

EAST DEVON DISTRICT COUNCIL

Notes of a Meeting of the Local Development Framework Panel held at the Knowle, Sidmouth on Tuesday 1 November 2011

Present
(for part or all of
the meeting):

Councillors:
Mike Allen (Chairman)
David Atkins
Ray Bloxham
Peter Bowden
Alan Dent
David Key
Douglas Hull
Andrew Moulding
Helen Parr
Steve Wragg
Claire Wright

Also Present
(for part or all of
the meeting):

Councillors:
Geoff Chamberlain
Paul Diviani
Vivien Duval -Steer
Jill Elson
Roger Giles
Graham Godbeer
Stephanie Jones

Frances Newth
Geoff Pook
Pauline Stott
Ian Thomas
Mark Williamson
Tim Wood

Honorary Alderman Vivienne Ash

Officers
Present
(for part or all of
the meeting):

Neil Blackmore, Landscape Architect
Matt Dickins, Planning Policy Manager
Andrew Digby, Planning Officer
Ed Freeman, Interim Development Manager
John Golding, Head of Housing
Nigel Harrison, Economic Development Manager
Kate Little, Head of Economy
Linda Renshaw, Senior Planning Officer
Claire Rodway, Senior Planning Officer
Ross Sutherland, Planning Officer
Hannah Whitfield, Assistant Democratic Services Officer
Frank Woolston, Senior Planning Officer

Apologies:

Councillors:
Martin Gammell
Steve Gazzard

The meeting started at 9.00am and finished at 5.55 pm.

90 Notes of Previous Meeting

The notes of the Local Development Framework (LDF) Panel meeting held on 25 October 2011 were discussed and agreed as a true record.

91 Declarations of Interest

The following declarations of interest were made by Members:

Councillor/Officer	Agenda Item	Type of Interest/ Action Taken	Nature of Interest
Councillor Claire Wright	General	Personal – Remained in Chamber to take part in discussion and voting	Councillor was a member of the Communities Before Developers (CBD) Campaign Group and had signed up to the CBD Candidate's Pledge
Councillors Ray Bloxham, Alan Dent and Douglas Hull	General	Personal – Remained in Chamber to take part in discussions and voting	Member of National Trust
Councillor Graham Godbeer	General	Personal – Remained in Chamber to take part in discussion	Vice Chairman of East Devon AONB
Councillor Mike Allen	General	Personal – Remained in Chamber to take part in discussion	Honiton Town Councillor
Councillor Douglas Hull	General	Personal – Remained in Chamber to take part in discussions and voting	Axminster Town Councillor
Councillor Douglas Hull	General	Personal – Remained in Chamber to take part in discussions and voting	Councillor was a member of the Communities Before Developers (CBD) Campaign Group
Councillor Peter Bowden	General	Personal – Remained in Chamber to take part in discussions and voting	Owner of a plot of land at Town Orchard, Whimple
Councillor Andrew Moulding	General	Personal – Left the Chamber during discussions and voting	Councillor was the Chairman of Cloakham Lawns Sports and Social Club

92 East Devon Housing and Employment Study

The Planning Policy Manager explained that it had been hoped to arrange a representative from Roger Tym and Partners to present the East Devon Housing and Employment Study report, however unfortunately due to prior commitments they were unable to attend. The Panel would be presented with key findings/issues within the report and the consultants would be asked to respond to questions/clarify issues raised that could not be answered by Officers present. Members noted that the report was still in draft form.

Key findings/issues within the East Devon Housing and Employment Study included:

