

# Public Document Pack



West Devon  
Borough  
Council

## WEST DEVON COUNCIL - TUESDAY, 20TH JANUARY, 2015

Agenda, Reports and Minutes for the meeting

### Agenda No    Item

1.     **Summons Letter** (Pages 1 - 2)

2.     **Reports**

Reports to Council:

a)     Item 4 - Our Plan (Pages 3 - 164)

3.     **Minutes** (Pages 165 - 168)

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# Agenda Item 1

Please ask for: Tony Rose

Your ref:

Direct Line: 01822 813664

My ref AAR/Council.20.01.2015

email: arose@westdevon.gov.uk

Date: 12<sup>th</sup> January 2015

## COUNCIL SUMMONS

You are hereby summoned to attend a **SPECIAL MEETING** of the **WEST DEVON BOROUGH COUNCIL** to be held at the **COUNCIL CHAMBER, COUNCIL OFFICES, KILWORTHY PARK, DRAKE ROAD, TAVISTOCK, DEVON PL19 0BZ** on **TUESDAY** the **20<sup>th</sup>** day of **JANUARY 2015** at **11.30 am**.

### THE FOLLOWING BUSINESS IS PROPOSED TO BE TRANSACTED

1. Apologies for absence
2. 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.

If Councillors have any questions relating to predetermination, bias or interests in items on this Summons, then please contact the Monitoring Officer in advance of the meeting.

3. Business brought forward by or with the consent of the Mayor
4. To receive the report of the Community Manager and Strategic Planning Manager on Our Plan

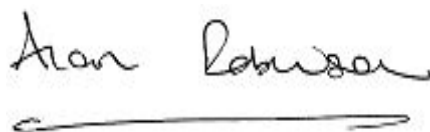
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### **PART TWO – ITEMS WHICH MAY BE TAKEN IN THE ABSENCE OF THE PUBLIC AND PRESS ON THE GROUNDS THAT EXEMPT INFORMATION MAY BE DISCLOSED (if any).**

If any, the Council is recommended to pass the following resolution:

**“RESOLVED** that under Section 100(A)(4) of the Local Government Act 1972, the public be excluded from the meeting for the undermentioned item of business on the grounds that exempt information may be disclosed as defined in the paragraph given in brackets below from Part I of Schedule 12(A) to the Act.”

Dated this 12<sup>th</sup> day of January 2015



Executive Director (Communities) & Head of Paid Service

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## WEST DEVON BOROUGH COUNCIL

<b>NAME OF COMMITTEE</b>	<b>Council</b>
<b>DATE</b>	<b>20 January 2015</b>
<b>REPORT TITLE</b>	<b>Our Plan</b>
<b>Report of</b>	<b>Community Manager and Strategic Planning Manager</b>
<b>WARDS AFFECTED</b>	<b>All wards</b>

**Summary of report:**

This report seeks formal approval of the draft Our Plan document for public consultation for a period of six week under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012. An annual review of the Council’s position in relation to its housing land supply has also been carried out and approval is sought for the updated 2013/14 Five Year Housing Land Supply Statement.

**Financial implications:**

The financial strategy is an integral part of Our Plan ensuring resources and direct financial costs are managed as part of the process.

Costs in commissioning evidence to support the plan and engaging with communities have so far amounted to £46,000. There will be some small additional expense for engagement events during the Regulation 19 consultation. The cost of the Examination in Public (EIP) required for the Local Plan following submission will be in the region of £60,000.

**RECOMMENDATIONS:**

**It is recommended that Members:-**

- **Approve the draft Our Plan document for the statutory consultation period of six weeks under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012**
- **Approve delegated authority for the Strategic Planning Manager and Community Manager to make minor changes to the document in advance of and following the consultation process**
- **Approve the updated Five Year Housing Land Supply Statement**

**Officer contacts: Debbie Bird, Community Manager, [debbie.bird@swdevon.gov.uk](mailto:debbie.bird@swdevon.gov.uk) 01822 813515 and Jo Perry, Strategic Planning Manager, [jo.perry@swdevon.gov.uk](mailto:jo.perry@swdevon.gov.uk) , 01822 813558**

## **1. BACKGROUND**

- 1.1 Historically the Council had two strategic plans; the Development Plan and the Connect Strategy. Given the need to work more efficiently in the new operating model and the new duty for us to produce a Local Plan with a much wider remit that goes beyond traditional planning policy Members approved the production of Our Plan as the Council's one over-arching, strategic planning document, in April 2014.
- 1.2 Since that time Officers have been working with Members, stakeholders, partners and communities to develop the plan producing a draft document which is now ready for formal statutory consultation.
- 1.3 The Council's position in relation to its housing land supply is reviewed on a regular basis in order to demonstrate whether the Borough has a sufficient supply of deliverable sites to meet its housing requirement and is detailed in an updated 2013/14 Five Year Housing Land Supply Statement.

## **2. OUR PLAN**

- 2.1 The draft Our Plan document is attached at Appendix "A". It sets out the Council's vision and objectives along with the future development strategy for homes and jobs and formal planning policies for the area of West Devon outside Dartmoor National Park. Member approval is sought to consult on this document as required by Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012 before a final document can be prepared for submission. The consultation will be for a six week period commencing at the beginning of February 2015.
- 2.2 In developing the plan the Council has used evidence of local needs, including the Strategic Housing Market and Needs Assessment 2013, the most up to date population and household projections, Census and other ONS data, Employment and Growth Adviser Study, Land Availability Assessment, Strategic Viability Assessment, the plans of partners, towns and neighbourhoods and other locally sourced information and evidence held by the Council and partners.
- 2.3 A number of Member Single Topic Discussions have taken place where Members have helped shape and provide guidance to officers in developing the plan. There has been extensive engagement and consultation with communities, businesses, stakeholders and partners since the first Statutory Consultation in May 2014 under Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012. This has included several Town and Parish workshops, discussions with individual Towns, Parishes and Neighbourhood Planning Groups, attendance at stakeholder and partners meetings and forums and local community events and Connect Outreach. In addition a series of e-newsletters have been published for informal consultation on a number of proposals and there has been an increased use of social media to promote the plan and public involvement.
- 2.4 In preparing the plan the Council has used the most up to date guidance and best practice information available to ensure that it has the best chance of being

found sound at examination. Officers also look to learn from the experience of other authorities and new information becomes available regularly.

- 2.5 The plan is supported by relevant topic papers that provide detailed analysis of the proposed targets and policies including statistical and other evidence and the rationale for judgements made and conclusions reached. These will be made available when the plan is published for consultation in February.
- 2.6 The plan will be supported by and linked to the Council's Annual Delivery Plan, financial plans and commissioning cycle. It will also ensure our corporate planning cycle is fit for purpose as we move into the new operating model.
- 2.7 Members are asked to approve delegated authority for minor amendments to the plan in advance of and following the consultation process. These will be classed as:
  - amendments to wording to either make a grammatical correction or expand/clarify a point already made
  - agreeing the design and format of the document to make it suitable for publication
  - addition of information, evidence or other text that supports or clarifies a policy, approach or target already approved by Members in this draft document
- 2.8 For the avoidance of doubt any amendments that alter a policy, the approach to any particular issue, housing targets, distribution of housing or anything else that materially changes the plan will be brought back to Members for formal approval. The Monitoring Officer's advice will be sought as appropriate to ensure correct procedures are followed.

### **3. FIVE YEAR LAND SUPPLY**

- 3.1 An updated 2013/14 Five Year Housing Land Supply statement is attached at Appendix "B". The primary purpose of this statement is to assess the Council's position in relation to its housing land supply. In particular, it provides details of the Borough's recent housing completions, outstanding commitments and progress on allocated sites in order to demonstrate whether the Council has a five year supply of deliverable sites.
- 3.2 In undertaking the assessment we have considered both our existing housing requirement and the proposed housing target set out in Our Plan.
- 3.3 The assessment gives a baseline figure of 5.2 years of assumed readily deliverable housing supply and provides the required 5% buffer when considered against the Core Strategy requirement, and 5.3 years when considered against the emerging housing target for Our Plan.
- 3.4 As regards the longer term picture there is sufficient housing land available in the Borough for development to give over 12.4 years worth of housing land supply based on the Core Strategy housing requirement and 12.6 years worth of housing based on the emerging housing target for Our Plan.

3.5 We will continue to assess and update the five year housing land supply figure annually.

#### **4. LEGAL IMPLICATIONS**

4.1 Full Council is required to approve the new Local Plan and the Council's corporate planning process. Our Plan is the overarching strategic document that contains the Local Plan.

4.2 The Planning and Compulsory Purchase Act (2004) requires Local Planning Authorities to prepare and maintain a Local Plan.

4.3 Statutory consultation on a draft plan must be carried out in accordance with Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

4.4 The National Planning Policy Framework (NPPF) (March 2012) requires local planning authorities to maintain a five year supply of specific deliverable sites and Identify a supply of specific developable sites for a longer period.

#### **5. FINANCIAL IMPLICATIONS**

5.1 The financial strategy is an integral part of Our Plan ensuring resources and direct financial costs are managed as part of the process. Our Plan will also link directly into the new commissioning cycle enabling more effective commissioning decisions.

5.2 Costs have been incurred in collating and commissioning evidence to support the plan. These costs total £44,500 to date.

5.3 There have been engagement costs associated with the statutory consultation process, hosting workshops, preparing materials and attending events, amounting to £1,500. There will be some small additional expense for engagement events during the Regulation 19 consultation.

5.4 The cost of the Examination in Public (EIP) required for the Local Plan following submission will be in the region of £60,000.

5.5 Any delays in submission or adoption of the plan, additional information or evidence required by the Inspector or changes to Government policy may incur further costs but these are currently unknown.

#### **6. RISK MANAGEMENT**




6.1 The Risk Management implications are shown at the end of this report in the Strategic Risks Template.

<b>Corporate priorities engaged:</b>	Homes, Economy, Environment and Community Life
<b>Statutory powers:</b>	Town and Country Planning (Local Planning) (England) Regulations 2012 National Planning Policy Framework 2012 The Planning and Compulsory Purchase Act (2004)



<b>Considerations of equality and human rights:</b>	There are no direct implications relating to this report on equality and human rights. However, these issues will be considered as the plan is developed
<b>Biodiversity considerations:</b>	Biodiversity issues form part of the overall plan
<b>Sustainability considerations:</b>	Sustainability considerations are central to the plan
<b>Crime and disorder implications:</b>	None
<b>Background papers:</b>	
<b>Appendices attached:</b>	<i>Appendix "A" – Draft Our Plan Document Appendix "B" – Updated 2013/14 Five Year Housing Land Supply Statement</i>

## STRATEGIC RISKS TEMPLATE

No	Risk Title	Risk/Opportunity Description	Inherent risk status			Mitigating & Management actions	Ownership	
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
1	Strategic Direction	Provide strategic direction for the future of the borough and organisation	High - Plans and priorities that don't meet local needs	Low	8	 Our Plan will reduce current risk	One overarching plan bringing together corporate plan, local plan and financial plan giving clearer strategic direction  Effective engagement and consultation with Members, partners, community and stakeholders  Regular review and updating.	SMT
2	Planning Policy and Housing and Employment Growth	Planning policies that comply with the NPPF and meet the needs of the borough  A housing target that meets the Objectively Assessed Need in the Borough  An authority that is "open for business" and encouraging economic growth	High - Speculative development that doesn't meet local needs  Poor planning decisions and loss at appeal	Medium	12	 Our Plan will reduce current risk	Local Plan integral part of "Our Plan"  Policies developed in line with principles of NPPF and local need  Saved Core Strategy/previous Local Plan Policies to be carried forward and used as appropriate  Sites identified with potential for future development and a readily available supply of sites for next five years with sufficient longer term supply identified, reviewed and updated annually  Effective engagement and consultation with Members, partners, community and stakeholders	Strategic Planning Manager
2	Community Engagement	Effectively engage communities in developing plans for their locality to meet local needs	Medium - Local People unable to influence and shape plans	Medium	9		Development of new corporate engagement strategy  One corporate annual engagement timetable Role of Members and towns/parishes	Community Manager

No	Risk Title	Risk/Opportunity Description	Inherent risk status				Mitigating & Management actions	Ownership
			Impact of negative outcome	Chance of negative outcome	Risk score and direction of travel			
							as community representatives Use of a variety of engagement tools including social media and website	
3	Economic Conditions and Funding	Difficult economic conditions and reducing funding could impact on delivery	High - Unable to deliver outcomes to meet local needs	Medium	12	↓ Our Plan will reduce current risk	Financial strategy integral part of "Our Plan" with resources identified during development stages of the plan  Commissioning cycle used to identify most efficient methods of delivery  Regular monitoring and updating to identify and address emerging issues	SMT Strategic Planning Manager Community Manager
4 Page 9	New Government Policy	Actions need to be in conformity with Government legislation	Medium - Actions don't deliver outcomes in line with Government policy	Low	6	↔	Maintaining understanding of Government legislation  Working closely with stakeholders, partners and community to develop action plans that reflect Government policy and meet local need	Strategic Planning Manager Community Manager
	5	T18	T18 recruitment process and ensuring expertise is in place to take Our Plan forward	Medium- T18 recruitment process could result in a loss of resource	Medium	9	↔	Ensure the resources and expertise required to take Our Plan forward are factored into the new high level design.
6	2015 Elections	Both at national and local level could affect future planning policy and decision-making	Medium – work could need revisiting incurring delay	Medium	9	<b>New Risk</b>	Update new Members on the plan and key policies/distribution/targets  Ensure resources in place to respond to any changes in Government policy	SMT Strategic Planning Manager Community Manager

Direction of travel symbols ↓ ↑ ↔

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## OUR PLAN : WEST DEVON

# WEST DEVON – A LEADING RURAL COUNCIL

### **FOREWORD**

Welcome to 'Our Plan', a new strategic plan for West Devon.

Whilst the Core Strategy was a plan for future growth and development to take us from 2006 to 2026, since it was written planning policy has undergone some significant changes as set out in the National Planning Policy Framework (NPPF) and we need to ensure our plans are fit for purpose and in conformity with this national policy. This new plan also has to cover a wider range of issues that go beyond traditional planning policy and it makes more sense to write a new plan rather than try and amend the existing ones. Therefore, 'Our Plan' will be the overarching strategic plan for the Borough of West Devon up to 2031.

Developing a new plan is always challenging and it is often controversial with different sectors and individuals in our communities understandably seeing things from their own view point. However, we need to remember that we are planning for the communities of tomorrow not just for ourselves today. What we do now will have a significant impact on how people live their lives in West Devon in the future.

Our biggest challenge is enabling growth and providing much needed homes and jobs whilst, at the same time, protecting the beautiful place that is West Devon – no mean feat as I'm sure you can appreciate. To do this we have gathered and considered evidence about local need and the views and comments shared by you and a wide range of partners during the process have helped us to shape a plan that we believe takes account of local needs and aspirations.

Engaging with communities, stakeholders and partners has been a major part of developing the plan and we have used a mixture of the modern such as social media, twitter, e-newsletters, and the traditional to do so. We are pleased that so many people have chosen to be involved and we hope this will continue as planning never stays still and there are always more opportunities to engage, especially if your area is considering developing a Neighbourhood Plan.

We hope you will agree that this plan offers a balanced approach to growth in West Devon and planning ahead for the future of this very special place.

**Philip Sanders,**  
**Leader, West Devon Borough Council**

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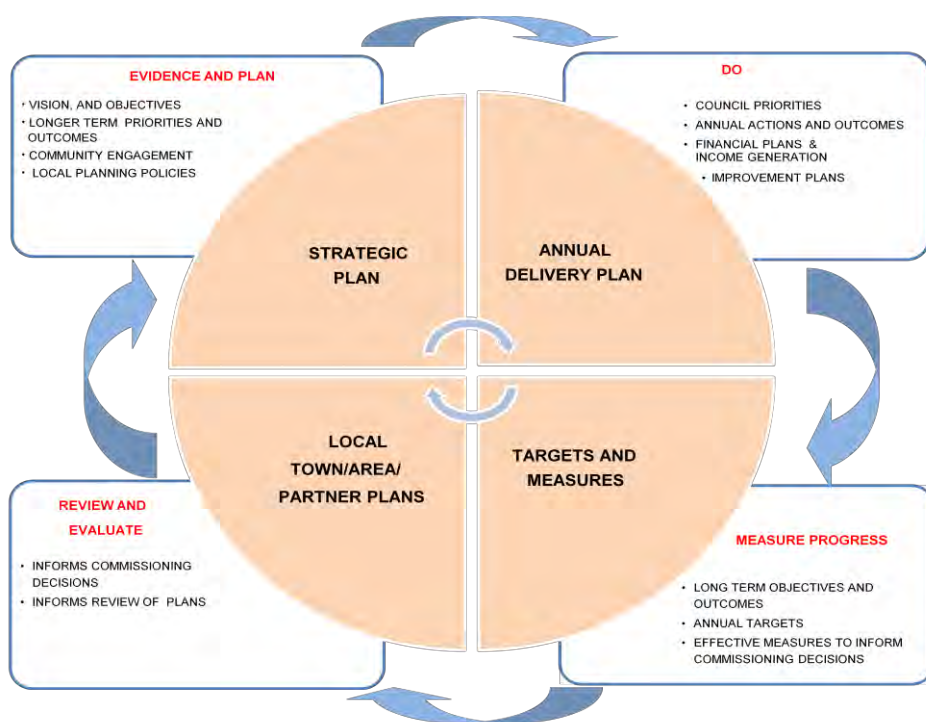


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# 1. Introduction

## What is Our Plan?

- 1.1 Our Plan brings together the long term strategic plans for West Devon through to 2031 into one document.
- 1.2 Our Plan is the high level strategic plan that sets out our vision for West Devon and the longer term aims and objectives for the Borough. Central to the plan are a future development strategy for homes and jobs and formal planning policies. The development strategy and planning policies cover the area of West Devon outside the Dartmoor National Park.
- 1.3 Our Plan is informed by evidence of local needs and the plans of partners, towns and neighbourhoods and has been prepared following extensive engagement and consultation with communities, businesses, stakeholders and partners.
- 1.4 The framework also includes the Council’s Annual Delivery Plan (ADP), which is directly informed by the strategic plan and incorporates financial plans and improvement plans for the year ahead, enabling clearer, consistent and robust commissioning decisions serving our communities and businesses more effectively in the future.



## What will Our Plan cover?

1.5 In order to determine which subjects the plan should cover we considered legislative requirements, evidence of local needs, carried out a statutory consultation under Regulation 18 of the Town and Country Planning Act and engaged both formally and informally with local communities, businesses, stakeholders and partners. From all of this we developed a framework for the plan covering the following topics:



1.6 Once we were clear as to the subject areas for the plan we further engaged with communities, businesses, stakeholders and partners on understanding how we could develop effective and flexible policies that meet local community needs and aspirations. We also commissioned additional evidence to ensure proposed policies would be sustainable, viable and appropriate now and in the future.

1.7 Within the Annual Delivery Plan the Council has set out its own priorities for delivery, which are informed by the strategic plan topics, vision and objectives. The priorities for the initial ADP are:

**HOMES** – The Council is seeking to enable the delivery of a range of housing to meet differing needs, we also want to ensure that our current housing stock is healthy, safe and secure supporting independent living and reducing fuel poverty. We are responding to Welfare Reform by working with partners to improve financial capability and resilience for those individuals who are vulnerable and most at risk of losing their homes.

**JOBS** – We are working to facilitate a supportive economic environment for employment and productivity growth that is sustainable in the long term. We also are developing a deep understanding of local business needs to inform strategic working and maximise funding opportunities.

**NATURAL ENVIRONMENT** – We want to reconnect people and nature through the effective management and delivery of open space, play, outdoor activities and recreation. We will be reviewing our environmental partnerships and funding to produce better outcomes and benefits that protect and improve our natural environment.

**EXCELLENT CUSTOMER SERVICES** – As a local authority the delivery of our day to day services is most important to our customers. We are seeking to deliver high quality services in ways that meet customer needs most effectively and offers the best value for money. We are undertaking a number of strategic reviews of key services such as Leisure, Waste, Car Parking and Street Scene to ensure they are delivering the right service for local people in the most cost effective way, as well as making the most of our Asset Base for the benefit of our communities and ourselves and working with our partners to improve health outcomes for local people.

- 1.8 Our Plan is supported by the Financial Strategy and the Council’s Transformation Programme, T18, with the Council moving to a model whereby the needs of the customer are at the centre of delivery, rather than traditional models of local government working based around services. The effective use of technology and working in a more agile and flexible way within our communities are key to future delivery. The programme themes of “Customer”, “Continuous Improvement” and “Commercial Development” will run through everything we do as an organisation.

### ***How will we measure and review Our Plan?***

- 1.9 We need to understand the impact our policies have on our local communities and the natural environment of West Devon. The plan also needs to be flexible to meet new challenges, changing priorities and differing economic drivers and conditions.
- 1.10 In order to assess the impact of our policies and plans we are developing a set of objectives, targets and measures which we will report on annually. We will use these to review the way in which we are meeting our vision and objectives and to inform any changes we need to make and the way in which this will happen.
- 1.11 We are also developing a robust assessment framework to review how we are delivering on our objectives and priorities, how the activities and actions we take

are meeting the needs of our communities and to inform more robust, evidence based commissioning decisions.

## **2. Our Partners**

- 2.1 The Council works with many partners to deliver plans and services throughout the public, private and voluntary sector. We work in partnership to deliver some services and plans, and also commission delivery where appropriate utilising the expertise of our many partners. We engage with partners through existing forums, events, meetings on specific issues and electronic platforms. We are only one spoke on a large wheel, each of our partners has different responsibilities and skills and no plan for the area could be delivered without effective partnership working, especially at a time when we are all moving to deliver better and more cost-effective services.
- 2.2 West Devon, unlike many local authorities, is split into two planning areas. 45% of Dartmoor National Park is in the Borough, containing around 28% of the population. With its special designation the National Park is an important part of our environment and the Borough and National Park Authority work closely together to address planning issues and the management of the area. Members of the Borough Council sit on the board of the National Park and the Borough takes an active part in the delivery of the National Park's Management Plan. Much of the Borough also sits within the Tamar Valley Area of Outstanding Natural Beauty (AONB) and Council is an active participant in the AONB partnership and Management Plan.
- 2.3 The Connect Partnership comprises senior Members and officers from public, business, community and voluntary sectors who come together to improve the local quality of life. The Partnership works strategically to support and empower communities to deliver local visions and strategies. The Partnership was previously responsible for overseeing the Connect Strategy, which was a shared partnership plan for the local area but is now involved in the development of Our Plan and will take a role in working together, across organisations, to ensure the plan can be delivered.

### **Larger than Local Issues**

- 2.4 Local Planning Authorities, County Councils and public bodies are required to engage constructively, actively and on an ongoing basis to ensure that strategic, cross boundary matters are discussed effectively. The influence and impact on and of the wider area is an important part of developing the plan as community needs do not fit neatly into administrative boundaries. To help us understand the relationship West Devon works closely with our neighbouring authorities, partners and local service providers to address these 'larger than local' issues. A Devon-wide Protocol has been developed to which Councils and key partners are signatories setting out a strategic framework to enable efficient, coordinated and consistent co-operation on agreed matters. It is a living document which will continue to develop and grow as working arrangements change and examples of best practice are shared.
- 2.5 In terms of the development strategy, we have identified the following 'larger than local' issues:
- The economic role of West Devon in the wider context relating to the ambitions of Plymouth as part of the City Deal and Local Enterprise Partnership objectives;

- Planned housing growth and distribution in the adjoining authorities of Cornwall Council, Plymouth City Council, Torridge District Council, South Hams District Council, Mid Devon District Council and the Dartmoor National Park Authority;
- Capacity of the A386 northern corridor between Plymouth and Tavistock, including access onto the Strategic Road Network at Manadon roundabout;
- Capacity of the A30 Strategic Road Network, including the entry and exit junctions at Exeter Road;
- Capacity of health infrastructure, including the major hospitals at Derriford and Exeter;
- Existing and planned retail, leisure and commercial destinations (specifically Exeter and Plymouth) which have a 'pull' on the West Devon population and influence commuter and leisure trip patterns ;
- The protection and conservation of the West Devon and Cornwall Mining Landscape World Heritage Sites and its features of Outstanding Universal Value;
- The conservation and enhancement of the Tamar Valley Area of Outstanding Natural Beauty designation;
- Recreational impact on the Tamar Special Area of Conservation/Special Protection Area
- The protection and conservation of the North Devon UNESCO Biosphere Reserve

2.6 In particular housing needs do not fit neatly into administrative boundaries but are affected by where people work, what people can afford and what environments people choose to live in. The majority of population movements in and out of the Borough for retail, leisure and employment relate to the city of Plymouth and its surrounding areas and as such West Devon is included within the Plymouth Housing Market Area (HMA). All the local authorities in the HMA (South Hams District Council; West Devon Borough Council; Cornwall Council; Plymouth City Council; and the Dartmoor National Park Authority) have been involved in extensive discussions throughout the development of their plans and each authority is at a different stage in preparing the plan for their area. The overall aim of this and future work is to have a shared understanding of the 'larger than local issues' facing the Plymouth HMA to ensure that the implications of the various development strategies are properly considered and addressed. The HMA has therefore jointly commissioned several pieces of evidence to enable a shared understanding of the housing challenges and future requirements that affect the wider area. These pieces of evidence are:

- **Strategic Housing Market and Needs Assessment (SHMNA)**, Providing information about the demographics, future job growth and housing market across the HMA on which to assess objectively assessed need.
- **Updated Demographic Analysis and Forecasts November 2014**  
Updated demographic trend-based projections using a range of different scenarios to sensitivity test the information in the SHMNA.

2.7 The Council also cooperates with neighbouring authorities on the northern boundary of the Borough to address any larger than local issues which have been identified in this area. The Council works closely on an ongoing basis with

Devon County Council to coordinate plans and the implementation of projects relating to education and transport infrastructure and health and social care.

- 2.8 From the discussions and informal consultations that have been carried out to date, there have been no major concerns raised relating to the proposed levels or distribution of development in West Devon by any of the neighbouring authorities. Where larger than local issues have been identified, appropriate policies are included within Our Plan and future infrastructure requirements which have cross boundary implications have been included within the Infrastructure Delivery Plan which forms an integral part of Our Plan.



### 3. Our Vision and Objectives

#### 3.1 VISION FOR WEST DEVON:

##### *Thriving Towns and Villages*

##### **Enhancing the quality of life for individuals and communities**

***Through Our Plan we are striving to achieve communities that have access to housing, employment, services and facilities that meet their needs, communities that are resilient, safe and able to make choices about their future. Our communities are places where businesses can develop and grow.***

***We want to ensure the plan makes a positive contribution to the equality, fairness and spiritual wellbeing of our communities.***

3.2 How we will achieve Our Vision is defined in each policy area and through the actions set out in our Annual Delivery Plan. We will measure the progress we are making by how well we are meeting our objectives, actions and targets and the impact all this is having on the people and places of West Devon.

#### **Plan Objectives**

##### **Our Wellbeing**

- To deliver positive health and wellbeing outcomes for communities
- To reduce health inequalities and social isolation
- To ensure local people have access to housing, employment, services, facilities; and activities that improve health outcomes and promote healthy lifestyles.

##### **Our Communities**

- To facilitate growth in a sustainable way that meets the needs of local communities
- To support innovative and flexible solutions for all types of development that meet local needs and which enables communities and individuals to develop resilience and adapt to changing life circumstances
- To enable communities have a safe, secure and healthy environment where homes are supported by employment, infrastructure and facilities which contribute to thriving communities
- To empower communities to make their own choices about services and future growth options and the delivery of services
- To plan for the long term development needs of our communities in a way which preserves West Devon as a special place to live, work and visit

##### **Our Homes**

- To enable the delivery of an appropriate level and range of housing to meet differing needs
- To ensure that the current housing stock is healthy, safe and secure supporting

independent living and reducing fuel poverty

### **Our Economy**

- To facilitate a supportive economic environment for employment and productivity growth that is sustainable in the long term
- To develop a deep understanding of local business needs to inform strategic working and maximise funding opportunities
- To support and promote the role of town centres by encouraging development which ensures they remain attractive and vibrant destinations

### **Our Infrastructure**

- To provide appropriate infrastructure alongside development so that communities are supported by access to key services and facilities
- To improve access to high speed internet services and mobile communications
- To improve provision and access to transport services
- To improve access and provision of open space, sport and recreational facilities

### **Our Environment**

- To protect and enhance the special high quality landscapes of West Devon
- To conserve and enhance internationally, nationally and locally designated areas
- To protect and improve the biodiversity, wildlife and habitats of West Devon
- To place development in areas of low flood risk
- To reduce the risks from pollution by finding ways to address and mitigate against known impacts

### **Our Heritage**

- To protect, enhance and promote the heritage assets within West Devon

### **Our Resources**

- To make a significant contribution to a low carbon future
- To maximise the best use of energy efficiency and design of new buildings
- To contribute to the national drive to increase renewable energy generation
- To reduce fuel poverty
- To work with communities to help develop community energy projects

**The objectives and supporting strategies and policies are explored in the following chapters of this plan.**

## 4. Our Wellbeing

- 4.1 This section focuses on how the Council will support the wellbeing of the communities of West Devon.
- 4.2 To set effective policies for wellbeing it has been important to understand the specific local challenges and aspirations that have been identified by our communities and key organisations.
- 4.3 Following consultation throughout the preparation of Our Plan, the following objectives have been developed which reflect the particular issues identified in relation to wellbeing:

### Objectives

- To deliver positive health and wellbeing outcomes for communities
  - To reduce health inequalities and social isolation
  - To ensure local people have access to housing, employment, services, facilities and activities that improve health outcomes and promote healthy lifestyles.
- 4.4 The National Planning Policy Framework (NPPF) sets out the part which planning plays in facilitating social interaction and creating healthy, inclusive communities. The Council will work with all relevant partners to ensure that all statutory public health duties are met, making a positive contribution to maintaining and improving the health and well being of our communities, reducing health inequalities where possible, and helping to ensure a good level of access to services and facilities by supporting development in sustainable locations.
  - 4.5 The Council has statutory environmental and public health duties, but delivery is often achieved in partnership with other organisations. Priorities for reducing health inequalities are adjusted annually, and will be reflected in the Locality Public Health Plan for West Devon, which will provide details of the most current priorities for the area. The public body with overall responsibility for public health in Devon is Devon County Council (DCC). West Devon Borough Council will work with DCC the Devon Health and Wellbeing Board and relevant Clinical Commissioning Groups (CCG) to address the priorities of the Public Health Plan.
  - 4.6 Promoting healthy communities is a key objective of the Council. Some of this work will be undertaken through the policies in the plan but the way in which we work with our partners will have a key role in reducing health inequalities. The Council will make the most effective use of council resources (including leisure facilities and parks) in maintaining and improving community health alongside working on wellbeing initiatives from partner organisations that improve the quality of the natural and built environment of West Devon.
  - 4.7 It is important that the health impacts of new development are fully understood in order to maximise the benefits and mitigate for negative effects that could potentially arise. A more comprehensive assessment of a proposal can be undertaken if applicants fully understand the potential for improving public health through the development process and respond positively to this within their proposal. This allows for a greater level of coordination in reducing health

inequalities, and avoiding any negative or unintended impacts on public health as a result of development.

- 4.8 Paragraph 7 of the National Planning Policy Framework (NPPF) makes supporting healthy communities one of the key issues within the definition of sustainable development. In paragraphs 69-78 of the NPPF it is made clear the role that the planning system has in 'facilitating social interaction and creating healthy, inclusive communities'.
- 4.9 Often we have assumed that positive health impacts will be achieved as a by-product of following sound planning principles, and this is largely true. However, having an explicit health and wellbeing policy will enable greater benefits to be secured because the impacts and benefits will be more accurately reported and assessed as part of a development proposal.
- 4.10 Public health is determined by numerous, overlapping factors. The diagram below shows that the Council and our partners will have some influence on the Living and Working Conditions, and the Social and Community networks of our residents which are shown by the dark and light blue sections of the diagram below.



4.11 The 2010 Marmot Review [final report, 'Fair Society Healthy Lives'](#) concluded that reducing health inequalities would require action on six policy objectives, these are:

1. Give every child the best start in life	4. Ensure healthy standard of living for all
2. Enable all children, young people and adults to maximise their capabilities and have control over their lives	5. Create and develop healthy and sustainable places and communities
3. Create fair employment and good work for all	6. Strengthen the role and impact of ill-health prevention.

4.12 Whilst not all of these areas are directly influenced by new development and the planning system, there is clearly a need to ensure that the benefits of new development make a contribution to as many of these areas as possible.

4.13 Opportunities for this type of positive intervention will be proportionate depending on the proposal for development, and it is expected that the requirements of single dwellings or small scale-development will also be required to demonstrate an appropriate level of positive health impacts where appropriate.

### ***Policy OP1: Wellbeing***

The council will support new development that can demonstrate how it contributes to reducing health inequalities by:

- a) Providing access to community facilities and services by a range of different modes;
- b) Contributing to improved provision of and access to green infrastructure, sport and recreation facilities;
- c) Promoting walking and cycling by improving existing infrastructure or providing new walking and cycling links;
- d) Promoting social interaction, particularly between different age groups;
- e) Promoting safe and accessible environments;
- f) Enabling and encouraging small-scale food production as part of residential developments;
- g) Responding positively to a locally specific housing need, or to the needs of a specific group or community;
- h) Protecting people and the environment from unsafe, unhealthy and polluted environments through avoiding, or mitigating against harmful impacts and health risks such as air and noise pollution, and water and land contamination;

- i) Supporting existing shops, services and facilities which bring benefit to a community.**
- j) Improving the economic base of the Borough through by promoting access to existing employment centres, broadening the skills base of the workforce and increasing the average income.**

## **5. Our Communities**

- 5.1 This section focuses on how the Council will achieve the long-term sustainable growth of West Devon through the setting of a development strategy for the Borough.
- 5.2 The development strategy sets out where and how new development (including homes, employment land and infrastructure) will take place in West Devon. It provides the overarching framework under which proposals for all types of new development will be considered.
- 5.3 To set an effective development strategy that responds to the needs of all individuals in our communities, it has been important to listen to the specific local challenges and aspirations that have been identified by our communities and key organisations.
- 5.4 Following consultation throughout the preparation of Our Plan, the following objectives have been developed which reflect the particular issues identified in relation to communities:

### **Objectives**

- To facilitate growth in a sustainable way that meets the needs of all our local communities
- To support innovative and flexible solutions for all types of development that meet local needs and which enable communities and individuals to develop resilience and adapt to changing life circumstances
- To enable communities to have a safe, secure and healthy environment where homes are supported by employment, infrastructure and facilities which contribute to thriving communities
- To empower communities to make their own choices about future growth options and the delivery of services
- To plan for the long term development needs of our communities in a way which preserves West Devon as a special place to live, work and visit

### **Sustainable West Devon**

- 5.5 West Devon is the most sparsely populated district in Devon, with a population of 53,553 (Census 2011) covering a total area of 1160 km<sup>2</sup> (115,962 hectares). The population density of 0.5 persons per hectare (compared to a national average of 4.1 persons per hectare) poses considerable challenges for the delivery of services and planning effectively for development.
- 5.6 The Borough is situated on the western edge of Devon, just to the north of the city of Plymouth, and bordering the eastern edge of Cornwall. Almost half of the Borough lies within the Dartmoor National Park which is a protected landscape and is managed by a separate planning authority. Whilst the Council therefore has no planning responsibilities for the area inside the Dartmoor National Park, it is the responsible authority for all other Council services here (e.g. waste and

recycling collections; affordable housing, housing advice; council tax; environmental health, leisure etc.). As such, it is important that key issues relating to the National Park are also recognised and considered when setting the overall objectives and priorities of the Council.

- 5.7 West Devon is home to an array of landscape, environmental and historical designations which offer huge swathes of natural beauty and tranquillity for the communities of West Devon.
- 5.8 The two market towns of Okehampton and Tavistock are the largest settlements in the Borough, with populations of around 8,000 and 12,000 respectively. The majority of the population therefore live in a handful of smaller market towns and the many villages, hamlets, isolated homes and rural farmsteads spread out across the rest of West Devon.
- 5.9 Planning for new development against the backdrop of Dartmoor and within and on the fringes of the Tamar Valley Area of Outstanding Natural Beauty and other valued natural and historic environmental designations is not easy. Such landscapes and unique heritage assets make West Devon an exceptional place to live in, work in and enjoy, and are assets which local communities, visitors and policy makers value enormously and wish to conserve for future generations.
- 5.10 Balancing the special and sensitive environment of the Borough against the need for more homes, employment sites and facilities to support a growing population demands a delicate planning approach which is based on a carefully considered understanding of how our communities work, both individually and collectively.
- 5.11 Through Our Plan, we want to promote positive and sustainable growth in West Devon. We want to address the challenges that have been identified by our communities and meet our objectively assessed need for housing effectively and in full. However, we need to do this in a way which understands and recognises the constraints of the Borough and responds to the unique development needs of our individual communities. As such the following policy should be applied in the assessment of applications for development.

