

EAST DEVON DISTRICT COUNCIL

Notes of a Meeting of the Local Development Framework Panel held at the Knowle, Sidmouth on Tuesday 11 October 2011

Present: Councillors:
Mike Allen (Chairman)
Ray Bloxham
Alan Dent
Andrew Moulding
Helen Parr
Steve Wragg
Claire Wright

Also Present: Councillors:
David Atkins
Derek Button
Maddy Chapman
Paul Diviani
Vivien Duval-Steer
Martin Gammell
Steve Gazzard
Roger Giles
Graham Godbeer
Mike Howe
John Humphreys
Douglas Hull
Ben Ingham
Frances Newth
Philip Skinner
Pauline Stott
Ian Thomas
Tim Wood
Eileen Wragg

Honorary Alderman:
Vivienne Ash
Mike Green
Ron Mudge

Officers:
Janthia Algate, Major Projects Manager
Matt Dickens, Planning Policy Manager
Kate Little, Head of Economy
Fliss Morey, Projects Director, Exeter & East Devon Growth Point
Linda Renshaw, Senior Planning Officer
Claire Rodway, Senior Planning Officer
Ross Sutherland, Planning Officer
Hannah Whitfield, Assistant Democratic Services Officer
Andrew Wood, Head of Infrastructure and Partnerships, Exeter
and East Devon Growth Point
Frank Woolston, Senior Planning Officer

Apologies: Panel Members
Councillor Peter Bowden

Non-Panel Members

Councillors:
Geoff Chamberlain
Jill Elson
Tony Howard
Stephanie Jones
Geoff Pook
Mark Williamson

The meeting started at 2.00pm and finished at 6.55 pm.

61 Notes of Previous Meeting

The notes of the Local Development Framework (LDF) Panel meeting held on 4 October 2011 were discussed and agreed as a true record.

62 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 and Alan Dent	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 Graham Godbeer	Item 9 – West End Development	Personal – Remained in Chamber to take part in discussion	Director on the Science Park Board
Councillor Mike Allen	General	Personal – Remained in Chamber to take part in discussion	Honiton Town Councillor
Councillor Philip Skinner	Item 7 – Towns of East Devon, Exmouth	Personal – Remained in the Chamber	Brother was tenant farmer of Maer/Green Farm, Littleham
Councillor Pauline Stott	Item 7 – Towns of East Devon, Exmouth	Personal – Remained in Chamber to take part in discussion	Lived in Featherbed Lane, Exmouth
Councillor Mike Howe	Item 11 – Villages and Rural Areas Development	Personal – Remained in Chamber to take part in discussion	Owned the Post Office in Clyst St Mary

63 Forward Plan and Schedule of Meetings

Members noted the forward plan which scheduled items and subjects for discussion at future meetings.

During the meeting the following items/subjects were deferred to future Panel meetings:

18 October

- *Towns of East Devon – Exmouth – revised chapter*
- *Villages and Rural Area Development – revised chapter*
- *Local Plan Vision Statement*

25 October

- *Spatial Strategy Chapter*
- *West End Chapter*
- *Development Management policies*
- *Thriving Communities Chapter*

64 Towns of East Devon – Exmouth Chapter (Minute 58 (b) refers)

Members had considered the initial draft chapter, including proposed strategic policy text, for Exmouth at the previous meeting and deferred making a recommendation to allow for further discussion with/comment from Exmouth Ward Councillors, Lympstone Parish Council and Exmouth Town Council Clerks. Papers before the Panel presented an Officer assessment for how provision of an additional 1000 homes could be accommodated in Exmouth – Officer assessment differed from representation/proposals received from Exmouth Town Council.

Members noted that the initial draft chapter considered at the previous meeting had been inaccurately drafted in respect of referring to the 75 at Rolle College as being included in the 1000 provision – the provision of 75 dwellings at Rolle College was accounted for in the ‘commitments’.

Speakers’ comments included:

- A paper summarising Exmouth Town’s Council position regarding proposed allocations for the town had been submitted – the Town Council was not able to give a definitive response based on a lack of clear process. Development in the region of 1000 dwellings would be accepted over 15 years, however infill was preferable to green field development. Goodmore’s Farm was accepted as a site for mixed use development. Land owners should present their proposals through a public process before a decision was taken on allocations to be included in the Local Plan – responses from Exmouth Town Council and Lympstone Parish Council needed to be taken into consideration;
- Sites supported/proposed by the Town Council:
 - St John’s Road site was not accepted by the Town Council as a site for development;
 - Various smaller sites in Littleham had been identified (which could be seen in the Town Council’s latest submission) to provide housing instead of allocating the development for 500 houses in the Maer Valley - based on the plan submitted by the Town Council it was possible that 190 houses could be accommodated on part of the Littleham/Maer Valley site;
 - Brixington Goodmore’s Farm – mixed use development;

