



The New East Devon Local Plan 2006–26

Proposed Submission (Publication)
November 2012

East Devon – an outstanding place





To request this information in an alternative format or language please call 01395 516551 or email csc@eastdevon.gov.uk

We consider requests on an individual basis

A colour version of this document can be found by visiting the Publication Draft webpage at: <http://www.eastdevon.gov.uk/publicationdraftnewlocalplan>. Please note that there will be a charge for paper copies of the document.

New East Devon Local Plan 2006 to 2026

Proposed Submission (Publication) - November 2012

Commenting on this Document and the Stages Ahead

We are now at the Proposed Submission (Publication) stage of the Plan and would welcome your comments. We have set the following timetable for future work:

- **Friday 16 November 2012 – Consultation starts.**
- **12 Noon – Monday 14 January 2013 – Consultation ends.**
- Spring 2013 – Consultation responses, the Local Plan and supporting material and evidence will be submitted to the Planning Inspectorate.
- Summer 2013 Examination of the Plan.
- Late 2013/14 – Receive Inspectors Report.
- 2014 – Adoption of the Plan.

RefPoints (Reference Points)

To make submitting comments easier we have placed RefPoints (Reference Points) in both the printed and electronic versions of the consultation documents. They look like this: [@6.12](#) - with the @ symbol and then a number. The first part of the number identifies the document, the second part the specific place in the document. **Please use RefPoints instead of page, paragraph and policy numbers.**

When making representations on paper or by e-mail, please quote the RefPoint closest to the place in the text to which you wish to refer. If you want to make a general point about the whole

document, or to point out something which has been omitted, please use the first RefPoint in the document. Or, if a point or omission relates to a specific chapter or subject matter, please quote the RefPoint at the head of that chapter or if appropriate within that chapter.

After 1 December 2012, if you are reading an electronic version of the document (in your web browser or downloaded from the East Devon website), you will be able to simply click on a RefPoint in order to see and read any representations that have already been made about that point and to add your own comments (you must be connected to the Internet to use this facility).

This is an opportunity for you to make representations on the Local Plan before it is submitted to the Secretary of State for **independent examination** by a Planning Inspector. **As this is a statutory stage of consultation no late representations can be accepted.** Your representations will be submitted to the Planning Inspector for consideration, along with the Local Plan and supporting documents. Please note that the ability to speak at the Examination is limited to those who make representations at this stage seeking a change to the plan and who have indicated that they wish to appear before the Inspector.

The purpose of the examination is to consider whether the Local Plan is **legally compliant** (i.e. if it has been prepared in accordance with regulations) and whether it is **sound**. Therefore, any representations received regarding the Publication version of the Local Plan must address these concerns.

Representations can be made in the following ways:

All comments made should use the RefPoints (Reference Points) in the document to pinpoint the place in the document to which the comment refers.

- **ONLINE** – by clicking on a RefPoint (Reference Points) in the document at the point in the text on which you wish to comment
(Online submission will be available from 1 December 2012)

- **Via email**

By sending a completed representation form to localplan@eastdevon.gov.uk

- **Via post**

By sending a completed representation form to Planning Policy, East Devon District Council, Knowle, Sidmouth EX10 8HL

Once your Comments are received you will receive an acknowledgement. However, they will not appear on the list of Representations (which can be viewed online from 1 December) until they have been processed and checked by the Planning Policy Team.

Whilst we will consider all representations made within the consultation period (16 November 2012 to 12 Noon on 14 January 2013), completion of the representation form is our preferred method of receiving comments because it will help us to handle your representation quickly and efficiently.

Please note: as this is a statutory stage of consultation no late comments can be accepted.

Preface - By Paul Diviani – Leader of East Devon District Council [6.1](#)

This new Local Plan contains planning policy through to 2026 and we want to ensure that East Devon remains an outstanding place to live, work and play.

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

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

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

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SETTING THE CONTEXT [® 6.2](#)

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

- Part One – the Strategic policies of the plan.
- Part Two – the Development Management Policies of the Plan.
- Part Three - how we will encourage local communities to get involved in Neighbourhood Plan production and other local planning initiatives.

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

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

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

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

If you would like to make a representation on a specific map, please include the relevant RefPoint as detailed below:

- a) East Devon Key Diagram [® 6.3](#)
- b) Axminster Urban Inset and Town Centre Map [® 6.4](#)
- c) Budleigh Salterton Urban Inset and Town Centre Map [® 6.5](#)
- d) Exmouth Urban Inset Map [® 6.6](#)
- e) Exmouth Town Centre Inset Map [® 6.7](#)

- f) Honiton Urban Inset and Town Centre Map [® 6.8](#)
- g) Ottery St Mary Urban Inset and Town Centre Map [® 6.9](#)
- h) Seaton Urban Inset and Town Centre Map [® 6.10](#)
- i) Sidmouth Urban Inset and Town Centre Map [® 6.11](#)
- j) West End Inset Map [® 6.12](#)
- k) District Proposals Map [® 6.13](#)

A **Village Development Plan Document** will be produced separately from the main local plan document and it will be specifically concerned with development boundaries around villages, the allocations of land for development at these villages and other policies that may be applicable at or for villages. Appendix 1 provides more details on this villages plan.

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

1 Introduction 6.14

The Role of the Local Plan 6.15

- 1.1 The new East Devon Local Plan will help set out what we want East Devon to be like in the years to come, the type of development we want to see and where development should occur and what benefits it will bring to our communities.
- 1.2 The Local Plan is based on evidence and local insight. Evidence from national and local statistics and independent studies, including welcome contributions from other statutory organisations and reference specialists. We had insight from local councils and residents, from developers' proposals and representations from special interest groups and individuals. In light of the National Planning Policy Framework (NPPF) and legal requirements on the duty to co-operate, and in fact well before this duty came in to place, the Council has liaised closely with neighbouring authorities and other partners on strategic matters, including those with strategic cross-boundary relevance, that need to inform the plan. Developments at and within the Exeter and East Devon Growth Point Area have been a point of particular co-operation. A draft evidence working paper summarises how we have ensured we have met the duty to cooperate.¹
- 1.3 The LDF Panel at the Council, later renamed the Local Plan Panel, was given the task of assessing a wide range of views on planning matters and the advice given from East Devon District Council officers, to produce a report which went through several cycles of consultation with local communities including schoolchildren and the young age groups of people who are our future. We looked at the needs of families, single people, older aged and frail people, working residents and those who cannot work. The result is presented as the best mixture of evidence-based consensus that we could reach which delivered the core strategic vision of the Council, in the most sustainable and equitable way.
- 1.4 The work of the Planning Policy team has brought together thousands of comments into specific recommendations which were modified by elected representatives in the open, transparent and democratic way this Authority has chosen to work.
- 1.5 Once adopted, this new Local Plan will be the primary material consideration in determining planning applications in East Devon.

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

2 Portrait of East Devon [® 6.16](#)

An Overview of East Devon [® 6.17](#)

- 2.1 East Devon is of roughly average size for Districts in the South West. However it has one of the higher District population levels 132,457 persons recorded in the 2011 census². The Eastern and Northern boundaries of East Devon abut rural parts of Devon, Dorset and Somerset. The Southern boundary of the District is formed by the English Channel. The Western boundary of East Devon abuts the commercially vibrant city of Exeter and the environmentally sensitive Exe estuary.
- 2.2 Details on comparative land areas are shown in the table below.

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

Source 2001 Census (Enhanced Base Figure) (Areas)

- 2.3 There is enormous variety in East Devon. The District encompasses urban and urban-fringe areas as well as market towns and villages, seaside towns and remoter rural and coastal areas. There are seven towns in East Devon with population levels exceeding 3,000 people plus many villages and hamlets (the parishes of Broadclyst, Colyton and Woodbury have populations exceeding 3,000; however no settlement within those parishes have a population exceeding 3,000). Exmouth is the largest town in East Devon with a population of around 36,000 people. Measured by area the vast majority of the District is undeveloped countryside mostly in agricultural uses though land under woodland and forestry accounts for a sizeable minority of the District as does heathland and inter-tidal areas associated with the District's rivers and estuaries.
- 2.4 There are, on average, around 2.08 people living in each household. Over recent years household sizes have been getting smaller. There are more deaths than births in the District and population increase occurs because of inward migration, largely from elsewhere in England.

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

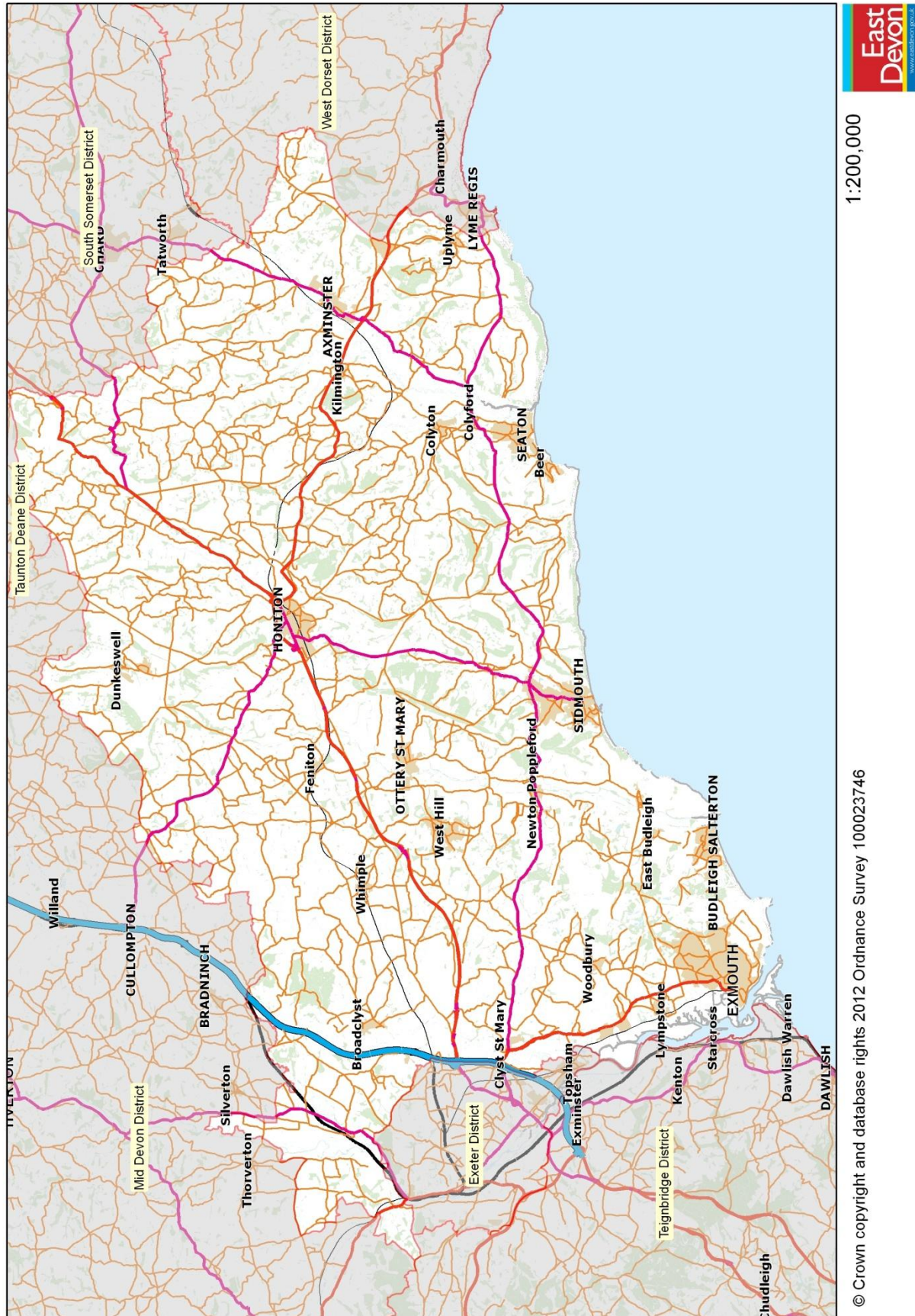
- 2.5 East Devon is characterised by an elderly population profile. This is most noticeable amongst the 60/65 plus age groups and reflects the popularity of the District as a retirement destination, especially the coastal areas. Around 30% of the East Devon population is retired, compared with a South West figure of around 20% and an England figure of around 17%. The coastal towns of East Devon (Seaton, Sidmouth, Budleigh Salterton and Exmouth) have a particularly elderly population profile.
- 2.7 East Devon District Council employed Roger Tym and Partners to undertake a Housing and Employment Study in 2011³. In their report they advise on ONS/CLG household projections for 2008. The table below is taken from the Tym's report⁴ and shows both projected population and projected household numbers for the years ahead.

Year	Population	Households
2008	133,000	59,200
2009	134,200	59,900
2011	136,600	61,300
2016	142,800	65,000
2021	149,700	69,300
2026	156,700	73,600
2031	163,100	77,700
Change 2008-2026	23,700	14,400
Change 2011-2031	26,500	16,400

Source: ONS 2008-based sub-national population projections; CLG Household Projections model (2008-based)

- 2.8 The exceptional environmental assets of East Devon include two Areas of Outstanding Natural Beauty, part of a World Heritage Site, National Nature Reserves and a number of wildlife sites of national and inter-national importance. The natural features are matched by a rich tapestry of historic built features.

³ Roger Tym and Partners (2011) "Housing and Employment Study for 2011" – [ID: Housing - Hsg002 and Employment - Emp001] and Appendices to this report [ID: Housing – Hsg009 and Employment – Emp 003].



3 Vision for East Devon to 2026 [® 6.18](#)

East Devon in the Future and Our Vision [® 6.19](#)

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

infrastructure improvements are needed. We aim to narrow the gap between wages and house prices, so that better jobs and more affordable homes are provided by the private sector.

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

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

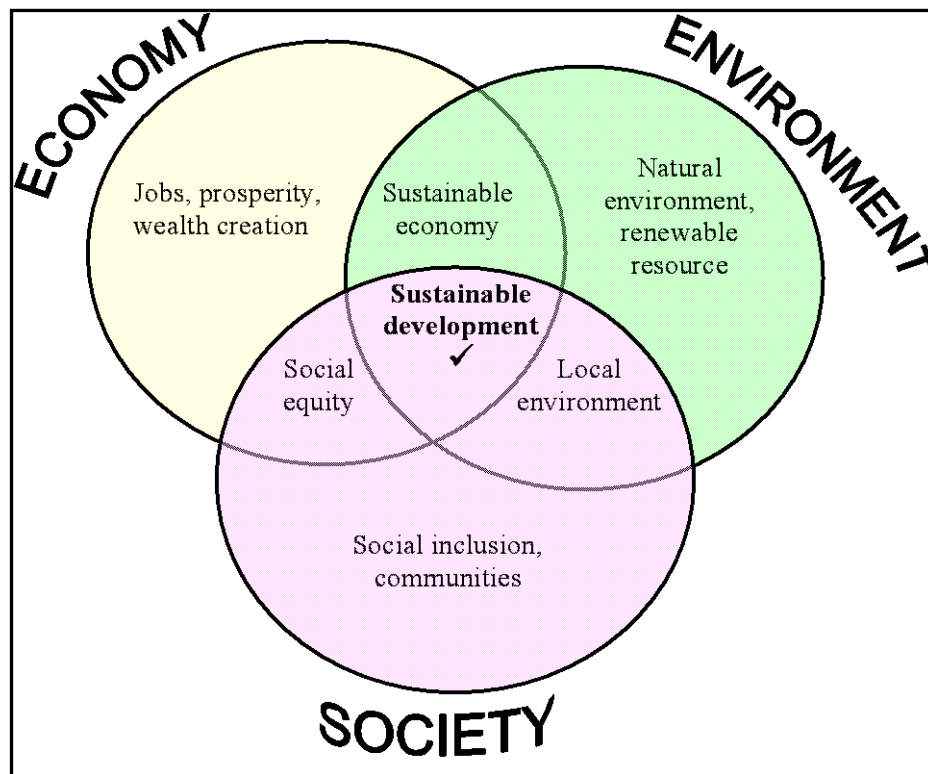
Spatial Vision for East Devon [® 6.20](#)

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

East Devon Sustainable Community Plan and Sustainable Communities [® 6.21](#)

- 3.14 The East Devon Sustainable Community Plan⁵ has help inform the Local Plan and we have taken it into account in helping to think about sustainable development but we have based our holistic approach to sustainable development on the Egan report and the report of the World Commission on Environment and Development 1987 (Brundtland report). In addition to consideration of housing, jobs and environment, this includes social inclusion, accessibility, health, culture, leisure and community safety in planning policies so that no resident is disadvantaged relative to another. The Brundtland report advised that *“Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own need”*. Sustainable development can be diagrammatically presented as three interlocking circles.

⁵ East Devon Local Strategic Partnership (2010) “ East Devon Sustainable Community Plan 2006 – 2016” [ID General Documents – Gen017]



What Other Service Providers are Proposing [® 6.22](#)

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

Equalities Impact Assessment [® 6.23](#)

- 3.16 An Equalities Impact Assessment has been produced that informs plan policy.⁶

⁶ East Devon District Council (2012) "East Devon Local Plan Equalities Impact Assessment" [ID: General – Gen019]

4 Key Issues and Objectives [® 6.24](#)

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

Subject	Issue	Key Plan Objectives
1. Jobs and Economic Growth	East Devon is an attractive environment for enterprise witnessed particularly by the number of thriving small businesses. We have a vibrant tourism industry and some high quality jobs particularly in the Western part of the District with good access to the Exeter work market too. As a District we have low unemployment rates but also lower paid jobs.	<ul style="list-style-type: none"> a) Improve average income levels. b) Diversify the sectors where jobs can be found. c) Improve local job opportunities. d) Reduce the need to travel by car to secure work and jobs.
2. Housing	East Devon boasts extremely attractive towns and villages with good quality housing, including many fine historic properties. But housing is expensive.	<ul style="list-style-type: none"> e) Develop some 15,000 more homes in locations which reflect local needs, with particular focus on Cranbrook, Axminster and Exmouth
3. Balanced Communities	East Devon has a healthy living environment and healthy population. Facilities in the District's towns (and some larger villages) are good and crime levels are low. We have good schools and friendly people.	<ul style="list-style-type: none"> f) Ensure that the infrastructure of both physical and service elements is adequate for the population in each locality. g) This especially includes water and sewage, food availability, schools, medical and social care.
4. Transport	East Devon has an extensive road network and our towns have reasonably good public transport. We have two main line rail links, with trains giving direct access to London. We have a vast network of footpaths and a growing cycle route network. Congestion and traffic jams are rare in East Devon except for some roads into Exeter or on the edges of the City. We also have an exceptional coastline that offers opportunities for more and better waterborne transport.	<ul style="list-style-type: none"> h) Bottlenecks and vital roads such as Dinan Way, A376, A35 and North-South bypass for Axminster are some of the road issues while the train passing loop from Exeter to London, and links to Exmouth are particular needs to resolve i) Rural public transport needs to help sustain villages and this requires partnership working. j) Improve waterborne transport for residents, tourism and businesses and enhance fishing facilities.

Subject	Issue	Key Plan Objectives
5. Carbon Emissions & Climate Change	East Devon offers a wide ranging potential, from many sources – including wind, sunlight, ground heat and bio-fuels, for renewable energy generation. There is a flagship combined heat and power plant to serve Cranbrook and other eco-friendly initiatives in the District.	<p>k) Establishment of a specialised heat and power community resource for Cranbrook is one element of the Plan, while housing standards and encouragement of other eco-friendly approaches is more generally applied to both new build and existing homes.</p> <p>l) Rural Policies protect and encourage land use for food, and energy production, which with water management and tourism uses have priority over other forms of development.</p>
6. Biodiversity	East Devon has a rich and varied range of species and habitats, many nationally and internationally important wildlife sites and significant opportunities for people to enjoy the natural world.	m) Planning Policies recognise the need to sustain and improve or replace habitats suitable for biodiversity.
7. Green Infrastructure and Recreation	The green spaces of East Devon's countryside and its extensive coastline ensure that we have an abundance of open and informal recreation space.	n) We have developed Green infrastructure policies including green wedges between settlements, wildlife corridors and park proposals such as the Clyst Valley Regional Park and Valley Parks in Exmouth, plus green corridors into towns.
8. Landscape, AONBs and the Coastal Zone	East Devon has landscapes of stunning quality, our largely undeveloped coastline forms a part of England's only World Heritage site designated for geological reasons. We have two AONBs which together cover two thirds of the District.	o) Special protection is incorporated in the plan to minimise development in AONBs, Coastline and sites and areas of biodiversity or other environmental importance.
9. Built Heritage	East Devon is rich in built heritage. It has high quality, beautiful villages and towns, and many listed buildings displaying the wide range of local building materials. We also have a rich heritage of archaeological remains.	p) Design policies recognise Conservation Areas, settlement design statements and local building forms as material considerations in planning decisions, and in places with archaeological interest.

Subject	Issue	Key Plan Objectives
10. Green Infrastructure and Recreation	The green spaces of East Devon's countryside and its extensive coastline ensure that we have an abundance of open and informal recreation space.	q) We have developed Green infrastructure policies including green wedges between settlements, wildlife corridors and a Country Park, plus green corridors into towns that link green spaces together for the benefit of the environment and humans to access and enjoy green spaces.
11. Education	The resources available to teach and develop skills in our population are critical for sustaining our District	r) Our partnership with providers of education and skills at all ages will be material to our plans for settlements and we aim these to be appropriate for future generations.
12. Older Age	The population of East Devon is already older on average than nationally and will continue an ageing trend for decades	s) The provision of suitable retirement and downsizing accommodation has been added to our planning policies with the aim of encouraging health and independence of our older population, in addition to which their needs in the public realm for suitable street furniture and leisure facilities is to be fully recognised.
13. Safety and Crime issues	The low level of crime and relatively low level of accidents is prized in the District	t) New developments will be expected to help reduce accidents and crime further.
14. Town Centre and Brownfield first	Although the District has substantial green rural areas, it has no wish to encroach on these special areas unless strategic developments like Cranbrook are needed	u) Town centres are essential with a key objective for enhancement with retail and office accommodation, while suitable Brownfield sites are the preferred areas for housing and commercial development. We aim to avoid greenfield development on grade 1,2 or 3a land with the exception of the West End development.

5 Context and Public Engagement [® 6.25](#)

The Plans that Inform our Work [® 6.26](#)

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

Sustainability Appraisal [® 6.27](#)

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

Strategy Preferred Approach⁷ and a Final Sustainability Appraisal report of the Local Plan, and a summary document has been produced and it is also available for comment alongside the Local Plan itself⁸ as well as addendum report covering West End development sites and options.

Habitat Regulations [® 6.28](#)

- 5.5** Habitat Regulations are concerned with the potential adverse impacts that development could have on the best and most significant wildlife sites designated under European legislation include the Exe Estuary, the Pebblebed Heaths, the River Axe corridor and the un-developed coastline between Sidmouth and Lyme Regis. An initial Habitat Regulations Screening report was produced and published.⁹ A final Habitat Regulations Report has also been published and it has informed final policy wording in the plan.¹⁰ Habitat assessment work clearly shows that any development that could lead to extra visitor pressure on the Exe Estuary or the Pebblebed Heaths would be likely to have adverse nature conservation impacts unless mitigation measures are put in place.

Exeter and East Devon Growth Point Area [® 6.29](#)

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

Why and How we listened to the Others [® 6.30](#)

- 5.6** It remains essential for our work that we blend national guidance and local strategies with the full range of what people have said to us through several cycles of public engagement and consultation opportunities. Feedback reports from past consultations can be viewed on the Council website. There are feedback reports on the LDF Issues and Options consultation¹¹, the LDF Core Strategy Preferred Approach consultation¹² and also a feedback report on Draft Local Plan of 2011¹³. In addition a full report setting out the consultation process undertaken has also been produced.¹⁴

⁷ Land Use Consultants (2010) "Core Strategy Preferred Approach Sustainability Appraisal (2010)" - [ID: General Evidence – Gen003]

⁸ Land Use Consultants for EDDC (2102) "East Devon Local Plan Publication Draft Sustainability Appraisal Report" - [ID: General Evidence – Gen001] and Sustainability Appraisal Non Technical Summary [ID: General Evidence – Gen002]

⁹ Land Use Consultants (2010) "The Draft Screening report under the Habitats Regulations" - [ID: General Evidence – Gen004]

¹⁰ Footprint Ecology (2012) "Habitat Regulations Assessment of the East Devon Local Plan" [ID: Environment Evidence – ENV025]

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

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

¹³ EDDC (2012) "Feedback Report on the Draft Local Plan 2011" [ID: General Documents – Gen011]

¹⁴ EDDC (2012) "East Devon Local Plan Consultation Statement" [ID: General Documents – Gen015]

PART ONE – STRATEGIC APPROACH AND POLICIES

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

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

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

See Part Three of the Plan for Neighbourhood Planning.

6 Spatial Strategy [® 6.32](#)

Strategy for Development [® 6.33](#)

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

Phasing of Development [® 6.34](#)

- 6.2 It is proposed that the Local Plan will have four phases covering the 2006 to 2026 period. Each phase will last for five years: starting with 2006/07 to 2010/11 - this initial phase is completed leaving three phases to run:

- a) 2011/12 to 2015/16;
- b) 2016/17 to 2020/21;
- c) 2021/22 to 2025/26.

Phases and years for monitoring will (typically) run from the 1 April from the first year to 31 March of the next year.

- 6.3 The phasing program will ensure that the plan will run for the 15 years from 1 April 2011 to 31 March 2026. It is envisaged that the plan will need to be reviewed and amended on a regular basis, with five year review slots planned to coincide with the above periods; these periods also establish phasing periods in policies in the plan. The base data for housing and land calculations used in the plan is 31 September 2012.

Distribution of Development [® 6.35](#)

- 6.4 We will focus major development in East Devon's West End although growth is also planned for the towns of East Devon. Villages and rural areas will see lower growth levels with development primarily focused on meeting local needs, although in some cases Parish Councils have justified alternative (higher) figures where, for instance, additional housing is needed to deliver a particular project or there are local aspirations for growth (Strategy 27).
- 6.5 The South-Eastern part of Devon centred on the City of Exeter and surrounding areas in East Devon, Mid Devon and Teignbridge, has seen substantial development and strong economic performance in recent years despite the national recession. This overall growth pattern is set to continue; with development in the West End of East Devon playing a key part, Cranbrook will be a thriving, attractive and bustling new town.
- 6.6 Towns, villages and the rural communities help define the character and special qualities of East Devon. We recognise that without some development, geared around local needs, many towns and villages will increasingly become communities of the retired and wealthy commuters travelling ever longer distances to work. The Council will aim to ensure that East Devon is an outstanding place in which to live, work and enjoy, with

social and community facilities and jobs. Development, particularly affordable housing and provision of jobs in towns and villages will help sustain, enhance and make them self supporting places to live and work where people will have access to amenities and services and enjoy their leisure time.

Strategy 1 - Spatial Strategy for Development in East Devon: [® 6.36](#)

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

1. Around 15,000 new homes in the 2006 to 2026 period ; and
2. Development on around 150 hectares of land for employment purposes of which 122 hectares will come forward through strategic allocations.

The overall spatial development approach is as set out below:

1. East Devon's West End will accommodate significant residential development (around 50% of new homes) and major employment development to attract strategic inward investment along with supporting infrastructure and community facilities.
2. The seven main towns of East Devon will form focal points for development to serve their own needs and the needs of surrounding rural areas. They will accommodate around 40 % of new homes built in East Devon.
3. The Local Plan will set out how development in smaller towns, villages and rural areas will be geared to meeting local needs. Around 10% of new homes will be built in these areas.

Employment Provision [® 6.37](#)

- 6.7 The Local plan will seek to increase the supply of new employment opportunities in East Devon. A key means for achieving this end will be to identify suitable land for employment uses.
- 6.8 East Devon's West End will be a focal point for job provision with a particular focus on encouraging strategic inward investment. We are allocating 15 hectares of employment land in the West End which will be in addition to sites with planning permission that already exist for development of the following proposals:
 - a) Land at Cranbrook - 5 hectares already committed.
 - b) Land at Science Park - 25 hectares already committed.
 - c) Land at Skypark - 40 hectares already committed.
- 6.9 This scale of growth will provide flexibility in terms of potential sites that can come forward. It will help secure big strategic investment opportunities, smaller business provision, airport related business expansion and new jobs at major mixed use residential development sites. However, it will not 'flood the market' with inappropriate sites that

could undermine the plan strategy and frustrate potential for strategic site choices to be developed.

- 6.10 In the rest of East Devon employment provision will mostly be geared to serving local needs with a view to securing jobs close to existing homes so that people have the option of not needing to commute long distances to work. Local employment provision will be made at East Devon towns with an expectation that larger scale housing allocations will be matched with new jobs (around 1 for each home built). We estimate that, roughly speaking, 250 new homes could generate the need for around 1 hectare (or 2.5 acres) of employment land. We will take a broad view of the types of activity (retail, commercial, industrial, service sector, etc) that can be classed as 'employment' in making our land allocations; we do, however, see future B1 employment development (office developments), and jobs in this class, as being key. Tabulated below are the employment allocations, levels of development have been informed by a future needs assessment.¹⁵ Most of the few remaining allocations shown in the 1995 to 2011 adopted Local Plan that are not yet developed have been rolled forward and shown as land allocations in this new Local Plan. Justification for employment land provision is set out in a supporting technical report¹⁶.

Employment Land Provision and Allocations [6.38](#)

Location	Strategic Allocations	Non Strategic Allocations	Commentary - (all areas are in Hectares)
Axminster	8	1.05	A mixed use development is located to the east of the town and this will include provision for around 8 hectares of land for job generating uses. The 1.05 hectares of non strategic sites are at Millwey Rise.
Budleigh Salterton	0	0	Provision for jobs at Budleigh Salterton will be through infill opportunities in the town.
Exmouth	14.5	0.5	Strategic allocations are made at Liverton, Ph 2 and 3 (phase 2 has planning permission) and at Goodmore's Farm (5 Ha). The Non Strategic Allocation is South of Redgate.
Honiton	15	3.2	A phased strategic allocation is made for 15 hectares. 3.2 Hectares of existing vacant employment areas/sites are allocated for job generating use at Heathpark.
Ottery St Mary	2	2.2	2 hectares of job generating use will be accounted for as part of a Mixed use allocation (1 hectare has already been accounted for through the Sainsbury store development) this delivers the 3 ha additional employment land for the plan period. 2.2 Hectares of existing vacant employment areas/sites are allocated for job generating use at Finnimore Industrial Estate.

¹⁵ EDDC (2011) "Report setting out justification for Employment provision in Consultation Draft Local Plan 2011" – [ID: Employment – Emp004]

¹⁶ EDDC (2011) "Report setting out justification for Employment provision in Consultation Draft Local Plan 2011" – [ID: Employment – Emp004]

Location	Strategic Allocations	Non Strategic Allocations	Commentary - (all areas are in Hectares)
Seaton	2.2	0	Seaton has a Strategic Allocation of 2.2 Ha employment land as part of the Harepath Road mixed use site. 3 Hectares of job generating use have been accounted for in the recent Tesco development.
Sidmouth	0	5.5	Sidmouth has 5.5 Hectares of Non Strategic Allocations (including 5 hectares north of Sidford).
West End	80	5	The committed/allocated land at the West End is made up of: a) Science Park (25 Ha) b) Skypark (40 Ha) and c) 15 hectares at Cranbrook (which includes the 5 hectares allocated in the current adopted Local Plan). d) There is also a 5 Hectare non-strategic provision to provide for the future expansion of Exeter Airport Business Park. The Intermodal interchange covers a site area of around 44 hectares but on account of its unique nature as part of the transport infrastructure is not counted as an employment site/in employment land calculations.
Hill Barton	0	8.6	This Includes a site of 8.6 Ha to the South of the existing units.
Greendale Barton	0	2.8	Development on existing site.
Totals	121.7	28.85	Total Allocations = 150.55 Hectares of which 121.7 hectares will come forward through strategic allocation sites and 28.85 ha through non-strategic provision.

Housing Provision [6.39](#)

- 6.11 The opportunity for people to live in a decent home is fundamental to achieving an inclusive society and is a key aim of housing and planning policy as well as being a priority for the District Council. We will set out plans for future housing provision in East Devon and monitor how many houses are being built and whether they are meeting our needs, especially for affordable housing. We will review our housing provision and through this work manage future levels of development to meet housing needs.
- 6.12 Plan policy sets out the scale of proposed residential development and also in various chapters in this plan the sites that are to be developed. The Council has produced a technical assessment paper that has evaluated potential development site choices in East Devon towns¹⁷. This assessment has been informed by various sources but particularly the 2011 East Devon Strategic Housing Land Availability Assessment report¹⁸ and the

¹⁷ EDDC (2012) Potential Development Site Evaluation [ID: Housing – Hsg014]

¹⁸ EDDC (2011) “Strategic Housing Land Availability Assessment Report 2011” – [ID: Housing – Hsg004]

2011 Exeter Housing Market Area Methodology for Strategic Housing Land Availability Assessments.¹⁹

Strategy 2 - Scale and Distribution of Residential Development: [® 6.40](#)

Future Development in the 2006 to 2026 period will be accommodated in accordance with the pattern of distribution tabled below with specific allocations detailed in the highlighted columns.

Settlement (as defined by Built-up Area Boundaries)	Dwellings Built 2006/07 to 30 September 2012	Sites With Planning Permission or Under-construction at 30 September 2012 (excluding allocation sites with permission)	Sites that have made significant progress through planning system.	Strategic Allocations (including allocations already with permission)	Non Strategic Allocations (including allocations already with permission)	Total
East Devon's West End - Totals	8	2,947	0	4,500	0	7,455
Cranbrook	8	2,947	0	3,100	0	6,055
Pinhoe	0	0	0	800	0	800
North of Blackhorse	0	0	0	600	0	600
Area Centres - Totals	1,677	1,048	423	2,175	360	5,683
Axminster	268	355	62	1,050	0	1,735
Budleigh Salterton	37	27	0	0	110	174
Exmouth	636	315	50	700	0	1,701
Honiton	119	117	0	150	0	386
Ottery St Mary	58	22	0	200	100	380
Seaton	124	74	290	75	50	613
Sidmouth	435	138	21	0	100	694
Villages & Rural Areas - Totals	628	375	63	0	773	1,839
Grand total	2,313	4,370	486	6,675	1,133	14,977

Notes:

- The first three columns of data and the final column are provided for information proposes.

¹⁹ Teignbridge District Council, Mid Devon District Council, Dartmoor National Park, EDDC, Exeter City Council and Devon County Council (2011) "Exeter Housing Market Area Methodology for Strategic Housing Land Availability Assessments" – [ID:Housing – Hsg003]

Plan policy is specifically concerned with the highlighted columns headed 'allocations'.

2. The sites that have made significant progress through planning column lists sites that at 30 September 2012 did not have a planning permission but had made sufficient progress towards gaining planning permission to warrant inclusion in the assessment, the sites are:

a)	Websters Garage Site, Axminster -	25 dwellings;
b)	Rodney Rendall Site, Axminster -	37 dwellings;
c)	Former, Rolle College Campus, Exmouth -	70 dwellings;
d)	Regeneration Area Land, Seaton -	290 dwellings;
e)	West of Coomb Hayes, Woolbrook, Sidmouth -	21 dwellings;
f)	Land adjacent The Fountain Head, Branscombe -	9 dwellings;
g)	Land at Princes Cottage, Farringdon -	9 dwellings;
h)	Land adjacent North Star, Otterton -	15 dwellings;
i)	Land at Barton Orchard, Tipton St John -	15 dwellings;
j)	Land adjacent Primely, Town Lane, Woodbury -	15 dwellings.

3. Strategic allocations that already have permission are:

a)	Land at Cloakham Lawns, Axminster -	400 dwellings;
b)	Land at Old Park Farm, Pinhoe -	438 dwellings.

4. Non-strategic allocations that already have planning permission are:

a)	Land adjacent to and North of 53 Greenway Lane, Budleigh Salterton -	48 dwellings.
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5. Figures for Cranbrook also include the permission for 55 homes at Land opposite Oriental Promise, London Road, Whimble.

6. The table does not include provision for future projected windfall completions (schemes/ dwellings not counted in the above table).

- 6.13 Appendix 3 of this plan provides fuller details on scale and distribution of housing development in the Local Plan and should be referred to get a full breakdown of projected housing completions on a settlement by settlement basis. A Technical Working Paper²⁰ was produced examining housing supply across the Local Plan. In addition to the housing and employment paper that supports the plan there was also a paper produced by the South West of England RDA that sets a regional context for housing growth²¹. Additional work on need for housing in general and specifically for Housing Needs Survey work was commissioned by East Devon District Council and partner authorities in the Exeter and Torbay Housing Market Areas in 2007 and we updated in an East Devon sub report in 2010²². These reports have also helped inform housing provision in the plan.

²⁰ EDDC (2012) “Local Plan Housing Numbers Technical Paper” [ID: Housing – Hsg013]

²¹ South West of England RDA (2008) “Research Paper - Why so Many Houses - January 2008” [ID: Housing – Hsg015]

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

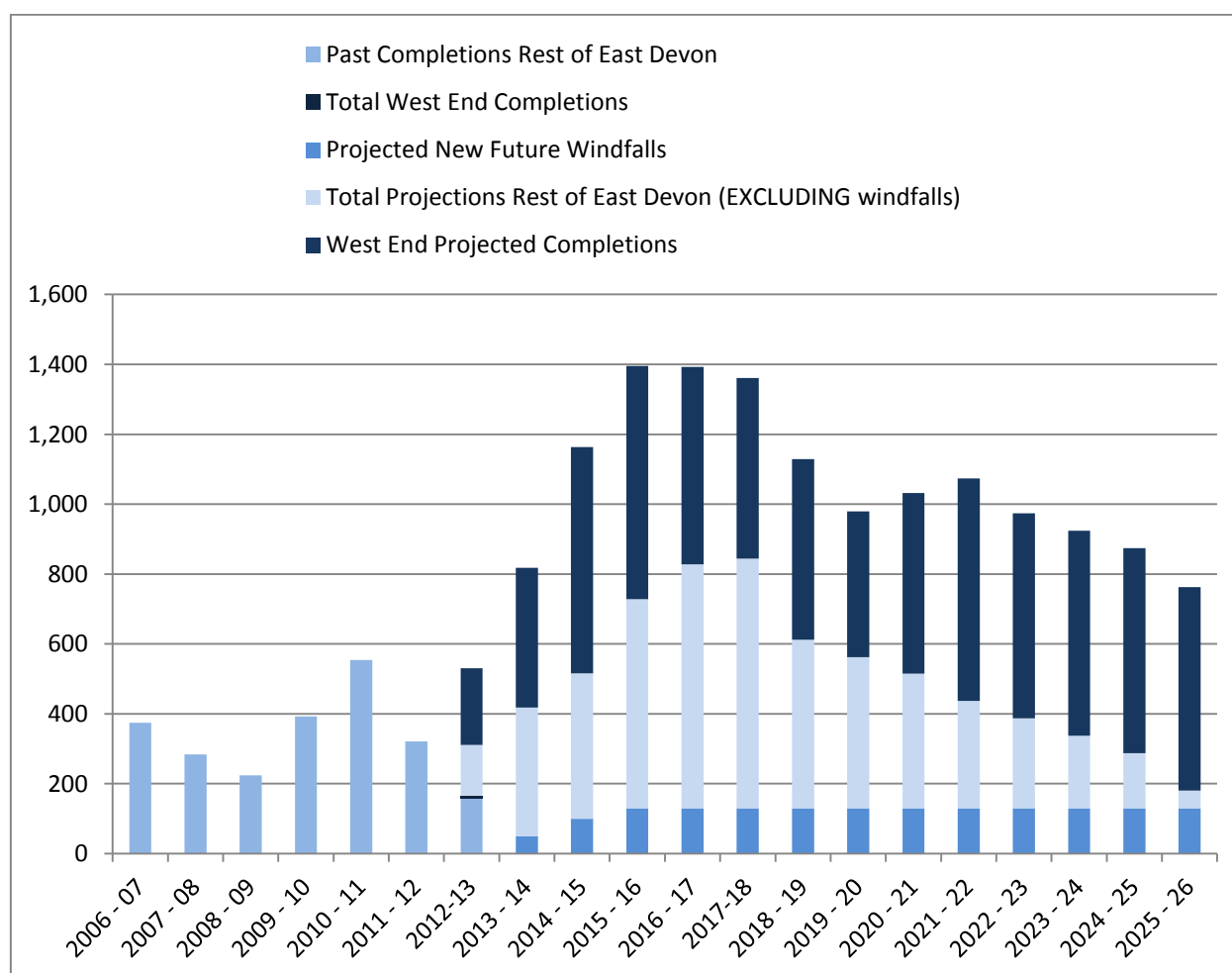
Future Windfall Housing Completions [® 6.41](#)

6.14 The National Planning Policy Framework allows Councils to include an allowance for future windfall housing completions in their plans where there is clear likelihood of future delivery from this source. In East Devon we have conservatively estimated future windfall completions to provide around 130 dwellings per year. This figure has been worked out taking into account windfall completions in previous years and excluding a proportion, estimated at 33% of the total that could be on/in residential gardens. In this plan dwelling numbers referred to do not include a windfall component/element unless specific reference is made. In this respect and at Seaton and Sidmouth where new additional proposed housing numbers are low and there are existing large commitments to residential development (sites with planning permission) we have included a modest future windfall component in housing numbers. In Honiton where identification of potential housing allocation sites has presented challenges we have acknowledged a potential greater role for windfalls. If monitoring shows appropriate windfall sites are not being developed there will be a need to make allocations in future plan work.

Residential Development Trajectory and Phased Pattern of Development [® 6.42](#)

6.15 The graph below sets out projected pattern for residential development in East Devon for the 2006 to 2026 period, inclusive of future predicted windfall completions. Actual completions for the 2006 to September 2012 period are shown on the graph along with projected completions for the Rest of East Devon and for the West End. For the year 2012-13, completions so far at 30 September 2012 (6 months into the normal monitoring year) are shown alongside projected completions on sites with planning permission. It can be seen from the graph that future house building levels do not follow a linear pattern. Whilst Rest of East Devon projected completions do not vary much from historic trends (typically falling in the 400 to 700 new homes being built per year range) the West End projected completions follow a rapidly escalating pattern that by 2017/18 onward will contribute over 550 dwellings per year. More details can be seen in the technical paper footnoted above on residential dwelling provision. It should be noted that residential data is set to a 30 September 2012 base date.