### ***Policy OP2: Sustainable Development***

**Our Plan will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework.**

**It will always work proactively with applicants and stakeholders jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.**

**Planning applications that accord with the development plan will be approved without delay, unless material considerations indicate otherwise.**

**In West Devon development will make a positive contribution towards sustainable development by balancing the economic, environmental and social benefits of the proposal against the following relevant criteria.**



## The proposal:

- a) creates a high quality built environment, reflecting local character and is of a scale appropriate to its location;
- b) maximises the proportion of affordable housing and/or housing which meets locally identified needs;
- c) improves access to all types of housing including the mix and quality of housing to meet all needs;
- d) encourages economic growth and prosperity by supporting the growth of new businesses and the expansion of existing ones;
- e) sustains an active and working countryside;
- f) is accessible to a range of services, facilities and places of work through a choice of transport, including walking, cycling and public transport;
- g) minimises the use of the private car, although recognising the role it plays in enabling access to services and facilities in the rural parts of the Borough;
- h) improves health and wellbeing by encouraging healthy lifestyles and environments which are free from crime and the fear of crime;
- i) provides necessary infrastructure improvements to serve the development so that it does not negatively impact on surrounding areas, taking account of the cumulative impact of development in the local area;
- j) uses land efficiently including the reuse of previously developed land;
- k) protects and enhances the natural, built and historic environment, including designated sites and protected species and delivers improvements to biodiversity and green infrastructure;
- l) is of a scale appropriate to its settings, surroundings and requirements for its use;
- m) recognises the great weight given to AONBs, National Parks and European Sites and responds appropriately to these designations;
- n) avoids and mitigates negative impact on air, soil and water pollution;
- o) mitigates and adapts to climate change, taking full account of flood risk, minimising resource and energy consumption and encouraging the use of renewable resources
- p) respects, maintains and strengthens local distinctiveness and sense of place;
- q) ensures that proposed uses are compatible with existing uses within the site;
- r) promotes community vitality, resilience and balance; and
- s) is in accordance with the policies and priorities of the Neighbourhood Plan where this is in place.

## *Meeting our Future Development Needs*

5.12 The pattern of existing development and the presence of such special environments across the Borough makes it difficult to plan to meet future development needs in West Devon. However, the Council has welcomed the flexibility provided within the National Planning Policy Framework (NPPF) to

explore creative solutions to some of our more challenging planning issues and in response has set out a development strategy which is locally relevant to the communities of West Devon and which will help them to be resilient to changing circumstances in the longer term.

- 5.13 The amount of new development that needs to be planned for in West Devon will be driven primarily by the way our population changes over time as a result of birth and death rates, migration, household sizes and achievable economic growth. For example, the stronger our economy, the more homes we may need to provide to support a growing local workforce.
- 5.14 Between 2001 and 2011, the population of West Devon has grown by around 9.8%, a comparably high rate of growth in contrast to other authorities in the surrounding area (e.g. Plymouth at 6.5% and South Hams at 2.1%) and in comparison to the national average (England and Wales) at 7.1%. During this time, the Borough has also sustained a net average annual increase of 120 jobs per year. Both of these trends which are predicted to continue at similar rates during the lifetime of this plan require us to make provision for both a moderate amount of housing development alongside a strategy for supporting modest economic growth in the Borough.
- 5.15 Local Planning Authorities are required to identify and then meet the “*full, objectively assessed needs for market and affordable housing*” within their area (NPPF Paragraph 45). In order to do this, the Council has gathered evidence using a Strategic Housing Market Needs Assessment (SHMNA 2013) and updated demographic analyses and forecasts in 2014. These have provided the starting point for understanding the ‘objectively assessed housing need’ of West Devon. Based on this evidence, the Council is required to set a housing target for the Borough. This target should reflect the amount of land available in suitable locations to accommodate new development and how the target might help to achieve other aims and priorities of the Council.
- 5.16 Based on an assessment of the evidence gathered, the Council considers that the demographic trend-based projections provide an appropriate basis for arriving at the Borough’s objectively assessed need for housing. A range of scenarios have been considered to ensure that all the necessary factors are taken into consideration, including an extended historical time period for migration and differing household headship rates to take account of the uncertainty associated with future rates of household formation. As such, it is considered that the Council’s objectively assessed need for housing and subsequent housing target is in 216 homes per year. Further information is provided in the Understanding Our Objectively Assessed Needs and Housing Target Topic Paper which is available alongside the Pre-Submission Version of Our Plan.
- 5.17 To support this housing target, Our Plan is promoting a positive, ‘can do’ approach to the growth of new and existing businesses to ensure that new homes are delivered alongside new opportunities for employment. The Council jointly commissioned a Facilitating Economic Growth report with South Hams District Council which was published in September 2014 and was funded through the Local Government Association’s Local Growth Advisor Scheme. It provides a strategy for the Council to facilitate economic growth in the Borough and aims to maximise the Council’s potential to support economic growth within

the resources available to it. The report recognises the limitations of the economy within West Devon which is constrained by the geography of the area and the infrastructure available to support big businesses. Nevertheless, there are particular sectors which are predicted to grow (including construction; information and communications; and accommodation and food services) between now and 2025 and which provide opportunities in terms of value added growth for West Devon.

- 5.18 Given the challenges that face the West Devon economy it is evident that the policy response cannot be restricted to land allocations alone. Whilst there needs to be sufficient land available to provide opportunities for new business premises to locate and for existing businesses to expand, the allocation of sites does not necessarily lead to employment growth, at least not in the short term. Employment sites in West Devon have historically taken several years to be delivered and without the utilities, communications and road infrastructure in place, they are often unviable or unsuitable sites for businesses to locate to. There are opportunities through the work of the City Deal and Heart of the South West Local Enterprise Partnership initiatives for the Council to lever in investment to support the development and delivery of infrastructure on strategic employment sites and as such it is considered that such site allocations should be focused in places where they can take advantage of strategic opportunities for rail, road and communication connections. There are few such sites available in West Devon but land to the east of Okehampton, which is already allocated through the existing Core Strategy and Local Plan, does provide a strategic site option for attracting high value and high productivity sectors to West Devon.
- 5.19 Alongside this strategic site option, it is important that other sites are available which support the development and expansion of small-medium sized businesses. These areas of employment opportunity will be made available for business proposals which are compatible in scale and type with the nature of the area and adjoining land uses.
- 5.20 Based on the information collected from this evidence, it is considered that a multi-layered approach, from allocating large strategic sites, smaller areas of employment opportunity and mixed use regeneration sites to promoting sector blind, flexible policies for employment uses across all parts of the Borough, provides the best strategy for meeting demands for business premises and expansion in West Devon and for continuing to support an average annual rate of job growth of around 120 jobs per year.

### ***Policy OP3: Meeting Future Development Needs***

**Sufficient land will be made available to deliver an average annual rate of new house building of 216 homes per year up to 2031.**

**Sufficient opportunities will be made available through the allocation of Strategic Employment Sites and Areas of Employment Opportunity and support for business development and expansion to encourage the forecast annual average rate of employment growth of 120 net new jobs per year.**

## *Distributing Development throughout the Borough*

- 5.21 Wherever possible, new development should be provided in the most 'sustainable' locations to ensure that people have the opportunity to access important local services and facilities within easy reach. This requirement lies at the heart of the NPPF and means development should:
- a) be located in places where there is good access to services and facilities or where new facilities can be provided;
  - b) protect our most sensitive environments and the character and beauty of them;
  - c) drive and support growth in the local economy; and
  - d) support the transition to a low carbon future by taking account of flood risk, making the best use of existing land, buildings and resources and encouraging the use of renewable energy.
- 5.22 Okehampton and Tavistock are the Borough's largest towns. They are where a large proportion of people want to live and are a key centre for economic, retail, cultural and leisure activity in the Borough. The towns provide a range of learning facilities, from early years through to further and adult education and are well served by doctors, dentists, community hospitals and minor injury units. Being located on the main transport routes in the Borough, the towns are well connected to the cities of Exeter and Plymouth and have good existing and future public transport connections which provide realistic alternatives to the private car.
- 5.23 Our Plan carries forward two strategic allocations which have been planned for Okehampton and Tavistock in the Council's previous plan, the Core Strategy 2011 and an employment allocation carried forward from the 2005 Local Plan. These allocations plan for large scale development, including the provision of new homes, employment land, neighbourhood retailing, primary schools and public open spaces, all of which will support the growth in population arising from these developments. In Tavistock, the reinstatement of the railway line between the town and Bere Alston forms part of the planned development, a project which is rapidly gaining momentum and which could be in place by 2026. This will have many benefits for the town, including reducing congestion on the A386, providing a better choice of travel for local residents and encouraging visitors into the town and onwards to Dartmoor.
- 5.24 In Okehampton, the allocations include provision for a new railway station in the east of the town, helping to deliver the aspiration for daily passenger services between the town and Exeter using the existing railway line.
- 5.25 Longer term, the Council is supporting the full provision of a railway line which connects the mainlines at Exeter and Plymouth via Okehampton and Tavistock. The reintroduction of passenger services along this route will ensure resilience for the rail network in the South West by creating an alternative to the vulnerable sections of the existing line at Dawlish as well as bringing back vital rail connections to the communities of West Devon.
- 5.26 In the local centres of Bere Alston, Hatherleigh, Lifton and North Tawton, local services are mainly limited to primary education, community halls, doctors'

surgeries, local convenience stores, pubs and cafes. Public transport is available, but most services are not sufficient to support regular activities, such as commuter patterns. They are all located towards the peripheries of the Borough and as such provide an important supporting role to Okehampton and Tavistock, by supplying more locally accessible basic services for many outlying smaller rural communities. None of the local centres are particularly big communities; North Tawton is the largest with a population of 1,859 (Census 2011) whilst Lifton is the smallest with only 1,180 (Census 2011). Their size and characters make them an attractive place to live for people wanting to remain near to their families, and for those wishing to combine living in the countryside with close access to key services. Development in these places over the last 10 years has been variable, with Hatherleigh experiencing significant levels of housing growth whilst Lifton has had very little.

5.27 In addition to the local centres, there are a handful of main villages which currently support some basic services, including a primary school and other facilities for communities to meet, interact and enjoy various activities. Some of these places have small shops and post office services which are important and valued. There has been a decline in the provision of village shops over the last decade and this has affected the ability of these communities to be as sustainable as they would like to be. However, in many of these places, village shops have survived and continue to be used well by the communities they serve. Indeed, a recent community initiative in one of the villages, Exbourne, has seen the delivery of a new underground shop and cafe, and is a good example of showing how such facilities can be revived and be successful in the present day.

5.28 Elsewhere, there are many smaller villages, hamlets, isolated homes and rural farmsteads which make up a large proportion of the Borough. There are some facilities which provide a focus for community activity and interaction (such as pubs, community halls) but there is a lack of concentrated services and facilities to meet the basic day to day needs of residents.

5.29 The Council has undertaken an exercise which has profiled the main settlements in West Devon in terms of the role that they play in supporting local communities and the range of services and facilities they provide. This has been used to help us classify our settlements into ‘main towns’, ‘local centres’, ‘main villages’ and smaller villages, hamlets and countryside’ as follows:

<b>Settlement Classification</b>	<b>Settlements</b>
Our Main Towns	Okehampton; Tavistock
Our Local Centres	Bere Alston; Hatherleigh; Lifton; North Tawton
Our Main Villages	Bridestowe; Buckland Monachorum and Crapstone; Exbourne; Highampton; Lamerton; Lewdown, Milton Abbot; Northlew; Spreyton
Our Smaller Villages , Hamlets and Countryside	All other

- 5.30 The development needs of people living and working in all of these places are very varied and it is important that they can be sensitively addressed through appropriate policies in Our Plan.
- 5.31 It is therefore essential that the development strategy for West Devon does not simply focus on the larger settlements, particularly Okehampton and Tavistock, which tend to be regarded as the classically 'sustainable' settlements. There are many different aspects that make up a 'sustainable' community, from a good choice of high quality homes and job opportunities, to local empowerment over decision-making and community support networks. It is therefore too simplistic to identify suitable locations for development on the basis of the physical presence of facilities and infrastructure. Our Plan wishes to ensure that all our communities, however big or small they are, can improve the supply of homes, jobs, local services, community facilities, travel options and care provision to meet local needs if they wish to do so.
- 5.32 The preferred development strategy for West Devon is therefore to disperse development proportionally around the Borough, so that there are appropriate development opportunities in different locations to meet a wide range of employment and housing requirements.

### ***Policy OP4: Borough Wide Development Strategy***

**New development will be supported across the Borough where it is appropriate for the role and function of the settlement.**

**The majority of new development will be focused in the Main Towns of Okehampton and Tavistock where new homes can be supported by employment opportunities and easy access to key services and facilities.**

**Small to medium scale development (e.g. 15-100 homes/light industries/rural-based industries) will be supported in the Local Centres and Main Villages to encourage the retention of rural services and facilities and to provide new housing and employment opportunities for the smaller communities of West Devon.**

**Very small scale development (e.g. less than 15 homes/rural-based industries) in Smaller Villages, Hamlets and the Open Countryside will be supported in exceptional circumstances where there is a proven local need or where it can be demonstrated that it brings significant benefits to the wider community.**

- 5.33 There are a range of different policy approaches which have been included in Our Plan to deliver this strategy:
- A. Setting Minimum Planned Requirements for Housing
  - B. Managing Development without Boundaries
  - C. Supporting Neighbourhood Planning.
  - D. Planning for long-term development needs

These are each explained throughout the remainder of this section.

## A. Setting Minimum Planned Requirements for Housing

5.34 In order to meet our housing targets and employment requirements, it is necessary to identify where and how this development can take place. There are a number of existing commitments from sites which either have planning permission or are under construction as well as the strategic allocations in Okehampton and Tavistock which provide a significant amount of land for both employment and homes. This means that we do not have to find new sites for all of the identified need. The following table shows the total amount of committed sites for housing:

**Table 1: Housing Commitments as of 1st April 2014**

Allocations and other large site commitments	1817
Houses under construction	131
Houses with planning permission	488
Completions since 2011	267
Windfall allowance*	960
<b>Total Committed Supply</b>	<b>3663</b>

*\*Local planning authorities may “make an allowance for windfall sites in the five year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply (NPPF para. 48)”. Based on past trends and evidence as well as the types of policies included within Our Plan which will enable more smaller windfall opportunities, the Local Planning Authority considers that there is compelling evidence to support the inclusion of a windfall allowance. Further information is provided in the [2013/14 Five Year Housing Land Supply Statement](#).*

5.35 The table identifies a shortfall in supply of 657 homes against a housing target of 4320 over the plan period (2011-2031). In order to meet this shortfall, minimum planned requirements are proposed for each of the settlements classified as being main towns, local centres or main villages. The minimum planned requirements are based on an assessment of the role and function of each individual settlement and vary between communities based on local circumstances, site availability and the presence of recent or outstanding development sites.

### **Policy OP5: Minimum Planned Requirements**

**In Main Towns, Local Centres and Main Villages, at least the minimum planned requirements will be delivered on allocated sites identified in Our Plan, a future Allocations Development Plan Document and/or Neighbourhood Development**

Plans. Where local affordable housing needs exist which should be met in the settlement, allocations should be made for sites which can enable the provision of on-site affordable housing in line with latest Government thresholds.

The minimum planned requirements may be exceeded and/or brought forward into earlier phases where there is justifiable reason for doing so as evidenced through a Neighbourhood Development Plan or in the event that a five year land supply cannot be consistently demonstrated. In such cases that a five year land supply cannot be consistently demonstrated, the Local Planning Authority will take action to bring forward sites allocated for later phases of the plan and encourage the development of additional homes in the main towns, local centres and main villages where they:

- a) Are consistent with the objectives and policies for Our Communities;
- b) Have been considered in consultation with the relevant town or parish council and local community;
- c) Are not subject to any significant site constraints such as biodiversity, flood risk, minerals, access, stability, contamination, landscape and heritage asset impacts etc, that cannot be mitigated for;
- d) Are contributing to a low carbon future for the Borough; and
- e) Are not having unacceptable adverse impacts on the integrity of a European Protected Site or other designation.

All five criteria must be satisfied before support can be considered. Priority will also be given to supporting and enabling allocations or outstanding planning consents including:

- f) Review of infrastructure phasing and requirements subject to viability assessment; and
- g) Active measures to support appropriate small scale growth that meets local needs in the smaller villages, hamlets and countryside in accordance with policy OP21.

The settlements where minimum planned requirements apply are shown on the Key Diagram and Table 2.

**Table 2: Minimum Planned Requirements**

Settlement	Existing Commitments*			Minimum Planned Requirements**			Total
	1-5 yrs	6-10 yrs	11+ yrs	1-5 yrs	6-10 yrs	11+ yrs	
Okehampton (and Hamlets)	462	430	280	-	-	150	1322
Tavistock	145	335	335	35	120	45	1015
Bere Alston	36	-	-	-	30	20	86



Hatherleigh	112	-	-	-	-	35	142
Lifton	11	-	-	-	45	45	96
North Tawton	87	-	-	-	30	20	137
Bridestowe	3	-	-	-	15	15	33
Crapstone and Buckland Monachorum	4	-	-	-	20	-	24
Exbourne	1	-	-	-	20	-	21
Highampton	2	-	-	-	15	15	32
Lamerton	3	-	-	-	15	15	33
Lewdown	3	-	-	-	20	15	38
Milton Abbot	1	-	-	-	20	-	21
Northlew	4	-	-	-	15	15	34
Spreyton	4	-	-	-	-	20	34
Elsewhere	28	-	-	-	-	-	28
<b>SUB TOTAL</b>		<b>2436</b>			<b>660</b>		<b>3096</b>
Windfall allowance	-	-	-	-	-	-	960
Completions since 2011	-	-	-	-	-	-	267
<b>TOTAL</b>		-	-	-	-	-	<b>4323</b>

*\*Includes sites with planning permission, under construction and existing allocations to be carried forward in Our Plan.*

*\*\* New allocations to be made in Our Plan, a future Allocations DPD or Neighbourhood Plans*

5.36 It is important that all new development is supported by improvements to infrastructure that are made necessary by the development. Where specific site allocations have been proposed in Our Plan, these are accompanied by detailed infrastructure requirements set out in the accompanying Infrastructure Delivery Plan (IDP). The IDP is a living document and will be updated as and when required in order to ensure that the necessary improvements, funding sources and timescales for delivery have been properly identified. For settlements where minimum planned requirements have been set, generic information about infrastructure capacity within the locality has been recorded in the IDP. This information will need refining through consultation with individual infrastructure providers as and when a future Allocations DPD and/or

Neighbourhood Development Plans are prepared to ensure that specific infrastructure requirements are identified alongside the site selection process.

### **Existing Allocations**

5.37 There are some existing allocations which have been adopted in the 2005 Local Plan and 2011 Core Strategy. Where the development of these sites has not yet been completed, they will either be replaced by refreshed allocation policies in Our Plan in order to bring them up to date or not saved. The status of each of these allocations is shown in the table below:

<b>Allocation</b>	<b>Status</b>
ED2 South, Okehampton	Replaced by OP6
ED2 North, Okehampton	Replaced by OP7
SP22A, Okehampton	Replaced by OP7
SP22B, Okehampton	Replaced by OP6
H3, Wonnacotts, Okehampton	Not saved
SP23A, Tavistock	Replaced by OP9
SP23B, Tavistock	Replaced by OP8
ED4, Pixon Lane, Tavistock	Replaced by OP10
ED5, The Station, Bere Alston	Replaced by OP11
ED6, ED7, ED8 Holsworthy Road, Hatherleigh	Replaced by OP12
ED9, Hatherleigh Market	Replaced by OP13
H10, Woollen Mill, North Tawton	Replaced by OP14
ED10, Railway Station, North Tawton	Not saved
H16, Rowan Cottages, Lewdown	Not saved
H18, Lyndhurst, Highampton	Not saved
ED11, Northlew	Not saved

All of the allocations to be brought forward with refreshed policies are discussed below.

### **Okehampton**

#### **ED2 and SP22B**

5.38 These sites are allocated in the 2005 Local Plan and the 2011 Core Strategy for predominantly employment uses. The area currently designated as ED2 is partially developed with key road infrastructure already in place, which also serves the existing Okehampton Business Centre located in the south eastern corner of the site.

- 5.39 The focus of these sites is to encourage new employment development which supports local business growth and promotes high quality job opportunities. Together, these sites provide a strategic option for attracting high value and high productivity sectors to West Devon.
- 5.40 In the current conditions, it is accepted that achieving more traditional employment uses across the whole of these sites poses a significant challenge due to the costs of funding serviced land and associated infrastructure requirements. In consultation with relevant partners and the local community, the Council has agreed to support a more flexible approach to the types of uses which come forward on these sites providing that the majority of the sites are used to achieve a range of high quality employment opportunities. This is supported by the NPPF (paragraph 22) which requires land allocations to be kept under review and where there is no reasonable prospect of a site coming forward, to consider alternative uses.
- 5.41 As such, whilst the majority of these sites should be used for employment, other uses may be acceptable but only where they enable the delivery of serviced employment land, increase the supply of jobs in the local area and/or contribute to local economic growth. In such circumstances, proposals for these employment enabling uses should clearly demonstrate that they have met these criteria, that they have no significant adverse impact on the town centre and that they are compatible with the surrounding employment uses.
- 5.42 The area of land currently designated as ED2 will be more suitable for larger businesses, particularly those that require and/or generate significant lorry/HGV movements, as most of the supporting infrastructure is in place and access already exists on to Exeter Road. In order to take advantage of the strategic opportunities for rail in the area, it is an aspiration of this site that provision for a new railway platform and associated vehicle parking is made to support the reinstatement of passenger railway services between Okehampton and Exeter. There is also a business aspiration to secure coach parking facilities within the site to support the local tourist trade through enabling more opportunities for day visitors to the town.
- 5.43 The area of land currently designated as SP22B is mainly in agricultural use for grazing. In the south western corner of the site is the existing Farmer Luxtons Farm Shop and parking area. This site surrounds the settlement of Stockley Hamlets giving the site a particularly rural character which lends itself less well to heavy industry, larger business and those that require and/or generate significant lorry/HGV movements. It is considered that some lower impact, employment enabling uses could be more appropriately accommodated within this area of the allocation in a way which is most compatible with the rural nature of the site.
- 5.44 In order to ensure that the policies which support the development of these allocations are fit for purpose, both ED2 in the 2005 Local Plan and SP22B in the 2011 Core Strategy are replaced by OP6: East of Okehampton Strategic Employment Site. Detailed guidance for the allocation in relation to design, layout and associated infrastructure requirements are set out in the adopted East of Okehampton Masterplan Supplementary Planning Document (2014) or subsequent updates.

## ***Policy OP6: East of Okehampton Strategic Employment Site***

*(replaces 2005 Local Plan Policy ED2 (South) and 2011 Core Strategy Policy SP22B)*

Land to the east of Okehampton is allocated for approximately 13 hectares of employment land, a railway station, associated car parking, coach parking and an appropriate proportion of enabling residential or higher value development within the area east of the Stockley Valley. The site will be the focus for inward investment and development as part of the City Deal, Local Enterprise Partnership priorities and other funding streams.

The boundary of the site is shown on the Okehampton East Proposals Map. Proposals for development on this site will be supported where they:

- a) Enable the relocation and/or expansion of existing businesses from Okehampton and the surrounding area; or
- b) Support high value, high productivity sectors; and
- c) Provide or do not prejudice the delivery of a railway station within the site, associated parking for 60-70 vehicles and a vehicle link between the site and Hameldown Road across the railway; and
- d) Provide or do not prejudice coach parking facilities; and
- e) Enable open access ducting to industry standards, to enable all premises to be directly served by fibre optic broadband technology; and
- f) Provide or do not prejudice the delivery of a pedestrian and cycle link between the site and the Devonshire Heartlands Way; and
- g) Protect the setting and amenity of the Stockley Hamlets by building at an appropriate density, ensuring appropriate landscape buffers and by locating any heavy industry which is likely to generate an unacceptable level of noise and traffic disturbance on land to the west of the Stockley Valley only; and
- h) Makes provision for (or contributions to) specific on-site or off-site infrastructure requirements associated with the development, as set out in the Infrastructure Delivery Plan.

Proposals for other uses in addition to B1, B2 and B8 (including retail, leisure, commercial and service industry development) will be considered where they enable the delivery of the rest of the site, offer high quality employment opportunities, do not have a significant adverse impact on the town centre and are compatible with the surrounding employment uses. Such uses should not comprise more than 30% of the uses on the site or more than 150 homes, unless a slightly higher amount would secure other employment benefits for the development which would not otherwise be viable.

Any development of the site should be delivered in accordance with the guidance set out in the adopted East of Okehampton Masterplan Supplementary Planning Document (2014) or subsequent updates.

## SP22A

- 5.45 The SP22A allocation covers a large area to the east of Okehampton. Along with housing land, the allocation includes provision for other uses, including employment, community facilities, a road linking Exeter and Crediton Roads, a primary school, some small neighbourhood retailing and public open space. The development is also linked to the provision of a town centre access road as part of the wider strategy of growth to be accommodated in the town.
- 5.46 The adopted East of Okehampton Masterplan Supplementary Planning Document (2013) provides detailed guidance about the delivery of individual parcels within the allocation. The area covered by policy SP22A has been divided into three parcels: Parcels 2, 3 and 4. Through the preparation of the masterplan, various constraints were identified in relation to Parcel 4 (land east of Stockley Valley) which has raised particular issues regarding its deliverability. The parcel includes areas of steeply sloping land rising upwards from the Stockley Valley, which is also partially within the flood plain and covered by woodland. There are also particular difficulties with achieving a suitable access and the environmental impact of doing so would be severe. This is as a result of the need for large scale removal of hedgebanks to achieve the necessary visibility splays and major ground works engineering to create suitable access points. Such issues all increase the costs associated with the construction of the site and will reduce the viability of the development for housing. The Parcel itself is expected to deliver approximately 150 homes which is considered to be appropriate and in keeping with the design principles set out for the site which are essential to conserving the character of the Okehampton Hamlets. A higher amount of housing development may improve viability but this would result in a density of development which exceeds that which is considered to be acceptable.
- 5.47 Based on the evidence and responding to the concerns of the local community and statutory organisations, there is limited evidence that Parcel 4 is achievable and could be viably developed within the plan period. It is therefore proposed that Parcel 4 is removed from the allocation and that the number of homes planned for the site (c. 150) is redistributed on another/other more suitable site(s) within the Okehampton or Okehampton Hamlets parish boundaries (outside the area of the Dartmoor National Park). This has been reflected as a minimum planned requirement in OP5: Minimum Planned Requirements and will need to be addressed either through a Future Allocations DPD or a Neighbourhood Development Plan for the area. There is an area of land between parcel 3 and the Stockley Valley which is not currently included within the allocation. Whilst this area has drainage issues and cannot suitably be developed it can be used effectively as open space along with parts of the existing ED2 North allocation (land above the railway line). Together these two sites can be effectively brought into the allocation and provide more scope to achieve a viable development alongside the strategic housing site. The creation of Stockley Valley Park is an aspiration of the community which will help enhance the wellbeing of new and existing residents and which could be provided by utilising this additional land adjoining the existing allocation.
- 5.48 In order to ensure the policies which support the future development of sites in Okehampton are fit for purpose, the existing SP22A Core Strategy

allocation will be replaced by OP7: East of Okehampton Strategic Allocation. Detailed guidance for these allocations in relation to design, layout and associated infrastructure requirements are set out in the adopted East of Okehampton Masterplan SPD (2014) or subsequent updates.

### ***Policy OP7: East of Okehampton Strategic Housing Site***

*(replaces 2005 Local Plan Policy ED2 (North) and 2011 Core Strategy Policy SP22A)*

**Land to the east of Okehampton is allocated for a mixed use development and will include:**

- a) Approximately 600 dwellings**
- b) Appropriate levels of open space**
- c) Appropriate education facilities**
- d) Improved public transport links**
- e) Provision of (or contributions to) specific on-site or off-site infrastructure requirements associated with the development, as set out in the Infrastructure Delivery Plan.**

**The Proposals Map shows the boundaries of the strategic allocation. The development of land to the east of Okehampton should be developed in accordance with the adopted East of Okehampton Masterplan SPD, or subsequent updates, along with the following site specific development principles:**

- f) Create distinctive, safe, sustainable, high quality development.**
- g) Integrate new development within the landscape, minimising and mitigating landscape impacts on the natural environment.**
- h) The development should have regard to the close proximity of Dartmoor National Park and mitigate for any impacts on it.**
- i) The development should be well integrated with new and existing services and facilities in the town.**
- j) Increase travel choices for people to reduce their reliance on the private car.**
- k) Provide new connections for vehicles, cycles and pedestrians between the proposed development and the existing town to support and help ease traffic flows in the town.**
- l) Provide an appropriate level of affordable housing in accordance with OP31, subject to the overall viability of the development.**
- m) The provision of local and strategic green infrastructure, for public sport, recreation and play, and to include open space networks for wildlife and water management.**
- n) A sustainable water strategy that includes minimising use of water, recycling grey water, has integrated sustainable drainage systems and provides flood water retentions where appropriate.**
- o) The development should incorporate the latest sustainable development principles available during the period of development and should maximise energy efficiency and the use of energy from renewable sources.**

- p) The development should include the provision of neighbourhood retailing and other facilities to meet the additional needs of the expanded community, subject to the nature and scale of development being justified by need and there being no adverse impact on the town centre.
- q) The development should deliver strategic transport requirements for the town, including the delivery of a road linking Crediton Road and Exeter Road and the delivery of a town centre access road.
- r) The development should support and not prejudice the delivery of Stockley Valley Park.

For the avoidance of doubt, the following table shows how the number of homes proposed for Okehampton will be distributed:

Allocation	Number of Homes
OP7: East of Okehampton Strategic Allocation (includes Parcels 2 and 3 and ED2 North)	600
OP6: East of Okehampton Strategic Employment Site	150
Minimum Planned Requirement (to be addressed in future Allocations DPD or Neighbourhood Development Plan)	150
Overall Housing Requirement	900

### *Tavistock*

#### **SP23 – A and B**

5.49 These sites are allocated in the 2011 Core Strategy for a mix of uses, including around 750 new homes (of which the majority are to be delivered on SP23A) and employment land (of which the majority is to be delivered on SP23B).

5.50 Land at SP23A has the benefit of outline planning permission which was granted in 2014 subject to the signing of the S106 legal agreement by 31<sup>st</sup> January 2015. The outline approval for the site has been agreed in accordance with the principles set out in the adopted South and South West of Tavistock Masterplan SPD (2013) and includes permission for the development of up to 750 homes, a primary school, public open spaces, a community meeting place and facilities to support the reinstatement of the railway line to Bere Alston. In reality, because of the various constraints on the site, it is likely to deliver a smaller amount of development of around 635 homes. This shortfall is expected to be accommodated on SP23B and will help to support the delivery of employment uses within this allocation.

5.51 As with the existing employment allocations in Okehampton, it is accepted that it can be difficult in the current climate to develop land solely for employment uses. Therefore, in line with the NPPF, the Council will consider a degree of flexibility as a way of helping support other businesses and economic growth, by allowing a small proportion of higher value uses within the development.

5.52 Whilst the majority of SP23B should be used for employment, other uses may be acceptable where they enable the delivery of serviced employment land, increase the supply of jobs in the local area and/or contribute to local economic growth. In such circumstances, proposals for these uses should clearly demonstrate that they have met these criteria, that they have no significant adverse impact on the town centre and that they are compatible with the surrounding employment uses.

5.53 SP23B is proposed to be designated as an Area of Employment Opportunity. In order to ensure that the policies which support the development of these allocations are fit for purpose, SP23 in the 2011 Core Strategy is replaced by OP8: Area of Employment Opportunity – Land at Plymouth Road and OP9: Land at Callington Road, Tavistock. Detailed guidance for the allocation in relation to design, layout and associated infrastructure requirements are set out in the adopted South and South West of Tavistock Masterplan Supplementary Planning Document (2013) or subsequent updates.

### ***Policy OP8: Area of Employment Opportunity - Land at Plymouth Road, Tavistock***

*(replaces 2011 Core Strategy Policy SP23B)*

**Land at Plymouth Road (as shown on the Tavistock South proposals Map) is allocated for a mixed use development of predominantly employment uses. Proposals for development on this site will be supported where they:**

- a) **Enable the relocation and expansion of existing businesses from Tavistock and the surrounding area; or**
- b) **Support the start up of new small and medium sized businesses; and**
- c) **Enable open access ducting to industry standards, to enable all premises to be directly served by fibre optic broadband technology;**
- d) **Support and do not prejudice the delivery of a road or highway linking Callington Road and Plymouth Road; and**
- e) **Support and do not prejudice the delivery of a health and social care facility where the need and funding for the facility has been identified.**

**Higher value enabling uses will be permitted where:**

- f) **such uses do not comprise more than 30% of the uses on the site or more than 115 homes, unless a slightly higher amount would secure other employment benefits for the development which would not otherwise be viable;**
- g) **they enable the delivery of serviced employment land, increase the supply of jobs in the local area and/or contribute to local economic growth;**
- h) **they have no significant adverse impact on the town centre; and**
- i) **they are compatible with existing surrounding employment uses and the design does not prejudice the delivery of future employment uses.**



The development of land at Plymouth Road should be developed in accordance with the adopted South and South West of Tavistock Masterplan SPD, or subsequent updates.

### ***Policy OP9: Land at Callington Road Strategic Housing Site***

*(replaces 2011 Core Strategy Policy SP23A)*

Land to the south of Tavistock is allocated for mixed use development and will include:

- a) Approximately 635 dwellings
- b) Appropriate levels of open space
- c) Appropriate education facilities
- d) The reinstatement of the railway line to Bere Alston and associated infrastructure including a station and car parking
- e) Provision of (or contributions to) specific on-site or off-site infrastructure requirements associated with the development, as set out in the Infrastructure Delivery Plan.

The Tavistock South Proposals Map shows the boundaries of the strategic allocation.

The development of land at Callington Road should be developed in accordance with the adopted South and South West of Tavistock Masterplan SPD, or subsequent updates, along with the following site specific development principles:

- f) Create distinctive, safe, sustainable, high quality development.
- g) Integrate new development within the landscape, minimising and mitigating landscape impacts.
- h) Have regard to the Tamar Valley Area of Outstanding Natural Beauty, the West Devon and Cornwall Mining Landscape World Heritage Site and the Dartmoor National Park and mitigate for any impacts on these special designations.
- i) Be well integrated with new and existing services and facilities in the town.
- j) Increase travel choices for people to reduce their reliance on the private car.
- k) Provide new connections for vehicles, cycles and pedestrians between the proposed development and the existing town to support and help ease traffic flows in the town.
- l) Provide an appropriate level of affordable housing in accordance with OP31, subject to the overall viability of the development.
- m) The provision of local and strategic green infrastructure, for public sport, recreation and play, and to include open space networks for wildlife and water management.
- n) Provide a sustainable water strategy that includes minimising use of water, recycling grey water, has integrated sustainable drainage systems and provides flood water retentions where appropriate.

- o) Incorporate the latest sustainable development principles available during the period of development and should maximise energy efficiency and the use of energy from renewable sources.
- p) Include the provision of neighbourhood retailing and other facilities to meet the additional needs of the expanded community, subject to the nature and scale of development being justified by need and there being no adverse impact on the town centre.
- q) The development should support and not prejudice the re-opening of the railway line or the provision of a new railway station.
- r) The development should support and not prejudice the delivery of a road or highway linking Callington Road and Plymouth Road.

### ***Pixon Lane***

5.54 The cattle market at Pixon lane in Tavistock is a very important focus for the rural area surrounding the town. Although the market is relatively small compared to other livestock markets in the Borough and in Devon as a whole, it provides an important service for the farming community and is one of the reasons for the town's popularity. The Council is supportive of the role of the market and therefore the Borough Council strongly supports the continued presence of the market within the town. Whilst the market continues to function and is viable, the Council would not support the use of either the market or its car park for other uses. If during the Plan period circumstances were to change and the market were to relocate, the area of land currently covered by the market buildings and its associated parking area in Pixon Lane would become vacant and scope for redevelopment of the area would become an option. There will be scope through any neighbourhood planning exercise for the community to explore options relating to the relocation of the cattle market elsewhere in the local area and to plan effectively for the redevelopment of the site should this be necessary.

### ***Policy OP10: Area of Employment Opportunity, Land at Pixon Lane, Tavistock***

*(replaces 2005 Local Plan Policy ED4)*

**Land at Pixon Lane (as shown on the Tavistock South Proposals Map) is allocated for the continuation of the use by the cattle market. Proposals for development of this site will be supported where they:**

- have a market-related employment or community use;
- do not compromise the operation of the market and its car park; and
- does not prejudice the proper redevelopment of the site in the event of the market relocating.

**The development of land at Pixon Lane should be developed in accordance with any Neighbourhood Development Plan prepared for the area.**

## ***Bere Alston***

### **Land at the Station, Bere Alston**

5.55 Land at Bere Alston station has historically been allocated for tourism related employment uses and it is considered that this site continues to have potential as an Area of Employment Opportunity. The use of the land at the station for tourism related enterprises would complement and enhance the role of the railway line and the former goods yard and would respect the location of the station within the Area of Outstanding Natural Beauty. With the planned reinstatement of the railway link between Tavistock and Bere Alston, there is further long term potential for uses compatible with the tourism and trade this may bring.

### ***Policy OP11: Area of Employment Opportunity - The Station, Bere Alston***

*(replaces 2005 Local Plan Policy ED5)*

**Land at Bere Alston Station (as shown on the Bere Alston Proposals Map) is allocated for the redevelopment of the goods yard to provide employment uses. Proposals for development on this site which enable the expansion of existing businesses from Bere Alston and the surrounding area and/or support the start up of new small and medium sized businesses will be supported where they:**

- a) **have appropriate regard to the location of the site in the Tamar Valley AONB and the Bere Alston Conservation Area;**
- b) **and enable open access ducting to industry standards, to enable all premises to be directly served by fibre optic broadband technology;**
- c) **maximise the tourism potential of the site; and/or**
- d) **maximise the linkages between the network of cycling and pedestrian routes serviced and promoted by the railway line; and/or**
- e) **enable complementary uses such as craft workshops and combined living and working spaces; and/or**
- f) **Support the provision of facilities associated with increased use of the railway and do not prejudice the future delivery of railway infrastructure to enable the reinstatement of the line to Tavistock.**

**The development of land at Bere Alston Station should be developed in accordance with any Neighbourhood Development Plan prepared for the area.**

## ***Hatherleigh***

### **ED6, ED7, ED8 Holsworthy Road, Hatherleigh**

5.56 The Hatchmoor Industrial Estate on Holsworthy Road is currently used by a range of small and medium businesses. This area currently has fourteen units, employing a significant number of local people. These provide a range of products, some trading internationally. Land next to the existing estate has

historically been allocated for additional employment development and it is considered that this site should continue to be available for such uses as an Area of Employment Opportunity.

