

A scenic view of a rural landscape with rolling green hills, a village, and a wooden fence in the foreground. The hills are covered in lush green grass and scattered trees. In the middle ground, a cluster of houses and buildings is visible, surrounded by trees. The sky is clear and blue. The text is overlaid in yellow on the image.

Referendum Version March 2022

**Milton Abbot, Chillaton and Kelly (MACK)
Neighbourhood Plan 2022 to 2034**

"Our community - embracing our heritage - planning for our future"

Foreword and Acknowledgements

Neighbourhood Plans ensure that communities are closely involved in the decisions which affect them. The Milton Abbot, Chillaton, Kelly (MACK) Neighbourhood Plan has been developed to establish a vision for the combined parishes to help deliver the local community's aspirations in satisfying the requirements of the Joint Local Plan (JLP) whilst meeting its housing needs for the period of the plan to 2034.

The Neighbourhood Plan is a statutory document that will be incorporated into the Local Planning Framework and **must** be used by West Devon Borough Council in determining the outcome of planning applications. Indeed, the JLP Strategic Objective SO6 - Delivering a prosperous and sustainable South West Devon – states '*Enabling bottom-up planning processes in local communities by supporting the delivery of neighbourhood plans*'.

Our Plan has been produced by local volunteers on behalf of the Group Parish Council and local residents. Support was sought from various consultants, independent studies, publicly available data and importantly canvassing the views of the residents across our community.

The MACK Plan Committee has consulted and listened to the community, local businesses and organisations on a wide range of issues that will influence the wellbeing, sustainability and long term conservation and development of our rural community. Every effort has been made to ensure the views and policies contained in this document reflect those of the majority of our residents.

An electronic copy of this Plan, together with the Appendices, can be found online at www.mackplan.org.uk

Mark Ambrose

Chairman, Milton Abbot Group Parish Council (MAGPC)

The MACK Neighbourhood Plan has many benefits and has been developed to:

- Protect our communities from uncontrolled, large scale or poorly defined development.
- Meet the local demand for affordable homes (shared purchase, rental or whole purchase) and homes suitably adapted for the elderly and disabled.
- Foster and enhance our sense of community.
- Ensure that any development is sympathetic to, and enhances, the look and feel of our communities.
- Minimise the loss of greenfield sites, where possible, by using previously developed sites and to value and protect important green spaces and amenity views.
- Support and enhance the local economy, infrastructure and community facilities.
- Help our community to move towards a more sustainable future in relation to energy and the environment – a carbon neutral vision.
- Identify additional actions to improve community facilities, services, the local environment and safety, and to enable issues beyond the scope of the Neighbourhood Plan to be addressed.

The MAGPC would like to thank all those who have been involved in the production of this Neighbourhood Plan and pay tribute to their work.

The Parish Council is also grateful for the help and engagement of many others across our community without which it would not have been possible to produce this Neighbourhood Plan. This includes the support of Kelly Parish Meeting who agreed to include their area within the territory covered by the MACK Plan.

| | | | |
|---|----------------|---|----------------|
| Chapter 1 - Introduction | | Policy 7-1. Sustaining Local Infrastructure | Page 38 |
| 1 - Why a Neighbourhood Plan? | Page 4 | Policy 7-2. Community Facilities | Page 39 |
| 2 - What do we aim to achieve? | Page 9 | Community Action 7-1. Mobile and Broadband | Page 40 |
| 3 - Community Engagement | Page 11 | 8 - Transport | Page 41 |
| Chapter 2 – Our Policies and Community Actions | Page 15 | Community Action 8-1. Road Safety | Page 44 |
| 4 - Environment | Page 16 | Policy 8-1. Parking | Page 45 |
| Policy 4-1. Biodiversity | Page 18 | 9 - Housing | Page 47 |
| Policy 4-2. Environmental considerations | Page 21 | Policy 9-1. Affordable Housing | Page 52 |
| Community Action 4-1. Local Green Spaces | Page 25 | Community Action 9-1. Q Class Development | Page 55 |
| Community Action 4-2. Rights of Way | Page 26 | Policy 9-2. Housing Density and Design | Page 57 |
| 5 - Our Heritage | Page 29 | Policy 9-3. Amenity Spaces | Page 58 |
| Policy 5 -1. Protecting our Heritage | Page 32 | Policy 9-4. Settlement Boundary | Page 64 |
| Community Action 5-1. Non-designated heritage assets | Page 33 | Policy 9-5. Housing Allocation | Page 69 |
| 6 - Local Economy and Employment | Page 33 | Chapter 3 – Implementation and Monitoring | Page 71 |
| Policy 6 -1. Promoting Employment | Page 35 | Community Action 11-1. Sustainment of The Plan | Page 72 |
| 7 - Services and Infrastructure | Page 36 | | |

2 - List of Appendices

- | | |
|------------|------------------------------|
| 2-1 | Designation Statement |
| 2-2 | Environmental Study |
| 2-3 | MACK Heritage Assets |
| 2-4 | Design Statement |
| 2-5 | Site Assessment |



Chapter 1 – Introduction

1. Why a Neighbourhood Plan?

1-1. What is a Neighbourhood Plan?

1.1.0.1 The Localism Act of 2011 introduced Neighbourhood Planning into the hierarchy of spatial planning in England, giving communities the right to shape their own future development at a local level.

1.1.0.2 A Neighbourhood Plan is a planning strategy with legal weight giving the MACK area community's residents an opportunity to set local planning policies which will be taken into account when planning applications are considered by West Devon Borough Council (WDBC), the Local Planning Authority.

Instead of local people being told what to do, the Government thinks that local communities should have genuine opportunities to influence the future of the places where they live. The Act introduces a new right for communities to draw up a Neighbourhood Plan.¹

1.1.0.3 Neighbourhood Plans must be in accordance with higher planning policy, National Planning Policy Framework (NPPF) 2021, West Devon Core Strategy 2011 and the Plymouth & South West Devon Joint Local Plan (JLP) 2019 with its attendant Supplementary Planning Document (SPD). It must also comply with 'Devon Waste' and 'Devon Minerals' Plans 2011-2031.

1.1.0.4 The NPPF maintains the '*presumption in favour of sustainable development*' embracing the three critical roles for sustainable development:

An Economic Role - contributing to a strong, responsive, competitive economy; a Social Role - supporting vibrant and healthy communities; and an Environmental Role - protecting and enhancing our natural, built and historic environment

1.1.0.5 The JLP has set an indicative figure of around 20 homes to be built within the MACK Plan area (nominally stated as Milton Abbot) in the period to 2034. The JLP states that these "*indicative housing figures should be used to inform neighbourhood plan or development plan-led development throughout the TTV policy area*". Without a Neighbourhood Plan these will progress under the auspices of the developer alone.

1.1.0.6 To that end the local Parish Council (MAGPC) took the decision to develop a Neighbourhood Plan in order to give those who live in its parishes more say on how their community evolves over time. Without a Plan in place the Parish Council can only make recommendations to the Borough Council on development matters; but its input is just that - a recommendation on how they should act.

1.1.0.7 With an approved Neighbourhood Plan in place, WDBC is obligated to give material weight to the policies in the Plan when making decisions about where any new housing might be built, what should be built or where other development might, or might not, take place.

1.1.0.8 The JLP identifies that "*In the Sustainable Villages, the most appropriate way ... will often be for local people to develop neighbourhood plans, responding to local needs and opportunities. The LPAs are supportive of the neighbourhood planning process as a means of identifying and responding to local needs for development and the delivery of sustainable communities*".

¹ A plain English guide to the Localism Act, page 12

The MACK Neighbourhood Plan is designed to embrace the principles of the NPPF and provide for sustainable development. The associated Objectives and Policies have been developed in association with our community

1.1.0.9 The Plan also serves to set out some aspirations for future improvements across our communities and therefore provides a basis on which to campaign and lobby for such improvements even if not all of these are within the Local Authority's remit to provide.

1.1.0.10 In February 2013 MAGPC applied to WDBC to nominate the MACK area as a Neighbourhood Planning boundary. This was approved in 6 Nov 2014. The Designation Statement is at Appendix 2-1.



1-2. Neighbourhood Plan Policies and Actions

1.2.0.1 This Neighbourhood Plan is the community's Plan. It represents the community's vision and priorities for how it would like to see the local area develop in the coming years and in doing so it sets local planning policies. The Plan's objectives have been developed from local consultation and analysis of other evidence.

1.2.0.2 The Plan by its design and remit is not a plan which can address every issue identified as being important to the community: it has (and must have, by law) a focus on the appropriate use of land and responding to proposals for development. But it puts us as a community in the driving seat where planning permission is required and allows us a say on what, how and where development that requires planning permission should take place across our community.

1.2.0.3 However, it is clear from evidence gathered that there are other issues, beyond the scope of planning, that are of concern to residents but cannot be delivered through planning policies. Therefore, potential Community Actions have been identified for the Parish Council and others to address.

1.2.0.4 Planning Policies and Community Actions are included within each of the following Sections of this Plan as appropriate.

1.2.0.5 More detailed information on how consultation has occurred and informed the final plan can be found in the Consultation Statement and Basic Conditions Statement submitted with this plan.

1-3. The Neighbourhood Plan Period

1.3.0.1 The Plan covers the period between 2022 and 2034, and is therefore aligned with the JLP that has been produced jointly by South Hams District Council, Plymouth City Council and West Devon Borough Council (as the Local Planning Authority). Given that our Neighbourhood Plan must be in general compliance with the JLP's strategic policies, it is logical for it to be aligned this way.

1.3.0.2 It should be understood that the Neighbourhood Plan, like the JLP under which it sits, is an evolving document and as the JLP will be updated after 5 years (2024) so should our Neighbourhood Plan.

1.3.0.3 Once our Plan has been accepted (made) by the Borough Council, ownership and upkeep will be transferred to the Parish Council. This transfer and subsequent monitoring and management of the plan is covered in Chapter 3, Implementation and Monitoring.

1-4. About the MACK Designated Area

1.4.0.1 The area that the Plan covers is shown in Map 1.1 below and embraces the civil parishes of Milton Abbot, Kelly, Bradstone and Dunterton. With a population of just over 2000² the MACK Plan area embraces part of Tamar Valley Area of Outstanding Natural Beauty (AONB) to the west and is bordered by the Dartmoor National Park to the east.

1.4.0.2 The JLP recognises the significance of smaller towns and key villages and is committed to maintaining their vitality and viability. The plan designated area is serviced mainly by Tavistock, to the southeast, and Launceston, to the northwest, with good links via the A30 to Exeter and direct (though over utilised) road links to Plymouth.

1.4.0.3 The MACK Plan area encompasses some 6617 acres of predominantly actively managed farmland. The form and character of our villages and hamlets has developed over time where building styles and sizes have adapted to reflect the period of construction whilst retaining their core rural character. Safeguarding these elements of our community that contribute to its nature and character should help influence the planning of future development.

1.4.0.4 The MACK Plan covers areas of designated Ancient Woodland, local nature sites and Scheduled Ancient Monuments such as Castle Park Camp, scheduled prehistoric enclosures (at Dunterue Wood and Lucy Cleave), undesignated enclosures (e.g. Cleave, Kelly) and also the Registered Historic Park & Garden at Endsleigh.

1.4.0.5 The River Tamar runs North-South through the western side of the Plan area with a number of streams and tributaries feeding this. The river Lyd is to the northern boundary.

1.4.0.6 Agricultural land across the area is designated³ as pastoral farmland divided into small-medium scale regular fields (some of medieval origin), with parkland and estate farmland and small areas of arable, rough ground and orchards. Fields tend to be larger on flatter ground away from settlements.

1.4.0.7 Field boundaries are typically low Devon hedges with ditches and verges, while estates are defined by areas of regularly spaced and even-aged oaks. Sometimes banks are denuded with no hedgerow remaining.

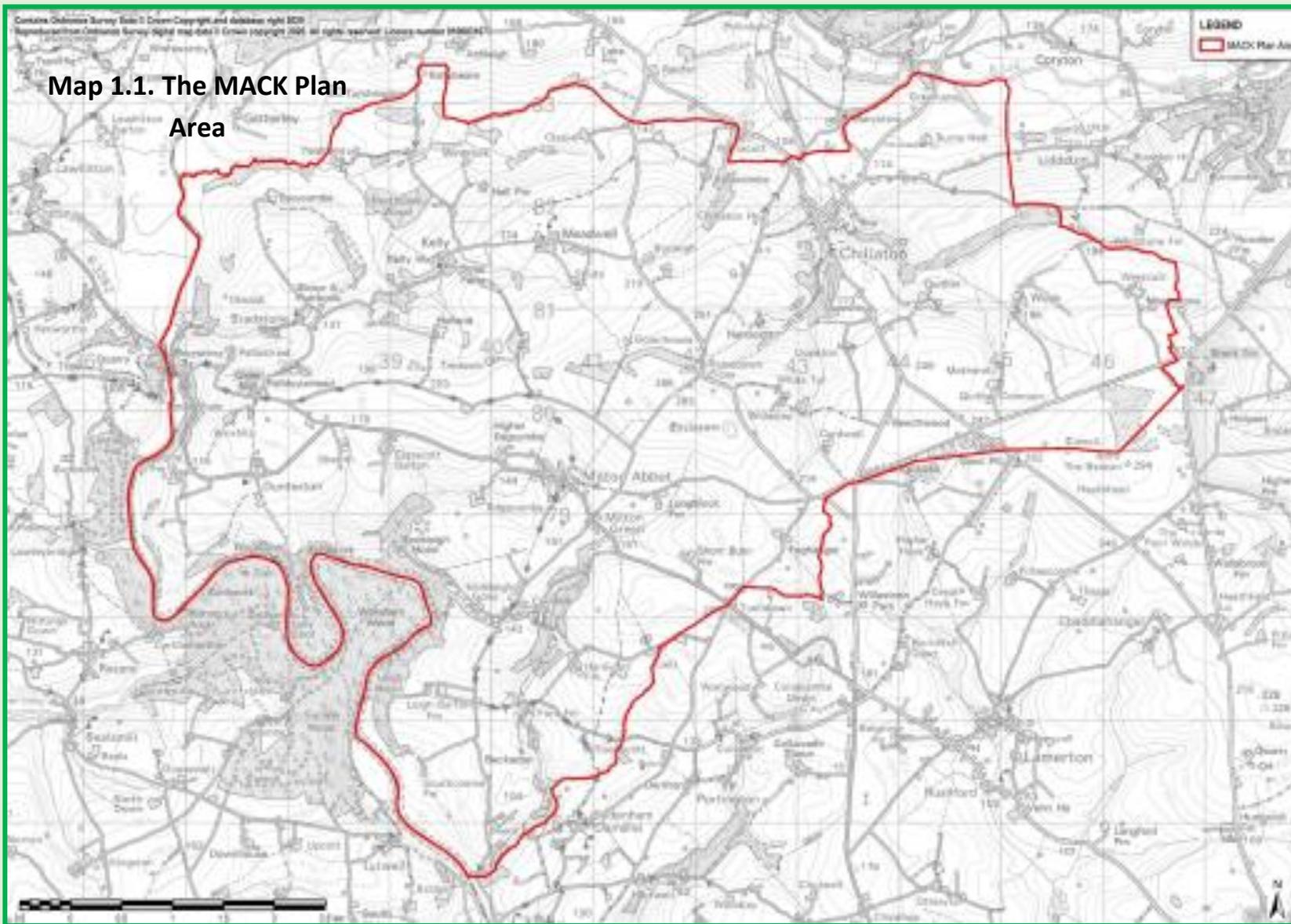
1.4.0.8 Some 'horsiculture' and equestrian development has introduced fencing instead of hedgerows, usually in close association with settlements or large properties.

1.4.0.9 Mining was also an important industry within the area with Chillaton once a significant source of Manganese in the 19th and early 20th Century. There are also a significant number of Grade 1 and 2* listed buildings a full list of which can be found at Chapter 5.

² Devon JSNA Community Profile 2016

³ The Landscape Character of West Devon LCT 1G: Open inland plateau

1.4.0.10 The landscape and environment across the Neighbourhood Plan area are fully considered within Section 4.



1-5. Sustainable Development

1.5.0.1 The NPPF includes, at its heart, a *“presumption in favour of sustainable development”*. It is important to understand what that means for our Plan as it sets the parameters within which we can make proposals and set policies.

1.5.0.2 When taking decisions on proposals for development this means that proposals should be approved without delay where they concur with the development plan. However, where the development plan is absent, silent or relevant policies are out-of-date, planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF or unless specific policies in the NPPF indicate that development should be restricted.

1.5.0.3 Translating this into what it means for our Neighbourhood Plan, it states that neighbourhood plans should *“...support the strategic development needs set out in Local Plans, including policies for housing and economic development...”* and *“...plan positively to support local development, shaping and directing development in their area that is outside the strategic elements of the Local Plan”*.

1.5.0.4 The NPPF goes on to say that *“The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan”*, i.e. the JLP.

1.5.0.5 In considering development across West Devon the JLP at Policy TTV25, Development in the Sustainable Villages, states that the *“provision in the order of 550 homes will be sought from the sustainable villages as part of the overall housing supply for the TTV Policy Area.*

The LPAs support the preparation of neighbourhood plans as a means of identifying local housing and other development needs in the sustainable villages. Development within the sustainable villages should be provided through neighbourhood plans, unless such provision would conflict with other policies of the JLP”.