Graph of Past and Projected Future House Building in East Devon [® 6.43](#)



6.16 With regards to West End Development the following pattern of residential development is planned for in respect of the three remaining five year phases (years running 1 April to 31 March) on the Plan:

- Phase 1 – 2011/12 to 2015/16 – 1,933 (387 per year on average);
- Phase 2 – 2016/17 to 2020/21 – 2,533 (507 per year on average);
- Phase 2 – 2021/22 to 2025/26 – 2,981 (596 per year on average);

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

Sustainable Development, Balanced Communities and Securing Employment, Social and Community Facilities [® 6.44](#)

6.18 As overarching guidance we have set out below what we mean by sustainable development and balanced communities and how these terms relate to housing, employment, demographic considerations and social, educational, commercial and community facilities. As a starting point for thinking about sustainable development we

consider that the report of the World Commission on Environment and Development of 1987 (often referred to as the Brundtland report) provides the best starting definition:

“Development that meets the needs of the present without compromising the ability of future generations to meet their own needs”.²³

Strategy 3 - Sustainable Development: @ 6.45

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

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

²³ Brundtland Commission (1987) “Report of the World Commission on Environment and Development: Our Common Future” – [ID: Environment – Env007]

Strategy 4 - Balanced Communities: [® 6.46](#)

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

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

Environmental Quality [® 6.47](#)

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

Strategy 5 – Environment: [® 6.48](#)

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

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

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

New development will incorporate open space and high quality landscaping to provide attractive and desirable natural and historic environments for new occupants and wildlife. It will contribute to a network of green spaces. Where there is no conflict with biodiversity interests, the enjoyment and use of the natural environment will be encouraged and all proposals should seek to encourage public access to the countryside.

Sustainable Transport [® 6.49](#)

- 6.21 Sustainable transport systems will help ensure people have easy access to facilities and services regardless of whether they have access to a private car or not. Use and

provision of new sustainable transport options across the district will help to reduce carbon emissions and preserve and enhance local amenity.

Strategy 5B – Sustainable Transport [® 6.50](#)

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

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

Built-up Area Boundaries [® 6.51](#)

6.22 Built-up Area Boundaries are a fundamental policy tool for determining areas and locations that area appropriate, suitable and acceptable for development. The boundaries serve three primary functions:

- a) They set limits for outward expansion of settlements and in so doing control the overall scale and location of development that occurs in order to ensure implementation of the plan strategy;
- b) they prevent unregulated development across the countryside and open areas;
- c) They define (within the boundary) locations where many development types, in principle, will be acceptable because they will complement objectives of promoting sustainable development.

6.23 Beyond Built-up Area Boundaries some forms of development will be permitted. For example at villages (including those without boundaries, but where they have a range of facilities) mixed use development of market and affordable housing will be permissible. The development management policies of the Local Plan will provide more details of this and other development types relating to employment, recreation and other uses that can be acceptable under specified circumstances outside boundaries.

6.24 The boundaries have been drawn to typically follow physical features but do not include all development or facilities. For our villages the boundaries will be defined in the separate Villages Development Plan Document. In some cases areas of land or buildings, for example peripheral playing fields or farm complexes, are excluded from Built-up Area Boundaries because if they became redundant it could lead to the development of inappropriate large developments that are not compatible with strategic policies. In a number of cases Built-up Area Boundaries cut across the rear gardens of properties, rather than following defined garden areas or property boundaries. This is to ensure that inappropriate 'backland' development does not occur and lead to urban sprawl on the edge of settlements. Furthermore the rear gardens of properties,

especially large gardens, can be more akin to the open countryside in character, rather than the built environment and also can provide a ‘soft’ landscape edge to settlements.

Strategy 6 - Development within Built-Up Area Boundaries: [® 6.52](#)

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

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

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

- 6.25 A key objective of the Local Plan is to conserve and enhance the environment, the landscape, historic character and archaeological value and its wildlife, agricultural, recreational and natural resource value of countryside areas. Development in open countryside outside defined boundaries will be resisted, unless on the merits of the particular case, there is a proven agricultural, forestry or horticultural need or it will meet a community need that is not, or will otherwise not be met or there is another clear policy justification.

Strategy 7 – Development in the Countryside: [® 6.53](#)

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

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

Green Wedges and Settlement Coalescence [® 6.54](#)

- 6.26 One of the potential results of ‘creeping’ development could be the coalescence of adjacent or neighbouring settlements, villages or towns. To prevent such coalescence it is important that open land between settlements is retained thus helping them maintain

their separate identities, their landscape settings and to avoid the creation of unrelieved development. The areas subject to the policy are defined on the Proposals Map and comprise:

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

Strategy 8 - Development in Green Wedges: [6.55](#)

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

7 Development of East Devon's West End [@ 6.56](#)

Our vision for the West End is one of: [@ 6.57](#)

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

West End Sub-Regional Housing and Employment Provision [@ 6.58](#)

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

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

Strategy 9 - Major Development at East Devon's West End: [@ 6.59](#)

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

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

1. Cranbrook - Major new East Devon market town;
2. Pinhoe - Mixed use, residential led development;
3. North of Blackhorse/Redhayes – phased in the post 2021 stage in the plan making process – residential development;
4. Skypark - Substantial high quality business park;
5. Exeter Science Park - Research/technology employment site;
6. Exeter International Airport - Provision to be made for airport-related employment uses within operational site area.
7. Multi-modal Interchange - Facility for interchange of goods and distribution centre; and
8. Exeter Airport Business Park - Middle range business park providing for medium to smaller business uses.

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

West End Green Infrastructure [® 6.60](#)

- 7.9 Green Infrastructure comprises of open green spaces, footpaths and other links. It is a generic term for the creation of high quality, attractive and functional places that provide a setting for day-to-day living, enhance the character and diversity of the landscape, and conserve heritage assets, all of which contribute to the area's unique sense of place and cultural identity. It will enrich the area's wildlife value by addressing the negative impact of habitat loss and fragmentation by promoting habitat enhancement and linkage. Green Infrastructure will also help to connect residents and visitors to leisure and work destinations along a network of safe and clearly defined routes. Tree cover in urban settlements will make places more resilient to climate change thus keeping temperatures down²⁴.
- 7.10 Green Infrastructure is seen as an essential part of the vision for a long-term sustainable future for the Exeter and East Devon Growth Point area. Green infrastructure is also relevant to all other parts of the District and policies in the plan refer to provision. The Council and partners are all committed to developing strategic networks of accessible, multi-functional sites as well as linkages. These contribute to people's well-being in addition to sustaining an important wildlife resource.
- 7.11 In East Devon's West End Green Infrastructure is especially important as there will be a very significant level of development occurring with a substantial increase in the resident and employee population. Biodiversity, wildlife interests and environmental interests can be harmed by large scale development. However, if undertaken in a positive manner, in line with sound Green Infrastructure planning, adverse environmental impacts can be minimised and opportunities for habitat improvements and new provision can be generated. The net environmental benefits post development can be far greater than the green field starting position.

Clyst Valley Regional Park [® 6.61](#)

- 7.12 The Clyst Valley Regional Park proposal does not establish a 'policy boundary' that prevents or 'says no' to development. It sets out where particular emphasis will be attached to establishing high quality landscapes and settings for development, people and wildlife.
- 7.13 The Clyst Valley Regional Park may be one part of the solution to accommodating major development in the West End of East Devon without generating adverse biodiversity impacts that would lead proposals falling foul of habitat regulation requirements. The Habitats Regulations require the Appropriate Assessment of any project where the likelihood of significant effects on European wildlife sites cannot be ruled out. The definition of a project should be taken in its widest sense, including any development that would normally need to have the benefit of planning permission, and could include projects where planning permission is not required.

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

Strategy 10 - Green Infrastructure in East Devon's West End: [6.62](#)

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

Clyst Valley Regional Park

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

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

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

Habitat Regulations and West End Development

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

on site integrity can be prevented.

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

West End Physical Infrastructure [® 6.63](#)

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

West End Transport and Movement [® 6.64](#)

- 7.15 One of the major constraints to development of the West End was the capacity of Junction 29 on the M5 Motorway. Significant road improvements have now been completed and these increase vehicle capacity and provide for direct access into the Science Park. A new cycle and pedestrian bridge now spans the M5 motorway and work is well advanced on the Science Park spine road.
- 7.16 In 2010 a study was completed examining growth options in the West End and transport consideration²⁵. In January 2011 Devon County Council outlined its commitment to improving public transport and other forms of green travel. In its briefing note, Devon Metro – fulfilling the potential of rail²⁶, one of the aims is to promote opportunities to enhance rail travel into Exeter to help facilitate economic growth and a reduction in carbon emissions. In the short term, new stations and service improvements are planned within Exeter and at Cranbrook, with newer rolling stock providing capacity improvements in the medium term. In the longer term, more costly options such as passing loops would be required to support continued development of the rail system. Rail can offer a fast, attractive alternative to car usage especially where there is a station within walking distance from home. Economic assessment has shown that new stations would be good value for money and would provide travel time benefits. Construction of The station for Cranbrook is expected to start in 2012/2013.
- 7.17 The Devon Local Transport Plan 2011-2026 includes an Implementation Plan²⁷. Co-operation between the County Council and rail providers has led to an extra platform and passing loop at Axminster and an hourly service to Waterloo. The Great Western Route Utilisation Strategy²⁸ (produced by Network Rail) considers extending the service to Cranbrook and Axminster. The Strategy envisages lengthening trains to reduce

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

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

²⁷ Devon County Council (2011) “Local Transport Plan- Devon and Torbay Strategy 2011-2026” – [ID: Infrastructure – Inf009]

²⁸ Network Rail (2012) “Great Western Route Utilisation Strategy March 2010” - [ID: Transport – Tra001]

overcrowding. In the longer term, due to single track constraints, more costly infrastructure would be needed to support increased frequency on the Exmouth line or to achieve a half hourly service to Cranbrook and Axminster: passing loops at Lymptone and Digby & Sowton would permit a 15 minute frequency on the Exmouth line and a further passing loop at Cranbrook or Whimble would permit a half hourly service to Axminster. There may, as well or alternatively, alternative means to secure rail improvements.

- 7.18 Future transportation improvements for the East Devon's West End that are currently programmed, underway or at/nearly completion include:
- a) Clyst Honiton By-pass (completion due 2013).
 - b) Highways links into and through development sites and schemes.
 - c) A new bus route and service linking the West End sites to Exeter City Centre, which includes a twice hourly service to Ottery St Mary and Honiton. As development progresses in the West End, it is anticipated that the service frequency between Exeter and Cranbrook will be increased.
 - d) New cycle and footpath links.
 - e) A New Railway station at Cranbrook.
 - f) Access Strategy 3 – Tithebarn Lane Link Road.
- 7.19 At the end of 2012 The Science Park access road was nearing/at completion and it will provide access into the Science Park for businesses, visitors and employees. Once 4,000 dwellings have been completed at Cranbrook, or in this part of the West End, the roads at/through Junction 29 will be at or near capacity and a new road link will need to be created from the A30 to the Tithebarn Lane motorway Bridge (an indicative alignment is shown on the Proposals Map). This motorway bridge may also require improvement works to allow for increased vehicle use and safe pedestrian and cycle crossing.

Potential for Development on the A3052 Corridor [® 6.65](#)

- 7.20 The A3052 highway runs from Junction 30 of the M5 motorway Eastward into East Devon. Adjacent to this road, on the Western side of East Devon, there are a number of employment sites, housing areas and also Crealy Adventure Park. Crealy is the largest free-standing tourist attraction in the District and is of great importance to the local tourism economy. Recent planning permissions granted at Greendale and Hill Barton business parks will help create new jobs for this part of the District.
- 7.21 We have looked at potential for further growth on this corridor, including the possibility of a second new town for up to 4,000 dwellings and also a smaller scale housing scheme of up to 1,000 dwellings. Development would, however, require very significant infrastructure improvements to address resulting congestion. New access roads, distributor roads and bridges over the M5 could be required. Public transport access would need to be enhanced. All of these would be expensive and securing relevant improvements would be very challenging. The level of investment required to support new and improved bus services or park and ride to mitigate additional traffic impacts on the corridor would be substantial and unlikely to be deliverable. Unlike the A3052, the Cranbrook, Skypark, Redhayes, Science Park developments will be linked by high quality walking and cycling

routes and served by high quality bus and rail services. For these reasons and other broader impacts a second new community option is not considered to be desirable. We are not proposing any significant new additional development on this corridor although we will keep land supply and demand issues under consideration and will review provision in the years to come.

Additional Infrastructure at the West End [® 6.66](#)

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

Strategy 11 - Integrated Transport and Infrastructure Provision at East Devon's West End: [® 6.67](#)

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

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

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

Coordinated infrastructure provision will be required to cover:

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

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

Expansion of Cranbrook [® 6.68](#)

- 7.23 Cranbrook has permission for development of 2,900 dwellings and the first properties were occupied in 2012.
- 7.24 Cranbrook will continue to expand and develop into an important service centre. By 2026 the town will not only be home to around 15,000 or more East Devon residents but it will also provide jobs, recreation, community and education facilities to these residents and to

surrounding communities. Cranbrook will therefore be a self contained town serving its surrounding area.

- 7.25 The development of Cranbrook will be accommodated in a high quality landscape setting with local play areas and green spaces within easy access of all homes. An extensive Country Park (linking into the proposed Clyst Valley Regional Park) will form part of the scheme and sports pitches and informal recreation spaces will also add to the open spacious quality of the settlement. The town will sit comfortably in its wider landscape setting and a Green Infrastructure Strategy will plan for multi-functional high quality, open spaces of nature conservation value.
- 7.26 The town will be served by high quality public transport that will also link up other residential neighbourhoods, social and community facilities, mixed used development areas and employment areas both in East Devon and Exeter.
- 7.27 Identified areas of expansion for Cranbrook are to its east and west and beyond 2026 by indicative notation to the South West. Allocated sites, up to 2026, will have minimal encroachment toward Exeter Airport, will not lead to settlement coalescence with Broadclyst, Whimble and Rockbeare and will not result in severance of Cranbrook by either the railway or the old A30. Sites for expansion are being promoted by landowners and they are available for development. At net densities in the 30 to 50 dwellings per hectare range the allocated land at Cranbrook will accommodate around 6,000 new homes. This level of provision will still allow for extensive open spaces as part of the overall gross development area. Densities will typically be higher in town centre areas and lower in peripheral areas. High quality urban design standards will be critical for Cranbrook and other West End developments. A technical paper has been produced setting out density levels at Cranbrook²⁹.
- 7.28 As part of the development of Cranbrook, and for the West End as a whole, there is the need to provide attractive cycle routes linking new developments west and east of the motorway via the new Redhayes cycle bridge. Provision will help minimise car use and encourage healthier, more active lifestyles. The location of Cranbrook Rail Station means that many residents living in the expanded development will be outside the walking distance for rail access. Cycling will therefore prove an attractive alternative, including for neighbouring villages including Broadclyst.

²⁹ EDDC (2012) "Cranbrook Expansion Options" [ID: Housing – Hsg012]

Strategy 12 - Development at Cranbrook: [6.69](#)

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

Working with our partners we will promote Cranbrook, over the 2006 to 2026 period, to accommodate:

1. **New Homes** - 6,000 new homes - which will be required to be of the highest standards in terms of energy efficiency, quality of design and access to services and facilities. At peak build rates up to 500 new homes a year could be built at Cranbrook.
2. **Jobs** - provision of 15 hectares of employment land to accommodate a range of employment opportunities for residents of Cranbrook and surrounding areas. Nearby West End employment sites will also provide jobs for Cranbrook residents and some will travel to other locations for work purposes including Exeter City.
3. **Town Centre** - The town centre of Cranbrook will provide a focal point for retail provision and this will be complemented by a series of smaller neighbourhood centres.
4. **Social and Community and Education Facilities** - Cranbrook will accommodate a full range of social and community and education facilities (including new schools) to meet the needs of all age groups that will live at the new town.
5. **Infrastructure** - will be provided to serve the new town to include a combined heat and power station. The Council will produce an Infrastructure Delivery Plan that will set out key requirements recognising the need for improved transport links and road improvements as Cranbrook grows.

Land is allocated, as shown on the Proposals Map, for the expansion of Cranbrook to the East and West to provide for, in conjunction with the current site, 6,000 homes. In the longer term and beyond 2026 (expected to be in the 2026 to 2031 period) Cranbrook is envisaged to develop in a South Westerly direction (South of the old A30) with provision for a further 1,500 homes, the notional location for development is indicated on the Proposals Map. Proposals for the development of Cranbrook will need to take into account this longer term development aspiration.

Planning permission for individual schemes will not be granted unless they are compatible with a programme of works that will achieve the delivery of a co-ordinated package of integrated development in the West End. Delivery will be secured through legal agreements which secure appropriate financial contributions and land to ensure the timely implementation of the appropriate infrastructure projects.

Land North of Blackhorse/Redhayes (Tithebarn Green) [® 6.70](#)

- 7.29 Land North of Blackhorse/Redhayes to the East of the Science Park site is allocated for the final phase of the plan, at/after 2021, as part of a mixed use development to include 600 new homes. This new housing provision will be on a good quality public transport route, giving easy access to the nearby employment sites. As at November 2012 there was a planning application to be determined at this site for 600 homes that straddles the M5 motorway and includes 330 dwellings in Exeter City.
- 7.30 A neighbourhood centre will need to form a central part of the development. This will be required to be served by very good public transport and will accommodate a range of community facilities and commercial uses that may also serve/dovetail with Science Park facilities.
- 7.31 Development North of Blackhorse/Redhayes will be able to make use of already planned infrastructure and new homes will be close to employment sites and other facilities. As longer term planned development it will be able to take location advantages of infrastructure proposed in the earlier phases of plan work – including new public transport provision and jobs and other infrastructure at the Science Park.
- 7.32 Cranbrook, Skypark and the Intermodal Freight Terminal sites are to be connected to the main Trunk road network by the Clyst Honiton Bypass (planned as Access Strategy 1) and improvements to Junction 29 on the M5 (Access Strategy 2). Post 4,000 homes East of the M5, it will be necessary to provide for Access Strategy 3 – an alternative route into Exeter avoiding Junction 29. This route will pass to the east of Science Park and enter the City via Tithebarn Bridge. However, should Science Park Phase Two commence before 4,000 homes are completed, this will also trigger the need for the new road to be built. The indicative route for this new road is shown on the Proposals Map.

Strategy 13 - Development North of Blackhorse/Redhayes: [® 6.71](#)

Land North of Blackhorse/Redhayes (Tithebarn Green) shown on the proposals Map is allocated for mixed use development at or after 2021 or once 4,000 homes have commenced at Cranbrook, whichever is the sooner. The mixed use development will be designed to form a 'village' community, and will be the subject of a master planning exercise; it will be built to reflect an agreed distinctive architectural character and will be low or carbon zero development with onsite and/or community power generation. The development will also be designed to ensure high quality links for walking and cycling and quality public transport to other nearby employment sites and into the City.

The scheme will comprise of:

1. **New Homes** - 600 new homes, including affordable homes, will be provided in the 2021 to 2026 period - New housing development will be required to be high quality with good access to services and facilities. Some of the homes should be designed to appeal to and potentially restricted to occupancy by workers at the Science Park.
2. **Neighbourhood Centre** - A new neighbourhood centre will provide a focal point for services and community facilities.
3. **Social and Community Facilities** - A range of social and community facilities will be needed to meet key needs of all age groups that will live North of Blackhorse and in the existing nearby communities.
4. **Infrastructure:**
 - a) Energy Infrastructure – to include a heat and energy network to achieve low and zero carbon development.
 - b) Contributions to meet educational requirements and transport provision – including Tithebarn Green road link.

Land in East Devon Adjacent to Pinhoe [® 6.72](#)

- 7.33 Land North of Pinhoe has capacity to accommodate 800 dwellings and provision has been made for 3 hectares of employment land. This capacity constraint is determined by highway limitations and a need to provide a sufficient number of dwellings to support a new primary school. New development will need to secure enhancements to existing bus services and improved access to rail connections. Improved cycle routes should also be planned, providing safer, more direct routes to key education and employment destinations. A new "park and change" service will also form part of the overall development and help minimise the traffic impacts. An area wide transport strategy has been developed to address transportation issues, including planned development in the Pinhoe area within Exeter City Council boundary.
- 7.34 A neighbourhood centre will need to form a central part of the Pinhoe development. This will need easy access to public transport and will accommodate a full range of community facilities. An early start of development is envisaged at Pinhoe.

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

Strategy 14 - Development of an Urban Extension at Pinhoe: [® 6.73](#)

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

The scheme will comprise of:

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

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

West End Intermodal Interchange Facility [® 6.74](#)

- 7.36 The East Devon Local Plan includes policy for the development of an Intermodal interchange. This proposal will ultimately allow for a major siding or railhead on the Exeter to Waterloo railway line that will accommodate the transfer of goods between rail and road. There will also be open space and buildings for the storage of goods awaiting

transfer and some scope for road vehicle to road vehicle transfer. The unusual and substantial nature of this scheme, and the fact that it is transport related and provides low job numbers per hectare of development, is such that we do not count the land take of this scheme in employment land assessments. At November 2012 a large part of the site was being developed for a freight distribution depot for Sainsbury.

Strategy 15 - Intermodal Interchange: [® 6.75](#)

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

Exeter Science Park [® 6.76](#)

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

Strategy 16 – Exeter Science Park: [® 6.77](#)

Land is shown as an allocation on the Proposals map for 25 hectares of development of the Exeter Science Park.

Exeter International Airport [® 6.78](#)

- 7.40 Exeter International Airport is one of the UK's major airports serving a wide range of passenger destinations, offering freight services and offering aeroplane servicing used by a number of carriers. The airport occupies around 140 hectares of land close to Junction 29 of the M5 Motorway and adjacent to the A30 dual carriageway. However access roads

to the airport are of poor quality and will require upgrading, to also include improved walking and cycling links.

- 7.41 Development directly related to Airport operations, such as new hangers or terminal facilities, so long as they fall in airport operational land, do not typically require planning permission (they are deemed as 'Permitted Development'). Likewise increasing passenger numbers is typically not an issue requiring planning permission. Growth of operational activity and passenger numbers is supported by the Council.
- 7.42 Future activity at Exeter airport will:
- a) Support the UK economy.
 - b) Support regional economic growth.
 - c) Allow for tourism growth in the South West region.
 - d) Generate substantial private sector investment.
 - e) Directly and indirectly generate new jobs (The airport site had 1,400 full time employees in 2007 the earnings of whom were on average 33% higher than the local average).
- 7.42 Whilst having positive economic benefits there is the potential for significant effects on European wildlife sites from airport related activity which could arise from development or increased activity. The Habitats Regulations require the Appropriate Assessment of any project where the likelihood of significant effects on European wildlife sites cannot be ruled out. The definition of a project should be taken in its widest sense, including any development that would normally need the benefit of planning permission, and could include projects where planning permission is not required. Projects would only be appropriate where it can be demonstrated that adverse effects on site integrity can be prevented unless justified on account of an over-riding need.

Strategy 17 - Future Development of Exeter International Airport: [® 6.79](#)

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

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

Exeter Airport Business Park [® 6.80](#)

- 7.43 Exeter Airport Business Park lies to the South of the Exeter International Airport. The Business Park is home to a range of successful businesses and building and plot vacancy levels at the park are very low. Exeter Airport Business Park accommodates some smaller sized high technology businesses but for the most part is home to manufacturing and distribution businesses and to this end it is not in direct competition with the 'upper end' jobs that Skypark and the Science Park will be seeking to attract.

- 7.44 Although the thrust of employment creation in East Devon's West End will be on the major new employment parks and the high value jobs they will offer it is recognised that it is important to also provide a range of additional employment opportunities. Exeter Airport Business Park has proven to be a very successful business location in recent years, proximity to the M5 Motorway and the A30 being key to its success.
- 7.45 In order to provide for a range of business uses, not just high skill/high technology uses, in the West End modest provision is made for expansion of the Airport Business Park.
- 7.46 Adjoining the current Business Park an airline training academy has been built comprising classrooms and ancillary office space with linked simulator building and ancillary workshops for the training of cabin crew, pilots, technical and customer care staff. A hotel (7,600 sq m) is under construction at November 2012, these developments will be complemented by a combined heat and power plant, access roads, car parking and landscaping.

Strategy 18 - Future Development of Exeter Airport Business Park: [® 6.81](#)

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

Skypark Business Park [® 6.82](#)

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

expansion before the first development has started. The Skypark site is shown on the Proposals Map.

Strategy 19 – Skypark Business Park: [@ 6.83](#)

Land is shown as an allocation on the Proposals map for 40 hectares of development of the Skypark Business Park.

8 Axminster [® 6.84](#)

Our vision for Axminster is one of: [® 6.85](#)

Larger scale housing growth to promote and be a catalyst for further commercial activity. A focus will be placed on town centre regeneration with recognition of need for measures to address adverse traffic impacts and also to conserve and enhance the fine built heritage of the town and surrounding countryside³⁰. We already have plans in place for provision of residential, commercial and recreational provision to the North of Cloakham Lawns.

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

Axminster Now [® 6.86](#)

- 8.1 Axminster Parish's population in 2012 is estimated to be 6,927³¹ with 2,748 dwellings falling inside the existing Local Plan Built-up Area Boundary. There was moderate growth in the town (around 36 dwellings being built per year between 1995 and 2010, although for 2004/5 and 2005/6 there were around 100 dwellings completed per year. The Local Plan strategic policy approach implies a substantive increase in annual house building levels.
- 8.2 The town is one of the key manufacturing employment centres of East Devon, with some 75,000 SqM of employment floorspace, which accounts for about 12.5% of all of the district's employment floorspace³². Most of this is made up of factories, with some offices and warehousing.
- 8.3 The recently updated retail study for East Devon³³ finds Axminster to have a reasonably healthy town centre with low vacancy rates. There are good levels of food retention shopping but only 18% of non food expenditure is retained in the town. There is no capacity for additional food retail floorspace but there is capacity for additional non-food floorspace, this will be encouraged.
- 8.4 Axminster lies roughly equal distant (30 to 40 km / 12 to 20 miles) from the major centres of Exeter, Taunton, Yeovil and Dorchester, it is served by the Waterloo to Exeter main rail

³⁰ Axminster Town Council (2009) "A Vision of Axminster 2030 - Axminster Community Plan" – [ID: Parish/Town Council – Ptc019]

³¹ Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [ID: General – Gen014]

³² Atkins (2006) "East Devon Employment Land Review 2006-2026" – [ID: Employment – Emp002]

³³ GVA Grimley (2011) "East Devon Retail Study – Update 2011" – [ID: Retail – Ret003]

line and has reasonable road links to other towns and its hinterland. At peak times trains operate an hourly service to Exeter and east to London with bus service links to the coast and Dorset. Proposed service/infrastructure improvements will provide for more frequent, half hourly, services. Axminster functions as a modest-sized employment and service centre. Proposed growth will, however, elevate its status to a more significant service, employment and residential centre. The town centre has a reasonable range of mainly independent shops with few national retailers, although food shopping is dominated by the edge of town centre Tesco.

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

Axminster: The Future [6.87](#)

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

- k) Expect that developments within the built up area, particularly in the town centre, will enhance the townscape quality, reinforce its independent market town character and so contribute to a sense of place.

8.8 Potential strategic land allocations for Axminster were assessed in a study produced by the Council in 2009³⁴.

³⁴ EDDC (2009) “Axminster Strategic Allocations” - [ID: Housing – Hsg021]

Strategy 20 - Development at Axminster: [® 6.88](#)

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

1. **New homes** - encourage the building of substantial numbers of new homes through strategic allocations for 1,050 new homes and the 'build-out' of existing commitments.
2. **Jobs** – provide for 8 hectares of employment land.
3. **Town Centre** - give priority to the enhancement of the environment and promotion of business opportunities in the expanded town centre shopping area defined on the Proposals Map to provide the focus for jobs, shops and tourism. Promote the regeneration of the Webster Garage site and adjoining land to support commercial activity, enhance the public realm and address traffic congestion issues.
4. **Transport** - support the provision of better sustainable (non-car) transportation, including footpaths, cycle routes and bus services both within the town and to link with the countryside and other settlements. Introduce through-route large vehicle traffic management measures and promote a developer funded North-South relief road.
5. **Infrastructure** - ensure quality, accessible recreational facilities and secure drainage improvements for the town to mitigate the likely environmental impact of new housing. Support the schools, health and other service providers to meet their accommodation needs and local aspirations for new and improved facilities.
6. **Environment** - make sure that any development does not harm wildlife and habitats in the Axminster area. In particular, the water quality of the River Axe and the surrounding wildlife sites should be protected.

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

- a) At **Cloakham Lawns** for 400 new homes (SHLAA site E057) [® 6.89](#) . This site already has Outline planning permission (10/0816/MOUT).
- b) **North and East of the town** (E105) [® 6.90](#) for mixed uses to incorporate;
 - i) 650 new homes;
 - ii) 8 Hectares of land for mixed job generating commercial and employment uses;
 - iii) a range of social, community and open space facilities to support development;
 - iv) a 210 pupil primary school (1.5ha site), including a nursery and accommodation to support children's centre services; and
 - v) a North South relief road for the town.

A Masterplan will be required for this site and development will be subject to improved public transport provision.

9 Budleigh Salterton [® 6.91](#)

Our vision for Budleigh Salterton is one of: [® 6.92](#)

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

Budleigh Salterton Now [® 6.93](#)

- 9.1 Budleigh Salterton is a small coastal town with about 5,291³⁵ residents, 39% of whom are 65 or over. There are no major employment sites in the town and the retail, services and tourism industries are relied on to support the local economy. Uniquely in East Devon, the whole town is within the East Devon Area of Outstanding Natural Beauty and the Otter estuary to the east is a site of Special Scientific Interest. There are Coastal Preservation areas to the West and East. The Town Centre and land to the North West of it is a designated Conservation Area and there are three County Wildlife Sites within the green wedge separating Exmouth Road from Knowle Road. The whole beach and adjoining coastline form part of the World Heritage Site and the town acts as a 'gateway entrance' to the site. As a result there are tight constraints upon development within and adjoining the town, quite apart from the green spaces and countryside views, which need to be conserved.

Budleigh Salterton: The Future [® 6.94](#)

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

³⁵ Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [General – Gen014]

- f. We conserve and enhance the Conservation Area by requiring new developments and redevelopment to be of a high design standard that is appropriate to its location and surroundings.
- g. We resist any development and land uses that would detract from the outstanding wildlife value of the Otter Estuary.
- h. We will seek to manage the impact of coastal erosion through designation of a 'Coastal Change Management Area'
- i. Investigate proposals for the amenity former railway link from Upper Stoneborough to East Budleigh Road to be designated as a green network and corridor.

Strategy 21 - Budleigh Salterton: [6.95](#)

The principal consideration for Budleigh Salterton will be the conservation of its outstanding natural environment and affordable housing and employment uses will be given priority over other forms of development. Land Allocations will be made for the development of around 110 new homes through the Local Plan in accordance with adopted Design Statement. Proposals for development in Budleigh Salterton should be consistent with the strategy which is to:

1. **New Homes** – secure modest levels, allocations for 110 new homes.
Land adjacent to and North of Greenway Road (SHLAA site C056) already has Outline planning permission for 48 of these dwellings (11/1251/MOUT) Development Management Policy H1 allocates non-strategic sites in Budleigh Salterton, see H1 and Appendix 3 for more details.
2. **Jobs** – provide modest development of new employment provision.
3. **Town Centre** – give priority to the enhancement of the environment and promotion of business opportunities in the town centre shopping area defined on the Proposals Map to provide the focus for jobs, shops and tourism.
4. **Social and Community Facilities** – support schools, health and other service providers to meet their accommodation needs
5. **Environment** – conserve the outstanding natural environment. Ensure that the semi-rural character of those areas on the edge of the Built-up Area, particularly to the west of the town, are maintained in order to protect the character of the AONB.

There are no strategic allocations at Budleigh Salterton. Land allocations will be made through Development Management Policies (Part Two) in the plan.

10 Exmouth [® 6.96](#)

Our vision for Exmouth is one of: [® 6.97](#)

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

Exmouth Now [® 6.98](#)

- 10.1 Exmouth is the largest town in Devon and is an important commercial and residential centre. During the 18th century the town established itself as a destination for the wealthy. When the railway came to Exmouth in the 1860s the tourism industry expanded and the Victorian seaside character of the town was established. Exmouth remains an important visitor destination and its 3 kilometres (2 miles) of sandy beaches are a major draw. The updated retail assessment by GVA Grimley³⁶ confirms Exmouth as the largest retail centre in East Devon, both by floor space and number of units with the highest number of national multiples. There are very good levels of food shopping retention although these are dominated by the out of centre Tesco. 50% of non food shopping trips are retained in the town and there is additional capacity for both food and non-food shopping. The holiday season is dominated by high summer visitor levels. The town supports numerous hotels and bed and breakfast establishments and also the substantial Devon Cliffs Holiday Park.
- 10.2 The town centre lies close to the sea and estuary. Shopping, Tourist and commercial attractions are concentrated into the South Western edge of the town close to the estuary and sea. The town stretches inland to the North and East for around 3 kilometres (2 miles) with much of the outward expansion occurring in the late 20th century. The town centre is remote from most Exmouth residents and many outlying areas, especially to the North of the town, are poorly served by community and commercial facilities.
- 10.3 Exmouth has a population of around 35,989³⁷ people and although there are important businesses located in the town it also acts as a dormitory town. The 2001 census showed Exmouth having an economically active population of around 14,500 people but around 6,500 of these commuted out to jobs elsewhere with just over half of them to Exeter.
- 10.4 In addition to its substantial summer tourist trade Exmouth serves as a regional centre for water sports, including sailing, wind-surfing and kite surfing, for which the town has a

³⁶ GVA Grimley (2011) "East Devon Retail Study – Update 2011" – [ID: Retail – Ret003]

³⁷ Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [General – Gen014]

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

Future Development in Exmouth [® 6.99](#)

- 10.5 The Council, with partners, has developed various initiatives aimed at promoting and enhancing Exmouth, including environmental improvement schemes in the town centre and along the waterfront³⁸. In 2010 East Devon District and Devon County Councils appointed LDA Design to undertake a comprehensive Study for the town centre including the preparation of proposals and a delivery plan to encourage investment in the Royal Avenue, estuaryside and London Inn areas. The Local Plan will incorporate the key findings of the Masterplan³⁹ work. We will seek to adopt its proposals as a Supplementary Planning Document.
- 10.6 We will enhance Exmouth by:
- a) Promoting a range of services and an improved town centre to meet local needs for shopping and community facilities.
 - b) Encouraging town centre retail development with a new supermarket being key to securing additional retail activity, business confidence, investment and jobs.
 - c) Promoting new employment to reduce the need for out-commuting for work, and work-related training.
 - d) Promoting new recreational, health and educational facilities, further assisting in the regeneration of the area and helping to meet the needs of residents. A particular emphasis will be attached to local area facility provision in the North of the town.
 - e) Planning for completion of Dinan Way to help remove traffic from residential streets and ease access to the South Eastern parts of the town.
 - f) Promoting enhancement of public transport links to Exeter through increased services and longer trains and provision of an Improved Transport Interchange.
 - g) Promoting the town as a high quality tourist destination capitalising on its waterfront assets.
 - h) Seeking to secure 'care' and 'extra care' housing provision in the town for the elderly.
 - i) Conserve and enhance the built environment and historic qualities of Exmouth and promote these as assets for visitors to the town and residents.
 - j) Conserve and enhance the natural environmental qualities of the River Exe and its estuary the World Heritage Site coastline and also the Area of Outstanding Natural Beauty and other countryside assets.
 - k) Working with partners, seek to reduce the adverse impacts of traffic on the town centre.

³⁸ EDDC (2004) "Orcombe Point Development Brief" - [ID: Parish/Town Council – Ptc018]

³⁹ LDA Design (2011) "Draft Exmouth Town Centre and Seafront Masterplan" – [ID: Parish/Town Council – Ptc004]

- l) Enhance the visual appearance of the town, including improved signage. The design guide for shop fronts should be consulted where necessary.
- m) Encourage walkers and cyclists to the Exe Estuary trail, improve signage for the Dorset and East Devon Coast World Heritage Site (Jurassic Coast) and promote completion and use of Valley Parks and leisure routes in and around Exmouth. An Access and Cycle Strategy for Exmouth is being produced to update the 2007 version⁴⁰ and accompanying map⁴¹.

- 10.7 At the Former Rolle College campus site there are proposals for a mixed use development comprising housing, employment and education uses. A not for profit Industrial and Provident Company has been set up for the benefit of the community. The company seeks to purchase about half of the site within 3 years of signing an agreement with the University of Plymouth. The University of Plymouth will sell the remainder for housing purposes unless an alternative more beneficial planning arrangement can be made to achieve community objectives including employment, education and leisure.
- 10.8 Housing land allocations in Exmouth have been informed by a study of potential development sites.⁴²

The Exmouth Seafront, Masterplan and Regeneration Proposals [® 6.100](#)

- 10.9 The Exmouth Seafront is recognised as a key asset for the town and the Council is a key driver in its further enhancement. To this end, along with Devon County Council, the District Council appointed LDA Design to undertake a town centre and waterfront design study to identify opportunities for renewal and improvement in the physical, economic and environmental quality of the town. The Final LDA study⁴³ and recommendations and conclusion have been endorsed by the Council and under strategic Local Plan policy land is designated to secure the implementations of schemes detailed in the masterplan work. The masterplan has proposed 27 different project opportunities large and small. These are being taken forward in a priority order.
- 10.10 The District Council has long identified the Imperial Road car park, Rugby Club site, bus station, former British Rail Club, estuary car park, Camperdown Creek and access roads as offering redevelopment potential for provision of a mix involving retail and commercial development, new homes, community facilities, high quality public realm and improved public transport interchange facilities. Any regeneration investment would involve significant improvements to the pedestrian link from this area to the town centre to ensure a close connection with existing services, leisure and shops. Relocations of facilities, such as the bus depot, could be needed as part of any redevelopment.

⁴⁰ Exmouth Cyclepath Working Group (2009) "A Strategy for Cyclepaths in Exmouth" – [ID: Infrastructure – Inf005]

⁴¹ Exmouth Cyclepath Working Group (2009) "A Strategy for Cycle Routes in Exmouth - Map 2007" – [ID: Infrastructure – Inf006]

⁴² EDDC (2009) "Exmouth - Evaluation of Potential Strategic Allocations" - Exmouth - Evaluation of Potential Strategic Allocations [ID: Housing – Hsg007]

⁴³ LDA Design for EDDC (2011) Exmouth Masterplan – [ID: Regeneration – Rgn001]

- 10.11 Queens Drive – Exmouth Splash aims to provide a fully integrated tourism/leisure zone focused around ‘play’ for all ages and updating Exmouth’s rather dated play venues and facilities. An opportunity to bring leisure and tourism uses into a revitalized seafront site, which extends to approximately 3 hectares on Queens Drive. The area incorporates the existing Harbour View Cafe to the west, all of the land and buildings up to the Bowling Club boundary to the north, the Cricket Ground and The Maer to the east and includes the Queens Drive Car Park. The area is identified as ‘Exmouth Splash’ in the Exmouth Masterplan as a development opportunity for regeneration.
- 10.12 The Elizabeth Hall Site - The Exmouth Town Centre and Seafront Masterplan identifies the site as one that has the potential for change including replacement buildings. It is a key site to help kick-start and act as a catalyst for further regeneration along the seafront, attract visitors to the town and seafront, help strengthen Exmouth as a destination and raise the town’s profile. It will also help strengthen the link between the town centre and seafront and uses should contribute to the diversity of activities within the ‘Beach Hub’ and wider town.
- 10.13 The London Inn Car Park, Post Office and yard, former gas holder site in Union Street and the builders merchant premises in Fore Street have potential to provide additional retail and commercial development, together with short stay car parking to support the regeneration of the town centre. It is recognised that the former gas holder site and adjoining land, which forms part of a gas works, may be contaminated.

Strategy 22 - Development at Exmouth: [® 6.101](#)

Exmouth will see larger scale development. Working with our partners in Exmouth, over the 2011 to 2026 period, we will specifically plan for and promote proposals that are consistent with the strategy which is to promote:

1. **New Homes** - Moderate new housing provision with land allocated for 700 homes in the town.
See Appendix 3 for more details of all envisaged housing development in Exmouth.
2. **Jobs** - significant new employment provision in the town.
3. **Town Centre** - significant investment in new retail and commercial facilities in the town centre and the improvement of links between the town centre and seafront through Bath Road.
4. **Social and Community and Leisure Facilities** - new facilities to serve the needs of residents. These include enhanced medical services, educational facilities, library and other commercial services.
5. **Infrastructure** – key elements of infrastructure provision will need to include:
 - a) upgrading of public transport provision to and from Exeter, primarily through the provision of an integrated transport interchange and other enhancements to public transport improvements;
 - b) completion of Dinan Way, this highway completion is likely to require developer contribution funding. Land shown on the Proposal Map is safeguarded for completion of Dinan Way and in the safeguarded area development proposals that could prejudice development of the road will be resisted;
 - c) upgrading of sewerage, mains gas and public water supply, education, medical and social care provision in Exmouth to facilitate the growing community and changing demographics; and
 - d) a 210 pupil primary school (1.5ha site), including a nursery

It is recognised that further developments (particularly Plumb Park) could exacerbate the capacity problems of the Littleham Cross junction. In response to this, support will be given for further work to address problems and enhance vehicle movements and pedestrian safety. Potentially developer contributions and money from other sources could pay for relevant upgrading works. Clinton Devon Estates have set up a working party to look at congestion issues at Littleham Cross junction.
6. **Environment** – make sure that any development does not harm wildlife and habitats in the Exmouth area. In particular, the water quality of the Exe Estuary and the surrounding wildlife sites should be protected.

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

- a) **Goodmores Farm** [® 6.102](#) - mixed use development for 350 homes and around 5 hectares of land for mixed use employment (3 ha) and community and commercial

facilities (2 ha) (SHLAA site W147).

- b) **Phase 3 at Liverton Business Park** [® 6.103](#) - around 3 hectares of employment land. **Liverton Phase 2** does have planning permission but it is also calculated into allocations with 8 hectares (Employment site ref 017).
- c) **Littleham Plumb Park** [® 6.104](#) - around 350 new homes (*at the Plumb Park site*) (SHLAA site W079). At this site open space provision including at “Donkey Hill” will form an integral part of the scheme.
- d) **Waterfront Redevelopment Sites** [® 6.105](#) – Land is shown for mixed use developments, to include provision for employment, retail and commercial uses as well as open space, recreation, tourism and cultural, community uses and potentially residential and other allied uses.

11 Honiton [® 6.106](#)

Our vision for Honiton is: [® 6.107](#)

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

We will seek to secure indigenous employment growth as well as inward investment to establish Honiton as a major employment and commercial focal point in East Devon. This would reflect the central position of Honiton in the District, its substantial catchment population and excellent road and rail links. We will allocate a strategic employment site to the West of Hayne Lane, with a phased delivery and identify sites for 450 new homes.

