**Oversight and Governance**
Chief Executive's Department
Plymouth City Council
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Plymouth PL1 3BJ

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# CITY COUNCIL

Monday 22 June 2020
2.00 pm
MS Teams Meeting

**Members:**
Councillor Mavin, Chair

Councillor Winter, Vice Chair

Councillors Allen, Mrs Aspinall, Ball, Mrs Beer, Bowyer, Mrs Bowyer, Mrs Bridgeman, Buchan, Carson, Churchill, Coker, Cook, Corvid, Dann, Darcy, Sam Davey, Deacon, Derrick, Downie, Drean, Evans OBE, Goslin, Haydon, Hendy, James, Mrs Johnson, Jordan, Kelly, Laing, Michael Leaves, Samantha Leaves, Loveridge, Lowry, McDonald, Morris, Murphy, Neil, Nicholson, Parker-Delaz-Ajete, Penberthy, Mrs Pengelly, Rennie, Riley, Singh, Pete Smith, Rebecca Smith, Stevens, Jon Taylor, Kate Taylor, Tuffin, Tuohy, Vincent, Ms Watkin, Wheeler and Wigens.

Members are invited to attend the above meeting to consider the items of business overleaf.

For further information on attending Council meetings and how to engage in the democratic process please follow this link - Get Involved

**Tracey Lee**
Chief Executive

# City Council

## Agenda

**1. Apologies**

To receive apologies for absence submitted by councillors.

**2. Minutes** **(Pages 1 - 4)**

To approve and sign the minutes of the meeting held on 22 May 2020 Annual General Meeting as a correct record.

**3. Declarations of Interest** **(Pages 5 - 6)**

Members will be asked to make any declarations of interest in respect of items on this agenda. A flowchart providing guidance on interests is attached to assist councillors.

**4. Appointments to Committees, Outside Bodies etc**

The Acting Monitoring Officer will report on vacancies on committees, outside bodies etc and of changes notified to Democratic Support for Council to note.

**5. Announcements**

(a) To receive announcements from the Lord Mayor, Chief Executive, Service Director for Finance or Head of Legal Services;

(b) To receive announcements from the Leader, Cabinet Members or Committee Chairs.

**6. Questions by the Public**

To receive questions from and provide answers to the public in relation to matters which are about something the council is responsible for or something that directly affects people in the city, in accordance with Part B, paragraph 11 of the Constitution.

Questions, of no longer than 50 words, can be submitted to the Democratic Support Unit, Plymouth City Council, Ballard House, West Hoe Road, Plymouth, PL1 3BJ, or email to democraticsupport@plymouth.gov.uk. Any questions must be received at least five complete working days before the meeting.

**7. Capital and Revenue Outturn Report 2019/20** **(Pages 7 - 24)**

**8. Plymouth and South West Devon Supplementary Planning Document** **(Pages 25 - 500)**

**9. Motions on notice (To Follow)**

To consider motions from councillors in accordance with Part B, paragraph 14 of the Constitution.

**10. Urgent Key Decisions to be Reported (To Follow)**

**11. Questions by Councillors**

Questions to the Leader, Cabinet Members and Committee Chairs covering aspects for their areas of responsibility or concern by councillors in accordance with Part B, paragraph 12 of the constitution.

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**City Council**

**Friday 22 May 2020**

**PRESENT:**

Councillor Ball, in the Chair.
Councillor Mrs Beer, Vice Chair.
Councillors Allen, Mrs Aspinall, Bowyer, Mrs Bowyer, Mrs Bridgeman, Buchan, Carson, Coker, Cook, Corvid, Dann, Darcy, Sam Davey, Deacon, Derrick, Downie, Drean, Evans OBE, Goslin, Haydon, Hendy, James, Mrs Johnson, Jordan, Kelly, Laing, Michael Leaves, Samantha Leaves, Loveridge, Lowry, Mavin, McDonald, Morris, Murphy, Neil, Nicholson, Parker-Delaz-Ajete, Penberthy, Mrs Pengelly, Rennie, Riley, Singh, Pete Smith, Rebecca Smith, Stevens, Jon Taylor, Kate Taylor, Tuffin, Tuohy, Vincent, Ms Watkin, Wheeler, Wigens and Winter.

Apologies for absence: Councillor Churchill

The meeting started at 10:30 and finished at 11:30.

*Note: The full discussion can be viewed on the webcast of the City Council meeting at www.plymouth.gov.uk. At a future meeting, the Council will consider the accuracy of these draft minutes, so they may be subject to change. Please check the minutes of that meeting to confirm whether these minutes have been amended.*

1. **Nomination and declaration of office of the Lord Mayor for the period up to the next Annual Meeting**

Council agreed that Councillor Chris Mavin is elected Lord Mayor of the City for the ensuing year.

The Lord Mayor announced the appointment of Mr Brian Gerry at Sherwell United Church as his Chaplain and would arrange to transfer the Lord Mayor's Chaplaincy insignia to Mr Gerry.

2. **Election of the Deputy Lord Mayor for the period up to the next Annual Meeting**

Council agreed that Councillor Darren Winter is elected Deputy Lord Mayor of the City for the ensuing year.

3. **Vote of thanks to the retiring Lord Mayor and Deputy Lord Mayor**

Council accorded to Councillor Richard Ball the sincere thanks of the Citizens of Plymouth for the invaluable services he had rendered to the City as Lord Mayor since May 2019, and for the able manner in which he had presided over the deliberations of the Council during that period.

Council also expressed its indebtedness to Councillor Terri Beer for her diligent and efficient discharge of the duties of Deputy Lord Mayor, and to Mrs Dianne Ball as the Lady Mayoress and to Mr Colin Beer as Deputy Lord Mayor's Consort, who have supported them during their year in office.

The retiring Lord Mayor took this opportunity to thank the Reverend Joe Dent for acting as my chaplain throughout my term of office and would arrange for his commemorative Badge of Office" to be presented to him.

The Retiring Lord Mayor was pleased to have this opportunity to thank Nathan Cooke who has acted as Cadet throughout this year.

4. **To note the Leader of the City Council**

Agreed that Councillor Evans OBE is elected Leader of the City Council.

5. **To note the membership of the Cabinet (to follow)**

The Council received the report of Councillor Evans OBE which advised that the Cabinet would comprise the following members:

- Councillor Pete Smith – Deputy Leader;
- Councillor Chris Penberthy – Cabinet Member for Housing and Cooperative Development;
- Councillor Mark Lowry – Cabinet Member for Finance;
- Councillor Sally Haydon – Cabinet Member for Customer Focus and Community Safety;
- Councillor Mark Coker – Cabinet Member for Strategic Planning and Infrastructure;
- Councillor Sue Dann – Cabinet Member for Environment and Street Scene;
- Councillor Jon Taylor – Cabinet Member for Education, Skills and Transformation;
- Councillor Kate Taylor – Cabinet Member for Health and Adult Social Care;
- Councillor Jemima Laing – Cabinet Member for Children and Young People.

Agreed that the membership of Cabinet is noted.

6. **To agree committees and their members and appoint Chairs and Vice Chairs (to follow)**

A schedule of the nominations to committees, joint committees, panels etc was submitted.

Agreed that approval is given to the appointments to committees, joint committees, panels etc and their chairs and vice chairs for the transaction of the business of the Council until the next Annual Meeting as set out in the list circulated.

7. **To nominate or appoint representatives to outside bodies (to follow)**

A schedule of the nominations to outside bodies was submitted.

Agreed that approval is given to the appointments and nominations of councillors and others as representatives on outside bodies as indicated.

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# DECLARING INTERESTS – QUESTIONS TO ASK YOURSELF

What matters are being discussed?

**DPI**

Does the business relate to or is it likely to affect a disclosable pecuniary interest (DPI)? This will include the interests of a spouse or civil partner (and co-habitees):

- any employment, office, trade, profession or vocation that they carry on for profit or gain
- any sponsorship that they receive including contributions to their expenses as a councillor or the councillor's election expenses from a Trade Union
- any land licence or tenancy they have in Plymouth
- any current contracts leases or tenancies between the Council and them
- any current contracts leases or tenancies between the Council and any organisation with land in Plymouth in they are a partner, a paid Director, or have a relevant interest in its shares and securities
- any organisation which has land or a place of business in Plymouth and in which they have a relevant interest in its shares or its securities

No

Yes → Declare interest and leave (or obtain a dispensation)

**Private Interest**

Does the business affect the well-being or financial position of (or relate to the approval, consent, licence or permission) for:

- a member of your family or
- any person with whom you have a close association; or
- any organisation of which you are a member or are involved in its management (whether or not appointed to that body by the council). This would include membership of a secret society and other similar organisations.

Yes

No → You can speak and vote

Will it confer an advantage or disadvantage on your family, close associate or an organisation where you have a private interest more than it affects other people living or working in the ward?

Yes

No → Declare the interest and speak and vote

Speak to Monitoring Officer in advance of the meeting to avoid risk of allegations of corruption or bias

**Cabinet**

Cabinet members must declare and give brief details about any conflict of interest* relating to the matter to be decided and leave the room when the matter is being considered. Cabinet members may apply to the Monitoring Officer for a dispensation in respect of any conflict of interest.

*A conflict of interest is a situation in which a councillor's responsibility to act and take decisions impartially, fairly and on merit without bias may conflict with his/her personal interest in the situation or where s/he may profit personally from the decisions that s/he is about to take.

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# City Council

| | |
|---|---|
| Date of meeting: | 22 June 2020 |
| Title of Report: | **Capital & Revenue Outturn Report 2019/20** |
| Lead Member: | Councillor Mark Lowry (Cabinet Member for Finance) |
| Lead Strategic Director: | Andrew Hardingham (Service Director for Finance) |
| Author: | Paul Looby – Head of Financial Planning and Reporting<br>Hannah West - Finance Business Partner |
| Contact Email: | paul.looby@plymouth.gov.uk<br>hannah.west@plymouth.gov.uk |
| Your Reference: | PL20/21 |
| Key Decision: | No |
| Confidentiality: | Part I - Official |

**Purpose of Report**

This report outlines the finance monitoring position of the Council as at the end of March 2020.

The primary purpose of this report is to detail how the Council has delivered against its financial measures using its capital and revenue resources, to approve relevant budget variations and virements, and report new schemes approved in the capital programme.

As shown in Table 1 below, the council has effectively balanced its budget reporting a small revenue overspend of £0.005m. The overall net spend equates to £185.488m against a budget of £185.483m.