64 Towns of East Devon – Exmouth Chapter (Minute 58 (b) refers) cont...

- Exmouth infill from sites released by relocation from the Police Station, Hospital and Health Centre;
- Other DCC owned sites likely to be sold for development;
- Permissions already in the system;
- Littleham/Maer Valley site – Clinton Devon Estates background paper was provided. The site was in a highly sustainable location, closest to the town centre and the main community facilities and supported Exmouth's vision. The site offered a natural infill to existing urban development as the site was surrounded by 3 sides by existing urban development. The site was well connected to public transport routes, cycle routes and footpaths. Capital from site would be used to reinvest in agriculture and Liverton Business Parks 2 and 3. A Masterplan had been produced and continued to be informed by the community. Ecological impacts from developing the site were minimal. In the longer term the Farm that existed in Maer Valley was unviable;
- Number of sites identified at Littleham, as presented in the Town Council's submission, which didn't include building on the Maer Valley, including the Pankhurst Estate. Maer Valley was special to the local community – provides recreational value through footpaths;
- Residents concerned about proposed development at Marley Road (extension to Goodmore's Farm). Land identified was of great landscape value which existing policies protected. Developing would impact on the character of the area. The greenwedge was an important wildlife corridor. Focus should be on affordable housing – alternatives to developing this site were available;
- Lympstone Parish Council to be consulted on the details, such as affordable housing, for the Goodmore's Farm site.

Observations and comments made during a lengthy discussion about the draft chapter and proposed strategic policy text for Exmouth included:

- Submissions need to be evidence based – concern raised about inclusion of sites released for relocation and DCC sites to be sold for redevelopment;
- Concern raised about including additional sites not submitted as part of SHLAA process – might be questioned by the Inspector;
- Goodmore's Farm was a cross-boundary site with Lympstone – needed to be taken into consideration regarding affordable housing provision for example;
- Windfall sites to be included in housing targets? - Government guidance stated windfalls sites should not be included unless under exceptional circumstance, for example in a constrained urban location;
- Site for 190 houses at Littleham put forward by Town Council was part of the 500 dwelling Littleham/Maer Valley site proposed, which had been submitted in the SHLAA process;
- 'Donkey Hill' identified as green space on masterplan for the Littleham/Maer Valley site was not valuable as open/recreational space;
- Concern regarding development affecting the viability of the farm that existed in the Maer Valley;
- Question Exmouth as a sustainable location for housing due lack of employment provision in the town and inadequate road infrastructure;
- Remove Littleham/Maer Valley proposal (500 houses) and review if and when there are improvements to transport infrastructure;
- Affordable housing was a priority for Exmouth;

64 Towns of East Devon – Exmouth Chapter (Minute 58 (b) refers) cont...

RECOMMENDED:

1. that the Marley Road site, adjoining Goodmore's Farm, be not included as allocation site in the Local Plan;
2. that the principle of 190 houses be accepted on the Maer Valley/Littleham site as an allocation site in the Local Plan, with the Planning Policy Manager to produce a map defining the area of the site for development;
3. that 350 houses at Goodmore's Farm be accepted as a mixed use allocation site for the Local Plan. Exmouth Town Council and Lympstone Parish Council were to be consulted on details for the site;
4. that a revised chapter for Exmouth, to reflect the recommendations of the Panel, be brought back a future meeting. Refinements to include those comments raised regarding the text at the previous meeting, plus:
 - including that the Exe Estuary was an international designation; and
 - 9.2 - removing the word 'numerous'

65 Villages and Rural Areas Development

Members considered proposed text for inclusion in the Local Plan regarding Smaller Towns, Villages and Countryside. At their meeting on 2 August 2011 the Panel had agreed an overall increase of 5% in dwellings in those settlements with Built-up Area Boundaries, outside the main towns and the West End for the plan period. Communities could propose additional development (above the 5%), supported by a Neighbourhood Plan, if they wished to have additional housing growth to deliver infrastructure or support a facility for example. A revised rural areas housing figure table was circulated to Members at the meeting, setting out the 5% increase for settlements with a Built-up Area Boundary rounded to the nearest 5 and also identified those rural settlements that had requested housing above 5%.