Honiton Now [® 6.108](#)

- 11.1 Honiton is centrally located in East Devon and acts as a focus for shopping, employment and services for the surrounding rural area. The town nestles into the Otter Valley and has a stunning rural setting falling between two Areas of Outstanding Natural Beauty. Honiton has the best transport links of all the towns in East Devon, benefiting from a train station on the Exeter to Waterloo line and the main A30 East-West road link which skirts the North of the town. There is a long, distinctive and very wide main street flanked by Listed Buildings, which forms the main town centre and the town has a concentration of heritage assets in the medieval planned town, Roman Road, Roman fort at Pomeroy Wood, as well as prehistoric sites at Hayne Lane. Honiton is noted for its antique shops that attract visitors to the town, but an out of town Tesco store dominates the food market and an out of town Lidl has recently opened. A recently updated retail study⁴⁴ (by GVA Grimley) found Honiton to have a reasonable healthy town centre with a niche shopping role and a low vacancy rate. There is capacity for additional non-food shopping, but very little capacity for extra food shopping.
- 11.2 Honiton has been the focus for a large proportion of the District's recent housing provision, with the population more than doubling between 1970 and 2012 from 5,000 to 11,608⁴⁵. There are around 5,369 dwellings within the existing settlement (as defined by the 'Built-up Area Boundary' of the adopted East Devon Local Plan). Industrial land has also been developed and some of this land in 'Heath Park' to the West of the town has been used for retail uses. The population expansion has not been accompanied by an increase in community facilities and there is a shortage of open space, sports pitches and

⁴⁴ GVA Grimley (2011) "East Devon Retail Study – Update 2011" – [ID: Retail – Ret003]

⁴⁵ Patient and Practitioner Services Agency (PPSA) (2012) "PPSA estimates, East Devon parishes" – [General – Gen014]

community facilities. There are 2 primary schools and one secondary school, all of which it is estimated will be under capacity in 2013. Options for town expansion are severely limited by highway, topography, flooding, landscape and land ownership issues.

Honiton: The Future [6.109](#)

- 11.3 Honiton will act as a focal point for jobs, shops, recreation and cultural facilities to serve local need including the smaller surrounding settlements. The town centre will be the focus for commercial uses to retain vitality but business opportunities will also be available at a new employment allocation to the West of the town. The fact that Honiton has good transport links and is central to the District is key to the employment-oriented growth agenda for the town that can genuinely compete with other larger centres to attract major strategic inward employment investment. A strategic employment allocation of 15 hectares is proposed to the West of Hayne Lane and North of the railway line to take advantage of Honiton's advantageous business location. Whilst 15 hectares is a relatively large allocation for Honiton, the costs of providing infrastructure for the site are high and a smaller allocation is unlikely to be viable. The agents for the majority land owner have stated that an employment allocation on this scale here would be independently viable. It should be noted that East Devon District Council own part of the land proposed for employment. It was purchased for recreational purposes and there is a legal clause restricting the use to recreation. The Council has not formally confirmed whether their land is available for development.
- 11.4 There is an aspiration for an A35 relief road and possible development to the East of Honiton, commensurate with this objective, could help with provision. However, there are currently no indications from landowners that significant areas of land are available for development to the East of Honiton that could provide for and finance what would need to be an extremely expensive major road scheme.
- 11.5 The strategic advantages of Honiton's central East Devon location, close to the proposed employment sites in the 'West End' also make it a logical focus for additional housing.
- 11.6 We will enhance Honiton by:
- a) Directing new retail, leisure, tourist and major community uses to the town centre, unless there are no suitable sites available.
 - b) Allocating land for employment uses on land to the West of Heath Park, subject to the implementation of highway improvements at the 'Turk's Head' junction. This will provide opportunities for local businesses to expand.
 - c) Improving sporting, cultural and community facilities to serve Honiton and the surrounding rural area by requiring new provision in any large new development and supporting community initiatives to develop these; these considerations are highlighted in a Honiton Town Plan⁴⁶.
 - d) Encouraging the provision of sports pitches on hill top land to the South of the town in line with community aspirations.
 - e) Conserve and enhance the environmental quality of the town centre as the major asset for visitors to the town and a key resource for residents.

⁴⁶ Honiton Town Council (2004) "Honiton Town Plan" – [ID: Parish/Town Council – Ptc014]

- f) Support community initiatives to extend the network of green links to surrounding countryside.
- g) Seek ways of reducing the level of heavy goods vehicles in the town centre.
- h) Introduce measures to improve air quality if necessary.
- i) Require the strategic employment allocation to the West of Honiton to be designed at the outset to the highest sustainability standards.

11.7 On a local level in Honiton Land North and South of Chapel Street between the rear of properties in High Street and Queen Street has potential for redevelopment although access is difficult and the historic street pattern would need to be retained. As a town centre site a mixed use development would be appropriate and there is potential for the provision of public open space to provide a quiet traffic free sitting area in a formal garden close to the town centre. A development brief was adopted as Supplementary Planning Guidance by the District Council in autumn 2004 and any proposals for new development within the area should accord with it.

11.8 Potential strategic allocations sites for Honiton were evaluated in a study in a study undertaken in 2009 and this has informed plan policy⁴⁷.

⁴⁷ EDDC (2009) “Honiton - Evaluation of Potential Strategic Allocations” – [ID: Housing – Hsg022]

Strategy 23 - Development at Honiton: [® 6.110](#)

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

1. **New Homes** – Encourage the building of an additional 450 new homes within the Built-up Area Boundary for Honiton. Land at Ottery Moor Lane is allocated under development management policies and a reserve site is identified adjacent to the existing Built-up Area Boundary to the West of Hayne Lane on the South side of the railway. The reserve site is located entirely within Gittisham Parish.
See Appendix 3 for more details of all envisaged housing development in Honiton.
2. **Jobs** – make provision for up to 15 hectares of additional employment land through a strategic site allocation for B class use only.
3. **Town Centre** – give priority to the enhancement of the environment and promotion of business opportunities in the town centre shopping area defined on the inset plan to provide the focus for jobs, shops, tourism, leisure and recreation.
4. **Social and Community Facilities** – support the schools, health and other service providers to meet their accommodation needs and local aspirations for new and improved facilities.
5. **Infrastructure** - require new developments to meet their own infrastructure requirements, including improvements at the Turk's Head junction, which would need to be developer funded.
6. **Environment** – support schemes which enhance the quality of the town's environment.

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

- a) **At Ottery Moor Lane [® 6.111](#)** - within the existing Built-up Area Boundary to the North of the town centre. This site will house up to 150 new homes in a sustainable location close to the town centre (SHLAA sites E164, E321 and E322).
- b) **On land West of Hayne Lane [® 6.112](#)** - and North of the railway line - for employment (B Use Classes), with a phased delivery: initially 5 hectares will be released with a second 10 hectares to be released if needed after a 5 year plan review. (Employment site 042)

Reserve Site (SHLAA site E158B) West of Hayne Lane [® 6.113](#)

It is recognised that it may be difficult to deliver the additional 300 homes needed within the town boundary (no specific allocations feature in the Development Management policies). A 'reserve' site is therefore indicated on the Proposals Map for land West of Hayne Lane and South of the railway. This site remains outside of the Built-up Area Boundary and will only be released for housing development if monitoring and future projections indicate (after the completion of the 2011 to 2016 phase of the plan) that there is likely to be a shortage of deliverable housing land in the plan period.

12 Ottery St Mary [® 6.114](#)

Our vision for Ottery St Mary is one of: [® 6.115](#)

The strategy for Ottery St Mary will see development focused on meeting local needs and making the town a more vibrant centre. The viability of the town centre will be enhanced through additional housing development and employment opportunities. Moderate housing growth will include a strategic allocation to the West of the town for 200 new homes, and a housing allocation for 100 new homes on the former Cutler Hammer factory site. Modest employment growth is proposed, primarily to support locally generated needs with a focus on town centre regeneration and enhancing the retail and commercial vitality of the town, whilst conserving and enhancing the fine built heritage of Ottery St Mary.

Employment opportunities in the town will be supplemented through a strategic mixed use allocation to the West of the town to include up to two hectares of land for employment generating uses (excluding retail). Land West of the Kings School is safeguarded for community/educational use and there may be scope within/as part of the employment use in the strategic allocation for school expansion.

Ottery St Mary Now [® 6.116](#)

- 12.1 The Parish of Ottery St Mary has around 9,010⁴⁸ residents, of which, around 5,000 are estimated to live in the town itself. It is a very attractive and long established small town with a historic core of great architectural value. The town centre has however, struggled to remain vibrant and parts of the town are subject to flooding from the river Otter. The sewage plant serving Ottery St Mary is at capacity and major works are required before larger scale development can take place. This will reduce potential for development in the shorter term, although it will be possible for South West Water to plan for the major works required in order to deliver the scale of development proposed.
- 12.2 A major supermarket of 2,000 Square meters (20,000 square feet) floor space opened in October 2011 and should reduce the number of residents of the town leaving Ottery St Mary to shop elsewhere. Furthermore, the new supermarket provides additional local job opportunities and should attract additional people into the town and encourage additional retail visits to other shops and businesses. The updated GVA Grimley retail study⁴⁹ has found that Ottery St Mary has a high proportion of food and service outlets with low numbers of non-food units. There are low vacancy rates but poor levels of bulk food trip retention, although this may be redressed with the new supermarket.

⁴⁸ Patient and Practitioner Services Agency (PPSA) (2012) “PPSA estimates, East Devon parishes” – [General – Gen014]

⁴⁹ GVA Grimley (2011) “East Devon Retail Study – Update 2011” – [ID: Retail – Ret003]

- 12.3 Ottery St Mary has reasonable bus links but does not have a railway station. Road links out of the town, going west towards Exeter, are very good but narrow roads and one way streets and pinch points affect the flow of traffic in a number of parts of the town. The proposed improved transport to serve Cranbrook might usefully connect to Ottery St Mary resulting in a more attractive bus service. Many residents commute to work and there are limited jobs available in the town. The King's School has developed a very good reputation attracting students from a wide surrounding area but it operates from a constrained site with sports pitches separated from the school by a main road. Whilst the town has a range of facilities the library is seen as substandard and difficult to access for the disabled, although Devon County Council advises that there are no plans to replace it in the short term. The town attracts a small number of tourists but with its connections to Coleridge, fine buildings and impressive setting alongside the River Otter offers further potential.

Ottery St Mary: The Future [® 6.117](#)

- 12.4 Ottery St Mary will continue to be an appealing town where employment and housing development will be promoted to meet local needs. The focus of attention will be on the town centre with enhanced retail provision and commercial vitality being key priorities. Ottery St Mary town centre and its facilities serve the town and surrounding hinterland and we will aim to consolidate and enhance this. A new proposed allocation to the West of the town for mixed uses (residential and employment generating uses) will cater for 200 homes and up to 2 hectares of employment land, which could include opportunities for school expansion and a care home. 100 new homes are also proposed under Policy H2 on part of the former Cutler Hammer factory site. The Island Farm site was supported in earlier plan representations by a technical report⁵⁰ and in October 2012 this site was the subject of a planning application (Ref No 12/2342) and the application is supported by technical documentation.
- 12.5 We will enhance Ottery St Mary by:
- a) Promoting linked trips to the shops and businesses in the town.
 - b) Identifying sites to accommodate 300 dwellings and up to 2 hectares of additional land for employment generating uses (the new supermarket having already accounted for the equivalent of 1 hectare of additional employment land).
 - c) Improving sporting, cultural and community facilities to serve Ottery St Mary and the surrounding rural area by seeking new facilities or enhancements to existing facilities in parallel with other developments.
 - d) Promoting a mixed use redevelopment of the redundant Cutler Hammer factory site to include 100 new homes, community uses and potentially a library.
 - e) Safeguarding land to the west of the King's School for community/educational use.
 - f) Conserving the built environment and historic qualities of Ottery St Mary, especially in the town centre, and promoting these as assets for visitors to the town and residents. An Ottery St Mary town plan picks up on many of these themes⁵¹:

⁵⁰ LHC Urbanism & PCL Planning for Prockter Land LLP (2011) "Land at Island Farm, Barrack Road, Ottery St Mary, East Devon" [ID Housing – Hsg008]

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

- g) Supporting community initiatives to extend the network of green links to the surrounding countryside.
- h) Promoting links to the river Otter and to footpaths along the river.
- i) Working with partners, to seek to reduce the congestion in the town centre, taking the town's narrow streets into account.
- j) Promoting measures to reduce potential future flooding and avoid development on the extensive flood zones to the West and North of the town.
- k) Enhancing the visual appearance of the Western side of the town, recognising its importance as a 'gateway entrance' to Ottery St Mary.
- l) Encourage initiatives aimed at promoting a cycle link along the course of the old railway linking Ottery St Mary to Tipton St John.

Strategy 24 - Development at Ottery St Mary: [® 6.118](#)

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

1. **New Homes** – allocate land for 300 new homes through a strategic allocation West of the town and development opportunities within the town;
See Appendix 3 for more details of all envisaged housing development in Ottery St Mary and also Policy H1 for non-strategic land allocations. .
2. **Jobs** - provision of up to 2 hectares of employment land as part of the strategic allocation West of the town;
3. **Town Centre** – give priority to the enhancement of the environment and the promotion of business opportunities within the Town Centre Shopping area defined on the Ottery St Mary inset plan to improve the attraction of Ottery St Mary for residents, visitors and businesses;
4. **Social and Community Facilities** – support the schools, health and other service providers to meet their accommodation needs, including allocating land West of The King's School for community and educational uses. Further development in Ottery St Mary and surrounding areas may generate the need for additional primary school provision;
5. **Infrastructure** - better management of road space in the town centre to alleviate congestion together with improved pedestrian and cycle links throughout the town; and
6. **Environment** – support schemes which enhance the quality of the town's environment.

Island Farm Strategic Land Allocations at Ottery St. Mary [® 6.119](#) – as part of the delivery mechanism a strategic site is allocated and shown on the Proposals Map for development at Island Farm (SHLAA site C311) for mixed uses to incorporate:

- a) 200 new homes;
- b) Up to 2 hectares of land for mixed job generating commercial and employment uses (excluding retail – noting that the Sainsbury Supermarket accounts for development of 1 hectares of employment land); and
- c) A range of social, community and open space facilities to support the development.

A Masterplan will be required for the site to demonstrate how this mix of uses can be satisfactorily accommodated in view of flooding issues and the need to promote sustainable transport links to the town and community/employment uses on land to the North.

13 Seaton [@ 6.120](#)

Our vision for Seaton is one of: [@ 6.121](#)

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

Seaton Now [@ 6.122](#)

- 13.1 Seaton is a modestly-sized coastal town with a population around 7,385⁵² people. Almost 38% of the population in 2001 was aged 65 or over, (compared to the average for England and Wales of 17.3%). 34% of the population were in employment, with most working outside the town, mainly travelling by car. However, a significant proportion (one third) of those with jobs either worked at home or got to their work places without using a car or public transport. Over the 1995 to 2009 period 524 net new dwellings were built in the town, an average of 37 per year.
- 13.2 Seaton's two main functions are therefore, as a residential base, popular with retired people and commuters, and as a traditional seaside resort. In the last 10 years, Seaton has been affected heavily by the closure of the Lyme Bay Holiday Park. Many jobs within the town are relatively low paid and/or seasonal, notably in the tourist and care industries. Seaton, as a coastal town, adjoining Axmouth Harbour, has small-scale opportunities for developing marine based employment, including fishing, marine transport, boat building and marine engineering in addition to tourism and water-sports based development.
- 13.3 The level of commercial services for the resident population, now that the new Tesco supermarket has opened, is seen as appropriate to discourage travel to other towns⁵³. However, community facilities, school, health, social and cultural, are seen as borderline or inadequate with no capacity to serve additional residents.
- 13.4 The town is located within a stunning natural environment with international and national recognition of its geological, wildlife habitat and landscape quality value (World Heritage Site, three European Special Areas of Conservation, East Devon Area of Outstanding Natural Beauty) and numerous local wildlife designations. The Council's work on the Axe Wetlands Project has over recent years had huge impact, raising the biodiversity value, and the public's understanding and appreciation of this special area. The Axe Estuary and much of the bordering parts of the town, together with the whole of the seafront are vulnerable to flooding from the river and from the sea. The built heritage of the town is

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

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

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

- 13.5 The East Devon Local Plan promotes the regeneration of a large area of the South-Eastern part of the town and the Council has approved or has stated an intention to approve planning permissions for housing (about 400-450 units) employment, leisure and retail development on the land, all of which will be effected only with major land-raising operations to mitigate flood risk.

Seaton: The Future [® 6.123](#)

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

environment.⁵⁴ ⁵⁵There will be limited housing development in the short term beyond that already proposed in the regeneration area.

Strategy 25 - Development at Seaton: [® 6.124](#)

Working with our partners in Seaton over the 2011 to 2026 period we will promote Seaton's role as an important 'green' tourism destination on the Dorset and East Devon Coast World Heritage Site (Jurassic Coast), secure completion of the Regeneration Area and plan for longer modest term growth. Proposals for development in Seaton should be consistent with the strategy which is to:

1. **New Homes** - Allocate land for an additional 125 homes on sites within and adjoining the town (with a small, 25 home allowance, made for future windfall completions).
See Appendix 3 for more details of envisaged housing development in Seaton.
2. **Jobs** - Existing and allocated employment sites will be protected from change of use and a further 3 hectares of land will be identified at the regeneration site for a mix of commercial, employment, retail, tourism and housing uses. In particular, Harepath Road will form the focus for current and future job opportunities in Seaton. Improvements to broadband provision and to public transport for commuters will be sought to help to provide, retain and make more sustainable job opportunities for the town. Green, educative and watersport themes for tourism will be promoted by the development of sustainable transport routes, including the Sustrans' Cycle Route learning facilities and a range of new holiday accommodation.
3. **Town Centre** - The enhancement of the existing fabric and character of the town, including design improvements and expansion of commercial opportunities in waterfront areas (sea wall and esplanade and harbour and estuary) will underpin Seaton's developing role as a year-round holiday destination. Priority will be given to the enhancement of the environment and the promotion of business opportunities within the Town Centre to improve the attraction of the town for residents, visitors and businesses.
4. **Social and Community Facilities and sport and recreation provision** – Improvements to community and recreational facilities, particularly for young people, will be required to match new homes commitments and to redress the existing shortage of playing field space. Public and non-car transport links will be improved within and to and from the town, especially where supportive of sustainable tourism. Schools, health and other service providers will be supported to meet their accommodation needs.
5. **Environment** - Seaton's outstanding natural environment is its most precious and defining asset, and policies for the conservation, enhancement and sensitive management of the landscape, heritage and wildlife of the area will be prominent.

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

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

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

- a) **North of the town** [® 6.125](#) - (east of Harepath Road, north of Fosseway Industrial estate, also previously referred to as LSE2) (Employment site 118b) – this land is allocated for mixed-use employment and recreation uses with the employment element taking up no more than 55% of the site.
- b) **As Part of the Regeneration Area** [® 6.126](#) – this land has a current planning permission for mixed use (commercial, tourism and open spaces) development and residential uses. Current residential capacity is estimated at 290 new homes and It is proposed, that intensification of use provides for an additional 75 dwellings (SHLAA site E171) (giving a site total of 365 new homes)..

In addition two smaller sites (SHLAA sites E006 and one made up of E007 & E008) are allocated in the Development management policies of the plan for residential development (50 new homes).

Reserve Site - land east of the Harpeth Road/Fosseway site [® 6.127](#)

It is recognised that it may be difficult to deliver the various uses needed for the town, there are a high level of archaeological remains and infrastructure constraints around the town. A 'reserve' site is therefore indicated on the Proposals Map (SHLAA site E315) for land east of the Harepath Road/Fosseway site. This site remains outside of the Built-up Area Boundary and will only be released for mixed use development if monitoring and future projections indicate that there is likely to be a shortage of deliverable employment and/or housing and/or recreation land in the plan period.

14 Sidmouth [® 6.128](#)

Our vision for Sidmouth is one of: [® 6.129](#)

Seeking to accommodate modest employment and limited housing growth to meet locally generated needs with the objective of retaining and consolidating the existing qualities and character of the town. The Regency grandeur of Sidmouth will be conserved and enhanced with sensitive redevelopment adding to the commercial vibrancy of the town. Park and ride provision will offer potential for management of traffic in the town. Provision will be made for an improved employment site or sites although it may be necessary for provision to be located outside of the existing built up area boundary if no alternative sites are available within the town.

Sidmouth Now [® 6.130](#)

- 14.1 Sidmouth originated as a small coastal fishing community and developed into a fashionable resort. Today it is nationally renowned as a Regency seaside town of exceptional charm, character and architectural value. The architectural and historic qualities justify large parts of the town being designated as Conservation Areas. The Esplanade and sea front areas are amongst the most attractive parts of the town and help to define its special charm and character. As well as its built heritage the town is notable for its exceptional environmental qualities. Attractive hilly and mixed arable and wooded countryside falling in the East Devon Area of Outstanding Natural Beauty abuts the Eastern, Southern and Western sides of the town. The Byes is an important open parkland area that runs through the town alongside the River Sid down to the sea. Sidmouth is designated as a "Gateway Town" for the Dorset and East Devon Coast World Heritage Site which offers potential opportunities for sustainable tourism.
- 14.2 The Parish of Sidmouth has a population of around 14,106⁵⁶ residents most of whom live in the town. The population is swelled by a year round tourist population that peaks during the annual Sidmouth Festival in August. The town has an elderly population profile and is a very popular retirement destination but it does also have all round family appeal. Sidmouth supports a very wide range of facilities and is a commercially vibrant town with many independent and successful shops, bars and cafés. The town centre acts as a focal point for residents and visitors alike and also for people from surrounding areas and those employed in the town.

Sidmouth The Future [® 6.131](#)

- 14.3 We will conserve and enhance the overall quality and appeal of Sidmouth by:
- a) Meeting Sidmouth's housing needs through redevelopment opportunities within the town to accommodate 150 homes.

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

- b) Promoting opportunities for further development of high quality tourism in Sidmouth especially in respect of shoulder seasons and out of season visitor appeal.
- c) Improving sporting, cultural and community facilities to serve Sidmouth and the surrounding rural area by seeking new facilities or enhancements to existing facilities in parallel with other developments.
- d) Promote a mixed use redevelopment of the East End and Drill Hall site on the Esplanade.
- e) Promote an upgrading of or new access into the Alexandria Industrial Estate and a new employment site on the Northern edge of Sidmouth⁵⁷. Employment provision will help promote the commercial vitality of the town.
- f) Conserving and enhancing the built environment and historic qualities of Sidmouth, especially in the town centre and Seafront and continue to promote these as assets for visitors to the town and key resources for residents.
- g) Conserving and enhancing the special qualities of the Byes and promote footpath and pedestrian links. We will promote opportunities for sensitively planned, located and improved recreation provision.
- h) Working with partners we will seek to reduce the adverse impacts of traffic on the town centre, opening up potential for further pedestrianisation and promoting access into the town through “park and ride” (and park and change) proposals.
- i) We will seek to manage the impact of coastal change through designation of a ‘Coastal Change Management Area’.

Access to Alexandria Industrial Estate in Sidmouth [® 6.132](#)

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

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

Strategy 26 - Development at Sidmouth: [6.133](#)

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

1. **New Homes** – allocate land to accommodate an additional 100 new homes to be provided on sites within the existing Built-up Area Boundary with a small, 50 home allowance, made for future windfall completions).
See Appendix 3 for more details of all envisaged housing development in Sidmouth and Policy H1 for details of non-strategic land allocations.
2. **Jobs** - provision of up to 5 hectares of additional employment land, with a particular onus on B1 space with uses and development compatible with the regency qualities and current uses and nature of the town. Through Development Management Policy in the plan land is allocated north of Sidford (Site 1967) This will be developed in 2 phases, the first of 3 hectares in the Southern part of the site, and the second phase of 2 hectares in the Northern part of the site after the 5 year review of the Local Plan. The second phase will not be allowed to go ahead until after the 5 year review and only if the Southern part of the site has been developed for employment uses first. If the first phase has not been developed by the first plan review, then the employment allocation for Sidmouth should be re-examined. Furthermore, the employment site must be subject to the highest design and landscaping standards with extensive planting and wide buffers around existing homes to minimise any amenity impacts.;
3. **Town Centre** - enhancement of the environment and promotion of business opportunities in the town centre,
4. **Social and Community Facilities** – facilities (to include schools) to match future development and new housing,
5. **Infrastructure** - better management of road space in the town centre to alleviate congestion, and “park and ride” (and park and change) provision.

Land allocations for Sidmouth will be made through Development Management Policies (Part Two) in the plan. These are to include provision for around 100 dwellings with the remaining 50 dwellings predicted to come through new windfall sites gaining permission and being built.

15 Smaller Towns, Villages and Countryside

[® 6.134](#)

Our vision for smaller towns, villages and the countryside is one of: [® 6.135](#)

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

Ensuring Vibrant Rural Areas [® 6.136](#)

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

to current farming enterprises. This would safeguard the food supply whilst providing financial support to farmers.

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

Jobs in Rural Areas [® 6.137](#)

- 15.4 Many rural villages act, to some extent at least, as dormitory commuter villages with residents working in nearby towns and cities⁵⁸. Whilst this can be positive in terms of providing a high quality living environment for residents it may do little to support commercial viability and enterprise in villages. Also, commuters will often drive longer distances to jobs and Public transport in most villages is poor. In response to this, the Council is keen to promote employment opportunities in rural areas. This is seen as a way to help to maintain and enhance village vitality and meet local needs whilst also providing an alternative to a reliance on commuting out for work purposes. New employment should be provided in conjunction with new housing provision. We are keen to see skilled jobs, and higher paid jobs, particularly in areas such as technology and home-working.

Housing in Rural Areas [® 6.138](#)

- 15.5 House prices across East Devon are high but in many rural areas they are particularly expensive.⁵⁹ This puts home ownership well beyond the 'affordability' of a lot of rural residents and families. The Council are keen to find innovative ways to meeting the need for affordable housing for rural areas and a key thrust of future policy will be towards local needs provision.
- 15.6 Provision of affordable housing will be subject to conditions requiring that it remains affordable in perpetuity. We will explore mechanisms for allocating affordable housing to those households with a local connection.
- 15.7 Consultation⁶⁰ has highlighted a need for houses to suit residents throughout their lives and, whilst affordable housing may help young people to remain in their villages, those with special needs and older residents may require assistance and adapted accommodation if they are to continue living locally. Provision of sheltered accommodation will help to meet this need, may provide some local care work and will enable older residents to downsize freeing up their existing homes for families.

⁵⁸ Roger Tym and Partners (2011) “East Devon Housing and Employment Study 2011” – [ID: Housing – Hsg002 and Employment Emp001]

⁵⁹ Roger Tym and Partners (2011) “East Devon Housing and Employment Study 2011” – [ID: Housing – Hsg002 and Employment Emp001]

⁶⁰ EDDC (2010) “Outcome of Preferred Approach Consultation 2010” [ID: General Evidence – Gen006]

- 15.8 It is recognised that some open market housing can also be appropriate in rural areas, particularly if it will contribute towards affordable housing provision and will help to maintain a balanced population in terms of age and skills whilst helping to sustain some rural facilities.

Social and Community Facilities in Rural Areas [® 6.139](#)

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

Infrastructure in Rural Areas [® 6.140](#)

- 15.12 The infrastructure serving villages is often poor in comparison with towns and urban areas. Unless villages lie on a through route they will typically have poor public transport and many villages lack mains gas supply and other services. Broadband and electronic communications in villages and rural areas are often very poor, in terms of capacity and coverage, and this has been highlighted as a particular constraint on business start up and expansion. It will always be a challenge to secure public transport services for the more remote villages. For those without access to a car, or who are not able to walk or cycle longer distances, often including the young, elderly, disabled and parents with children, non-car based transport can be essential. Enhancing and supporting services and facilities which are able to meet the daily needs of residents will reduce the need to

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

travel whilst increased communications and regular public transport service will reduce the social isolation often felt by the more vulnerable members of the community.

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

Development at Small Towns and Villages of East Devon [® 6.141](#)

- 15.14 There are a number of smaller towns and larger villages in East Devon that provide a range of facilities and services, and many have regular public transport services⁶². These settlements provide for some of the basic needs of their resident populations as well as for the needs of nearby rural areas and smaller villages. These settlements are to be identified by having a Built-up Area Boundaries and are listed in policy. At the present time, the previous 1995-2011 Local Plan Inset Maps for the villages are to be retained for decision making purposes. Working with the Parish Councils it is intended that the Inset Maps, particularly the Built-up Area Boundaries, will be reviewed and new development sites allocated according to the strategy of this Local Plan. A Villages Development Plan Document will supersede the previous village Inset Maps and be produced separately from this main Local Plan document.
- 15.15 All Parish Councils have been consulted regularly as to their aspirations for growth and the results of three questionnaires, in Spring 2010, Autumn 2010 and Spring 2011, informed the Local Plan⁶³. Smaller towns and larger villages will see a minimum growth in dwellings at a rate of 5% (based on the number of Council Tax banded properties within the Built-up Area Boundary of each settlement as at 31st March 2011) over the Plan period. This is intended to maintain existing population levels⁶⁴ and is geared around meeting local needs and creating vital, socially balanced communities without overwhelming their existing character. In some cases Parish Councils have justified alternative (higher) figures where, for instance, additional housing is needed to deliver a particular project or environmental constraints or there are local aspirations for growth. At villages improvements to the range of services and facilities on offer will be encouraged.
- 15.16 In future, some settlements with Built-up Area Boundaries may wish to increase the level of development further to help deliver facilities or provide housing to meet a specific need. This will be acceptable provided it is supported by a Neighbourhood Plan demonstrating that the local community is supportive. Section 3 of this plan provides information on Neighbourhood Plan production.
- 15.17 Our approach reflects the Government's agenda which aims to give neighbourhoods far more ability to determine the shape of the places in which their inhabitants live and help

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

⁶³ EDDC (2010-2011) "Parish Questionnaire results" – [ID: Parish/Town Council – Ptc006]

⁶⁴ Roger Tym and Partners (2011) "East Devon Housing and Employment Study 2011" – [ID: Housing – Hsg002 and Employment – Emp001]

communities save local facilities and services threatened with closure, including taking over some local services. The countryside settings of these settlements, many of them in Areas of Outstanding Natural Beauty, will need to be carefully conserved and enhanced.

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

® 6.142

In accordance with the Strategy of the Plan the following numbers of new homes will be assigned to small towns and villages with development sites to be designated in a Villages Development Plan Document:

Alfington	5		
Awliscombe	20	Aylesbeare	5
Axmouth	10	Beer	40
Brampford Speke	5	Branscombe	5
Broadclyst	30	Broadhembury	5
Chardstock	10	Clyst Hydon	5
Clyst St George	25	Clyst St Mary	90
Colaton Raleigh	5	Colyford	10
Colyton	35	Dunkeswell	35
East Budleigh	15	Ebford	25
Feniton	35	Hawkchurch	5
Kilminster	15	Lympstone	40
Membury	5	Musbury	10
Newton Poppleford	40	Offwell	5
Otterton	15	Payhembury	5
Plymtree	15	Rockbeare	10
Sidbury	15	Smallridge	5
Stockland	5	Talaton	5
Tipton St John	10	Uplyme	20
Upottery	5	West Hill	35
Whimble	20	Woodbury	35
Woodbury Salterton	5		

These settlements are very different in their size and character but all offer a reasonable range of accessible services and facilities to meet some or many of the everyday needs of local residents and they have at least reasonable public transport. Residential proposals gaining planning permission on sites of 5 dwellings or more from 1 March 2012 to 31 November 2012 in villages with Built-up Area Boundaries can count against proposed allocations.

In these settlements we will plan for:

- a) **Homes:** New homes will integrate with existing settlements patterns, in accordance with existing Design Statements and where new housing is provided on the edge of settlements it should integrate with new employment and community facilities. Built-up Area Boundaries will need to be amended in the Villages Development Plan Document. Through Neighbourhood Plans dwelling numbers, employment provision and other land uses/development types may be increased with local support to reflect size of settlements,

local needs, local aspirations for growth and potential development site characteristics.

- b) **Jobs:** The onus will be on meeting local employment needs and supporting the expansion of existing businesses. Upgrading and enhancement of existing employment sites and provision of a range of additional employment sites to provide opportunities for local residents to work close to their homes will be encouraged. For every new dwelling the aim will be to provide one new job opportunity, the type of jobs depending on local circumstances. In some areas contributions may be sought towards infrastructure costs, such as high speed broadband, to facilitate homeworking.
- c) **Facilities:** Additional retail, social, community, health and education facilities will be supported at villages and may be an integral requirement of new development. Loss of existing facilities will be resisted.
- d) **Infrastructure:** more frequent public transport provision will be encouraged. High speed technology and communications links will be encouraged, particularly where they will reduce social isolation or improve employment opportunities.

Affordable Housing in Rural Areas [® 6.143](#)

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

The Open Countryside of East Devon and the Smaller Villages and Hamlets [® 6.144](#)

15.19 In rural areas and beyond our villages the policy approach is one of development constraint and countryside conservation whilst recognising the needs of those who live or work there. There will be scope for small villages without Built-up Area Boundaries to benefit from limited development specifically to meet a proven local need, for instance for affordable housing or local employment but generally these settlements will be expected to look to the larger settlements to provide general housing, employment and facilities. Improvements to rural technology will be strongly supported, particularly where this will facilitate home-working and reduce social isolation. Employment uses will be supported where these can provide jobs for local residents, particularly skilled employment, or aid the expansion of successful small firms.

15.20 These locations cannot meet residents' daily requirements but improvements to the range of services and facilities which they offer will be encouraged. The Local Plan will not

allocate specific sites for development in the countryside but will consider applications with strong evidence of local need as exceptions to normal planning policy.

Agricultural and Other Rural Enterprises [® 6.145](#)

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

Strategy 28 - Sustaining and Diversifying Rural Enterprises: [® 6.146](#)

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

16 Thriving Communities [® 6.147](#)

Supporting and Encouraging Thriving Communities [® 6.148](#)

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

Jobs and the Economy [® 6.149](#)

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

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

Strategy 29 - Promoting Opportunities for Young People: [6.150](#)

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

Stimulating Inward Investment, Connectivity and Local Procurement [® 6.151](#)

- 16.8 To secure more and better paid jobs in East Devon it is seen as essential that we secure inward investment into the District and having better connections, in both traditional transportation terms and electronic media terms. In addition it is important that residents and local businesses are fully able to benefit from the growth opportunities fostered through this plan and other initiatives. This extends through involvement in the construction phases of large scale developments, particularly in the ‘west end’, to being able to benefit from continuing contracts and employment opportunities. Work undertaken by Roger Tym and Partners on behalf of the Exeter and Heart of Devon Employment and Skills Board (New Growth Point Employment and Skills Project)⁶⁵ identifies that Section 106 Agreements are powerful tools for delivering local employment linked to new developments.

Strategy 30 – Inward Investment, Communication Links and Local Procurement: [® 6.152](#)

Support will be given to promoting inward investment by businesses and service providers and to improvements of both transport links and electronic media links. The Council will seek to secure opportunities for local residents and businesses to benefit from employment and procurement associated with major developments.

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

Encourage Mixed-Use Development Incorporating Employment [® 6.153](#)

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

⁶⁵ Roger Tym and Partners (2011) EHOD Employment and Skills Board - New Growth Point - Employment and Skills Project [Employment – Emp005]

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

Strategy 31 - Future Job and Employment Land Provision: [® 6.154](#)

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

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

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

In the villages we may allocate mixed use development sites and encourage the provision of a range of employment types. On residential schemes where 10 or more dwellings are proposed (or could be accommodated) in our villages and smaller towns we will require direct provision of, or a financial contribution specifically towards, small employment workspace in the locality, these could take the form of small units on part of the development site or elsewhere locally. This will not apply where schemes are predominantly for affordable housing.

On smaller developments, provision for home working should be incorporated into individual dwellings.

Resisting the Loss of Employment Land [® 6.155](#)

- 16.14 Where existing employment land is more appropriately suited for possible residential use we would expect the uplift in value to be properly reflected in any planning agreement or obligation (including through Section 106 agreement and Community Infrastructure Levy

payment) and an equivalent area nearby to be provided for replacement employment land. Development management policy E3 deals with safeguarding employment land and premises (specifically for B use classes).

Strategy 32 - Resisting Loss of Employment, Retail and Community Sites and Buildings: [® 6.156](#)

In order to ensure that local communities remain vibrant and viable and are able to meet the needs of residents we will resist the loss of employment, retail and community uses. This will include facilities such as pubs, shops and Post Offices.

Permission for change of use will not be permitted unless it can be clearly demonstrated that there is no longer a need for such uses and that the building or site has been marketed for at least 12 months (and up to two years depending on market conditions) at a realistic price without interest.

Promoting the Commercial Prosperity and Vibrancy of our Town Centres [® 6.157](#)

- 16.14 The main East Devon towns are commercially vibrant centres offering employment, community activity, transport links and shops. The town centres serve not just their immediate residents, but also support the surrounding rural hinterland and in some cases they form a major destination in their own right, notably Honiton in respect of antiques. The new market town of Cranbrook will also develop into this service centre role. Retail policy throughout the plan has been informed by a retail study produced for the Council by GVA Grimley in 2008⁶⁶ and updated in 2011⁶⁷.
- 16.15 Significant loss of retail and business activity from town centres, to other uses, could threaten the vitality and viability of towns. Accommodating new commercial and retail uses in towns, especially for uses that attract large numbers of people, should be encouraged. Failure to promote the retail and business opportunities in towns may result in loss of shoppers, visitors and business in general, to competing centres beyond East Devon. A better understanding of the dynamics of town centres will assist these areas in becoming viable and active places to shop and visit. By undertaking a 'health check' of town centres a record of unit vacancies can be identified and management solutions developed.
- 16.16 Activities and uses which contribute to the vibrancy, vitality and viability of town centres will be encouraged, whilst their loss will be resisted. Retail activity not easily

⁶⁶ GVA Grimley (2008) "East Devon Retail Needs Study and Town Centre Health Check (Full Study) 2008" [ID: Retail – Ret001] and see also "East Devon Retail Needs Study and Town Centre Health Check (Technical Appendices) 2008" [ID: Retail – Ret002]

⁶⁷ GVA Grimley (2011) "Advice in Respect of Policy Retail relating to Floorspace Size and Impact Assessments" [ID: Retail – Ret006] and see also "Appendix B - Quantitative Assessment Table - Retail Study Update 2011" [ID: Retail – Ret004] and "East Devon Retail Study Household Survey and Study Area Plan" [ID: Retail – Ret005]

accommodated in town centres, such as for bulky goods, will be encouraged to locate as close to town centres as possible.

Tourism in East Devon [® 6.158](#)

- 16.17 Tourism is a key sector in the East Devon economy. The coastal towns of East Devon form one of the focal points for tourism but the draw to visitors extends beyond these resorts into the stunning coastline between them, the wonderful countryside and the picture postcard villages that East Devon has to offer. The Local Plan will support tourism throughout the District with the onus on encouraging high quality attractions, facilities and tourist accommodation. Tourism development will be encouraged, particularly where it enhances and capitalises on the geology, wildlife, coastline, countryside, historic environment and other assets that are unique to the District.
- 16.18 Tourism and the visitor economy is an important contributor to vitality and vibrancy of the District's coastal and market towns and of our rural communities. It is estimated that during 2008, staying visitors (2,857,000 visitor nights) spent some £132 million during their time in East Devon with day visitors (2,486,000 day visits) spending a further £110 million. This expenditure is key driver of local economic activity and sustains more than 7,000 jobs. Planning policy in the period to 2026 will seek to maintain and enhance the District's visitor appeal by:
- a) Supporting East Devon's hospitality businesses as they respond to the challenges of a changing visitor market.
 - b) Reinforcing the District's image as a destination of high environmental quality with a strong focus on customer care.
 - c) Working in partnership with East Devon's tourism industry to promote the District as a year round destination.
- 16.19 short breaks and activity breaks have grown substantially over recent years. The selection of water based activities and natural landscapes are a significant factor in this trend. however long holidays have declined in popularity over recent years and although families still make up the majority of the tourism market fewer families are now visiting.
- 16.20 Local Plan policies will seek to promote and enhance the District's tourism offer through the retention and enhancement of its accommodation stock while, at the same time, encouraging investment in new high quality visitor accommodation in sustainable locations. The policies also provide for the creation of new visitor attraction businesses where these can successfully complement the high quality environment of the District.
- 16.21 The promotion of a year round tourist industry in East Devon is important to maintain a vibrant visitor and business environment for the District. Tourism can help initiate regeneration of settlements and provide an environment for enterprise and innovation. The marketing of East Devon and its tourism assets through information technology is important as this will enable visitors to access information before and during their stay.

Strategy 33 - Promotion of Tourism in East Devon: [® 6.159](#)

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

Affordable Homes [® 6.160](#)

- 16.22 The majority of households in East Devon (around 80%) live in homes owned outright or being purchased by the occupants. Around 10% of homes are rented from private landlords and around 10% are classified as social rented homes, mostly Council owned but with some owned by Housing Associations. This last 10% makes up most of the 'affordable housing' stock of East Devon: There are though some affordable homes that fall into what is termed the 'intermediate sector'. Social rented homes have a regulated rent to ensure their affordability. Intermediate affordable housing can come in a variety of forms with the most common being where the home is part-owned by the occupant purchased at an open market value and the remainder being rented at a subsidised level.
- 16.23 Lack of affordable housing is a critical issue in East Devon and in order to retain younger people in our neighbourhoods and communities, as well as housing others in need, we need more affordable homes. A fundamental challenge is that affordable homes are expensive to build and typically do not generate a financial return on investment as most registered social landlords cannot pay full market prices for new homes. In most cases they require some form of subsidy or market intervention in order to be built. There is a diminishing pot of public subsidy to pay for affordable homes and increasingly the onus will need to rest on private sector developers subsidising and bringing forward provision or on other innovative solutions being found. Community self build schemes supported by Housing Associations can make a contribution to affordable housing and will be welcomed on sites that meet the policies of this plan.
- 16.24 Our approach is that all new housing proposals where there is a net gain of at least one home will make a contribution towards local affordable housing. Affordable housing delivery from planning obligations is viable when the cost to the developer, in the form of/taking into account a discounted sale/release price to the affordable housing provider, still generates a viable commercial return. Affordable housing provision and viability will typically impact on the price paid for land. Our policies have been developed in light of a Strategic Housing Viability Assessment⁶⁸ that shows that the general approach will not undermine viability and inhibit the delivery of new housing. However, the viability of individual sites can be affected by a range of site/development specific factors and the policy allows for such circumstances to be taken into account where the assessment process is completely transparent and where there is full financial disclosure by all stakeholders. Future work on the Community Infrastructure Levy charging schedule will need to inform refinement of affordable housing contributions.

⁶⁸ Roger Tym & Partners (2011) "Strategic Housing Viability Assessment" - [ID: Housing – Hsg005]

Strategy 34 - District Wide Affordable Housing Provision Targets: [® 6.161](#)

Affordable housing will be required on all developments in East Devon where there is a net gain of one dwelling.

Within the areas defined below a minimum of 25% of the dwellings shall be affordable unless viability evidence shows that a higher percentage is achievable:

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

Under this policy:

- 1 'towns' are defined as the area within the Built-up Area Boundary and any abutting land;
- 2 'major' is a proposal for 300 or more homes;
- 3 'West End' is not a defined policy area, but a term that refers to a group of schemes identified in the plan that provide for major strategic growth in the Western part of East Devon. Viability of large West End sites may show scope to provide higher percentages.