Due to the need to deliver in excess of £17.000m of savings in 2019/20 on the back of balancing the 2018/19 revenue budget where £11m of net revenue reductions were successfully delivered this is a commendable outturn position. In addition to meeting the spending challenges over the past year there has been an impact upon the council's finances due to the COVID 19 pandemic.

**Table 1: End of year revenue forecast**

| | Budget £m | Forecast Outturn £m | Variance £m |
|---|---|---|---|
| **Total General Fund Budget** | **185.483** | **185.488** | **0.005** |

The latest capital budget as at 31 March 2020 for the five years from 2018/19 to 2022/23 was £892.911m. The capital programme expenditure for 2019/20 is £196.180m. This is shown by Directorate in Table 5.

## Recommendations and Reasons

1. Note the revenue outturn position;
2. Note the revenue costs to be funded under the Flexible Use of Capital Receipts Policy and that Council approves the Policy as recommended by the Service Director Finance;
3. Note the use of Working Balances to ensure a balanced position is achieved in 2019/20;
4. Note the Capital Report including the Capital Financing Requirement of £196.180m.

## Alternative options considered and rejected

None – our Financial Regulations require us to produce regular monitoring of our finance resources including a revenue and capital outturn position which culminates in the production of the 2019/20 annual statement of accounts.

## Relevance to the Corporate Plan and/or the Plymouth Plan

The financial outturn report is fundamentally linked to delivering the priorities within the Council's Corporate Plan. Allocating limited resources to key priorities will maximise the benefits to the residents of Plymouth.

## Implications for the Medium Term Financial Plan and Resource Implications:

Robust and accurate financial monitoring underpins the Council's Medium Term Financial Plan (MTFP). The Council's MTFP is updated regulary based on on-going monitoring information, both on a local and national context. Any adverse variations from the annual budget will place pressure on the MTFP going forward and require additional savings to be generated in future years.

## Carbon Footprint (Environmental) Implications:

No impacts directly arising from this report.

## Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:

** When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.*

The reducing revenue and capital resources across the public sector has been identified as a key risk within our Strategic Risk register. The ability to deliver spending plans is paramount to ensuring the Council can achieve its objectives to be a Pioneering, Growing, Caring and Confident City.

## Appendices

**Add rows as required to box below*

| Ref. | Title of Appendix | Exemption Paragraph Number (if applicable) *If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.* | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| 1 | Revenue Outturn | | | | | | | |

## Background papers:

**Add rows as required to box below*

*Please list all unpublished, background papers relevant to the decision in the table below. Background papers are unpublished works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.*

| Title of any background paper(s) | Exemption Paragraph Number (if applicable) *If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.* | | | | | | |
|---|---|---|---|---|---|---|---|
| | 1 | 2 | 3 | 4 | 5 | 6 | 7 |
| | | | | | | | |

## Sign off:

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Fin | djn.20.21.22 | Leg | LS/34798/AC/27/5/20 | Mon Off | | HR | | Assets | | Strat Proc | |
| Originating Senior Leadership Team member: Andrew Hardingham (Service Director for Finance) | | | | | | | | | | | |
| Please confirm the Strategic Director(s) has agreed the report? Yes<br>Date agreed: 22/05/2020 | | | | | | | | | | | |
| Cabinet Member approval: Councillor Mark Lowry (Cabinet Member for Finance)<br>Date approved: 27/05/2020 | | | | | | | | | | | |

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# Plymouth City Council

## Finance Monitoring – 2019/20

## Quarter 4 Outturn at 31 March 2020

### 1. Introduction

1.1 This report reviews the Council's financial performance and in terms of activity for the year ended 31 March 2020. By its very nature this report reviews past financial performance and how this will impact upon future years' i.e. reserves and balances. The impact of COVID 19 has also had an impact of the financial performance of the council albeit the latter part of March 2020. However, its impact and consequences upon the council's future financial position and reporting cannot be underestimated. Members and officers are working closely to assess the full year effect of COVID 19 and monitoring arrangements have been put in place to capture all costs related to the pandemic. These will be reported formally to Members as part of the planned monitoring of the council's finances and a revised budget for 2020/21 will be submitted to Council later in the year.

1.2 The provisional outturn position (subject to external audit review) for 2019/20 is a small overspend of £0.005m. This outturn position needs to be seen in context of the financial challenges the Council faced during the year and needs to be read in the context of needing to deliver in excess of £17.000m of savings in 2019/20. Taking all of these factors into account, this is a commendable outturn position.

1.3 In comparison to 2018/19 the reported overspend before making use of working balances was £1.117m. This year represents an improvement and the small £0.005m balance will be drawn from the Council's working balance. The 2020/21 budget has already made provision to replenish reserves as part of a planned approach over the next three years. This has been reflected within the developing Medium Term Financial Plan (MTFP).

1.4 Significant pressures within Children's Social Care have been experienced due to increased cost and volume of looked after children's placements, as well as delivery plans not bringing the results anticipated. Within the Federated Directorate for social care these additional costs have been largely offset by efficiencies within Strategic Commissioning where client numbers were less than the budgeted number.

1.5 Within the Place Directorate pressures within Street Scene were identified and have been managed down by identifying savings and maximising income across the Directorate although a significant pressure still remains and will need to be addressed in the current financial year.

1.6 Pressures were identified within Customer Services due to volatility within the housing benefit budget and a number of legacy saving targets which were not achieved in year.

1.7 The Government has allowed local authorities to use capital receipts to fund the revenue costs of Transformation Projects as part of the flexible use of capital receipts strategy. To be eligible any project funded from capital receipts must deliver ongoing revenue savings after the project has been completed. The Council has made use of this flexibility in previous years

and Council approved the Strategy in 2017/18 and 2018/19. During 2019/20 the Transformation team has embarked upon projects which are eligible under the Policy, however, these projects were not identified and approved as part of the 2019/20 budget. The Service Director for Finance is recommending that Cabinet approve these projects form part of the 2019/20 flexible use of capital receipts strategy and these are retrospectively approved by Council at its next meeting.

1.8 The Business Administration Review will form part of the Council's flexible use of capital receipts strategy. The revenue costs for this project of £0.400m have been capitalised and the project will generate ongoing revenue savings of £0.588m from 2020/21 and £1.730m in 2021/22. This project along with work undertaken on the council's accommodation, which will have developed an outline business case by the end of June 2020, will be the two biggest financial contributions made by Transformation. Other projects being supported by Transformation include – Caring for Plymouth, the digital programme which will redesign our front doors and Procurement. All this work is subject to the impact of the emergency response to COVID19.

1.9 Further details of the main variations are contained within section A of this report.

1.10 It is appropriate, given the financial challenges facing the Council in the next financial year due to COVID19 and its impact upon the delivery of savings plans in the medium term, that as part of reporting the final position for 2019/20 further consideration is now given to future levels of the Working Balance and reserves. As is normal practice at this time of year the Chief Finance Officer, the Service Director for Finance, will ensure the details of the Council's reserves and provisions will be set out within the Statement of Accounts.

1.11 The outturn figures will now feed into the Council's formal Statement of Accounts, which will include the Balance Sheet position. Due to the disruption caused by COVID 19 the Ministry for Housing Communities and Local Government (MHCLG) have confirmed details of the changes made to the Accounts and Audit Regulations 2015. The Accounts and Audit (Coronavirus) Amendments Regulations 2020 extend the statutory audit deadline for 2019/20 for all local authorities. The Service Director for Finance, as the Council's Section 151 Officer, must publish the draft Statement of Accounts by 31 August 2020 at the latest. The publication date for audited accounts will move from the 31 July to 30 November 2020 for all local authority bodies.

# SECTION A: REVENUE FINANCE OUTTURN

## 2. Revenue Finance Outturn 2019/20

2.1 Council approved a gross revenue budget of £501.368m with a net revenue budget of £185.483m for 2019/20 at its meeting in February 2019. Table 1 below provides a summary of the Council's overall revenue expenditure and compares the provisional outturn (subject to Audit) with the latest approved budget.

2.2 The finance outturn position, before using working balances, shows a small overspend of £0.005m. The outturn position needs to be considered in the context of a challenging financial climate and the continuation of the Government's austerity programme with respect to public finances. In 2019/20 the Council has managed a £17.000m savings programme in addition to increasing service demands and customer expectations.

**Table 1** End of Year Revenue Outturn by Directorate.

| Directorate | 2019/20 Gross Expenditure | 2019/20 Gross Income | 2019/20 Latest Budget | 2019/20 Outturn | Year End Over / (Under) Spend |
|---|---|---|---|---|---|
| | £m | £m | £m | £m | £m |
| Executive Office | 6.450 | (0.590) | 5.860 | 5.859 | (0.001) |
| Finance* | 22.139 | (5.051) | 17.088 | 17.374 | 0.286 |
| Customer and Corporate Services | 96.991 | (81.248) | 15.743 | 16.554 | 0.811 |
| Children's Directorate | 139.818 | (92.934) | 46.884 | 47.911 | 1.027 |
| People Directorate | 125.360 | (38.393) | 86.967 | 85.984 | (0.983) |
| Office for the Director of Public Health | 18.572 | (19.019) | (0.447) | (0.558) | (0.111) |
| Place Directorate | 82.472 | (58.074) | 24.398 | 25.539 | 1.141 |
| Corporate Items | 9.566 | (20.576) | (11.010) | (13.175) | (2.165) |
| **TOTAL** | **501.368** | **(315.885)** | **185.483** | **185.488** | **0.005** |

*Finance Directorate includes the Councils Treasury Management activities which are subject to a separate outturn report considered by Audit Committee.

2.3 Full details of outturn position by Directorate are shown in Appendix A. Further details for other adjustments and reserve movements are set out in section 5 of the report.

2.4 Across the Council, management actions to reduce the potential of an over spend being incurred included a review of all discretionary spend and delayed expenditure wherever possible.

2.5 Table 2 shows the outturn position for the Plymouth Integrated Fund.

**Table 2** Plymouth Integrated Fund

| Plymouth Integrated Fund | Section 75 indicative position | 2019/20 Budget | Forecast Outturn | Forecast Year End Over / (Under) Spend |
|---|---|---|---|---|
| | £m | £m | £m | £m |
| N.E.W. Devon CCG – Plymouth locality | 349.581 | 380,817 | 381,000 | 0.183 |
| Plymouth City Council | 253.559 | 255,569 | 255,662 | 0.093 |
| **TOTAL** | **603.140** | **636,386** | **636,662** | **0.276** |

*This represents the net People Directorate budget plus the gross Public Health Commissioning budget (which is financed by a ring fenced Department of Health Grant).

