employment opportunities. About 50 % of the population of the parish is of working age and of those four out of five are employed or self-employed. A significant number commute to work outside the parish. About 20% of the population is of school age or students. (2011 census).

## 4. The Planning Context

**4.1** Neighbourhood Plans are required to be in general conformity with the strategic policies of the Local Plan (Development Plan) of the Local Planning Authority.

**4.2** The Local Planning Authority (LPA) for the Stoke Fleming Neighbourhood Plan Area is South Hams District

Council. The planning policies for the district are set out in a range of adopted Development Plan Documents, including:

- South Hams Local Development Framework Core Strategy (2006)
- South Hams Rural Areas Site Allocations Development Plan Document(DPD) 2011
- South Hams Development Management DPD 2010
- 'Saved' policies from the South Hams Local Plan (1996)

**4.3** As previously mentioned the strategic policies of the Joint Local Plan (JLP) for Plymouth and South West Devon provided a context for and helped to inform this Neighbourhood Plan. The JLP reached pre-submission (Regulation 19) stage in March 2017 and was submitted for examination in July 2017. Once adopted it will replace the plan documents referred to in the previous paragraph and, together with the Neighbourhood Plan, will form the development plan for the parish.

**4.4** The Neighbourhood Plan must also be in conformity with EU legislation on strategic environmental assessment and habitat regulations, and with national policy. It takes into account the provisions of the National Planning Policy Framework (NPPF). The NPPF defines the status of Neighbourhood Plans as follows:

*“Once a Neighbourhood Plan has demonstrated its general conformity with the strategic policies of the Local Plan and is brought into force, the policies it contains take precedence over existing non-strategic policies in the Local Plan for that neighbourhood, where they are in conflict.”* Para.185 NPPF 2012

The Stoke Fleming Neighbourhood Plan will form part of the existing South Hams Local Plan and the emerging Plymouth and South West Devon Joint Local Plan. The Joint Local Plan includes provision for a major development at Cotton, lying mainly within the parish of Stoke Fleming but intended to accommodate the growth of Dartmouth. Stoke Fleming village is included in the Joint Local Plan as a sustainable village.



Looking north towards the Mewstone



Riversbridge - a listed building



New houses in School Road



The bowling green



Christmas Trees Festival



The Post Office



The narrow main street



The Old House - a listed building



Start Bay, looking south from the village



Blackpool Sands



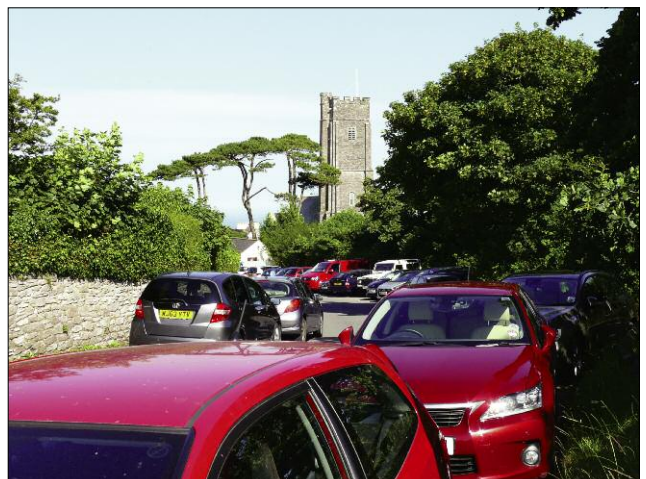
Start Point from Mill Lane



Blackpool House and cottages



Aerial view



Traffic in the village

## 5. The Plan Process

**5.1** Stoke Fleming Parish Council decided to produce a Neighbourhood Plan, covering the whole of the parish area, in October 2013. Terms of Reference were submitted to South Hams District Council in January 2014 and the six week consultation period began in April.

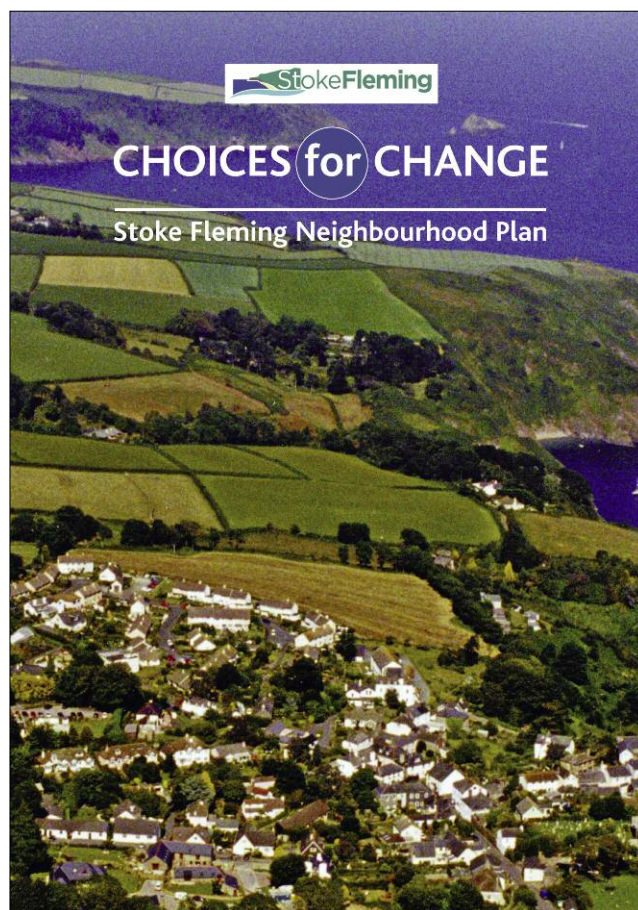


**5.2** The intention to produce a Neighbourhood Plan was communicated to residents through door-to-door delivery of a newsletter in April and a public meeting was held in the Village Hall on 21st May. As part of that consultation residents were asked for the views and suggestions on what they would, and would not, like to see change over the next two decades.

**5.3** That was followed by two "Village Check" days, when small groups criss-crossed the village by varying routes, discussing and noting various positive and negative features.

**5.4** The Terms of Reference allowed for a Steering Group comprised of the nine parish councillors plus six other residents, and nominations were invited in response to the initial newsletter, and at the public meeting. The first Steering Group meeting was held on 11th July, four working parties were formed and additional members were recruited to those.

**5.5** Residents were kept advised of progress through monthly reports in the Stoke Fleming parish magazine, by e-newsletter and online through a completely redesigned parish website. The website also served as an information centre for residents and visitors to the area.

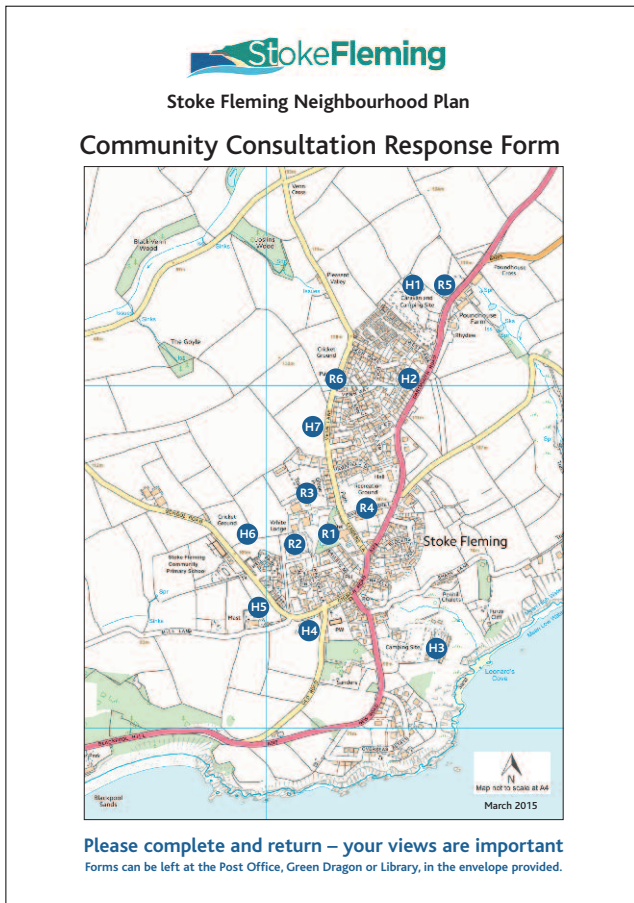


**5.6** In April 2015 a major consultation exercise was initiated and a 12-page full colour booklet entitled Choices for Change was distributed to every household in the parish. It set out a range of 55 issues identified by individual residents as being of importance and asked for feedback from the whole population. Included with the booklet was a response form and household survey, enabling the Evidence Base working party to collect up-to-date demographic information. Responses were collected door-to-door or could be delivered to the village shop, library or pub. The response rate was 45%. Those responses drove the content of the next stage.

**5.7** In August the Steering Group developed a set of general policies; guidelines to direct the shape of the planning aspects of the work. Also developed were a set of interim specific policies covering 40 of the 55 issues covered during the consultation.

**5.8** In September a number of sites considered potentially suitable for housing development, taking into account the preferences expressed during consultation, were assessed using the site assessment system currently used by South Hams District Council Site Allocation DPD 2011. Appendix D sets out the assessment of housing sites and





confirms that all were considered to be potentially suitable. At the same time policies relating to Roads and Transport, Open Spaces, the Environment and Community were agreed for consultation purposes.

**5.9** A further public consultation took place on 23rd November 2015 in the Village Hall, at which an initial draft of the Plan, including outline proposals, was displayed. The community's reaction to that was reviewed in the early part of 2016 and work progressed towards a revised and more substantive draft.

**5.10** During the course of the summer months South Hams District Council joined forces with West Devon Borough Council, the two pooling their resources in order to achieve substantial cost savings. This led to a Joint South West Devon Local Plan being announced, and to various changes in personnel and organisational structures, which impacted on the work of neighbourhood planning groups across the region.

**5.11** New advice was issued on how neighbourhood planning policies should be framed, and this caused the draft Stoke Fleming Plan to be revised further.

**5.12** Finally, the combined South West Devon district planning authorities entered into an agreement with Plymouth City Council to produce an even larger Plymouth and South West Devon Local Plan. One of the consequences of that was that Plymouth and its immediate environs were earmarked as the intended location for the greater part of the new housing to be built over the next fifteen years, with a consequent reduction in the number of houses likely to be required to be provided in other areas, particularly in parishes such as Stoke Fleming. The Steering Group therefore carried out another major review, reducing the scale and scope of its previous plans.

**5.13** At that time the Steering Group benefitted from the advice contained in a Health Check carried out by Catherine Loveday BSc (Hons), MSc, MRTPI on behalf of Locality, and all of her recommendations were incorporated into the Plan. Her report forms part of the Evidence Base and can be found at <http://www.stokefleming.org/neighbourhood-plan/>. In addition to the required statutory consultations, prior to finalising the Plan for submission informal comments were sought and obtained from SHDC and taken into consideration. Those comments also form part of the Evidence Base and can also be found at <http://www.stokefleming.org/neighbourhood-plan/>

**5.14** A Strategic Environmental Assessment of the draft Plan was required by SHDC and carried out by AECOM on behalf of Locality, acting for the Department of Communities and Local Government. Their report, available at <http://www.stokefleming.org/neighbourhood-plan/> summarised its findings as follows:

#### **Potential significant effects**

*"The assessment has concluded that the current version of the SFNP is likely to lead to significant positive effects in relation to the 'population and community', 'health and wellbeing' and 'transportation' SEA themes. These benefits largely relate to the SFNP's focus on enhancing the quality of life of residents and accessibility, including through the protection and enhancement of open space and green infrastructure networks and its focus on improving pedestrian linkages in the Neighbourhood Plan area. In addition, the Neighbourhood Plan has a strong focus on protecting and enhancing landscape and villagescape character and the setting of the historic environment, leading to significant positive effects in relation to the 'landscape and historic environment' theme."*

*“The current version of the SFNP will initiate a number of beneficial approaches regarding the ‘biodiversity’, ‘land, soil and water resources’ and ‘climate change’ sustainability themes. However these are not considered to be significant in the context of the SEA process given the scope of the Neighbourhood Plan and the scale of proposals.”*

**5.15** Those factors led to the production of the Stoke Fleming Pre-Submission Draft Neighbourhood Development Plan, which was published on 10th April 2017, coinciding with a major Parish meeting held in the Village Hall on the same day.

**5.16** The Draft Plan then entered a six-week pre-submission consultation period during which the views of the community and of a number of statutory bodies were sought. That period was due to end on 22nd May but was extended to 30th June after SHDC advised that a full-scale Strategic Environmental Assessment would be required, rather than a simple screening. That version of the Plan, which incorporated changes made as a result of responses to the consultation was submitted by the Parish Council to South Hams District Council in January 2018 for review by an Independent Examiner, whose job was to ensure that it complies with all legal requirements and ensure that it is sufficiently clear and precise to be used by Planning Officers as a guide when considering planning applications.

**5.17** In addition to the formal response by SHDC during the consultation period informal comments were sought on the draft of the revised version. Those informal comments and the parish's response to them have been published on the parish website (<http://www.stokefleming.org/neighbourhood-plan/>).

**5.18** The Examination was concluded in October 2018 and SHDC will now arrange for a referendum to be carried out, in which all electors in the parish will be entitled to vote. If a majority of electors vote for the NP it will be made by South Hams District Council and used in the determination of planning applications. The examination process was completed in (month; year).

**5.19** Care has been taken throughout the process to engage as many members of the community as possible; these include residents, landowners, school children, businesses and special interest groups. The Steering Group has endeavoured to meet the requirements of the Human Rights Act by seeking the views of all sections of the community and seeking to improve the quality of life of all people living and working in the Plan area. All venues for events and steering groups were advertised and fully accessible.

## 6. The Vision

**6.1** The vision of the Neighbourhood Plan is to maintain and enhance the character and vitality of the village and the surrounding rural areas of the parish, allow for sustainable development to meet local needs and for natural growth, respect and protect the natural environment and heritage, maintain and develop new community facilities, services and infrastructure, and support existing and new employment and business opportunities.

## 7. Objectives

### 7.1 The Objectives

The objectives of the Neighbourhood Plan are to help shape a community where:-

**1 Development meets the needs of the community, allowing future generations to live and work here.**

Sympathetic development will allow the village and surrounding rural areas to grow organically allowing the next generation to live here and assisting the viability of local businesses. Encouragement of new and expanding small business ventures will enhance employment opportunities.

**2 The beauty and integrity of the landscape is respected and preserved and ecology and biodiversity are maintained and, where possible, enhanced.**

The village is known for its trees and the distinctive atmosphere they create should be maintained by replanting where they are reaching the end of their lives. Similarly the woods and copses of the distinctive South Hams landscape should be retained throughout the rural areas of the parish.

**3 The heritage of the community, consisting of historic and cultural buildings, archaeology, footpaths and landscape features is valued.**

The built environment sits well in the landscape and is sympathetic to the local vernacular architecture. Heritage buildings will be conserved and enhanced where possible.

**4 People are able to move about freely, safely and pleasantly, where possible this includes those with limited mobility.**

Currently the village is in two parts connected only by a narrow, winding and busy road bounded by high, stone walls and with no pavement and a dark, poorly-surfaced and poorly maintained footpath. At present children going to the community primary school on foot have to navigate one or more stretches of road with no pavement.

**5 The community and the environment are enhanced in a sustainable way by the economical use of resources so that future generations are not left with a legacy of pollution, or financial or environmental debt.**

Wherever reasonable and practicable, there should be a move towards zero carbon energy and water footprints.

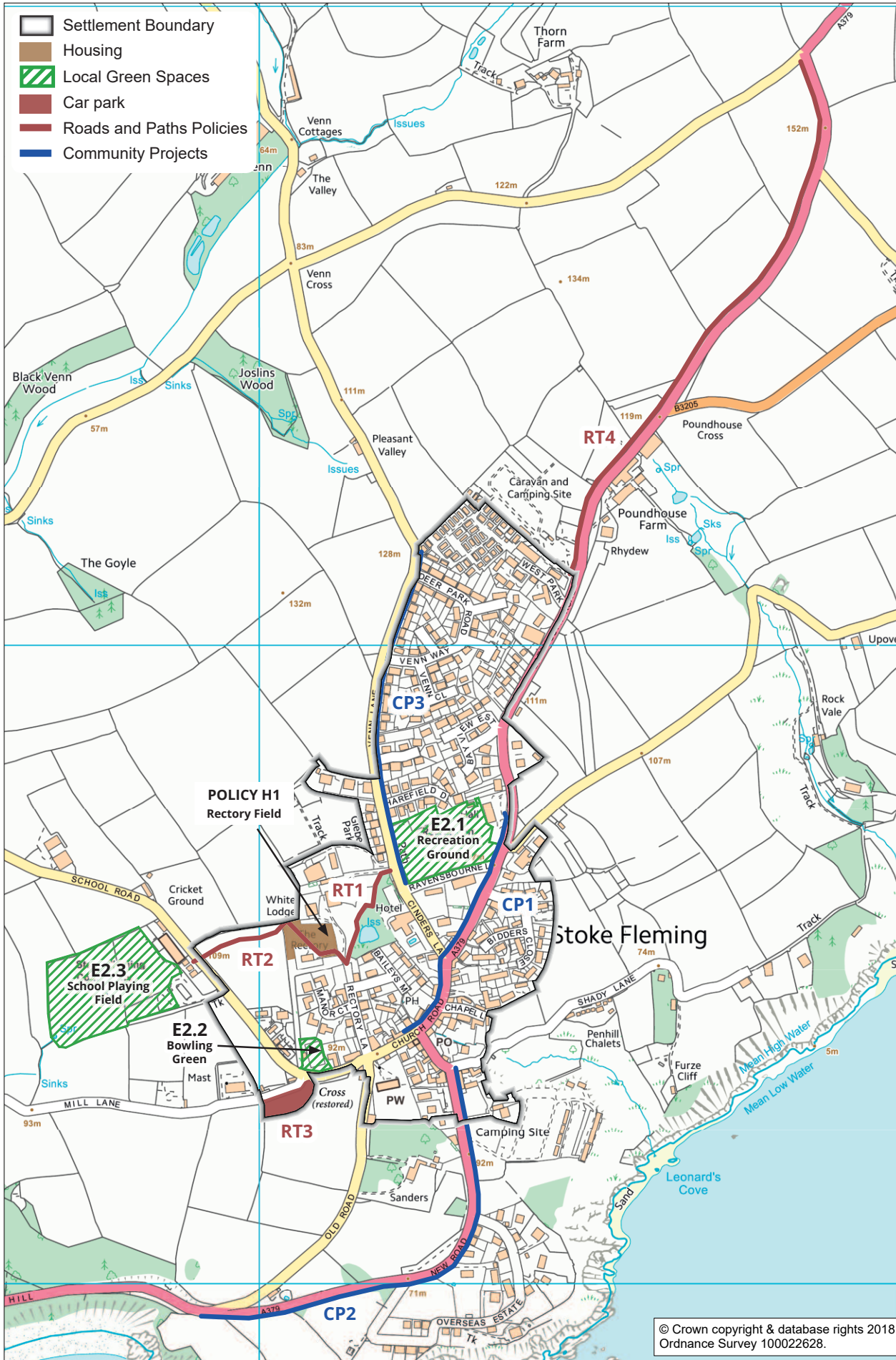
**6 Services are maintained and developed for the benefit of parishioners and visitors.**

There are many facilities in the village and these should be encouraged, maintained and extended. Residents look towards Dartmouth for most needs that cannot be found in the village (supermarkets, doctor and veterinary surgeons, cinema and concert venues, etc.) and to Exeter and Plymouth for more extensive provision. Public transport to these centres is vital to the community. Broadband is increasingly important both for individuals and for the development of businesses, as is good mobile phone coverage.

**7 Facilities enabling personal and community development are promoted.**

The Village Hall, Playing Field and Youth Club and other facilities allow interest groups to develop as well as provide important places for people to meet, celebrate and pursue common interests. They also provide opportunities for individuals to contribute to the life of the community. This is particularly important for young people.

These objectives expand on the Vision for Stoke Fleming and are the framework that reflects the community's wishes for the future. The policies set out in the Plan are derived from them, and though not all of the objectives are represented in the policies contained in this version they remain valid for the longer term and should serve as a guide when the Plan is reviewed.



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Figure 4: Policies

## 8. The Policies

### 8.1 Housing and Development Policies

#### 8.1.1 Objectives

Development should meet the needs of the community, allowing future generations to live here while maintaining the viability of local businesses without substantially altering the character of the village and the surrounding rural areas. All development should be of a scale that is in sympathy with the surroundings.

The heritage of the community, consisting of historic and cultural buildings, archaeology, footpaths and local landscape features is valued. The built environment sits well in the landscape and is sympathetic to local vernacular architecture. Heritage buildings will be conserved and enhanced where possible.

#### 8.1.2 Policy H1 Site Rectory Field

Rectory Field is considered suitable for a small-scale development, provided that it enables pedestrian access from Rectory Lane to School Road and that financial provision is made for improvements to the Bird Walk in accordance with the provisions of Policies RT1 and RT2.

In conjunction with the housing development a new pedestrian access will be provided from Rectory Lane to School Road (Policy RT2) and improvements made to the footpath along Bird Walk (Policy RT1 to provide safe access from School Road and Church Road to Venn Lane and from the northern parts of the village to the school, church and other amenities.

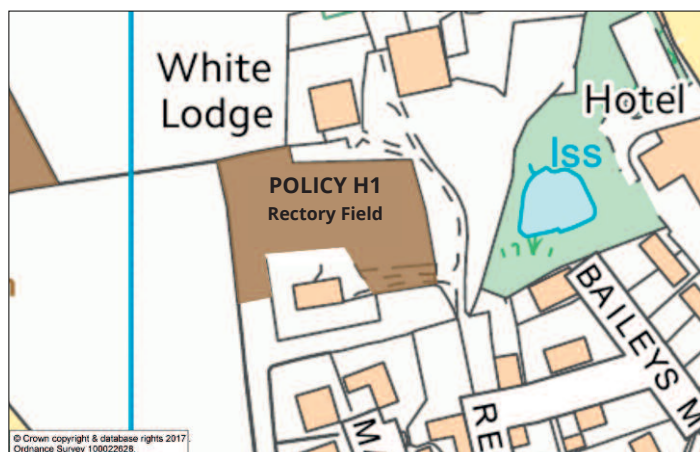


Figure 5: The Rectory Field

#### Policy H1

Land is allocated at Rectory Field for housing development. The scale, design and layout of the development should be sensitive to its location within the setting of the listed building and the conservation area.

For development to take place the owners of Stoke Lodge Hotel have agreed in principle to boundary changes to provide a public right of way to the field. Any development will have to make provision for pedestrian access to School Road through the existing development opposite the school, where access has been allowed for. Development is also conditional on improvements being carried out to the Bird Walk.

#### 8.1.3 Sites not preferred for development.

The reasons why other sites were not considered suitable for inclusion as preferred sites are set out in Appendix B.

#### 8.1.4 Policy H2 Design quality

New development in Stoke Fleming Parish must demonstrate good quality design conforming to paragraphs 58-68 of the NPPF and Joint Local Plan Policy Dev 20.

Planning permission will not be granted for developments of poor design that fail to take the opportunities available for improving local character and quality of an area and the way it functions conforming to paragraph 64 of the NPPF.

#### Policy H2

Development proposals in Stoke Fleming Parish must demonstrate high quality design and must:

- Be in keeping with the area within which it is located, respond to and integrate with the local built surroundings, landscape context and setting;
- respect the scale and character of existing and surrounding buildings;
- respect where appropriate, established building set-back and arrangements of front gardens, walls, railings or hedges;
- ensure proposals relate to established plot widths within areas where development is proposed, particularly where they establish a rhythm to the local architecture;
- use good quality materials that complement the existing palette of materials used within this parish.

- f) adopt the principles of sustainable drainage so as to minimise flood risk
- g) be innovative to achieve low carbon sustainable design.

Good design should provide sufficient external garden and amenity space, refuse and recycling storage and car and bicycle parking to ensure a high quality and well managed environment.

### 8.1.5 Heritage

Heritage assets will be conserved and enhanced and any development should conform to Joint Local Plan Policy Dev 21. Heritage assets are listed in Appendix C

### 8.1.6 Policy H3 Infill Development and Self Build

Appropriate infill development within the settlement of Stoke Fleming will be supported. Self build housing development will be supported on all housing sites, including allocated and infill sites as well as through the conversion of rural buildings where the location of the site and the design of the development satisfy the policies of the development plan.

#### Policy H3

Development of new dwellings within the development boundary of Stoke Fleming shown on the Policies map will be supported where the scale and form of proposed developments would be in keeping with the existing surrounding residential properties and would not result in a negative impact on residential amenity.

Self build housing development will be supported on infill development sites and other housing sites that satisfy the policies of the development plan.

### 8.1.7 Policy H4 Adapting to climate change

Energy efficiency will be promoted on all future developments in the Parish.

#### Policy H4

All new developments proposed within the Parish are required to demonstrate how design, construction and operation have sought to promote energy efficiency with respect to:

- a) reducing the use of fossil fuels;
- b) promoting the efficient use of natural resources, the re-use and recycling of resources, and the production and consumption of renewable energy;
- c) adopting and facilitating the flexible development of low and zero carbon energy through a range of industry accepted technologies;
- d) adopting best practice in sustainable drainage to minimize flood risk.

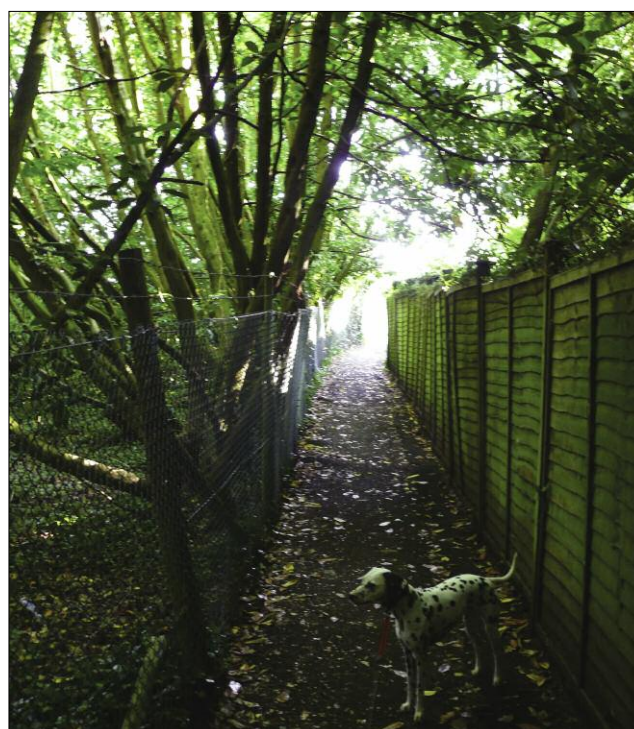
All development of small-scale (up to 50 Kw) renewable energy generation within the parish must demonstrate that it will not affect the integrity of the South Devon AONB and will have no unacceptable detrimental impacts.

## 8.2 Roads, Paths and Transport Policies

### 8.2.1 Objective

#### Improving Connections

People should be able to move about freely, safely and pleasantly. This applies particularly in the village which is currently in two parts connected only by a narrow, winding and busy main road bounded by high stone walls and with no pavement and a dark, poorly-surfaced and poorly-maintained footpath. At present children going to the community primary school on foot have to navigate one or more stretches of road with no pavement.



The Bird Walk

**8.2.2** Pedestrian movement throughout the village will be improved, and where possible traffic flow eased. Any housing development coming forward in the Plan Area should demonstrate how it will contribute to this objective.

**8.2.3 Policy RT1 Existing Footpath Bird Walk and RT2 New footpath, Rectory Lane to School Road**

Improvements to this important pedestrian link between the northern and southern halves of the village are considered to be of major importance, and are a condition of development of Site H1.

The improvements should be the joint responsibility of the stakeholders concerned, including the developer of Site H3, neighbouring landowners, Devon County Council and Stoke Fleming Parish Council.

**Policy RT1**

The existing pedestrian route The Bird Walk, as shown on the Policies map will be widened, resurfaced, re-fenced and natural light improved.

Improvements should include:

- widening along the central part of the route to match that currently provided at the southern part.
- further tree surgery to enable a permanent improvement to natural light along the route and prevent disturbance to the surface of the footpath by tree roots.
- re-fencing to an agreed standard to create a pleasant prospect and at the same time provide secure boundaries to neighbouring properties.
- re-grading and resurfacing to provide safe and hazard-free passage along its length.

**8.2.4** The creation of a pedestrian link from Rectory Lane to School Road via the Rectory Field has long been considered an important objective and has been agreed in principle between the Parish Council, the Diocese of Exeter which owns the land and the owners of Stoke Lodge Hotel who have agreed to enable access.

**Policy RT2**

A new safe pedestrian route, shown on the Policies map, to School Road from Rectory Lane illustrated in Figure 4 will be created as part of the development of Rectory Field (Site H1).

The design of the footpath must have due regard for its location within the South Devon AONB.

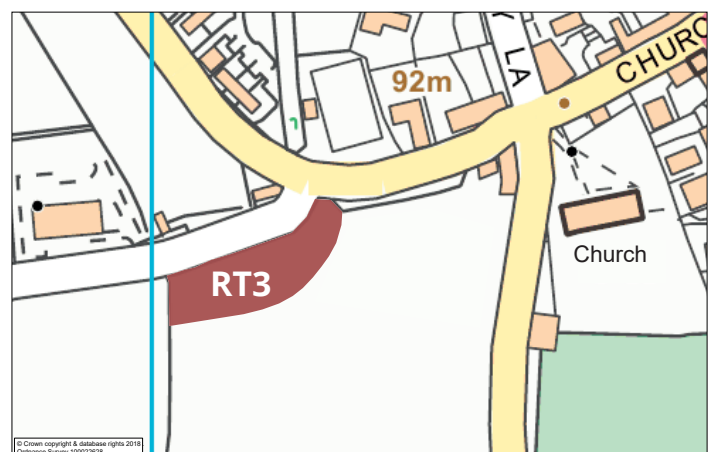
**8.2.5 Policy RT3 Car Park, between Old Road and Mill Lane**

Car parking within the heart of the village is very limited in the Church Road/ Rectory Lane/School Road area. This causes problems for residents and visitors alike and impedes access to facilities in the area, including the school, church, post office, pub and bowling green. The creation of a new car park on part of the field behind the parking bays and public toilets between Old Road and Mill Lane will do much to alleviate those problems. Discussions have taken place between the Parish Council and the landowner over the availability of the required land.

**Policy RT3**

Land to the east of Mill Lane shown on Policies map is allocated for a car park for approximately 34 parking spaces. The design of the car park must have due regard to its location and the following measures within the South Devon AONB incorporating:

1. The introduction of appropriate boundary treatments where these are absent using native banked hedgerow with trees to provide screening of long distance views of parked cars and to provide shade/shelter for users of the car park;
2. The introduction of trees and planting within the parking areas with a naturalistic layout (not long or regular banked rows) to provide screening of long distance views of parked cars and to provide shade/shelter for users of the car park;
3. The use of sensitive surfacing material such as self-binding gravel (of an appropriate muted colour), with tarmac limited to only key, heavily trafficked routes at entrance/exit points and main pedestrian paths;



4. Limiting the use of standard engineered highways treatments such as kerbs in favour of more sensitive rural edge treatments;
5. The use of sensitive demarcation of bays such as inset stone or timber to encourage efficient use of parking spaces;
6. Taking the opportunity to reinforce locally distinctive features such as rounded quoins, stone faced banks and walls, and Devon gates;
7. No use of lighting on this exposed outer edge of the settlement; and
8. Access shall be taken from Mill Lane.

### 8.2.6 Policy RT4 Verge footpath to Swannaton

A new footpath will complete a pedestrian route from the village to Dartmouth.

The creation of a footpath along the side of the A379 from Deer Park to link with the existing one that runs from the east side of the road to the junction of Swannaton Road and Jawbones would complete a safe pedestrian route from the village to Dartmouth, to the benefit of both residents and visitors to the area. A project to bring this about is being led by the Dart Area Landscape Access Group, which has obtained the necessary funding, and the Parish Council is supporting their initiative.

#### Policy RT4

The area of land shown on the Policies map shall be safeguarded for the construction of a footpath from Deer Park to the Junction of Swannaton Road and Jawbones.

The design of the footpath route shall be subject to consultation with the community and approval by the Parish Council.

## 8.3 Environment Policies

### 8.3.1 Objectives

The landscape and natural setting of the area is maintained and enhanced. The village is known for its trees, and the distinctive atmosphere they create should be maintained by replanting where they are reaching the end of their lives. Similarly, the woods and copses of the distinctive South Hams landscape should be retained throughout the rural areas of the parish.

The community and the environment are enhanced in a sustainable way by the economical use of resources so that future generations are not left a legacy of pollution, or financial or environmental debt. Wherever reasonable and practicable, to move towards zero carbon energy and water footprints.

### 8.3.2 Policy E1 Locally Important Views

National and strategic planning policy place great weight on conserving the landscape and scenic beauty of the AONB and Heritage Coast.

**8.3.3** The integrity of the Area of Outstanding Natural Beauty and the Undeveloped Coast (recognised by South Hams District Council as conforming to the boundaries of the Heritage Coast) will be respected and only development that does not detract from them, and public appreciation of them, will be permitted.

There are a number of views across Stoke Fleming parish from public land and routes that are considered locally important. These are described and illustrated below.

#### Policy E1

The quality of the views to the settlements, the coast or the countryside should be conserved in any future development within the parish. Development within the foreground or middle ground of these views should not cause unacceptable harm and should, where possible, contribute positively to the existing composition of natural and built elements. It should not be overly intrusive, unsightly or prominent to the detriment of the view as a whole, or to the landmarks within the view.



The locally important views are shown on the accompanying map.

VP1 - The Village and Start Point from the A 379 north of the village

VP2 – Start Bay from Blackpool Hill

VP3 - View of the sea from the Ash to Bowden road

VP4 - View of the sea from the Cotterbury to Strete road

VP 5 - Blackpool Valley

VP 6 - View from the road from Venn Cross to Bowden

VP7 - From the road from Ash towards Bugford and Dartmoor

VP 8 - Bowden from Embridge Hill

VP 9 - Start Bay from Old Road

VP10 - The sea from the A 3122 east of Hemborough Post

VP 11 - The valley viewed from the A 379 past Thorn

VP12 - From Combe Cross looking towards West Combe and Thorn

The locally important views illustrated are summarised as:

**VP1 - The Village and Start Point from the A 379 north of the village**



This view covers the AONB, the Undeveloped Coast, and wooded areas. It is the first view of the village on approach from Dartmouth and puts Stoke Fleming in context and reinforces the scenic beauty of the area. It includes an important view of the Church. This view of the land and seascape must be conserved and safeguarded against the visual intrusion of insensitive buildings and infrastructure as stated in (AONB Management Plan Policies Lan/P5 & P6)

**VP2 – Start Bay from Blackpool Hill**



This view covers the AONB and Undeveloped Coast describing the unique beauty of the place; it highlights agricultural landscape and is a major view of important beach and bay – enhancing the tourism asset. This view of land and sea should be conserved and safeguarded against the visual intrusion of buildings and infrastructure as stated in (AONB Management Plan - Lan/P5 & P6)

**VP3 - View of the sea from the Ash to Bowden road**



This view provides glimpse of the sea and rural and agricultural landscape showing hills and wooded valleys. This view helps to maintain the rural quality and character of land in and adjoining the setting of the AONB (AONB Management Plan – Lan/P1 & P7)

**VP4 - View of the sea from the Cotterbury to Strete road**



This view includes uninterrupted view over the AONB, rural and agricultural landscape showing hills and wooded valleys. This view helps to maintain the rural quality and character of land in and adjoining the setting of the AONB (AONB Management Plan – Lan/P7)

**VP 5 - Blackpool Valley**



This view covers the steep, wooded valley and watercourse, including heritage assets of several water mills (now converted to houses), Mill Lane – a historic green lane from the village to the mills, walking and recreation routes. The view includes heritage buildings (water mills). The views up and down the valley capture the tranquillity in this peaceful valley and the special quality should be conserved. (AONB Management Plan – Lan/P4)

**VP 6 - View from the road from Venn Cross to Bowden**



This view covers a rural valley of woods and fields and individual trees including a dramatic line of beech trees alongside the road. It includes farmsteads and listed buildings at Riversbridge. The view captures the tranquillity of this peaceful valley and the special quality should be conserved. (AONB Management Plan – Lan/P1 & P4)

**VP7 - From the road from Ash towards Bugford and Dartmoor**



This view covers the local rural and agricultural landscape set in context by distant view of Dartmoor. It includes scattered hamlets and settlements, woods, hedgerows and trees. Safeguarding this view will help conserve the rural quality and character of land in and adjoining the setting of the AONB (AONB Management Plan – Lan/P1 & P7)

**VP 8 - Bowden from Embridge Hill**



This view covers a locally distinctive narrow, steep lane – not designed for modern traffic . The lane passes through woods, hills and settlements in the landscape. The view includes heritage buildings at Bowden. This view should be conserved and safeguarded against the visual intrusion of buildings and infrastructure (*AONB Management Plan - Lan/P5 & P6*)

**VP 9 - Start Bay from Old Road**



This view of the bay forms part of the SW Coastal footpath. The view of the Bay opens out as you leave the village towards the sea. It includes a heritage building (barn). This view of the land and seascape must be conserved and safeguarded against the visual intrusion of insensitive buildings and infrastructure (*AONB Management Plan - Lan/P5*)

**VP10 - The sea from the A 3122 east of Hemborough Post**



The first view of the sea as you approach Dartmouth and the village from inland covers the parish from the North West edge, and includes the AONB. This view depicts the rural quality and character of land in and adjoining the setting of the AONB and should be conserved (*AONB Management Plan – Lan/P1 & P7*)

**VP 11 - The valley viewed from the A 379 past Thorn**



This view covers the rural landscape – hedges, trees, farmsteads, where small scale wind turbines can be absorbed into the setting. This view depicts the rural quality and character of land in and adjoining the setting of the AONB (*AONB Management Plan – Lan/P1 & P7*)

## VP12 - From Combe Cross looking towards West Combe and Thorn



This view across the parish from the southern border covers undeveloped farmland, settlements, woods and the water tower which, in turn, overlooks the river Dart. This view of the existing landscape and skyline should be conserved and safeguarded against the visual intrusion of insensitive buildings and infrastructure (AONB Management Plan- Lan/P1, P5 & P7)

### 8.3.4 Policy E2 Local Green Spaces

#### Policy E2

The following sites are designated as Local Green Spaces.

#### 1 Recreation Ground / Playing Field

#### 2 Bowling Green

#### 3 School Playing Field

**1 Recreation Ground:** This site is central in the village, is used by the Football and Petanque clubs, dog and recreational walkers, and contains the children's playground.

**2 The Bowling Green:** Designation safeguards current and future recreational activity with strong amenity value.

**3 School Playing Field:** Provides existing and future amenity value for pupils, improve health and wellbeing and maintain the open character of the parish.

Detailed justification is included as part of Appendix B.

### 8.3.5 Trees and Woodlands

Trees and woodlands are essential to our community as they absorb carbon dioxide and re-oxygenate the atmosphere, greatly enhance bio-diversity, provide wind breaks and are a source of timber. They are also among the most distinctive features that give our parish its special character.

**8.3.6** Early references to the village describe it as being particularly wooded and views over any part of the parish still have trees as the most distinctive features. These range from the extensive woodlands that surround Blackpool Valley to numerous smaller woods and copses throughout the Plan Area. On a smaller scale there are also interesting specimen trees in the gardens of Bailey's Meadow, the striking pine trees that frame the view of the church and tower, the beeches beside the valley road between Embridge and Venn and those on the skyline at Ash.

**8.3.7** Whilst Tree Preservation Orders (TPOs) can be useful in protecting individual specimens trees, like all living creatures, have a limited lifespan and if the features described above are to survive into the future a programme of regular maintenance and successional planting is essential.

**8.3.8** Ponds, waterways and damp areas also provide greater biodiversity, supporting in particular amphibians and distinctive water-based insects and plants. The parish embraces an extensive network of springs, streams, ponds and rivers.

**8.3.9** Damp, shady areas in woodlands and elsewhere provide habitat for ferns and mosses and their associated fauna. The clean air of the South Hams allows lichens to grow on the rocks of the shoreline and inland on walls and trees.

The Devon Biodiversity Records Centre has prepared an inventory of biodiversity sites and potential sites in the parish 'Wildlife site resource map and species information for neighbourhood planning – Stoke Fleming 2017'. Development proposals that may impact on any of these sites will be considered against the adopted and emerging Local Plan policies including Joint Local Plan Policy DEV 28.

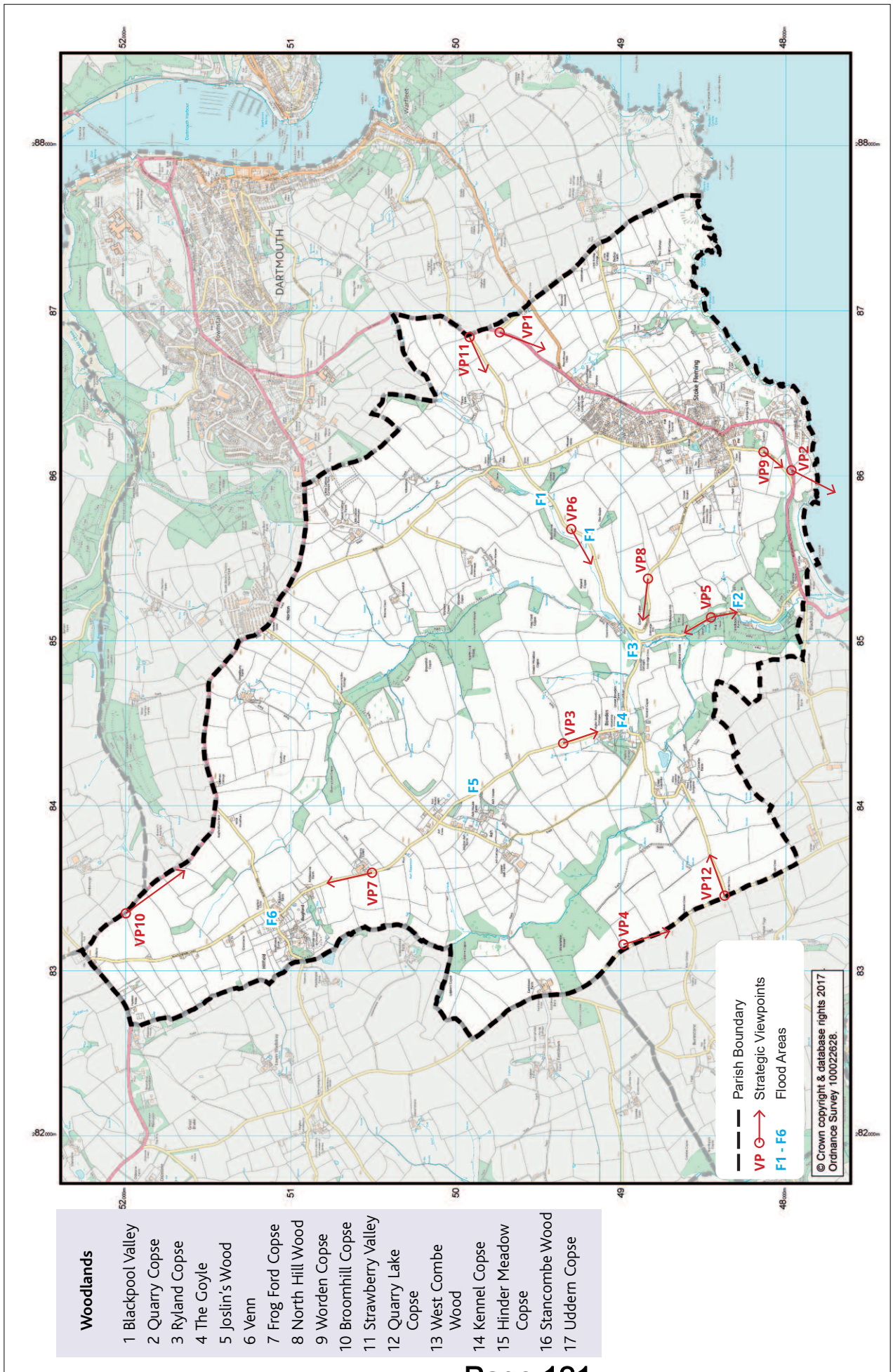


Figure 7: Locally Important Views; Flood Areas

Any development proposals that may impact on ancient woodland, aged or veteran trees or their immediate surroundings, other woodlands or high amenity trees including protected trees shall be considered against the adopted and emerging Local Plan policies including Joint Local Plan Policy DEV 30.

### 8.3.10 Policy E3 Renewable and Low Carbon Energy Generation

The development of small scale proposals for the generation of renewable and low carbon energy is supported. This includes the following technologies:

- biomass; including the coppicing of local woodland and hedgerows;
- hydro-electric power generation from local watercourses;
- domestic small scale wind turbines linked to and supplying residences, businesses and farms;
- domestic solar power with particular emphasis on utilising roof-mounted panels on agricultural buildings.

#### Policy E3

The development of small scale renewable and low carbon energy generation projects of up to 50 kW will be supported where following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and where there are no unacceptable adverse impacts.

Development proposals of small-scale renewable and low carbon energy generation must demonstrate that they will have no unacceptable adverse impacts on the South Devon AONB. All such proposals must be supported by protected species surveys and the identification of any necessary mitigation measures.

In accordance with Government guidance on Renewable Energy proposals in the Area of Outstanding Natural Beauty, and in areas close to it, where there could be an adverse impact on the protected area, will need careful consideration.

All development of small-scale renewable energy generation within the parish must demonstrate that it will have no detrimental impacts on the South Devon AONB. All proposals must be supported by protected species surveys and the identification of any necessary mitigation measures.

## 8.4 Business and Employment Policies

### 8.4.1 Objective

Development should meet the needs of the community, allowing future generations to live and work here and support the creation and maintenance of local businesses without substantially altering the character of the village and the surrounding rural areas. All development should be of a scale that is in sympathy with the surroundings.

### 8.4.2 Policy B1 Local Rural Employment

The Plan supports the Joint Local Plan Objectives S08 and S09 with respect to enabling local employment opportunities that support a thriving rural economy and policy TTV2 that supports the growth and expansion of rural business and enterprise. In addition the Plan supports the Joint Local Plan Policy Dev 15 with respect to the re-use of suitable rural buildings for employment use providing there is no detrimental effect to the environment, amenity, or traffic generation in the parish.

#### Policy B1

Conversion of redundant agricultural buildings for small-scale employment use is supported in principle, provided that:

- The scale of employment is appropriate to the accessibility of the site by public transport, cycling and walking, and the standard of local highways.
- Proposals respect the character and qualities of the landscape and the environment and include effective mitigation measures to avoid adverse effects or minimise them to acceptable levels.
- Proposals do not affect the integrity of the South Hams SAC
- Proposals do not have an unacceptable adverse impact on the South Devon AONB

## 9. Community Projects

**9.1** The projects listed in this section have been identified by the community through the engagement process. It is accepted that these are not planning policies and cannot form part of the Development Plan. However the projects reflect the aspirations of the community and should inform future development and change in the parish.

### 9.1.1 Objective

Services should be maintained and developed for the benefit of parishioners. There are many facilities in the village and these should be encouraged, maintained and extended. Residents look towards Dartmouth for most needs that cannot be met in the village (supermarkets, doctor and veterinary surgeries, cinema and concert venue, etc.) and to Exeter and Plymouth for more extensive provision. Public transport to these centres is vital to the community. Broadband is increasingly important both for individuals and for the development of businesses, as is good mobile phone coverage, which will become even more important as 4G and 5G become the norm.

## 9.2 Roads and Transport

### 9.2.1 CP1/2 Virtual Pavements

The central section of the main A372 route through the village is narrow, winding and largely without any safe place for pedestrians to walk between Ravensbourne Lane and the Post Office. The problem is particularly acute for those who live along that section, especially the elderly and families with young children. At present motorists driving through the village may come upon pedestrians on either side of the road, without warning. As the road is not wide enough for two-way traffic creation of a virtual pavement will not impede vehicular access but by regulating the movement of pedestrians will make the route safer and easier for both those on wheels and those on foot.

#### CP1 Virtual pavement, Ravensbourne Lane to Post Office

A new virtual pavement, i.e. area where it is recommended that people walk in the absence of a true pavement, delineated by markings on the surface of the road, is proposed to run from Ravensbourne Lane to the bottom of Church Road. The parish council will negotiate with Devon County Council (Highways) regarding a change to existing DCC policy.

**9.2.2** The section of the A372 between Radius 7 and Blackpool Hill is largely without provision for pedestrian traffic. The problem is most acute for those living along that stretch, both local residents and visitors staying at the Leonards Cove holiday site. Provision of a virtual pavement will enable pedestrian access to Blackpool Sands, the most important leisure facility in the parish.

#### CP2 Virtual pavement on New Road, from Radius 7 to Blackpool Hill

A new virtual pavement is proposed to run past Leonard's Cove and above Overseas. Again, the parish council will enter into negotiation with Devon County Council.

### 9.2.3 Traffic calming, Venn Lane

The part of Venn Lane that lies within the village boundary is a 20 mph zone, though the speed limit is largely ignored, especially by traffic entering from the north. The volume of traffic along Venn Lane from the A3122 to and through the village has increased and is expected to increase still further when the proposed major development at Cotton takes place.

#### CP3 Traffic calming

Working with Devon County Council, the parish council will seek to identify and implement the most effective means of speed control.

### 9.2.4 CP4 Localised Flooding

Localised flooding is a regular hazard at various sites within the parish particularly in rural areas, and can be overcome by a programme of small works and periodic regular maintenance.

### CP4 Flood prevention in rural areas

A mix of permanent improvements and regular maintenance is proposed to eliminate regular flooding at the following specific rural sites;

1. between Venn Cross and Embridge Cross, by Joslin's Wood and below The Goyle
2. Blackpool Valley, between Blackpool Mill and Mill Lane
3. between Embridge Cottages and Wallis Cottage
4. by Bowden House
5. by the entrance to Ash House
6. within Bugford

The parish council will negotiate improvements with Devon County Council, and where possible will seek funding to enable such work to be carried out at its discretion.

### 9.2.5 CP5 Street lighting

There is no street lighting on the corner at the southern end of School Road, where substantial development has taken place in recent years, and where the primary school is located. As a future aspiration additional lighting, active within specified hours, will eliminate a small but significant safety hazard.

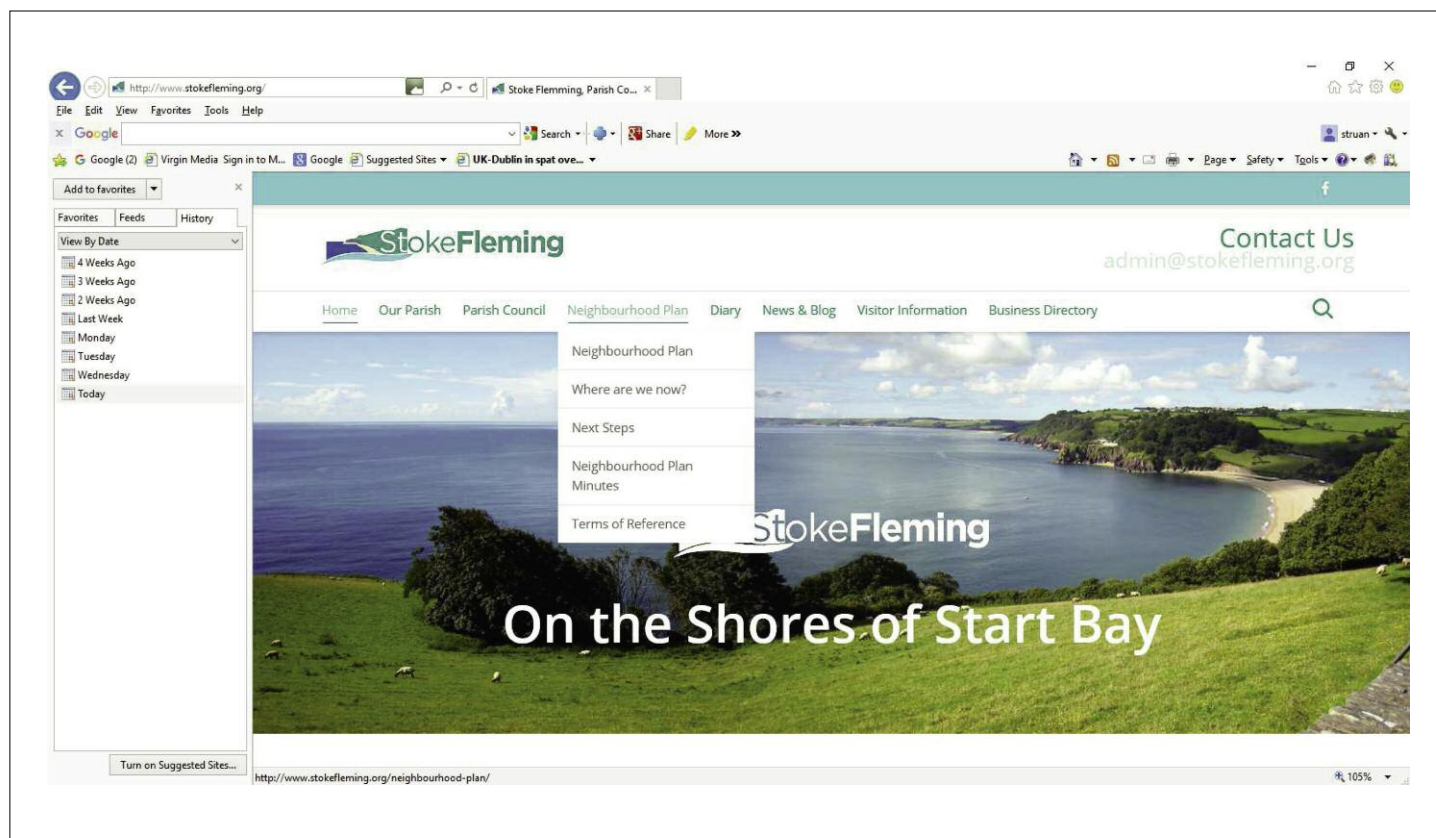
### CP5

New street lighting will be introduced between Church Road and School Road. The parish council will seek agreement with the county council to install new lighting in the area concerned.

## 9.3 Business and Employment

### 9.3.1 CP6 Website

At the start of the neighbourhood planning process the parish council commissioned the development of a new parish website, partly as a means of aiding consultation on the development of the Neighbourhood Plan, but also to be a lasting resource for local businesses and members of the community, as well as visitors to the area. The website contains a local business directory, a register of tourist accommodation and descriptions of tourist destinations within the parish and the surrounding area. The parish Council will work to improve the usefulness of this resource by developing reciprocal links with other websites in the area and publicising the website by other means.





**CP6 Website**

The website will be upgraded to improve its usefulness to residents, businesses and visitors. The local business directory will be enhanced and new links developed with complementary websites in the South Hams area in order to raise the profile of Stoke Fleming and its attractions.

**9.3.2 CP7 Tourism development**

The community benefits greatly from tourism. Visitors to the area should enjoy a quality experience. The preservation and improvement of the natural environment and character of the area is an important priority, as will be retaining and improving the range of facilities and services provided, including public transport, car parking, footpaths and communications infrastructure.

Particular encouragement will be given to tourism enterprises seeking to grow their existing business and develop new markets if they are in accordance with all other policies contained within this Neighbourhood Plan and the Plymouth and South West Devon Joint Local Plan.

**CP7 Tourism**

The natural attractions of the area that attract visitors will be protected, and the development of tourist-related businesses supported.

**9.3.3 CP8 Business support**

The retention of existing businesses, support for new enterprise and where possible the attracting of new businesses is important as a means of providing an increase in employment opportunities and to ensure the vitality and social mix in the area.

**CP8 Business Support**

The Parish Council will actively support existing businesses and the creation of new ones. The Parish Council will investigate the feasibility of creating a local business forum as means of enabling local businesses to discuss issues of common concern. The Parish Council will give support to soundly-based planning applications that will assist the growth of the local economy and to initiatives aimed at assisting local businesses to work with community organisations and to increase the use made of their services by the community if they are in accordance with all other policies contained within this Neighbourhood Plan and the Plymouth and South West Devon Joint Local Plan.

**9.4 Infrastructure****9.4.1 CP9 Communications**

The introduction of improved mobile and broadband communications facilities will be promoted.

**CP9 Communications**

The development of communications infrastructure – high speed broadband and mobile phone signal quality - will be promoted and delivery monitored, especially with the potential expansion of home working in mind.

**10. Action Plan**

**10.1** The Neighbourhood Plan contains a range of planning policies, and in addition various community projects that are not directly linked to planning.

**10.2** Some measures can be expected to come about without the active intervention of the Parish Council and/or the Neighbourhood Plan group. For example, where a site is designated for housing, with certain conditions attached, it would be normal for a developer to enter into negotiation with a landowner and if agreement was reached submit a planning application to South Hams District Council, which would deal with it, taking into account the provisions of the Neighbourhood Plan in respect of that site.

**10.3** However, a number of the planning policies and the community projects set out in the Plan could not come to fruition unless other active steps are taken to promote them. The purpose of the Action Plan is to identify the issues involved, consider what action may be required and allocate responsibility for taking that action.

## How the Vision, Objectives, Policies and Projects are linked

Vision	Objective	Policy or Project that directly addresses the Objective, or has a bearing on it
"...allow for...development to meet local needs and for natural growth..."; "...and support existing and new employment and business opportunities."	<b>1</b> Development meets the needs of the community, allowing future generations to live and work here.	<b>H1</b> Rectory Field <b>H3</b> In-fill & self-build <b>B1</b> Conversion of agricultural buildings <b>CP7</b> Tourism <b>CP8</b> Business support <b>CP9</b> Communications
"...respect and protect the natural environment..."	<b>2</b> The beauty and integrity of the landscape is respected and preserved and ecology and biodiversity are maintained and, where possible, enhanced.	<b>E1</b> Locally important views <b>E2</b> Local Green Spaces <b>E4</b> Energy production & renewable <b>CP3</b> Flood prevention <b>CP4</b> South West Coast Path
"...respect and protect...heritage"	<b>3</b> The heritage of the community, consisting of historic and cultural buildings, archaeology, footpaths and landscape features is valued.	<b>H2</b> Design quality <b>RT1</b> Bird Walk <b>E1</b> Locally important views <b>E2</b> Local green spaces <b>B1</b> Redundant agricultural buildings
"...maintain and enhanced the character and vitality of the village..."	<b>4</b> People are able to move about freely, safely and pleasantly; where possible, this includes those with limited mobility.	<b>RT1</b> Bird Walk <b>RT2</b> Pedestrian path to School <b>RT3</b> Car park <b>RT4</b> Verge footpath to Swannaton <b>CP1</b> Virtual pavement Ravensbourne to Post Office <b>CP2</b> Virtual pavement New Road <b>CP3</b> Flood prevention <b>CP4</b> Southwest coast path <b>CP5</b> Street lighting, Church Road
"...allow for sustainable development..."	<b>5</b> The community and the environment are enhanced in a sustainable way by the economical use of resources so that future generations are not left with a legacy of pollution, or financial or environmental debt.	<b>H2</b> Design quality <b>H4</b> Adapting to climate change <b>E4</b> Energy production & renewable
"...maintain and develop new...services and infrastructure..."	<b>6</b> Services are maintained and developed for the benefit of parishioners	<b>CP6</b> Website <b>CP9</b> Communications <b>RT1</b> Bird Walk <b>RT2</b> School footpath <b>RT3</b> Car Park <b>RT4</b> Verge footpath to Swannaton
"...maintain and develop new community facilities..."	<b>7</b> Facilities enabling personal and community development are promoted.	<b>E2</b> Local Green Spaces <b>CP6</b> Website <b>CP7</b> Tourism <b>CP8</b> Business support <b>CP9</b> Communications

## 10.4 Planning Policies

### 10.4.1 Policy RT2 Footpath, Rectory Lane to School Road

The footpath will be delivered as part of the housing development under Policy H1 with a new link across the Devon bank to the safeguarded passage through the housing development on School Road.

### 10.4.2 Policy RT3 Car Park, between Old Road and Mill Lane

This requires completion of negotiations, following agreement in principle, between the owners of the land, the Parish Council, SHDC (which owns the existing adjacent car parking bays) and Devon Highways. The possibility of exposure to business rates has to be examined, as does liability for ongoing management and maintenance.

### 10.4.3 Traffic calming, Venn Lane

Discussions with Devon Highways are required and possibly traffic studies to determine the scale and nature of the problem before remedial measures can be decided upon. The proposed major development at Cotton is likely to aggravate the problem, but could lead to S106 funding to meet the cost of calming measures.

### 10.4.4 Policy RT4 Verge footpath towards Swannaton

The Parish Council has offered its support to the Dart Area Landscape Access Group, which has taken the lead on the project, and will actively help facilitate it if called upon to do so.

## 10.5 Community Projects

### 10.5.1 Policies CP1 and CP2 Virtual pavements

The Parish Council is making representations to Devon Highways with a view to seeking exemption from their normal policy, which opposes creating additional virtual pavements on the grounds that they create a false sense of security for pedestrians. The council's case, which is summarised in CP1 and CP2, is being developed and will be presented to Devon Highways.

### 10.5.2 Policy CP3 Flood prevention in rural areas

The Parish Council has begun discussions with Devon Highways.

### 10.5.3 Policies CP6, CP7, CP8 and CP9 Website, Tourism Development, Business Support and Communications

The Parish Council will invest in the further development of the website that was created in 2014. It will investigate the feasibility of bringing about a local business forum.

## 11. Monitoring and Review

**11.1** Stoke Fleming Neighbourhood Plan (the Plan) will continue to align its objectives with the strategic aims and the needs and priorities of the wider local area.

**11.2** Whilst the Plan is in general conformity with the evolving strategic policies of the Joint Local Plan, the Council recognises that in the event of the Plan being established in advance of the Joint Local Plan it may be necessary to review this Neighbourhood Plan to satisfy some requirement of the Joint Local Plan.

**11.3** This Neighbourhood Plan has been developed to plan sustainable growth for the period of up to 2035. A formal review process in consultation with the community and Local Planning Authority will be undertaken every five years, to ensure the Plan is still current and remains a positive planning tool to deliver sustainable growth.

## Other Sites

Sites not considered suitable at this time for inclusion as preferred sites were:

### **Deer Park** (Site SH\_51\_16\_16)

Deer Park sits at the northern perimeter of the village. It consists of 45 permanent homes that form Deer Park Village, a caravan park and camping ground with 90 “pitches” and the former Deer Park Inn, due to be replaced with apartments occupying the same footprint. Deer Park Village sits well back from the road, as is the caravan park, and the site of the former Deer Park Inn is the most prominent part when viewed from the road.

There has been long-standing concern that the present entrance to, and more importantly exit from, Deer Park lies on a blind bend on the A379. It was thought that limited development on part of the site might be acceptable if the entrance could at the same time be moved to a safer location just beyond the blind bend. Any development would have to take place at the rear of the site, be well screened to avoid detrimental effect to the strategic view of the village and Start Bay from the A379 near Redlap Road, and avoid any reduction to the number of caravan pitches. With the closure of the caravan park at Cotton on the northern edge of the parish, the Deer Park caravan park's importance as a tourism asset has substantially increased.

Development of the entire Deer Park site would:

- far exceed the requirement for new homes during the life of the Neighbourhood Plan.
- detract greatly from the strategic view from the north of the village, and surrounding part of the AONB.
- result in a substantial increase in the volume of traffic using the entrance and exit which even if moved would probably require the introduction of traffic management measures in the form of a roundabout or traffic lights and might be opposed by DCC Highways.

### **Land at School Road** (Site SH\_51\_12\_13)

The site sits between Mill Lane and the Community Primary School, to the west of School Road. It was offered for development and adjudged by SHDC to be subject to limited constraints. It was also considered by the Neighbourhood Plan steering group. This site was allocated within the South Hams Development Plan Document 2011 (as site RA22) and despite many objections and reservations expressed by the Parish Council and community housing and care development was granted planning permission in 2017.

### **Land at Glebe Farm** (Site SH\_51\_11\_13)

The site lies to the west of Venn Lane on the periphery of the village and is screened from the road by high hedges. Development here would greatly diminish the rural character of this boundary. The flow of traffic on Venn Lane is already considered a substantial problem and traffic management measures are desirable (see Policy RT5). Traffic entering the village at the northern end of Venn Lane has already increased substantially because of holidaymakers' reliance on satnav to get from the A3122 to the beaches along the coast, and traffic is expected to increase still further when the major development at Cotton takes place. At the southern end of the part of Venn Lane that lies within the village entry and access is possible only through Cinders Lane and Ravensbourne Lane, neither of which is wide enough for two-way traffic.

Further development along Venn Lane, which has had to accommodate major developments in recent decades, should be avoided unless and until the connections to the A379 are improved and/or a link road to School Road created.

Land at School Road between Old Road and Mill Lane  
This site has been allocated for development as a much-needed car parking area only. Parking within the central areas of the village is limited and difficult and causes difficulties on Church Road, School Road and Rectory Lane. Lack of parking facilities limits access to the shop/post office, pub and church, as well as the bowling club and youth club, thus affecting the viability of important community facilities.

In addition, any housing development on the site would be highly visible from the A379 between Strete and Blackpool and would affect strategic views across the AONB and Undeveloped Coast, as well as altering the character of the village when viewed externally. The view at present is dominated by the tower of St Peter's church and the surrounding high pine trees. New housing on the south-facing slope outside the limits of the existing settlement would be intrusive.

**Land at Cotton Farms** (Sites SH\_51\_03\_08\_13 and SH\_05\_13\_16)

The sites are the subject of separate discussions as part of the Joint Local Plan process between the Parish Council, Dartmouth Town Council, the District Council and the Developer. The sites lie within the Parish however they principally form part of the growth of Dartmouth and fall outside the projected growth of Stoke Fleming Village.

The proposals would be an enlargement of the approved Cotton development and fall outside the existing DPD (Development Plan Documents) boundary. Extension of the DPD boundary would involve building on the south-facing slope towards the rural valley that lies below, bringing it very noticeably within sight of the village of Stoke Fleming and substantially altering the strategic views across the northern part of the AONB and towards the skyline of Dartmoor National Park in the vicinity of Hay Tor.