Areas to which higher (50%) affordable housing targets apply: Outside of the areas listed above (i.e. all other parts of East Devon including all settlements not listed, coastal and rural areas and Budleigh Salterton and Sidmouth) 50% of the dwellings shall be affordable subject to viability considerations.

On all schemes the affordable housing provision should seek to achieve a target of 70% social or affordable rent accommodation and 30% intermediate or other affordable housing. The District Council will consider issues of development viability and housing mix including additional costs associated with the development of brownfield sites, mitigation of contamination and the provision of significant community benefits provided the assessment process is completely transparent and there is full financial disclosure by stakeholders.

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

Schemes for Mixed Market and Affordable Homes in Rural Areas [® 6.162](#)

- 16.25 To assist with securing affordable housing provision the District Council will continue to take initiatives aimed at securing affordable housing by permitting development in locations where ordinarily, residential development would not be acceptable (notably outside Built-up Area Boundaries. For such land to be released, however, rigorous stipulations will be applied to avoid prejudicing the environmental conservation policies of

the plan. Development of such sites will not be regarded as creating a precedent for future expansion to meet other housing needs.

- 16.26 To help provide for affordable housing, recognising that there can be a need to generate money to subsidise provision, mixed affordable/open market schemes will be permitted in rural areas where there is an identified need and new residents will be able to access facilities. Policy sets out the criteria for such schemes where they are located adjacent to, but outside, settlements with a range of facilities and services to meet the everyday needs of local residents. Preference will be given to locating new housing at settlements with Built-up Area Boundaries but this will not be possible for all the Parish groupings below. In some instances due to the need to protect an important historic, landscape or nature feature, sites not immediately adjacent but physically well-related and within easy walking distance will be considered. All sites will need to be close to a range of facilities and meet a proven local need. Such schemes will be required to contribute towards community facilities and infrastructure to the same extent as other market residential development. Up to 15 houses may be built under this policy and the affordable housing must account for at least 66% of all the houses built, but the percentage can be higher (up to 100% affordable).

Parish Groupings for Affordable Housing [@ 6.163](#)

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

Single Parishes

- a) Colyton.
- b) Exmouth.
- c) Honiton.
- d) Newton Poppleford & Harpford.
- e) Seaton.
- f) Sidmouth.

Parishes that are grouped

- a) Axminster and Hawkchurch.
- b) Beer and Branscombe.
- c) Broadclyst, Clyst Honiton, Clyst Hydon, Clyst St. Lawrence, Rockbeare and Poltimore.
- d) Budleigh Salterton and East Budleigh.
- e) Clyst St. George, Clyst St. Mary, Farringdon and Sowton.
- f) Farway, Northleigh and Southleigh.
- g) Offwell & Widworthy.
- h) Dunkeswell, Combe Raleigh, and Sheldon.
- i) Brampford Speke, Huxham, Netherexe, Rewe, Stoke Canon and Upton Pyne.
- j) Feniton, Buckerell and Gittisham.
- k) Dalwood, Kilmington, Musbury and Shute.
- l) Cotleigh, Luppitt, Monkton, Stockland and Upottery.

- m) Ottery St Mary and Aylesbeare.
- n) Bickton, Colaton Raleigh, and Otterton.
- o) Awliscombe, Broadhembury, Payhembury and Plymtree.
- p) Axmouth, Combpayne Rousdon and Uplyme.
- q) Whimble and Talaton.
- r) Woodbury and Lymptstone.
- s) All Saints, Chardstock, Membury and Yarcombe.

Strategy 35 - Mixed Market and Affordable Housing Outside Built-up Area Boundaries: [® 6.164](#)

Mixed affordable and open market housing schemes for up to 15 dwellings will be allowed in rural settlements where there is a proven local need. Affordable housing must account for at least 66% of the houses built. To be permitted evidence will need to show

1. The affordable housing in any given locality would not otherwise be met.
2. The development is within or physically close/well related to a village/the existing built form with a population below 3,000 persons, is well designed using local materials, close to a range of community services and facilities and sympathetic to the character of the settlement and has a satisfactory highway access.
3. Initial and subsequent occupancy of the affordable housing is restricted to a person(s) who:
 - a) Does not have access to general market housing.
 - b) Is a resident of that Parish group, or has a local connection with that parish group because of family ties or a need to be near their workplace.In the event that an occupier who fulfils both (or either) of criterion (a) or (b) cannot be found within a reasonable period of time, then criterion (ii) will be widened firstly to a person(s) with a local connection to a neighbouring parish group because of family ties or a need to be near their workplace, and subsequently to a person(s) with an East Devon connection.

Self Build Housing Schemes [® 6.165](#)

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

Lifetime Homes and Housing for the Elderly and Disabled [® 6.166](#)

- 16.28 East Devon has many elderly people and numbers will continue to increase. As people grow older and mobility decreases or other ailments affect them their homes may no longer be suited for their needs and might require adaptation. Disabilities in younger people can also affect mobility or require adaptations to assist living. In order to ensure that we provide homes for all people in our communities it is important to ensure that a

range of housing types are provided as part of all major applications, including single storey dwellings, houses adapted for independent disabled living and sheltered accommodation⁶⁹.

- 16.29 In rural areas a lack of houses to meet the needs of all age groups is leading to a situation where some residents occupy unsuitable homes. Elderly single residents may live in large family houses which they are unable to maintain, afford or access upstairs, whilst there is a shortage of family homes. This may force residents to move away to towns where suitable accommodation exists but where residents are isolated from their friends and families.
- 16.30 It is proposed that the Local Plan will require all significant developments to make provision for a changing population. This will occur through a specific policy requirement to build dwelling homes to Lifetime Homes standards. The approach follows the detailed considerations of the Strategic Housing Market Assessment on demographic pressures and the needs and preferences of local residents. Enabling people to remain in their own home and building in the potential for future simple adaptations is considered a major initiative to ensure quality of life of residents of all ages and mobility. The Council will consult with health and social care services on larger planning applications and/or those that could have service provision implications. Lifetime Homes importantly meet the needs of families with disabled children, working age disabled adults, and various mobility constraints suffered by many individuals at times of crisis/accident as well as the elderly.

Strategy 36 - Life time Homes and Care/Extra Care Homes: [® 6.167](#)

On Residential development schemes (for 10 dwellings or more) all of the affordable housing and 20% of market units will need to meet Lifetime Home standards.

Where there are high elderly population levels the council will seek to negotiate a greater proportion and/or a lower threshold. The expectation is that the majority of units would be of two bedrooms or more.

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

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

Gypsy and Traveller Provision [® 6.168](#)

- 16.31 East Devon has relatively few permanent sites for Gypsies and Travellers and unauthorised sites are occasionally reported but this tends to be a short-term seasonal

⁶⁹ Community Council of Devon (2011) "Housing Aspirations of Older People living in Rural Devon 2011" – [ID: Housing – Hsg006]

problem. A Needs Assessment of Gypsies and Travellers in Devon⁷⁰ was undertaken in 2006 which established a need for 9 permanent pitches in the period up to 2011 and we plan that a study of future needs will be produced in 2013, in partnership with other Devon Authorities. The majority of the pitches identified previously have been accommodated through planning permissions and it is anticipated that the remaining need will be met through expansion of existing sites so we are not actively seeking to allocate additional sites. Development Management policy for gypsy and traveller sites/provision will be used to assess planning applications.

Community Facilities @ 6.169

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

⁷⁰ University of Plymouth (2006) "Devon-wide Gypsy and Traveller Housing Needs Assessment 2006" – [ID: Housing – Hsg001]

particularly to residential development. This is compounded by high land values within settlements that make it difficult to purchase sites for relatively 'low value' community use. We will seek to resist the loss of any facilities where their loss would leave a local community without similar alternative provision.

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

Education and Health [@ 6.170](#)

- 16.38 Education and health facilities are key to vibrant, self-contained communities and play a vital role in reducing social isolation, reducing the need to travel and improving quality of life. The District Council is not responsible for providing education or health care which are usually the responsibility of the Local Education Authority and the Local Health Authority respectively but financial contributions can be sought from developers where new development will place additional demand on their services. Health care and education will be integrated into large new developments at the planning stage.
- 16.39 Many settlements in the District offer primary school education, with the potential for free schools and Academy status, and these are usually easily accessible by walking and cycling, reducing travel by private car. We are concerned that the ageing population trends in the District will reduce the numbers of young people attending schools and some, particularly the smaller, more rural primary schools, may be forced to close as pupil numbers become unsustainably low. In these settlements some additional housing may help to maintain school numbers and support the retention of these schools. Sharing of school facilities, for instance by the local community outside school hours, can reduce overheads and generate additional income.

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

Transport and Accessibility [® 6.171](#)

- 16.43 Having access to employment, shops, schools, health care and other community facilities is essential for meeting people's everyday needs. Many working residents commute out of the settlements in which they live and by far the most popular mode of transport is the private car. This adds to congestion, carbon emissions, increases demand for car parking and reduces demand for, and viability of, public transport. Many car users could easily walk or cycle short distances and benefit from the associated health benefits and financial savings, but lack of pavements and traffic calming measures are often cited as reasons not to do so. Provision of safe footpath and cycle path routes will be an intrinsic planning

consideration in larger applications and smaller developments may be required to contribute towards nearby schemes. This is discussed in more detail in the next Section under Green Infrastructure.

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

Safe Communities and Minimising Crime [® 6.172](#)

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

Strategy 37 - Community Safety: [® 6.173](#)

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

17 Climate Change and Renewable Energy [® 6.174](#)

Climate Change and Low Carbon Development [® 6.175](#)

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

Transition to a Low Carbon Economy [® 6.176](#)

- 17.2 The Climate Change Act (2008)⁷¹ has put in place legally binding targets for the UK to achieve an 80% reduction in greenhouse gas emissions by 2050 with reductions of 34% by 2020, against a 1990 baseline. Emissions from buildings account for approximately half of all emissions nationally. There is little scope to force existing buildings to become more energy efficient, other than by offering incentives to upgrade and making renewable technologies a requirement of applications for refurbishment or extension, but all new development will be required to be “low carbon”.
- 17.3 As demand for fossil fuel energy grows, energy prices are rising. This threatens the security of energy supply as well as increasing the likelihood of fuel poverty. An important means of mitigating this risk is by reducing the demand for energy from new and existing development through improved efficiency measures.
- 17.4 There is strong evidence that the climate is changing⁷². The outcome for East Devon is predicted to be increases in summer temperatures, greater fluctuations in weather, uncertainty surrounding rainfall trends and an increased risk of flooding. These have the potential to increase risks to health and comfort, cause damage to buildings and infrastructure and increase building energy consumption from cooling. It is important that new development responds to these risks.
- 17.5 In addressing climate change and energy security the planning process can not only mitigate against the risks but can help to turn them into opportunities for local businesses, giving East Devon a competitive advantage and helping it to prosper in the future. The implementation of planning policy at a local level is crucial to deliver the radical reductions in energy demand and greenhouse gas emissions required to support the national transition to a Low Carbon Economy. The scope of policy can cover the appropriate location and layout of new development, and provide active support for energy efficiency improvements to existing buildings and the delivery of renewable and low-carbon energy infrastructure.

⁷¹ Department of Energy and Climate Change (2008) “Climate Change Act 2008” – [ID: Environment – Env002]

⁷² DEFRA (2009) “The UK Climate Projections 2009” – [ID: Environment – Env003]

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

Development that Minimises the Demand for Energy [® 6.177](#)

- 17.7 Buildings and their associated infrastructure perform essential economic and social functions, though they result in a significant environmental burden during their construction, occupation and demolition.
- 17.8 The Government has established that through Part L of the Building Regulations⁷³, emissions allowed from new buildings will be reduced incrementally and that “zero carbon” buildings will be required within the plan period. The definition of “zero carbon” has introduced three concepts: “energy efficiency”, “carbon compliance” and “allowable solutions”.
- 17.9 Evidence suggests that in spite of increasingly strict standards at the point of build new development often fails in practice to deliver expected carbon emissions reduction. This may be due to the way in which occupants subsequently operate their buildings rather than any fault with the building process. Developers will be expected to commit to extended periods of Post Occupancy Evaluation and commissioning of building systems to demonstrate their intent to ensure that new development operates as effectively as possible and that calculated carbon reduction is realised in practice.
- 17.10 The broader sustainability performance of a development is most commonly measured using either the Code for Sustainable Homes (CSH) for residential development or BREEAM for non-domestic development. It is expected that these standards would be used to demonstrate the environmental performance of developments greater than 10 homes or 1,000m² for non-domestic buildings.
- 17.11 Recent analysis by CLG (2011)⁷⁴ has shown that the most significant cost to meeting the CSH is in reducing carbon emissions. The national timetable for “zero carbon” homes is expected to require Code Level 4 energy standard from 2013 and Code Level 5 energy standard from 2016. The CLG analysis has shown that the non-energy requirements for CSH Code 4 can be achieved with minimal cost uplift for a broad range of development

⁷³ Planning Portal (2006) “Part L (Conservation of Fuel and Power) of the Building Regulations” – [ID: Environment – Env004]

⁷⁴ Communities and Local Government (CLG) (2011) “Cost of Building to the Code for Sustainable Homes” – [ID: Environment – Env005]

types. It would therefore be reasonable to expect homes from 2013 to meet Code Level 4 of the CSH. Developers may feel there is additional value in obtaining Codes 5 or 6 of the CSH from 2016 or earlier.

- 17.12 Proposals for well designed, sustainable buildings will be supported unless it would cause harm to a heritage asset or its setting or existing mature trees, and this would not be outweighed by the proposal's wider social, economic and environmental benefits. This will also apply in the case of refurbishment of existing development, for example regarding the fitting of external insulation to properties with solid walls. Where conflict arises, for instance by the reduction of the effectiveness of photovoltaic cells due to overshadowing by mature trees or the impact of cells on the appearance of an historic building, the trees or historic building will usually take precedence and alternative forms of technology should be considered. Similarly, in planning for the lifetime of a building or development future conflicts should be considered, for instance the impact that tree planting to the south of buildings will have on the effectiveness of solar capture in the long term.
- 17.13 Higher levels of building sustainability, in advance of those set out nationally, will be sought for larger scale developments such as those in the West End or other localities in the District where there is the potential for over 10 hectares of new development either housing or other buildings.
- 17.14 Proposed development will demonstrate how the scheme presented will minimise vulnerability and provide resilience to impacts arising from climate change. Specifically, this will include the increased risk of summertime overheating and subsequent potential requirement for artificial cooling, water stress, and flooding. Evidence shows that decentralised energy networks are viable on schemes of 200 dwellings or more⁷⁵.

⁷⁵ Carbon Trust (2011) "Research undertaken for the Carbon Trust as part of their Biomass Heating in the Social Housing Sector study" – [ID: Housing – Hsg010]

Strategy 38 - Sustainable Design and Construction: [® 6.178](#)

Proposals for new development and for refurbishment of, conversion or extensions to existing buildings will be expected to demonstrate through a Design and Access Statement how:

- a) sustainable design and construction methods will be incorporated, specifically, through the re-use of material derived from excavation and demolition, use of renewable energy technology, landform, layout, building orientation, massing, use of local materials and landscaping;
- b) the development will be resilient to the impacts of climate change;
- c) cumulative impacts of this, with other developments, will be addressed; and
- d) potential adverse impacts, such as noise, smell, dust, arising from developments, both during and after construction, are to be mitigated.

Developments of 10 or more dwellings or 1,000m² of commercial floor space should be assessed using the CSH or BREEAM, with housing developments meeting at least CSH Level 4 from 2013. Smaller schemes will also be assessed where it is viable to do so.

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

Renewable and Decentralised Energy [® 6.179](#)

17.15 Whilst reducing the demand for energy through efficiency measures will be crucial to lowering carbon emissions, reducing the carbon intensity of the energy we consume will also play a critical role in helping the UK to meet its climate change targets. The Renewable Energy Directive (2009)⁷⁶ sets a target for the UK to achieve 15% of its energy consumption from renewable sources by 2020. As well as reducing environmental impact, renewable energy can also offer diversity and security of supply. East Devon recognises its responsibility to contribute to energy generation from renewable or low-carbon sources in the District.

17.16 The potential renewable energy resource in the District has been assessed by the Council⁷⁷. There is the potential to adopt a variety of technologies at different scales, from domestic to commercial, across the District. This ranges from a relatively modest number of commercial scale wind turbines, which could provide a quarter of all carbon

⁷⁶ European Parliament and of the Council (2009) "Directive 2009/28/EC" – [ID: Environment – Env006]

⁷⁷ D Lash and A.D.S Norton, University of Exeter Centre for Energy and the Environment (2011) "An Initial Review of Renewable Energy Potential in East Devon" – [ID: Infrastructure – Inf003]

savings from renewable energy, to a very large number of much smaller on-site installations such as photo voltaic panels to produce domestic electricity and hot water, and heat pumps.

- 17.17 A large proportion of East Devon's land area is covered by environmental designations such as Areas of Outstanding Natural Beauty. Much of the coastline is also designated as a World Heritage Site. Once these, and other constraints such as wind resource and exclusion zones around existing houses have been accounted for, there is still the potential for some commercial scale wind generation within the District. There is also the potential for a Centralised Anaerobic Digestion plant and large photovoltaic.
- 17.18 Significant weight will be given to the wider environmental, social and economic benefits of renewable or low-carbon energy projects whatever their scale. Planning permission will not be refused for a renewable energy project because local renewable energy resources have been developed.

Strategy 39 - Renewable and Low Carbon Energy Projects: [6.180](#)

Renewable or low-carbon energy projects in either domestic or commercial development will in principle be supported and encouraged (though taking account of potential adverse impacts on features of environmental and heritage sensitivity) provided applicants have taken appropriate steps to avoid and then mitigate any adverse impacts through careful consideration of location, scale, design and other measures

- 17.19 Analysis by the Council has shown that there is great potential for on-site renewable energy technologies. As the requirements of Part L of the Building Regulations are tightened, increasing amounts of low or zero carbon technologies will be required. Incentive schemes such as the Feed-in Tariffs and the Renewable Heat Incentive have improved the viability of small scale renewable energy. As such specific percentage targets for the proportion of energy met by renewable energy sources are not stipulated. Reducing the demand for energy through efficiency measures still remains a cost effective means of helping to meet the regulations and could help reduce the size of required renewable technology.
- 17.20 The presumption will be made in favour of sustainable development for community-led initiatives for renewable and low carbon energy, including developments outside such areas, being taken forward through neighbourhood planning.
- 17.21 New development should come forward in locations and ways which reduce greenhouse gas emissions. This means locating development close to everyday facilities and public transport. The density and mix of building types and use proposed in a development should be mindful of the energy load across the development. Higher densities and combinations that provide a balanced heat load are likely to provide greater potential for cost effective low carbon energy solutions.
- 17.22 District Energy Networks enable the use of large scale heat and/or electricity generation technologies to supply a number of nearby homes and businesses. Networks can vary in

size from 20 homes to 2,000 homes or more. Even when using natural gas, Combined Heat and Power (CHP) systems can provide significant carbon emissions reduction. However it is important the CHP systems are designed to avoid the situation where excess heat is not used while electricity is generated. Small gas CHP systems can be viable for as few as 200 homes. On a larger scale the district energy system East of Exeter is perhaps the best example of renewable CHP in the country. Evidence shows that decentralised energy networks are viable on schemes of 200 dwellings or more⁷⁸.

- 17.23 In parts of the District where there is the potential for over 4 hectares of new development (either housing or other buildings), developers will be expected to contribute to community heating, hot water and cooling systems and CHP and provide the infrastructure required as an integral part of the development. Where it is proposed not to employ such systems, developers must demonstrate why they are not viable over the life of developments in that locality.
- 17.24 District energy systems rely on high numbers of users to make them viable so it is essential that, where new development is happening within reach of an existing or potential heat network, that new users connect to the system and provide infrastructure to easily enable subsequent future development to also connect to the network. While heat is not regulated in the same way as gas or electricity, heat network operators offer competitive long term contracts typically at prices slightly under those of substitute fossil fuel systems. Capital costs are similar to traditional heating systems and equipment is much more compact compared to fossil fuel alternatives.
- 17.25 The West End is planned to contain approximately half the proposed housing and employment space in the District. Proposed development in this locality should connect to the District Energy Network.

Strategy 40 - Decentralised Energy Networks: [® 6.181](#)

Decentralised Energy Networks will be developed and brought forward. New development (either new build or conversion) with a floor space of at least 1,000m² or comprising ten or more dwellings should connect to any existing, or proposed, Decentralised Energy Network in the locality to bring forward low and zero carbon energy supply and distribution.

Where there is no existing Decentralised Energy Network in the locality, proposals for larger developments of 4 hectares (either housing or other buildings) or 200 houses should evaluate the potential for such systems and implement them where they are viable over the life of the developments in the locality. Consumer choice of energy sources will be retained when decentralised energy networks are developed. Project level Habitat Regulation assessments may be needed to ensure that any new infrastructure needs are met without adverse impacts on European sites.

Offsite Energy Solutions [® 6.182](#)

⁷⁸ Carbon Trust (2011) "Research undertaken for the Carbon Trust as part of their Biomass Heating in the Social Housing Sector study" – [ID: Housing – Hsg010]

- 17.26 The requirement for new buildings to be “zero carbon” will occur within the timescale of this plan and is likely to require the adoption of Allowable Solutions. Allowable solutions is a concept that has been developed to account for the fact that it may not always be possible to achieve zero carbon on-site using carbon compliance measures (i.e. energy efficiency and renewable energy). Whilst the exact definition for measures that would meet the requirements for allowable solutions has not yet been established, it is likely to include additional measures that may be either “on-site” (but not duplicating carbon compliance measures), “near site” (within the Local Planning Authority area) or “off site” (outside the Local Planning Authority area). Analysis by the Zero Carbon Hub has shown these could be used to account for up to 56% of emissions from a flat or 40% of emissions from a detached house. The amount may be lower if increased carbon reduction can be achieved on-site and this would be the preferred route, in particular increased energy efficiency, as such measures are more robust as they are embedded in the design and fabric of the building.
- 17.27 Allowable solutions could make a significant contribution to delivering carbon reduction schemes within East Devon. The Council intends to establish a Community Energy Fund to use Allowable Solutions payments to deliver additional carbon reduction measures in East Devon. These measures may include, but are not limited to, energy efficiency measures in existing buildings, decentralised energy networks, or renewable energy schemes. The fund will deliver carbon reduction and maximise the benefits to local communities. This is in keeping with the developing Localism Agenda.

Strategy 41 - Allowable Solutions: [® 6.183](#)

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

Natural Stores of Organic Carbon [® 6.184](#)

- 17.28 Soil is a major store of carbon, containing three times as much carbon as the atmosphere and five times as much carbon as forests. About 60% of this is in the form of organic matter in the soil. The heathlands, pastures, woodlands and soils of East Devon (in addition to their biodiversity values) form a significant natural store of carbon and as such should be protected from unnecessary loss or destruction.⁷⁹ Soil carbon losses account for a tenth of all the CO₂ emissions by human activity since 1850. However unlike the losses of carbon from the burning of fossil fuels, which account for two-thirds, the soil carbon store can be recreated to a substantial extent. This would remove large amounts of previously emitted carbon from the atmosphere, offsetting current greenhouse gas emissions.

⁷⁹ Natural England (2012) “Carbon Storage by Habitat” – [ID: Environment – Env031]

- 17.29 The District Council endorses Natural England's general recommendations which can already have a wide application and could increase carbon stocks. Among them:
- a) reducing disturbance and erosion of terrestrial soils and coastal and marine substrates and sediments;
 - b) maintaining and restoring biodiverse native habitats is preferable to (re)creating them;
 - c) even in intensively managed agricultural land, there should be scope for introducing native habitats and species that contribute to carbon sequestration in the most marginal areas;
 - d) reducing the waste from both, the agricultural and forestry production cycles, and from restoration activities by finding alternative use for biomass which is currently burnt or disposed of in landfills;
 - e) selecting appropriate species, such as perennial and deep rooted crops, or legumes can contribute to carbon sequestration in some circumstances;
 - f) using light to moderate grazing levels, both in semi-natural habitats and in intensive holdings; and
 - g) blocking drains and restoring water tables in peatlands.

18 Our Outstanding Natural, Built and Historic Environment [® 6.185](#)

The Quality of the East Devon Environment [® 6.186](#)

- 18.1 We are proud of East Devon's outstandingly beautiful environment and we regard it as essential that we conserve and enhance it so that future generations can have the same high quality of life as we do. The special and varied places within our District are recognised nationally and internationally for their landscape quality, biodiversity and built heritage. East Devon is an outstanding place to live, work in and visit due to the unique quality of its natural environment and these natural assets. These qualities in turn provide economic and social well being to residents, local businesses and visitors to the District⁸⁰.

Green Networks and Green Infrastructure [® 6.187](#)

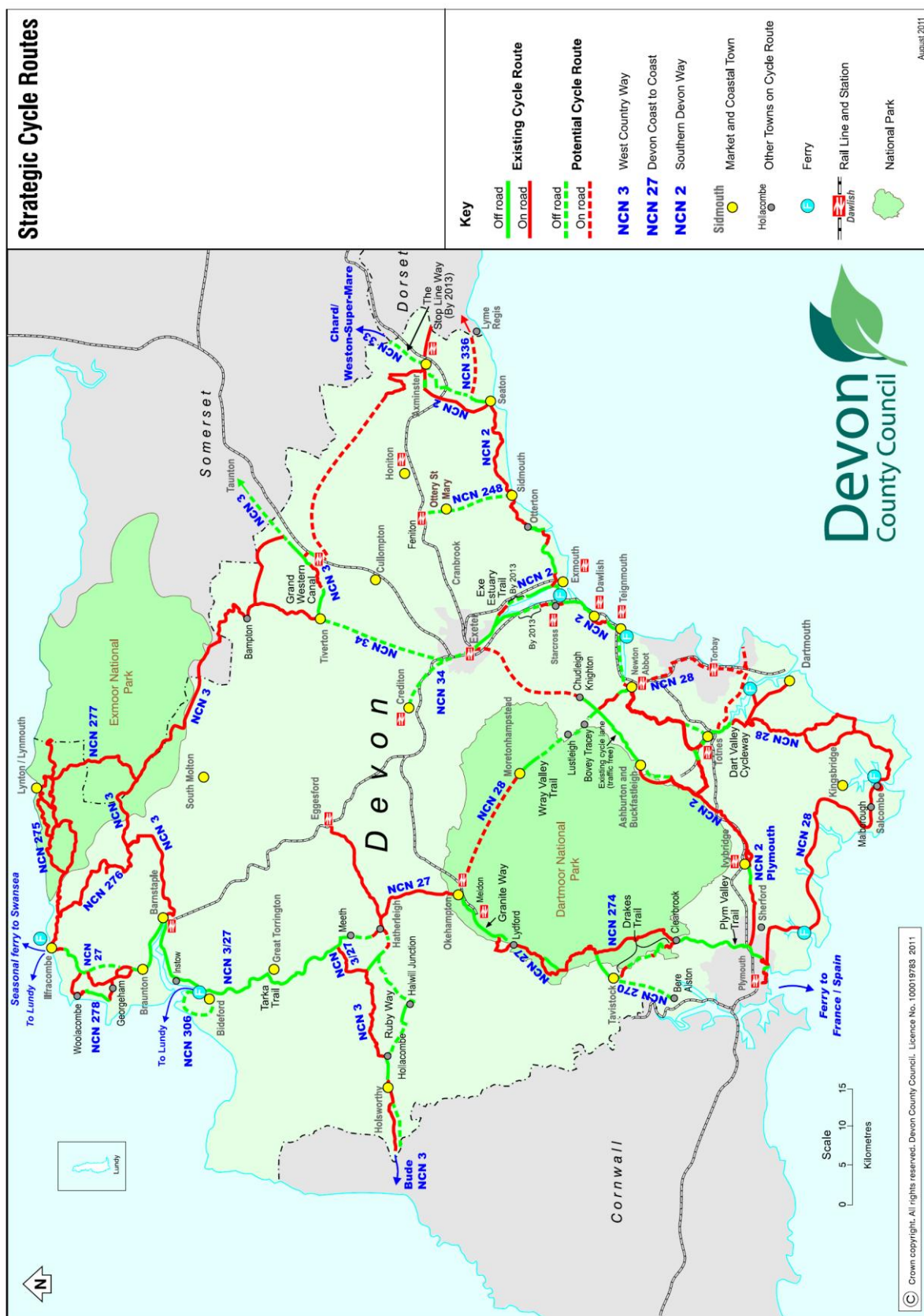
- 18.2 Green networks (also known as green infrastructure) comprise the spaces within and around settlements, and the movement routes within and between them, or to other destinations (such as the coastline) for both people (residents, workers, visitors) and wildlife. Green networks will create high quality, attractive settings for day-to-day living and recreation will enhance the character and diversity of the landscape and will protect heritage assets, and promote management and access and enjoyment of them recognising that they contribute to the area's unique sense of place and cultural identity. Green networks will enrich the area's wildlife value, offset negative impacts of habitat loss and fragmentation and retain or create habitat linkages. Where a water course is incorporated the corridor will serve numerous purposes such as sustainable drainage systems, wildlife routes, and leisure and recreation. We will:
- Develop a District-wide Green Infrastructure Strategy as a Supplementary Planning Document, with Area Frameworks for each town linked to its rural surroundings.
 - Exploit fully the opportunities that green networks present to make leisure and recreation spaces throughout the district accessible to as wide a range of people as possible.
 - Provide space for community allotments.

Promoting Green Infrastructure [® 6.188](#)

- 18.3 A Green Infrastructure Strategy document is being prepared and this will examine and promote opportunities to link green spaces together through footpaths and cycle links. This work will also help define schemes that can go into an associated Strategic Projects and Investment Programmes.
- 18.4 The District Council in conjunction with Devon County Council and supporting the work of Sustrans has been keen to see provision of new cycle routes. The map below shows

⁸⁰ Exeter Area and East Devon Growth Point (2009) "Green Infrastructure Study and Strategy" – [ID: Environment – Env015]

the main strategic cycle routes in Devon that exist or are proposed (note that local routes, especially in towns, are not shown).



- 18.5 Green Infrastructure is seen as an essential part of our Vision for a long-term sustainable future for East Devon. The Council is committed to developing strategic networks of accessible, multi-functional sites (including parks, woodland, informal open spaces, nature reserves and historic sites) as well as linkages (such as river corridors and flood plains, wildlife corridors and greenways). These contribute to people's well-being and together comprise a coherent managed resource responsive to evolving conditions. The Axe Estuary wetlands are an example of a multi-functional green space which is currently an important wildlife habitat but in time will expand in terms of its size and value for recreation, biodiversity and community use.
- 18.6 Liaison with Town and Parish Councils will ensure local desires and needs are understood and inform the priorities for strategic projects and investment programmes.

Strategy 42 - Green Infrastructure Provision and Strategy: [® 6.189](#)

We will develop a District wide Green Infrastructure Strategy and will focus on delivery of Strategic Projects and Investment Programmes. The document will produce separate sections for each town (Area Frameworks) linked to the rural parts of the District to ensure that consistency and a comprehensive output is achieved. The Green Infrastructure Strategy will be consistent with the detailed mitigation and delivery strategy arising from the Habitat Regulations Assessment work, which will include alternative green space measures over and above that which needs to be provided purely to meet open space requirements.

Open Space, Sport and Recreation [® 6.190](#)

- 18.7 As well as providing fun, exercise and a sense of achievement for all, participation in sport and active recreation underpins people's quality of life and is fundamental to the delivery of broader Government objectives. This would include the creation of sustainable communities, health and well-being, social inclusion and educational attainment. We want all residents in the District to have convenient access to open space and recreation facilities that are of good quality, safe and, if admission is payable, at a reasonable price⁸¹.
- 18.8 We will promote better health and well-being for all by aiming to ensure that new housing developments are within walking distance of good quality formal and informal open space and recreational facilities. Exercise should be encouraged by the promotion of cycling and walking within developments and by enabling easy participation in sport through the provision and improvement of built sports facilities.
- 18.9 The relatively aged population structure of East Devon will affect demand for facilities that are suitable for older people, which Sport England identifies as swimming, bowls, tennis, golf and keep fit facilities.

⁸¹ Fields in Trust (2011) "Planning and Design for Outdoor Sport and Play (formerly 6 acre-standard)" – [ID: Infrastructure – Inf008]

East Devon Open Space Standards [® 6.191](#)

- 18.10 An Open Space Study⁸² has been completed which comprises identification and mapping of open spaces; audits of quantity, quality, and accessibility; Geographic Information Systems analysis to establish current levels of provision and identify needs. Public consultation has helped to establish community aspirations and requirements for open space and has created local standards for both urban and rural areas. This is based on current provision, an assessment of national standards (to include – Fields in Trust, ANGSt (Accessible Natural Greenspace Standards), consultation results, and demographic analysis. The need for a Playing Pitch Strategy is highlighted in the Action Plan. It is anticipated that this will be produced in 2013.
- 18.11 The strategy contains evidence based requirements for developer contributions towards the provision of open space, identified through the above processes. The strategy should be consulted to establish whether on or off-site provision should be made.
- 18.12 The recommended open space standards provided by the Open Space Study 2011 will be adopted for the Plan area. Contributions will be directed towards meeting quantity, quality and accessibility shortfalls. The option will aim to deliver a combination of new facilities and improvements to existing ones, depending on the unique needs of the parish in which contributing development takes place and the availability of land. The work helps to update work undertaken in 2002 on a Playing Pitch Strategy for East, Mid and West Devon and 2003 in a draft Recreational Areas Strategy.⁸³ These earlier strategy documents quantify and assess quality of open space provision.
- 18.13 This option will conserve, where appropriate, existing open spaces and leisure facilities identified in the Local Plan and will not permit their loss unless their whole or partial redevelopment would result in greater benefits to the community than retaining that facility. Protected sites are identified in Chapter 22 of the New Local Plan. Open space standards are specifically to meet open space needs and do not meet European wildlife site mitigation needs, which is a requirement over and above open space provision.

⁸² Bennett Leisure & Planning Ltd & JPC Strategic Planning & Leisure Ltd (2012) East Devon Open Space Study - Final Report and Appendix A and Appendix B - Assessment of Fixed Sports Facilities for East Devon - [ID: Environment – Env029]

⁸³ PMP Consultancy in association with Bennett Leisure and Planning (2002) “A Playing Pitch Strategy for East, Mid and West Devon” – [ID: Infrastructure – Inf007]

Strategy 43 - Open Space Standards: [® 6.192](#)

Open space standards have been defined in the Open Space Study 2011 (including urban and rural standards) and are shown below. Development schemes of new homes will need to provide or help secure provision to match defined standards. Developer contributions for the provision of open space will be applied to residential schemes of 1 unit net gain or greater where there is an established deficiency in quantity, quality or accessibility of open space in the parish in which development has taken place.

Existing open space sites will be protected and, where appropriate, new sites designated.

Open space type	Recommended accessibility standard (straight line distance)		Recommended quantity standard (hectares per 1000 population)		Recommended Quantity standard (square metres per person)	
	Urban	Rural	Urban	Rural	Urban	Rural
Allotments	10 mins (480m)	11-15 mins (600m)	0.25	0.30	2.5	3.0
Amenity Open Space	10 mins (480m)	10 mins (480m)	0.35	0.30	3.5	3.0
Outdoor sport pitches (combined open access and limited access)	11-15 mins (600m)	11-15 mins (600m)	0.65	1.50	6.5	15.0
Parks and Recreation Grounds	10 mins (480m)	10 mins (480m)	1.00	0.40	10.0	4.0
Play Space – Children	10 mins (480m)	11-15 mins (600m)	0.05	0.05	0.5	0.5
Play Space – Youth	11-15 mins (600m)	11-15 mins (600m)	0.05	0.05	0.5	0.5
Natural and Semi Natural (accessible)	15-20 mins (800m) & ANGSt	15-20 mins (800m) & ANGSt	1.00	1.00	10.0	10.0
Fixed Sports Facilities (e.g. tennis, bowls, MUGAs)	11-15 mins (600m)	11-15 mins (600m)	N/A	N/A	N/A	N/A
TOTAL			3.35	3.60	33.5	36.0

Developer Contributions to Open Space [® 6.193](#)

18.13 The Open Space Study sets out developer contributions in its Appendix B. These seek to deliver new open space and enhancements to existing facilities in step with new residential development. Funding acquired through developer contributions will be complemented by other sources of funding where it can be secured. Where appropriate in terms of location and the nature of the development and where a local need for facilities

has been identified, on-site provision will be preferable. It may be appropriate for earlier developments to provide the land upon which later developments pay for structures or equipment. The policy will aim to deliver a combination of new facilities and improvements to existing ones, depending on the unique needs of the parish in which development takes place and the availability of land.

- 18.14 Population increase will be used to determine the relative demand created by different developments. For residential development contributions these will be on a per-dwelling basis and the level of contribution will be higher for larger housing than for small houses or flats. This will be determined by the average occupancy rates where the average occupancy acts as a multiplier reflecting population increase.
- 18.15 Contributions will only be sought towards the open space typologies for which there is an established deficiency in the quantity, quality or accessibility of open spaces within the parish in which a development takes place. Money may be pooled to fund publicly accessible open space projects which have been identified by the town/parish council. Lists of these projects will be publicly available. Applicants should consider how their development can meet the identified priorities, either through on-site provision within the development or through a financial contribution. As a general rule, larger developments will be expected to contribute all or at least some open space on-site, whilst smaller developments will most likely contribute through commuted sums.
- 18.16 When considering sites for new open space and leisure provision, priority will be given to sites which are easily accessible by a range of transport modes and which can be integrated into a network of green infrastructure.

Coastal Areas of East Devon [® 6.194](#)

- 18.17 East Devon's exceptional coastline forms part of a World Heritage Site (WHS) and is mostly undeveloped. Parts of the coast are eroding and in some cases this impacts on people's livelihood and homes and the natural environment. We will:
- Discourage development in undeveloped coastal areas if it would have adverse landscape and environmental impacts unless there are no alternatives available, (such as with established holiday parks) and development is essential.
 - Promote coastal protection measures where erosion could impact on people's livelihoods and homes where this aligns with Shoreline Management Plan 2 (long-term plan) and is environmentally acceptable and financially and technically feasible.

The Coastal Zone and Landscape [® 6.195](#)

- 18.18 Although the Dorset and East Devon Coast World Heritage Site (Jurassic Coast) site status is justified on account of geological importance, UNESCO did note its landscape importance and the East Devon part of the site (for nearly all of its length) also lies in the East Devon AONB. Much of the East Devon coastline is undeveloped and the Local Plan shows a Coastal Preservation Area. We intend to rely on existing evidence and investment programmes for the Shoreline Coastal Zone to manage this precious resource

properly. Further investigation and assessments of the Coastal Zone for very specific areas may be undertaken should the need arise⁸⁴.

- 18.19 Circular 07/2009 on the protection of WHS advises that appropriate policies for the protection and sustainable use of WHSs including enhancement where appropriate, which supplement international and national policy and take account of the specific regional or local circumstances of a particular WHS, should be included in plans. Further, that such policies should apply both to the site itself and, as appropriate, to its setting, including any buffer zone or equivalent. The WHS Management Plan⁸⁵ does not define a buffer zone for the site as the wider surrounding area is already afforded strong protection through existing systems of protective designation, in particular the Sites of Special Scientific Interest (SSSI), AONB and the Coastal Preservation Area (CPA).
- 18.20 English Heritage guidance on the protection and management World Heritage Sites and paragraph 10 of CLG Circular 07/2009⁸⁶ advises that it is essential that appropriate policies enabling control of development in the setting of each World Heritage Sites, including any buffer zone, in order to protect its Outstanding Universal Value, including authenticity and integrity, are included in plans.
- 18.21 Recent studies include assessment of the coastal zone area considerably further away from the shoreline than previously undertaken. This is to account for the potential increase in significant offshore and coastal energy schemes and the potential impacts caused. The Council has produced a technical study examining the undeveloped coastal area of East Devon to help define the extent of policy coverage^{87 88}.

Strategy 44 - Undeveloped Coast and Coastal Preservation Area: [® 6.196](#)

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

Shoreline Management Plans and Coastal Erosion and Defence [® 6.197](#)

- 18.22 Parts of the East Devon Coastline are subject to erosion. It is anticipated that climate change will create increasing pressure on coastal and estuarine environments through accelerating rates of sea level rise and an increased number of storms. If this occurs it will have implications for the cost and effort involved in protecting coastal communities from risk of flooding and coastal erosion. The potential impacts are not only in terms of

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

⁸⁵ Dorset and East Devon Coast World Heritage Site Steering Group (2009) "Dorset and East Devon Coast World Heritage Site Management Plan 2009 – 2014" – [ID: Environment – Env001]

⁸⁶ Communities and Local Government (2009) "Circular 07/2009: Protection of World Heritage Sites" – [ID: Environment – Env008]

⁸⁷ Devon County Council (2006) "Undeveloped Coast – Coastal Zone Policy" – [ID: Environment – Env009]

⁸⁸ EDDC (2011) "Undeveloped Coast Technical Paper" – [ID: Environment – Env033]

individual properties at risk of loss or damage, but also the wider impacts on the local economy and local communities.

- 18.23 The Dorset and East Devon Coast World Heritage Site Site Management Plan⁸⁹ highlights the fact that coastal erosion is part of the natural process and part of what helps define and justify the status of the coast. A key aim of the WHS Management Plan is ‘protecting the outstanding universal value of the WHS by allowing natural processes to continue’. This East Devon Local Plan seeks to balance this aim with the social and economic needs of our coastal communities.
- 18.24 Measures and policies for the management of East Devon’s coastline are set out in the Shoreline Management Plan 2⁹⁰, which has recently been approved. This provides an objective, large scale assessment of the risks to people and the environment resulting from the evolution of the coast over the next 100 years. It is a non-statutory policy document for the planning and management of coastal defences. The Environment Agency describe Shoreline Management Plans as ‘a route map for local authorities and other decision makers to move from the present situation towards meeting our future needs, and will identify the most sustainable approaches to managing the risks to the coast in the short term, medium and long term. Within these timeframes, the SMP will also include an action plan that prioritises what work is needed to manage coastal change into the future and where it will happen. This will form the basis for deciding and putting in place specific flood and erosion risk management schemes, coastal erosion monitoring and further research on how we can adapt to change’.
- 18.25 The broad approach of the SMP2 is to defend the centres of main settlements along the coast and allow natural processes to continue in the rural areas. However, some properties in the towns are likely to be affected by coastal erosion in the medium term (20-50 years) with substantially more likely to be affected in the longer term (50-100 years). Detailed policies for managing this change have been included in the proposed Development Management Policies.

⁸⁹ Dorset and East Devon Coast World Heritage Site Steering Group (2009) “Dorset and East Devon Coast World Heritage Site Management Plan 2009 – 2014” – [ID: Environment – Env001]

⁹⁰ South Devon and Dorset Coastal Advisory Group (2011) “Shoreline Management Plan SMP2 Durlston Head to Rame Head” – [ID089 – [ID: Environment – Env018]

Strategy 45 - Coastal Erosion: [® 6.198](#)

The Council will support proposals for sustainable coastal change management where compatible with the Shoreline Management Plan 2 and provided they would not have an unacceptable adverse economic, social or environmental impact, including a detrimental visual impact on a protected landscape.