1.5.0.6 So where does the Neighbourhood Plan sit in the planning hierarchy and what weight does it have?

1-6. The Neighbourhood Plan’s Status

1.6.0.1 Once approved the MACK Neighbourhood Plan will form part of the statutory development plan and will be referenced by the local authority when considering proposals for development submitted through planning applications. That means that the policies within this plan will have a tangible impact on the future development of our community.

1.6.0.2 Our Neighbourhood Plan will form the first tier of planning policy across our parishes. It sits alongside the Plymouth & South West Devon JLP and underneath the umbrella of national planning policies such as the Government’s NPPF and National Planning Practice Guidance (NPPG), as the main planning policy documents relevant to our area.

1.6.0.3 As with any guidance documents, the Neighbourhood Plan’s policies cannot guarantee that a proposal will be rejected nor be granted permission. However, these policies will carry significant weight alongside those within the NPPF, NPPG and JLP when weighing up the appropriateness of any development proposals.

1.6.0.4 Therefore, once adopted, its policies will have to be considered by the local planning authority as part of the decision

making process for development proposals submitted through the planning system.

2. What do we aim to achieve?

2.0.0.1 The strategic objective for the smaller towns and villages is to maintain their vitality and viability by promoting the provision of homes, jobs, services and community infrastructure sufficient to enable the small towns and villages to continue to play their important role as local service centres for their surrounding areas.

2.0.0.2 Every neighbourhood plan will reflect the individual circumstances of its plan area and the priorities of the people who live there. The MACK Plan's Vision Statement attempts to capture them in a simple set of principles. However, for that statement to be implemented, it has to be broken down into various key aims together with their underpinning objectives.

2.0.0.3 A Vision Statement and objectives, defined from feedback from across our community, that has been considered and endorsed by our residents, our Parish Council and by WDBC.

2.0.0.4 The vision, objectives and policies in our Neighbourhood Plan reflect similar sentiments to those expressed in the JLP⁴ for our community.

2-1. Our Vision

2.1.0.1 Our vision for the MACK Plan area is that by the end of the plan period in 2034 we will have safeguarded our rural environment and economy, through facilitating new homes that meet local needs,

⁴ JLP ref. paragraph 2

whilst having a minimal impact on their surroundings and support thriving sustainable local communities.

2-2. Aims and Objectives

1. To protect the beauty and tranquillity of our rural environment⁵.

Objective 1.1: To have established clear policies governing development within existing settlements that reflect both local concerns and local needs.

Objective 1.2: Where appropriate, to put in place effective measures to protect the local landscape.

2. To support and further develop the local economy of the area.

Objective 2.1: To ensure that every opportunity is taken to enhance existing internet and mobile phone services to support local businesses and residents.

Objective 2.2: To ensure that the development needs of local businesses, both home-based and in bespoke premises are supported, provided the environmental impact of such development is acceptable.

Objective 2.3: To encourage the maintenance and development of local agri-businesses, given the contribution they make to the appearance and the economy of the plan area.

⁵ See also SPD ref. DEV23, Landscape character

3. To create opportunities for the development of new homes on suitable sites, that meet clearly defined local needs and aspirations and for which capacity already exists in terms of local infrastructure (education, medical, dental, utilities, transport etc).

Objective 3.1: To establish an agreed status for land where development of a specific type is supported by local residents and would meet identified local demand.

Objective 3.2: Identify the need for and support the delivery of a suitable range of affordable homes⁶ and homes designed and built to assist the elderly and disabled.

4. To ensure that new development takes adequate account of its surroundings and contributes to the viability of local communities wherever possible.

Objective 4.1: To have practical design guidelines that ensure that new development reflects existing design features to an acceptable degree.

Objective 4.2: To create a practical accord with the developers of any new housing site to maximise the opportunity for community benefit associated with such development.

Objective 4.3: To include adequate off road parking spaces for all new development.

Objective 4.4: To preserve the rural aspect and nature of existing dwellings.

5. To facilitate the sustainability of local communities.

Objective 5.1: To encourage all new development to meet defined standards of energy use and energy conservation i.e. they should meet, or better, the agreed 'low carbon' standards.

Objective 5.2: To encourage the development of community owned renewable energy projects on a scale appropriate to their surroundings and to the aspirations of our community

Objective 5.3⁷: To support sustainable local communities through the encouragement of a diverse population (from young families and young working people through to the elderly) and facilitating the provision of new community facilities.

Objective 5.4: To link any development to the development, reinstatement or restoration of community facilities.

Objective 5.5: Through appropriate measures, including intelligent design, to enforce the speed limits through villages.

⁶ See also JLP Policy TTV2 reference delivery of affordable homes that enable rural communities to remain vibrant.

⁷ See also JLP Strategic Objective SO9 - Maintaining the viability of the many sustainable villages in the rural area and Policy DEV8 Meeting local housing need in the Thriving Towns and Villages Policy Area

3. Community Engagement

3.0.0.1 As well as satisfying the needs of national and local plans and regulations, the MACK Neighbourhood Plan expresses the wishes and aspirations of the residents of the MACK Plan area - Shaping Our Community, Our Future. Consultation with the community throughout the process was therefore critical.

3-1. Consultation Process

3.1.0.1 The aims of the consultation process were to:

- Involve as much of the community as possible throughout all stages of Plan development, so that the MACK Plan would be based on the views of residents and other stakeholders.
- Ensure that consultation events took place at critical points in the process where decisions needed to be taken
- Engage with as wide a range of people as possible, using a variety of approaches and communication and consultation techniques.
- Ensure that the results of consultation were fed back to local people, through a range of means, as soon as possible after the consultation events.

3.1.0.2 A programme of continuous communication of progress was put in place, addressing residents, local businesses, developers, local government and community groups.

Communication channels included:

- the MACK Neighbourhood Plan website; www.mackplan.org.uk which contained:

- Regular newsletters.
 - A repository of supporting evidence for plan policies.
 - Summaries of public events.
 - A record of actions and decisions from all MACK Plan committee meetings.
 - A predicted timeline.
 - The draft versions of the Plan itself at various milestones.
 - Potential sites for development.
- Milton Abbot and Chillaton Facebook pages
 - Public noticeboards in both Milton Abbot and Chillaton.



- Emailed newsletters to those who signed up for them on the website or in person at community engagement events.
- Attendance at the public events such as the Milton Abbot and Kelly Flower Shows and Village Hall user events.
- Specific business questionnaires delivered to commercial businesses and farms.

3.1.0.3 In addition, large scale community engagement events were undertaken;

- **Residents Survey**⁸ – a comprehensive survey delivered by hand and post to every household across the MACK Plan area covering such things as general community demographics, housing needs, potential sites, pastimes, road safety and community projects.

Whilst the overall number of completed surveys was 39%, it was higher in the two villages where potential development might be considered; Chillaton for instance saw 59% of households respond.

The results from the survey⁹ were made available on the MACK Plan website and via the various community websites and Facebook groups.

- **Housing Needs Survey (HNS)** – The views of each household were also canvassed through an independent HNS completed in 2019. Details can be found at 9.2.3.
- **Drop in events** - In January 2020 the MACK Plan team held 3 simultaneous drop in events for the residents of the MACK Plan area. The 3 events were timed to occur at the half way point of the Housing Needs Survey in order to allow residents to ask questions and seek guidance about the survey as well as having an opportunity to give their views on broader issues relevant to the Neighbourhood Plan.

3.1.0.5 These events were advertised by an A5 card delivered by hand 2 weeks prior to the event with team members engaging with as many households as possible. A4 posters were also displayed in conspicuous locations throughout the MACK Plan area for the week preceding the events.

3.1.0.6 By engaging directly with the community in this way the team were able to discuss the Neighbourhood Plan with near 60% of households face to face. As well as listening to concerns and ideas, resident input was sought during both the HNS delivery and the Drop In events on the following topics:

- Road safety issues.
- Mobile coverage inside buildings.
- Broadband connectivity.
- Minimum garden sizes for new builds.
- Optimum village demographics.

⁸ MACK Residents Questionnaire

⁹ Survey Review (Residents Questionnaire Analysis)

- Community facilities.

3.1.0.7 **Call for Sites** - On the 19th March 2020 a Call for Sites was published in the Tavistock Times and simultaneously publicised via Village News Letters and Facebook Pages. Submissions were welcomed from across the MACK Plan area with the submission form available to download from our website.

3.1.0.8 With the ongoing restrictions imposed as a result of Covid 19 the planned Call for Sites Public Meeting could not be held. However, following completion of an independent Sites Assessment by AECOM and issue of their report (referenced at Section 9), this was made available electronically to the community for consideration and comment.

3.1.0.9 **Regulation 14 Release** – Prior to the release of the Plan to the community, the final draft was circulated to the Parish Council for their review and agreement. It was fully accepted and endorsed.

3.1.0.10 Therefore, on the 23rd December 2020 the MACK Neighbourhood Plan was released electronically to our community for review and comment in pursuance of Regulation 14.

3.1.0.11 Again, with the continuing restrictions in place relating to Covid 19, it was agreed with the BC that the best way of engaging with our community was through providing a hardcopy of the plan to each household. This postal distribution was completed over the 9th/10th January.

3.1.0.12 Through the electronic release via website, Parish Newsletters and Facebook, and the supporting letter that accompanied the hardcopy plans, all households were invited to provide comment and feedback.

3.1.0.13 In addition, all the statutory consultees identified for Regulation 14 were contacted with a copy of the plan provided for review and comment.

3.1.0.14 All comments received and the responses received from the community and consultees are collated in our formal Consultation Statement.



Milton Abbot



Chillaton



Kelly



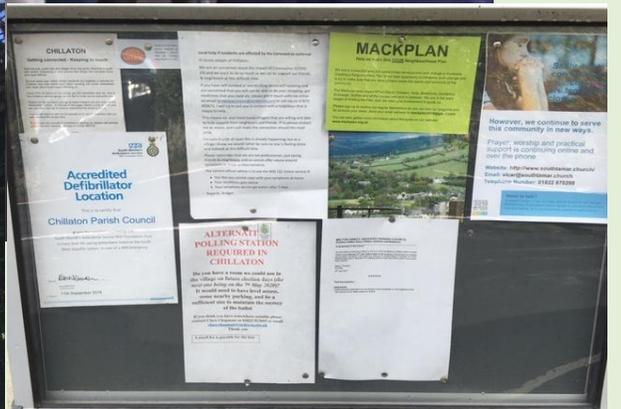
Bradstone



Week



Westcott





Chapter 2 – Our Policies and Community Actions

4. Our Natural Environment

4.0.1 Devon has a high quality environment that includes landscapes, habitats and historic assets of national and international importance.

4.0.2 Devon's diverse geology is reflected in the range of mineral resources that are worked in the County, including industrial minerals of national importance, construction aggregates, building stone and chalk.

4.0.3 By way of example, Greystone quarry is located to the west of the Plan area, however part of the mineral consultation area (MCA) for this quarry extends within our area.

4.0.4 The quality of life of those living and working near mineral sites will also need protecting¹⁰.

4-1. Landscape and Biodiversity

4.1.1 The MACK Plan area covers the civil parishes of Milton Abbot, Bradstone and Dunterton which share a rural Parish administered under the designation Milton Abbot and Chillaton Grouped Parish Council. The area also includes Kelly which has a separate Parish Meeting.

4.1.2 The Parish lies between Dartmoor National Park to the East and the Tamar Valley AONB, a World Heritage Site. Milton Abbot extends into the AONB in part to the South. The AONB extends

significantly into the MACK Plan area and includes the historic buildings and designated Park of Endsleigh.

4.1.3 The Parish itself contains areas of small woodland and copse, undulating farm land and heathland. Its Landscape Character Type (LCT) is designated as- 2D: Moorland Edges, 5A: Inland Elevated Undulating Land, 1F: Farmed Lowland Moorland and Culm Grassland.

4.1.4 Several streams rise from the high ground around Ramsdown in the centre of the Parish.



4.1.5 Milton Abbot lies within the pattern of a conjectured oval earthwork, centred upon the Grade 1 listed 12th century Church of St Constantine. The village lies on the Southern slopes of Ramsdown Hill and enjoys magnificent views to Bodmin Moor.

¹⁰ Devon Minerals Plan 2011–2033

4.1.6 Much of the village was rebuilt to the designs of Edward Lutyens for the Duke of Bedford in the early 1900's and is now a designated conservation area. The National Monuments Grade Listings for the village run to some five pages.

4.1.7 It is classified as 'sustainable', having a village hall, church, pub, school and visiting post office. Community allotments are located at the western edge of the village. The TVAONB runs close to, and in places into, the southern boundary of the village.

4.1.8 Chillaton village lies to the North East of Milton Abbot, sitting at the mouth of a deep valley with a stream which feeds the Lyd at Sydenham. The village clusters around a crossroads square where the village pub is currently closed. The JLP establishes that *a sustainable community should have good access to a local convenience store within reasonable walking distance of residents*. Chillaton is not classed as sustainable, having neither shops, church, school nor village hall.

4.1.9 Both villages sit amongst ancient field systems and hedgerows, much of which has escaped the destruction of more intensively farmed landscapes elsewhere in England. Sheep, cattle, horses, and other domestic livestock graze happily in these lush fields.

4.1.10 Ours is a community enriched with variety of plant and animal life which is considered by our residents to be important and desirable. When residents were asked what they most liked about living in the area the overwhelming majority [66%] appreciated what they felt was a beautiful, peaceful, rural area.

4.1.11 Many Devon hedges within the Parish are demonstrably ancient, with some bordering sunken lanes perhaps marking Anglo-Saxon boundaries (The Making of the English Landscape

by William George Hoskins). These biodiverse habitats need to be retained and protected (SPD ref. DEV26 Protecting and enhancing biodiversity and geological conservation).

4.1.12 The wayside banks and hedges provide habitat for a vast variety of wild flowers, insects, mammals, nesting birds, and reptiles whilst the stream edges offer habitats for amphibians¹¹.

4.1.13 Environmental and habitat surveys carried out over the last few years as a result of Planning Applications and Appeals indicate the rich variety of wildlife to be found in the area. Foxes, badgers, stoats, weasels, field voles, hedgehogs, field mice, muntjac, otter and red deer have been recorded. This area of West Devon is also remarkable for its bat population, particularly of the Greater Horseshoe bat.



4.1.14 To understand the potential impact of any future development on our habitats a Habitats Regulations Assessment¹² (HRA) was completed.

¹¹ See also Milton Abbot Wildlife Report

¹² Milton Abbot NP HRA

4.1.15 Chillaton exhibits the remnants of intensive manganese mining at Hogs Tor (designated as a County Geological Site in recognition of its geological value from former mining activities) and Narracott mines, whilst Milton Abbot has many similar shafts and adits dating from the 18th and 19th centuries.

4.1.16 Whilst the JLP talks extensively about protecting and enhancing biodiversity and geological conservation (SPD DEV26), at a local level the MACK Plan Survey of 2017 and other public consultations make it clear that the community value the tranquillity and rural settings of both settlements.

4.1.17 Further it is clear that any plans or policies which come from the Neighbourhood Plan must reflect this, and seek to enhance those rural aspects of life in our area that have motivated residents to sacrifice the convenience of living closer to amenities (shops, medical, dental, education etc) in favour of open

countryside.

4.1.18 The MACK Plan area has many small farms and hamlets interconnected with narrow lanes running through deep hedges.

4.1.19 Many farms have a range of outbuildings made redundant by new farming methods. Under Class C3 to Q (a+b) planning (2013) some have been converted into dwellings.

4.1.20 Ancient footpaths and bridleways crisscross the Parish with the nationally important walking trail, 'The Tamar Valley Discovery Trail' passing diagonally through the Parish NW to SE.

4.1.21 Of particular note is the Lytch Path running from Tavistock to Launceston via Lamerton Church, Foghanger, Milton Abbot Church, Kelly Church and Bradstone Church, locally known as 'Piggy Lane' in Milton Abbot.

Policy 4-1. Biodiversity

Such is the importance of protecting and sustaining our rural setting any development proposals should seek to:

- Retain woodlands, trees, hedgerows and Devon banks which make a significant contribution to the landscape, local amenity, environmental character of the area or are of important nature conservation value.
- Where possible, enhance the network of habitats, species and sites of importance including local trees and woodlands, hedgerows and roadside verges.
- Where possible, biodiversity enhancements, such as unlit wildlife corridors, hedge banks, bat boxes or bird boxes, and new green spaces, designed to benefit both residents and wildlife, should be provided on site. All new planting shall only be undertaken using native, and locally characteristic, plant and tree species.
- Protect ancient and veteran trees and appropriate buffer zones around woodlands shall be excluded from development.
- Deliver a net gain in biodiversity; if the biodiversity compensation needed to offset losses resulting from the developments cannot be provided on site then it should be provided elsewhere within the neighbourhood.

Proposals that might adversely affect wildlife sites and habitats should be avoided. If these sites are affected appropriate mitigation measures should be put in place and form part of any planning application proposals.

4-2. Protecting Our Environment

4.2.1 The government has set ambitious targets for net zero UK carbon emissions by 2050. The Committee on Climate Change Proposal 10¹³ states that all new and existing homes must be built to be low-carbon, energy and water efficient and climate resilient.