Development would inevitably further increase traffic along the rural parts of Venn Lane, a single track road with few passing places on the stretch between Venn Cross and the village and where visibility at junctions is severely restricted. It would increase through traffic within a part of the village that does not have the transport infrastructure to support it, the only access at the southern end being Cinders Lane and Ravensbourne Lane, also too narrow to accommodate two-way traffic.

**Site SH 51 02 08/13 Field 0048, School Road.**

This site was considered suitable for development in the pre-submission draft of the Plan however since its inclusion planning permission has been granted for housing and care provision at School Road (Site SH\_51\_12\_13) In view of the representations made by the community against further development in School Road and that the housing requirement of this plan and the Joint Local Plan will be met by site H4, it was agreed to remove this site from the plan.

## Green and Open Spaces, Sport and Recreation Plan

### 1 Aim

The parish council, through the Steering Group responsible for the development of the Stoke Fleming Neighbourhood Plan, will consult with existing clubs, organisations and users to gather into a Parish Open Space, Sport and Recreation Plan (OSSR Plan) proposed projects within the parish for open space, sport and recreation. The Plan will prioritise projects, to assist with targeting existing funding and resources, and to identify future projects and requirements which may result from increased housing development.

### 2 Introduction

South Hams District Council (SHDC) requests contributions from new housing development towards new and improved OSSR facilities where it is considered that a development

will have significant impacts on the local area. These contributions are secured through Section 106 (s106) legal agreements between Local Planning Authorities and developers and linked to planning permissions, and are based on policy requirements set out within the SHDC Core Strategy (2006 - policy DP8) and the associated SHDC Open Space, Sport and Recreation SPD (2006).

The collection and use of s106 funds are dictated by the Community Infrastructure Levy (CIL) Regulations 2012. The purposes to which the funds are applied must be:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

### 3 Current OSSR provision including existing quantity, quality and access shortfalls

Type of open space and policy standard	Existing provision within parish	Quantity shortfalls	Quality shortfalls	Access shortfalls
Parks and gardens	Garden, Rectory Lane	One dedicated park area of reasonable size	The only existing garden is small and in a poor location so little used	
Accessible natural spaces	There are no accessible natural spaces i.e. nature reserves, accessible woodland, community orchards etc	n/a	n/a	Permissive access to woodland
Greenways	The Bird Walk South West Coast Path Riversbridge to Worden Mill Lane Shady Lane to Rock Vale Venn Lane to Thorn	Verge footpath from Deer Park towards Swannaton	The Bird Walk requires substantial improvement and maintenance	None
Outdoor sports facilities	The Playing Field - football, general sports and recreation, petanque Cricket ground Bowling green	None	None	None
Indoor sports facilities	The Village Hall - badminton, table tennis, short mat bowls Youth Club	None	The Youth Club requires investment in facilities and improved management	Only one public venue, which is heavily used for both sport and recreation
Play facilities	Children's play area, Playing Field Small green space, School Road	Substantial open space is required close to new housing developments	The Playing Field remains the only quality open space	None
Other recreational facilities	Allotments, School Lane	None	None	Permissive use only
Cemeteries	St Peter's churchyard	None at present	None	None
Beaches	Blackpool Sands	None	None	Privately owned

The Parish OSSR Plan is a clear method of reflecting evidence of need and community aspirations when pulling together into one place the project/facility requirements of a community.

Consultation with local sports clubs, community groups and parish residents ensures the plan is robust and compliant with legal requirements. The Plan also incorporates a requirement for review and updating, to ensure it can continue to be used as an up to date evidence base.

#### 4 Existing organised activities/teams

Football Club  
Cricket Club  
Bowling Club  
Petanque Club  
Youth Club  
Table tennis  
Badminton  
Short Mat Bowls

Medau  
Pilates  
Stretch Class  
Horticultural and Sports Society  
Start Bay Performers  
Loam Rangers  
Craft Club  
Mother Union  
Probus Club  
Wednesday Ladies  
Charitable Ladies  
Culture Club  
Yoga for the mature  
Open the Book  
Music with Mummy  
Friends of the Library  
U3A - archery  
U3A -Maj Jong  
U3A - Singing for Pleasure

Details about these organisations can be found on the Parish website at [www.stokefleming.org](http://www.stokefleming.org)

#### 5 Requirements for improved or new facilities needed to meet existing quantity/quality/accessibility shortfalls, and anticipated future demand from additional housing development

Shortfall/ Issue	Site/location/ facility name	Project description	Evidence of need and community support	Site/facility owner, project lead and partners	Cost	Funding
Footpaths	The Bird Walk	See page 20	Community consultation	The owners of Stoke Lodge Hotel The owners of Farwell House Exeter diocese DCC SFPC Developer		s106
	Verge footpath	See page 22	Community consultation	Landowner SFPC DCC		
Indoor sports & recreation	Youth Club	See above	Requests from members	Youth Club SFPC		SFPC; fundraising

#### 6 Park and play area, School Road

(Deleted – this would have formed part of the site H3 that has been deleted as a result of planning permission being granted elsewhere on School Road.)

#### 7 The Bird Walk

Improvements to connections within the village are a key aspect of the SFNP, and of these none is as important than

improving the Bird Walk. It forms the only safe pedestrian link between the northern and southern halves of the settlement. The Plan envisages some widening of the path in order to achieve a consistent width throughout its length, removal of some adjacent trees and their roots to provide more natural light and create an even surface, and re-fencing to improve visual appeal and provide security for the owners of adjoining properties.

Funding would come from the development of Site H3,

access to which is conditional upon agreement with the owner of the properties on either side of the Bird Walk. Development of H3 would be conditional on the agreement of the owners to the above measures, and would involve the cooperation of the parish council and Devon County Council, which is responsible for the upkeep.

## 8 Verge footpath

The Dart Area Landscape Access Group has secured funding for the creation of a footpath from the northern perimeter of the village towards Swannaton, linking with an existing right of way to complete a pedestrian route to Dartmouth via Jawbones Hill.

## 9 Projects priority list

Based on an objective assessment of relative need and reflecting the priorities of the community as a whole, the projects have been prioritised in order to assist with prioritising the spend of any existing s106 funds which have already been secured, and assist in the future with identifying local priority projects if development proposals are received.

The priority for s106 funding is the Bird Walk

The other projects would not involve s106 funding

## 10 Review of Parish OSSR Plan

In order to enable the OSSR Plan to be used as a robust evidence base with which to secure developer and external funds will depend on how up-to-date the document is. It therefore will require periodic review in line with the five-yearly reviews to the SFNP.

## 11 Local Green Spaces Assessment

A number of green open spaces are proposed for designation. The proposed extent of the possible Local Green Spaces is shown on Figure 4. The locations of important views are indicated on Figure 6.

As indicated in the responses from the Choices for Change and subsequent consultations, if these sites are designated they will help to allay the fears of the parishioners regarding over-development, so hold a special value to the community of Stoke Fleming.

A. Each potential site has been evaluated against Paragraphs 76 and 77 of the National Planning Policy Framework (see <https://www.gov.uk/government/publications/national-planning-policy-framework--2>).

All these potential sites are:

- Are in reasonable close proximity to the village
- Are local parcels of land, not extensive tracks
- Their significance to the parish is, namely;
- Beauty and tranquility,
- Historic significance,
- Passive and active recreational value,
- High environmental quality, the richness of habitats and wildlife
- Safeguard local food production;
- To maintain the open character of the parish;
- The historic landscape setting of settlement is retained;
- Strategic views across the parish are safeguarded;
- Prevent coalescence of different parts of the village.

B. Reference has also been made to South Hams Landscape Character Assessment, see:

[http://www.devon.gov.uk/index/environmentplanning/natural\\_environment/landscape/devon-character-areas/dca-south-hams/dca-53.htm](http://www.devon.gov.uk/index/environmentplanning/natural_environment/landscape/devon-character-areas/dca-south-hams/dca-53.htm)

This states that the overall strategy for South Hams, (of which Stoke Fleming is a part) is:

*“To protect the high scenic quality associated with the South Devon AONB, and to sustain the area’s important nature conservation sites, and historic settlement. The shingle beach, and freshwater lagoon are well managed and their resilience to climate change is enhanced where feasible. Recreation is encouraged, but a good balance between recreation and conservation is retained. The wider plateau landscape and gentle combs are actively managed and hedge banks sensitively protected and repaired. Development of villages and nearby urban areas, notably Dartmouth, is sensitively designed and sited to minimise its intrusion and to protect historic character and form of settlement.”*

Amongst concerns highlighted in this Landscape Character Assessment are:

1. Linear development along the A379 undermining the distinctive identity of villages.



2. Growth of historic villages resulting in loss of nucleated form and character e.g. Stoke Fleming.
3. Potential development pressures associated with villages and nearby urban areas, notably Dartmouth.

Specific objectives mentioned were to:

- Protect the undeveloped character of Slapton Bay (beach, and freshwater lagoon and surrounding combes and hills) ensuring that any limited new development in the area respects the scale and horizontal emphasis of the landscape.
- Protect the settlement pattern of nucleated villages, hamlets, farms and houses.

Designation of these sites would help to meet these objectives.

C. Reference has also been made to the ANOB Management plan (see [www.southdevonaonb.org.uk/.../aonb-management-plan](http://www.southdevonaonb.org.uk/.../aonb-management-plan))

This plan states that:

"Plan/P1 Plan-making

Planning policies will give great weight to the purpose of conserving and enhancing the natural beauty and special qualities of the South Devon AONB; while supporting small scale development that is appropriate to its setting, is in keeping with its character, and meets the economic and social needs of local communities".

D. An additional reason for designation of these sites is that all future development within the parish must also demonstrate that it will not affect the integrity of the South Hams Special Areas of Conservation "SAC", both current and future designations:

"Development that results in the loss of these green spaces or that results in any harm to their character, setting, accessibility, appearance, general quality or amenity value would only be permitted if the community would gain equivalent benefit from the provision of suitable replacement green space or gain significant social, economic or environmental benefits from an alternative facility."

Designation of these site would therefore offer protection from future inappropriate development.

E. All potential sites have been included in the consultation process for the parish. Additional qualities and reasons for proposed designation of the Local Green Spaces identified are:

1. Recreation Ground / Playing Fields. This site is central in the village and is currently used by the Football and Petanque clubs on a regular basis, dog and recreational walkers, and contains the children's playground.
2. Bowling Green. Currently used by the Bowling Club, so safeguards current and future recreational activity, strong amenity value.
3. School Playing fields. Provides existing and future amenity value for pupils, improves health and wellbeing, and maintains open character of the parish.

In addition to these sites the NP considered 5 additional sites in the parish for potential designation, all for the reasons previously stated. However, the NP Steering Group was unable to persuade the relevant landowners of the value to the parish of designation so these sites are included here for information and completeness only as they all formed part of the consultations that have taken place with the parish.

4. Land west of School Road between Mill Lane and the school. This site is currently pasture and the green use prevents coalescence with previous and current development in this area. It provides a sense of an open area in what otherwise is urban development. It also protects locally important views west of the Parish. Parishioners who stated a preference are against additional development in this area of the village.
5. Field above Overseas. This site is currently pasture and is situated at the entrance to the village from the East so will help maintain the open character of the parish. It will also protect important views west of the Parish.
6. Field SW of proposed new car park. This site provides beautiful views over Start Bay and beyond, and maintains the historical landscape setting of the parish.
7. Cricket Field. Currently used by the Cricket Club so an existing amenity and safeguards current and future recreational activity.
8. Allotments. Currently used by a number of parishioners so an active recreational asset and small but important food production area.

## Evidence Base

### 1 External Evidence

Evidence	Link
Affordable Housing SHDC's Devon Home Choice Register	<a href="https://www.devonhomechoice.com/">https://www.devonhomechoice.com/</a>
Stoke Fleming NDP Strategic Environmental Assessment	<a href="http://www.stokefleming.org/neighbourhood-plan/">http://www.stokefleming.org/neighbourhood-plan/</a>
Stoke Fleming Wildlife Resources Report	<a href="http://www.stokefleming.org/neighbourhood-plan/">http://www.stokefleming.org/neighbourhood-plan/</a>
Stoke Fleming Neighbourhood Plan Health Check	<a href="http://www.stokefleming.org/neighbourhood-plan/">http://www.stokefleming.org/neighbourhood-plan/</a>
Biodiversity Conservation (Natural Habitats & c) Regulations, 1994 (as amended). Reference	<a href="http://www.jncc.defra.gov.uk/page-1379">www.jncc.defra.gov.uk/page-1379</a>
Planning Policy Statement 9: Biodiversity and Geological Conservation	<a href="http://webarchive.nationalarchives.gov.uk/20120919132719/www.communities.gov.uk/archived/publications/planningandbuilding/pps9">http://webarchive.nationalarchives.gov.uk/20120919132719/www.communities.gov.uk/archived/publications/planningandbuilding/pps9</a>
ODPM Circular 06/2005	<a href="https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7692/147570.pdf">https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7692/147570.pdf</a>
Planning for a healthy environment - good practice guidance for green infrastructure and biodiversity (2012)	<a href="http://www.tcpa.org.uk/data/files/TCPA_TWT_GI-Biodiversity-Guide.pdf">www.tcpa.org.uk/data/files/TCPA_TWT_GI-Biodiversity-Guide.pdf</a>
Countryside and Rights of Way Act 2000	<a href="http://www.jncc.defra.gov.uk/page-1378">www.jncc.defra.gov.uk/page-1378</a>
Planning Policy Statement 9: Biodiversity and Geological Conservation	<a href="http://webarchive.nationalarchives.gov.uk/20120919132719/www.communities.gov.uk/archived/publications/planningandbuilding/pps9">http://webarchive.nationalarchives.gov.uk/20120919132719/www.communities.gov.uk/archived/publications/planningandbuilding/pps9</a>
ODPM Circular 06/2005	<a href="https://www.gov.uk/government/publications/biodiversity-and-geological-conservation-circular-06-2005">https://www.gov.uk/government/publications/biodiversity-and-geological-conservation-circular-06-2005</a>
Census Data	<a href="http://www.gov.uk/guidance/countryside-hedgerows-regulation-and-management">www.gov.uk/guidance/countryside-hedgerows-regulation-and-management,</a>
Council tax bands	<a href="http://www.ons.gov.uk/census/2011census">www.ons.gov.uk/census/2011census</a>
Conservation Area	<a href="http://www.gov.uk/government/organisations/valuation-office-agency">www.gov.uk/government/organisations/valuation-office-agency</a>
Listed buildings	<a href="http://www.gov.uk/council-tax-bands">www.gov.uk/council-tax-bands</a>
Demographics	<a href="http://southhams.gov.uk/article/3587/Conservation-Area-Appraisals--Management-Plans">http://southhams.gov.uk/article/3587/Conservation-Area-Appraisals--Management-Plans</a>
Department for Transport, Manual for Streets, 2007	<a href="http://www.britishlistedbuildings.co.uk/england/devon/stoke+fleming">www.britishlistedbuildings.co.uk/england/devon/stoke+fleming</a>
Devon County Council, Planning - Highways Development Management Advice, 2008	<a href="http://www.rsnonline.org.uk/community-planning-pages/neighbourhood-planning-in-south-hams">www.rsnonline.org.uk/community-planning-pages/neighbourhood-planning-in-south-hams</a>
Dwellings data	<a href="http://www.ons.gov.uk/census/2011census">www.ons.gov.uk/census/2011census</a>
Historic buildings/scheduled monuments	<a href="http://www.gov.uk/government/publications/manual-for-streets">www.gov.uk/government/publications/manual-for-streets</a>
Later life in rural England, Age UK, 2015	<a href="http://www.devon.gov.uk/highways-standingadvice.pdf">www.devon.gov.uk/highways-standingadvice.pdf</a>
Listed buildings	<a href="http://www.ons.gov.uk/ons/index.html">www.ons.gov.uk/ons/index.html</a>
	<a href="http://www.historicengland.org.uk/">www.historicengland.org.uk/</a>
	<a href="http://www.ageuk.org.uk/health-wellbeing/rural/">www.ageuk.org.uk/health-wellbeing/rural/</a>
	<a href="http://www.britishlistedbuildings.co.uk/england/devon/stoke+fleming">www.britishlistedbuildings.co.uk/england/devon/stoke+fleming</a>

Evidence	Link
Local housing need survey summary included in Housing Section of Plan	
Evidence Link	
Maps showing conservation area, AONB, TPOs, listed buildings mapping	<a href="http://southhams.gov.uk/shdcwebmappingnew/map.aspx">southhams.gov.uk/shdcwebmappingnew/map.aspx</a>
Maps showing environmental	<a href="http://www.southhams.gov.uk/CHttpHandler.ashx?id=12176&amp;p=0">www.southhams.gov.uk/CHttpHandler.ashx?id=12176&amp;p=0</a> <a href="http://www.southhams.gov.uk/CHttpHandler.ashx?id=12180&amp;p=0">habitat designations http://www.southhams.gov.uk/CHttpHandler.ashx?id=12180&amp;p=0</a> <a href="http://www.southhams.gov.uk/CHttpHandler.ashx?id=12181&amp;p=0">http://www.southhams.gov.uk/CHttpHandler.ashx?id=12181&amp;p=0</a> <a href="http://www.southhams.gov.uk/CHttpHandler.ashx?id=12182&amp;p=0">http://www.southhams.gov.uk/CHttpHandler.ashx?id=12182&amp;p=0</a>
National Planning Policy Framework	<a href="http://www.gov.uk/government/publications/national-planning-policy-framework--2">www.gov.uk/government/publications/national-planning-policy-framework--2</a>
Official labour market statistics	<a href="http://www.nomisweb.co.uk/">www.nomisweb.co.uk/</a>
Population data	<a href="http://www.ons.gov.uk/ons/taxonomy/index.html?nscl=Population#tab-data-tables">www.ons.gov.uk/ons/taxonomy/index.html?nscl=Population#tab-data-tables</a> <a href="http://www.rsnonline.org.uk/community-planning-pages/neighbourhood-planning-in-south-hams">www.rsnonline.org.uk/community-planning-pages/neighbourhood-planning-in-south-hams</a>
South Hams Core Strategy	<a href="http://www.southhams.gov.uk/article/3234/The-Development-Plan">www.southhams.gov.uk/article/3234/The-Development-Plan</a>
South Hams Local Development Framework	<a href="http://www.southhams.gov.uk/CHttpHandler.ashx?id=3672&amp;p=0">www.southhams.gov.uk/CHttpHandler.ashx?id=3672&amp;p=0</a>
South Hams Strategic Housing Market Assessment	<a href="http://www.southhams.gov.uk/article/4333/Strategic-Housing-Market-Needs-Assessment">www.southhams.gov.uk/article/4333/Strategic-Housing-Market-Needs-Assessment</a>
Strategic Flood Risk Assessment	<a href="http://www.southhams.gov.uk/CHttpHandler.ashx?id=2722&amp;p=0">www.southhams.gov.uk/CHttpHandler.ashx?id=2722&amp;p=0</a>
Strategic Housing Land Availability Assessment	<a href="http://www.southhams.gov.uk/CHttpHandler.ashx?id=10585&amp;p=0">www.southhams.gov.uk/CHttpHandler.ashx?id=10585&amp;p=0</a>
Strategic Transport Plans	<a href="http://www.southhams.gov.uk/CHttpHandler.ashx?id=2730&amp;p=0">www.southhams.gov.uk/CHttpHandler.ashx?id=2730&amp;p=0</a> <a href="http://www.devon.gov.uk/south_hams_district_council.pdf">http://www.devon.gov.uk/south_hams_district_council.pdf</a> <a href="https://new.devon.gov.uk/publictransportbudget/files/2015/06/Amended-service">https://new.devon.gov.uk/publictransportbudget/files/2015/06/Amended-service</a> <a href="https://new.devon.gov.uk/publictransportbudget/files/2015/06/Amended-service-">https://new.devon.gov.uk/publictransportbudget/files/2015/06/Amended-service-</a>
The emerging Joint Local Plan for Plymouth and South West Devon	<a href="http://www.southhams.gov.uk/jointlocalplan">www.southhams.gov.uk/jointlocalplan</a>

## Listed Buildings and Structures in Stoke Fleming - Source British Listed Buildings

There are 39 listed structures, of which 29 (or some 4.7% of total housing stock) are classified as dwellings, within the parish of Stoke Fleming. Some building names may be abbreviated or partial; this is how they are recorded in the original register.

- **Ashbourne Farmhouse Including Outbuilding**

**Adjoining East** Grade II

Stoke Fleming, Devon

- **Barn and Cart Shed Immediately East of Riversbridge Farmhouse** Grade II

Embridge Hill, Stoke Fleming, Devon

- **Barn and Former Cider House About 20 Metres S.E. of West Combe Farmhouse** Grade II

Stoke Fleming, Devon

- **Bay House Including Front Garden Wall Adjoining South West** Grade II

Church Road, Stoke Fleming, Devon

- **Blackpool Bridge** Grade II

Stoke Fleming

- **Blackpool Cottage Including Outbuilding Adjoining North West** Grade II

Blackpool Valley Road, Stoke Fleming, Devon

- **Blackpool House** Grade II

Blackpool Valley Road, Stoke Fleming, Devon

- **Bowden House** Grade II

Stoke Fleming

- **Bridge About 30 Metres South East of Riversbridge Farmhouse** Grade II

Embridge Hill, Stoke Fleming, Devon

- **Church of St Peter** Grade II\*

Old Road, Stoke Fleming, Devon

- **Churchyard Gateway and Walls North and West of Church of St. Peter** Grade II

Church Road, Stoke Fleming, Devon

- **Dark Hole Farmhouse (St. Leonard's Cove Caravan Park)** Grade II

New Road, Stoke Fleming, Devon

- **Farwell House and East Farwell** Grade II

Rectory Lane, Stoke Fleming, Devon

- **Former Stables and Coach House Immediately West of London Inn** Grade II

Church Road, Stoke Fleming, Devon

- **Garden Wall Adjoining East of West Combe Farmhouse** Grade II

Stoke Fleming, Devon

- **Gate-Piers, Gate and Garden Wall to West and West South West of Sanders** Grade II

Old Road, Stoke Fleming, Devon

- **George Parker Bidder Monument About 5 Metres South of Tower of Church of St. Peter** Grade II

Old Road, Stoke Fleming, Devon

- **Great Combe** Grade II

Stoke Fleming, Devon

- **Hillfield Farmhouse** Grade II

Bugford Lane, Stoke Fleming, Devon

- **Kitchen Garden Walls Immediately West and South West of Riversbridge Farmhouse** Grade II

Embridge Hill, Stoke Fleming, Devon

- **London Inn** Grade II

Church Road, Stoke Fleming, Devon

- **Lower Ash Cottage** Grade II

Stoke Fleming, Devon

- **Lower Ash Farmhouse** Grade II

Stoke Fleming, Devon

- **Milestone About 125 Metres North North East of Pound House Farmhouse** Grid Ref. 867494 Grade II

B3205, Stoke Fleming, Devon

- **Milestone About 150 Metres South South West of Sanders** Grade II

New Road, Stoke Fleming, Devon

- **Mounting Block Immediately North East and Garden Walls Immediately to the East, South and South West of Bowden House** Grade II

Stoke Fleming, Devon

- **Pair of Outbuildings Immediately West of Blackpool House** Grade II

Blackpool Valley Road, Stoke Fleming, Devon

- **Riversbridge Farmhouse Including Front Garden Area Wall to South** East Grade II

Embridge Hill, Stoke Fleming, Devon

- **Sanders** Grade II

Old Road, Stoke Fleming, Devon

- **Shippon About 30 Metres North East of Riversbridge Farmhouse** Grade II

Embridge Hill, Stoke Fleming, Devon

- **Shippon Immediately North of Riversbridge Farmhouse** Grade II

Embridge Hill, Stoke Fleming, Devon

- **Stables About 15 Metres North East of Riversbridge Farmhouse** Grade II

Embridge Hill, Stoke Fleming, Devon

- **Stables and Coach House Immediately North North East of Bowden** Grade II  
Stoke Fleming, Devon
- **The Green Dragon Public House** Grade II  
Church Road, Stoke Fleming, Devon
- **The Old House Including Garden Boundary Walls adjoining South West and North East** Grade II  
Dartmouth Hill, Stoke Fleming, Devon
- **War Memorial About 20 Metres North of Church of St. Peter** Grade II  
Church Road, Stoke Fleming, Devon
- **West Combe Farm House** Grade II  
Stoke Fleming
- **Woodbury Farmhouse** Grade II  
Stoke Fleming
- **Woodside** Grade II  
Blackpool Valley Road, Stoke Fleming, Devon

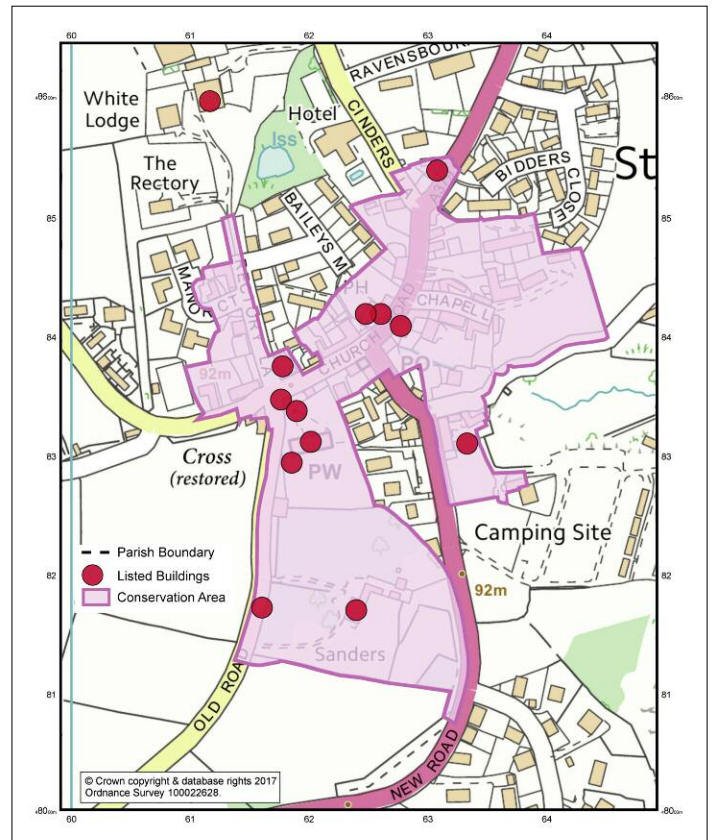


Figure 8: Conservation area

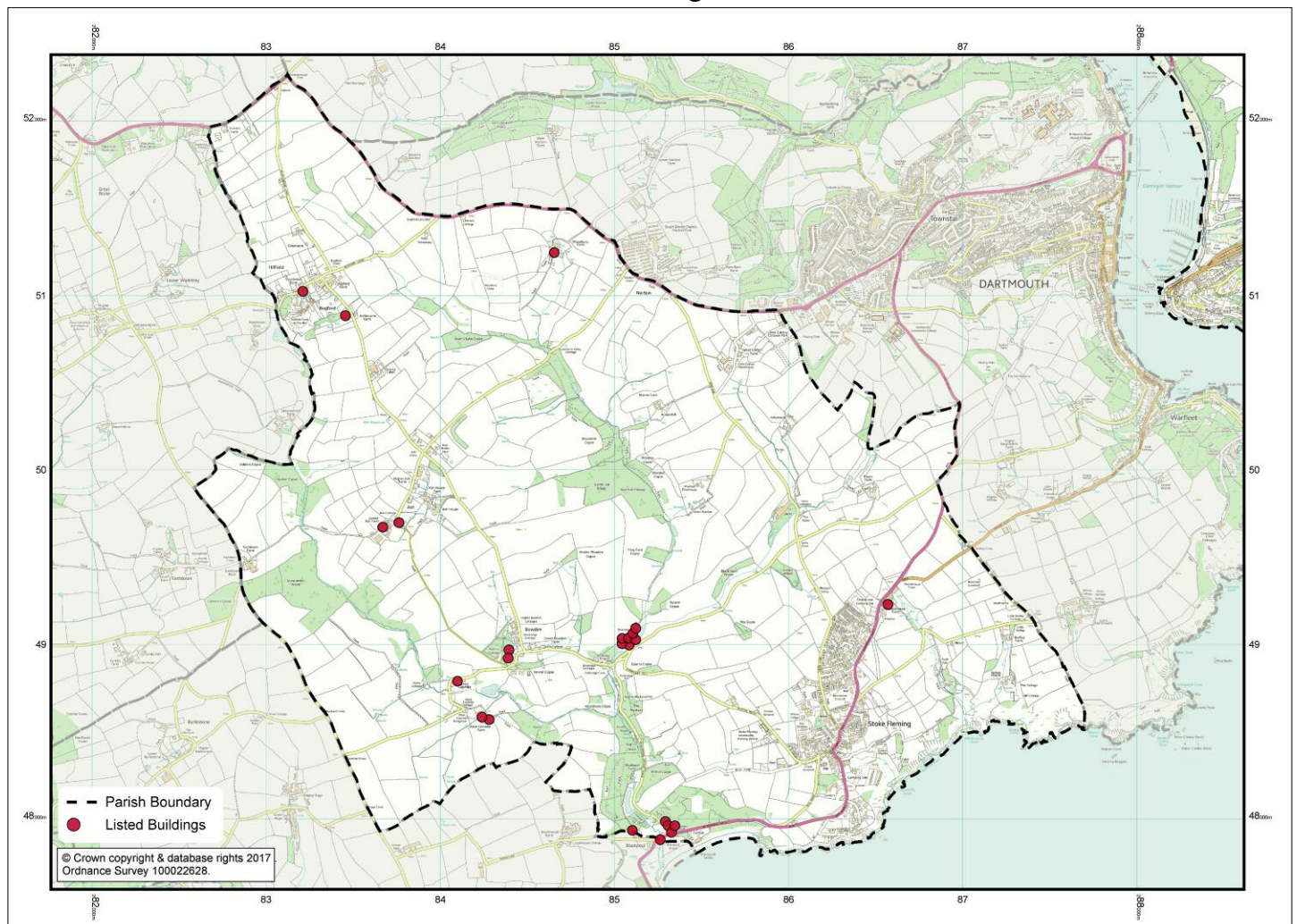


Figure 9: Listed buildings

## 2011 Census details

### Stoke Fleming Parish

#### PEOPLE

By age: -	
0-15	130
16-24	66
25-44	128
45-64	337
65 and over	358
<b>Total people in 2011</b>	<b>1,019</b>

By occupation: -	
Employed full-time	156
Employed part-time	81
Self-employed	166
Other	18
Total people working in 2011	421
Unemployed	10
Retired	392
School/student/other	196
<b>Total people in 2011</b>	<b>1,019</b>

By type of occupation: -	
Agriculture	25
Accommodation	56
Wholesale & Retail (incl. vehicles)	87
Construction	42
Professional, mgt, admin	89
Education	29
Health & social	42
Arts & entertainment	21
Other (balancing figure)	30
<b>Total people working in 2011</b>	<b>421</b>

Travel to work by:	
Work mainly at home	86
Car/van	262
On foot	38
Train/bus/coach	14
Motorbike/scooter/bicycle	15
Other	6
Total people working in 2011	421
Not in employment	598
<b>Total people in 2011</b>	<b>1,019</b>

Live in the following type of dwelling: -	
Detached	580
Semi	262
Terrace	86
Flat/similar	32
Temporary	59
<b>Total people in 2011</b>	<b>1,019</b>

#### PEOPLE & PROPERTIES

No of households	480
Dwellings not occupied f/time*	97
<b>Total of dwellings</b>	<b>577</b>

\* is a balancing number

Tenure	
Owned/mortgaged	369
Socially rented	43
Shared ownership	5
Private rented	52
Living rent-free	11
<b>No of households</b>	<b>480</b>

2 Original Research

See Consultation statement for items A - E.

A Data from consultations in May and June 2014

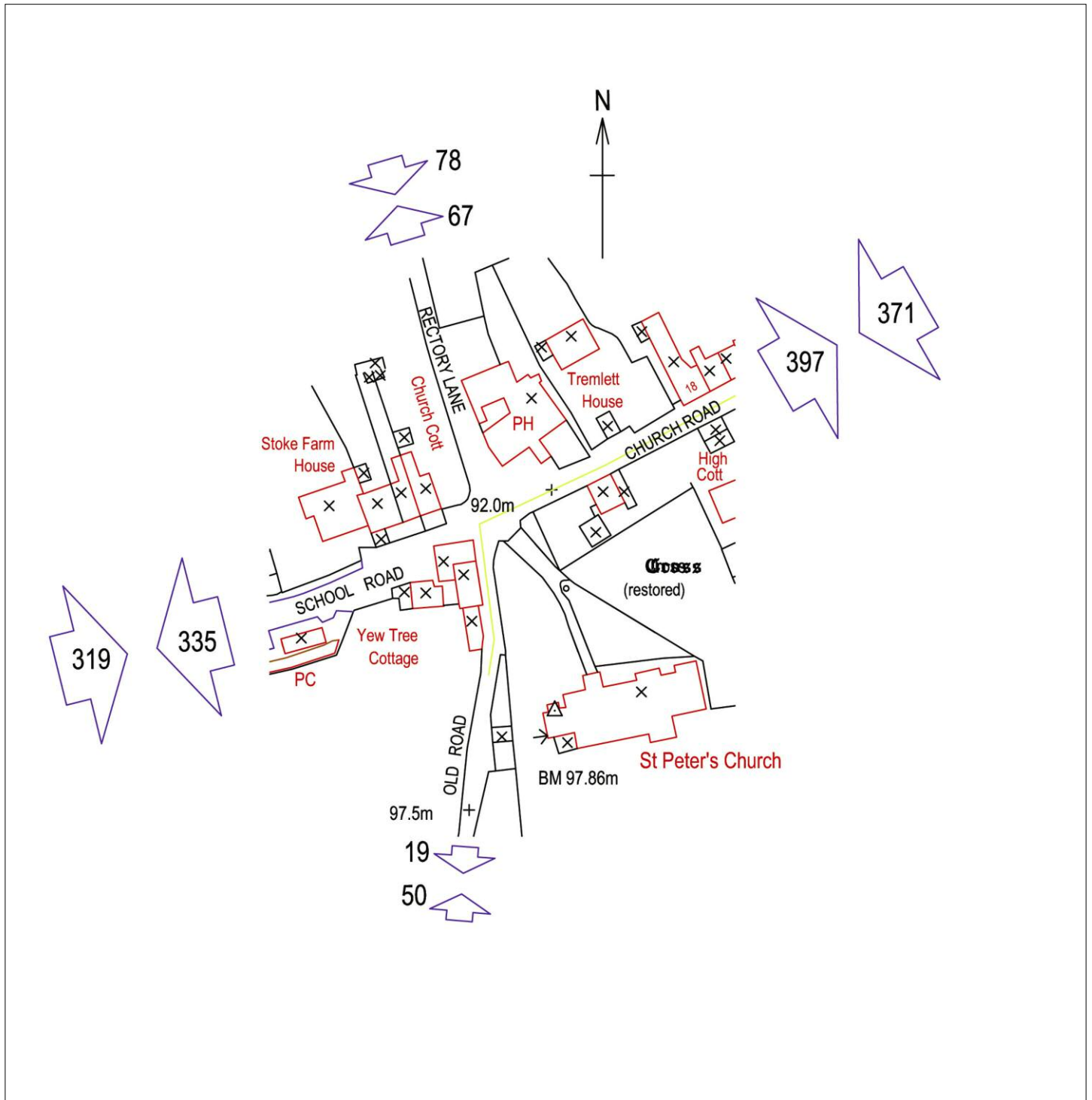
B Data from responses to Choices for Change, April 2015

C Data from household survey, April 2015

D Data from rural community, business and agricultural surveys, July 2015

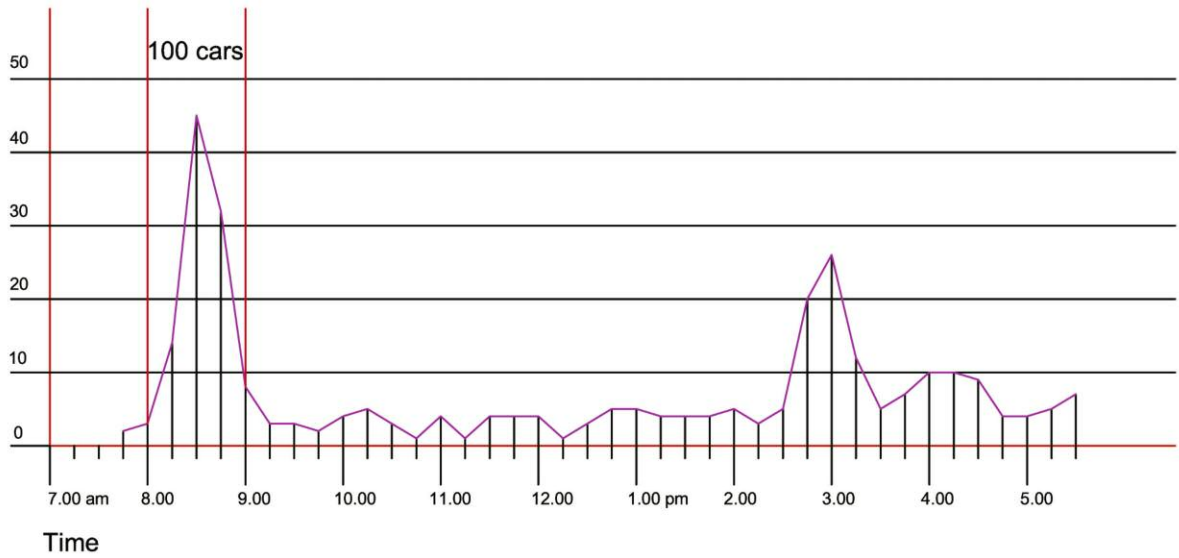
E Data from consultation, November 2015

F Traffic surveys, March and August 2015 See below



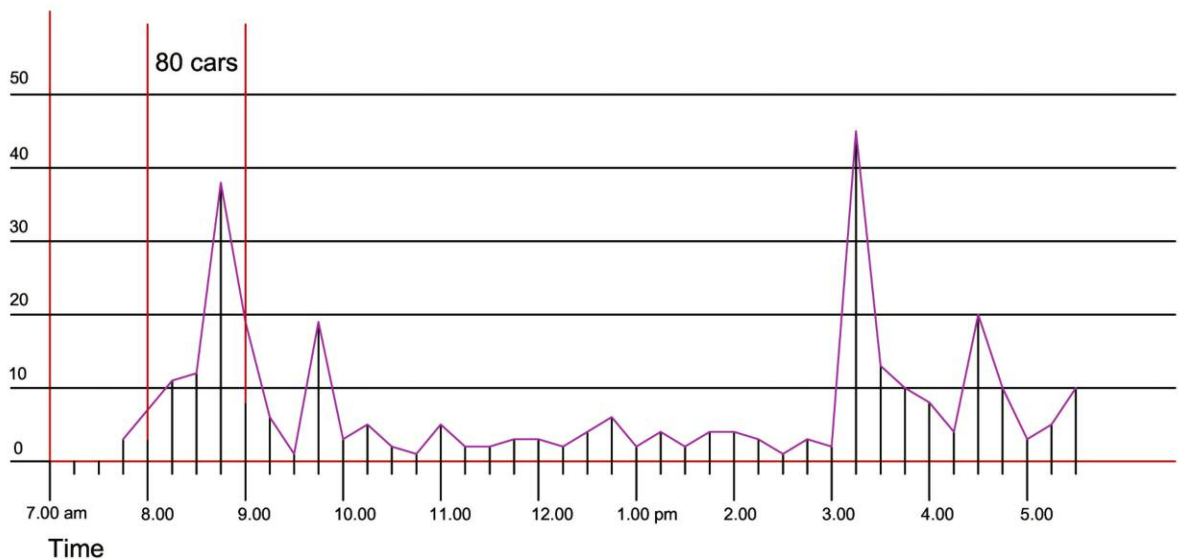
Traffic survey conducted on the 4th March 2015 showing total number of vehicle movements between 7.30am and 5.30pm

Number of cars travelling up Church Rd every 15 mins.

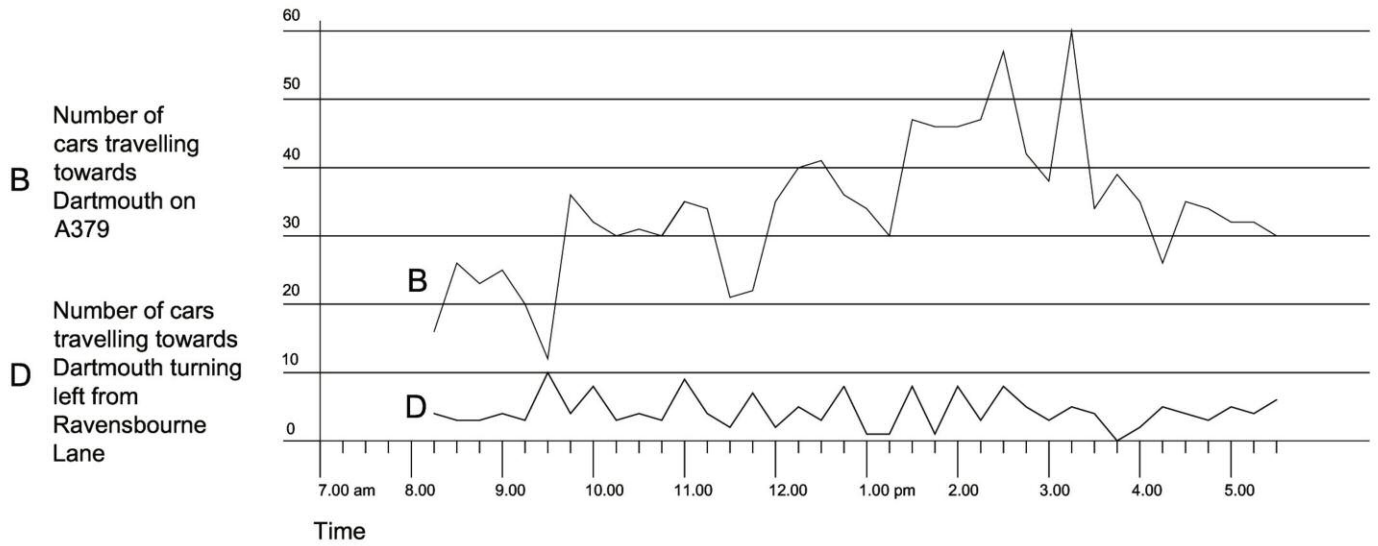


Survey undertaken on Wednesday March 4th  
 Total number of car movements at Green Dragon junction  
 between 8.00am - 9.00am - 202

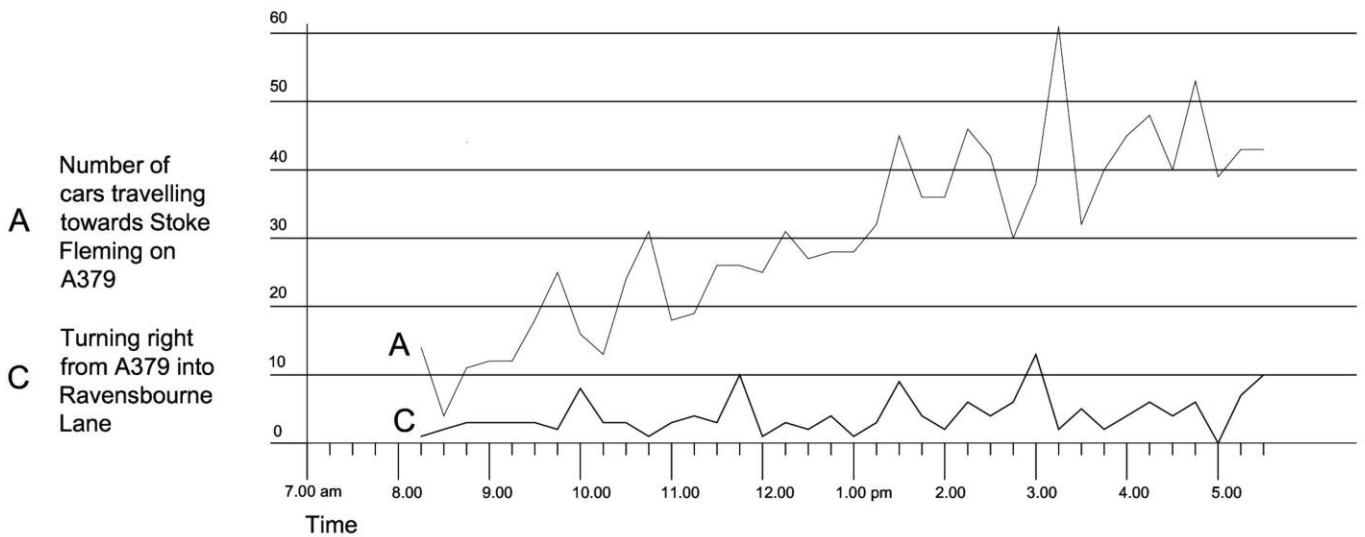
Number of cars travelling down Church Rd every 15 mins.







Survey undertaken on Tuesday 25 August 2015  
at junction of A379 with Ravensbourne Lane and Redlap Lane between 8.00am - 5.30 pm



### 3 Recent development

New dwellings created or planning permission given since 2014.

Location	No of Units	Detail
School Road	24	15 open-market; nine affordable
Deer Park	6	Site of former inn
Premier Garage	9	New dwellings on former site
Higher Bowden	16	Holiday cottages converted to residential use
Riversbridge	1	Barn conversion
Windward Nursing Home	10	New apartments, converted from former use
Blackpool House, Blackpool Sands, Dartmouth, TQ6 0RG	1	One dwelling divided into two
Bugford	5	Three barn conversions, two new dwellings
School Road	19	13 age-restricted; 6 affordable
Paddock, Redlap Lane	1	Self-build
Lower Ash	1	Barn conversion
Higher Bowden	16	Former holiday cottages sold on open market
2 Manor Court	1	New dwelling in garden of existing one
<b>TOTAL</b>	<b>110</b>	
Land at Cotton	450	Development to meet the needs of Dartmouth
Hillfield	36	Approval given for new units restricted to holiday use

The new homes at Hillfield and Bowden represent an increase of 175% for Hillfield and 115% for Bowden.

A planning application is also expected for five units at the former Premier Garage site and one has been granted for an infill development in Redlap Lane, bringing the total to 117.

### 4 Projected households and population

The 2015 figure is taken from the South Hams District Council's council tax figures for that year and provides an accurate update on the 2011 census.

The figures for 2021 include the 92 detailed in Current Development (above), plus the six at Deer Park and Redlap Lane/ Those for 2031 include the 10 provided for in the Neighbourhood Plan. The current ratio of 1.75 people per household has been maintained.

Year	Population	Households	Properties
1901	557	125	137
1911	592	142	NR
1921	602	146	146
1931	630	152	179
1951	673	211	203
1961	683	247	247
2011	1,019	577	577
2015	1,059	611	611
2021	1,230	703	693
2031	1,293	739	715

### 5 Local Green Spaces

Detailed justification can be found at <http://www.stokefleming.org/neighbourhood-plan/>

## Site Sustainability Assessment

	Site	Land Quality	Flood Risk	Contamination	Bio-diversity	Prot. Land	Visual Impact	Historic/Cultural	Air Quality	Access (as SHDC)	Built Environment	Energy Use	Overall Assessment
1	Rectory Field (Policy H3)	Green	Green	Green	Green	Yellow	Green	Green	Green	Yellow	Green	Green	Green
2	Old Road - Mill Lane (Policy RT4 - Car park)	Orange	Green	Green	Yellow	Yellow	Green	Green	Green	Yellow	Green	Green	As a car park, not residential
3	Deer Park	Green	Green	Green	Green	Yellow	Green	Green	Green	Yellow	Green	Green	Yellow
4	West of School Road (Now RA22)	Orange	Green	Green	Yellow	Yellow	Green	Green	Green	Yellow	Green	Green	Yellow
5	Glebe Farm West of Venn Lane	Orange	Green	Green	Yellow	Yellow	Green	Green	Green	Yellow	Green	Green	Yellow
6	Opposite School (Field 0048)	Orange	Green	Green	Yellow	Yellow	Green	Green	Green	Yellow	Green	Green	Yellow

NB: Site at Old Road - Mill Lane assessed for suitability as car park.

The assessment was carried out using the methodology used by South Hams District Council.

1 Development on the site would be highly visible on the approach to the village from the north. The exit from the site is dangerously placed on a blind bend.

2 Drainage needs to take account of potential flood risk. No significant constraints

3 No significant constraints.

4 High visual impact caused by development on the West side of the road opposite existing dwellings. Interfering with views across rural landscape.

5 Continues pattern of development on East side of road.

6 High visual impact caused by development on the West side of the road opposite existing dwellings. Interfering with views across rural landscape.

Key:

Orange	Sustainability issues; mitigation considered problematic
Yellow	Sustainability issues; mitigation considered achievable
Green	No sustainability constraints
Dark Green	Development will support sustainability objectives

## Site Selection Information

### General Comments

The village of Stoke Fleming is entirely within the South Devon Area of Outstanding Natural Beauty (AONB) which is a nationally designated landscape. Importance is attached to the need to conserve the landscape and scenic beauty of the area.

**1 Rectory Field – Policy H3** (Site designation TBA). The field adjacent to the Rectory, near the southern end of the Bird Walk. It is within the current settlement boundary.

**Access** The site has good connectivity, but access would be over land currently owned by the owners of Farwell House – access shared by the Rectory. Access from the A.379, however, would be via Church Road and Rectory Lane.

**Landscape and Ecology** The site is located within the AONB.

**Heritage and Archaeology** No constraints have been identified at this stage but further assessment may be required.

**Flood Risk, Water Quality and Drainage** No constraints have been identified at this stage but further assessment may be required.

**Contamination and Environmental Health** No constraints have been identified at this stage but further assessment may be required.

**Other** No constraints have been identified at this stage but further assessment may be required.

Development here would depend on access arrangements being agreed. Opportunities to improve pedestrian routes by refurbishing the Bird Walk and opening a footpath connecting with School Road.

**No sustainability constraints**

**2 Old Road – Mill Lane – Policy RT4** The field between Old Road and Mill Lane as a site for a car park. Car parking is currently very limited in the heart of the village with little available for visitors to the church, pub, post office and bowling green. Parking in the lower half of Church Road restricts access to the southern end of the village, Rectory Lane and School Road. The site is outside the current settlement boundary

**Access** The site has good connectivity, and a car park here would relieve congestion caused by on-road parking. Access, however, would be up Church Road.

**Landscape and Ecology** The site is located within the AONB.

**Heritage and Archaeology** No constraints have been identified at this stage but further assessment may be required.

**Flood Risk, Water Quality and Drainage** No constraints have been identified at this stage but further assessment may be required.

**Contamination and Environmental Health** No constraints have been identified at this stage but further assessment may be required.

**Other** No constraints have been identified at this stage but further assessment may be required.

A car park here would increase traffic in Church Road, but would relieve congestion caused by roadside parking in both Church Road and School Road, and meet a need for the village. The site has been assessed as suitable for a car park, but not for residential development.

**No sustainability constraints for car park**

**3 Deer Park (Site SH\_51\_16\_16)** Any development would have to take place at the rear of the site, which is to the west of the A.379 at the northern edge of the village, the site sloping gently up from road level.

**Access** The site has good connectivity, but the current entrance and exit from the A.379 has poor sight-lines, the road to the north bending right not far from the exit. This could be improved by moving the entrance north, closer to the bend.

**Landscape and Ecology** The site is located within the AONB.

**Heritage and Archaeology** No constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

**Flood Risk, Water Quality and Drainage** Currently used as a caravan and camping park, no constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

**Contamination and Environmental Health** No constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

**Other** No constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

Development here would impinge on the strategic view of Start Point, the Bay and the village revealed on the approach on the A.379 over the Ridges from Townstal. Existing entrance/exit unsuitable for further development.

**Sustainability Issues, mitigation considered achievable**

**4 West Side of School Road** (Site RA22) The field in the angle between School Road and Mill Lane. It is outside the current settlement boundary.

**Access** The site has good connectivity, but access would be via Church Road and School Road.

**Landscape and Ecology** The site is located within the AONB. Apart from the school, there has been no development to the west of School Road which therefore forms the western boundary of the village. The site borders Mill Lane which supports extensive flora and fauna and views over hills, woods and valleys.

**Heritage and Archaeology** The site borders Mill Lane and the historic bridleway to the mills of Blackpool Valley. No further constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

**Flood Risk, Water Quality and Drainage** No constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

**Contamination and Environmental Health** No constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

**Other** No constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

Development here would impinge on the strategic view of the village from the A.379 between Strete and Blackpool. For this reason and the preservation of the rural character of Mill Lane, development to the east side of School Lane is considered preferable.

**Sustainability issues, mitigation considered achievable**

**5 West Side of Venn Lane** (Site SH\_51\_11\_13) This site lies on the edge of the village and is screened from the road by high hedges.

**Access** The site has good connectivity, but the increase in traffic on Venn Lane, exacerbated by directions given by satnav, and the proposed West Dart development put great pressure on the single-track Ravensbourne Lane and Cinders Lane.

**Landscape and Ecology** The site is located within the AONB.

**Heritage and Archaeology** No constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

**Flood Risk, Water Quality and Drainage** No constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

**Contamination and Environmental Health** No constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

**Other** No constraints have been identified at this stage but further assessment may be required should this site be considered at a future date.

Venn Lane accommodated major developments in the second half of the last century and it is considered that further development here should be avoided until the connections to the A.379 are improved.

**Sustainability issues, mitigation considered achievable**

**6 Opposite the School (Field 0048)** – (Site SH\_51\_02\_08/13) This would extend further the recent phases of development along the east side of School Road. The site has been assessed by SHDC as having limited constraints.

**Access** The site has good connectivity, but access is via Church Road and School Road.

**Landscape and Ecology** The site is located within the AONB.

**Heritage and Archaeology** No constraints have been identified at this stage but further assessment may be required.

**Flood Risk, Water Quality and Drainage** No constraints have been identified at this stage but further assessment may be required.

**Contamination and Environmental Health** No constraints have been identified at this stage but further assessment may be required.

**Other** No constraints have been identified at this stage but further assessment may be required.

Development here would extend the recent developments on School Road, and it was considered suitable for up to 20 dwellings provided the remainder of the land is given over to recreational green space. However, development on School Road increases congestion through the village in Church Road and development on this site must be designed in a way that will allow the possible future creation of a link road between School Road and Venn Lane. Without this, no further development at this end of the village would be sustainable. With outline consent having been given for site RA22 west of School Road, development here at this time is not considered appropriate.

**Sustainability issues, mitigation considered possible if suitable link road constructed**











## Neighbourhood Plan 2018-2034



Report to: **Special Council**  
Date: **21 March 2019**  
Title: **Malborough Neighbourhood Plan**  
Portfolio Area: **Customer First**  
Wards Affected: **Salcombe & Thurlestone**  
Relevant Scrutiny Committee: Overview and Scrutiny Panel

Urgent Decision: **Y** Approval and clearance obtained: **Y**

Date next steps can be taken: Immediately following this meeting  
(*e.g. referral on of recommendation or implementation of substantive decision*)

Author: **Duncan Smith** Role: **Neighbourhood Planning Specialist**

Contact: **Telephone/email: Duncan.Smith@swdevon.gov.uk**

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**Recommendations:**

**That Council approves the making (adoption) of the Malborough Neighbourhood Development Plan.**

## **1. Executive summary**

- 1.1 Neighbourhood Development Plans are a community right introduced by the Localism Act 2011. They are the responsibility of Parish Councils.
- 1.2 Once 'made', or adopted, by the Local Planning Authority, they become a part of the Development Plan for the district and are used alongside the Local Plan to decide planning applications in the area they relate to.
- 1.3 In order to comply with the Neighbourhood Planning Regulations, the plan must be made by South Hams District Council as the relevant Local Planning Authority within 8 weeks of a successful referendum result.

## **2. Background**

- 2.1 The Malborough Neighbourhood Plan has been undertaken by Malborough Parish Council in accordance with the relevant legislation and regulations.

- 2.2 The Malborough Neighbourhood Area was designated on 6<sup>th</sup> January 2014
- 2.3 Following the necessary community engagement, consultation and background work, a draft plan was submitted to South Hams District Council on 29<sup>th</sup> January 2018, in accordance with Regulation 15 of the Neighbourhood Planning (General) Regulations.
- 2.4 The District Council consulted on the draft plan between 20<sup>th</sup> February 2018 and 3<sup>rd</sup> April 2018, in accordance with Regulation 16 of the above Regulations.
- 2.5 Following this consultation an independent examiner was appointed in accordance with Regulation 17, who confirmed that, subject to minor modifications, the plan met the 'basic conditions' as set out in legislation, and was suitable to go forward to referendum.
- 2.6 The Council agreed with the Examiner's conclusion, and a referendum held on 27<sup>th</sup> Feb 2019 achieved a turnout of 34.76% of local residents. Of these, 96% voted in favour of the plan.
- 2.7 Following a majority vote in a referendum to 'make' the plan, it becomes a statutory part of the Local Development Plan and is used alongside the Local Plan (Joint Local Plan once adopted) to help decide planning applications in the Neighbourhood Area.
- 2.8 Council officers have worked alongside the Malborough Neighbourhood Plan Group to ensure that the Neighbourhood Plan provides an appropriate framework for development in the Malborough area up to 2034.
- 2.9 Officers confirm that the plan meets the necessary 'basic conditions', including conformity with the Local Plan and with national policy.
- 2.10 Regulation 18a of the Neighbourhood Planning (General) Regulations requires that a neighbourhood plan is 'made' by the Local Planning Authority no later than 8 weeks from the date of a successful referendum. In this case the relevant date by which the plan should be made is Thursday 24<sup>th</sup> April 2019.
- 2.11 The Council has previously expressed support for neighbourhood plans as a way of achieving local and community priorities.

### **3. Outcomes/outputs**

- 3.1 Once made, the Malborough Neighbourhood Development Plan will become part of the Local Development Plan and will be used to help decide planning applications in the Malborough area.
- 3.2 A successful outcome for this neighbourhood plan will provide encouragement to the many other Parishes who are currently working on neighbourhood plans.

### **4. Options available and consideration of risk**

- 4.1 Neighbourhood Plans come into force as part of the Development Plan immediately following a successful referendum. Therefore the Malborough Neighbourhood Plan should now be used to decide planning applications.
- 4.2 However, in order to comply with the relevant legislation, the Local Planning Authority must make a neighbourhood plan within the required timeframe following a successful referendum, unless a legal challenge has been brought in relation to the referendum or

unless there are concerns about the compatibility of the neighbourhood plan with any EU or human rights legislation. In this instance there are no such concerns.

- 4.3 Failure to make the Malborough Neighbourhood Plan within the required timeframe could open the Council to legal challenge.

## 5. Proposed Way Forward

- 5.1 It is recommended that the Council approves the making of the Malborough Neighbourhood Development Plan.

## 6. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance		As set out in section 4, South Hams District Council is legally obliged to make the Malborough Neighbourhood Development Plan.
Financial		There are no financial implications.
Risk		There is a risk of legal challenge if the Neighbourhood Plan is not made within the required timeframe.
<b>Comprehensive Impact Assessment Implications</b>		
Equality and Diversity		The Neighbourhood Plan has assessed Equality and Diversity implications as part of its background evidence.
Safeguarding		None.
Community Safety, Crime and Disorder		No direct implications.
Health, Safety and Wellbeing		Positive outcomes are anticipated from the making of the Neighbourhood Plan.
Other implications		None

## **Supporting Information**

### **Appendices:**

Appendix 1: Malborough Neighbourhood Plan - Referendum version

### **Background Papers:**

The Neighbourhood Planning (General) Regulations 2012, including later amendments

Government guidance at <https://www.gov.uk/guidance/neighbourhood-planning>

Background documents to the Malborough Neighbourhood Plan, available at

<https://www.southhams.gov.uk/article/3882/Neighbourhood-Development-Plans-and-Orders>

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# MALBOROUGH'S NEIGHBOURHOOD PLAN 2014-2034

14<sup>th</sup> December  
2018

Welcome to Malborough's Neighbourhood Plan and thank you to everyone who has contributed to make this happen. It has taken a while but we hope that what we have put together will give us a roadmap as to what, and where, the Parish would like to be in the future. We now have to monitor our progress and make sure this is a dynamic reflection of village life over the next 20 years.



# COUNTDOWN TO REFERENDUM



**YOUR FUTURE  
YOUR VOICE  
YOUR PLAN...**

...AND NOW

**YOUR  
VOTE**





Here is the Plan for the future of Malborough. It has been an interesting journey from an opportunity offered in the government's Localism proposals in early 2011 to this full-scale consultation. The aim was to prepare a Plan that would deliver the long term goal of a balanced and vibrant Parish.

Since May 2013 public meetings have been held to ask for the views of you, the residents, and other stakeholders. Groups and businesses with an interest in Malborough have been involved. We (the Forum) have tried to keep in contact with everyone through the Messenger, the website, press articles, notices and, more recently, on Facebook and at our public meetings and drop in sessions.

The Plan has been achieved thanks to the enthusiasm of the members of Forum and to you, Malborough's Parishioners, who gave us the information on which to base proposals. We've also had excellent support and advice from officers at South Hams District Council and our District Councillors.

We've been determined to do as much of the work as possible ourselves, to be able to say that this Neighbourhood Plan has been prepared by and for the people who live and work in Malborough. We have succeeded in this. Those involved are not planning professionals; however we do claim to have good local knowledge about our Parish and its people. Furthermore the process of collecting evidence for this Neighbourhood Plan has led to us becoming better aware of

our community, its residents - you - and your aspirations.

This Neighbourhood Plan began, and remains, as a bottom-up perspective of the way that we want to see Malborough develop and prosper. We agreed a Vision with you all and our policies now aim to deliver that Vision. If adopted this Plan feeds into, and is integral to, the Local Plan of South Hams District Council. It is our chance to direct and secure our Parish's potential. Whilst we have not been able to deliver all that we hoped to (remember we have to comply with both National and Local Planning Policies) we have, through the inclusion local planning policies in this Plan, tried to ensure that all that is good about Malborough is both protected and retained.

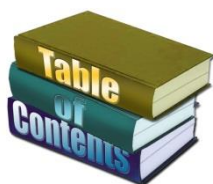
Now it is your opportunity to decide the future. This referendum is for all voters in the Parish to decide if they want this Neighbourhood Plan to be adopted. It's your Neighbourhood Plan. You can say yes or no.

*Malborough's Neighbourhood Plan Forum*

**YOUR FUTURE  
YOUR VOICE  
YOUR PLAN**



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## EXECUTIVE SUMMARY



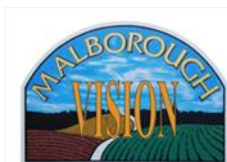
Malborough is growing. How, when and where it grows is down to you. This Neighbourhood Plan sets out a blueprint for the future. You can vote for it, a YES vote or against, a No vote. If it is not adopted by the Parish then normal National Planning Policies apply. It does not and cannot seek to circumvent National Policy but it can, and does, add to it. **We want any development to be of the right type in the right place at the right time and for the right reason.**

This Plan quantifies the number and the types of housing Malborough needs now to meet **LOCAL** need. Originally it allocated land for development – PORTLEMORE DOWNS - and identified a future reserve site, WITHYMORE FARM BEHIND THE CHURCH, that had the potential to be developed should there be further **proven** need. It also suggested that part of the GREAT PARK field is identified as an exception site allowing custom and self-build homes to be built, restricted for local need in perpetuity. However **TIME MOVES ON**; development is already underway at Portlemore Downs and Independent Examination has counselled against other allocations. This Plan incorporates detailed Planning policies but, for now, only those concerned with land use and not how land is owned or managed are included. Despite revisions forced upon us, all come together in a report that, should you give it a YES vote, becomes a statutory Planning document; one that Planning Authorities have to take into account when future Planning decisions are made.

Malborough has always embraced change yet retained its sense of community: it is the management of that change that is of utmost importance to the Villagers. This Plan is **EVIDENCE BASED**. You were asked, you were consulted and you were listened to. Inevitably there were differences of opinion, and in an ideal world, perhaps most of us would like Malborough to stay as it is. However the status quo is not an option and this Plan tries to ensure that Malborough is fit for the future, that we – the Parishioners - have a real say in how it develops as a village, a community and a Parish. Currently Malborough is a balanced community with c. 70% of our houses in permanent occupation (in stark contrast to surrounding settlements). A supply of cheaper housing has enabled young families to live in the village. This is a balance we wish to ensure for the future with local Planning policies. This Plan is also underpinned by projects and aspirations that you have identified, set out in our appended **EVIDENCE BASE** and adopted **PARISH PLAN**.

In summary this Plan delivers our Vision: **“IN 2034 MALBOROUGH WILL CONTINUE TO BE A VIBRANT, GROWING AND PROSPEROUS COMMUNITY. IT WILL HAVE A BALANCED DEMOGRAPHIC OF YOUNG PEOPLE, WORKING FAMILIES AND THE ELDERLY AND RETIRED.**

**THERE IS AN ASPIRATION THAT MORE THAN 90% OF THE HOUSING STOCK WILL REMAIN AS PERMANENT HOMES AND THESE WILL BE AFFORDABLE, AND ACCESSIBLE, TO THE LOCAL COMMUNITY (WITH REFERENCE TO THE AVERAGE LOCAL WAGE). LOCAL EMPLOYMENT OPPORTUNITIES AND SERVICES WILL BE ENCOURAGED WHILST THE**



**RURAL CHARACTER OF THE VILLAGE AND ITS SURROUNDINGS WILL BE PROTECTED. MALBOROUGH WILL CONTINUE TO PROVIDE AND DEVELOP DIVERSE LEISURE AND RECREATIONAL ACTIVITIES TO ENSURE A HAPPY, HEALTHY AND DIVERSE COMMUNITY.”**

## ABOUT THE PLAN

Malborough is attempting, through this Neighbourhood Plan, to bring into practical operation a key principle of the Localism Act (2011) when the right for communities to prepare Neighbourhood Plans was established. Neighbourhood Planning Regulations, subsequently published in 2012, set out rules as to how such Plans should be prepared. **These rules give communities a say in how their local areas are planned and how planning rules should be addressed.** In particular Neighbourhood Plans must:

- have appropriate regard to National Planning Policy
- be in compliance with all strategic policies prepared by the local Planning authority (SHDC)
- be compatible with EU obligations and human rights requirements (at least until Brexit becomes a reality)
- explain how the Plan seeks to achieve sustainable development
- explain how the community and organisations have helped to prepare the Neighbourhood Plan.