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

The AONBs in East Devon [® 6.199](#)

18.26 East Devon is blessed with landscape of exceptional quality, two thirds of the District falls within one of two AONB:

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

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

18.28 Under Section 85 of the Countryside and Rights of Way Act 2000 we have a statutory duty to produce a management plan for the AONBs in our District⁹¹. We will use these plans alongside the Local Plan to deliver our responsibility for due regard to these special landscapes and to help support sustainable development in these areas.

Development in the Landscape [® 6.200](#)

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

- a) Conserve and enhance the landscape of East Devon;
- b) Recreate and strengthen key landscape characteristics; and

⁹¹ East Devon and Blackdown Hills AONB (2009) "East Devon and Blackdown Hills AONB Management Plans" – [ID: Environment – Env016] (AONB Management Plans are due for review in 2014 which is consistent with the LCA for the District)."

- c) Ensure that new developments are appropriate in scale, form and design, are in keeping with their setting and take full account of the local natural and cultural heritage.

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

Landscape Character Assessment [® 6.201](#)

18.31 A Landscape Character Assessment (LCA)⁹² of East Devon was undertaken in 2008, which identifies and describes distinctive landscape character types throughout the district. This information will be used to ensure that development proposals reflect the distinctive character, qualities and sensitivities of the area and maintain local identity. The Council will use this and tools such as Historic Landscape Characterisation (HLC) to aid decision making and try to identify those aspects of a landscape that have been lost, undermined or require conservation and enhancement. The Council will ensure that landscape improvements are secured for the long-term through the development process. We will use the following documents and work areas to judge proposals affecting the landscape:

- a) European Landscape Convention – compliance with ‘local distinctiveness’ and a need to consult widely with local people to ascertain views⁹³.
- b) Natural England – National Character Areas (due 2011/2012)⁹⁴.
- c) East Devon and Blackdown Hills AONB and East Devon District Landscape Character Assessment & Management Guidelines (2008)⁹⁵.
- d) Historic Landscape Characterisation (DCC)⁹⁶.
- e) East Devon Biodiversity Action Plan⁹⁷.
- f) Sport and recreation studies.
- g) Exeter Area and East Devon Growth Point - Green Infrastructure Study (April 2009) and Strategy (December 2009)⁹⁸.
- h) East Devon and Blackdown Hills AONB Management Plans (AONB Management Plans are due for review in 2014 which is consistent with the LCA for the District)⁹⁹.

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

⁹³ Council of Europe (2000) “European Landscape Convention” - [ID: Environment – Env010]

⁹⁴ Natural England (1996) “National Character Areas” – [ID: Environment – Env011] Updated in 2005 and due for further revisions 2011/2012

⁹⁵ East Devon and Blackdown Hills AONB and EDDC (2008) “East Devon and Blackdown Hills AONB and East Devon District Landscape Character Assessment and Management Guidelines – [ID: Environment – Env012]

⁹⁶ Devon County Council (2005) “Historic Landscape Characterisation” – [ID: Environment – Env013]

⁹⁷ Natural England (1994) “East Devon Biodiversity Action Plan” - [ID: Environment – Env014]

⁹⁸ Exeter Area and East Devon Growth Point (2009) “Green Infrastructure Study and Strategy” – [ID: Environment – Env015]

- i) Dorset and East Devon Coast World Heritage Site (Jurassic Coast) Management Plan¹⁰⁰.
- j) Dorset & East Devon Coastal Advisory Group – Shoreline Management Plan¹⁰¹.

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

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

Strategy 46 - Landscape Conservation and Enhancement and AONBs:

® 6.202

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

Development will only be permitted where it:

1. conserves and enhances the landscape character of the area;
2. does not undermine landscape quality; and
3. is appropriate to the economic, social and well being of the area.
4. can be show that development cannot be accommodated elsewhere outside of the AONB.

When considering development in or affecting AONBs, great weight will be given to conserving and enhancing their natural beauty.

⁹⁹ East Devon and Blackdown Hills AONB (2009) "East Devon and Blackdown Hills AONB Management Plans" – [ID: Environment – Env016]. (AONB Management Plans are due for review in 2014 which is consistent with the LCA for the District)."

¹⁰⁰ DEFRA and Department of Culture, Media and Sport (2009-2014) "Dorset and East Devon Coast World Heritage Site (Jurassic Coast)"

http://www.jurassiccoast.com/downloads/WHS%20Management/jurassic_coast_plan_lowres.pdf

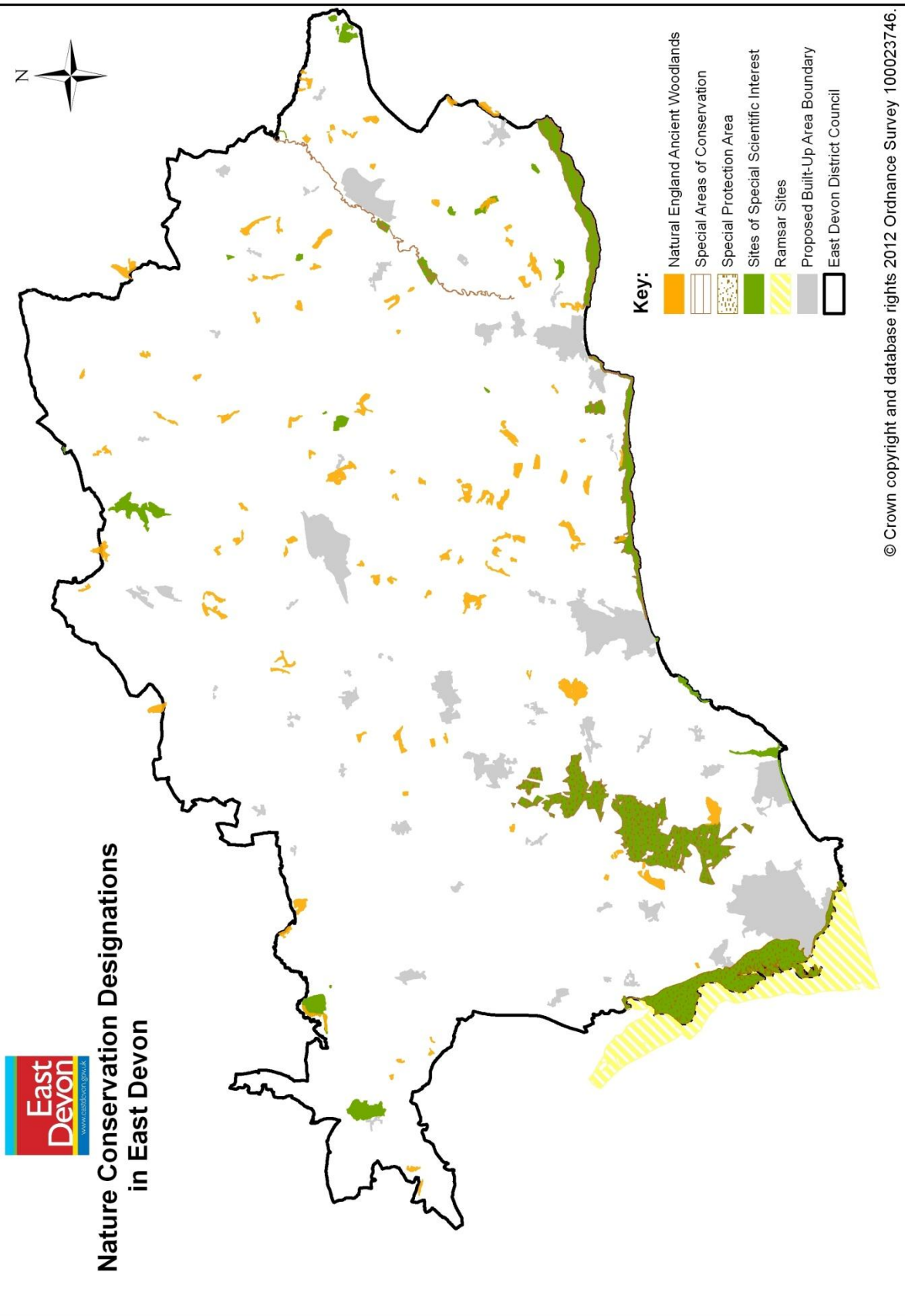
¹⁰¹ South Devon and Dorset Coastal Advisory Group (2011) "Shoreline Management Plan" – [ID: Environment – Env017]

Biodiversity and Geological Protection [® 6.203](#)

- 18.34 East Devon has an amazing diversity of wildlife habitats and geology. It contains a range of internationally, nationally, regionally and locally important wildlife and geological sites, including:
- a) 2 Special Protection Areas; one of these - the Exe Estuary - is also a Ramsar Site.
 - b) 4 Special Areas of Conservation.
 - c) 1 National Nature Reserve.
 - d) 25 Sites of Special Scientific Interest.
 - e) 8 Local Nature Reserves.
 - f) Around 300 County Wildlife Sites.
 - g) 21 Regionally Important Geological Sites (RIGS).
- 18.35 The key designated Nature Conservation sites in East Devon Are shown on the plan on the following page. This plan does not show the boundaries of all sites listed above (not the least because some overlay one-another and map clarity would otherwise be lost). But the maps shows the wealth of important wildlife areas in East Devon. Included on the map are Ancient Woodlands in East Devon as defined by Natural England.
- 18.36 Our landscape contains a distinctive network of species-rich hedgerows, woodlands and river valleys linking up designated sites and Biodiversity Action Plan habitats. Priority UK Biodiversity Action Plan species found in the District include dormouse, nightjar, Dartford warbler and a range of bat species. Protective designations are important not just for the sake of these species but because such assets add to people's quality of life and attract tourists to the District. To ensure we retain and enhance our biodiversity we will:
- a) Conserve and enhance the most valued habitats.
 - b) Only permit developments that would cause no harmful impacts to important habitats (and the species they support), or that would include measures to mitigate or offset such impacts.
 - c) Promote habitat creation, including provision of major new green spaces for wildlife and people to use.
- 18.37 We also need to enable wildlife and habitats to adapt to future climate changes. Many habitats in the District which used to be widespread are now broken up into small pockets. This affects the ability of wildlife and habitats to adapt to climate change and there is therefore a need to expand and reconnect existing areas and to restore habitats.
- 18.38 Many of the District's most important habitats are damaged or threatened by under-grazing and lack of active management, land use change and fragmentation, recreational pressure and by future climate change. Key losses have included reduction of open habitats such as lowland heath to scrub and rank vegetation. In the wider landscape, hedgerow removal and insensitive conversion of rural buildings can impact on species such as dormice and bats.

East Devon

Pre-Submission Consultation Draft East Devon Local Plan 2012



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

National and International Wildlife Sites [® 6.204](#)

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

The Habitat Regulations [® 6.205](#)

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

assess whether there is a risk of any plan or proposal having a significant impact on the integrity of the SPA or SAC.

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

The Exe Estuary SAC and Pebblebed Heaths SPA [6.206](#)

- 18.45 The Council has formed the view, after receiving advice from Natural England (the government agency responsible for the promotion of wildlife), that there is a risk that residential development (and occupant/their pet) could impact on East Devon Heaths SPA or the Exe Estuary SPA boundary. This advice is reinforced by follow-on work on Habitat Regulations assessment. A particular concern raised by Natural England is that new housing development may have an adverse effect on the SPAs; for example an increase in recreational activity and dog walking may disturb the ground-nesting birds on the Heaths or roosting or feeding birds on the Exe Estuary. Predation of birds by domestic cats is already identified as a particular concern on the East Devon Pebblebed Heaths and any increase in the number of homes could be expected to increase in cat numbers and further exacerbate adverse impacts/predation. To help preserve the integrity of the East Devon Pebblebeds Heath, specifically on account of the impacts of domestic cats through bird predation, new dwellings will not be allowed on or within 400 metres of the Pebblebed Heaths Special Protection Area.
- 18.46 In response to potential adverse impact the Council, in conjunction with Exeter City Council, Teignbridge District Council, Natural England, the Royal Society for the Protection of Birds and The Exe Estuary Management Partnership, has commissioned a series of reports from Footprint Ecology on the protected European Wildlife sites. These reports ¹⁰² have assessed:
- a) underlying ecological functioning of the sites;
 - b) current recreational and other use and impacts on the sites; and
 - c) projected impacts arising from extra development.

The final report in the series will be a:

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

¹⁰² Footprint Ecology (2012) – “Exe Estuary Visitor Survey Phase 1” – [ID: Environment – Env020]

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

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

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

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

18.47 The Mitigation and Delivery Strategy will be completed in early 2013 and it will include a series of recommendations that link issues surrounding increased development (particular new homes and by implications the impacts of home occupiers) and mitigation that is required in order to ensure that development is acceptable and will not lead to adverse impacts or worsening of habitat integrity. The success of the plan and proposals and projects within the plan will be dependent upon implementation of the proposals in the strategy and this will require joint initiatives with Exeter City and Teignbridge District Council. Initiatives and actions under the strategy will be applicable to strategic policy proposals as well as more local and detailed proposals. The strategy will be especially important in respect of mitigation of impacts arising from strategic developments at the West End and in Exmouth and in other localities where adverse impacts could arise from development, especially on the Exe Estuary and Pebblebed Heaths. It could also have relevance to much smaller scale developments for example as related to re-use of rural buildings (see Policy D8).

18.78 The Exe Estuary and Pebblebed Heaths are already under threat from visitor use and any extra use (use by occupants/users of development) could lead to unacceptable adverse impacts. Mitigations measures are therefore essential in respect to accommodating development. The habitat assessment work that the Council has commissioned shows that the overarching levels and locations for growth set out in the plan, when it comes to implementation of plan proposals, need:

- a) further detailed assessment; and
- b) the plan to make clear that it is reliant upon the forthcoming detailed mitigation and delivery strategy

18.79 After adoption, strategic allocations within the plan that are reliant upon that mitigation (particularly around Exmouth) should not be taken forward/implemented in the absence of the finalised mitigation and delivery strategy that it ready for implementation. Looking into the future and in respect of planning applications and for the Exe Estuary, new development within 400m of the Exe Estuary should be subject to a project level assessment to check for potential impacts on roost sites or key areas for birds outside the SPA boundary.

Beer Quarry and Caves SAC [® 6.207](#)

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

Habitat Regulations Assessment – Air and Water Quality Issues [® 6.208](#)

18.81 The Habitat Regulations Assessment¹⁰³ also identified a series of concerns relating to air and water quality matters. In some case these may be relevant to determination of

¹⁰³ Footprint Ecology (2012) – “Habitat Regulations Assessment of the East Devon Local Plan” – [ID: Environment – Env025]

planning applications. However, these air and water related considerations and recommendations in the report are relevant to wide range of activities and issues that also extend beyond land use planning and the Local Plan.

Strategy 47 - Nature Conservation and Geology: [® 6.209](#)

All development proposals will need to:

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

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

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

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

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

Habitat Regulations and Potential Adverse Impacts

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

Design and the Built Heritage [® 6.210](#)

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

- a) Promote high quality locally distinctive design standards.
- b) Value, conserve and enhance our historic built environment.

c) Require sustainable construction techniques to be included in projects.

- 18.48 Buildings have traditionally been built from the materials that are close to hand and available. The fact that the geology of East Devon varies so much has resulted in a very broad range of materials being used in the construction process. In some cases availability of materials and therefore their use was very localised, for example Beer stone, and this has meant that settlements can vary greatly in their traditional look and feel.
- 18.49 In past years the cost and difficulty of transporting materials was so high that it was only the finest and most expensive buildings that were built from non-local supplies. As transport costs have gone down, use of non-traditional materials has expanded and standardisation of materials and their production has occurred. We feel that as a consequence the aesthetic quality of buildings and the built environment has suffered. Traditional materials can be, but not always are, more expensive than modern alternatives. However, over the life span of a building and given the overall costs involved in construction, such differences are often marginal or negligible and are outweighed by the long term visual and character benefits.
- 18.50 We wish to see the use of traditional materials and methods in buildings as we see this as a means to help define and enhance the quality of the built environment. The natural environment of East Devon is outstanding: it warrants matching high quality standards in the built environment. We want to ensure that, in the future, buildings in East Devon will make obvious use of local materials in sympathetic and traditional styles and forms. This emphasis on local distinctiveness will be a challenge to 'standardised' design approaches and 'off the peg' solutions. It does not mean that contemporary or modern designs cannot be used but it does require that designers think far more about how local materials and local traditions should inform and be integral to their work.

Strategy 48 - Local Distinctiveness in the Built Environment: [® 6.211](#)

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

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

Buildings and Building Conservation [® 6.212](#)

- 18.51 East Devon has nearly 4,500 buildings and structures that are formally listed as of Special Architectural or Historic Interest. It shows that when well built, using quality local materials, buildings can last for centuries and adapt, within reason, to meet changing local needs and lifestyles.

- 18.52 We regard it as essential that we conserve and enhance the historic built heritage of East Devon. The traditional buildings of East Devon bring pleasure to residents and visitors alike, they form a key part of the tourism appeal of the District and help define the identity of East Devon. We already have strong national guidance and legislation that protects listed buildings. The Council continues to survey the Listed Building stock of the District and are currently undertaking revisions to the Conservation Area Appraisals. We will continue to apply existing legislation and guidance in the most effective way to conserve the built environment.
- 18.53 We will adopt a positive, proactive strategy for the conservation and enjoyment of the historic environment taking into account the variations in type and distribution of heritage asset, as well as the contribution made by the historic environment by virtue of:
1. Its influence on the character of the environment and an area's sense of place.
 2. Its potential to be a catalyst for regeneration in an area, in particular through leisure, tourism and economic development.
 3. The stimulus it can provide to inspire new development of imaginative and high quality design.
 4. The re-use of existing fabric, minimising waste.
 5. Its mixed and flexible patterns of land use that are likely to be, and remain sustainable.

Strategy 49 - The Built Heritage and Building Conservation: [® 6.213](#)

The physical and cultural heritage of the district will be conserved and enhanced and the contribution that historic places make to the economic and social well-being of the population will be recognised, evaluated and promoted. We will work with local communities to produce or update Design Statements and the incorporation of heritage asset assessment into further Strategy preparation such as that proposed for Green Infrastructure.

19 Delivery and Infrastructure Provision [® 6.214](#)

Provision of Social, Physical and Community Infrastructure [® 6.215](#)

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

Understanding Other Organisations' Proposals and Plans [® 6.216](#)

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

Developer Contributions and the Community Infrastructure Levy [® 6.217](#)

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

schemes, green space and leisure centres as well as local community facilities such as village halls.

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

Partnership Working [® 6.218](#)

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

Infrastructure Provision [® 6.219](#)

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

be taken forward to prevent adverse effects arising from recreational pressure, which may need to be delivered via developer contributions.

Strategy 50 - Infrastructure Delivery: [® 6.220](#)

The Council will produce an Infrastructure Delivery Plan to set out how the implementation of Local Plan policies and proposals will be supported through the timely delivery of infrastructure improvements. It will detail local and strategic schemes and set how much they will cost, who will lead on provision and who the relevant partners will be. Developer contributions will be sought to ensure that the necessary infrastructure improvements are secured to support the delivery of development and mitigate any adverse impacts.

The Council will introduce the Community Infrastructure Levy (CIL) alongside the Local Plan. The Infrastructure Delivery Plan will set out which items of infrastructure are expected to be funded through the Levy and which will be secured through Section 106 agreements.

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

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

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

20 Monitoring [® 6.221](#)

How we Measure the Impacts of Policy [® 6.222](#)

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

Five Year Land Supply and Sub-Housing Areas [® 6.223](#)

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

PART TWO – DEVELOPMENT MANAGEMENT POLICIES

® 6.224

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

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

However, through a Neighbourhood Plan (see part 3 of this plan) a Parish Council or relevant neighbourhood group can produce a local plan for their area that supersedes some or all of the policies in this part of the local plan. Respondents to the plan may wish to comment on the part of the plan they consider policies should fall within, if they should be strategic or non-strategic.

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

http://www.eastdevon.gov.uk/index/planning_services/development_control_planning/validation_checklist.htm

21 Design Standards [® 6.225](#)

Achieving High Quality and Locally Distinctive Design [® 6.226](#)

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

D1 - Design and Local Distinctiveness: [® 6.227](#)

Encouraging sustainable, good quality, well-designed buildings can improve the lives of people and communities by creating a better built environment that encourages positive, inspirational, environmentally responsible and healthy thinking. In order to ensure that new development, including the refurbishment of existing buildings to include renewable energy, is of a high quality design and locally distinctive, a design statement setting out the design principles to be adopted should accompany proposals for new development. Proposals should have regard to Village and Design Statements and other local policy proposals, including Neighbourhood Plans, whether adopted as Supplementary Planning Guidance or promoted through other means.

Proposals will only be permitted where they:

1. Reinforce the key characteristics and special qualities of the area in which the development is proposed.
2. Ensure that the scale, massing, density, height, fenestration and materials of buildings relate well to their context.
3. Do not adversely affect:
 - a) The distinctive historic or architectural character of the area.
 - b) The urban form, in terms of significant street patterns, groups of buildings and open spaces.
 - c) Important landscape characteristics, prominent topographical features and important ecological features.
 - d) Trees worthy of retention.
 - e) The amenity of occupiers of adjoining residential properties.
 - f) The amenity of occupants of proposed future residential properties, with respect to access to open space, storage space for bins and bicycles and prams and other uses; these considerations can be especially important in respect of proposals for conversions into flats.
4. Have due regard for important aspects of detail and quality and should incorporate:
 - a) Secure and attractive layouts with safe and convenient access for the whole community, including disabled users.
 - b) Measures to create a safe environment for the community and reduce the potential for crime.
 - c) Use of appropriate building materials and techniques respecting local tradition and vernacular styles as well as, where possible, contributing to low embodied energy and CO₂ reduction.
 - d) Necessary and appropriate street lighting and furniture and, subject to negotiation with developers, public art integral to the design.
 - e) Features that maintain good levels of daylight and sunlight into and between buildings to minimise the need for powered lighting.
 - f) Appropriate 'greening' measures relating to landscaping and planting, open space provision and permeability of hard surfaces.

5. Incorporate measures to reduce carbon emissions and minimise the risks associated with climate change. Existing buildings should also comply with this policy when energy reduction and generation measures are undertaken. Waste minimisation should also feature in proposals during the construction and operational phases.
6. Green Infrastructure and open spaces should be designed and located in a way that will minimise any potential security concerns for users.

Landscaping [® 6.228](#)

- 21.4 Natural and artificial landscaping can enhance the setting of new buildings and enable them to be assimilated into surroundings. Landscaping can also assist in nature conservation and habitat creation particularly in urban areas.
- 21.5 Tree planting and retention should form an integral part of a landscaping scheme submitted with a development proposal either initially or at a detailed planning stage. Such a scheme may include ground and shrub cover together with hard surfaces and paving materials, adequate lighting and grass verges. Continuity of fencing, walling or hedging with existing boundary treatments, which contributes to the street scene, will be sought where appropriate. Schemes will need to include integration of areas of nature conservation value and provision of new areas into proposals.

D2 - Landscape Requirements: [® 6.229](#)

Landscape schemes should meet all of the following criteria:

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

Trees on Development Sites [® 6.230](#)

- 21.6 The District Council recognises that trees, both individually and collectively, make an important contribution to the amenity, character and environmental value of the area. Accordingly the retention of woodlands, groups and individuals and trees will be encouraged and particular value is given to ancient and veteran trees. Where trees are

inappropriate, have low amenity and environmental value or have short life expectancy, replacement with appropriate new planting may be preferable, especially if this would be beneficial to the landscape and/or biodiversity. In some circumstances the creation of other forms of landscaping and/or habitat may be more appropriate.

- 21.7 To ensure that trees on development sites are not threatened by building works, the construction of drainage systems or other services and that they will not be removed in the long term, the Council requires that all development conforms with the recommendations laid out in BS5837:2012. The Council requires that no building or works will be permitted within the construction exclusion zone of trees that have been identified for retention. Only in exceptional circumstances or where there is no other alternative, will construction, hard surfacing, drainage, underground services or sub soil works be permitted within this construction exclusion zone.
- 21.8 Where there is no alternative to undertaking works within the construction exclusion zone it is the applicant's responsibility to provide clear evidence, from suitably qualified professionals, of the reasons and justification for the proposed work. The application should also specify the methods and details of construction necessary to minimise any damage to the tree(s) in question.
- 21.9 Where it is in the interests of amenity for trees and woodlands to be preserved, the District Council has powers to make Tree Preservation Orders. Under such orders permission is required for lopping, topping and felling work to the tree. The Council also has to be notified of proposals to carry out work on trees in Conservation Areas.
- 21.10 The Hedgerows Regulations 1997 require anyone proposing to remove a hedgerow in the countryside to notify the Council so that important hedgerows can be protected. In general, the system applies to hedgerows 20 metres or more in length, or which meet another hedgerow at each end. Garden hedges are not affected.

D3 - Trees and Development Sites: [® 6.231](#)

Permission will only be granted for development, where appropriate tree retention and/or planting is proposed in conjunction with nearby construction. The development should deliver a harmonious and sustainable relationship between structures and trees. The recommendations of British Standard 5837:2012 (or the current revision) will be taken fully into account in addressing development proposals.

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

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

Advertisements Signs [® 6.232](#)

- 21.11 The quality and extent of advertisements significantly affects the character and appearance of many town centres and Conservation Areas in the District. Advertisements can contribute to life, vitality and colour which enhance the environment, or they can equally destroy or diminish the quality of individual buildings and whole streets. The scale and form of advertisements should harmonise and complement their surroundings and not dominate or appear visually incongruous. Excessive numbers of advertisements on a building can detract from the character of the property and the area.
- 21.12 In considering applications for advertisement consent the Council will seek to ensure the protection and enhancement of its designated conservation areas and will protect the character and setting of any listed buildings. In these cases, on amenity grounds internally illuminated fascia wall, projecting or box signs and 'A' boards are unlikely to be acceptable and the Council considers traditional painted fascia boards and hanging signs to be generally more appropriate.

D4 - Applications for Display of Advertisements: [® 6.233](#)

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

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

- 21.13 In rural areas businesses may experience difficulties in being able to direct clients to their premises. Proposals for such signs will be considered against plan policy along with comments made by the County Council as Highway Authority. For facilities within a town, village or recognised signposted settlement, an advance sign will only be acceptable within the settlement and then only if the Authority is persuaded that it is necessary on road safety grounds. For businesses outside a recognised settlement advance signs will not be rejected in principle so long as the applicant can make out a justifiable case.

D5 - Advertisements within Areas of Special Control of Advertisements and Advance Advertisement Signs: [® 6.234](#)

Within Areas of Special Control advertising will be restricted solely to advertisements reasonably required for identification, direction or warning relating to the premises or land upon which they are to be sited except where one or more of the following criteria are met:

1. An advance sign is necessary on road safety grounds and will have no adverse highway implications.
2. The application is to replace a long-established sign with one of similar size and appearance.
3. The sign is for facilities available in towns or villages which have been by passed by road improvements.
4. The sign is for a business outside a recognised settlement with no directional place name provided by the Highway Authority.

Fuel for Heating Buildings [® 6.235](#)

- 21.14 Most buildings are presently heated using natural gas, oil, or electricity as the fuel source. Natural gas has the lowest carbon intensity of these fuels, and running costs are typically lower. In addition, direct space heating using off peak electricity and night storage heaters can often result in uncomfortable internal conditions. East Devon has a high proportion of properties that are not heated by natural gas, with 29% of homes

being heated by Economy 7 or other sources in 2009. Low carbon heat sources such as biomass boilers, solar hot water panels and heat pumps have even greater environmental, social and financial benefits when implemented in locations that do not have a gas connection. Development proposed in such locations should utilise low carbon heat sources.

D6 – Locations without Access to Natural Gas: [® 6.236](#)

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

Agricultural Buildings [® 6.237](#)

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

D7 – Agricultural Buildings and Development: [® 6.238](#)

New agricultural buildings and development in the countryside will be permitted where there is a genuine agricultural need for the development and the following criteria are met:

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

Proposals for the development of new buildings for livestock should be accompanied by a Waste Management Plan.

Re-use of Rural Buildings Outside of Settlements [® 6.239](#)

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

D8 – Re-use of Rural Buildings Outside of Settlements: [® 6.240](#)

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

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

Use for holiday accommodation is only permissible where the rural building is in close proximity to the main farm/country house from which it will be serviced. For residential proposals it must be established that:

- a) the building is no longer required for agricultural use or diversification purposes; and
- b) that its conversion will enhance its setting -
e.g. through removal of modern extensions and materials, outside storage, landscaping etc.

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

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

22 The Natural and Built Environment [® 6.241](#)

Important Local Open Spaces [® 6.242](#)

- 22.1 Open spaces within urban areas are often very important to the character and individual identity of a town because of their amenity value. In some cases such land is of intrinsically high environmental quality because of its form, tree and shrub cover or features such as a stream. In other instances it is important because of the view it gives of the surrounding countryside or a significant building or landmark. The fourteen sites identified on the Proposals Map as Land of Local Amenity Importance in Axminster, Budleigh Salterton, Exmouth and Sidmouth are open spaces of such particular quality and value to the character of the settlement and to the local community that they should be recognised and conserved and enhanced. In some circumstances the amenity value could be complemented by a community use of the land. Community uses will be supported, subject to such uses not undermining the open quality of an area. Such land areas can often be used for informal or formal recreation purposes though it is their general amenity importance and value to the community which is of greatest relevance. A background technical paper has been produced assessing appropriateness of sites which can be viewed on the Council evidence web pages¹⁰⁴.
- 22.2 The NPPF allows for local plans and neighbourhood plans to designate Local Green Spaces in order to rule out their development. Our Local Plan does not designate any Local Green Spaces, as areas identified for protection are mentioned in policy and are shown on the inset maps. Neighbourhood plans are able to designate Local Green Spaces.

EN1 - Land of Local Amenity Importance: [® 6.243](#)

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

The Valley Parks in Exmouth [® 6.244](#)

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

¹⁰⁴ EDDC (2012) "Landscape/Environment Designations Assessment – for East Devon" – [ID: Environment Env034]

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

EN2 - The Valley Parks in Exmouth: [® 6.245](#)

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

The Byes in Sidmouth [® 6.246](#)

- 22.4 The wedge of agricultural land and open space along the valley of the Sid, known as the Byes, has a significant amenity, nature conservation and recreational value to the town. Within the Built-up Area Boundary land in the Byes is public open space or owned by the National Trust. The agricultural land outside the Built-up Area Boundary should be protected because of its amenity, nature conservation and recreational value. An Article 4 direction has been made in respect of the Byes so that a specific grant of planning permission is required for agricultural buildings which would normally be erected as 'permitted development'. In addition to being protected by Environment Policy in the Plan, Policy LSI 2 applies to the Byes to protect its unspoilt character.
- 22.5 A section of cycle track has been constructed in The Byes between Sid Park Road and Salcombe Road, and the Council proposes the continuation of this route to Sidford.

EN3 - Land at the Byes in Sidmouth: [® 6.247](#)

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

Local Wildlife Sites and Features [® 6.248](#)

- 22.6 In addition to the national and internationally recognised wildlife sites (addressed through strategic policy) there are many 'local sites' that are of importance. Three

categories sites exist - Local Nature Reserves, County Wildlife Sites and County Geological Sites. Policy provides for the protection of these sites.

EN4 - Protection of Local Nature Reserves, County Wildlife Sites and County Geological Sites: [® 6.249](#)

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

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

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

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

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

EN5 - Wildlife Habitats and Features: [® 6.250](#)

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

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

Archaeological Features and Sites [® 6.251](#)

- 22.8 Archaeological remains can contain irreplaceable information about our past and are valuable both for their own sake and for their role in education, leisure and tourism. Many archaeological remains are highly fragile and vulnerable to damage and

destruction. East Devon has a significant archaeological heritage which is a finite and non-renewable resource.

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

EN6 - Nationally and Locally Important Archaeological Sites: [® 6.252](#)

Development that would harm nationally important archaeological remains or their settings, whether scheduled or not, including milestones and parish stones, will not be permitted. Development that would harm locally important archaeological remains or their settings will only be permitted where the need for the development outweighs the damage to the archaeological interest of the site and its setting. There is a presumption in favour of preservation in situ in the case of nationally and locally important remains. Preservation of locally important remains by record will be required where the need for the development outweighs the need to preserve the remains in situ.

Potentially Important Archaeological Sites [® 6.253](#)

- 22.10 Prospective developers should in all cases give consideration to the question of whether archaeological remains exist on a site where development is planned and the implications for the development proposal. Where a proposal involves a site of archaeological significance or of potential interest, it may be necessary for the developer to carry out an evaluation prior to the determination of a planning application. The County Council Historic Environment Service will be able to provide advice to the developers about areas where prior evaluation will be appropriate.

EN7 - Proposals Affecting Sites which may potentially be of Archaeological Importance: [® 6.254](#)

When considering development proposals affecting sites which are considered to potentially have remains of archaeological importance the District Council will not grant planning permission until the archaeological importance has been determined through assessment and/or evaluation.

Building Conservation and Listed Buildings [® 6.255](#)

- 22.11 Listed Buildings and their settings are an important element of East Devon's character which the Council wishes to preserve.
- 22.12 Alterations to Listed Buildings must be carried out with the greatest skill and care in order to ensure that changes are not detrimental to the special architectural and historic interest of the building. Unacceptable or undesirable impacts to listed buildings can arise from the use of inappropriate modern materials such as UPVC, aluminium and stained

hardwood unless there is an over-riding justification. The Council may request an analysis of the building to aid an assessment of the impact of the proposed changes.

EN8 - Extension, Alteration or Change of Use of Buildings of Special Architectural and Historic Interest: [® 6.256](#)

Development involving the change of use, alteration, extension or demolition of a listed building or development affecting the setting of a listed building, will only be permitted if it preserves the special architectural or historic interest of the building or its setting.

Demolition of Listed Buildings [® 6.257](#)

22.13 Demolition of a Listed Building will only be permitted in exceptional circumstances. In such cases the Council will seek to ensure that the building is retained until redevelopment is to commence and that the possibilities of relocating the building or salvaging features of interest are fully explored. An opportunity for recording the building must be given, and an archaeological investigation of the site may be required.

EN9 - Demolition of a Listed Building: [® 6.258](#)

The Council will not grant permission for developments involving the substantial or total demolition of Listed Buildings including any features of special architectural or historic interest which contribute to the reasons for its listing unless:

- a) There is clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new uses, and these efforts have failed.
- b) It is shown that preservation in some form of charitable or community ownership is not possible or suitable.
- c) The character or appearance of the building will be improved by partial demolition or demolition of features within its setting.
- d) It is shown that redevelopment would produce substantial benefits for the community which would decisively outweigh the loss resulting from demolition.
- e) The retention of the listed building as a managed ruin is not a feasible option.

Where demolition of a Listed Building is to be permitted the Council may require that:

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

Conservation Areas [® 6.259](#)

- 22.14 The Council has a duty to determine which parts of the District are of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance and to designate them as Conservation Areas. Special attention has then to be paid to such areas in all planning decisions. For this reason, proposals for development, or other works within or likely to affect Conservation Areas, should be accompanied by detailed drawings indicating the type of development proposed and its form and materials. The position, scale and detailed design of any new buildings or extensions to existing buildings must have regard to adjoining buildings and to the local character. Conservation Area Appraisals have been published for all the Conservation Areas and these are being updated.
- 22.15 Within the Conservation Areas the Council will take positive steps to enhance the area by implementing schemes for landscaping and visual improvement and by seeking to remove features including advertisements and satellite dishes, which detract from the character and appearance of the area. The Highway Authority will also be requested to pay particular attention to paving, kerbing and all types of street furniture, such as lighting standards and direction signs, in order to protect the character of the area.

EN10 - Preservation and Enhancement of Conservation Areas: [® 6.260](#)

Proposals for development, including alterations, extensions and changes of use, or the display of advertisements within a Conservation Area, or outside the area, but which would affect its setting or views in or out of the area, will only be permitted where it would preserve or enhance the appearance and character of the area.

- 22.16 In Conservation Areas the emphasis should generally be on renovation and re-use rather than demolition and redevelopment. The existing buildings within Conservation Areas usually reflect the historical and architectural importance of the area and their loss should be avoided wherever possible.

EN11 - Demolition of Unlisted Buildings in Conservation Areas: [® 6.261](#)

Development involving demolition, or partial demolition, of an unlisted building in a Conservation Area will only be permitted if:

1. The structure to be demolished makes no material positive contribution to the character or appearance of the area.
2. Detailed proposals for the re-use of the site, including any replacement building or other structure have been approved.
3. There is clear and convincing evidence that all reasonable efforts have been made to sustain existing uses or find viable new ones and these efforts have failed.
4. It is shown that re-development would produce substantial benefits for the community which would outweigh the loss resulting from demolition.

Parks and Gardens of Historic Importance [® 6.262](#)

- 22.17 English Heritage (The Historic Buildings and Monuments Commission) maintains a Register of Parks and Gardens of Special Historic Interest. Eight of these are situated in East Devon and are graded similarly to listed buildings. If other sites are considered suitable, the District Council will seek their inclusion in the Register.
- 22.18 The Register aims to draw attention to important historic gardens and parks as an essential part of the Nation's Heritage which merit protection and conservation. Other parks and gardens and designed landscapes and public open space, in particular urban parks in the District are of regional or local importance and merit protection. The impact of development upon a registered park or garden is a material consideration of a planning application. Any application which would affect the character of any historic park or garden on the Register must be referred to the Garden History Society for comment. Applications affecting Grade I or Grade II* registered parks or gardens must also be referred by the Council to English Heritage.

EN12 - Development Affecting Parks and Gardens of Special Historic Interest: [® 6.263](#)

Planning permission will not be granted for developments which would damage the character, appearance or setting of the following Parks and Gardens of Special Historic Interest:

1. A La Ronde and the Point-In-View at Exmouth. Grade II
2. Bicton Gardens, Bicton. Grade I
3. Cadhay, Ottery St Mary. Grade II
4. Combe House, Gittisham. Grade II
5. Killerton, Broadclyst. Grade II*
6. Rockbeare House, Rockbeare. Grade II
7. Connaught Gardens, Sidmouth. Grade II
8. Rousdon, Combpyne Rousdon. Grade II

Important Agricultural Land [® 6.264](#)

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

EN13 - Development on High Quality Agricultural Land: [® 6.265](#)

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

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

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

Environmental Pollution [® 6.266](#)

- 22.20 Pollution in the environment has significant implications for people's health and quality of life. The possible pollution effects from proposed development can be a material consideration in determining planning applications insofar as they affect development and the use of land. Where the Council considers a proposal may raise such issues the relevant statutory pollution control authorities will be consulted at an early stage. Within the powers available to it, the Council will control and reduce pollution in the environment. Where external lighting is required, as part of a development proposal, full details of the proposed lighting scheme will be required to demonstrate that this is the minimum needed for security and working purposes and minimises light pollution from glare and spillage (particularly in areas of open countryside and areas of nature conservation value) and that it will not detract from residential amenity or highway safety.
- 22.21 Applications involving the production or management of animal waste should demonstrate how waste and other nuisance, such as smell and flies, will be controlled.
- 22.22 Radon is a naturally occurring radioactive gas present in variable amounts in rocks and soils. The likelihood of amounts in East Devon exceeding the draft UK acceptable standard is thought to be remote. There is a possible risk of raised radon levels in older properties, though with modern building techniques protection and mitigation measures can address potential problems. Appropriate account should be taken of potential radon emission problems/issues in any development proposal.

EN14 - Control of Pollution: [® 6.267](#)

Permission will not be granted for development which would result in unacceptable levels of:

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

Bad Neighbour Uses [® 6.268](#)

- 22.23 Pollution or Nuisance caused by new developments can have significant implications for the health and quality of life of residents. Potential environmental detriments from proposed developments can also be a material consideration in determining planning applications. Where the Council considers that a proposal may raise such issues, the Environmental Health Officer and/or Environment Agency will be consulted. Within the powers available to it, the Council will make decisions which will control and reduce environmental impacts or detriment to health or amenity. In particular:
- a) Existing developments must not be put at risk from unacceptable levels of soil, air, water or noise pollution arising from a new development.
 - b) New development must be appropriate for the location and the effects of pollution on health, the natural environment and amenity will be taken into account.
 - c) An increase in noise level shall not give rise to significant adverse impacts on health, quality of life, or, where appropriate, tranquillity.
 - d) The cumulative impacts on air quality shall be taken into account, and developments within Air Quality Management Areas shall be consistent with the local air quality action plan.
 - e) The impact of pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation shall be minimised.
- 22.24 Environmental Impact Assessments or Environmental Statements may be required and developments will not be permitted if, when properly constructed, operated and managed, their emissions or impacts are likely to be detrimental to the environment, or to the health or amenities of local residents.
- 22.25 Proposals involving the production, accumulation or management of significant quantities of animal waste must not cause nuisance from odour, flies and foul water run-off. Applicants will be required to demonstrate how this will be achieved. Some areas of East Devon are affected by levels of Radon gas which exceed the UK minimum

acceptable standards. In these areas Radon protective measures will be required in order to prevent the build up of Radon within new dwellings.

EN15 - Environmental Impacts, Nuisance and Detriment to Health: [® 6.269](#)

Permission will not be granted for any proposal which has the potential to impact on the environment, or the health or amenity of residents, unless the applicant can demonstrate that it will not result in unacceptable levels of:

1. Pollution of the atmosphere by gases, smoke or particulates.
2. Odour.
3. Noise and/or Vibration.
4. Flies or other insect nuisance.
5. Light intrusion.
6. Pollution of surface or groundwaters, including:
 - a) Rivers, other watercourses, water bodies and wetlands,
 - b) Water gathering grounds including catchment areas, aquifers and groundwater protection areas,
 - c) Harbours, estuaries or the Sea.

Contaminated Land and its Remediation [® 6.270](#)

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

EN16 – Contaminated Land: [® 6.271](#)

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

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

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

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

Potentially Hazardous Developments [® 6.272](#)

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

EN17 - Notifiable Installations: [@ 6.273](#)

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

Water Quality, Sewerage, Flooding and Coastal Erosion [@ 6.274](#)

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

¹⁰⁵ Exeter and East Devon Growth Point (2008) "Water Cycle Study" [ID ; Environment – Env030]

for the above types of supply but exist for all other potable supplies. The published Source Protection zones are available on the Environment Agency's website (www.environment-agency.gov.uk). There are a number of sources within the Otter Valley for which Source Protection Zones have been published.

- 22.30 A number of wildlife designated sites, of most importance being the European designated sites will be sensitive to water quality and quantity issues, protection of wildlife interests will require close working with the Environment Agency and Natural England.