4.2.2 The UK Climate Change Commission has also recently drawn attention to the need for continued improvement in energy efficiency in order to meet UK government commitments under the Climate Change Act 2008 and Paris Climate Change Agreement. The Energy Performance of Buildings Directive requires all new buildings to be nearly zero-energy by the end of 2030

4.2.3 Our Neighbourhood Plan seeks to support this aim such that all new development (domestic, commercial, extensions and conversions) will be expected to contribute to lowering carbon emissions.

4.2.4 Those involved with the construction of new build dwellings will need to demonstrate compliance with Part L of the Building Regulations, including the Governments responses to the Future Homes Standard 2019 Consultation¹⁴ on changes, which sets the standards for the energy performance of both new and existing buildings.

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

¹³ UK housing: Fit for the future?

¹⁴ The Future Homes Standard

a. Reducing the energy load of the development by good layout, orientation and design to maximise natural heating, cooling and lighting.

b. Maximising the energy efficiency of fabric (Regulated emissions).

c. On site low carbon or renewable energy systems.

d. Carbon reductions through off site measures (allowable solutions).

4.2.6 In addition, proposals are encouraged to analyse and take into account the technical, environmental and financial feasibility of using high-efficiency alternative systems. Any resulting evidence of this analysis must be provided to the LPA.¹⁵

4-3. Changing Environment

4.3.1 It is forecast that the UK will experience far greater extremes of weather and any new developments should be fit for the future rather than the past. Hotter summers mean shading needs to be considered as well as solar gain, wetter warmer winters could mean that flooding will increase as a risk. Therefore, drainage with greater capacity will be needed to avoid excessive run off and with due cognisance of historic drainage and water supply solutions.

4.3.2 Any new developments should consider the management of surface water so that flood risk is not increased downstream.

¹⁵ The Building Regulations 2010, Conservation of fuel and power L1A, Paragraph 2.23

Reference should be made to the Sustainable Drainage Systems and the SuDS Manual

(<https://www.devon.gov.uk/floodriskmanagement/planning-and-development/sudsguidance/>)

4.3.3 From the 2017 Residents' Questionnaire there was a clear preference for solar panels on all new non-domestic buildings and some encouragement for more domestic scale renewable energy generators. Indeed, there are already many examples of local residents taking advantage of clean energy through the adoption of solar panels.



4.3.4 However, to be able to be carbon neutral by 2050 all new and existing properties are going to need manifestly better insulation and again, developments should be pre-empting these inevitable changes to building regulations, i.e. building for the future. In addition, consideration should be given to encouraging

community heating solutions - group Ground Source Heat Pumps (GSHPs), community energy hubs etc. Such community schemes must not be implemented at the cost of damage to the environment.

4.3.5 A number of new homes and self-build projects within the MACK Plan area have embraced the extremes of environmental development producing near "passive housing". Whilst this might not be within the boundaries of standard housing development, as per current Regulations, they do set the benchmark for development that would achieve the aims set for 2050.

4.3.6 From the JLP, Policy DEV34 also supports Community energy efficiency and energy generation projects will be supported where:

- The impacts arising from the proposal are acceptable or can be made acceptable.
- 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.
- The proposals deliver local social and community benefits.
- There are administrative and financial structures in place to deliver/manage the project and the income stream from it.

4.3.7 Whilst the minimum environmental build requirement is to demonstrate compliance with Part L of the Building Regulations, this will not deliver the required improvements to energy efficiency to meet UK government commitments. To that end, we most strongly encourage pre-empting the impending publication of more

stringent building regulations through the inclusion of Policy 4-2, setting out our stall in safeguarding Our Future Environment.

Policy 4-2. Environmental Considerations

All new properties in the MACK Plan area are encouraged to be constructed in a manner that supports mitigation and adaption to climate change and the move to a low carbon future. This includes but is not limited to;

- being pre-wired from build for electric car charging
- avoiding the use of gas or oil central heating, giving preference to electric heating ASHP, GSHP.
- Using approved permeable Parking materials.
- Ensuring roof orientation and structure facilitates solar panel efficiency and solar panels should be installed to all new builds unless there is an insurmountable reason not to.

4-4. Landscape Assessment

4.4.1 The residents of the MACK Plan area have made it quite clear through the MACK Plan Survey¹⁶ of 2017 that maintenance of our rural environment and its landscape is the most important factor in rural life.

4.4.2 Following independent AECOM site assessment, successful applications were submitted for both a Strategic Environment Assessment (SEA) and a Habitat Risk Assessment (HRA).

4.4.3 Furthermore, much of the MACK Plan area is subsumed within the WDBC and DCC 'Landscape Character Assessment' (LCA) guidance (www.LANDUSE.Co.UK).

4.4.4 It is therefore felt that a 'Landscape Character Assessment', based upon the existing approved documentation from WDBC is appropriate. This standalone Environmental Study is included at Appendix 2-2.

4.4.5 Additionally, a significant proportion of the MACK Plan area either falls within, or is bordered by, the Tamar Valley AONB for which an Application for Boundary Variation Order under the Crow (Countryside and Rights of Way) Act 2000 has been made.

4.4.6 This application seeks permission to extend the TVAONB to include that area of West Devon between Tavistock, Sourton and Lifton (see map below).

¹⁶ MACK Plan Residents' Questionnaire responses p.3. para2. 24/1/18 refers



4.4.7 It therefore includes all the settlements and land comprising the Milton Abbot Grouped Parish, and thus the MACK Plan area.

4.4.8 The application was submitted to DEFRA (Natural England) for consideration in 2019. (Case Officer, Cathy Fitzroy.) It has received majority support from Parish Councils and residents, and is championed by Torrridge and West Devon MP.

4.4.9 Whilst it is likely that the application will take some years to be processed, if enacted, it may have a material effect upon planning applications in the MACK Plan area and within the lifetime of this Local Plan.

4-5. Local Green Spaces

4.5.1 Green infrastructure contributes to the quality and distinctiveness of the local environment. It creates opportunity for walking and exercise activity and generally adds to the quality of life. Green infrastructure is diverse in character and can include formal parks and gardens, informal grassed areas, linear paths, towpaths, sports pitches and various other kinds of landscaped area.

4.5.2 Designated green space can be a key asset for many communities and a specific kind of land designation referred to as 'local green space' can protect these assets from development. Indeed, the JLP at SPD DEV27 (Green and play spaces) mandates that [“The LPA’s will protect and support a diverse and multi-functional network of green space.”](#)

4.5.3 Prior to the formalisation of the JLP, the Borough Council former planning policies designated as 'Important open space within settlements' and state that they should not be developed. It was these that were included within the Residents Survey of 2017 and against which public consultation was initially made.

4.5.4 However, more recent national planning policies allow for the creation of 'Local Green Spaces' and the Borough Council has decided that Neighbourhood Plans should determine whether any such spaces should be identified and given protection against development.

4-6. Local Green Space Designation

4.6.0.1 The Government's Neighbourhood Planning support organisation is called Locality. Their guidance references paragraph 100 of the NPPF that sets out the basic criteria that green spaces must meet in order to be designated as "Local Green Spaces":

"The Local Green Space designation should only be used where the space is;

- In reasonably close proximity for the community it serves.
- Demonstrably special to the local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value, (including as a playing field), tranquillity or richness of its wildlife.
- Is local in character and not an extensive tract of land."

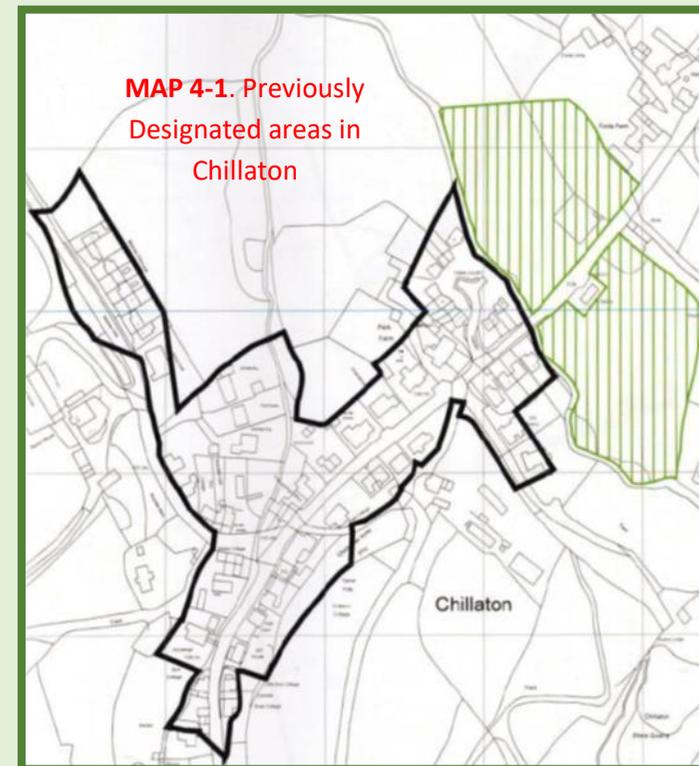
4.6.0.2 There is also specific guidance¹⁷ relating to local green space designations in neighbourhood plans provided by Locality.

4.6.0.3 As previously identified, prior to the development of the JLP, local planning policies of the Borough Council had designated areas in both Chillaton and Milton Abbot as 'important open space within settlements' and stated that they should not be developed. These areas are shown on Maps 4-1 and 4-2 below.

4-6.1. Chillaton Green Spaces

4.6.1.1 Two areas had been identified by the Borough Council either side of the Lewdown Road. These are shown below in Map 4 -1 as the areas shaded in green.

4.6.1.2 Both currently have no general public access, one being permanent pasture and the other a pasture used for grazing donkeys. Neither land owner was aware of its designation as a green space.



¹⁷ Making local green space designations in your neighbourhood plan

4.6.1.3 They have no identified community, historic or environmental significance and provide no recreational value to the village.

4.6.1.4 Given the above and additional information provided within the Guidelines, such as the Checklist for Green Infrastructure, neither of the previously proposed sites in Chillaton would qualify as formal Local Green Spaces.

4-6.2. Milton Abbot Green Spaces

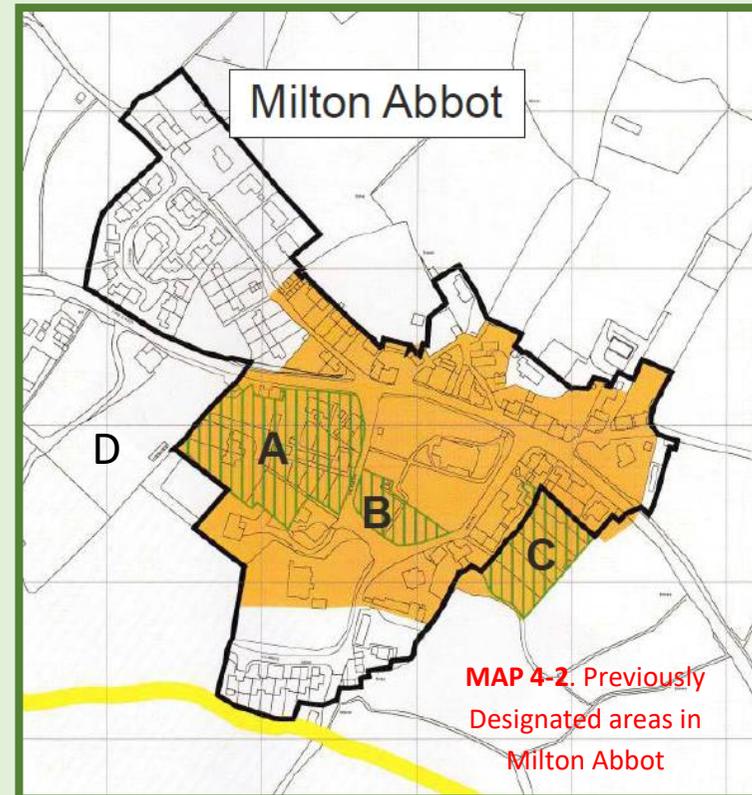
4.6.2.1 Three areas have been previously identified by the Borough Council as important open spaces identified on the Map 4-2 below.

4.6.2.2 However, as with Chillaton, Areas A and C are not public spaces rather they are rear gardens to private dwellings and hence not suitable as designated green spaces.

4.6.2.3 Finally, Area B behind the church is a small plot currently provided with children’s play equipment which can be considered to have a recreational value to the village. Thus it does have some attributes associated with a Local Green Space.

4.6.2.4 The map also identifies an additional area, Allotment Gardens to the south of Fore Street that have been in constant use, rented by local residents, for at least the last 25 and possibly, the last 100, years. They are of significant historic value having been originally associated with the now Grade II listed, Lutyens-designed estate houses in The Parade and include a group of original former pig sties. As such, they form part of the Duke of Bedford “model village” design, based around Venn Hill and The Parade.

4.6.2.5 These may also fit the green space criteria or be considered as green space for any adjacent development. This is considered further under the Sites Assessment at Section 9.



4-6.3. Community Feedback

4.6.3.1 There was overwhelming support for the idea of Local Green Spaces in the Residents Survey of 2017. However, this was before the more recent Local Green Space legislation and guidance was available.

4.6.3.2 Although the general concept was well supported, there was a significant level of opposition to the designated spaces in

Chillaton. However, the field between Sunwaye and Marlow Crescent was proposed, as was the area surrounding Long Cross. However, it is believed that neither of these would currently meet the basic criteria for Local Green Spaces.

4.6.3.3 In Milton Abbot, Allotment Gardens Fore Street, the area next to the school and the cricket pitch were also put forward.

4.6.3.4 The criteria that have to be met were referred to in the questionnaire and many of the comments received in support of designation, quoted from them. However, simply stating 'Historic significance', for example, is not the same as producing evidence that this is the case. It is also possible that sites that do not allow public access may have a lower level of local significance than those that do permit general use.

4.6.3.5 The needs of our villages and hamlets are diverse and no single answer is appropriate. Having regard to the views of respondents and the application of the guidance for local green space designations, this is an issue that will require further investigation and is introduced as Community Action 4 -1 below.

Community Action 4-1. Local Green Spaces

There was local support for the adoption of Local Green Spaces, however, a number of existing designated 'important open spaces' appear not to meet the new criteria for Local Green Spaces. The Parish Council should:

- Consider establishing a group to consider formal review of the communities' aspirations regarding the establishment of formal Local Green Spaces.
- Ensure any future planning application for multiple homes considers the need for formal green spaces.

4-7. Public Rights of Way

4.7.1 When asked in the Residents Survey of 2017 to state what they liked about living in the designated area, the overwhelming majority [66%] of MACK residents appreciated our beautiful, peaceful, rural area. The second most significant factor (22%) was that that they lived in a friendly place with a good community spirit. 11% also appreciated ease of access to open countryside with walking [32%] being the favourite pastime identified.

4.7.2 In addition, the JLP supports opportunities for sport, physical activity and active leisure through Policy DEV3, Sport and Recreation, which seeks to protect and, where appropriate, enhance and create new public rights of way and bridleways.

4.7.3 We are fortunate therefore, that footpaths and bridle ways crisscross the MACK Plan area. As previously stated, the nationally important long-distance Tamar Valley Discovery Trail cuts diagonally across the area from north-west to south-east.

4.7.4 Critical to the sustained enjoyment of the countryside is easy access to, and the routine upkeep of, public rights of way. Landowners are responsible for making sure people can access the public rights of way on their land¹⁸. This includes making sure they're clear of crops and overhanging plants and looking after stiles and gates.

¹⁸ Devon information-for-landowners

4.7.5 However, the Parish Council can also take proactive action to safeguard local rights of way and potentially gain financial support through CC Grants.

4.7.6 Devon County Council is working in partnership with many parish/town councils, landowners and local voluntary groups. The main aim is to improve the condition of the local rights of way and keep them open and used properly.

4.7.7 The Parish Paths Partnerships Scheme (also known as the P3 scheme) is an initiative to ensure that the rights of way network is properly maintained and well publicised. It has the support of the National Association of Local Councils and is Devon County Council funded.