Neighbourhood Plans are mainly intended to be used in making Planning decisions. In future if our Plan is adopted after a YES vote by you, the Parishioners, when a development or change is proposed in Malborough South Hams District Council will be required to refer to the Neighbourhood Plan. They will need to check whether proposals are in keeping with policies the community has developed. Devon County Council, developers and statutory consultees will also be obliged to treat the Plan as a statutory Planning document.

Malborough CANNOT stop development but Malborough's Parishioners – you - can try to ensure that it happens when and where the Parish wants it and that it provides what the Parish needs. Developers must also compensate the Parish for any loss of amenity/green space/impact that the additional housing may have on Malborough. In Planning terms the policies set out in this document are therefore the most important part of the Plan.

***Any development needs to be of the right type  
in the right place at the right time and for the  
right reason.....***



However there are many other things that could be done, suggested collectively by you, that will help Malborough to continue to be a great place to live, work in and visit. Many projects to improve the Parish were proposed during the period that the Plan was being prepared. We identified these in what is now our **PARISH PLAN** and part of the **EVIDENCE BASE** for this Neighbourhood Plan, attached at Appendix A. These priority projects do not have Planning weight but are included in the Plan as a focus for community action and we will bring them forward and progress them over the coming years. Indeed some have already happened! Furthermore, IF South Hams District Council decide to levy a Community Infrastructure Levy (CIL) on developers (at the time of writing they have not adopted CIL), having an adopted Plan means that a proportion of those monies raised comes directly to us, the community where the development takes place, so that we see some benefit from the build (as well as providing local homes). Thus we can use these funds to expedite the projects you want!

## DELIVERY

Malborough's Neighbourhood Plan will run concurrently with the SHDC's Local Plan and apply for twenty years, 2014 to 2034. The Plan is, however, a response to the needs and aspirations of the local community as understood today and it is recognised that new challenges and concerns are likely to occur during the Plan period. Malborough Parish Council will be responsible for maintaining and, periodically, revisiting the Plan to ensure it remains fit for purpose and delivers as promised.

This Plan has identified an indicative level of growth and has identified a minimum housing target to be delivered over the life of the Plan. Actual growth & performance against build/new homes target will be reviewed (by Malborough Parish Council) at least every five years throughout the life of the Plan to re-assess local housing need. If there was demonstrable, unmet need or where our preferred site has not delivered what we need it to, this would trigger the release of a reserve site. Which site was finally allocated after a review would depend on updated site assessments and an options' appraisal at the time.

## HOW DID WE GET HERE?

A debate about whether, or not, to develop a Neighbourhood Plan took place at an open Parish Council meeting in July 2013 when there was a unanimous vote to go ahead. Malborough Neighbourhood Planning Forum then came into existence in the summer of 2013 as regulations required a forum to be set up to prepare, publicise and manage the process for creating a Neighbourhood Plan. In September 2013 a formal application was submitted to SHDC to designate the whole Parish as a Neighbourhood Plan area and Malborough Parish Council was confirmed as the 'qualifying body' entitled to prepare a Neighbourhood Plan.

Our designated area was confirmed, by SHDC Executive, in December 2013 after the statutory consultation period expired.



The Forum itself comprised no more than 15 members, at any one time, drawn from the whole community. As well as volunteers from the village, key organisations were invited to send a representative. There was a core team of the Project Manager, Council Chairman and a.n. other Councillor. The community 'dipped in and out', according to the topics under discussion and the stage reached in the Plan, to fill any remaining places. This model worked well and allowed the Parish to maximise the expertise, skills, resources and enthusiasm available to the group. With the support of Locality, through successful bids, we (the Forum) received funding from the Government towards the costs of the whole process.



We then gathered the evidence on which the draft Plan is based. In informing, drafting and developing this Plan many (hundreds!) of you, our residents, have been directly involved, as have other stakeholders, including those working and running businesses in Malborough, local landowners, those who care about Malborough's environment, its AONB and wildlife and those providing village services. Appendix B sets out our engagement diary and how we have worked with you.

A Parish of our size will rarely have an entirely unanimous view, especially when decisions between alternative potential development sites are at issue, but the discussions, and on occasion disagreements, have been handled well to reach as close to a consensus view as can reasonably be expected.

In accordance with legislation, this Neighbourhood Plan is supported by a Consultation Statement and a Basic Conditions Statement. A Sustainability Appraisal is also available. These documents and other supporting information can be found on the Parish website <http://www.malboroughvillage.org.uk>

This Plan (THIS DOCUMENT) is with you for consultation. It is your Neighbourhood Plan. You can say yes or no.

## ABOUT MALBOROUGH

Malborough is a picturesque village set in the rolling hills of the South Hams in Devon, lying midway between Kingsbridge and Salcombe. As such it has both a thriving local community and one which is also popular with tourists. The Parish covers an area of 3,724 acres and is classified as rural in Planning terms, all of our acreage lying within an AONB. It also sits on a 400 ft. plateau and within its boundary is, perhaps, the grandest and most unspoiled cliff scenery on the South Devon coast, a stretch from Bolt Head to Bolt Tail thus gaining national recognition as designated Heritage Coast.





The AONB characterise the majority of our acreage as open coastal plateau. From their AONB management plan<sup>1</sup> they describe our landscape characteristics as:

High, open, gently undulating or rolling plateaux, dissected by deep combes and with notable coastal influence on windblown vegetation (especially dominance of blackthorn). The field pattern is of medium to large regular planned fields, delineated by stone walls or dense low hedges (often elm) with occasional hedgerow oaks. Land use is mixed farmland, with arable dominant, and some localised recreational use. There is a little small-scale deciduous woodland. The road network is sparse but this type is well provided with rights of way, with the SWCP prominent along the coastal edge. The settlement pattern is sparse, with isolated farms or large houses and several villages, often distinguished by their uniform appearance, and a few scattered small coastal resorts. The local geology influences soil colour: schists and Dartmouth slates give a dark colour to the South Hams. From rights of way along the coastal edge of this type there are extensive views of the adjoining dramatic cliff landscapes.

Our history, although not strictly relevant to this Plan, is nonetheless fascinating and demonstrates that, although the decades have seen many changes, we have always managed to retain our sense of community. Historically Malborough Parish was larger covering both Salcombe and Hope Cove. Fishing and shipbuilding were important as well as farming, perhaps subsidised by a little

<sup>1</sup> <http://www.southdevonaonb.org.uk/about-the-aonb/looking-after-the-aonb/aonb-management-plan/>



smuggling! This piece of country was settled early, possibly by coastal immigrants. Alston, Ilton, Collaton, and Sewer (now Soar) were all Domesday manors.

Malborough village itself was a small farming village clustered around the large Parish Church. The economy was based wholly on farming and the village accommodated the trades and facilities that supported it. These included blacksmiths, thatchers, rabbit trappers, builders, shops, pubs, chapels, post office and the men that worked the land and the girls that were in service in the farmhouses.

The coming of the railway to Kingsbridge in the 1880s and the steamers to Salcombe was the start of tourism. Although mainly in Salcombe, there were paying guests in Malborough and attractions such as the turn of the century golf course on Bolberry Down and the building of Seaview Guest House in the 1920's (now Soar Mill Cove Hotel). During the depression of the 1930's many farms diversified with paying guests and camping, later with caravans.



Then came the Second World War and the area was opened up, brutally, to the rest of the world with the influx of the Services. After this there was demand for more and better houses and the Council houses in Jubilee Road were built. The village expanded further with the RAF camp at Collaton Cross to serve the Bolt Head radar station. This was redeveloped as Cumber Close and Malborough Park in the 1960's. Since then there has been a steady increase in the population with a broader spectrum of professions as the numbers working on the land have decreased.

To satisfy the demand more houses have been built right up to the recent developments including the Great Park development of affordable rented houses for local people.

Over the years the blacksmiths were replaced with garages which in turn have been changed to a filling station. The shops have reduced to a Supermarket and a Post Office. Change too has happened to the population of the village which has grown and spread out from the heart of the old village. Although many of the old families are still here, gone now are the farmworkers and other trades working in the Parish and replaced by a variety of skilled people working across the South Hams and beyond. Change also in the growing number of people working from home as shown in the Parish questionnaire, whose life will be improved by the better broadband. This is complemented by retirees from the Parish and all over the country who are actively involved in the life of the village to give a balanced community. Change has always happened and it is the management of that change that is of utmost importance to the Villagers.



Hence, to continue to protect our unique identity and to ensure that what we value about Malborough is protected, whilst allowing for some development, we have come together to write this Plan to drive and manage that change. It is our blueprint for our future, it represents the wishes and aspirations of our Parish; you. We have – collectively – drafted this Vision for the future of Malborough:

*“IN 2034 MALBOROUGH WILL CONTINUE TO BE A VIBRANT, GROWING AND PROSPEROUS COMMUNITY. IT WILL HAVE A BALANCED DEMOGRAPHIC OF YOUNG PEOPLE, WORKING FAMILIES AND THE ELDERLY AND RETIRED. THERE IS AN ASPIRATION THAT MORE THAN 90% OF THE HOUSING STOCK WILL REMAIN AS PERMANENT HOMES AND THESE WILL BE AFFORDABLE, AND ACCESSIBLE, TO THE LOCAL COMMUNITY (WITH REFERENCE TO THE AVERAGE LOCAL WAGE). LOCAL EMPLOYMENT OPPORTUNITIES AND SERVICES WILL BE ENCOURAGED WHILST THE RURAL CHARACTER OF THE VILLAGE AND ITS SURROUNDINGS WILL BE PROTECTED. MALBOROUGH WILL CONTINUE TO PROVIDE AND DEVELOP DIVERSE LEISURE AND RECREATIONAL ACTIVITIES TO ENSURE A HAPPY, HEALTHY AND DIVERSE COMMUNITY.”*

The challenge is how do we make it happen? Our vision identified what we thought were the key issues and objectives for the community for the next twenty years. Thus we believed the Neighbourhood Plan needed to determine:

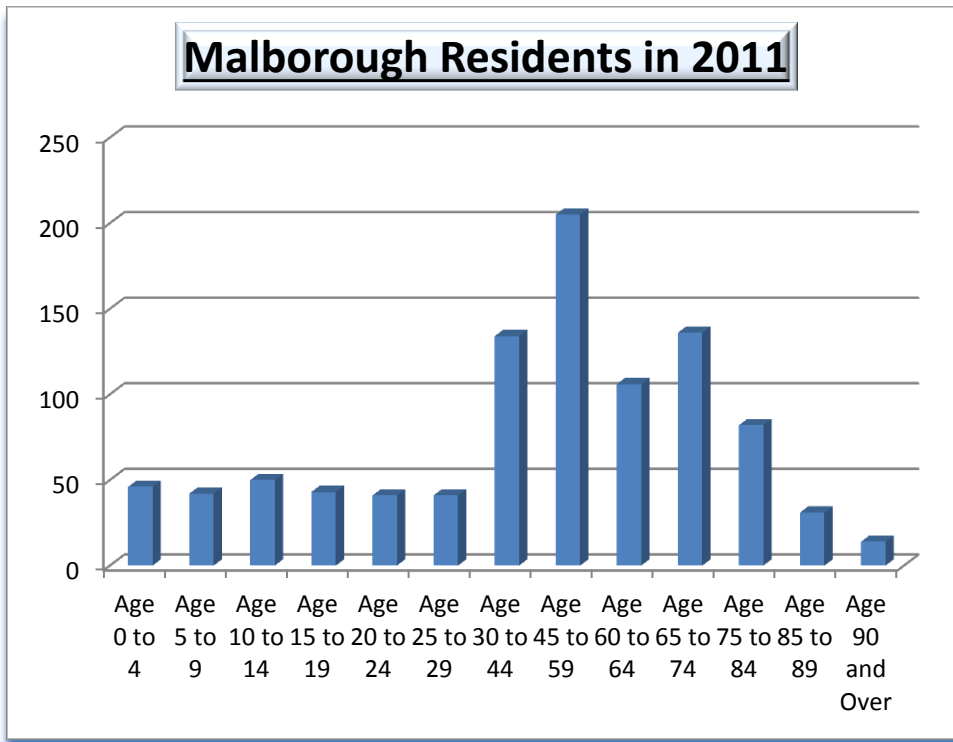
- What new housing might Malborough require to meet local need?
- Where might new housing be located?
- What is important to residents when considering new sites for housing?
- What design requirements are there for new developments and homes?
- What other aspects of living in the village should be considered?
- How do we ensure that we meet the sustainability requirements?

But we needed evidence to see if we were on the right track. The most important part was for you, the residents of Malborough, to put forward your views, ideas, and priorities for the future of the Parish. This you did in the summer of 2014 when you filled in the questionnaires delivered to all households within the Parish. You gave us a plethora of information and ideas, aspirations and wish lists and, because of what you have told us, Malborough now has a Plan. Appendix A summarises those responses in that we considered each and every one of your comments and collated and analysed all the returns. Appendix A is thus the **EVIDENCE BASE** for this, the final Plan. This **EVIDENCE BASE** has also become our **PARISH PLAN**.

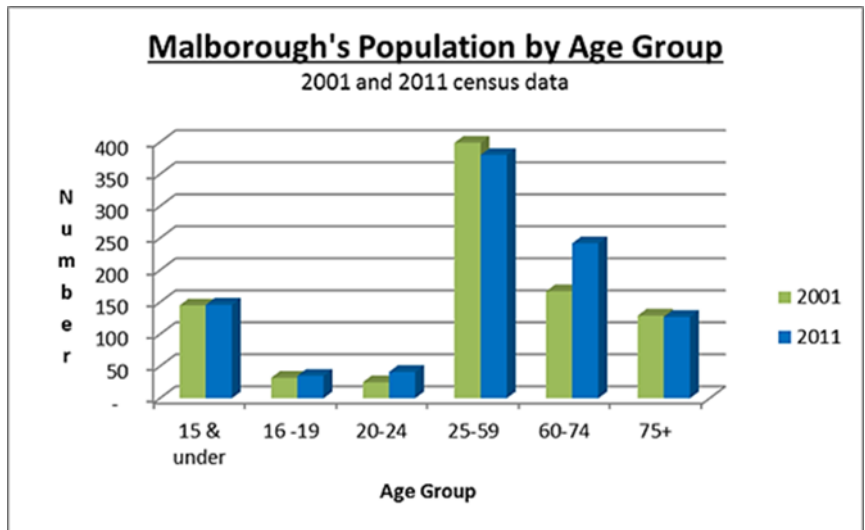
Once agreed our Plan will form a roadmap as to where the village would like to be in the future. Progress must be able to be monitored by the community during the 20 year lifetime of the Plan and feedback and revision will ensure we have a dynamic blueprint for the future.

## IS MALBOROUGH GROWING? IF IT IS, BY HOW MUCH?

So what do we need in Malborough and for whom? The most up to date demographic data available to us at Ward level is from the 2011 census. From this ONS data we know that 971 people lived in Malborough 5 years ago. We also know the age breakdown and the number of households.



Comparison with the 2001 census gives us actual demographic change over that 10 year period for our Parish. The population of Malborough increased by more than 8% over the decade, from 898 to 971.

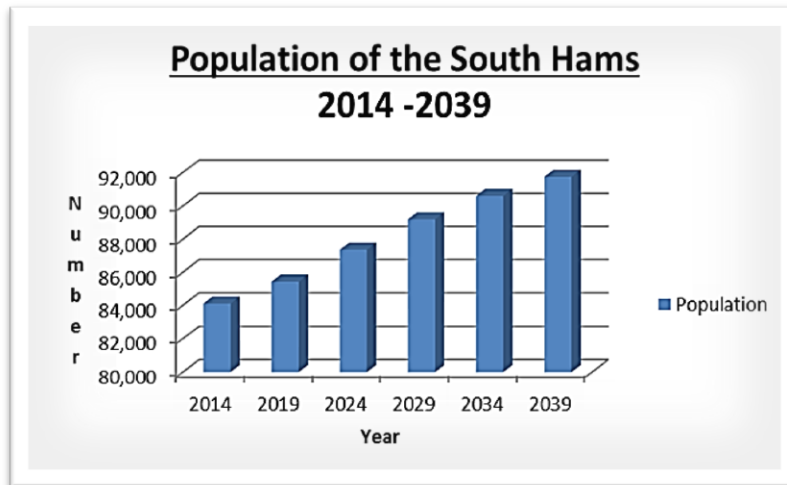


Looking forward however is more complex as different indices are applied by different organisations when estimating population growth. Modelling of population changes is obviously not an exact science and it is also done using different base years and time frames.

In compiling our village profile, therefore we have to make some informed extrapolations of the data to give us approximate Planning totals.

**Headline figures**

- Using the Subnational Population Projections for Local Authorities in England dataset (SNPP 2014, published in May 2016 and used by SHDC in their latest population models) the population of the South Hams is predicted to grow by 8% between 2014 and 2034.



- Using this 2014 SNPP modelling, by 2034, Malborough’s population could be 1,058 (from a base of 971 in 2011) up by 9% since the 2011 census.

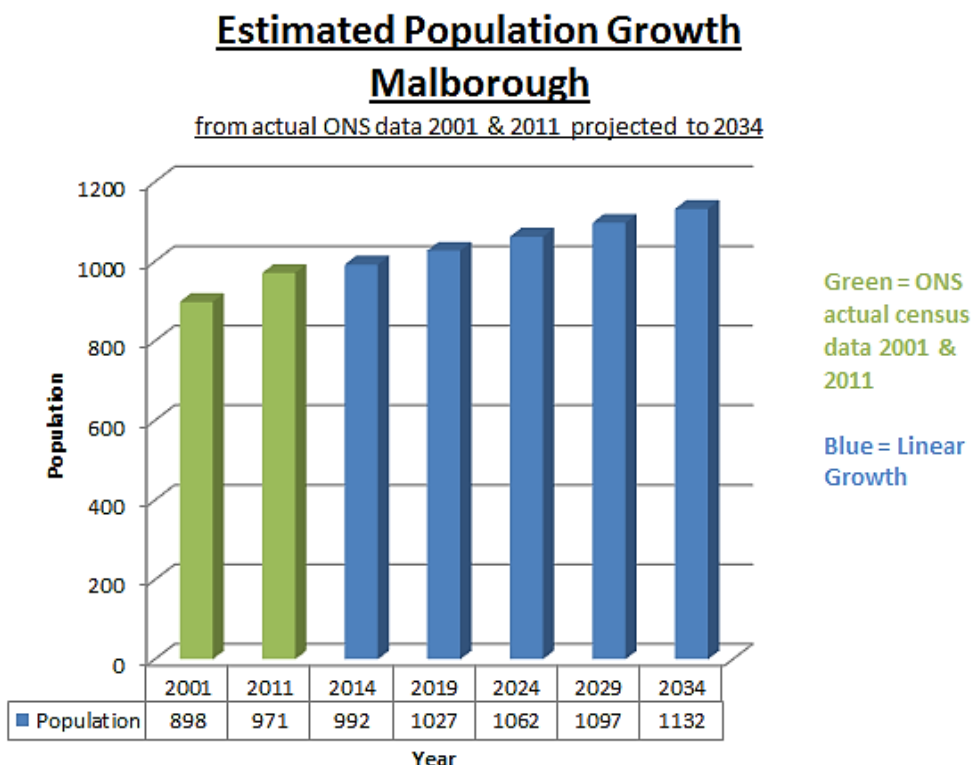
But:

- The population in the South Hams increased by 1.58% between 2001 and 2011 (81,849 to 83,140) as per the 2001 and 2011 National Censuses.
- During the same period the population of Malborough increased by 8.13% (898 to 971)

In the ten years between the last Censuses the population of Malborough grew five times that of the South Hams total (8.13% v. 1.58%). In the future, there is no reason to suspect that Malborough will retrench to the South Hams historical (or projected) average. As above Malborough is an attractive place to live and the popularity of the Parish is growing. If our population model assumes straight line growth over the 2001- 2034 period this means that our population will be 1,132 an increase of 26% over the three decades. For planning purposes we believe this to be a more realistic target given that:

- Subnational population projections are estimates of the future resident population based on the continuation of recent demographic trends.
- As projections are carried forward, **they become less accurate, particularly for smaller geographical areas and detailed age and sex breakdowns.**
- Projections are not able to accurately reflect exactly what future population levels are going to be. This is because they do **not** take account of local development, policies on growth, the capacity of an area or other economic and international factors.
- **They can act as a basis for researchers and other organisations that also produce their own projections**

- More information can be found at : <http://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/qmis/subnationalpopulationprojectionsqmi>



## SO WHAT IS THIS PLAN GOING TO DO?

We have an agreed clear VISION for Malborough which sets out the broad picture of our aspirations. To now achieve this vision the Neighbourhood Plan has to set objectives that will, when realised, deliver the Plan.



**Malborough wants all new development to make a positive contribution to the local community and economy. It should support and add to the assets of the community and enhance and protect the quality of the local environment. All development should recognise, protect and promote what makes Malborough special.**

Our supporting objectives can be split over discrete subject areas and relate to:

- Housing & Development including Design
- ‘Green’ Issues / Sustainability
- Open Spaces, the Environment, Heritage and Community Facilities
- Employment & the Economy



*“In 2034 Malborough will CONTINUE TO be a vibrant, growing and prosperous community. It will have a balanced demographic of young people, working families and the elderly and retired. THERE IS AN ASPIRATION THAT More than 90% of the housing stock will remain as permanent homes and these will be affordable, and accessible, to the local community (with reference to the average local wage). Local employment opportunities and services will be encouraged whilst the rural character of the village and its surroundings will be protected. Malborough will continue to provide and develop diverse leisure and recreational activities to ensure a happy, healthy and diverse community.”*

- Employment and the Economy
- Communications, Infrastructure and Transport/Getting Around.

It is these areas that will now form the topic headings for the rest of the Plan. Those **PROJECTS** which fall outside of planning control are encapsulated in our **EVIDENCE BASE** and adopted **PARISH PLAN**. They will be prioritised and delivered over the next twenty years. As above some have already been implemented and fund raising is underway for others.

However, where we wish to influence development that requires a planning application, we need to write planning policies. Planning decisions are guided by policies which are referred to when planning applications are made. The Localism Act allows communities to develop their own policies, provided that they are based on sound evidence, community input and are in line with National Planning policy.



We have therefore developed policies which seek to influence planning and development outcomes in order that they help to achieve the vision for Malborough. We believe these policies to be compliant with UK Government Policies set out in the National Planning Policy Framework (NPPF) and the emerging strategic policies of SHDC’s Local Plan. Planning policies express intent and guide decisions - they exist to:

- set out requirements in advance for new development in an area
- inform and guide decisions on Planning applications
- ensure that the multitude of individual decisions add up to something coherent for the area as a whole.

## PLANNING POLICIES

Our policies set out in the following chapters of the Plan support and deliver the Vision. They all show a clear link to an objective and are supported by text that explains how and why the policy requirements must be met.

# HOUSING



## WHAT ARE OUR HOUSING NEEDS, NOW AND INTO THE FUTURE?

We know we need more housing. Given the population growth modelled earlier, whichever way we look at it some development is going to be required. We cannot stand still, our community is growing.

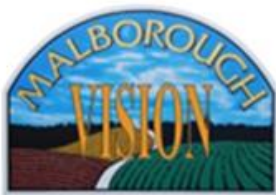
Above we modelled growth to try and give us some planning totals to fulfil LOCAL need. It is important to note that, for this Plan – Malborough's Neighbourhood Plan - housing need IS local. We will be providing housing for those where Malborough is, or will be, the primary place of residence). This includes affordable housing. To provide further evidence for this Plan we also commissioned a Housing Needs Survey (HNS) to add to our understanding of what sort of properties we need to build – market v. affordable housing, size, type etc. The HNS allows us to understand the amount of affordable housing we need now. In November 2015 this HNS was distributed to 652 households within the Parish. Housing Officers at SHDC subsequently collated the results, matching and referencing existing housing stock within the village, vacant properties and turnover and looking at those on the register with Devon Home Choice. They then compiled a report identifying headline figures for unmet need. These come with a caution that housing is constantly changing and therefore the responses collated should be treated as a snap shot in time. This report is appended (Appendix C) together with an explanation of how housing need is assessed in Devon. In summary it demonstrates that we have current unmet need across all need bands (A to E inclusive<sup>2</sup>) for 23 affordable properties.



This Plan aims to take the village through the next twenty years. There will be a need to revisit the survey within the life of this Plan especially given the level of growth we are predicting within the Parish and the challenging market conditions of the South Hams. **We expect to commission another HNS in about 5 years.**

Many residents have lived most of their lives in the Parish, send their children to the local school and play an active part in the community. Malborough is a safe place to live and the advantages of

<sup>2</sup> A banded system to illustrate housing need ranging from Band A – emergency need through High, Medium and Low to band E where Devon Home Choice deems there is no need as you are said to currently live in a home that is adequate to meet your housing need, or you have income/ capital that would enable you to resolve your own housing needs. This Plan for MALBOROUGH however is about providing local housing for local people. Our Housing Needs Survey shows 13 such families in Band E.



our Parish also make it vulnerable to change. Our existing housing stock has also proved ideal for second home owners and we know that neighbouring settlements, Salcombe and Hope Cove for example, now have more holiday homes than permanent residences. Our community also provides an attractive retirement option for those wishing to move into the area. This, together with the rises we have seen in property prices, means that the area is increasingly unaffordable for young families and those on a local wage. As a result the age profile of our Parish is changing and becoming skewed. According to the 2011 census 38% of our residents are now over 60 years of age (the South Hams average is 33% and the Country as a whole 22%).

Our vision states that **WE WILL HAVE A BALANCED DEMOGRAPHIC OF YOUNG PEOPLE, WORKING FAMILIES AND THE ELDERLY AND RETIRED. THERE IS AN ASPIRATION THAT MORE THAN 90% OF THE HOUSING STOCK WILL REMAIN AS PERMANENT HOMES AND THESE WILL BE AFFORDABLE, AND ACCESSIBLE, TO THE LOCAL COMMUNITY (WITH REFERENCE TO THE AVERAGE LOCAL WAGE).**

Thus one of the biggest challenges we face is to secure the future of the village and its environs as a happy, healthy and diverse community by providing enough housing for our local people (and those wishing to move into the area with Malborough as their primary residence), across the ages, both young and old. Yet we are in an Area of Outstanding Natural Beauty which we wish to protect; we have seen that the AONB, the countryside and the scenery are extremely important to you. In our **EVIDENCE BASE** you gave us a very clear message about protecting our environment. This message is reinforced by the AONB Management Plan<sup>3</sup> and the South Devon AONB & SHDC 2007 Landscape Character Assessment which sets out the key characteristics of our Parish and thus the elements we want to protect:

- High, open plateaux, dissected by combes and river valleys
- Windblown vegetation
- Regular medium to large field pattern
- Stone boundary walls and dense low hedges with occasional hedgerow oaks
- Mixed land use, with frequent arable
- Limited deciduous woodland
- Few roads but many rights of way
- Low settlement density
- Influence of geology on soil colour
- Extensive views along coast

<sup>3</sup> <http://www.southdevonaonb.org.uk/about-the-aonb/looking-after-the-aonb/aonb-management-plan/>



Our AONB designation does, or should, protect us against the presumption in favour of sustainable development embedded within the National Planning Framework in that *“the primary purpose of designation is to conserve and enhance the natural beauty of areas designated as AONB.”* Yet there have been some rulings (policy exceptions) that have permitted large-scale housing in AONBs as Councils, both Parish and District, are charged, by Government to build sufficient homes to meet identified need. It is these tensions and conflicts that this Neighbourhood Plan seeks to address; we have tried to build in protection for the over-arching beauty and character of the Parish whilst accepting that there has to be some development.

## LAND AVAILABILITY ASSESSMENT / CALL FOR SITES

### IN 2015 MALBOROUGH CALLED FOR POTENTIAL DEVELOPMENT SITES.....

In 2015 local land owners (small and large) and developers were invited to suggest sites in the Parish of Malborough that might be suitable for development. This call for sites did not, in itself, determine whether a site should be allocated for development. It was however an essential part of the evidence base.

In calling for potential development sites we wanted land owners, developers and local community groups to have this opportunity to identify the most suitable sites. Land is a precious resource and the local knowledge of people who live and work in Malborough was crucial in helping to ensure that all potential and sustainable opportunities for development were considered. There was an emphasis on providing for affordable housing but we looked for sites suitable not only for 12-15 houses but also for smaller pockets of development for 1+ dwellings. There was no minimum threshold for development in this local call for sites within Malborough.

This exercise complemented and added to the recent South Hams led initiative (the Strategic Housing Land Availability Assessment, the SHLAA).

### SITE ASSESSMENTS

In August 2015 a Stakeholder Panel was formed and the submitted sites were researched, visited and assessed. The process was led by our link officer at SHDC, and included input from DCC highways, South Devon AONB and SHDC environmental health and landscape officers. The Village was represented on the panel by three members of the Neighbourhood Planning Forum. All sites were visited. Sites with scope to deliver over 5 dwellings were considered using the same methodology applied by SHDC as part of their Land Availability Assessment. Where sites had been submitted to both SHDC and MPC for consideration, notes from the SHDC assessment were referred to, but did not directly inform the vote. As above this exercise was not, in itself, a process to allocate sites but to identify options. Aspects that were considered included:

- Highway Access

- How the site could integrate with the village & access to services
- Drainage
- Potential impact on the natural environment and the landscape
- And the ability of the site to meet our housing objectives

The appended matrix shows the findings, and votes, of the panel (Appendix D).

Within this Neighbourhood Plan we are looking to allocate sites that can accommodate a minimum of 5 dwellings. However, for the smaller sites, the panel made some broad observations in regard to their potential for development and these are now included within our Plan as we remain keen to encourage small pockets of development that meet local need subject to Planning permission.

Comments were deliberated and discussed following visits to each of the sites submitted. The sites with scope to deliver 5 or more dwellings that were considered to be the most suitable for development and had the potential to be allocated within this Neighbourhood Plan were:

- 1. Portlemore Downs (land below Malborough Park)**
- 2. Field behind the Church, Withymore Farm**
- 3. Great Park/field by allotments, Withymore Farm**

As you can see from the assessment (Appendix D), Wallfield and Eastacombes (South Huish) were considered to have significant restraints and were not deemed suitable for further consideration within the lifetime of this Plan being finalised.

In summary:

**Site: PORTLEMORE DOWNS (LAND BELOW MALBOROUGH PARK)**

- Site relates well to the existing settlement. The site is below the houses of Malborough Park and with a good Planting scheme would reduce the visual aspect from the south.
- The site is below the skyline and has the least detrimental effect on the AONB.
- Good safe pedestrian links through adjoining housing estates to existing services and facilities.
- Closest site to the centre of the village
- The site itself has a good road network leading to it with access from Collaton Road. It will involve the widening of Portlemore Lane. This can be achieved because the land to the east side of the lane is in the same ownership.
- No flooding problems.
- The size of the development must be aligned to identified housing need.
- Early discussion with the developers could create an imaginative solution.
- The site slopes which gives the opportunity for imaginative architecture.

- Right side of the village for simple sewage connection and phasing will (should!) give time for SWW to make the sewage works fit for the extra demand

**Site: FIELD BEHIND THE CHURCH, WITHYMORE FARM**

- Close to the centre of the village.
- Access is poor which could restrict the amount of development.
- The panel were concerned about the effect on the setting of the church as viewed from the north, but as the field falls away this could be mitigated by building further down the field and the sloping site and a small scale development would mitigate this.
- No flooding problems.
- The site was also offered for leisure-dog walking area.
- There is the need for car parking for the church.
- Could this site be considered for sheltered housing/assisted living?
- Could it be a site for a Village Housing initiative, where the landowner gets say two houses in return for the land for a few affordable houses? The Neighbourhood Plan would set the scene for negotiations with the landowner/developer to achieve what the village wants.

Later research has ascertained that, using existing covenants on adjoining gardens and land, there is provision to widen access from the Green down.

**Site: GREAT PARK/FIELD BY ALLOTMENTS, WITHYMORE FARM**

- The eastern end of the field would be suitable for development; the western end is too far from village facilities.
- Below the skyline, but visible from the south and west, this could be mitigated by good Planting.
- Distant from services but pedestrian access could be achieved through existing site.
- A larger development here could be phased so that it came in line with the defined needs of the village as set out in the current housing survey and subsequent ones.
- Access below the allotments would join the road in a narrow spot but this could be overcome by pulling the hedge back. If the allotments were moved again it could give a safer access, but that brings different problems.
- Access is through the village adding to traffic problems
- Need to create a boundary (hedge or Planting between the field and the houses) to mitigate the visual impact.
- Again a sloping site to offer architectural solutions.
- Early discussions and the Neighbourhood Plan could help provide and agree development that could provide more than housing.
- Access proposals from the landowner/developer to be discussed.

## ENGAGING YOU IN THE DEVELOPMENT OF THE PLAN

All 5 'major' sites are shown, again, on the maps below. The Forum believed that, in running Malborough's own Call for Sites and through the Site Assessment itself, a transparent and robust process was delivered that ensures all potential allocation sites have been considered and the optimum sites have been chosen for allocation. The Neighbourhood Planning Forum discussed and deliberated, at length, about possible options and which sites, and why, were the most suitable for development.

The Forum then asked you:

- Have we identified the right options?
- Are there any options that we should have thought of that are missing?
- Which option(s) do you prefer and why?

**Our options have to be those that best deliver our Vision and Objectives. These options also have to be realistic and achievable.**

## THE RESULTS

Our recent Housing Needs Survey evidences a CURRENT and LOCAL need for 23 affordable rented or shared ownership properties within Malborough as shown in Appendix C. However we have to deduct seven homes from this total of 23 as they are already planned for in Phase II of Alston Gate. A further 16 affordable homes are therefore needed now. Hence, in generating options and priorities, we needed to consider timescales and how soon some sites might be brought to the Planning stage. Subsequently developers need to ensure that their development proposals within this AONB demonstrate that they are meeting an identified housing need.

On Monday 7th March 2016 Malborough held a Public Consultation in the Parish. This considered these potential site options to allocate for housing. There was a viable choice of 3 suitable sites for development to meet our immediate needs. Over 100 people came through the doors to discuss these site options; thank you for giving up your time and sharing both your concerns and ideas. It was very gratifying to see that interest was growing and, whilst there were many who had very real issues with some or all of the sites, a clear mandate did result from the exercise. **The consultation gave Malborough's Neighbourhood Planning Forum a mandate to recommend Portlemore Downs as its preferred option in the Neighbourhood Plan.**

The table overleaf gives the detailed results from the Site Options for Housing Consultation. All comments received are shown in Appendix E.

SITE	QUESTION	YES (although some wanted only part of the sites developed)	NO	TOTAL VOTES CAST
PORTLEMORE DOWNS	DO YOU AGREE WITH THIS BEING THE PREFERRED SITE?	60	31	91
GREAT PARK/FIELD BY ALLOTMENTS, WITHYMORE FARM	DO YOU AGREE WITH THIS BEING A RESERVE HOUSING SITE?	41	45	86
FIELD BEHIND THE CHURCH, WITHYMORE FARM	DO YOU AGREE WITH THIS BEING A RESERVE HOUSING SITE?	48	35	83

Thus we now have evidenced need of a growing community and a demand for housing. We also have a mandate from our public consultation as to where major pockets of development might take place.

## BUT TIME MOVES ON ..... AND, IN THE MONTHS LEADING UP TO THE

INDEPENDENT EXAMINATION OF OUR DRAFT NEIGHBOURHOOD PLAN, THE PORTLEMORE DOWN SITE HAS ALREADY RECEIVED OUTLINE PLANNING PERMISSION FOR DEVELOPMENT. MALBOROUGH'S PARISH COUNCIL AND OTHER STAKEHOLDERS LIAISED EXTENSIVELY WITH SHDC'S PLANNING DEPARTMENT AND THE SITES' OWNERS, AGENTS AND DEVELOPERS TO TRY AND ENSURE THAT THE POLICIES IN THIS EMERGING PLAN WERE BOTH ACKNOWLEDGED AND COMPLIED WITH. HOWEVER, UNTIL ADOPTED, THIS PLAN HAS NO LEGAL STATUS. WHILST DIALOGUE WAS CONSTRUCTIVE AND MANY IMPROVEMENTS IN LINE WITH THE PLAN WERE AGREED THE FINAL REALISATION OF THE SITE FALLS SHORT OF OUR ASPIRATIONS.

Nevertheless the following Objectives and Policies formulated by the Village for the Village will inform all future planning and development within the Parish and will help us to realise our Vision.



### OUR HOUSING & DEVELOPMENT OBJECTIVES & THEIR ENABLING PLANNING POLICIES ARE:

**Objective HD1** To encourage, facilitate and integrate a steady stream and mix of new 'principal residence' housing (affordable, social and market) to meet evidenced needs of local people over the next twenty years. This new housing should be of a type and size that meets the changing local needs of residents over their lifetimes. This plan targets a minimum of 63 new homes being built in the Parish between 2014 and 2034.

**Context:** This Plan supports proposals that address current and future housing need within the Plan period, providing housing in line with Malborough’s evidenced Housing Needs Survey, projected local growth and the SHDC Local Plan. We want to retain our healthy and balanced population so the accommodation needs of the whole community, from single young people, to families, to the retired and the elderly must be provided for.

Our population modelling indicates that, between 2011 and 2034, Malborough’s population might be expected to increase from 971 to 1,132 ie: 161 more residents. If one assumes an average of 2 people per household the Parish will require 80 new homes over this period. However we know that 17 new (and affordable) homes were built in Malborough – Great Park – in 2011. Therefore a further 63 new homes are required during the life of this Plan.

Stock check: In 2014 Phase 1 of Alston Gate saw a further 17 new builds coming on stream. This new housing stock goes toward the 63 target. As at October 2016 a minimum of 46 new houses are therefore still required. Alston Gate phase II plans for 16.

 <p>1</p>	<p><b>POLICY 1: PLANNING FOR GROWTH</b></p> <ul style="list-style-type: none"> <li>○ <b>Subject to demonstrable local housing need the development of small scale purpose built affordable housing will be supported and,</b></li> <li>○ <b>Larger sites for development will be supported provided that the proposals are in conformity with policies protecting the AONB, and would not prejudice the objective of creating a balanced community and there is a demonstrable need for this housing for Malborough residents.</b></li> </ul>
 <p>2</p>	<p><b>POLICY 2: COMMUNITY BALANCE</b></p> <p><b>All new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities in Malborough’s Neighbourhood Plan area. Additionally, Planning applications for 5 or more homes should:</b></p> <ul style="list-style-type: none"> <li>● <b>Address affordable housing need and housing demand in line with evidenced need, noting that this Plan is targeting (aspiring to) 50% affordable housing (unless the viability of the site – as validated in an open book process – can be proven otherwise)</b></li> <li>● <b>Contribute to the diversity (size, type &amp; tenure) of housing in the local area and help to redress any housing imbalance that exists</b></li> <li>● <b>Demonstrate how chosen design solutions promote strong communities and,</b></li> <li>● <b>Enable future flexibility and adaptability by meeting appropriate</b></li> </ul>

**space standards (The Local Plan defines this).**

**Context:** The Parish recognises that SHDC's Local Allocation Policy<sup>4</sup> will be used to help inform and assess need when allocating affordable housing within the Parish of Malborough. However when allocating affordable homes developed within the Malborough and seeking to retain Community Balance, this Plan strongly requests that, and the Parish Council will actively seek to reinforce this, South Hams District Council prioritise Band E Malborough residents above those with higher identified needs from outside of the Parish. This to apply to new lettings and re-lettings of affordable homes within Malborough.

Explicitly, those with a local connection to Malborough, irrespective of the need band, are requested to be homed before the houses are offered up to a wider catchment ie: LOCAL applicants falling within Band E will be prioritised above those with a higher identified need from outside the local area

**And,** If properties remain vacant after ALL local need is met (i.e. Band E inclusive) the catchment can then be rolled/cascaded out from Malborough i.e. prioritising those that live in villages/hamlets closest to the Parish of Malborough before opening up the new stock to a wider catchment.

This has been included in the 106 agreement for the new houses at Portlemore Down and this Plan urges this proviso be included in any subsequent Section 106 agreement.



3

**POLICY 3: PRINCIPAL RESIDENCE RESTRICTION**

**New open market housing, excluding replacement dwellings, will only be supported where there is a restriction to ensure its occupancy as a Principal Residence. Principal Residences are defined as those occupied as the residents' sole or main residence, where the residents spend the majority of their time when not working away from home.**

- **The condition or obligation on new open market homes will require that they are occupied only as the primary (principal) residence of those persons entitled to occupy them**
- **New unrestricted second homes will not be supported at any time and,**
- **Occupiers of homes with a Principal Residence condition will be required to keep proof that they are meeting the obligation or condition.**

**Context:** In 2011 a development of 17 new houses within Malborough came on stream. All of which were affordable and all of which were, and will be in perpetuity, occupied by local families. In 2014 a further 17 houses were built in the Parish. Seven of these were affordable and there is 100%

<sup>4</sup> The Local Allocations Policy sets out how SHDC deals with specific local issues outside of the Devon wide Choice based lettings system called Devon Home Choice. More information can be found at: <http://www.southhams.gov.uk>

occupancy by local families. However c. 50% of the remaining new build houses are now holiday homes.

Malborough is bordered by Salcombe and the Parish of South Huish. In 2013, the Financial Times showed how second-home buyers from London had made Salcombe one of the UK's most expensive real estate areas. In that year analysis showed that 42 per cent of Salcombe's homes were classed as holiday properties. Local buyers were, and still are, unable to get a foot on the property market and are, then, unable to trade up. Furthermore Salcombe has changed to reflect the tastes of the holiday home owners rather than those found in much of southwest England. The town's main street, for example, has become dominated by high-end clothing shops, delicatessens and chandleries. The character and the community itself has changed; now Salcombe's once thriving community becomes a ghost town in winter when some shops remain closed and the holiday homes are unoccupied. Yet, in the summer months, the permanent population of two thousand people balloons to over 22,000. The Times writes "Nippers still go crabbing on the pontoon and the beaches, but money runs through the streets — the resort is a hit with everyone from bankers to Notting Hill politicians, who now have a lot more time to spend with their families, and it's eerily quiet in winter..."

This trend continues. In 2014 Salcombe was named as Britain's priciest seaside and the price of coastal homes was shown to have risen by >40% over the last decade. Salcombe was ranked as the most expensive place to live by the sea in Britain outranking other coastal towns, such as Sandbanks in Poole and Padstow in Cornwall. It was dubbed "Chelsea-on-Sea". In 2016 the Mail again revealed 'exclusive' Salcombe as one of the best places to live by the sea. It is classified as the top coastal property hotspot and defined, by the estate agents Savills, as an ultra-prime location where the average, detached, sale price, (in the 12 months to Feb-16) was £620,000 and the premium above county average 128%.

There continues to be a huge demand for holiday homes in the area and this continued uncontrolled growth of dwellings used for holiday accommodation (as second or holiday homes) impacts on the local housing market. The resident community is suffering; average prices match that of London and are not affordable on the average local wage. Locals live in the less prestigious areas, those which are not, yet, particularly favoured by second home owners and are thus cheaper – the outlying Parish of Malborough for example.

The latest figures drawn from housing needs surveys puts the percentage of holiday homes in Salcombe at 52% (albeit the Council Tax and Electoral Role data sources put the figure slightly lower at 40% as some homes are registered as primary to reduce individual tax burdens). In Hope Cove, on our other boundary, the figure is even higher at 75% within the village itself and 40% for the Parish of South Huish as a whole! Thurlestone, the next Parish to the west comes in at 39%. To Malborough this is unacceptable – our community could not remain viable if such a high proportion of our housing stock was to become second homes. Not only would market forces drive house prices up but there would be a shortage of homes themselves available to local people who wish to live and work in their own community.

Second homes were originally calculated at c. 12% Malborough's housing stock. However further research, published as part of this Plan in the **Principle Residence Addendum of June 2018**, shows that, in 2011, 28% of homes in the Parish had no permanent residents. Since that time the evidence



points to the figure currently exceeding 30%. Our community is strong and vibrant and we welcome these existing holiday home owners - when they visit - and hope they enjoy the facilities that Malborough has to offer and encourage them to input into village life.

In its vision Malborough aspires to continue to be a vibrant, growing and prosperous community. For this it needs the majority of its housing stock to be permanent homes and it wants these to be affordable, and accessible, to the local community (with reference to the average local wage).

Malborough does not believe this can be done without the use of a Principal Residence Restriction whereby Principal Residences are defined as those occupied as the residents' sole or main residence, where the residents spend the majority of their time when not working away from home.

This Planning Policy aims to safeguard the sustainability of Malborough's community. We see, on our borders, communities being eroded through the amount of properties that are not occupied on a permanent basis. We have to act now to prevent this happening. This policy is not merely to make more housing available to local people but rather to ensure the percentage of second homes in the Parish does not increase. As above, c. 50% of the latest market houses built in Malborough are now holiday homes. Another large (168 houses) estate within the village provides the most affordable market housing in the vicinity. Yet its percentage of 2<sup>nd</sup> homes is already at 22% and rising. Furthermore it is a dynamic market with 40 properties on this estate changing hands in the last 5 years and, in the last year, the Management Committee advise that most of the sales are now rental properties. **Our contention is that ongoing unrestricted open market housing development will have a negative effect upon the community and the affordability of dwellings for full time occupation and therefore its long term sustainability.**

As a means of implementation sufficient guarantee must be provided of such occupancy restriction through the imposition of a planning condition or legal agreement. Occupiers of homes with a Principal Residence condition will be required to keep proof that they are meeting the obligation or condition, and be obliged to provide this proof if/when South Hams District Council requests this information. Proof of Principal Residence is via verifiable evidence which could include, for example (but not limited to) residents being registered on the local electoral register and being registered for and attending local services (such as healthcare, schools etc).



4

#### POLICY 4: CHANGE OF USE/LEVEL OF OCCUPANCY

**The sub-division of dwellings into smaller, self-contained units or the change of use of residential premises to houses in multiple occupation will be supported provided that:**

- **the proposal does not have an adverse impact on the character of the building or its surroundings and there is no unacceptable impact on residential amenity**
- **the proposal would not cause unacceptable highway problems and,**
- **the proposal would not result in an over concentration of**

**dwelling in any one area of the Parish ie: we want a development density that would not change the character of the area or undermine the maintenance of a balanced and mixed local community.**

**Objective HD2 BUILDING BY DESIGN.** New build schemes will insist on high quality design that sit comfortably with, and respond to, local surroundings, the landscape and existing buildings. Development must protect and enhance the quality of the local environment. To ensure new development, especially that intended for family occupation, includes ample garden areas, to serve the future residents and to reflect the current character of the area. To ensure that new builds form safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.

**Context:** This Neighbourhood Plan supports the NPPF's objective to achieve excellence in design, especially design that will help establish a "strong sense of place" and "create attractive and comfortable places to live, work and visit" (NPPF para 58).

We already have a rich variety of architectural styles in the area. The character of the existing village has been formed organically and, due to many independent changes over time, the result is a village composition that is distinct and attractive. We would like to see new development contribute to this variety, while at the same time being sympathetic to the existing character of the area. There are features of the village that can be re-interpreted in a modern way to ensure that any new development does have an inherent local distinctiveness:

- Narrow lanes – the centre of the village has a number of narrow streets onto which the buildings of the village front and are accessed in different ways
- Burgage<sup>5</sup> plots – many properties in the core are set within historic burgage plots that are characterised by being long and narrow and are often perpendicular to the main streets
- Houses with front gardens – whilst houses front the streets in a variety of ways some are set back from the principal building line in front gardens. This can provide a green break in the form of the street
- Courtyards – there are a number of courtyard developments formed by a grouping of former agricultural buildings but now occupied as homes
- Glimpse views – there are several places in the villages where glimpse views can be enjoyed of other parts of the village or the wider countryside
- Housing types – the village has different housing types including detached, semi-detached and terraced homes of very different shapes and sizes

<sup>5</sup> Burgage: an ancient form of tenure that applied to property within the boundaries of boroughs, or burghs. In England land or tenements within a borough were held by payment of rent to the king or some other lord; the terms varied in different boroughs.

- Terraces – there are some small groups of terraces houses but generally these do not tend to be long terraces of the same house type as might be found more commonly in towns
- Gardens – Gardens vary in shape and size but are mostly at the rear. Some gardens in the centre of the village are relatively large and provide a significant green break and landscape feature
- Hedgerows – are a common boundary treatment in the core of the village and further reinforcing the mature greening of Malborough
- Trees and vegetation – the built fabric of the village combines with mature trees and vegetation to contribute towards the overall townscape composition
- Whilst there are some significant trees and tree groups in the core of the village, vegetation increases towards the edges ensuring the built form visually feathers into the surrounding Devon countryside.

Consultations with the Village resulted in **aspirations** which go beyond policies:

- Achieving high quality design that respects the scale and character of existing and surrounding buildings. Design should integrate with, and respond to, local surroundings, the landscape and existing buildings. All development should recognise, protect and promote what makes Malborough special.
- Given all development is within an AONB new proposals should retain and maximise all neighbours' views and the views of existing houses. Where a site is sloping this will help. There is an absolute limit on all new dwellings having a maximum of 2 floors. (Note: due to years of independent development within the Parish some existing housing stock may be higher than 2 floors. This is not a typical or accepted 'built form' within the village and only new build proposals of 2 floors or less will be supported in this Plan)
- Parking should not block the streets. The parking spaces (and garages) need to remain, in perpetuity, with the property and should not be allowed to be sold off.
- Well-designed streetscapes are required; ones that encourage connection, understanding and community spirit among residents. Shared outdoor space is key to foster community spirit. The emphasis should be put firmly on pedestrian movement and not the car, making the street a place for people rather than just a transport corridor **and**,
- We believe an effective streetscape should convey a sense of openness and sharing while offering a degree of privacy.
- Developers should note there is a real shortage of parking in the village and thought should be given as to how to alleviate the general situation as well as providing for any new build. The affordable homes are for local people, employed in trades throughout the South Hams. There needs to be parking available for over-sized (compared to the normal car) trade vans etc.
- New builds are encouraged to meet the requirements of 'Secure by Design' as in Policy 5. In addition and after consultation the Police wished to stress the importance and the attributes of Crime Prevention through Environmental Design (CPTED), as follows, to minimise the likelihood and fear of crime, antisocial behaviour and conflict:
  - Access and movement: new designs should include clearly defined and accessible routes through with spaces and entrances that provide for convenient movement without compromising security
  - Structure: developments are structured so that different uses do not cause conflict
  - Surveillance: all publicly accessible spaces in new developments should be overlooked
  - Ownership: designs should promote a sense of ownership, respect, territorial responsibility

and community

- Physical protection: new builds should include necessary, well-designed security features
- Activity: designs should ensure that the level of human activity is appropriate to the location and create a reduced risk of crime and a sense of safety at all times
- Management and maintenance: developments are designed with management and maintenance in mind, to discourage crime in the present and the future.
- Creating safe and sustainable communities where residents, visitors, businesses and legitimate business users are able to go about their daily routine without undue fear of crime or insecurity is a key element of Secured by Design in conjunction with the above attributes of CPtED.

This Plan does not seek a direct replication of elements but asks developers to look to any part of the village layout that could help in forging an attractive new character for any proposed housing. Nor do our policies restrict development; instead they challenge developers to deliver innovative development of high quality design that responds to its surroundings and is appropriate for our area.



5

## POLICY 5: HIGH QUALITY DESIGN

**All new development within Malborough must demonstrate high quality design. This means responding to and integrating with local surroundings and landscape context as well as the existing built environment. development proposals should:**

- **Reflect the scale and character of existing and surrounding buildings**
- **Recognise, protect and promote what makes Malborough special**
- **Where necessary be supported by a landscape and visual appraisal of the site to determine impact on local views and the appearance of the village itself**
- **Only in exceptional circumstances exceed two storeys**
- **Be diverse in design (mixed design) but remaining locally distinctive**
- **Use good quality materials, locally sourced where possible (Tavistock stone for example), that reflect the existing palette of materials and colours**
- **In larger developments (5+ houses) housing clusters or pockets around shared courtyards should be considered, breaking up the lines of development (multiple rows of terrace houses are not acceptable) and sitting well within any plot and/or adding to an established rhythm to the architecture in any road/lane if appropriate**
- **For developments which include affordable housing be designed so that the open market houses and affordable units are indistinguishable**

- Seek to achieve high standards of sustainable design and construction
- Include the principles of sustainable drainage wherever possible
- Reflect the tones, colours and textures that form the built and landscape palette that is distinctive to Malborough
- Provide sufficient external amenity space, refuse and recycling storage and car and bicycle parking to ensure a high quality and well managed streetscape
- Dwellings should have sufficient allocated parking spaces to meet adopted parking standards. These should be near to /within easy access of the property. On street parking should be avoided
- Proposals which provide for additional and landscaped provision for visitor, works vehicles and community parking will be encouraged
- Have, where appropriate and viable, a dedicated outdoor space/garden. Wherever possible gardens should be accessible from the access road/front of the house and not just through the house
- Make provision for the storage of recycling bins for those properties without garages
- Provide well designed streetscapes that are not car dominated and make provision for community space where possible and,
- Meet the requirements of 'Secure by Design'.



6

**POLICY 6: RETAIL AND COMMERCIAL FRONTAGES INCLUDING NEW EMPLOYMENT UNITS**

- New or renovated shop frontages should be of a high quality design (cross-ref Policy 7) and, where possible, improve the character of their local environment
- the design of frontages should complement the architectural design of the rest of the building where that building has historic or architectural merit and,
- signs for shop fronts should be well-designed at a suitable scale and if illuminated should be lit appropriately and discreetly.

**Objective HD3 Supporting community housing: To encourage co-housing<sup>6</sup> and community development providing long term affordability is secured.**

**Context:**

The reasons for encouraging cohousing and community housing are many. Such houses are likely to be more affordable and energy efficient than those produced by the volume housebuilders. They are built to the needs and wishes of the resident, often incorporating new design ideas and therefore create interesting variety of form. Collective or community-led development that enables future residents to participate in the design, planning, construction and future management of their homes offers additional social and environmental benefits.

Our **EVIDENCE BASE** showed 68 of you had an interest in or supported Self Build schemes. However it is recognised that generally levels of knowledge and understanding are currently low and support and facilitation is needed to help community builders and cohousing groups secure sites, obtain finance and professional support and also gain information and confidence.



**Aspirations:**

- The Plan would expect prospective residents to demonstrate, through a development management plan, professional and financial capacity and competency in undertaking and completing the development
- the development provides collective land ownership and shared management responsibility
- the land is held in trust as a community asset in perpetuity and,
- housing costs are made affordable by reference to capital costs, or rent, being no more than 80% (or as subsequently determined in the Joint Local Plan) of open market value and such discount is protected through succession.



7

**POLICY 7: SUPPORTING HOUSING FOR THE COMMUNITY**

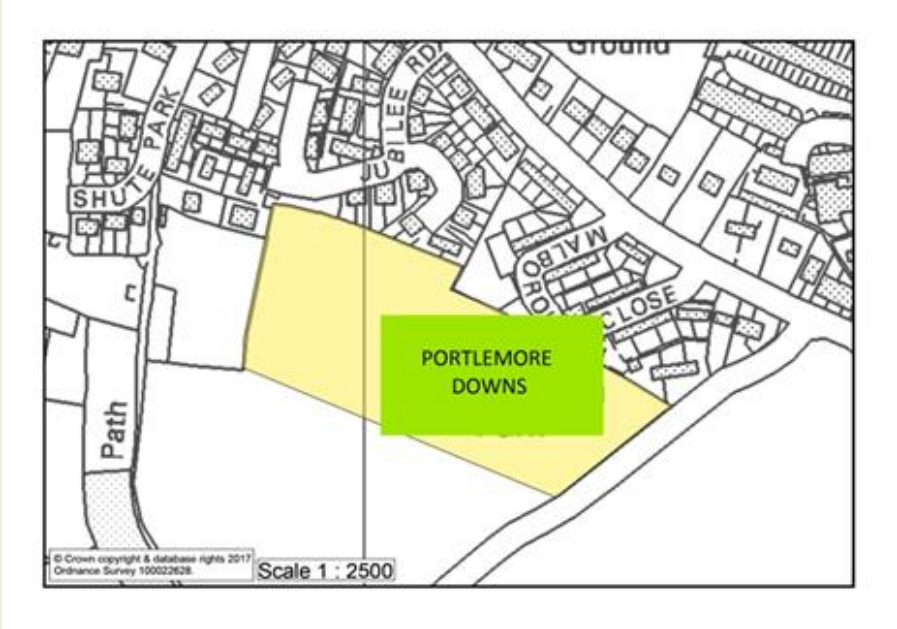
**Housing MAY be permitted adjoining the existing development boundary of Malborough Village on sites where development would not otherwise be permitted providing the development meets, in full, the requirements of national and development plan policy in respect of exception sites.**

<sup>6</sup> Cohousing communities are intentional communities, created and run by their residents. Each household has a self-contained, personal and private home but residents come together to manage their community.

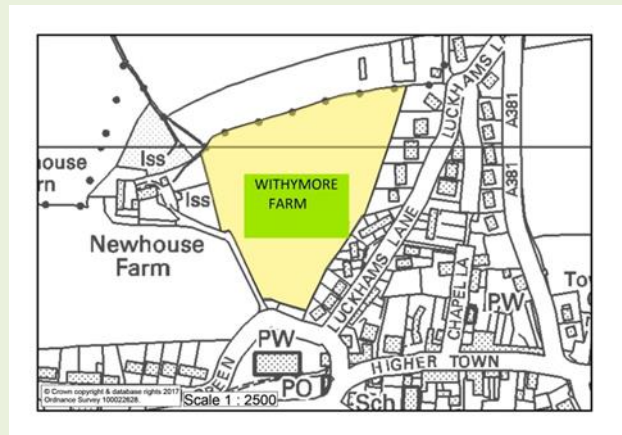
**Objective**            **HD4**            **To identify sites to promote this development and provide detail on type, appearance, number and scheduling of development.**

**Context:** **TIME MOVES ON.....**

Community consultation during the drafting of this Plan identified, as detailed previously, PORTLEMORE DOWNS (land below Malborough Park) as the preferred development option for this Parish and looked to allocate this land for development.



Our draft Plan, again through consultation, also sought to allocate the FIELD BEHIND CHURCH, WITHYMORE FARM, as a RESERVE site for LOCAL need.



**HOWEVER,** because of the delays inherent in the process of finalising this Plan (and outside of Malborough’s control) and/or as a requirement of the Independent Examiner’s report both of these intended allocations no longer form part of this Plan.

PORTLEMORE DOWNS has now achieved planning permission, 0549/17/OPA. Therefore the parts of the draft neighbourhood plan that were used in the negotiations with the developer are superseded and cannot be included as policies within this Plan.

Re, the proposed allocation of FIELD BEHIND CHURCH, WITHYMORE FARM as a RESERVE site, the Strategic Environmental Assessment (attached as an addendum to this Plan) stated that the development of this site has the potential to have significant negative impact on the AONB. Given this and that the National Planning Policy Framework (the NPPF) clearly sets out the high bar that development proposals must reach in order for development, the Independent Examiner of our Plan, in her report, consequently ruled that development in this most sensitive of landscapes was not acceptable at this time. The proposed allocation has therefore been withdrawn for this incarnation of the Plan.

Site allocations will be revisited on review of the Plan.



8

**POLICY 8: GREAT PARK (part of, as shown on the map) WILL BE SUPPORTED AS A RURAL EXCEPTION SITE** providing affordable housing to meet identified local housing need that will be secured in perpetuity subject to it meeting the requirements of the NPPF and other relevant policies of the development plan.

**The development of the site by a Community Land Trust (CLT) is**

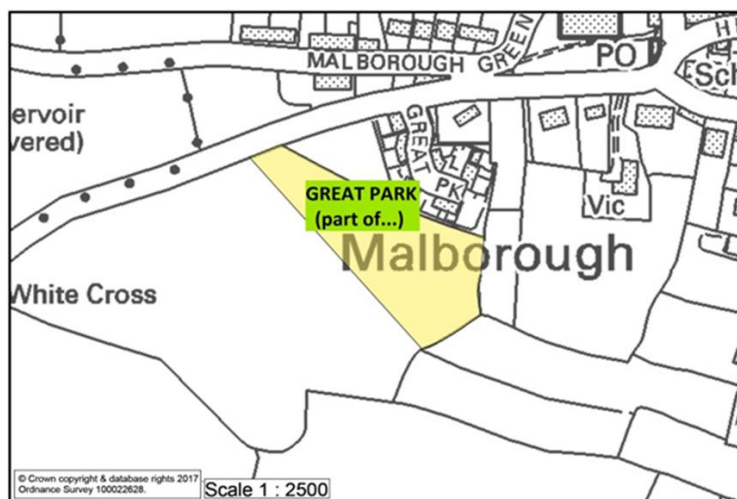


strongly supported.

Community Land Trusts **build homes that people can afford and will always be able to afford...** the homes built are genuinely affordable to rent or buy, based on what people actually earn in an area, and will remain affordable for this and future generations.

**Context and Community Aspirations:** Exception sites are granted planning permission as an exception to normal planning policies in order to meet a local need for affordable housing. In its broadest sense, this includes the provision of affordable housing for people who have a strong local connection to a specific area, who are unable to afford or secure open market housing in that area. Through advocating the formation of a CLT the benefits of the scheme to the local area would be clearly defined and legally protected in perpetuity.

Malborough would hope, and strongly support, that the objective of any emerging CLT will be to develop 100% affordable housing to enable young, and local, families to live and work in our village and make our community more sustainable. **Cross-Ref. Policy 7**



# GREEN ISSUES / SUSTAINABILITY IN DESIGN



Our vision for Malborough was to embrace the government's renewable energy targets through the pursuit of carbon neutral developments in energy generation, distribution and utilisation. The UK (and the world) has very challenging carbon reduction targets – the 2008 Climate Change Act commits the UK to reducing carbon dioxide emissions by 80% by 2050. In our 2014 questionnaire to you over 63% of respondents were supportive of energy conservation and renewable energy initiatives. Supporting sustainable energy through this Neighbourhood Plan can bring a range of benefits and we can take control of the, our, energy agenda. By proactively planning for energy Malborough can decide what our local energy priorities are, as well as what types of schemes and ownership we should support and where projects, if any, should be located.

At present 92% of spending on electricity in the south west immediately leaves the south west economy. Energy is essential to a more resilient local economy, tackling fuel poverty, job creation and energy security. Neighbourhood Plans can require energy projects in their area to be community led thus retaining energy spend locally. This may be beyond any aspirations for Malborough but we could favour local ownership models for energy generation. Locally supplied energy can be cheaper, meaning lower energy bills, making our area a more affordable and attractive place to live. Whilst we cannot tackle fuel poverty itself through Planning policy, a Neighbourhood Plan can include actions for the community to prioritise with the funding and resources available to them. In addition, any community benefit funds generated from locally owned projects supported by the Plan can be targeted at tackling fuel poverty.

There is more work to be done here on our Green Agenda and we have included a number of projects in this Plan which will help us understand what our key challenges are and what costs are associated with our energy needs, both now and in the future. We then have to ask how can renewable energy generation and efficiency measures help meet these challenges. Our Planning policies in this Neighbourhood Plan encourage energy efficiency and the projects look at what energy generation opportunities there might be in the Parish, small or large scale, both now and in the future. We want to encourage the development of renewable opportunities. As our area is both high and coastal is there community support for marine energy? We should also investigate the increasingly 'smart' measures, such as matching energy supply with demand and energy storage that will become available.

Looking at development itself, we understand and accept that, following a fundamental review of technical housing standards, the government has withdrawn the Code for Sustainable Homes (CSH). This 2015 Deregulation Act (Housing Standards Review) removed our ability to require higher

standards of sustainable design by scrapping the Code for Sustainable Homes and, legally “local / Neighbourhood Plans should not set in their emerging Plans any additional local technical standards or requirements relating to the construction, internal layout or performance of new dwellings.”

However we also know that a binding carbon reduction target set for 2050 has replaced the renewable energy target. This means that, if we are to achieve this target (by 2050 the emissions footprint of our buildings will need to be almost zero) any new homes built need to be carbon neutral.

So this Plan encourages, but cannot enforce, developers to deliver higher energy standards voluntarily. It also includes sustainable design policies and retrofit policies as well as renewable energy policies. These policies, taken together with those set out by SHDC (in their Local Plan) should help Malborough contribute to the achievement of sustainable development.

Malborough remains keen to deliver a greener future and a move towards carbon neutral development and this has to be seen as a key underlying principle of this Plan.

Specifically we aspire to achieve very high standards of energy efficiency in housing developments. As above we know the Code for Sustainable Homes no longer exists. We also understand that Devon Building Control Partnership considers the current regulations to be equivalent to the previous CSH code 4. However a precedent exists within Malborough for new developments to exceed minimum standards (delivering code 4 when only code 3 was mandatory for example) and this Parish encourages (but cannot enforce) would be developers to deliver sustainable homes that exceed current regulations.

Options that we would like to be considered in any proposed development and where we are keen to engage in discussions about and deliver innovative solutions to are:

- solar energy for electricity generation and solar heating, including solar gain and the orientations of the build
- heat pump technology
- district heating networks
- micro generation
- smart energy management techniques
- high performance glazing and high levels of insulation materials
- water and waste management
- surface water management (flooding and flood prevention) including the use of paving or permeable materials wherever possible in roads, pavements, driveways and other hard surfaces.

We have not prioritised these nor is the list exhaustive. We understand that some may be more appropriate / viable / affordable than others but look forward to constructive debate.

**OUR GREEN OBJECTIVES AND THEIR ENABLING PLANNING POLICIES ARE:**

**Objective G1** All new development (including extension, refurbishment or change of use schemes of existing buildings that require Planning permission) should be energy efficient and sustainable.

**Context:** This Plan encourages the development of homes that exceed the minimum Code for Sustainable Homes. Where development takes place under permitted development rights (and thus not bound by the Code for Sustainable Homes) developers are also encouraged to deliver or exceed against the Code.