- Housing Provision in East Devon –
 - Each year there were more deaths in the district than there were births;
 - High net in-migration meant there was an increasing population. Without in-ward migration the district's population would decline – the ageing population would increase;
 - Average household size was falling, therefore more homes were needed to house the same number of people;
 - All the above factors led to a need for home building;
- UK Economy and Devon Migration – when the economy was thriving there was greater in-ward migration into Devon;
- Only 9% of jobs in East Devon were knowledge based - these tended to be higher paid/skilled jobs;
- East Devon had a lower percentage of B space as a share of employment compared with Exeter, Devon and nationally. East Devon also had the lowest percentage of B1/office employment – a higher percentage of employment was in the tourism sector;
- The average workplace wage levels in the district were low compared with Exeter, Devon and nationally. Data showed that people commuted out of East Devon for higher paid/skilled jobs;
- There was a higher elderly profile in East Devon;
- Migration data showed that migration levels were lower in the older population. There were high in-ward and out-ward migration levels for 15 – 24 year olds as a result of young people going to college/university;
- Household requirements in East Devon based on ONS/CLG projections showed the need for approximately 17,000 houses for 2011 – 2031;
- Migration scenarios and implications/challenges of high or low in-ward migration needed to be considered. A low growth scenario would be contrary to West End objectives;
- Age structure of west and east areas – there was a higher older population in the east than in the west of the district. This needed to be taken into consideration when planning for health provision in the east;
- Under a low migration scenario 63% of homes would need to be provided in the west, with 27% of homes provided in the east – this was consistent with the policy approach of West End development;
- Tym's report suggested potential for 13,500 extra jobs in East Devon;
- The approach in the Local Plan sought to secure 1 new job for every new home built and to reduce out-commuting of jobs. Based on the approximate new homes in East Devon towns from 2011-2026 and 1 job per home and halving the current net out-commuting of residents there was a potential need for 12,430 jobs. Proposed employment provision distributed across the towns (excluding Budleigh Salterton) totalled 43 hectares (*later reduced to 42 hectares*) of strategic allocations and 12 hectares non-strategic allocations. A higher level of employment provision was advocated for Honiton due to its central location and good transport links.

92 East Devon Housing and Employment Study continued...

Speakers' comments included:

- There was more up to date data available than that used by consultants for the East Devon Housing and Employment Study;
- If increased/promotion of home working then there wasn't a need for such high levels of employment land being allocated;
- There had been an increase in elderly/retired population in East Devon, where as the working population had been stable or been declining. Reduced pensions would mean that there was less in-ward migration of the older people – therefore the proposed housing figure unjustified;
- Jobs to house ration misleading – should be 0.81;
- Windfalls should be included (based on long term historic activity) in the Plan – the shortfall in jobs would expand if they weren't;
- Halving out commuting was unrealistic – reducing to 20% significantly alters the figures for employment provision;
- Variation in total housing stock ranges from 2 – 50% - evidence needs to show that these figures align to local need;
- Need definition of West End – Greendale Business Park was included in Housing and Employment Study as being within the West End but did not form part of the strategy for the West End in the Local Plan;
- Housing projection of 15,000 was considered too low. Evidence from consultants suggests minimum of 16,400;
- Sites have been identified as deliverable that did not have the necessary infrastructure that other sites had. Expansion of Greendale Business Park created 350 jobs – status should be changed to deliverable and included in the Plan. Further evidence was needed to show that Clyst St Mary and Sandygate roundabouts were at capacity.

Matters raised and issues arising during subsequent discussion regarding housing provision included:

- The strength of the national economy affected migration trends;
- The Local Plan would be reviewed approximately every 5 years;
- Young people leaving the district to attend college/university returned in their 30s - this was considered to be healthy and not a concern;
- If the Council wanted to improve the district's economy through provision of new jobs, there would be a demand for housing;
- The West End was agreed by a partnership of local authorities (Exeter City Council, East Devon District Council and Teignbridge District Council) to be a growth zone and was part of a different housing and employment scenario to the rest of East Devon. It had been agreed in the previous Local Plan that some of Exeter's Growth, due to its constraints, would be accommodated in East Devon (this figure was to be added to the housing projections in the Study). 2,900 homes would not create a sustainable town, therefore it was proposed that Cranbrook would increase to 6,000 homes within the Plan period;
- Migration figures were for Devon – need to be aware of cross-boundaries issues;
- Concern that if the housing figure was too low affordable housing needs would not be met;
- Need ability for older people to move to smaller houses;
- Lack of houses forces up house prices beyond what is affordable for local people on low wages;

92 East Devon Housing and Employment Study continued...

- Projected housing figure recommended in the study should be a base figure – need to balance with aspirations of towns/villages;
- Evidence supported the proposed total housing number for East Devon;
- Concern that windfalls were not included in overall housing figure – Members were advised it was not possible to make an assumption on windfalls as there was no guarantee that they would come forward for development. The Council had been asked to plan positively and an inspector would remove windfalls from the Plan.

Matters raised and issues arising during subsequent discussion regarding employment provision included:

- Should concentrate on promotion of town centres in terms of employment provision;
- Need to provide more office space (B1 class) focused on town localities rather than warehouses;
- Reducing commuting - if there was a higher population of older people in the east of the district question the need for one job per house. Target for reducing out-commuting should be town based rather than district wide – a formula was required to take account of the variations;
- Need balanced communities – older people in the east would need carers/health provision;
- Promote retail in town centres rather than office space;
- Increase in unemployment didn't mean that there was a need to provide additional development land – floorspace vacated was still available for occupation;
- Vacant floorspace might not necessarily be the type of floorspace or located in the wrong place.