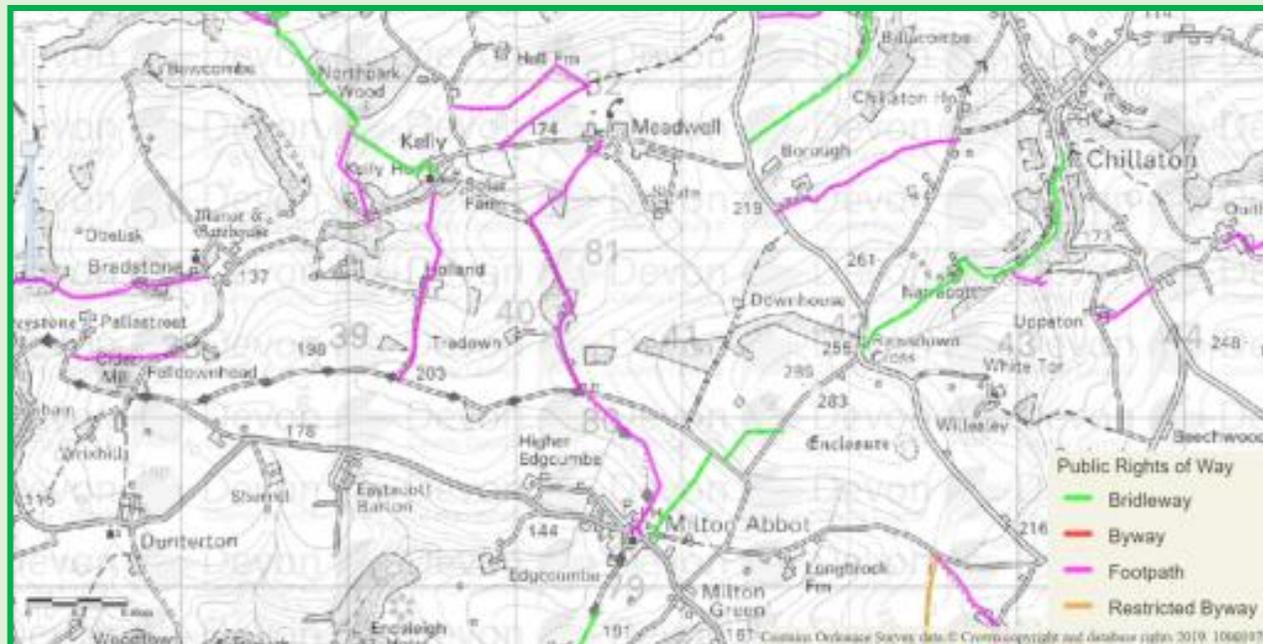
4.7.8 Given the importance placed on access to the countryside by the MACK plan residents and the obvious benefits this has to

community welfare, consideration of registration with the P3 Scheme is introduced as Community Action 4-2 below.

Community Action 4-2. Rights of Way

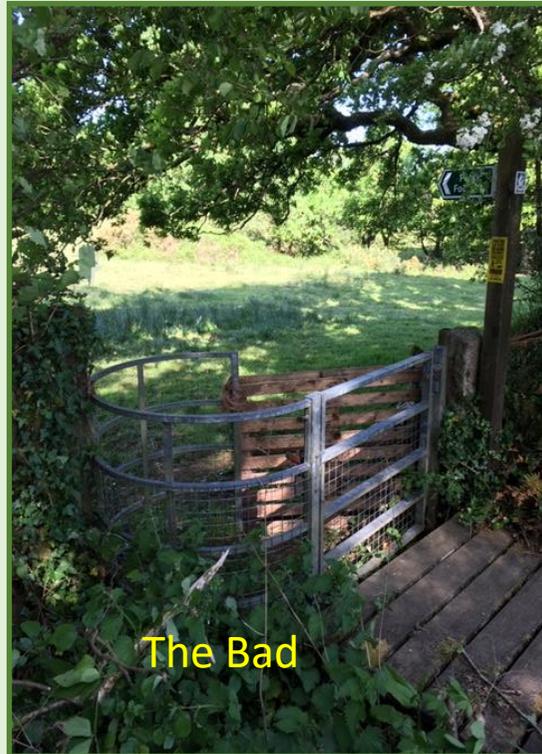
Access to, and the enjoyment of, public rights of way that crisscross our landscape has become an intrinsic part of our community's wellbeing. The Parish Council should consider:

- Nominating/recruiting a Rights of Way 'champion(s)'.
• Carrying out an assessment of the condition of the rights of way to understand their current status.
• Registration with the Devon Parish Paths Partnerships Scheme.

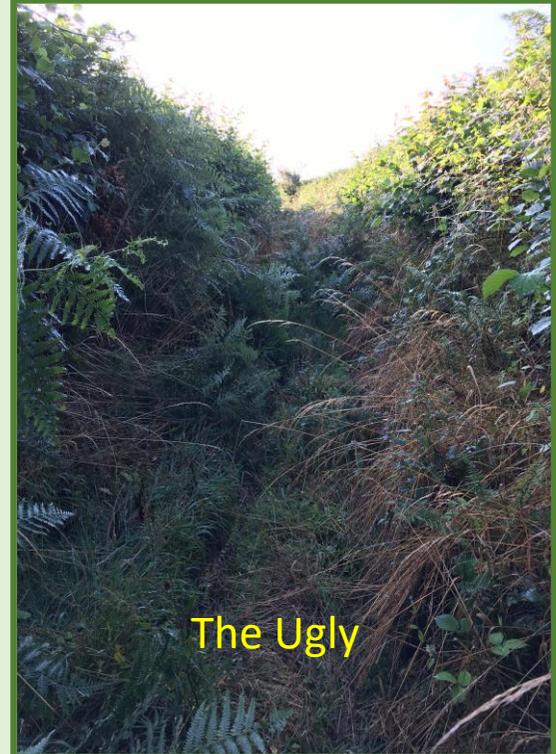




The Good



The Bad



The Ugly



5. Our Heritage

5.0.1 The area covered by the Neighbourhood Plan includes many Listed Buildings and Historic Sites and contains, or lies adjacent to, regions which have been given official designations to protect the exceptional landscapes and buildings.

5.0.2 The JLP makes it clear at Policy DEV21, development affecting the historic environment, that any development proposals will need to sustain the local character and distinctiveness of the area by conserving and where appropriate enhancing its historic environment, both designated and non-designated heritage assets and their settings, according to their national and local significance.

5.0.3 The NPPF also gives clear guidance on the impact of development on designated and undesignated heritage assets including their setting:

When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be.

As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building, park or garden should be exceptional.

Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

5.0.4. Our Neighbourhood Plan seeks to establish a baseline for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats.

5-1. Officially Designated Areas

5.1.1 Policy DEV25 addresses Nationally protected landscapes. It mandates that the highest degree of protection will be given to the protected landscapes including the Tamar Valley AONB and Dartmoor National Park. It calls on the LPAs to protect the AONBs and National Park from potentially damaging or inappropriate development located either within the protected landscapes or their settings.

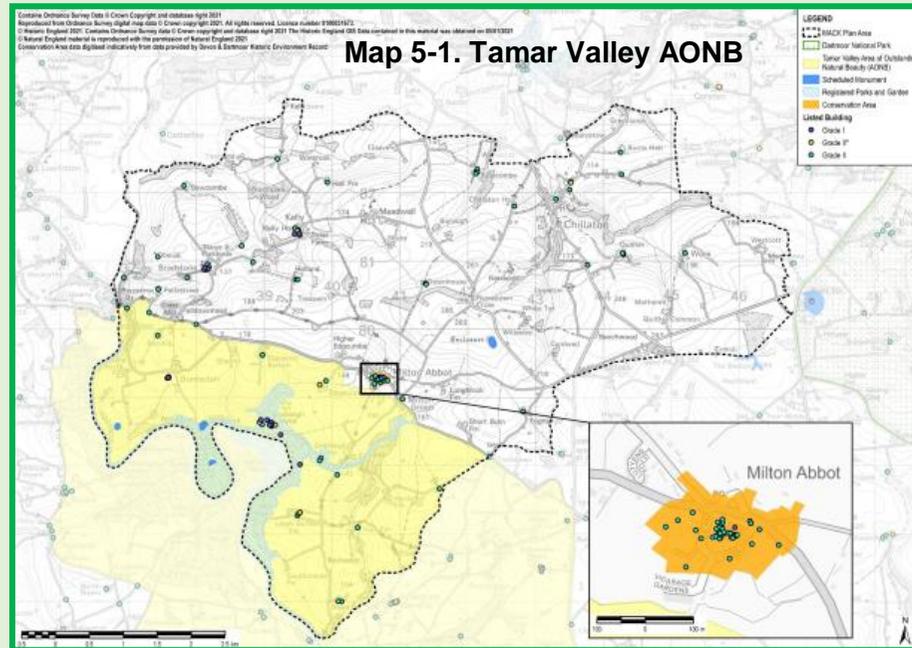
5.1.2 In addition, the JLP identifies that “*Local Authorities have a legal duty to have regard to the statutory purposes of AONBs and National Parks during plan-making and decision-taking on individual developments. This duty also applies to Parish and Town Councils during the preparation of Neighbourhood Plans*”.

Tamar Valley Area of Outstanding Natural Beauty (AONB)

5.1.3 Part of the Tamar Valley AONB lies within the area covered by this Neighbourhood Plan. It encompasses c14,000 acres in a sector bounded by the village of Milton Abbot and the River Tamar between Greystone Bridge and Horsebridge. This section of the Neighbourhood Plan area is shown shaded in yellow in Map 5-1 below. Although this part of the AONB does not contain the mines and mining sites included in the UNESCO World Heritage Designation it does lie closely adjacent to these sites.

5.1.4 Enclosed within the AONB is the Grade 1 listed Endsleigh House designed by Sir Jeffrey Wyattville for the Duke of Bedford in

1810. It also contains the gardens and extensive grounds surrounding the house which are designated as a Historic Park and Gardens. Endsleigh is in Architectural terms known as a "Cottage Ornee" and was designed to sit in a romantic landscape with views of a variety of other small exotic buildings, such as "Swiss Cottage".



Milton Abbot Conservation Area

5.1.5 In 1908 the Duke of Bedford commissioned the architect Sir Edward Lutyens to design new estate cottages in Milton Abbot. This he did in the Arts and Crafts style using the local Hurdwick stone.

5.1.6 The central part of the village surrounding the Grade 1 listed church of St Constantine is part of a Conservation Area and contributes to the setting of the Cornwall & West Devon Mining Landscape World Heritage Site (WHS).

Ancient Monument

5.1.7 Castle Park Camp is a scheduled Ancient Monument which is situated (SX4236379806) on the high ground of Ramsdown between Milton Abbot and Chillaton. It is listed (number 1020274) by Historic England and is described as a Hilltop Enclosure which they date between the Bronze Age and Early Iron Age (eighth-fifth centuries BC). Indeed a flint arrow head was recovered at Downhouse Farm, Ramsdown (SX41458065) and a Flint Burin from Ramsdowns woods (SX41458056).

5.1.8 Scheduled Monument barrows also that mark the later parish boundary between Milton Abbot and Lamerton south of Quither Common. Scheduled Monument prehistoric sites exist at Dunterue and Lucy Cleave as well as.

5.1.9 Historic England outlines the importance of sites such as Castle Park Camp by saying, *"this class of monument has not been recorded outside England. In view of the rarity of hilltop enclosures and their importance in understanding the transition between Bronze Age and Iron Age communities, all examples with surviving archaeological remains are believed to be of national importance"*.

5.1.10 Although just outside the MACK area the Scheduled Monument at Brent Tor is a significant landmark and therefore has an extensive setting. Developments, such as solar PV, wind turbines and some digital communications infrastructure, could affect this within the Plan area and this should be considered during the planning application process.

Designated Heritage Assets

5.1.11 Grade 1 listed buildings are considered to be of exceptional interest, where those listed as Grade II* are particularly important buildings of more than special interest. Grade II assets are buildings that are of special interest, warranting every effort to preserve them.

5.1.12 The area covered by this Neighbourhood Plan contains 13 Grade I and 8 Grade II* listed buildings, all of which are of national importance and are detailed below:

| Grade1 | Location |
|------------------------------------|--------------|
| Parish Church of St Constantine | Milton Abbot |
| Endsleigh House | Milton Abbot |
| The Shell House and Grotto | Milton Abbot |
| The Swiss Cottage | Milton Abbot |
| Stables to the North of Endsleigh | Milton Abbot |
| Rockery and Grotto Endsleigh | Milton Abbot |
| Salmon house and Larder, Endsleigh | Milton Abbot |
| Parish Church of St Mary | Kelly |
| Kelly House | Kelly |
| Bradstone Manor Gatehouse | Bradstone |
| Church of St Nonna | Bradstone |
| Greystone Bridge | Bradstone |

| | |
|---------------------------------|--------------|
| Church of All Saints | Dunterton |
| Grade II* | |
| Bradstone Manor House | Bradstone |
| Kelly House Stable Block | Kelly |
| Edgcumbe | Milton Abbot |
| The Dairy Dell Cottage | Milton Abbot |
| Sundial, Endsleigh | Milton Abbot |
| Retaining wall Endsleigh Garden | Milton Abbot |
| Leigh Barton | Milton Abbot |
| Forda House | Milton Abbot |
| Old Manor House | Foghanger |

5.1.13 In addition, there are nearly 80 Grade II buildings, a number of which are listed in Appendix 2-3A.

Non-designated heritage assets

5.1.14 Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets.

5.1.15 Whilst there is currently no local register, across the MACK Plan area there are many hundreds of potential non-designated heritage assets which include:

- Evidence of prehistoric settlement in the form of scatters of prehistoric stone tools and several prehistoric enclosures (in addition to the Scheduled ones).
- Bronze Age Barrows – some scheduled monuments, marking the later parish boundary between MA and Lamerton near Quither, and some ploughed level, undesignated, but with below ground archaeology.
- Designed landscapes – such as the Bradstone Obelisk and Kelly House and Park, as well as Endsleigh.
- Extensive evidence of medieval settlement and field systems. Including Listed farmsteads, evidence of shrunken and deserted medieval farms (Uppaton, Poflett, Dunterton), large areas of intact or still legible enclosed medieval strip fields. Also, former orchards (mostly lost from the north MACK area).
- Post-medieval mills and waterpower (e.g. Bradstone).
- Mines and mining landscapes (within the setting of the Cornwall & West Devon Mining Landscape World Heritage Site (WHS)).
- Historic Transport – from the medieval Greystone Bridge to early modern turnpike toll houses and milestones.

5.1.16 A register of such non-designated assets should be prepared and the whole of the community should become actively involved in the nomination process. The process to be adopted will be in accordance with the Historic England Advice Note 7, Local Heritage Listing: Identifying and Conserving Local Heritage. A representative format is included at Appendix 2-3 B

Policy 5 -1. Protecting our Heritage

Great weight shall be given to the conservation and enhancement of designated heritage assets as identified within Appendix 2-3A & B of the Neighbourhood Plan.

Special regard shall be given to the desirability of preserving these assets, their settings and any features of special architectural or historic interest which they possess.

Proposals that affect any non – designated heritage assets will be considered in terms of the significance of the asset against the scale of any loss or harm to that significance.

5.1.17. Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.¹⁹

5.1.18. In recognition of the MACK Plan area's rich archaeological resource, development proposals will be encouraged to be accompanied by an initial archaeological evaluation.

¹⁹ NPPF 2019 para 194.b

Community Action 5-1. Non-designated heritage assets

To assist with the protection of non-designated assets the Parish Council should consider:

- Engaging the community as a whole to nominate buildings, structures and other features that they consider should be included on the list of local heritage assets.
- Carrying out an assessment of the nominations and drawing up a draft list to be subject to consultation with the community
- Creating a definitive register of non-designated heritage assets.

5.1.19. However, as detailed previously, developments often face the conflicting demands of protecting our heritage and our environment. To seek the best approach to meeting these opposing demands any development plan is encouraged to include formal consultation with Historic England.

Milton Abbot Conservation Area Management Plan

5.1.20. The existing Conservation Area (CA) boundary is tightly drawn based on the Government guidance at the time. This has long been superseded by Historic England guidance that encourages consideration of open spaces that contribute to the special character of the settlement.

5.1.21. As Milton Abbot is a village CA of particular quality, the MAGPC should commit to working with WDBC to review the CA boundary as part of a CA Appraisal and Management Plan process.

6. Local Economy and Employment

6.0.1 No detailed figures are available solely covering the MACK Plan area and the size of the economy, levels of employment etc. So we have used available sources²⁰ of this information for West Devon and its Ward Boroughs and then extrapolated on the basis of population size to provide estimates for the MACK plan area.

6-1. Economy Size

6.1.1 The size of the West Devon Economy in 2012 was £586m. This was based on a population of 2200 businesses, equating to a level of £266k per business. West Devon includes some larger businesses on industrial estates in Tavistock, Okehampton and other larger towns and villages.

6.1.2 In the MACK Plan area there are no industrial estates or larger businesses (apart from one hotel). As such we would expect the average Value Add or Business Activity level to be significantly lower. Based on an estimate of an average activity level of £100k per business and 60 businesses this would equate to an overall economic level of £6m (excluding government funding of pensions, benefits etc). These are assumptions as no detailed facts are available.

6-2. Local Commerce

6.2.1 The businesses within the MACK plan area fall into 4 main activity categories: Tourism, Agricultural, Services and Industrial.

²⁰ Facilitating Growth in South Hams and West Devon, Devon County Council

Some examples of the businesses in each category illustrate the diverse nature of the activities:

Tourism

- A high quality hotel.
- Many Bed and Breakfast outlets.
- A holiday Yurt business.
- Holiday self-catering accommodation.

Agricultural

- Over 25 farms.
- Agricultural machinery services.

Services

- A public house.
- A primary school.
- Garden Centre.
- Climbing Barn.
- Livery.
- Building and DIY support.

Industrial

- Ice cream manufacturer.
- A specialised box company.
- A ship brokerage.
- Candle makers.

- An events support company.
- A video technology company.
- Cider Producer.
- Self-Storage facility

6.2.2 With a few exceptions, such as Endsleigh Hotel and the primary school, these are mainly micro sized businesses employing less than 10 people on a full or part time basis.