### ***Policy OP12: Area of Employment Opportunity - Hatchmoor***

*(replaces 2005 Local Plan Policy ED6, ED7 and ED8)*

**Land at Hatchmoor (as shown on the Hatherleigh Proposals Map) is allocated for the expansion of the existing industrial estate. Proposals for development on this site which enable the expansion of existing businesses from Hatherleigh and the surrounding area and/or support the start up of new small and medium sized businesses will be supported where they:**

- a) enable open access ducting to industry standards, to enable all premises to be directly served by fibre optic broadband technology; and**
- b) support and promote local tourism initiatives; and/or**
- c) provide flexible office spaces and/or light industrial units which are capable of being adapted for different sizes and used; and/or**
- d) provide a training centre for the town which specialises in tuition for traditional skills and crafts; and/or**
- e) enable complementary uses such as craft workshops and combined living and working spaces.**

**The development of land at Hatchmoor should reflect the adopted Community Plan and be developed in accordance with any Neighbourhood Development Plan prepared for the area.**

### **ED9 Hatherleigh Market**

5.57 Hatherleigh Market is an iconic part of the town's identity with its charter reaching back to 1220AD. The weekly cattle and produce markets have been part of the town's landscape for over 50 years in its current location and make a valuable contribution to the town's character and local community life.

5.58 The market attracts a huge range of visitors every week, particularly for the Tuesday pannier market which is very popular. Socially, it provides a regular and important gathering point for a large number of visitors and local residents whilst it also helps to boost the town's economy by providing a source of income for the many stallholders and farmers that trade livestock and produce there. Surveys have shown that many people visiting the market also use other facilities in Hatherleigh, thereby demonstrating that the market also supports local shops and charities in the town. There is a strong feeling among the community to see the market continue successfully into the future for the benefit of the town's economy and community life.

5.59 Over recent years, the market has struggled to remain a viable business enterprise and it is likely that the cattle market operations on the site will cease in the near future. Outline planning permission was granted in 2014 for the redevelopment of the site to include residential and employment development alongside the retention of a pannier market facility. Whilst it is expected that development on the site will commence in the next five years, it is important in

this interim stage that an appropriate policy framework is in place to guide its redevelopment should the existing permission lapse for any reason.

### ***Policy OP13: Mixed Use Regeneration Site, Hatherleigh Market***

*(replaces 2005 Local Plan Policy ED9)*

**Land at Hatherleigh Market (as shown on the Hatherleigh Proposals Map) is allocated for a mixed use development and will include:**

- a) **Space for market pitches, the majority of which should operate outdoors;**
- b) **Market buildings which incorporate suitable spaces for hosting weekly market functions, auctions and other community events;**
- c) **Enabling residential development to facilitate the market led regeneration of the site;**
- d) **Sufficient parking spaces to meet the demands of visitors and traders; and**
- e) **Provision of (or contributions to) on-site or off-site infrastructure requirements associated with the development, as set out in the Infrastructure Delivery Plan.**

**The development of land at Hatherleigh Market should reflect the adopted Community Plan and be developed in accordance with any Neighbourhood Development Plan prepared for the area.**

### ***North Tawton***

#### **Land at the Woollen Mill, North Tawton**

5.60 The former wool-grading centre at North Tawton has been identified as an allocation in many plans over previous years. Unfortunately to date it has not proved possible to secure a viable scheme for its redevelopment. The Woollen Mill is heavily constrained, both as a result of flood zones and listed buildings on the site which makes it a very difficult site to develop. However, the Council and local community are very keen to see the site brought back into use for community, employment or residential uses. In order to facilitate this it may be necessary for a slightly larger site to be developed or for a comprehensive scheme to be developed which assists in making the redevelopment of the site more viable by being associated with another/other development proposal(s) in the town. Providing that the amount of development does not exceed the minimum planned requirement set out for the town, unless specifically directed by a Neighbourhood Development Plan for the area, and that the proposal has been developed in consultation with the community, the Borough Council will look to support such a scheme.

### ***Policy OP14: Mixed Use Regeneration Site, Woollen Mill, North Tawton***

*(replaces 2005 Local Plan Policy H10)*

Land at the Woollen Mill (as shown on the Proposals Map) is allocated for a development and can include:

- a) Residential development; and/or
- b) community facilities; and/or
- c) the relocation of existing businesses from North Tawton and the surrounding area; and/or
- d) support the start up of new small and medium sized businesses; and/or
- e) flexible office spaces and/or light industrial units which are capable of being adapted for different sizes and uses.

The development will also need to make provision for (or contributions to) on-site or off-site infrastructure requirements made necessary by the development.

Comprehensive schemes which support the redevelopment of the Woollen Mill site through the development of additional sites will be supported where they do not exceed the minimum planned requirements for the town unless otherwise agreed through an adopted Neighbourhood Development Plan or through a process which has satisfactorily engaged and obtained support from the town council and wider community.

The development of land at the Woollen Mill should be developed in accordance with any Neighbourhood Development Plan prepared for the area.

### ***New Allocations***

5.61 In addition to the updated allocations as set out above, a small number of other allocations are proposed. These will help to address a specific requirement in Tavistock as set out in detail below as well as encourage further sites as Areas of Employment Opportunity.

The proposed new allocations are:

<b>Allocation</b>	<b>Type</b>
OP15: Land at Mount Kelly, Tavistock	Residential
OP16: Land at Brook Farm, Tavistock	Residential
OP17: Land at New Launceston Road, Tavistock	Residential
OP18 Strawberry Fields, Lifton	Area of Employment Opportunity
OP19 Yelverton Business Park, Crapstone	Area of Employment Opportunity

### ***Tavistock***

5.62 The work carried out to date on developing the strategy for the distribution of development suggests that around 200 homes can be accommodated within Tavistock in the period 2011-2031. These 200 homes are in addition to the 750

homes which have been allocated in the 2011 adopted Core Strategy which will be delivered across sites OP8 and OP9. For the avoidance of doubt, the total number of planned/allocated homes to be accommodated within Tavistock during the period 2011-2031 is therefore currently proposed as 950.

- 5.63 Whilst it is not proposed to allocate sites in any other settlements through Our Plan to meet the minimum planned requirements, it is considered necessary in the case of Tavistock to do so. Specific circumstances here mean that allocating land for future development is needed to respond to the commitment within the Core Strategy to identify a reserve housing site within the town and in response to a number of speculative applications that have been submitted for development around the town in recent months. It is important that the Council plans properly to address the requirement set by the Inspector rather than allows development to come forward through speculative applications or through planning by appeal. By allocating land in Tavistock through Our Plan, the Council and community will be in a stronger position to defend applications on less favourable sites by taking control over how and where development can and cannot happen.
- 5.64 The site at OP9 (formerly SP23A) is also a large scale complex site with particular infrastructure requirements that may result in development coming forward later than originally planned. Whilst the overall number of homes will not change, the order in which individual sites come forward may alter in order to achieve a steady supply of housing for the town. As such, while the new allocations in Tavistock will be phased over a particular period there will be scope to bring them forward at an earlier date if it looks likely through monitoring that a 5 year land supply cannot be accommodated.
- 5.65 The Council has undertaken an informal consultation exercise which considered eight different options for accommodating the minimum planned requirements. Evidence collected from the consultation and supporting assessments have resulted in the following sites being proposed for allocation in Our Plan. These three sites are:
- OP15 Land at Mount Kelly, Tavistock
  - OP16 Land at Brook Farm, Tavistock
  - OP17 Land at New Launceston Road, Tavistock
- 5.66 The Council is seeking to encourage communities to take a lead role in identifying where new homes and other development opportunities should be located. As such, whilst there are specific issues which require some allocations to be made in the short and medium term, there is scope for the community of Tavistock to take the lead in planning for its longer term development needs. A three stage approach is therefore proposed for Tavistock which will help firstly boost the five year housing land supply through the allocation of small and easily deliverable sites, secondly ensure a rolling five year land supply into years 6-10 through the allocation of a larger scale site; and thirdly empower the community to plan for long term growth options through neighbourhood planning, if it wishes to do so.

## **Boosting the five year housing land supply through the allocation of small and easily deliverable sites**

5.67 Of the three sites listed in paragraph 5.65 two sites which have been identified in Tavistock as having potential for development in the short term. Although on different sides of the town, these sites offer an opportunity for low impact, small scale development in locations which are reasonably well connected to nearby services. These sites have been identified as suitable, available and achievable through the Land Availability Assessment (2014) and a number of benefits have been demonstrated through the Tavistock Site Options Sustainability Appraisal (2014). Given the scale of the sites and the limited constraints associated with their development, it is considered that these sites can be developed within the next five years and as such would help to boost the Council's five year housing land supply. Particular infrastructure requirements relating to the individual sites are included in the Infrastructure Delivery Plan.

### ***Policy OP15: Land at Mount Kelly***

**Land at Mount Kelly (as shown on the Tavistock North Proposals Map) is allocated for new development and will include:**

- a) **Approximately 15 dwellings, including an appropriate mix and type of housing to meet identified local needs in accordance with policy OP30;**
- b) **Provision of an appropriate level of affordable housing in accordance with OP31, subject to the overall viability of the development;**
- c) **Retention of existing landscape boundaries, trees and hedgerows wherever possible;**
- d) **Provision of a bus stop along the A386 in close proximity to the site;**
- e) **Provision of new connections for vehicles, cycles and pedestrians between the proposed development and the existing town to support and help ease traffic flows in the town;**
- f) **Implementation of a sustainable water strategy that includes minimising use of water, recycling grey water, has integrated sustainable drainage systems and provides flood water retentions where appropriate.**
- g) **Provision of local and strategic green infrastructure, for public sport, recreation and play, and to include open space networks for wildlife and water management;**
- h) **Upgrades to the public foul drainage network as necessary;**
- i) **Use of design principles consistent with the Council's guidance on materials, density, layout and landscaping and reflect the character of development in the surrounding area to create a distinctive, safe, sustainable, high quality development;**
- j) **Sensitive design and layout to protect the approach into World Heritage Site and protection of the Scheduled Ancient Monument; and**
- k) **Provision of (or contributions to) on-site or off-site infrastructure requirements associated with the development, as set out in the Infrastructure Delivery Plan.**



The development of land at Mount Kelly should be developed in accordance with any Neighbourhood Development Plan prepared for the area.

### ***Policy OP16: Land at Brook Farm***

Land at Brook Farm (as shown on the Tavistock South Proposals Map) is allocated for new development and will include:

- a) Approximately 20 dwellings, including an appropriate mix and type of housing to meet identified local needs in accordance with policy OP30;
- b) Provision of an appropriate level of affordable housing in accordance with OP31, subject to the overall viability of the development;
- c) Retention and reinforcement of existing tree cover and landscape boundaries wherever possible;
- d) Provision of new connections for vehicles, cycles and pedestrians between the proposed development and the existing town to support and help ease traffic flows in the town;
- e) Implementation of a sustainable water strategy that includes minimising use of water, recycling grey water, has integrated sustainable drainage systems and provides flood water retentions where appropriate.
- f) Provision of local and strategic green infrastructure, for public sport, recreation and play, and to include open space networks for wildlife and water management;
- g) Sensitive design and layout to reflect character of surrounding rural area, in particular the Tamar Valley AONB with particular consideration to roof heights and materials;
- h) Safe pedestrian access between the site and existing footways;
- i) Buffer zone to protect Tree Preservation Orders;
- j) Upgrades to the public foul drainage network as necessary;
- k) Use of design principles consistent with the Council's guidance on materials, density, layout and landscaping and reflect the character of development in the surrounding area to create a distinctive, safe, sustainable, high quality development; and
- l) Provision of (or contributions to) on-site or off-site infrastructure requirements associated with the development, as set out in the Infrastructure Delivery Plan or Neighbourhood Development Plan.

The development of land at Brook Farm should be developed in accordance with any Neighbourhood Development Plan prepared for the area.

### **Ensure a rolling five year land supply into years 6-10 through the allocation of a larger scale site**

5.68 In order to ensure a rolling five year land supply that supports the ongoing development of homes in Tavistock to meet the needs of the town, it is necessary to allocate a further site (or sites) which can come forward in years 6 to 10 or brought forward to earlier in the plan period if it looks likely through

monitoring that a 5 year land supply can be demonstrated. A number of larger site options have been considered which have been identified as suitable, available and achievable through the Land Availability Assessment (2014) and have been assessed through the Tavistock Site Options Sustainability Appraisal (2014). These sites comprise: New Launceston Road; Green Lane; St Andrew’s Road; Anderton Lane; Callington Road South and the cattle market.

5.69 Each of these sites have some constraints to development and some have more opportunities than others to be delivered in the medium term. The Sustainability Appraisal has identified where there are benefits and where there is the potential for significant negative effects as a result of development. The following table summarises the key information relating to the site selection process. Further details about this process are contained in the Sustainability Appraisal and Development Strategy Topic Paper which accompany the Pre-Submission version of Our Plan.

**Table 3: Tavistock Site Selection Process Summary**

Site	Site Selection Process – Summary
New Launceston Road	<p>Development would be well related to existing homes and well connected to main town centre facilities and services by safe footways, cycle links and public transport.</p> <p>The site has an unimplemented permission for a garden nursery and the ‘fall back’ position on this site is therefore for a commercial use which would generate more traffic and activity than residential use. Previous transport assessments undertaken have demonstrated that the main route along New Launceston Road leading through Spring Hill junction would have capacity to accommodate additional development of between 100 and 150 houses.</p> <p>The site is within a critical drainage area which therefore means that it is technically at risk from flooding. However, the sequential test identifies this site as being at a low risk of flooding.</p>
Green Lane	<p>Development would be reasonably well connected to the town centre but the site is separated by a steep hill which will limit the attractiveness of walking and cycling, and is likely to pose difficulties for people with mobility issues. There are other more level walking routes to the town centre and other town facilities but distances are longer.</p> <p>Many concerns have been raised by local residents about pedestrian and vehicle safety in the area. Green Lane and Violet Lane are predominantly single track lanes and have been known to have safety issues in adverse weather conditions. Whilst there is the potential to improve the roads to some extent through an appropriate design and widening of parts of the site, this would change the rural character of the lanes.</p> <p>There are air quality issues on Dolvin Road which may be</p>

	<p>exacerbated by further development in this location.</p> <p>The constraints identified suggest that the site has some potential for development in the longer term but other available sites identified are likely to be more suitable and achievable in the medium term.</p>
St Andrew's Road	<p>Development would be well connected to existing development and benefits from being in an excellent location for access to bus routes,</p> <p>Local services provided in Whitchurch and local areas of public open space.</p> <p>There are specific constraints which have been identified on the site, primarily in relation to topography, impact on the amenity of neighbouring properties through overlooking, landscape, Tree Preservation Orders, surface water run-off and flood risk. In order to address these and to achieve an attractive layout it is likely that numbers of homes would have to be reduced resulting in an inefficient use of land. These constraints demonstrate that other available sites identified are likely to be more suitable and achievable.</p> <p>The site is within a critical drainage area which therefore means that it is technically at risk from flooding. Other suitable, available and achievable sites in the area would result in a lower risk of flooding to surrounding properties and should therefore be considered prior to the development of this site.</p>
Anderton Lane	<p>Development would be well connected to existing development and benefits from being in an excellent location for access to bus routes, local services provided in Whitchurch, edge of town supermarkets and local areas of public open space.</p> <p>A key concern with the site relates to the loss of green space between Tavistock and Whitchurch and the historical separation of these two settlements. There have also been concerns raised in relation to increased traffic on Anderton Lane. Whilst there is the potential to improve the lane to accommodate a larger development, this would change the rural character of the lane and impact on the overall landscape setting of the area.</p> <p>Both the access and a reasonable proportion of the site are within flood zones 2 and 3 meaning that the amount of developable area is limited in order to avoid development in high risk areas. Other suitable, available and achievable sites in the area would result in a lower risk of flooding to surrounding properties and should therefore be considered prior to the development of this site.</p>
Callington Road South	<p>This site can only be considered as a longer-term option for development in the town as it is necessary for the development of the planned facilities, railway and pedestrian footways in</p>

	<p>association with the development of SP23A is in place.</p> <p>There are some constraints relating impact on the landscape, particularly in relation to long views towards Dartmoor National Park and on the adjoining Tamar Valley Area of Outstanding Natural Beauty.</p> <p>There are particular concerns relating to the capacity of Callington Road and the junctions along Plymouth Road to accommodate further development in this area and up to date transport assessments will be required to support any progression of this site as an option for development.</p>
<p>Cattle Market North and South</p>	<p>Both sites are in excellent locations for access to the town centre, key facilities and main bus routes. Being located close to the town centre, development here would benefit from being surrounded by other homes and open spaces. The Cattle Market North site has a lot of potential to be redeveloped for housing but there is much less potential with the Cattle Market South site by virtue of its adjoining uses which include both commercial and industrial industries. However, some homes as part of a mixed use development, such as live-work units, may be compatible with a comprehensive redevelopment of the site.</p> <p>The greatest constraint with the redevelopment of these sites is the need to identify whether there is a continuing desire for the cattle market to be located in the centre of the town and or/ whether it is viable to consider relocating the cattle market to an edge or out of town location. It is important for the town and the local economy that a cattle market facility is provided and therefore further work will be required to understand the implications and opportunities around the redevelopment of this site in more detail if this option is to be pursued. This constraint suggests that the site has some potential for development in the longer term but other available sites identified are likely to be more suitable and achievable in the medium term.</p>

5.70 Based on the assessments undertaken, it is considered that the site at New Launceston Road provides the greatest potential for development to meet the needs of the town in the medium term. The site benefits from being well related to surrounding residential development with good links to the town centre and has only a few minor constraints which can be overcome with appropriate mitigation. Because the site is relatively flat and due to its location, it lends itself well to potentially providing opportunities for a mix of housing types and sizes, including units which would help to meet identified local needs, such as level living or specialist accommodation for older people. Previous transport assessments undertaken have demonstrated that the main route along New Launceston Road leading through Spring Hill junction would have capacity to accommodate the proposed level of development. It is also important to remember that the site has an existing permission for a garden nursery which would be the 'fall back' position, should this site not be allocated for housing.

The garden nursery use would attract significantly more vehicle trips, including larger vehicles and deliveries, than residential use in this location.

5.71 Overall, it is considered that the site at New Launceston Road offers the potential for around 120 homes to be delivered in Tavistock in the medium term, with the option of the site being brought forward earlier in the plan period if through monitoring it seems likely that the Council will not be able to demonstrate a rolling five year land supply.

### ***Policy OP17: Land at New Launceston Road***

**Land at New Launceston Road (as shown on the Tavistock North Proposals Map) is allocated for new development and will include:**

- a) **Approximately 120 dwellings, including an appropriate mix and type of housing to meet identified local needs in accordance with policy OP30;**
- b) **Provision of an appropriate level of affordable housing in accordance with OP31, subject to the overall viability of the development.**
- c) **Retention of public footway across the site;**
- d) **Provision of new connections for vehicles, cycles and pedestrians between the proposed development and the existing town to support and help ease traffic flows in the town;**
- e) **Implementation of a sustainable water strategy that includes minimising use of water, recycling grey water, has integrated sustainable drainage systems and provides flood water retentions where appropriate.;**
- f) **Appropriate landscaping/screening particularly from long views from the south and west;**
- g) **Upgrades to the public foul drainage network as necessary;**
- h) **Sensitive design and layout to maintain hedgerows and reinforce rural entrance to the site opposite the toll house to minimise harm to the setting of this listed building;**
- i) **Provision of local and strategic green infrastructure, for public sport, recreation and play, and to include open space networks for wildlife and water management;**
- j) **Use of design principles consistent with the Council's guidance on materials, density, layout and landscaping and reflect the character of development in the surrounding area to create a distinctive, safe, sustainable, high quality development; and**
- k) **Provision of (or contributions to) on-site or off-site infrastructure requirements associated with the development, as set out in the Infrastructure Delivery Plan or Neighbourhood Development Plan.**

**The development of land at New Launceston Road should be developed in accordance with any Neighbourhood Development Plan prepared for the area.**

### **Empower the community to plan for long term growth options through neighbourhood planning**

5.72 The three allocations proposed for Tavistock will provide around 155 homes for the town, in addition to those already committed through the existing allocations of OP9 and OP10 (formerly SP23A and SP23B). Collectively, these allocations

will provide a deliverable supply of housing in Tavistock for years 1-10 of the next plan period.

- 5.73 The remaining 45 homes are therefore not required until the longer term and as such there is scope for the community to take the lead in planning for how and where this development takes place, through the preparation of a neighbourhood development plan. This requirement should be planned for under policy OP5: Minimum Planned Requirements. The remaining sites listed in Table 3 should be considered, alongside any further sites that may be identified as part of the neighbourhood planning process.

### **Lifton**

#### **Strawberry Farm Fields, Lifton**

- 5.74 There are various employment opportunities already within the Lifton area which are mainly focused around Tinhay Industrial Estate. Due to various constraints within this area, there are limited opportunities for new businesses to locate or existing businesses to expand here. However there is potential for further employment development, providing it is of an appropriate scale and use, to be accommodated in the west of the village near to the existing Lifton Strawberry Fields Farm shop. Land to the west of the farm shop in particular is reasonably well screened, is in a good location for access onto the A30 strategic road network and is suitably located away from nearby residential properties whose amenity could be adversely affected by new employment uses in the area. It is therefore considered that this site has potential as an Area of Employment Opportunity.

#### ***Policy OP18: Area of Employment Opportunity – Strawberry Farm Fields, Lifton***

**Land at Strawberry Farm Fields (as shown on the Lifton Proposals Map) is allocated for employment development. Proposals for development on this site which enable the expansion of existing businesses from Lifton and Tinhay and the surrounding area and/or support the start up of new small and medium sized businesses will be supported where they:**

- a) enable open access ducting to industry standards, to enable all premises to be directly served by fibre optic broadband technology; and
- b) do not prejudice the continued operations of the farm shop; and
- c) support and promote local tourism initiatives; and/or
- d) provide flexible office spaces and/or light industrial units which are capable of being adapted for different sizes and uses; and/or
- e) enable complementary uses such as craft workshops and combined living and working spaces.

**The development of land at Strawberry Farm Fields should be developed in accordance with any Neighbourhood Development Plan prepared for the area.**

## ***Crapstone***

### **Yelverton Business Park, Crapstone**

5.75 The Yelverton Business Park in Crapstone is currently used by a range of small and medium businesses. Land next to the existing estate is available, is reasonably well screened, is in a good location for access onto the A386 road network and is suitably located away from nearby residential properties whose amenity could be adversely affected by new employment uses in the area. There is demand from existing businesses wishing to expand and it is therefore considered that this site has potential as an Area of Employment Opportunity.

### ***Policy OP19: Area of Employment Opportunity – Yelverton Business Park, Crapstone***

**Land at Yelverton Business Park (as shown on the proposals map) is allocated for the expansion of the existing industrial estate. Proposals for development on this site which enable the expansion of existing businesses from the parish of Buckland and the surrounding area and/or support the start up of new small and medium sized businesses will be supported where they:**

- a) enable open access ducting to industry standards, to enable all premises to be directly served by fibre optic broadband technology; and
- b) support and promote local tourism initiatives; and/or
- c) provide flexible office spaces and/or light industrial units which are capable of being adapted for different sizes and uses; and/or
- d) enable complementary uses such as craft workshops and combined living and working spaces.
- e) Use design principles consistent with the Council's guidance on materials, density, layout and landscaping; and
- f) Reflect the character of the surrounding area and have regard to the setting of the Dartmoor National Park.

The development of land at Yelverton Business Park should be developed in accordance with any Neighbourhood Development Plan prepared for the area.

### ***B. Managing Development without Boundaries***

5.76 As well as setting minimum planned requirements which will meet the majority of identified housing and employment needs, there is a need to enable small scale growth which responds to changing circumstances and individual needs which cannot always be planned for or predicted within a strategic plan such as Our Plan.

5.78 Our communities are keen to see a more flexible and positive approach to smaller organic growth opportunities in all of our settlements where they meet a

particular need. The type of development suitable will vary depending on the size of the settlement and the role it performs but it is important that people living and working in all parts of the Borough have the opportunity to bring forward development that supports sustainable places and lifestyles.

5.79 The NPPF and NPPG support this approach, stating that “*all settlements can play a role in delivering sustainable development in rural areas – and so blanket policies restricting housing development in some settlements and preventing other settlements from expanding should be avoided unless their use can be supported by robust evidence.*”

5.80 Opportunities for small scale, organic growth alongside allocations and/or the minimum planned requirements can encourage support for local services and facilities, strengthen and retain family support networks and provide people with the option to remain in the communities they have grown up in. Importantly, it will mean that planning decisions will take into consideration the *proposal* rather than simply the *location*.

5.81 Proposals considered in this way will need to take into account the cumulative impact of development on the capacity of local infrastructure and the character of the settlement. This will be assessed on a case by case basis.

### ***Policy OP20: Managing Development in Our Main Towns, Local Centres and Main Villages***

**Within, adjoining or closely related to Main Towns, Local Centres and Main Villages, development of up to 2 units will be supported where:**

- a) It accords with the presumption in favour of sustainable development as set out in the NPPF and meets all of the relevant criteria set out in Policy OP2; and
- b) It is physically well related to its nearest settlement and is bound on at least one side by development;
- c) The design respects, maintains and strengthens local character, distinctiveness and a sense of place;
- d) Services and facilities can be safely accessed by walking or cycling;
- e) The site lends itself well to the proposed quantum of development, ensuring an appropriate and efficient use of land;
- f) It does not lead to the artificial sub-division of sites, or developments at densities below that which is reasonably appropriate to the site, resulting in applications below the threshold at which affordable housing contributions or on-site provision would otherwise be sought;
- g) It creates no significant gaps in the building line;
- h) It does not undermine the delivery of sites allocated in the Local Plan or Neighbourhood Development Plans and does not prejudice the delivery of other strategic priorities;
- i) It supports the containment of the settlement without unnecessary sprawl into the Countryside;



- j) It can be accommodated within the existing infrastructure or improvements made necessary by the development can be funded through planning obligations/CIL payments;
- k) It is of an appropriate size, type and tenure to meet locally identified needs;
- l) It supports the development of new or existing businesses for live-work units where the business use is compatible with adjacent residential units;
- m) Where relevant, supports local economic growth suitable for its locality.

In exceptional circumstances where it can be satisfactorily demonstrated that a higher number of units could be accommodated within the site whilst still satisfying the above criteria, the proposal will be supported. These exceptional circumstances are:

- n) Where a higher quantum of development would result in a more appropriate housing mix;
- o) If a higher quantum development would help to address any site specific infrastructure requirements outside of any CIL schedule;
- p) If by the nature of infill development the site would benefit from more development to maximise the potential of the site and deliver a locally appropriate development density.

When assessing proposals, the Council will also take into consideration the cumulative impact of incremental and allocated growth in the settlement, having particular regard to the capacity of infrastructure to accommodate additional development and the impact of development on the role and character of the settlement.

5.82 Whilst the development of isolated homes would not normally be supported, there are circumstances where they would help to support a particular need and such cases should be assessed on a case by case basis with the presumption that they should be approved if they can be justified as meeting a particular recognised need. In a sparsely populated rural district such as West Devon, sustainability cannot simply be based on where there is access to public transport or key services; isolated homes may not benefit from sustainable connections but they may provide support for families or businesses and in such ways reduce the need for travelling in private cars for work or to provide care. As such, in the smaller villages, hamlets and areas within the open countryside where there will be no allocations or planned requirements, small scale development will be justified on the basis of providing or contributing to meeting an overriding need, such as an identified affordable housing need, a specialist or ancillary accommodation need (e.g. elderly accommodation, agricultural workers dwellings, rural farmstead housing), supporting an established business needing to expand/increase usage/productivity within its existing locality.

5.83 This policy allows for the development of affordable housing exception sites in settlements where development would not normally be considered acceptable in order to meet an identified housing need. It will be expected that any affordable housing built under this policy will remain part of the Borough's

affordable housing supply in perpetuity and would be delivered in accordance with the Council's definition of a rural exception site. Any other units granted permission under this policy will be expected to be tied by condition to the use for which the permission was granted.

### ***Policy OP21: Managing Development in Smaller Villages, Hamlets and the Open Countryside***

In smaller villages, hamlets and the countryside, development will be permitted where:

- a) As far as is reasonably possible it accords with the presumption in favour of sustainable development as set out in the NPPF and meets all of the relevant criteria set out in Policy OP2; and
- b) It is provided as a Rural Exception Site and is meeting a local need identified through a Parish Housing Needs Survey or other evidence as required; or
- c) It is meeting a particular need which has been identified in the locality, such as for elderly or ancillary accommodation, and the development would reduce use of the private car for care or business purposes and where it can be demonstrated that the need can most appropriately be accommodated within this location.

In all cases, proposals must:

- d) Be physically well related to its nearest settlement and is bound on at least one side by development;
- e) Demonstrate that any open market units to be provided are necessary to support the required affordable housing provision; and
- f) Be of an appropriate size, type and tenure to contribute to meeting identified local housing needs.

In addition, the following exceptions as set out in the NPPF, which have been amended to include a local emphasis, will be permitted where:

- g) the essential need for a rural worker or family member to live permanently at or near their place of work or family unit in the countryside can be demonstrated; or
- h) such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets; or
- i) the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting;
- j) the proposal is of an exceptional design and quality; or
- k) the proposal is for a gypsy or traveller site which can be suitably accommodated within that location.

Proposals should be delivered in accordance with the Affordable Housing Code of practice, or subsequent updates.

## **C. Neighbourhood Planning**

- 5.84 Neighbourhood Planning has been introduced through the Localism Act to give communities the opportunity to take a greater role in shaping how their communities develop in the future.
- 5.85 There is no requirement for communities to prepare Neighbourhood Plans. However, where communities choose to do so, they will be expected to prepare plans that are in conformity with the objectives and policies of Our Plan. The Council will provide support and guidance to communities wishing to prepare neighbourhood plans.
- 5.86 Our Plan recognises the importance that Neighbourhood Plans have in delivering future development in the Borough. It is important to have a framework in place to set the planned development requirements for our communities to address and plan for through their Neighbourhood Plans. The Council needs to allow sufficient time for communities to prepare Plans, however plans do need to be prepared in a timely manner, otherwise the overall strategy for the Borough could be compromised. To address this and to ensure a supply of deliverable sites, the Council will allow a period of time for communities to make reasonable progress with their plans. If after that time, there is no likely prospect of a neighbourhood plan being prepared or sufficiently progressed within an acceptable timescale, the Council will work with the local community to identify and allocate sites to meet the minimum planned requirements set out in this plan.
- 5.87 In places where there are no set minimum planned requirements, communities are still encouraged to prepare neighbourhood development plans in order to support the sustainable development of their settlements.
- 5.88 The Council will proactively work with communities who chose to prepare Neighbourhood Plans by sharing evidence and information, advising on the process and regulatory requirements of the plan and ensuring conformity with higher level plans and policies. Neighbourhood Plans belong to the community and there should be local ownership of the plan and process.
- 5.89 Parishes and communities are encouraged to make an early start on preparing Neighbourhood Plans to enable planned development requirements to come forward in a timely manner for development in the medium term of the plan period.
- 5.90 When 'made', Neighbourhood Plans will have statutory weight in the planning process. Any neighbourhood plans made will sit alongside Our Plan West Devon and will form part of the statutory development plan.

## ***Policy OP22: Neighbourhood Development Plans and Orders***

Neighbourhood Development Plans and Orders should:

- a) Show how they are contributing to the strategic objectives of Our Plan West Devon and be in general conformity with the strategic approach of the Borough;
- b) Clearly set out how they will promote sustainable development as required by the NPPF and Policy OP2;
- c) Have regard to both Borough-wide and local evidence of need for new homes, jobs and facilities for the Neighbourhood Development Plan area;
- d) Include the active participation of the local community, Council, relevant organisations and service providers and landowners.

The Council will support the preparation of Neighbourhood Development Plans in all communities and will have appropriate statutory regard to them when preparing Development Plan Documents and determining planning applications.

## ***Policy OP23: Neighbourhood Planning – Meeting Planned Requirements***

In areas where there is an identified planned development requirement (OP5), Neighbourhood Plans will be expected to set out how this requirement will be met through the allocation of sites to at least meet the minimum planned development requirements.

Such communities will need to have designated their Neighbourhood Plan Area by 31 December 2015. If, by this date, communities with planned development requirements have no clear intention of progressing Neighbourhood Plans, the Council will work with communities to allocate land to meet the development requirements through a development plan document.

If communities have designated their Neighbourhood Plan area but have made no reasonable progress in preparing their plans by the 30<sup>th</sup> June 2017 and in communities where no neighbourhood planning areas have been designated by 31 December 2015, applications to meet the planned development requirements will be assessed against the following criteria and other policies of Our Plan:

- a) The site has been identified in the Land Availability Assessment (LAA) and is identified as having “limited constraints”;
- b) The site meets with the relevant criteria for Policy OP2;
- c) There has been thorough consultation with the local community, local parish/town council, organisations and relevant stakeholders

## ***D. Future Development Options***

- 5.91 Long term growth in our current settlements is constrained due to very sensitive landscapes and environments and due to difficulties in providing supporting infrastructure for our communities. As such, we are exploring a much longer term option around the provision of a new community. Based on our current objectively assessed need for housing this will not be required in the current plan period (i.e. up to 2031). As such this option will be further explored and examined through the review process of Our Plan.
- 5.92 A new community would need to be of a sufficient size (usually around several thousand homes) to provide all the infrastructure and facilities to support it. Whilst this would relieve pressure on existing settlements, it would mean building on greenfield land. Examples of new communities are Cranbrook near Exeter, which is currently being built, and Sherford near Plymouth, which now has planning permission and is due to start this year. Both of these communities have taken many years from conception through to application so this is not something that would meet our housing needs in the short to medium term. However, this is something that we are considering to meet our longer term needs and we will be talking to our neighbouring authorities and infrastructure providers to discuss whether this option might be achievable in the future.

## **6. Our Economy**

- 6.1 This chapter focuses on how the Council will support the economy of West Devon through flexible policies to encourage jobs and employment opportunities within the Borough.
- 6.2 This chapter should be read alongside the Our Communities chapter of Our Plan which sets out where and how new development (including homes and employment land) will take place in West Devon. It provides the overarching framework under which proposals for all types of new development will be considered.
- 6.3 To set effective policies for the economy and our town centres it important to understand the specific local challenges and aspirations that have been identified by our communities and key organisations.
- 6.4 Following consultation throughout the preparation of Our Plan to date, the following objectives have been developed which reflect the particular issues identified:

### **Objectives**

- To facilitate a supportive economic environment for employment and productivity growth that is sustainable in the long term
- To develop a deep understanding of local business needs to inform strategic working and maximise funding opportunities
- To support and promote the role of town centres by encouraging development which ensures they remain attractive and vibrant destinations

6.5 Supporting the economy of West Devon is an important part of Our Plan. The location of land for development and the inclusion of policies which enable employment related development are critical to the success of the Councils priorities and vision for the future of West Devon. Our Plan will set out policies in relation to key strategic locations and areas of employment opportunity but there is also a need to ensure that policies encourage other types of employment development to come forward. The Council will focus employment development to strategic employment sites and to other areas of employment opportunity. In other areas the Council will have a flexible approach to enable employment opportunities to come forward in the right locations. These are set out in the Our Communities section of Our Plan.

### **Supporting West Devon's Economy**

6.6 West Devon's economy is dominated by service activities and by small businesses. Evidence also suggests that there is an over dependence on low income sectors, for example a high proportion of jobs in retail, tourism and manufacturing. However, research undertaken through the Local Government Association Local Growth Advisor Scheme which resulted in the preparation of a 'Facilitating Economic Growth' report, shows that our main growth areas are likely to be construction, information/communication and business/finance and that, overall, jobs are likely to increase by 8% in West Devon by 2025. This equates to an increase of around 1,500 from a baseline figure of 14,700 in 2012, at an average rate of 120 jobs per year.

6.7 The Council has an overall aim to increase productivity in the area and that, to achieve this, the approach should be sector blind so as to encourage as many different types of businesses and job opportunities to come forward as possible. There is a need to ensure that both large and small businesses are given the support required to set up and be successful. The Council will be supporting and encouraging employment opportunities to come forward by:

- Supporting innovation – the Council can work with Universities, particularly Plymouth University which has been undertaking work in Cornwall to look at the productivity of businesses in that area. It is hoped similar work could be undertaken in this area;
- Having a ‘can do’ attitude;
- Supporting entrepreneurship and start-up businesses. The Council currently has a good record for this;
- Working with the Local Enterprise Partnership, and other Local Authorities to promote joined up thinking; and
- Understanding business demands and requirements by continuing to undertake business surveys.

6.8 The Economic Growth Advisor Study for West Devon also made a number of suggestions to achieve sustainable economic growth. In response the Council, as part of its annual delivery plan for 2015/16, has agreed to concentrate on four key areas which are set out below.