EN18 - Maintenance of Water Quality and Quantity: [® 6.275](#)

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

Sewers and Water Treatment [® 6.276](#)

- 22.29 Most of the settlements within East Devon are connected to main sewers. However, many existing sewerage systems and sewage treatment works are at or near capacity. Unless additional infrastructure is provided further demands placed on existing facilities may result in the pollution of controlled waters. Consequently development should only take place where existing infrastructure is adequate, or where new facilities will be provided to coincide with the new demand. Prospective developers should contact the Environment Agency regarding drainage restrictions.
- 22.30 The drainage restrictions currently operating in East Devon may change within the plan period and developers are therefore strongly advised to contact South West Water in order to obtain the latest information on drainage restrictions operating in the area they wish to develop. It is important to be aware that wildlife sites (of most importance European designated sites) can be sensitive to pollution and water quality and quantity issues can be critical. Close working with the Environment Agency and Natural England on this matter is essential and potential concerns relate to foul sewers and sewage treatment systems as well as private treatment works.

EN19 - Adequacy of Foul Sewers and Adequacy of Sewage Treatment System: [® 6.277](#)

New development will not be permitted unless a suitable foul sewage treatment system of adequate capacity and design is available or will be provided in time to serve the development.

- 22.30 In rural areas where connection to the main sewer is not possible new development may be served by private sewage plants. Private systems may also be used for new development in areas affected by drainage restrictions preventing connection to the main sewer. However, the installation of a private sewage treatment system will only be possible on plots of adequate size and if detailed assessment of the site and local

environment shows adverse effects will not arise. As a general principle new development should be served by new or existing public foul sewerage systems and sewage treatment plants, rather than a proliferation of small private sewage treatment systems.

- 22.31 DETR circular 03/99, on 'Planning Requirement in respect of the Use of Non-mains Sewerage incorporating Septic Tanks in New Development' identifies factors that detailed assessment should consider. This includes assessment of soil drainage characteristics, potential adverse effects on groundwater and the wider water environment. To meet these requirements, percolation test results to help characterise ground conditions and a water interest survey identifying local water supplies should be provided. Information on existing septic tanks in the vicinity is also relevant as new disposals may be unacceptable where proliferation of septic tank soakaways has occurred, overloading the treatment capacity of the ground.

EN20 - Private Sewage Treatment Works: [® 6.278](#)

Development where private sewage treatment systems are proposed will not be permitted unless ground conditions are satisfactory and the plot is of sufficient size to provide an adequate subsoil drainage system.

Flooding and Flood Prevention [® 6.279](#)

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

EN21 - River and Coastal Flooding: [@ 6.280](#)

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

Wherever possible developments should be sited in Flood Zone 1 as defined in the East Devon District Council Strategic Flood Risk Assessment¹⁰⁶. Only if there is no reasonably available site in Flood Zone 1 will locating the development in Flood Zone 2 and then Flood Zone 3 be considered. The flood vulnerability of proposed development, as set out in Appendix D of the East Devon Strategic Flood Risk Assessment will be taken into account.

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

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

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

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

22.34 New developments may result in a substantial increase in surface water run-off as permeable surfaces are replaced by impermeable surfaces such as roofs and paving. This may result in an increased risk of flooding downstream, increased pollution, silt deposition, damage to watercourse habitats and river channel instability. Consequently, surface water run-off implications of new development will be closely examined during the planning application process. Planning permission will only be granted where the Council is satisfied that suitable measures, designed to mitigate the adverse impact of surface water run-off, are included as an integral part of the development.

22.35 Traditional surface water drainage techniques associated with development, such as piping run-off directly to watercourses can result in:

- a) Increased likelihood of flooding.
- b) Deterioration in the quality of surface and groundwater.
- c) Erosion of riverbanks.

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

- d) Damage to habitats, ecosystems and the life they support.
- e) Depletion of groundwater.

22.36 Sustainable urban drainage is the practice of controlling surface water run-off as close to its origin as possible before it enters a watercourse. Such systems should be the first consideration when designing for surface water run-off. This will involve moving away from traditional piped drainage systems to softer engineering solutions to enable the following:

- a) Reducing the flood risk from development within a river catchment.
- b) Minimising diffuse pollution arising from surface water run-off.
- c) Reducing the risk of pollution to aquifers.
- d) Minimising environmental danger.
- e) Maintaining or restoring the natural flow regime of the receiving watercourse.
- f) Maintaining recharge to groundwater.

22.37 Systems may include:

- a) Grass swales, soakaways and filter strips.
- b) Infiltration basins, trenches or other infiltration devices.
- c) Detention and retention ponds.
- d) Wetlands with optional reed beds.
- e) Permeable surfaces and porous pavements.

22.38 Remedial work may be required some distance from the application site. In such cases the developer will be expected to enter into a planning obligation to ensure that the required work is carried out. Developers will be expected to cover the costs of assessing surface water drainage impacts and of any appropriate mitigation works, including long term management.

22.39 Under the Flood and Water Management Act 2010 Devon County Council's will be a SUDs Approval Body. The act encourages the use of sustainable drainage in new developments and re-developments. It does this by requiring drainage systems to be approved, against a set of National Standards, before construction work can commence. It will be the role of the newly established Sustainable Drainage Systems Approving Body (SAB) within Devon County Council, to approve, inspect, adopt and maintain sustainable drainage systems for new developments exceeding one property. The expectation is that for Schedule 3 (sustainable drainage) of the FWMA and its statutory instruments commencement will be in 2012. For the first 3 years (October 2012 to September 2015) the plan is for only major development (10 plus dwelling houses) to require SAB approval. After September 2015 all development with drainage implications will require SAB approval. Using Sustainable Drainage Systems (SUDS) to manage surface water has a number of benefits, such as improving water quality and the local environment. However, they also provide an important function in reducing the risk of flooding of homes and businesses, as well as adjacent or downstream properties, as a result of heavy rainfall. It is therefore a key consideration to look at the surface water flood mapping available and consider what drainage measures should be used.

EN22 Surface Run-Off Implications of New Development: [® 6.281](#)

Planning permission for new development will require that:

1. The surface run-off implications of the proposal have been fully considered and found to be acceptable.
2. Appropriate remedial measures are included as an integral part of the development, (where practicable sustainable urban drainage systems in accordance with Environment Agency recommendations are encouraged).
3. Where remedial measures are required away from the application site, the developer is in a position to secure the implementation of such measures.
4. A Drainage Impact Assessment will be required for all new development with potentially significant surface run off implications.

EN23 - Coastal erosion and surface water run-off: [® 6.282](#)

Development proposals that are likely to increase coastal erosion as a result of changes in surface water run-off will not be permitted.

Coastal Defence Schemes [® 6.283](#)

- 22.40 Proposals for privately funded or public works to defend coastal land or property must be assessed in a holistic manner in order to identify and consider potential impacts that disruption to natural processes may cause and to ensure defence measures are technically sound and sustainable in the long term.

EN24 - Coastal Defence Schemes: [® 6.284](#)

The Council will support proposals for sustainable coastal change management, such as improvements to coastal defences or managed realignment, where they are in line with the Shoreline Management Plan 2 and provided they would not have any unacceptable adverse economic, social or environmental impacts, including a detrimental impact on a protected landscape or wildlife site.

Coastal Change Management Areas [® 6.285](#)

- 22.41 Although the Shoreline Management Plan 2¹⁰⁷ does not identify significant coastal change within the lifetime of this plan, in the future it will be appropriate to define specific coastal change management areas where there are likely to be physical changes to the coast. Policies will be developed to guide appropriate development in such areas and to make provision for development and infrastructure that may need to be relocated. Extensive engagement with the local communities affected and expert bodies will be needed to support this work. Until this work is finalised the following interim policy will apply:

¹⁰⁷ South Devon and Dorset Coastal Advisory (2011) Shoreline Management Plan 2 Durlston Head to Rame Head [ID: Environment - Env018]

EN25 – Development Affected by Coastal Change: [® 6.286](#)

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

1. The new development is located in an area at less risk of coastal erosion;
2. The replacement property is located close to the community from which it is displaced and has an acceptable relationship with it in terms of character, setting, local amenity and any special landscape designations;
3. Overall, taking both the existing and proposed buildings into account, the proposal should not have an additional detrimental impact on the landscape, townscape or biodiversity of the area, taking into account any special designations;
4. The existing site is either cleared and restored with enhancements for nature conservation or put to use to benefit the local community within three months of the first use of the replacement. The future use of the site should be secured in perpetuity and provision made for public access to the coast where appropriate;
5. The development is consistent with the criteria set out in Policy S5: Countryside Protection; and
6. In the case of a residential proposal, the gross volume of the replacement dwelling is no larger than the one it is to replace.

23 New Residential Development [® 6.287](#)

Sites for Housing Development [® 6.288](#)

- 23.1 In addition to strategic housing sites the Policy of the Local Plan provides for smaller scale non-strategic site development smaller scale allocated sites will ensure availability of land for development purposes in the towns of East Devon.

H1 - Residential Land Allocation: ® 6.289			
In accordance with strategic policy of the plan, and in addition to strategic land allocations, the following smaller scale housing sites are allocated in the towns of East Devon as shown on the Proposals Map:		No of New Homes	Site Number
Budleigh Salterton:	a) Allotments and adjoining land - 48 homes (this site is allocated but was granted planning permission in 2011). ® 6.290	48	C056
	b) Land north-east of Deepways adjoining B3178 – 62 homes. ® 6.291	62	C096
Ottery St Mary:	c) Former Cutler Hammer Factory – 100 homes. ® 6.292	100	C141a and C141b
Seaton:	d) Land North of Rowan Drive – 30 homes. ® 6.293	30	E007 and E008
	e) Land west of Barnards Hill Lane - 20 Homes ® 6.294	20	E006
Sidmouth:	f) Current Council Offices, Knowle – 50 homes ® 6.295	50	ED02A and ED02B
	g) Current Manstone Depot – 20 Homes. ® 6.296	20	ED01
	h) Port Royal Site – 30 homes (this site will incorporate mixed use redevelopment to include housing and community, commercial, recreation and other uses). ® 6.297	30	ED03

Mix of Houses on Development Schemes [® 6.298](#)

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

H2 - Range and Mix of New Housing Development: [® 6.299](#)

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

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

Conversion of Houses to Flats [® 6.300](#)

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

H3 - Conversion of Existing Dwellings and Other Buildings to Flats: [® 6.301](#)

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

1. The proposed conversion will not materially adversely affect the character and amenities of the surrounding area or the building itself.
2. It is well served by public transport and provision is made for adequate car parking. Hard surfacing of front gardens to facilitate car parking will not be permitted where this would have an unacceptably harmful effect on the appearance of the area or on flooding.
4. Provision is made for storage of refuse.

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

Agricultural Workers Homes [® 6.302](#)

- 23.4 Despite falling employment on farms there remains a demand for new dwellings for people employed in agriculture and exceptionally forestry or other countryside related activities. By necessity these may need to be located on sites outside Built-up Area Boundaries. The Council are concerned that this should be restricted to cases of essential need (as opposed to personal preferences) in the interests of limiting sporadic development in the countryside. Applicants seeking planning permission will be required to submit evidence justifying the agricultural or forestry need. The Council will normally carry out functional and financial tests to assess the issue of need. The Council will require demonstration that the enterprise requires a full-time worker. This time may be made up by the labour of one or more members of the household who work the land.
- 23.5 When assessing the justification for agricultural dwellings the Council will have regard to both past business trends and future business projections. Past years' financial figures really only relate to the historical situation but with agriculture declining and changing direction, give no indication of the future for the holding. Future projections can best be explored by a business plan approach. The business plan would need to look at future projections both in practical and financial terms and would indicate whether a holding is viable and expanding and if it can justify and support an additional dwelling.
- 23.6 In terms of judging whether or not there is a functional need, if there is a full time agricultural worker involved, it is necessary to consider agricultural related activity, most particularly agricultural contracting. The ownership of large and expensive machinery is often beyond the resources of the individual farmer and agricultural contracting businesses have grown up to overcome this difficulty and the relevant equipment is hired in at the appropriate moment in the farming season. However, such businesses renting out agricultural equipment do not necessarily need to be located in the open countryside and as such they may not meet the test required for agricultural occupancy dwellings.
- 23.7 Some newer and emerging agriculture related activities may also provide justification for agricultural dwellings.
- 23.8 In addition, there are a multitude of agriculturally related jobs, some of which are more tenuous in their relationship than others. There are also those who work in businesses that add value to agricultural produce or in businesses that are the subject of diversification on particular farms. The issue of whether time is spent in agricultural related activity and hence agricultural dwelling tests are met, will relate very much to the types of activities undertaken.
- 23.9 Where the need for a new dwelling is established it will still be necessary to ensure that a new building is constructed only where there are no other more suitable alternatives, such as the conversion of existing buildings on a holding. It will also be necessary to restrict, in perpetuity, the occupancy of such new dwellings to agricultural or forestry workers and their resident dependants by means of planning conditions or Section 106

agreements. Furthermore, many dwellings on agricultural holdings are older established properties which pre-date modern planning legislation and are unlikely to have restrictions on their occupancy. A new house will not be permitted when it would make another such existing house no longer necessary in relation to the operation of the holding. Where a dwelling is permitted on a holding it must not exceed a size necessary to meet the reasonable needs of the worker/s. Each dwelling, under the control of the applicant, which houses the holdings worker/s, will be made subject to an occupancy condition. These measures will help to protect the countryside against undue pressure for new houses.

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

H4 - Dwellings for Persons Employed in Agriculture or Forestry: [® 6.303](#)

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

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

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

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

H5 - Occupancy Conditions on Agricultural/Forestry Dwellings: [® 6.304](#)

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

1. There is no long term functional need for the dwelling for an agricultural or forestry worker. And:
2. Satisfactory evidence has been provided that the dwelling has been offered for sale or rent with its occupancy restriction, at a realistic price for a reasonable period of time (at least 12 months and up to 2 years depending on market conditions), and no interest has been shown in its purchase or rent, unless the property is to be sold/ leased to a Registered Social Landlord. Records of all viewings and offers will be required and the property should be regularly advertised in specialist agricultural publications as well as local media and the internet.

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

Occupancy will be restricted to a person or persons who:

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

Where viable future occupancy will be tied through legal agreement to an agricultural holding.

Replacement Dwellings in the Countryside [® 6.305](#)

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

H6 - Replacement of Existing Dwellings in the Countryside: @ 6.306

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

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

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

Gypsies and Travellers @ 6.307

- 23.13 Gypsies are defined as "persons of nomadic habit of life, whatever their race or origin". Although making up a very small proportion of the population of East Devon¹⁰⁸, their land use requirements for accommodation and work need to be met. Given the variety of occupations in which gypsies are engaged there is no simple profile of an ideal site. Certain factors however, are common in the consideration of any proposals. These are road access, availability of services, potential conflict with settled communities or agricultural interests and likely environmental impacts. In considering proposals for sites, the District Council will need evidence that a genuine need exists and cannot be met elsewhere before taking into account the need to resolve satisfactorily difficulties arising from the above factors. Outside Built-up Area Boundaries existing sites should be expanded or intensified to meet additional need rather than permitting new sites in the countryside.

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

H7 - Sites for Gypsies and Travellers: [® 6.308](#)

Planning permission for a permanent or transit sites for gypsies and travellers will be granted if the proposal satisfies all of the following requirements:

1. It is not situated within an Area of Outstanding Natural Beauty, Green Wedge or on a site designated as being of conservation interest.
2. It has a satisfactory relationship with other neighbouring land uses.
3. It has acceptable vehicular access and provision for on-site turning, parking and servicing.
4. It contains satisfactory proposals for screening and landscaping.
5. It has no adverse impact on the appearance or character of the landscape or amenity of occupiers of neighbouring properties.
6. The local East Devon need has been proven and cannot be met elsewhere.
7. Where sites already exist within the locality, new pitches should be accommodated through expansion/ increased use of these existing sites.

Permanent sites should be conveniently located for access to existing community services and facilities.

24 Employment, Economic Development, Retail and Tourism [® 6.309](#)

Provision of Employment Land [® 6.310](#)

- 24.1 One key means by which the Local Plan can encourage economic development and job provision and creation is by ensuring that there is sufficient and appropriate land available to accommodate employment-generating developments. Strategic policy of the Local Plan sets out specific levels of employment land provision.
- 24.2 In identifying sites for employment purposes in East Devon full regard will be given to needs, expectations and aspirations for differing settlements. Where appropriate the Use Classes of development that will be permitted on specific sites will be specified in Policy. Proposals for employment uses on allocated land will need to have regard to site access and the travel demands likely to be generated.

E1 - Provision of Employment Land: [® 6.311](#)

In accordance with strategic policy of the plan and in addition to strategic allocations the following smaller scale employment development sites are allocated in the towns of East Devon as shown on the Proposals Map:

Town	Site	Site Number	Area - Hectares
Axminster	Land at Millwey Rise Industrial Estate ® 6.312	015A and 015B	1.05
Exmouth	Land south of Redgate ® 6.313	040A	0.5
Honiton	Land at Heathpark Industrial Estate / Business Park ® 6.314	011A, 011B, 011C and 011D	3.2
Ottery St Mary:	Land at Finnimore Industrial Estate ® 6.315	008A, 008B and 008C	2.2
Sidmouth:	Land north of Sidford ® 6.316	1967	5.0
	Land at Alexandria Industrial Estate ® 6.317	001A and 001B	0.5

Employment Uses in Built-up Area Boundaries [® 6.318](#)

- 24.3 In recognition of the need for appropriate development in both towns and villages the Local Plan makes provision for development of non-allocated sites for employment purposes. In providing for employment potential full account has been made of the importance of safeguarding the existing character and amenities of East Devon, whilst at the same time sustaining and improving the local economy.

- 24.4 In residential areas some commercial activities are wholly inappropriate because they give rise to noise and disturbance. However, people working from home using a part of a dwelling often start small businesses or they are in established mixed-use areas, and they do not adversely affect neighbouring properties or the character and amenities of the area. Small scale uses which are incidental to the use of a dwelling house may not require planning permission, unless they expand to a point where they become the dominant use or are intrusive.

E2 - Employment Generating Development in Built-Up Areas: [® 6.319](#)

Within Built-up Area Boundaries, on sites not allocated or reserved for other uses, new businesses or expansion of existing businesses will be permitted provided the proposed development, whether through re-use of existing buildings or new build, meets the following criteria in full:

1. Where practical it is accessible by pedestrians, cyclists and public transport.
2. It would not generate traffic of a type or amount inappropriate for the character of access roads or require improvements that would damage the character of those roads.
3. It would not harm the character or setting of local settlements or the amenity of nearby residents.
4. It would not harm any site of nature conservation value or archaeological importance or any building of architectural or historic interest.
5. It would blend into the landscape and/or townscape in terms of design, siting and materials.

Within the Built-up Area Boundaries of the seven coastal and market towns of the district we will support regeneration schemes designed to increase net job opportunities in the business, retail and/or leisure use classes, subject to the criteria listed above.

Loss of Employment Land and Sites [® 6.320](#)

- 24.5 Proposals, particularly for residential development, may be received which would mean the loss of an employment use of a site. Without restrictive policies aimed at preventing the loss of employment sites it is likely that loss to other uses would increasingly undermine the employment base and job opportunities in East Devon.
- 24.6 A small number of employment sites, particularly in residential areas, may be poorly sited and give rise to problems such as traffic congestion and safety problems, noise, fumes and other amenity or environmental problems. In such cases, and where a site is not reasonably suited to accommodating an alternative business use, then redevelopment for a differing use may be permitted.

E3 - Safeguarding Employment Land and Premises: [® 6.321](#)

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

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

Employment uses will be those falling into Class B of the Use Classes Order or similar uses classified under planning legislation as 'Sui Generis' uses. Redundant petrol filling stations and associated garage facilities will fall within the scope of this policy.

Jobs in Agriculture and the Rural Economy [® 6.322](#)

- 24.7 The agricultural industry and the rural economy in general have undergone considerable changes in recent years although it remains very important in East Devon. Agriculture not only provides direct jobs but also underpins many other economic activities in rural areas. Agriculture is seen as remaining the major user of rural land in East Devon and the use that most influences the physical appearance and character of the countryside.
- 24.8 In seeking to accommodate desirable new development in the countryside, whilst preventing detrimental developments, recognition will need to be given to the nature, scale and types of pressures which may emerge. There are a variety of countryside and agricultural uses which will need to be considered and which, subject to the precise location, may well be acceptable; these may include:
- a) The keeping of animals which are not traditional agricultural livestock, including horses and donkeys.
 - b) Production of crops other than for consumption including timber, Christmas trees, energy crops and crops for the pharmaceutical industry.
 - c) Recreation and tourism uses including pony-trekking, fishing, rare breed farming and holiday accommodation.
- 24.9 The District Council recognises the importance and changing role of agriculture and the need for new employment in the rural areas. In particular initiatives aimed at 'adding value' to food and goods produced on farms through processing and packaging initiatives are encouraged. It will however, be essential to carefully consider the appropriateness of new uses, their impact upon the surrounding area and implications of public access, and their relationship to continuing agricultural operations.

E4 - Rural Diversification: [® 6.323](#)

Proposals to diversify and expand upon the range of traditional agricultural related economic activities undertaken in rural areas will be permitted where a proposal meets the following criteria in full:

1. The proposal is complementary to, or compatible with, the agricultural operations in the rural area or on a farm and is operated as part of an overall holding.
2. The character, scale and location of a proposal are compatible with its landscape setting and any area of nature conservation importance.
3. The proposal would not use the best and most versatile agricultural land.
4. The likely amount of traffic generated by the proposal could be accommodated on the local highway network without harming road safety.
5. Any new building is modest in scale and is sited in or adjacent to an existing group of buildings and is of a compatible design and will blend into the landscape in terms of design, siting and materials.
6. The proposal would not cause noise, air or water pollution or flooding nor harm the amenity of local residents.
7. All new agricultural and agricultural related buildings with a ridge height of 3 metres or more shall make suitable provision for the nesting of barn owls, whether or not they have been observed at the site.

- 24.10 Small scale economic development in rural areas is needed to promote employment diversification and reduce out commuting. This will increase sustainable employment growth and provide premises close to where people live. Any development will, however, need to be in accordance with protection of environmental interests and particularly protection of the open countryside.

E5 - Small Scale Economic Development in Rural Areas: [® 6.324](#)

In villages and rural areas small scale economic development (not including retail use classes/other uses in Classes A1 – A4) and expansion of existing businesses designed to provide jobs for local people will be permitted where:

1. It involves the conversion of existing buildings. Or
2. If new buildings are involved, it is on previously developed land. Or
3. If on a Greenfield site, shall be well related to a village development boundary and shall not exceed 0.25ha (gross) in size.

Provided that the following criteria are met: a safe highway access, no detrimental impact upon the amenities of neighbouring properties, wildlife, landscape or historic interests. All new buildings shall be designed to blend into their location and shall meet sustainable construction and on site renewable energy production.

Matching New Homes to Job Opportunities in Rural East Devon [® 6.325](#)

- 24.11 There is a need in East Devon to reduce out-commuting for employment purposes and where developments are given permission it is appropriate to seek contributions to provide employment close to where housing is being developed. In smaller developments provision for home working should be incorporated as this enables flexibility in work patterns for individuals who are not employed in the immediate area. The link between residential and employment will lead to an increased level of sustainable development.
- 24.12 On rural housing development sites for 10 homes or more (other than where most new homes are to be affordable) the Council will require that new employment provision is included in the development.

E6 - New Employment Provision in Association with Residential Development: [® 6.326](#)

Where development of 10 residential units, or more are permitted in or adjoining a rural settlement, we will require provision of small employment workspace as part of the overall development. The employment provision should occupy no less than 10% of the net developable site area and typically comprise of small workshop units to be made available for rent or lease on terms to be agreed in writing with the Local Planning Authority and contained within a S106 agreement. On smaller developments provision for home working should be incorporated into individual dwellings.

This policy will not apply where affordable housing will account for over 50% of the proposed development scheme. The policy is applicable for schemes that include open market housing development.

Extension of Established Employment Sites in Urban and Rural Areas [® 6.327](#)

- 24.13 It is important for East Devon to develop its employment base and where successful, established sites have reached an 80% built out level an additional extension should be provided to concentrate and encourage successful sites. This policy will offer protection to the surrounding built and natural environment whilst promoting business in the District.

E7 - Extensions to Existing Employment Sites: [® 6.328](#)

Where it is clear that 80% of a business or employment site or estate is occupied the Council will permit a 10% extension (gross area) provided the following criteria are met in full:

1. The local highway network is capable of accommodating the forecast increase in traffic established by a Traffic Assessment; or where these can be mitigated either by physical works being undertaken by the applicant or contributions are secured towards the cost of the works.
2. There will be no detrimental impact upon any nearby residential properties.
3. No protected landscapes or historic interests are adversely affected and the existing local biodiversity and habitats are conserved or enhanced.
4. Requirements are met for onsite renewable energy production.

Succession Housing on Farms [® 6.329](#)

- 24.14 The Local Plan will promote succession housing on larger working family farms as it recognises the need to retain young talented agricultural workers in the industry. Providing onsite accommodation for family members employed in agriculture at the property will promote sustainability whilst retaining knowledge and expertise in the industry. Potential dwellings will comply with Lifetime Homes Standards ensuring elderly members of the family can continue to live on the site and share their experience whilst freeing larger dwellings for family use.

E8 - Agricultural Development and Succession Housing: [® 6.330](#)

In order to provide succession housing on working family farms exceeding 100 acres (40.5 hectares) of owned or secured tenancy land, there will be a presumption in favour of a second agricultural dwelling on the holding for occupation by a family member employed in agriculture on the property subject to the following:

1. Any new agricultural dwelling shall be located within or adjoining the farm building complex.
2. Only in the event of there being no existing building suitable for conversion, will a new building be permitted which shall be designed to match the local vernacular design and be built using local materials and meeting policy for sustainable construction and on site renewable energy production.
3. The occupation of the new dwelling and any existing dwelling on the farm (not already tied) shall be the subject of an agricultural tying condition.
4. Evidence is provided to the Local Planning Authority of a farming business being undertaken on the holding and there being an identified need [this is a lesser test than the financial and functional tests].
5. The new dwelling meeting lifetime home standards.

Further agricultural dwellings will require financial and functional needs tests to be met.

Town Centre Vitality [@ 6.331](#)

- 24.15 Town Centres provide a wide range of services and fulfil a variety of functions that need to be accessible to a large number of people from all sectors of the community.
- 24.16 Variety and activity are essential elements of the vitality and viability of town centres. Different, but complementary uses can reinforce each other to attract large numbers of people thereby ensuring the vibrancy of town centres both during the day and in the evening. Non-retail uses such as entertainment facilities, museums, hotels and conference centres, market stalls, restaurants and cafes can add variety. Within town centre shopping areas (outside primary shopping frontages) A2 (financial and professional services) and A3 (food and drink) uses which contribute to the diversity and vitality of centres will generally be permitted. Other non-retail uses which would detract from diversity and vitality will not usually be permitted. To inform town centre shopping areas and also Primary shopping frontages the Council produced a technical town centre retail report in 2012 which can be viewed on the Council web site evidence pages¹⁰⁹.
- 24.17 Markets and farmer's markets help to promote local produce and the local economy. They are an important town centre use that should be enhanced and retained.
- 24.18 The District Council promotes the residential use of vacant or under used space above shops and businesses as this encourages owners to keep buildings in a good state of repair, lessens reliance on the car and contributes towards the supply of housing. Town centres should be living centres and not just active during business opening hours. Appropriate residential development in town centres will be encouraged.

¹⁰⁹ EDDC (2012) "Evaluation of Retail Policy Boundaries in/at the towns of East Devon" – [ID: Retail – Ret007]

E9 - Town Centre Shopping Areas: [® 6.332](#)

The viability of town centres relies on their ability to be competitive, and this policy seeks to ensure this. Within Town Centre Shopping Areas as defined on the Proposals Map (outside the Defined Primary Shopping Frontages) proposals for both retail and non-retail uses which would add variety and increase activity and uses in Classes A2 and A3 of the Town and Country Planning (Use Classes Order) 1987 will be permitted provided:

1. The use would not undermine the shopping character, and visual amenity, vitality or viability of the town centre.
2. The amenity interest of occupiers of adjoining properties is not adversely affected by reason of noise, smell or litter.
3. It would not cause traffic problems.

Other non-retail uses will not be permitted unless the same criteria are met and the use would not harm the diversity, viability and vitality of the centre.

The establishment of new shops which are outside defined town centres or which would extend the shopping areas will not be permitted if they would harm the convenience, vitality or viability of the town centre.

The Primary Shopping Frontages in East Devon Towns [® 6.333](#)

- 24.19 In the main towns in the District there has been a tendency for non-retail uses, such as building societies and estate agents, to take over some of the prime town centre locations. When these uses are grouped together the area can become less attractive and convenient to shoppers undermining its retail function. Many of the non-retail uses, especially service providers, are dependent upon the shops to attract trade and it is important therefore that a proper balance is maintained to ensure the vitality and viability of the town centre. Hot take-away food shops can also have a serious impact on the character and quality of town centre shopping areas through noise, smell, litter and disturbance. Within the primary shopping frontages permission will not normally be granted for the change of use of ground floor premises from retail to non-retail uses unless it can be demonstrated that this would not be harmful to the existing character or primary shopping function of the area.

E10 - Primary Shopping Frontages: [® 6.334](#)

Within the Primary Shopping Frontages, as defined on the Proposals Map, permission will only be granted for the conversion or change of use of the ground floor of existing shops to non-retail uses where the proposed use would not undermine the retail function, character, vitality and viability of the Primary Shopping Area. Proposals will be required not to adversely affect the amenity of the surrounding area through noise, smell, litter, traffic or disturbance arising from late opening hours.

Large Retail Stores and Supermarkets [® 6.335](#)

- 24.20 A sequential approach should be taken to sites for new retail and retail related development, for example drive-through restaurants. The sequential approach identifies preferred locations which must be considered before out-of-centre sites. The first preference is for town centre locations (within the Town Centre Shopping Area), followed by edge-of-centre sites and only then by out-of-centre sites provided that they can be made accessible by a choice of means of transport and will not adversely impact upon nearby centres. It is however, recognised that existing out of town stores will continue to provide a form of retailing which both adds to local shopping choice and is popular with the public. Proposals for the refurbishment and redevelopment with small scale extensions of out of centre stores may be acceptable where there is insufficient net gain in retail floorspace to have an adverse effect on other established centres. In determining the scale at which retail impacts assessments are required the Council have taken advice and established a threshold figure of 500 square meters above which assessment will be needed.¹¹⁰

E11 - Large Stores and Retail Related Uses in Area Centres: [® 6.336](#)

Permission will be granted for new retail developments including extensions to existing stores where these are within the established Town Centre Shopping Areas of Area Centres as defined on the Proposals Map. Only if there are no sites that are suitable or viable for the proposed use and likely to become available within a reasonable period of time within a Town Centre Shopping Area will edge of centre sites be considered. Only if no such sites are available and suitable within either of these locations will sites elsewhere within the Built-Up Area Boundaries be considered.

Large retail developments of over 500 m² that are proposed on sites outside of a defined Town Centre Shopping Area will be required to demonstrate that it would not have an unacceptable impact on centres within the catchment of the proposed development either in itself or when considered cumulatively with other existing or proposed developments of a similar type. New retail developments will not be permitted where they would be on land allocated for other uses unless satisfactory alternative provision for such uses can be made elsewhere within the immediate locality.

Local and Neighbourhood Stores and Centres [® 6.337](#)

- 24.21 Many towns in the District contain local, or neighbourhood, shopping centres outside the town centre and there are local shops in rural areas and in villages. These vary widely across the District, but their role in providing convenience shopping facilities to the local community, particularly for those people without the use of a car, is invaluable and should be maintained. The diversity of provision makes it impractical to define neighbourhood centres on the Proposals Map or provide specific measures that could be used to define them. However, they are areas where a group of shops, typically supplying a range of goods and services, is located. There is some scope for improving

¹¹⁰ GVA Grimley (2011) East Devon Retail Study Update 2011 – [ID: Retail – Ret003]

the local centres and for the provision of local shops or sub post offices in new housing estates or older estates lacking retail facilities. The opening hours of local shops within residential areas may be restricted to ensure that local amenities are safeguarded.

E12 - Neighbourhood Centres and Shops: [® 6.338](#)

The council will grant permission for shopping development in village and neighbourhood centres which enhances their retail or service role and is of a scale to serve the local area only. Permission will also be granted within Built-up Area Boundaries, for new local facilities predominantly selling convenience goods, of a scale to serve new residential areas or older housing areas provided the vitality and viability of no existing centre is prejudiced.

Development proposals for local retail development shall meet the following criteria:

1. Each unit will not exceed a scale to serve more than the local area.
2. The operation of the retail unit will not be detrimental to the amenity of neighbouring residents by reason of undue noise, smell or traffic.
4. The development can be served by a variety of means of transport, including by foot and bicycle and will not result in excessive traffic generation.
5. The development will not, either alone or cumulatively, impact upon the vitality or viability of any nearby centre.

Use of Upper Floors of Shops [® 6.339](#)

- 24.22 The under-use of upper floors of commercial properties can lead to lack of maintenance to the detriment of the fabric and appearance of the building. The Council seeks to retain the economic resource and housing supply that upper floors can provide and which contributes to the vitality of shopping centres. Accordingly the District Council will not usually permit any application which includes a proposal to remove separate accesses to upper floors. It should be noted that planning permission is not always needed for some changes in use class.

E13 - Use of Upper Floors in Shopping Developments: [® 6.340](#)

The District Council will permit the use of upper floors of premises in Town Centre Shopping Areas for residential, community or commercial purposes subject to:

1. In the case of commercial or community development, no loss of self contained or purpose built residential accommodation with all basic amenities.
2. The preservation of any existing separate access to floors above ground level and provision for storage of refuse.
3. The viability of the retail use not being undermined.

Village Shops and Post Offices [® 6.341](#)

- 24.23 Village shops and Post Offices provide for the essential day to day convenience shopping needs of the local community. They offer important retail facilities in particular for the elderly and less mobile. Village public houses often provide a focus for community life and reduce the need to travel. Rural communities should have

reasonable access to such facilities particularly as public transport is limited in these areas. The Council will seek to resist the loss of local shops and services where this would result in a significant or absolute loss of facilities to a community.

24.24 It is difficult to reinstate shops, in the same or other premises, when they have changed to other uses. It is not however, always possible to prevent their closure when it is uneconomic for their use to continue. Therefore proposals involving the loss of local shops or services will only be permitted where the District Council is satisfied that the existing use is no longer viable and there is no market for the business as a going concern. In order to demonstrate this, the Council may seek information regarding the marketing of the business and its accounts. The Council will seek to retain the shop front in circumstances where permission is granted to enable the premises to be reinstated as a shop should the future opportunity arise.

24.25 The Council encourages the provision of new shops within villages.

E14 - Change of Use of Village Shops or Services: @ 6.342

Existing retail and service provision within villages should be maintained and potential providers of future retail development within villages will be encouraged to make provision of a scale and nature appropriate to local needs.

Proposals which would result in a significant or total loss of shops, Post Offices, Public Houses or other services to the community will not be permitted except where the existing provision of a use of this nature is no longer viable and there is no market for the business as a going concern, evidence will need to be presented to show that the site has been actively marketed for at least 12 months at a sound, realistic and viable price for the type of commercial uses that the type of use can command. A vigorous economic assessment will be undertaken to establish the potential and viability of any specific concern and marketing of any property or business will need to include offering to the local community for their acquisition/operation.

Permission to change the use of a shop will be subject to the retention of the shopfront.

Shops in the Open Countryside and Farm Shops @ 6.343

24.26 Rural shops or farm shops are defined as shops in which the majority of goods sold are produced on the premises. This is defined as a minimum 60% to ensure that any shop is reasonably linked to the use of the land instead of forming a general retail outlet. Farm shops can provide a valuable local facility, an additional source of income for farms and can help sustain the rural economy. However, they should not become an alternative to shops which are better located and more accessible and convenient in town and village centres.

24.27 Rural shops, garden centres and nurseries can become large commercial enterprises, supplementing food and plant sales with other, related goods such as crafts, sheds, conservatories and furniture. This will be controlled to prevent the sale of unrelated goods and applications for general retail sales and additional services such as cafes will

only be permitted where they are ancillary to the sale of gardening or horticultural goods or products grown on the property to which the shop or nursery relates.

- 24.28 Rural shops, garden centres and nurseries may develop an urban appearance as they expand and the number and size of buildings increase, hard surfaced display areas are extended and additional car parking is required. Such developments would generally be harmful to the high quality East Devon landscape and would generate additional traffic which may not be safely accommodated on local roads. Any proposals for the provision of new farm shops, garden centres or nurseries or the expansion of existing enterprises will therefore, be strictly controlled.
- 24.29 The Local Plan will promote retail development in rural areas where products are sourced or manufactured locally as this will allow diversification in agricultural businesses and promote local food production. The criteria set out in the policy will aim to protect the viability of town centres in the District as these are centres not only for retail but service trades, leisure facilities and other public amenities. Town centres serve more than just their immediate locality and their protection is important for those accessing services from the surrounding areas.

E15 - Retail Development in Rural Areas outside Built-up Area

Boundaries: [® 6.344](#)

In order to protect the viability of town centres in the District yet support local businesses, retail development in rural areas will be permitted only where it directly relates to an existing rural business like a shop associated with a farm business, garden centre or nursery or a showroom associated with a rural based business, subject to:

- a) a minimum of 60% (or more) of the produce/products for sale being produced on the premises or holding, and:
- b) No more than 30% of the produce/products being sourced and produced off the site of the premises or holding and from within a 16 km (10 mile) radius of the business.
- c) No more than 10% of the produce/products are from elsewhere.

and subject to:

1. The scale and type of retail shop proposed will not adversely affect easily accessible convenience shopping available to the local community.
2. The proposal does not harm the rural character of the landscape or the amenities of the locality.
3. The local road network and access to the site can safely accommodate the extra traffic generated by the proposal.
4. The car parking will be proportionate to the scale of the development and the layout and siting will be sympathetic to the surroundings.
5. The scale and scope of any additional services will be restricted to ensure that they are ancillary to the main use.

Tourism in East Devon [® 6.345](#)

- 24.30 The changing nature of the holiday industry will in some areas generate pressure for proposals for hotels and other forms of tourism related accommodation. The Council is keen to ensure that new tourist accommodation is directed toward the most sustainable locations and identifies the towns and villages of the District, as defined by those settlements with Built-up Area Boundaries, as best fulfilling this requirement. The only exception to this will apply in respect of the use of existing buildings in the open countryside and particularly as related to small-scale farm and rural diversification.
- 24.31 Unless used for tourism related purposes rural buildings could be left unused, whilst conversion of rural buildings to holiday accommodation use can, when skilfully undertaken, involve minimal external alteration and avoid the need for additional garaging facilities. For such development to be acceptable it is important that schemes are sensitively located, taking full account of existing curtilages, and subject to careful landscaping and design in order to mitigate against potential adverse environmental impacts. Building conversion is considered further in the Design and Development Chapter of the Local Plan.

E16 - Proposals for Holiday or Overnight Accommodation and Associated Facilities: [® 6.346](#)

Proposals for hotel development, conversion of dwellings into self catering accommodation, guest houses and upgrading of existing holiday accommodation will be permitted within the Built-up Area Boundaries of towns and villages provided the following criteria are met in full:

1. The scale, level and intensity of development is compatible with the character of the surrounding area, including adjoining and nearby settlements.
2. The proposal does not harm the amenities enjoyed by the occupiers of neighbouring properties.
3. On-site servicing and parking facilities are provided commensurate with the level and intensity of the proposed use.
4. The proposal is accessible on foot, by bicycle and public transport and will not impair road safety or the free flow of traffic.

Conversion or use of existing buildings in the open countryside, within close proximity to the main farm house or country house, for small-scale holiday accommodation uses will be permitted where compatible with the above and also with Policy D10 of the Design and Development Chapter of the plan.

The Main Centres of Holiday Accommodation [® 6.347](#)

- 24.32 The District Council is particularly keen to ensure the continued vitality and viability of the tourism industry in the resorts. It is important that the principal holiday resorts continue to appeal to tourists and offer a full range of holiday accommodation with associated bars, restaurants and leisure facilities in order to maintain their character, atmosphere and image. Accommodation in the principal resorts of East Devon includes

hotels, guest houses, public houses, self catering apartments and holiday cottages. Principal Holiday Accommodation Areas are defined on the Proposals Maps for Exmouth and Sidmouth and loss of hotels providing holiday accommodation in these areas will be resisted.

- 24.33 It is acknowledged that a change in the nature of the tourism trade has resulted in changing demands for holiday accommodation. In certain circumstances the upgrading of existing properties to provide fewer bedrooms but with en-suite facilities has led to a reduction in the number of holiday units. Policy does not seek to prevent positive changes to holiday accommodation and it is accepted that some reduction in the number of holiday units may result. Policy does however, seek to prevent the loss of accommodation and the loss of floor space in accommodation use to non-tourism uses, notably residential development.

E17 - Principal Holiday Accommodation Areas: [® 6.348](#)

Within the Principal Holiday Accommodation Areas, as identified on the Proposals Map, the change of use or redevelopment of hotels and other forms of holiday accommodation to non-tourism accommodation uses will not be permitted unless:

1. there is no physical or economic potential for continued tourist use. And/or
2. refurbishment or redevelopment for holiday accommodation purposes is not financially viable. And/or
3. development proposals would result in environmental and/or economic benefits to the area that would outweigh the loss of the tourist accommodation.

Within the Principal Holiday Accommodation Area proposals for change of use from residential to hotels or other forms of holiday accommodation will be encouraged.

Resisting the Loss of Holiday Accommodation [® 6.349](#)

- 24.34 The Principal Holiday Accommodation Areas afford specific protection to holiday accommodation uses in specified areas in Exmouth and Sidmouth. Hotels elsewhere in these resorts and in Seaton provide holiday accommodation which is important to their tourism function. Holiday accommodation elsewhere in the District is also essential to maintain a viable tourism base and takes a range of forms, including hotels, chalets, camp sites, caravan sites and bed and breakfast establishments. The loss of holiday accommodation to non-tourism uses will generally be to the detriment of the tourism appeal of East Devon and therefore loss will be discouraged. In many instances planning permission granted on properties for holiday use will be conditioned to prevent changes of use to non-holiday uses. Policy sets the context for consideration of proposals involving the loss of holiday accommodation within the holiday resorts of Exmouth, Seaton and Sidmouth as a whole.

E18 - Loss of Holiday Accommodation: [® 6.350](#)

The proposals for change of use or redevelopment of hotels and other holiday accommodation in the seaside resorts of Exmouth, Budleigh Salterton, Seaton and Sidmouth will not be permitted unless the holiday use is no longer viable and there is no market for the business as a going concern and/or the new use will overcome clear social, economic or environmental problems associated with the current use.

Holiday Accommodation Parks and Caravan/Chalet Sites [® 6.351](#)

24.35 It is recognised that Holiday Accommodation Parks are a key feature within the tourism sector. The expansion of existing sites and potential development of new sites will have a positive effect on the economy of East Devon. This should not be to the detriment of the natural environment and those in settlements close to the proposals. Criteria within policy is designed to safeguard the key concerns of such developments and identify areas of mitigation should permission be granted.