## 3. Analysis of the Final Outturn Position by Directorate

Executive Office

3.1 This service area has recorded an underspend of £0.001m for the year, despite the substantial challenges faced by the Chief Executive's office during the year in managing demanding income and expenditure targets.

3.2 The costs of significant work supporting the Council's Brexit planning arrangements were recoverable from the Council's Brexit grant. In addition, the costs of legal work in delivering major capital projects for the Council and supporting public sector partners were also recovered. These actions, alongside a strong focus on minimising non-essential expenditure and re-allocating work to cover key vacancies in our establishment, has resulted in a successful year-end position.

Corporate Items

3.3 Corporate items is showing a favourable position of £2.165m see above. These budgets include a number of budget lines that do not relate to any specific directorate and are corporate by their nature. They include pensions and insurance. Due to the nature of these budgets, any pressures or saving that arise are difficult to address with any service specific actions leading to corporate pressure or underspend.

3.4 Budgets within this area played a significant part in ensuring the council declared a balanced budget at year end. Examples of these adjustments include:

- Releasing of the council's redundancy reserve;
- Release of the 2019/20 council tax surplus due to collection performance during the year;
- Receipt of NNDR levy surplus from government as part of the overall resources for business rates;
- Release of savings from the Pension deficit solution.

Finance

3.5 Finance has ended with a £0.286m overspend. Although there have been some areas with significant pressure the successful management of Treasury Management (TM) activity has helped address most of these in-year.

3.6 It is worth noting TM activity will continue to feel the result of economic activity. Even more so in the light of the impact has following the lockdown measure in place to prevent the spread of Coronavirus. The service area will need to continue to manage interest rate challenges due mainly to the increase in borrowing to support the council's ambitious capital investment programme.

3.7 Facilities Management (FM) budgets in aggregate have overspent in 2019/20. Soft FM services have faced cost increases with Security staffing and cleaning materials. Within Hard FM emergency works due to asbestos and water leaks have contributed to the overspend.

3.8 Income targets for both TM and FM proved to be challenging this year and it is anticipated this challenge will continue into 2020/21 and beyond.

Customer and Corporate

3.9 The Customer and Corporate Directorate is reporting an adverse outturn position of £0.811m.

3.10 This is made up of many service areas including the Customer Service Department which is reporting an overall pressure of £0.524m. This is predominantly due to pressure within the Revenues and Benefits department offset by wider department vacancies savings.

3.11 Housing Benefit, is renowned for its volatility and has been acknowledged previously as an area of risk due to underfunding the provision as more claimants move to Universal Credit thereby reducing the ability to recover. Pressure continues with Housing Benefit subsidy funds and overpayments.

3.12 The Service Centre has, as outlined in the MTFP, a significant savings target that remains a challenge going forward. The pressure in 2019/20 totalled £0.600m but some in-year savings helped reduce this to £0.287 this financial year. Despite this, the £0.600m has been carried forward to 2020/21.

3.13 Human Resources (HR) & Organisational Development (OD) also delivered an underspend of £0.334m following reduced spend against the training budget and in-year vacancy savings.

3.14 There is a pressure of £0.534m held in the Customer Department. This pressure is the result of legacy items once held in the old Transformation and Change Directorate being apportioned out amongst the original members. This is the proportion belonging to Customer Services, Human Resources and ICT. A similar legacy target has been absorbed by Finance and the Chief Executive Office.

3.15 The Transformation department has a £0.106 underspend. This is due to departmental efficiencies achieved through the year and the application of capital receipts to fund the revenue costs Transformation projects.

3.16 The ICT budget recorded an overspend of £0.193m. This pressure has arisen due to the increased costs incurred from financing IT expenditure not being fully met by income including the Delt dividend. Costs have been closely monitored all year and controls put in place to

prevent them growing further. In addition the budget has absorbed costs of systems contributing to benefits being delivered in core services.

Children's Directorate

3.17 The Children's Directorate are reporting an adverse outturn position of £1.027m. The overall reported pressure can be attributed to a variety of reasons including the increased cost and volume of looked after children's placements, as well as delivery plans not bringing the results anticipated.

3.18 The cost of the care is particularly high due to increased numbers of looked after children. Numbers increased from 418 to 436 from April 2019 to March 2020.

3.19 In addition to this 5 high cost unregistered arrangements for young people with complex needs either had their arrangements established or extended. The level of support needed to keep young people safe, such as specialist residential care placements with high levels of staffing.

3.20 This increasing financial demand on Children's Services is not just a local issue, but is seen nationally and is a culmination of rising demand, complexity of care, rising costs and the availability of suitable placements.

3.21 The Service through business as usual have continued to hold expenditure wherever possible through the quarterly budget review exercise, holding vacant positions and grant maximization.

3.22 The Service continue to keep the pressure on going into the new financial year by continuing with the following actions to address the pressure in the system.

- Looked after Children – only one point of contact for all new entrants.
- Fortnightly placement review to ensure step down of high cost placements.
- Maximize contribution from partners including Health and Education.
- Maximize local residential placements to avoid higher out of area costs.

3.23 Ongoing work continues, all placements are reviewed regularly in order to reduce the pressure on cost and volume where appropriate.

3.24 Education, Participation and Skills (EP&S) are reported within the overall Children's Directorate.

People Directorate

3.25 The Strategic Commissioning service is reporting a balanced position at year end. It is worth noting that throughout 2019/20, the Strategic Commissioning department has offset any savings against the Children's directorate pressures.

3.26 Adult Social Care client numbers have been dropping all year, resulting in reduced costs. These savings were however offset against the corresponding reduction in client contributions of £2.900m.

3.27 The Community Equipment budget overspent in year by £0.430m with the push to get people home safe without the need for expensive care packages, but this was offset against addition monies received from health.

3.28 As part of the MTFP for 2019/20, Strategic Commissioning have achieved savings of £2.519m as well as £2.546m of savings brought forward from 2018/19 that were realised from one off savings and needed to be achieved in this financial year.

3.29 Work will continue into 2020/21 to review all costs and volume impacts on the department spend with management actions to minimise all administration costs where possible.

3.30 The weekly dashboards will continue to be used to inform the service of all client numbers and costs, with the continuation of the successful Budget Containment meetings (2 per month) working with our key partners Livewell and CCG. These meetings oversee a Budget Recovery Plan with key measures including an enhanced Scheme of Delegation and client reviews.

3.31 Community Connections has finished the year £0.983m under budget following grant maximisation and controlling costs. The department was allocated full budget provision to run the service as part of the council's allocation of resources. Throughout the year, as one-off specific grants have been received these have been swapped out allowing the release of the original budget funding.

3.32 Average Bed and Breakfast (B&B) numbers for the year have been increasing and finished with an average number of 43 placements per night, although there was a reduction in the number at the same time last year (46). Housing benefit claims again increased due to the change to the Universal Credit System.

3.33 This cost pressure has been offset within the Localities budget with additional capitalisation of Community Equipment and the maximisation of government grants, one of which was received within March 2020. Increases in the B&B numbers have been minimised by the service with use of alternative properties provided through existing contracts as well as use of additional contracted staff to target single occupancy stays.

3.34 The department will face continuing pressures going into 2020/21 but will do all it can to achieve budget over all People Directorate services.

Office of the Director of Public Health (ODPH)

3.35 The Public Health Directorate has achieved an underspend of £0.111m at year end. The budget is made up of the grant funded Public Health of £14.925m plus the Public Protection Service and Bereavement Services. The grant funded section of Public Health forms part of the Integrated Fund.

3.36 The £0.405m reduction in the Public Health grant received in 2019/20 from the 2018/19 allocation has been covered by a variety of management actions, mainly around the contracts that are held within the department.

Place Directorate

3.37 Strategic Planning and Infrastructure (SP&I) underspent by £0.293m. This has been achieved through proactive budget management including maximising income, managing vacancies and capitalising salaries where applicable.

3.38 This has also enabled the commencement of the National Marine Park project.

3.39 Departmental Management has enabled savings to be made across all three service areas to offset overspending relating to the legacy target apportioned and GAME staffing pressures.

3.40 Income generation, including that from Asset Investment Fund (AIF) acquisitions have enabled a series of spend pressures within Economic Development to be met, including the loss arising from the discovery of asbestos at the City Business Park, unavoidable commercial estate pressures and delivering on political pledges.

3.41 Across the service, Streets are reporting a significant adverse variation of £1.902m, the details of which can be seen below. A reduction of income and additional disposal costs during social distancing (16 March) and Lockdown (23 March) have increased the adverse position from month 11 to outturn which made the adverse situation significantly worse.

3.42 Also included in this pressure are legacy savings totalling over £0.600m which have previously been covered by over achievement on income.

3.43 Street Scene & Waste adverse variation of £1.408m can be attributed to: the Refuse Transfer Station fire and closure of the facility for 9 weeks (and the subsequent loss of income) and increased costs associated with recovery and ensuring the return to pre-fire throughput levels over a period of time, increased agency spend to mitigate risks to over-exposure of Hand Arm Vibration equipment; health, safety and wellbeing (HSW) improvements as advised by the HSW Programme Board and Risk Summit, increased non-scheduled maintenance and fuel costs of an aging fleet, overall pressures to deliver clean and tidy streets in the lead up to Mayflower 400 and a loss of commercial income and increased agency costs during March 2020.

3.44 Grounds Maintenance reported an adverse variation of £0.221m as a consequence of a shortfall of predicted income and an increase in spend around agency staff – some of which can be attributable to an increased activity towards the end of the financial year.

3.45 Fleet and Garage adverse variation of £0.237m was as a consequence of unachievable savings targets.

3.46 Highways and Car Parking Outturn shows an adverse variation of £0.036m, in part due to a loss of income from car parking, which in any other year would have shown a surplus and helped ease pressure elsewhere in the service.

3.47 The Place Directorate has historically always managed to balance in previous years, the levels of additional commercial income that were able to assist in that regard this year were lower than historic capability.

## 4. Other Financial Performance

4.1 In addition to the financial outturn reports within this report there were a range of other significant performance achievements which have contributed to the year-end position. In-year collection targets are set for our Council Tax, Business Rates, Commercial Rent, and Sundry Debt Income including our Trade Waste Income. The 2019/20 revenue budget was based on the achievement of the required targets.

4.2 Some Key Indicators are:

- ↑ 98.97 of NNDR collected against a target of 98.0% (2017/18 = 99.06%). 1% of NNDR collected equates to £0.916m.
- ↑ Average borrowing rate of 1.89% was achieved against target of 2.80% (2018/19 = 2.18%). This equates to a notional £5.189m saving.