A **Fabric First approach** can help reduce capital and operational costs, improve energy efficiency and reduce carbon emissions. This method can also reduce the need for maintenance during the building's life. Buildings designed and constructed using the fabric first approach aim to minimise the need for energy consumption through methods such as:

- Maximising air-tightness.
- Using Super-high insulation.
- Optimising solar gain through the provision of openings and shading.
- Optimising natural ventilation.
- Using the thermal mass of the building fabric.
- Using energy from occupants, electronic devices, cookers and so on.

Focussing on the building fabric first, is generally considered to be more sustainable than relying on energy saving technology, or renewable energy generation, which can be expensive, can have a high embodied energy and may or may not be used efficiently by the consumer. Having energy efficiency integrated into the building envelope can mean occupants are required to do less to operate their building and not have to adjust their habits or learn about new technologies. This can result in less reliance on the end user regarding the buildings energy efficiency.

**Dark skies:** The NPPF says: By encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

Locally our dark night skies are under particular pressure. Only 8% of the South Devon AONB experiences truly dark skies at night; the lowest category of light pollution identified in recent satellite surveys. This compares with 36% for Devon and 24% for the SW region as a whole.



Bad lighting practice results in obtrusive lighting and wastes valuable resources. It also affects our ability to enjoy dark natural nightscapes and can impact on the quality of our sleep. Furthermore it is detrimental to our environment where ecosystems and biodiversity are vulnerable as natural patterns of behaviour are affected though the impacts of artificial light.




9

**POLICY 9: ADAPTING TO CLIMATE CHANGE (RESIDENTIAL):**

- **New residential development within Malborough should seek**

		<p>to achieve high standards of sustainability</p> <ul style="list-style-type: none"> <li>• all renovation, development, change of use or other changes requiring Planning permission of existing dwellings should seek to improve energy efficiency and,</li> <li>• where appropriate developers are encouraged to demonstrate in proposals how design, construction and operation have sought to:             <ul style="list-style-type: none"> <li>○ reduce the use of fossil fuels</li> <li>○ promote the efficient use of natural resources, the re-use and recycling of resources, and the production and consumption of renewable energy</li> <li>○ adopt and facilitate the flexible development of low and zero carbon energy through a range of technologies</li> <li>○ link the provision of low and zero carbon energy infrastructure in new developments to existing buildings and,</li> <li>○ adopt best practice in sustainable drainage.</li> </ul> </li> </ul>
	<p>10</p>	<p><b>POLICY 10: ADAPTING TO CLIMATE CHANGE (non-domestic)</b></p> <ul style="list-style-type: none"> <li>• All new non-domestic buildings are encouraged to adopt a ‘fabric first’ approach to building design. This involves maximising the performance of the components and materials that make up the building fabric itself, before considering the use of mechanical or electrical building services systems</li> <li>• all new non-domestic buildings should consider a solar PV installation on their roofs and,</li> <li>• where the opportunity is not currently viable due to market conditions, the developer must ensure that the roof is built to a standard that could accommodate PV in the future.</li> </ul>
	<p>11</p>	<p><b>POLICY 11: RETROFITTING HISTORIC/LISTED BUILDINGS</b></p> <p>Subject to meeting the requirements of the National Planning Policy Framework and the relevant development plan policies the sensitive retrofitting of energy efficiency measures and the appropriate use of micro-renewables in historic buildings will be encouraged. This includes the retrofitting of listed buildings, buildings of solid wall or traditional construction and buildings within conservation areas, whilst safeguarding the special characteristics of these heritage assets for the future. Historic</p>

		<p><b>buildings should be retrofitted in line with current guidance from Historic England.</b></p>
	<p><b>12</b></p>	<p><b>POLICY 12: DARK SKIES POLICY</b></p> <p><b>Malborough wishes to work towards a dark skies zone. As a rural parish it believes it is currently ‘intrinsically dark’ and therefore deserves protection.</b></p> <ul style="list-style-type: none"> <li>• <b>Where appropriate all new development and re-development should demonstrate how they plan to minimise light pollution. Information on such measures should be submitted with applications and,</b></li> <li>• <b>Developments should be designed to minimise the advent of light pollution as well as being energy efficient.</b></li> </ul>

**Objective G2 That all proposals for new housing should consult with South West Water to appreciate and mitigate problems with the sewage system.**

**Context and Aspirations:** Developers are asked to take particular note of the Parish’s concerns re the sewerage infrastructure as provided by South West Water (SWW) and its’/their ability to handle additional capacity.

At the time of writing South Hams District Council is also trying to get a definitive statement from SWW. The capacity of the sewerage system is demand led. The system is proven to be over-loaded necessitating the use of daily tankering of effluent out of the village. Without material investment and upgrades to the existing infrastructure Malborough believes further development, in the form of new builds and additional demand, is **NOT sustainable and will NOT be supported**. Whilst the Parish continues to have specific and targeted consultation with SWW recent case histories provide evidence that this approach has not been successful. We would encourage alternative sewage options/systems to be considered.

Whilst this Plan accepts that it should not be the job of the applicant to demonstrate that the sewerage network can accommodate the development and that it should be the job of SWW to respond to the application, there is a proven and evidenced capacity problem within Malborough.

We would ask/urge that South West Water, as a statutory consultee, ensures that the additional demands made by any new build on the existing SWW network can be accommodated (to include sewerage, water and drainage issues).

**Objective G3 Become a greener, more self-reliant & sustainable Parish**

To deliver this objective we will undertake a number of GREEN PROJECTS in addition to those detailed in **our EVIDENCE BASE/PARISH PLAN**, thus supplementing their scope or extending their remit.

**Context:** Malborough has a strong ambition to be at the fore front of the drive to reduce carbon emissions in order to fight against irreversible climate change. We must promote behavioural change and be willing to support the use of renewable energy as a tangible means of reducing our local carbon footprint.



13

**POLICY 13: SUPPORT FOR SMALL SCALE RENEWABLES & LOW CARBON ENERGY SCHEMES**

**Planning applications will be supported for energy generating infrastructure using renewable or low carbon energy sources to serve individual properties or groups of properties in settlements and countryside locations provided that their impacts are (or can be made) acceptable or where adverse impacts are outweighed by the overall benefits of the proposal. Any proposal should be commensurate in size with the catchment it proposes to serve. Community led renewable energy schemes will be encouraged.**

**This policy specifically, and currently, excludes applications for wind turbines (this will be kept under review and may change if local attitudes change).**

**The following considerations will be taken into account in assessing proposals:**

- **visual impact in the immediate locality and the wider area**
- **the amenity of nearby houses**
- **local landscape and countryside**
- **highway safety and traffic generation and,**
- **sites of local nature conservation and heritage assets.**

**Proposals for installations will need to include specific assessments related to these criteria and to consider the cumulative impacts.**



**A**

We recognise that new build housing is a small percentage of the total housing stock. To make a significant impact on energy usage we need to assess the current stock and encourage measures to upgrade inefficient properties. The use of local incentives to encourage such improvements will be investigated as the projected “Energy Gap”, i.e. the difference between supply and demand is a real problem for the future.

**B**

An action on the Parish and a supporting project to this Plan will be to commission a survey of all Malborough housing stock to identify what action

		would be appropriate. This can be a simplified version of an Energy Performance Assessment which could be filled in by householders. More information will also be made available to homeowners detailing any help available for upgrading their property and the long term financial and comfort gains from doing so. Roof insulation and boiler upgrades for example are relatively easy, cheap and effective ways to improve the energy efficiency of a dwelling and some grant aid is available.
	<b>C</b>	<p>As a community we are being encouraged to look at the creation of renewable energy initiatives as a way to help us become self-sufficient and carbon neutral. Therefore, and as highlighted in our <b>EVIDENCE BASE</b>, there will be a further supporting project to consider the potential for community renewable energy initiatives. Solar arrays on community buildings as well as individual dwellings, both roof and ground mounted should be investigated, and where appropriate and not intrusive, encouraged. This obviously merits serious consideration especially as SHDC say: <a href="#">“Community projects will be supported where...The impacts are acceptable/can be made acceptable, They deliver social/community benefits, There is evidence of community consensus or the project is part of a Neighbourhood Plan, There are administrative and financial structures in place for the project”</a></p> <p>We also need to consider wind power as a source of renewable energy even if it is highly contentious and there was a general antipathy to such provision within our <b>EVIDENCE BASE</b>. It has been used by communities all over the country as a local energy source and objections can, sometimes, be overcome by including the local community in some form of ownership and a reduction in their fuel bills. There is no shortage of this resource in Malborough! Storage of energy is a rapidly improving technology and this makes wind power more relevant as an energy source. However, accepting that our <b>EVIDENCE BASE</b> shows a strong bias against wind generation schemes, this Plan cannot support or sanction any large scale development.</p>
	<b>D</b>	Taking a wider remit and looking outside Malborough to embrace other local communities we could investigate the possibility of a scheme to harness the sea with a tidal turbine situated at the head of the estuary to produce energy for those communities.



## OPEN SPACES, THE ENVIRONMENT, HERITAGE & COMMUNITY FACILITIES

The **landscape and environment** of the Parish is highly valued by us, its residents. There is a diverse and attractive countryside and coastal belt, including green lanes and ancient footpaths, agricultural land divided by many Devon banks and hedgerows, established woodland, cliffs, rock faces, estuary foreshore and mudflats.



Malborough lies in an Area of Outstanding Natural Beauty, one of 46 of Britain's best landscapes all designated by government and protected by law. The South Devon Area of Outstanding Natural Beauty covers 60 miles (130 square miles) of amazing coastline, estuaries and countryside between Plymouth and Torbay.

In our **EVIDENCE BASE** this section (the environment, energy, wildlife) seemed to attract the most comments (and passion!), with most of you extolling the beauty, the peace and tranquillity of where we live. This comment sums up the thoughts of the majority - "WE LIVE IN A MAGICAL AREA AND IT WOULD BE TRAGIC TO GO TOO FAR WITH DEVELOPMENT. IT NEEDS TO BE WELL PLANNED AND BEAUTIFULLY EXECUTED....."

We've seen that probably our biggest challenge is to secure the future of the village and its environs as a happy, healthy and diverse community by providing enough housing for our local people, across the ages, both young and old. Yet we wish to protect our Area of Outstanding Natural Beauty. In our **EVIDENCE BASE** you gave us a very clear message about this.

However Councils, both Parish and District, are also bound by other Government policies and the National Planning Framework, which prioritizes new builds, can and does overrule an AONB status. In this Neighbourhood Plan we are trying to build in protection for the over-arching beauty and character of the Parish whilst accepting that there has to be some development. It is also pertinent that SHDC are in the process of drawing up their new Plan for the area due to be completed by 2017. They say:

*"The prime consideration and one of our biggest challenges is to provide much needed homes and jobs whilst, at the same time protecting the beautiful place that is South Hams. Finding a suitable and available piece of land for development in the South Hams is no mean feat. With the Dartmoor National Park on our door step, two areas of Outstanding Natural Beauty, many important heritage assets, coastal areas and beaches together with the rolling hills and many other sensitive environments within our district, there is a lot to consider. On a practical note there are infrastructure requirements to be considered. Nevertheless we have a duty and responsibility to make sure that these requirements are met and this responsibility is set out by*

*central government. We want to see development happen in the right places with minimal impact on our environment and where it provides opportunities to meet the needs of our communities and South Hams has to show how it is responding to national policies by preparing a Plan which will ultimately be submitted for a blessing by the Planning inspectorate....”*

Our objectives are therefore very similar and this Plan aims to deliver the must do’s both for us as a Parish and for the wider community.

**OUR OBJECTIVES FOR THIS SECTION AND THEIR ENABLING PLANNING POLICIES ARE:**

**Objective OE1 Secure and protect the rural nature of the Parish, protecting its environs and landscapes in perpetuity.**

**Context: Siting of Development:** Malborough is, and should stay, a village. This ‘village feel’ and sense of community is prized by residents.

**Heritage:** Malborough has 53 assets registered with Historic England, ranging in type from ancient burial mounds and animal enclosures, traditional cottages and farmsteads, manor houses, a WW2 bunker to a red phone box! Such listing or scheduling allows us to highlight what is significant about a building or site, and helps to make sure that any future changes to it do not result in the loss of its significance. 20 properties – mainly cottages -are clustered around the village centre and give the area its distinctive character (as shown in the figures below). As a result the centre of the village has a local designation as a conservation area.

**Biodiversity:** This Plan recognises that all greenfield development will result in some loss. We wish to work with any developer to understand the value of what is lost, and if necessary allow for suitable mitigation. This Plan requires a net gain, but this policy recognises the need for pragmatism about what biodiversity it seeks to recognise.



14

**POLICY 14: SITING OF DEVELOPMENT**

**Development in the open countryside of Malborough outside the existing settlement boundaries (such settlements to include our rural hamlets) will not be permitted unless specifically provided for by other policies in this Neighbourhood Plan and there is no significant detrimental effect on the character of the countryside by virtue of the proposed development’s siting, size and prominence in the landscape. These rural hamlets are named as: Soar, Bolberry, Combe, Rew, Collaton and Ilton.**

**Subject to the NPPF and other policies in the development plan:**

- **larger pockets of development (defined as 5+ houses for the purpose of this Plan) should be associated with the village of Malborough itself and,**
- **proposals to develop sites for individual dwellings, small infill and windfall sites for single affordable homes for local people or good quality private, individual & permanent residential**

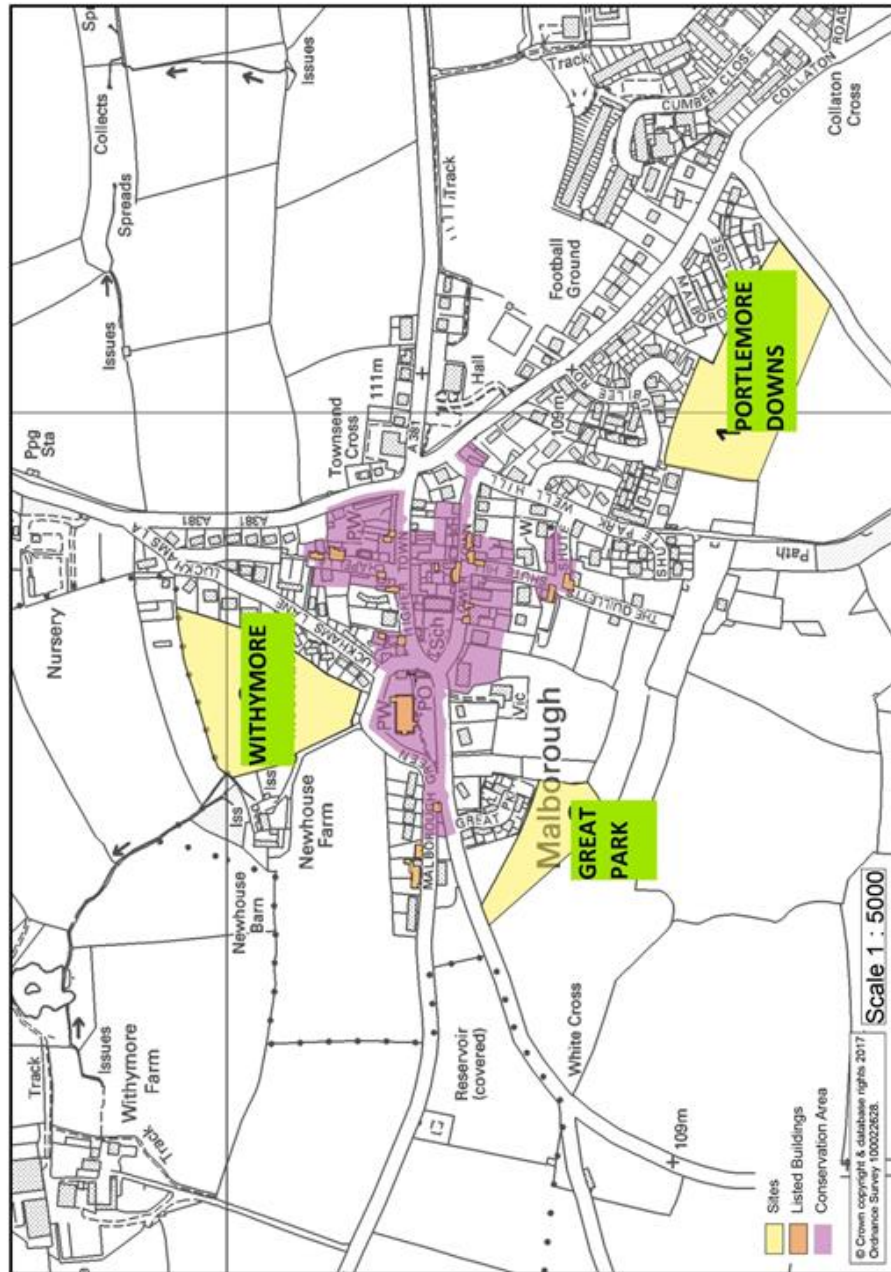
development connected to existing settlements will be supported.

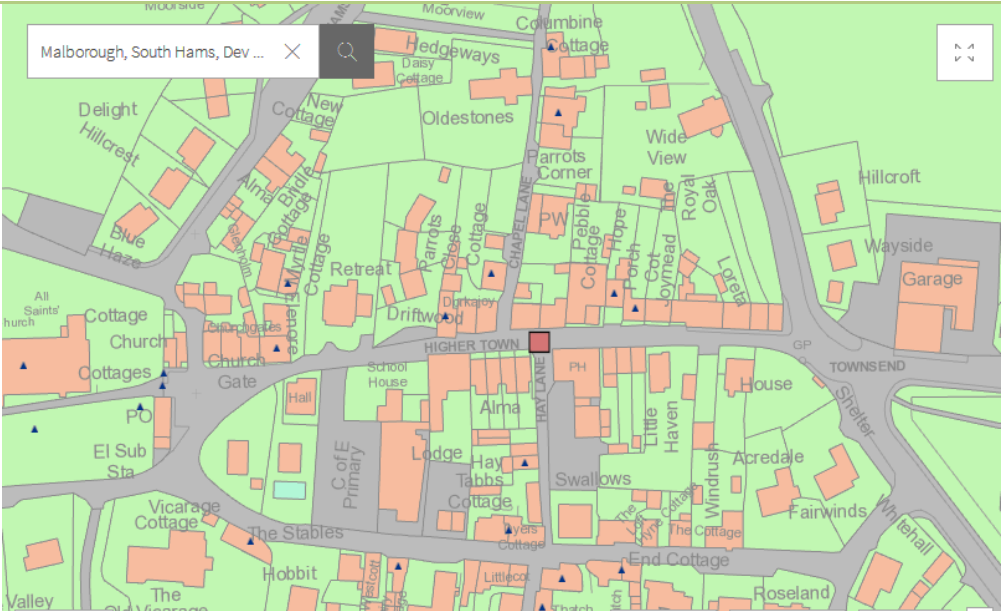





15

**POLICY 15: HERITAGE**

Development proposals affecting heritage assets within the Parish of Malborough must comply with the requirements of national policy and relevant policies within the development plan. This includes an appropriate heritage assessment.



	
	<p><b>Heritage and Conservation Assessment &amp; Management Plan:</b> an assessment will be made of the condition and vulnerability of our local historic environment to help identify any future management action. A management plan will be written if required. Appendix F lists all the designated sites/properties and provides photographic evidence to inform heritage and landscape characteristics.</p>
	<p><b>16 POLICY 16: TREES, WOODLAND, HEDGEROWS AND DEVON BANKS</b></p> <p><b>Development must retain and incorporate trees, woodland, hedgerows and Devon banks which make a significant contribution to the character of the landscape, settlements, nature conservation, local amenity or environmental character of their surroundings.</b></p>
	<p><b>17 POLICY 17: BIODIVERSITY</b></p> <ul style="list-style-type: none"> <li>Proposals which result in a loss of biodiversity will not normally be permitted. Development that is likely to have either a direct or indirect adverse impact upon areas of local biodiversity importance should demonstrate that appropriate mitigation and/or compensation could be provided and where possible achieve a net enhancement to the biodiversity within the Parish</li> <li>Proposals that would enhance the accessibility, understanding or enjoyment of the biodiversity assets of Malborough and its environs may be considered provided its distinctive character,</li> </ul>

biodiversity and recreational value is retained and there would be no harm to its special qualities including its wildlife habitats, corridors and any other features of ecological interest including those related to protected species. Where appropriate, development should also restore, conserve or enhance the biodiversity value of the area, for example through the incorporation of biodiversity features into buildings and landscape.

**Objective**      **OE2**      **Identify land where development would be inappropriate and/or where it may be necessary to limit freedom to change the uses of land and/or buildings**

**Context:** The protection of Local Green Spaces is set out within National Planning Policy Framework and is not repeated here. However a Community has to designate those areas it wishes to protect. The NPPF (para 77) states that the Local Green Space designation should only be used:

- a) Where the green space is in reasonably close proximity to the community it serves
- b) Where the green area is demonstrably special to a local community and holds a particular local significance, e.g. for its beauty, historic significance, recreational value, tranquillity or richness of its wildlife and,
- c) Where the green area concerned is local in character and is not an extensive tract of land.



18

**POLICY 18: LOCAL GREEN SPACE DESIGNATIONS**

The Neighbourhood Plan designates the following locations as Local Green Spaces, as shown on the Proposals Map below and in accordance with paragraph 77 of the NPPF:

- the Green/The Pound
- the Graveyards/Burial Ground
- Malborough Park Playground
- Village Hall Playing Field (registered as a QEII Field in Trust in perpetuity)
- Village Hall - Children’s Play Area, Tennis Courts and Community Woods and,
- the Greens, Cumber Close

**About these Green Spaces:**

**The Pound and Green:** The Pound is over two hundred years old and was originally used to put lost animals in. This is now a pleasant area with benches and tubs of flowers to enable people to come to sit and reflect and is an important part of Malborough’s history. The Green is just beside the Pound and the path leading up to All Saints Church.

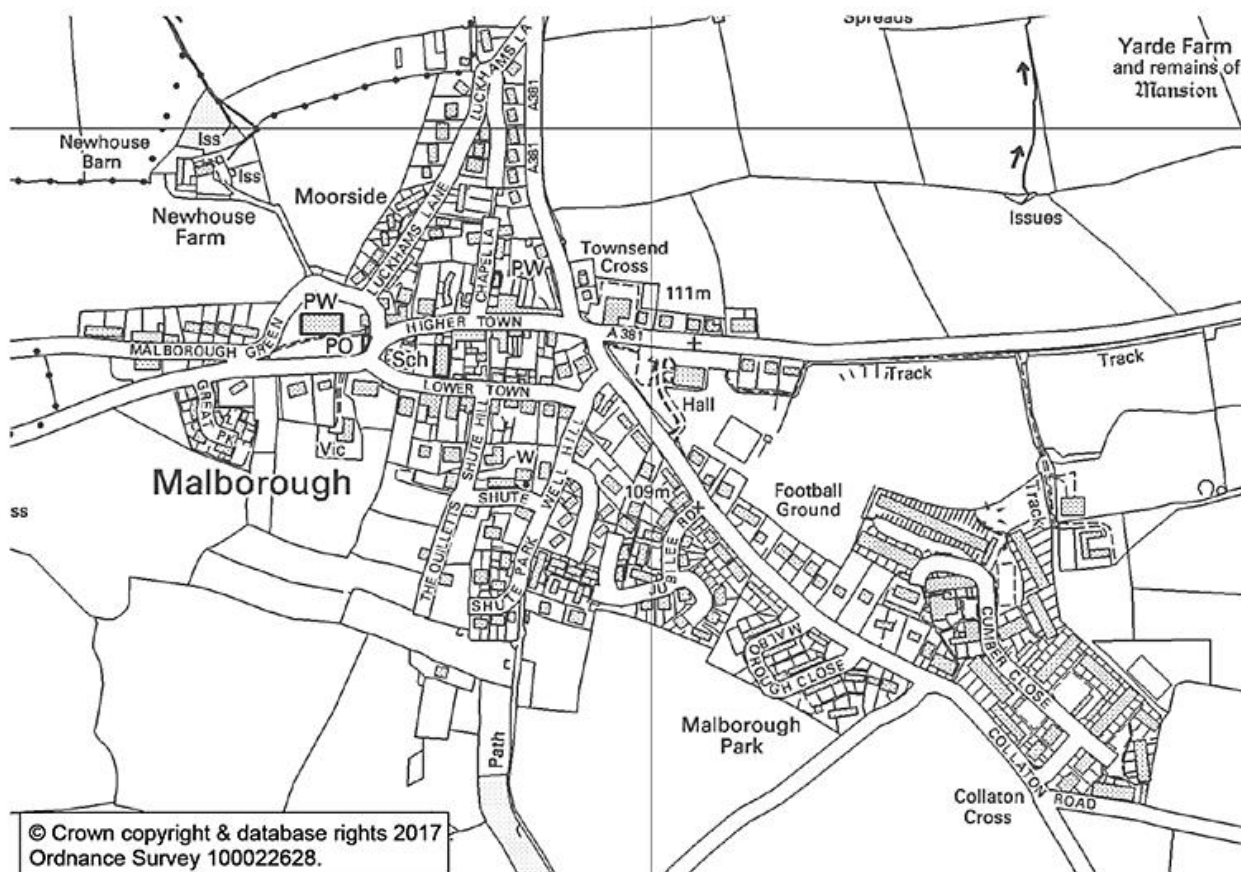
**Burial Ground and Graveyard:** The burial ground (the top half of the new graveyard) was taken out of

the Glebe field just after the turn of the last century. A wall around it was built by local resident, Mr Stidston of Bolberry - his grave being one of the first in this area. In 2008 Malborough Parish Council bought the land below the burial ground to increase the area. This has been terraced and fenced with the consecrated area marked with stones.

**Malborough Park Play Area:** An important play area for the children living on the West side of the Collaton Road and close to the houses in Malborough Park. It contains items of wooden play equipment and is maintained by South Hams District Council.

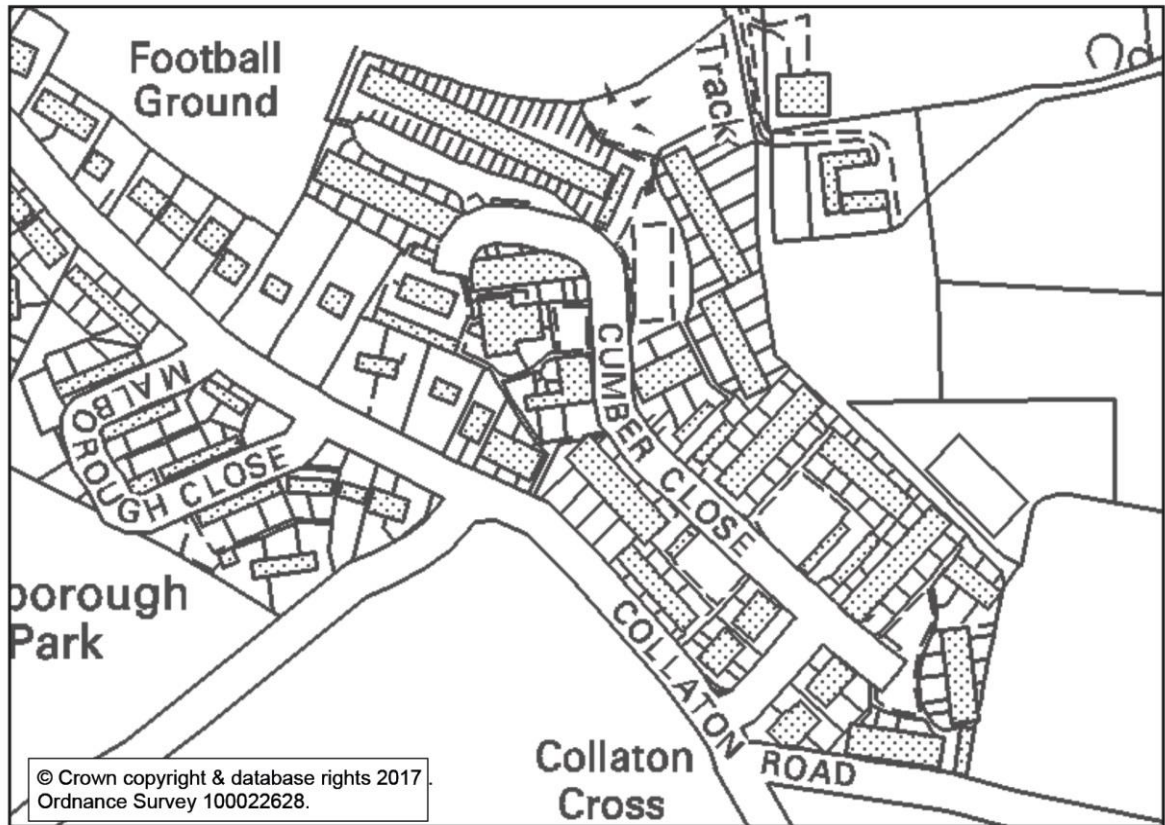
**Malborough Playing Fields:** The land owned by Malborough Village Hall and Playing Fields Association (Charity No 268019) became a Queen Elizabeth II Field in Trust in 2012 to ensure it remains as a green field area in perpetuity. The area encompasses a Children’s Play Area, Tennis Courts, Football and Cricket Pitches, Wheels Park and Community Wood.

**Cumber Close:** A number of ‘greens’ are within the estate known as Cumber Close. These have recently been given specific names such as ‘Spitfire Green’ to enable easier identification. The names are consistent with the history of this area having been developed from the RAF camp at Collaton Cross, as previously mentioned.



Local Green Spaces









19

**POLICY 18: DEVELOPMENT WITHIN THE CURTILAGE OF DWELLING HOUSES**

Where planning permission is required development within the curtilage of dwelling houses, including new dwellings, will only be supported where all of the following apply:

- the character, local amenity or environmental quality of the surroundings is protected
- proper respect is given to the relationship between the building size and plot size
- the proportions of the new buildings are in keeping with the character of the area and,
- significant features, trees, stone walls, etc. are retained where possible and reconstructed/replaced where unavoidably affected by development.

**Please Note:**

**Coastal:** Developers are reminded that Marine plans will inform and guide decision makers on development in marine and coastal areas. Activities taking place below the mean high water mark may require a [marine licence](#) in accordance with the [Marine and Coastal Access Act \(MCAA\) 2009](#). Such activities include the construction, alteration or improvement of any works, dredging, or a deposit or removal of a substance or object below the mean high water springs mark or in any tidal river to the extent of the tidal influence. At its landward extent, a marine plan will apply up to the mean high water springs mark, which includes the tidal extent of any rivers. As marine plan boundaries extend up to the level of the mean high water spring tides mark, there will be an overlap with terrestrial plans which generally extend to the mean low water springs mark.

Objectives	OE3	Continue to grow both choice and provision of diverse and recreational activities to promote health and well-being for all ages with particular emphasis on the young and the elderly &
	OE4	Any new development should reinforce the character and quality of Malborough

**Context:** We understand that Section 106 agreements are drawn up when it is considered that a development will have negative impacts on the local area that cannot be mitigated by means of conditions attached to the Planning permission. We believe that any new residential development in Malborough will now place additional pressure on our community infrastructure including our open spaces and recreational facilities.

**Aspirations:** The Parish strongly requests that in any new development:

- Section 106/Community Infrastructure levies due to the Parish (after allowing for statutory stakeholder requirements etc.) will be set against named projects identified and prioritized by the Neighbourhood Plan Group in line with Malborough Parish Council Policy and plan for s106

payments **and**,

- these projects should be at the discretion of the Parish and these monies may be spent on any named infrastructure project where there is evidenced and prioritized need. ie: the monies should NOT be ring fenced for outdoor spaces and sport facilities.



20

### POLICY 20: COMMUNITY BENEFIT

- All proposals for new housing will be required to demonstrate provision of appropriate new facilities on site and provision of, or contributions to, off-site facilities to meet adopted standards and,
- In any new development, Section 106/Community Infrastructure proposals for new green space within developments should be designed to enhance the community enjoyment of the green space and contribute to an improvement to the character, accessibility, appearance and general quality or amenity value of the land through new planting, improvements to walls, paths and provision of features within the development and proportionate to the size of the development.



# EMPLOYMENT





Malborough is a wonderful place to live and work – *if* you can afford a home, *if* you can find a reasonably paid job! To date we have been, and are still, a self-reliant, living and working community on the South Devon coast, fortunate to live in a stunning local environment. However, if we are to continue to secure a strong future for ourselves, the provision of local employment opportunities is crucial to support us as a thriving community and to minimise the number of people who have to undertake long journeys to work. We need to be a self-sufficient village with recognised skills and trades and not merely a commuter dormitory settlement. Similarly, whilst tourists are welcome we do not want more than a small percentage of our houses to become holiday homes. Thus access to employment (and training and education) needs to be one of the cornerstones of our community. This Neighbourhood Plan therefore looks to encourage business and employment opportunities.

There is a need to consider what land can be made available that would attract employers to help promote new jobs within the community. Potential employment sites need to be attractive to a developer. The **2015 Call for Sites exercise** led by the Parish also asked for sites suitable for employment and leisure to be put forward. None were forthcoming and/or allocated.


**OUR EMPLOYMENT OBJECTIVES AND THEIR ENABLING POLICIES ARE TO:**


Objective	E1	Protect and support existing employment
<p><b>Context:</b> employment sites in Malborough are few and far between. The high demand for residential development is causing a continued loss of business, tourism and service premises by conversion across the South Hams. Employment development is comparatively much less profitable. Whilst accepting employment sites are the very definition of private enterprise and should not necessarily serve as an altruistic community-led function, this Plan is keen to retain their employment status and viability.</p> <p><b>X-ref:</b> AONB Management Plan; section 5.2.1 Access, Recreation &amp; Tourism.</p>		

	21	<p><b>POLICY 21: EXISTING EMPLOYMENT SITES</b></p> <p><b>Existing employment sites should remain in employment use unless it can be demonstrated that they are no longer viable. Proposals which lead to the improvement, modernisation or upgrading of current employment sites will be welcomed and supported, subject to the other policies in the development plan.</b></p>
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	<p>22</p>	<p><b>POLICY 22: SHORT TERM PARKING FOR LOCAL BUSINESSES</b></p>
<p>Proposals for the provision of well-located cycle and short term parking spaces to meet the needs of local business will be supported.</p>		

**Objective E2** Protect the existing economic uses of buildings used by the general public (eg; shop, pubs and post office), support and promote their use.





	<p>23</p>	<p><b>POLICY 23: CHANGE OF USE (AGRICULTURAL)</b></p>
<p>Where planning permission is required proposals for the change of use from agricultural to storage (Class B8) will be resisted as these remove future potential employment land from the pool and have an adverse effect on the community caused by increased traffic volumes and access issues.</p>		

	<p>24</p>	<p><b>POLICY 24: CHANGE OF USE</b></p>
<p>Proposals for redevelopment and change of use requiring planning permission (i.e. outside of Permitted Development Rights) will be supported, subject to the following conditions:</p> <ul style="list-style-type: none"> <li>proposals for redevelopment or change of use of land or buildings in the Parish from retail as identified in use classes A1, A3, A4 and A5 of the Town and Country Planning (use classes) Order 1987 (as amended) to other business uses as identified in classes A2, B1, B2, B8 and C1 will only be permitted if the existing site is no longer economically viable and,</li> <li>the site has been marketed for freehold or leasehold at a reasonable price for at least a year without restriction.</li> </ul>		

**Objective E3** Encourage low impact new employment opportunities

Growing employment from new and existing employment sites is a key factor in the prosperity of a community. A shortage of employment premises in the countryside has created a pressure for a more flexible approach to accommodate diversification and construction.

X-ref: AONB Management Plan; section 5.2.4 Rural Economy & Services and South Devon AONB Planning Guidance; section 8.5

	25	<p><b>POLICY 25: EMPLOYMENT AND ENTERPRISE</b></p> <p>Proposals that meet the needs of the community, bringing new jobs to the Parish and enhance the character, viability or vitality of the area will be permitted provided that they would:</p> <ul style="list-style-type: none"> <li>• not involve the loss of dwellings</li> <li>• contribute to the character and vitality of the local area; responding well to its local context, reinforcing local distinctiveness and not detracting from the community</li> <li>• be well integrated into and complement existing clusters of activity</li> <li>• protect residential amenity</li> <li>• not adversely impact upon road safety and,</li> <li>• satisfy all noise abatement requirements</li> </ul>
	26	<p><b>POLICY 26: TOURISM</b></p> <p>Proposals that bring forward land for use as high-quality small touring caravan and camping sites within the Parish will be encouraged as both these activities can help increase tourism revenue subject to these meeting the requirements of this Plan, as well as other relevant national and local Planning policies (where 'small' in this instance is defined as up to 20 pitches and 'high quality' is defined as family run, luxury sites).</p>
	27	<p><b>POLICY 27: TOURING SITES CONVERSION</b></p> <p>Conversely, the conversion of touring sites into more permanent sites – for lodges or additional static caravans, is not encouraged by the Plan and proposals for such are likely to be resisted as comprising “development creep”.</p>
	28	<p><b>POLICY 28: DESIGN OF EMPLOYMENT SITES</b></p> <p>Sustainable rural business and farm diversification initiatives will be supported where these maintain or enhance the special qualities or distinctive landscape character of the AONB and contribute to employment and prosperity. In addition:</p>

- development must not exacerbate flooding and must deal satisfactorily with waste, emissions and effluent
- development should have no undue adverse effect on residential amenity through noise, vibration, smell, smoke, dust, fumes, lighting, litter, traffic and other disturbance, including consideration of hours of operation and,
- buildings should not breach the ridge-line/sky-line and, where appropriate, should be cut into the land to minimise their visual impact.



## COMMUNICATIONS, INFRASTRUCTURE & TRANSPORT/GETTING AROUND



There is heavy reliance on the car in our Parish and you view improvements to public transport as important. Because of this dependence on cars parking issues are also highlighted with many of you identifying a number of Parish hot spots: Cumber Close of course “*Cumber close is a nightmare*”, Collaton Road “*resembles a formula one race track*” and around the school and Post Office. Inconsiderate parking around the Pound and the Church also feature. Speeding traffic and poor drivers come in for a huge amount of criticism together with the volume of traffic on the lanes (especially in peak season) and the volume, size, speed and frequency of the agricultural vehicles. You suggest our reliance on cars might be diminished if there was better (more convenient and/or improved) public transport, more local shops (financially viable?) and a community bus. Car share/clubs actually received little support (are they simply not practical in a rural area where people travel in different directions and times for work?). There was some call for improved cycle routes – and, in response and as a starter for ten, the existing route is now routinely cut by the Parish Council.

Any new housing within the village therefore needs to look at and include possible traffic calming measures (although this has to be cross referenced with what Devon County Council advise as over engineered roads are said to have detrimental impact on air quality), improvements to public transport, parking and the mitigation of the effects of additional residents and their cars. We believe that access roads through any development should be considered as part of the living space and a common area for the community, equal to the amenity spaces and footpaths. Through effective design we want streets that are genuinely pedestrian friendly and where worries about personal safety or that of small children are alleviated. New roads should not become racetracks! We understand that only standard speed limits can be applied in new developments, not least because there is little way of enforcing a 20mph limit. So any design needs to be such that speeds are limited naturally.

In our questionnaire we said “There will be development in Malborough” and we asked you where you think it should be. With any new development comes pressure on existing services and a need to fully integrate that development with the existing settlement(s) by means of easy access. 70 responders (out of 140) supported small developments around the edge of the village. Comments received included:

- I think it is important that development takes place within easy walking distance of the village centre to encourage business & community
- Use brownfield sites and encourage infill within the existing village curtilage
- Fill in and not ribbon development
- Great reluctance to change present village boundaries

We know there is a real wish to retain our 'village feel'. Any new development should be well integrated with the rest of the village and where such access already exists this should be upgraded and enhanced. With any new build it is important that access to other parts of the village is freely available and not restricted – pedestrian and vehicular.

We also know that we need to ensure that facilities are developed in tandem and match demand. Not only the access issues outlined above but also communications, shops etc. .... a throw-away line but one that needs careful encapsulation into Planning policies.

Our **EVIDENCE BASE** had you despairing of your mobile phone signals and 56% of 114 respondents who answered this question rated their broadband as poor, very poor, atrocious, non-existent or variable! More of you would work from home or locally if broadband was better. We know, and you have also all told us, that we need better broadband; our service at the time of the survey (and very often the lack of it) was inadequate. However, nationally there has been real progress in the last 18 months and Malborough village itself is now served by superfast broadband. The speeds in the outlying hamlets lag behind although upgrades are promised in the latter half of 2016. Given this, this Neighbourhood Plan does not seek to augment the national rollout of improvements to the communications network but will keep a watching brief and urge the community to be proactive in its demands for improvements. To keep you fully informed the most up to date report we have of this Broadband rollout throughout our Parish reads *"Parts of your postcode are soon to be fibre enabled by the Connecting Devon and Somerset programme (the related cabinets and their estimated activation dates shown below). Once your postcode becomes live you will need to check with an internet service provider (ISP) in order to determine which cabinet you are connected to. They will also be able to conduct a line check to see if a fibre service is available at your premise; as well as gain an estimate for the potential line speed. Note that activation dates may change. Cabinet Statuses SUTTON CROSS 7 – By Dec 2016. Unfortunately complications were encountered when upgrading the vital supporting infrastructure set to serve SUTTON CROSS 7, delaying the project. We apologise for the inconvenience caused. Please note: In addition to the cabinets listed above, further survey work is Planned for these postcodes between: Apr 2016 – Sep 2016...."* We also have to note that Not all premises within a postcode marked as live may be able to access a fibre service, rollout information is provided at postcode and not premise level. For further information please go to: <https://www.connectingdevonandsomerset.co.uk/>

Our Action Plan for Communications & Transport, embodied in our **EVIDENCE BASE** and **PARISH PLAN** is to:



- Make road crossings safer
- Investigate parking solutions for Cumber, West end of village and Collaton road and ensure all new developments have adequate parking.
- Encourage schemes to reduce heavy traffic through village
- Investigate ways to curb speeding, improve signage and crossing safety.

All of these are and will continue to be under discussion with Devon County Council (Highways) to determine what can and cannot be implemented, and what the best solutions to identified problems are.

We also need to:

- Communicate with bus companies re timetables, services to Cumber and connections with other services
- Ascertain whether mobile phone masts can be adjusted to give better local coverage

To this we now add the following objectives:

**OUR OBJECTIVES HERE AND THEIR ENABLING POLICIES ARE:**

**Objective CIT1 To ensure that all new development enhances access to, and future proofs, local services**

**Context:** Through effective design streets must be genuinely pedestrian friendly and where worries about personal safety or that of small children are alleviated. They should be twisted so the road itself is not a racetrack, the design being such that speeds are limited naturally.

Policies 29, 30 and 31 will require close liaison with Devon County Council Highways.



29

**POLICY 29: RESIDENTIAL STREETS & ACCESS ROADS**

**Residential streets and access roads should be designed to be part of the living space. Where possible a common area for the community, equal to the amenity spaces and footpaths should be provided. Proposals to protect and mitigate against the impact of traffic within residential and community areas will be supported. Such proposals may include:**

- traffic calming and gateway treatments to deter through traffic
- layout and arrangement of access and egress that minimise

		<p><b>the impact of additional traffic</b></p> <ul style="list-style-type: none"> <li>• shared space treatments to create ‘home zones’<sup>7</sup></li> <li>• temporary use of streets as social space, for example play streets.</li> </ul>
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**Objective**    **CIT2**    **To ensure that any new housing has good pedestrian access into the village and good connections with existing facilities and housing stock**

	<p><b>30</b></p>	<p><b>POLICY 30: SUSTAINABLE TRANSPORT</b></p>
		<p><b>Development, as appropriate to its scale and location, should include proposals which enhance the attractiveness of walking, cycling and public transport within Malborough village.</b></p>

	<p><b>31</b></p>	<p><b>POLICY 31: ACCESSIBILITY FOR ALL</b></p>
		<p><b>Proposals that improve the accessibility of Malborough for all sectors of society including the elderly and disabled will be supported.</b></p>

**Objective**    **CIT3**    **To ensure that car parking within the village is sufficient and supports the viability of the village centre**

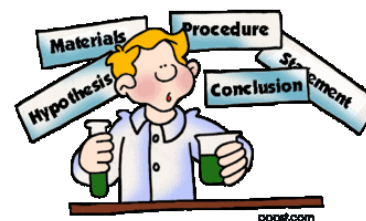
**Context and Aspiration:** : It is an aspiration of the Parish, brought forward from consultation with the Village, that each dwelling should have an allocated 2 parking spaces and these should be near to/within easy access of the property. X-ref: Policy 5 which requires that dwellings should have sufficient allocated parking spaces to meet adopted parking standards and that these should be near to /within easy access of the property.

This Plan strongly advocates that parking spaces, and garages, need to remain, in perpetuity, with a property and should not be allowed to be sold off.

This Plan goes on to encourage developers to put forward proposals which provide for additional and landscaped provision for visitor, works vehicles and community parking.

<sup>7</sup> A **home zone** is a living street (or group of streets) which is designed primarily to meet the needs of pedestrians, cyclists, children and residents and where the speeds and dominance of the cars is reduced.

## IN CONCLUSION



This is Malborough's Plan and one that now has to be voted on by you. Apologies but this Plan is not the most riveting of reads in that any Neighbourhood Plan, once made, forms part of the statutory Local Development Plan for the area and therefore needs to contain policies against which development proposals will be considered. These policies provide, we hope, a clear indication of how a decision maker (ie: SHDC as our Planning Authority) should react to a development proposal.

We, the Forum, have tried to include supporting text that explains the intention behind the policies but realise that many people will not have the time, or inclination, to read this detailed document in full (along with the previously published **EVIDENCE BASE & PARISH PLAN.**) Our **EXECUTIVE SUMMARY** is thus a concise version of the Plan that sets out the aims, main themes and general direction of policy and can be found at the beginning of this document on page 5.

This Plan has taken account of your feedback to Malborough's consultation draft and has been submitted to SHDC. South Hams District Council was then responsible for checking that the submitted Neighbourhood Plan (this Plan) had followed the proper legal process. SHDC subsequently publicised the Plan (with another six week consultation) and organised an Independent Examination. In turn, the Examiner suggested some modifications and concluded that, subject to the recommended modifications being made, the Plan could proceed to Referendum. SHDC have since assured themselves that we have incorporated these modifications in the Plan and have now arranged the Referendum (your chance to vote).

This Neighbourhood Plan, if adopted by you the Parishioners of Malborough, gives the Parish a greater say over its future. It cannot stop development but it can ensure it is of the right type, in the right place at the right time. The process to get here has been long and tortuous and consultation fatigue had to be a real concern as we headed towards the finishing line. However it is....

**YOUR FUTURE  
YOUR VOICE  
YOUR PLAN**

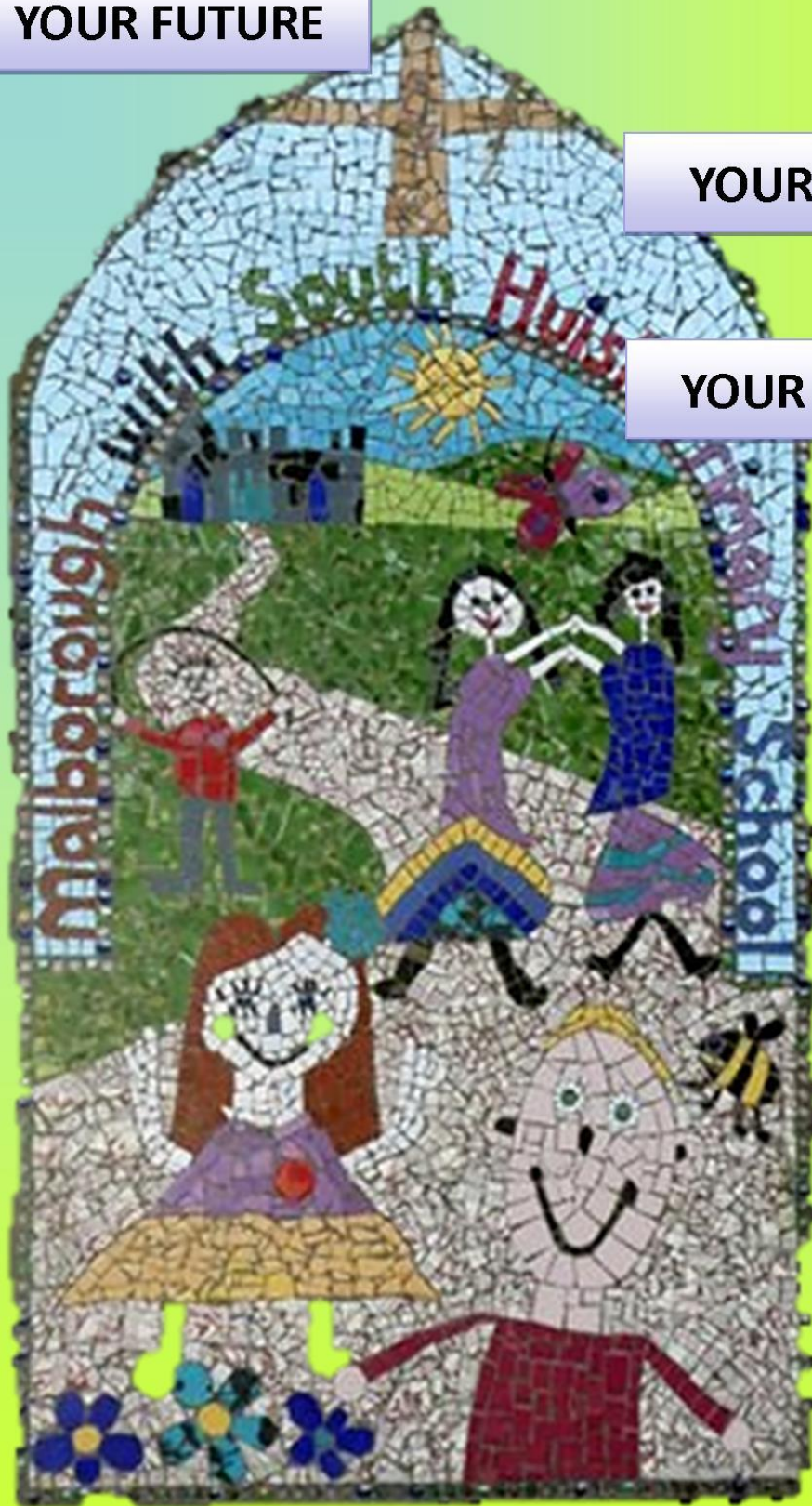
....please take the time to consider it now and VOTE to adopt it – a YES vote – or reject it – a NO vote.

Thank you! *Malborough's Neighbourhood Planning Forum*

**YOUR FUTURE**

**YOUR VOICE**

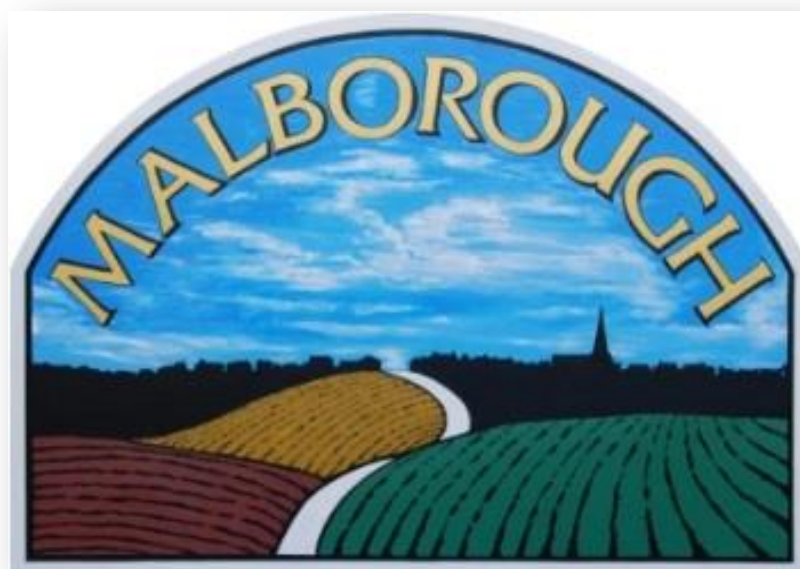
**YOUR PLAN...**



**...YOUR VOTE**

## Key of Acronyms:

<b>AH</b>	Affordable Housing	<b>MPC</b>	Malborough Parish Council
<b>AONB</b>	Area of Outstanding Natural Beauty	<b>NPPF</b>	National Planning Policy Framework
<b>C&amp;SB</b>	Custom and Self Build	<b>ONS</b>	Office for National Statistics
<b>CIL</b>	Community Infrastructure Levy	<b>PD</b>	Permitted Development
<b>CSH</b>	Code for Sustainable Housing	<b>SHDC</b>	South Hams District Council
<b>DCC</b>	Devon County Council	<b>SHLAA</b>	Strategic Housing Land Availability Assessment
<b>HNS</b>	Housing Needs Survey	<b>SWW</b>	South West Water
<b>ISP</b>	Internet Service Provider		





Malborough's Neighbourhood Planning Forum

c/o Malborough Parish Council

email: [MalboroughParishCouncil](mailto:MalboroughParishCouncil)

website: <http://www.malboroughvillage.org.uk/>

*YOUR PLAN 2014 - 2034*



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December 2018

**APPENDICES** PUBLISHED AS A SEPARATE DOCUMENT (available online at <http://www.malboroughvillage.org.uk/>)

2014-  
2034

MALBOROUGH'S  
NEIGHBOURHOOD PLAN  
APPENDICES





# APPENDICES

Appendix	Title
A	Evidence Base & Parish Plan
B	Engagement Diary (x-ref: MNP Consultation Statement)
C	Housing Needs Survey
D	Site Assessments
E	Site Options Appraisal & Public Consultation
F	Our Heritage; Malborough's Listed Buildings & Monuments
G	Recreational & Amenity Facilities for Malborough's Section 106 Contributions

OTHER DOCUMENTS - under separate cover(s)
<b>MNP Neighbourhood Plan</b>
<b>MNP Neighbourhood Plan Addendum: Principal Residence Restriction</b> June 2018
<b>MNP Basic Conditions Statement plus 4 further associated documents:</b>
S.E.A. Report V4 July 2018 and Addendum October 2018
S.E.A. Scoping Report V3 July 2017
Habitats Regulation Assessment May 2017
<b>MNP Consultation Statement</b>

*YOUR PLAN 2014 - 2034*



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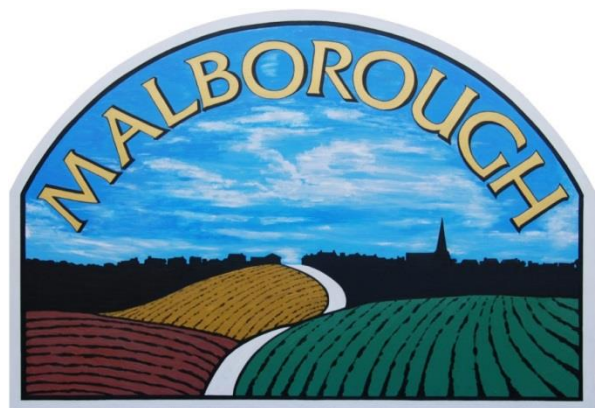
email: [MalboroughParishCouncil](mailto:MalboroughParishCouncil)

website: <http://www.malboroughvillage.org.uk/>



**APPENDIX A:** This document forms the EVIDENCE BASE for our NEIGHBOURHOOD PLAN. It also contains a large number of aspirations, actions & projects. As such it has been adopted as Malborough's Parish Plan which sits alongside our Neighbourhood Plan for 2014-2034. October 2016

# MALBOROUGH'S NEIGHBOURHOOD PLAN: EVIDENCE BASE & PARISH PLAN



27<sup>th</sup> Oct  
2014

*"IN TWENTY YEARS' TIME MALBOROUGH WILL BE A VIBRANT, GROWING AND PROSPEROUS COMMUNITY. IT WILL HAVE A BALANCED DEMOGRAPHIC OF YOUNG PEOPLE, WORKING FAMILIES AND THE ELDERLY AND RETIRED. MORE THAN 90% OF THE HOUSING STOCK WILL REMAIN AS PERMANENT*

*HOMES AND THESE WILL BE AFFORDABLE, AND ACCESSIBLE, TO THE LOCAL COMMUNITY (WITH REFERENCE TO THE AVERAGE LOCAL WAGE). LOCAL EMPLOYMENT OPPORTUNITIES AND SERVICES WILL BE ENCOURAGED WHILST THE RURAL CHARACTER OF THE VILLAGE AND ITS SURROUNDINGS WILL BE PROTECTED. MALBOROUGH WILL CONTINUE TO PROVIDE AND DEVELOP DIVERSE LEISURE AND RECREATIONAL ACTIVITIES TO ENSURE A HAPPY, HEALTHY AND DIVERSE COMMUNITY."*

That is the VISION we have collectively agreed and consulted on but how do we make it happen?

The Neighbourhood Planning Forum drafted this statement and you will have seen it appear several times now in the Messenger over the last year. We identified what we thought were the key issues and objectives for the community for the next twenty five years. But we needed evidence to see if we were on the right track. The most important part was for you, the residents of Malborough, to put forward your views, ideas, and priorities for the future of the parish.

- **In June a questionnaire was delivered to all households within the Parish.**
- **We received 140 replies. Thank you to everyone that took the time to participate. A further 27 replies were received from the younger members of the Parish.**
- **This is your chance: your future, your voice, your plan.**

Over the summer (2014) we have been collating these responses. There is a plethora of information and ideas, aspirations and wish lists now available to us. We know that Government is placing emphasis on planning at the local level because it believes that local people know best what local needs are and how they can be met. Since April 2012, local communities have been able to produce Neighbourhood Plans for their local area, putting in place planning policies for the future development and growth of the neighbourhood.

Because of what you have told us, we, the parishioners of Malborough, WILL have a plan. This is about what we want Malborough to look like and be in 20 years' time. But it is not just about development (or lack of), the Parish Council needed a steer as to what our priorities are for investment and, through returning your questionnaires, we now have a much clearer idea of where we need to target our efforts and investment.

This document now summarises your responses in that we have:

- **received all hard copy completed questionnaires in three formats (adult, secondary/young adult and primary school)**
- **inputted all hard copy returns into Survey Monkey and worked with SHDC to produce an amalgamated electronic report**
- **analysed and reported on the returns & presented the collated files, analysis and reports to the Steering Group**

- prepared the results and reports in a format available to the public for feedback to the Parish
- prepared the results and reports in a format that can be incorporated as evidence base into the final plan
- it also becomes our Parish Plan

## I. SUMMARY

We asked about you and where you live, about the governance of the village, about the environment, services, facilities, housing and housing needs, energy and sustainability, transport and communications and the future. We received 140 'adult' questionnaires back representing c. 25% of the households in the Parish and 30% of parishioners. Thank you. A higher percentage of our older residents replied than our younger ones. There were very few responses from our primary school children and young adults.

You like and value what we have; you do not want to see it spoilt or over-developed. If development has to happen it needs to be of traditional design centred on the village with small affordable schemes or self-build. The AONB, countryside and scenery are extremely important to you. Malborough is thought to be well served in terms of facilities and services although we can always do more. Priorities for investment include better facilities for dog owners, more on offer for the older generation, more after school kids clubs & activities and an adult fitness trail. Better public transport with improved timetabling is called for and our IT infrastructure in terms of broadband and mobile phone networks is deemed not fit for purpose.

About 70% of you know and engage with your Parish Councillors but few feel they can influence decisions. There is also a strand of thought that says 'why bother, SHDC don't listen to what we as a village want'. There is a lack of clarity about what a Parish Council can and should do, especially as to how it can work with and influence District.

The Parish is thought to be a very safe place to live marred only by speeding vehicles and congested lanes. Dangerous and poor parking exist in a few hotspots. More local shops including art and craft outlets would be welcomed but some think industrial units for businesses to be inappropriate and better sited elsewhere.

Public Rights of Way are well utilized but their maintenance is often poor especially the cycle track. Can the cycle track be extended? Community schemes for green/sustainable energy need to be investigated although wind turbines receive the thumbs down. You do not necessarily know what already exists and happens in the village. The Malborough Messenger is heralded as a major source of information. The website needs to expand to include more news, activities and events. We need people to make things happen, volunteers are required. Once agreed our plan will form a roadmap as to where the village would like to be in the future. Progress must be able to be monitored by the community during the lifetime of the plan and feedback and revision will ensure we have a dynamic blueprint for the future.

## II. WE ASKED YOU.....

**Appendix A** includes copies of the questionnaires we sent you; to households, businesses, young people and the primary school children. We asked about you and where you live, about the governance of the village, about the environment, services, facilities, housing and housing needs, energy and sustainability, transport and communications and the future.

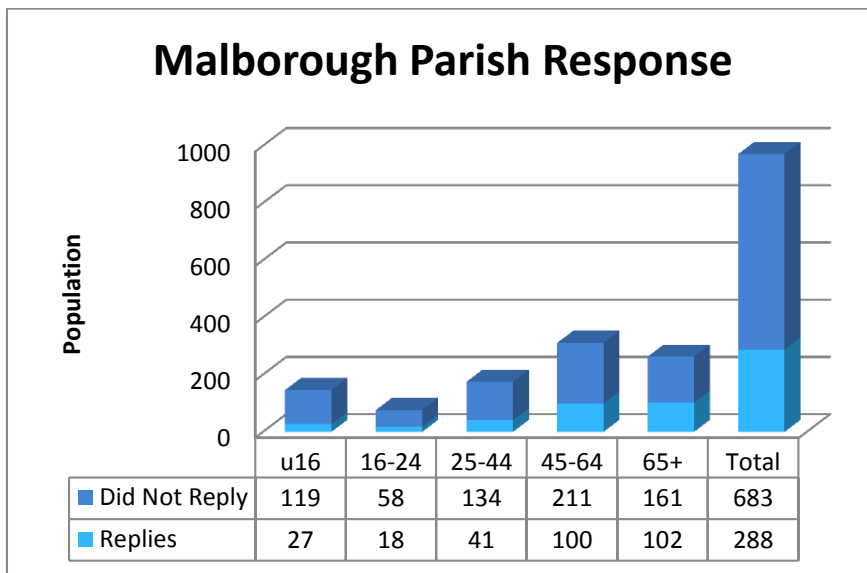
### III. THE ANSWERS.....

Your answers have given us evidence on which we can start basing the plan for Malborough. **Appendix B** gives each and every reply we received including all your comments and ideas. Plus we are compiling demographic data and details about the parish, which will form **Appendix C in due course**.

### IV. THE ANALYSIS.....

#### About You

From the 2011 OPCS (census) data we know that **971 people live in Malborough**. We know the age breakdown and the number of households. The graph below shows the ages of these 971 people with each age band split into responders and non-responders to the questionnaires.



In summary we had a **30% response rate** with those in the upper age brackets being the most enthusiastic to have their say, thank you. However you did not all answer every question and some topics encouraged more 'essay' writing than others. In the analysis below we have tried to show the key themes that have emerged and the scale of the drive/response rate behind them.

Age	% Who Replied
u16	18%
16-24	24%
25-44	23%
45-64	32%
65+	39%
Total	30%

As to where you live in the Parish, of the 140 households that replied (representing 288 people or 30% of the total number of parishioners), **70% were in the village itself and 30% in the outlying hamlets, farms etc. 17 households** registered one or more members with a disability.

Out of 140 responses only **4 households said they did NOT feel safe** in Malborough; speeding traffic and lack of respect for neighbours, late opening hours and vandalism being cited as causes of concern. Those of you that had lived in the Parish for the longest time had the highest response rate ie:

Number of years you have lived in Malborough	No. of Responders	%
< 1 year	1	1%
1 to 3 years	21	16%
4 to 9 years	26	19%
10 to 14 years	21	15%
15 to 24 years	20	15%
25 years +	47	35%
<b>Totals</b>	<b>136</b>	<b>100%</b>

**Trivia; collectively those that responded to the questionnaire clock up 3,030 years of living in Malborough!**

## Governance

- On a scale of 1-5 how would you rate the community spirit in Malborough?
- Do you feel you are able to influence decisions concerning Malborough?
- Do you know your Parish Councillors?
- Do you know your District and County Councillors?
- How can local people be encouraged to take a greater role on making local decisions about Malborough?
- Are you aware that Parish Council meetings are open and parishioners can come and put their views forward?
- How do you find out what is going on Malborough Parish?
- Should more information be provided using?
- How do you think community life could be improved?

**70%** of those households that replied thought Malborough had a good community spirit with 94 out of 140 rating it 4 and above. However only **28 households** thought you were able to influence decisions and **39** (30%) did not know any of their Parish Councillors. **68%** of you did not know their District & County

Councillors. The Parish Council need to take this onboard and do more to up their profile; you might not wish to engage regularly but you need to know how to do so and who to approach. To this end we are proposing to ask our Councillors to make regular contributions to the Messenger – there is already a précis of what is happening included in each edition but it is impersonal and does not give you any clue as to who your Councillors are. There are not many parishioners (well very, very few actually!) who attend the monthly Council meetings, when you do it is often because there is a ‘hot topic’ relevant to you on the agenda. Fair enough, the meetings are not always the most exciting or dynamic but they are a vehicle where you can make your voice heard and influence decisions about your home village.

But do you want to influence decisions? When it came to asking how local people can be encouraged to take a greater role on making local decisions about Malborough there was not exactly an exhaustive list of ideas. There is also a school of thought that says: “Why bother? We are always overruled by District anyway.” Is this cynicism or realism or a touch of both? How can we make our voice both heard and EFFECTIVE? There is also a degree of misunderstanding about what a Parish Council is actually there to do (the powers it has, and does not have, as a statutory body of local Government).

**Some suggestions were:**

**Accessibility/visibility of Councillors:** Regular meetings/evenings. Information evenings. Promotion of council meetings. Drop in sessions with parish councilors. Cllrs making themselves available for people they know (associate with) encouraging dialogue. By being involved in this plan process and interacting with parish and district councils. By trying to involve them in village matters eg: holding meetings at times suitable for workers away from the area. At parish council meetings- let them take part - not just a one part of the meeting.

**Information & outreach:** Questionnaires and email surveys. More outreach programmes such as this. Make accessible info - maybe leafleting each house. Word of mouth. Always being kept informed about discussions regarding the village - like this questionnaire (there sadly seems to be a general apathy). Use of Malborough Messenger to raise issues. Casual discussion groups. Posters, minutes, handouts. Visit P.O. (& pub!)