Speakers' comments included:

- Beer – Additional housing requested by Beer Parish Council driven by the need for affordable housing - evidenced through Housing Needs Survey and public consultation. Existing affordable housing threshold mechanism needed to addressed;
- Concern that Neighbourhood Plans would be too costly to produce and would affect sustainable settlements without Built-up Area Boundaries;
- Include 'geology' within the Plan;
- Colyford/Colyton – should be considered as one settlement. Need identified for additional affordable housing. Weight should be given to the endorsed Parish Plan. Support for a similar business park to that recently completed in the Parish. Parish had a number of facilities which need to be supported to avoid closure. Green wedges to be maintained in order to maintain individual character of each community;

65 Villages and Rural Areas Development cont...

- Lympstone – 5% increase of housing for the village was acceptable. Housing Needs Survey identified the need for 11 affordable homes. Wish to see green spaces retained;

Matters raised and issues arising during subsequent discussion included:

- Development should be phased in Budleigh Salterton;
- Budleigh Salterton should be included in the towns of East Devon and allocations identified;
- Newton Poppleford wished to achieve a centre for the village. Survey undertaken identified the need for 20 affordable houses. The proposed housing figure was to be discussed at the next Parish Council meeting;
- Suggestion of overall increase of 5% of a parish instead of 5% of a village – important to take wider housing figures into consideration;
- Concern regarding impact of 5% increase of large parishes such as Ottery St Mary and those in the AONB;
- Parishes had been invited to submit proposals of growth above the 5% increase – 17 responses had been received from Parish Councils either stating that they were happy with the 5% increase or proposing a figure for additional housing growth (those that had identified a need for additional growth had been highlighted on the revised rural areas housing figures table);
- There should be no nils proposed for rural settlements with Built-up Area Boundaries as this would lead to stagnation – round up to 5;
- Neighbourhood Plan had to accord with the Local Plan;
- Aylesbeare Parish Council requested an additional 50 houses, however don't wish to see more than 80 houses. Parish Council had undertaken surveys and consultation – additional housing was required to give the village a 'heart';
- Awliscombe elongated – wishes to create a 'heart' for the village;
- CS22 – query text change of 'adjacent' to 'well related'. Members were advised that this allowed flexibility for smaller settlements without a Build-up Area Boundary to accommodate proven housing need.

RECOMMENDED:

1. that Budleigh Salterton be removed from the Smaller, Towns, Villages and Countryside section of the Local Plan and have its own Chapter as a town of East Devon;
2. that the revised rural area housing figures table be approved, subject to:
 - evidence being received from Awliscombe and Newton Poppleford Parish Councils within 7 days to support a housing figure above the 5% increase;
 - Budleigh Salterton being removed;
 - Colyton and Colyford being considered as one rural settlement with a proposed housing figure of 45;
 - that all nils set out in the revised rural areas housing figures table be rounded up to 5;
3. that the draft Smaller Towns, Villages and Countryside Chapter be refined and revised version be brought back to a future meeting.

66 West End Chapter (Minute 59 refers)

At the previous meeting Members had considered a report recommending key proposed changes to Preferred Approach policy in respect of housing and other policy relating to the West End – Members had heard representations from third parties but deferred making recommendations until an updated housing distribution chart had been circulated.

Following the presentation from Devon County Council at the previous meeting note had been taken of their views on the suitability of the Science Park access road to serve in the longer term as a through into Exeter. Note had also been taken of concerns about potential impacts on the Science Park in respect of the road becoming a long term through route. Therefore the proposed draft West End Chapter included provision for longer term residential development at Blackhorse/Redhayes; development should provide/help facilitate provision of a new road – this was contrary to the key proposed changes presented at the previous meeting.

Members had been advised of a correction to the text in the Preferred Policy Approach – Draft CS 8, which should have read:

“In the longer term and beyond 2026 (and expected to be in the 2026 to 2031 period) Cranbrook is envisaged to develop in a ~~south-easterly~~ **south westerly** direction (south of the A30) with provision for a further 1,500 homes. Proposals for the development of Cranbrook will need to take into account this longer term development aspiration.”