- *Business Engagement and Support:* to signpost businesses to funding opportunities, best practice, training and support through the Council’s Business Voice initiative which provides quarterly newsletters to businesses and networking events.
- *Research and Intelligence:* to understand business needs and to inform future funding streams through the delivery of a borough wide biennial business survey and annual town benchmarking.
- *Maximising Funding Opportunities:* to ensure Council funding resources are used to their full potential and deliver added value through the preparation of bids for national and European funding programmes to facilitate economic growth.
- *Strategic Working:* to benefit from economies of scale and lobbying clout through participation in the City Deal and Heart of the South West Local Enterprise Partnership initiatives to influence the unlocking of strategic employment land, road, rail and communications infrastructure.

### ***Policy OP24: Supporting West Devon’s Economy***

**Support will be given to proposals which seek to improve the balance of jobs within the Borough, by positively supporting employment development in suitable locations. Subject to meeting the criteria of other policies within Our Plan, support will be given to the provision of employment and job creation throughout the Borough where they:**

- a) Support business start-ups, home working and small scale employment in residential and rural areas;
- b) Show innovation and encourage the use of new technology;
- c) Encourage entrepreneurship;
- d) Encourage the development and expansion of small businesses;
- e) Seek to diversify the rural economy; and/or
- f) Re-use suitable buildings for employment uses

### ***Existing Employment Sites***

6.9 Existing employment sites within the Borough contribute to the economy and provide opportunities for employment within the local area. Any proposal which seeks to remove the use of a site for employment uses including land that has an existing use, is currently used, is allocated for or has permission for use classes B1- B8 would have to be justified strongly against the context of our priorities to retain and expand the local economy and create jobs.

### ***Policy OP25: Existing Employment Sites***

**To maintain a range of suitable and available sites and buildings for employment, the development of existing employment land and buildings for other uses will be permitted where the proposal:**

- a) Can demonstrate that the existing use is no longer viable and where there is no reasonable prospect of it remaining in that use; and/or
- b) Is in a Use Class other than B1-B8 but the proposal is providing on site employment and boosting local economic prosperity; or
- c) The proposed replacement use has other significant benefits which outweigh the loss of employment.

### ***Town Centres***

6.10 One of the key parts of our economy is the role played by the towns and local centres within West Devon. These provide access to essential services and facilities for the communities of West Devon. In particular it is important to recognise the significant role which our town centres play and ensure that we have policies in place which support their viability and vitality.

6.11 The two main market towns of Okehampton and Tavistock each provide an important functional role in the northern and southern parts of the borough respectively, along with other smaller local centres at Hatherleigh, North Tawton, Lifton and Bere Alston. There are also towns within the Dartmoor National Park which play an important role in West Devon including Chagford, Princetown, and Yelverton, however any planning policies for these locations will be contained within plans prepared by the Dartmoor National Park Authority.

6.12 It is fully recognised that both Tavistock and Okehampton provide a different kind of shopping and leisure experience to that of the much larger city centres at Plymouth and Exeter. These cities attract customers from a much wider catchment and fulfil much more extensive functions (e.g. department stores,



cultural experiences, leisure and entertainment venues and major health provision). Our towns aim to complement this with the provision of essential shops and facilities which encourage people to visit their local towns for most of their needs rather than compete with the offer in the city centres.

- 6.13 Over the past 5 years the Borough Council has been active in supporting measures to encourage economic growth and regeneration in town centres. In Tavistock, this has resulted in the establishment of a Business Improvement District (BID), a successful bid to the Heritage Lottery to establish a Townscape Heritage Initiative (THI) scheme and the development of managed work hubs. Tavistock has also been identified as potential Key Centre and Eastern Gateway to the Cornwall and West Devon Mining Landscape World Heritage Site (WHS).
- 6.14 Meanwhile, a task force was established by the local authorities to combat significant redundancies in Okehampton in 2011. A range of support measures were put in place to support new businesses and help people back into work, to support the proposal to establish a BID and widen the range of events and facilities in the town centre, including the provision of coach parking spaces.
- 6.15 In 2012, the Council commissioned the Okehampton and Tavistock Town Centre and Retail Study to look at what shops and facilities were available in the two main towns of the Borough and how well these are serving the people who live, work and visit there.
- 6.16 The overall aim of the Study has been to get a better understanding of:
- how and where people shop in the Borough;
  - the types of shopping and leisure facilities that people are looking for;
  - how well people's shopping and leisure needs are being met;
  - whether there are any 'gaps' in existing shops or leisure facilities; and
  - whether new shops or leisure facilities are needed in the Borough up to 2031. This covers both the current and future plan periods for the Borough.
- 6.17 Overall, the Study confirmed that both Okehampton and Tavistock are in relatively good health and are successfully performing an important role in terms of retail provision in the borough.

#### *Okehampton*

- 6.18 Okehampton is an important shopping centre for people living in the local area. The three main supermarkets play an important role in supporting the town centre and a good mix of smaller, independent shops and facilities cater for a range of people's shopping and leisure needs. Waitrose, in particular, is a main attraction in the town centre.
- 6.19 Fore Street is at the heart of the town centre and has a number of distinctive and historic buildings. The pedestrianised areas around Red Lion Yard and St James' Church are also attractive and provide a strong focal point for shoppers and visitors to the town.
- 6.20 The amount of people choosing to do their food shopping in Okehampton shows that the town is catering well for the needs of local people. In particular, Waitrose is an important attraction and adds to the variety of food shopping in

the town. The three town centre supermarkets also collectively help to bring people into the town centre and encourage them to use other shops in the town. It is important that the attraction and performance of the three supermarkets in the town centre is maintained as they help to bring people into the town centre and encourage them to use other shops.

- 6.21 The Study has shown that there are some gaps in what the town currently sells and means that some people are choosing to do their shopping outside of the Borough. However, because of the size of the town and the population of the local area, Okehampton might find it difficult to support a wider range and choice of shops. Also, the small units in the town centre mean that it is hard to attract larger stores to the town. In any event, increasing the range of shops will depend on whether new stores would like to come to the town. There is potential to continue to enhance the attractiveness of the town centre for shopping by increasing the range of products it sells, continuing to promote the Farmers Market as a regular feature of the town and helping to provide better links between the town centre and supermarkets. The area around School Way could provide a redevelopment opportunity for new non-food shops. The North Road area could potentially be a good place for new non-food shops but any new development here would have to make sure it had minimal impact on the town centre. It will be important to have enabling policies in the plan which encourage new types of shops and uses for the town centre that are suitable for its size and local population.

### *Tavistock*

- 6.22 Tavistock is an important local shopping destination and provides a good mix of stores and facilities for people to use. Despite changes in the way that people are shopping and using leisure facilities in the current economic climate, the town is continuing to thrive and attract visitors and shoppers from a wide area.
- 6.23 The town has an attractive shopping environment, with a compact centre which is easy to walk around and has convenient road crossings. The centre is focused around a number of distinctive areas and buildings, including Bedford Square, St. Eustachius Church, the Town Hall, Guildhall and Pannier Market. Together, the supermarkets, the Pannier Market, the Farmer's Market and specialist food stores are providing a wide range and choice of food shops. The amount of food shopping done in Tavistock shows that these shops are catering for the majority of needs in the town. The combination of the two Co-op stores, the Pannier Market, Farmer's Market and specialist food stores make a significant contribution to the town's success.
- 6.24 Overall, the Study shows that the town is providing a good mix and range of non-food shops. In particular, the Pannier Market and specialist, independent shops in the town centre cater for a wide variety of needs and also help to attract visitors to the town. This is shown by the number of people choosing to do their non-food shopping in the town centre (43%). However, half of all non-food shopping trips are made outside of the Borough, with a large proportion (40%) of people shopping in Plymouth.

6.25 There are some 'gaps' in the products that Tavistock sells and a department store or catalogue store could add to the choice of products sold in the town. However, most existing units are small and this limits opportunities for these types of stores to come to the town centre. In any event, increasing the range of shops will depend on whether new stores would like to come to the town. As with Okehampton, it will be important to have enabling policies in the plan which encourage new types of shops and uses for the town centre that are suitable for its size and local population.

### ***Defining Town Centres and Primary Shopping Areas***

6.26 The NPPF requires Local Plans to define the extent of town centres and primary shopping areas (including primary and secondary shopping frontages) and to set policies which make it clear what type of uses will be permitted in such locations.

6.27 The town centres for Okehampton and Tavistock are defined on the Proposals Maps and include the primary and secondary shopping frontages and areas which are predominantly occupied by main town centre uses. Main town centre uses (as defined by the NPPF) include retail, leisure, entertainment facilities, (such as cinemas, restaurants, bars, pubs, night clubs, casinos, health and fitness centres, indoor bowling, bingo halls), offices, and arts, culture and tourism development (such as theatres, museums, galleries, concert halls, hotels and conference facilities).

6.28 Primary and secondary frontages were defined in the 2005 plan and reviewed as part of the 2012 Okehampton and Tavistock Town Centre Retail Study. Primary Shopping Areas are defined as comprising the primary and secondary frontages in each town. The primary frontages are shown on the Proposals Maps and include the areas of highest footfall, where key attractor units are located and where there is a concentration of A1 units.

6.29 The secondary frontages are also shown on the Proposals Maps and in these areas changes of use to A2, A3 and A5 will normally be allowed. Outside these frontages changes of use to other uses, including residential, will normally be allowed, subject to other planning considerations. Residential and other appropriate alternative use of vacant or underutilised upper floors will also be encouraged, including in the primary shopping area.

#### *Okehampton*

6.30 In Okehampton it is proposed to include both the Waitrose unit and the whole of Red Lion Yard in the primary frontage, recognising the importance of this area of the town centre, which in recent years has become the main retail focus. Meanwhile, the Fountains Inn will become part of the secondary frontage. This reflects the views of traders in Red Lion Yard, who have asked for additional protection of their units from potential changes.

6.31 The proportion of non-retail uses in the proposed primary frontage (including Red Lion Yard), is already at around 31% without significant detrimental effect. It is therefore proposed to allow up to 35% non-retail within the defined prime frontages.

## *Tavistock*

- 6.32 In Tavistock, it is proposed that Duke Street, the units around the outside of the pedestrian courtyard of the Pannier Market, and the market itself, be included in the primary frontage. This recognises that the Pannier Market is the “unique selling point” as far as Tavistock is concerned (for local residents and visitors alike).
- 6.33 Lawson’s at the top end of Brook Street is also a key retail unit and hence it is proposed to include that and the other shops at the top end of Brook Street in the primary frontage. Meanwhile, it is proposed to extend the primary frontage on the western side of West Street to the corner with Russell Street to include retail units along this stretch of town.
- 6.34 In Tavistock the level of non-retail uses in the primary frontage is around 22%. It is considered beneficial to have a mix of A1 uses together with a reasonable proportion of non-retail uses (including banks, cafes and restaurants), which attract a range of different customers and extend the length of stay in the town centre. Hence, it is considered desirable to allow a further small measure of change of use from A1 to A2, A3 and A5 holding the balance at 25%.
- 6.35 It is proposed to remove properties in King Street from the secondary frontage, together with some in Pepper Street, Old Exeter Road, Russell Street and at the bottom end of West Street, recognising the changes that have taken place in this street in the past few years.

### ***Policy OP26: Promoting Competitive Town Centres***

**In the Town Centres identified on the Proposals Maps, the Borough Council will enable and where appropriate support measures to enhance the role and economy of, including support for:**

- a) **The identification and redevelopment of appropriate town centre sites;**
- b) **Initiatives such as Business Improvement Districts, and Heritage based schemes;**
- c) **Provision of visitor attractions, events, festivals, weekly and permanent markets and other such initiatives;**
- d) **Proposals which create larger floorspaces for comparison shopping uses in the town the town centre;**
- e) **Uses which increase variety and choice in shopping provision;**
- f) **Business, social and residential uses above ground floor retailing, commercial and eating premises;**
- g) **Improved walking and cycling links around the town centre; and**
- h) **Uses which boost the evening economy of the town.**

**Such proposals for development or change of uses in the town centres will be supported in suitable locations and in accordance with the town centre, primary shopping frontages and secondary shopping frontages designations.**

## ***Policy OP27: Primary and Secondary Shopping Frontages***

In the Primary Shopping Frontages identified on the Proposals Maps the development, redevelopment or change of use of ground floor premises in retail use (Class A1) to uses within Class A2 and A3 will be permitted unless they would either:

- a) Create a continuous frontage of more than two non Class A1 uses or exceed 15m of continuous frontage in non-Class A1 use; and/or
- b) Result in more than 35% of the overall number of units within the defined Primary Shopping Frontage in Okehampton and 25% in Tavistock being in non-Class A1 use.

Uses outside Classes A1, A2 or A3 will not be permitted.

In the Secondary Shopping Frontages identified on the Proposals Maps the development, redevelopment or change of use of ground floor premises in retail use (Class A1) to other main town centre uses not within Class A1 will be permitted where they:

- c) Encourage footfall within the Town Centre;
- d) Create an active and attractive street frontage; and
- e) Support the main functions of the rest of the Town Centre and Primary Shopping Frontage.

Residential (C3) uses of ground floor premises in either Primary or Secondary Shopping Frontages will not be permitted.

### ***Future Retailing Requirements***

6.36 The Okehampton and Town Centre Retail Study carried out a detailed assessment of the capacity for new floor space across the borough and more specifically in Okehampton and Tavistock. For convenience goods they considered ... *“that the forecast capacity could be met by the extension of existing stores in the town centres as part of mixed use developments (such as Tesco express, Sainsbury’s Local or Marks and Spencer Food stores). The forecasts do not support the capacity for a new larger format superstore in either Tavistock or Okehampton.”*

6.37 Since the Study was published, planning permission has been granted for the redevelopment of the Focus site in Plymouth Road, Tavistock for a supermarket and work has commenced on site. Therefore, not only has any capacity for additional convenience floorspace been taken up, also the opportunity to use this site for comparison goods retailing has been removed. Meanwhile, in Okehampton, an application for a supermarket on the North Road Industrial Estate has been refused permission on the basis that there is insufficient capacity within the town to support an additional supermarket and that as such there would be a resulting significant adverse impact on the town centre.

6.38 In both towns, there could be potential for a small amount of non-food shopping space between now and 2031 (around 2,130m<sup>2</sup> in Okehampton and around

4,750m<sup>2</sup> in Tavistock). There are very few larger units within the town centre or opportunities for expansion which could accommodate this increase and therefore this may need to be located in edge of centre, out of centre or out of town locations. However, the further away from the town centre a retail proposal, is the more impact it is potentially likely to have on the town centre. As such, the Council will require Retail Impact Assessments to be provided in edge of centre, out of centre and out of town locations.

- 6.39 National policy requires applications for retail development to demonstrate that the location of the proposal is as well related to the town centre as possible. This 'sequential' test is used with the aim of selecting a site for development that is appropriate and as closely related to the existing town centre as possible. Only if town centre sites are not available should other locations be considered. A Retail Impact Assessment should therefore be accompanied by a sequential assessment as required by the NPPF.
- 6.40 Given the characteristics and current performance of both towns and based on the evidence from the Town Centre Retail Study 2012 which notes the special characteristics of both Okehampton and Tavistock, it is considered that the impact on the existing town centres will become evident at a lower threshold and it is therefore appropriate to set a blanket threshold of 250m<sup>2</sup> net for any new retail proposals in edge of centre, out of centre and out of town locations for new build development, change of use or extensions to existing units.

### ***Policy OP28: Out of Centre Shopping***

**Proposals for main town centre uses on new build developments, change of use and extension of existing units above 250m<sup>2</sup> outside of the town centre will be supported where:**

- a) **A sequential test has been applied and has demonstrated that there are no other suitable or more accessible sites within or closer to the town centre; and**
- b) **A Retail Impact Assessment has been submitted and has demonstrated that there is no significant adverse impact on the town centre.**

**Retail Impact Assessments should be made in accordance with the adopted Assessing the Impact of New Retail Development Supplementary Planning Documents or any subsequent updates.**

### ***Neighbourhood and Village Shopping***

- 6.41 Changes to retail patterns, internet shopping, increased mobility and the growth of out of town supermarkets has led to the decline of corner shops as many are no longer able to compete. More recently there has been a revival of community based shops and those which serve a more specific local need (e.g. at Spreyton, Northlew and Exbourne). They often have extended hours and are linked to the provision of other much needed local services. Meanwhile, the emergence of Neighbourhood Planning has given local communities a means of better identifying and planning for local services, employment, housing and

retail provision. Nonetheless, the above threshold (in policy OP28 above) will apply in these locations to ensure there is no wider impact as a result of any larger scale proposals in such locations.

### ***Policy OP 29: Neighbourhood and Village shopping***

**The Borough Council will continue to support the development of proposals, through Community and Neighbourhood Planning processes, for retail development that would support clearly identified local needs and which are consistent with this plan.**

**The change of use of shops, post offices and public houses serving the local community to other uses will be supported, where it can be demonstrated there is no significant harm to the level of service locally and where there is no reasonable prospect of the business continuing.**

## ***7. Our Homes***

- 7.1 This chapter focuses on how the Council will support the delivery of housing within West Devon through flexible policies which provide a variety of homes to meet the differing needs of all our communities.
- 7.2 This chapter should be read alongside the Our Communities chapter of Our Plan which sets out where and how new development, including homes and employment, will take place in West Devon. It provides the overarching framework under which proposals for all types of new residential development will be considered.
- 7.3 To set effective policies for Our Homes it has been important to understand the specific local challenges and aspirations that have been identified by our communities and key organisations.
- 7.4 Following consultation throughout the preparation of Our Plan to date, the following objectives have been developed which reflect the particular issues identified

### ***Objectives***

- To enable the delivery of an appropriate level and range of housing to meet differing needs
- To ensure that the current housing stock is healthy, safe and secure supporting independent living and reducing fuel poverty

### ***Inclusive Communities***

- 7.5 The Council recognises that there are many differing needs within our communities as regards the range, type and size of housing required. Meeting the housing needs of all our communities by providing a range and choice of housing is therefore a key objective of the Council. The Council recognises that access to good housing is fundamental to improving the health and well being of our communities.
- 7.6 The Council also has an objective to ensure that its current housing stock is healthy, safe and secure supporting independent living and reducing Fuel

Poverty. The Council positively encourages the return of empty homes into residential use and works with partners to provide a range of schemes and initiatives to reduce poverty and improve housing conditions.

- 7.7 The Council supports proposals which provide a range of housing sizes and types and also accommodation which is designed to meet the needs of the occupants throughout the whole of their lives. The Council supports the principle of lifetime homes and developers will be required to incorporate the principle of this into their proposals where this is viable.

### ***Policy OP30: Inclusive Communities***

**Development should provide a mix of housing sizes and types to meet the needs of the Borough's communities.**

**It is aimed to create a socially inclusive, balanced community with an adaptable environment suitable for a range of occupiers which meets the long term housing needs of all. When preparing plans at the Borough or neighbourhood level and when determining planning applications the following types of accommodation will be particularly supported:**

- a) Homes suitable for an ageing population, such as level living accommodation, close care accommodation, extra care, elderly independent living accommodation etc.
- b) Homes with 1, 2 or 3 bedrooms to meet the identified needs of existing emerging households and balance the Borough's housing stock;
- c) Homes which provide opportunities to live and work within the same unit;
- d) Homes which bring back into use empty and/or un-used residential property;
- e) Homes which are provide low environmental impact accommodation;
- f) Homes provided through self-build, custom-build and self-finish schemes;
- g) Homes which are affordable to people on local incomes, including low cost market units.

**Residential development should be adaptable, anticipating change in household needs and family structures throughout their lifetime. In developments of ten or more dwellings opportunities should be taken to maximise the provision of Lifetime Home Standards where viable.**

### ***Empty Homes***

- 7.8 Whilst the Council does not have high levels of long term empty homes, it proactively encourages the return of such homes to residential use. The Council will be supportive of planning applications to encourage this aspiration to be realised wherever it is practical and possible to do so, and where the application will deliver homes that meets local community needs.



## ***Our Affordable Housing Needs***

- 7.9 The need for affordable housing in West Devon is one of the key issues facing the Borough. Evidence shows that the combination of high house prices and lower than average wage levels means that many people from all parts of the community are unable to secure their own home and in some instances are also not able to afford market rents. Homes that are affordable to people on local incomes are therefore much needed within the Borough.
- 7.10 The need for affordable housing is spread throughout the whole of West Devon and affects people in many different communities. The Council has tested its proposed Affordable Housing Policy through viability work, and recognises that in some circumstances the delivery of affordable housing can be challenging due to changes in the economy or where there are conflicting needs in terms of infrastructure provision. The Council will have regard to these issues during negotiations. Details of how the policy will work alongside other policy requirements and the type and size of affordable housing that the Council will support will be set out in the Affordable Housing Code of Practice or subsequent updates.
- 7.11 When determining applications for residential development, the Council will expect to see the most efficient use of in accordance with other policies in Our Plan. The Council will consider carefully how the site thresholds have been determined in any proposals submitted. The Council will assess the potential capacity and appropriate density for development of the whole site, rather than looking only at the proposal submitted. It will be alert to any attempts to deliberately circumvent the site size thresholds, for example:
- Where the splitting up of a site would result in two or more adjacent sites which individually fall below the thresholds, the Council will treat them as one site for the purposes of the policy;
  - Where a proposal is for a lower density than appropriate, the Council will treat the site according to its development potential.

## **Policy OP31: Affordable Housing**

**The Council will maximise all opportunities to deliver affordable housing and will require affordable housing to be delivered in line with the lowest thresholds as set by central Government.**

**Affordable Homes must be of a range, size and type that are affordable to people on local incomes who do not have the resources to access market housing, and these homes must remain affordable in perpetuity.**

**In line with current National Government Guidance (2014) all new residential development, including change of use and conversion of existing buildings, will be required to make provision towards the affordable housing needs of the borough in accordance with the following thresholds:**

- a) In the parish areas of Okehampton and Tavistock on developments of 11 dwellings and more**
- b) In all other parishes on developments of 6 dwellings and more. On developments of 6-10 dwellings a financial contribution will be required.**

**On-site provision of affordable housing will be expected on developments of 11 dwellings and more.**

**On all developments which meet the most up to date thresholds the level of affordable housing to be provided will be up to 30%, subject to viability.**

**Levels of affordable housing below this target will only be acceptable if independently verified evidence is submitted which demonstrates that the target level of affordable housing renders the site unviable. In such circumstances a reduced level of provision or other alterations to the proposal sufficient to bring it forward will be negotiated, but as much affordable housing as is viable will be required in order to address the scale of need.**

**Planning permissions will be subject to a planning condition or planning obligation to ensure that the affordable housing is provided and retained for eligible households.**

**Affordable housing will be provided in accordance with the Affordable Housing Code of Practice or subsequent updates.**

## 8. Our Infrastructure

8.1 This section focuses on the Council's approach to securing the timely delivery of infrastructure to support the development and growth of the Borough and to achieve the objectives of Our Plan. Fully operational, well planned and well maintained infrastructure is fundamental to the creation of sustainable communities and to support the well-being of our communities.

8.2 Following consultation throughout the preparation of Our Plan to date, the following objectives have been developed.

### Objectives

- To provide appropriate infrastructure alongside development so that communities are supported by access to key services and facilities
- To improve access to high speed internet services and mobile communications
- To improve provision and access to transport services
- To improve access and provision of open space, sport and recreational facilities

### General Infrastructure

8.3 When we talk about infrastructure we mean a wide range of services and facilities, both above and below ground, which are provided by a number of different public and private organisations.

Infrastructure includes:

- Education;
- Affordable housing;
- Transport and highways;
- Health;
- Community services and facilities;
- Energy supply;
- Water supply and sewage disposal;
- Telecommunications;
- Cultural facilities;
- Places of worship;
- Open space, sport and recreation facilities; and
- Green infrastructure (including biodiversity enhancements).

8.4 Infrastructure constraints are often a common concern of existing residents when faced with new development proposals. The Council recognises that these concerns can have a direct impact on the day to day lives of many residents and it is important that there is an understanding of the infrastructure needs to support our communities now and in the future.

8.5 The Council works with a range of infrastructure providers to understand the potential impacts of new development on existing provision, and identifies what improvements or new provision is required to support additional growth. This information is contained in an Infrastructure Delivery Plan (IDP) which supports Our Plan. This document also highlights potential sources of funding and the

organisations responsible for the delivery of the infrastructure item(s). Where there is a lack of capacity, developers will be expected to fund or contribute towards the necessary provision or improvements to existing provision to serve the infrastructure needs arising from the development. New development will be expected to contribute towards the timely and efficient delivery of infrastructure required to support the new development in order to achieve sustainable development. This may be through improvements to existing provision or by the delivery of new services or facilities.

- 8.6 The IDP is a living document that will be reviewed on a regular basis and updated as appropriate to ensure it continues to support the Council's development strategy whilst allowing sufficient flexibility to respond to changing needs and/or funding arrangements throughout the plan period.
- 8.7 The Council will seek to secure contributions towards infrastructure delivery through s106 contributions or other mechanisms such as the Community Infrastructure Levy (CIL) should this be introduced in West Devon in the future. Until the point that a CIL is introduced, or other such mechanisms introduced by government, s106 contributions will continue to be sought in line with the CIL regulations, where development creates an impact on existing infrastructure, either through improving existing provision or providing new facilities

### ***Policy OP32: Infrastructure Provision***

**Applications for new development will be required to be supported by the appropriate infrastructure in accordance with the Infrastructure Delivery Plan or otherwise identified as being made necessary by development to support the sustainable growth of communities in West Devon. The provision of new or improved infrastructure should be delivered either in phase with, or in advance of the development. All new development will be required to make contributions to meet on-site and/or off-site infrastructure requirements, subject to viability.**

**The Council will:**

- a) Consult and co-operate with relevant infrastructure providers and the local community to take account of infrastructure capacity and the needs created by proposed new development when considering the location of new development in accordance with the Infrastructure Delivery Plan;**
- b) Assess each application on its own merit with regards to infrastructure delivery and assess the likely cumulative impact of new development on infrastructure capacity over the plan period;**
- c) Work with relevant infrastructure providers and the local community to ensure the infrastructure is capable of being delivered, taking account of funding available and the timing of delivery;**
- d) Use s106 or other mechanisms, such as the Community Infrastructure Levy, as the main mechanisms to secure funding towards the delivery of infrastructure**

- e) **Work positively with neighbouring authorities to understand the impact of new development on infrastructure which has an effect on areas outside of the Council's boundary; and**
- f) **Establish arrangements for long term management and maintenance of infrastructure.**

**Where provision of new or improved infrastructure provision on-site is not appropriate off-site provision or a financial contribution towards it will be sought.**

### ***Communications Technology***

- 8.8 Advanced, high quality telecommunications infrastructure is crucial to sustainable development and economic growth. New communications technology is continually changing and improving and it is important that residents and businesses have the best access to this technology, whilst making the most of the lifestyle choices that good access to mobile and broadband technology offers and at the same time helping to reduce the use of the private car. Without the suitable provision of such infrastructure, rural areas can become disadvantaged in terms of community integration, the ability to carry out day to day tasks (such as on-line shopping or banking), economic vibrancy, farm diversification and home working.
- 8.9 However, it is acknowledged that the provision of broadband and electronic communication across the Borough varies, particularly in terms of capacity and coverage. As such, the Council is keen to support the provision of the necessary infrastructure as a result of new development so that should connections/capacity become available in the future, the infrastructure is already in place.
- 8.10 The Council acknowledges that in some of the more rural parts of the Borough, there will be limited opportunity to enhance telecommunications connectivity and/or coverage due to the programme limitations of organisations responsible for providing such provision. The Council is therefore mindful not to raise the hope of all residents that new development will result in improved signal, strength and/or connectivity for telecommunications. However, where there is the potential, particularly in our main towns and villages, the Council is keen to support the provision of necessary infrastructure, including cabling and ducting and mast capacity where this does not have a significant adverse impact on the development viability.
- 8.11 Mobile phones are an integral part of many people's everyday lives, for personal and business use. There are already a number of existing sites that accommodate masts, transmitters and antenna. The siting of new provision can often be a contentious issue in our communities. To reflect this, in the first instance the Council will expect operators proposing new masts, transmitters or antenna to consider the potential of sharing existing provision.

### ***Policy OP33: Communications Infrastructure***

**New development (residential, employment and commercial) will be expected to contribute towards the provision of infrastructure suitable to enable the**

delivery of high speed broadband services. As a minimum, suitable ducting should be provided to the public highway that can accept fibre optic cabling. Other forms of infrastructure, such as facilities supporting mobile broadband and Wi-Fi should be included wherever possible and viable.

Development of new masts and antennae by telecommunications and code systems operators will be permitted provided:

- a) it has been demonstrated that mast or site sharing is not feasible and that the apparatus cannot be sited on an existing building or other appropriate structure where this represents the preferable environmental solution;
- b) it has been demonstrated that alternative, less environmentally harmful means of providing the same service is not feasible;
- c) every effort has been made to minimise the visual impact of the proposal;
- d) proposals adhere to current Government advice on the health effects of exposure to radio waves; and
- e) consideration has been given to the future demands of network development, including that of other operators.

### ***Transport Infrastructure***

8.12 The Council fully supports the principle of sustainable transport and is keen to promote proposals and strategies which reduce the need to travel and provide access to services across the whole of West Devon. Encouraging accessibility provides opportunities to help communities connect together better, have better access to local services and to reduce isolation and social exclusion. This is important to ensure the health and well being of our communities as well as contributing to the Council's requirement to reduce carbon emissions. It is important that people have easy access to the essential services and facilities which they need and one of the factors when assessing the location of development will be the ease of access to these. New development can place additional pressure on our transport infrastructure and it will be crucial to ensure that the impacts of new development on our highway, footpath and bridleway networks can be addressed appropriately as well as on the local highway network.

8.13 West Devon is a rural sparsely populated area and there is heavy reliance on the car to access essential services and facilities. As such, it will not always be realistic to have an objective to reduce the reliance on the car but there are ways in which better access to services can be achieved for our communities. The isolated nature of many of our settlements makes sustaining a viable public transport system difficult, yet these routes are crucial to ensuring that there are other transport options for our communities.

8.14 Green vehicle technology is a developing industry and new technologies are being brought forward. The Borough is not currently equipped to deal with a widespread uptake of green vehicle technology, such as electric cars. As such, the policies in Our Plan should be flexible and proactive in responding to anticipated future changes to technology.

- 8.15 The Borough relies heavily on the strategic road and rail network. Links within the South West Peninsula and beyond to the rest of the UK are limited to one or two key roads, and one mainline railway. As such, investment in our key roads and improvements to our rail services will be supported to ensure resilient and sustainable connectivity both within the South West and to the rest of the country.
- 8.16 The Borough already has plans to reinstate a rail link to Tavistock, as expressed in policy OP9. The storms of 2014 demonstrated the fragility of the current rail links to the rest of the UK, and West Devon may have a part to play in providing an alternative route. Investment in strategic improvements to the rail network is to be encouraged.
- 8.17 The Council will work with all relevant partners to implement the identified priorities of the Local Transport Plan (LTP) 3, and input will be provided into future iterations of the LTP with a view to identifying and securing future strategic investment.

### ***Community Transport***

- 8.18 For many of our residents, conventional public transport isn't always a suitable or possible means of transport. Community transport initiatives offer a safe, accessible, cost effective and flexible travel option run by the community for the community. In West Devon, there are a range of different community transport options for our residents, from school transport, to taking people to medical/dental appointments, or to places for shopping as well as allowing residents to access work and training opportunities. These services provide a vital lifeline to many of our residents, both in our towns and more rural areas and the Council is keen to support the on-going provision of schemes in the Borough.
- 8.19 These schemes are run by the Voluntary Sector and largely funded by a range of local partner organisations. The Council recognises the importance of these schemes as part of the Borough's local infrastructure, the contribution it offers towards the sustainability of the Borough as well as the benefits for our health and well-being. As such, the Council supports initiatives which help to increase the range of community transport options and in particular, where new development is positively contributing to the on-going delivery of these services. Neighbourhood Planning Groups also have the opportunity to explore in more detail how local services could be improved.

### ***Walking and Cycling***

- 8.20 Improving the ease and safety of walking and cycling routes and opportunities can make a significant contribution to ease congestion, improve health and air quality and reduce the demand for car parking, particularly for shorter journeys. There may be a range of factors which impact on people's choices about whether to walk or cycle. This will depend on whether people are walking or cycling as a recreational activity, to improve fitness, health and well-being or as a transport alternative to the car or public transport network to access work, education, social activities, appointments or shopping.

- 8.21 In order to encourage more people to walk and cycle, routes need to be safer, more desirable and attractive for a range of journeys, taking account of local topography. This should be considered as a key component of the design and layout of new development, ensuring that the development is fully accessible with direct, attractive and convenient pedestrian and cycle links, with appropriate secure cycle parking. Routes should link wherever possible to existing provision as well as ensuring that new development is well connected to services and facilities via safe, direct and accessible routes. Our towns offer the opportunities to create cycling hubs and invest in the strategic cycle network. Further information is available in the Green Infrastructure Plan which supports this plan.
- 8.22 The Borough is fortunate to be well connected to the Strategic Cycle Network which is key to providing continuous routes between our communities, whilst encouraging a healthy lifestyle and reducing carbon emissions. Wherever possible, new development should consider how it can maximise opportunities to link to the Strategic Cycle Network.
- 8.23 In our main towns and local centres in particular, the Council is keen to support initiatives which provide appropriate safe and secure cycle parking in central locations to encourage people to cycle into the town centres to use local shops and facilities as well as encouraging visitors to the Borough.

### ***Transport Statements and Green Travel Plans***

- 8.24 A Green Travel Plan is a range of measures aimed at managing the transport needs of an organisation or a particular site or location. The aim is to reduce the number of trips made by single occupancy car and improving accessibility, by promoting wider travel choices and healthier more sustainable travel. The requirement for transport statements and green travel plans will be determined by thresholds set by Devon County Council as the Highway Authority.

### ***Policy OP34: Transport Infrastructure***

**The Council will support initiatives and new development that:**

- a) **Improve the range of sustainable travel options to the communities of West Devon;**
- b) **Support local highway improvements identified in the Infrastructure Delivery Plan or relevant Neighbourhood Development Plans;**
- c) **Can demonstrate how opportunities to improve sustainable transport options and/or community transport initiatives have been maximised;**
- d) **Can demonstrate through a Transport Statement and/or a Green Travel Plan that the impact of new development can be satisfactorily addressed through appropriate measures;**
- e) **Can demonstrate how cycling and walking access has influenced site layout;**
- f) **Does not result in negative impacts on air quality as a result of transport movement;**
- g) **Does not prejudice the re-introduction of rail services, including safeguarding the existing route between Bere Alston and Okehampton;**



- h) **Enable the use of green, low carbon, vehicle technologies; and**
- i) **Provide appropriate safe and secure cycle storage.**

### ***Providing Services Locally***

- 8.25 Many villages have witnessed declining service provision in recent years and local shops, post offices, schools and public houses continue to be under pressure to survive. This has meant that there is an increasing number of people in West Devon who find it difficult to access the services they need.
- 8.26 Both an ageing population and steady outward migration of people aged 16-24 (Census 2011) pose particular challenges in terms of accessibility. An increasing elderly population will put pressure on local health facilities and public services and it is therefore important to ensure that such facilities and transport are accessible. Retaining young people in West Devon is also vital in encouraging sustainable communities and to do so there is a need to improve career opportunities, public transport provision and social and recreational facilities in various localities across the Borough.
- 8.27 The Council wishes to see improved accessibility to a greater range of services and a multi-agency approach to ensuring equality of access to services in communities across the Borough. This means involving a range of service providers and public bodies in plan-making and listening to communities about what services and facilities are important to them and meet their needs.

### ***Open Space, Sport and Recreation***

- 8.28 The provision of appropriate open space, sport and recreational facilities is an important aspect of providing attractive, healthy and socially inclusive communities. Open spaces, sports facilities and recreational opportunities contribute to the quality of places and settlements and the Borough Council is active in promoting facilities and support services which offer a wide and diverse range of positive recreational experiences.
- 8.29 The West Devon Open Space, Sport and Recreation Strategy, Playing Pitch Strategy and Green Infrastructure Plan all set a detailed context for the planned retention and improvement of existing facilities alongside the creation of new facilities to accommodate increased demand generated from development.
- 8.30 The Council will resist the loss of open space, sport and recreation facilities where the site has high demonstrable public benefit. Development on open space, sports and recreation facilities will only be allowed in exceptional circumstances, if the benefits of the resulting development outweigh the benefits of the open space. In such circumstances the input of relevant sport governing bodies will be sought, and investment in other open space, sport or recreation facilities may be required to sustain alternative facilities as appropriate.
- 8.31 New development will need to make adequate provision for public open space, allotments, sport and recreation facilities, including formal and informal spaces, as an integral part of the overall development scheme. Provision will be

expected to be provided in line with the standards in the West Devon Open Space, Sport and Recreation (OSSR) Strategy 2014. The level and type of provision should be based upon a sound assessment of current and future needs, taking account of any local deficiencies and the details within the OSSR Strategy, Playing Pitch Strategy and Green Infrastructure Plan. The Strategy identifies a need for new development to make provision for:

- Playing Pitches and outdoor sport
- Children's Play
- Allotments
- Accessible Natural Greenspace

8.32 Provision may be on or off site, depending on the nature of the development. Where it is agreed that suitable provision cannot be made on the site, developers must provide suitable OSSR elsewhere, upgrade facilities nearby that can serve the development, or, if it is agreed that neither of these is practical or appropriate, make a payment for facility improvement off-site. Where a financial contribution is sought, the maximum value will be commensurate with the supply of facilities to serve the development proposed.