6-3. Employment

6.3.0.1 The MACK plan area is split between the Milton Ford ward (includes Milton Abbot and Chillaton) and the Tamarside ward (includes Bradstone, Kelly, Dunterton).

6.3.0.2 Employment activities across the designated area in which more than 20 people were engaged from the last census were:

Motor trades - 66

Construction - 34

Manufacturing - 31

Accommodation - 32

Education - 50

Health and social services - 52

Farming/Agriculture/forestry - 41

Professional/scientific/technical - 23

6.3.0.3 The figures published in the Devon County Facts and Figures Document indicate that in 2011 the percentage of people employed (part time, full time, self-employed) was 69% in Milton Ford and 64% in Tamarside. The remaining residents were either unemployed (2.4% and 2.9%), students or economically inactive.

6.3.0.4 This is in line with the number of people identified in the census as unemployed (i.e. not students, retired or at home

looking after other family members) which was 20 in 2011, or 2.6% of the population aged between 16 and 64. The national average in 2011 was 7.7% and in 2015 it was 5.4%.

6.3.0.5 That reduction in 2015 to a seven-year low does not suggest that current unemployment figures in the MACK Plan area will have increased.

6.3.0.6 The census identified that of 782 residents between the ages of 16 and 64, 557 (71.2%) were in work. Of these, 224 (28.6%) were employed fulltime, 122 (15.6) were employed part time and 211 (27%) were self-employed.

6.3.0.7 The JLP Strategic Objective SO9 calls for the development of new homes, jobs and community infrastructure which is sufficient to meet the local needs of the sustainable villages and the village networks they serve. This will be achieved through enabling local employment opportunities that can support a thriving rural economy.

6-3.1. Business Survey

6.3.1.1 A survey has been undertaken by the Neighbourhood Plan team contacting businesses across the MACK plan area. In response to the question asking what limits their growth opportunities the main factors highlighted were:

1. **Poor broadband speeds:** in the main settlements of Milton Abbot and Chillaton reasonable download speeds of c. 50-60 Mbps are obtained. However, in the hamlets and areas remote from the switching exchanges the download speeds can be as low as 2Mbps. Upload speeds of 1-2Mbps even in the main settlements limit the potential for some businesses.
2. **Variable Mobile coverage:** due to the undulating nature of the landscape mobile coverage is poor in some areas and non-existent within some buildings. With more financial businesses using mobile phone connectivity to verify

Policy 6 -1. Promoting Employment

6.1a Loss of existing employment facilities

Development proposals that result in the loss of existing employment facilities within buildings falling within Use Classes E, B2 or B8 of the Town and Country Planning Use Classes Order 1987 will only be acceptable where:

- Alternative employment facilities of a similar nature have been provided elsewhere in the local area to replace the facilities being lost; and/or
- There is no demand for the continuation of an employment use on the site and the property or site has been marketed effectively for a period of at least 12 months at an appropriate level in which case alternative uses for sheltered housing, leisure, tourism or retail uses will be considered acceptable alternative uses.

6.1b New employment facilities

New or converted business and industrial development will be supported providing the size and scale of any new buildings proposed for the use are sensitive to their surroundings and should not cause harm to the to the AONB, particularly if in close proximity to residential properties.

transactions this is becoming an increasing problem.

3. **Lack of public Transport:** the inadequate public transport in the area means that unless individuals have cars it is virtually impossible for them to be employed outside of the area and for those businesses within the MACK Plan area seeking particular skills it is very difficult to employ people living outside of the area.

6-3.2. Local Homes vs. Public Transport

6.3.2.1 There is an inextricable link between limited affordable housing and the lack of local job opportunities. With inadequate public transport and the lack of any large local employer, many residents have significant commutes to their places of work. The impact of the resulting commuting costs adds an additional financial burden to the already high cost of housing that is less prevalent in urban situations with better public transport.

6.3.2.2 As a result, would be residents and first time buyers face a greater financial challenge as a direct result of the remote rural location of the MACK Plan area. Affordable housing is perhaps therefore even more important here.

7. Services and Infrastructure

7-1. Services

7.1.1. Ours is a truly rural community where supporting infrastructure, services and amenities are sparse and where motor transport is required to access GP's, dentists, pharmacies, Post Offices and larger shops in adjacent communities.

7.1.2 Neither Chillaton nor Milton Abbot, the two largest settlements in the plan area, have been able to retain their village shops, both of which have closed in the past decade and been granted planning permission for residential use. The only shop is at Carrs garage on the southern boundary of the MACK plan area, some 2.5 miles from both Milton Abbot and Chillaton.

7.1.3 There is a public house in Milton Abbot though the Chichester Arms in Chillaton has been shut for many years. There are Village Halls in Milton Abbot and Meadwell with a community primary school also in Milton Abbot. There is no secondary education within the designated area with pupils travelling by school bus to Tavistock or beyond.

7.1.4 Beyond infrequent Community buses (twice weekly) there are no regular public bus services and residents wanting to use public transport would generally drive to Tavistock to catch services to Plymouth, Okehampton and beyond. Having no connectivity to wider public transport options such as rail, limits opportunities to access regional facilities.

7.1.5 There are no GP surgeries within the Plan area with residents either travelling into Tavistock to use Abbey Surgery or Tavyside Health Centre or its satellite surgery to the north in Lifton. Whilst private dentistry is available in Tavistock the single NHS Dental practice at Kilworthy Park is oversubscribed. The nearest NHS dentists with vacancies are either in Plymouth or Holsworthy, both 20 miles away.

7.1.6 There are community hospitals in Tavistock, Launceston and Okehampton but these do not provide 24-hour care nor do they have A&E, simply minor injuries. The nearest hospitals in Devon with an A&E are Derriford in Plymouth or The Royal Devon and Exeter in Exeter.

7.1.7 The dire situation concerning the limited availability of NHS healthcare provision in Tavistock will be exacerbated by the hundreds of new homes being built in the town and surrounding parishes with no increase in community services.

7.1.8 There appear to be little or no opportunities for local residents to work with the clinical commissioning group to develop innovative approaches to location based health promotion and care services which reflect and meet local need.

7.1.9 Any development needs to promote a sustainable form of transport, for example ring and ride, which will become particularly important with an aging population and with the majority of health services likely to remain in the larger towns for the foreseeable future. Local buses are infrequent and not flexible enough to cope with health service appointments systems.

7.1.10 JLP Policy SPT2 requires development to assist in creating neighbourhoods and communities which are well served by public transport, walking and cycling opportunities.

7.1.11 In addition, the JLP SPD at DEV29-DEV31 calls for *“infrastructure needs to be provided when planning for growth and delivering development. Unless infrastructure needs are met, development can be unsustainable and can lead to an unbalanced community without the services and infrastructure they need to thrive”*.

7.1.12 It should therefore be noted that the figure of around 20 new homes identified within the JLP is predicated, in part, from the limited capacity of existing services and infrastructure. As can be seen above, there is in fact scant capacity to meet the demands of the existing residents.

7-2. Utilities

7.2.1 In general, there is no piped domestic gas, rather existing homes utilise either LPG, electric or oil. Electricity supply is, in the main, provided by unsightly overhead power cables with power outages common during bad weather. Mains water and sewage is provided by South West Water (SWW) through infrastructure designed and laid down some years ago to meet limited rural demands.

7.2.2 Many houses within and adjacent to the settlements of Milton Abbot and Chillaton depend on spring water supplies and the use of septic tanks. With limited access to services some new builds incorporate run off filtration systems for sewage. These limited utility provisions are an important consideration in any new development proposals.

7.2.3 Any proposed development must also consider waste management. The JLP under Policy DEV31 - Waste management requires:

- New developments to have regard to the operational needs of the relevant waste collection authorities in their design and access arrangements.
- New developments to provide integrated facilities for the storage of recyclable and non-recyclable waste.

7.2.4 In addition, our region provides a high quality environment that includes landscapes, habitats and historic assets of national and international importance, while the quality of life of those living

and working near waste management facilities will also need protecting.²¹

7.2.5 For example, from a waste planning perspective the Waste Consultation Zone (WCZ) for Hayedown inert recycling site extends into the Plan area near Beechwood.

7.2.6 Consideration of local services and infrastructure is introduced through Policy 7-1, below.

Policy 7-1. Sustaining Local Infrastructure

Any new development (including change of use and conversion) within the plan area should ensure:

- That there would be no material unacceptable impact on the safe and efficient operation of the local road network, including residential roads, rural lanes and parking.
- Sufficient parking is to be provided and that the number of spaces, their location, layout and design will not have adverse impacts with respect to highway safety, amenity and character.
- That there will be no reduction in water supply and quality, and that sewage and waste management implications have been assessed in order to ensure that existing networks have the capacity to manage increased demands.
- That access roads will need to be designed with consideration of efficient passage of delivery goods and service vehicles.
- That where appropriate adequate footpaths and cycle paths are provided to enable good and safe access both within the development and from it to local facilities, particularly to school bus stops and the path to Milton Abbot school.

²¹ Devon Waste Plan 2011 - 2031

7-3. Community and Recreational Facilities

7.3.1 Within our various villages and hamlets there is a strong community spirit. Whilst facilities are limited there are a wide range of clubs, societies and groups that meet regularly and cater for different age groups and special interests - Amateur Dramatics, Lunch clubs for older people, and playgroups for toddlers. We need to ensure that these activities are both preserved and enhanced.

7.3.2 Whilst Milton Abbot boasts a Cricket Club, there is a general absence of playing fields, play parks and public green spaces that can play a pivotal role in community life and in attracting young families. This is essential if we are to address the forecast demographic imbalance across the MACK due to a lack of growth in those of childbearing age and consequently the younger replacement population²².

7.3.3 There is strong support for the retention all our limited facilities with many residents commenting on the need for more

Policy 7-2. Community Facilities

a) Loss of existing community facilities

New development proposals that entail the loss of the following existing retail, leisure and other types of community facilities will not be supported unless the facilities are replaced with community facilities of similar or better quality or value to the local community; or are demonstrably unviable and/or surplus to the community requirements.

- St Constantine's Church, Milton Abbot.
- Milton Abbot Primary School and grounds.
- Milton Abbot Village Hall.
- Edgcumbe Arms, Milton Abbot.
- Allotment Gardens, Milton Abbot
- Playground, The Parade, Milton Abbot.
- St Nonna's Church, Bradstone
- All Saints Church, Dunterton.
- St Mary's Church, Kelly.
- Kelly Village Hall.
- Chichester Arms, Chillaton (closed but still registered as a business).
- Allotments, Chillaton

b) New community facilities

Development proposals for new community facilities will be supported providing that they would not cause harm to the amenities of nearby properties and there are adequate off street car parking facilities available.

²² HNA Paragraph 145.

community or recreation facilities. Set out below is a policy seeking to retain and encourage new community and recreational facilities.

7-4. Mobile and Broadband

7.4.1 Connectivity is a real problem across rural communities with both access to broadband and mobile phone reception being poor across much of our community. With an increase in home working, remote school work and businesses run from home this creates significant difficulty for existing or starter businesses.

7.4.2 In addition, the lack of adequate mobile coverage can be a threat to life. There is a recent example (2020) of a first responder crew being unable to find a patient (with sepsis) in Chillaton and they were unable to call to seek clarification as they had no reception.

7.4.3 In 2018 the Government introduced a Universal Service Obligation (USO) for broadband provision, aiming for this to be in place by 2020 at the latest. It was planned to be introduced from 20 March 2020.

7.4.4 The USO for broadband is a UK-wide measure intended as a “safety net” to deliver broadband to those premises that do not have access to a decent and affordable connection. Although it will be up to BT to determine who is eligible, it would seem reasonable to think that homes across the designated area that cannot currently receive a service from an internet service provider or through the USO, and which also cannot receive 4G mobile service will fall within the eligible group.

7.4.5 The Government have defined a ‘decent connection’ as one that can deliver 10 megabits per second (Mbps) download speed and 1 Mbps upload speed (along with other defined quality

parameters). Ofcom has defined an affordable connection as one that costs less than £45 per month.

7.4.6 Policy DEV15 of the JLP goes further in supporting connectivity of the rural economy by suggesting that development proposals should explore opportunities to improve internet connectivity for rural communities where appropriate.

7.4.7 The MAG PC should consider the significant shortcomings in both mobile and broadband coverage. Community Action 7-1 below refers.

Community Action 7-1. Mobile and Broadband

Access to both mobile phone and superfast broadband in rural areas is critical to local businesses and the sustainment of our communities, and for the wellbeing and safety of our residents. The MACK Plan area has areas where these are currently poor or non-existent: The Parish Council should consider:

- Completing a dedicated study to identify the exact needs of our community.
- Liaising with other rural parishes where action is already underway, eg Brentor.
- Deciding what actions could be taken to improve broadband and mobile phone connectivity.

7-5. Additional Community Funding

7.5.1 We are committed to exploiting access to Section 106 of the Town and Country Planning Act 1990 that allows a Local Planning

Authority to seek contributions from developers, through the planning application process, towards the cost of providing services and infrastructure within a community. Part of the Section 106 monies should be spent on new community facilities or upgrading facilities within the Local area, and are available to projects that can evidence the additional demands placed on any Local facility as a result of the development.

7.5.2 Section 106 contributions are negotiated with developers through the planning process and received at a specific point in the development. Section 106 agreements can help make new home schemes more attractive to communities. It can be used to help fund affordable housing as well as roads, parks and youth services.

7.5.3 We should therefore actively seek to not only retain and maintain our existing community resources but also strive to develop new facilities for the benefit of all ages. It is important therefore that we, as a community, identify projects suitable for Section 106 funding and evidence the need and demand for such facilities through the Neighbourhood Plan.

7.5.4 Such projects may include formal community green space or recreation facilities, allotments, community heating solutions or the provision of new or enhanced outdoor sport and children and young people facilities. Ideas from the community included support for the provision of:

- A community owned and run café with indoor and outdoor seating.
- Safe children's play and adventure area adjacent to development.

- Improvements/renovation of the Milton Abbot Village Hall.
- A new community centre for residents of all ages within the developments.
- Improvements to the pavement running from Milton Abbots' village centre to the school, which lacks safety.
- Introduction of enhanced traffic management at the western entrance to Milton Abbot.
- Additional community parking.
- Extra traffic calming measures; eg chicanes, speed cameras or sleeping policeman.
- Improved street lighting where appropriate.

8. Transport

8-1. Road Safety

8.1.1 Through the Residents Questionnaire 2017 and engagement with the local community, road safety has been identified as a significant local concern. This is explored by individual area below:

8.1.2 **Milton Abbot** – Milton Abbot sits astride the main road from Tavistock to Launceston, the B3362. As a result, there is a significant flow of traffic through the village, a large proportion of which is HGVs. The following road safety issues have been widely reported:

- The B3362 is generally constricted to a single lane, for anything larger than 2 small cars, by unavoidable domestic parking on the opposite side of the road from the church. This has the effect of slowing or stopping traffic in the

centre of the village during busy periods but outside this, vehicles regularly exceed the 30 mph speed limit. The side effect of this constriction of the road in the centre of the village is the danger posed to pedestrians on the narrow pavement alongside the churchyard when vehicles are squeezing past each other.

- Milton Abbot Primary School is 560 metres from the centre of the village. Along this stretch the B3362 is barely wide enough in places for 2 HGVs to pass each other and when doing so, Tavistock bound vehicles are forced to infringe over or indeed onto the already narrow pavement from the village to the school (photo below).



- There is no safety barrier or appropriate traffic management and many parents drive their children to school rather than risk using this pavement.

- The staggered junction with the B3362 by the village school shown below creates a blind junction for vehicles exiting either of the side roads on a bend and the crest of a hill.



- It is suggested that enhanced traffic management at this junction would serve both to remove this danger of collision and to reduce the speed of traffic entering the village and therefore partially alleviate the danger for children walking to and from school.

8.1.3 In an effort to address the dangers presented to the community by speeding traffic, volunteers have recently formed the Milton Abbot Road Safety Group.

8.1.4 **Chillaton** – There are 3 main roads passing through the village providing access to Tavistock to the south, and Lifton and Lewdown to the north. All form part of the main routes across the area for both commuter and heavy commercial traffic directed this way from the A30 to Tavistock. Despite this, public footpaths within the village are limited to less than 100 metres.

8.1.5 Each road into the village passes through a 30 MPH speed gate. Radar controlled warning signs are provided on the roads from Lifton and Lewdown which do have some minimal effect on slowing traffic as it enters the village. However, rumble strips covered by recent resurfacing were not reinstated as required. The main road from Tavistock simply has a speed reduction gate.

8.1.6 On this road, a long downhill approach, the Chillaton village sign is over a half mile from the first house and as such is ineffective. The 30 MPH signs are positioned at the gate of the first house meaning that most traffic is still traveling well in excess of 30 MPH as it passes the first houses.

8.1.7 The picture opposite shows a recent accident (June 2020) where a car travelling at speed lost control some 50m after the 30 MPH gate (note skid marks), hit the far bank and summersaulted landing adjacent to a house narrowly missing parked cars and facing the opposite direction.

8.1.8 As there are no footpaths this particular area is deemed by residents to present a potential danger to life to those who walk it daily, a situation exacerbated at night or in winter by there being no street lighting for the first 50 metres or so.

8.1.9 Despite having near 3 Km of road frontage there is only around 100m of pavement with no speed restriction repeater signs anywhere within the village.