**Effectiveness:** Parish, district & county councils should listen to the opinions and concerns of local people who voted for, and pay their salaries. There is no accountability. By having a parish council which is respected and taken notice of by the district council. There is no point in having a local plan if the District Council continue to ignore parish elected council. Making sure what is said is heard...there is no point commenting if nothing gets acted upon. All local decisions over-ruled by council/planners etc. Local views not listened to (eg: alston - still growing). If decisions made at district level appeared to reflect the views at parish level, then maybe more locals would feel it was worthwhile getting involved. Make their voice count rather than be done unto by dcc/shdc etc

**Looking back:** Talk to real locals. Meetings for locals only. Just leave Malborough alone.

**A Dilemma:** Wish we knew! Don't know. Difficult to answer. Do not know

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Your District and County Councillors already attend our Parish Council meetings regularly and exist to represent you at a ‘higher’ level. From your suggestions above, maybe we need to think about a ‘Social

Surgery' every so often with all your Councillors – a drop in meet and greet over a coffee (or pint)...what do you think?

The Malborough Messenger got a nearly unanimous vote of approval – **98%** of responders cited it as a source of information. The Salcombe & Kingsbridge Gazette, the Parish Notice Boards and word of mouth also featured strongly. Social media had a fairly resounding 'do not use' response BUT, coming back to the ages of those of you that responded, this could correlate with the older age group. Younger parishioners made some call for Facebook. Malborough's website appears reasonably well used but there was a call for more information to be published on it. More about this later but those of us that are involved in running the site are struggling and we do need volunteers to come forward and help us...as a village we only get back what we put in, trite but true so if we want things to happen we have to invest either our time and expertise or our money to achieve results!

You said, when asked how you think community life could be improved:

- People too busy to get involved. Difficult one.
- More local policing
- Introduction pack for new residents
- Home visits for people less able to travel
- Difficult to say
- Try to inject some pride into the village (best kept street competition)
- By all being involved - inclusive community
- By protecting the good things about the village. Eg: don't turn any more gardens into car parks in centre of village
- Litter problem!
- Restrictions on holiday homes.
- Less affordable housing for people who don't live in Malborough
- Younger generation must come forward
- Bring back village carnival & maybe a village sports day?
- Poss invite people to take part in community events or a bank of volunteers who are willing to help with community tasks? / Encourage people to get involved so they can make a difference / Encourage more people to get involved in parish affairs
- Letting neighbours know that they can rely on one another if help is needed
- By talking to each other
- A resident policeman/ woman would be welcomed
- More events at the village hall at reasonable cost / More village functions / Social Centre
- By people living in the village and working nearby and also parking for local people
- This is a great community - not sure how it could be improved
- Usually events etc anything that brings people together (the scarecrows were a good example)
- Community life doesn't need improving - very good as it is
- Less large traffic coming through Higher town with ? Traffic calming bumps on both Higher Town and Collaton road.
- Encourage old fashioned village values
- Some rules and regulations make it difficult for some people to mix. An area for dogs would be a useful - there are a lot of dog owners and the only place to walk dogs are on the roads and lanes
- Public transport to outlying villages and hamlets
- I feel that most of the necessities for a vibrant community are in place, village hall. Playing fields etc. It is now down to the residents to use them.

- Involve youth in all committees, including Parish Council and certainly Village Hall even if it means a slight change to their rules

### Action Plan – GOVERNANCE

Parish Councillors to make regular contributions to the Messenger (and website); ‘who am I, how do you contact me, why am I a Councillor, what are my areas of expertise and special interest, etc).

The Messenger (and website) to include some articles about what a Parish Council is actually there to do and the powers it has (and those it does not!)

An ‘Introduction to the Village Pack/Directory of Services’ to be worked up; this may be useful to most of us not just newcomers to highlight what actually happen/is available in our Parish. Could the Village Hall lead on this?

The précis of Parish Council work included in each Messenger to be published on the website

Do parishioners want to receive information electronically? eg: Council Meeting Minutes and/or précis?

2015 is an Election year for Parish Councillors too. How do we encourage more people, especially younger ones, to stand for election? This is your chance to have a greater influence.

A **pilot** ‘Social Surgery’ to be arranged with all Parish, District and County Councillors – if successful it will be repeated, if not then we have to think again ....**your choice and chance**. This could be held before an ordinary Council meeting or could be combined/part of the Annual Meeting.

The village website to be reviewed for content, accessibility and potential BUT we need volunteers....

...A call for those parishioners who are IT literate or have an interest in web site design and function to come forward!

## Services & facilities

In our questionnaires we tried to distinguish between private and publically funded services. Encouragingly many people thought that Malborough was well served with both but we can always do more. It is apparent though that many parishioners do not actually know what is already on offer in the village. It is also interesting to note that what parents want for their children is not necessarily what the kids themselves want! For example responders to the adult questionnaire called for a youth centre but the kids (some of) say “I do not think it is necessary” “Young people usually prefer to meet in a more social place” “No, don’t think so”.

### Facilities

The Post Office and Shop(s) recorded the highest weekly footfall with over 70% of responders using them at least weekly. The village hall, its facilities and activities on offer were also well utilized but, again, it is evident that many do not know what is on their doorstep.

*“WE NEED TENNIS COURTS...BADMINTON COACHING...DISABLED ACCESS AT THE HALL....AFTER SCHOOL CLUBS AND ACTIVITIES ETC”....well we actually have tennis courts, and badminton coaching and.....So one of our actions here has to be to have a directory of services, facilities and events – kept up to date and well publicized.*



How we do this to make it accessible for all (both online and for the non-PC users) is, as yet, unclear...ideas/volunteers?

The wish list for new facilities & events includes:

### FOR THE OLDER ONES AMONGST US:

- A good old fashioned tea dance
- More for OAPs with no transport
- A morning coffee club would be good for meeting people and socializing
- Age Concern

### FOR THOSE THAT WISH TO GROW OUR SKILLS, CULTURE ETC

- Training courses at the village hall such as evening classes to further develop peoples skills etc
- More evening classes in village hall - fitness - regular bingo - craft nights - first aid
- A book club
- Cinema occasionally in the village hall showing popular films
- An internet café
- Travel / Bridge nights

### FOR THE DOG OWNERS

- A dedicated and safe area for dog walking and exercise, secure for off lead exercise (there were x households calling for this and this makes it your number 1 priority on any future wish list).
- More poo bins
- Dog agility
- Malborough community wood open to dogs

### FOR THE MUSICAL

- More music festivals (.....versus no more festivals!)
- Ballroom dancing (youth)
- Keep fit to music
- Disco evenings (for kids)

### FOR THE ENERGETIC

- A swimming pool
- An adult gym and fitness trail / A geriatric gym
- Tai Chi / Gym Club
- Keep Zumba in Malborough
- Bowls Club
- Different sports/age groups etc. especially in summer months.
- Evening sports in the hall for kids
- Indoor football (for kids, winter evenings)
- Games (for kids, winter evenings)
- More bridle paths
- More cycle paths
- A gardening club

### MISCELLANEOUS

- Swap Saturdays (like a boot sale)
- Weekend Clubs

- Maybe an area safe for children where you can buy a coffee or ice cream or glass of wine. Sports type bar?
- A café
- Car parking facilities at the west end of the village for the school, P.O., church and allotments
- Keep the toilets open!
- Malborough has a good range of facilities for recreation. The village hall is exceptional but all community buildings ie: church and chapel have good welcoming spaces and need support - as meeting places and historic buildings as well as places of worship

### Action Plan – Facilities

Compile a comprehensive Directory of What We Have and Do! This will include footpaths, allotments etc. as well as the sports, social and play facilities, the Churches, shops, pubs etc.

Ask the VH&PFA to review its policies with respect to access to the Community wood

Ask the Parish Council to investigate whether land (and funding) could be made available for a secure and dedicated dog walking area within the village. However this may well have cost implications and is dependent on land owners coming forward. We do not wish to raise expectations before, and if, any agreement is obtained.

Publish/highlight all facilities which already have disabled access – both the Village Hall and the Church for example.

Develop a funding bid, identify sites etc., for an adult fitness trail and pensioner's playground, green gym, adult's playground - call it what you will!

**Why Install a Fitness Park?** For many people those first initial steps to becoming more physically active can be the hardest. The great thing about this equipment is that it is for all ages and for beginners to advanced athletes. It is attractive and fun to use. Some installations have been called playgrounds for adults (and why not? Why should children have all the fun?) The trim trail units can be used individually or in pairs or groups. It is ideally suited for group classes and exercise programs and installed as a trim trail or green gym. It can create the gateway to a healthier lifestyle for people of all ages. It is free, convenient and accessible to all. Well-documented research has shown that even small amounts of regular exercise have measurable benefits towards physical and mental health and wellbeing. Added to this would be a pensioners' playground; an outdoor gym specifically tailored to offer low impact and fun-to-use equipment. This type of equipment is ideally suited for the elderly or for rehabilitation work.

Ask the Parish Council to review the number of poo bins available, purchase more if required and ensure SHDC service them regularly.

Ensure the Village Hall & Playing Fields Association is up to speed with 'the wish list'

Liaise with the new Yarde Gate owners about the wish and interest in a local café and garden centre.

Improve signage around the Square and Post Office to encourage **short term** parking during the day to improve access.

'Build it and they will come'. If we want many of these things then volunteers, instructors and enthusiasts are needed to make them happen! We need **you** to make it happen! Call for and compile a list of volunteers

## Services

You may not all use them but you value them. The Doctors/Health Service is used most and prioritized with a rank of 5 although an outreach service within Malborough would be welcomed by some. Pre and Primary school services are valued by the parents. Our footpaths and other Public Rights of Way also receive a majority 5/highest rank (with **92%** of responders using them and **83%** responders marking them as 4 or above). However the Mobile Library appears to be little used (**19** responses). **46** responders gave the public toilets a 5 ranking (very important) but only **70** (out of 140) said they used them. We had thought the village wanted the latter kept open all year round but how many of you do actually use the facilities or is it a facility we wish to retain so that it benefits the visitor and itinerant worker/tradesman? Discuss.

Our elderly responders all used or would use

- Primary health care and other professional care service provision
- Facilities for pro-active health and wellbeing
- Mobile advice units for mobility, hearing and vision
- Care facilities eg: homecare, day & respite care, convalescence
- Ring & Ride and other transport services (including WRVS & Fare Car, PTS & Hospital Car)
- Voluntary Activities...lunch clubs, befriending, shopping etc.

All of them being receiving a majority **5** ranking. However we must have got the wording of some of these questions a little wrong as some of clearly valued the services from your free text responses but appeared to reverse the rankings (getting your 1<sup>st</sup> and 5<sup>th</sup> places muddled up...). This is a learning point for us for future canvassing.

**113** responders completed the questions about facilities for children/young adults and, even if you did not yourselves use the facilities they were deemed very important for the village to have. You suggested:

- Youth centre
- Health advice - skin care - teenage advice - support as a place where youngsters can go for help - village hall
- I would support more clubs for children of all ages, what they decided they wanted.
- Cubs/scouts/brownies/youth centre/after school clubs
- Anything to inspire their mind etc.
- Public transport
- Sunday school in All Saints Church and Chapel / The Baptist Church is seeking to carry forward plans for the future
- Anything that encourages activity / As many activities as possible
- Sports training ie: tennis, cricket, other coaching
- Recreational courses eg craft, art
- Anything for the young, try to let them feel involved eg: it's time there are youngsters on the Village Hall committee
- Encourage young people to volunteer in the community or take voluntary work. Provide apprenticeship schemes. Call the voluntary programme something like Malborough Matters

## Action Plan – Services

Liaise with MVH&PFA to take forward suggestions of involving youngsters on the Committee

Make sure everyone knows what is currently available (back to the Directory...)

Tie in the youth suggestions above with those collated from the young adults and primary school questionnaires

Suggest the Village has a named lead re development of youth services – can the youth club be re-formed? The Baptist church is planning events for two separate age groups.....

....Liaise with the Churches to help expedite/facilitate their ideas (pump prime activities from Parish Council precept?)

Encourage the PC and MVH&PFA to explore all grant & funding opportunities for start-up/pump priming funding for youth activities

Liaise (the parish Council and the Community) with the school re its capacity and facilities and promote community help as well as grants where possible

Investigate more voluntary services for the elderly. Promote/assist a befriending service/liaise with Saltstone caring. Investigate WRVS coffee/lunch clubs/transport services. Promote Hospital Car Service.

Liaise with the Parish Council on the future of the public toilets

As above: 'build it and they will come'. If we want many of these things then volunteers, instructors and enthusiasts are needed to make them happen! We need **you** to make it happen! Call for and compile a list of volunteers

## The Environment

This section (the environment, energy, wildlife) seemed to attract the most comments (and passion!), with most of you extolling the beauty, the peace and tranquility of where we live. 71% said you knew that we lived in an Area of Outstanding Natural Beauty and, this comment sums up the thoughts of the majority:

*...."WE LIVE IN A MAGICAL AREA AND IT WOULD BE TRAGIC TO GO TOO FAR WITH DEVELOPMENT. IT NEEDS TO BE WELL PLANNED AND BEAUTIFULLY EXECUTED....."*

However there is skepticism about what the AONB designation actually means or achieves: you say:

*...." AONB SHOULD GIVE THE VILLAGE AND SURROUNDINGS PROTECTION FROM OVER DEVELOPMENT.*

*...." IT ACTUALLY SEEMS TO MEAN 'NOT VERY MUCH'. IT SHOULD MEAN NO WIND TURBINES OR SOLAR PANELS (EXCEPT ON ROOFS).*

*...." NOT OFFERING THE PROTECTION IT SHOULD - A TOOTHLESS DESIGNATION COMPLETELY DISREGARDED BY PLANNERS AND DEVELOPERS.*

When asked what you think the **AONB MEANS FOR DEVELOPMENT**, comments include:

### RE. HOW MUCH?

- Development needs to be very sympathetic/ sympathetic to area and residents

- As an area of AONB surely further development/buildings need serious consideration
- Not too much development all-round/ Housing should be controlled around us/ Development will be limited and hopefully monitored carefully/ Development should be restricted and in keeping
- Being in an AONB is extremely important and should be no. 1 priority when considering new planning applications
- Future development must blend in with the existing village and not detract from it
- Development has to be strictly monitored but must encourage tourism and provide local employment
- Development is the built environment as opposed to natural beauty. The main economy is tourism for visitors drawn to our natural beauty.
- The local beauty of the environment is maintained
- Protect paths and beaches. Soar Mill Cove in danger.
- Development needs to be in tune with the environment

### RE. WHO FOR?

- Development needs to be limited, tasteful, green and for local people
- No development except for what the parish needs
- Malborough has now developed enough
- No more development
- We think that development should be restricted for PERMANENT residents who want to live here either working or retired - NOT for 2nd home owners
- ...but there is a need for housing so we should accept some on the village outskirts
- I think it's a joke that we're led to believe we need more houses here! Then the 'new' houses become non locals housing and holiday homes!!
- Careful scrutiny of proposed developments in relation to provision of affordable homes and long term employment.
- Development - we could do with some affordable housing. Malborough is a beautiful village but lots of second homes and holiday homes mean we may have to move soon
- NO more development as there's not enough local work for those who live here already!

### RE. WHAT TYPE?

- New developments to be kept small and in keeping with the rest of the village
- No large scale development
- Any future developments for housing should be small units and not situated on prominent positions and be designed to blend with the countryside
- In planning for any form of expansion, whether it be housing or building a business park or parking spaces the parish council must play an active part in ensuring that our green spaces are protected
- ....all development should be controlled to maintain the scenic quality of the area
- All new building should look traditional or in keeping/ Development should be in keeping with local landscape.
- Development should not be high density with adequate infrastructure and retention of mature natural features (trees and hedgerows)
- Development should be strictly controlled and compatible with existing properties - unlike Alston gate prison camp!
- Development has to be appropriate and cannot affect the natural environment in any way. Wildlife has to be protected.

- Develop with care and respect for the environment. No ribbon development and minimal outside of main population areas
- Accepting there has to be some development; it should be centred on the village as the hub with not too much ribbon development. If buildings are allowed in the outlying areas they should be in keeping with the natural environment, sympathetic design and tied/ring fenced/covenanted for local people and not holiday homes

## RE. AONB & PLANNING

- Are concerned at the abuse of facilities & pride living in AONB
- Does not seem to mean much sadly
- National and local planning have no regard for AONB designation. It is of little value to protect the countryside
- Experience suggests the AONB, its views and recommendations are ignored when it comes to housing development
- But it does not seem to stop poor planning
- It is meant to protect the natural surroundings from development - however it is not very effective in some cases/ Not as much as it used to, or as much as it should.
- Unfortunately it doesn't mean a lot. It would appear development can go ahead irrespective of the village not wanting/ needing it. I am not against the village moving forward but not just anyway.
- It means nothing where development is concerned/ Developments seem to be eating into this AONB/ It means NOTHING to developers and planners
- However if you are a developer they can build whatever they like even with huge objections!!
- It should be kept in its natural state with no incursions/Any development must not infringe or impose on the AONB
- ....but does SHDC know?
- The community should retain control over housing/commercial development (threats from Government legislation changes?)
- The AONB should stand for limited property development and certainly no wind turbines or solar farms
- Also, SHDC, especially the Planning Department, need to listen to the experience of locals when it comes to any further development -- in the Gazette today, Kingsbridge locals were pointing out how Mill Street floods with raw sewage when there is excess rain, yet more houses are being built in Kingsbridge ... And the same goes for Malborough ... In the push to build more houses there seems to be little in the way of the PROJECTION of future needs -- what works now (reasonably adequately) may not when xxx number of new houses are built -- which will not only tax our existing infra-structure but also detract from our AONB status.
- Can stunt development and local employment
- But they have to build somewhere

From all of this comes a ***very clear message from you about protecting our environment***. However Councils, both Parish and District, are also bound by other Government policies and the National Planning Framework, which prioritizes new builds, can and does overrule an AONB status. It is these tensions and conflicts that our emerging Neighbourhood Plan will seek to address – you having given us this clear message and therefore mandate. Somehow we have to build in protection for the over-arching beauty and character of the Parish whilst accepting that there has to be some development. Whether we like it or not we are also unable to impose local residency or main/principle home clauses on all new builds. As we go through the next few months we will try and distill the key policies that we have to adhere to and look at

ways that we can maximize any 'wriggle' opportunities they give us. It is important that everyone is aware of the constraints under which we have to produce a Neighbourhood Plan, we cannot conflict with SHDC's strategic planning policy or prevent development included within it but we can decide where and what type of development should happen and/or include policies that stand alongside those in the SHDC's plan. It is also pertinent that **SHDC** are in the process of drawing up their new plan for the area due to be completed in the latter half of 2015. They say:

*"THE PRIME CONSIDERATION AND ONE OF OUR BIGGEST CHALLENGES IS TO PROVIDE MUCH NEEDED HOMES AND JOBS WHILST, AT THE SAME TIME PROTECTING THE BEAUTIFUL PLACE THAT IS SOUTH HAMS. FINDING A SUITABLE AND AVAILABLE PIECE OF LAND FOR DEVELOPMENT IN THE SOUTH HAMS IS NO MEAN FEAT. WITH THE DARTMOOR NATIONAL PARK ON OUR DOOR STEP, TWO AREAS OF OUTSTANDING NATURAL BEAUTY, MANY IMPORTANT HERITAGE ASSETS, COASTAL AREAS AND BEACHES TOGETHER WITH THE ROLLING HILLS AND MANY OTHER SENSITIVE ENVIRONMENTS WITHIN OUR DISTRICT, THERE IS A LOT TO CONSIDER. ON A PRACTICAL NOTE THERE ARE INFRASTRUCTURE REQUIREMENTS TO BE CONSIDERED. NEVERTHELESS WE HAVE A DUTY AND RESPONSIBILITY TO MAKE SURE THAT THESE REQUIREMENTS ARE MET AND THIS RESPONSIBILITY IS SET OUT BY CENTRAL GOVERNMENT. WE WANT TO SEE DEVELOPMENT HAPPEN IN THE RIGHT PLACES WITH MINIMAL IMPACT ON OUR ENVIRONMENT AND WHERE IT PROVIDES OPPORTUNITIES TO MEET THE NEEDS OF OUR COMMUNITIES AND SOUTH HAMS HAS TO SHOW HOW IT IS RESPONDING TO NATIONAL POLICIES BY PREPARING A PLAN WHICH WILL ULTIMATELY BE SUBMITTED FOR A BLESSING BY THE PLANNING INSPECTORATE..."*

Our aims and objectives are therefore very similar and it SHOULD be possible to deliver the must do's both for us as a Parish and for the wider community.

### Action Plan – The Environment

As we start to draft the Neighbourhood Plan the How Much/Who For/What Type debates above need to be reflected in the Vision we develop for the village. Many responses are focused on the now but we have to remember we are tasked with planning for the future. However this does not detract from the very clear message from you about protecting our environment.

This action plan will be about drafting planning principles that can be part of our statutory planning document but it will also be about consultation back with you to make sure we get the message right.....

.....as we write this, it above sounds like a 'bureaucratic fudge' with nothing tangible to hold anyone to account for....but this plan will be iterative, it is your chance to have your input as we develop the Neighbourhood Plan.

## RENEWABLE ENERGY & SUSTAINABILITY

This is the sort of topic we think we should know about but do not really understand the technologies or implications of. A bit of background therefore (courtesy of SHDC renewable Energy workshops):

### Why is energy important?

The average domestic energy bill = £1,500 p.a.

In the South Hams the energy spend per year totals £216m

Almost 1 in 5 households are in "fuel poverty"

By 2022 costs are forecast to rise by 10%

There is a high risk of black outs in next 5 years as old plant is de-commissioned

Can we do more to reduce risk and retain ££ in the local economy?

### Government aspirations are:

A low carbon future

Legally binding targets: the Government aim to have 30% electricity generated from renewable sources by 2020...

Energy security/diversity

More local & community owned generation

Devon landscape sensitivity work to be taken into account

### What sort of renewable energy policies should we be thinking about?

Use of brownfield land/roofs

Removal of technology when generation ceases

Continued use of farm land

Use of waste heat

Favouring proposals where energy is used on site

We therefore asked you "Should renewable energy schemes be encouraged in the area? (wind turbines, biomass production, heat pumps etc.)".

**83 (out of 140) of you said yes (to some degree) and 30 of you said no** with the balance skipping the question. Your sound bites include:

- With growth in the area predicted such schemes will be essential. Careful control with planning permission necessary - but ways round the environmental problems must be found!
- No to wind turbines, yes to solar panels on roofs only NOT solar farms. Identify suitable buildings within the village boundary where incentives to adopt or house renewable energy schemes can be offered and ALL new houses and renovation projects should encompass renewable energy where poss. The village street lights could run all night!
- Only worthwhile source is heat pump. All others are environmentally unacceptable. Cost & carbon emission of construction, erection do not balance renewable energy in predicted lifetime
- An exhibition in the Village Hall, invite local companies (professionals) to participate
- Absolutely no wind turbines, rest in moderation. Why is it necessary?? You are not seriously taken in by all this government hype are you???
- As wind turbines & photo voltaic panels are net consumers of energy, not producers, & only exist as a means of harvesting subsidies they should be discouraged. Solar heating of water panels, roof mounted make sense when analysed as a whole life energetics package
- No to wind turbines, no to biomass production. Yes to solar panels and heat pumps. Forums/Advice from appropriate supply companies plus continual encouragement of the populace to be MUCH less wasteful of electricity



However from the yes vote there was a general antipathy against turbines and, to a certain extent, solar panels which were deemed unsightly. Some of you seemed (subjectively) to be more in the 'know' than others and there was a feeling that heat pumps were the only really effective and efficient form of renewable energy. Some called for more use of the seas around us in generating our own energy. There were a number of calls for community led projects, those on a larger scale on designated sights or public buildings. This obviously merits serious consideration especially as SHDC say:

*"COMMUNITY PROJECTS WILL BE SUPPORTED WHERE....THE IMPACTS ARE ACCEPTABLE/CAN BE MADE ACCEPTABLE, THEY DELIVER SOCIAL/COMMUNITY BENEFITS, THERE IS EVIDENCE OF COMMUNITY CONSENSUS OR THE PROJECT IS PART OF A NEIGHBOURHOOD PLAN, THERE ARE ADMINISTRATIVE AND FINANCIAL STRUCTURES IN PLACE FOR THE PROJECT"*

You suggest:

- Local Government/business scheme/resident partnerships - co-operatives?
- Any sites should be designated by the village
- Government subsidies, awareness programs (re global warming etc)
- Provide funding and incentives -encourage grants for homeowners
- Guidance on funding may help (professional)
- Solar panels on the village hall and church - with government grants. Heat pumps or renewable energy provision in all developments (new)
- Fund raise for solar panels on public buildings eg: village hall, school and churches

### Action Plan – Renewables

Do we know what we are talking about? Arrange/facilitate a village seminar/workshop – **an ENERGY FAIR. Can SHDC help?**

Can we include some information/articles on the website and in the Messenger?

Investigate solar energy projects on community buildings (MVH&PFA is already pursuing sustainable energy solutions). Consider a wider promotion to include all rooves with the Parish Council helping to source grant funding.

Investigate funding and support for community energy projects

Work to protect greenfield sites from large scale developments of solar arrays or wind turbines

Consider protecting brownfield sites for housing or jobs rather than energy sites?

Investigate conservation of energy and energy storage

### Environmental projects/wildlife/heritage

- Would you help with environmental projects in the parish?
- Do you think more should be done to encourage wildlife in developments and in the Parish?
- What else do you think should be done to enhance and add to the natural and historical heritage of the parish?
- Do you have other comments and/or concerns about the local environment?

There were many volunteers (**72, thank you!**) to help with environmental projects – depending on what they were - and many more supported in principle but age and/or infirmity and time decreed otherwise. **91**

of you said we should do more to encourage and protect wildlife but 14 of you said No....badgers and moles came in for criticism.

### Ideas to improve or enhance our Parish included:

#### Re. Maintenance

- Keep paths and hedges in good shape
- It would be nice if the road gutters were weeded and cleaned occasionally
- Encourage upkeep and gardens etc/ Keep the village clean and tidy
- Grass cuttings collected over at the graveyard looks really horrible
- Litter team for village hall car park/ Less litter would be a start/ Co-op should be bag free.
- Recycling options should be better.
- Small thing - bus shelter painted nice colour regularly and mosaic of Malborough countryside/map/church etc on wall
- Control dog mess
- Excess signs removed

When asked specifically about the importance, quality, access and availability of our **Public Rights of Way** (PROWs) you said, to précis, that the footpaths and cycle track were very good or excellent but their maintenance was often poor with many paths (and especially the cycle track) very overgrown. Dog mess on the paths and track is viewed as a real issue. Access to paths for dog owners was also identified as a problem (not all stiles having a dog gate). At least we can report one success to date in that the Parish Council have finally prevailed on Devon County Council **to cut the cycle track (it was done before the start of the school summer holidays)**. The Parish Council is pursuing a commitment from County for regular maintenance. Alternatively they are looking at ways to take over the budget from DCC and take on responsibility for the routine cycle track maintenance.

#### Re. Protection

- Maintain current eco-systems
- Protecting what we already have would be a good start/ Secure its current assets/ Just make sure we maintain the status quo
- Less farming pesticides and more organic farming
- Plant more trees
- Preserve all paths/Maintain paths. Make Malborough woods dog friendly please.
- Perhaps in this case some professional help might be sought in developing the "village" feel - something perhaps that would "pull" together all parts of the extended village.
- Wildlife trail
- Bird boxes and places for swallows etc
- Restoration of original buildings. Wildlife protection programmes.
- Just to encourage any new buildings to be more in keeping with a village - glass structures are awful
- Wildlife quite prevalent in the area anyway

#### Re. Information & awareness

- Encourage awareness in the school for the next generation/ Education to promote the natural and historical heritage in new and innovative ways.
- Awareness and respect for the environment and other people, the preservation of history and a heritage bank space.

- More plaques? Re-enactments in which everyone who wishes may participate (of historical events, of customs from the past, etc.)? Local stories told and read in the pre- and primary schools?
- Record it, promote and publicise it to the villagers themselves - there are a lot of people new to the area who do not know the history/heritage, get the kids involved in looking after their heritage
- History board for visitors/ Information access to history of the village/It would be good to have a Malborough archive of historical records/ Local history pamphlets in the post office
- A group formed to record in words and pictures on an open computer file. Perhaps Kingsbridge museum would act as leader, also involve local history group
- Publish more on the website
- Probably more footpath guides and walks

### Re. Growth

- No more large developments with emphasis on more attractive housing in keeping with a country village
- Future development must blend in with the existing village and not detract from it
- Any housing development should be on unobtrusive site, ltd in size and of appropriate design and density.
- Nothing! Skatepark and playground already done. We live in a 'stunning' local environment and this should not be ruined by over-development at the cost of people already living here. (eg: Alston)

### Re. Access

- Reduce/ban huge agricultural vehicles & commercial traffic that are breaking down banks and hedgerows.
- More protected areas, less hunting/shooting, safe road crossing for the animals
- We need to develop schemes to protect and educate people to respect the area and not to abuse open spaces with noise, litter, etc. A by-pass from Alston gate towards Yarde and also towards the Pound to alleviate congestion in Higher Town
- Encourage wildlife using national schemes, more grant money that way.

### Action Plan - Environmental projects/wildlife/heritage

You have identified lots of things for us to do here or to take forward with other Village organisations. There is also some cross-over with other action plans.

Liaise with the History Society to add to our village directory. Earlier we said we needed to compile a list of what we do. Now it needs to include what we have done, our history.

Involve the school in our village history project – can they help us take this forward?

Liaise with the History Society to promote awareness of their work and archives. There is a lot of information already out there.

Promote the Cookworthy Museum who hold our Village archives, encourage people to add to it and improve awareness/access.

Work with the Parish council, National Trust, AONB, PROW officers etc to develop plaques, history boards etc.

Encourage civic pride in the look of the village

Paint the Jubilee Bus Shelter (inside and out) and organize a 'Design a Mosaic' competition, then commission and install the mosaic on the inside.

Work with the Parish Council and PROW to improve footpath awareness/signage/information

Push the maintenance agenda of our PROW with the Parish Council (and, in turn DCC)

Work with DCC to ensure the use of their lengthsman, parish maintenance and cleaning teams are maximized.

Work with DCC to ensure that, when they plough the road hedge bottoms, the earth is returned/recycled onto the hedges – the latter are shrinking and they are a fundamental part of our environment.

Work with SHDC to explore further recycling improvements

## Housing

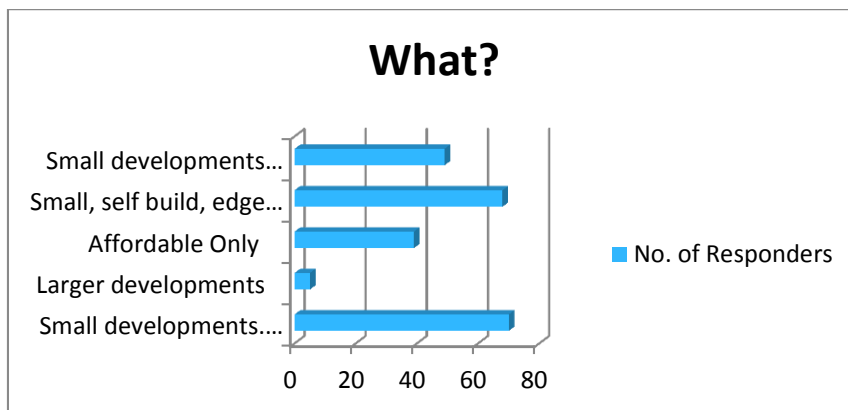
Malborough last initiated a full housing needs survey in 2007. This is out of date and we with SHDC have agreed that a new survey will be carried out within the next 12 months. This is essential if we are to understand current and future demand for housing in the village. That said the District Council view Malborough as a sustainable Parish. They have their own housing targets across the District and developers are likely to come forward with proposals for Malborough which may well find favour with District planners. Through the Neighbourhood Planning exercise we can be specific about what our needs are, what those people with a connection to Malborough currently need and we can set parameters controlling the type, number, position and character of any builds that are proposed. Whether or not we can go further and set clear percentages for affordable or 'local connection' homes only remains to be seen. In our questionnaire we asked a few starter questions to give us a heads up view on housing. You told us:

**46%** of you thought Malborough has the right number and mix of homes for the community. **30%** of you did not. 75% of you thought Malborough could already cater for your needs for the next twenty years.

The table overleaf shows demand (from responders) for specific types of housing:

	Shared Ownership	For Rent	To Buy	1 bed	2 bed	3 bed	4 bed
<b>Affordable (Social) Housing</b>	<b>1</b>	<b>11</b>	<b>5</b>	<b>2</b>	<b>5</b>	<b>9</b>	
<b>Sheltered Housing (for the elderly)</b>		<b>10</b>	<b>7</b>	<b>1</b>	<b>11</b>		
<b>Private Housing</b>		<b>4</b>	<b>11</b>		<b>5</b>	<b>8</b>	<b>3</b>
<b>Homes adapted for a disability</b>	<b>2</b>		<b>1</b>	<b>1</b>			

We said “There will be development in Malborough”. We know that some development is always going to be required but how much, where and when can be influenced by us. We asked you where do you think it should be? Note; the answers are not mutually exclusive. 70 (out of 140) supported small developments around the edge of the village with 68 saying these should be self-build for local people.



As to *WHERE*, you suggested:

*General:*

- I think it is important that development takes place within easy walking distance of the village centre to encourage business & community
- Given we are AONB this is very difficult
- Use brownfield sites and encourage infill within the existing village curtilage
- Not on green field sites
- Fill in and not ribbon development
- Great reluctance to change present village boundaries

*Specifics:*

- Extend cumber close
- Salcombe road/on the outskirts of the main Salcombe road/ alongside main roads which can cope with traffic flow and services - not next to narrow country lanes!/ off main road / field leading into the village on the left hand side/ Field behind co-op - along Salcombe road.
- Field beside cemetery, behind new homes
- Further along Collaton road ( butts park )near cumber
- Portlemore lane / below Malborough park accessed via Portlemore lane especially the lower part of the field where visual impact is least/ below Malborough Park / Malborough is sprawling and needs to be more compact...fields below Malborough Park and valley where Portlemore footpath joins Shute
- Possibly to the North of Church might be OK if small scale
- Bolberry Down and Soar

*And the No's:*

- NO. Our views will not be taken into account by Council/Planners/developers whenever any future proposals arise. Again ALSTON is a prime example - and this site will grow and grow. This development has caused a lot of upset TO LOCAL PEOPLE and affected their lives and price of their properties
- Pointless building within the area unless it is for truly local residents.

With respect to design there was an overwhelming percentage in favour of traditional design with **112** (out of 140) rating it as important or preferable. Only **15** gave the same ranking to contemporary design. Low energy design, private gardens and parking spaces and green spaces around any development were all given an important majority ranking.

## Action Plan - Housing

Finalise the Housing Needs Survey date and arrangements with SHDC

SHDC have recently asked local landowners and developers to come up with suggestions for possible sites in the South Hams where future development could take place. This is part of a review done every few years aimed at helping the District Council to identify the best sites for housing and employment for the next 10 to 15 years. The [Strategic Housing Land Availability Assessment](#) is required by national planning policy and helps the council to meet the community's need for more homes and jobs. You can see all of the sites that have been submitted for consideration plus comments from SHDC's assessment of them at: <http://www.southhams.gov.uk/siteassessment>. This exercise looks at what sites might have potential for future development in the district. However, it doesn't make any decisions about where development will or will not go. Our action now is to link this exercise into what you say/have suggested above and develop site proposals in our Neighbourhood Plan for your consideration.

Run our own Parish Specific Call for Sites and Land Availability Assessment. Encourage landowners to consider and come forward with potential sites. From your feedback and discussions the overwhelming response has been for **small developments** so any further sites would need to be put forward in sections as we do not want, or need, another large housing estate. Three possible areas have been mentioned/identified - ***please note that these have not been worked up or considered in detail in any way. Neither have any of the owners been approached.*** However they do appear to be sensible initial proposals given the existing environs of the village. They are: The field/land below Malborough Park, opposite Cumber to the east of Portlemore lane and the field below the church for a small development

Draft a design spec/design and access statement that encapsulates all the features and facilities we wish to see included in future new builds within the Parish

Ensure that facilities are developed in tandem and match demand. To include sewage, traffic, parking, access, communications, school places, jobs, shops etc. .... *a throw-away line but one that needs careful encapsulation into planning policies*

The Parish Council to investigate:

The Village Housing Initiative to see whether it could provide affordable homes

A community land trust

Self-build projects

## Communications & Transport

## Communications

77 of you despaired of your mobile phone signals and 56% of 114 respondents who answered this question rated their broadband as poor, very poor, atrocious, non-existent or variable! More of you would work from home or locally if broadband was better. We know, and you have also all told us, that we need better broadband; our current service (and very often the lack of it) is inadequate. In rural communities, broadband deals through a phone line, 3G/4G or satellite are usually slower and more restrictive than their equivalents in towns and cities, and they're almost always more expensive.

As we understand it broadband is available in several different ways;

- ADSL (requiring a BT phone line),
- Cable (you need to live in an area that is served by cable, not Malborough, but you do not require a BT phone line),
- Wireless internet where a small internet providers offer local coverage using wireless technology and by fitting an antenna on the outside of a home, which can receive the connection. No telephone line is needed.
- Satellite broadband &
- SDSL which stands for symmetric digital subscriber line, this is basically the same as ADSL but with uploads and downloads at the same speed. It is generally considered a specialist option for large businesses because it requires an extra telephone line.

Most rural users, including us, are served by an unbundled exchange (unbundling is the regulatory process of allowing multiple telecommunications operators to use connections from exchange to the customers' premises). However we still face slow speeds. We are very likely to be physically far from the exchange and, since signal attenuates (weakens, diminishes), this distance affects speeds drastically.

BT FTTC (rural fibre) is increasingly available in the countryside. Fibre is much better at covering long distances without signal attenuation so it does offer a good option for rural users, although since part of the signal is carried on a copper line speeds are slower. Whether we are in one of their 'coming soon' areas needs to be investigated and, if we are not, then how do we expedite a fibre led service? Providers will be keen for fibre to 'catch on' and go to many households once it's in a local area, so demonstrating strong local community demand could help. We need to persuade BT to upgrade our rural exchange(s) to a FTTC (fibre-to-the-cabinet) service. Can we investigate grants and funding? And how many of us are then willing to sign up to an infinity service – what demand is there in Malborough for this?

Satellite (2 way connections) and mobile broadband are also, increasingly, becoming options for the rural individual with costs coming down and coverage improving.

We also read it can be possible to bypass the system and many communities are choosing to do just that, often ending up with some of the UK's fastest connections. Community broadband projects are working with small ISPs (altnets) to bypass the system rather than working within it or lobbying established providers for access in order to bring better internet access to whole villages. Thus we could, as a community, choose to bypass BT altogether and ask a private company to install a local network, unbundling our exchange and installing new equipment.

That can take the form of a high-speed wi-fi network - so the company will lay a fibre line to a transmitter on a high point like a public building and then subscribers in the local area buy their own aerials to pick up the signal - or a fixed line fibre network.

Now here we are only 'copying out' what we have read. This group has neither the skills nor expertise to know what it is really talking about here – but do you? Is there anyone in Malborough who is reading this and thinking yes, we could do that? Or is interested and motivated enough to help us take these thoughts further?

## Transport

There is heavy reliance on the car in our Parish and you view improvements to public transport as important.

Reductions in bus services, services that don't run, services that don't link up, households running a car (sometimes 2 cars) out of necessity not choice, loss of services requiring trekking more miles to see a hospital consultant and improvements to public transport are just some of the issues and concerns voiced all over the country by rural residents. How are these issues being taken up by policy and decision makers? What innovative and creative *local* rural transport solutions can *we* find?

The Department for Transport's (DFT) National Transport Survey reveals that people living in the most rural areas travel 45% further each year than those in England as a whole (and 53% further than those living in urban areas) and that a greater percentage of our total annual mileage is made using a car in the most rural areas - 58% compared to 49% in urban areas. We are not surprised. The responsibility for improvements lies on local government, the commercial and voluntary sector. Yet commercial operators do not have a high volume of passengers on more rural routes and subsidies available from local authorities remain under threat. So what else can we do? Some of you suggested a community bus and then there are various wheels to work schemes we could investigate minibus and car sharing ideas and improved routes for cyclists. How do we progress this as, quote "the usual reaction is to agree that it is a problem and then to move on. No-one is willing to address the problem properly. There are solutions but they take money and effort, with a long time before there is a demonstrable effect". Ideas and volunteers please.

Because of our reliance on cars parking issues are highlighted by many of you identifying a number of parish hot spots: Cumber Close of course *"CUMBER CLOSE IS A NIGHTMARE"*, Collaton Road *"RESEMBLES A FORMULA ONE RACE TRACK"* and around the school and Post Office. Inconsiderate parking around the Pound and the Church also feature. Speeding traffic and poor drivers come in for a huge amount of criticism from many of us together with the volume of traffic on the lanes (especially in peak season) and the volume, size, speed and frequency of the agricultural vehicles. *"HEAVY CONTRACT FARM MACHINERY DRIVING TOO FAST"* *"TRACTORS RACING THROUGH VILLAGE"*. *"BUT AS TO BE EXPECTED IN A FARMING AREA."* But it is not only the farmers/contractors that are mentioned: *"SPEEDING IN LOWER TOWN BY MOTOR CYCLISTS AND SPEEDING MUMS ON SCHOOL RUN WHERE 20 MPH IS THE LIMIT"* are also named. Congestion around Townsend Cross and Higher Town also cause concern as does the impact of the new development at Alston gate, especially re pedestrian safety and the impact of the new NT charging policy at Soar causing ad hoc parking elsewhere. Zebra crossings opposite Co-Op, a roundabout at Townsend Cross are proposed, *"THERE SHOULD BE STRICT WARNINGS, OR EVEN A LOLLIPOP LADY OR MAN OR TRAFFIC LIGHTS AT SCHOOL EXIT TIMES"*,

You suggest our reliance on cars might be diminished if there was better (more convenient and/or improved) public transport, more local shops (financially viable?) and a community bus. Car share/clubs actually received little support (are they simply not practical in a rural area where people travel in different directions and times for work?). There was some call for improved cycle routes – at least the one we have has now been cut!

## Action Plan – Communications & Transport



Make road crossings safer: Parish Council and DCC to take forward

Investigate parking solutions for Cumber, West end of village and Collaton road and ensure all new developments have adequate parking.

Encourage schemes to reduce heavy traffic through village

Investigate ways to curb speeding, improve signage and crossing safety.

Investigate a Community Broadband solution?

Volunteers are required who have a sound working knowledge of modern communication technologies!

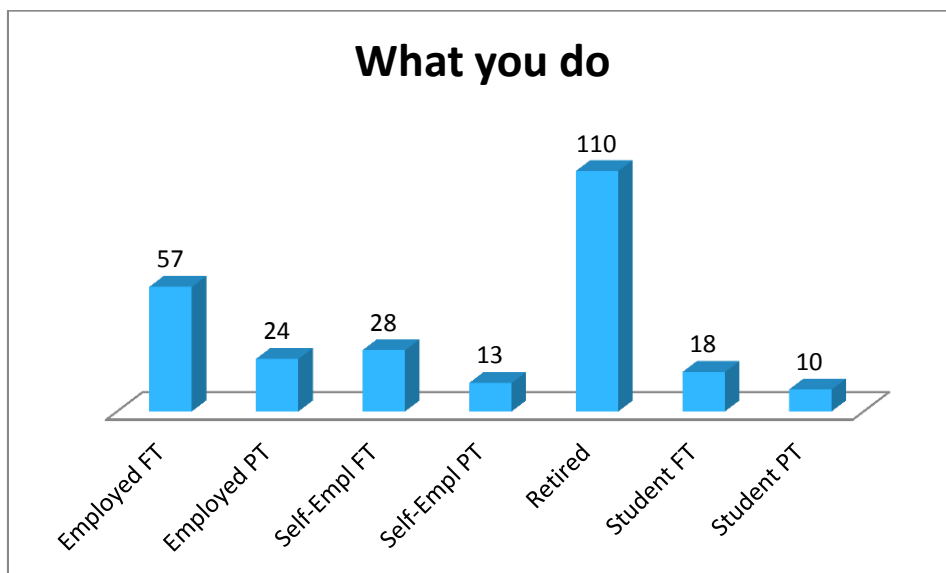
Communicate with bus companies re timetables, services to Cumber and connections with other services

Ascertain whether mobile masts can be adjusted to give better local coverage

## Economy

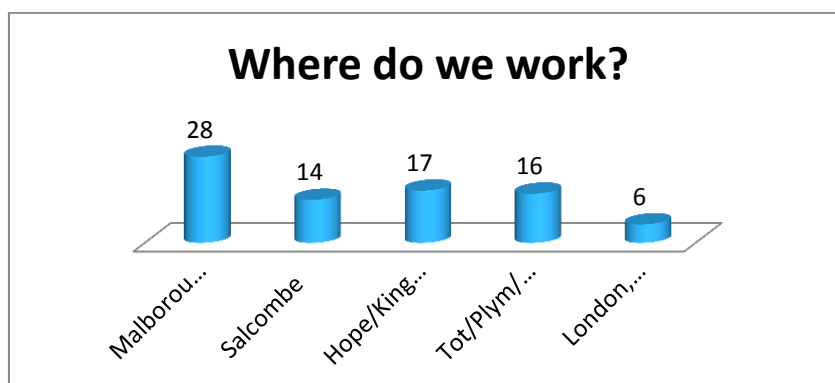
When we asked about the employment status of your households you gave us replies for 260 people, shown in the graph below. **42%** (110 of the 260) people responding to the questionnaire were retired. We mentioned this earlier when we saw that the older demographic had a higher response rate than the younger ones and it is something we will have to consider when formulating our future plans. Each and every response is valued but we are also planning for the **future** of Malborough and need to ensure we achieve a balance when investing in facilities for the village. We also asked you:

- Where is your work based?
- How do you think new businesses could be encouraged within the Parish? If you favour development (business units for example) where, within the Parish, would you consider suitable?
- Would anyone in the household consider working in the village if suitable premises/facilities were available?
- Should other projects be further encouraged in the parish, especially where more employment is involved? If yes, what & where would you suggest? eg: agricultural, arts & crafts, tourism, shops
- Does anyone in the household run a Business?



And we asked businesses:

- Is your business in the Parish?
- How many people does your business employ?
- Are there any factors that threaten your business or restrict its development? eg: business rates, lack of suitable premises or local skilled labour
- What could be done to support your business and encourage expansion? eg: superfast broadband, business accommodation units to lease
- If your business is currently based outside of the parish what factors might help you decide to relocate here?
- Do you, or could you in the future, offer work experience or apprenticeships to young people in the parish?
- Are you intending to set up a business in the near future? If yes do you hope to locate in this parish?



Only 28 out of 85 responders work in the parish. Yet when asked whether (and how) new businesses could be encouraged within the Parish many do not think Malborough is suitable or sustainable for business development. You say:

The **No's** (reflecting nearly **40%** of responders) include:

- Not appropriate
- We don't know anywhere suitable / No suitable sites for business units that I can think of- put them elsewhere ( eg Kingsbridge )
- Would spoil the village / Wouldn't want business units in village
- Not sure this is desirable - work more likely to be in kingsbridge/plymouth. Malborough more likely to be a commuter village
- I am not concerned about the need to develop businesses
- No comment - don't favour / Shouldn't be encouraged / NO
- I don't think Malborough is suitable for larger business'
- Malborough is not suitable for business/ industrial units. Individual businesses should be encouraged on a one to one basis
- Not many suitable areas for commercial units. But not against proposal.
- I think there are plenty of business units within easy reach of Malborough without building any more here
- No further commercial development
- Do not favour / There is nowhere suitable in the parish
- You would need to convert agricultural land outside Malborough
- Good agricultural land is really too valuable to build on but all around Malborough is good growing land. Note the two plots on the Kingsbridge road going up to Alston gate. Also the village should be contained in a block not like the two developments at present.

The *supporters* suggest:

**The main road** (which receives the majority site vote):

- Build small business/industrial park on main road (381) for easy access eg. Yarde Nursery/
- Nursery sites on main road / Small workshop/units Yarde gate
- Yes edge of village either side of Kingsbridge / Salcombe road
- The most obvious business site is alongside Alston Gate nursery! I can't think of anywhere else with good roadside access and easy to find for customers
- Along Kingsbridge / Salcombe Road A381 / Grouped together, close to the main road
- Alston/Alston Gate
- Salcombe road outskirts / Salcombe Road, if there was a demand for a small development of small business premises
- I think the nursery on the way to Salcombe would be good for development but I don't think it needs to be encouraged seems to be jobs in area/ Exeter/ Plymouth etc
- Small cheap units off main Kingsbridge road with 100% mobile coverage and high speed broadband

**Farms/Agricultural development land:**

- Small units
- Redundant barns and outbuildings - better than boat storage
- Redundant farm buildings now used for boat storage which should be closer to Salcombe
- Farm diversification
- The use of redundant farm buildings which would provide employment rather than just boat storage
- Business units are fine but the development at Churchstow is just the most appalling mess. Surely a series of small developments, hosted on/in ex agricultural facilities would be the way to go.
- In farmers buildings that are unused
- No development but better use of redundant farm buildings

**Other areas:**

- Allotment area

- Soar airfield but with road access improvements
- Ddon't think there are suitable sites for industrial units other than possible small units at end of Collaton Road
- Where possible within the village and close to the main road
- Village Hall. Around the church
- Village Hall Area Traditional Buildings and Cottages for Creative Arts/Music/Galleries/Media & Film/Cafés
- Business units - Portlemore or north of village
- Develop site at Bolt Head
- Not well enough informed to suggest....but SMALL scale only (? like Churchstow?)
- Hidden from view so their appearance does not spoil the AONB
- Business units, accept tourism development

#### **General comments:**

- The use of local tradesmen
- Small working units and good broadband
- Better broadband is key. Business units. / Better infrastructure re communications - broadband, mobile etc / Improve broadband speed / better internet coverage/faster broadband.
- Home based if good it and mobiles
- A cafe in village centre / (We have) No cafes which seems to surprise tourists and visitors. Not sure about other businesses
- Sort out red tape
- Tourism shop ( extension of post office if possible)
- Working from home would be preferable eg: dental repair business, shoe and watch repairs key cutting
- Not given it a thought
- Reasonable rates. Better broadband
- Self-employed home based more viable than business units which demand an expensive rent
- Anywhere where there is good cover from the public (ie: Churchstow b. Park)
- I have no idea but we need something. I do miss the smell of the bakery in Cumber
- Several trades people work from their homes, I believe (electrician, plumber, painter ...) -- I would not want to see an industrial development in Malborough -- perhaps a small one elsewhere in the parish -- but my coffee shop would be welcome -- a clothes shop -- It would be wonderful to have a village shop (food) once again, rather than Co-op --but I doubt that would be feasible.

In summary, **40%** who answered this question are against new business units or industrial development in Malborough. Of those that see the need for it, the A381 corridor is the preferred site: units should be small and not impinge on the AONB. Farm diversification and the use of redundant farm buildings is preferred by some to new build options. Could boat storage move closer to Salcombe? The need for improved communications (mobile/broadband) is again highlighted to encourage more home working. Only **18** of those working outside of the Parish said they would consider relocating to the village if suitable premises became available.

We also asked you whether other projects be further encouraged in the parish, especially where more employment is involved. You have told us that more emphasis should be given to having a village 'centre' with shops and cafes. But 64 (of 140) did not answer this question and a further 20 or you say No. Comments include:

*"I LIKE THE FACT THAT MALBOROUGH REMAINS A VILLAGE AND NOT TURNING INTO A TOURIST ATTRACTION." "BEST LEFT TO NATURAL GROWTH TO AVOID WHITE ELEPHANTS"*

However there is significant demand for more facilities in the village. Whether or not such shops and craft centres would be financially viable is unknown. You suggest:

Many of you want to see more arts and crafts be they galleries, workshops or just retail outlets. Artisan food and drink shops and just general retail facilities are in demand. A garden centre (and tearoom) gets your vote too as do craft and marine based outlets.

*"A NICE NURSERY/GARDEN CENTRE WOULD HAVE BEEN NICE, HOWEVER WE NOW HAVE UNWANTED HOUSING ESTATE WHICH IS PLANNED TO DOUBLE IN SIZE WITH POOR CONNECTION TO THE VILLAGE....MORE HOUSES AND NOT MORE FACILITIES BEING PROVIDED".*

Cumber needs a shop we are told as the elderly cannot walk to Co-op. (Maybe a cook house supplying hot meals to elderly lunchtimes?)

*"A WEEKLY INDOOR MARKET FOR LOCAL PRODUCE, CRAFTS ETC. THE DEVELOPMENT OF THE NURSERY BETWEEN MALBOROUGH AND SALCOMBE INTO ? A SECOND 'ASHBY'S' STORE"*

A coffee shop / Tea shop/café / village café / another shop/coffee shop with parking within the village

*"CAN'T IMAGINE WHY, GIVEN THE FOOTFALL, MALBOROUGH DOESN'T HAVE A COFFEE SHOP. THE POST OFFICE, WHICH IS AN ENTIRELY AD HOC, RANDOM OFFERING, COULD BE DEVELOPED (PERHAPS WITH AN UPSTAIRS) TO SATISFY THIS. A VERSION OF ASHBY'S EASY STORES MIGHT ALSO SATISFY THE PEOPLE USING SALCOMBE AND THE SURROUNDING COAST."*

*"I THINK A FARM SHOP/ CAFE WOULD DO WELL ESPECIALLY IF ON MAIN ROAD, JUST OFF MAIN ROAD. IT WOULD CATCH THE SALCOMBE TOURISTS. NOTHING LIKE THAT IN SALCOMBE. I'M THINKING A BIT LIKE AUNE VALLEY OR THE ONE IN STOKENHAM."*

*"AGRICULTURE, ARTS AND CRAFTS - MALBOROUGH IS HIGHLY SUITED FOR THESE TOURSIM - LINK THIS TO ARTS AND CRAFTS/LANDSCAPE/PHOTOGRAPHY. APPROACH OUR B&B BRIGADE AND IDENTIFY QUALIFIED PEOPLE TO HOLD WEEK END OR WEEK LONG LESSONS/LECTURES/PRACTICAL WORK/ THE LIGHT IN MALBOROUGH IS CLEAR AND UNPARALLED. SHOPS - SEE EARLIER COMMENTS. MALBOROUGH RESIDENTS NEED TO WALK TO THEIR SHOPS. LTD ACCESS IN NEW HOUSING ESTATE ON THE OUTSKIRTS BUT THEY WILL NEED THEIR OWN SHOPS IF THE DEVELOPMENT IS A LARGE PROJECT"*

And Hotels and B&B:

*"DON'T LET PORT LIGHT DIE AS A TOURIST VENUE AND ENCOURAGE LONGER OPENING PERIOD"*

Opinions seem to be split between the need to encourage tourists (and thus employment and resources to the village)....

*"YES - TOURISM/VISITOR ATTRACTIONS/CAFES TO HELP MALBOROUGH 'TAKE A CUT' FROM TOURISM VISITS AND SPEND TO THIS AREA, AND SUPPORT EMPLOYMENT OPPORTUNITIES. BUT WE NEED A CRITICAL MASS."*

....and the possible disadvantages of doing so

*"DONT TURN US INTO A TWEET TOURIST HOT SPOT. BETTER AD HOC AND PIECEMEAL DEVELOPMENT BY KEEN ARTISANS"*

But many of the suggestions are for the benefit of Malborough residents. You also say that:

- Cottage industries from home or in garden sheds etc should be encouraged by planners not sat on
- Yes, in old agricultural buildings AFTER planning
- Better ad hoc and piecemeal development by keen artisans - be sympathetic to planning apps etc re these but with clause that doesn't allow residential development, espec if 2nd homes, if sold on/changes hand etc. Keep the character of the parish.

- An Ashby's Stores type shop could be successful. Co-op pharmacy? A dispensing Chemist if we could have a doctor's surgery. Agricultural-of course! Boat building in Hope Cove. Car/boat engine repairs
- Any project which would bring jobs and enhance the local economy should be considered
- Yes - esp small scale/possibly shared facilities for starting art/craft or catering outlets? Short term rents - like pop-up shops - for people wanting to 'test the water' but lacking confidence or MONEY (short term credit union facilities?)
- What attractions other than the pubs are there?
- Creative Arts for all the community
- Arts and crafts -- yes. Shops -- yes -- café; clothes shop. Encourage the relocation of Penelope's flower shop from the Salcombe Road (Garage) up to the village but in a prominent location (Higher town?) --

Would more facilities bring us back to shopping in Malborough? **94%** of people answering this question said they bought their top-up groceries locally and **64%** use the Co-Op for their fuel. For our main shop however **87%** of us go to Kingsbridge. Malborough attracts just **2** people for their household and D.I.Y. items and **6** people for 'other' shopping whereas **50%** of use now use online for these miscellaneous purchases.

### Action Plan – Economy

Through SHDC investigate what the demand there is for business premises in Malborough and what jobs they could create.

Look at novel ways of providing these eg: Blackawton where the developer is providing units as part of s106 but some will belong to the parish and the income from them will support parish initiatives.

*For information: when planning permission is granted the value of the land usually increases (this is known as planning gain). This increase in land value mainly accrues to the owner of the land, but a levy or tax may be applied to divert some of the planning gain to the public sector. In England and Wales, such arrangements are currently negotiated between the developer and the council, and take place under the terms of [Section 106 of the Town and Country Planning Act 1990](#).*

Investigate whether redundant farm buildings could be used for purposes other than boat storage so providing local jobs.

Liaise with the new Yarde Gate owners and explore what opportunities there might be to create local jobs and a cafe (again generating employment). Also investigate the possibility of siting units there for craft businesses etc.

### Conclusion

There is a lot to do, there are some quick gains but for much of this we are in it for the long term.

We need people to make things happen, volunteers are required.

Once agreed our plan will form a roadmap as to where the village would like to be in the future. Progress must be able to be monitored by the community during the lifetime of the plan and feedback and revision will ensure we have a dynamic blueprint for the future.

Thank you to everyone who has 'dipped their toe in the water' and started to have their say. We need you to stay involved and bring more players to the table.

Our next steps will include a revised timetable of key milestones and, now we have an evidence base, we will start drafting our Neighbourhood Plan.

*Malborough's Neighbourhood Planning Forum, October 2014.*

## APPENDIX B

### OUR ENGAGEMENT DIARY

Starting in 2013 and ending in 2018 the Journey of the Plan and its development by the Parish for the People of the Parish is now summarised in the CONSULTATION STATEMENT that accompanies MALBOROUGH'S NEIGHBOURHOOD PLAN on submission.

**Please refer to MNP's  
CONSULTATION STATEMENT**



## APPENDIX C

## OUR HOUSING NEEDS SURVEY &amp; LOCAL (SHDC) ALLOCATION POLICY

# Malborough Housing Needs Survey



November 2015

This survey has been carried out by South Hams District Council on behalf of the Parish Council and Neighbourhood planning group.

## Background

The housing needs survey was distributed to 652 households within the Parish of Malborough, this was delivered in November 2015. The neighbourhood planning group and the Parish Council requested the survey to assist with their evidence gathering for their neighbourhood plan. Paper copies were hand delivered by the parish council to all households within the Parish of Malborough. Respondents additionally had the opportunity to complete the form on line through Survey Monkey and this link was included in the parish magazine and the letter which accompanied the hard copy of the survey. The time was extended by a week from the initial date to ensure as many people as possible had the opportunity to respond, further information was issued about this by the parish council. The Neighbourhood planning group requested the survey as part of the evidence required for their neighbourhood plan to inform them of the overall housing needs for the parish. Respondents could provide their answers to the survey using a pre – paid envelope which was sent to the District Council or by placing their completed surveys in a ballot box which was located at the Post Office in Malborough.

The information provided in this report is a headline figure only, it should be noted that housing is constantly changing and therefore the responses collated should be treated as a snap shot in time. There may be a need to revisit the survey within the life of the survey which is normally 3 – 5 years depending on changes within the market and local needs and aspirations.

## Survey Aims

To find out the level of affordable and general housing requirements to meet the needs and aspirations of those living in the parish of Malborough. This will form part of the evidence required for the Neighbourhood Plan and to assist them to inform the policies and guidance within the plan.

## Survey findings.

Out of the 652 surveys which were issued throughout the parish 188 responses were received. This equates to a 29% return rate. This is considered to be good in terms of responses for a survey of this nature. It

needs to be born in mind that housing will not affect everyone in the area as many people will not be considering a move within the timescales mentioned in the survey.

Most of the respondents met the local connection criteria which is set out in South Hams District Council's allocation policy. There were 11 who completed the 'other' section and this was due to 2<sup>nd</sup> homes or people who had very recently moved to the area. In total 8 households who completed the survey had a second home in the area. The Allocations policy which has been adopted by South Hams District Council is attached to this report as an appendix.

Answer Choices	Responses	
Live in the parish	94.12%	176
Work for 16 hours in the Parish	2.14%	4
Immediate family living here	5.88%	11
Other	2.14%	4
Other (please specify)	5.88%	11
<b>Total Respondents: 187</b>		

It is clear from those who completed the survey that there is a varied mix of ages within the community. As is reflected in many of these surveys and in others carried out across Devon there is generally a higher number of retirement aged people. This is very important when considering their future needs as downsizing to smaller, more manageable accommodation is often an issue. Some may also be wishing to release equity for various reasons.

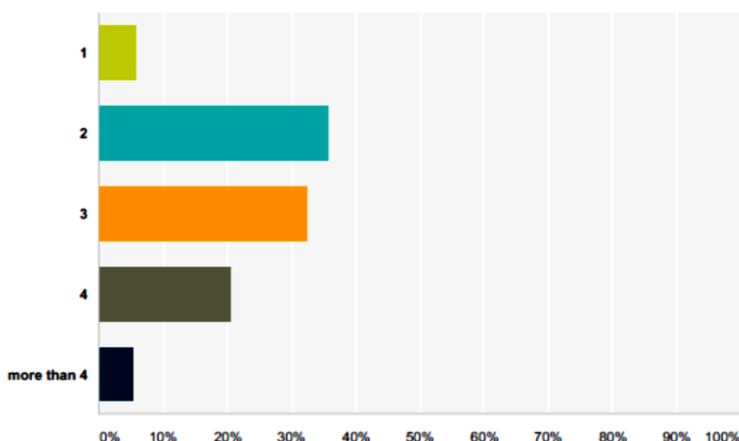
Below is a table showing the age ranges and numbers of people within the age ranges.

	1	2	3	4	5	6+	Total
0-14	56.67% 17	36.67% 11	3.33% 1	3.33% 1	0.00% 0	0.00% 0	30
15-18	76.92% 10	23.08% 3	0.00% 0	0.00% 0	0.00% 0	0.00% 0	13
19-54	41.18% 28	50.00% 34	5.88% 4	2.94% 2	0.00% 0	0.00% 0	68
55-65	59.57% 28	38.30% 18	2.13% 1	0.00% 0	0.00% 0	0.00% 0	47
65+	61.96% 57	38.04% 35	0.00% 0	0.00% 0	0.00% 0	0.00% 0	92

There was a high response from those owning their own home which equated to 80%. Other figures relating to tenure were 8% rented privately, 0.5% in shared ownership accommodation, 10% rented from a housing association and no one lived with their family. This is a point which may need addressing as this may mean that people did not provide their children with the opportunity to complete the survey. There were responses from people who stated that their children would need a home within the 5 year time frame but were currently living away from home at university – therefore technically they were not resident at the time that the survey was completed. These results are similar to other surveys of this nature with many people owning their own home.

The sizes of property within Malborough showed a significant difference to other areas where these surveys have been previously carried out. There was a good range of property sizes and types to meet a range of

requirements. In other surveys larger properties have been the most popular but the two and three bedroom properties were the main sizes in Malborough. There were few responses from those living in 1 bedroom properties; these appeared to be from these people who rented their home from a housing association.



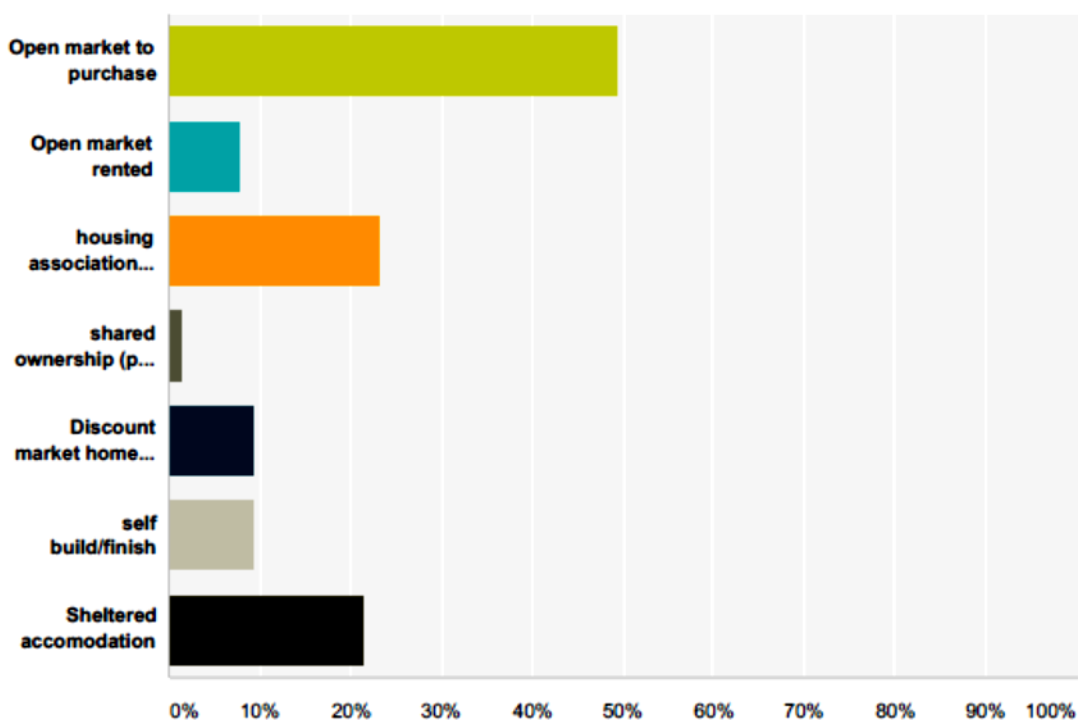
Many did not consider that they would need to move within a 10 year time frame but many were unsure of what their requirements would be due to age and health. There were a number of responses who stated that sheltered accommodation or a home may be the most appropriate accommodation for them. Many of the respondents who stated that sheltered accommodation may be appropriate for them were currently owner occupiers. There were responses from 135 people regarding affordability of purchasing on the open market. Of these 75 of these stated that it would be affordable and within their financial means with 60 stating that they would not be able to afford a move. Clearly this would be in consideration of the current properties for sale in Malborough but will be something to bear in mind.