E19 - Holiday Accommodation Parks: [® 6.352](#)

Outside of designated landscape areas, proposals for new sites and extensions of existing sites will be permitted where they meet the following six criteria:

1. The proposal relates sensitively in scale and siting to the surroundings and includes extensive landscaping and visual screening to mitigate against adverse impacts. They do not affect habitats or protected species.
2. They are within, or in close proximity, to an existing settlement but would not have an adverse impact on the character or setting of that settlement or the amenities of adjoining residents.
3. They would not use the best and most versatile agricultural land.
4. They will be provided with adequate services and utilities
5. Traffic generated by the proposal can be accommodated safely on the local highway network and safe highway access to the site can be achieved.
6. The development will be subject to the provisions of plan policy in terms of sustainable construction and on site renewable energy production.

Proposals for the extension of existing caravan and camping sites or the addition of related and ancillary facilities on existing sites, within designated landscapes, will only be permitted where they meet the above criteria in full and provide no new permanent structures or are replacement structures designed to blend into their surroundings.

Visitor Attractions in East Devon [® 6.353](#)

24.36 Visitor attractions should make imaginative use of the natural, archaeological, historic or architectural features of the area without damaging them. The District Council is keen to support such tourism initiatives, particularly as they will generally accord with the principles of 'green tourism' and may help to extend the holiday season as well as providing for the recreation and leisure needs of local residents. The Council will view

favourably proposals where a high priority is placed on protection and/or restoration and where sensitive measures are put forward in the provision of new or upgraded facilities.

- 24.37 Major tourist attractions in East Devon in terms of visitor numbers include Stuart Line Cruises, Crealy Park, National Trust Properties, Otterton Mill, Seaton Tramway, Pecorama and World of Country Life.
- 24.38 The designation of much of the coastline as a world heritage site is likely to generate demand for additional tourist attractions, which may include visitor centres, educational and interpretation facilities. Applications for new tourist attractions will require particularly careful consideration given the need to balance potential benefits to the local economy from increased visitor numbers against the need to protect the high quality landscape within which they will be located.

E20 - Provision of Visitor Attractions: [® 6.354](#)

Proposals for the provision of new tourist attractions or sites or extensions to existing tourist attractions and sites will be permitted provided that:

1. There is no significant adverse impact on the surrounding landscape and features or on any areas of natural, cultural or heritage interest.
2. The proposal relates sensitively in scale and siting to the surroundings and includes appropriate landscaping to mitigate against adverse impacts.
3. The locality is capable of accepting increased numbers of visitors without giving rise to problems related to access, road safety or congestion.
4. The site may be accessed by a variety of means of transport.
5. There is no significant detrimental effect on the amenity of nearby residents.

Proposals in the open countryside will be permitted where they are compatible with the above, they relate positively to natural or semi-natural features of the rural environment and they would lead to rural economic diversification in rural locations.

25 Recreation and Community Facilities [® 6.355](#)

Existing Recreation and Sports Facilities [® 6.356](#)

- 25.1 High land values have led to pressure to build on playing fields and other open spaces, particularly within urban areas. The Council recognises that communities need recreation space and that existing public gardens and playing fields, private and school/college playing fields, play areas and other public and private open space areas are an important community resource that the Local Plan seeks to safeguard.

RC1 - Retention of Land for Sport and Recreation: [® 6.357](#)

Proposals that would result in the loss of open space currently or previously used for recreation and/or sports uses, play areas or playing fields will not be permitted unless:

1. Alternative provision of equivalent community benefit is made available and will be appropriately laid out by the applicant as a replacement. Or
2. Sports and recreational facilities can best be retained and enhanced through the redevelopment of a small part of the site. Or
3. Locally There is an excess of public open space, children's play areas or sports pitch provision in the area as the case may be.

New Recreation and Sports Facilities [® 6.358](#)

- 25.2 Additional recreational facilities may be required in respect to new residential development and may be sought in respect to other forms of development. An emphasis in facility provision will be sought in locations where a clear deficiency in facilities currently exists.
- 25.3 With regard to motor sport facilities Sport England identifies two sites within East Devon as being of regional importance - Smeatharpe Stadium (stock car racing) and Dunkeswell (kart racing). Given the concern regarding noise intrusion associated with these sites the Council is opposed to any further similar developments in these localities.

RC2 – New Open Space, Sports Facilities and Parks: [® 6.359](#)

Within or adjoining urban or built-up areas, permission will be granted for new open space areas, sports facilities and parks, the accommodation of the visual and performing arts, and the upgrading or enhancement of existing facilities provided the following criteria are met:

1. They do not unduly affect the character and appearance of the area and the visual and physical amenities enjoyed by adjoining residential areas.
2. They are accessible by public transport, bicycle and on foot.
3. Appropriate car and cycle parking is provided.
4. The proposed road access to the site provides for safe exit and entry and the local road network can safely accommodate the extra traffic the proposal would generate.
5. The facilities are located without detriment to the best and most versatile agricultural land, nature conservation interest and the conservation of areas of landscape, scientific, archaeological or historic interest.

Allotments [® 6.360](#)

- 25.4 Allotments are a valuable asset in promoting greater sustainability within local communities and are recognised as being of particular importance in urban areas, especially where individual gardens may be small in size.
- 25.5 The need for additional allotments depends on local factors. Given the likely costs of land acquisition and the limited financial resources available to the District Council any case made for additional allotments would need to be subject to very careful consideration. Proposals involving the development and thus resulting in the loss of allotments must have regard to considerations of demand and conveniently located alternative sites.

RC3 – Allotments: [® 6.361](#)

Permission will not be granted for proposals involving the loss of allotments for other development unless there is insufficient demand for allotment use or appropriate alternative sites can be provided.

Countryside Recreation [® 6.362](#)

- 25.6 The changing nature of agriculture and the need for rural diversification has focused attention on alternative uses of land within the countryside. In this respect the provision of outdoor recreation facilities is of particular relevance. This type of development can have a significant visual impact on the character of the landscape and the surrounding countryside. It is also acknowledged that proposals can provide opportunities to improve the environment and to create wildlife habitats.
- 25.7 Some uses, such as horse riding, will be encouraged where they can be accommodated safely and are not detrimental to the countryside but their associated services and

paraphernalia will need to be controlled. Dwellings in the open countryside will not be justified on the basis of a recreational need.

RC4 - Recreation Facilities in the Countryside and on the Coast: [® 6.363](#)

Planning permission will be granted for outdoor recreation facilities in the countryside and on the coast provided that the nature of the activities undertaken or the space requirements of the proposal require a countryside or coastal location and:

1. The facilities or development proposals are in scale with the character, environmental characteristics and setting of the area and do not conflict with countryside, nature or landscape policies, nor detract from the amenities of the area.
2. The proposals allow for safe access and discreet parking arrangements, particularly in environmentally sensitive areas, and do not result in the loss of or cause unacceptable disruption to existing public rights of way.
3. On site facilities should be appropriate to meet the needs of the proposal and links with adjacent footpaths and bridleways should be suited to any proposed site uses.

Where indoor areas are required use should be made of existing buildings. Any new buildings and necessary extensions should be limited in scale and be in close proximity to existing groups of buildings or an existing settlement. Where it is proposed to extend or intensify an existing use the cumulative effect of the use will be considered in the interests of the character of the area.

Community Facilities and Buildings [® 6.364](#)

- 25.8 Facilities such as schools, libraries, halls, health and sports centres fulfil an important role as a focus for social activities taking place in the local community. Community centres and village halls are already established in many settlements in East Devon, and wherever possible the Council will encourage the further development of these existing facilities. The demand for a community centre has been established in Exmouth and Honiton and a centre is being built in Sidmouth.

RC5 - Community Buildings: [® 6.365](#)

New community facilities and buildings will be accommodated on sites that lie within or adjacent to Built-up Area Boundaries. Where residential development intensifies the need for community buildings a developer contribution towards their provision or the upgrading of existing buildings will be sought.

New Community Facilities [® 6.366](#)

- 25.9 It is essential that in areas where substantial new development is proposed, and in areas lacking facilities, that provision be made for community and education facilities. Consideration should be given to the establishment of multi-purpose buildings that accommodate a variety of uses and users. Examples include Post Office, cyber-cafe, health visitor, playgroup, facilities for the elderly and a range of clubs and societies. The definition of community facilities does not include residential development, either in isolation or as a means of providing community facilities.

- 25.10 The Council will encourage the temporary use of a residential house or other appropriate building for community activities in the following instances:
- Where there is a perceived demand which needs to be proven prior to the construction of a permanent community facility.
 - Where a large development is proposed and a building is required to encourage an embryonic community facility to establish at an early stage of construction. In this case the developer will be required to make the provision.
- 25.11 The Council will not permit the construction of a new residential house to be used temporarily for community purposes, where a residential use would conflict with other policies of the Local Plan. An instance of this is outside Built-up Area Boundaries, within open countryside. Any planning permission for new community facilities may be granted on a temporary basis. It may limit the type of activity carried out in the building and/or the hours of operation.

RC6 - Local Community Facilities: [® 6.367](#)

Proposals for new facilities, extensions and/or alterations to existing facilities to serve the local community will be permitted on sites within or adjoining Built-up Area Boundaries provided they meet the following criteria in full:

- The proposal would be compatible with the character of the site and its surroundings and in villages with the rural character of the settlement.
- The proposal will be well related to the built form of the settlement and close to existing development.
- The site is accessible by a variety of types of transport, including walking and cycling and the amount of traffic generated by the proposal could be accommodated on the local highway network without harming road safety.
- The proposal would not be detrimental to the amenity of neighbouring residents by reason of undue noise or traffic.

In the countryside, outside defined Built-up Area Boundaries, proposals will only be permitted if they meet the above criteria and a need for the facility has been proven.

Planning Permission will not be granted for developments that would result in the loss or closure of a community facility unless the community facility is no longer needed or is not viable or an alternative facility of equal or higher value is being provided.

Shared Community Facilities and Buildings [® 6.368](#)

- 25.12 Educational buildings have been shared successfully for a number of years, particularly by the District's Community Colleges where the school has priority use of buildings and facilities but the community has access to them at agreed times. This makes an important contribution to recreation and education provision and reduces building and operational expenses. The Council recognises the substantial benefit this offers, particularly in smaller communities, and will consider grant aiding such schemes where a need can be proven.

- 25.13 Dual use of education premises reinforces the importance of a school within the local community and encourages life long learning. To date, school libraries, halls, places of worship and sports facilities have been successfully shared. Many schools offering evening and weekend vocational and non-vocational classes. The Council also encourages increased access to private sports and recreation facilities by the public.

RC7 - Shared Community Facilities: [® 6.369](#)

In order to ensure that land is used efficiently and effectively, to ensure that facilities become a vibrant focus for community activities and to enable access by a wide section of the community, proposals for new community facilities, both public and private, will be expected to be capable of dual-use, as considered appropriate by the community and unless local circumstances indicate that dual use is not appropriate.

Proposals for new community facilities in villages and rural areas should share existing premises wherever possible.

26 Transportation and Communications [® 6.370](#)

Telecommunications [® 6.371](#)

- 26.1 Telecommunications are of great importance to the economy and we need to accommodate the growth of new and existing systems. However, owing to the potentially obtrusive nature of telecommunication installations, wherever legally and technically possible, the Council will encourage the sharing of existing masts, buildings and other structures such as electricity pylons in order to limit the proliferation of unsightly development, particularly in visually sensitive locations. To achieve this the District Council will encourage pre-development and pre-application discussions between operators and will expect confirmation that the cumulative exposure will not exceed the International Commission on Non-Ionising Radiation Protection (ICNIRP) standards. Where the sharing of a mast will require it to be extended the District Council may consider the sharing of an existing site to be preferable in environmental and visual amenity terms. In proving a need for new telecommunications development, applications should be supported by technical evidence such as radio coverage plots.
- 26.2 The future telecommunication requirements of a new development should be given careful consideration at the design stage in order to minimise visual intrusion, not adversely affect the amenity of nearby residents, allow for easy maintenance and future growth. Developers will be expected to demonstrate that there are no suitable alternative locations before consideration will be given to proposals within Areas of Outstanding Natural Beauty.
- 26.3 Because telecommunications is a rapidly expanding and evolving technology it can become obsolete. Redundant apparatus should be removed.

TC1 – Telecommunications: [6.372](#)

In considering applications for the installation of telecommunications systems, the Council will have regard to the following criteria:-

1. The development should be sited, well designed and landscaped to minimise the visual impact on the surrounding area while taking due account of operational efficiency.
2. The development will not adversely affect the amenity of nearby residents or significantly impact upon their enjoyment of their homes
3. New antennas will, wherever technically and legally possible, share existing masts or be erected on existing buildings or other structures. Where the sharing of a mast will require its extension the District Council may alternatively consider the sharing of the site.
4. The development will not have a adverse effect on areas designated for their landscape or nature conservation value.
5. The development will not have a significant impact on radio or television reception which cannot be mitigated.
6. The development will not have a serious adverse effect on the character, appearance and setting of a conservation area, listed building, historic park or garden, ancient monument or site of archaeological interest.
7. The development will have no adverse effect on aviation safety.
8. There is an identified need for the development in the local area.
9. There has been consultation with organisations with an interest in the proposed development – most notably any nearby schools and colleagues or technical businesses.

Proposals to erect masts or towers will not be permitted unless the applicants can demonstrate that they have attempted to use sites with low environmental impact or share masts and have been unsuccessful.

Any planning permission granted will be conditioned so that when any facility ceases to be used, becomes obsolete, or falls into disrepair, the demolition and removal of all works undertaken, both above and below ground, and the reinstatement of the site to its original condition or to an agreed specification, will be required.

- 26.4 One of the key means by which the District Council can most positively influence travel and movement patterns is through promoting development in the most sustainable locations. Such locations will be where people can make realistic and viable alternative choices to the use of the private car. New developments, particularly where they may attract large numbers or volumes of people, should be located and designed so as to be accessible by, and encourage the use of, walking, cycling and public transport. In particular, development requiring a high level of access like schools, hospitals, town centres and major shopping developments should be located near to public transport services. Development in such locations will give people the choice of using more sustainable means of transport than the car. It will also increase the accessibility of these facilities to people who do not have regular use of a car including the disabled, elderly and children. Where developments will have significant transport implications a transport assessment will be required to be submitted with any planning application. For major proposals this will illustrate accessibility to the site by all modes of transport and the likely modal split of journeys to and from the site. It will also give details of proposed measures to improve access by public transport, walking and cycling and as such

reduce the need for parking associated with the proposals and also to mitigate against adverse transport impacts.

- 26.5 Notwithstanding the importance of non-car modes of transport it is recognised that vehicular access will be an essential requirement for most developments, especially in rural areas. Therefore, when considering development proposals the Council will take into account accessibility to the site and the traffic movement implications of the proposal within the development site and on the surrounding area. For major developments, there will need to be demonstration that roads, footpaths, car parking, open space and other associated works have been comprehensively planned for in order to assist the safe and convenient movement of people.
- 26.6 Roads and footpaths associated with new development must be constructed to a good safe standard. The Council will have regard to planning guidance and emerging good practice in road design when considering development proposals that include new roads and footpaths. Proposals for development will be expected to meet standards in order for the highway to be considered suitable for adoption by the Highway Authority. It is essential that all aspects of movement are planned comprehensively since the design of car parking, footpaths, open space, play areas and landscaping all affect convenience and safety. Special attention should be paid to ensuring that new developments which are accessible by members of the public should provide satisfactory access to persons with reduced mobility, including persons with limited ability to walk, persons with impaired sight and persons with prams and pushchairs. New proposals must not undermine the mobility of people with disabilities.

TC2 - Accessibility of New Development: [® 6.373](#)

New development should be located so as to be accessible by pedestrians, cyclists and public transport and also well related to compatible land uses so as to minimise the need to travel by car. Where proposals are likely to attract large numbers of visitors they must be accessible by public transport available to all sectors of the community. Development involving the creation of public open space, car parking area, highways and other areas to which the public have access, must provide adequate provision for persons with reduced mobility.

Traffic and Transport [® 6.374](#)

- 26.7 Traffic Management, including traffic calming, can be used to improve road safety, reduce congestion and generally enhance the quality of the environment. It may involve a wide variety of measures including; the introduction of lower speed limits, street restrictions and pedestrian priority schemes. Traffic management techniques are particularly appropriate in town centres where over the years the movement of pedestrians has become progressively restricted due to the increasing volume of vehicular traffic. Today shopping trips are too often blighted by congested footpaths along equally congested streets with all the related pollution and noise that such traffic congestion generates.

- 26.8 It is the intention of the District Council, in conjunction with the County Council, to improve the overall environmental quality of the main shopping streets in East Devon by removing extraneous traffic, calming residual traffic and introducing suitable traffic management measures. The main desired effect of such measures is to ‘reclaim’ key shopping streets for pedestrian use whilst allowing the safe passage of essential vehicular traffic. Where possible traffic management measures will be implemented with other environmental enhancement policies in the form of a comprehensive Town Centre Management Plan. Schemes have been carried out in Sidmouth and Axminster and proposals have been completed in Exmouth with further schemes planned.

TC3 - Traffic Management Schemes: [® 6.375](#)

The Council, when considering development proposals in town centres will seek the introduction of traffic management schemes when one or more of the following objectives can be achieved:

1. Safe and efficient movement of the mobility impaired, pedestrians, cyclists and vehicles.
2. Alleviation of congestion.
3. Reduction of traffic conflict and accident potential.
4. Reduction of delays to public transport.
5. Reduction of environmental damage by traffic.

Walking, Cycling and Horse Riding [® 6.376](#)

- 26.9 Walking and cycling are important for recreation purposes, health, the environment and as a means of entertainment or to travel to work or school. The improvements proposed for pedestrians in town centres are referred to in the text of this plan and for all short trips walking is the most important mode of travel. The South West Coast Path, a 1,014 km (630 mile) national trail from Minehead to Poole Harbour, passes along the East Devon Heritage Coast. The East Devon Way is a 64 km (40 mile) inland recreational walking route of regional importance running from Exmouth to Lyme Regis and which showcases the landscape and wildlife importance of the East Devon AONB. It offers opportunities for sustainable tourism and the potential to spread the impact of tourism to the less well known inland areas of the district.
- 26.10 As with walking, cycling is a particularly sustainable form of transport, and is a suitable alternative for motorised transport for short and medium journeys, particularly those less than 5km (3 miles). It is acknowledged that opportunities for improving cycling provision in rural areas are limited though it is stressed that quiet roads, unmetalled roads and bridleways can make excellent cycle routes. Much of East Devon is hilly but flat hill tops and valley floors can provide good cycling. Where opportunities arise the District Council will encourage measures to provide, improve and extend facilities for both cyclists and pedestrians. Such measures taken together with efforts to improve public transport can reduce the reliance placed on the private car. In addition, safe and secure cycle parking will be required for certain developments in accordance with policy.

- 26.11 The District Council has developed a network of on-road cycle routes and a 160 kilometre (100 mile) long round East Devon route "The Buzzard Route", which incorporates part of the National Cycle Network (Route 2), together with 10 inter-linking shorter routes. With adjoining authorities the Council has also developed a number of other cycle routes in the Blackdown Hills. Devon County Council are developing National Cycling Route Two in the District and in East Devon this will run alongside the Exe Estuary from Exeter to Exmouth and on Eastward to Sidmouth, Seaton and Axminster before heading into Dorset. There are also a series of other long distance routes. The Stop Line Way will run between Weston-Super-Mare and Seaton. These schemes will contribute towards the District Council's long term objective of providing a comprehensive network of cycleways and the District Council will work with Devon County Council and other interested organisations in the development of a high quality cycle network within East Devon.
- 26.12 Disused railway lines can offer great potential as cycleways. They follow routes that avoid steep gradients, make use of existing infrastructure and often pass through attractive countryside away from busy highways. They can therefore be ideal routes for cyclists which, if developed, would have considerable tourist and recreational potential. New cycle routes have been opened and are planned in East Devon in conjunction with work undertaken with Sustrans.
- 26.13 The Council is conscious of the needs of horse riders and current difficulties of accommodating them. Where possible means will be investigated of making provision on shared and/or separate routes.

TC4 - Footpaths, Bridleways and Cycleways: [® 6.377](#)

Development proposals will be required to include measures to provide, improve and extend facilities for pedestrians and cyclists commensurate with the scale of the proposal. Footways and routes for pedestrians and cyclists within and through new development schemes will be encouraged. These measures may include both shared and exclusive surfaces to provide safe, convenient and attractive routes, and must be designed to take account of the needs of persons with restricted mobility. Wherever possible the opportunity should be taken to join, upgrade and extend existing or proposed networks.

Development which would result in the loss, or reduce the convenience or attractiveness of an existing or proposed footpath, cycleway or bridleway, will not be permitted unless an acceptable alternative route is provided.

Safeguarding of Former Transport Routes and Their Green Re-use [® 6.378](#)

- 26.14 Disused railway lines offer huge potential for re-use as future walking, cycling or public transport routes. As such their continuity should be protected from development which may impact on the future provision of such a route. Even a small development on the route can interrupt continuity and so undermine the potential of the whole route.

- 26.15 Within East Devon there are a number of former railway lines with potential as transport or recreation routes. These routes are listed below:
- i) Feniton – Budleigh Salterton – Exmouth.
 - ii) Stoke Canon – Thorverton.
 - iii) Sidmouth – Tipton St. John.
 - iv) Axminster – Uplyme.
 - v) Colyton – Seaton Junction.

TC5 - Safeguarding Disused Railway Lines: [® 6.379](#)

The Council will support initiatives from Devon County Council and other bodies, to secure new footpath and cycle way links where practical, especially where costed programmes of work are in place. The Council will resist the granting of planning permission for development on undeveloped sections of disused railway lines which have potential for re-use as a transport and recreation route, if it prejudices the future ability of the route to perform this function.

Park and Ride Services [® 6.380](#)

- 26.16 There have been proposals for “park and ride” systems in East Devon and the Council are supportive, in principle, of “park and ride” provision. A “park and walk” facility is offered from the District Council’s car park at The Knowle, Sidmouth on a Saturday and Sunday.

TC6 - Park and Ride and Park and Share/Change: [® 6.381](#)

The Council will support the provision of “Park and Ride” and “Park and Share/Change” facilities where their location and design will:

1. Maintain and improve accessibility for all sectors of the community.
2. Reduce the environmental impact of the private car on the local community.
3. Encourage the use of more energy efficient modes of transport.

In all instances proposals will need to be sympathetic to and unobtrusive in their landscape setting and a demonstration of need must be shown.

Highway Access [® 6.382](#)

- 26.17 The M5 Motorway and Trunk Roads in the District are part of the National Road Network and are administered by the Highways Agency on behalf of the Department for Transport (DfT). The M5 and A30/A303 form a part of the Trans European Road Network. A very extensive rural minor road network also exists in East Devon comprising of County, Primary and Secondary Routes, Local Distributors, Collector Routes and other minor roads and country lanes.
- 26.18 An important consideration in determining proposals for development will be their relationship to the existing highway network and, in particular, the suitability of the approach roads and access to the development site. This is of particular importance in East Devon where much of the highway network consists of narrow country lanes

unsuitable for serving further development. Control of access points on to major roads is also essential to maximise the operational capacity and safety of the highway network. Where practical direct access on to primary routes should be avoided. The type of access provided should reflect the type of road involved and the volume and character of traffic likely to use it. Developers are strongly advised to consult the Highway Authority at an early stage to obtain further advice on the possible highway implications of their proposal.

- 26.19 The construction of a new access or improvements to an existing access required to serve a new development may involve the carrying out of work some distance from the application site. For instance, an important element in the design of any access is the provision of adequate visibility splays to allow for the safe movement of vehicles. The provision of these visibility splays will often require the developers having control over significant lengths of frontage either side of the proposed access point. Where this land does not form part of the application site or is not in the ownership of the applicant the developer will be required to demonstrate that agreement has been reached to accommodate the works needed. For smaller developments where visibility splays are unlikely to be adopted by the Highway Authority developers will be expected to demonstrate that the required highway improvements can be provided and maintained to the satisfaction of the District Council.

TC7 - Adequacy of Road Network and Site Access [® 6.383](#)

Planning permission for new development will not be granted if the proposed access, or the traffic generated by the development, would be detrimental to the safe and satisfactory operation of the local, or wider, highway network.

Where new development requires off-site highway improvements any planning permission granted will be subject to a planning obligation requiring these works to be carried out either by the developer, or through an agreement with the Highway Authority to ensure that:

1. The required highway improvements are included in, and, will be constructed as an integral part of the development or are part of a programmed improvement scheme to be undertaken by the Highway Authority. In the case of programmed schemes the planning permission will be subject to a condition delaying its implementation until the highway improvements have been carried out, unless otherwise agreed by the Highway Authority..
2. The applicant is in a position to secure the implementation of the required highway improvements.

Land for Highway Improvements [® 6.384](#)

- 26.20 Trunk road improvement schemes are dealt with by the Department for Transport which carries out its own separate public consultation exercises including, if necessary, the opportunity for any unresolved objections to be heard at Public Inquiry.

- 26.21 Other highway improvements together with other more minor schemes are typically promoted by Devon County Council through the Local Transport Plan. Planned Transport schemes at which land is ‘safeguarded’ from other developments are detailed in policy.
- 26.22 The County Council propose further consultation on a route for completion of Dinan Way at Exmouth between Hulham Road and Exmouth Road. An alternative alignment, closer to Summer Lane, has already been the subject of public consultation but no final decision over the route has been taken. A safeguarded area is shown on the Proposals Map within which one of the two possible routes is proposed to be implemented.

TC8 - Safeguarding of Land Required for Highway and Access Improvements [® 6.385](#)

Land required for the following highway and access schemes will be safeguarded from other development.

Road Schemes

- a) Completion of Dinan Way at Exmouth. The extent of safeguarded land is indicated on the Proposals Map. Future planning for and the implementation of this proposal will need to be compliant with Habitat Regulation requirements.

Other Access Improvements

- b) Exmouth, town centre to seafront – enhanced pedestrian route.
- c) Honiton, Heathpark to Sidmouth Road – pedestrian and cycle link.
- d) A373 Awliscombe, Sunnyside to village – footway.
- e) Sidmouth to Sidford, The Byes – cycle route extension.
- f) Sidford to Sidbury – pedestrian and cycle route.
- g) A3052 Harpford to Newton Poppleford – footway/footbridge.
- h) Exeter to Broadclyst – cycle route.
- i) Exeter to Clyst St Mary and Westpoint – cycle route.
- j) B3184 Clyst Honiton to Airport and Business Park.
- k) Axminster North-South Relief Road.

Parking Provision [® 6.386](#)

- 26.23 Nearly all new developments will generate need for some new parking. Policy of the Local Plan seeks to accommodate car parking provision commensurate with the type, size and location of development occurring.

TC9 - Parking Provision in New Development [® 6.387](#)

Spaces will need to be provided for Parking of cars and bicycles in new developments. As a guide at least 1 car parking space should be provided for one bedroom homes and 2 car parking spaces per home with two or more bedrooms. At least 1 bicycle parking space should be provided per home.

In town centres where there is access to public car parks and/or on-street parking lower levels of parking and in exceptional cases where there are also very good public transport links, car parking spaces may not be deemed necessary.

All major developments should include charging points for electric cars.

- 26.24 To facilitate the reduction in traffic congestion along main shopping streets it is the objective of the District Council to improve rear service provision for shopping and commercial areas where opportunities for doing so arise. This may involve improvements to existing highways.

TC10 - Rear Servicing of Shopping/ Commercial Development [® 6.388](#)

In determining applications for shopping and commercial developments, including redevelopment, in town centres, the Council will expect the provision of a rear service access where practicable, and where the capacity of roads to the rear of main shopping frontages is or can reasonably be made adequate.

Roadside Service Facilities [® 6.389](#)

- 26.25 The roadside service facility along trunk roads or motorways should provide essential services for drivers, including: free short term parking for cars, cars towing caravans, coaches and goods vehicles, fuel, public toilets, refreshment facilities and rest areas. Larger developments could also include facilities for overnight accommodation and picnic areas. Any retail facilities for convenience shopping, other than for fuel and associated motoring products, will need to be compatible with the shopping policies of the Local Plan.

TC11 - Roadside Service Facilities [® 6.390](#)

Any proposal for a roadside service facility along a trunk road and motorway will only be granted planning permission if it meets the following criteria in full:

1. It offers a range of essential services appropriate to the route it serves.
2. It is appropriately spaced in relation to other roadside service facilities.
3. Access to the trunk road or motorway including any connection to the local road network, and the internal circulation is satisfactory.
4. It is sited, designed and landscaped to minimise impact on the character and appearance of the landscape.
5. It does not cause a material loss of amenity to nearby residents.
6. It should be capable of serving traffic travelling in both directions on the route.
7. The design of new or improved accesses or other necessary trunk road works should be sufficient to accommodate anticipated traffic flows up to 15 years after the opening of the development.
8. Proposals for roadside facilities along trunk roads that are the subject of major improvements will not be granted planning permission unless they will be compatible with the future highway design. New roadside service facilities along other routes constituting the high quality road network should be located on sites within the identified Built-up Area Boundaries, and meet criteria 1, 2, 3 and 5 above. Upgrading of existing facilities on this network will need to be compatible with criteria 1, 2, 3, and 5 above.

Aerodromes and Safeguarding [® 6.391](#)

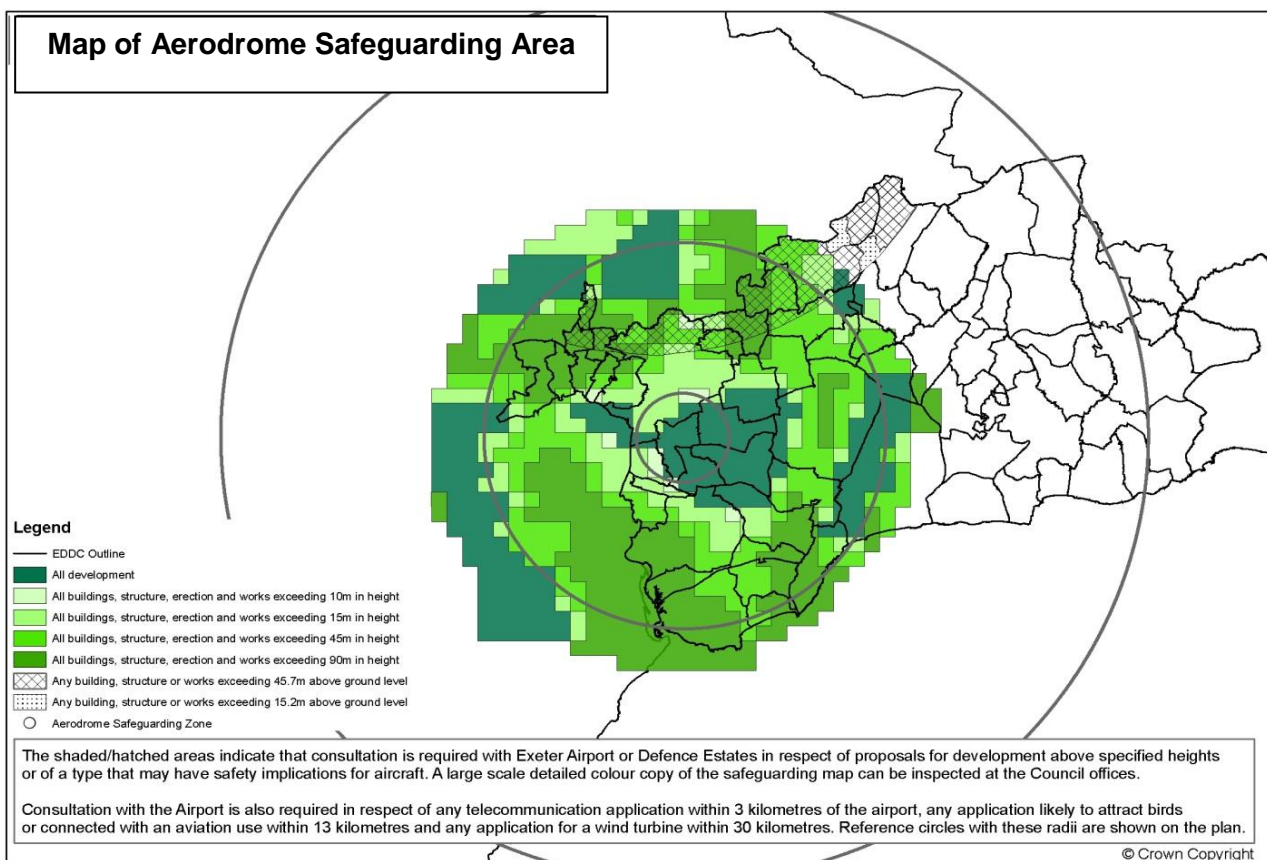
- 26.26 The Civil Aviation Authority has identified a safeguarded area around Exeter International Airport and Dunkeswell Airport in East Devon. In addition, a further safeguarded area around a MoD facility in Mid Devon affects the Northern part of the plan area. In these areas the Council will consult with the Civil Aviation Authority and the airport operator on planning applications for certain types of development, in accordance with guidance set out in ODPM Circular 1/2003. Built development involving high structures, buildings which may interfere with radio signals, or development which may create a bird strike hazard may be subject to restrictions. The safeguarded areas are neither the responsibility nor the proposal of the Local Planning Authority.
- 26.27 Public Safety Zones have been identified by the Department for Transport on land adjoining the runways to Exeter International Airport. A Public Safety Zone is an area within which the annual risk of fatality to a permanent present individual due to an aircraft accident is not less than 1 in 100,000. Within this area there is a smaller zone, where the individual fatality risk is 1 in 10,000. DfT Circular 1/2002 advises that there is a general presumption against new or replacement development or changes of use of existing buildings within Public Safety Zones. In particular no new or replacement dwellings, mobile homes, caravan sites or other residential buildings should be permitted within a Public Safety Zone. Other forms of development may be acceptable, provided they do not reasonably expect to increase the number of people living, working or congregating in the area.

- 26.28 The outer boundary of the aerodrome safeguarded areas and the public safety zones are identified on the Proposals Map. The Map Below shows the safeguarded areas.

TC12 – Aerodrome Safeguarded Areas and Public Safety Zones

[® 6.392](#)

The outer boundary of the aerodrome safeguarded areas and the Public Safety Zones for Exeter International Airport are shown on the Proposals Map. Within these areas planning permission will not be granted for development that would prejudice the safe operation of protected aerodromes or give rise to public safety concerns.



PART THREE – NEIGHBOURHOOD PLANNING

® 6.393

The District Council is committed to supporting local communities to produce Neighbourhood Plans. Once adopted these Plans will ensure that planning decisions reflect the aspirations and needs of local communities. Neighbourhood Plans must follow the strategic, overarching, policies of this Local Plan, as set out in Part One of this document. However communities can decide whether to follow the Development Management Policies of the Local Plan (Part Two of this plan) or establish their own, locally specific, ones.

27 Neighbourhood Plans in East Devon ^{® 6.394}

Local Initiatives and Neighbourhood Planning ^{® 6.395}

- 27.1 The Localism Act 2012 reformed the planning system to give people new rights to shape the development of the communities in which they live. A new type of community-led planning initiative known as a **Neighbourhood Plan** will set out policies on the development and use of land in a parish or 'neighbourhood area'. Once such a plan is made and adopted it will become a main consideration within the planning system.

NP1 Neighbourhood Planning in East Devon: ^{® 6.396}

East Devon District Council will support and encourage Parish and Town Councils, and if accepted in law local community groups (Neighbourhood Forums), to produce Neighbourhood Plans for their Parishes and/or defined neighbourhoods.

Neighbourhood Plans must show how they implement the strategic policies (Part One) of this Local Plan but can choose to supersede or over-write all or any of the Development Management Policies (Part Two) of this plan.

Community Plan Making ^{® 6.397}

- 27.2 The District Council recognise that some communities have a wish to have a greater say in where development is located and the type of development built and may wish for additional development to help deliver a new facility. Neighbourhood Plans provide a means to achieve this.
- 27.3 Neighbourhood development plans could be very simple, or go into considerable detail, and local communities would also be able to grant full or outline planning permission through a **Neighbourhood Development Order** in areas where they most want to see new homes and businesses, making it easier and quicker for development to go ahead.
- 27.4 There is a sub-category of Neighbourhood Development Order, called a **Community Right to Build Order**, which gives members of the public who have formed a formal organisation the power to deliver the development that their local community wants, with minimal red tape. Community Right to Build Orders will be subject to a community referendum and local planning authority approval. Details are available at:
<http://communityrights.communities.gov.uk/what-are-community-rights/community-right-to-build/>
- 27.5 In order for any Neighbourhood Plans or Orders to be adopted they will need to conform with planning policies and guidance at the local, national and European level. They will also need to demonstrate support from the local community and with partners bodies plans and proposals including those of Devon County Council.
- 27.6 It will be the responsibility of the plan producers to define what and how their plan says and how they produce it. We set out below some guidance on how the process may be

undertaken. It is stressed that there will be legislative requirements associated with plan production, including an Examination and referenda. These will be required to be complied with and also depending on the nature and location of any proposal there may be other statutory and legal requirements and procedures that must be complied with. East Devon District Council will provide technical help and assistance, where possible.

Neighbourhood Planning: the stages of the process

- a. The parish or town council initiates the Neighbourhood Plan and identifies the area to be considered. If the area covers more than one parish then all relevant parish councils must consent.
- b. The Neighbourhood Plan is developed by the community, but East Devon District Council is required to cooperate with its preparation. It is submitted to East Devon District Council.
- c. East Devon District Council may decline the draft plan if it includes '**excluded development**', or is the same or similar to a proposal that has failed in the previous two years with no change of planning context that would alter the assessment.
- d. East Devon District Council then appoints a suitably qualified person, agreed with the applicant, to act as an independent examiner. The local authority pays the costs of the **examination**, which will be through written representations unless the examiner considers it necessary for oral evidence to be heard on one or more of the issues.
- e. The examiner approves or rejects the application on criteria which include the following:
 - i) Whether **the referendum area** should be the neighbourhood area or needs extending .
 - ii) Whether the proposal is '**in general conformity with the strategic policies in the development plan for the area**'.
 - iii) Meets conditions that may apply in terms of sustainable development (to be defined in the **National Planning Policy Planning Framework**).
- f. The examiner can recommend modifications so that it meets the basic conditions laid out above and can then recommend it is submitted to a referendum.
- g. East Devon District Council can decline the order at this stage but on strictly limited grounds and may refer the relevant issues back for a second examination.
- h. East Devon District Council, if it accepts the verdict of the examiner, must then arrange and pay for a **referendum** in the area as originally defined or modified by the examiner, but can further extend the referendum area if they wish.
- i. If the proposal achieves support from more than 50% of the vote at the referendum, East Devon District Council makes a **neighbourhood development plan or order**. In the case of an order, any proposed development that is consistent does not need to apply for full planning permission, though the Neighbourhood Development Order itself defines who can give permission and what conditions might be applied.

- 27.7 It is important that Policy Section of East Devon District Council are involved in this process from a very early stage to offer guidance and support and to ensure that the Neighbourhood Plan is in conformity with Local Plan and other policies.

- 27.8 Developing a Neighbourhood Plan can help communities to play a greater role in shaping the future of their area. It will bring together residents, businesses, local groups, landowners and developers to share ideas and build consensus about what needs to be accomplished in the area. It can also help to create lasting partnerships both within and outside the community with public service providers, third sector organisations or development companies. Neighbourhood Planning offers communities a direct route for including their own local planning priorities and aspirations within the broader planning system.
- 27.9 Neighbourhood Plans can also offer an opportunity to conserve and enhance the “special sense of place” that imbues most of our towns and villages, recognising the essential shared culture and experience of where residents live. This could include things such as the field where community events happen, special views, landmark trees or orchards where a local type of apple are grown. These things may be difficult to identify until they are under threat and may be of little worth, other than saving a shared sense of place for the community.
- 27.10 Neighbourhood Plans will incorporate conservation and enhancement measures as well as opportunities for those places linked to widely acknowledged cultural, traditional or historical events and activities, of importance to the distinctiveness and shared value of that community.
- 27.11 The parish or town council for the area needs to initiate and lead the process, but the involvement, throughout the process, of a broad range of local stakeholders will help to strengthen community support for the plan and make its implementation easier.
- 27.12 The following is a list of stakeholders that the parish/town council should seek to involve in the process:
- a) Residents
 - b) Community organisations
 - c) Councillors
 - d) Businesses
 - e) Landowners
 - f) Developers
- 27.13 At certain stages it will also be necessary to involve officers from the East Devon District Council and, potentially, other public sector service providers such as Devon County Council, as the highway authority and education authority. They might be to provide advice, guidance or information on a particular matter or to comment on draft documents.

Process for Producing a Neighbourhood Plan [® 6.398](#)

- 27.14 There is no set process for producing the Plan, although there is plenty of good practice to learn from. Many areas have already produced Parish Plans and/or Village Design Statements and there is a wealth of expertise amongst local residents.
- 27.15 The ‘statutory’ stages in plan production largely occur when the Neighbourhood Plan has been drafted. The chart below summarises the steps that a ‘neighbourhood planning

team' could follow to develop a Neighbourhood Plan. The final three stages will be statutory, and are obligatory in this process.

Getting Started	<ul style="list-style-type: none"> • Involve the community, get their support • Establish a neighbourhood planning team • Produce a programme for developing the Plan • Develop a communication strategy
Developing a Vision & Objectives	<ul style="list-style-type: none"> • Gather together relevant information • Identify the area's strengths and weaknesses • Define the neighbourhood area • Draft the vision and objectives • Check for conformity with strategic policies in the Development Plan • Check draft vision and objectives with community
Developing the Plan	<ul style="list-style-type: none"> • Develop policies • Develop an implementation plan • Finalise the draft of the Neighbourhood Plan • Check for conformity with strategic policies in the Development Plan • Check draft Neighbourhood Plan with community and other stakeholders
The following stages are statutory	
Independent Examination*	<ul style="list-style-type: none"> • Submit to East Devon District Council • Appointment of examiner • Examiner's report published
Referendum*	<ul style="list-style-type: none"> • East Devon District Council co-ordinates local referendum
Adoption*	<ul style="list-style-type: none"> • If referendum indicates community support, the Neighbourhood Plan is adopted by East Devon District Council

27.16 A Neighbourhood Plan should be community-led, with the Parish or Town council in charge. Successful plans rely on local leadership and participation.

27.17 If the community support the idea of a Neighbourhood Plan right from the start then it will be far easier to produce a document that reflects their priorities and aspirations, and that ultimately attracts their support at a referendum. The whole community should be informed about the Parish or Town council's intentions and given the chance to be involved from the start. This could include measures such as holding a public meeting to identify issues, asking for volunteers and writing to all residents and local organisations. Key to maintaining community support is plenty of good publicity and communications throughout the process.