### ***Policy OP35: Open Space, Sport and Recreation***

**All open space, sport and recreation areas will be protected.**

**Any loss of these uses will only be permitted where satisfactory alternative provision can be made either within the existing settlement or in the nearby area.**

**Appropriate public open space, allotments, sport and recreation facilities will be provided where new development consists of 5 or more dwellings, subject to viability. Where possible, facilities should be provided on-site, as an integral part of the development scheme. However, where on-site provision is not appropriate, an off-site provision or a financial contribution will be sought.**

### ***Creative and Cultural Facilities***

8.33 The Council supports the arts community of West Devon which includes both professional organisations (e.g. small businesses) and amateur productions such as the Villages in Action Rural Touring and Workshop programme. West Devon also boasts a range of events and festivals which reflect the diverse culture and heritage of the Borough. These include Dickensian and Edwardian Evenings, Open Studios, Tavistock Arts Market, festivals such as the Tavistock Sings and the Baring Gould Folk Festival in Okehampton, as well as a range of museums and attractions at Morwellham Quay, Lydford Gorge, the Museum of Dartmoor Life and the Dingles Fairground Heritage.

### ***Healthcare***

8.34 Facilities such as dentists' and doctors' surgeries are only present in the larger towns and villages in West Devon which means that easy access to good quality health facilities is an issue for many residents who live in smaller settlements. However, delivering surgeries in small villages is often unviable

and it is therefore important to improve transport links between villages and the main towns, whilst also supporting existing GP surgeries and encouraging the continued presence and growth of weekly outreach surgeries in outlying villages. The availability of good quality healthcare is vital to the wellbeing of the Borough and it is therefore important to ensure that the two community hospitals in Okehampton and Tavistock are providing accessible and quality healthcare facilities and that there is sufficient accessible provision of NHS dentists.

### ***Education***

8.35 The Borough supports a range of education facilities including pre-schools, primary schools and two secondary schools as well as a handful of private education facilities. The Council will continue to work closely with Devon County Council as the Education Authority to ensure that future development is located where it will support the on-going delivery of school services. Contributions will be sought from development where it places an impact on the school towards increasing capacity in line with Devon County Council's Education Infrastructure Plan.

### ***Retaining Local Facilities***

8.36 The Borough Council is very concerned that village services and facilities should be retained whenever possible and is committed to supporting rural services such as shops, public houses, village halls and community activities. However, it is acknowledged that services such as public houses and shops are private businesses and viability can be an issue. The Council will seek to maintain these services by working with partners to offer advice and by resisting their change of use or redevelopment. Applications for a change of use will need to demonstrate that the property in its current service use has been appropriately marketed at a realistic price and that the service is no longer needed by the community.

8.37 Where a need for new community based facilities has been identified, their location should be as well related as possible to the settlement. The Council will seek developer contributions for the delivery of, or enhancements to, community, service and infrastructure provision where they are required as the result of a proposed development.

### ***Policy OP36: Community Services and Facilities***

**Proposals to increase and enhance open space, sport, recreation, leisure, cultural, health and education facilities will be supported where they will contribute to the well-being of a community and improve accessibility to services. Any new facilities or open space provision should be as well related as possible to the settlement, ensuring that they are designed so as to be fully accessible, taking into account a range of diverse needs and circumstances.**

**Existing services and community facilities should be retained where there is a continuing need.**

## **9. Our Environment**

- 9.1 This section sets out on how the Council will protect and conserve the special environment of West Devon.
- 9.2 To set effective policies for the environment it has been important to understand the specific local issues which have been identified by our communities and key organisations.
- 9.3 Following consultation throughout the preparation of Our Plan, the following objectives have been developed which reflect the particular issues identified in relation to wellbeing

### **Objectives**

- To protect and enhance the special high quality landscapes of West Devon
  - To conserve and enhance internationally, nationally and locally designated sites
  - To protect and enhance the biodiversity, wildlife and habitats of West Devon
  - To place development in areas of low flood risk
  - To reduce the risks from pollution by finding ways to address and mitigate against any known impacts
- 9.4 West Devon is known for its exceptional scenic value and quality. It is a beautiful place to live and work and many people come to visit our countryside and the towns and villages within it. It is important that the landscape is managed carefully to conserve and enhance our distinctive environment whilst also allowing development which meets our needs in terms of housing, employment and the needs of our communities.

### **Our Nationally Important Landscapes**

- 9.5 West Devon contains two nationally important designated landscape areas – The Dartmoor National Park and the Tamar Valley Area of Outstanding Natural Beauty. The West Devon planning area is adjacent to Dartmoor National Park and part of it is within the Tamar Valley AONB (7.6% of the planning area). These areas are designated for the national importance of their landscape and have the highest status of protection in relation to landscape and scenic beauty. This is clearly set out within the NPPF.
- 9.6 Whilst not being the planning authority for the Dartmoor National Park, we recognise the important role Dartmoor National Park plays in our area and how it forms a fundamental part of the character of West Devon. We recognise that development proposals could have impacts on the natural beauty, character and special qualities of the Park. It is important that careful consideration is given to the impact that development proposals within our area could have on the Park particularly on the fringes of the Park.
- 9.7 The Tamar Valley AONB was designated in June 1995 for its overall landscape quality, this includes the estuary landscape, middle valleys, the granite ridge and the upper Tamar. The primary aim of an AONB is to conserve and enhance the natural beauty of the landscape whilst recognising the needs of the local community and economy. More simply the AONB is in place to help protect the landscape and wildlife that lives within it as well as the archaeological, architectural and other features which contribute to its character.

- 9.8 The Tamar Valley AONB Management Plan forms a strategy for the area. This document does not replace the statutory development plan but sits alongside it as an important complementary localised strategy and provides a framework of management measures and positive actions that are specific to the Tamar Valley AONB. The document is on the Tamar Valley AONB website.
- 9.9 The location of new development can have both a positive and negative effect on protected landscapes and this will need to be assessed as part of any development proposal. In considering the impact of proposals the cumulative impacts of new development will need to be considered to ensure there is no detrimental effect on landscape quality and protected landscapes.
- 9.10 The NPPF is clear that proposals for major development within Areas of Outstanding Natural Beauty should only be considered in exceptional circumstances where the proposals meets with paragraph 116 and is considered to be in the public interest. In the AONB major development is defined as proposals which will have a significant effect on the special qualities of the designation. The AONB Management Plan defines the special qualities of the Tamar Valley and includes a useful methodology for assessing whether proposals are likely to constitute major development in the AONB.

### ***Policy OP37: Nationally Protected Landscapes***

**Areas of Outstanding Natural Beauty and the Dartmoor National Park will be conserved, enhanced and given great weight. Particular emphasis will be given to the conservation and enhancement of the special qualities including the social, economic and wellbeing benefits of protected landscapes. This includes areas outside of Areas of Outstanding Natural Beauty and the Dartmoor National Park, particularly on the fringe areas of designated landscapes where development would damage the special qualities of these areas.**

**Development will have regard to policies set out in the AONB Management Plans and other relevant guidance.**

**Major development in protected landscapes is defined as proposals that will have a significant impact on the special qualities of the designation.**

### ***Our Local Landscapes***

- 9.11 A key requirement of the NPPF is that planning should recognise the intrinsic character and beauty of the countryside. To do this a Landscape Character Assessment has been undertaken to understand the character and local distinctiveness of the landscape and identify key features of the landscape.

This assessment operates at 3 levels:

- Level 1 is the national/regional topography.
- Level 2 is the County/District.
- Level 3 is site based landscape character assessment

- 9.12 In West Devon this assessment identified 11 distinct Landscape Character Types across the Borough. Having detailed information about the different characteristics within West Devon allows us to understand what is special about the area and how different types of development could impact on this. These character types are distinguished from each other by a range of features such as field and settlement patterns, biodiversity, soils, tranquillity, cultural heritage and local building materials.
- 9.13 Alongside the landscape character assessment, Devon County Council has prepared Historic Landscape Characterisation maps which are available on their website. These maps provide information about how the landscape has changed and been shaped over the years. This all adds to character of West Devon. How our towns and villages sit within the landscape is also an important part of our environment and consideration of townscape character will be through Conservation Area Appraisals or Neighbourhood Plans (where these are in place).
- 9.14 Landscape character will apply to all rural areas and those ‘fringe areas’ on the edge of settlements. In considering the impact of proposals it is also important to consider the broader implications of gradual change through the cumulative impacts that development can have on character. This will need to be considered to ensure there is no detrimental effect on landscape character.
- 9.15 Development proposals will need to incorporate and reflect design form, materials, layout and new landscaping consistent with the key identified characteristics and objectives of the conservation and enhancement of landscape character. This will guide the location, form and detail of new development. Where necessary, development proposals will also need to consider providing effective mitigation and/or compensatory measures.

### ***Policy OP38: Landscape Character***

**Development will conserve and enhance landscape character avoiding any adverse impacts.**

**Development proposals should:**

- a) Conserve and enhance the qualities, character and distinctiveness of the area along with existing site features where appropriate;**
- b) Where appropriate restore positive landscape character and quality;**
- c) Be appropriately located and sited to protect specific landscape, biodiversity and historic features which contribute to local character and quality of the area;**
- d) Maintain landscape quality and minimise adverse visual impacts through high quality building and landscape design; and**
- e) Protect areas of tranquillity**

**Where necessary, developments should include landscaping schemes that retain existing landscape features such as trees and hedgerows, reinforce local landscape character and mitigate against any adverse visual impact.**

## ***Our Green Infrastructure***

9.16 Green infrastructure is the network of green and blue spaces around us which provide a wide range of environmental and quality of life benefits including:

- Space and habitat for wildlife with access to nature for people
- Places for outdoor relaxation and play
- Climate change adaptation e.g. flood alleviation
- Space for local food production
- Improved health and well-being

9.17 Green infrastructure includes local features such as parks, playing fields and allotments as well as farmland, woodland, water and the open countryside. Public rights of way and rivers provide important connecting corridors for both people and wildlife.

9.18 A Green Infrastructure Plan has been produced for West Devon. This plan sets out objectives and 4 key themes of:

- Biodiversity, Landscape and Heritage;
- Access, Health and Recreation;
- Sustainable Drainage, Flood Alleviation and Water Quality; and
- Local Food and Fuel that underpin them.

9.19 It also sets out green infrastructure opportunities in relation to key development allocations in this plan.

## ***Policy OP39: Green Infrastructure***

**All development, where appropriate, should contribute to the delivery of green infrastructure through:**

- a) providing new or protecting and enhancing existing green infrastructure assets;**
- b) supporting the provision of a network of multi-functional green spaces and strategic corridors as identified in relevant green infrastructure strategies;**
- c) enhancing the functionality, quality, connectivity and accessibility of green infrastructure assets;**
- d) provision of green infrastructure assets on-site reflecting the site's characteristics, location and existing or future deficits;**
- e) any site specifics as set out in the Infrastructure Delivery Plan or relevant Neighbourhood Development Plan.**

## ***Our Biodiversity***

9.20 Our special environment is also home to a rich and varied mix of animal and plant life which makes up the biodiversity of the area. The NPPF clearly sets out that planning should contribute to conserving and enhancing the natural environment and provide net gains in biodiversity where possible. The Natural Environment and Rural Communities Act sets out the Council must have regard to biodiversity in all that we do. As well as the protected species which share

our environment there are numerous biodiversity designations of international, national and local significance which we must give great consideration to when planning for the future of West Devon. The Council is keen to explore opportunities to improve and enhance biodiversity and the intention will be to achieve net environmental gain through the use of planning obligations or other mechanisms to biodiversity targets.

### ***Our International designations***

- 9.21 International designations are put in place through international conventions and European Directives. These sites and species are statutorily protected through high level policies and their integrity has to be protected and managed in accordance with their conservation objectives. There are a number of international designations within and adjacent to the boundaries of West Devon.
- 9.22 The Plymouth Sound and Tamar Estuaries European Marine Site includes a Special Area of Conservation (SAC) and Special Protection Area (SPA) and is an important internationally designated area. The Tamar Estuaries Consultative Forum is a broad based partnership that brings together local authorities, government agencies, harbour authorities and associated organisations who have a key role to play in managing the European Marine Site. The Forum collectively works together to develop the Tamar Estuary Management Plan which sets out the guiding principles, management issues and objectives for the estuary.
- 9.23 The Culm Grassland SAC has been designated for its special unique environment and the mix of plants and other qualifying features which are present including Northern Atlantic Wet Heath, Molinia meadows and the existence of the Marsh Fritillary Butterfly.
- 9.24 The Dartmoor SAC is designated for its North Atlantic wet heaths, European dry heath, blanket bogs and its old sessile oak woods
- 9.25 Parts of West Devon are also closely related to the North Devon Biosphere which is designated under UNESCO's Man and the Biosphere Programme. The North Devon Biosphere Reserve's area extends from the catchments of the River Taw and Torridge with its core at Braunton Burrow's sand dune system. Parts of West Devon fall within the transition zone for the Biosphere. This area consists of the catchment area of rivers and streams that drain to the North Devon Coast

### ***Our National and Local Designations***

- 9.26 West Devon is rich in sites of importance for wildlife, geology and geomorphology. Our nature conservation sites support a variety of wildlife species including protected flora and fauna. The protection of these species is essential to the biodiversity of West Devon. Guidance on statutory obligations on designated sites and protected species are published by [Natural England](#).
- 9.27 Priority habitats and species are defined in the Species and Habitats of Principal Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006.



9.28 These national and local designations are an important to the biodiversity and nature conservation value of West Devon and where appropriate measures to enhance these will be sought. Enhancement can include:

- habitat restoration,
- re-creation and expansion,
- improved links between existing sites,
- buffering of existing important sites,
- new biodiversity features within development,
- off-setting, and
- securing management for long term enhancement

### ***Protected species***

9.29 West Devon supports a wide range of internationally important and protected species including bats, otters and dormice. Development proposals must take account of the legal protection afforded to species and make proposals for their conservation and enhancement.

### ***Policy OP40: Biodiversity***

**Development should conserve, enhance and restore the biodiversity of the area.**

**To protect and enhance biodiversity full account will be given to the importance of any affected habitats and features, taking account of the hierarchy of protected sites:**

- a) Internationally important sites including existing, candidate or proposed Special Protection Areas, Ramsar sites, Special Areas of Conservation and European Marine Sites;**
- b) National important sites including Sites of Special Scientific Interest, National Nature Reserves and Marine Conservation Zones;**
- c) Locally important sites including County Wildlife Sites, Local Nature Reserves, Ancient Woodlands, County Geological Sites, and other priority habitats; and**
- d) The network of ecological networks that link biodiversity areas, including areas identified for habitat restoration and creation**

**Net gains in biodiversity will be sought through the promotion, restoration and re-creation of priority habitats, ecological networks and the protection and recovery of legally protected and priority species populations. Enhancements for wildlife within the built environment will be sought where appropriate.**

**Development which would be likely to directly or indirectly harm such sites or species will not be permitted unless:**

- e) The public interest benefits of the development outweigh the harm;**
- f) The benefits cannot be provided through an alternative, less harmful location, design or form of development;**
- g) The favourable conservation status of legally protected species is maintained; and**

- h) Impacts upon species or habitats can be offset by appropriate levels of mitigation and compensation.**

### **Water Quality**

- 9.30 Under the Water Framework Directive (WFD) development should not result in deterioration of the status of the relevant waterbody and should aim to improve water quality where possible to help deliver the South West River Basin Management Plan objectives.
- 9.31 This includes protected areas under WFD (bathing waters, shellfish waters etc.) which rely on the surrounding water quality. A catchment based approach will be taken when considering water quality following guidance in the National Planning Practice Guidance. Where there is an issue early engagement should be sought with the Environment Agency and relevant water and sewerage companies to clarify the type of assessment required. Further information on water quality and detail on the assessment process is available from the Planning Practice Guidance.

### **Flooding**

- 9.32 The Council recognises that another aspect which contributes to the environment of West Devon is the way in which the landscape and townscape deals with water. Changes in weather patterns have meant that West Devon has seen an increase in flooding in some parts of the Borough. Flooding can come from a range of sources such as tidal inundation, flooding from rivers after heavy rainfall and flash flooding caused by rainfall running off hard surfaces or from fields in rural areas. Flooding can overload sewerage and drainage systems and increase the risk of pollution and nuisance. It is important that flood risk is carefully considered, including how new development is designed so as not to increase vulnerability, where areas are vulnerable, risks should be managed through suitable adaptation measures.
- 9.33 The Environment Agency has an important role to play in providing the Council with guidance and expertise about flood risks and solutions which could mitigate against any identified risks. The Environment Agency prepares flood maps which help the Council prepare its own Strategic Flood Risk Assessment to help manage the location of development. Flood risk areas are divided into different categories: Flood Zone1 consists of areas of no or low risk to flooding and Flood Zones 2, 3a and 3b are areas which are more likely to flood.
- 9.34 Information on the sequential and exception tests are set out in the National Planning Policy Framework and Planning Practice Guidance. The sequential test steers new development to areas with the lowest probability of flooding. The first presumption is to avoid locating new development in high flood risk areas, there may be 'exceptional circumstances' where development is proven to be necessary in areas at risk. In these instances, applicants will be required to demonstrate through the application of the sequential tests that there is no reasonable alternative site, or where there are alternative sites but it has been demonstrated that the delivery of the development in a particular location would result in wider sustainability benefits to the community which outweigh the flood

risk. Wider sustainability benefits might include the need for regeneration, developer contributions or reducing flood risk overall.

9.35 The provision of high quality sustainable drainage systems need to be fully integrated into the design process, in addition to managing flood risk this will result in multiple environmental benefits for water quality, biodiversity and green infrastructure provision.

### ***Policy OP41: Flood Risk***

**Inappropriate development should be avoided by directing development away from the areas at highest risk through:**

- a) **Applying the sequential and exception tests where appropriate;**
- b) **Not increasing flood risk elsewhere, including through surface water and taking account of the strategic Local Flood Risk Assessment and critical drainage areas; and**
- c) **Maximising the opportunities from new development to reduce the causes and impacts from flooding, including reducing the existing run-off rates within Critical Drainage Areas.**

**Where development is to be located within flood zones 2 and 3 it must be designed to be safe over its lifetime without increasing flood risk elsewhere by including appropriate mitigations measures.**

**Where necessary, land shall be safeguarded for flood defences. Drainage solutions will be fully integrated into the design process, including high quality sustainable drainage systems.**

### ***Our Resource Quality***

9.36 The environment of West Devon needs to be carefully protected and monitored to ensure that pollution does not impact on the special qualities which exist within the Borough. Pollution can come from a range of sources including emissions, car fumes, smoke and gases emitted from different development types and uses of the land, noise or light pollution. It is important to the health and well being of our communities and our environment that development proposals should not cause unacceptable harm to human health or environmental quality. The NPPG sets out the framework for dealing with soil, air, water or noise pollution. The Council carefully considers the impacts that development proposals or uses could have and looks to find ways to mitigate for any harmful effects.

9.37 Air quality is generally good in the Borough. There are no designated Air Quality Management Areas, although areas in Tavistock and Okehampton are closely monitored due to the impact from traffic congestion.

9.38 England has a considerable legacy of historical land uses that may contaminate the land West Devon is typical in this respect. As such development will only be acceptable where the risk to the proposed use from the historical land use is

understood and the proposals adequately protect the environment, future users and neighbours to the site.

## ***Policy OP42: Resource Quality***

Development proposals which could cause unacceptable harm to human health or environmental quality by unacceptable levels of soil, air, water or noise pollution or land instability will not be permitted. Development should:

- a) Remediate and mitigate contamination in line with established procedures and guidance;
- b) Maintain and where appropriate improve air quality standards including taking account of the cumulative impact from individual sites on the local area;
- c) Mitigate impacts on Air Quality Management Areas in line with appropriate action plans. Industrial process will be permitted if they have an acceptable impact on the air quality of the area;
- d) Prevent deterioration and where appropriate protect, enhance and restore water quality in line with established procedures and guidance;
- e) Limit the impact of light pollution on local amenity, intrinsically dark landscapes and nature conservation;
- f) Protect and enhance valued soils. Safeguarding the long term potential of best and most versatile agricultural land and conserving soil resources; and
- g) Maintain and where appropriate improve the noise environment in accordance with the Noise Policy Statement for England. Developments will be acceptable where the applicant can demonstrate that the effect of the exposure created by the proposal will not breach the lowest observed adverse effect level.

## ***Our Design***

9.39 Design of new development is an important part of maintaining and enhancing our environment in our rural landscape but also in our towns and villages. It is important that the design of development enhances and protects local distinctiveness, visual quality and quality of life. Any development no matter how small can have an impact on an area. Developing an understanding of the characteristics of an area and the context for the development should always form part of the work before submitting a proposal for consideration this can help ensure that the development makes a positive contribution to the local area.

9.40 The creation of safe communities is also an important issue when considering the design of development. Crime and fear of crime are important issues which need to be addressed as they have direct impact on the health and well being of communities. The design of development can help seek to achieve a better environment for all.

## ***Policy OP43: Design***

The requirement to meet high quality design is an important priority for all development proposals. Support will be given for proposals which:

- a) Provide an attractive, accessible, functional and inclusive development
- b) Demonstrate high quality design which respects and responds positively to the site and the local character of the area.

- c) Includes Innovative and imaginative design where it contributes to the local area;
- d) Are of an appropriate scale, massing and size for the development and local area;
- e) Use appropriate and where possible locally sourced materials;
- f) Built to the highest standards of sustainable construction where viable and practical;
- g) Promote safe and user friendly environment and reduce opportunities for crime and fear of crime;
- h) Make efficient use of land and ensure an appropriate density of development;
- i) Have regard to the amenity of nearby buildings and their occupants and do not lead to unacceptable impacts; and
- j) Have appropriate useable outdoor garden space.

9.41 Development can have impacts on the amenity of surrounding residential and other occupiers of buildings and businesses. The protection of amenity is an issue which is often raised by communities and it is important that various factors are considered when assessing proposals for development.

#### ***Policy OP44: General Amenity***

Development will be permitted provided it does not have an unacceptable impact on the amenity of occupiers /users of nearby buildings and sites. Unacceptable impacts will be judged against the level of amenity generally accepted within the locality and could result from:

- a) Loss of privacy and overlooking;
- b) Loss of daylight or sunlight;
- c) Noise or disturbance; and
- d) Odours or fumes.

## **10. Our Heritage**

10.1 This section focuses on how the Council will look after the special qualities of the historic environment of West Devon.

10.2 The historic environment is important to the character of West Devon and therefore the following objective has been identified.

### **Objectives**

- To protect, enhance and promote the heritage assets within West Devon

10.3 The historic environment plays a key part in making West Devon a diverse and special place. It is varied and unique, and has intrinsic value as an irreplaceable international and national resource. The historic environment contains a number of important historic assets including listed buildings, scheduled ancient monuments, registered parks and gardens, archaeological sites and other buildings and areas which contribute to the character of the local area. Historic assets also make a significant contribution to a sense of local identity and place and new development should make a positive contribution to the historic character of the area.

10.4 The Council seeks to promote a positive strategy for the conservation, enjoyment and enhancement of the historic environment. The National Planning Policy Framework (NPPF) and National Planning Policy Guidance (NPPG) establish the principle whereby the conservation of heritage assets should be in a manner according to their relative significance. We value heritage assets for their historic, architectural, artistic and archaeological interest and they are part of our national culture and local environment.

10.5 We recognise that this asset and resource contributes to West Devon's economy, tourism, education and its culture as well as to the distinctive historic and visual identity of the Borough. We also think it is important to respond positively to proposals which help secure the long term viability of our heritage assets and their role in the community while also ensuring that development schemes respect their integrity and enhance, conserve and protect them. These uses may include opportunities for new uses, including those supporting local communities.

### **Our International Heritage**

10.6 Parts of West Devon are designated within the Cornwall and West Devon Mining Landscape World Heritage Site which was inscribed in 2006. The conservation and enhancement of the Outstanding Universal Value (OUV) of the World Heritage Site is of strategic importance, and the preparation of the Management Plan for the World Heritage Site will help to protect and enhance this important cultural landscape. The influence of mining is clear to see in the historic buildings, structures, listed buildings and scheduled ancient monuments within the Stannary town of Tavistock and parts of the town are included within the World Heritage Site.

### **Our National and Local Heritage**

10.7 Heritage assets of national significance may be designated as listed buildings, scheduled monuments, registered parks and gardens, archaeological sites and registered battlefields. English Heritage keeps an up to date register and a

schedule of listed buildings and scheduled ancient monuments at risk. Conservation areas are designated locally and are classed as heritage assets in their own right.

- 10.8 In West Devon, heritage assets contribute to the area's character and to its locally recognisable landscape and cultural heritage. They form part of the character of our market towns, villages and hamlets, the wider landscape and some remarkable views. They also help define distinctive settlements by their setting, materials, history and the ways in which people continue to live and work in them. Heritage assets play a fundamental role in the economy and provide the historical context for the local environment which attracts visitors and businesses and supports our local communities.
- 10.9 It is important we help maintain and enhance these valuable assets and the Council places an emphasis on the need to find viable uses for our heritage assets, appropriate to their conservation, and it also recognises the economic and other benefits which they bring to the community.
- 10.10 We want to encourage people to enjoy and value the historic environment and understand the issues relating to the conservation and enhancement of our historic buildings and places and their settings.
- 10.11 New development, including alterations and the conversion of buildings and advertisements, will be required to enhance the historic environment and contribute to local distinctiveness, drawing upon local character and displaying new ideas which help create new quality townscapes and other local built and landscaped settings. Heritage assets and their settings are an irreplaceable national resource and contribute significantly to the local character and distinctiveness of an area.

## ***Policy OP45: Historic Environment***

### **National and Local Heritage Assets**

**All types of development proposals will need to sustain West Devon's local character and distinctiveness and protect or enhance its historic environment and its heritage assets according to their national and local significance through the following measures:**

- a) Seek to protect and enhance the historic environment, including designated and undesignated heritage assets of national importance and local significance;**
- b) Apply a presumption in favour of the preservation of the heritage asset and its setting or any features of special archaeological or historic interest which it possesses;**
- c) Consider the significance, character, setting and local distinctiveness of heritage assets and look to positively enhance these where possible;**
- d) Help secure their long term viability whilst ensuring schemes respect their integrity and have a community benefit where possible; and**
- e) Respond positively and creatively to conserve and enhance the character of the local historic environment and where appropriate include proposals identified in Conservation Area Character appraisals and Management Plans.**



## **World Heritage Site**

**Development proposals within or adjacent to the World Heritage Site will conserve and enhance the Outstanding Universal Value of the site. In particular, regard should be given to the following:**

- f) The historical and social importance of key buildings and their contextual setting;**
- g) The need to retain locally distinctive features in the design of buildings;**
- h) The integrity of industrial infrastructure;**
- i) The importance of and evidence for ancillary industries; and**
- j) Be in accordance with the principles and objectives of the WHS Management Plan and other guidance/ adopted documents .**

## **11. Our Resources**

- 11.1 This section focuses on how the Council will support Our Resources for the communities of West Devon.
- 11.2 To set effective policies for our resources it has been important to understand the specific local challenges and aspirations that have been identified by our communities and key organisations.
- 11.3 Following consultation throughout the preparation of Our Plan, the following objectives have been developed which reflect the particular issues identified in relation to wellbeing.

### **Objectives**

- To make a significant contribution to a low carbon future
- To maximise the best use of energy efficiency and design of new building
- To contribute to national targets for renewable energy
- To reduce fuel poverty
- To work with communities to help develop community energy projects

### **Our low carbon future**

- 11.4 Ever since the Kyoto Protocol of 1992, the Nations have been applying different methods to reduce the carbon emissions for which they are responsible. In 2008 the UK government introduced the Climate Change Act, which includes a legally binding commitment to reduce UK greenhouse gas emissions by at least 80% of the 1990 baseline by 2050. In order to achieve this, some incremental targets have been set, including a commitment to generate 15% of our energy needs from renewable means by 2020. A further target for 2030 has been discussed recently within the EU to ensure sufficient progress is made towards 2050.
- 11.5 Although environmental change is not fully understood and there is debate about the extent to which change is due to rising carbon emissions, there is a scientific consensus the climate is changing. These changes are likely to have implications for the communities in West Devon, as well as also influencing the location of development. Carbon emissions per head of population have been falling recently, but remain higher than average because the area is so rural. The use of low carbon and renewable energy resources will help reduce carbon emissions, alongside efforts to make better use of energy by promoting behaviour change and better energy efficiency standards. All new development (housing and employment) will need to meet a higher level of construction as we move to 'zero carbon' construction.

## **Policy OP46: Low Carbon Future**

**All new development will need to design for sustainable water use and drainage and be resilient to temperature variation**

**To contribute to a low carbon future West Devon will:**

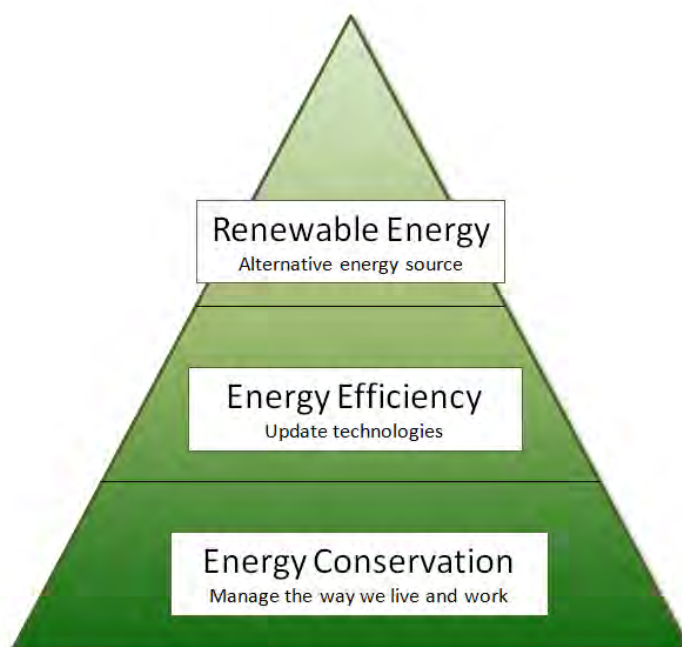
- a) Locate development where it best serves communities and can be delivered alongside services and facilities;**

- b) Promote development that supports sustainable travel;
- c) Support measures to improve the energy efficiency of existing buildings;
- d) Require new development to have a lower environmental impact;
- e) Reduce carbon emissions from energy use, by using renewable and low carbon sources and site wide solutions to energy and heat supply

Reduce the risk from extreme weather and flooding events through design and location of new development (link to sustainable development/flood risk policies)

### ***New Development and Sustainable Energy***

10.5 The best use of energy is where the need for energy is reduced in the first place. Following reduced need, a focus should be placed on using energy as efficiently as possible. This could be achieved by orientating buildings for solar gain and applying a 'fabric first' approach to energy saving. The 'energy hierarchy' diagram below shows three key areas where we can reduce our energy related carbon emissions:



11.6 The Government has a target that by 2016 all homes will be required to be zero carbon and in 2019 this will also apply to non-residential property. New development is expected to actively show how energy issues have been addressed, with a view to achieving the highest level of carbon savings possible within the constraints imposed by viability. The government will be introducing a flexible system for developers to meet zero-carbon standard on new homes, which will vary between on-site and off-site investment in low-carbon technologies, depending on what opportunities exist on each individual site. It is unclear how off-site contributions will be administered at the time of writing, but WDBC will seek to be involved in deciding how and where new investment is directed.

## ***Policy OP47: New Development and Sustainable Energy***

All new development (domestic, commercial, extensions, conversions) will be expected to contribute to lowering carbon emissions.

Carbon emissions should be reduced in accordance with national standards and the 'energy hierarchy' set out below:

- Reducing the energy load of the development by good layout, orientation and design to maximise natural heating, cooling and lighting
- Maximising the energy efficiency of fabric (Regulated emissions)
- On site low carbon or renewable energy systems
- Carbon reductions through off site measures (allowable solutions)

Developers will be expected to demonstrate how their proposals have responded to the energy hierarchy and estimate the expected level of emissions from regulated sources attributable to the development, with the aim of achieving the highest carbon savings possible (in so far as compatible with site viability).

Pending the introduction of zero carbon standards, all development should aim to supply at least 10% of the energy required from renewable or low carbon sources\*.

\*Low carbon sources of power can include wind, solar and hydro power

### ***Our Renewable Energy***

11.7 The NPPF requires local authorities to have a positive strategy to promote energy from renewable and low carbon sources, designing policies to maximise development whilst ensuring that adverse impacts are addressed. There are opportunities to generate more energy locally and to plan development in such a way that energy is produced and consumed efficiently. The Council aims to help meet Government targets by pursuing a flexible approach to allow the market to deliver and respond to opportunities in both energy efficiency projects and renewable technologies.

11.8 The 2011 CEE baseline study shows that there are resources available within West Devon which could be used to provide renewable energy. However, our local environment is special and contributes to the character of West Devon. As set out in the Environment chapter of Our Plan, parts of the Council's area are subject to some form of international or national environmental designation. It is therefore vital that any applications for renewable energy are carefully assessed to see if the impacts from the development can be made acceptable.

11.9 Applications for renewable energy are often contentious and local communities fear the impacts that the development could bring to our environment. There is a lot of concern about the way in which decisions are made and how these impacts will be assessed, including the cumulative impacts of development proposals. The Council makes use of established methodologies and best practice to help inform its decisions, for example landscape institute guidance, ETSU ( and uses expertise of environmental consultees. More locally there is guidance in the form of Landscape Officers Guidance for Wind and Solar and

the Councils technical guidance. The Council will continue to ensure that it keeps any guidance up to date as technology and methodologies for assessing impacts are refined.

- 11.10 Local Authorities are asked to approve Renewable Energy proposals where the impacts are acceptable or can be made acceptable. Applicants do not have to justify the need for the renewable or low carbon energy and Council's are asked to recognise even small scale schemes have a contribution to make. Pre-application consultation is a mandatory requirement for most wind development; however it is not a requirement for other technologies. The Council wishes to encourage developers to have pre-application discussion in relation to other proposals such as solar.
- 11.11 With specific relation to wind turbine proposals, additional information regarding residential amenity will be requested as part of a planning application where any dwelling used for residential purposes is located within a specified distance proportionate to the height of the blade tip.
- 11.12 All applicants seeking planning permission for onshore wind development involving more than 2 turbines or any turbine exceeding 15 meters in height are required to undertake public consultation prior to submitting a planning application, and are encouraged to discuss the arrangements for doing this with the Local Planning Authority (LPA). The LPA will also be able to guide the developer in the type of information required to support the application.
- 11.13 Permission for development will not be withheld on grounds of residential amenity providing that the developer can demonstrate that the proposal will not result in unacceptable impact on residents.
- 11.14 The information presented should summarise the findings of full noise, landscape and shadow flicker assessments, and provide details of visual outlook and quality of life assessments from residential dwellings that are situated within a flexible distance of the proposal site. This information should be presented as a Residential Amenity Assessment.
- 11.15 The requirement for a residential amenity assessment will be determined by the location of lawful residential dwellings (using the nearest elevation of the house/home) within a distance of the proposed turbine site to be calculated as:
- $$D = 350 + ((H - 25) * 5)$$
- where H equals the height to tip of the proposed wind turbine.

### ***Policy OP48: Renewable and Low Carbon Energy (including heat)***

**To increase the use and production of renewable and low carbon energy to contribute to national targets, development will be supported where:**

**In the case of renewable energy generating technologies:**

- a) **The impacts arising from the construction, operation and de-commissioning of installations (both individually and cumulatively) are or can be made acceptable;**

- b) It can be demonstrated that the Devon Landscape Officer Advice Note 2 has been taken into account in designing proposals and assessing their likely impact on landscape sensitivity;
- c) Proposals do not compromise the purposes of internationally or nationally important landscape, environmental or heritage assets;
- d) There are appropriate plans in place for the removal of the technology on cessation of generation, and restoration of the site to an acceptable alternative use;
- e) Any farm land that is used is retained in some form of agricultural use;
- f) There has been early consultation with the communities affected by the development;
- g) The development is to meet a business need, where the proposed generation is proportionate to the business use and the energy is used on site; and
- h) With specific relation to wind turbine proposals, an additional Residential Amenity Assessment has been supplied as part of a planning application where any dwelling used for residential purposes is located within a specified multiple of the blade tip in line with the following formula :  $D = 350 + ((H - 25) * 5)$  where H equals the height to tip of the proposed wind turbine.

In the case of renewable heat proposals, development will be supported where:

- l) It makes use of heat generated from nearby energy users and/or provides for the co-location of energy producers with users; and
- j) The proposals do not lead to unsustainable, isolated development in the countryside.

The range of potential impacts will depend on the scale of the proposal and the characteristics of the site in question.

Additional information will be required if noise levels exceed 35dB LA90 at sensitive receptors

### ***Our Community Energy***

11.16 The national community energy strategy seeks to increase the amount of community management and ownership of energy. Many community groups actively pursuing energy efficiency and renewable energy projects. There are a number of advantages to supporting community energy projects including local resilience, retention of money in the community and the potential for reduced energy costs within the community. These projects can also be delivered through Neighbourhood Plans.

## **Policy OP49: Community Energy**

**Energy efficiency and energy generation projects will be supported where:**

- a) The impacts arising from the proposal are acceptable or can be made acceptable**
- b) They are community led and there is evidence of community consensus in support of the proposal and/or the proposals are brought forward as part of Neighbourhood Planning processes**
- c) The proposals deliver local social and community benefits**
- d) There are administrative and financial structures in place to deliver/manage the project and the income stream from it**

## **12. Monitoring and Implementing Our Plan.**

- 12.1 The strategy and the policies within Our Plan are based upon information which is currently available at the time the plan is written. It is important that the plan is able to respond to the changing needs of the Borough and be able to deliver the vision and objectives of the Council. Each year we will report on how well we are achieving our vision, objectives and how successful our policies are being in helping meet these in a monitoring report.
- 12.2 The Council works with many partners to deliver plan and services through the public, private and voluntary sector. Our Plan will provide a framework for all our partners so that we can work together in a targeted way to deliver our priorities.
- 12.3 A key part of implementing Our Plan is ensuring that infrastructure is delivered alongside new development. The Council has produced an Infrastructure Delivery Plan (IDP) which sets out how this can be achieved. The IDP will be reviewed and updated as necessary to monitor the delivery of infrastructure and to include any further requirements identified through future DPDs or SPDs.
- 12.4 The Council will set out how it intends to monitor the delivery of Our Plan in a separate monitoring framework which will be prepared alongside the Annual Delivery Plan. This Framework will include indicators and targets which will help the Council determine how successful the plan is and will also help inform the Council's own priorities for delivery. These priorities and the way in which we measure them could change over time and the monitoring framework will also be amended as appropriate.