8.1.10 With no local schools, all school children need to catch daily transport yet there are no bus stops provided for their safety. Rather busses stop at the junction of the 3 roads in the centre of the village, on a blind bend, during peak traffic periods. This is considered so dangerous that most parents drive their children into the village centre, even those who live only a few hundred metres away.

8.1.11 This is especially relevant to the families living around Marlow Crescent who have to walk to the buses via a very narrow section of road shared by both pedestrians and vehicles.



8.1.12 **The Hamlets** - Felldownhead road: This road is used as a shortcut between the B3362 and Greystone Bridge and despite being classified as a 30 MPH limit in 2002 for its entire length, it remains true that many drivers are failing to observe the speed

limit. It is estimated that, of the roughly 500 vehicle movements per day on this road, at least 150 are in excess of the speed limit, and / or constitute careless or dangerous driving.

8.1.13 Property has been damaged, and residents have had to resort to placing traffic cones outside their properties in order to create safer passages for pedestrians, and keep vehicles away from properties.

8.1.14 Road painting warnings have not been reinstated after road surface repairs. Several warning signs along the road have not been reinstated since being removed, despite several requests to do so by the Parish Council.

8.1.15 This road remains a serious hazard and risk for a great number of horse riders residing in the area as well as for residents and ramblers.

8-2. Highways Discussion

8.2.1 The introduction of overt traffic calming is favoured by the community such as mini roundabouts, speed chicanes and roadside barriers near the school. However, none of these were supported by the DCC Highways Department who favoured subtle changes to road markings and signage.

Without doubt, the single most highlighted subject raised in discussion with local residents has been Road Safety. Nothing will be achieved however, without local action therefore Community Action 8-1, Road Safety, is introduced below.

Community Action 8-1. Road Safety

The Parish Council should actively seek to gain approval for improvements to the safety of our residents. This may include.

- Some form of gateway feature on the entry to our villages.
- Removal of the centre white line with the introduction of “edge of carriageway” markings at danger points, especially near the school.
- Erection of a visible School board to remind drivers of the location of the school as it is not obvious from the road.
- Road markings and signage to clearly show areas of shared carriage (ie pedestrians and vehicles)

8-3. Residential Parking

8.3.1 Originating in the mid-17th century as settlements for the Duke of Bedford’s workforce, neither Milton Abbot nor Chillaton were laid out with car ownership in mind. As a result, the core of each village lacks any capacity to absorb additional parking on top of the already congested on road resident parking.

8.3.2 Car ownership levels continue to rise and car use is unavoidable given the lack of either local services or regular public transport within the MACK Plan area to access retail, education, medical or social facilities.

8.3.3 Many of the lanes that provide access to existing housing are single tracked and further narrowed by unavoidable on road parking.

8.3.4 There is therefore, a need to ensure that any housing development accommodates a high level of owner car parking

space and does not lead to local roads becoming any more congested with traffic or obstructed with parked cars.

Consideration of the local needs for parking can be found in Policy 8-1 below.

Policy 8-1. Parking

Planning permission for new development should only be granted where:

- New developments do not rely on on-road parking to satisfy its parking requirements but provide enough off-road parking spaces, including additional spaces for visitors, to ensure that pressure on existing parking is not increased unacceptably.
- Off-road parking spaces are in addition to garages, if present, and should be constructed of permeable materials to reduce the risk of run off flooding.



Section 9 – Housing

9. Housing

9-1. Prevailing Environment

9.1.1 The MACK Plan covers a rural area embracing 6 parishes, villages and hamlets with a mix of old and new housing each reflecting the era in which they were constructed. Older properties are, in the main, of traditional stone construction with exposed stone work and/or rendered exterior walls whilst newer properties tend to be of wood frame construction with rendered exterior walls which, in many instances, incorporate exposed stone work. The majority of properties are comprised of two floors, the development of single storey buildings (bungalows) in the area being below that of the surrounding WDBC area.

9.1.2 As with any rural development, over time building styles and sizes adapt to reflect the period of construction whilst retaining their core rural character. The plan area includes numerous listed and older unlisted buildings and features providing visual evidence of the areas agricultural and mining past dating back to the Bronze Age (e.g. the hilltop enclosures at Castle Park Camp and Hog Tor mines). In general villages and hamlets are 'ribbon developments', being formed along existing highways and as such are of strongly defined low density character.

9.1.3 Numerous Parish churches along with a great many old farm houses, cottages, barns, shippens, stables and other associated agricultural and industrial buildings give rise to the rural and historical character of the area, some of which dates back to the Domesday Book.

9.1.4 Any new housing or housing development across the MACK Plan area must contribute to conserving and enhancing this rural character as well as the special qualities of both the Tamar Valley

AONB and adjacent Dartmoor National Park. Indeed, JLP Strategic Objective SO9 calls for the protection and enhancement of local distinctiveness and the historic character of the smaller towns and villages.

9.1.5 The community clearly supports the need to ensure that future housing design must be of a high quality, minimise impact on the environment, recognise the special characteristics identified as being important to the area and make a positive visual contribution whilst providing sufficient space to meet basic lifestyle needs. They must also enable new residents to integrate effectively into existing communities



9.1.6 To retain the community's identity and the special qualities of the area, all development proposals should have regard to the advice set out in the separate Design Statement, Appendix 2-4, which has been prepared to support this section and is included as an appendix to this Neighbourhood Plan. Policy 9-4, Housing Density and Design, highlights key aspects of this design advice.

9.1.7 It should be noted also that a number of Class Q planning permissions have been granted within the NP area which have allowed the conversion of agricultural properties into residential and holiday homes.

9.1.8 In a rural community such as ours these properties add significantly to the housing stock and also to the demands on infrastructure.

9-2. Meeting the Housing Need

9.2.0.1 The JLP has set an indicative figure of 20 homes to be built within the MACK Plan area in the period to 2034 (nominally stated as being in Milton Abbot village which is defined as 'sustainable'). At the time of writing some 412 families were registered with Devon Homes Choice as looking for affordable homes across the WDBC area. But how do you define what the actual housing need is for the MACK Plan area being considered within the lifetime of the Plan?

9.2.0.2 The Neighbourhood Plan team considered a number of sources of information to help define the need for new houses within the MACK Plan area:

- Local data sources – Data from families registered on Devon Homes Choice and requested from WDBC and local estate agents.

- Housing Needs Assessment (HNA) – Provided as a Technical Support package, an independent review of background data completed by AECOM with access to data sources beyond local reach.
- A Housing Needs Survey – Again an independent survey and analysis completed by Devon Communities Together and recommended by WDBC.
- Community Input - Most importantly we considered input from the local community through the Local Survey of 2017 and engagement through events such as local Drop In sessions.

9-2.1. Local Data Sources

9.2.1.1 Devon Home Choice is a WDBC led initiative providing a portal for those looking for council and housing association homes. By using data available from this capability and focusing in on families and individuals registered to it from across our parishes we are able to gain an indication of those looking for rented accommodation.

9.2.1.2 Data was extracted and provided from the Devon Homes Choice by WDBC to show those across our community looking for available accommodation. The data was limited to the date of registration, accommodation needed (bedrooms), number in family, number of children, oldest and youngest ages, annual income and mobility requirements.

9.2.1.3 The data was collated²³ and upon analyses the following trends were identified:

- Typically, 9 families were looking for affordable housing at any one time, equally spread across Milton Abbott, Chillaton and Kelly.
- Consistently the biggest need was for 1 and 2 bedroom properties.
- A third of applicants indicated that provision was required for mobility considerations (limited or no steps).
- In general, such assistance was required by people in their late 60's or 70's. In one case the eldest member of a family of 4 was 43, suggesting assistance was related to disability.
- The average annual income across these families was c£13,500.

9-2.2. Housing Needs Analysis (HNA)

9.2.2.1 An independent research programme conducted by AECOM²⁴ and funded by Locality. Research Questions were formulated at the start of the project through discussion with the

²³ Devon Homes Choice Data

²⁴ AECOM Ltd work closely with communities, to drive social quality, economic growth and environmental sustainability planning. They deliver documents that guide policy and strategy by processing quantitative and qualitative data, developing and applying advanced modelling tools.

neighbourhood planning group to direct the research and provide the structure for the HNA.

- **Tenure and affordability** - to understand the needs of the community for housing, as well as the relative affordability, that should be provided to meet local need now and into the future.
- **Type and size** - seeking to determine what size and type of housing would be best suited to the local community.
- **Specialist housing for older people** - to ensure that future housing provision takes into account the needs of the elderly.
- **Specialist housing for people with disabilities** - to ensure that there is an adequate supply of suitable dwellings provided to meet the needs of people with disabilities in the Neighbourhood Plan area.

9.2.2.2 Key outputs from their research are contained in the formal, independent Housing Needs Assessment (HNA)²⁵ and include:

- Given that social rent is the only secure tenure within reach of single-earning households on lower quartile incomes (though some may access private rented dwellings through housing benefit) the lack of social or affordable rented dwellings is the principle affordability challenge for MACK residents.

²⁵ Milton Abbot, Chillaton and Kelly (MACK) Housing Needs Assessment (HNA)

- To ensure that households on lower than average incomes can afford to continue living in MACK it will be important to increase the quantity of affordable routes to home ownership – especially if reforms to welfare including housing benefit are implemented in the coming years.
- The age profile of the MACK population has a higher share of the population aged 0 -15 and a substantially higher share of the population aged 45-64 – a group that is likely to reach retirement age over the Plan period to 2034 and will become the largest source of demand for housing.
- The recommended size mix for new housing in MACK over the Plan period focuses on dwellings of 1 to 3 bedrooms, and suggests that no further large dwellings are needed.
- Increasing the proportion of accessible and adaptable homes within the housing stock, through applying optional building regulations (M4(2) and M4(3)) could play an important part in ensuring the wider housing stock meets the needs of older people.
- Providing for a proportion of new housing to meet optional building regulation standards Category 2 and Category 3 (wheelchair accessible) would help to ensure that those with disabilities can access new build housing suited to their needs.

9.2.2.3 It should be noted that the HNA only uses existing, high level background data to produce statistical analysis based, in the main, on modelling techniques. As any forecasts derived do not necessarily take into account dependencies such as local infrastructure and services capacity, which the JLP figures do, they

should merely be used as indicative of the direction of travel and to qualify the need.

9-2.3. Housing Needs Survey (HNS)²⁶

9.2.3.1 Overall, it must be remembered that this Housing Needs Survey represents a snapshot in time. Personal circumstances are constantly evolving. Any provision of affordable housing would, by necessity, need to take account of this.

9.2.3.2 However, given the level of response to the survey, and in spite of the potential for circumstances to change, the MACK Plan development group can feel confident in the results of this survey which has identified a need in the near future for 4 units of affordable housing.

9.2.3.3 The suggested mix of affordable housing is shown in the table below. This takes account of the family makeup as declared on the survey form and the type of housing required.

| Type of Property | Affordable Housing for Rent | Low cost home ownership |
|------------------|-----------------------------|-------------------------|
| 1 or 2 bedroom | 1 | 2 |
| 3 bedroom | 1 | 0 |

9.2.3.4 Any further action taken towards meeting this housing need will require the support of the Parish Council and wider

²⁶ MACK Plan HNS Report

community. As the needs of households are constantly evolving the level and mix of need from this report should be taken as a guide. In particular, it may be appropriate to vary the mix of sizes provided.

9-2.4. Community Input

9.2.4.1 In 2017 a Residents Survey was conducted with a total of 471 questionnaires posted or hand-delivered to homes in the MACK Plan area.

9.2.4.2 184 questionnaires were returned; a response rate of 39%, which compares well with that achieved by other neighbourhood planning teams. Over 1,300 comments and replies to open questions were also reviewed and analysed.

9.2.4.3 When considering the housing need alone, the following may be considered as the headline outcomes:

- If development is to take place, residents in both villages favour the development of small plots rather than one large site.
- A number of respondents said that at least one family member had moved away from the MACK Plan area due to difficulties in finding affordable accommodation.
- 20% of respondents considered that everyone currently living in their home would need to move together within five years. A further 4% felt that one or more family members would want to move to their own home within five years.
- The majority of these people wanted to remain in West Devon with more people looking for smaller homes rather than larger.

- The number of bedrooms that would be required was equally divided between 3 bedroom and 2 or 1 bedroom.
- The second most popular building type was a bungalow, of which there are relatively few across the MACK Plan area.

9-2.5. Summary of the Housing Need

9.2.5.1 Regardless of the scale of development that the MACK Plan is eventually required to deliver, it needs to take account of relevant national and local policies regarding future housing provision, projections of demographic change, and existing and predicted demand for specific types of accommodation both in the MACK Plan area and in any other catchment deemed appropriate by WDBC's affordable homes policies.

9.2.5.2 From the various sources of information, views and data above, the following represents the key tenets relating to the MACK Plan area housing need:

- The MACK Plan area is bereft of suitable affordable homes. This must be addressed during any development. Any development must provide at least 30% Affordable Housing.
- The future needs of both elderly and disabled residents need to be addressed through building design.
- The focus should be on delivering 1, 2 and 3 bedroom homes.

9-3. Occupancy of Affordable Housing

9.3.1 Information provided by Devon Home Choice, on behalf of WDBC, identified an existing need for affordable accommodation across the Neighbourhood Plan area.

9.3.2 Coupled with the recommendations from both the HNA and HNS this demonstrates that there is an ongoing level of need for local affordable housing – both rented and/or purchased.

9.3.3 Current legislation, Borough Council policies and the community demand that such accommodation is allocated to meet the needs of Local people. Current Borough Council policy²⁷ defines Local as meeting one or more of the following criteria:

- The person has lived in the parish/town for 3 out of the last 5 years.
- The person has immediately prior to the allocation lived in the parish/town for 6 out of 12 months preceding the allocation
- Immediate family have lived in the parish/town themselves for 5 years preceding the allocation. For avoidance of doubt the Local Government Association guidelines define immediate family as parents, siblings and non-dependent children.
- The person has permanent employment in the Parish/Town with a minimum contract of 16 hours per week which has

continued for the 6 months preceding the allocation without a break in employment of more than 3 months. Such employment to include self-employment. This should not include employment of a casual nature

9.3.4 Allocation and occupancy of Affordable Housing must meet these requirements of the Borough Council's Local Allocation Policy and meet the local connection criteria set out above. This is carried forward through Policy 9-1 below.

Policy 9-1. Affordable Housing

The MACK Plan area is bereft of suitable affordable homes; this must be addressed during any future appropriate development which is required to provide affordable housing in accordance with the Local Plan policy.

- All future appropriate developments will need to provide affordable housing either on-site or through a financial contribution.
- Positive consideration will be given to justified exceptions sites that deliver maximum affordable housing in the area under the auspice of JLP Policy TTV27.
- Affordable housing should be provided in perpetuity, for example, through a Community Land Trust or other community housing scheme / mechanism which retains stock for the benefit of the local community at an accessible cost. Community housing schemes will be supported.

²⁷ West Devon Borough Council Local allocation policy para 5.14 refers

9.3.5 All future development should take into account the requirement for affordable housing.

9.3.6 Any applications submitted will be required to demonstrate how they meet Policy DEV8 of the JLP which states that developments of eleven or more dwellings must provide at least 30% Affordable Housing.

9-4. Housing Tenure

9.4.1 The NPPF requires that plans should positively seek opportunities to meet the development needs of their area and that the neighbourhood plan contains policies and allocations to meet its identified housing requirement.

9.4.2 It further states that in rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs and should promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities.

9.4.3 When considering residency, neither the JLP nor NPPF give specific guidance for the number of second homes that are acceptable within any designated area.

9.4.4 However, the JLP does recognise that second home investments “*generate high demand for property driving up both land and property values*”. In the most recent ten-year period, the average lower quartile house price across the MACK Plan area has appreciated by 15.5%. This has been further exacerbated by the pandemic during which we have seen rural house prices further increase by over 14% in the last year compared to less than 7% in urban areas thus compounding the existing affordability problems across our region.

9.4.5 In addition, the MACK Plan area is within some of the top 40% most deprived LSOAs (Lower Layer Super Output Areas) in

England for the ‘overall’ Index of Multiple Deprivation (IMD) category. It is within the top 10% most deprived areas for the ‘barriers to housing and services’ domain and the ‘living environment’ IMD categories.

9.4.6 Indeed, the annual income required for an entry-level home (in terms of mortgage availability, and not including the cost of the necessary deposit) is 47% higher than the average net household income locally and just over double the lower quartile gross income of a single-earner.

9.4.7 Given the scale of the local challenge, the right and fair approach would, in our view, be for our Neighbourhood Plan to recognise the plight of our lower income residents and to include a policy that restricts the growth of second homes and thereby limits their upward pressure on house prices. We have evidenced that young families have moved away from the area for the want of “affordable” homes and that additional residents look to move to smaller properties in the near future.

9.4.8 To this end, a Principal Residence policy had been included in earlier versions of the MACK Plan but was removed on the advice of WDBC owing to the percentage of second homes in our areas being considered insufficient by WDBC to warrant such a policy which would not pass the independent examination stage. Should circumstances change, we recommend MAGPC consider the addition of such a policy to this document.