The table below shows how much rent people are currently paying. In the main the £401 to £500 per calendar month relates to the affordable housing provision. The £901+ per month relates to larger properties which are certainly at the higher end of the market and affordability was not an issue for these people as the income they had supported the rental costs without the need for housing allowance support.

We asked who was registered with Devon Home Choice and Help to Buy South West. 10 people stated they were registered with Devon Home Choice and they provided their reference numbers. Only one household was registered with Help to Buy. There is clearly a difference between those registered and those who completed the survey and this can be seen later in the report under the housing need and provision of affordable homes.

The tables below show what type of housing was being sought. Again it is important to note that the sheltered housing responses were from those people who currently owned their own home and therefore a higher end sheltered product could be desired.

Most people were seeking 2 and 3 bedroom properties and were not looking to move in to larger properties. Although these people cannot be ignored the larger properties were being sought by those in owner occupied tenures and the provision of two and three bedroom properties could mean that some larger stock become available for the market to meet this need.



Points for the group to consider as further questions: do people not expect to be able to afford to move out, have parents not included in their responses children who may have a need in the future – this survey lasts 5 years, a shortage of affordable housing in the area, not many people of an age looking to rent or buy their first home due to high house prices, is a specialist sheltered scheme required such as McCarthy & Stone or Blue Cedar for example.

**Current Housing Information**

The rents that households are paying are broadly similar to other areas within the market area. Of those who completed this section there were few issues about the affordability, most were concerned that the tenancy was insecure as the landlord could issue notice at any given point in time. Malborough falls within the South Devon Broad Rental Market Area (BRMA). The table below includes the maximum weekly rent and Calendar monthly rent that that an applicant on housing benefit can claim dependant on their bedroom need.

Room requirement	Weekly	Calendar monthly
Shared room rate	£63.50	£275.16
1 bedroom	£96.91	£419.94
2 bedroom	£128.19	£559.49
3 bedroom	£153.02	£663.08
4 bedroom	£192.24	£833.04

On Right Move (January 2016) there were only 3 several properties to rent. These include 3 bungalows which appear to be in the same location. They are being market for £650pcm, £585 pcm and £645 pcm. These are all 2 bedroom bungalows which may be attractive to people who have mobility issues or prefer level access accommodation. They are not likely to be attractive to families with children.

In terms of property for sale through Right Move in Malborough as at January 2016 there were 11 Properties for sale. There were two, two bedroom bungalows which were priced £149,000.00 and £155,000.00. There were five 3 bedroom properties ranging between £250,000.00 and £400,000.00. There are currently no properties available which would meet the price bracket for first time buyers unless they had a substantial deposit.

**Current applicant’s on the housing register:**

The table below advises how many households are in each band on the housing register and the number of bedrooms that they require. As an appendix to this report there is a list of what each band means in terms of the level of need. This does not include applicants who may live outside of the Parish but wish to return to Malborough

Bedroom need	Band B	Band C	Band D	Band E	Grand Total
1		1	7	8	16
2	1	2	4	3	10
3			1	2	3
<b>Grand Total</b>	<b>1</b>	<b>3</b>	<b>12</b>	<b>13</b>	<b>29</b>

**Affordable housing provision in Malborough.**

The current affordable housing in Malborough is owned and managed by 3 different housing associations, DCH, Guinness and Hastoe. There are a variety of different house types but very few opportunities for those requiring one bedroomed accommodation. Below is the information which details the current provision. There is a higher than usual number of bungalows in the area and this will only be available to a limited range of needs, usually those over 60 or those with mobility issues. This is not likely to meet the general needs of families with children.

- 24 x 3 bed houses
- 11 x 2 bed bungalows
- 15 x 2 bed houses
- 4 x 1 bed bungalows
- 4 x 1 bed houses
- 1 x 4 bed house

As there are fewer than 100 units of affordable houses in the area there will be a preference for those applicants in bands A – D to have a local connection to the area. This means that you either currently live in the parish, have immediate family living there or currently employed in Malborough. The bungalows will

have a preference for elderly persons or those with mobility problems in the first instance. One bedroom general needs properties are scarce and therefore opportunities for single people or couples are limited.

The turnover of accommodation within the area since 2010 when Devon Home Choice started is detailed below. The Allocations Policy (attached) for South Hams includes Bands A –D with Local preference to applicants for the whole parish. It can be seen from the table that there has been 34 vacancies over the last 5 years, this equates to an average of 6.8 vacancies per year, for ease this has been rounded up to 7 vacancies.

<p>9 x 3 bed houses            16 x 2 bed houses            6 x 2 bed bungalows            3 x 1 bed bungalows</p>
--

From the information received from Devon Home Choice it would seem that 16 properties were taken into Hastoe's management during this time and therefore the number of vacancies would have been reduced. If the new development had not been developed the vacancy rate would have been reduced to around 3.6 per annum.

There is also planning permission in the system for Alston Gate phase 2, this will include 7 affordable properties and the figures have been adjusted to reflect this. The completion date has not yet been provided for this.

It again is important to note that housing need figures on the Devon Home Choice register frequently change and do not include those living outside of the area who wish to return. Therefore this information should be treated as a snap shot in time to meet local need.

Any new properties which are developed as part of the neighbourhood plan should ensure that the s106 agreement through the planning process accommodates local people in the first instance. Therefore regardless of the applicant's band, whether this is band A-E, priority should be given to those who meet the criteria detailed below. The policy of highest band with the longest date receiving an allocation should still be applied to this 'local' category.

**Local need categories for Bands A – E inclusive:**

- (i) The person has lived in the parish/town for 3 out of the 5 years preceding the allocation.
- (ii) The person has immediately prior to the allocation lived in the parish/town for 6 out of 12 months preceding the allocation
- (iii) Immediate family have lived in the parish/town themselves for 5 years preceding the allocation. For avoidance of doubt The Local Government Association guidelines define immediate family as parents, siblings and non dependent children.
- (iv) The person has permanent employment in the parish/town with a minimum contract of 16 hours per week which has continued for the 6 months preceding the allocation without a break in employment of more than 3 months such employment to include self-employment. This should not include employment of a casual nature
- (v) Any periods of (ordinary) residence of the person in the Parish/Town

Taking into account the Devon Home Choice figures and the survey results the need calculated for affordable homes within the Malborough Parish:

The recommended need for any rented properties should include the following:

**Affordable rented**

- 1 x 4 bed property
- 3 x 3 bed properties
- 6 x 2 bed properties
- 8 x 1 bed properties

**Discount Market/shared ownership**

- 2 x 2 bedrooms
- 3 x 3 bedrooms

This totals 23 new properties to meet the needs of local people. *These figures do not factor in Phase 2 of the Alston gate development and will need to be reduced accordingly.*

**Open Market Needs**

In terms of open market housing there were 21 respondents who wished to downsize. We have asked people if they wish to move within 10 years and some additional responses stated that they may wish to move but the timescales were too far in advance to be able to answer this question. There were 10 responses from households who wished to have a bungalow or level access accommodation. I have noted that there are level access properties for sale however, it could be because of the location or age of these properties why these would not be suitable or linked to the time frames.

The housing need will vary due to the economic conditions and therefore this report should be used as a guideline and snap shot in time. In terms of affordable housing many different types of accommodation can be considered and if there is certainty that a small development will be brought forward there is likely to be increased demand on the housing register.

There are several attachments which may be of interest with regard to this report such as the Devon Home Choice Guide and South Hams allocation policy.

Any further information on this survey can be obtained by calling Alex Rehaag 01822 813722

**Alex Rehaag** | Specialist | Place and Strategy

**West Devon Borough Council | South Hams District Council**

Email: [arehaag@westdevon.gov.uk](mailto:arehaag@westdevon.gov.uk) | Telephone: 01822 813722



Version 07-03-2016 (source AR 04-03-2016)

## DEVON HOME CHOICE – NEED BANDINGS 2016

### HOW WE PRIORITISE APPLICATIONS

Your application will be placed into 1 of 5 housing need bands. This will be based on our assessment of your housing need, and whether or not you have a local connection to Devon. The 5 housing need bands are as follows (see the Devon Home Choice policy on the [Useful Information page](#) for further details):

#### BAND A - EMERGENCY HOUSING NEED

Your application will only be placed in the Emergency housing need band (A) if your need for housing is assessed as so exceptional that you must take priority over all other applicants. Substantial evidence must exist to award this priority.

The following are examples of the type of situations that would qualify:

You have been assessed as having an Urgent health/wellbeing need

You live in a home assessed as being in a state of emergency disrepair

You need to move to escape violence or threat of violence, harassment or a traumatic event

#### BAND B: HIGH HOUSING NEED

Your application will be placed in the High housing need band (B) if you:

Have been accepted as statutorily homeless by a Devon local authority, and where it is assessed that it is not possible and appropriate to find you private rented accommodation

Are threatened with homelessness and have been placed in the 'Prevention of homelessness category by a Devon local authority

Are severely overcrowded (e.g. you lack 2 or more bedrooms, or have 2 children who lack a bedroom, such as a single parent with 2 children under 10 in a 1 bed home)

Are a tenant of a Devon Home Choice partner landlord and are seeking to move to a home with fewer bedrooms

Have been assessed as having a high health/wellbeing need

Live in a home assessed as being in a state of High disrepair

Have been assessed as ready for move on from supported housing

You will also be awarded this priority if it is assessed that doing so:

Meets a social need or supports the delivery of another service

Leads to effective management of social housing within Devon

#### BAND C: MEDIUM HOUSING NEED

Your application will be placed in the Medium housing need band (C) if you:



Lack 1 bedroom

Have been assessed as having a medium health/wellbeing need

Live on or above the 4th floor with children aged under 8

Have served in the UK armed forces and would otherwise have had your application placed in Band D

you need to need to move for work, where you would otherwise have to travel more than 30 miles (each way) from home to work

#### BAND D: LOW HOUSING NEED

Your application will be placed in the Low housing need band (D) if you:

Have been assessed as not having a permanent home (e.g. you have been assessed as non priority and/or intentionally homeless by a Devon local authority. This may include people who are rough sleeping, have no fixed abode or are 'sofa surfing', as well as households accepted as statutorily homeless but where it is assessed as possible and appropriate to find private rented accommodation.) Please see the policy for further information.

Have been assessed as having a low health/wellbeing need

Share facilities, such as a toilet, bath, shower or kitchen

Have received a valid notice to quit from your landlord

Have a housing need but have no local connection to Devon

Have been assessed as having deliberately worsened your circumstances

Meet a local priority agreed by the local authority managing your application

#### BAND E: NO HOUSING NEED

Your application will be placed in the No housing need band (E) if it is assessed that you live in a home that is adequate to meet your housing need, or you have income/ capital that would enable you to resolve your own housing needs.

Teignbridge District Council and Torbay Council will not register applicants that they assess to have no housing need, and who would otherwise have had their application placed in Band E.

Applicants living in the Teignbridge and Torbay council areas who have been assessed as having no housing need, will not be able to register with another Devon local authority, unless they have a local connection to that area.

Source March 2016

[:https://www.devonhomechoice.com/Devon\\_Home\\_Choice/CFEHowitworks.jsp?selectedMenu=How%20it%20works#Prioritise\\_applications](https://www.devonhomechoice.com/Devon_Home_Choice/CFEHowitworks.jsp?selectedMenu=How%20it%20works#Prioritise_applications)

# APPENDIX D

## OUR SITE ASSESSMENTS

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
1	Moor Park, Shute	2.8						
			<b>Access to site</b>					
			Currently access is gained via an unpaved track, single width. There is no scope to widen this track due to residential properties on either side, and could not support multiple additional journeys.					
			<b>Proximity to services</b>					
			<b>Transport options</b>					
			<b>Landscape and ecology</b>					
			Landscape and ecology ; forms part of a County Wildlife Site and is due south of SH_33_08_08/13 which is concluded to have 'significant constraints'. The access required to develop this site could be visually damaging though the proposal is for only 1 dwelling. The dwelling footprint could easily avoid the existing tree cover but access is likely to be problematical. Could appear isolated from main village in long views from the south. The special qualities of the AONB will be a determining factor.					
			<b>Heritage and conservation</b>					
			<b>Flood risk and Drainage</b>					
			<b>Contamination and environmental health</b>					
			No known constraints					
			<b>Other</b>					
			The site was submitted on the basis of one dwelling being built on this site. It is not the purpose of this site assessment process to consider the merits of individual proposals, this should be the subject of a planning application (following pre-application advice from SHDC). The purpose of this process is to establish broad principles of development in certain locations. This is not a location that will support any quantum of housing on account of restricted access, detachment from the existing settlement and likely visual and landscape impact within the AONB. The Local Planning Authority would seek to make full use of land identified as being available and suitable for development, and a single dwelling within a field of this size would not represent an efficient use of available land. The neighbourhood plan will not be seeking to allocate sites for less than 5 dwellings.					
<b>Comments and recommendation: When considering the whole site for development, this site was considered to have significant constraints.</b>								

# MALBOROUGH'S NEIGHBOURHOOD PLAN APPENDICES

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
2	Lower Collaton	0.38Ha	<p><b>Access to site</b> Access to the site can be achieved.</p> <p><b>Proximity to services</b> The site is distant from the existing services and facilities of Malborough, with no safe cycling or walking route to connect to the village.</p> <p><b>Transport options</b> Any development in this location is likely to result in an increase in the use of the private car</p> <p><b>Landscape and ecology</b> Landscape and ecology; bounded on two of the three sides of the plot by significant trees whose Root Protection Area and shade cast will significantly restrict the developable footprint. A single dwelling could associate well with neighbouring dwellings. Unless a shared access is proposed a new access could be damaging to boundary trees. Existing mature trees and hedges provide positive screening to the site so landscape impact could be very low if access is sensitive. The special qualities of the AONB will be a determining factor.</p> <p><b>Heritage and conservation</b></p> <p><b>Flood risk and Drainage</b></p> <p><b>Contamination and environmental health</b> No known constraints <b>Other</b></p> <p>The site was submitted on the basis of one dwelling being built on this site. It is not the purpose of this site assessment process to consider the merits of individual proposals, this should be the subject of a planning application (following pre-application advice from SHDC). The purpose of this process is to establish broad principles of development in certain locations. This is not a location that will support any quantum of housing on account of detachment and distance from the existing settlement and the lack of alternative transport modes that are likely to be utilised from this location. The Local Planning Authority would seek to make full use of land identified as being available and suitable for development, and a single dwelling within a field of this size would not represent an efficient use of available land. The neighbourhood plan will not be seeking to allocate sites for less than 5 dwellings.</p>					
<p><b>Comments and recommendation:</b> When considering the whole site for development, this site was considered to have significant constraints.</p>								

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
3	Alston		<p><b>Access to site</b> Directly on to A381, safe access into and out of the site would need to be demonstrated, and to the satisfaction the Highways Authority.</p> <p><b>Proximity to services</b> Within walking distance of the existing facilities and services.</p> <p><b>Transport options</b></p> <p><b>Landscape and ecology</b> Landscape and ecology; in landscape terms a natural infill site which subject to sensitive/modest size and form of dwellings could fit the existing grain of development. Particularly strong boundary treatment to the A381 will be important to protect the local amenity in this visually prominent location. Shared access would be required to minimise open vistas into the site from the A381, if this is a problem the site may better suit a single dwelling. Site borders the Conservation Area and has a local footpath close by on Chapel Lane.</p> <p><b>Heritage and conservation</b></p> <p><b>Flood risk and Drainage</b></p> <p><b>Contamination and environmental health</b> No known constraints <b>Other</b></p> <p>The site was submitted on the basis of one dwelling being built on this site. It is not the purpose of this site assessment process to consider the merits of individual proposals, this should be the subject of a planning application (following pre-application advice from SHDC). The purpose of this process is to establish broad principles of development in certain locations. The location of the site is within the existing settlement, and could be considered as in-fill. The neighbourhood plan will not be seeking to allocate sites for less than 5 dwellings.</p>					
<p><b>Comments and recommendation:</b> No vote was taken on this site as it is too small to become an allocated site.</p>								

MALBOROUGH'S NEIGHBOURHOOD PLAN APPENDICES

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
4	Broad Downs	<0.1acre	<p><b>Access to site</b> Single track lane shared with small residential development. Some visibility issues where track meets lane.</p> <p><b>Proximity to services</b> The site is distant from the existing services and facilities of Malborough, with no safe cycling or walking route to connect to the village.</p> <p><b>Transport options</b> Likely to increase reliance on the private car.</p> <p><b>Landscape and ecology</b> Landscape and ecology; the site would appear as an outlier to the original farm complex which has been heavily redeveloped. Development here would not require new access, this site is better restricted to a very modest low form single dwelling/business use with no extension of plot footprint across the track and with a new hedge boundary to the north. The special qualities of the AONB will be a determining factor.</p> <p><b>Heritage and conservation</b></p> <p><b>Flood risk and Drainage</b></p> <p><b>Contamination and environmental health</b> No known constraints <b>Other</b></p> <p>The site was submitted on the basis of one dwelling being built on this site. It is not the purpose of this site assessment process to consider the merits of individual proposals, this should be the subject of a planning application (following pre-application advice from SHDC). The purpose of this process is to establish broad principles of development in certain locations. This site is detached and distant from the existing settlement and is likely to increase reliance on the private car. Development of this site would represent an improvement from the current use however, and could potentially make a positive visual contribution to an existing group of residential buildings that adjoin the site. The neighbourhood plan will not be seeking to allocate sites for less than 5 dwellings.</p>					
<p>Comments and recommendation: No vote was taken on this site as it is too small to become an allocated site.</p>								

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
5	Land between Walcombe & Mallowbrook		<p><b>Access to site</b> The site is not easily accessed, with road frontage secured from a steep road</p> <p><b>Proximity to services</b> The site is distant from the existing services and facilities of Malborough, with no safe cycling or walking route to connect to the village.</p> <p><b>Transport options</b> Any development in this location is likely to result in an increase in the use of the private car</p> <p><b>Landscape and ecology</b> Landscape and ecology; site visit required to fully assess trees on site and access. Trees on the lane boundary provide valuable screening. Located on a lane that will be commonly used to link local footpaths and bridleways. The special qualities of the AONB will be a determining factor.</p> <p><b>Heritage and conservation</b></p> <p><b>Flood risk and Drainage</b></p> <p><b>Contamination and environmental health</b> No known constraints <b>Other</b></p> <p>The site was submitted on the basis of one dwelling being built on this site. It is not the purpose of this site assessment process to consider the merits of individual proposals, this should be the subject of a planning application (following pre-application advice from SHDC). The purpose of this process is to establish broad principles of development in certain locations. This is not a location that will support any quantum of housing on account of detachment and distance from the existing settlement and the lack of alternative transport modes that are likely to be utilised from this location. The Local Planning Authority would seek to make full use of land identified as being available and suitable for development, and a single dwelling within a field of this size would not represent an efficient use of available land. The neighbourhood plan will not be seeking to allocate sites for less than 5 dwellings.</p>					
<p>Comments and recommendation: When considering the whole site for development, this site was considered to have significant constraints.</p>								

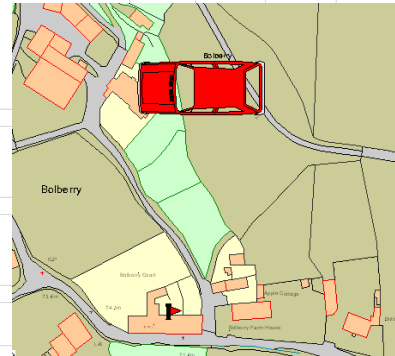
MALBOROUGH'S NEIGHBOURHOOD PLAN APPENDICES

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
<b>6 Moorside, Withymore Farm</b>								
			<p><b>Access to site</b> Access would be obtained from Luckhams Lane, which is severely constrained at both ends.</p> <p><b>Proximity to services</b> The site is well located to access the existing services and facilities of the village.</p> <p><b>Transport options</b></p>					
			<p><b>Landscape and ecology</b></p> <p>Landscape and ecology; Site SH_33_07_08/13 where significant constraints have been identified based on, among other things, visual prominence and strong detrimental impact upon landscape character and the special qualities of the AONB. The site borders the Conservation Area and will be highly visible from the elevated churchyard to the south. (Church is listed). A local footpath to Newhouse Farm borders the site to the west. Some significant trees on the western boundary.</p> <p><b>Heritage and conservation</b></p> <p>There is potential harmful impact on both the listed church and the wider conservation area, although the site does slope away from the CA, and visual impacts could be mitigated by suitable screening.</p> <p><b>Flood risk and Drainage</b> Treatment of surface water would need to be considered on account of topography.</p> <p><b>Contamination and environmental health</b> No known constraints</p> <p><b>Other</b></p> <p>Despite the constraints relating to visual impact and severe limitations on access, the panel felt there could be some merit in developing part of the site, providing that suitable mitigation measures relating to Luckhams Lane can be achieved, and that suitable landscaping could mitigate any adverse visual impact on the listed building, conservation area and AONB. This assessment was not consistent with the view of SHDC when this site was considered as part of the Land Availability Assessment.</p>					
<p><b>Comments and recommendation: 4 x Amber, 2 x Red - IF significant impacts can be mitigated</b></p>								

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
<b>7 Withymore Farm 3.86Ha</b>								
			<p><b>Access to site</b> Some concern over the width of the highway at the point of access. Preferably access will be secured towards the eastern edge of the site, adjacent to the current allotment site.</p> <p><b>Proximity to services</b> The site at its furthest point is getting increasingly distant from the services and facilities found in the village centre. The eastern part of the site could be considered acceptable if safe pedestrian access could be obtained through existing residential areas.</p> <p><b>Transport options</b> It does appear possible to obtain safe pedestrian access to the village centre.</p> <p><b>Landscape and ecology</b> Landscape and ecology; extremely prominent south facing site, development would have significant detrimental impact upon landscape character and the special qualities of the AONB.</p> <p><b>Heritage and conservation</b></p>					
			<p><b>Flood risk and Drainage</b> Site sloping away from existing residential area, could present issues with connection to mains sewerage.</p> <p><b>Contamination and environmental health</b> No known constraints</p> <p><b>Other</b></p> <p>The panel felt that the site submitted would be too large to be developed in its entirety. If a suitable alternative boundary could help mitigate the visual impact of the site, and provide a scale of development more in keeping with the edge of village location, the panel would be broadly supportive. The potential loss of allotments to secure safe access into the site weighs against developing in this location, although an alternative site could be found.</p>					
<p><b>Comments and recommendation: 6 x Amber - providing that a suitable alternative boundary can be established to reduce the site size and mitigate visual impact</b></p>								

MALBOROUGH'S NEIGHBOURHOOD PLAN APPENDICES

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
8	Croft Barns, Bolberry	0.18 acres	<p><b>Access to site</b></p> <p>The site is adjacent to a highway, although access is constrained by a stone building and changes in level.</p> <p><b>Proximity to services</b></p> <p>Bolberry does not have any services or facilities within walking distance, and development in this location is likely to increase reliance on the private car to access facilities in Malborough, Hope Cove and further afield.</p> <p><b>Transport options</b></p> <p>Reliance on private car in this location.</p> <p><b>Landscape and ecology</b></p> <p>Landscape and ecology; plan provided is unclear on the detail of the site. Site appears to have a number of mature trees that will be a constraint, application suggests site needs relocation of access which could be damaging to trees and landscape setting. The special qualities of the AONB will be a determining factor as will local landscape character which may have been somewhat degraded by proximity of caravan sites.</p> <p><b>Heritage and conservation</b></p> <p><b>Flood risk and Drainage</b></p> <p><b>Contamination and environmental health</b></p> <p>Identified offsite former petroleum tanks, not sure of distance to site due to quality of the scan</p> <p><b>Other</b></p> <p>The site is distant from nearby services and facilities. Development in this location would not relate well to the surrounding landscape, and is not adjacent to any existing residential development.</p>					
<p><b>Comments and recommendation: 6 x Red, development of 4/5 dwellings on this site would result in significant adverse impacts to the surroundings.</b></p>								



Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
9	Eastacoombes, South Huish		<p><b>Access to site</b></p> <p>Potential access could be secured through the recently developed Alston Gate.</p> <p><b>Proximity to services</b></p> <p>Development in this location is at the outer limits of agreed acceptable walking distance to village services and facilities.</p> <p><b>Transport options</b></p> <p>Potential to secure a safe walking route utilising existing routes into the village centre.</p> <p><b>Landscape and ecology</b></p> <p>Landscape and ecology; Landscape and ecology; Site SH_33_05_08/13 where significant constraints have been identified based on among other things, significant visual impact and significant detrimental impact on the character of the sensitive landscape in this location. Also significant impact on the special qualities of the AONB. Local footpath on the eastern boundary.</p> <p><b>Heritage and conservation</b></p> <p>Potential visual impact on listed church.</p> <p><b>Flood risk and Drainage</b></p> <p><b>Contamination and environmental health</b></p> <p>Potential contamination although clearly development has been achieved on land adjacent. Be concerned on construction traffic accessing through existing residential is there an alternative route?</p> <p><b>Other</b></p> <p>Development in this location would not form a logical extension of the settlement, seeking to take advantage of a recently established boundary to the settlement thanks to the development of Alston Gate. Development is proposed on an area of land already subject to planning condition as a biodiversity area to benefit the residents of Alston Gate. The displacement of this to an area further west would reduce the extent to which the area would benefit the residents of Alston Gate.</p>					
<p><b>Comments and recommendation: 6 x red, significant constraints to development in this location.</b></p>								

MALBOROUGH'S NEIGHBOURHOOD PLAN APPENDICES

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
10	Wallfield	2Ha	<p><b>Access to site</b>                      Either directly from the A381 or through the residential development of Alston Gate. Potential to achieve a safe access from the A381 on account of the length of field boundary, but such work would require considerable disruption to hedgerow and result in significant visual impact.</p> <p><b>Proximity to services</b>                      Considered to be too far from existing services and facilities.</p> <p><b>Transport options</b>                      Potential to secure a walking and cycling route most of the way to the village centre.</p> <p><b>Landscape and ecology</b>                      Landscape and ecology; located on the A381 an extremely prominent and elevated south east facing site, development would have significant detrimental impact upon landscape character and the special qualities of the AONB. At 100m in elevation this site is higher than all areas east to the Kingsbridge Estuary and north east to Kingsbridge, this affords wide landscape views into the site. Visual separation from the village. No tree constraints. Footpath on eastern site boundary gives links into the village but site will detract heavily from footpath experience.</p> <p><b>Heritage and conservation</b>                      This site is on an equivalent elevation as the listed church, and could have a visual impact on the setting of the listed building.</p> <p><b>Flood risk and Drainage</b></p> <p><b>Contamination and environmental health</b>                      Potential contamination although clearly development has been achieved on land adjacent. Be concerned on construction traffic accessing through existing residential is there an alternative route?</p> <p><b>Other</b></p> <p>This site is visually sensitive, and on a scale that would result in a significant impact on the AONB. This site is exposed towards the top of the hill and this would limit the extent to which screening could be achieved.</p>					
<p><b>Comments and recommendation: 1 x green, 5 x red, significant constraints identified relating to potential development on this site.</b></p>								

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
11	Malborough Park	1.5-2Ha?	<p><b>Access to site</b>                      It was felt by the Highways Officer present that a satisfactory access could be gained into the site. Potential requirements to widen the highway could be achieved due to land being in the same ownership.</p> <p><b>Proximity to services</b>                      The site is at the upper limit of acceptable walking distances, but safe pedestrian access could be achieved through existing residential development.</p> <p><b>Transport options</b></p> <p>Safe pedestrian access could be achieved to existing services and facilities.</p> <p><b>Landscape and ecology</b></p> <p>Landscape and ecology; south facing site where proposal will be prominent within the landscape to the south and east. Site associates well with neighbouring development and could be linked with footpaths. Limited tree constraints. When viewed from the south the development north of this site is largely seen as a thin ribbon against the skyline, this proposal will deepen the visual envelope of housing development. The site will detract from the qualities of the AONB and local landscape character at this point. The site access is likely to necessitate the removal of a significant length of hedgerow to achieve sightlines.</p> <p><b>Heritage and conservation</b></p> <p><b>Flood risk and Drainage</b></p> <p><b>Contamination and environmental health</b>                      No known constraints. Need to consider access for construction traffic.</p> <p><b>Other</b></p> <p>Although this site is on the outer limit of distance from the village services, it does relate well to the existing settlement pattern, and is on the right side of the village to access existing facilities. The SHDC LAA identified some concerns over obtaining safe access, but DCC Highways Officer was content with potential during site visit. There could be potential issues over meeting the NPPF exception tests unless the housing mix was aligned to identified local need, and phasing and layout were designed to minimise the visual impact on the AONB. Potential yield on site may need to be reduced from that suggested by the landowner to minimise visual impact and align more closely with identified need.</p>					
<p><b>Comments and recommendation: 1 x Green, 5 x Amber</b></p>								

MALBOROUGH'S NEIGHBOURHOOD PLAN APPENDICES

Site Reference	Site Address	Area (Ha)	Site Information	How suitable/sustainable is the site?	Planning History?	Potential residential use?	Potential Yield	Potential employment use?
12	Clerke's Tenement	1.4Ha	<p><b>Access to site</b> Access to the site can be gained from the existing highway. Some work to the existing gateway may be needed to create suitable visibility.</p> <p><b>Proximity to services</b></p> <p>The site is distant from the existing services and facilities of Malborough, with no safe cycling or walking route to connect to the village.</p> <p><b>Transport options</b> Likely to increase reliance on the private car.</p> <p><b>Landscape and ecology</b> No specialist comments received due to late submission. Observations on site: The site is well screened, and currently consists of remnants from previous buildings. The western part of the site rises to a ridge, and development in this area would increase visual impact.</p> <p><b>Heritage and conservation</b></p> <p><b>Flood risk and Drainage</b></p> <p><b>Contamination and environmental health</b> No known constraints</p> <p><b>Other</b></p> <p>The site was submitted on the basis of one dwelling being built on this site. It is not the purpose of this site assessment process to consider the merits of individual proposals, this should be the subject of a planning application (following pre-application advice from SHDC). The purpose of this process is to establish broad principles of development in certain locations. This site is detached and distant from the existing settlement and is likely to increase reliance on the private car. However, there is evidence of an existing structure on site, and the conversion of this to a dwelling would improve the site, and make a windfall contribution to housing supply within the neighbourhood plan area. The rest of the site rises towards a ridge, and as such development on the remainder of the plot would likely have an increasing visual impact. The neighbourhood plan will not be seeking to allocate sites for less than 5 dwellings.</p>					
<p>Comments and recommendation: No vote was taken on this site as it is too small to become an allocated site.</p>								



## APPENDIX E

## OUR SITE OPTIONS APPRAISAL &amp; PUBLIC CONSULTATION RESULTS

SITE	QUESTION	YES	YES BUT ONLY PART OF THE SITE TO MEET IDENTIFIED HOUSING NEED	TOTAL YES	NO	TOTAL VOTES CAST
Site 1: PORTLEMORE DOWNS	DO YOU AGREE WITH THIS BEING THE PREFERRED SITE?	39	21	60	31	91
Site 2: GREAT PARK/FIELD BY ALLOTMENTS, WITHYMORE FARM	DO YOU AGREE WITH THIS BEING A RESERVE HOUSING SITE?	18	23	41	45	86
Site 3: FIELD BEHIND THE CHURCH, WITHYMORE FARM	DO YOU AGREE WITH THIS BEING A RESERVE HOUSING SITE?	34	14	48	35	83

## COMMENTS

## Site 1 - PORTLEMORE DOWNS

- a. Careful planning – access and traffic
- b. Better road access than the other two options
- c. Great Park is the option
- d. Collaton Road TOO busy and Portlemore Lane traffic would make the village horrendous!!!
- e. Collaton Road too busy already. Sewer can't cope. Don't need to look at 60 houses from my front garden. Great Park has a sewer.
- f. This site is far too big. Local plan/comment said SMALL new projects – this could turn into massive housing estate.
- g. Yes. However consideration should be given to providing parking for the residents on Collaton Road so that the highway can be kept clear.
- h. Wouldn't Great Park be a better idea as already new houses there and sewage installed. Collaton Road is already a nightmare with parked cars and speeders.
- i. Collaton Road too busy and congested with traffic. Dangerous junction at Portlemore and Collaton.

- j. Cost of houses go down. Collaton Road is too busy already. Sewerage won't cope. Great Park has sewer.
- k. Site 1 best – just – for access and visual impact. Split development between 1 and 3?
- l. Develop what the current infrastructure can sustain
- m. Landscaping would be essential first
- n. Needs to be landscaped into the site so as not to be 'over-powering'
- o. Traffic problems
- p. Portlemore is better suited in terms of access to the main village. It would also be better in terms of affordable homes/private ratio.
- q. Better access to this site than any of the others
- r. As it seems a foregone conclusion I could be wasting my time but it is ridiculous to even think about putting it there. Too busy a road Collaton already nightmare and Malb Park need their spaces for their cars of which they pay for.
- s. For much of the day these two sites (PD & Great Park) have a far more sunny aspect. Pleasant for the occupants. Important.

## Site 2 - GREAT PARK/FIELD BY ALLOTMENTS, WITHMORE FARM

- a. Traffic calming measures along Collaton Road essential
- b. This site is too big and is extending the village, not in-filling. It is a very narrow road and the only access to Soar and the beautiful coastline, BAD for AONB.
- c. Access – NO. All traffic through village past pubs – too narrow.
- d. Poor access. Would require footpath and road. Summer hell.
- e. The worst by far – wrong end of the village for easy access – visually horrible for Coastal conservation zone
- f. I live on Higher Town by the P.Office and traffic is a 'nightmare' along this road already all the time
- g. Great Park is the best option. No traffic congestion and services already there.
- h. Too exposed
- i. This should be the preferred site. Sewerage is already in place for Great Park.
- j. Too many access issues through village centre
- k. For much of the day these two sites (PD & Great Park) have a far more sunny aspect. Pleasant for the occupants. Important.

## Site 3 - FIELD BEHIND THE CHURCH, WITHMORE FARM

- a. Luckhams Lane is far too narrow with dangerous bends at both ends making access to this site very unsafe and dangerous
- b. Severe traffic problems. Major roadworks would be necessary
- c. Better balance of village but need infrastructure
- d. This site could provide much needed parking at this end of the village. Access from The Pound would work. The new development at Eastacombes hides this site.
- e. Parking and access difficult
- f. Access – NO. Small scale houses – YES. Church Amenity – NO. Pump sewer required. Needs wider access solution.
- g. Southern end (top) cannot be widened for increasing traffic – before any development
- h. Access!! Traffic!

- i. Yes but a new access road would be needed to avoid traffic through middle of village
- j. Luckhams Lane increasingly becoming a 'RAT RUN'
- k. Second best to site 1 (just) or split development between 1 and 3
- l. 2<sup>nd</sup> choice, as above (1<sup>st</sup> was Portlemore Downs on response slip)
- m. Where would the access be?
- n. Too many access issues through village centre

### **Other comments – not site specific**

- a. How many more children can catchment area primary schools educate? Health services? Local services – perhaps 30 houses?
- b. Eastacombes is the best option. Sustainable and accessed through existing residential development.
- c. There should not be further building until the shop, school and sewers can cope with more people
- d. No building to take place until sewers. Roads and school can cope with additional people

***Final as at 16<sup>th</sup> March.*** 88 people signed the attendance sheets. Maximum votes cast for a single site was 91.

## APPENDIX F

## OUR HERITAGE

## MALBOROUGH LISTED BUILDINGS/MONUMENTS as at JULY 2016

DAIRY COTTAGE

DAIRY COTTAGE, MALBOROUGH LOWER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1108446
- Heritage Category: Listing Grade: II

ROSE THATCH AND END COTTAGE

ROSE THATCH AND END COTTAGE, MALBOROUGH LOWER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1108447
- Heritage Category: Listing Grade: II

HOME THATCH

HOME THATCH, MALBOROUGH GREEN, MALBOROUGH GREEN, Malborough, South Hams, Devon

- List Entry Number: 1108448
- Heritage Category:  
Listing Grade: II

SILVERHILL

SILVERHILL, 1,2,3, MALBOROUGH GREEN, Malborough, South Hams, Devon

- List Entry Number:  
1108449
- Heritage Category:  
Listing Grade: II

SHUTE HILL COTTAGE ANDSHUTE HOUSE

SHUTE HILL COTTAGE AND SHUTE HOUSE, SHUTE HILL, Malborough, South Hams, Devon

- List Entry Number:  
1108450
- Heritage Category: Listing Grade: II

ALSTON FARMHOUSE

ALSTON FARMHOUSE, Malborough, South Hams, Devon

- List Entry Number: 1108477
- Heritage Category: Listing Grade: II

LOWER SOAR

LOWER SOAR, Malborough, South Hams, Devon

- List Entry Number: 1108478
- Heritage Category: Listing Grade: II

YARDE FARMHOUSE

YARDE FARMHOUSE, Malborough, South Hams, Devon

- List Entry Number: 1108479
- Heritage Category: Listing Grade: I

LINHAY, STABLE AND BARN IMMEDIATELY TO THE WEST OF YARDE FARMHOUSE

LINHAY, STABLE AND BARN IMMEDIATELY TO THE WEST OF YARDE FARMHOUSE, Malborough, South Hams, Devon



- List Entry Number: 1108480
- Heritage Category: Listing Grade: II

**BOLBERRY FARMHOUSE**

BOLBERRY FARMHOUSE, BOLBERRY, Malborough, South Hams, Devon

- List Entry Number: 1108481
- Heritage Category: Listing Grade: II

**BOLBERRY HOUSE FARM**

BOLBERRY HOUSE FARM, BOLBERRY, Malborough, South Hams, Devon

- List Entry Number: 1108482
- Heritage Category: Listing Grade: II

**THE COTTAGE**

THE COTTAGE, GREAT LANE, Malborough, South Hams, Devon

- List Entry Number: 1108483
- Heritage Category: Listing Grade: II

**COLUMBINE COTTAGE**

COLUMBINE COTTAGE, GREAT LANE, Malborough, South Hams, Devon

- List Entry Number: 1108484
- Heritage Category: Listing Grade: II

**CHURCH OF ALL SAINTS**



CHURCH OF ALL SAINTS, MALBOROUGH HIGHER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1108485
- Heritage Category: Listing Grade: I

**CHEST TOMB APPROXIMATELY 8 METRES SOUTH WEST OF CHURCHYARD GATE (EAST END)**

CHEST TOMB APPROXIMATELY 8 METRES SOUTH WEST OF CHURCHYARD GATE (EAST END), MALBOROUGH HIGHER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1108486
- Heritage Category: Listing Grade: II

**CHURCH GATE COTTAGE**

CHURCH GATE COTTAGE, MALBOROUGH HIGHER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1108487
- Heritage Category: Listing Grade: II

**PORCH COTTAGE**

PORCH COTTAGE, MALBOROUGH HIGHER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1108488
- Heritage Category: Listing Grade: II

**HIGHER COLLATON COTTAGE**

HIGHER COLLATON COTTAGE, Malborough, South Hams, Devon

- List Entry Number: 1168871
- Heritage Category: Listing Grade: II

**PORTLEMOUTH BARTON**

PORTLEMOUTH BARTON, Malborough, South Hams, Devon

- List Entry Number: 1168905
- Heritage Category: Listing Grade: II

**POUND HOUSE IMMEDIATELY TO THE NORTH OF YARDE FARMHOUSE**

POUND HOUSE IMMEDIATELY TO THE NORTH OF YARDE FARMHOUSE, Malborough, South Hams, Devon

- List Entry Number: 1168940
- Heritage Category: Listing Grade: II

**BOLBERRY VENN**

BOLBERRY VENN, BOLBERRY, Malborough, South Hams, Devon

- List Entry Number: 1168951
- Heritage Category: Listing Grade: II

**PARROTS CORNER**

PARROTS CORNER, GREAT LANE, Malborough, South Hams, Devon

- List Entry Number: 1168984
- Heritage Category: Listing Grade: II

**HAY COTTAGE**

HAY COTTAGE, HAY LANE, Malborough, South Hams, Devon

- List Entry Number: 1168988
- Heritage Category: Listing Grade: II

**CHEST TOMB APPROXIMATELY 10M SOUTH OF CHURCH OF ALL SAINTS**

CHEST TOMB APPROXIMATELY 10M SOUTH OF CHURCH OF ALL SAINTS, MALBOROUGH HIGHER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1169026
- Heritage Category: Listing Grade: II

**CHURCHYARD GATE AT EAST END OF CHURCH OF ALL SAINTS**

CHURCHYARD GATE AT EAST END OF CHURCH OF ALL SAINTS, MALBOROUGH HIGHER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1169029
- Heritage Category: Listing Grade: II

**MYRTLE COTTAGE**

MYRTLE COTTAGE, MALBOROUGH HIGHER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1169042
- Heritage Category: Listing Grade: II

**HOPE THATCH**

HOPE THATCH, MALBOROUGH HIGHER TOWN, Malborough, South Hams, Devon



- List Entry Number: 1169049
- Heritage Category: Listing Grade: II

**K6 TELEPHONE KIOSK TO EAST OF PARISH CHURCH**

K6 TELEPHONE KIOSK TO EAST OF PARISH CHURCH, Malborough, South Hams, Devon

- List Entry Number: 1251351
- Heritage Category: Listing Grade: II

**BARN, SHIPPON AND FOLDYARD, WALL ABOUT 200 METRES SOUTH OF EAST SOAR FARMHOUSE**

BARN, SHIPPON AND FOLDYARD, WALL ABOUT 200 METRES SOUTH OF EAST SOAR FARMHOUSE, STAREHOLE, Malborough, South Hams, Devon

- List Entry Number: 1306684
- Heritage Category: Listing Grade: II

**THE HOBBIT**

THE HOBBIT, MALBOROUGH LOWER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1306705
- Heritage Category: Listing Grade: II

**OLD WALLS**

OLD WALLS, COMBE, COMBE, Malborough, South Hams, Devon

- List Entry Number: 1306742
- Heritage Category: Listing Grade: II

**LOOKOUT TOWER ON CLIFFS AT SX 707371**

LOOKOUT TOWER ON CLIFFS AT SX 707371, Malborough, South Hams, Devon

- List Entry Number: 1306784
- Heritage Category: Listing Grade: II

**HIGHER COLLATON FARMHOUSE**

HIGHER COLLATON FARMHOUSE, Malborough, South Hams, Devon

- List Entry Number: 1324908
- Heritage Category: Listing Grade: II

**DRIFTWOOD**

DRIFTWOOD, MALBOROUGH HIGHER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1324909
- Heritage Category: Listing Grade: II



### MOONRAKERS AND DYERS COTTAGE



MOONRAKERS AND DYERS COTTAGE, MALBOROUGH LOWER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1324910
- Heritage Category: Listing Grade: II

### SUNNY THATCH



SUNNY THATCH, MALBOROUGH LOWER TOWN, Malborough, South Hams, Devon

- List Entry Number: 1324929
- Heritage Category: Listing Grade: II

### FOUR WAYS

FOUR WAYS, MALBOROUGH GREEN, Malborough, South Hams, Devon

- List Entry Number: 1324930
- Heritage Category: Listing Grade: II

### VALE COURT COTTAGE

VALE COURT COTTAGE, SHUTE HILL, Malborough, South Hams, Devon

- List Entry Number: 1324931
- Heritage Category: Listing Grade: II

### CHADDERS SHUTE



CHADDERS SHUTE, SHUTE HILL, Malborough, South Hams, Devon

- List Entry Number: 1324932
- Heritage Category: Listing Grade: II

[Hope Cove Radar Station](#)

Malborough, South Hams, Devon

- List Entry Number: 1427493
- Heritage Category: Listing Grade: II

[Iron Age hillfort known as Burleigh Dolts, 280m south east of Burleigh Farm](#)

Malborough, South Hams, Devon

- List Entry Number: 1019313
- Heritage Category: Scheduling

[Hilltop enclosure 380m east of Middle Soar](#)

Malborough, South Hams, Devon

- List Entry Number: 1019533
- Heritage Category: Scheduling

[Animal pound 50m south west of All Saint's Church](#)

Malborough, South Hams, Devon

- List Entry Number: 1019535
- Heritage Category: Scheduling

[Medieval settlement, site of quadrangular castle and relict garden between Ilton Farm and Ilton Castle Farm](#)

Malborough, South Hams, Devon

- List Entry Number: 1019947
- Heritage Category: Scheduling

[Medieval farmstead and field system at Warren Barn, 500m south and 400m south west of West Soar](#)

Malborough, South Hams, Devon

- List Entry Number: 1020570
- Heritage Category: Scheduling

[Bowl barrow 210m south of West Soar](#)

Malborough, South Hams, Devon

- List Entry Number: 1020572
- Heritage Category: Scheduling

[Two hut circles and associated field systems and enclosure at Mousehill Brake](#)

Malborough, South Hams, Devon

- List Entry Number: 1020573
- Heritage Category: Scheduling

[Field systems, hut circles and four beacons, 510m south of Middle Soar](#)

Malborough, South Hams, Devon

- List Entry Number: 1020574
- Heritage Category: Scheduling

[Medieval farmstead, boundary work and earthwork enclosures 350m south east of Middle Soar](#)

Malborough, South Hams, Devon

- List Entry Number: 1020575
- Heritage Category: Scheduling

[Post-medieval animal pound 430m south of East Soar Farm](#)

Malborough, South Hams, Devon

- List Entry Number: 1020576
- Heritage Category: Scheduling

[Coaxial field system, hut circles and medieval farm buildings at Starehole Bottom](#)

Salcombe, South Hams, Devon

- List Entry Number: 1020577
- Heritage Category: Scheduling

[Regular aggregate field system 480m west of West Soar](#)

Malborough, South Hams, Devon

- List Entry Number: 1020578
- Heritage Category: Scheduling

[OVERBECKS \(SHARPITOR\)](#)

OVERBECKS, Salcombe, South Hams, Devon

- List Entry Number: 1000697
- Heritage Category: Park and Garden Grade: II

## APPENDIX G

### RECREATIONAL & AMENITY FACILITIES FOR MALBOROUGH'S S106 CONTRIBUTIONS

This list has been drawn by the Neighbourhood Plan Group and is in line with the aspirations of the Malborough Parish Council working with Malborough Village hall and Playing Field Association and others.

#### 1: Tennis

---

Malborough has two hard courts which are in need of re-surfacing, re-marking and re-fencing. This will allow greater use to be made of the courts and make it easier to provide coaching for all especially the youngsters.

#### 2: Pavilion

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Replacement of the Cricket Pavilion and incorporation of a toilet for the use of children in the playground. The Pavilion is also used to store a range of equipment used on the playing fields.

#### 3: Grandstand

---

To renovate the Grandstand on the senior football pitch.

#### 4: Access for All Path

---

To extend the 'Access for All' path from Cumber Close around the edge of the field to Collaton Road. This will allow pedestrians with dogs more places to walk whilst still keeping the playing fields dog free.

#### 5: Skatepark

---

To improve the skatepark by including curve bowls at each end to allow the riders to make more use of a well-used facility.

#### 6: Cricket Nets

---

To provide new nets to protect the playground from cricket balls.

#### 7: Car parking

---

To provide car parking for the western end of the village around the Church.

#### 8: Village Hall

---

To improve facilities for badminton, judo, karate and dance.



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Report to: **Special Council**  
Date: **21 March 2019**  
Title: **Bickleigh Neighbourhood Plan**  
Portfolio Area: **Customer First**  
Wards Affected: **Bickleigh & Cornwood**  
Relevant Scrutiny Committee: Overview and Scrutiny Panel

Urgent Decision: **Y** Approval and clearance obtained: **Y**

Date next steps can be taken: Immediately following this meeting

Author: **Duncan Smith** Role: **Neighbourhood Planning Specialist**

Contact: **Telephone/email: Duncan.Smith@swdevon.gov.uk**

---

**Recommendations:**

**That the Council approves the making (adoption) of the Bickleigh Neighbourhood Development Plan.**

## **1. Executive summary**

- 1.1 Neighbourhood Development Plans are a community right introduced by the Localism Act 2011. They are the responsibility of Parish Councils.
- 1.2 Once 'made', or adopted, by the Local Planning Authority, they become a part of the Development Plan for the district and are used alongside the Local Plan to decide planning applications in the area they relate to.
- 1.3 In order to comply with the Neighbourhood Planning Regulations, the plan must be made by South Hams District Council as the relevant Local Planning Authority within 8 weeks of a successful referendum result.

## **2. Background**

- 2.1 The Bickleigh Neighbourhood Plan has been undertaken by Bickleigh Parish Council in accordance with the relevant legislation and regulations.

- 2.2 The Bickleigh Neighbourhood Area was designated on 18<sup>th</sup> July 2013
- 2.3 Following the necessary community engagement, consultation and background work, a draft plan was submitted to South Hams District Council on 14<sup>th</sup> February 2018, in accordance with Regulation 15 of the Neighbourhood Planning (General) Regulations.
- 2.4 The District Council consulted on the draft plan between 22<sup>nd</sup> February 2019 and 5<sup>th</sup> April 2019, in accordance with Regulation 16 of the above Regulations.
- 2.5 Following this consultation an independent examiner was appointed in accordance with Regulation 17, who confirmed that, subject to minor modifications, the plan met the 'basic conditions' as set out in legislation, and was suitable to go forward to referendum.
- 2.6 The Council agreed with the Examiner's conclusion, and a referendum held on 27<sup>th</sup> Feb 2019 achieved a turnout of 23.2% of local residents. Of these, 78.80% voted in favour of the plan.
- 2.7 Following a majority vote in a referendum to 'make' the plan, it becomes a statutory part of the Local Development Plan and is used alongside the Local Plan (Joint Local Plan once adopted) to help decide planning applications in the Neighbourhood Area.
- 2.8 Council officers have worked alongside the Bickleigh Neighbourhood Plan Group to ensure that the Neighbourhood Plan provides an appropriate framework for development in the Bickleigh area up to 2034.
- 2.9 Officers confirm that the plan meets the necessary 'basic conditions', including conformity with the Local Plan and with national policy.
- 2.10 Regulation 18a of the Neighbourhood Planning (General) Regulations requires that a neighbourhood plan is 'made' by the Local Planning Authority no later than 8 weeks from the date of a successful referendum. In this case the relevant date by which the plan should be made is Thursday 24<sup>th</sup> April 2019.
- 2.11 The Council has previously expressed support for neighbourhood plans as a way of achieving local and community priorities.

### **3. Outcomes/outputs**

- 3.1 Once made, the Bickleigh Neighbourhood Development Plan will become part of the Local Development Plan and will be used to help decide planning applications in the Bickleigh area.
- 3.2 A successful outcome for this neighbourhood plan will provide encouragement to the many other Parishes who are currently working on neighbourhood plans.

### **4. Options available and consideration of risk**

- 4.1 Neighbourhood Plans come into force as part of the Development Plan immediately following a successful referendum. Therefore the Bickleigh Neighbourhood Plan should now be used to decide planning applications.
- 4.2 However, in order to comply with the relevant legislation, the Local Planning Authority must make a neighbourhood plan within the required timeframe following a successful referendum, unless a

legal challenge has been brought in relation to the referendum or unless there are concerns about the compatibility of the neighbourhood plan with any EU or human rights legislation. In this instance there are no such concerns.

- 4.3 Failure to make the Bickleigh Neighbourhood Plan within the required timeframe could open the Council to legal challenge.

## 5. Proposed Way Forward

- 5.1 It is recommended that the Council approve the making of the Bickleigh Neighbourhood Development Plan.

## 6. Implications

Implications	Relevant to proposals Y/N	Details and proposed measures to address
Legal/Governance		As set out in section 4, South Hams District Council is legally obliged to make the Bickleigh Neighbourhood Development Plan.
Financial		There are no financial implications.
Risk		There is a risk of legal challenge if the Neighbourhood Plan is not made within the required timeframe.
Comprehensive Impact Assessment Implications		
Equality and Diversity		The Neighbourhood Plan has assessed Equality and Diversity implications as part of its background evidence.
Safeguarding		None.
Community Safety, Crime and Disorder		No direct implications.
Health, Safety and Wellbeing		Positive outcomes are anticipated from the making of the Neighbourhood Plan.
Other implications		None

## Supporting Information

### Appendices:

Appendix 1: Bickleigh Neighbourhood Plan - Referendum version

### Background Papers:

The Neighbourhood Planning (General) Regulations 2012, including later amendments

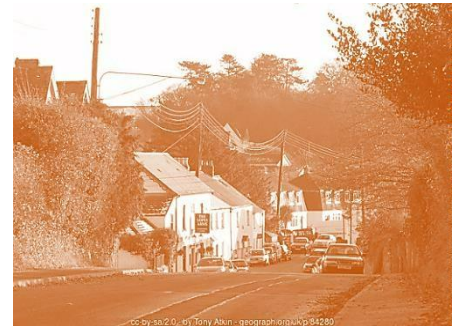
Government guidance at <https://www.gov.uk/guidance/neighbourhood-planning>

Background documents to the Bickleigh Neighbourhood Plan, available at <https://www.southhams.gov.uk/article/3882/Neighbourhood-Development-Plans-and-Orders>

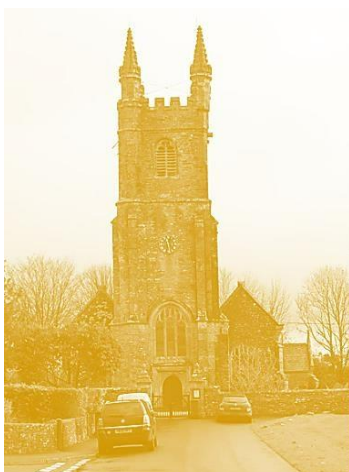
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# Bickleigh Parish Neighbourhood Plan 2016-2034



Referendum Version  
October 2018  
Bickleigh Parish Council





*Help save paper, trees and the planet...for our future generations.*

*If you need to print a copy, please note that this document has been designed and formatted for two-sided printing (duplex).*

<b>Date of versions:</b>	
<b>1<sup>st</sup> circulation draft</b>	<b>9<sup>th</sup> November 2016</b>
<b>Pre-submission version</b>	<b>1<sup>st</sup> September 2017</b>
<b>Submission version</b>	<b>8th February 2018</b>
<b>Referendum version</b>	<b>18<sup>th</sup> October 2018</b>
<b>Approved version (made)</b>	

# Bickleigh Parish Neighbourhood Plan

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## Foreword

Because of our proximity to the City of Plymouth, Bickleigh Parish Council has had to face up to the possibility of a substantial number of new dwellings being built within the Parish area.

As far back as 2012 we established a Plymouth Urban Fringe Working Group (PUFWG), of local volunteers, to exercise some control over what was being planned by others.

The Localism Act 2012 has given us the opportunity to do some planning of our own. After designation of the 'neighbourhood area' in 2013 under the Localism Act, PUFWG evolved into a Bickleigh Neighbourhood Plan Working Group. Its task was to prepare a Neighbourhood Plan for the Parish that would set out the basis on which the community was prepared to allow new development to take place and to protect all that was special about our Parish.

The Bickleigh Neighbourhood Plan has been the subject of extensive local consultation. We are grateful to the many local people, organisations and businesses that have got involved via surveys, exhibitions or responded to our letters and press articles and the continued support and encouragement of South Hams District Council.

We are not able to stop the incursion of Plymouth into the Parish, but we can apply some common sense and control over what happens, when and where. The Bickleigh Neighbourhood Plan sets out an acceptable basis for change and growth in the Parish.

I am grateful to everybody who has helped put this important document together.

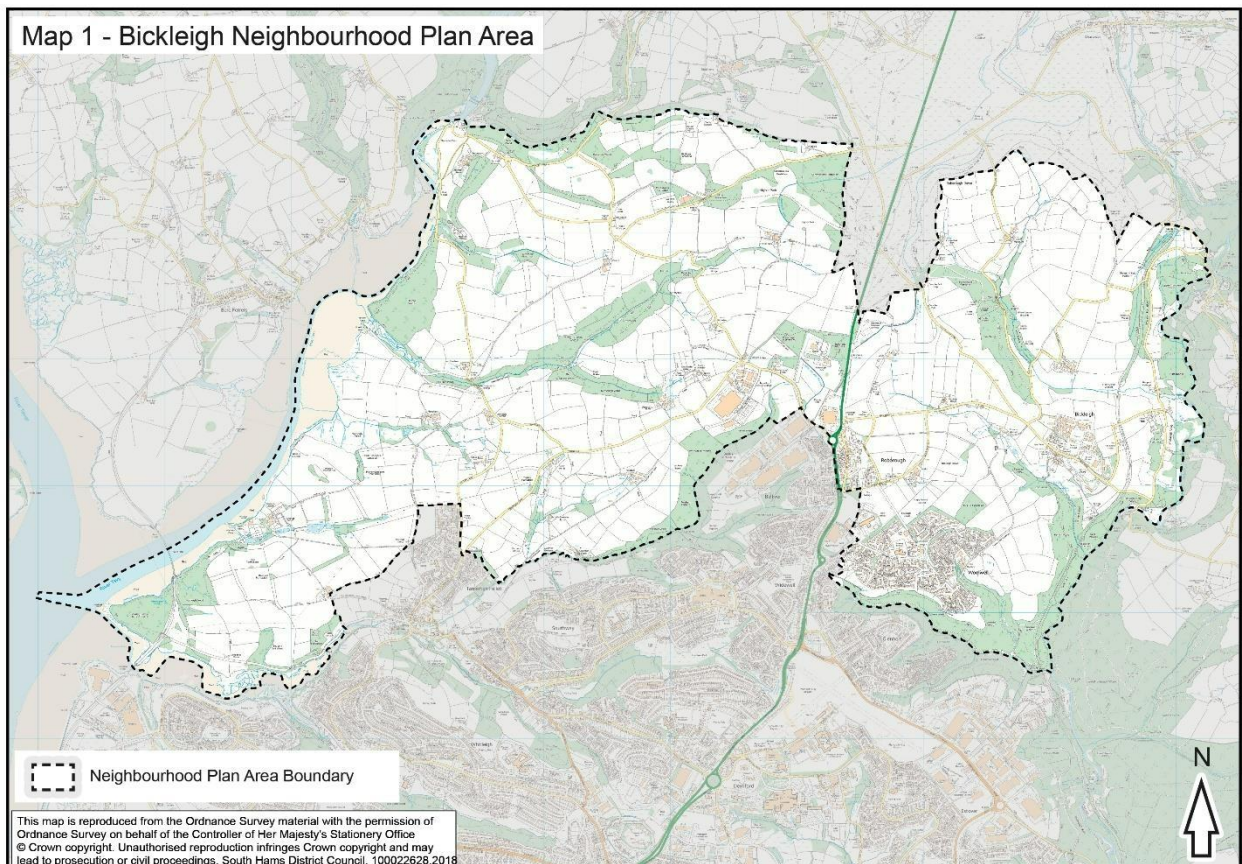
R.K. Lane

Chairman, Bickleigh Neighbourhood Plan Working Group

# 1. Introduction

## The Plan Area

- 1.1 The Bickleigh Parish Neighbourhood Plan applies to the parished area that is under the jurisdiction of Bickleigh Parish Council, except that part of the area for which the Dartmoor National Park is Local Planning Authority. The plan area, designated as a neighbourhood area by South Hams District Council on 18th July 2013 incorrectly included that part of the area for which Dartmoor National Park is Local Planning Authority. Under powers conferred to South Hams Council under Section 4 and Schedule A2 of the Neighbourhood Planning Act 2017, with the agreement of the Dartmoor National Park Authority and Bickleigh Parish Council, the Council has modified the Plan to exclude from its jurisdiction that area of the Bickleigh Parish that lies within the boundary of Dartmoor National Park.
- 1.2 In the interests of clarity, all references to Bickleigh in this document, apply to that part of the Parish that lies outside Dartmoor National Park. Map 1 illustrates that area, which is delineated in black. The village of Bickleigh, a settlement area after which the Parish is named, is referred to throughout the document as “the Village”. Other settlement areas are referred to by their name.



## 2. Bickleigh Today

- 2.1 The parish of Bickleigh is situated on the outskirts of Plymouth. Its largest settlement area, Woolwell, has all the attributes of a modern edge of city residential area, yet within less than a mile to the north is the boundary of Dartmoor National Park. The Parish boundary significantly pre-dates both the development of Woolwell and the designation of the National Park in 1951.
- 2.2 Between the suburban Woolwell and the wilderness that is Dartmoor lies a substantial area of farming punctuated by deciduous woodlands and the ancient village settlements of Roborough and Bickleigh. Water courses and their valleys describe both the eastern and western edges of the Parish. The River Plym running south along Bickleigh Vale lies to the east, the more substantial River Tavy marks the western perimeter. The area has been shaped by its agrarian and mining history. Several significant remnants remain including Drakes Leat and the Plymouth and Dartmoor Tramway.
- 2.3 The location of the Parish so close to the city of Plymouth, which perforce can only grow in a couple of directions, has meant that the Parish has seemingly been under development pressure for many years. Woolwell, with its 1,300 homes was built in a relatively short period between 1981 and 1995. The industrial and commercial areas that have developed over recent times on the edge of the city have spilt over into the Parish in the form of two modern industrial/business areas. For the past five years, it has been the subject of joint studies (often jointly sponsored by South Hams District Council and Plymouth City Council) as to where and how it could provide for a significant number of further dwellings to meet the housing needs of the sub-region. The most recent initiative has explored how 2,000 more homes could be provided on land north of Woolwell over a 15-year period. Not surprisingly the local community has not been enthusiastic about the proposition. Many are concerned that scale of development and the necessary additional infrastructure could destroy the essential character that has made our Parish such a pleasant and popular place to reside.
- 2.4 In 2011 Bickleigh Parish was home to almost 4,000 people making up 1,555 households. A quarter of households were families with dependent children. Over three-quarters (77.3%) of homes were owner-occupied. 17% of homes were rented from private landlords. A little less than 2% were social rented dwellings.
- 2.5 The Neighbourhood Plan Steering Group carried out a survey of local people in 2014 to establish how local people felt about their neighbourhood and their hopes for how it might develop in future. The key messages we took on board when starting to plan for the future were:

## 2.6 **Natural Environment**

- There are many areas of open environment that should be protected and enhanced
- We must recognise too the special landscapes that lie just beyond our boundaries
- We should appreciate and protect the diversity of habits and species we have in the Parish

### **Built Environment**

- Adequate infrastructure needs to be in place before new homes are built
- We should prioritise the identified development sites in the Parish
- We should retain the separate character of our different settlements
- New development should contribute to enhancing the overall character of the area
- We should promote the code for sustainable homes
- We should encourage the wider use of renewable energy

### **Housing**

- New dwellings should add variety and flexibility to the housing stock without losing sight of the character of the settlements
- More affordable homes are required to meet the needs of local people
- We need to understand local housing needs better

### **Business and Jobs**

- We should encourage and support local business
- We need more reliable high speed electronic connectivity
- We should promote the Parish as a good place to do business

### **Transport and Parking**

- We need improvements made to the main road network to improve traffic flow, prevent congestion and cope with additional traffic
- Public transport services need to increase to encourage use
- Introducing parking schemes/restrictions should be considered in the interests of safety at key points in the Parish
- A more extensive and separate cycle network would be beneficial

### **Community Facilities and Services**

- We should support local services and facilities
- Services and facilities must grow and adapt to meet the demands of a growing and ageing population
- An additional primary school will be needed
- We should encourage community initiatives and self-help

### **Youth, Sports and Recreation**

- Open space for recreation is vital and must be retained
- Recreation and sports facilities need continual improvement to remain fit for purpose and adapt for growing demand
- We need to involve young people in developing a strategy for play, sport and recreation
- We should assist our sports clubs to develop and grow for the benefit of local people

### 3. The Strategic Context

- 3.1 In preparing our Neighbourhood Plan we are obliged, by law, to:
- have regard to national policies and advice contained in guidance issued by the Secretary of State
  - ensure the Plan is in general conformity with the strategic policies contained in the Local Plan

#### National Planning Policy Framework

- 3.2 In preparing the Neighbourhood Plan we have been cognisant of the current national planning framework. The National Planning Policy Framework (NPPF)<sup>1</sup> sets out the Government's planning policy to which all plans and proposals for development should comply. The NPPF includes, at its heart, a "*presumption in favour of sustainable development*". It states that neighbourhood plans should "*...support the strategic development needs set out in Local Plans, including policies for housing and economic development...*" and "*...plan positively to support local development, shaping and directing development in their area that is outside the strategic elements of the Local Plan*". The NPPF goes on to say that "*The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan.*" Outside of strategic policies however, we are encouraged to shape and direct sustainable development in our area through our Neighbourhood Plan.