## 13. Glossary

	Affordable Housing	Housing provided for those whose incomes do not allow them to compete in the open market, or for whom private sector rents are too high.
	Amenity	A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.
AONB	Area of Outstanding Natural Beauty	A statutory landscape designation which recognises that a particular landscape is of national importance. The primary purpose of the designation is to conserve and enhance the natural beauty of the landscape.
	Biodiversity	The whole variety of life on earth. It includes all species of plants and animals, their genetic variation and the ecosystems of which they are a part.
	Brownfield	See Previously Developed Land
CCG	Clinical Commissioning Groups	In April 2013, CCGs replaced primary care trusts as the commissioners of most services funded by the NHS in England.
CSH	Code for Sustainable Homes	An environmental impact rating system for housing in England, setting new standards for energy efficiency and sustainability. They are not mandatory under current building regulations but represent important developments towards limiting the environmental impact of housing.
	Community Facilities and Services	Facilities or services for the community, including open space, sport and recreational facilities, community halls or buildings, doctor's surgeries, libraries, pubs, churches, and children's play areas.
	Community Infrastructure Levy	A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.
	Community Plan	Long term plans prepared by the community used to set objectives and principles to guide development in the local area. Existing Community Plans will be used as a key consideration by the Borough Council when determining applications for future development in the area the plan covers. However, new plans prepared by the community to guide future development should be prepared as Neighbourhood Development Plans.

	Community Right to Build Order	A Community Right to Build Order can be used to grant planning permission for development schemes, e.g. housing. Local community organisations that meet certain requirements or parish/ town councils are able to prepare Community Right to Build Orders.
	Comparison (non-food) Retailing	The sale of goods such as clothes, footwear and electrical items.
	Compulsory Purchase Order	The power to acquire land for redevelopment which includes development by private developers.
	Conservation Area	An area of special architectural and/or historical interest, the character or appearance of which it is desirable to preserve or enhance. It is a recognition of the value of a group of buildings and their surroundings and the need to protect not just individual buildings but the character of the area as a whole.
	Convenience (food) Retailing	The sale of goods such as food.
	Core Strategy	The previous plan prepared by the Council covering the period 2006 to 2026. The Core Strategy will remain in place until it is replaced by the adopted version of Our Plan.
	County Geological Site	Places in Devon that are considered to be especially important for the geology they exhibit. They are mostly old quarries, pits, roadside cuttings and other excavations which expose rocks normally covered by soil and vegetation.
CWS	County Wildlife Site	Sites which have been designated due to the presence of particular habitats and species such as traditionally managed species-rich lowland meadows, upland oak woodlands, lowland fens and mires (such as culm grassland). Some sites have been designated due to the presence of particular species such as curl bunting, bastard balm and great crested newt.
	Curtilage	The piece of land occupied by a property and the land closely associated with that building. For example, in terms of a house and garden, the garden normally forms the curtilage of the property.
	Critical Drainage Areas	Critical Drainage Areas are areas with drainage problems that have been identified as such by the Environment Agency. A full list of Critical Drainage areas can be access from the Environment agency website on the Flood Risk Standing Advice pages - <a href="http://www.environment-agency.gov.uk">www.environment-agency.gov.uk</a>
DCLG	Department for Communities	The Department for Communities and Local Government's job is to create great places to live and work, and to give

	and Local Government	more power to local people to shape what happens in their area.
DECC	Department for Energy and Climate Change	The Department of Energy & Climate Change works to make sure the UK has secure, clean, affordable energy supplies and promote international action to mitigate climate change.
	Development Plan	The statutory development plan is the starting point in the consideration of planning applications for the development or use of land. It consists of a number of documents including any Development Plan Documents prepared by the Borough Council; the Minerals and Waste Development Plan Documents prepared by the County Council and any Neighbourhood Development Plans.
DCC	Devon County Council	This is the local authority for Devon.
DNPA	Dartmoor National Park Authority	This is the authority responsible for planning issues within the Dartmoor National Park.
	Dwelling	This is defined as a house, flat, maisonette or bungalow; accommodation for a household.
EA	Environment Agency	This is the statutory authority responsible for issues such as flooding, and pollution controls.
ETSU	Energy Technology Support Unit	The Energy Technology Support Unit was set up in 1974 as an agency operated by UKAEA on behalf of the Department of Energy. Its function was to manage research programmes on renewable energy and energy conservation. The majority of projects managed by ETSU were carried out by external organisations in academia and industry. In 1996, ETSU became part of AEA Technology plc which was separated from the UKAEA by privatisation.
	English Heritage	The government's statutory advisor on the historic environment.
	Geodiversity	Geodiversity is the variety of earth materials, forms and processes that constitute either the whole Earth or a specific region of it, including minerals, rocks (whether 'solid' or 'drift'), fossils, soils, land forms etc.
	Geology	The study of earth and land.
	Geomorphology	The study of landforms, their classification, origin, development and history.
	Greenfield	Land which has not been developed before. Applies to

		most sites outside settlement boundaries.
	Green Infrastructure	An interconnected network of natural areas which support and maintain natural ecological processes.
	Habitat	The natural home or environment of a plant or animal.
	Health and Wellbeing Board	The Health and Social Care Act 2012 establishes health and wellbeing boards as a forum where key leaders from the health and care system work together to improve the health and wellbeing of their local population and reduce health inequalities.
Ha	Hectare	A unit of land area equivalent to 10,000 square metres, or 0.01 of a square kilometre. One hectare equals approximately 2.5 acres.
	Infrastructure	A collective term for services such as roads, electricity, sewerage, water, children's services, health facilities and recycling and refuse facilities.
LCA	Landscape Character Assessment	Assessment of the distinct and recognisable elements of the landscape across the Borough.
	Lifetime Homes	Homes which are easily adaptable for lifetime use.
	Listed Buildings	Buildings of special architectural or historic interest which are protected by English Heritage from undesirable alterations, either inside or outside.
LAA	Land Availability Assessment	A technical exercise to help identify possible land that could be used to provide new homes, employment or traveller uses. It aims to ensure there is enough land for new homes to meet the needs of communities.
LEP	Local Enterprise Partnerships	Local enterprise partnerships are partnerships between local authorities and businesses. They decide what the priorities should be for investment in roads, buildings and facilities in the area.
LCA	Landscape Character Assessment	Describes the characteristic patterns and features of our countryside, and explains how an area has developed over time.
	Local Nature Reserve	Places with wildlife or geological features that are of special interest locally.
	Local Plan	A plan prepared by the Borough Council which sets out the strategic framework for future growth and policies for managing development in the area which the plan covers.

LTP	Local Transport Plan	A five-year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects.
	Marine Conservation Zone	Protect a range of nationally important marine wildlife, habitats, geology and geomorphology and can be designated anywhere in English and Welsh inshore and UK offshore waters.
	Monitoring Report	A document produced by the Council on a regular basis to monitor the progress made against targets and the performance of policies. The monitoring period is April to March.
	Natural England	The organisation formed by bringing together English Nature, the landscape, recreation and access elements of the Countryside Agency and the environmental land management functions of the Rural Development Service.
	National Nature Reserves	Sites designated by Natural England as key places for wildlife and natural features in England. They were established to protect the most significant areas of habitat and of geological formations.
NPPF	National Planning Policy Framework	The National Planning Policy Framework sets out government's planning policies for England and how these are expected to be applied.
NPPG	National Planning Practice Guidance	Online planning practice guidance which provides detailed advice about all aspects of the NPPF.
	Neighbourhood Development Plan	A Neighbourhood Plan is a community-led framework for guiding the future development and growth of an area. It may contain a vision, aims, planning policies, proposals for improving the area or providing new facilities, or allocation of key sites for specific kinds of development.
	Neighbourhood Development Order	A Neighbourhood Development Order is a means for parish/town councils or neighbourhood forums to grant planning permission for certain kinds of development within a specified area.  These orders may apply to the whole or just part of the neighbourhood area.
	NHS England	A public body responsible for managing community hospitals and health centres to ensure the most appropriate health services and care are available.
	Open Space, Sport and Recreation Study	An assessment of the distribution, quantity and quality of open spaces, sport and recreational facilities in the

		Borough.
PDL	Previously Developed Land	Also known as Brownfield. PDL is that which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. PDL also includes the curtilage of the development
	Rural Diversification	A term relating to improving and sustaining the quality, range and occupational mix of employment in rural areas in order to provide wide and varied work opportunities for rural people, including those formerly or currently employed in agriculture and related sectors.
	Rural Exception Site	Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.
SAM	Scheduled Ancient Monument	These are legally protected archaeological sites which are considered by English Heritage to be of national importance.
	Section 106 Agreements	Legal agreements which secure the use of developer/financial contributions. These contributions are provided to overcome any impacts which would otherwise make development unacceptable.
SSSI	Sites of Special Scientific Interest	These are designated by Natural England as being of special interest by reason of their flora, fauna, geological or physiological features.
SAC	Special Area of Conservation	These are areas designated by the European Union to afford protection to plants and animals.
SPA	Special Protection Areas	These are areas classified under the European Community Directive on the conservation of wild birds.
SCI	Statement of Community Involvement	This sets out the standards to be achieved by the local authority in involving the community in the preparation, alteration and continuing review of all Local Development Documents and planning applications.
	Statutory Organisations	Organisations the local authority has to consult with at consultation stages of the Local Development Framework.
SFRA	Strategic Flood Risk	Required as part of the local planning process to form the

	Assessment	basis for preparing appropriate policies for flood risk management.
SHMNA	Strategic Housing Market Needs Assessment	This was carried out in 2013 in partnership with Plymouth City Council, Cornwall Council, South Hams District Council and Dartmoor National Park with the aim of providing evidence concerning the characteristics of the local housing market, housing needs in the local area and how the housing market functions
SHLAA	Strategic Housing Land Availability Assessment	This is an assessment of the availability of land for housing across the whole of the Borough.
SPD	Supplementary Planning Document	Supplementary Planning Documents may cover a range of issues, both topic and site specific, which may expand policy or provide further detail to policies in a Development Plan Document.
SA/SEA	Sustainability Appraisal/Strategic Environmental Assessment	Sustainability Appraisal is mandatory under the Planning and Compulsory Purchase Act 2004 and helps to fulfil the objective of achieving sustainable development in preparing projects, policies and plans. The purpose of the SA/SEA is to appraise the social, environmental and economic effects of policies and proposals in Local Development Documents.
SCS	Sustainable Community Strategy	A document produced by the Local Strategic Partnership to influence the planning and future direction of all partner agencies working in the Borough.
	Sustainable Development/Sustainability	Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.
SUDS	Sustainable Urban Drainage Systems	A sequence of management practices and control structures designed to drain surface water in a more sustainable fashion than some conventional techniques.
	Viability	A development will be held to be viable when it is both developable and when the gross value of the finished scheme is sufficient to cover all reasonable costs of development including agreed planning obligations, infrastructure contributions and appropriate returns to both landowner and developer.
	Water Framework Directive	A European Union directive which commits European Union member states to achieve good status of all water bodies (including marine waters up to one nautical mile from shore) by 2015.

	Windfall	Residential developments which unexpectedly become available for development during the lifetime of the plan.
WHS	World Heritage Site	A site that is on the list maintained by the international World Heritage Programme which has either cultural or physical significance.
	Affordable Housing	Housing provided for those whose incomes do not allow them to compete in the open market, or for whom private sector rents are too high.
	Amenity	A positive element or elements that contribute to the overall character or enjoyment of an area. For example, open land, trees, historic buildings and the inter-relationship between them, or less tangible factors such as tranquillity.
AMR	Annual Monitoring Report	A document produced by the Council on an annual basis to monitor the progress made against targets and the performance of policies. The monitoring period is April to March.
AA	Appropriate Assessment	Appropriate Assessment is mandatory under Directive 92/43/EEC (the Habitats Directive) on the Conservation of Natural Habitats and of Wild Fauna and Flora. It is used to assess the impacts of policies and proposals made in a Local Development Document against the conservation objectives of a European Site.
AONB	Area of Outstanding Natural Beauty	A statutory landscape designation which recognises that a particular landscape is of national importance. The primary purpose of the designation is to conserve and enhance the natural beauty of the landscape.
	Biodiversity	The whole variety of life on earth. It includes all species of plants and animals, their genetic variation and the ecosystems of which they are a part.
	Brownfield	See Previously Developed Land
CCG	Clinical Commissioning Groups	In April 2013 CCGs replaced primary care trusts as the commissioners of most services funded by the NHS in England.
	Code for Sustainable Homes	An environmental impact rating system for housing in England, setting new standards for energy efficiency and sustainability. They are not mandatory under current building regulations but represent important developments towards limiting the environmental impact of housing.
	Community Facilities and	Facilities or services for the community, including open space, sport and recreational facilities, community halls or



	Services	buildings, doctor's surgeries, libraries, pubs, churches, and children's play areas.
	Community Right to Build Order	A Community Right to Build Order can be used to grant planning permission for development schemes, e.g. housing. Local community organisations that meet certain requirements or parish/ town councils are able to prepare Community Right to Build Orders.
	Comparison Retailing	The sale of goods such as clothes, footwear and electrical items.
	Compulsory Purchase Order	The power to acquire land for redevelopment which includes development by private developers.
	Conservation Area	An area of special architectural and/or historical interest, the character or appearance of which it is desirable to preserve or enhance. It is a recognition of the value of a group of buildings and their surroundings and the need to protect not just individual buildings but the character of the area as a whole.
	Convenience Retailing	The sale of goods such as food.
	Core Development Control Policies	These are policies which set out criteria against which planning applications for development and use of land and buildings will be considered. Such policies will ensure that development accords with the spatial vision and objectives set out in the Core Strategy.
	Core Strategy	This document sets out the key elements of the planning framework for West Devon. It is comprised of a spatial vision and strategic objectives for the area; a spatial strategy; core policies; and a monitoring and implementation framework with clear objectives for achieving delivery. Once adopted, all other Development Plan Documents must be in conformity with it.
	Curtilage	The piece of land occupied by a property and the land closely associated with that building. For example, in terms of a house and garden, the garden normally forms the curtilage of the property.
DCLG-	Department for Communities and Local Government	The Department for Communities and Local Government's job is to create great places to live and work, and to give more power to local people to shape what happens in their area.
DECC	Department for Energy and Climate Change	The Department of Energy & Climate Change works to make sure the UK has secure, clean, affordable energy supplies and promote international action to mitigate

		climate change.
	Development Plan	The statutory development plan is the starting point in the consideration of planning applications for the development or use of land. It consists of a number of documents including Regional Spatial Strategies prepared by the regional planning bodies; Development Plan Documents produced by the Borough Council; and Minerals and Waste Development Plan Documents prepared by County Councils.
DPD-	Development Plan Documents	These form a main part of the Local Development Framework and include the Core Strategy and Core Development Control Policies documents.-
DCC	Devon County Council	This is the local authority for Devon.
DNPA	Dartmoor National Park Authority	This is the authority responsible for planning issues within the Dartmoor National Park.
	Dwelling	This is defined as a house, flat, maisonette or bungalow; accommodation for a household.
ELR	Employment Land Review	An assessment of the demand for and supply of land for employment purposes. It was carried out in December 2006 in order to guide the future allocation of employment land.
EA	Environment Agency	This is the statutory authority responsible for issues such as flooding, and pollution controls.
ETSU		
	English Heritage	The government's statutory advisor on the historic environment.
	Geodiversity	Geodiversity is the variety of earth materials, forms and processes that constitute either the whole Earth or a specific region of it, including minerals, rocks (whether 'solid' or 'drift'), fossils, soils, land forms etc.
	Geology	The study of earth and land.
	Geomorphology	The study of landforms, their classification, origin, development and history.
GOSW	Government Office for the South West	Represents the work and interests of several Government departments. GOSW works with regional partners and local people to help deliver the Government's central aims to the region.

	Greenfield	Land which has not been developed before. Applies to most sites outside settlement boundaries.
	Green Infrastructure	An interconnected network of natural areas which support and maintain natural ecological processes.
	Habitat	The natural home or environment of a plant or animal.
	Health and Wellbeing Board	The Health and Social Care Act 2012 establishes health and wellbeing boards as a forum where key leaders from the health and care system work together to improve the health and wellbeing of their local population and reduce health inequalities.
Ha	Hectare	A unit of land area equivalent to 10,000 square metres, or 0.01 of a square kilometre. One hectare equals approximately 2.5 acres.
	Infrastructure	A collective term for services such as roads, electricity, sewerage, water, children's services, health facilities and recycling and refuse facilities.
LCA	Landscape Character Assessment	Assessment of the distinct and recognisable elements of the landscape across the Borough.
	Lifetime Homes	Homes which are easily adaptable for lifetime use.
	Listed Buildings	Buildings of special architectural or historic interest which are protected by English Heritage from undesirable alterations, either inside or outside.
LAA	Local Area Agreement Land Availability Assessment	A three year agreement, based on local Sustainable Community Strategies, that sets out the priorities for a local area agreed between Central Government, represented by the Government Office, and a local area, represented by the local authority and other key partners through Local Strategic Partnerships. This is an assessment of the availability of land for development across the whole of the Borough.
LDD	Local Development Document	The Local Development Framework will be partly comprised of Local Development Documents, prepared by the Borough Council. These documents include the Statement of Community Involvement, Supplementary Planning Documents, and Development Plan Documents.
LDF	Local Development Framework	The Local Development Framework sets out, in the form of a portfolio/folder, the Local Development Documents which collectively deliver the spatial planning strategy for the local planning authority's area. The LDF is comprised of Local

		Development Documents.
LDS	Local Development Scheme	This is the Council's timetable for the production of Local Development Documents. The scheme will be revised when necessary.
	Local Plan	An old-style development plan prepared by districtBorough and other local planning authorities. These will continue to operate until replaced by documents produced as part of the Local Development Framework.
LSP	Local Strategic Partnership	A group of public, private, voluntary and community organisations and individuals that is responsible for preparing the Sustainable Community Strategy.
LTP	Local Transport Plan	A five-year integrated transport strategy, prepared by local authorities in partnership with the community, seeking funding to help provide local transport projects.
	Natural England	The organisation formed by bringing together English Nature, the landscape, recreation and access elements of the Countryside Agency and the environmental land management functions of the Rural Development Service.
NPPF	National Planning Policy Framework	The National Planning Policy Framework sets out government's planning policies for England and how these are expected to be applied.
	Neighbourhood Development Plan	A Neighbourhood Plan is a community-led framework for guiding the future development and growth of an area. It may contain a vision, aims, planning policies, proposals for improving the area or providing new facilities, or allocation of key sites for specific kinds of development.
	Neighbourhood Development Order	A Neighbourhood Development Order is a means for parish/town councils or neighbourhood forums to grant planning permission for certain kinds of development within a specified area.  These orders may apply to the whole or just part of the neighbourhood area.
	NHS Devon	A public body responsible for managing community hospitals and health centres to ensure the most appropriate health services and care are available.

	Open Space, Sport and Recreation Study	An assessment of the distribution, quantity and quality of open spaces, sport and recreational facilities in the Borough.
	Parish Plans	A statement of how the local community sees itself developing over the next few years. They should reflect the views of all sections of the community, identify character and features which local people feel are important, identify character and features which local people feel are important, identify local problems and opportunities and will say how the residents want the community to develop. An action plan is usually prepared following this. A number of parishes in the Borough have produced or are producing Parish Plans.
PPS	Planning Policy Statements	Central Government are producing a series of Planning Policy Statements (which are replacing Planning Policy Guidance Notes) which direct planning in the country.
PPG	Planning Practice Guidance	Prepared by central government to provide guidance on how the National Planning Policy Framework (NPPF) should be applied
PDL	Previously Developed Land	Also known as Brownfield. PDL is that which is or was occupied by a permanent structure (excluding agricultural or forestry buildings), and associated fixed surface infrastructure. PDL also includes the curtilage of the development
RDA	Regional Development Agency	These are agencies set up in each region to co-ordinate and promote regeneration and encourage inward investment. In West Devon, the relevant RDA is the South West RDA.
RPG	Regional Planning Guidance	Planning guidance produced by the South West Regional Assembly.
	Rural Diversification	A term relating to improving and sustaining the quality, range and occupational mix of employment in rural areas in order to provide wide and varied work opportunities for rural people, including those formerly or currently employed in agriculture and related sectors.
SAM	Scheduled Ancient Monument	These are legally protected archaeological sites which are considered by English Heritage to be of national importance.
SSSI	Sites of Special Scientific Interest	These are designated by Natural England as being of special interest by reason of their flora, fauna, geological or physiological features.

SAC	Special Area of Conservation	These are areas designated by the European Union to afford protection to plants and animals.
SPA	Special Protection Areas	These are areas classified under the European Community Directive on the conservation of wild birds.
SCI	Statement of Community Involvement	This sets out the standards to be achieved by the local authority in involving the community in the preparation, alteration and continuing review of all Local Development Documents and planning applications.
	Statutory Organisations	Organisations the local authority has to consult with at consultation stages of the Local Development Framework.
SFRA	Strategic Flood Risk Assessment	Required as part of the local planning process to "form the basis for preparing appropriate policies for flood risk management" (PPS25).
SHMNA	Strategic Housing Market Needs Assessment	This was carried out in 2013 in partnership with Plymouth City Council, Cornwall Council, South Hams District Council and Dartmoor National Park with the aim of providing evidence concerning the characteristics of the local housing market, housing needs in the local area and how the housing market functions
SHLAA	Strategic Housing Land Availability Assessment	This is an assessment of the availability of land for housing across the whole of the Borough.
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SCS	Sustainable Community Strategy	A document produced by the Local Strategic Partnership to influence the planning and future direction of all partner agencies working in the Borough.
	Sustainable Development/Sustainability	Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.

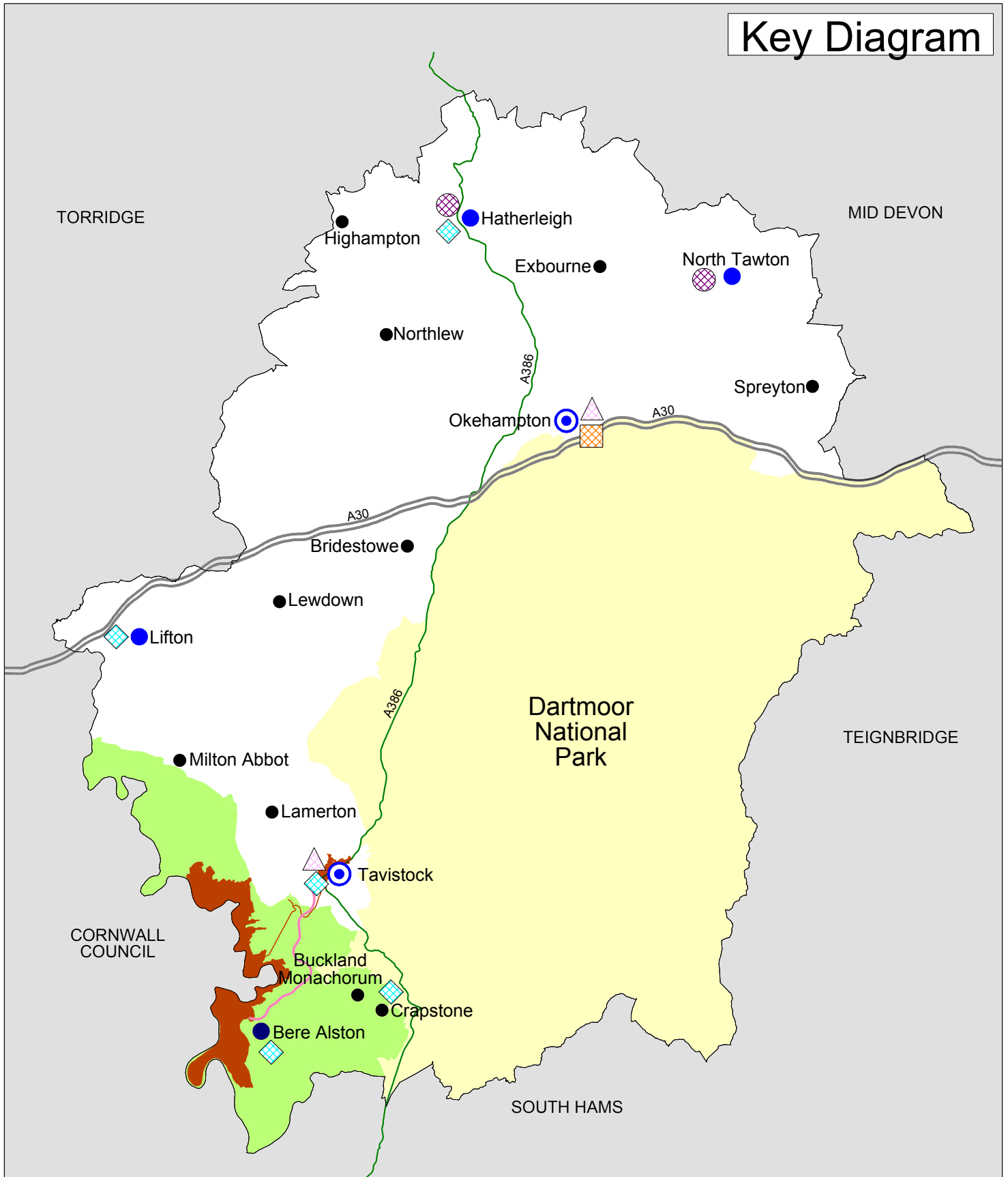
SUDS	Sustainable Urban Drainage Systems	A sequence of management practices and control structures designed to drain surface water in a more sustainable fashion than some conventional techniques.
	Viability	A development will be held to be viable when it is both developable and when the gross value of the finished scheme is sufficient to cover all reasonable costs of development including agreed planning obligations, infrastructure contributions and appropriate returns to both landowner and developer.
	Windfall	A residential development site of 10 or more dwellings which unexpectedly becomes available for development during the lifetime of the plan.
WHS	World Heritage Site	A site that is on the list maintained by the international World Heritage Programme which has either cultural or physical significance.

## **14. Appendix 1: Key Diagram and Proposals Maps**

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# Key Diagram

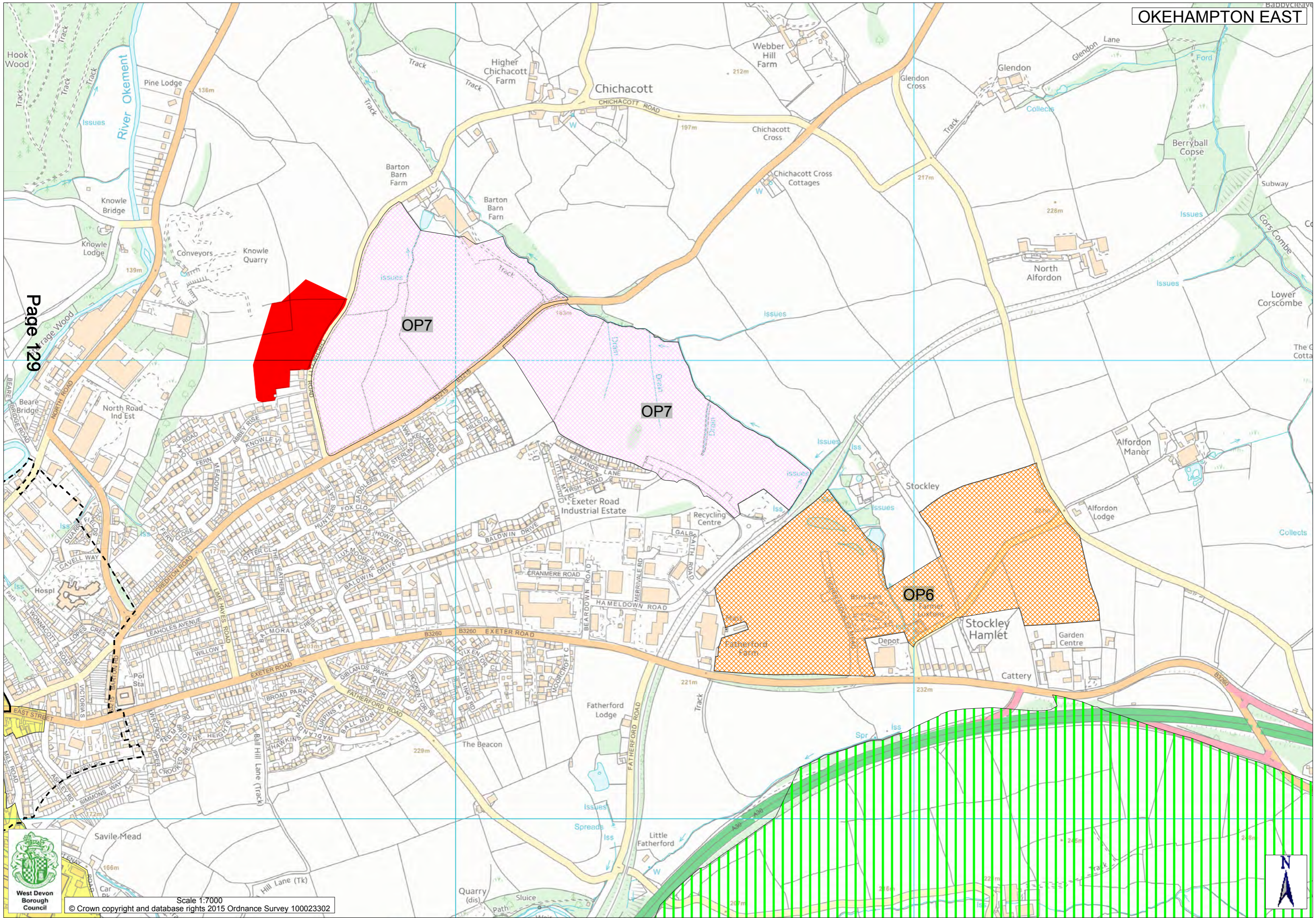


-  Main Town
-  Local Centre
-  Housing Allocation
-  Strategic Employment Site
-  Area of Employment Opportunity
-  Mixed Use Regeneration Site
-  Planned Reinstatement of Railway Link
-  Tamar Valley Area of Outstanding Natural Beauty
-  World Heritage Site

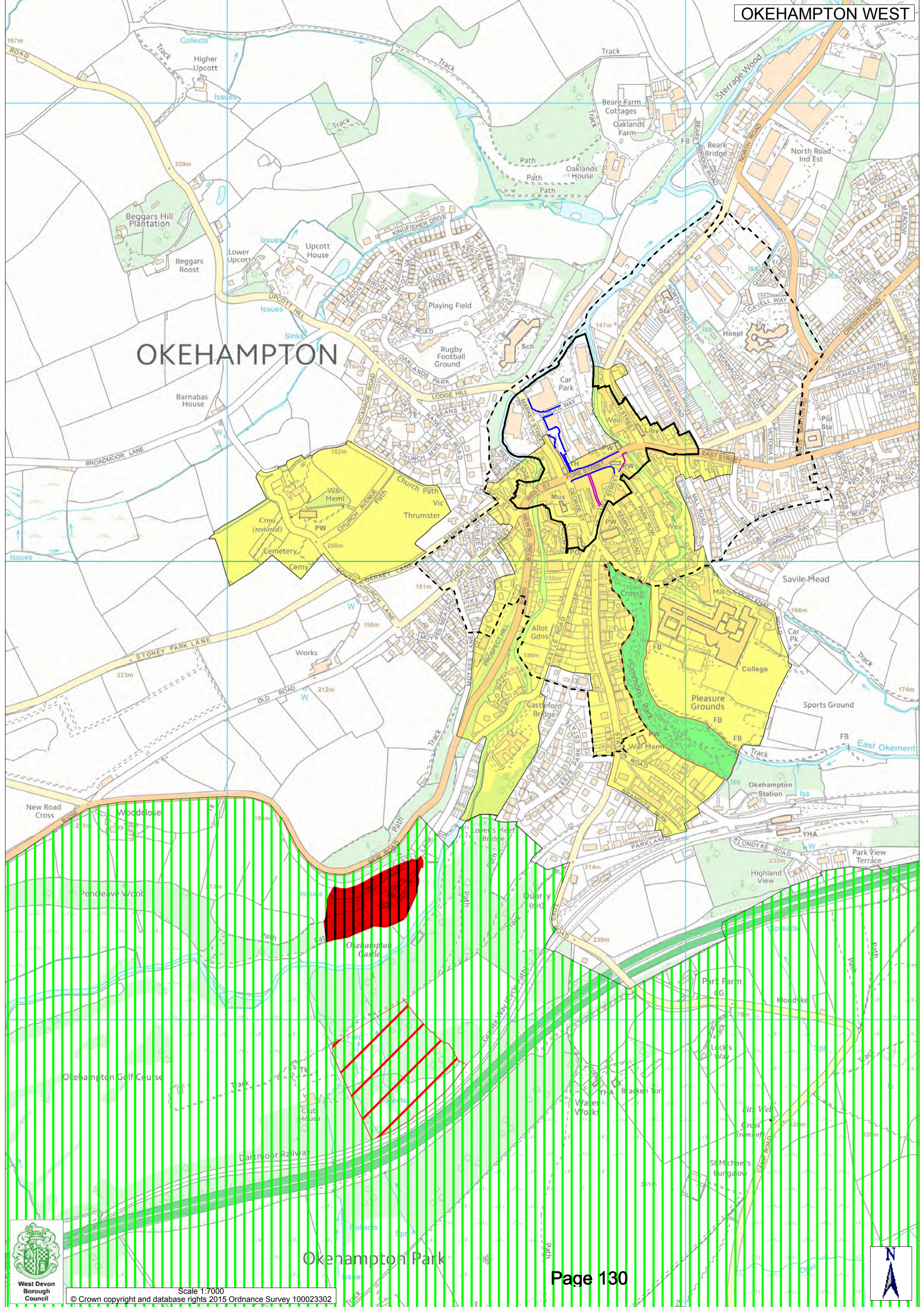


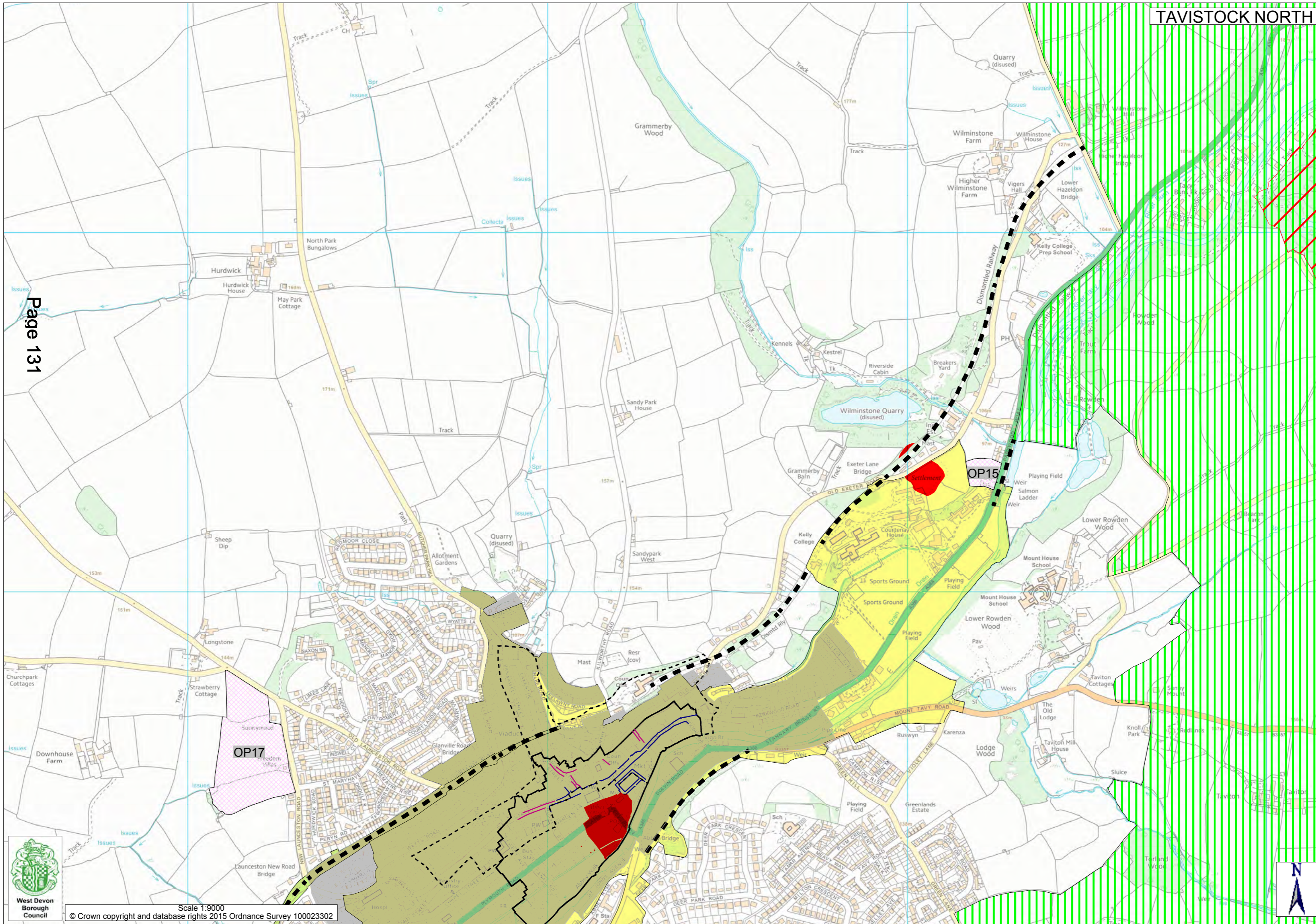
# Key to Proposals Maps

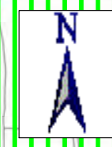
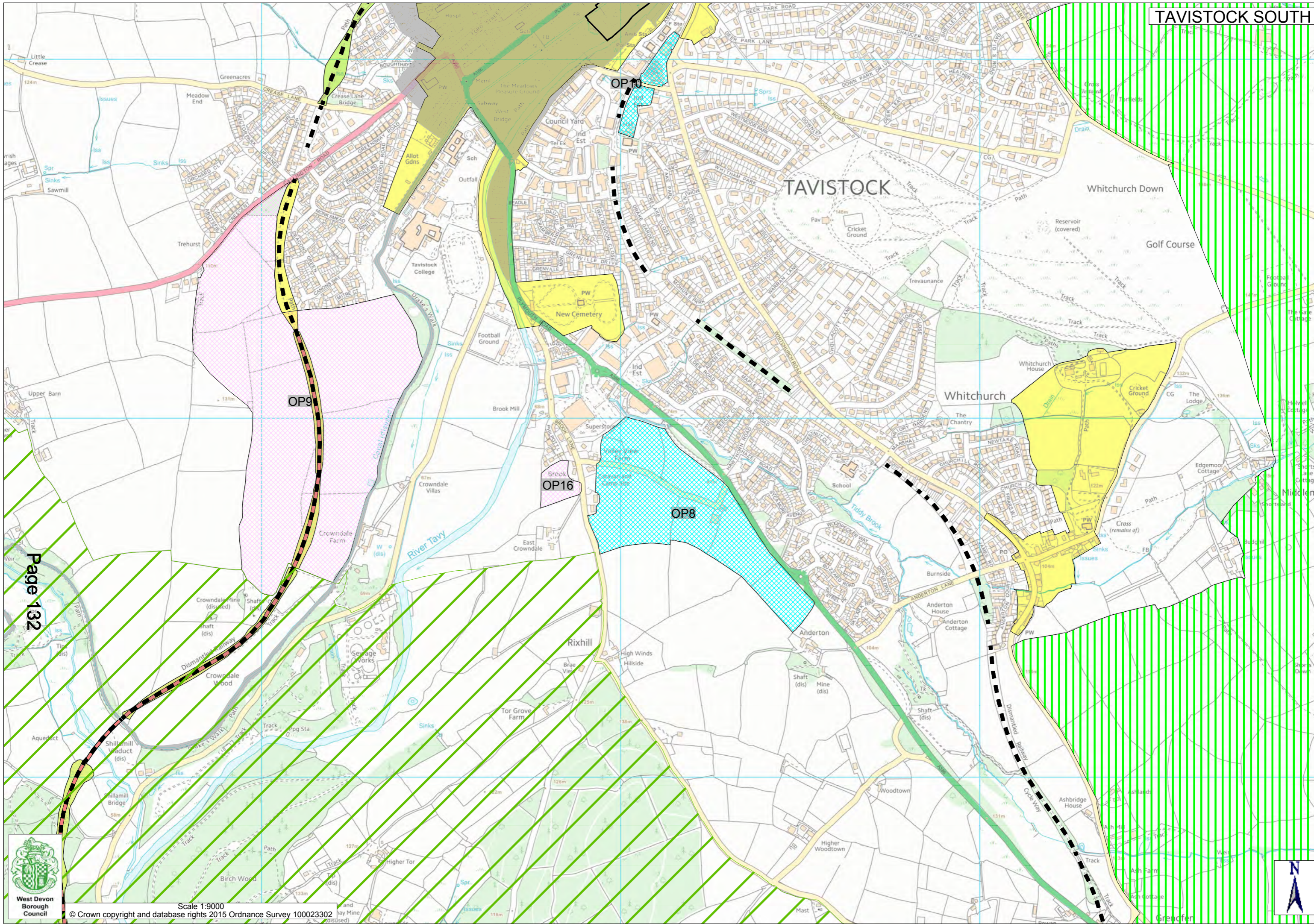
-  Housing Allocation
-  Strategic Employment Site
-  Area of Employment Opportunity
-  Mixed Use Allocation
-  Town Centre
-  Primary Shopping Frontages
-  Secondary Shopping Frontages
-  Area not covered by Special Advertisement Control
-  Conservation Area
-  Dartmoor National Park
-  Dismantled Railway
-  Listed Park or Garden
-  Local Nature Reserve
-  Proposed Railway Link
-  Special Area of Conservation
-  Special Protection Area
-  Site of Special Scientific Interest
-  Scheduled Ancient Monument
-  Tamar Valley Area of Outstanding Natural Beauty
-  World Heritage Site