9-5. Class Q Developments

9.5.1 Class Q developments were introduced as part of new planning regulations from 2014. They permit '*the change of use of a building and any land within its curtilage from use as an agricultural building to a use falling within Class C3 (dwelling houses)*'. Such developments are only permitted if certain conditions are met. These include the condition that the building concerned must have been used for agricultural purposes prior to 20th March 2013.



9.5.2 Planning decisions should recognise that such traditional agricultural buildings contribution to local character, are irreplaceable heritage assets (designated or not) and may also have archaeological interest within and around them.

9.5.3 In a largely rural area, such as the one covered by the MACK Plan, Class Q developments have proven to add a significant

number of dwellings to the housing stock. Within the MACK Plan area initial Class Q planning applications have led to the conversion of a small number of farm buildings. Then having established the principle of residential dwellings on the site a full planning application was submitted for new dwellings on the site. This was approved and has resulted in a substantial new development complex (a total of 12 new homes).

9.5.4 Another Class Q application has led to the approval of two holiday lets and two residential properties. These are the two most significant developments but there have also been a number of other Class Q approvals which have led to individual developments within the MACK Plan area.

9.5.5 All Class Q developments add to the pressure on services and infrastructure particularly in an area such as the MACK Plan's which has a considerable number of farms and farm buildings. It therefore seems only reasonable that where Class Q developments deliver 3 or more homes they should be considered part of the new housing stock and be counted against the new building target for 2014-2034, see Community Action 9-1 below.

Community Action 9-1. Class Q Developments

Rural locations are clearly far more vulnerable to Q Class developments than urban areas. As such, it appears inappropriate to apply the same quotas for windfall when considering these developments.

The Parish Council should actively lobby the Local Planning Authority to introduce the changes that are sought at para 9.5.5.

9-6. Design and the Built Environment

9.6.1 There is a need to ensure that new development is sympathetic to the traditional and historic built character and landscape across our communities, and our heritage assets protected. Development proposals should only be supported where they incorporate high quality design, enhance visual amenity of their setting and minimise any adverse visual impact on the local character and neighbouring properties.

9.6.2 There is no desire within the local community to greatly expand the existing overall size of either Milton Abbot or Chillaton villages and therefore increase the built-up landscape beyond any established Settlement Boundaries.

9.6.3 The continuation of development through small cluster developments (4 or 5 houses), barn alterations, extensions and rejuvenation of old brown field sites are considered favourably. Indeed, the Borough Council Strategic Housing Land Availability Assessment (SHLAA) Final Report at para 3.9 has adopted sites capable of delivering 5 or more dwellings as the threshold.

9.6.4 In addition, small developments (JLP defines this as up to 10 houses) may be considered favourably locally where these are linked to sustaining village life though the introduction of new community assets (Shops, community spaces or a Village Hall). This supports the NPPF para 7; “[the planning system is to contribute to the achievement of sustainable development](#)”.

9.6.5 However, it has to be accepted locally that any such new individual housing will be considered as “windfall” by the Borough Council and as such outside (ie in addition to) the indicative figure presented in the JLP (20 new homes). Only developments of five

or more homes will be considered to contribute to addressing the JLP requirement.

9.6.6 It is essential that any new housing meets local needs, integrating new housing into the local community while maintaining the area's special character and environment. There is clear support from the Borough Council for maximising the quality of new development, for the benefit of the community as well as for the social and natural environment.

9.6.7 The NPPF at paragraph 14 requires plans to '[take into account specific national policies that indicate where development should be restricted](#)'. As part of the MACK Plan area falls within the Tamar Valley AONB the NPPF (para. 172) goes on to require that; “[Great weight should be given to conserving the area's landscape and scenic beauty, as well as its wildlife and cultural heritage](#)”.

9.6.8 The NPPF also requires that design issues are addressed by the planning system – paragraph 61 states that: '[Although visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should also address the connections between people and places and the integration of new development into the natural, built and historic environment.](#)'

9.6.9 The justification for Policy 9-2 referencing both the CABA 'Building for Life' and the RIBA 'Case for Space', (both highly regarded) is predicated on the questions that they propose should be addressed by potential developers. They also specify a deliverable set of standards to ensure achievement of the spatial requirements for homes are achieved that deliver peoples basic lifestyle needs.

9.6.10 The Neighbourhood Plan seeks to prioritise this through both the supporting NP Design Statement, Appendix 2-4 and Policy 9-2 below.

9.6.11 It is recognised that National policy enables innovation in design (NPPF paragraph 131). The inclusion of the Design Statement and Policy 9-2 are not intended to stifle such innovative design solutions, rather to ensure where proposed they enhance the character and appearance of our communities.

Policy 9-2. Housing Density and Design

Residential development across the MACK Plan area during the life of the Plan should be supported provided:

- Any new development is of an appropriate density that reflects the context of the settlement to which it relates, giving an impression of space and avoiding uniform house and plot layouts. In line with WDBC Strategic Policy 6 (Density of Housing Development) Milton Abbot and Chillaton have a strongly defined low density character; therefore, a housing density equivalent to 30 dwellings per hectare should be regarded as the maximum density for any new developments.
- It is of a high quality, inclusive and safe. Proposals which are accompanied by a Commission for Architecture and the Built Environment (CABE) Building for Life 12 (BfL 12) assessment are strongly encouraged.
- That developments of 10 houses or more will provide appropriate areas of open spaces and/or additional community amenities which are necessary to make the development acceptable, and which are related to the development and are fairly and reasonably related in scale and kind to the development.
- That proposed developments of up to 10 houses will provide appropriate areas of green spaces and/or additional community spaces which are necessary to make the development acceptable and which are related to the development and are fairly and reasonably related in scale and kind to the development.
- Where appropriate building styles, design, materials and roofscape are in keeping with the individual character and reflect the local distinctiveness of the plan area, making a contribution to the rural nature of the area. Development should also preserve, enhance and promote the established building characteristics so as to avoid an excessive variety of building formats.
- New properties are designed to relate well to one another, as well as to existing adjacent buildings, being orientated to the front approach (ie the front of the house faces the front of the property) and avoiding extensive blank walls.
- Boundaries are treated sensitively and, where appropriate, hedgerows and Devon hedge walls should form an integral network of native and local species across any development promoting natural wildlife corridors.
- The use of above ground cables (power, telephone or internet) is minimised to avoid adversely affecting the appearance of a development.
- Any development does not significantly adversely affect the visual amenity of neighbouring properties.

Consideration may be given to the adoption of “exception sites” under TTV27 should it be appropriate and deliver the required housing need.

9-7. Creating green Space

9.7.1 There is considerable community support for new development to include homes with private garden space, as well as ensuring adequate green space around the development, as these are seen as making an important contribution to the local environment and promoting healthy lifestyles.

9.7.2 Hedgerows and Devon hedge walls are recognised as contributing to the special character of the area, as well as providing an important habitat for a number of species, contributing to the area's overall biodiversity and making for healthier communities. Hence the need for new development to respect existing hedgerows and walls whilst introducing new ones where appropriate, ensuring they promote natural wildlife corridors wherever possible.

9.7.3 Indeed, the JLP calls for the conservation of the Devon hedges and mature trees surrounding the sites (JLP/SPD ref. DEV28 Trees, woodlands and hedgerows); and the conservation of protected species in the hedgerows (SPD ref. DEV26 Protecting and enhancing biodiversity and geological conservation).

9.7.4 New residential development proposals should demonstrate, through a design and an access statement, that adequate and well located private amenity space is provided of an appropriate size and type as part of good quality design. This space should nominally be provided as both communal areas and (rear) gardens.

9.7.5 The team conducted analysis of the amenity spaces provided in the most recent “multi dwelling” developments²⁸. This showed that earlier developments provided as affordable housing delivered on average 123m² of rear garden, whereas new development (built to maximise return on investment) only delivered 35m².

9.7.6 This became a discussion point at resident engagement meetings where a strong preference was voiced for any new developments to have larger rear gardens. An analysis of rear garden size within recent developments in Chillaton and Milton Abbot, undertaken for the Neighbourhood Plan Team, revealed an average size of 79 m². This analysis therefore informs the minimum size for a rear garden within Policy 9-3, Amenity Spaces.

Policy 9-3. Amenity Spaces

Amenity spaces should be well designed and fit for purpose and therefore;

- Any appropriate development should include green (softscaped) communal areas designed to promote a sense of place (ie local distinctiveness or unique character).
- New dwellings should have regard to the requirements of SPD Dev 10.5 but terraced houses should have a minimum of 60m² of usable rear private gardens space wherever feasible, and;
- Where possible be practically shaped (preferably rectangular); having a usable area; be accessible and well planned in relation to the dwellings living spaces.

²⁸ MACK Amenity Space Analysis.pdf

9-8. Site Assessment

9.8.1 Milton Abbot is identified as a sustainable village within the Joint Local Plan (JLP). In such settlements, Policy TTV25 supports the preparation of neighbourhood plans to deliver local housing needs. Under the Thriving Towns and Villages section of the JLP, Milton Abbot is described as a village which, given local constraints, is able to accommodate around 20 dwellings.

9.8.2 Chillaton is not identified as a sustainable village in the JLP. This is in part given the lack of services and facilities in the settlement. However, potential development in the village may be seen in conjunction with JLP Policy TTV2, which seeks to enhance or maintain the vitality of rural communities, including through, where appropriate, potentially supporting local services and facilities.

9.8.3 Outside of the sustainable settlements identified in the JLP, the countryside areas of South West Devon are not expected to contribute to meeting housing needs other than through 'windfall' developments as described at paragraph 6.5 of the Plan. In this respect, Policy TTV26 seeks to protect the special characteristics and role of the countryside. Development in the countryside will be avoided and only permitted in exceptional circumstances.

9.8.4 Settlements within the MACK Plan area with a countryside location include Chillaton, Kelly, Dunterton, Bradstone and Meadwell. With cognisance of this and the JLP's consideration of Milton Abbot as a sustainable village, from the collated evidence the Neighbourhood Plan Team conclude that the emphasis should be on meeting these needs within and around Milton Abbot given the nature of the settlements in the combined wards.

9.8.5 In addition, the need to provide affordable homes for local residents has been identified through the formal HNS and HNA, whilst also being highlighted as an ongoing need through analysis of Devon Homes Choice data and from feedback from across our community. As JLP Policy DEV8 states that developments of eleven or more dwellings must provide at least 30% Affordable Housing, emphasis has been placed in identifying potential sites that maximise the opportunity for delivering affordable homes (i.e. deliver greater than 11 homes).

9.8.6 It is recognised that this appears at odds with the aspirations of the local community where residents in both villages favour the development of small plots of one or two homes or over several smaller sized projects, However, as previously identified such development would be classed as windfall and would be in addition to the 20 dwellings identified in the JLP. In addition, such small developments would have no mandated requirement to deliver on much needed affordable homes.

9.8.7 Finally, with so little in terms of community facilities currently available, our residents made it clear through our community engagement that any development would only be supported if it delivered some tangible return to the community. This may be in terms of formal green space, playgrounds, allotments or support for a community building and should consider exploiting Section 106 funding.

9-9. Site Assessment Process

9.9.1 On the 19th March 2020 a Call for Sites was published in the Tavistock Times and simultaneously publicised via Village News Letters and Facebook Pages. Submissions were welcomed from across the MACK Plan area with the submission form available to download from our website.

9.9.2 Ten sites were submitted and have been considered through the site assessment process. These sites are listed below and shown on the map over page. They include six sites within and adjoining Milton Abbot (MA) and four sites around Chillaton (C).

Milton Abbot

- MA Site A: West of Lutyens Fold. This site was also considered in the JLP under Strategic Housing Land Availability Assessment (SHLAA) ref WD_42_01_08/13.
- MA Site B: Allotment Gardens. This site was also considered in the JLP under SHLAA ref WD_42_05_08/13.
- MA Site C: Vicarage Gardens. This site was also considered in the JLP under SHLAA ref WD_42_06_08/13.
- MA Site D: Land to the North of Edgcumbe Terrace and Higher Edgcumbe Lane. Whilst this site was not considered by the JLP it had been the subject of a planning application (0016/20/OPA).
- MA Site E: West of Village.
- MA Site F: Land to the North of the Telephone Exchange.

Chillaton

- C Site A: East of Marlow Crescent. This site was also considered in the JLP under SHLAA ref WD-42-08-13.
- C Site B: Between Marlow Crescent and Sunway. This site was also considered in the JLP under SHLAA ref WD_42_09_13.

- C Site C: East of Chillaton Garage. Whilst this site was not considered by the JLP it was subject to a planning application (1055/18/OPA).
- C Site D: Forda Farm Land.

9-10. Site Assessment

9.10.1 Each site has been subject to formal, independent assessment through the application of a Site Options and Assessment²⁹ conducted by AECOM. The purpose of the site assessment is to produce a clear assessment of the suitability of each of the sites available for potential residential development within the MACK Plan area. Five of the sites were also considered in the JLP as indicated above.

9.10.2 Each site was also subsequently evaluated through a Strategic Environmental Assessment (SEA)³⁰. The contents of the MACK Plan are directly influenced by policies and objectives presented within other plans and programmes. A full list of relevant plans and programmes was compiled and considered through the SEA process for the MACK Plan. The SEA was conducted separately to the site assessment process but was informed and influenced by the evidence presented within the Site Assessment.

9.10.3 In addition, an overall assessment of each site considered the feedback provided from the JLP against each site offered under the SHLAA (where applicable), and the comments on them submitted by the MAG PC, and feedback from the local community through the Residents' Survey and community engagement. The completed sites assessment is included at Appendix 2-5, Site Assessment Matrix.

²⁹ MACK Plan Site Assessment Report_v3.0_161120

³⁰ Strategic Environmental Assessment Report

9.10.4 To maximise the potential for delivery of affordable housing, whilst also providing the potential for the inclusion of community resources within any development, the NP Team focused on sites (individual or a combination of adjacent sites) considered suitable by independent assessment (i.e. AECOM and/or the WDBC), that can accommodate all 20 homes envisaged in the JLP.

9.10.5 Of the 10 sites proposed only 3 sites were considered as potentially suitable by these formal reviews. These were **MA Site B 'Allotment Gardens'**, **MA Site E 'West of Village'** and **C Site B 'Between Marlow Crescent and Sunway'**.

9.10.6 Of the 3 possible development options to deliver 20 homes (A: Milton Abbot Site E alone, B: Milton Abbot Site B in conjunction with Milton Abbot Site E, and C: Chillaton Site B in conjunction with Milton Abbot Site E), the development of Milton Site E alone is recommended. The arguments that support this recommendation are:

- **Non Selection of C:** Chillaton Site B proposes 10 homes but has local support for only 7. In either case it does not reach the 11 house threshold for the mandatory inclusion of 30% affordable homes - the most critical local housing need. Nor does the proposal include any affordable homes.

In addition, Chillaton is not assessed to be a sustainable village in the JLP and therefore, in planning terms, is classed as countryside. Development, other than infill, in the countryside requires overwhelming public support. Whilst there was some limited support for developing this site in Chillaton, it was manifestly short of being overwhelming.

Finally, there is a suitable site within the MACK Plan area that is capable of delivering around 20 houses and in so doing, deliver the maximum enforceable number of affordable homes.

Non Selection of B: In the Regulation 14 Consultation version of the MACK Plan, Milton Abbot Site B was recommended for partial development with 5 houses but in conjunction with Milton Abbot Site E which would deliver the final 15 houses of the JLP allocation. Developed as a single project of around 20 homes, this would also have enabled the enforceable delivery of the maximum number of affordable homes.

Regulation 14 feedback from local residents was 86% supportive of the development of Milton Abbot Site E but there was evident concern at the loss of the allotments, the detrimental impact on the Lutyens cottages that border the allotments and the heritage value of the allotments themselves. Historic England raised concerns that the protection of heritage assets had not been sufficiently addressed in the Regulation 14 MACK Plan.

In response WDBC Conservation and Archaeological expert advice was sought and further SEA work was undertaken. This resulted in recognition that whilst Milton Abbot Site E could, through sympathetic design and the use of local materials, be acceptable for development in heritage terms, Milton Abbot site B (an original Lutyens design feature) was not supported on the grounds of the detrimental impact that its development would have on the Lutyens cottages to the East and the abutting Milton Abbot Conservation area.

Given the strong arguments in opposition to the development of Milton Abbot site B and the fact that the adjacent site E was acceptable in heritage terms, strongly supported by the local residents and able to deliver around 20 homes, a decision was made to withdraw the Regulation 14 recommendation that Milton Abbot site B should be taken forward for development.

Selection of A: Milton Abbot Site E is the only site available that can deliver around 20 houses and therefore the maximum enforceable number of affordable homes. It has strong resident support, can through sensitive design and the use of local materials be made acceptable in heritage terms and, through the incorporation of a village gateway feature, contribute to slowing the traffic entering the village.

When the farm site is redeveloped, the farming activity will be transferred to another existing part of the holding. As a consequence, there will be no loss of farming activity nor employment.

It is for these clear advantages that Milton Abbot Site E is the single site recommended for development by the MACK Plan.

9.10.7 Historic England South West in endorsing this position stated that it is extremely helpful that the Council has been able to undertake its own heritage assessment of the proposed site allocations, especially as this expertise has been able to usefully address the concerns associated with the Plan's evidence base we had identified in our Regulation 14 response.