↑ VAT partial exemption at 4.27% against a target of 4.99% (2018/19 = 4.31%).

↑ Average investment return of 2.11% was achieved against target of 1.5% (2018/19 = 1.77%). This equates to a £0.572m return.

↓ 96.4% of Council Tax collected against a target of 98.0% (2017/18 = 96.8%). This equates to £130.141m.

## 5. 2019/20 Financial Review

5.1 As part of consideration of the outturn position, and before officially closing the accounts, it is necessary to review the Council's overall financial position, looking not only at the general fund revenue outturn position for the year, but reviewing the adequacy of reserves and provisions in the light of financial liabilities identified over the short to medium term. Decisions made feed into the Council's statutory Statement of Accounts which is subject to external audit.

Working Balance

5.2 The Working Balance as at 31 March 2020 is £8.045m. The Working Balance has a recommended minimum set at 5% of the net revenue budget. This minimum is approved by Council. Due to the continued pressures felt, the Council has had to make further use of its Working Balance reducing it to 4.3% of the net revenue budget in order to deliver a breakeven position.

**Table 4** Working Balance

| | March 2019 | MTFP adjustment | March 2020 |
|---|---|---|---|
| | £m | £m | £m |
| **Working Balance** | **8.050** | **(0.005)** | **8.045** |

Schools Balances

5.3 At the end of the year there was a total of £1.965m unspent monies against schools' delegated budgets and other reserves. The main reasons why schools hold balances are:

- Anticipation of future budget pressures usually arising from pupil number variations.
- To provide for the balance of Government grants paid during the financial year (April–March) which cover expenditure occurring across the academic year (September – August).

5.4 There is one nursery, one maintained mainstream school and one maintained special school with deficit balances included in this overall figure above, with a combined deficit of £0.180m. There are currently no implications to Plymouth City Council for this deficit as these are offset by the schools with a surplus balance.

## SECTION B:

# CAPITAL FINANCE REORT FOR THE CAPITAL PROGRAMME OUTTURN 2019/20

### 6.0 Capital Programme outturn 2019/20

6.1 The capital programme expenditure for 2019/20 is £196.180m. This is shown by Directorate in Table 5 below. This is within the approved Capital Budget of £892.911m reported to Full Council in February 2020.

**Table 5** Capital Spend - Outturn 2019/20

| Directorate | Latest Forecast December 2019 | Re-profiling | Approvals post Dec | Variations & virements | 2019/20 Capital Spend | Movement in quarter % |
|---|---|---|---|---|---|---|
| | £m | £m | £m | £m | £m | |
| Place | 159.559 | (59.750) | 11.045 | (2.489) | **108.365** | 68 |
| People | 7.879 | (2.453) | 0.856 | 0.024 | **6.306** | 80 |
| Customer & Finance Service | 112.711 | (34.296) | 0.222 | (0.021) | **78.616** | 70 |
| Public Health | 6.423 | (3.930) | 0.000 | 0.000 | **2.493** | 39 |
| **TOTAL CAPITAL PROGRAMME** | **286.572** | **(100.429)** | **12.123** | **(2.486)** | **195.780** | 68 |
| Efficiency Strategy | 0.000 | 0.000 | 0.400 | 0.000 | 0.400 | |
| **TOTAL CAPITAL EXPENDITURE** | **286.572** | **(100.429)** | **12.523** | **(2.486)** | **196.180** | |

6.2 The 2019/20 programme outturn of **£196.180m** has enabled investment in some notable schemes, including:

- **£50.073m** Asset Investment acquisitions including:
  - Carkeel Retail Park
  - Car Dealerships Showrooms
  - Next
  - Langage Business Park
- **£73.375m Repayment of Pension deficit**
- **£5.897m** Forder Valley Link Road and Interchange
- **£4.976m** Charles Cross Roundabout Improvements
- **£13.688m** for the redevelopment of the City Museum and Library into the 'The Box'
- **£6.943m** Highway maintenance and essential engineering
- **£4.991m** Community neighbourhoods, parks and public realm.

- **£1.898m** of Basic Need works in Plymouth schools to allow for increasing capacity trajectories
- **£2.446m** for Disabled Facilities Grant works
- **£1.999m** maintaining corporate and heritage assets
- **£2.451m** ICT provision, upgrading and creating new capabilities for ICT infrastructure

## 7.0 Capital Financing 2019/20

7.1 The table below shows the final financing of the 2019/20 capital programme.

**Table 6** Financing of 2019/20 Capital Programme

| Method of financing | Un ring-fenced £m | Ring –fenced £m | Total £m |
|---|---|---|---|
| - Capital receipts | 0.000 | 3.755 | 3.755 |
| - Grants (e.g. gov't, HLF, LEP, Environment Agency) | 6.241 | 20.881 | 27.122 |
| - Internal PCC Balance Sheet Funds | 0.000 | 0.138 | 0.138 |
| - Contributions, S106 & CIL (neighbourhood element) | 0.000 | 4.598 | 4.598 |
| - Direct Revenue Funding from service areas | 0.000 | 0.130 | 0.130 |
| - Borrowing: | | | |
| - Corporately funded | 103.221 | 0.000 | 103.221 |
| - Service borrowing (revenue budget funded) | 0.000 | 56.816 | 56.816 |
| **CAPITAL PROGRAMME FINANCING 2019/20** | **109.462** | **86.318** | **195.780** |
| - Capital Receipts to fund the efficiency strategy | 0.000 | 0.400 | 0.400 |
| **TOTAL CAPITAL EXPENDITURE FINANCING** | **109.462** | **86.718** | **196.180** |

## 8.0 Corporate Borrowing

8.1 Corporately funded schemes are charged to the Treasury Management budget. Over recent years there has been a big increase in corporate borrowing to fund capital projects. The cost of interest and loan repayments MRP (Minimum Revenue Provision) is directly charged to the revenue budget through the Treasury Management budget. Additional budget will be required to fund the future interest and loan repayments and this will be reviewed each year as part of the MTFP.

8.2 Service Borrowing: Service departments will make a revenue contribution for their borrowing based on the amount of the loan, the interest rate and the life of the individual assets. The interest cost is calculated using interest rates provided by the Treasury Management Team and is based on the term of the borrowing. The interest rates are fixed for the full term of the borrowing so that the service knows the full cost of borrowing.

8.3 The cost of borrowing is charged the year after the assets comes into use. The service would cover the cost of borrowing from the benefits gained once the scheme has been completed and commissioned. There should therefore be no additional cost to the service budgets because they will receive the income or savings derived from the project which will fund the cost of repaying the borrowing.

## Revised Capital Programme 2020 – 2025

**Table 7** The revised Capital Programme for the period 2020 – 2025:

| Directorate | 2020/21 Forecast | 2021/22 Forecast | 2022/23 Forecast | 2023/24 Forecast | 2024/25 Forecast | Total Programme |
|---|---|---|---|---|---|---|
| | £m | £m | £m | £m | £m | £m |
| Place | 165.974 | 29.986 | 19.160 | 7.884 | 0.664 | 223.668 |
| People | 3.647 | 0.182 | 0.172 | 0.000 | 0.000 | 4.001 |
| Customer & Finance Service | 8.186 | 29.000 | 0.000 | 0.000 | 0.000 | 37.186 |
| Public Health | 8.774 | 0.195 | 0.000 | 0.000 | 0.000 | 8.969 |
| **TOTAL** | **186.581** | **59.363** | **19.332** | **7.884** | **0.664** | **273.824** |

## Appendix A - REVENUE OUTTURN VARIANCES MARCH 2020

| DEPARTMENTS | 2019/20 Gross Expenditure Latest Approved Final | 2019/20 Gross Income Latest Approved Final | Latest Approved Final | Outturn | Outturn Variation |
|---|---|---|---|---|---|
| | £'000 | £'000 | £'000 | £'000 | £'000 |
| Executive Office | 1,678 | (156) | 1,521 | 1,320 | (202) |
| Departmental Support | 858 | (10) | 849 | 816 | (33) |
| Members | 1,346 | 0 | 1,346 | 1,285 | (61) |
| Electoral Function | 678 | (2) | 677 | 807 | 130 |
| Legal | 1,890 | (422) | 1,468 | 1,631 | 163 |
| **Total Executive Office** | **6,450** | **(590)** | **5,860** | **5,859** | **(1)** |
| Other Corporate Items | 9,566 | (20,576) | (11,010) | 13.175 | 2.165 |
| **Total Corporate Items** | **9,566** | **(20,576)** | **(11,010)** | **13.175** | **2.165** |
| Finance | 22,139 | (5,051) | 17,087 | 17,374 | 286 |
| **Total Finance** | **22,139** | **(5,051)** | **17,087** | **17,374** | **286** |
| Customer Services | 85,165 | (80,588) | 4,576 | 5,101 | 524 |
| Human Resources & OD | 2,050 | (109) | 1,942 | 1,608 | (334) |
| Departmental Management | (260) | 0 | (260) | 275 | 534 |
| Transformation | 1,079 | 0 | 1,079 | 973 | (106) |
| ICT | 8,956 | (551) | 8,405 | 8,598 | 193 |
| **Total Customer and Corporate Services** | **96,991** | **(81,248)** | **15,742** | **16,554** | **812** |
| Children,Young People,Families | 44,103 | (6,876) | 37,227 | 38,253 | 1,026 |
| Education Participation Skills | 95,715 | (86,058) | 9,658 | 9,658 | 0 |
| **Total Children's Directorate** | **139,818** | **(92,934)** | **46,885** | **47,911** | **1,026** |
| Strategic Comm Adult Soc Care | 119,193 | (35,502) | 83,691 | 83,691 | 0 |
| Community Connections | 5,762 | (2,704) | 3,059 | 2,072 | (987) |
| Management and Support | 404 | (187) | 217 | 221 | 4 |
| **Total People Directorate** | **125,359** | **(38,393)** | **86,967** | **85,984** | **(983)** |
| Economic Development | 20,012 | (19,985) | 28 | (811) | (839) |
| Strategic Planning | 15,575 | (5,688) | 9,887 | 9,594 | (293) |
| Street Services | 46,643 | (28,306) | 18,337 | 20,239 | 1,902 |
| Management and Support | 241 | (4,095) | (3,854) | (3,483) | 371 |
| **Total Place Directorate** | **82,472** | **(58,074)** | **24,398** | **25,539** | **1,141** |
| Bereavement Services | 15,213 | (15,213) | 0 | 0 | 0 |
| Civil Protection Unit | 64 | (9) | 55 | 208 | 153 |
| Environ Health (Food & Safety) | 446 | (19) | 427 | 348 | (79) |
| Environmental Protection | 430 | (37) | 392 | 365 | (27) |
| Licensing | 1,159 | (2,975) | (1,816) | (1,816) | 0 |
| Operational and Development | 321 | (401) | (80) | (97) | (17) |
| Public Health | 741 | (332) | 409 | 323 | (86) |
| Trading Standards | 200 | (34) | 166 | 111 | (55) |
| **Total Office of Director of Public Health (ODPH)** | **18,572** | **(19,019)** | **(447)** | **(558)** | **(111)** |
| **Total General Fund budget** | **501,368** | **(315,886)** | **185,482** | **185,488** | **0.005** |