#### Plymouth and South West Devon Joint Local Plan

- 3.3 The local strategic context will be provided by a new Local Plan that covers the district of South Hams as well as West Devon and Plymouth. South Hams website<sup>2</sup> states "*our Local Plan is evolving and has become part of the **Plymouth and South West Devon Joint Local Plan**. This plan will cover the South Hams District, West Devon Borough and Plymouth City areas but will not include Dartmoor National Park (who cover two different areas and will write their own plan). The plan will build on existing work carried out amongst all the communities so far, all comments submitted previously will be retained and brought forward.*" The Joint Local Plan was submitted to the Planning Inspector during the Summer 2017 for public examination. It is expected that the Joint Local Plan will be adopted by the three councils, during 2018.
- 3.4 The Neighbourhood Plan was prepared with the strategic context of the emerging joint Local Plan always in mind. We have also been cognisant of the need to conform to the strategic policies of the adopted **South Hams Core Strategy** (2006). The law requires that the Neighbourhood Plan, when submitted, must be in general conformity with the strategic policies in the adopted Local Plan for the area and any other strategic policies that form part of the statutory development plan where relevant.
- 3.5 During the neighbourhood planning process, we were encouraged to read in a consultation draft of the Joint Local Plan that the local planning authorities involved are supportive of neighbourhood planning. "*Neighbourhood Plans shape their local areas and can include policies and land allocations to support locally appropriate growth.*"

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<sup>1</sup> National Planning Policy Framework, Department for Communities and Local Government, March 2012  
<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

<sup>2</sup> <http://www.southhams.gov.uk/article/583/The-Joint-Local-Plan>



*Neighbourhood Plans can also play a key role in securing and delivering community services, infrastructure and open space, sport and recreation facilities working alongside allocations, policies and funding mechanisms established in the Joint Local Plan.... In addition, Neighbourhood Plans are granted specific powers to designate sites as 'Local Green Space' where development will be prevented, except in very special circumstances. Neighbourhood Plans have a key role in identifying opportunities for locally supported renewable energy schemes." The Submission Version of the Joint Local Plan "supports giving greater levels of power to local people both to enable them to take control of their own lives but also to influence their communities and the area as a whole. The more strategic approach to neighbourhood plans advocated elsewhere [in the Joint Local Plan] is one of the tools we can use to achieve greater personal and community engagement."*<sup>3</sup>

### Local Plan Strategic Objectives and Policies

3.6 To ensure that the Bickleigh Neighbourhood Plan conforms to the strategic policies in the adopted Local Plan and is likely to conform with those in the new Local Plan, the Parish Council will follow the advice of the NPPG that *"where a neighbourhood plan is brought forward before an up-to-date Local Plan is in place the qualifying body and the local planning authority should discuss and aim to agree the relationship between policies in:*

- *the emerging neighbourhood plan*
- *the emerging Local Plan*
- *the adopted development plan*

*with appropriate regard to national policy and guidance.*

*The local planning authority should take a proactive and positive approach, working collaboratively with a qualifying body [the Parish Council] particularly sharing evidence and seeking to resolve any issues to ensure the draft neighbourhood plan has the greatest chance of success at independent examination.*

*The local planning authority should work with the qualifying body to produce complementary neighbourhood and Local Plans"*<sup>4</sup>.

3.7 To assist this process we have identified within the supporting text for our policies which 'emerging' policy of the Joint Local Plan for Plymouth, South Hams and West Devon.

### Bickleigh Parish Council - Position Statement

3.8 The Parish Council appreciates that, in preparing a Neighbourhood Plan, it has to accept and conform to the strategic policies of the Local Plan. During the time of preparing the Bickleigh Neighbourhood Plan no up-to-date Local Plan has been in place. This lack of a strategic context has made it more difficult to prepare the Neighbourhood Plan.

3.9 Since the plan-making process started we have striven to ensure our Neighbourhood Plan would align with the developing new South Hams Local Plan on which we had been consulted and, for which, a significant amount of evidence had been collected and considered.

3.10 In the spring of 2016 the decision was made by South Hams DC to abort the South Hams Local Plan and for our District Council to participate in the preparation of a joint Local Plan for Plymouth, South Hams and West Devon. It is unlikely that this Local Plan will be adopted before the end of 2018.

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<sup>3</sup> <https://www.plymouth.gov.uk/plymouthhandsouthwestdevonilpsubmission>

<sup>4</sup> <http://planningguidance.communities.gov.uk/blp/guidance/ghbourhood-planning/what-is-neighbourhood-planning/what-is-a-neighbourhood-plan-and-what-is-its-relationship-to-a-local-plan/>

- 3.11 An initial consultation on the joint Local Plan took place in July 2016. Because of the interest in neighbourhood planning matters we have generated over the past two years, the Parish Council was able to make a clear position statement to the joint planning authorities, which it hoped would influence the content and strategic policies of the new Local Plan. The emerging Local Plan is now well-advanced. It was submitted for examination in July 2017. The Post Hearing Advice Note of the Planning Inspectors was received in August 2018. A Statement of Common Ground between the developers and the planning authorities on the Woolwell SUE was considered at the hearings into the Plan.
- 3.12 Our initial response regarding the Local Plan, in July 2016, stated that, in principle, we support the Plymouth and South West Devon Joint Local Plan. We accept that Woolwell will be the location for a significant urban extension.

## 4. Purpose of the Neighbourhood Plan

- 4.1 Neighbourhood planning is intended to give communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of the local area. The National Planning Practice Guidance (NPPG) says that, in accordance with the Localism Act 2011, the Parish Council, as a qualifying body is able to “*choose where it wants new homes, shops and offices to be built, have our say on what those new buildings should look like and what infrastructure should be provided, and grant planning permission for the new buildings it wants to see go ahead*”.
- 4.2 We approached the task with an open-mind as to what the Bickleigh Parish Neighbourhood Plan would cover and what its themes and purposes would be. We understood from the outset that it would have to meet a number of basic conditions:
- have regard to national policies and advice contained in guidance issued by the Secretary of State
  - contributes to the achievement of sustainable development
  - is in general conformity with the strategic policies contained in the development plan for the area – the joint Local Plan for Plymouth and South West Devon
  - does not breach, and is otherwise compatible with, EU obligations
- 4.3 With these constraints in mind, we have consulted widely and engaged with our local community to understand what is needed and what it is possible to influence and effect via a set of neighbourhood planning policies. We have considered carefully the policies of the Local Plan and assessed, on the basis of our agreed objectives, whether a more localised or detailed neighbourhood plan policy is necessary. In several instances, we have concluded that the Local Plan policy is sufficient. We have only introduced a neighbourhood plan policy where it will help ensure the area develops in the way we wish it to.
- 4.4 The resultant Bickleigh Parish Neighbourhood Plan sets out how we would like to see the area developed over the next 15 to 20 years and, through its policies, shape and direct sustainable development that will benefit those that live, work or visit in our area.

### The Neighbourhood Planning Process

- 4.5 The development and preparation of the Bickleigh Parish Neighbourhood Plan has been undertaken by a Steering Group comprised of local people and parish councillors, under auspices of the Parish Council.
- 4.6 It was understood from the outset that for the Plan to be truly representative of the planning issues of relevance in the area and to be *the community’s plan*, we needed to carry out a thorough and on-going consultation process with those who live and work in the area and those that visit here on a regular basis. We also recognised that the Plan could not be properly developed without the input of organisations and agencies with a district, county, sub-regional or national remit and an interest in the area.

- 4.7 The process and the types of consultation exercise and discussion that we have gone through will be documented in detail in our **Consultation Statement**<sup>5</sup> which accompanies the Plan. The key methods we have used have included:
- Public exhibitions, meetings and events
  - Regular articles in the parish newsletter ‘Signpost’
  - Pages on parish website
  - Noticeboards and poster sites
  - Focus groups and workshops
  - Correspondence with local authorities, businesses and community groups
  - Correspondence with wider-than-local organisations and agencies (strategic stakeholders) which have an interest in our planning issues
  - Two consultations during which comments have been invited on draft documents
- 4.8 The development of the Bickleigh Parish Neighbourhood Plan was based on a desire to be open and to welcome comments and contributions from all quarters. Our intent has been to encourage and foster discussion and debate within the community about the issues and opportunities that face us and strive to achieve a community consensus. This Plan represents the product of this process.
- 4.9 The Regulations required us to carry out a formal consultation on the pre-submission version of the Plan, followed by formal submission to the local planning authority and examination of the Plan by an independent Examiner. After that point, assuming the Plan passes through the examination successfully, the Plan will be subject to a public referendum where residents on the electoral register will be asked if they support the final plan. If the referendum answer is a “yes” from a majority of voters turning out on the day, the Plan will be “made” (i.e. adopted) by the local planning authority, South Hams District Council.

### The Plan’s Status

- 4.10 This Neighbourhood Plan, once made, will be a statutory development plan. That means that its policies will have significant influence when it comes to being used by the local planning authority to help determine proposals for development submitted through planning applications. It will form the local tier of planning policy in our Parish. It sits with the Local Plan, (also a statutory development plan) and underneath the umbrella of national planning policy in the Government’s National Planning Policy Framework (NPPF) as the main planning policy documents relevant to the Bickleigh area. Other important planning documents which govern specific issues are the Minerals and Waste Plans produced at the county-wide level.
- 4.11 The Neighbourhood Plan’s policies cannot guarantee that a development proposal will be refused nor be granted permission, but the policies will carry significant weight, alongside policies of the NPPF and the Local Plan when weighing up the appropriateness of the development proposal in question.

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<sup>5</sup> <http://www.bickleigh.gov.uk/neighbourhoodplan/documents/2017-2/>

## 5. The Structure of Our Plan

- 5.1 Our Plan sets out the neighbourhood planning aims and objectives for the neighbourhood area, which have been developed following a dialogue with the community and shaped by existing planning policies, plans and contributions of key organisations and agencies.
- 5.2 Having explained our rationale for these, the Plan sets out our local planning policies on a topic by topic basis. The brief introduction to each topic is based on the findings of the research, surveys and consultations that have taken place as part of the neighbourhood planning process. More detail can be found in our Local Evidence Report 2014<sup>6</sup>.
- 5.3 Under each topic heading we summarise the characteristics of that topic and the key issues which have been identified and set out the agreed objectives the neighbourhood planning policies are seeking to achieve. For each neighbourhood plan policy that follows we set out the policy statement, accompanied by our explanation of and justification for the policy including reference to planning policies in national and district planning documents to which the policy relates.
- 5.4 It is important to note that, while we have set out policies under topic headings, when development proposals are being assessed, the whole plan (i.e. all policies) should be considered, as policies in one topic may apply to proposals which naturally fit under another.
- 5.5 Our Plan finishes with an explanation of how we will monitor and review the Plan and a glossary which seeks to demystify some of the planning terminology used in our Plan.

### Companion Documents

- 5.6 A number of other documents have been prepared to accompany the Neighbourhood Plan. We are obliged to produce a:
- **Consultation Statement**
  - **Basic Conditions Statement**
- 5.7 The Neighbourhood Plan is subject to testing as it is developed to help determine its positive or negative impact on the social, environmental and economic character of the neighbourhood area. If significant environmental effects are identified as likely, an environmental report must be prepared in accordance with paragraphs (2) and (3) of regulation 12 of the Environmental Assessment of Plans and Programmes Regulations 2004. A 'screening opinion' on the environmental effects of the draft Plan and its policies was sought from South Hams District Council. We were informed that "*the Bickleigh Neighbourhood Plan does not introduce policies that are likely to result in significant environmental impacts, or have detrimental impact on identified habitats. The..... Plan in its current form does not trigger the need for an SEA and/or an Appropriate Assessment to accompany future iterations of the Bickleigh Neighbourhood Plan*"<sup>7</sup>. This opinion has been re-confirmed by South Hams District Council following its review of the Submission Version of the Plan<sup>8</sup>.

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<sup>6</sup> See full report at <http://www.bickleigh.gov.uk/neighbourhoodplan/documents/2014-2/>

<sup>7</sup> Strategic Environmental Assessment and Habitats Regulations Assessment Screening for Bickleigh NP, South Hams District Council, Jan. 2017 <http://old.southhams.gov.uk/ContentHandler.ashx?id=18859&p=0>

<sup>8</sup> Email confirmation from 'CoP Lead Place Making', South Hams/West Devon Planning, 28<sup>th</sup> December 2017

## 6. Vision, Aims and Objectives

### Establishing a Neighbourhood Plan Framework

6.1 The framework for the Bickleigh Parish Neighbourhood Plan comprises:

- a **vision** - for the long-term future of Bickleigh;
- the **aims** - that it is hoped that the Plan can help achieve; and
- the **objectives** - that we expect the Plan to attain by the application of appropriate neighbourhood planning policies

6.2 The Neighbourhood Plan Steering Group has been envisioning from the outset of the neighbourhood planning process. Understanding more about the Parish, its inhabitants and businesses and deciphering what is needed and wanted, has been a major contributor to the envisioning process.

### Our Vision

6.3 A neighbourhood plan should set out a vision for the future of its neighbourhood. The vision should reflect a desired end state that is consistent with the values and overall priorities of the community.

***A community whose pride in its location and its transition from city suburb to moorland is reflected in the distinct character of its several different areas and the manner in which they are respected, equally protected when necessary and enhanced by development decisions.***

### The Aims and Objectives of the Neighbourhood Plan



6.4 The process of arriving at an agreed set of aims and objectives started with a ‘workshop’ event in January 2015 at which members of the Neighbourhood Plan Steering Group examined the evidence and the response we had received to surveys and other consultation activities. Much of the community-based evidence came from the results of a community consultation undertaken during the Spring of 2014.

6.5 A draft set of aims and objectives was the focus of a further community consultation in the Parish on the 12<sup>th</sup> and 13<sup>th</sup> March 2016. The response we received was considerable, positive and encouraging. As a result of the reaction and comments a number of revisions were made to the draft aims and objectives. The final set was approved by the Parish Council in April 2016. We believe it reflects the community’s neighbourhood planning and development agenda. It is this agenda that underpins the Neighbourhood Plan’s policies.

6.6 Not all the objectives that were derived through this consultative process could lead to a neighbourhood planning policy. Those that are non-land use related have been referred to the Parish Council for further consideration and action (see Parish Council website).

## 7. Natural Environment

### Overview

- 7.1 The parish of Bickleigh lies between the urban expanse of Plymouth and the wilderness that is the Dartmoor National Park. Indeed, a small part of the National Park lies within the parish boundary. As indicated at Paragraphs 1.1 and 1.2 of this document, the area of the Parish controlled by Dartmoor National Park is excluded from this Plan. The south-eastern corner of the Parish, Woolwell, has the characteristics of an edge of city suburban area. Beyond that however the Parish is very rural in character. It is predominated by farmed countryside that changes character as it gets higher and closer to the edge of Dartmoor. South Hams District Council’s Landscape Character Assessment identified three distinct character areas:
- Character Type 3B: Lower rolling farmed and settled slopes
  - Character Type 3A Upper farmed and wooded slopes
  - Character Type 2D: Moorland edge slopes
- 7.2 There are few statutory designated ecological or geological areas within the Parish. There are however county wildlife sites and ancient woodlands which are not only important habitat areas but contribute to the area’s essential character.
- 7.3 The Parish is host to a wide variety of flora and fauna. However, over the past 30 years it is reported that Bickleigh Village has lost numbers of bat population, which could be seen flying around the lamp-post at night after insects, but not anymore. The starling numbers would strip the Rowan tree before full ripeness, but not anymore. No yellow-hammers are seen in the hedgerows. It is imperative that new development does not contribute further to this reduction. We plan positively therefore to support existing species, numbers and their habitats.

<b>Natural Environment</b>	
Aims	Objectives
Protect and enhance our remaining countryside	<ul style="list-style-type: none"> <li>• <i>Protect existing wildlife areas</i></li> <li>• <i>Support measures to maintain or improve biodiversity</i></li> <li>• <i>Support local farmers in maintaining their business and land</i></li> <li>• <i>Enhance but control public access to the countryside</i></li> <li>• <i>Increase network of local paths with linkages to wider network</i></li> <li>• <i>Protect local character features such as Devon Banks</i></li> </ul>
Ensure new development is not detrimental to the character, ecology and visual amenity of the Parish and the surrounding area	<ul style="list-style-type: none"> <li>• <i>Manage new development in the interests of maintaining the rural character of much of the Parish</i></li> <li>• <i>Accept conversions and change of use where it is sympathetic to other nearby development and uses</i></li> <li>• <i>Allow farm diversification where it is in the interests of the overall viability of the farm</i></li> </ul> <p style="text-align: center;"><i>Manage the scale of renewable energy installations and manage the scale of wind turbines and farms</i></p>

**Policy Bick01 Ecology, Geology and Diversity**

**Where appropriate, development proposals should protect sites of ecological and/or geological importance (as indicated on Map 2) and protect and enhance local biodiversity and wildlife to include:**

- i. the safeguarding or protection of designated sites, protected species, priority species and habitats, ancient or species rich hedgerows, grasslands and woodlands;**
- ii. the provision of appropriate buffer zones around designated sites or features and/or the implementation of appropriate mitigation measures;**
- iii. the safeguarding and preservation of ecologically sensitive areas and ecological corridors;**
- iv. the safeguarding of important geological sites;**
- v. the protection of trees and tree groups of arboricultural or amenity value;**
- vi. the appropriate planting of new native trees and hedges; and**
- vii. the provision of appropriate measures to avoid and reduce potential recreational impacts to ensure there is no adverse effect on the integrity of European Sites.**

- 7.4 The Parish has several areas that are recognised by the Devon Wildlife Trust as being ecologically significant. These include county wildlife sites, ancient woodlands and two special areas of conservation (SAC)<sup>9</sup> that impinge on the Parish boundaries. Paragraph 109 of the NPPF asks us to “*minimise impacts on biodiversity and provide net gains in biodiversity where possible*”. The areas we regard as worthy of protection under policy Bick01 are shown on Map 2. The status and description of each site is set out in the report prepared for the Parish Council by the Devon Biodiversity Records Centre<sup>10</sup>.
- 7.5 Development proposals should safeguard these areas by ensuring that development does not take place any nearer than is deemed likely to cause damage or significant disturbance to local habitats and species. Should damage or disturbance be unavoidable, but the development justified for other reasons such as substantial community benefits, then the development proposal should include sufficient mitigation to bring about a net ecological gain.
- 7.6 Evidence is being gathered by South Hams District Council and Plymouth City Council to inform a Habitats Regulation Assessment (HRA) of the Joint Local Plan. The HRA will consider the potential impacts of proposed site allocations on European Sites (of relevance to Bickleigh are the South Dartmoor Woods, Plymouth Sound and Estuaries, and Dartmoor SACs, and the Tamar Estuaries Complex SPA). The Joint Local Plan policies/allocations will set out the mitigation required to ensure that proposed development does not have an adverse effect on the integrity of European Sites. Whilst the HRA process of the Joint Local Plan is not yet concluded, it is expected that the

<sup>9</sup> Special Areas of Conservation (SACs) are strictly protected sites designated under the EC Habitats Directive (Article 3) to make a significant contribution to conserving the 189 habitat types and 788 species identified in the Directive.

<sup>10</sup> Wildlife Site Resource Map and Species Information for Neighbourhood Planning – Bickleigh, Devon Biodiversity Records Centre, Oct 2014 [http://www.bickleigh.gov.uk/neighbourhoodplan/wp-content/uploads/2016/08/Neighbourhoodplan\\_Bickleigh.pdf](http://www.bickleigh.gov.uk/neighbourhoodplan/wp-content/uploads/2016/08/Neighbourhoodplan_Bickleigh.pdf)



following mitigation will be required for proposed development within the Bickleigh Neighbourhood Plan area:

*Tamar European Marine Site (Plymouth Sound and Estuaries SAC and Tamar Estuaries Complex SPA)*

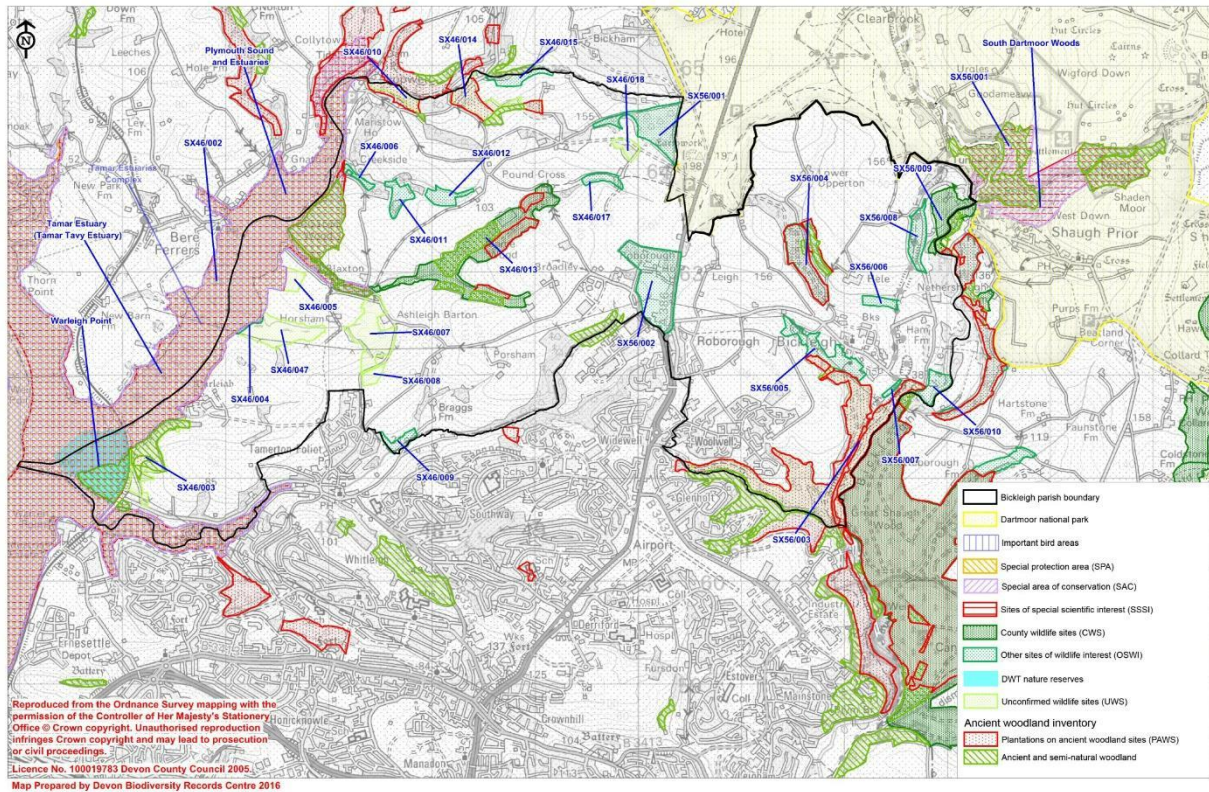
7.7 The evidence base being gathered will inform a revised 'Zone of Influence' around the Tamar European Marine Site, within which new development will be required to contribute a financial sum to mitigate for the increased recreational pressure on the European Marine Site by new residents. This financial sum will deliver activities within a new Management/Mitigation Plan for the Site and will ensure that potential recreational impact from new residents is reduced to a level where it is not significant. The Bickleigh Neighbourhood Plan is not proposing additional site allocations to those within the Joint Local Plan, however it is nonetheless acknowledged that new development within Bickleigh Parish will be subject to the same requirement for a financial sum to mitigate for additional recreational pressure (as per the forthcoming Joint Local Plan HRA), and accordingly the Bickleigh Neighbourhood Plan will not have a significant effect on the European Marine Site.

*Dartmoor SAC and South Dartmoor Woods SAC*

7.8 Whilst the number of dwellings 'allocated' to Bickleigh is not yet clear, the proposed site allocation within the Joint Local Plan could increase recreational pressure on the Dartmoor SAC and South Dartmoor Woods SACs. To reduce the potential for impact, it is understood that the HRA for the Joint Local Plan will advocate the Masterplan for the proposed site allocation includes a requirement for establishment of a 'Suitable Alternative Natural Greenspace' (SANG) within the Plym Valley to the east of Woolwell. This SANG will accommodate much of the recreational activity from new residents, thus reducing the likelihood of their activity impacting on the European Sites further afield. The Bickleigh Neighbourhood Plan is not proposing additional site allocations to those within the Joint Local Plan, and accordingly it is considered, by the local planning authority<sup>11</sup>, that subject to reflecting the same requirement for SANG to mitigate for potential recreational pressure (as per the forthcoming Joint Local Plan HRA), the Bickleigh Neighbourhood Plan will not have a significant effect on these Dartmoor European Sites.

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<sup>11</sup> Strategic Environmental Assessment and Habitats Regulations Assessment Screening Determination for Bickleigh Neighbourhood Plan, South Hams District Council, Jan. 2017  
<http://www.bickleigh.gov.uk/neighbourhoodplan/documents/2017-2/>

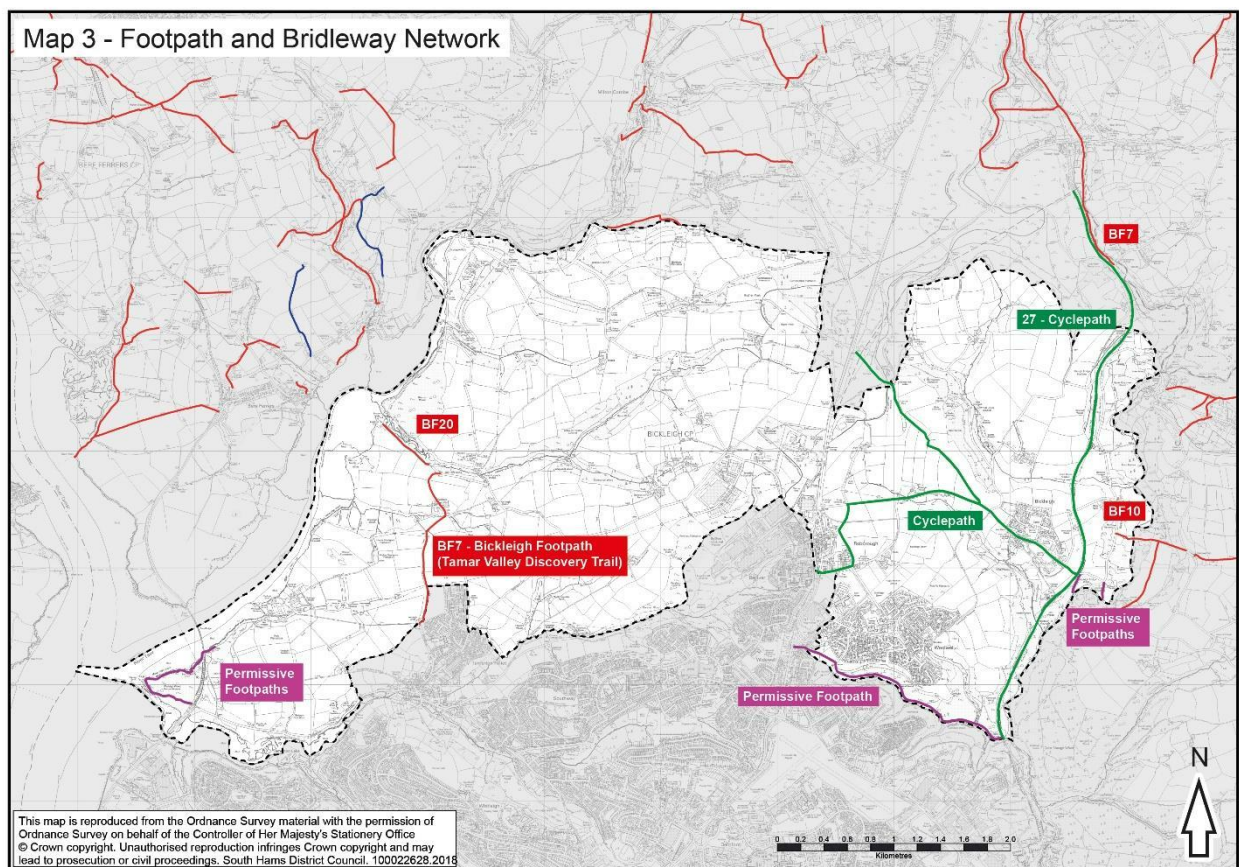


**Policy No. Bick02 Access to the Countryside**

**Where appropriate, development proposals which improve accessibility for all and extend local footpaths, bridleways, and cycle paths and old tramways help connect them to the wider networks will be supported.**

- 7.9 Access and enjoyment of the local countryside is very important to local people as is evidenced by the response at the Community Consultation Event in March 2016 on the Plan’s Aims and Objectives. People made it clear that they value the proximity of the countryside. The Joint Local Plan includes a strategic policy, SPT11, that states “*public rights of way and bridleways will be protected and the network extended as an essential element of the enjoyment of the natural environment*”.
- 7.10 The local footpath network we have, although relatively sparse, is an important resource, not least in terms of keeping us healthy. The current network is illustrated on Map 3. Policy Bick02 supports improvements and extensions to the network of motor vehicle-free routes to provide better public access to the countryside, especially those that will improve accessibility for all persons.
- 7.11 We have recently lost access to Marrow Park, after the paths were closed to allow for shooting. A former permissive footpath from Bickleigh Bridge to Shaugh Bridge along the westerly side of the Rive Plym is has been closed to the public following the expiry of the permissive path agreement but it is an aspiration that this path could be re-opened to public use. This has the support of neighbouring Shaugh Prior Parish Council.

- 7.12 The current network of recreational routes (of various categories) includes, but is not limited to, the Plym Valley cycle path which follows the route of the former railway line through Bickleigh Vale; a permissive footpath from the junction with the A386 Tavistock Road at the Tesco roundabout leading to the River Plym and then to the county road south east of the Marines Camp in Bickleigh Village; a permissive path from Roborough Down to the River Tavy at Lopwell Dam and to Blaxton Wood; and an unclassified county road from New Road through Leigh Farm giving access to Roborough Down.
- 7.13 Part of the route of the historic horse drawn granite tramway from the former docks at Marsh Mills Plymouth to the granite quarries at Princetown runs through Bickleigh Parish and it is a further aspiration that this could be utilised as a recreational route to Dartmoor.



The conversion of existing agricultural buildings will be supported where it is justified in the interests of ensuring the continued viability of the business concerned provided that:

- i. the proposed use would not have significant harmful impacts on the surrounding rural landscape;
  - ii. the proposed use would not cause unacceptable conflicts with agriculture and other land-based activities;
  - iii. the proposed use would not have unacceptable impacts on the local road network;
  - iv. the proposals would not have significant harmful impacts on the amenities of neighbouring residents and other uses;
  - v. the architectural and historic integrity of the building would be retained; and
  - vi. the buildings concerned would not require substantial rebuilding or disproportionate extension.
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- 7.14 Our local farming businesses are important stewards of the countryside. We wish to ensure that farming businesses remain viable. We are supportive of business diversification where it will make a difference to the viability of the main agricultural business but have little or no impact on the character of its surroundings.
- 7.15 The NPPF requires us to “*promote the development and diversification of agricultural and other land-based rural businesses*” (para. 28). There are three main uses to which an agricultural building can change under permitted development rights. They are a flexible use (including business use), an educational use and a residential use. There are size thresholds, limitations and conditions associated with the rights.
- 7.16 Policy Bick03 facilitates the conversion of agricultural buildings as long as it is justified on the basis of ensuring the farm business remains viable and the proposed diversification is subsidiary to the main business. The development proposals will need to meet our criteria as well as conform to other policies on the Neighbourhood Plan and Local Plan. Any planning applications for such proposals should be accompanied by a viability assessment which sets out the way in which the development proposed would ensure the continued viability of the business concerned.

## 8. Built Environment

### Overview

- 8.1 Woolwell is the major built-up area of the Parish. It is very much Plymouth extending outwards. Its development began in 1981 and was largely completed by 1995. It comprises around 1,300 homes and houses around 3,000 parishioners. Beyond the urban fringe there are the two older villages of Roborough and Bickleigh. The former is a recently extended dormitory village of some 200 dwellings. Bickleigh is smaller with only 34 dwellings, although it also hosts '42 Commando Royal Marines'.
- 8.2 There are no conservation areas in the Parish and there is a limited number of listed buildings and structures. Despite official recognition, the area has a wealth of history and heritage that could be threatened by development and needs caring for.
- 8.3 The Parish has been the focus of further development proposals for several years. A number of sites in the Parish were appraised by the 2013 SHLAA<sup>12</sup> exercise carried out by South Hams District Council. At the time of writing the proposed strategic policies of the new Joint Local Plan<sup>13</sup> are not known. It is expected that the Parish will be earmarked for significant growth in the next 15-20 years through the extension of Woolwell. No doubt the parishioners of Bickleigh will let their views on the scale and impact of development be known as part of the Local Plan consultation process.
- 8.4 Through the Neighbourhood Plan, the Parish Council is intent on putting in place whatever parameters it thinks are required and it is able to do so, whilst remaining in conformity with the strategic policies of the Joint Local Plan. Ensuring that the necessary infrastructure is in place and development does not destroy the essential character of our neighbourhoods are important considerations.

Built Environment	
Aims	Objectives
Ensure new housing development takes place in the right place at the right time, with adequate infrastructure already in place	<ul style="list-style-type: none"> <li>Ensure new development does not take place on sites used for recreation purposes</li> <li>Adequate infrastructure must be assured before any new development takes place</li> </ul>
Retain and protect the separate character of our different settlements	<ul style="list-style-type: none"> <li>Ensure new development contributes to the distinct character of local settlements</li> </ul>
Ensure new development contributes positively to the sustainability of the Parish	<ul style="list-style-type: none"> <li>Ensure there is adequate space provided around new developments, particularly for off-road parking</li> <li>Ensure major new development results in a net gain in community facilities</li> <li>Seek the highest possible standards of energy efficiency and sustainability in new developments</li> </ul>
Encourage and support the wider use of renewable energy	<ul style="list-style-type: none"> <li>Restrict solar panels to roofs rather than farms</li> <li>Control the development of wind turbines en-masse</li> <li>Control industrial scale renewable energy farms</li> <li>Support other forms of small scale renewable energy generation</li> </ul>

<sup>12</sup> SHLAA = Strategic Housing Land Availability Assessment

<sup>13</sup> A joint Local Plan for South Hams, Plymouth and West Devon

**Policy No. Bick04      New Housing Development**

**Residential development within the proposed Woolwell Sustainable Urban Extension area (as shown on Map 4) should follow the principles set out in Policy PLY44 of the Plymouth and South West Devon Local Plan 2034.**

**Elsewhere in the neighbourhood area, new housing development should be in accordance with the prevailing Local Plan.**

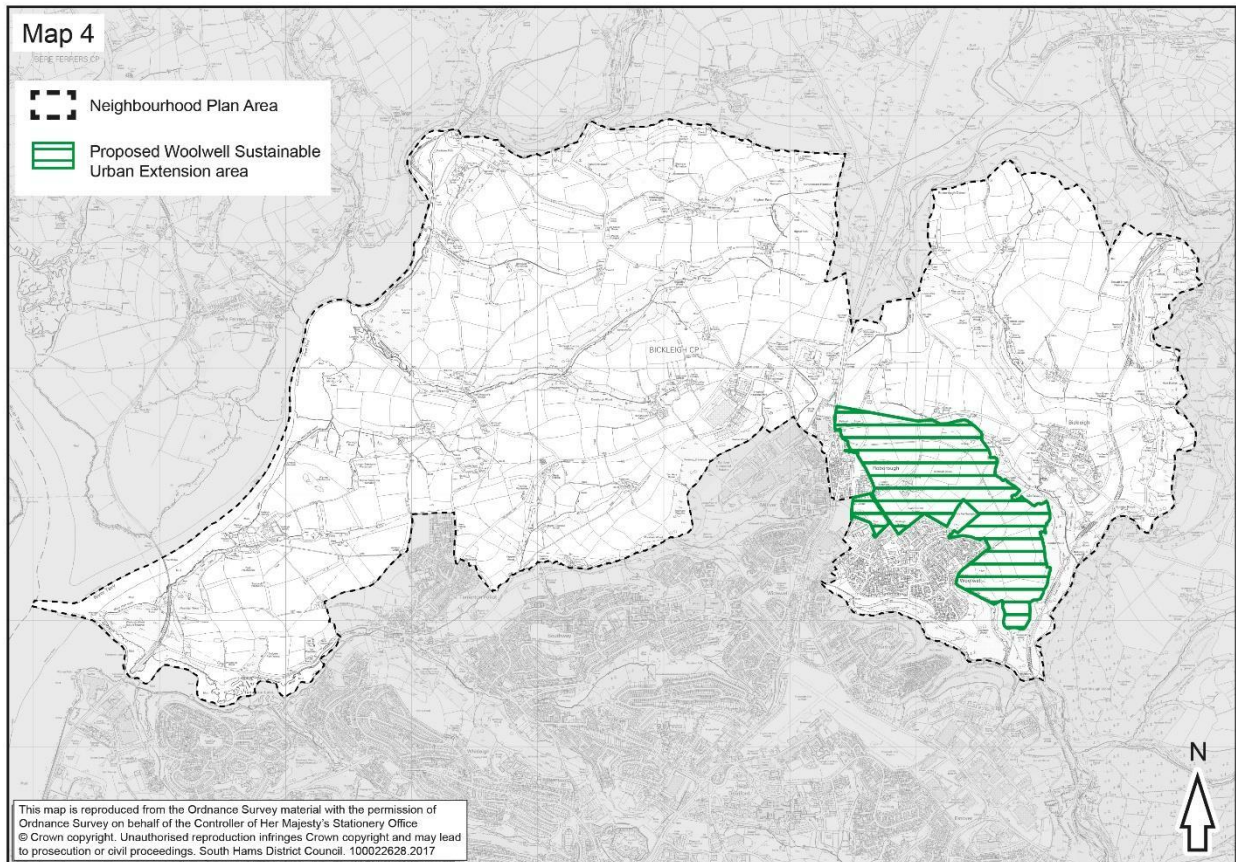
**Development proposals on sites for 25 or more dwellings should demonstrate how they contribute towards:**

- i. delivering sustainable development and growth**
- ii. meeting identified local housing needs**
- iii. addressing, where possible, known economic and social needs**
- iv. promoting sustainable transport**
- v. underpinning and adding to the assets of the community**
- vi. protecting the special environment in which we live.**

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- 8.5 The Joint Local Plan identifies Woolwell as the location for a “sustainable urban extension”. The strategic target set in the draft Local plan is for approximately 2,000 new homes – “about 1,880 of which are anticipated to come forward within the plan period (i.e. by 2034). The emerging Local Plan is now well-advanced. It was submitted for examination in July 2017. The Post Hearing Advice Note of the Planning Inspectors was received in August 2018. A Statement of Common Ground between the developers and the planning authorities on the Woolwell SUE was considered at the hearings into the Plan.
- 8.6 With some concern and trepidation, the community of the Parish of Bickleigh accepts that our area must accommodate a sizeable number of new dwellings over the next 20 years, despite there being evidence of only limited local housing need from within the Parish itself. We are generally very content with the area we live in and the quality of life we experience. We do not want this harmed by the scale or nature of new development. We want to minimise the impact that such a major extension will have on wildlife.
- 8.7 We believe that the whole of Woolwell should be subject to a Masterplan in which Bickleigh Parish Council is a full participant. There are many issues with the urban extension and its relationship with the existing settlement of Woolwell, that need close attention. The production of such a Masterplan would set out what the gains would be, would allay fears and would likely encourage a better reception from the existing inhabitants of both Woolwell and Roborough. An essential gain is a new access road. Other gains should be a new primary school, health centre and further recreation space.
- 8.8 Policy Bick 04 makes a distinction between the Woolwell SUE and any other major housing sites which may come forward in the Plan period. This reflects the significant progress that has been made on the proposed development of Woolwell as part of the emerging Local Plan process. Policy Bick04 requires larger housing development proposals to include a clear statement that demonstrates how the new housing areas will contribute positively to our sustainability by relating to existing areas and the community assets (the facilities we currently enjoy), ensuring new infrastructure and facilities will

complement these and be more than adequate to meet all local needs and demands and how, through design and layout, new residents will be encouraged to avail themselves of the local networks, services and facilities.

- 8.9 After consideration we have set the threshold at 25 dwellings for policy Bick04. This we consider to be a reasonable threshold to require developers to address sustainability issues. It is commensurate with the significant threshold used by the DCLG in recent written statements<sup>14</sup> relating to recovered appeals and Neighbourhood Plans.



<sup>14</sup> Neighbourhood Planning: Written Statement - HCWS74, Minister of State for DCLG, 7 July 2016

**New housing development in the neighbourhood area should contribute towards the delivery of sustainable communities with an appropriate range of community infrastructure, such as schools, primary health care infrastructure, sports/recreation and other community facilities.**

**The development of the Woolwell SUE should follow the approach to its contribution towards community infrastructure as identified in the emerging Plymouth and South West Devon Local Plan 2034.**

- 8.10 There are concerns amongst the community that new development will put a strain on existing facilities and essential infrastructure. It was made clear at the Community Consultation Event in March 2016 that local health and education facilities are at or near capacity.
- 8.11 Of most concern, however is the additional pressure that new development will put on the highway network. 87% of respondents to the Community Consultation 2014 said the need for highway improvements and access related to new development was very important. It was also made clear at the Community Consultation Event in March 2016 that connection to the main roads must be improved. Several comments made by parishioners during consultation on the Pre-Submission Version of the Neighbourhood Plan emphasised the importance of addressing the inadequacies of the highway network before major development took place. Neighbouring Shaugh Prior Parish Council identified it as a *“vital need; without such improvements, access to the Parish of Shaugh Prior will become worse than it already is”*<sup>15</sup>. The Joint Local Plan includes a strategic policy, SPT9, that states support for *“major transport infrastructure projects where there are proven benefits, so that transport links are not a barrier to planned development and pinch points on the network are alleviated”*. There is no doubting the relevance of this to growth in the Woolwell area of the Parish. Highways England confirmed in a letter in November 2016 *“the need for suitable infrastructure improvements to be in place to support growth”*<sup>16</sup>.
- 8.12 The NPPF says we should *“ensure that developments will function well and add to the overall quality of the area”* (para. 58). Policy Bick05 requires major development proposals to recognise the current infrastructure deficiencies and address them. This applies particularly to the prevailing traffic problems. We expect the assessment to be thorough and be realistic about the likely levels of car ownership and use by people living on the outer edges of Plymouth, where bus services are generally regarded as not being convenient. There are several problem junctions on the local road network, which will be unlikely to accommodate satisfactorily current levels of traffic at certain times of the day and week (See Section 11, para. 11.5 and associated Map 7). Major development proposals must include measures that will ensure that they do not add to, and if possible, they will help reduce, this major problem.

<sup>15</sup> Letter from Shaugh Prior Parish Council, 31st October 2017- See Consultation Statement

<sup>16</sup> Correspondence from Highways England 21 Nov. 16

<http://www.bickleigh.gov.uk/neighbourhood-plan/wp-content/uploads/2016/08/Bickleigh-NP-Draft-Policies-Consultation-Report-jan17.pdf>



**New residential development should, where applicable and possible, provide appropriate and proportionate new community facilities and infrastructure on site, and make appropriate and proportionate contributions to related off-site facilities and infrastructure.**

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- 8.13 Whilst we wish to ensure that the residents on new developments integrate and become part of a single 'cohesive' community, the capacity of existing community facilities in the Parish will not be able to cope with the demands that are likely to emanate. The Woolwell Centre and Roborough Village Hall are running at close to full capacity, we are pleased to say.
- 8.14 The clear message from the Community Consultation Events in 2016 was that new and better community infrastructure would be necessary if the Parish's population increases substantially. However, there is a concern that major new housing development could affect the character of social and community life, which is regarded favourably by many local residents. We expect major new development proposals to include proposals for sufficient new community facilities to serve the needs and demands of the residents of the new development.
- 8.15 We responded to the joint Local Plan consultation (August 2016) by saying that we expect the 'urban extension' proposed to Woolwell to require a new primary school, a health centre – as well as further recreation space. In the interests of integration, these need not all be provided on the new development site. Many respondents to the Community Consultation 2014 were keen to see the creation of a '*heart of Woolwell*' area. We will encourage developers to discuss the type of community facilities required and their location with the community, and the Parish Council in particular, to maximise the benefit of all new community facilities and ensure they have a positive effect on social and community life across the whole Parish. The Woolwell development will represent the most significant growth proposal in the neighbourhood area. Plainly over time the general approach identified in Policy Bick 06 will be clarified and potentially overtaken by detailed agreements that are made between the District Council and the developers concerned as planning applications are determined.
- 8.16 The Joint Local Plan includes a strategic policy SPT2 'Sustainable linked neighbourhoods and sustainable rural communities' that recognises the need to ensure new and existing neighbourhoods are connected and have "*reasonable access to a vibrant mixed-use centre, which meets daily community needs for local services such as neighbourhood shops, health and wellbeing services and community facilities, and includes where appropriate dual uses of facilities in community hubs*".

**Development proposals should:**

- i. respect the local character within the locality of the site and help to reinforce local distinctiveness;**
  - ii. respect local landscape quality and ensure that views and vistas are maintained wherever possible;**
  - iii. help conserve and enhance listed buildings, archaeological sites, and other local heritage assets;**
  - iv. respect open spaces, trees, hedges and character features;**
  - v. be of a density that is in character with the local surrounding area and respects the semi-rural nature of parts of the Parish;**
  - vi. ensure a 'soft' transition e.g. reduced density and vernacular construction, to reduce impact where new developments are contiguous with greenfield or rural area; and**
  - vii. be of a mixed and diversity of styles that is in character with the local surrounding area and respect the rural nature of parts of the Parish.**
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- 8.17 The NPPF makes it plain that in promoting sustainable development we should recognise the different roles and character of different areas and our policies should be based on an understanding and evaluation of an area's defining characteristics. Development should *"respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation"* (NPPF para. 58). The Joint Local Plan has a strategic policy SPT2 'Sustainable linked neighbourhoods and sustainable rural communities' that recognises the importance of creating or reinforcing a *"positive sense of place and identity, including through the recognition of good quality design, unique character, the role of culture, and the protection and enhancement of the natural and historic environment"*.
- 8.18 Policy Bick07 reflects our desire that all new development proposals should appreciate and respond to the context and character of the area within which the development would take place. As earlier sections of this Plan have highlighted the neighbourhood area is one of great contrasts. Woolwell and Roborough have largely urban characteristics and have a strong physical and functional connection with Plymouth to the south. Bickleigh village sits remotely from the two other settlements in open countryside. The north-western part of the neighbourhood area falls within the Tamar Valley AONB and the north-eastern part lies adjacent to the Dartmoor National Park. In this context development proposals will be required to respond positively to the character and appearance of that part of the neighbourhood area in which it is located and within the context of any specific development plan policies which apply to that area.
- 8.19 The Parish has several settlement areas, each with its own character and setting. It was made clear at the Community Consultation Event in March 2016 that neither the overall rural character of the Parish nor its distinct settlement areas should be put at risk. Neither should the views from Dartmoor National Park be ruined by inappropriate development.

The areas listed below and identified on Map 5 are designated as Local Green Spaces and will be protected from development due to their particular local significance and community value:

- A. Roborough Green
- B. Bickleigh Village Green
- C. Cann Wood View, Woolwell
- D. Church Park Road, Woolwell
- E. Play Park, Woolwell
- F. Woolwell Tree Belts
- G. Land south of Tramway Road
- H. Pick Pie Plantation

**New development will not be supported on land designated as local green space except in very special circumstances.**

- 8.20 The NPPF gives us the right to designate amenity areas that are highly regarded as ‘local green spaces’ and give them protection via policies in the Neighbourhood Plan. It was made clear at the 2016 Consultation on the Plan’s Aims and Objectives that there are some vital local green areas that should be protected. 66% of respondents to the Community Consultation 2014 said local public open space was very important.
- 8.21 Several locations (see Map 5) that meet the required criteria (of paragraph 77 of the NPPF), have been designated as ‘Local Green Space’ in recognition of their importance to the amenity and vitality of the neighbourhood and protecting them for the enjoyment and appreciation by local people and visitors<sup>17</sup>.
- 8.22 *Roborough Green* – is a well-used green area with mature trees, on the eastern edge of the village of Roborough. It was conveyed to the Parish Council for nil consideration by Lord Roborough in the 1970s when Leat Walk, Jump Close and Blackeven Close were being developed. It is used by local children for informal games, cricket, football etc. and by a local Brownies group. The community use it for dog exercising, recreation and quiet enjoyment. On occasions, it has been the location of major community events. At the Queen's Golden Jubilee for instance, an organisation of local residents called Friends of the Green (FOG), came together to organise a Roborough Village Fete, followed by a Barn Dance in a Marquee, on the Green.
- 8.23 *Bickleigh Village Green* – a pleasant triangular piece of grass, with mature trees, at the heart of the village of Bickleigh that has served a variety of community functions and commemorative events over the centuries. It is privately owned, belonging to the Maristow Estate. Permission has to be sought for village functions. It is the site of the local war memorial. The Estate has agreed that inclusion of this important site along with other special areas “*is entirely reasonable in terms of ensuring the retention of these spaces and protection from unnecessary development.*”<sup>18</sup>

<sup>17</sup> See LGS Assessment Report at <http://www.bickleigh.gov.uk/neighbourhoodplan/documents/>

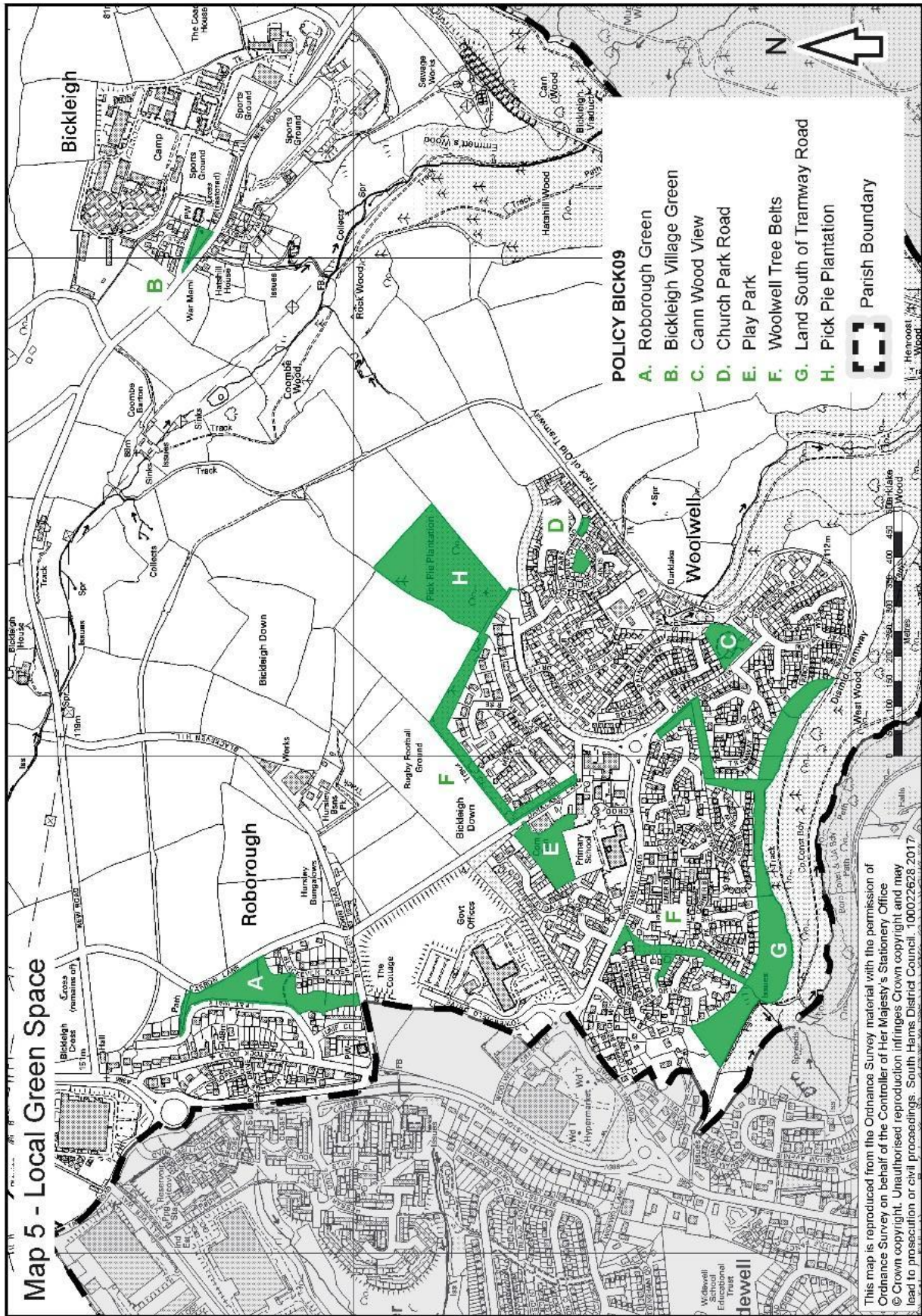
<sup>18</sup> Correspondence from Maristow Estate 8 Dec. 16 <http://www.bickleigh.gov.uk/neighbourhoodplan/wp-content/uploads/2016/08/Bickleigh-NP-Draft-Policies-Consultation-Report-jan17.pdf>

- 8.24 *Cann Wood View, Woolwell* – is one of several amenity sites provided for the community when the Woolwell development took place in the 1980's and 1990's. This site, alongside Cann Wood, is the location of play equipment for both young and older children. The footpath across the site helps link the northern and southern parts of the Woolwell estate.
- 8.25 *Church Park Road, Woolwell* – is the location of two green sites that help the amenity of a densely developed part of the Woolwell Estate. Both sites serve to provide informal recreation space and are particularly valuable as informal play space for young children.
- 8.26 *Play Park, Woolwell* – is a most significant piece of community recreation space alongside the Woolwell Centre. It includes the only MUGA<sup>19</sup> on the Woolwell Estate. It provides for a variety of informal recreation activities. The footpath network across the site provides a car-free pedestrian routes that help link parts of the estate together.
- 8.27 *Woolwell Tree Belts*– Woolwell has several well-wooded strips of land that were designed to provide a pleasant green amenity break between different parts of the estate. Rather than creating separation however they also help link areas together via car free footpaths and provide pleasant footpath routes out of Woolwell. Together they also constitute a significant ecological network.
- 8.28 *Land South of Tramway Road* – is a valuable piece of grassland used regularly by residents for leisure walking and informal play. Along with the mature trees that surround this land, it forms an important part of the network of wildlife corridors that enhance the Parish.
- 8.29 *Pick Pie Plantation* – is a small copse of predominantly deciduous woodland accessible on foot from the nearby rugby and football pitches. Popular with dog walkers, a path runs around most of the copse within its boundary, and provides a circuitous route. There are extensive views from the north-easterly boundary of the copse across Bickleigh village towards the Dewerstone and southern Dartmoor.
- 8.30 This approach is consistent with strategic policy SPT11 'Strategic approach to the natural environment' that identifies the value of local green spaces within an overall hierarchy, which can provide "*multiple benefits to communities and wildlife*". It is consistent too with the concept of developing and benefitting from a green infrastructure hierarchy, as advocated by Natural England<sup>20</sup>.

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<sup>19</sup> MUGA = multi-use games area

<sup>20</sup> Green Infrastructure Guidance, Natural England, 2014



## 9. Housing

### Overview

- 9.1 The Parish has a population of around 4,000 comprising some 1,550 or so households (at the last Census in 2011). Over half of our population is aged between 30 and 64. As migration is not significant, we have an ageing population that will likely be wanting smaller homes in future. At 2011, almost a quarter of households (24.2%) were single person households. A quarter of our households had one or more dependent child.
- 9.2 The Community Survey (2013) did not uncover any great expression of need from within the local population. However, subsequent consultations have highlighted a demand for retirement type housing from mature parishioners who would like to stay local, but anticipate the need for something smaller and more manageable.

<b>Housing</b>	
Aims	Objectives
<p>Support new development that meets local needs, helps broaden the housing stock of the Parish and increases the availability of affordable/useful dwellings</p>	<ul style="list-style-type: none"> <li>• Accommodate the numbers required by the approved Local Plan in suitable locations</li> <li>• Ensure new housing development is suitably mixed, with a good proportion of small dwelling units</li> <li>• Ensure the design of new dwellings is of high quality and suitable for its location</li> <li>• Explore what 'affordability' means in local terms</li> <li>• Ensure there is a broad mix of tenures to suit the different and varied circumstances of the local people</li> <li>• Ensure there is adequate external space provided for each new dwelling</li> <li>• Ensure there is adequate community open space provided in new development areas</li> </ul>
<p>Understand better, and monitor, the housing needs of local people</p>	<ul style="list-style-type: none"> <li>• Understand what local housing needs are</li> <li>• Recognise the demand for housing to suit an ageing population</li> </ul>

**Policy No. Bick09      Housing Mix**

**Development proposals on sites for 10 or more dwellings should contain an appropriate mixture of house types and sizes and show how they contribute to meeting current local housing needs of the neighbourhood area by referring to an up-to-date assessment of local housing need.**

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- 9.3 The number of local people being categorised as in housing need is relatively few. Of the 35 households on the Council’s ‘waiting list’ in August 2016 only 4 households with a Bickleigh parish connection are in priority band B and 8 are in band C.
- 9.4 However, “local” in relation to housing in our area has to include the northern part of the city of Plymouth. Woolwell, since it was first built, has served primarily to meet housing demand for and from Plymouth and will continue to do so. Our concern therefore is to ensure that new housing matches the needs and demands that will emanate from the Plymouth area, whilst ensuring that the housing mix on new sites will lead to a balanced and more sustainable community in an enlarged Woolwell.
- 9.5 The 2017 Strategic Housing Market Assessment for the Plymouth area<sup>21</sup> has shown that over 50% of all new housing provided in South Hams up until 2034, should be either one or two bedroomed dwellings. The average size of households on the Devon Housing Choice Register with a “*connection*” to Bickleigh parish in 2016 was 2.3 persons. 46% of the 35 households on the ‘list’<sup>22</sup> would prefer a one-bedroom dwelling, 40% would prefer two-bedrooms. As regards the waiting list for Plymouth, there too the demand is mostly for small dwellings, 62% of households registered with Devon Housing Choice in 2013<sup>23</sup> wanted a one-bedroom property and 25% wanted two-bedrooms.
- 9.6 Policy Bick09 therefore requires developers to recognise and respond to local housing need. We understand that developers often prefer to build family type dwellings as they feel that “*two and three bedroom properties with garden and parking space are popular*”<sup>24</sup>. We do urge the Local Planning Authority to ensure that an appropriate mix of dwellings is provided on major housing developments that reflects current needs and demands in the Parish of Bickleigh, as well as Plymouth.
- 9.7 The need to ensure “*a good balance of housing types and tenures to support a range of household sizes, ages and incomes to meet identified housing needs*”, is a stated requirement of strategic policy SPT2 of the Joint Local Plan.

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<sup>21</sup> Strategic Housing Market Needs Assessment (SHMNA), Plymouth SHMA.PBA, Feb 2017  
<https://www.plymouth.gov.uk/sites/default/files/StrategicHousingMarketNeedsAssessmentPart2.pdf>

<sup>22</sup> Devon Housing Choice List 22<sup>nd</sup> August 2016

<sup>23</sup> Strategic Housing Market Needs Assessment (SHMNA), Plymouth SHMNA Overview Report, GVA, Oct 2013

<sup>24</sup> Strategic Housing Market Needs Assessment (SHMNA), Plymouth SHMNA Overview Report, GVA, Oct 2013

**Development proposals that increase the choice of different types of housing available to older and disabled people in appropriate locations will be supported, particularly housing that offers local people the opportunity to move into more manageable, single-storey accommodation that better meets their needs as they grow older.**

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- 9.8 The NPPF requires us to *“plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to, families with children, older people, people with disabilities.....”* (para. 50).
- 9.9 It was made clear at the Community Consultation Event in March 2016 that new housing should offer more options for local people who want to move/downsize but stay in the area. Many attendees told us that they wished to remain living in the Parish but anticipate needing something smaller and more manageable as they get older. To most people this means a single storey, ground level dwelling. For many people during the consultation periods in 2016 and 2017, the expressed preference was for a bungalow.
- 9.10 A recent housing market assessment for Plymouth, Cornwall, South Hams, West Devon and the Dartmoor National Park has forecast for Plymouth that *“the types of household are also projected to change, with the ageing population one influencing factor. Primarily, the projections show a notable uplift in single person and couple households with this driven in significant part by the increasing number of older person households. The analysis suggests that there may be a high demand for smaller properties suitable for meeting the needs of older person households within the authority [Plymouth]”*<sup>25</sup>. The 2017 Strategic Housing Market Needs Assessment (SHMA) concurs with the predicted increase in single elderly households and says *“any new provision needs to be accessible for a range of needs to enable to older people to remain independent in the community. In particular, provision must be physically accessible”*.
- 9.11 We would expect housing that is provided with more elderly households in mind or for the disabled to be situated convenient to public transport routes and local community facilities and services that the householder may wish to use on a regular basis and away from those premises and uses that generate noise and may be regarded as a nuisance by the elderly.

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<sup>25</sup> Strategic Housing Market Needs Assessment (SHMNA) Appendix 3 – Plymouth SHMNA Overview Report, GVA, Oct 2013



**New build housing developments must be constructed to a high quality design, using materials that are sympathetic to the character of the environment. New housing developments should be designed to be integrated with adjacent developments through the application of high quality building design, materials and layout and in accordance with the criteria laid down in the Local Plan Policy Dev10.**

**In addition:**

- i. the layout of roads should provide adequately for off-road visitor parking and temporary parking spaces for delivery and utility vehicles;**
- ii. parking schemes and layouts should not impair access required by the emergency services; and**
- iii. pavements should be of sufficient width for mobility scooters to pass.**

- 9.12 The NPPF stresses that good quality design is an integral part of sustainable development and we should “*establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit*” (para. 58). The NPPG says it expects the design of new development to respond in a practical and creative way to both the function and identity of a place.
- 9.13 61% of respondents to the Community Consultation 2014 said the quality of design was very important. It was made clear at the Community Consultation Event in March 2016 that new housing should be appropriately designed. The approach adopted in policy Bick11 takes account of the adopted Local Plan Policy D1. It also seeks to add value to the comprehensive approach to delivering high quality housing set out in the emerging Plymouth and South West Devon Local Plan 2034. That approach is supported by the local community for its application in the neighbourhood area. Policy Bick11 identifies additional matters that the community considers are important to be addressed locally.
- 9.14 The current Local Plan policy however does not include criteria relating to road and pavement layout and parking. The community has expressed concern about the amount of on-road parking in residential areas and how it impedes the normal flow of traffic causing drivers to take risks and on occasions, impedes emergency vehicles. During the Community Consultation on the 1<sup>st</sup> Version of the Neighbourhood Plan in November 2016, many people commented about the problems of on-street parking on local roads and on new developments nearby. Policy Bick11 requires designers of new major developments to ensure that there are sufficient numbers of off-road parking areas not only for residents but also to accommodate visitors’ cars, the growing number of delivery and service vehicles.
- 9.15 The layout and road widths on new developments should be sufficient to ensure that emergency vehicles will have easy access to all properties.
- 9.16 Last but not least, pavements should be of adequate width, which the Government advise should be two metres<sup>26</sup>, to allow mobility scooters to pass and not have to compete for road space.

**Proposals for housing developments should include suitable and adequate private garden, outdoor amenity and external storage space.**

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- 9.17 Living in our Parish is regarded by most residents as living in or close to the countryside. Residents generally enjoy the open nature of the existing built-up areas and their greenness. The NPPF requires us to “*plan positively for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces*” (para. 57).
- 9.18 Policy Bick12 seeks to ensure that this is perpetuated by all new development through the provision of adequate outdoor space around dwellings. We expect every house to have a private garden that can be enjoyed by its occupants for a range of leisure activities. We expect the area of private space to be of sufficient size to provide adequately for the lifestyle and outdoor activities of the size and type of household for whom the dwelling is designed or likely to appeal to. We expect major housing developments to have an appropriate amount of public amenity and recreation space on sites that are large enough to provide for a range of community-based activities.

**Residential development which provides gardens that facilitate and encourage food growing will be supported.**

**Larger residential developments should also allocate land for community-led food growing via initiatives such as allotments, orchards, community gardens and innovative spaces for food growing where appropriate and viable.**

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- 9.19 As part of the local healthy living agenda, we are keen to encourage local food growing. We will welcome development proposals that include gardens for family-type dwellings that are large enough to allow space for food growing. We are also supportive of community-based horticulture and the establishment of community gardening plots. Some interest has recently been expressed on the Woolwell Matters’ Facebook site (July 2016). It is hoped that from this interest a local ‘initiative’ will develop which will result in a local food growing project. There are currently (2017) no allotments in the Parish. Several local people have suggested that allotments would be welcomed by some of those with small garden plots. Although allotment provision should not be an excuse or justification for providing micro-gardens for dwellings on new developments.
- 9.20 South Hams Green Infrastructure Framework<sup>27</sup> states that new development should have allotment provision on site if possible (policy LFF1) and also states its support for projects promoting local food production (policy LFF4).
- 9.21 Policy Bick13 requires larger housing development proposals to include an allocation of land of sufficient size in an appropriate location to be used for community-based food growing to further interest in community-based food growing. The Parish Council will liaise with the developer to advise on local demand and help ensure the land in question is suitable and realises its potential.

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<sup>27</sup> South Hams Green Infrastructure Framework, 2015 <http://old.southhams.gov.uk/greeninfrastructure>

**The provision of plots on larger housing developments for local self-builders registered on the South Hams/Plymouth list is supported.**

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- 9.22 The NPPF states we should “*plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community (such as, but not limited to..... and people wishing to build their own homes)*” (para. 50).
- 9.23 Self-build is a viable route to an affordable home for some households. A small part of Woolwell (Skylark Rise) was built by self-builders. Generally, these properties have been constructed and maintained to a good standard with the owners taking great pride in them and their local area. Self-build is a route for young local families to establish themselves on the housing ladder and may be a help to less well-off families.
- 9.24 The Joint Local Plan’s strategic policy for the ‘Woolwell sustainable urban extension and community park’, Policy PLY44, includes the “*provision of opportunities and plots for self or custom build homes*”. South Hams DC has already (since 2016) established an on-line register for potential self-builders. Bickleigh Parish Council will be encouraging local people to take more interest in the potential that self-build housing offers and to register if they are interested to strengthen the case for self-build plots on local development sites.
- 9.25 We are keen to encourage self-building in its several forms. We hope developers will be the same. Policy Bick14 encourages the developers of larger housing sites to offer a proportion of their plots to bona fide local self-builders if they are on the local register kept by South Hams District Council.

## 10. Business and Jobs

### Overview

- 10.1 For a small parish, Bickleigh is home to a substantial number of businesses. Its location close to Plymouth and near to major cross-county routes are major attractors to many businesses as must be the very pleasant semi-rural working environment we can offer. Our list of commercial operations in the Parish shows we host major national and international operators such as Plessey Semi-Conductors, Child Support Agency, Rittal CSM and Parcel Force, alongside smaller businesses primarily serving the Plymouth area and, in some cases the south west. Along with the retail and related job opportunities at School Drive, the Parish therefore offers a very wide range of jobs and work situations, which includes
- 10.2 The main areas of business activity are the business estates of Devonshire Meadows and Broadley Industrial Estate in the Roborough area (see Map 6). Offering even more job choices, Belliver Industrial Estate is nearby just over the boundary within the city area of Plymouth, as is the Tesco superstore. Not to mention our proximity to that major employment generator, Derriford Hospital. Further job choices are provided by adjoining business and science parks at Glenholt and, Estover and the Tamar Science Park. Job opportunities and proximity to work is not an issue for local people. The traffic impact of local business operations and people’s travel to work habits are however related and significant local ‘issues’.