93 Key Changes to Local Plan Chapters

Members considered a report setting out proposed changes to the draft Local Plan prior to consideration by the Development Management Committee. A full copy of the draft Local Plan had been circulated to the Panel.

Members noted the following proposed changes within the draft Local Plan:

- Policies would be prefaced with the term 'Strategy' and renumbered;
- Reference to evidence would be inserted in the Plan in readiness for Development Management Committee consideration;
- The 'what you said' boxes would be updated to refer to feedback from Preferred Approach consultation responses and cross referencing to new evidence gathered;
- Statistics in the Plan would be updated;
- All plans within the report would updated where necessary;
- Health issues – following the Panel's debate on 18 October minor changes would be required to make reference to health and demographic considerations. The health consortia (Wakley and WEB) would be consulted upon planning applications with clear health/welfare implications;
- Chapter 17, Climate Change
 - Inclusion of a policy on integrating renewable energy into existing buildings;
 - Non-strategic parts of the Chapter would be moved to the Development Management Policy section, Part 2, of the Plan;

93 Key Changes to Local Plan Chapters continued...

- Chapter 8, Axminster - Cloakham Lawn site would be allocated for development – rather than advising that there was planning permission on the site;
- Chapter 6, Spatial Strategy
 - C1 – ‘homes’ would be referred to, rather than houses or dwellings, to reflect variations such as flats;
 - Policy to be included within the Plan on integrating renewable energy into existing buildings;
- Retail and Town Centres - Local thresholds below 2,500 sqm, single threshold for the District and different thresholds for different towns in respect of retail impact assessment accompanying new retail planning applications would be explored/defined;
- Coastal Preservation – Coastal Preservation Area to be reassessed;
- Employment land allocations and totals being amended following Panel consideration.

Speakers' comments:

- Ottery St Mary Town Council had submitted a submission stating that there should be a maximum of 300 houses provided in the town for the Plan period – the most appropriate place for development was to the west of the town. The submission also included many other elements of how the Town Council wished to see the town develop over the Plan period. Wishes of the town council and residents should be respected. Proposed housing provision was excessive;
- Draft CS4B – support promotion of biodiversity, however no mention of protecting biodiversity. Policy needs to be proactive in protecting and enhancing – links to DM policy E5, point 7, which should be retained. Cost of providing a barn owl box was minimal;
- Helpful if the proposed housing distribution table could include a breakdown for the small towns and villages;
- Not including windfalls distorted the housing figures;
- Concern that revision of Built-up Area Boundaries being undertaken at a later stage would leave towns and villages vulnerable to unwanted development – Council urged to complete the whole Plan for submission next year.

Members had a lengthy discussion regarding employment provision for each of the towns and considered each of the policies set out in the Draft Local Plan.

- RECOMMENDED:**
1. that the proposed provision of employment sites for each of the towns presented to the Panel be endorsed and included within the draft Local Plan, subject to the strategic allocation for Ottery St Mary being reduced to 3 hectares;
 2. that the Draft Local Plan be endorsed for consideration by the Development Management Committee with a recommendation to the Committee that the Plan goes out for an 8 week public review from the beginning of December, subject to changes proposed in the report to the Panel being incorporated and:
 - Chapter 6, Spatial Strategy - Proposed Housing Distribution Table

93 Key Changes to Local Plan Chapters continued...

- Move Cloakham Lawns housing figure to proposed new Local Plan strategic allocations column;
- Honiton – amend columns to read 300 and 150, instead of 350 and 100.
- Chapter 3 - add Vision Statement;
- 3.3 – change ‘smart’ to ‘creative’;
- 3.4 – add ‘look after non-designated countryside’;
- Draft CS1 – update housing figure and insert ‘42 strategic hectares and 12 non-strategic hectares’ of employment land would be provided;
- 6.14 (f) – remove ‘Current estimates suggest that up to or over 200 dwellings per year could be built on this basis’;
- Draft CS3 – add Bruntland definition of sustainable;
- Draft CS4 – include ‘health’ in second bullet point;
- Draft CS5 – add ‘after 2021’ to the added text;
- Draft CS6 – make reference to urban design as well as Clyst Valley Regional Park and include that the Park was subject to parkland protections;
- Draft CS7 –
 - include definition of infrastructure from New Growth Point website;
 - include health and education to coordinated infrastructure provision;
 - add ‘particularly Broadband’ after ICT provision;
- 7.29 – remove ‘it would compromise the Green Wedge and might lead to undesirable long term coalescence with Rockbeare’;
- Draft CS14 (Axminster) -
 - Jobs – allocate 8 strategic allocations hectares of employment land;
 - Infrastructure – include foul and surface water drainage;
- 9.2 – clarify roads separated by the green wedge and include green wedge in DM policy;
- Draft CS (Budleigh Salterton) – change ‘preservation’ to ‘conservation’;
- Draft CS15 (Exmouth) –
 - Social and Community Facilities – add leisure;
 - Infrastructure – upgrading of public transport provision’ to precede ‘competition of Dinan Way’;
 - Include green wedge in DM policy;
 - Jobs – allocate 16 strategic allocations hectares and 4 non-strategic allocations