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# City Council

| | |
|---|---|
| Date of meeting: | 22 June 2020 |
| Title of Report: | **Plymouth and South West Devon Supplementary Planning Document (SPD) – Adoption** |
| Lead Member: | Councillor Mark Coker (Cabinet Member Srategic Planning and Infrastructure) |
| Lead Strategic Director: | Anthony Payne (Strategic Director for Place) |
| Author: | Richard Grant (Strategic Planning Manager) |
| Contact Email: | richard.grant@plymouth.gov.uk |
| Your Reference: | RGSPD200622 |
| Key Decision: | Yes |
| Confidentiality: | Part I - Official |

**Purpose of Report**

The purpose of this report is to seek formal adoption by the City Council of the amended Plymouth and South West Devon Supplementary Planning Document (SPD) and its two companion documents, the Developer Contributions Evidence Base and the Traditional Farm Buildings: Their adaptation and re-use (Barn Guide). These will also need to be adopted by South Hams District Council (SHDC) and West Devon Borough Council (WDBC) before they come into effect. The purpose of the SPD is to add further detail and guidance to the policies in a local plan and are material considerations when making decisions on planning applications. On 8 October 2019, Cabinet approved consultation on a draft SPD and its companion documents. All three documents have been updated following this consultation which ran from 3 November 2019 to 5pm on Monday 6 January 2020. Once adopted, the SPD will supersede all currently adopted SPDs across the three authorities.

**Recommendations and Reasons**

1. It is recommended to the City Council that, subject to South Hams and West Devon agreeing likewise, the Plymouth and South West Devon Supplementary Planning Document (SPD), and its two companion documents, the Developer Contributions Evidence Base and the Traditional Farm Buildings: Their adaptation and re-use (Barn Guide), are formally adopted in accordance with Regulation 14 of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

Reason: To support the implementation of the JLP by putting in place supplementary planning guidance.

**Alternative options considered and rejected**

1. The alternative options relate to the extent to which the SPD and its companion documents are amended in relation to the representations received.

Reason: The amendments proposed have been carefully considered by officers and supported by Members on the JLP Partnership Board.

**Relevance to the Corporate Plan and/or the Plymouth Plan**
The SPD is directly supportive of the Council's values and priorities. It demonstrates the support for a growing city by supporting and adding guidance to the development management policies of the JLP. It clearly sets out how the Council will use the JLP policies to make fair and clear decisions, working pro-actively with our neighbours, partners and developers to ensure planning decisions which are made supports the cities growth agenda and vision.

The SPD sets out clear guidance as to how the policies within the JLP (part of the Plymouth Plan) are to be implemented, supporting Plymouth's vision and strategic outcome to be a growing city with a strong spatial strategy.

**Implications for the Medium Term Financial Plan and Resource Implications:**
The costs of preparing the Plymouth and South West Devon Supplementary Planning Document and are covered within the existing Joint Local Plan budget, through which costs are shared between the three councils.

Setting out clear guidance on how to implement policies saves both time and money for the Councils as it adds clarity to the planning officer, the developer and planning inspectors.

**Carbon Footprint (Environmental) Implications:**
The SPD provides guidance as to how the JLP strategy for sustainable development and a low carbon economy will be supported through the development management process. It acknowledges, up front, the recent declarations by the three councils of a climate emergency, and provides guidance to ensure that relevant policies of the JLP are implemented in a way which supports the reduction of carbon and mitigates the unavoidable impacts of climate change. Additionally, it amplifies the policies of the JLP that require developers to implement low carbon building techniques (Policy DEV32), which enable the provision of local renewable energy projects (Policy DEV33), and support community-led energy efficiency and energy generation projects (Policy DEV34).

**Other Implications: e.g. Health and Safety, Risk Management, Child Poverty:**
** When considering these proposals members have a responsibility to ensure they give due regard to the Council's duty to promote equality of opportunity, eliminate unlawful discrimination and promote good relations between people who share protected characteristics under the Equalities Act and those who do not.*

Equality and Diversity
The SPD gives guidance to policies in the JLP which went through a rigorous process and included the production of an Equality Impact Assessment (EIA) as part of an integrated assessment. The inspectors examining the JLP concluded that the Plan's approach met the Equality Act considerations.

**Appendices**
**Add rows as required to box below*

| Ref. | Title of Appendix | **Exemption Paragraph Number** (if applicable) *If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1 of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.* | | | | | | |
|---|---|---|---|---|---|---|---|---|
| | | **1** | **2** | **3** | **4** | **5** | **6** | **7** |

| | | | | | | | | |
|---|---|---|---|---|---|---|---|---|
| A | Joint Local Plan Supplementary Document – Background Report | | | | | | | |
| B | Joint Local Plan Supplementary Planning Document – Adoption | | | | | | | |
| C | Developer Contributions Evidence Base | | | | | | | |
| D | Traditional Farm Buildings: Their adaptation and re-use (Barn Guide) | | | | | | | |
| E | Joint Local Plan Supplementary Planning Document – Consultation response report | | | | | | | |

**Background papers:**

**Add rows as required to box below*

*Please list all unpublished, background papers relevant to the decision in the table below. Background papers are <u>unpublished</u> works, relied on to a material extent in preparing the report, which disclose facts or matters on which the report or an important part of the work is based.*

| **Title of any background paper(s)** | **Exemption Paragraph Number** (if applicable)<br>*If some/all of the information is confidential, you must indicate why it is not for publication by virtue of Part 1of Schedule 12A of the Local Government Act 1972 by ticking the relevant box.* | | | | | | |
|---|---|---|---|---|---|---|---|
| | **1** | **2** | **3** | **4** | **5** | **6** | **7** |
| | | | | | | | |

**Sign off:**

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Fin | pl.20.21.24. | Leg | LS/34806/JP/010620 | Mon Off | | HR | | Assets | | Strat Proc | |

Originating Senior Leadership Team member: Paul Barnard (Service Director for Strategic Planning and Infrastructure)

Please confirm the Strategic Director(s) has agreed the report? Yes

Date agreed: 01/06/2020

Cabinet Member approval: Councillor Mark Coker (Cabinet Member for Strategic Planning and Infrastructure)

Date approved: 03/06/2020

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# PLYMOUTH AND SOUTH WEST DEVON SUPPLEMENTARY PLANNING DOCUMENT (SPD) - ADOPTION

Background Report

## 1. Introduction

1.1. In March 2019, Plymouth City Council (PCC), South Hams District Council (SHDC) and West Devon Borough Council (WDBC) adopted a new local plan, the Plymouth and South West Devon Joint Local Plan (JLP). At the Examination in Public to the JLP, the inspectors supported the Councils' commitment to put in place a Supplementary Planning Document to help ensure the effective interpretation and delivery of the JLP. They impressed upon the Councils the need for this to be done as quickly as possible.

1.2. Supplementary Planning Documents (SPDs) do not set new policy. Rather, they add further detail and guidance to the policies in a local plan and are material considerations when making decisions on planning applications pursuant to Part 4 of the Town and Country Planning (Local Planning) (England) Regulations 2012.

1.3. The Plymouth and South West Devon SPD has been prepared across the three JLP authorities with input from Devon County Council (DCC), who, for South Hams and West Devon only, has the role of:

- The Minerals and Waste Planning Authority;
- The Highways Authority;
- The Education Authority; and,
- The lead Local Flood Authority.

1.4. DCC also has a wide variety of other responsibilities in relation to social care, infrastructure provision and public health. It also maintains the Historic Environment Record for South Hams and West Devon.

1.5. The SPD provides guidance for:

- All development management (DEV) polies within the JLP;
- The following Plymouth Policy Area (PPA) only policies:
  - Improving Plymouth's city centre (PLY6); and,
  - Plymouth airport (PLY42).
- The following Thriving Towns and Villages (TTV) Policy Area only policies:
  - Prioritising growth through a hierarchy of settlements (TTV1);
  - Delivering sustainable development in the Thriving Towns and Villages Policy Area (TTV2);
  - Development in Sustainable Villages (TTV25);
  - Development in the countryside (TTV26);
  - Meeting housing needs in rural areas (TTV27);
  - Horse related developments in the countryside (TTV28); and,
  - Residential extensions and replacement dwellings in the countryside (TTV29).
  - In addition to the above, specific design guidance is also available for sites in Tavistock and Okehampton, incorporated from the previous East of Okehampton Masterplan SPD and the South and South West of Tavistock Masterplan SPD. Specific detail is available for the following JLP policies:
    - Policy TTV13 - Land at Exeter Road, Okehampton

- Policy TTV14 - East of Okehampton
- Policy TTV15 - Land at Stockley
- Policy TTV16 - Callington Road, Tavistock
- Policy TTV17 - Plymouth Road, Tavistock

- Planning obligations, conditions, the Community Infrastructure Levy and development viability, including policy DEL1

1.6. The Plymouth and South West Devon SPD also sets out the context of the JLP and its policies in the Climate Emergency, which has been declared by each of the three Councils.

1.7. Once adopted the new Plymouth and South West Devon SPD will supersede the following SPDs which were previously adopted across the three local authorities:

| **Adopted SPD to be superseded** | **Adoption date** |
|---|---|
| **Plymouth** | |
| Sustainable Design SPD | 07/2009 |
| Planning Obligations and Affordable Housing SPD 2nd Review | 07/2012 |
| Shopping Centres SPD | 07/2012 |
| Development Guidelines SPD (First Review) including Coastal Planning | 04/2013 |
| **South Hams** | |
| Open Space, Sport and Recreation Supplementary Planning Document | 06/2006 |
| Affordable Housing Supplementary Planning Document | 09/2008 |
| Planning Obligations Supplementary Planning Document | 12/2008 |
| **West Devon** | |
| Reuse of Rural Buildings SPD | 03/2006 |
| Infrastructure and Facilities to Support New Development SPD | 06/2007 |
| Affordable Housing Code of Practice | 03/2012 |
| Assessing the Impact of New Retail Development in West Devon SPD | 04/2013 |
| South and South West of Tavistock Masterplan SPD | 04/2013 |
| East of Okehampton Masterplan SPD | 01/2014 |

## 2. Structure and content of the Plymouth and South West Devon SPD

2.1. The Plymouth and South West Devon SPD is intended to be used by all members of the community, as well as those directly involved in the development industry.