Speakers comments:

- Oversupply of employment land provision for the West End – risk of Skypark and Science Park, which had contributed substantial sums in Section 106 contributions, being unviable. Welcome Council’s direction with regard to strategic employment allocations, however question whether it went far enough.
- Comprehensive development required in the West End in order to ensure infrastructure was adequate and well planned – need to deliver infrastructure for the future;
- No justification for parallel road to the Science Park – working with DCC to look at alternatives. Residential development at Blackhorse/Redhayes would see coalescence of Cranbrook with Exeter. Like to see reinstatement of extension to Skypark in the Plan. Urge Council to allocate employment land for the Airport for airport related uses.
- Welcome reinstatement of Blackhorse/Redhayes in the Local Plan, however should be included in the Plan now instead of a longer term residential development so that it forms part of the 5 year land supply. Level of development in Cranbrook would mean that the road through the Science Park was heavily used – distracts from the Science Park’s ethos. Developers committed to delivering the development, which would support the urban extension of Exeter.
- Increase in housing in Cranbrook from 5000 to 6000 implies increased density at the expense of the environment. Concerned about proposed expansion to the south west – in breach of going south of the A30. Allocations should be reconsidered to allow for a more balanced approach to the West End and the rest of East Devon. Question unsustainability of residential development on the A3052. Green wedge between Cranbrook and Rockbeare to be retained.

66 West End Chapter (Minute 59 refers) cont...

The Head of Economy explained the proposals, allocations and their current status for the West End.

Observations and comments made during a lengthy discussion about the proposed draft West End Chapter included:

- Panel needs to have seen the Housing and Employment Land Study report from consultants before recommendations could be made. Members were advised that the West End operated in different market to the rest of East Devon, working in partnership with Exeter and Teignbridge. The consultants report focused on the rest of East Devon rather than the West End;
- Concern that without an parallel road to the Science Park, ethic of the Park would be affected;
- Economy Think Tank supported 5 hectares of employment land at the airport – concern that more than this would dilute the market and affect the viability of existing commitments such as Skypark;
- Concern that building at Blackhorse/Redhayes would result in an unsustainable development;
- Concern raised about increased density of housing at Cranbrook. Members were advised that the Growth Point would soon be commencing a masterplan for Cranbrook;
- Risk if Blackhorse/Redhayes was phased earlier that delivery of Cranbrook would be affected. Parallel road to Science Park would not be required until the second phase of the Park commenced. This would be kept under review and brought forward if required.
- Would like to see a map identifying green infrastructure;
- To address the issue of needing a 5 year land supply for the West End and to ensure adequate infrastructure was planned, 1500 houses to the south west of the A30 were included in the Local Plan as an area of search in the longer term (beyond 2026);
- Critical that the Council has a 5 year land supply to prevent unwanted development in the District.

RECOMMENDED:

1. that up to date, enlarged, maps/plans are brought to the LDF Panel meeting scheduled for 25 October showing sequencing for proposals/allocations for the West End and green infrastructure;
2. that the initial draft West End Chapter be considered at the LDF Panel meeting on 25 October, to allow Members to consider the Housing and Employment Land Study report.

67 Spatial Strategy Chapter

This draft chapter set out details of the overall strategy for development in East Devon for the years ahead, including how many houses would be built, where development would be located and how the District's outstanding natural environment would be conserved and enhanced.

67 Spatial Strategy Chapter cont...

Speaker's comments included:

- No mention of population data in the draft chapter – key data needs to be more visible to the public. Growth planned for East Devon was double the national average. Local Plan focused on needs of migrants rather than existing East Devon residents;
- Windfalls should be included for transparency;
- Financial analysis not been provided for infrastructure to accommodate the proposed growth;
- Question the need for more employment land if pushing for rural broadband – rural broadband allowed for more home working;
- Commitments, with planning permission, in Ottery St Mary should state 12 not 9.

RECOMMENDED: that the initial draft Spatial Strategy Chapter be considered at LDF Panel meeting scheduled for 25 October, to allow Members to consider the Housing and Employment Study report.

68 Development Management Policies

Part two of the new Local Plan was proposed to comprise development management policies. A schedule listing the current Local Plan policies and the recommendations/advise of the Development Manager and Development Management Teams on whether they should be retained, changed or not carried forward in the new Local Plan was presented to Members. In addition to the policies listed in the schedule it was also proposed that new/adjusted policies were included regarding coastal erosion and economy and employment (considered later in the agenda).

- RECOMMENDED:**
1. that Members send their comments regarding the recommendations on the proposed Development Management policies as set out in the Schedule to the Chairman, Councillor Mike Allen and Planning Policy Manager by end of Wednesday 19 October;
 2. that the Development Management policies to be included in Part 2 of the Local Plan be considered at the LDF Panel scheduled for the 25 October.

69 Thriving Communities Chapter

RECOMMENDED: that the Panel consider the draft Thriving Communities Chapter (including employment policies) at the LDF Panel meeting scheduled for the 25 October.

70 Local Plan Vision Statement

RECOMMENDED: that the redrafted Local Plan Vision Statement be considered at a future Panel meeting.