9.10.8 On this basis Historic England would support the recommendation that site B be removed from the Plan as a site allocation and the provisions for any policy relating to site E.

9.10.9 Historic England would also encourage the community to positively consider the other heritage suggestions for the Plan.

9-11. The MACK Plan Development Proposal.

Settlement Boundaries

9.11.1 Draft settlement boundaries were proposed in the Thriving Towns and Villages Settlement Boundary Topic Paper (TP2) that was issued as a draft for consultation, latest issue June 2018. The TP2 proposals were not officially accepted, rather the JLP leaves it to Neighbourhood Plans to determine Settlement Boundaries.

9.11.2 Chillaton does not have an established settlement boundary and one isn't proposed here, as such it is considered as 'countryside' for the purposes of planning. However, it is proposed that the draft settlement boundary for Milton Abbot from TP2 is extended and adopted and hence TP2 was used as a starting point for the review the Milton Abbott settlement boundary.

9.11.3 In order to define a settlement boundary for Milton Abbott the following were considered:

- The existing continuous built-up area.
- Addressing where existing housing plots had been bisected by the TP2 draft settlement boundary.
- The Aims and Objectives as set out in this Plan.
- Existing formal Green space such as Allotment Gardens

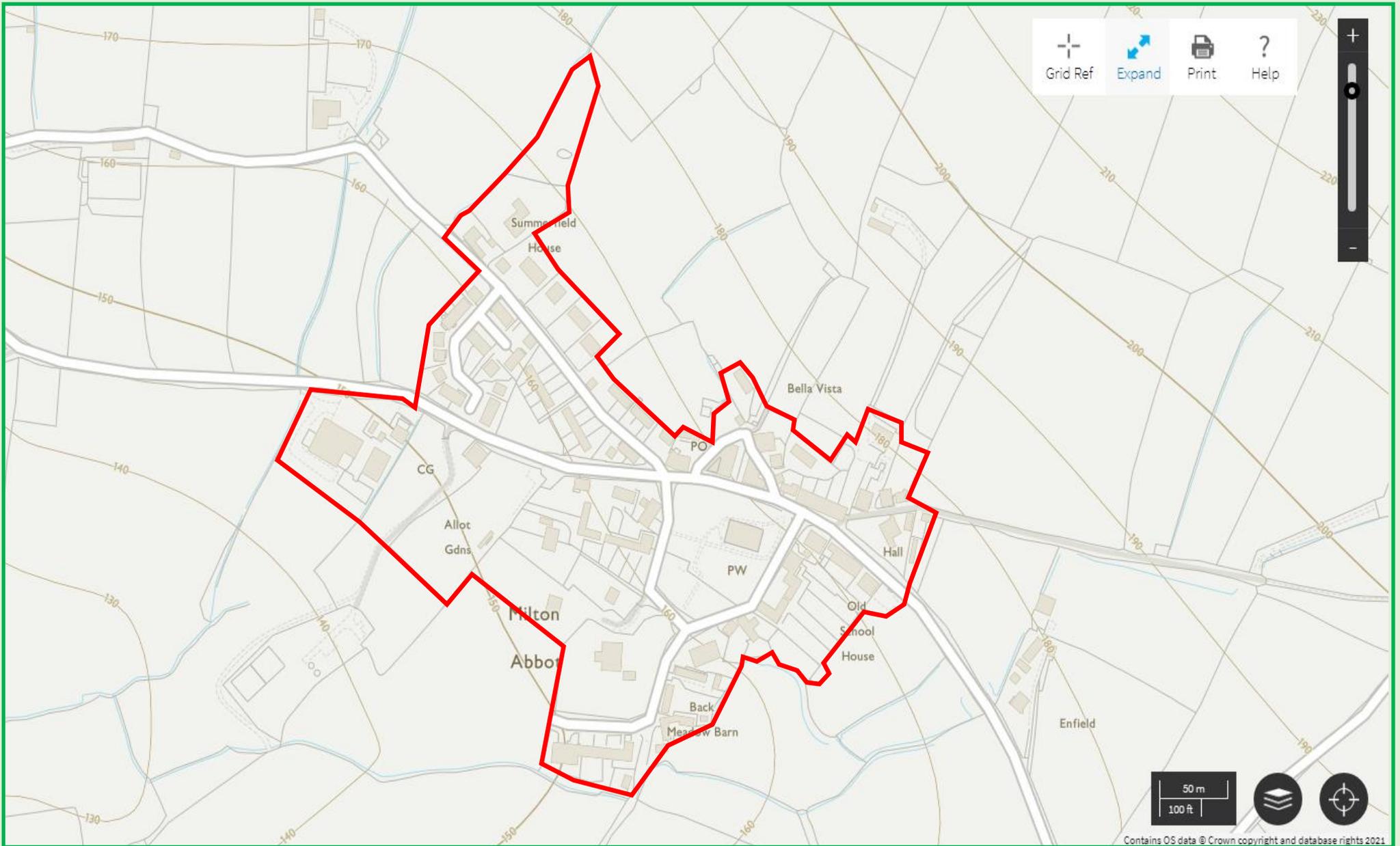
- Sites that would make a positive contribution to the integration and consolidation of the community.

9.11.4 The proposed Milton Abbott settlement boundary is shown on the map below and was included within the MACK Plan Regulation 14 submission without any adverse comment on its limit from the community.

Policy 9-4. Settlement Boundary

Within the settlement boundary, as shown on the Settlement Boundary Map, there will be a presumption in favour of housing development, subject to compliance with development plan policies.

Outside the settlement boundary there will be a presumption against residential development unless the proposal meets the requirements of Local Plan Policy TTV26 or Policy TTV 27



9-12. Proposed Development Plan

Proposed Development Site Map



9.12.1 Having carefully analysed the considerable evidence base that has been accrued over the 8 years that this plan has been in development; including the actual local housing need, the stated priorities of the MACK Plan area residents, our environment (current and future), the preservation of our local heritage, and the continuing challenges of speeding through traffic, narrow lanes and insufficient parking, the following development plan is proposed.

- That Milton Abbot Site E be allocated for housing development for around 20 homes, 30% of which are to be affordable homes.
- The remaining homes should be predominantly 2 or 3 bedroomed houses. Where larger properties are proposed they will only be supported if it can be demonstrated that their inclusion can be justified.
- The development, which will form the western entrance to the village should conspicuously relate to the style and diversity of the core of the village. A development of identical 'white boxes' will not be supported.
- Houses should be constructed to a standard of energy efficiency to meet the legislated requirements at a very minimum. Proposals should also demonstrate how they intend to meet the future needs of our environment to achieve carbon neutrality.
- The use of green technology (heat pumps, solar panels, electric car charging points etc) should be incorporated as standard for all properties. As an alternative to installing solar panels on roofs, which may conflict with the appearance of Milton Abbot Historic assets, a small solar

field (suitably screened) could be considered to feed the development of new houses.

- Enhanced traffic management should be considered at the western approaches (eg village gateway with village name on attractive gateway feature etc).
- That every effort be made to include green space within the heart of the development and land should be identified and set aside to deliver of an asset for the community.
- Support for the wider community should be considered through improvements/renovation of the Milton Abbot Village Hall.

9.12.2 Site E is considered an acceptable allocation as it could achieve a sensitive enlargement of the village that is also an enhancement. However, development proposals should recognise the site's prominent location in the foreground of the historic setting of Milton Abbot on the approach to the village on the B3362 from the west. In this respect, development should seek to reinforce the significance of the historic setting of the village and its distinct characteristics.



9.12.3 To that end the allocated development would need to follow a Masterplan informed by a Heritage Assessment and would be best evolved using the Historic England Pre-application Service and ideally with community involvement as encouraged by NPPF 128.

9.12.4 Any development will also be expected to conserve and enhance the Tamar Valley AONB's Special Qualities. Development proposals should have due regard to the Tamar Valley AONB Management Plan 2019 - 2024 or its subsequent replacement.

9.12.5 Policy 9-5. Housing Allocation is included below with the conditions therein discussed and generally agreed with the landowner³¹

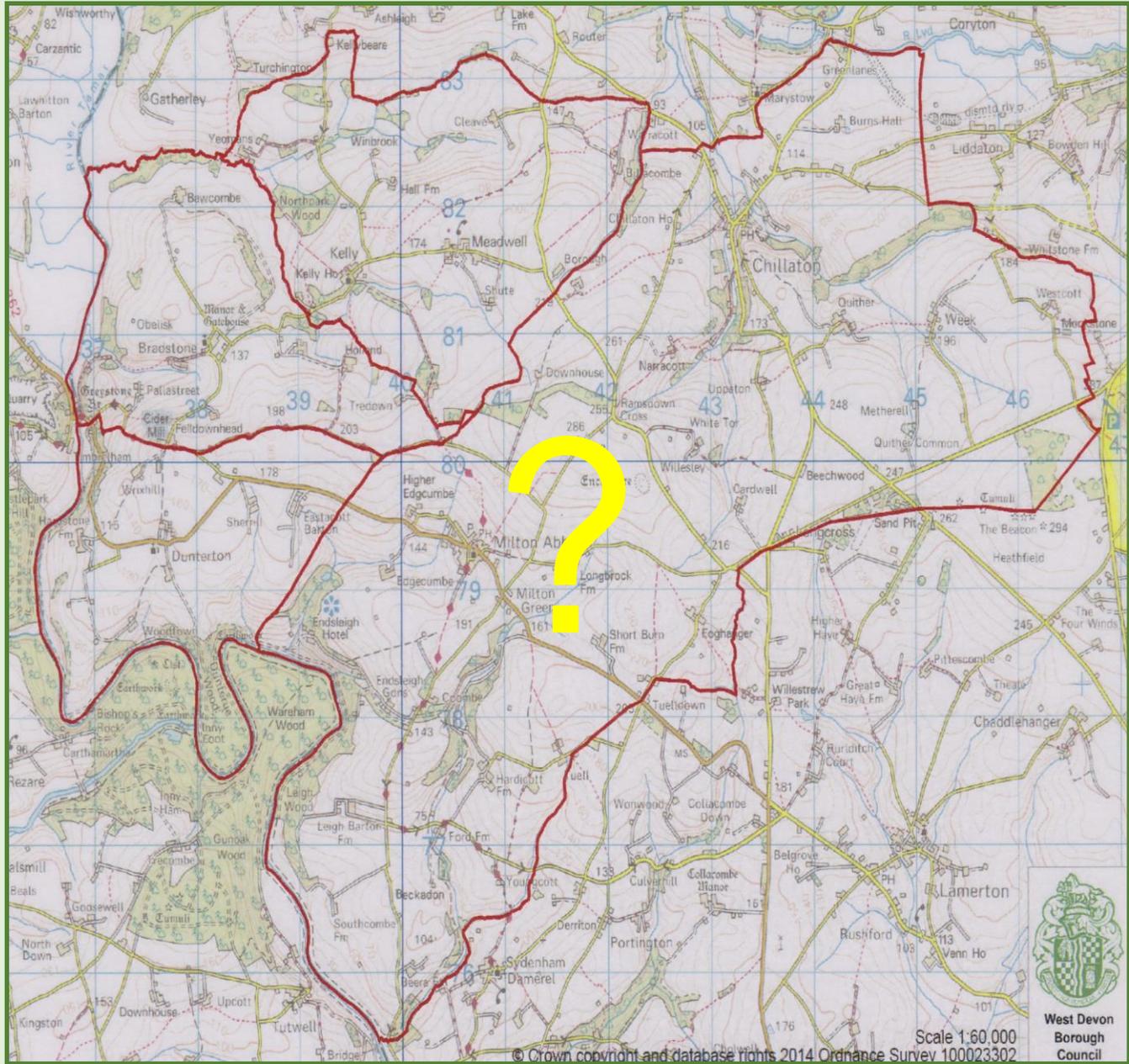
³¹ Extract from email Williams/Hitchcock dated 19 May 2021

Policy 9-5. Housing Allocation

Provision will be made for the development of around 20 dwellings on MA Site E:

- The highways access should be from the B3362 (Fore Street) with a gateway feature introduced at the western entry to the village in the region of the proposed new development to enhance the change from a “B road” to a village road
- At least 30% of the dwellings will be affordable.
- It will include a range of two and three bedroom properties including some single storey.
- The development should create a positive visual frontage, providing an attractive entrance to the village from the west that is in character with the area. It is important that visual screening of existing trees is maintained.
- The development should be of a density that reflects the rural nature of the area, giving an impression of space and avoiding uniform house and plot layouts.
- The design of the houses should be aligned with those to the south of Fore Street, take into account the view and should centre on public open green spaces, including selected tree planting, to be provided within the development.
- A children’s play space should be provided in accordance with local plan policy requirements and adopted standards.
- Limit the height of development so that it is not prominent in the landscape
- Existing Devon hedgerows to be maintained and managed to maintain and enhance the wildlife interest. Existing Devon hedgerow height should be maintained to provide adequate screening.
- Be designed to mitigate any potential adverse impacts upon existing residential and community interests
- A pedestrian link should be provided to link into the centre of the village to enable safe access to the Village Hall, children’s playground and bus stop and provide safe and easy access to the exiting footpath to the school.
- Avoid light pollution due to excessive glazing or external lighting. Low-level lighting should be employed with a view to protecting dark skies, tranquillity and supporting nocturnal species.
- An area of public green open space should be provided on site to serve the needs of the residents.

A masterplan for the site will be required, prepared in consultation with the local community, showing how the whole of the development can be safely and satisfactorily laid out and delivered. Development shall not commence until that masterplan has been presented to the Milton Abbot Grouped Parish Council and approved in writing by the local planning authority. The development of the site to be in accordance with the design Statement (Appendix 2-4).



Chapter 3 Implementation and Monitoring

10. Implementation

10.1 Implementation of the plan will be on-going. The responsibility for determining planning applications will still rest with the West Devon Borough Council who will be responsible for applying the policies of the Neighbourhood Plan which will, once adopted, form part of the development plan for the area, with the same legal status of the District Council's adopted development plan.

10.2 The current adopted development plan of the District Council is now the Plymouth and South West Devon Joint Local Plan.

10.3 The Milton Abbot Grouped Parish Council is consulted in respect of all applications for planning permission and will ensure that their representations accord with the proposals and policies of the Neighbourhood Plan. The Parish Council will also work closely with West Devon Borough Council to ensure conformity with the Neighbourhood Plan together with local and national policies.

11. Monitoring

11.1 Once our Plan has been accepted (made) by the Borough Council and approved in the local referendum, ownership and upkeep will be transferred to the Parish Council. It is proposed to monitor the plan in the following ways.

Twelve-month review

11.2 The Neighbourhood Plan will be reviewed one year after its adoption at the community referendum by the Parish Council and its proposed subcommittee the Neighbourhood Plan Implementation Group.

11.3 The purpose of the review will be primarily to assess the extent to which the neighbourhood plan objectives have been implemented in practice and whether the proposals and policies of the neighbourhood plan are having a positive effect in relation to the determination of applications and achievement of the objectives of the plan.

11.4 The proposed Neighbourhood Plan Implementation Group, established by the MAG PC, will prepare a report to the Parish Council which will be published in the Parish Council and Village Newsletters and on the community websites.

Five Year Review

11.5 The neighbourhood plan will be reviewed every five years, the first of these however will follow the BC review and update of the JLP. This review will be led by the Parish Council with the assistance from the Neighbourhood Plan Implementation Group. The local community will be invited to make representations.

11.6 The purpose of the review will be two fold;

- Firstly, to assess any changes made to the JLP that may materially impact our Neighbourhood Plan such that change will be required.
- Secondly, to assess the extent to which the objectives are being achieved in practice and the contribution that the proposals and policies are making in terms of meeting these objectives.

End of Period Review

11.7 At least two years prior to the expiry of the Neighbourhood Plan (2032), a review will be undertaken to gauge the success of

the plan in meeting its objectives and to put in place a succession plan.

11.8 Should the indications suggest that reissue of the JLP is to be delayed, the succession plan may extend the existing MACK Plan until the new JLP publication is issued. A full scale End of Period Review/Re-issue of the MACK Plan will be completed which will take into account any changes which have been or are being made to local plan and national policies.

Community Action 11-1. Sustainment of The Plan

Whilst there is no statutory requirement for the impact of the Neighbourhood Plan and its policies to be monitored, the Parish Council (MAGPC) has agreed to take ownership of the Neighbourhood Plan. To do this we propose that it will:

- Periodically monitor the impact of policies on change across the MACK Plan area by considering the policies' effectiveness in the planning application decision making process. The PC will do this by referring to this Plan when reviewing planning applications.
- Keep a record of the application, any applicable policies and comments from the PC, together with the eventual outcome of the application.
- Periodically monitor the delivery of any identified community actions.
- Complete a full or partial review of this Plan when triggered by changes to legislation, changes to National, County or Borough-wide planning policies or by significant planning issues being raised by the local community which cannot be dealt with effectively by a combination of National, Borough and/or existing Neighbourhood Plan policies.
- Five years from the date the Plan is made, formally review the need and value in undertaking a review of the Neighbourhood Plan.

The MACK Neighbourhood Plan is designed to embrace the principles of the NPPF and provide for sustainable development. The associated Objectives and Policies have been developed in association with our community