2.2. For ease of use, the SPD has been divided into the following sections, following the structure of the JLP itself:

1. Introduction
2. The Joint Local Plan – A sustainable spatial strategy
3. Healthy communities (DEV1-DEV6)
4. Housing (DEV7-DEV13)

5. Economy (DEV14-DEV19)
6. Place shaping and heritage (DEV20-DEV22)
7. Natural environment (DEV23-DEV28)
8. Transport and infrastructure (DEV29-DEV31)
9. Climate change, flooding, and coastal change (DEV32-DEV36)
10. Detailed provisions relating to the Plymouth Policy Area
11. Detailed provisions relating to the Thriving Towns and Villages Policy Area
12. Planning obligations, the Community Infrastructure Levy and development viability (DEL1)

2.3. As part of the SPD, a set of appendices have also been produced which gives further detail and guidance on specific topics:

- APPENDIX 1: Residential extensions and alterations
- APPENDIX 2: Specific materials for the PPA and TTV Policy Area
- APPENDIX 3: Shop fronts, including ATMs
- APPENDIX 4: Primary shopping boundaries and frontages
- APPENDIX 5: New work in conservation areas
- APPENDIX 6: Additional guidance for DEV26
- APPENDIX 7: Open space assessment form

2.4. As part of this consultation, two background documents have also been produced/updated to support the guidance in the SPD, these are:

- Developer Contributions Evidence Base; and,
- Traditional Farm Buildings: Their adaptation and re-use (Barn Guide)

2.5. The Developer Contributions Evidence Base document informs Section 12 (Planning obligations, conditions, the Community Infrastructure Levy and development viability of the SPD. It presents methodologies used to calculate the value of developer contributions, in particular via planning obligations, required to mitigate the impacts of new development proposals on key infrastructure provision, such as transport, education, health, green space.

2.6. The Barn Guide is previous guidance from SHDC and WDBC which aids developers looking to adapt or re-use traditional farm buildings which are common in rural areas. This document has been amended so that it covers the whole JLP area. This is guidance which details how the buildings character and interest can be successfully conserved through the planning process.

## 3. Consultation

3.1. Following Cabinet approval on 8 October 2019, public consultation on the draft SPD, Developer Contributions Evidence Base and Barn Guide ran from 13 November 2019 to 5pm on Monday 6 January 2020.

3.2. A consultation statement was produced and was available for information only. This document set out the JLP authorities approach to engagement on both the draft SPD and the draft Statement of Community Involvement (SCI) which was also out for consultation during this time.

3.3. The aim of the consultation was to seek views on the effectiveness of the guidance on being able to implement the policies of the JLP. The consultation provided an opportunity to set out whether consultees agreed with the guidance, and if not, were invited to suggest changes to the documents.

3.4. Representations were received from residents, statutory consultees, special interest groups, developers, landowners and from businesses. In total, 519 comments were made by 115 consultees.

3.5. Originally it was scheduled that the SPD would be adopted in March 2020, however, due to the amount of representations received and to allow adequate time for officers to consider each comment raised and to address the complexity of some of the issues raised, it was agreed to postpone this until Summer 2020 to allow officers across the three authorities enough time to adequately address the representations received.

3.6. The Consultation Response Report sets out the representations received during the public consultation and the JLP authorities' response to each comment. Below is a bullet-point summary of the most significant changes to the SPD:

- Incorporation of provisions to protect student welfare in PBSA, particularly in the context of dual use proposals;
- Additional references added re. the role of Devon County Council as Minerals and Waste Planning Authority;
- Additional references added re. the historic environment;
- Affordable Housing tenure mix wording amended to make it clearer that the proposed percentage split is the start of negotiations;
- Reduction in the amount of time an employment site needs to be marketed before a change of use application is submitted;
- Amendments made to update guidance on Biodiversity Net Gain;
- References added to the National Design Guide;
- Amendments to guidance at DEV32 to ensure the implementation of low carbon development is more effective by clarifying the process of which the assessment on the impacts of those developments on carbon is undertaken;
- Additional guidance added re. air quality including detail on agricultural development and its effect on air quality and reference to national guidance as a benchmark to assess costs of damage caused by emissions;
- Amendments made to waste standards to bring this into line with PCC policy;
- Removal of specified development size when the LPAs will seek the provision of communal electrical vehicle (EV) charging facilities so it can be considered on a case by case basis;
- Improved clarity given on the provisions on relation to tall buildings in the City Centre;
- The majority of significant changes proposed are in relation to the TTV Policy Area and the provision of housing in relation to allocations and the evidence needed for matters such as local need, replacement dwellings and extensions.

## 4. Next steps

4.1. Following approval by Cabinet, the SPD, Developer Contributions and Barn Guide will be recommended for adoption by Full Council. The same will be done in South Hams and West Devon.

4.2. Once approved for adoption across all three JLP authorities, an adoption statement will be published and the SPD will come into force, superseding the documents mentioned above at paragraph 1.7.

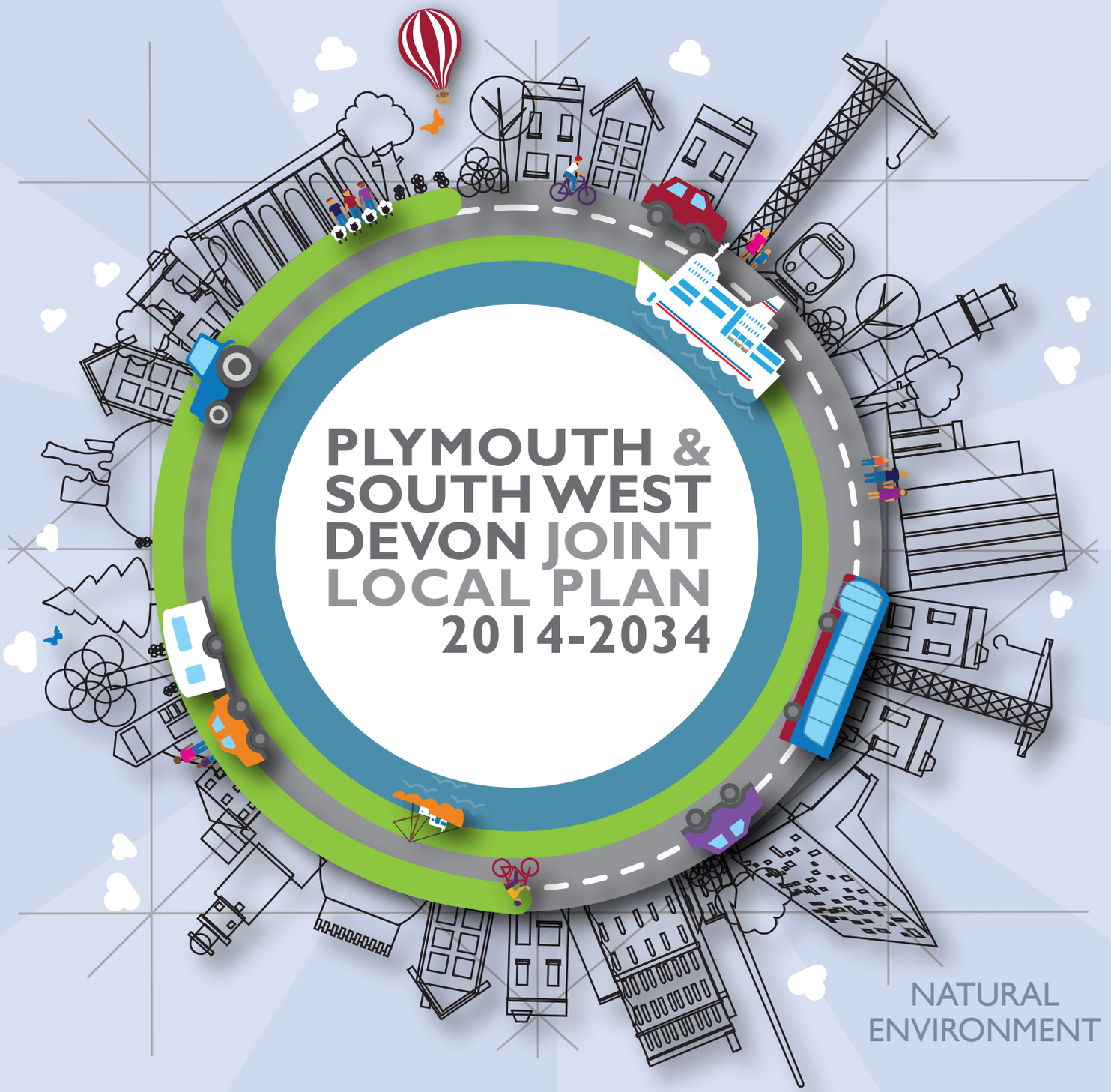
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HEALTHY COMMUNITIES

PLACE SHAPING AND HERITAGE

HOUSING

ECONOMY



# PLYMOUTH & SOUTH WEST DEVON JOINT LOCAL PLAN 2014-2034

NATURAL ENVIRONMENT

CLIMATE CHANGE, FLOODING AND COASTAL CHANGE

TRANSPORT AND INFRASTRUCTURE

**SUPPLEMENTARY PLANNING DOCUMENT 2020**

produced by West Devon Borough Council, South Hams District Council and Plymouth City Council

# Plymouth and South West Devon Supplementary Planning Document

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# 1 Introduction

## What is this document about?

**1.1** This Supplementary Planning Document (SPD) has been prepared by Plymouth City Council (PCC), South Hams District Council (SHDC) and West Devon Borough Council (WDBC) to amplify and give guidance on the implementation of the policies of the Plymouth and South West Devon Joint Local Plan (JLP).

**1.2** The spatial strategy of the JLP operates at three different spatial levels:

1. **The Plan Area** - This includes the Plymouth Housing Market Area (HMA), which is made up of Plymouth, South Hams and West Devon local authority areas and part of Dartmoor National Park.
2. **The Plymouth Policy Area (PPA)** - This incorporates the administrative area of Plymouth along with Plymouth's urban fringe. Locations that are part of the wider urban area (e.g. Woolwell, Langage) and where major development is committed (e.g. the new community at Sherford), as well as the city's landscape setting, fall within this policy area.
3. **The Thriving Towns and Villages Policy Area (TTV)** - This incorporates rural South Hams and West Devon, including its market towns, settlements and villages.