Neighbourhood Planning Team [® 6.399](#)

- 27.18 The parish/town council will need to set up a steering group (or neighbourhood planning team) to co-ordinate the project. This should consist of some parish/town councillors but wider representation should be sought from the community in order to create a Neighbourhood Plan that reflects the vision of the entire community. The more representative the neighbourhood planning team is, the better the plan is likely to be.
- 27.19 Additional representation on the neighbourhood planning team could be sought from:
- a) Residents.
 - b) Representatives of community organisations.
 - c) Business owners.
 - d) Landowners.
 - e) Hard to Reach groups, including the elderly, young people, working parents, disabled people.
- 27.20 It will be important for the Parish or Town council to consider the full range of skills, knowledge and experience that it requires in a neighbourhood planning team but too large a group will not be as effective. In selecting members of the team a process that is fair, open and inclusive will ensure a greater degree of community support.
- 27.21 If the Parish or Town council is holding a public meeting then this could be an ideal opportunity to recruit members to join the neighbourhood planning team. Once the team is in place it will be important to appoint a chairman, secretary and treasurer and establish the formal reporting process between the team and the main body of the Parish or Town council who will retain responsibility for the project. To help focus the work of the team members, it may be helpful to produce some simple terms of reference for the neighbourhood planning team.
- 27.22 Before embarking on the main activity of developing the Neighbourhood Plan, the team should produce a rough schedule of what it intends to do, this could include:
- a) What activities will need to be carried out at each stage?
 - b) What resources will be needed to carry out these activities?
 - c) How much time should be set aside to accomplish each stage?
- 27.23 This will help the team to focus and monitor its activity and estimate how much funding might be required. Government have suggested that they would see the process of developing a Neighbourhood Plan taking approximately one year.

Develop a Communication Strategy and Vision and Objectives [® 6.400](#)

- 27.24 Communication and publicity with the wider community is vital throughout the process as people are more likely to participate if they are kept informed. With a Neighbourhood Plan the support of the community at the referendum stage is crucial to its adoption so the need to keep information flowing takes on an even greater significance.
- 27.25 The neighbourhood planning team may find it useful to create an informal and brief 'communication strategy', setting out how and when it means to inform and consult with

the community and other stakeholders. Different ways of engaging the community include:

- a) Putting up posters or banners.
- b) Delivering flyers through letterboxes.
- c) Talking with neighbours, community groups and local businesses.
- d) Use I.T. – Parish websites, social media and email groups.
- e) Put regular notices in parish newsletters or magazines.
- f) Contacting local media for major announcements.

27.26 The first stage in producing the Plan will be developing a vision and objectives. The vision will be an overarching statement, or series of statements, describing what it will be like to live and work in the community in the future. A timescale of fifteen to twenty years is suggested. The objectives will set out what the community wants to achieve in order to help realise the vision. Detailed policies and actions can then follow from these objectives.

27.27 In order to help produce the vision and objectives for the area it will be necessary for the neighbourhood planning team to get a clear picture of the community's characteristics and understand whether there are any current or emerging proposals that will affect the area.

27.28 This 'profiling' of the community will involve gathering statistical data on population size, household size, incomes, family composition etc. This helps to build up a social portrait of the community. Much of this information can be found on Devon County Council's website:

http://www.devon.gov.uk/index/councildemocracy/improving_our_services/facts_figures_and_statistics.htm

27.29 It will be useful to identify all of the community's physical assets and take note of their condition. This might include community centres, village halls, playing fields, sports facilities, footpaths or health facilities. This could be carried out by the neighbourhood planning team, and other volunteers, by organising a walk through the area to note these details. Often, community facilities are owned and managed by the local Council. Taking photos of these assets, and marking them on a map, could help to identify any issues.

27.30 It will also be important to gather together information from any existing plans, strategies or studies that have a bearing on the community. These could include:

- a) Previous community-led plans developed in the area.
- b) Local authority planning documents.
- c) Devon County Council's Local Transport Plan
- d) Other strategies relating to housing, health, education and the economy, as produced by different public service providers.

Discussions with Stakeholders and Identifying Strengths and Opportunities **6.401**

27.31 It will be important for the team to establish contacts and have initial discussions with a range of stakeholders, to understand whether there are any other aspirations for the area that have not yet been developed into a plan or a strategy.

27.32 The team may wish to have discussions with:

- a) Local community organisations
- b) Local businesses
- c) Local landowners and/or their representatives
- d) Officers at East Devon District Council and Devon County Council and from other public agencies and service providers, as appropriate.

27.33 Another important factor in developing the vision and objectives is to find out what people consider to be the community's current strengths and weaknesses, so that improvements can be effected. The Neighbourhood Planning Team could consider:

- a) What are our strengths as a community?
- b) What do we do well?
- c) What can we improve or change in the community?
- d) Do we need anything?
- e) What resources (such as people, places, services, land) do we have?
- f) What opportunities exist, are there any barriers to them?

27.34 The District Council has a great deal of experience in consultation and can offer advice. Different approaches to engagement could include:

- a) Survey (hard copy documents, web-based or door-to-door).
- b) Community event (workshop, exhibitions, combining with Parish Council meetings).
- c) Focus groups or discussions at meetings of local groups.
- d) Techniques tailored for different sectors of the community (such as an online survey for young people).

Defining the Area to be Covered [® 6.402](#)

27.35 The neighbourhood area is the area to which the proposed Neighbourhood Plan (or Neighbourhood Development Order) will relate. It is likely in East Devon that most neighbourhood areas will follow parish boundaries. However, a neighbourhood area might be able to cover only part of a parish or a combination of parishes.

27.36 If the proposed neighbourhood area covers more than one parish, then consent must be sought from each of the affected Parish or Town councils. This will also have implications for representation on the steering group and the scale of community engagement that the process will require. Once the neighbourhood planning team is aware of the issues relating to development in the parish then it will be able to make an informed decision on what the neighbourhood area for the proposed Neighbourhood Plan should be.

27.37 A proposal for designating a neighbourhood area must be submitted by the relevant Parish or Town council(s) to East Devon District Council, for their approval, in the early stages of developing the Neighbourhood Plan.

27.38 As the Neighbourhood Plan will ultimately form part of the Local Plan for East Devon it would make sense for the vision of the plan to cover the same time period as that of the Local Plan for the area, which runs up until 2026.

27.39 The vision and objectives should be based on the information gathered through the processes discussed above. The neighbourhood planning team could draft a series of

vision statements, setting out what it will be like to live and work in the area in 2026, or there could be one single vision statement that will describe this in fewer words. However it is drafted, it is important that the vision is realistic and achievable.

- 27.40 A typical Neighbourhood Plan vision statement might include topics such as:
- a) What the area will look like.
 - b) What facilities there will be (such as parks, GP surgeries, shops, schools) and what their qualities will be.
 - c) What the social and economic outlook for the area will be.
- 27.41 The objectives will be more specific and will set out how the vision will be achieved. For each element of the vision, there may be one or a number of objectives, depending on the different priorities of the community.

For example:

- a) Part of the vision may state that there will be *‘accessible, high quality areas of green space that allow for recreation and social interaction amongst all age groups’*.
 - b) An objective, leading from this, may be *‘to seek the provision of an informal, outdoor recreation space, within easy, level, walking distance (approx 400m) from the centre of the settlement.’*
- 27.42 The Neighbourhood Planning Team may find that some of the information and responses it receives from the community doesn’t really relate to the Neighbourhood Plan. These are still important issues for the community and could be addressed via a different route, for instance through an action plan for the Parish or Town Council to act upon.

Check for Conformity and With the Community [® 6.403](#)

- 27.43 Once the neighbourhood planning team has drafted a vision and objectives for the Neighbourhood Plan, it will be important to check that it does not stray too far from or offer a contrary position to the ‘higher level’ strategic policies for the area. A Planning Officer from the Planning Policy Team at East Devon District Council can advise the team on whether the draft vision and objectives are in general conformity.
- 27.44 Before going further it is essential to check that the community supports the draft vision and objectives for the area. This endorsement could be sought by:
- a) Making copies available for public distribution and asking for comments.
 - b) Meeting with community groups and asking for their feedback.
 - c) Holding public meetings or drop-in events.
 - d) Publishing information in the local newsletter/magazine/website and providing an address to receive peoples’ feedback.

Following consultation on the draft vision and objectives, any necessary amendments can be made before moving on to developing the detailed content of the Neighbourhood Plan.

Developing the Plan and Policies [® 6.404](#)

- 27.45 Once the vision and objectives have been drafted and approval has been sought from the wider community, the neighbourhood planning team can start to think about the detailed content of the Neighbourhood Plan. This will include policies, proposals maps and possibly an action or ‘implementation’ plan for the area. Again the neighbourhood planning team will need to check for conformity with strategic policies, with the support of the District Council Planning Policy team, and check that the content has local support.
- 27.46 The Government is clear that the intention of Neighbourhood Plans is to set out policies on the development and use of land in a neighbourhood area. These must be credible, justifiable and achievable. In this respect, a Neighbourhood Plan is like the Local Plan for the district, but it is written for and applied at the parish level. The different policies that are developed within a Neighbourhood Plan may take one of the following forms:
- a) Policies may allocate specific sites for particular types and scales of development (such as for residential or employment uses).
 - b) Policies may specify particular requirements relating to each or any allocation (such as access, landscaping, location of green space, assessments needed).
 - c) Policies may specify sites within the neighbourhood area to be protected or enhanced as environmental assets or areas of landscape character.
 - d) Policies may be more generic and apply to any future development within the neighbourhood area (such as local design policies, transport and access).
- 27.47 The neighbourhood planning team should start to draw up draft policies for inclusion within the Neighbourhood Plan. These should be based on the information gathered during previous stages of evidence gathering and community and stakeholder engagement and should ultimately seek to achieve the vision and objectives that have already been developed for the area.
- 27.48 Liaison with a Planning Policy Officer from the District Council at this stage will be particularly useful, to help identify what could be achievable in terms of developing policies within the Plan and to ensure that emerging policies are in conformity with the general strategy of the East Devon Local Plan.
- 27.49 For each objective that has been agreed, the neighbourhood planning team should consider what policies could be put in place to try and achieve them.

For example:

- a) Continuing with the previous example, the objective is *‘to seek the provision of an informal, outdoor recreation space, within easy, level, walking distance (approx 400m) from the centre of the settlement.’*
- b) A policy leading from this may be, *‘An area of approximately 0.5 ha off Church Street is allocated for recreational open space.’*
- c) Policies need to be achievable, and thought will need to be given to how the above example can be delivered – this will be brought out in the implementation plan, but could be through the Parish Council purchasing or leasing the land from the landowner, or perhaps in conjunction with development elsewhere in the Parish.

- 27.50 The need to ensure policies are achievable particularly applies to those that relate to the future use of particular sites within the area. The neighbourhood planning team should ensure that landowners are included in early ‘information gathering’ discussions and that negotiation takes place before sites are included.

Site Proposals Maps [® 6.405](#)

- 27.51 For site allocations and site-related policies, the Neighbourhood Plan will need to include a map showing proposed site locations and boundaries. The neighbourhood planning team may find it useful to produce these maps as it starts to draft the Neighbourhood Plan policies. Showing proposed locations on maps will help in any communication with the wider community and can assist in getting their views on particular sites. Parish or Town Councils may already have Ordnance Survey licences and software, and so may already be able to produce and manipulate maps of the area. However, if not, there are other options available for having access to mapping which the District Council can advise upon.

Sustainability Appraisal and Appropriate Assessment [® 6.406](#)

- 27.52 There is a legal requirement to undertake a Sustainability Appraisal on planning documents, before they become part of the adopted development plan for an area. A Sustainability Appraisal looks at the possible economic, environmental and social impacts of an emerging plan and should result in a final plan which has the least negative impact possible in an area.
- 27.53 Government has indicated that Neighbourhood Plans should be subject to this requirement, and so neighbourhood planning teams should be aware that the sustainability appraisal will need to be planned for early on in the process.
- 27.54 It is important that the appraisal is started when work starts on the plan, so that emerging ideas, content and policies can be assessed, in order to inform the final plan. If the sustainability appraisal is done too late, it will not be able to inform the final plan (increasing the risk of a legal challenge at a later stage).
- 27.55 Appropriate Assessment follows a similar principle and this is something that may be relevant to certain Neighbourhood Plans. This specifically considers the wider impacts of particular emerging policies and plans on European sites of ecological importance (Natura 2000 sites) within the area.
- 27.56 The Sustainability Appraisal and Appropriate Assessment need not be complicated. They are tasks on which the Planning Policy Officers at the District Council should be able to advise.
22. All neighbourhood plans may need to screen for the likelihood of significant effects, and that the Local Plan level HRA work should be used to inform any lower tier appropriate assessment where required. Natural England should be referred to as a statutory consultee and source of advice.

Develop an Implementation Plan [6.407](#)

- 27.57 The neighbourhood planning team may also wish to draw up an implementation plan, showing what action is needed ‘on the ground’ in order to achieve the vision and objectives of the Neighbourhood Plan. This needn’t be part of the main Neighbourhood Plan itself, but could form an appendix to the main document, which continues to evolve as actions progress and new ones emerge.
- 27.58 The implementation plan does not set out policies but contains actions that need to be undertaken in order to deliver the policies that are in the Neighbourhood Plan.

For example:

Our policy from the previous example is, ‘*An area of approximately 0.5ha off Church Street is allocated for recreational open space.*’

Actions within the implementation plan show how we will seek to achieve this. For example:

- ACTION: Agree terms of lease/purchase with the landowner, to secure the land for recreational use.*
- ACTION: Consult the community on potential designs for the site.*
- ACTION: Secure funding for undertaking groundworks on the site.*

- 27.59 The implementation plan should contain actions that are SMART (Specific, Measurable, Achievable, Realistic, Timely). When developing actions, the neighbourhood planning team may wish to consider the following principles:
- a) Priority - is the action a high, medium or low priority?
 - b) Responsibility - which organisation will lead on delivering the action?
 - c) Timescale - by what date should the action be carried out?
 - d) Partners - does the action require support from partners?
 - e) Resources - is funding, or any other resource required?

Certain actions may require input and assistance from a variety of agencies and stakeholders (such as the District Council, landowners, other service providers), as well as groups from within the community. They should be consulted to ensure that they will carry out ‘their’ actions.

- 27.60 Once the policies and implementation plan have been drafted, then the neighbourhood planning team can start to produce the Neighbourhood Plan. There is no rule on what a Neighbourhood Plan should look like, as long as it contains clear policy statements with accompanying maps, where needed. Any associated implementation plan could be an appendix to the document as could a report on the consultation that was undertaken in order to produce the plan.
- 27.61 At this stage, the neighbourhood planning team will also need to produce a simple report on the sustainability appraisal process (and Appropriate Assessment, if necessary) that it has gone through, explaining why the policies it has included in the plan are the most appropriate ones.

- 27.62 It is advisable at this stage for the neighbourhood planning team to check their emerging policies and actions to ensure they are in conformity with the East Devon Local Plan. Hopefully, if there has been continued liaison with planning policy officers at the District Council then there shouldn't be an issue with lack of conformity. It would certainly be worthwhile for the neighbourhood planning team to discuss their emerging policies and implementation plan with a planning policy officer before consulting the wider community.
- 27.63 At this stage, before submitting the plan to East Devon District Council, the neighbourhood planning team should check that residents, businesses and other stakeholders are happy with the content of the plan. Not only this, but the report of the Sustainability Appraisal (and Appropriate Assessment, if necessary) should also be made available for comment.
- 27.64 As well as getting the views of local groups and residents, the neighbourhood planning team should look to consult wider stakeholder organisations that traditionally have a valuable input into plan-making. It will be important to consult organisations such as East Devon District Council, Devon County Council, the Environment Agency, South West Water, Natural England, Devon and Cornwall Constabulary and English Nature as well as the local community and adjacent town or parish councils. These organisations can offer valuable advice and guidance on the content of the plan as it relates to their particular disciplines.
- 27.65 Once consultation has been carried out an analysis of comments should be made and the neighbourhood planning team should consider whether any amendments need to be made to the draft plan before submitting it to East Devon District Council, ready for the independent examination.

Independent Examination [® 6.408](#)

- 27.66 Once the neighbourhood planning team has made any necessary amendments to the Neighbourhood Plan, it should submit the plan to East Devon District Council, along with a summary of the proposals. The Council will conduct a check of the plan, to ensure that the process has been followed in accordance with the requirements of the Localism Act. If the District Council is happy that the plan meets these requirements, it will arrange for the independent examination of the document.
- 27.67 East Devon District Council will decide, in collaboration with the neighbourhood planning team, on who to appoint to undertake an independent examination of the Neighbourhood Plan. The examination will be paid for by the District Council. The main function of the examination will be to check that the Neighbourhood Plan conforms with:
- a) The strategic content of the Development Plan.
 - b) The National Planning Policy Framework and/or other national guidance.
 - c) European Directives.
 - d) National and international designations.
 - e) Neighbouring Neighbourhood Plans.
- 27.68 In general, the examiner will consider written representations during the examination period, rather than oral representations. However he/she may decide that an oral

representation is preferable in certain situations. In this case a public hearing must be held.

Examiner's Report [® 6.409](#)

- 27.69 The independent examiner produces a report with one of the following recommendations:
- a) that the draft Neighbourhood Plan should proceed to a referendum.
 - b) that it should proceed to a referendum, subject to certain amendments.
 - c) that the proposed Neighbourhood Plan should be refused.
- 27.70 If the examiner recommends that the draft plan should proceed to a referendum, the report may also recommend that the area to be subject to a referendum is extended beyond that of the parish in question, if certain policies would impact upon other nearby communities.
- 27.71 The report will be issued to both the Parish or Town council in question and East Devon District Council, who will arrange for its publication. The District Council will consider the examiner's report to decide whether or not the recommendations should be followed. The Council will publish its decision and will notify the Parish or Town council in question.

Referendum [® 6.410](#)

- 27.72 Assuming East Devon District Council decides that the draft Neighbourhood Plan should proceed to a local referendum, then they will co-ordinate and pay for it. The referendum will normally be open to any individual registered to vote in the parish, but could be extended.
- 27.73 A referendum is required to gauge community support for the Neighbourhood Plan. If the majority of those who vote on the adoption of the Neighbourhood Plan vote favourably, then the Plan will be adopted by East Devon District Council.
- 27.74 It should be noted that under the legislation it may be possible for the District Council to adopt a Neighbourhood Plan and thereby negate the need for a referendum.

Implementing & Monitoring the Plan [® 6.411](#)

- 27.75 Once the Neighbourhood Plan has been adopted within East Devon District Council's Local Plan, then it becomes a part of the statutory development plan against which relevant planning applications will be determined.
- 27.76 Applications can occur at any time, but the neighbourhood planning team will wish to ensure that activity on the ground is progressed, in order to hasten any developments and meet the objectives of the Neighbourhood Plan. The Parish or Town council will find it valuable to monitor the Neighbourhood Plan and associated implementation plan, to check progress in terms of meeting the community's objectives. If actions require the input of external partners (such as landowners, developers or East Devon District

Council) then the Parish or Town council will want to ensure that named contacts in these organisations are able to help progress the work, in the time required.

- 27.77 The Neighbourhood Plan will need to state what time period it covers, and this should be a decision for each community that produces one. However, it would seem prudent to follow the time period of the Local Plan, up until 2026. The Neighbourhood Plan could be updated before this time but it could be that the process will need to include further consultation and possibly an examination and referendum.

Support Available [® 6.412](#)

- 27.78 As highlighted throughout this guidance East Devon District Council is able to offer support to communities developing Neighbourhood Plans. The extent and type of support may change over time.

APPENDIX A – POLICIES FOR VILLAGES OF EAST DEVON

- A1 This Local Plan includes policies that are applicable for the whole of East Devon including our towns, villages and open countryside areas. However it does not provide detailed Built-up Area Boundaries for villages or allocate sites for development at these villages. Also it does not show employment areas at Hill Barton and Greendale Barton Business Parks.
- A2 Local area policies for the villages, for those villages that have housing development allocated to them under Strategy 27, will feature in a separate Villages Development Plan Document. This villages plan will be produced separately from the main local plan and will set out more information on how local plan policies will be implemented at the village level. Of great relevance the plan will have an inset map (village map) for the settlement showing the Built-up Area Boundary and also showing any land allocated or identified for housing development or for other uses.
- A3 Introductory and over-arching text will be identified for each village highlighting key concerns, issues and aspirations for that village and also some of the main considerations that will be applicable in planning for development at that village. We have engaged with town and parish councils in production of this village's document and asked them to make specific recommendations to the Council on plan content.
- A4 For Greendale and Hill Barton Business Parks we will have inset maps showing the extent of the business parks and outstanding allocations/planning permitted areas for development.

APPENDIX B – NATIONAL PLANNING POLICY FRAMEWORK – GLOSSARY OF TERMS

- B1 The Government issued planning guidance in the form of the National Planning Policy Framework (NPPF), dated March 2012, see <http://www.communities.gov.uk/documents/planningandbuilding/pdf/2116950.pdf>
- B2 The NPPF includes a glossary of planning terms, this is reproduced below, and definitions applicable in/to the NPPF are mostly directly applicable to the Local Plan and policy in East Devon.
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Affordable housing: Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. Affordable housing should include provisions to remain at an affordable price for future eligible households or for the subsidy to be recycled for alternative affordable housing provision. Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency. Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent (including service charges, where applicable). Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing. Homes that do not meet the above definition of affordable housing, such as “low cost market” housing, may not be considered as affordable housing for planning purposes.

Aged or veteran tree: A tree which, because of its great age, size or condition is of exceptional value for wildlife, in the landscape, or culturally.

Air Quality Management Areas: Areas designated by local authorities because they are not likely to achieve national air quality objectives by the relevant deadlines.

Ancient woodland: An area that has been wooded continuously since at least 1600 AD.

Archaeological interest: There will be archaeological interest in a heritage asset if it holds, or potentially may hold, evidence of past human activity worthy of expert investigation at some point.

Heritage assets with archaeological interest are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them.

Article 4 direction: A direction which withdraws automatic planning permission granted by the General Permitted Development Order.

Best and most versatile agricultural land: Land in grades 1, 2 and 3a of the Agricultural Land Classification.

Birds and Habitats Directives: European Directives to conserve natural habitats and wild fauna and flora.

Climate change adaptation: Adjustments to natural or human systems in response to actual or expected climatic factors or their effects, including from changes in rainfall and rising temperatures, which moderate harm or exploit beneficial opportunity
Climate change mitigation: Action to reduce the impact of human activity on the climate system, primarily through reducing greenhouse gas emissions .

Coastal Change Management Area: An area identified in Local Plans as likely to be affected by coastal change (physical change to the shoreline through erosion, coastal landslip, permanent inundation or coastal accretion).

Conservation (for heritage policy): The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.

Community Forest: An area identified through the England Community Forest Programme to revitalise countryside and green space in and around major conurbations.

Community Infrastructure Levy: A levy allowing local authorities to raise funds from owners or developers of land undertaking new building projects in their area.

Community Right to Build Order: An Order made by the local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a site-specific development proposal or classes of development.

Competent person (to prepare site investigation information): A person with a recognised relevant qualification, sufficient experience in dealing with the type(s) of pollution or land instability, and membership of a relevant professional organisation.

Decentralised energy: Local renewable energy and local low-carbon energy usually but not always on a relatively small scale encompassing a diverse range of technologies.

Designated heritage asset: A World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battle field or Conservation Area designated under the relevant legislation.

Development plan: This includes adopted Local Plans, neighbourhood plans and the London Plan, and is defined in section 38 of the Planning and Compulsory Purchase Act 2004.

(Regional strategies remain part of the development plan until they are abolished by Order using powers taken in the Localism Act.

It is the government's clear policy intention to revoke the regional strategies outside of London, subject to the outcome of the environmental assessments that are currently being undertaken) .

Economic development: Development, including those within the B Use Classes, public and community uses and main town centre uses (but excluding housing development).

Ecological networks: These link sites of biodiversity importance.

Ecosystem services: The benefits people obtain from ecosystems such as, food, water, flood and disease control and recreation.

Edge of centre: For retail purposes, a location that is well connected and up to 300 metres of the primary shopping area. For all other main town centre uses, a location within 300 metres of a town centre boundary. For office development, this includes locations outside the town centre but within 500 metres of a public transport interchange. In determining whether a site falls within the definition of edge of centre, account should be taken of local circumstances.

Environmental Impact Assessment: A procedure to be followed for certain types of project to ensure that decisions are made in full knowledge of any likely significant effects on the environment.

European site: This includes candidate Special Areas of Conservation, Sites of Community Importance, Special Areas of Conservation and Special Protection Areas, and is defined in regulation 8 of the Conservation of Habitats and Species Regulations 2010 .

Geodiversity: The range of rocks, minerals, fossils, soils and landforms.

Green infrastructure: A network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.

Heritage asset: A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing) .

Heritage Coast: Areas of undeveloped coastline which are managed to conserve their natural beauty and, where appropriate, to improve accessibility for visitors.

Historic environment: All aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora .

Historic environment record: Information services that seek to provide access to comprehensive and dynamic resources relating to the historic environment of a defined geographic area for public benefit and use.

Inclusive design: Designing the built environment, including buildings and their surrounding spaces, to ensure that they can be accessed and used by everyone.

Instrumentation operated in the national interest: Includes meteorological and climate monitoring installations, satellite and radio communication, defence and national security sites and magnetic calibration facilities operated by or on behalf of the Government, delegated authorities or for defence purposes .

International, national and locally designated sites of importance for biodiversity: All international sites (Special Areas of Conservation, Special Protection Areas, and Ramsar sites), national sites (Sites of Special Scientific Interest) and locally designated sites including Local Wildlife Sites .

Local Development Order: An Order made by a local planning authority (under the Town and Country Planning Act 1990) that grants planning permission for a specific development proposal or classes of development.

Local Enterprise Partnership: A body, designated by the Secretary of State for Communities and Local Government, established for the purpose of creating or improving the conditions for economic growth in an area.

Local Nature Partnership: A body, designated by the Secretary of State for Environment, Food and Rural Affairs, established for the purpose of protecting and improving the natural environment in an area and the benefits derived from it .

Local planning authority: The public authority whose duty it is to carry out specific planning functions for a particular area.

All references to local planning authority apply to the district council, London borough council, county council, Broads Authority, National Park Authority and the Greater London Authority, to the extent appropriate to their responsibilities.

Local Plan: The plan for the future development of the local area, drawn up by the local planning authority in consultation with the community.

In law this is described as the development plan documents adopted under the Planning and Compulsory Purchase Act 2004.

Current core strategies or other planning policies, which under the regulations would be considered to be development plan documents, form part of the Local Plan .

The term includes old policies which have been saved under the 2004 Act .

Main town centre uses: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment facilities the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities).

Major Hazards: Major hazard installations and pipelines, licensed explosive sites and nuclear installations, around which Health and Safety Executive (and Office for Nuclear Regulation)

consultation distances to mitigate the consequences to public safety of major accidents may apply.

Minerals of local and national importance: Minerals which are necessary to meet society's needs, including aggregates, brick clay (especially Etruria Marl and fireclay), silica sand (including high grade silica sands), cement raw materials, gypsum, salt, fluorspar, shallow and deep-mined coal, oil and gas (including hydrocarbons), tungsten, kaolin, ball clay, potash and local minerals of importance to heritage assets and local distinctiveness .

Mineral Safeguarding Area: An area designated by Minerals Planning Authorities which covers known deposits of minerals which are desired to be kept safeguarded from unnecessary sterilisation by non-mineral development .

National Trails: Long distance routes for walking, cycling and horse riding .

Nature Improvement Areas: Inter-connected networks of wildlife habitats intended to re-establish thriving wildlife populations and help species respond to the challenges of climate change .

Neighbourhood Development Order: An Order made by a local planning authority (under the Town and Country Planning Act 1990) through which Parish Councils and neighbourhood forums can grant planning permission for a specific development proposal or classes of development .

Neighbourhood plans: A plan prepared by a Parish Council or Neighbourhood Forum for a particular neighbourhood area (made under the Planning and Compulsory Purchase Act 2004) .

Older people: People over retirement age, including the active, newly-retired through to the very frail elderly, whose housing needs can encompass accessible, adaptable general needs housing for those looking to downsize from family housing and the full range of retirement and specialised housing for those with support or care needs .

Open space: All open space of public value, including not just land, but also areas of water (such as rivers, canals, lakes and reservoirs) which offer important opportunities for sport and recreation and can act as a visual amenity .

Original building: A building as it existed on 1 July 1948 or, if constructed after 1 July 1948, as it was built originally .

Out of centre: A location which is not in or on the edge of a centre but not necessarily outside the urban area .

Out of town: A location out of centre that is outside the existing urban area .

People with disabilities: People have a disability if they have a physical or mental impairment, and that impairment has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities .

These persons include, but are not limited to, people with ambulatory difficulties, blindness, learning difficulties, autism and mental health needs .

Planning condition: A condition imposed on a grant of planning permission (in accordance with the Town and Country Planning Act 1990) or a condition included in a Local Development Order or Neighbourhood Development Order .

Planning obligation: A legally enforceable obligation entered into under section 106 of the Town and Country Planning Act 1990 to mitigate the impacts of a development proposal .

Playing field: The whole of a site which encompasses at least one playing pitch as defined in the Town and Country Planning (Development Management Procedure)(England) Order 2010 .

Pollution: Anything that affects the quality of land, air, water or soils, which might lead to an adverse impact on human health, the natural environment or general amenity .

Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light .

Previously developed land: Land which is or was occupied by a permanent structure, including the curtilage of the developed land (although it should not be assumed that the whole of the curtilage should be developed) and any associated fixed surface infrastructure .

This excludes: land that is or has been occupied by agricultural or forestry buildings; land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures; land in built-up areas such as private residential gardens, parks, recreation grounds and allotments; and land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time .

Primary shopping area: Defined area where retail development is concentrated (generally comprising the primary and those secondary frontages which are adjoining and closely related to the primary shopping frontage) .

Primary and secondary frontages: Primary frontages are likely to include a high proportion of retail uses which may include food, drinks, clothing and household goods .

Secondary frontages provide greater opportunities for a diversity of uses such as restaurants, cinemas and businesses .

Priority habitats and species: Species and Habitats of Principle Importance included in the England Biodiversity List published by the Secretary of State under section 41 of the Natural Environment and Rural Communities Act 2006 .

Ramsar sites: Wetlands of international importance, designated under the 1971 Ramsar Convention .

Renewable and low carbon energy: Includes energy for heating and cooling as well as generating electricity. Renewable energy covers those energy flows that occur naturally and repeatedly in the environment – from the wind, the fall of water, the movement of the oceans, from the sun and also from biomass and deep geothermal heat. Low carbon technologies are those that can help reduce emissions (compared to conventional use of fossil fuels).

Rural exception sites: Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

Safeguarding zone: An area defined in Circular 01/03: Safeguarding aerodromes, technical sites and military explosives storage areas, to safeguard such sites .

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

Shoreline Management Plans: A plan providing a large-scale assessment of the risk to people and to the developed, historic and natural environment associated with coastal processes.

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

Special Areas of Conservation: Areas given special protection under the European Union's Habitats Directive, which is transposed into UK law by the Habitats and Conservation of Species Regulations 2010.

Special Protection Areas: Areas which have been identified as being of international importance for the breeding, feeding, wintering or the migration of rare and vulnerable species of birds found within European Union countries .
They are European designated sites, classified under the Birds Directive .

Site investigation information: Includes a risk assessment of land potentially affected by contamination, or ground stability and slope stability reports, as appropriate. All investigations of land potentially affected by contamination should be carried out in accordance with established procedures (such as BS10175 (2001) Code of Practice for the Investigation of Potentially Contaminated Sites). The minimum information that should be provided by an applicant is the report of a desk study and site reconnaissance.

Site of Special Scientific Interest: Sites designated by Natural England under the Wildlife and Countryside Act 1981 .

Stepping stones: Pockets of habitat that, while not necessarily connected, facilitate the movement of species across otherwise inhospitable landscapes .

Strategic Environmental Assessment: A procedure (set out in the Environmental Assessment of Plans and Programmes Regulations 2004) which requires the formal environmental

assessment of certain plans and programmes which are likely to have significant effects on the environment .

Supplementary planning documents: Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on particular issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

Sustainable transport modes: Any efficient, safe and accessible means of transport with overall low impact on the environment, including walking and cycling, low and ultra low emission vehicles, car sharing and public transport.

Town centre: Area defined on the local authority's proposal map, including the primary shopping area and areas predominantly occupied by main town centre uses within or adjacent to the primary shopping area. References to town centres or centres apply to city centres, town centres, district centres and local centres but exclude small parades of shops of purely neighbourhood significance. Unless they are identified as centres in Local Plans, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.

Transport assessment: A comprehensive and systematic process that sets out transport issues relating to a proposed development.

It identifies what measures will be required to improve accessibility and safety for all modes of travel, particularly for alternatives to the car such as walking, cycling and public transport and what measures will need to be taken to deal with the anticipated transport impacts of the development .

Transport statement: A simplified version of a transport assessment where it is agreed the transport issues arising out of development proposals are limited and a full transport assessment is not required.

Travel plan: A long-term management strategy for an organisation or site that seeks to deliver sustainable transport objectives through action and is articulated in a document that is regularly reviewed.

Wildlife corridor: Areas of habitat connecting wildlife populations.

Windfall sites: Sites which have not been specifically identified as available in the Local Plan process. They normally comprise previously-developed sites that have unexpectedly become available.

APPENDIX C – SCHEDULE OF HOUSING SITES AND HOUSING NUMBERS

® 6.415

- C1 The Table over shows past completions during the plan period up until 30 September 2012 alongside projected completions for the rest of the plan period on a settlement by settlement basis. Each settlement (but not strategic West End sites) referred to has a Built-up Area Boundary (BUAB) in the New Local Plan. Any past completions refer to completions within the existing BUAB (under 2006 adopted Local Plan policy) for that settlement and not boundaries as amended by the New Local Plan. Settlements within East Devon that have not been referred to, do not have a BUAB in the New Local Plan, and figures for past completions and future projections are included within the Rural Areas/Small Villages without BUABs row. Breakdowns of Parish and rural area past completions are not provided prior to 2010/2011.
- C2 The table shows that out of the 14,977 Local Plan total (not counting windfalls) (2006-2026) some 2,313 dwellings had already been built at 30 September 2012, leaving 12,664 dwellings to be built over the remaining plan period. Of these 12,664 dwellings, 4,370 dwellings already have permission, 486 dwellings have made significant progress through the planning system, 6,675 dwellings are proposed strategic allocations, and 1,133 dwellings are proposed non-strategic allocations. Column headings are:
- a) **“Past Completions 2006/07 to Sept 2012”** houses that have been built.
 - b) **“Net Commitments With Planning Permission or Under-construction”** refers to sites that have already gained planning permission (at 30 September 2012). These sites are in the system already and can be assumed will be built over the coming years. This does not include proposed allocation sites that had permission at September 2012.
 - c) **“Sites that have made significant progress through planning”** refers to sites which have been recommended for approval by Development Management Committee /delegated officers, but are awaiting the signing of a Section 106 Agreement. It also refers to some policy compliant sites which are known to be in the pipeline with acknowledged development potential, but for which are not yet subject to a planning application. It can be assumed that these sites will be built out upon the approval of planning permissions.
 - d) **“Proposed New Local Plan Strategic Allocations”** refers to those allocations for housing made in the strategic policies of the New Local Plan. These figures include any allocated sites that happen to already have planning permission. It can be assumed that these sites will be built out as they have been allocated and assessed as developable during the 2011 SHLAA process.
 - e) **“Proposed New Local Plan Non-Strategic Allocations”** refers to those allocations for housing made in the Development Management policies of the New Local Plan and detailed in the Villages Development Boundaries DPD. These figures include any allocated sites that happen to already have planning permission. It can be assumed that these sites will be built out as they have been allocated and assessed as developable during the 2011 or 2012 SHLAA process.

- C3 The final columns in green referring to dwellings in the BUAB at 31 October 2012 are provided for information. They help to show the current distribution of housing across the district. It should be noted that these are Council Tax registered dwellings and will include a small number of non-permanently occupied properties.

Settlement (as defined by Built-up Area Boundaries)	Past Completions 2006/07 to Sept 2012	Net Commitments With Planning Permission or Under-construction at 30 Sept 2012 (EXCLUDING allocation sites with permission)	Sites that have made significant progress through planning - but at 30 Sept 2012 did not have planning permission	Proposed New Local Plan Strategic Allocations (INCLUDING those that already have planning permission)	Proposed New Local Plan Non Strategic Allocations (INCLUDING those that already have planning permission)	TOTAL (Note that individual villages and rural areas totals only include completions from 2010/11 onwards)	Dwellings in Built-up Area Boundaries at 31 Oct 2012	Percentage of Dwellings District Wide at 31 Oct 2012 in Built-up Area Boundaries
East Devon's West End - Totals	8	2,947	-	4,500	-	7,455	15	0.02%
Cranbrook	8	2,947	-	3,100	-	6,055	15	0.02%
Pinhoe	-	-	-	800	-	800	-	0.00%
North of Blackhorse	-	-	-	600	-	600	-	0.00%
Towns - Totals	1,677	1,048	423	2,175	360	5,683	40,327	62.76%
Axminster	268	355	62	1,050	-	1,735	2,837	4.42%
Budleigh Salterton	37	27	-	-	110	174	2,741	4.27%
Exmouth	636	315	50	700	-	1,701	16,308	25.38%
Honiton	119	117	-	150	-	386	5,392	8.39%
Ottery St Mary	58	22	-	200	100	380	2,143	3.34%
Seaton	124	74	290	75	50	613	3,980	6.19%
Sidmouth	435	138	21	-	100	694	6,926	10.78%
Villages & Rural Areas - Totals in BuABs	596	155	-	-	773	1,524	12,081	18.80%
Awliscombe	-	-	-	-	20	20	43	0.07%
Alfington	-	-	-	-	8	8	63	0.10%
Axmouth	2	1	-	-	10	13	162	0.25%
Aylesbeare	-	6	-	-	50	56	101	0.16%
Beer	5	10	-	-	40	55	738	1.15%
Brampford Speke	-	-	-	-	5	5	111	0.17%
Branscombe	-	-	-	-	5	5	122	0.19%
Broadclyst	5	19	-	-	30	54	606	0.94%
Broadhembury	-	-	-	-	5	5	53	0.08%

Settlement (as defined by Built-up Area Boundaries)	Past Completions 2006/07 to Sept 2012	Net Commitments With Planning Permission or Under-construction at 30 Sept 2012 (EXCLUDING allocation sites with permission)	Sites that have made significant progress through planning - but at 30 Sept 2012 did not have planning permission	Proposed New Local Plan Strategic Allocations (INCLUDING those that already have planning permission)	Proposed New Local Plan Non Strategic Allocations (INCLUDING those that already have planning permission)	TOTAL (Note that individual villages and rural areas totals only include completions from 2010/11 onwards)	Dwellings in Built-up Area Boundaries at 31 Oct 2012	Percentage of Dwellings District Wide at 31 Oct 2012 in Built-up Area Boundaries
Chardstock	-	10	-	-	10	20	164	0.26%
Clyst Hydon	-	-	-	-	-	-	38	0.06%
Clyst St George	-	-	-	-	25	25	39	0.06%
Clyst St Mary	1	18	-	-	90	109	314	0.49%
Colaton Raleigh	1	-	-	-	5	6	144	0.22%
Colyford	6	9	-	-	10	25	319	0.50%
Colyton	1	5	-	-	35	41	955	1.49%
Dunkeswell	-	11	-	-	35	46	99	0.15%
Dunkeswell (Highfield)	-	2	-	-	-	2	572	0.89%
East Budleigh	1	-	-	-	15	16	353	0.55%
Ebford	-	4	-	-	25	29	128	0.20%
Feniton	1	1	-	-	35	37	716	1.11%
Hawkchurch	-	1	-	-	5	6	94	0.15%
Kilmington	-	8	-	-	15	23	317	0.49%
Lympstone	4	1	-	-	40	45	814	1.27%
Membury	-	-	-	-	5	5	53	0.08%
Musbury	-	-	-	-	10	10	172	0.27%
Newton Poppleford	-	12	-	-	40	52	794	1.24%
Offwell	-	-	-	-	5	5	72	0.11%
Otterton	-	3	-	-	15	18	264	0.41%
Payhembury	-	-	-	-	5	5	147	0.23%
Plymtree	-	-	-	-	5	5	118	0.18%
Rockbeare	-	2	-	-	10	12	170	0.26%
Sidbury	-	1	-	-	15	16	299	0.47%
Smallridge	-	1	-	-	5	6	67	0.10%
Stockland	-	-	-	-	5	5	62	0.10%
Talaton	-	-	-	-	5	5	88	0.14%
Tipton St John	-	-	-	-	10	10	243	0.38%
Uplyme	-	7	-	-	20	27	411	0.64%
Upottery	8	2	-	-	5	15	52	0.08%
West Hill	2	14	-	-	35	51	727	1.13%
Whimble	-	3	-	-	20	23	436	0.68%

Settlement (as defined by Built-up Area Boundaries)	Past Completions 2006/07 to Sept 2012	Net Commitments With Planning Permission or Under-construction at 30 Sept 2012 (EXCLUDING allocation sites with permission)	Sites that have made significant progress through planning - but at 30 Sept 2012 did not have planning permission	Proposed New Local Plan Strategic Allocations (INCLUDING those that already have planning permission)	Proposed New Local Plan Non Strategic Allocations (INCLUDING those that already have planning permission)	TOTAL (Note that individual villages and rural areas totals only include completions from 2010/11 onwards)		Dwellings in Built-up Area Boundaries at 31 Oct 2012	Percentage of Dwellings District Wide at 31 Oct 2012 in Built-up Area Boundaries
Woodbury	11	4	-	-	35	50		698	1.09%
Woodbury Salterton	-	-	-	-	5	5		143	0.22%
Rural Areas/Small Villages in BuABs	32	220	63	-	-	315		11,828	18.41%
Villages and Rural Areas Total	628	375	63	-	773	1,839			
Grand Totals	2,313	4,370	486	6,675	1,133	14,977		64,251	100.00%

Also Note:

- I. **Windfalls** - It should be noted that windfall completions will be in addition to these totals. The projected windfall completions will take projected development to over 16,500 dwellings.
- II. **Honiton Housing** - In respect of Honiton the plan allocates land for 150 new homes however plan policy provides for 450 new homes. The residual 300 dwellings (450 minus 150) are expected to come through windfalls development. If monitoring indicates a shortfall of provision then a reserve site is shown in the plan.
- III. **Seaton Housing** - In respect of Seaton the plan allocates land for 125 new homes however plan policy provides for 150 new homes. The residual 25 dwellings are expected to come through windfalls development. If monitoring indicates a shortfall of provision then a reserve site is shown in the plan.
- IV. **Sidmouth Housing** - In respect of Sidmouth the plan allocates land for 100 new homes however plan policy provides for 150 new homes. The residual 50 dwellings are expected to come through windfalls development. If monitoring indicates a shortfall then a reserve plan review will be appropriate.

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