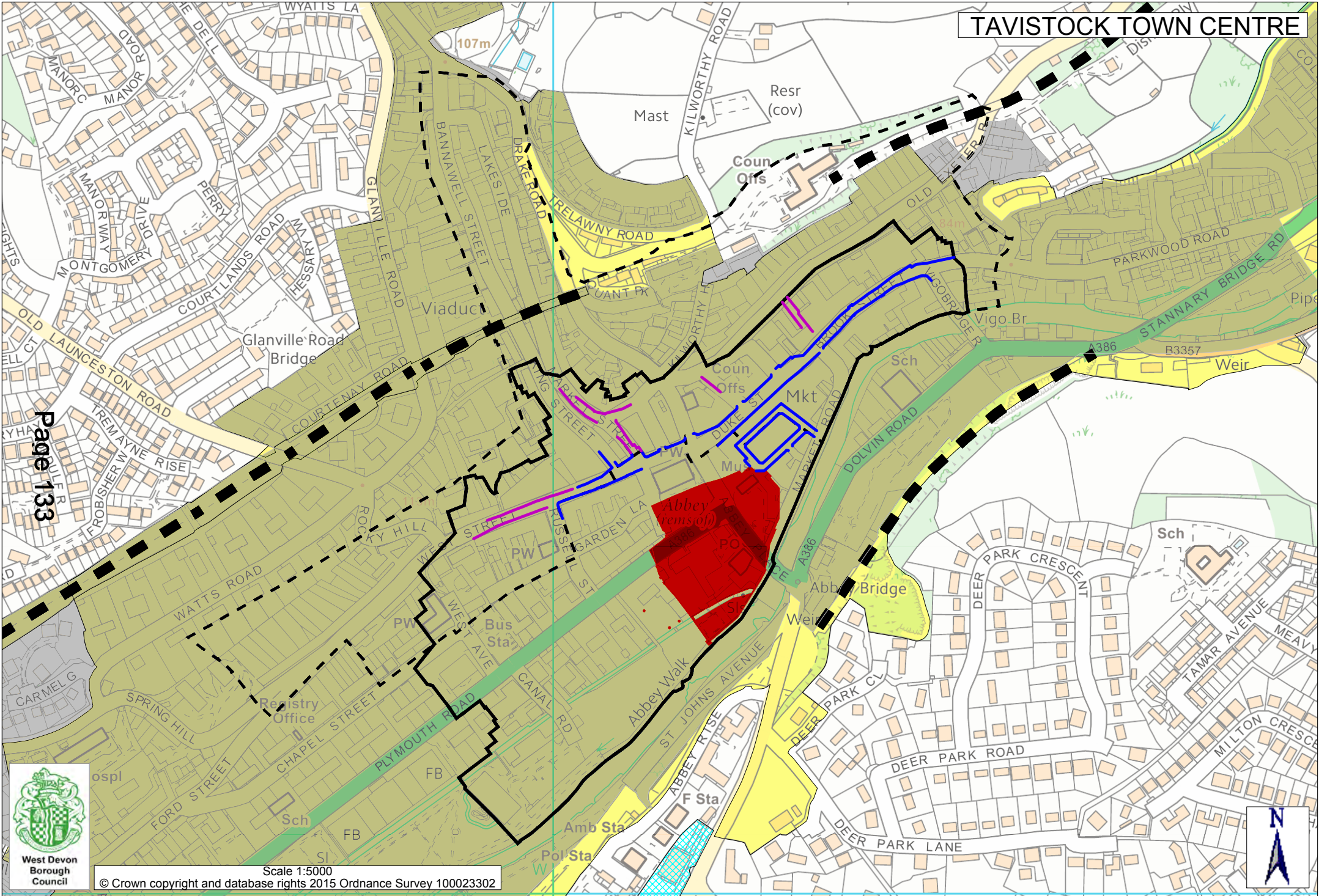
# OKEHAMPTON

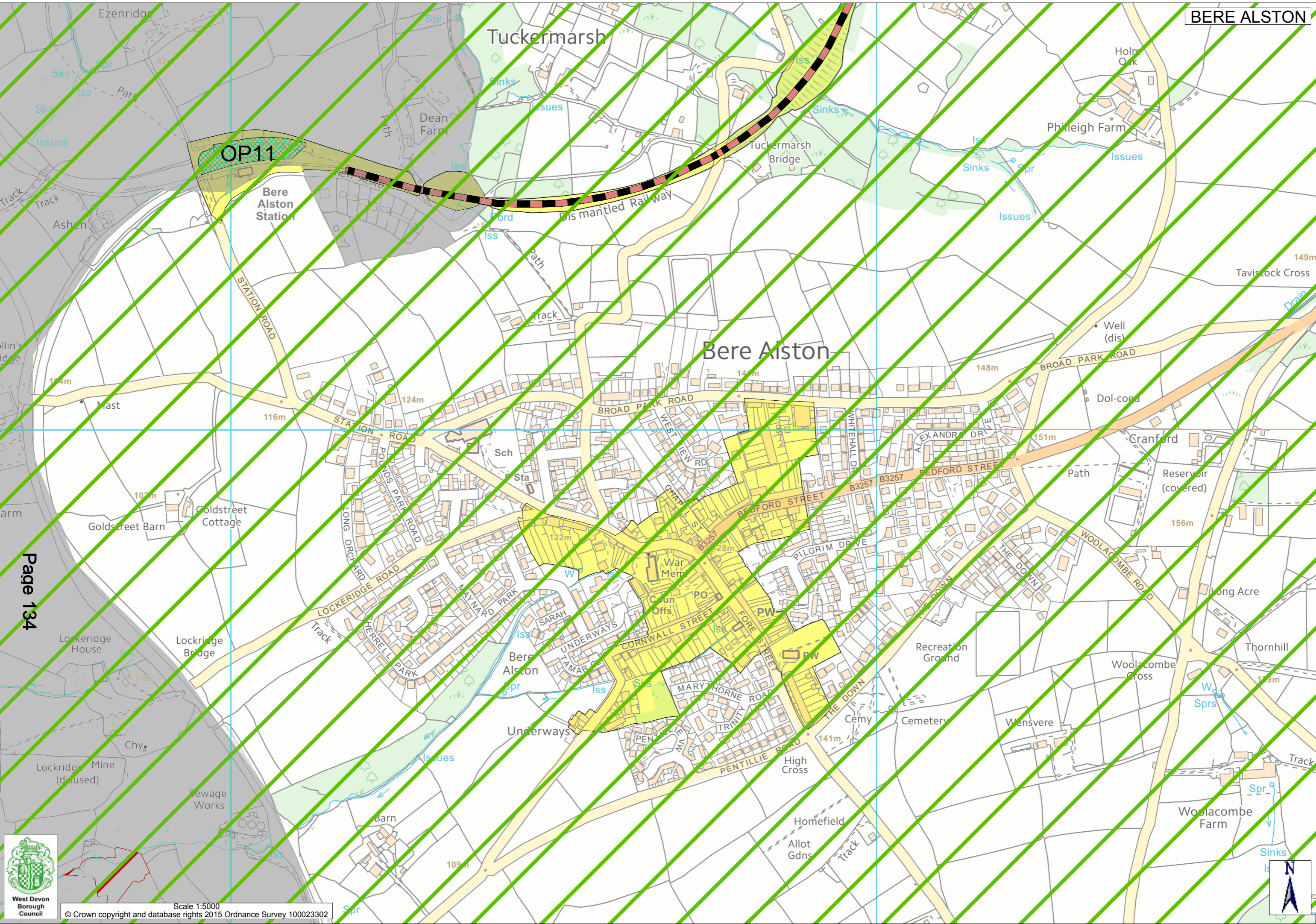




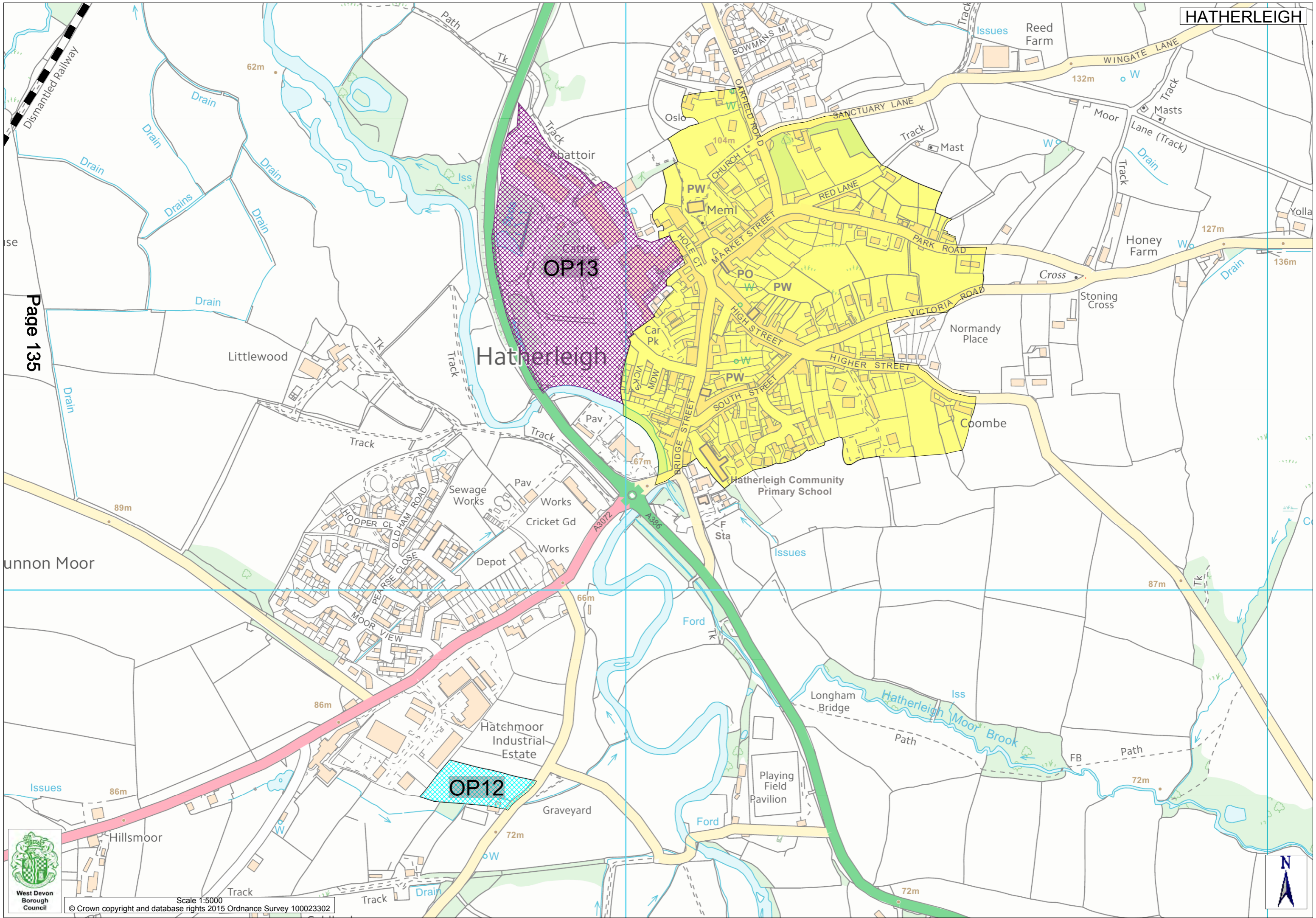


# TAVISTOCK TOWN CENTRE







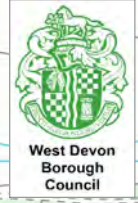
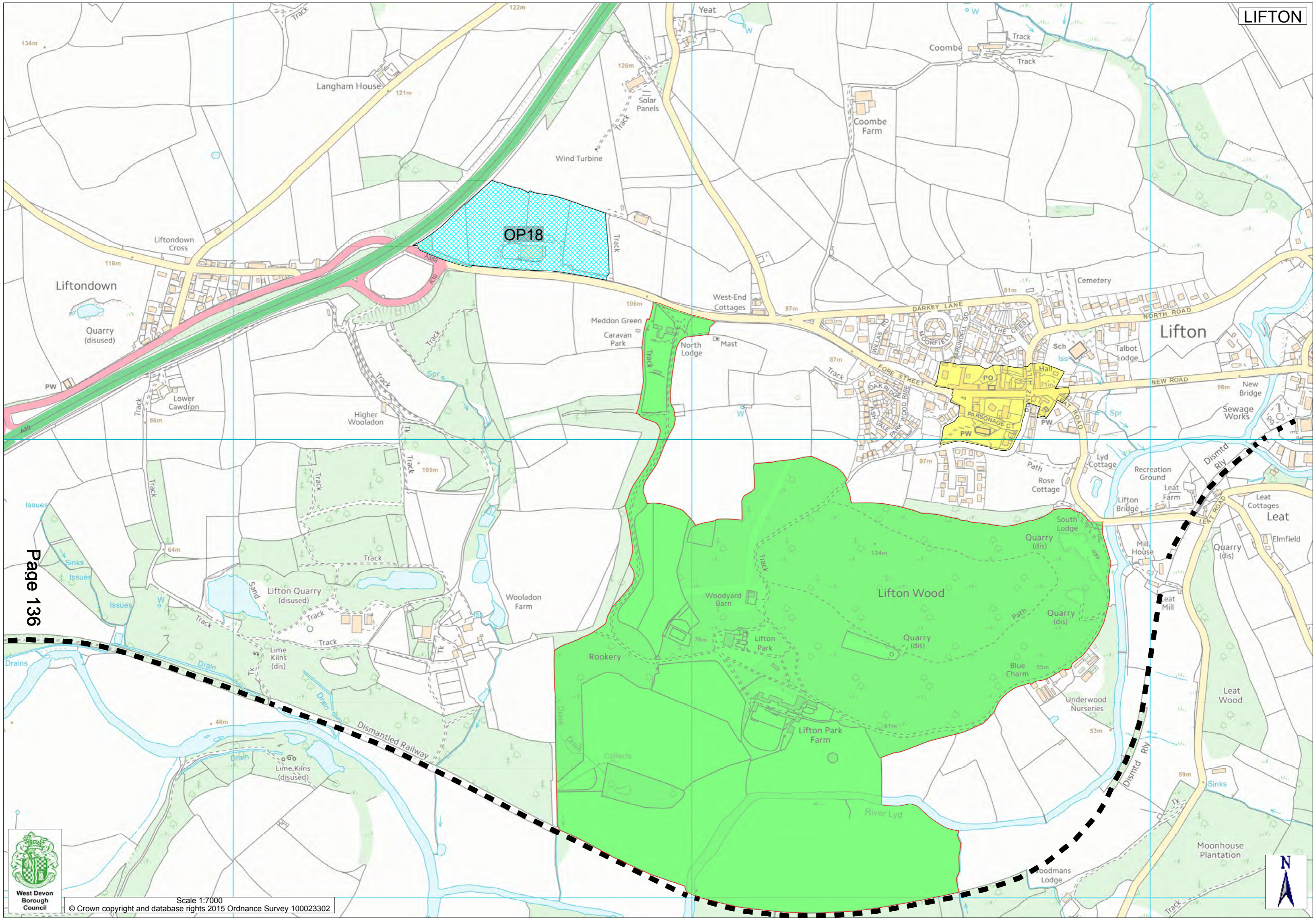


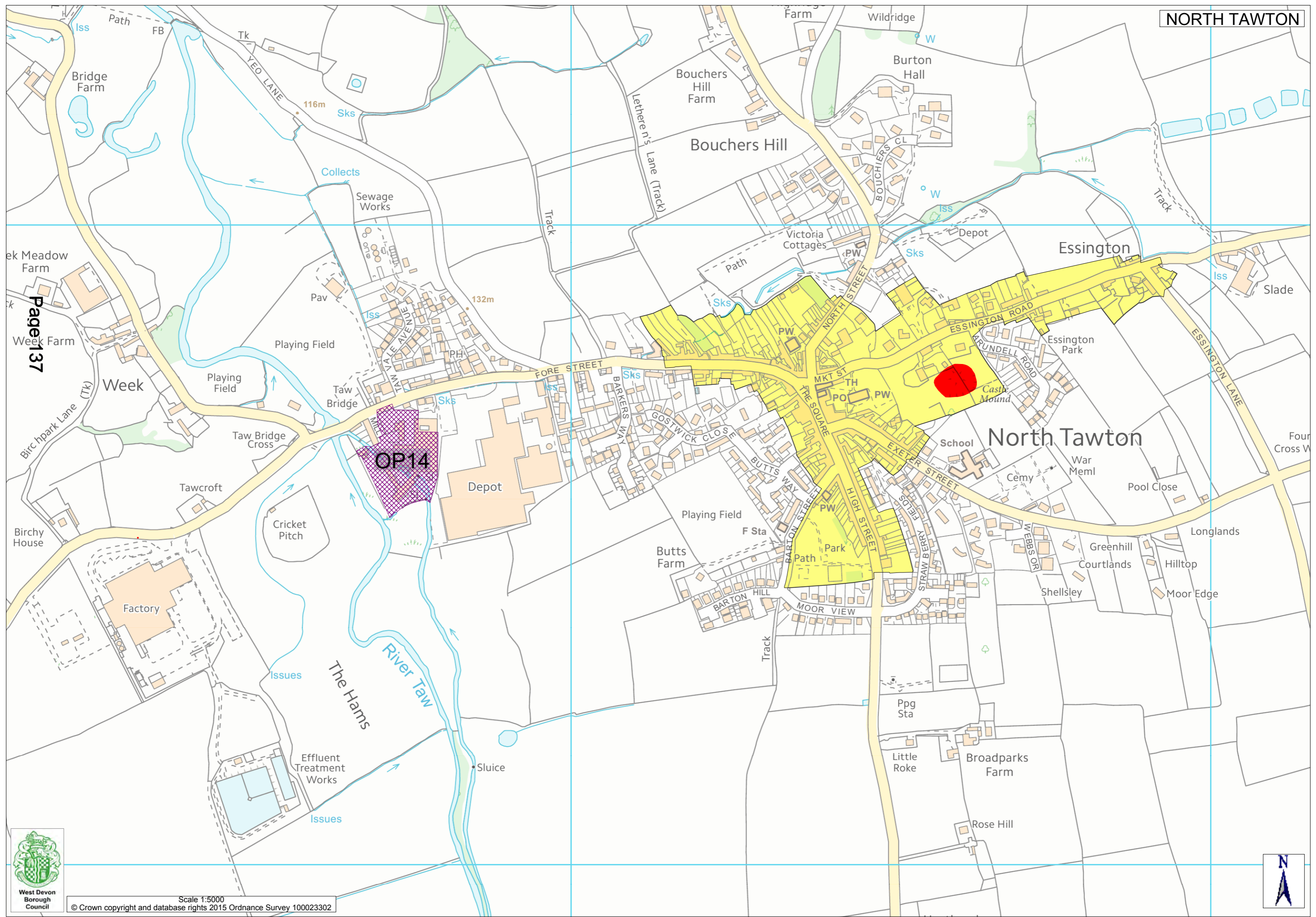
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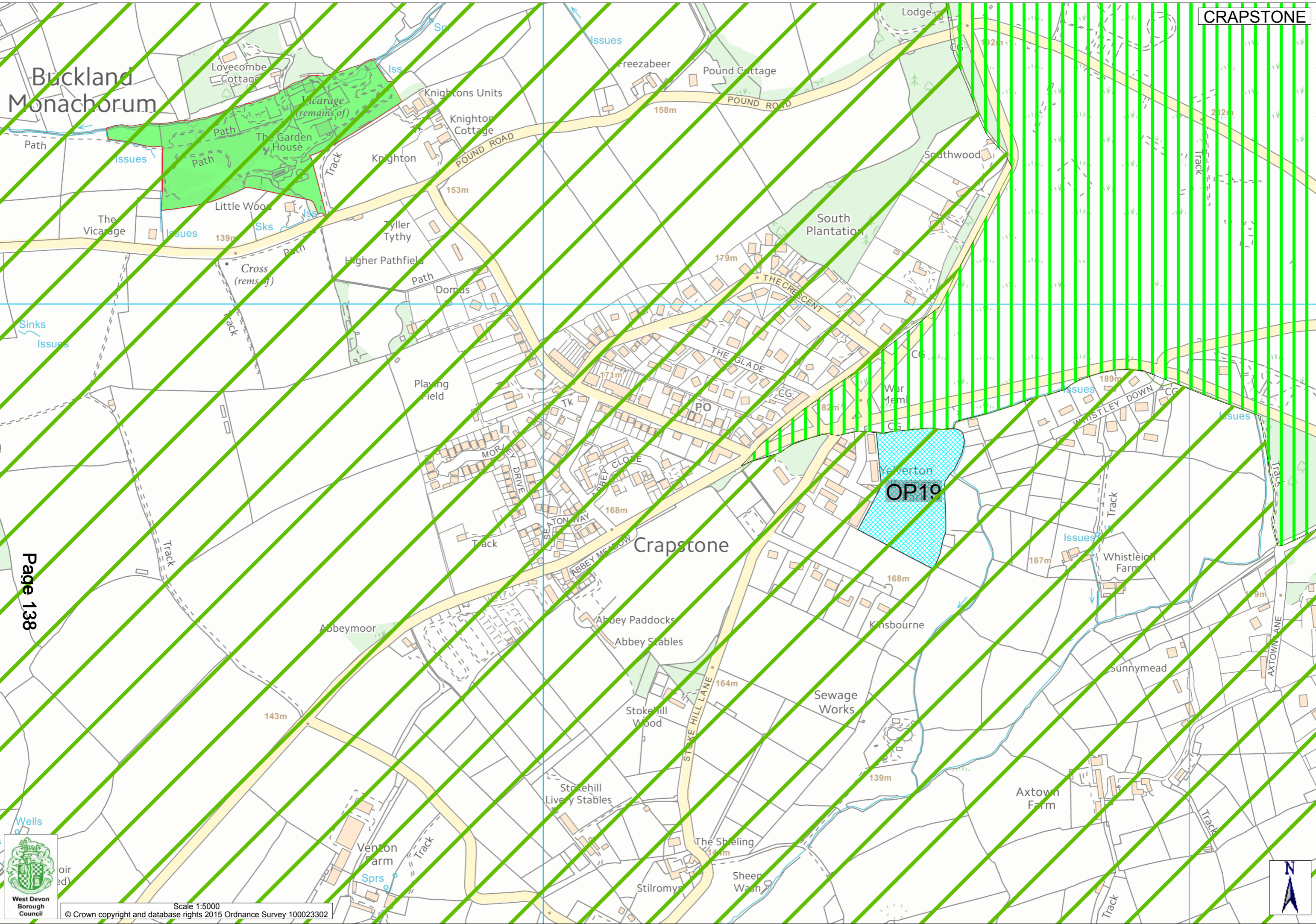


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Buckland Monachorum

Crapstone

OP19

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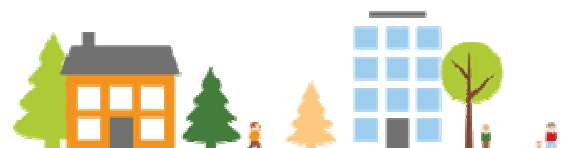


**West Devon  
Borough  
Council**

West Devon Borough Council

# Five Year Housing Land Supply Statement

FULL COUNCIL VERSION  
January 2015



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# Introduction

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## **a. Why are we preparing this Five Year Housing Land Supply Statement 2013?**

- 1.1 This statement has been prepared:
- to set out the current planning policy context in relation to housing land supply;
  - to confirm the Council's position in terms of the Borough's five year housing land supply and the delivery of allocated sites;
  - to show how the Council intends to address the requirements of the National Planning Policy Framework.
- 1.2 This document does not set new planning policies or amend those already adopted.

## **b. What is the scope of this Statement?**

- 1.3 The primary purpose of this statement is to assess the Council's position in relation to its housing land supply. In particular, it will provide details of the Borough's recent housing completions, outstanding commitments and progress on allocated sites in order to demonstrate whether the Council has a five year supply of deliverable sites.
- 1.4 The statement will also review the Council's empty housing stock and rate of windfall development to ensure that this is taken into account in the consideration of overall housing land supply.
- 1.5 Finally, this statement will identify the key areas of work to be undertaken as part of the housing strategy in the new Local Plan and the steps currently being taken by the Council to progress this work.

## **c. What is the status of this Statement?**

- 1.6 This document does not contain any policies and is not intended to be used as planning policy guidance. It will be used as a piece of evidence to help inform planning decisions, particularly in instances where proposals for residential development do not meet with our adopted housing strategy.
- 1.7 This update does not supersede any existing adopted policies in the Core Strategy or Local Plan but should be read in conjunction with them and the requirements of the National Planning Policy Framework.
- 1.8 This statement reports on the current five year land supply based on the adopted development plan policies for West Devon. The Core Strategy and saved Local Plan policies provide a development strategy for the Borough until 2026. This is the adopted development plan document until such time that it is replaced with a new Local Plan (known as Our Plan). Once adopted, Our Plan will provide the statutory decision making framework for planning in West

Devon (for the area outside of the Dartmoor National Park). A timetable for the preparation of Our Plan is shown at Appendix 2.

- 1.9 Work has now progressed on gathering evidence for a new Local Plan. The Council has been working with other authorities in the Plymouth Housing Market Area (the Dartmoor National Park, South Hams, Cornwall Council and Plymouth City Council) to determine future housing needs for the period to 2031. The key piece of evidence which has been collected is the **Strategic Housing Market Needs Assessment (SHMNA) July 2013**
- 1.10 This study was undertaken by consultants, GVA, on behalf of all five authorities in the HMA. It provides information about the housing market across the HMA and includes both demographic trend-based projections and job-led projections on which to assess objectively assessed need. This evidence has been recently 'sensitivity tested' by consultants Edge Analytics by using more up to date projections and confirms the robustness of the original SHMNA, albeit with some minor adjustments to reflect slight changes in forecast population and household change.
- 1.11 The information provided in the SHMNA will inform the preparation of Our Plan and will be used to assist the Council in identifying an appropriate objectively assessed need for housing in the Borough.
- 1.12 Until such time as Our Plan is adopted, the Council will use the relevant housing requirements and policies contained in the adopted Core Strategy and Local Plan to manage and deliver its housing land supply, whilst also considering the implications of the new evidence in relation to housing need. More details about this are provided in Section 2 of this statement.



## 2. Current Policy Context

---

### a. What does national planning policy say?

- 2.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these are expected to be applied. The NPPF is clear that the purpose of the planning system is to contribute to the achievement of sustainable development. At the heart of the NPPF is a 'presumption in favour of sustainable development' this should be seen as the golden thread running through both plan making and decision making.
- 2.2 The National Planning Policy Framework (NPPF) states that every effort should be made to objectively identify and meet the housing needs of an area. With particular reference to housing land supply, the NPPF requires local planning authorities to:
- Maintain a five years supply of specific deliverable<sup>1</sup> sites with an additional buffer of 5-20% to ensure choice and competition in the market for land;
  - Identify a supply of specific developable<sup>2</sup> sites for years 6-10 and 11-15;
  - Illustrate the expected rate of delivery through a housing trajectory.
- 2.3 Local planning authorities are permitted to take windfall development into consideration in the housing land supply if there is compelling evidence to justify this.

### b. What is West Devon's housing requirement?

- 2.3 West Devon is currently in a transition period between having an adopted plan (the Core Strategy) which sets a housing requirement of 220 homes per year (4,400 overall between 2006 and 2026) and the publication of a draft Local Plan (Our Plan) which will use up to date evidence to identify a locally appropriate housing target.
- 2.4 The key difference between the housing requirement in the Core Strategy and the housing target in Our Plan is that the former was imposed on the Borough Council by the draft Regional Spatial Strategy (RSS) whereas the latter is determined by the Borough Council based on evidence gathered locally in the SHMNA about West Devon's housing market and future needs:

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<sup>1</sup> To be considered deliverable, sites should be available now, offer a suitable location for development now, and be achievable with a realistic prospect that housing will be delivered on the site within five years and in particular that development of the site is viable. Sites with planning permission should be considered deliverable until permission expires, unless there is clear evidence that schemes will not be implemented within five years, for example they will not be viable, there is no longer a demand for the type of units or sites have long term phasing plans.

<sup>2</sup> To be considered developable, sites should be in a suitable location for housing development and there should be a reasonable prospect that the site is available and could be viably developed at the point envisaged.

- **Core Strategy housing requirement set by RSS:**

The current housing target of 4,400 homes over the plan period is based on the RSS requirements.

However, it is generally considered that the evidence which was used to underpin the housing requirements set by the Regional Strategies is now out of date and in that respect is no longer relevant when assessing housing need or targets.

Whilst this position is supported by legal judgements and Inspector's advice over the last few years, the requirements which were set for West Devon by the RSS allowed a balance to be achieved between meeting identified housing needs and protecting the special environmental quality of the area. There was also an allowance built into the projections that assumed a proportion of the Borough's housing needs would be met in Plymouth where higher rates of housing growth were planned. These constraints and the Borough's relationship with the city of Plymouth still exist and therefore continue to form a very important consideration when updating our evidence and identifying future housing needs.

- **Our Plan housing targets based on 'objectively assessed needs':**

The objectively assessed need is the total housing need arising from households that are "*willing and able to buy or rent, either from their own resources or with assistance from the state*" (PAS Guidance paragraph 2.8). It equates to the number of new homes that would need to be provided if land supply was not constrained in any way by planning.

For this reason, an assessment of objectively assessed need excludes any analysis of supply side constraints, i.e. anything that might restrict the delivery of housing such as land availability, environmental constraints or infrastructure capacity.

Once the objectively assessed need has been established, the Council can then identify an appropriate housing target for the Borough. The housing target does not necessarily equal the objectively assessed need. However, the National Planning Policy Framework makes it clear that an authority cannot set a housing target which is lower than its objectively assessed need. If, for whatever reason, it cannot accommodate the objectively assessed need within its boundaries, it should work with its neighbouring authorities to address any unmet requirements.

The Borough can set a housing target which is over and above the objectively assessed need. In doing so, it would need to consider:

- Whether there is a deliverable and sustainable supply of land to achieve a higher level of housing growth; and
- How the housing target helps to achieve the authority's wider policy objectives and priorities.

A topic paper on objectively assessed need has been prepared and has been published as part of an informal consultation alongside this Statement. It explains in more detail what the Council considers is the Borough's objectively assessed need and how this has been translated into a housing target for West Devon.

Taking all of the relevant evidence and information into consideration, the topic paper concludes that the Borough's objectively assessed need is between 190 and 216 homes per year and that the future housing target should be at the higher end of this range at 216 homes per year.

2.5 At this stage, it is important to remember that the future housing target identified in the draft topic paper has not yet been tested through a consultation or examinations process and therefore is not the adopted housing target for the Borough. Given the uncertainties surrounding the RSS housing requirement, neither is it possible to rely on this figure as the Borough's housing need. However, there is no significant difference between the figures provided in the RSS or the emerging evidence and, for the purposes of this Statement, a calculation of five year land supply will therefore be tested against both figures identified under the two different scenarios.

**c. Are the adopted local policies consistent with the NPPF?**

2.8 Planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF does not change the statutory status of the development plan but requires proportional weight to be applied to policies depending on their conformity with the NPPF. Proposed development that accords with an up-to-date Local Plan should be approved.

2.9 As per paragraph 157 of the NPPF, development plans should allocate sites to promote development. As such, the adopted housing allocations in the Borough are considered to be in conformity and, where they are yet to be implemented, the Council will continue to promote these sites for development. Progress on the delivery of the allocated sites varies and full details are provided in Section 3, Table 1.

### 3. Examining our Housing Land Supply

#### a. What progress is being made on our allocated sites?

3.1 Table 1 below provides information about progress on all allocated sites in the Borough:

**Table 1 - Local Plan and Core Strategy Allocations**

Policy Ref	Site Address	Status
H3	Land at Wonnacotts, Okehampton	Not started. Part of site in WDBC ownership. Constraints identified in 2014 Land Availability Assessment (LAA) which suggest site is not deliverable within the next 5 years.
H4	Land to the east of Okehampton	Under construction
H5	Land between Giblands and Laburnum, Okehampton	Complete
H7	Land at Bishopsmead, Tavistock	Complete
H8	Land at the Manor, Tavistock	Complete
H10	Woollen Mill, North Tawton	Not started. Constraints identified in 2014 Land Availability Assessment (LAA) which suggest site is not deliverable within the next 5 years.
H11	Land to the east of High Street, North Tawton	Complete
H13	Land north of Claremont Place, Hatherleigh	Complete
H14	Land north of Oslo, Hatherleigh	Complete
H15	Land at Pentille Road, Bere Alston	Complete
H16	Land at Rowan Cottages, Lewdown	Not started. Constraints identified in 2014 Land Availability Assessment (LAA) which suggest the whole site is not deliverable within the next 5 years. An extended and/or alternative site to be explored as part of Our Plan.