**1.3** The SPD provides guidance for each of the spatial levels as set out within the JLP and shown on the following policy maps:

- Policies Map: Plymouth Policy Area[1]
- Policies Map: Thriving Towns and Villages Policy Area (South Hams)[2]
- Policies Map: Thriving Towns and Villages Policy Area (West Devon)[3]

**1.4** Throughout the JLP, there is reference to both a PPA and a TTV Policy Area SPD, this SPD incorporates both.

**1.5** The JLP also refers to the Okehampton Masterplan SPD and the Tavistock Masterplan SPD. Both the design and the delivery parts referred to in these documents have been incorporated into this SPD at Section 11 'Detailed provisions relating to the Thriving Towns and Villages Policy Area (TTV)', superseding both documents.

**1.6** The Dartmoor part of the HMA is excluded from this plan as it is being considered through the Dartmoor Local Plan.

## What is the status of this document?

**1.7** The SPD will be a material consideration in the consideration of planning applications pursuant to Part 4 of the Town and Country Planning (Local Planning) (England) Regulations 2012 as amended.

**1.8** Once formally adopted the SPD will supersede the following SPDs which were previously adopted by the three local authorities:

1 https://www.plymouth.gov.uk/sites/default/files/PoliciesMapPPA.pdf
2 https://www.plymouth.gov.uk/sites/default/files/PoliciesMapTTVSH.pdf
3 https://www.plymouth.gov.uk/sites/default/files/PoliciesMapTTVWD.pdf

| Adopted SPD to be superseded | Adoption date |
|---|---|
| **Plymouth** | |
| Sustainable Design SPD | 07/2009 |
| Planning Obligations and Affordable Housing SPD 2nd Review | 07/2012 |
| Shopping Centres SPD | 07/2012 |
| Development Guidelines SPD (First Review) including Coastal Planning | 04/2013 |
| **South Hams** | |
| Open Space, Sport and Recreation Supplementary Planning Document | 06/2006 |
| Affordable Housing Supplementary Planning Document | 09/2008 |
| Planning Obligations Supplementary Planning Document | 12/2008 |
| **West Devon** | |
| Reuse of Rural Buildings SPD | 03/2006 |
| Infrastructure and Facilities to Support New Development SPD | 06/2007 |
| Affordable Housing Code of Practice | 03/2012 |
| Assessing the Impact of New Retail Development in West Devon SPD | 04/2013 |
| South and South West of Tavistock Masterplan SPD | 04/2013 |
| East of Okehampton Masterplan SPD | 01/2014 |

**Table 1 Adopted SPDs to be superseded**

**1.9** The Cornwall and West Devon Mining Landscape World Heritage Site Supplementary Planning Document remains in place and should be considered alongside this document.

**1.10** In addition to this document, there are two companion documents which have also been updated/produced to support the guidance within the SPD, these are:

- Developer Contributions Evidence Base[4]
- Traditional Farm Buildings: Their adaptation and re-use (Barn Guide) [5]

**1.11** The Developer Contributions Evidence Base document informs Section 12 (Planning obligations, conditions, the Community Infrastructure Levy and development viability) of the SPD. It presents methodologies used to calculate the value of developer contributions, in particular via planning obligations, required to mitigate the impacts of new development proposals on key infrastructure provision, such as transport, education, health, green space.

4 https://www.plymouth.gov.uk/sites/default/files/JLPSPDDeveloperContributionsEvidenceBaseV2.pdf
5 https://www.plymouth.gov.uk/sites/default/files/TraditionalFarmBuildingsBarnGuideV2.pdf

**1.12** The Barn Guide is previous guidance from SHDC and WDBC which aids developers looking to adapt or re-use traditional farm buildings which are common in rural areas. This document has now been updated to also cover Plymouth. The Barn Guide details how the character and interest of a traditional farm building can be successfully conserved through the planning process.

**1.13** In the future, additional guidance documents may come forward to amplify policies in the JLP. These documents should also be considered alongside this SPD.

## How to use this document

**1.14** The SPD is intended to be used by all members of the community, as well as those directly involved in the development industry.

**1.15** For ease of use, the SPD has been divided into the following sections, following the structure of the JLP itself for ease of reference:

1. Introduction
2. Sustainable Development and the Climate Emergency
3. Healthy communities (DEV1-DEV6)
4. Housing (DEV7-DEV13)
5. Economy (DEV14-DEV19)
6. Place shaping and heritage (DEV20-DEV22)
7. Natural environment (DEV23-DEV28)
8. Transport and infrastructure (DEV29-DEV31)
9. Climate change, flooding, and coastal change (DEV32-DEV36)
10. Detailed provisions relating to the Plymouth Policy Area
11. Detailed provisions relating to the Thriving Towns and Villages Policy Area
12. Planning obligations, the Community Infrastructure Levy and development viability (DEL1)

As part of the SPD a set of appendices have also been produced which give further detail and guidance:

13. APPENDIX 1: Residential extensions and alterations
14. APPENDIX 2: Specific materials for the Plan Area
15. APPENDIX 3: Shop fronts, including ATMs
16. APPENDIX 4: Primary shopping boundaries and frontages
17. APPENDIX 5: New work in conservation areas
18. APPENDIX 6: Additional guidance for DEV26
19. APPENDIX 7: Open space assessment form

**1.16** If further appendices are produced in the future they will go through a similar process of consultation and adoption as the previous.

## Monitoring and review

**1.17** The SPD has been designed to be and is intended to be capable of being revised and updated as and when required to take into account significant legislative or planning policy changes.

**1.18** The three councils/local planning authorities (LPAs) will monitor the effectiveness of this guidance and review as appropriate in the light of its performance and future changes in planning law and policy guidance.

**1.19** Please note:Where guidance refers to the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG) this is referring to Revised NPPF [6]and the subsequently updated NPPG[7].

## What else should be considered?

**1.20** Alongside the Plymouth and South West Devon Joint Local Plan and this SPD, developers will also need to consider each LPA's 'Local Validation List' which identifies the information needed to register, assess and determine any planning application:

- Plymouth's Local Validation List [8]
- South Hams' Local Validation List[9]
- West Devon's Local Validation List[10]

**1.21** 'Made' Neighbourhood Plans also need to be considered. The progress and status of Neighbourhood Plans across the Plan Area can be found on the South West Devon Neighbourhood Plans page[11]and the Plymouth Neighbourhood Plans page[12].

**1.22** Each LPA offers a pre-application service to provide advice and guidance on prospective planning applications. Developers are encouraged to seek advice if there is uncertainty before a planning application is submitted:

- Plymouth City Council's development enquiry service (pre-application advice)[13]
- South Hams District Council pre-application service[14]
- West Devon Borough Council pre-application service[15]

**1.23** Irrespective of the need for planning permission, most building works require building regulation approval. For advice on building control and regulations please visit:

- Plymouth City Council building control and regulations[16]
- Devon Building Control Partnership[17]

**1.24** Whilst PCC is a unitary authority which is responsible for the provision of all local government services, SHDC and WDBC are part of a 'two-tier' local government structure alongside Devon County Council (DCC) which has a significant role within the planning system in these two areas. Where PCC's and DCC's processes are different, this has been clearly identified throughout the SPD.

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6 https://www.gov.uk/government/publications/national-planning-policy-framework--2
7 https://www.gov.uk/government/collections/planning-practice-guidance
8 https://www.plymouth.gov.uk/planninganddevelopment/planningapplications/applyplanningpermission0
9 https://www.southhams.gov.uk/article/4045/Planning-Validation-Checklists-Local-List-
10 https://www.westdevon.gov.uk/article/4045/Planning-Validation-Checklists-Local-List-
11 https://www.neighbourhoodplanning.swdevon.gov.uk/
12 https://www.plymouth.gov.uk/neighbourhoodplanning
13 https://www.plymouth.gov.uk/planninganddevelopment/planningapplications/whenyouneedplanningpermission/developmentenquiryservicepreapplicationadvice
14 https://www.southhams.gov.uk/article/3225/Pre-Application-Service
15 https://www.westdevon.gov.uk/article/3225/Pre-Application-Service
16 https://www.plymouth.gov.uk/planningandbuildingcontrol/buildingcontrolandregulations
17 http://www.devonbuildingcontrol.gov.uk/

**1.25** For South Hams and West Devon, DCC plays the role of:

- The Minerals and Waste Planning Authority - in this role DCC has prepared and adopted Minerals and Waste Plans and also determines planning applications for minerals and waste development;
    - DCC's adopted Minerals and Waste Plans will take primacy in relation to associated mineral and waste development outside Plymouth, although the JLP and this associated SPD will be material planning considerations in the decision-making process for the County Council. These documents will be the primary policy document used for the County Council's own development, for schools, libraries and roads etc.
- The Highways Authority (HA) - in this role, DCC has a duty to maintain the safety and functionality of roads and ensure that development has an acceptable impact on the highway network. In its work as HA, DCC also plans and delivers walking and cycling routes, maintains Public Rights of Way and works with other transport providers such as bus and train companies to improve multi-modal travel options;
- The Education Authority - in this role, DCC has a duty to secure sufficient educational provision (including early years and childcare) to meet the needs of children, retaining responsibility for overall strategic planning of school places. Part of this role is to ensure that the educational impacts of development are managed through securing appropriate developer contributions and delivering additional infrastructure;
- Lead Local Flood Authority (LLFA) – in this role DCC is responsible for managing flood risk from surface water, groundwater and ordinary water courses and also has a consenting role for ordinary watercourses. In order to manage the impact which development has on flood risk, DCC engages with the planning system through the preparation of local plans and responding to planning applications. The Lead Local Flood Authority (LLFA) is a statutory consultee in the planning process, to assess the surface water drainage for major planning applications whilst the authority also reviews some minor applications on a case-by-case basis;
- DCC also has a wide variety of responsibilities in relation to social care and infrastructure provision which it engages with the planning system in South Hams and West Devon. DCC is responsible for public health, adult and children's social care, youth services and waste management;
- DCC also maintains the Historic Environment Record (HER) for South Hams and West Devon.
- For applications submitted to DCC, the County Council has its own Validation Checklist and pre-application service:
    - Devon County Council validation requirements [18].
    - Devon County Council, get pre-application advice[19].