Business and Jobs	
Aims	Objectives
Support increases in employment space in appropriate locations	<ul style="list-style-type: none"> <li>• Support the development of business space in or adjacent to existing industrial areas</li> <li>• Ensure new development is complementary to the buildings / structures adjacent and nearby</li> <li>• Ensure there is adequate on-site parking and servicing space</li> <li>• Require a green travel plan for new business development</li> </ul>
Help ensure that the whole Parish has reliable high-speed electronic connectivity	<ul style="list-style-type: none"> <li>• Ensure the whole Parish has the highest available broadband speed</li> <li>• Support the provision of new communication technologies in the Parish</li> </ul>

**Policy No. Bick15 Business Development**

**Development of B1, B2 and B8 uses on the business parks listed below (and identified on Map 6) will be supported.**

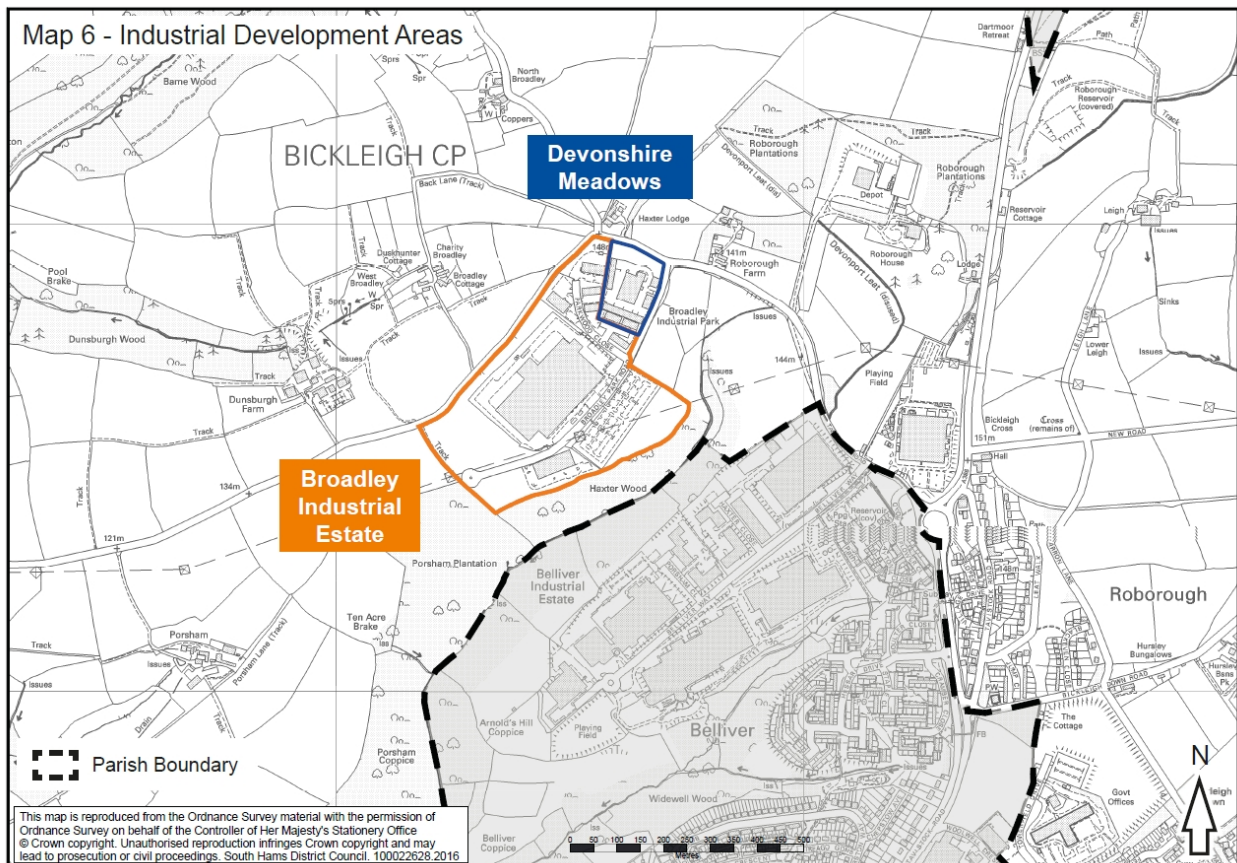
- A. Broadley Industrial Estate**
- B. Devonshire Meadows**

**All business/commercial development should:**

- i. respect the character of its surroundings by way of its scale and design;**
- ii. not harm the surrounding landscape;**
- iii. not have an adverse effect on its neighbours;**
- iv. not have an adverse impact on the transport network and parking conditions; and**
- v. safeguard residential amenity and road safety.**

10.3 The Parish has been home to several successful businesses for many years. We know from our Business Consultation in 2014 that local businesses appreciate the location and local address. There is space for expansion of existing businesses and new business premises on the following estates: Broadley Industrial Estate and Devonshire Meadows.

10.4 The NPPF tells us it is important to support “*support existing business sectors*” with policies that are “*flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances*” (para. 21). Policy Bick15 is generally supportive of further business development at these locations if they do not result in harm to the nearby environment, uses and residents or have an unacceptable impact on the local transport network. At the Community Consultation Event in March 2016 it was clear that traffic generation was a major concern and has to be taken into account.



**The development of a super-fast communication infrastructure to serve the area will be supported where it is sensitively sited and sympathetically designed.**

**All new residential, educational and business premises development should make adequate, appropriate and effective provision for high speed broadband and other communication networks.**

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- 10.5 Local businesses complained about broadband and mobile phone services in 2014. The problem was still significant in parts of the Parish in 2016. It was made clear at the Community Consultation Event in March 2016 that broadband and telecommunication services must be improved to the benefit of all areas. The NPPF wants to see plans *“support the expansion of electronic communications networks, including telecommunications and high speed broadband”* (para. 43). The Joint Local Plan calls for *“high levels of digital connectivity, supporting local communities and businesses and enabling data to be open, shared and used to better understand the area”* in its draft strategic policy SPT2 ‘Sustainable linked neighbourhoods and sustainable rural communities’. The first part of the policy offers support for sensitive communications infrastructure. Particular care will be needed for any such installations which may be proposed in part of the Tamar Valley AONB or lie adjacent to Dartmoor National Park.
- 10.6 We want the Parish to be as well connected as it can possibly be and be able to take full advantage of future improved technology. We want residents, schools and businesses to have access to the latest communication technology. We want to remove as many barriers to this as we can. We endorse the Government’s expressed view that access to superfast broadband should be a right, absolutely fundamental to life in 21st century Britain, and regarded as an essential service just like gas, electricity and water to all.
- 10.7 We are aware of recent housing development nearby, to the south of Woolwell, where old-tech copper cables have been laid underground, instead of high-speed optical fibres. This has left residents frustrated with very low broadband speeds of 2mbps. This is no longer acceptable. Policy Bick16 supports development proposals that ensure the Parish is served by the best available communication infrastructure and technology, and as well connected as any other part of the UK. We think that this can be done and should be done without causing damage to the landscape character of the area.

## 11. Transport and Parking

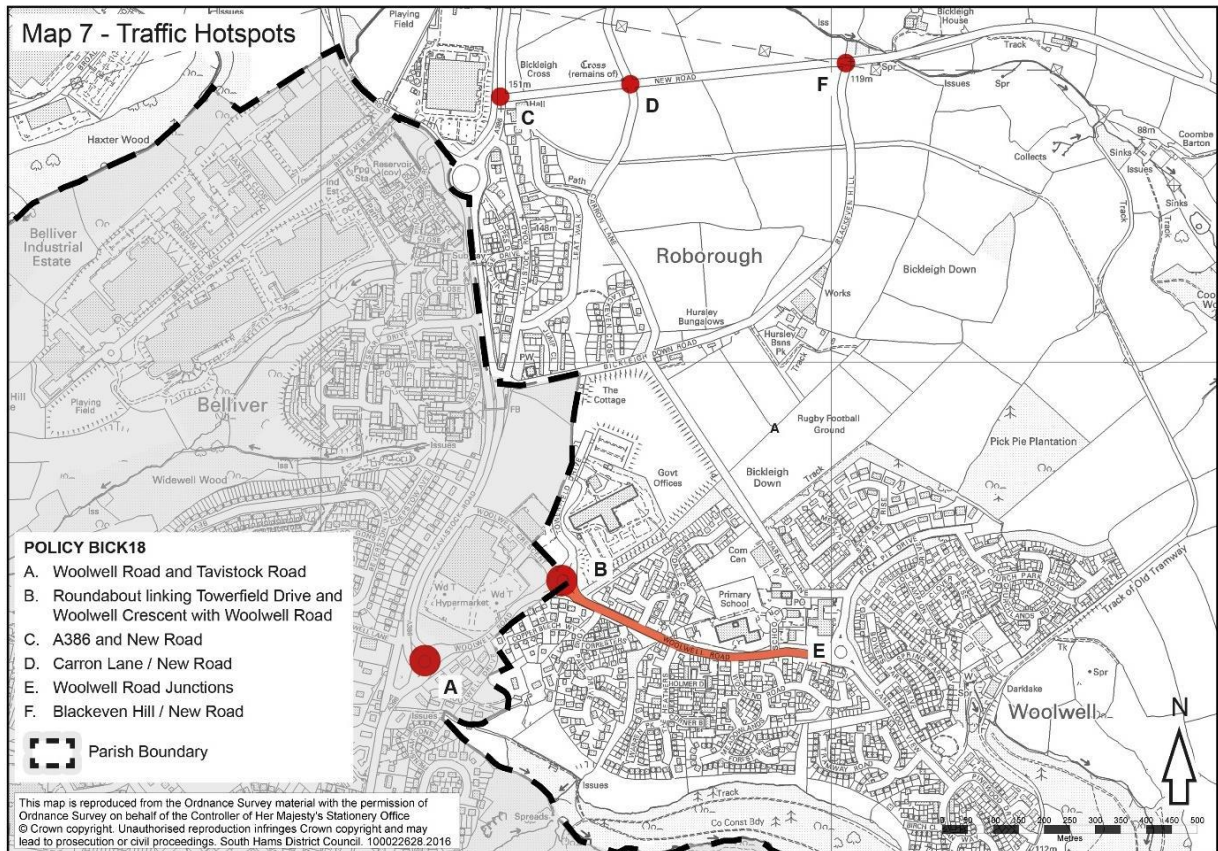
### Overview

- 11.1 Like most of the rest of the UK, car ownership amongst the residents of Bickleigh Parish is high. Only 5% of households don't have regular access/ownership of a motor vehicle. Approaching half of all households (over 45% at 2011) have more than one vehicle. Over two thirds of people in the Parish that travel to work do so by motor car.
- 11.2 The road system that serves the Parish both in and outside is generally fit for purpose. However, given the amount of traffic at the busiest of times, traffic congestion occurs at least twice daily July (July 2017). The main cause of congestion is the capacity of the single lane section of the A386 at Woolwell and from the George Hotel to Derriford roundabout.
- 11.3 The most needed improvement is the completion of the dualling of the A386 from Roborough to the Mannamead junction on the A38. Two schemes are planned, we understand. There is a real concern amongst parishioners that further housing development could make the situation intolerable without proper and permanent improvements to the road network along with, hopefully, a change in travel habits and modes.
- 11.4 There is also a general concern in the Parish that more could be done to make our roads safer for all users.
- 11.5 Regarding highways capacity, the community consultation process has highlighted concerns about the capacity of the following junctions as shown on Map 7:
- B. Towerfield Drive/Woolwell Crescent/Woolwell Road Roundabout
  - C. New Road Junction with A386
  - D. Carron Lane/New Road junction
  - E. Woolwell Road junctions
  - F. Blackeven Hill/New Road junction
- Proposals for major development should address these junctions as part of their traffic modelling and transport assessment processes.
- 11.6 The community is close to unanimous in insisting that matters should not be allowed to get any worse than they have become in 2016. It must be recognised that at present there is only one way in and out of Woolwell. It was made clear at the Community Consultation Event in March 2016 that most local people are very concerned about the ability of the existing road network to accommodate additional traffic resultant from the planned Woolwell Sustainable Urban Extension. The consultation on the 1<sup>st</sup> version of the draft Neighbourhood Plan drew more comments on this policy and traffic issues than any other<sup>28</sup>. Woolwell Road Roundabout was the most cited bottleneck that also contributes to several of the other delays and road safety issues experienced in the Parish on a regular basis. The volume of traffic on Woolwell Road seems to be ever-increasing, congestion more regular and road safety, for all road users, an ever-present concern.

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<sup>28</sup> <http://www.bickleigh.gov.uk/neighbourhoodplan/wp-content/uploads/2016/08/Bickleigh-NP-Draft-Policies-Consultation-Report-jan17.pdf>

11.7 The Parish Council will continue to make representations about the need to ensure the network connections to the A386, particularly at the Woolwell Road roundabout with Tavistock Road (location A on map 7) which is outside the Parish but has such a big impact on it, are up-graded substantially to reduce current problems and cope with an almost inevitable increase in traffic wanting to use the A386.



Transport and Parking	
Aims	Objectives
Ensure the local transport network facilitates safe and easy movement around and in and out of the Parish	<ul style="list-style-type: none"> <li>Reduce rat-running</li> <li>Improve connections to the main roads</li> </ul>
Support initiatives that encourage travel other than by private motor car	<ul style="list-style-type: none"> <li>Extend the network of safe pedestrian and cycle routes</li> </ul>
Support measures that improve local parking in the interest of safety	<ul style="list-style-type: none"> <li>Provide for more off-road parking</li> <li>Support resident-only parking where it is necessary</li> </ul>



**Policy No. Bick17 Road Safety**

**Development proposals to facilitate traffic management schemes in the interest of increasing safety in the Parish will be supported.**

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- 11.8 The volume of traffic passing through the Parish and the speed of much of this traffic is of concern to many residents. We are generally supportive of measures that will help increase safety for all road users, although there are different opinions amongst parishioners as to what will be effective and what will not. Highways England has welcomed the inclusion of policies “*which seek to secure improvements in highway safety*”.
- 11.9 The locations listed in paragraph 11.5 are regarded as potential traffic management targets. School Drive, The Heathers and Woodend Drive, where they have junctions with Woolwell Road, are all regarded as ‘safety hotspots’, mostly related to the dropping off and picking up of children at the local school. Even Bickleigh village experiences traffic problems, mainly because New Road has become a regular ‘rat-run’. Deer and pets have been killed, and recently the RSPCA refused two ‘rescue’ cats to a family in the village because of the number of animal deaths on New Road.
- 11.10 Our consultations have highlighted that members of the community are not only keen to see road safety issues addressed but they have some good ideas of how it might be achieved. We expect any traffic management proposal to be the subject of a thorough consultation with the local community.
- 11.11 The Sustainable Travel Officer at Devon County Council has emphasised the problem regarding road safety issues in the vicinity of Bickleigh Down Primary School. “*A large proportion of parents drive their children to the school, despite living within the 800m walking zone*”<sup>29</sup>.
- 11.12 The NPPF emphasises the importance of creating “*safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians*” (para. 35). Where development proposals come forward that are intended to ‘manage’ traffic flows we will expect the proposal to include evidence of consultation with the local community and reflect the response received. Policy Bick17.

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<sup>29</sup> Correspondence from Sustainable Travel Officer Devon County Council, 5 Oct 2017, see Consultation Statement

**New housing development will be required to provide a minimum of two off-road parking space for units with 1 or 2 bedrooms and a minimum of three off-road parking spaces for units with 3 or more bedrooms.**

**Permeable materials for surface parking areas should be used.**

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- 11.13 Car ownership levels continue to rise, and car use cannot easily be discouraged in a Parish that is connected to the national road network and where bus services are limited. We want to ensure that housing development accommodates a high level of car ownership (1.65 cars per households in Bickleigh Parish in 2011) and does not lead to local roads becoming any more congested or obstructed by parked cars. 54% of respondents to the Community Consultation 2014 told us that parking was a very important facet of new development. Two-car families are becoming the norm.
- 11.14 Despite being a relatively new housing estate and many houses having their own drives, the local road network in Woolwell experiences ‘congestion’ in several locations as a result of on-road parking, caused by inadequate space on the drive to accommodate the number of cars that households now own together with visitors’ cars. On Church Park Road, Rowan Way, The Heathers, Holmer Down, Pinewood Drive, Meadowlands and Churchlands Close residents having to park on the road, on both sides, constitutes a problem for emergency vehicles, disrupts the free-flow of traffic and heightens the safety risks. During our consultation events in 2016 the problem of cars parking on pavements impeding wheelchairs and pushchairs was mentioned. The problems are added to by the growing number of delivery vans and lorries serving the demands of the local community.
- 11.15 Policy Bick18 sets the off-road parking standards for housing development which we believe are necessary and, indeed, likely to be wanted by prospective occupants of new dwellings. We expect that parking spaces should be constructed using permeable materials so as not to increase the risk of localised flooding through run-off.

**Where appropriate, development proposals should demonstrate how they will provide safe and accessible connections by foot or cycle to key locations such as the local schools, shopping areas, leisure facilities, green spaces, employment areas and neighbouring settlements.**

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- 11.16 Whilst some of our policies are about accommodating the motor car better, we are also keen to reduce its impact by reducing the need for its use. It was made clear at the 2016 Consultation on the Plan’s Aims and Objectives that it should be made easier and safer for local people to travel around the area safely without using a car. The limited network of footpaths, cycleways and bridleways we have at present is illustrated on Map 3. The NPPF says that “*Where practical, particularly within large-scale developments, key facilities such as primary schools and local shops should be located within walking distance of most properties*” (para. 38). The Joint Local Plan is keen to “*reduce the impact of severance caused by transport networks, enabling more journeys by walking, cycling and public transport and providing genuine alternative ways to travel from home to work*”

*and other facilities”* (strategic policy SPT9 ‘Strategic principles for transport planning and strategy’).

- 11.17 In the interests of furthering the local healthy living agenda and reducing the use of the private motor car, policy Bick19 requires major development proposals to include walking and cycling routes that help link the new development directly, or via the wider network, to all the important community facilities and services and to the local employment areas in the Parish (existing and new). Highways England welcomes the inclusion of policies in the Bickleigh Neighbourhood Plan “*which seek to secure the provision of enhanced pedestrian and cycle links*”<sup>30</sup>.
- 11.18 The Sustainable Travel Officer at Devon County Council has highlighted the need for safe accessible routes available for pedestrians and cyclists. “*With the suggestion that the scale of growth proposed might necessitate a new school being built, it is essential that the infrastructure is in place to support sustainable travel arrangements. It is vital that the number of vehicles on the school journey is reduced..... Initiatives should effectively change travel habits and encourage the use of more acceptable modes*”<sup>31</sup>.

#### **Policy No. Bick20      Public Transport**

#### **Proposals in the neighbourhood area that are necessary to deliver improved public transport services will be supported.**

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- 11.19 We are strongly in favour of maintaining a local public transport service. 80% of respondents to the 2014 Community Consultation told us that it is important that public transport is improved if further development takes place. Highways England welcomes the inclusion of policies “*which seek.... better public transport*”<sup>32</sup>. The NPPF states that “development should be located and designed where practical to have access to high quality public transport facilities” (para. 35).
- 11.20 The Neighbourhood Plan cannot affect service improvements, which many have called for. We can however signal our backing for an effective local public transport system by supporting development proposals, should they come forward, to help facilitate a better system and services in and around the Parish and increase access and appeal to local residents.

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<sup>30</sup> Correspondence from Highways England 21 Nov. 16 <http://www.bickleigh.gov.uk/neighbourhoodplan/wp-content/uploads/2016/08/Bickleigh-NP-Draft-Policies-Consultation-Report-jan17.pdf>

<sup>31</sup> Correspondence from Sustainable Travel Officer Devon County Council, 5 Oct 2017, see Consultation Statement

<sup>32</sup> Correspondence from Highways England 21 Nov. 16 <http://www.bickleigh.gov.uk/neighbourhoodplan/wp-content/uploads/2016/08/Bickleigh-NP-Draft-Policies-Consultation-Report-jan17.pdf>

## 12. Community Facilities and Services

### Overview

12.1 Bickleigh Parish’s residents are relatively well served by local community facilities and services. We do not want this situation to change. We wish to protect and see enhancements to the schools, surgeries, community halls, church buildings we have, in the interest of ensuring they remain relevant and multi-functional. Some of them are already operating at or near full capacity. An increase in population could impair their effectiveness in meeting local needs. We expect any new development to include additional community spaces and facilities so that the Parish, as a whole, can benefit from a net gain in facilities and services as a result of this growth.

Community Facilities and Services	
Aims	Objectives
Protect and support the further development of locally delivered services that meet local needs and demands	<ul style="list-style-type: none"> <li>Protect and enhance existing community facility if it is needed</li> <li>Support the provision of new and additional space from which to deliver essential community services</li> </ul>
Support the development of an additional primary school	<ul style="list-style-type: none"> <li>Work with the Education Authority to identify a suitable site and develop a detailed plan for a new school</li> </ul>

### Our Neighbourhood Plan Policies and their Explanation/Justification

#### Policy No. Bick21 Existing Community Facilities

**Alteration, extension and/or renovation of the following local valued community facilities to ensure they remain viable and suitable for community use will be supported:**

**Roborough Recreation Hall**

**The Woolwell Centre**

**The Lopes Arms, Roborough**

**Proposals for the redevelopment or change of use of these community facilities will only be supported where:**

- i. there is no reasonable prospect of viable continued use of the existing building or facility which will benefit the local community; and**
- ii. they will provide an alternative community use; and,**
- iii. they do not have an adverse impact on the character of the area’s natural and built environments.**

12.2 As a community, we have made good use of the community facilities and services we have. Several facilities are operating close to capacity, others may need improvements to ensure they remain relevant and appealing to local people. We will support development proposals for community facilities if they increase capacity or ensure the facility remains viable. For instance, 72% of respondents to the Community Consultation 2014 told us that it is important that an improved centre at Woolwell is needed if further development takes place.

- 12.3 Roborough Recreation Hall was gifted to the inhabitants of the Parish by Lord Roborough in 1922. It is run by a group of volunteers who are also the trustees. The building consists a large hall that can seat 70+ and a smaller hall used for committee meetings. It has toilet facilities, including disabled, and a well-equipped kitchen. The hall is used by local clubs including dog training, karate, WI, garden club etc. The premises are also used for children's parties as well as by older clients for anniversaries and special dates. Shows and exhibitions also feature on the growing list of activities, which show the diversity village halls are renowned for and the strength of community spirit it has helped engender.
- 12.4 The Woolwell Centre is a modern building with its own grounds. It was built for the benefit of the local residents in Woolwell and the surrounding areas. It is owned and run by a trust that aims to enhance the lives of the local community and encourage local people of all ages to get involved and participate in a range of activities and exciting events. It has a range of meeting/conference rooms, a café bar and in-house catering. It is extremely well used and has a full events calendar as well as a full schedule of weekly activities providing for all age groups including childcare. The trustees have confirmed their support for a neighbourhood plan policy that *"supports the ongoing use of the facilities and land at the Woolwell Centre as a combined community asset"*<sup>33</sup>.
- 12.5 The Lopes Arms at Roborough was formally a 17<sup>th</sup> century coaching house and is the only public house in the Parish. It is still very much a community asset and well used and appreciated by local people. It provides facilities for local clubs such as cycling, cricket, football, and Dartmoor search and rescue. Its meals are very popular, seating 50 inside and 30 outside.
- 12.6 The NPPF encourages us to *"guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs"* (para. 70). Policy Bick21 lists those facilities that are regarded as being important in contributing to our sustainability as a community. We will not support development proposals that result in their loss, unless it is proven that they are no longer required, or they are being replaced by something that will better serve their purpose.

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<sup>33</sup> Correspondence from Woolwell Centre Trust 9 Dec. 16 <http://www.bickleigh.gov.uk/neighbourhoodplan/wp-content/uploads/2016/08/Bickleigh-NP-Draft-Policies-Consultation-Report-jan17.pdf>

**Proposals for additional multi-purpose community and health and welfare facilities will be supported subject to the following criteria being met:**

- i. the proposal will not generate nuisance or disturbance to neighbouring residential properties;**
- ii. the proposal will not lead to traffic congestion or adversely affect the free-flow of traffic on the adjoining highway; and**
- iii. access arrangements and off-street parking can be satisfactorily provided without impinging on adjoining residential and non-residential uses.**

- 12.7 The area is served by four General Practices; although only two are within the Parish, one in Woolwell and one in Roborough. The Woolwell practice is linked to the Lisson Grove Medical Centre in Plymouth. Some parishioners use the GP in Southway and others travel to Yelverton (West Devon). Social care locally is very dependent upon Volunteer Services from Plymouth and/or Tavistock.
- 12.8 The current situation with the local health and welfare service is of growing concern to the Parish Council. It is felt that the current service within the Parish is running close to capacity and will not be able to cope with the demands of a growing or ageing population. More staff and additional premises will be needed. It is likely that the delivery of health and personal services will change significantly over the next twenty years. However, we regard the availability of appropriate and accessible local accommodation as an essential element of providing the community with a first-class health and welfare service.
- 12.9 The NPPF says we should “*plan positively for the provision and use of shared space, community facilities and other local services to enhance the sustainability of communities and residential environments*” (para. 70). Both the Woolwell and Roborough practices have confirmed that they would be happy to expand during the 20-years’ life of the Local Plan. Policy Bick22 is supportive of the provision of additional space that can help meet our changing needs and changing methods of delivery.
- 12.10 The Joint Local Plan recognises that neighbourhood and communities should “*have the appropriate level of facilities to meet the identified needs of the local community, including provision of education and training opportunities, employment uses, health care, arts, culture, community facilities, open space, sport and recreation, and places of worship*” – strategic policy SPT2 ‘Sustainable linked neighbourhoods and sustainable rural communities’. The Parish Council will liaise with the relevant planning and service providers to ensure that the current situation is recognised, and a proper assessment is made of exactly what is necessary and appropriate.

**Provision for a new school, including pre-school provision, in association with new housing development that is commensurate and appropriate to meeting local needs will be supported.**

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- 12.11 It is likely that the scale of growth proposed in the Local Plan will necessitate at least one new school to be built. It was reported in 2016 that the local primary school, Bickleigh Down C of E Primary School, is very close to capacity and is annually over-subscribed. In September 2016, the school was over-prescribed, with only four vacancies at the beginning of the new school year. Those who have a sibling at the School have priority over those who do not. Other children are disbursed around Plymouth.
- 12.12 To accommodate pupil levels at spring 2016, the Primary School was unable to renew the lease on rooms that have been used by the Under-5's Pre-school for the previous five years. The current school buildings fill the site, so any new provision would require a new site.
- 12.13 There is no secondary school in the Parish. Secondary education is provided by secondary schools/ academies in Plymouth and Tavistock. Plymouth also provides grammar school education.
- 12.14 The NPPF states that *"the Government attaches great importance to ensuring that a sufficient choice of school places is available to meet the needs of existing and new communities"* (para. 72). Policy Bick23 is supportive of the development of new schools that will ensure that all local scholars have the opportunity to go to a local school.

## 13. Sports and Recreation

### Overview

- 13.1 We have a range of leisure and sports facilities in the Parish both indoor and outdoor. For indoor sports, participants have to compete with other users for time and space at Roborough Recreation Hall and the Woolwell Centre.
- 13.2 There are two centres for outdoor sport in the Parish. The privately owned Argaum Rugby Club grounds which provides two rugby pitches and one football pitch. The Argaum field backs on to the Woolwell development.
- 13.3 Roborough Playing Fields is run by a local trust. It provides a cricket square, one adult football pitch and two junior pitches. They are located in Tamerton Lane, next to Plessey's.
- 13.4 Both the pavilion facilities at Argaum and Roborough are regarded as poor and could do with replacing with something much better and multi-functional. The pitches at both venues are regarded by users as satisfactory but in need of better maintenance. There are two junior unmarked pitches at the local primary school.
- 13.5 The sports facilities we have, are very important to us. However, they are insufficient in number and breadth of opportunity. Female sport is not currently catered for and will require funding. We want to encourage play, sport and recreation activity and meet demands locally. This will be challenging, particularly if our population grows and the proportion of families increases.

Sports and Recreation	
Aims	Objectives
Protect and enhance existing sports and recreation facilities	<ul style="list-style-type: none"> <li>Protect and enhance existing facilities</li> <li>Ensure the Parish meets accepted national standards of provision for sport and recreation</li> </ul>
Support the development of additional facilities and opportunities for healthy recreation	<ul style="list-style-type: none"> <li>Support the development of new sports and recreation facilities and opportunities</li> <li>Ensure the Parish has adequate and suitably-sited areas for children's play</li> </ul>
Identify what young people want and work with other agencies to provide facilities and opportunities	<ul style="list-style-type: none"> <li>Seek to provide facilities for young peoples' activities</li> </ul>



**Policy No. Bick24 Existing Sports and Recreation Facilities**

The following sports and recreation facilities and pitches (shown on Map 8) will be protected from change of use:

- A. Plymouth Argaum Rugby Playing Fields
- B. Roborough Playing Fields
- C. Bickleigh Down Primary School Playing Fields

Proposals which result in a loss of these sports and recreation facilities and pitches and/or their capacity and/or community accessibility (availability for community use) will only be supported where:

- i. an assessment has been undertaken which clearly shows that facilities are surplus to local and strategic need and demand; or
- ii. the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity, quality and community accessibility in a suitable location and demonstrate community benefit; or
- iii. the development is for alternative sports and recreational provision, the needs for which clearly outweigh the loss.

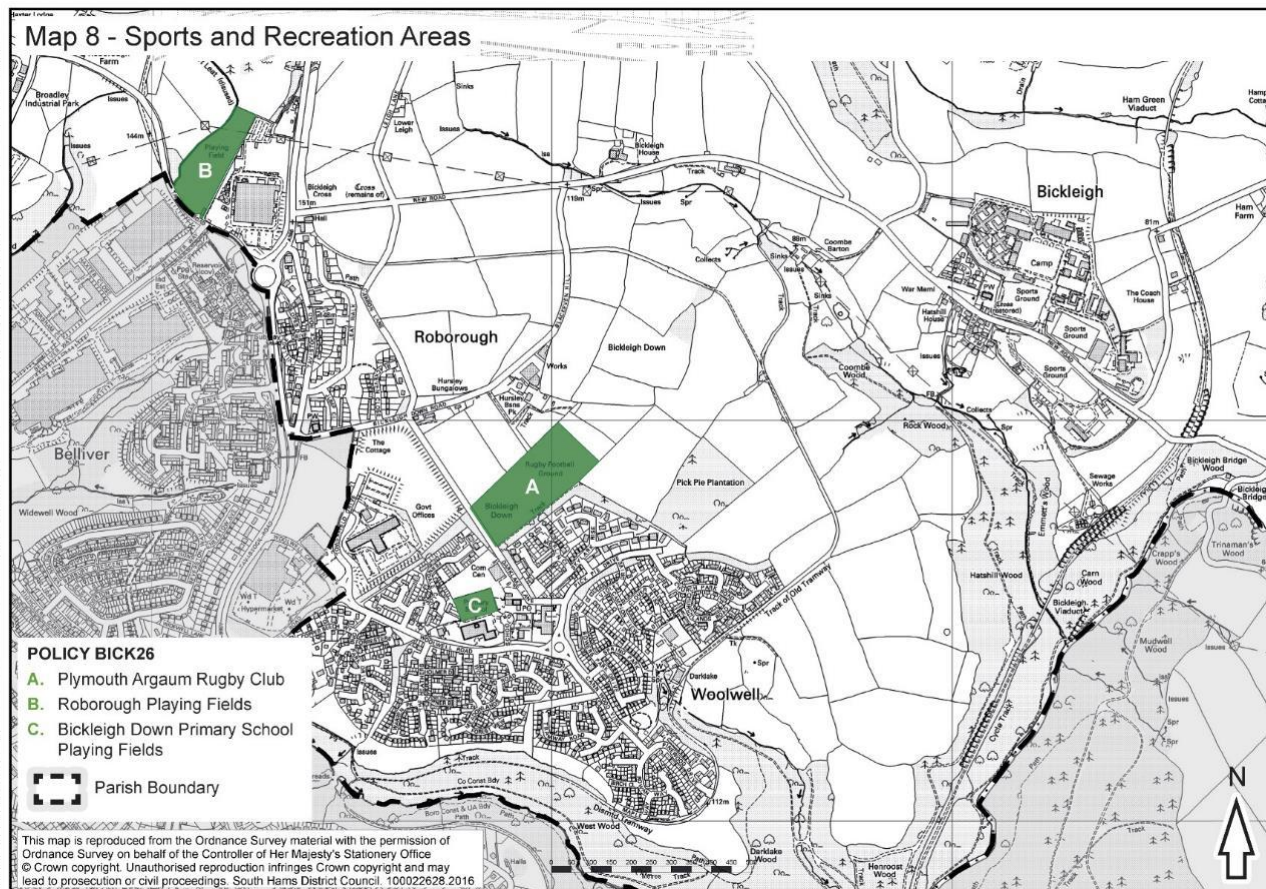
Proposals which plan to replace existing facilities and pitches should demonstrate that they benefit the community and that there is secured community access.

- 13.6 The NPPF makes it plain that existing open space, sports and recreational buildings and land, including playing fields, should not be built on unless they are proven to be surplus to requirements or they are being replaced by something bigger and/or better (para. 74).
- 13.7 As regards existing local facilities, the Parish has:
- Plymouth Argaum RFC has 3 full sized pitches (2 for rugby and 1 for football), 1 junior football pitch, 1 training area and a Clubhouse suitable for 100 persons
  - Roborough Playing Fields has a cricket square, 1 adult football pitch, 2 junior pitches and a pavilion
  - We also have Bickleigh Down Primary School Playing Fields for our young people, which is large enough for two junior football pitches, but has no associated changing rooms nor showers
- 13.8 Policy Bick24 puts protection in place for these important areas of sporting activity. Not only are we intent on protecting them from loss of area or facilities a result of development, we are supportive of improvements and additional facilities that help meet needs and encourage increase participation at both locations. The Head Teacher at Bickleigh Down Primary School has told us that policy Bick24 *“has my wholehearted support both in terms of the facilities at Bickleigh Down Primary School but also the facilities at Plymouth Argaum and Roborough. As a school, we have encouraged all our pupils to engage in sport and recreation and the loss of any of these facilities would, in my opinion, be detrimental to the area.”*<sup>34</sup> The Roborough Recreation Hall & Playing Fields Trust has also confirmed their support to policy Bick24 *“we are all for keeping and*

<sup>34</sup> Correspondence from Bickleigh Down Primary School 25 Nov. 16

expanding them in this area and also feel that even more will be needed as the neighbourhood grows in the future”<sup>35</sup>.

13.9 The South Hams Playing Pitch Strategy 2015 identified that both had the potential for increased use but were in need of an up-grade of pitch quality and changing facilities.



### Policy No. Bick25 Improving Sports Facilities

Development proposals that helps ensure existing sports sites remain viable or which otherwise will improve their effectiveness and use will be supported where they:

- i. have no significant adverse impact on the character and ecology of the area;
- ii. would not have an adverse effect on neighbouring residents and other users;
- iii. are capable of being integrated into the surrounding landscape, through landform and appropriate planting; and
- iv. adequate access and parking arrangements are made so as not have an adverse effect in terms of road congestion and the safety of road users.

13.10 The NPPF states that “access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities” (para.73). Our evidence gathering identified that whilst the community has the benefit of local sports facilities, they could be made better. This is confirmed by the South Hams Survey Playing with Pitch Strategy 2015, which identified that both Roborough Playing

<sup>35</sup> Correspondence from Roborough Recreation Hall & Playing Fields Trust 20 Dec. 16

Fields and the Argaum Rugby Club had the potential for increased use but the facilities on offer needed to improve.

- 13.11 We have been made aware, during 2016, that the Argaum Rugby Club has been exploring the options for ground and facilities' improvements including the possibility of relocating the clubhouse, with a new-build eco-friendly building that includes a restaurant, teaching room and medical/physio room. More playing pitches and additional car parking including an over-flow parking facility are all part of the current brief. The Club has ambitions to be the leading 'junior side' in Plymouth and West Devon and increase sporting activity generally. It wants to make its facilities available for other clubs and sports and be able to hold occasional rugby tournaments. It is currently unable to stage these types of event because adequate safe parking, for up to 300 vehicles, cannot be guaranteed. The Club has limited parking at present, which is not in the most convenient nor safest of locations. Overspill parking on the nearby lanes can cause conflict with users of the nearby Hursley Industrial Area. We are supportive in principle of the Club's ambitions for the sites development as long as it continues to encourage local people to participate and benefit from its facilities.
- 13.12 The Roborough Playing Fields Improvement Programme 2016, including drainage and reseeded of football pitch and renewal of the artificial cricket wicket have recently been completed. Roborough Recreation Hall and Playing Fields Committee have confirmed additional improvements to facilities are also planned, including the provision of a clubhouse with showers and training room for both male and female participants.
- 13.13 The Roborough Recreation Hall and Playing Fields Trust holds, in trust, the Village Hall and Playing Fields. It supports the role of play and leisure activities in the interests of the "improving the conditions of life"<sup>36</sup> of the parish residents, with representation from the Maristow FC, Plymouth Civil Service and Roborough Cricket Club, Bickleigh Parish Council, both local churches, 42 Commando, the Women's Institute and Young Farmers. The Trust is keen to include other sports activities for all age groups within the community.
- 13.14 Also in the Parish is Bickleigh Barracks. In the past, its grass playing pitches and-based artificial grass pitch were used by the community. However, these facilities are not normally open to public access; any public access is strictly controlled via local arrangements, which may be cancelled/amended at any time.
- 13.15 The South Hams Playing Pitch Strategy 2015 includes an action to secure more regular community use of the facilities. Bickleigh Down Primary School has two junior pitches that have been used by the community in the past, but not at present (2016). According to the Playing Pitch Strategy 2015, the School has expressed desire to accommodate community use on them.
- 13.16 Recent correspondence the Head Teacher at Bickleigh Down Primary School emphasised the value of local sports and recreation facilities to the education service<sup>37</sup>.

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<sup>36</sup> Roborough Recreation Hall and Playing Fields Trust, Conveyance and Trust Deed dated 1st October 1969

<sup>37</sup> Correspondence from Bickleigh Down Primary School 25 Nov. 16

<http://www.bickleigh.gov.uk/neighbourhoodplan/wp-content/uploads/2016/08/Bickleigh-NP-Draft-Policies-Consultation-Report-jan17.pdf>

- 13.17 Policy Bick25 is generally supportive of development that helps facilitate increased community use of sport and recreation areas in the Parish as long as the impact of the development does not cause an unacceptable impact or nuisance.

**Policy No. Bick26      New Recreation and Play Facilities**

**Development proposals to provide for additional recreation and play facilities, which meet an identifiable local need will be supported.**

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- 13.18 A growing population with a healthy living agenda needs plenty of space to play. It was made clear at the Community Consultation Event in March 2016 that there should be more local leisure and recreation opportunities especially for young people. Bickleigh Down Primary School too has stated its support for additional local sports facilities *“we believe additional facilities would be welcomed in the area”*<sup>38</sup>.
- 13.19 The work undertaken as part of developing the South Hams Playing Pitch Strategy 2015 made clear that population growth combined with a growing participation rate in sports meant that *“there are strong foundations for continuing to build participation in sport and active recreation in the District”*. The most sustainable solution to meeting this demand is to provide the facilities within easy access of population centres.
- 13.20 Policy Bick26 is supportive of development proposals in the neighbourhood area that will ensue that we have the benefit of adequate recreation and play space to meet the demands of a growing population and encourage local people to make best use of it. As demonstrated by policy Bick24 we have some recreation facilities that are important to us and we wish to protect. These will need adding to in the years ahead as the population increases and sporting preferences change. Sport England’s standard advice is that new facilities should be based on a proportionate assessment of the need for sporting provision, which is developed in consultation with the local sporting and wider community. The community in Bickleigh will be keen, we are sure, to contribute to such an assessment to help ensure the location, design and layout of new facilities encourages and promotes participation in sport and physical activity.

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<sup>38</sup> Correspondence from Bickleigh Down Primary School 25 Nov. 16

## 14. Monitoring and Reviewing the Plan

- 14.1 There is no statutory requirement for the impact of the Neighbourhood Plan and its policies to be monitored.
- 14.2 The Parish Council will periodically monitor the impact of policies on change in the neighbourhood area by considering the policies' effectiveness in the planning application decision-making process. We will do this by referring to this Plan when reviewing planning applications. We will keep a record of the application, any applicable policies, and comment from the Parish Council together with the eventual outcome of the application.
- 14.3 A full or partial review of this Plan may be triggered by changes to legislation, changes to national or county-wide planning policies or significant planning issues being raised by the local community which cannot be dealt with effectively by a combination of national, district and/or existing neighbourhood plan policies. The adoption of the Plymouth and South West Devon Local Plan will be a key event in the formulation of a new development plan context. Five years from the date the Plan is made, we will consider the need and value in undertaking some form of Review.

## 15. Glossary of Relevant Terms

The following terms are used in the Bickleigh Neighbourhood Plan:

Biodiversity	The variety of life in all forms e.g. wildlife, plants, etc.
CIL	Community Infrastructure Levy: is a planning charge, introduced by the Planning Act 2008 as a tool for local authorities to raise funds from owners or developers of land undertaking new building projects in their area. Most new development which creates net additional floor space of 100 square metres or more, or creates a new dwelling, is potentially liable for the levy.
EU law	European Law – a body of treaties, law and court judgments which operates alongside the legal systems of the EU's member states.
Infrastructure	Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities
Landscape Character	The distinct and recognisable pattern of elements that occur consistently in a particular type of landscape. It reflects particular combinations of geology, landform, soils, vegetation, land use and human settlement.
Listed Building	A building or other structure of special architectural or historic interest included on a statutory list and assigned a grade (I, II* or II). If a building is 'listed' it means that it has special protection under the Planning Act and permission will be needed for any works, some of which wouldn't otherwise need it.
Local Development Framework	A non-statutory term used to describe a folder of documents, which includes all the local planning authority's local development documents. An LDF is comprised of: <ul style="list-style-type: none"> <li>• Development Plan Documents (which form part of the statutory development plan)</li> <li>• Supplementary Planning Documents</li> </ul>

Local Education Authority	The public body whose duty it is to carry out specific functions relating to education for a particular area. All references to local education authority apply in this Plan to Devon County Council.
Local Green Space	Green areas of particular importance to local communities designated to provide special protection against development.
Local Plan	A portfolio or folder of documents (Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs), setting out the planning strategy for a local planning authority area.
Local Planning Authority	The public body whose duty it is to carry out specific planning functions for a particular area. All references to local planning authority apply in this Plan to South Hams District Council.
NPPF	The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be d. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of communities.
NPPG	The National Planning Practice Guidance is a web-based resource which brings together planning guidance on various topics into one place. It was launched in March 2014 and coincided with the cancelling of most of Government Circulars which had previously given guidance on many aspects of planning.
Neighbourhood Area	An area within the area of a local planning authority in England which has been designated by the authority as a neighbourhood area (for the purposes of preparing a neighbourhood development plan).
Neighbourhood Plan	A neighbourhood development plan prepared by a Town or Parish Council or Neighbourhood Forum for a specific neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).
Playing Pitch Strategy (PPS)	An evidence-based document that Sport England recommends councils produce to guide investment, development and improvements in pitch sport facilities and meet the requirements of the National Planning Policy Framework.
Public Right of Way	A way where the public has a right to walk, and in some cases ride horses, bicycles, motorcycles or drive motor vehicles, which will be designated either as a footpath, a bridleway, a road used as a public path or a byway.
Self-build	Projects where someone directly organises the design and construction of their new home.
SHLAA	Strategic Housing Land Availability Assessment: An assessment of all land within the district to assess its availability for new development.
SHMA	A Strategic Housing Market Assessment is a study of the way the housing market works in any particular area. It considers the type of households living in the area, where they work and what sort of housing they live in. It attempts to estimate future housing needs across the area, broken down by tenure and size of housing.
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
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 Document (SPD)	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.
Sustainability Appraisal	The consideration of policies and proposals to assess their impact on sustainable development objectives.
Sustainable Development	Environmentally responsible development, commonly defined as " <i>development which meets the needs of the present generation without compromising the ability of future generations to meet their own needs</i> ".
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.

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**MINUTES OF THE MEETING OF THE DEVELOPMENT MANAGEMENT COMMITTEE HELD AT FOLLATON HOUSE, TOTNES, ON WEDNESDAY, 13 FEBRUARY 2019**

<b>Members in attendance</b>			
* Denotes attendance			
*	Cllr I Bramble	*	Cllr J M Hodgson
*	Cllr J Brazil	*	Cllr T R Holway
*	Cllr D Brown	*	Cllr J A Pearce
*	Cllr P K Cuthbert	*	Cllr R Rowe
*	Cllr R J Foss (Vice Chairman)	*	Cllr R C Steer (Chairman)
*	Cllr P W Hitchins	*	Cllr R J Vint

**Other Members also in attendance:**

Cllrs Bastone, Birch, Tucker, Wright

**Officers in attendance and participating:**

Item No:	Application No:	Officers:
All agenda items		Planning Senior Specialist, Planning Specialists, Deputy Monitoring Officer, Specialist Democratic Services
	2066/18/FUL	DCC Highways Officer
	3460/17/OPA	Affordable Housing Officer, Senior Specialist Assets

DM.51/18

**MINUTES**

The minutes of the meeting of the Committee held on 16 January 2019 were confirmed as a correct record and signed by the Chairman.

DM.52/18

**DECLARATIONS OF INTEREST**

Members and officers were invited to declare any interests in the items of business to be considered and the following were made:

Cllr Foss declared a personal interest on behalf of all Members of the DM Committee in application **4412/17/ARM**: Reserved Matters application for the approval of appearance, landscaping, scale and layout for 29no. dwellings, following grant of outline permission 1825/16/OPA – Land at SX 550 552, North of Canes Orchard, Brixton, by virtue of the land owner being a Member of South Hams District Council. All Members remained in the room and took part in the vote thereon;

Cllr Holway declared a personal interest on behalf of all Members of the DM Committee in application **2117/18/FUL**: Application for new agricultural building to house livestock and for associated access – Woodland Barton Farm,

Avonwick, by virtue of the applicant being the Chairman of the DM Committee, and those Members who declared a personal interest remained in the room and took part in the vote thereon;

Cllr Steer declared a disclosable pecuniary interest in application **2117/18/FUL**: Application for new agricultural building to house livestock and for associated access – Woodland Barton Farm, by virtue of being the applicant and he left the meeting for the duration of this item;

Cllr Rowe declared a disclosable pecuniary interest in application **2117/18/FUL**: Application for new agricultural building to house livestock and for associated access – Woodland Barton Farm, by virtue of the applicant being a close relative and she left the meeting for the duration of this item;

Cllr Holway declared a personal interest in application **3460/17/OPA**: Outline application with some matters reserved for 7 self-build/custom-build dwellings (five open market and 2 affordable self-build plots) – Lutterburn Farm, Lutterburn Street by virtue of owning a field on the other edge of the village and he remained in the meeting and took part in the debate and vote thereon;

Cllr Cuthbert declared a personal interest in application **2066/18/FUL**: Demolition of hotel (14 guest bedrooms, 4 staff bedrooms, indoor swimming pool, lounge/bar/dining areas etc) and construction of a mixed use development of 9 serviced short term holiday let apartments (providing total of 16 bedrooms), 1 unit of owner's/manager's accommodation and 5 residential apartments – Lantern Lodge Hotel, Grand view Road, Hope Cove, by virtue of her husband being a Hope Cove Commissioner, and she remained in the room and took part in the vote thereon;

Cllr Cuthbert also declared a personal interest in application **1189/18/HHO**: Householder application for re-location of access and extension to dwelling – Orchard Barn, Ermington, by virtue of the applicants being close friends, and she left the chamber for the duration of this item;

Cllr D Brown declared a personal interest in the following planning applications that were sited within the South Devon AONB by virtue of being a Member of the South Devon AONB Partnership Committee and remained in the meeting and took part in the debate and vote thereon:

**2066/18/FUL**: Demolition of hotel (14 guest bedrooms, 4 staff bedrooms, indoor swimming pool, lounge/bar/dining areas etc) and construction of a mixed use development of 9 serviced short term holiday let apartments (providing total of 16 bedrooms), 1 unit of owner's/manager's accommodation and 5 residential apartments – Lantern Lodge Hotel, Grand view Road, Hope Cove

**2785/18/FUL**: Engineering operations to create level pitches and use of land for the stationing of 3 x mobile units for holiday use – Meadow Barn, East Portlemouth

**1940/18/HHO**: Householder application for extension and alterations to dwelling to form additional bedroom – 8 Crestway, Strete

**DM.53/18 PUBLIC PARTICIPATION**

The Chairman announced that a list of members of the public and town and parish council representatives, who had registered their wish to speak at the meeting, had been circulated.

**DM.54/18 PLANNING APPLICATIONS**

The Committee considered the details of the planning applications prepared by the Planning Case Officers as presented in the agenda papers, and considered also the comments of Town and Parish Councils together with other representations received, which were listed within the presented agenda reports, and **RESOLVED** that:

**a) 2066/18/FUL Lantern Lodge Hotel, Grand View Road, Hope Cove****Parish: South Huish**

**Demolition of hotel (14 guest bedrooms, 4 staff bedrooms, indoor swimming pool, lounge/bar/dining areas etc) and construction of a mixed use development of 9 serviced short term holiday let apartments (providing total of 15 bedrooms), 1 unit of owners/manager's accommodation and 5 residential apartments**

Case Officer Update: Consultation period for final revisions ended 8 February, 2019, after publication of report. 26 late letters of representation received raising a few additional points such as concerns over light pollution, unattractive proposal, clarity sought on specification of privacy glass, clarification on distance of proposal from Cliff House and finally the proposal claiming it was not major development. In response to the final point, the case officer explained the difference between major development as set out in the Town and Country Planning Act and the definition of major development in the AONB as set out in the NPPF.

Speakers included: Objector – Ms Jill Beavis; Supporter – Mr Simon Bird; Parish Council – Cllr Jo Hocking; Ward Members – Cllrs Pearce and Wright

**Recommendation:** Delegate to Head of Development Management Practice (HoP), in conjunction with Chairman to conditionally grant planning permission, subject to a Section 106 legal obligation.

However, in the event that the Section 106 legal Agreement remains unsigned six months after this resolution, that the application is reviewed by the HoP, in consultation with the Chairman of the Committee, and if no progress is being made delegated authority is given to the HoP to refuse to application in the absence of an agreed S106 Agreement.

During debate, Members referred to the points made by the Parish Council, particularly the high level of second homes already in Hope Cove, that the proposal did not offer any affordable housing, nor any contribution. The increased footprint of the building would adversely impact the AONB, which deserved the highest protection, and the parking proposals were inadequate, and would exacerbate current difficulties along Grand View Road. Members felt that the proposal was trying to 'cram' too much into the space, and did not see the need for five properties, a fewer number would be more reasonable. The proposal would also result in overlooking and a detrimental impact on the neighbour amenity of the neighbours at The Cove.

**Committee Decision:** Refusal

Reasons:

1. Having regard to the scale, massing, design and siting of the proposed development it fails to conserve and enhance the landscape and scenic beauty of this part of the South Devon Area of Outstanding Natural Beauty and is out of character with the area. As such the proposed development is contrary to Policies DP1, DP2, CS7 and CS9 of the South Hams LDF Development Plan Policies and Policies DEV10, DEV20, DEV24 and DEV27 of the emerging Plymouth and South West Devon Joint Local Plan and the National Planning Policy Framework in particular paras 127, 130, 170, 172 and 173.
2. Having regard to the extent to which the proposed development fills the plot, the number of apartments to be provided and inadequate provision of on-site parking the proposal represents an overdevelopment of the site that is likely to lead to over-spill parking onto the adjacent road(s) causing inconvenience to users of the highway and adversely impacting on residential amenity. As such the proposed development is contrary to Policies DP1 and DP7 of the adopted South Hams LDF Development Plan Policies and Policies DEV 20 and DEV31 of the emerging Plymouth and South West Devon Joint Local Plan and the National Planning Policy Framework in particular paragraphs 127 and 102.
3. Having regard to the scale, massing and siting of the proposed development it will have an overbearing impact on and result in an unacceptable level of overlooking to its neighbours to the south and east of the site. As such the proposed development is contrary to Policy DP3 of the adopted South Hams LDF Development Plan Policies and Policy DEV1 of the emerging Plymouth and South West Devon Joint Local Plan.

**b) 4412/17/ARM Land at SX 550 552, North of Canes Orchard, Brixton****Parish: Brixton****Reserved Matters application for the approval of appearance, landscaping, scale and layout for 29no. dwellings**

Case Officer Update: Conditions updated and an additional condition related to play equipment being agreed in consultation with the Parish Council.

Speakers included: Objector – Mr Michael Peddar: Supporter – Mr Andrew Lawrie: Parish Council – Cllr Michael Wills; Ward Member – Cllr Brown

**Recommendation:** Conditional Approval

During debate, Members made reference to the site visit and generally felt that the proposed design was poor. The indicative layout presented at Outline stage had not included a terrace that was created 'back to back' with existing properties in Phase Two, but this was included in the proposal for approval. Members felt this represented poor design, and also felt that the play area should not be placed in the top corner of the site, the location being unsympathetic to those who would benefit from it. Generally the layout had been ill thought through.

**Committee Decision:** Refusal

Reasons:

1. Having regard to the layout and design of the proposed development including the remote location of the public open space in the north eastern corner of the site and its limited natural surveillance, the proposed development does not represent high quality design. As such the proposed development is contrary to policies DP1 and CS7 of the adopted development plan and DEV20 of the emerging Plymouth and South West Devon Joint Local Plan and the National Planning Policy Framework, in particular paragraphs 127 and 130.

2. Having regard to the siting and scale of the proposed houses adjacent to the southern site boundary the proposed development will have an overbearing impact on and cause overlooking to the existing houses to the south of site, adversely impacting on their residential amenity. As such the proposed development is contrary to Policy DP3 of the adopted development plan and Policy DEV1 of the emerging Plymouth and South West Devon Joint Local Plan.

**c) 3460/17/OPA Lutterburn Farm, Lutterburn Street, Ugborough****Parish: Ugborough**

**Outline application with some matters reserved for 7 self-build customer build dwellings (five open market and two affordable self-build plots)**

Case Officer Update: Two further letters of representation had been received suggesting additional conditions, some of which could be incorporated into the Construction Management Plan

Speakers included: Objector – Ms Joan Fletcher; Supporter – Mr Simon Baker; Parish Council – Cllr George Beable; Ward Member – Cllr Holway

**Recommendation:** Delegate to HoP Lead Development Management, in conjunction with Chairman to conditionally grant planning permission, subject to a Section 106 legal obligation.

However, in the event that the Section 106 legal Agreement remains unsigned six months after this resolution, that the application is reviewed by the HoP Lead Development Management, in consultation with the Chairman of the Committee, and if no progress is being made delegated authority is given to the HoP to refuse to application in the absence of an agreed S106 Agreement

During discussion, Members requested an additional condition regarding community space, to be confirmed at Reserved Matters stage, and a further condition regarding the buildings being zero carbon construction.

**Committee Decision:** Delegate to HoP Lead Development Management, in conjunction with Chairman to conditionally grant planning permission, subject to a Section 106 legal obligation.

However, in the event that the Section 106 legal Agreement remains unsigned six months after this resolution, that the application is reviewed by the HoP Lead Development Management, in consultation with the Chairman of the Committee, and if no progress is being made delegated authority is given to the HoP to refuse to application in the absence of an agreed S106 Agreement

Conditions:

1. Reserved matters time
2. Reserved Matters details
3. Accord with plans
4. Surface water drainage strategy prior to commencement
5. Surface water adoption and maintenance strategy prior to commencement
6. Construction phase drainage strategy prior to commencement
7. Details of connection to and condition of receiving watercourse prior to commencement
8. Ecological Mitigation and Enhancement Strategy incorporating recommendations of the PEA
9. TEMS Mitigation Strategy
10. Landscape Plan prior to commencement
11. CEMP prior to commencement
12. Accord with details of Arboricultural Work and Tree Protection Plan

13. Highways details prior to commencement
  14. Highways construction infrastructure prior to commencement
  15. Unsuspected contamination
  16. Written Scheme of Investigation
  17. Finished floor levels of plot 6
  18. Site road and ground levels across flood zone
  19. No piping of western watercourse channel
  20. No external lighting to be erected upon dwellings without agreement of details with LPA.
  21. Accord with LEMP
  22. Details of tree retention
- Additional conditions:  
Community open space  
Zero Carbon buildings

**d) 3944/18/FUL 14-16 High Street, Totnes**

**Parish: Totnes**

**Change of use from Class A2 (bank) to a mixed Class A1/A3 use (coffee shop) together with shopfront alterations**

Case Officer Update: None

**Recommendation:** Conditional Approval

**Committee Decision:** Conditional Approval

Conditions:

1. Time limit
2. Accord with plans
3. Times of opening
4. Machinery/Plant operation times and deliveries
5. A1/A3 use only
6. Submission of plant details

**e) 2785/18/FUL Meadow Barn, East Portlemouth**

**Parish: East Portlemouth**

**Engineering operations to create level pitches and use of land for the stationing of 3 x mobile units for holiday use**

Case Officer Update: Landscape Officer comments received and quoted to the Committee.

Speakers included: Supporter – Mrs Liz Taylor: Parish Council – Cllr Mike Harris: Ward Member – Cllr Brazil

**Recommendation:** Refusal

During discussion, Members referred to their site visit and also took account of the strong support of the Parish Council. Members felt that the proposal would attract a different type of tourist and provide opportunities for tourism other than the prohibitively expensive option of renting a house in the area.

**Committee Decision:** Conditional Approval

Reasons:

Low key low impact form of tourism, well hidden in the valley and would not spoil the landscape. Exceptional circumstances for approval of the proposal in the AONB being that the proposal cannot be seen, no additional parking required.

Conditions:

1. Size of concrete pads to be 4m x 10m
2. Holiday use only
3. Details of materials/landscaping/no external lighting/noise/colour of materials

**f) 3744/18/HHO Polston Green, Modbury**

**Parish: Aveton Gifford**

**Householder application for proposed alteration and extension**

Case Officer Update: None

Speakers included: Parish Council – Cllr Rosamund Brousson: Ward Member – Cllr Bramble

**Recommendation:** Refusal

Members had a brief discussion on this proposal, but were persuaded by the support of the Parish Council and by attending the site visit and seeing the location of the proposal.

**Committee Decision:** Conditional Approval

Reasons:

No heritage issues, Doesn't represent overdevelopment, no intrusion into neighbour amenity, design acceptable. Ref to NPPF?

Conditions:

- 1 Accordance with plans
2. Materials to be agreed
3. No further window openings

**g) 1940/18/HHO 8 Crestway, Strete**

**Parish: Strete**

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### **Householder application for extension and alterations to dwelling to form additional bedroom**

Case Officer Update: None

Speakers included: Objector – Mr Nick Shepherd; Supporter – Mr Gareth Pinwell: Parish Council – Cllr Kate Gill: Ward Member – Cllr Foss

**Recommendation:** Conditional Approval

During discussion, Members referred to the site inspection and noted that whilst the proposed extension to the front of the dwelling was acceptable, there were concerns over the extension to the back and the potential overlooking that would result.

**Committee Decision:** Refusal

Reasons:

The proposed rear extension by reason of its size and rearward projection would result in an unacceptable overbearing impact and unacceptable loss of amenity adversely impacting upon the neighbouring properties, Nos. 7 and 9 Crestway. The development is, therefore, contrary to Policy DP3 of the Council's adopted Local Development Framework, Development Policies Development Plan Document and Policies DEV1, DEV2 and DEV20 of the emerging Plymouth and South West Devon Joint Local Plan.

### **h) 1189/18/HHO Orchard Barn, Ermington**

**Parish: Ermington**

### **Householder application for re-location of access and extension to dwelling**

Case Officer Update: None

Speakers included: Supporter – Mrs Amanda Burden: Ward Member – Cllr Holway

**Recommendation:** Refusal

During discussion, Members stated that the proposal was still subservient to the principal dwelling and the aspect was away from public view.

**Committee Decision:** Conditional Approval

Reasons:

The proposal was subservient to the building and would not be seen from the public view. On balance, the proposal was appropriate and not detrimental.

Conditions:

1. Time limit for reserved matters
2. Accords with plans
3. Materials in accordance with details
4. Provision of sedum roof
5. No new openings in roof or elevations of extension

**i) 2117/18/FUL Woodland Barton Farm, Avonwick**

**Parish: Ugborough**

**Application for new agricultural building to house livestock and for associated access**

Case Officer Update: None

**Recommendation:** Conditional Approval

**Committee Decision:** Conditional Approval

Conditions:

1. Standard time limit
2. Adherence to plans
3. Surface water drainage
4. Landscaping scheme
5. Bird nesting informative

**j) 3558/18/TPO 6 Waltham Way, Ivybridge**

**Parish: Ivybridge**

**T1: Willow – coppice to 0.3m from ground level and re-coppice every 5 years, majority of trunk dead, has suffered extensive decay, works for safety reasons and to help regrowth**

Case Officer Update: None

**Recommendation:** Conditional Approval

**Committee Decision:** Conditional Approval

DM.55/18 **PLANNING APPEALS UPDATE**

Members noted the list of appeals as outlined in the presented agenda report.

DM.56/18 **PLANNING PERFORMANCE INDICATORS**

Members noted the list of Planning Performance Indicators as outlined in the presented agenda report.

DM.57/18 **REVIEW OF DEVELOPMENT MANAGEMENT COMMITTEE PROCEDURE  
RULE 2.5: VOTING**

Members were presented with a report that asked for a recommendation to either retain or remove Procedure Rule 2.5 which prevented Members from voting where they had not remained for the whole of the debate.

Members had a full discussion on this item, including a debate on whether Member should be allowed to vote if they had not attended the official site visit. Whilst no conclusion was reached regarding attendance at site visits, Members did conclude that Procedure Rule 2.5 should remain.

It was then **RESOLVED**:

That Development Management Committee **RECOMMEND** to Council that Procedure Rule 2.5: Voting re retained.

(Meeting commenced at 9.30am and concluded at 6.00pm)

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Chairman

## Voting Analysis for Planning Applications – DM Committee 13 February 2019

<b>Application No:</b>	<b>Site Address</b>	<b>Vote</b>	<b>Councillors who Voted Yes</b>	<b>Councillors who Voted No</b>	<b>Councillors who Voted Abstain</b>	<b>Absent</b>
2066/18/FUL	Lantern Lodge Hotel, Grand View Road, Hope Cove	Refusal	Cllrs Rowe, Pearce, Bramble, Holway, Hodgson, Brown, Vint (7)	Cllrs Steer, Foss, Cuthbert, Hitchins (4)	Cllr Brazil (by virtue of not being present for all of the presentation) (1)	(0)
4412/17/ARM	Land at SX 550 552, North of Canes Orchard, Brixton	Refusal	Cllrs Holway, Brown, Bramble, Hitchins, Cuthbert, Vint, Brazil, Foss, Pearce, Hodgson (10)	Cllrs Rowe, Steer (2)	(0)	(0)
360/17/OPA	Lutterburn Farm, Lutterburn Street, Ugborough	Conditional Approval	Cllrs Steer, Foss, Bramble, Pearce, Rowe, Cuthbert, Hitchins (7)	Cllrs Brown, Holway, Hodgson, Brazil (4)	Cllr Vint (1)	(0)
3944/18/FUL	14-16 High Street, Totnes	Conditional Approval	Cllrs Holway, Brown, Bramble, Hitchins, Cuthbert, Foss, Pearce, Rowe, Steer (9)	Cllrs Vint, Brazil, Hodgson (3)	(0)	(0)
2785/18/FUL	Meadow Barn, East Portlemouth	Conditional Approval	Cllrs Holway, Brown, Bramble, Hitchins, Cuthbert, Pearce, Rowe, Vint, Brazil, Hodgson (10)	Cllr Steer (1)	Cllr Foss (1)	(0)
3744/18/HHO	Polston Green, Modbury	Conditional Approval	Cllrs Holway, Brown, Bramble, Hitchins, Cuthbert, Pearce, Vint, Brazil, Foss, Hodgson, Steer (11)	Cllr Rowe (1)	(0)	(0)
1940/18/HHO	8 Crestway, Strete	Conditional Approval	Cllrs Steer, Pearce, Rowe, Holway, Hitchins (5)	Cllrs Brown, Cuthbert, Vint, Brazil, Foss, Bramble, Hodgson (7)	(0)	(0)

1940/18/HHO	8 Crestway, Strete	Refusal	Cllrs Brown, Cuthbert, Vint, Brazil, Foss, Bramble, Hodgson (7)	Cllrs Steer, Pearce, Rowe, Holway, Hitchins (5)	(0)	(0)
1189/18/HHO	Orchard Barn, Ermington	Conditional Approval	Cllrs Holway, Brown, Bramble, Hitchins, Vint, Brazil, Steer, Foss (8)	Cllrs Rowe, Pearce (2)	Cllr Cuthbert by virtue of leaving the meeting for this item (1)	Cllr Hodgson (1)
2117/18/FUL	Woodland Barton Farm, Avonwick	Conditional Approval	Cllrs Holway, Brown, Bramble, Hitchins, Cuthbert, Pearce, Vint, Brazil, Foss (8)	(0)	Cllrs Steer and Rowe by virtue of declaring a disclosable pecuniary interest and leaving the room (2)	Cllr Hodgson (1)
3158/18/TPO	6 Waltham Way, Ivybridge	Approval	Cllrs Holway, Bramble, Cuthbert, Pearce, Vint, Brazil, Foss, Steer, Rowe (9)	(0)	(0)	Cllrs Hodgson, Hitchins, Brown (3)

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