93 Key Changes to Local Plan Chapters continued...

- hectares of employment land;
- Draft CS16 (Honiton) –
 - New Homes – 150 homes as part of the redevelopment of Ottery Moor Lane to precede sites will be identified for an additional 300 homes;
 - Jobs – allocate 15 strategic allocations hectares of employment land;
- Draft CS17 (Ottery St Mary), Jobs – allocate 3 strategic allocations hectares of employment land;
- Chapter 13 – add ‘Seaton Sea Front – east of West Walk’ to the reference to the draft Shoreline Management Plan 2;
- Draft CS18 (Seaton) –
 - Jobs – amend 4 hectares to 3 hectares of non-strategic allocations hectares of employment land;
 - Social and Community Facilities - add sports facilities;
- Chapter 14 – include a reference to Shoreline Management Plan 2;
- Draft CS19 (Sidmouth), Jobs – allocate 5 non-strategic allocations hectares of employment land, which should in principle be B1 space appropriate to the regency quality of the town;
- Draft CS20, Facilities – add health and education facilities after community and remove the word ‘hub’;
- Draft CS22 – reword to refer to those settlements with facilities that don’t have Built-up Area Boundaries;
- 15.26 – change ‘small proportion’ to ‘key proportion’;
- Draft CS23 – remove ‘and affordable housing schemes’;
- Draft CS24 – policy to be reworded to include ‘open market’ before residential dwellings and to take into account the Panel’s comments regarding removing ‘as part of the overall development’ and open market contributions to workspace.;
- 16.21 – change ‘protect’ to ‘conserve’;
- Draft CSX - add ‘and facilitate’ after support and include reference to green infrastructure;
- Draft CS26 –
 - remove references to hubs;
 - amend third bullet to read ‘10 (or more) at all settlements with a range of facilities’;
 - refer to proximity to GP practices;
- Draft CS (Sustainable Design and Construction) –

93 Key Changes to Local Plan Chapters continued...

- refer to water harvesting and handling waste;
- Draft CS31 – change Core Strategy to Local Plan;
- Draft CS34 –
 - add 'international and' nationally designated sites;
 - add 'public' benefits of the development;
 - amend habitat regulations to Conservation of Habitats and Species Regulations 2010;

Draft CS35 – add 'seek to' after despoiled;

94 Proposed Development Management Policies of the Local Plan
(minute 88 refers)

Members continued to consider the schedule setting out each of the Development Management policies, proposed new Local Plan text, justification for the policy and officer recommendations giving explanation of the recommendations presented to Members at the their previous meeting.

Members had a lengthy discussion regarding the Development Management polices set out in the schedule from H1 to E10 .

RECOMMENDED:

that the proposed Development Management policies be incorporated/amended in accordance with the schedule up to Policy SH1, into the new Local Plan subject to:

- Policy H2 – remove 'sites will be listed here', as sites would be listed in the Local Plan;
- Policy H5 – retain 3. i) and ii);
- Policy H6 – retain;
- Policy H8 – wording to highlight the difference between temporary dwellings and permanent dwellings and the different requirements for each;
- Policy H12, 5 – add 'or amenity of occupiers of neighbouring properties';
- Policy E1 - remove 'sites will be listed here', as sites would be listed in the Local Plan;
- Policy E5 – retain point 7;
- Proposed new Policy E7 – change located closely to well related;
- Proposed new Policy E8 – add 'open market' residential units;
- Proposed new Policy E9 – change built out to occupied.

After the meeting it was agreed that the remaining Development Policies would considered at the Special Development Management Committee on 18 November 2011.