H17	Land north of Spreyton Village, Spreyton	Complete
H18	Land east of Lyndhurst, Highampton	Not started. Constraints identified in 2014 Land Availability Assessment (LAA) which suggest site is not deliverable. Alternative site to be explored as part of Our Plan.
H20	Land at Town Farm, Bridestowe	Complete
SP22	East of Okehampton Strategic Allocation	<p>Not started. Outline application for up to 375 homes on Parcel 2 (Land north of Crediton Road) submitted in October 2013. Application not yet determined but subject to approval development is anticipated to start on site in the next five years.</p> <p>The Council's 2011 Core Strategy allocates this site for development and further guidance on the development of both SP22A and B is provided in the East of Okehampton Masterplan SPD (adopted Jan 2014).</p>
SP23*	<p>South and South West of Tavistock Strategic Allocation</p> <p>*(includes Local Plan allocation H9)</p>	<p>SP23A: Not started. Permission granted for up to 750 homes (ref. 00554/2013) subject to S106 legal agreement being signed by 31<sup>st</sup> January 2015. Reserved Matters application to follow with on-site construction expected to begin winter 2015.</p> <p>SP23B: Not started. Council working with relevant parties to deliver a mixed use scheme, including residential.</p> <p>The Council's 2011 Core Strategy allocates this site for development and further guidance on the development of both SP23A and B is provided in the South and South West of Tavistock Masterplan SPD (adopted April 2013).</p>

**b. Are there other sites which are considered to be deliverable in the next 5 years?**

3.2 Outside of Okehampton and Tavistock, the Core Strategy makes provision for 430 homes to be delivered in the local centres (Hatherleigh, North Tawton, Lifton and Bere Alston) and the villages of the Borough. This figure includes the outstanding Local Plan allocations listed in Table 1. The Council is working with communities in these settlements to encourage the use of Neighbourhood Planning powers or other local community-led planning processes to determine appropriate levels of development to meet the balance of housing requirement for local centres and villages as set out in the Core Strategy.

3.3 There are two sites which have gained planning permission in Hatherleigh and North Tawton in 2014 which are considered to be deliverable in the next five years as detailed in Table 2.

**Table 2 - Other Sites**

Site Address	Status
Hatherleigh Market, Hatherleigh	Not started. Outline planning permission granted for 106 homes in 2014 (ref. 00760/2013). Reserved Matters application to follow with on-site construction expected to begin 2015/16.
Batheway Fields, North Tawton	Not started. Full planning permission granted for 61 homes in 2014.

3.4 In addition to these sites, the Council is starting a process of identifying minimum planned requirements for all of the main towns, local centres and main villages in the Borough (outside of the Dartmoor National Park). The proposed planned requirements have been published as part of an informal consultation alongside this Statement. Allocations to deliver these will be made either through Neighbourhood Plans or through a separate allocations development plan document and will be expected to be deliverable within years 6-15 (i.e. 2019/20 – 2028/29).

**c. Should we be taking windfall development into account?**

3.5 The NPPF states that local planning authorities may *“make an allowance for windfall sites in the five year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply (para. 48)”*.

3.6 Windfall development is defined as sites which have not been specifically identified as available in the development plan process and normally comprises previously developed sites that have unexpectedly become available. The Council has previously monitored the level of windfall development in the Borough by measuring all unallocated sites of either 10 or more dwellings or more than 0.5 hectares in size. However, due to the recent changes in permitted development rights and the incidence of smaller windfall sites coming forward more recently in the Borough, the Council has reviewed its historic data and has recorded levels of annual windfall development which have been delivered on **all** unallocated sites, regardless of their size. The following table shows the amount of windfall development that has been delivered on this basis since 2006:

**Table 3 - Windfall Development**

	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14
Number of windfall units	147	77	186	106	172	56	36	63
Overall completions	204	530	356	225	415	93	72	102
% supply from windfall	72%	15%	52%	47%	41%	60%	50%	62%

- 3.7 As this table demonstrates, a significant amount of windfall development has occurred in the Borough since 2006. The trends show higher levels in the earlier part of the plan period with lower levels more recently which reflect the state of the housing market nationally and the weakness of the economy in recent years. Nevertheless, and even with lower levels more recently, it is evident that windfall does make up a considerable proportion of the Borough's housing supply. Apart from 2007/2008 when a large amount of Local Plan allocations were delivered, annual windfall rates have exceeded 40% since 2006.
- 3.8 Furthermore, the amount of windfall sites currently within the Borough's housing supply (i.e. those sites currently with planning permission or under construction) comprise 40% of the overall supply as shown in Table 4. It is estimated that this level of windfall development is only set to increase in the next few years as relaxations to permitted development rights invite more prior approval notifications for the change of use of agricultural buildings and retail units to dwellings. Between 1<sup>st</sup> April 2014 and 6<sup>th</sup> November 2014, the Council registered 25 prior approval notifications for changes of use from existing agricultural buildings or retail units to dwellings. Table 5 details the outcomes of these notifications. At this stage it is difficult to tell whether this rate of notifications will continue at a similar rate, decline or increase, but it is reasonable to assume that whilst these relaxations exist, there will be a proportion of sites being delivered on this basis. Whilst existing windfall is included within the number of units currently counted as under construction or with planning permission, new windfall opportunities are expected to come forward annually contributing to a rolling supply of housing from this source.

**Table 4 - Number of windfall units as part of overall supply as of 1st April 2014**

	Units under construction	Units with planning permission	Total
Total supply	131	488	619
Number of windfall units	82	167	249
% supply from windfall development	62.5%	34.2%	40.2%

**Table 5 - Prior Approval Notifications 1st April 2014 - 6th November 2014**

	Total Registered	Prior Approval Given/Not Required	Prior Approval Refused	Decision Outstanding
Change of use from agricultural building to dwelling	24	11	5	8
Change of use from retail unit to dwelling	1	0	1	0

- 3.9 The Land Availability Assessment (LAA) Final Report (November 2014) also highlights a number of potential larger windfall sites which could be delivered to further boost the supply of housing in the next five years. The LAA does not consider sites of less than 5 units and

therefore no assessment of smaller windfall opportunities has been carried out as part of that process.

3.10 Taking all of the evidence and trends into consideration, the Council considers that there is compelling evidence to show that windfall development is a reliable source of supply and an appropriate proportion should therefore be included within the five year land supply calculations. Based on past trends and the evidence collected in relation to what is included in the future housing supply, it is considered that an allowance of no more than 40% of the overall supply should be included within the calculations. Given more recent lower levels of windfall and overall completions, it is considered that a conservative estimate supply is necessary in order to ensure that there is not an overreliance on this source of supply. On this basis an allowance of 60 units per year has been applied as an average across the whole of the plan period (2011-2031). Overall, the Council has historically averaged an annual windfall rate of 105 homes per year and therefore the proposed future windfall rate of 60 homes per year is only just over half of the historic rate of delivery, demonstrating a conservative estimate in this regard. It is anticipated that windfall completions will be lower in the next couple of years in line with lower projected overall completion rates but that this will average out in the next five years as those windfall sites currently recorded as having planning permission or being under construction are completed.

**d. Do we have any empty housing stock?**

3.11 Paragraph 51 of the NPPF requires local planning authorities to identify and bring back into residential use empty housing and buildings where it is appropriate to do so.

3.12 The current amount of long term empty properties (i.e. properties empty for more than 6 months) in West Devon currently stands at 254 equating to just 1% of the Borough’s housing stock. This figure also includes the area of West Devon within the Dartmoor National Park. The Council does not have an adopted Empty Homes Strategy although there are a number of incentives that the Council offers to owners of long-term empty properties to help bring them back into use either through sale or rent as an affordable home.

**e. Does the borough have a good record of housing delivery?**

**Table 6 - Net Dwelling Completions 2006-2013**

	2006/7	2007/8	2008/9	2009/10	2010/11	2011/12	2012/13	2013/14	Average
Net Dwelling Completions	204	530	356	225	415	93	72	102	250
Annual Target	220	220	220	220	220	220	220	220	220
Over/Under Supply	-16	+310	+136	+5	+195	-127	-148	-118	+30



- 3.11 As Table 4 demonstrates, West Devon has delivered a total of 1997 dwellings since 2006. This exceeds the overall target during this seven year period of 1760 dwellings (based on a 220 per annum target) by 237 homes. Whilst the Borough has experienced a lower rate of annual completions in the past three years, it has not resulted in a problematic lack of supply because of the higher rates of growth achieved earlier in the plan period. The lower rate of completions seen in recent years is unusual for West Devon and can be attributed to a number of factors. In particular, it is likely to reflect the state of the housing market nationally and the weakness of the economy in recent years. The H4 allocated site in Okehampton has taken longer to come forward than anticipated and is an example of sites not being progressed during recent periods of economic uncertainty.
- 3.12 The transition between the Local Plan and the Core Strategy is also likely to have affected recent rates of delivery, with the supply of Local Plan allocations coming to a close ahead of the Core Strategy being adopted. However, with the Core Strategy now in place the allocated sites are being actively pursued with permission granted on SP23A in Tavistock for up to 750 homes and a live application to be determined on Parcel 2 of SP22A in Okehampton. The housing trajectory included later in this section reflects the recent patterns and forecasts a steady uplift in completions over the next five years as the other allocated sites gain permission for development and those with permission begin to be built out. Further commentary about West Devon's record of housing delivery is provided in the draft topic paper on objectively assessed need which has been published alongside this Statement.
- 3.13 The NPPF requires all authorities to provide a 5% buffer to the five year housing land supply to ensure choice and competition in the market for land. Where authorities have a persistent record of under delivery of housing, this buffer should be increased to 20%. West Devon consistently delivers a stable supply of residential development, often over and above the annual requirement of 220 as Table 4 demonstrates. The last three years, although unusually low, have been accounted for. Furthermore, the Council has over delivered during existing plan period (since 2006) and is therefore not a position of having accrued any backlog during this time. National Planning Practice Guidance states that when considering under supply, *"the assessment of a local delivery record is likely to be more robust if a longer term view is taken, since this is likely to take account of the peaks and troughs of the housing market cycle"* (Paragraph: 035 Reference ID: 3-035-20140306). As such, the Council has assessed the position since 2006 and considers that applying a 5% buffer to its five year land supply calculations is appropriate. This position will continue to be monitored and any changes will be reflected in future monitoring reports.
- 3.14 In addition to the net completions recorded, there have also been 14 completions since 2006 for agricultural workers/supervisory dwellings. A further 8 units have planning permission or are under construction for these types of units. Although these are not counted in the net completions or commitments data, they are an important element of supply in meeting the needs of households with specific requirements.

**f. Do we have a five year land supply of deliverable sites?**

3.15 Most of the proposed future housing development in West Devon will take the form of relatively large extensions to Okehampton and Tavistock, as identified in the 2011 adopted Core Strategy. In these areas, the supply of housing will be managed over the whole plan period through monitoring the delivery of sites within prescribed timescales. In addition to these sites, minimum planned requirements will be set for a number of other settlements in the Borough which will be expected to be delivered through Neighbourhood Development Plans or a separate allocations development plan document. More details about this are provided in paragraph 3.4.

3.16 The five year land supply also takes into consideration existing commitments in the form of sites with planning permission and sites currently under construction.

3.17 The table below shows the number of dwellings which the Council knows to be deliverable in the next five year period (2013/14-2018/19). This is based on a realistic assessment of available housing land taking into account:

- A 220 and 216 per annum housing target
- Phasing strategies
- Sites being confirmed as available, suitable and achievable
- Current economic circumstances
- Adopted development plan policies
- A windfall allowance of 60 homes per year

**Table 7 - Housing Land Supply 2014/15-2018/19 based on Core Strategy/RSS Housing Requirement**

2014/15 – 2018/19	Assumed readily deliverable supply
Under Construction	131
Planning Permission	488
Allocated/Other Sites*	287
Windfall (60 per year)	300
<b>Total Deliverable Supply</b>	<b>1206</b>
Total Required Supply at 220 homes per year + 5%	1155

3.18 This assessment gives a baseline figure of 5.2 years of assumed readily deliverable housing supply and provides the required 5% buffer when considered against the Core Strategy/RSS requirement.

Table 8 - Housing Land Supply 2014/15-2018/19 based on emerging housing target for Our Plan

2014/15 – 2018/19	Assumed readily deliverable supply
Under Construction	131
Planning Permission	488
Allocated/Other Sites*	287
Windfall (60 per year)	300
<b>Total Deliverable Supply</b>	<b>1206</b>
Total Required Supply at 216 homes per year + 5%	1134

3.19 This assessment gives a baseline figure of 5.3 years of assumed readily deliverable housing supply and provides the required 5% buffer when considered against the emerging housing target for Our Plan.

*\* These sites have been included in the Council’s five year land supply on the basis that they are considered to be available, suitable and achievable in the short term. It does not determine any future decision making in respect of the Council’s position in the granting or otherwise of planning permission.*

3.20 A list of all sites included within these figures is provided in Appendix A.

**g. Do we have a longer term land supply for years 6 to 15?**

3.21 Beyond 2018/19, there is a further supply of housing land for 1530 dwellings on allocated sites alone. Taking this into account, there is sufficient housing land available in the Borough for development to give over 12.4 years worth of housing land supply based on the Core Strategy/RSS housing requirement and 12.6 years worth of housing based on the emerging housing target for Our Plan (not including 5% buffer).

3.22 The adopted South and South West of Tavistock Masterplan and the emerging East of Okehampton Masterplan provide frameworks in which to phase the allocated sites across the plan period. The anticipated phasing of development has been based on the best knowledge available at present although this will be subject to review throughout the plan period as more of the variables about market conditions and infrastructure costs become known.

3.23 Historically, allocations in Tavistock have tended to come forward slightly ahead of sites in Okehampton and this has helped to manage the supply of new development over the plan period. Past trends show that allocated sites in Tavistock have delivered an average of 60 homes per annum in the earlier years of the plan period (2006 – 2011) while the allocations in Okehampton have been delivered more steadily at an average of 50 homes per annum since 2007, with outstanding Local Plan allocations still being delivered.

3.24 Across the rural areas, development has come forward at an average rate of 87 dwellings per year between 2006 and 2013. As work on Our Plan progresses and allocations are made to meet minimum planned requirements through either Neighbourhood Plans or an allocations

development plan document, it is anticipated that a reasonable amount of the supply for years 6 to 15 will come from this source.

3.25 Table 9 shows how the total supply will be made up over the plan period. This is based on the emerging strategy as set out in the Pre-Submission Draft Plan. These figures have not yet been tested through any formal consultation or examination processes and are therefore subject to change.

**Table 9 - Total Supply for Plan Period (2011-2031)**

Existing commitments (allocations/planning permissions/sites under construction)	2436
Completions since 2011	267
Windfall allowance	960
Proposed planned requirements for main towns, local centres and villages	660
<b>Total deliverable supply</b>	<b>4323</b>

3.26 These commitments are reflected in the housing trajectories below:

**Figure 1 - Housing Trajectory against Core Strategy/RSS Requirements**

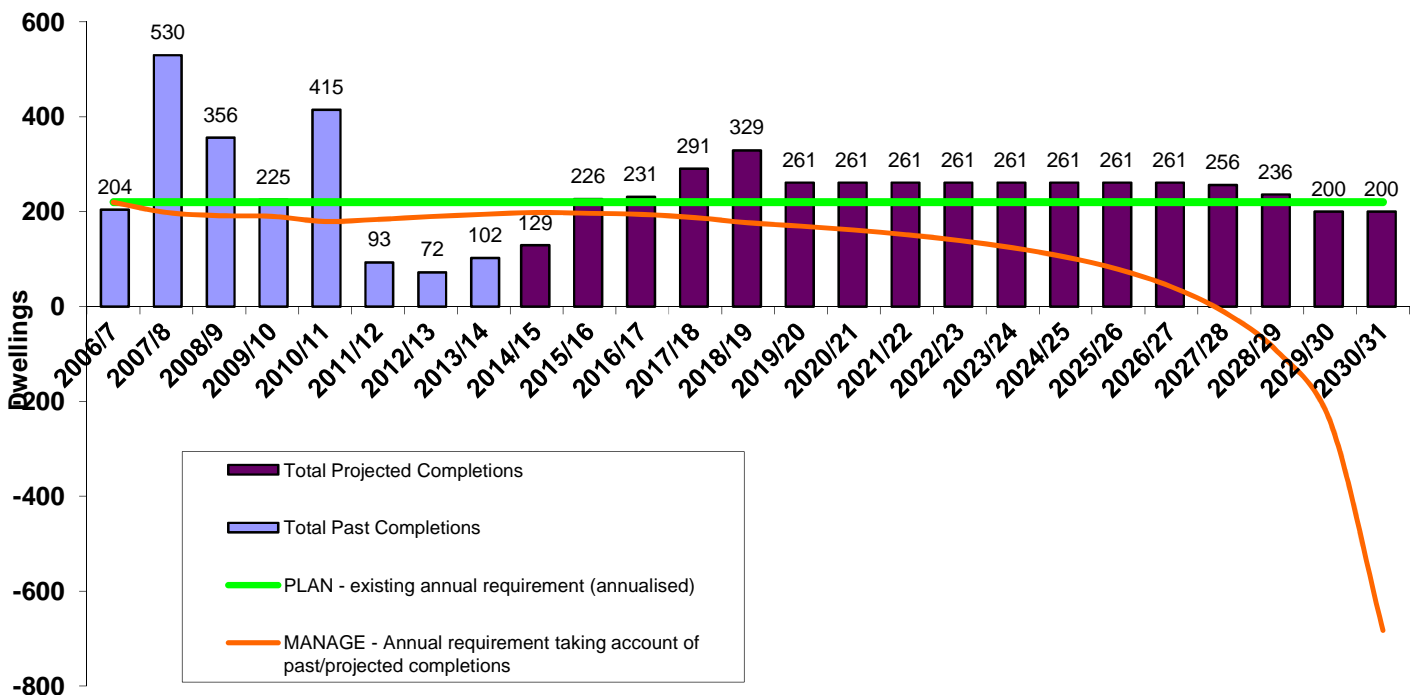
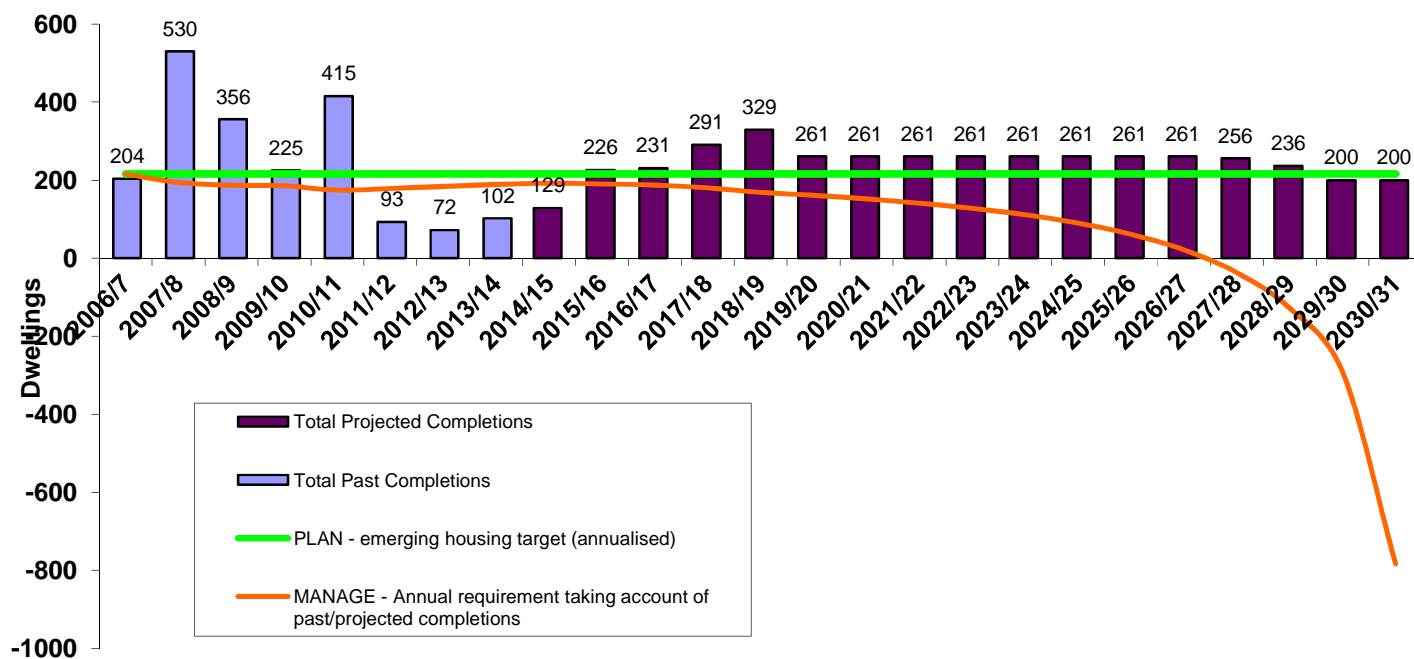


Figure 2 - Housing Trajectory against emerging housing target



## 4. Monitoring Arrangements

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### a. How will we continue to monitor our housing land supply?

- 4.4 Each year, the Council will publish an up to date five year land supply statement which will include the most up to date information relating to housing land supply in the Borough.
- 4.5 The Council will continue to engage actively with the developers of allocated sites and to work closely with individual communities to ensure that development is enabled where there is a need and where local planning projects support them (e.g. Neighbourhood Plans and the locally developed Plan-It approach).
- 4.6 Through the preparation of the new Local Plan the Council will gather evidence to determine our extent of housing need, compile a register of all deliverable sites and involve local communities in finding ways to positively and sustainably provide new homes in the Borough. Appendix 2 provides an indicative timetable for the preparation of the new Local Plan.

## Appendix 1 - Existing Commitments

### Sites Under Construction

Parish (North)	File No	Number of Units - Net
Bridestowe	00052/2010	1
Bridestowe	02205/2011	1
Germansweek	12226/2008	2
Germansweek/Hatherleigh	12631/2009	1
Hatherleigh	11176/2007	2
Hatherleigh	02485/2012	1
Jacobstowe	00429/2013	1
Northlew	00003/2010	1
Northlew	00951/2010	1
Northlew	00447/2013	1
North Tawton	12077/2008	1
North Tawton	01346/2011 Agricultural Workers Dwelling	1
North Tawton	03115/2012	1
Okehampton	3489/2002/oke	1
Okehampton	11462/2008	3
Okehampton	12689/2009	1
Okehampton	02349/2012	1
Okehampton	03201/2012	1
Okehampton Hamlets	02477/2012	27
Okehampton Hamlets	02728/2012	24

Sampford Courtenay	01013/2010	1
Sampford Courtenay	00990/2013 Agricultural Workers Dwelling	1
South Tawton	5529/2004	6
Spreyton	12824/2009	2
Spreyton	02664/2012 Agricultural Workers Dwelling	1
	<b>NET TOTALS</b>	<b>81</b>

Parish (South)	File No	Number of Units - Net
Bere Ferrers	6655/2005	1
Bere Ferrers	10699/2007	2
Bere Ferrers	11159/2008	1
Bere Ferrers	00229/2010	1
Bere Ferrers	01135/2010	1
Bere Ferrers	01221/2011	1
Bere Ferrers	01994/2011	2
Buckland Monachorum	00833/2010	2
Buckland Monachorum	00675/2010 Agricultural Workers Dwelling	1
Dunterton	13272/2009	1
Lamerton	01976/2011	1
Lamerton	00627/2013	1
Lifton	11306/2008	2
Lifton	02576/2012	1
Lifton	00546/2013	1
Marystowe	00636/2010	1
Tavistock	11570/2008	7
Tavistock	12768/2009	1
Tavistock	13081/2009	4



Tavistock	12791/2009	1
Tavistock	13039/2009	1
Tavistock	13177/2009	4
Tavistock	01028/2010	2
Tavistock	01885/2011	1
Tavistock	00154/2013	6
Tavistock	00231/2013	1
Tavistock	00655/2013	1
Gulworthy	01981/2011	2
	<b>NET TOTALS</b>	<b>50</b>

### Sites with Planning Permission

Parish (North)	File No	Number of Units - Net
Bridestowe	01021/2013	1
Bridestowe	01170/2013	1
Drewsteignton	02830/2012	1
Drewsteignton	00638/2013 Agricultural Workers Dwelling	1
Exbourne	00947/2013	1
Hatherleigh	00814/2010	1
Hatherleigh	01834/2011	1
Hatherleigh	01033/2013	1
Highampton	01296/2011	1
Highampton	01564/2011 Agricultural Workers Dwelling	1
Highampton	11472/3	1
Inwardleigh	00131/2014	1
Inwardleigh	00600/2013	1

Northlew	12724/2009	1
North Tawton	13457/2009	16
North Tawton	03286/2012	2
North Tawton	00574/2013	2
North Tawton	02914/2012	3
North Tawton	00956/2013	1
Okehampton	11462/2008	9
Okehampton	01015/2010	5
Okehampton	01635/2011	1
Okehampton	01844/2011	1
Okehampton	01726/2011	1
Okehampton	02511/2012	1
Okehampton	03279/2012	0
Okehampton	00351/2013	2
Okehampton	00720/2013	1
Okehampton	00432/2013	2
Okehampton	00316/2013	1
Okehampton	00998/2013	2
Okehampton	00840/2013	2
Okehampton	00975/2013	4
Okehampton	00919/2013	9
Okehampton	00029/2014	1
Okehampton Hamlets	02477/2012	246
Okehampton Hamlets	02420/2012	43
Okehampton Hamlets	02418/2012	9
Okehampton Hamlets	02728/2012	24
Sampfod Courtenay	03314/2012	1

Spreyton	12824/2009	2
Spreyton	03312/2012 Agricultural Workers Dwelling	1
	<b>NET TOTALS</b>	404

Parish (South)	File No	Number of Units - Net
Bere Ferrers	01442/2011	1
Bere Ferrers	01442/2011	1
Bere Ferrers	01819/2011	1
Bere Ferrers	02017/2011	1
Bere Ferrers	02823/2012	1
Bere Ferrers	00297/2013	4
Bere Ferrers	00536/2013	1
Bere Ferrers	00262/2013	17
Bradstone	00345/2013 Agricultural Workers Dwelling	1
Buckland Monachorum	01036/2010	1
Buckland Monachorum	00404/2013	1
Lamerton	00995/2010	1
Lewtrenchard	02542/2012	1
Lewtrenchard	00973/2013	1
Lewtrenchard	00973/2013	1
Lifton	10618/2007	4
Lifton	01328/2011	3
Milton Abbot	01995/2011	1
Stowford	02429/2012	1
Stowford	02781/2012	1
Tavistock	01395/2011	1
Tavistock	01469/2011	1
Tavistock	01343/2011	1

Tavistock	01592/2011	4
Tavistock	02676/2012	2
Tavistock	02985/2012	1
Tavistock	03298/2012	3
Tavistock	03134/2012	1
Tavistock	02886/2012	1
Tavistock	03169/2012	3
Tavistock	02996/2012	1
Tavistock	03076/2012	9
Tavistock	01007/2013	5
Tavistock	00573/2013	1
Tavistock	01191/2013	2
Gulworthy	00358/2010	5
	<b>NET TOTALS</b>	<b>84</b>

### Allocated/Other Sites

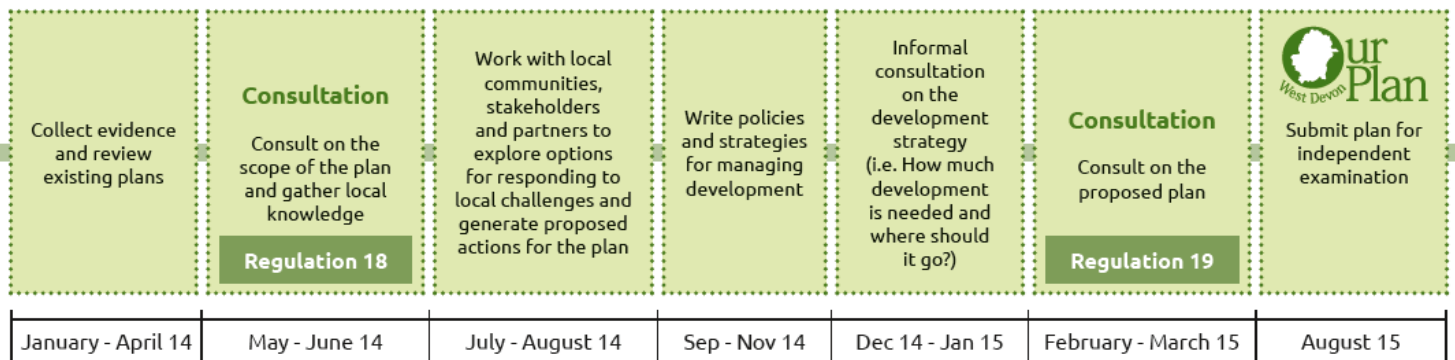
Allocated/Other Sites	Status	Anticipated Delivery Years 1-5 2013/14 - 2017/18
H3 (Wonnacotts)	Not started.	0
H4 (East of Oke)	Started. Counted in under construction and planning permission figures	0
H5 (Giblands and Laburnum)	Completed	0
H7 (Bishopsmead)	Completed	0
H8 (The Manor)	Completed	0
H9 (Monksmead)	Superseded by SP23	0
H10 (Woollen Mill)	Live application for 62 units	0
H11 (Strawberry Fields)	Completed	0
H12 (Moorview)	Completed	0

H13 (Claremont Place)	Completed	0
H14 (Oslo)	Completed	0
H15 (Pentille Road)	Completed	0
H16 (Lewdown)	Not started	0
H17 (Spreyton)	Completed	0
H18 (Highampton)	Not started	0
H19 (Northlew)	Completed	0
H20 (Bridestowe)	Completed	0
SP22 (Okehampton)	Not started	40
SP23 (Tavistock)	Not started	80
Hatherleigh Market	Not started	106
North Tawton Batheway Fields	Not started	61
	<b>NET TOTAL</b>	<b>287</b>

## Appendix 2 – Indicative Local Plan Timetable

This section provides an indicative timetable for the preparation of the Local Plan. For the most up to date information, please refer to:


- Our website - [www.westdevon.gov.uk/ourplan](http://www.westdevon.gov.uk/ourplan)
- Or follow us on Facebook at [www.facebook.com/OurPlanWD](http://www.facebook.com/OurPlanWD) or on Twitter @OurPlanWD





This document can be made available in large print, Braille or tape format on request.


### For more information


Follow us on Twitter and find us on Facebook to keep up to date with progress being made on Our Plan and to find out about events near you.

 [www.facebook.com/OurPlanWD](http://www.facebook.com/OurPlanWD)

 [@OurPlanWD](https://twitter.com/OurPlanWD)

 The Strategic Planning Team,  
West Devon Borough Council,  
Kilworthy Park, Tavistock, PL19 0BZ

 [Strategic.Planning@westdevon.gov.uk](mailto:Strategic.Planning@westdevon.gov.uk)

 [www.westdevon.gov.uk/ourplan](http://www.westdevon.gov.uk/ourplan)

# Agenda Item 3

At the Special Meeting of the **WEST DEVON BOROUGH COUNCIL** held in the **COUNCIL CHAMBER, KILWORTHY PARK, TAVISTOCK** on **TUESDAY** the **20<sup>th</sup>** day of **JANUARY 2015** at **11.30 am** pursuant to Notice given and Summons duly served.

**Present** Cllr C M Marsh – The Mayor (In the Chair)

Cllr S C Bailey	Cllr R E Baldwin
Cllr K Ball	Cllr M J R Benson
Cllr W G Cann OBE	Cllr A Clish-Green
Cllr D W Cloke	Cllr C Hall
Cllr T J Hill	Cllr L J G Hockridge
Cllr D M Horn	Cllr A F Leech
Cllr J R McInnes	Cllr J B Moody
Cllr N Morgan	Cllr M E Morse
Cllr D E Moyse	Cllr C R Musgrave
Cllr T G Pearce	Cllr P J Ridgers
Cllr R F D Sampson	Cllr P R Sanders
Cllr J Sheldon	Cllr D Whitcomb

Head of Paid Service  
Monitoring Officer  
Democratic Services Manager  
Strategic Planning Manager  
Community Manager  
Strategic Planning Officer  
Environmental Health Officer

**CM 69 APOLOGIES FOR ABSENCE**

Apologies for absence were received from Cllrs M V L Ewings, R J Oxborough, L B Rose, D K A Sellis, E H Sherrell and D M Wilde.

**CM 70 DECLARATION OF INTEREST**

The Mayor invited Members to declare any interests in the items of business to be considered during the course of the meeting, but there were none made.

**CM 71 OUR PLAN**

A report was considered that sought formal approval of the draft Our Plan document for public consultation for a period of six weeks under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

In introducing the report, the Leader of Council wished to pay tribute to the officers who had worked tirelessly in the production of the draft Our Plan. In particular, the Leader thanked the Strategic Planning Officer in attendance, who was soon to leave the employ of the Council and he proceeded to wish her well for the future.

In inviting questions, the following specific points were raised:-

- (a) It was confirmed that the document would be subject to a proofread before publication and the typographical and grammatical errors would therefore be rectified at that point. For clarity, the recommendation was seeking delegated authority to be able to make minor amendments to the Plan, but any changes to a target and/or policy would need to be re-presented to the Council for its approval;
- (b) Officers informed that reference was included in the document to the delivery of a road or highway linking Callington Road and Plymouth Road since it was still considered to be a potential future option to counter possible traffic congestion on the A386 and officers did not wish for it to be precluded if ever required in the future;
- (c) With regard to the Tavistock Site Selection Process Summary, the Council was advised that of the potential sites listed, only three were being actually proposed for allocation;
- (d) the population census figures attributed to the local and market centres. Officers informed that all the main settlement figures would be included before the document was published;
- (e) It was noted that current government advice was that amplitude modulation conditions should not be contained in such strategic plans, but that this was an evolving subject area;
- (f) Whilst intended to be given statutory weighting alongside Our Plan, officers confirmed that production of a Neighbourhood Plan should still conform with the contents of the Our Plan document;
- (g) When questioned, officers advised that they would find out if the West Devon Open Space, Sport and Recreation Strategy and Green Infrastructure Plan required any further work and would inform Members after the meeting had concluded;
- (h) In light of the evolving nature of the Plan, it was intended that it would be formally reviewed by the Council at least every five years;
- (i) With regard to the site proposals for Okehampton East, it was confirmed that the draft Plan did not include provision for development around the Fatherford Lodge area. However, officers were aware that the town council and Okehampton Hamlets Parish Council were working together on a neighbourhood plan and could therefore not guarantee that there would not be any future development proposed in this area;
- (j) The timetable (as outlined at Policy OP23 of the draft Plan) was noted by the meeting;



- (k) In respect of the New Launceston Road potential site, officers informed that the transport assessments had been conducted before the installation of the new footpath in that area. As such, updated assessments would need to be carried out as part of any future planning application. However, the County Highways Officer had confirmed that the installation of the footpath, complied with safety requirements and should not materially affect the use of the Road.

In the ensuing debate, reference was made to:-

- (i) two proposed amendments to the draft Our Plan. Before proposing the recommendation, the Leader highlighted two amendments which he wished to be included (as shown in italics below):
- 'Policy OP9: Land at Callington Road Strategic Housing Site: Land to the south of Tavistock is altered for mixed use development and will *make provision for:-*' (Page 37 of the presented agenda refers); and
  - 'Policy OP25: Existing Employment Sites: Tavistock There are some 'gaps' in the products that Tavistock sells and a department store, catalogue store *or DIY/Garden store* could add to the choice of products sold in the town' (Page 63 Paragraph 6.25 of the presented agenda refers);
- (ii) supporting the delivery of a road or highway linking Callington Road and Plymouth Road. A further amendment was **PROPOSED** and **SECONDED** to Policy OP8: Area of Employment Opportunity – Land at Plymouth Road, Tavistock whereby the words '*Support and* should be deleted from the following sentence:-
- 'Support and* do not prejudice the delivery of a road or highway linking Callington Road and Plymouth Road.'
- When put to the vote, this amendment was declared **LOST**.
- (iii) the lack of green corridor provision for a future ring road. A Member expressed his concerns at the apparent lack of provision in the Plan, particularly when considering the anticipated future development and the consequent impact on the highway. In reply, officers stated that they had raised this matter with Devon County Council colleagues, who had replied that there was insufficient evidence to support the creation of a ring road at this time. Without this evidence, inclusion in the Plan would be difficult to justify at the Examination in Public stage of the process;
- (iv) the public consultation exercise. A number of Members paid tribute to the work of the officers in this regard and hoped that the public would embrace and fully engage in the consultation process.

Furthermore, a Member hoped that town and parish councils would be proactive and arrange their own local public consultation events;

- (v) Policy OP24: Supporting West Devon's Economy. A Member welcomed reference to the importance of supporting small scale employment in this Policy, but did express her concern that planning policies often hindered small scale businesses from expanding.

It was then proposed by Cllr P R Sanders, seconded by Cllr R E Baldwin and upon being submitted to the meeting was declared to be **CARRIED** and "**RESOLVED** that:

- (i) the draft Our Plan document be approved for the statutory consultation period of six weeks under Regulation 19 of the Town and Country Planning (Local Planning) (England) Regulations 2012, subject to inclusion of the two amendments outlined at discussion point (i) above;
- (ii) delegated authority be granted for the Strategic Planning Manager and Community Manager to make minor changes to the document in advance of and following the consultation process; and
- (iii) the updated Five Year Housing Land Supply Statement."

(The Meeting terminated at 12.35 pm)