18 https://www.devon.gov.uk/planning/apply-for-planning-permission/validation-requirements
19 https://www.devon.gov.uk/planning/apply-for-planning-permission/get-help-with-an-application

## 2 Sustainable Development and the Climate Emergency

### What part can the SPD play in responding to the Climate Emergency?

**2.1** In 2019, the three JLP Councils each declared a Climate Emergency, with South Hams and West Devon also declaring a Biodiversity Emergency. These declarations showed the concern that the Councils have for the dangers presented by accelerating climate change, and a commitment to taking clear and decisive action to move to carbon neutrality across the JLP area. These declarations were made after the process of creating the JLP and so are not explicitly referenced within it.

**2.2** The role of the SPD is to amplify and explain how the policies of the JLP will be implemented. Although the SPD cannot add new policy in its own right in response to the Climate Emergency it can play a significant role in the delivery of a more sustainable future by establishing clearly how the low carbon policies and sustainable development strategy of the JLP will be implemented.

### How does the Joint Local Plan contribute to carbon neutrality?

**2.3** The JLP contains development management (DEV) policies which address directly the need for low carbon solutions within the development and planning process. Guidance on these policies is set out later in this SPD.

**2.4** Additionally, the strategic approach of the JLP is strongly based on underlying principles of sustainable development which are highly relevant to the Climate Emergency:

a. The spatial strategy of the JLP (section 3) is driven by focusing growth at Plymouth. As part of the development of the plan, the three LPAs undertook a sustainability assessment of all the different options for the distribution of growth across the Plan Area, ranging from complete dispersal across the area to complete concentration at Plymouth. The distribution strategy chosen had the greatest sustainability benefits. By focusing growth at Plymouth new residents have the opportunity to take advantage of local jobs and services and to choose to travel without using the car.
b. The spatial strategy also locates development in the Main Towns of the TTV Policy Area, again focusing most development in locations where new residents have the choice to make low carbon choices for work, leisure activities and travel.
c. The plan actively discourages new development in locations which are remote from services, facilities and jobs.

**2.5** These principles are set out in greater detail in Strategic Objective 1 (SO1) of the JLP.

**2.6** The JLP sets out clear sustainability principles which lie at the heart of the spatial strategy. Policies SPT1 and SPT2 are deliberately placed as the first policies of the JLP in order to establish from the outset that it is fundamentally about the delivery of sustainable development.

**2.7** Policy SPT1 (Delivering sustainable development) of the plan sets out a ‘golden thread’ of sustainability principles in policy, and sets out that “The LPAs will support growth and change that delivers a more sustainable future for Plymouth and South West Devon.” The principles set out in this policy support the creation of a sustainable economy, a sustainable society and a sustainable environment. They set a context for all new development taking place in Plymouth and South West Devon.

**2.8** Policy SPT2 (Sustainable linked neighbourhoods and sustainable rural communities) takes one particular dimension of sustainable development, namely the sustainability of the places where people live in the Plan Area. It establishes some key principles about the achievement of sustainable neighbourhoods and communities. As for SPT1, the provisions of this strategic policy can be tracked through the JLP. The explanatory text sets out a series of measures in Figure 3.2 of the JLP which represent sustainability outcomes that are aspired to for the Plan Area, and which will be promoted as appropriate through the development management process.

**2.9** Finally, the remaining SPT policies set out over-arching principles that not only establish how the LPAs will drive forwards change in the Plan Area over the plan period, but which also set out the context and expectations for how development should be delivered. As well as setting the plan requirement and delivery strategy for housing, employment and retail development, the SPT policies include policies on strategic green space, the marine environment, the protection of sensitive environments, and a strong transport strategy framed around reducing the need to travel and maximising the ability for people to travel using low carbon modes. This transport strategy is particularly important as, if we are to move to a carbon neutral society, the carbon cost of travel must be significantly reduced.

**2.10** The commitment of the Councils to advancing sustainable futures for the region can be seen in new initiatives coming forward from the Councils and their partners. This includes, for example, the work on climate emergency action plans and the declaration of intent to designate Plymouth Sound as the UK's first National Marine Park in recognition of the vital importance of the ocean to our overall well-being.

**2.11** These strategic approaches and policies inform the rest of the JLP. Policies set out in the Strategy for the PPA, Strategy for the TTV Policy Area, Development policies and Delivery and monitoring sections of the JLP provides the detail of how the overarching strategic policies should be applied. By applying all of the relevant policies in the JLP to all development proposals coming forward, the LPAs will ensure that sustainable forms of development are achieved.

**2.12** Sustainable development, and an explicitly recognised link between the sustainable characteristics of development and climate change mitigation and adaptation, therefore underpins the strategy and all policies of the JLP. In relation to the recent declarations of Climate Emergency, it is therefore fair to say that the JLP gives the LPAs the tools to use to ensure that all new development which takes place in the plan period takes place sustainably, and is considered in the light of climate change.

## How will this affect planning decisions?

**2.13** The JLP, along with 'made' Neighbourhood Plans and the Devon County Council Minerals and Waste Plans, comprises the development plan for Plymouth and South West Devon. It sets out the policies that will be used to determine planning applications by PCC, SHDC and WDBC as the LPAs. Therefore, the considerations set out above show how the plan aims to achieve sustainable forms of development and to reduce carbon impacts will be applied to the consideration of planning applications. The matters outlined above set the context for the discussions the LPAs will have with applicants, and for the decisions they will need to arrive at.

**2.14** Clearly, the declarations of Climate Emergency sit alongside these matters. It will be for the LPAs to decide how best to use the policies in the JLP to achieve their Climate Action Plan commitments.

# 3 Healthy communities (DEV1-DEV6)

## Introduction

**3.1** Planning decisions can have a major beneficial impact in terms of meeting vital health and well-being objectives, and improving the living conditions of the community.

**3.2** The guidance in this chapter primarily supports polices DEV1 to DEV6 in the JLP. It also reflects national guidance, and should be read alongside the NPPF, NPPG and the site specific policies set out in the JLP.

**3.3** Further details of the key criteria that determine the acceptability of new developments in the context below can also be found in Section 4 'Housing (DEV7-DEV13)' and Section 6 'Place shaping and heritage (DEV20-DEV22)'.

## Protecting health and amenity (DEV1)

**What is this policy about?**

**3.4** DEV1 is a policy to ensure that development helps to deliver healthy communities by supporting good residential amenity, accessibility and, in respect of larger developments, their wider health impacts.

## DEV1.1 – Impact of new development

**3.5** DEV1.1 aims to ensure new development provides for satisfactory daylight, sunlight, outlook, privacy and the protection from noise, vibration and odour disturbance for both new and existing residents, workers and visitors.

**3.6** Details relating to these points are available throughout the SPD but specifically in:

- Guidance at 'Delivering high quality housing (DEV10)';
- Guidance at 'Place shaping and the quality of the built environment (DEV20)'; and,
- Guidance at 13 'APPENDIX 1: Residential extensions and alterations'.

**3.7** Developers will need to demonstrate through the application process that these points have been considered.

## DEV1.2 – Accessibility

**3.8** The LPAs are under a duty to ensure that new developments and public spaces are designed to be accessible to all people. DEV1.2 looks to ensure this is possible.

**3.9** All appropriate practical measures should be incorporated into new proposals to enable access to developments by all members of the community, including people with disabilities or for whose mobility is impaired by other circumstances. Good quality housing and well-planned, enabling, local environments can have a substantial impact on the quality of life.

**3.10** The main accessibility document is BS 8300 and many other documents are derived from this.

**3.11** To ensure accessibility, BS 8300 as well as other good practice guidance should be considered when designing a new development proposal:

- BS 8300-1:2018 - Design of an accessible and inclusive built environment. External environment. Code of practice [20];
- BS 8300-2:2018 - Design of an accessible and inclusive built environment. Buildings. Code of practice [21];
- Building Regulations Approved Document M [22];
- RTPI Guidance on dementia and town planning [23].

**3.12** For further guidance on accessible housing, please see guidance at 'DEV9.4 – Accessible housing'.

**3.13** For further guidance on design please see 'Place shaping and the quality of the built environment (DEV20)'.

## DEV1.3 – Health Impact Assessments

**3.14** DEV1.3 requires a Health Impact Assessment (HIA) to be submitted as part of any Environmental Statement in relation to planning applications with a likely significant health impact. This is to ensure health and wellbeing are properly considered in planning proposals and health inequalities are addressed. Whether a planning application will likely have a significant health impact will be considered on a case-by-case basis in consultation with Public Health officers.

**3.15** Guidance on Health Impact Assessment Tools [24]has been produced by the Department of Health and Social Care. The London Healthy Urban Development Unit (HUDU) has also developed a rapid HIA tool[25], which is less resource intensive using existing evidence to quickly assess the impacts of a development plan or proposal and recommend measures to address negative impacts and maximise benefits.

**3.16** HIAs should aim to enhance the potential positive aspects of a proposal through assessment, avoiding or minimising any negative impacts, with particular emphasis on disadvantaged sections of communities that might be affected.

**3.17** Early discussions with Public Health are actively encouraged so that the design of the development maximises the potential health benefits of the proposal.

## Public Access Defibrillators

**3.18** DEV1 ensures development proposals safeguard the health and amenity of local communities and consider health infrastructure in all proposals. Sudden cardiac arrest (SCA) is a leading cause of premature death and every minute counts, but with immediate treatment many lives can be saved.

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20 https://shop.bsigroup.com/ProductDetail?pid=000000000030335801
21 https://shop.bsigroup.com/ProductDetail?pid=000000000030335835
22 https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m
23 https://www.rtpi.org.uk/media/1312/dementiatownplanning-practiceadvice2017.pdf
24 https://www.gov.uk/government/publications/health-impact-assessment-tools
25 https://www.healthyurbandevelopment.nhs.uk/our-services/delivering-healthy-urban-development/health-impact-assessment/

**3.19** Unless it can be demonstrated that a registered PAD exists within close proximity of the site (normally to allow collection and return to the site within three minutes), provision of a PAD will normally be expected as part of any planning application for:

- All new gyms/recreational developments;
- All new schools or when a new development is proposed on a school site;
- All new public buildings;
- All new retail/leisure development over 500 square metres;
- All new libraries;
- All new clinical developments, including GP surgeries, pharmacies and dental practices;
- All new hotels;
- All new transportation hubs such as coach stations, train stations, airports and seaports;
- Developments in public spaces such as green spaces or blue spaces where foot fall is expected to be above 2,000 per day;
- All new industrial estates;
- All new employment uses over 1,000 square metres.

**3.20** The PAD should be installed on an external surface of a building or other appropriate location. It should also be registered with the South Western Ambulance Service Federation Trust (SWASFT) and monitored and maintained in accordance with their registration requirements thereafter.

**3.21** Where the provision of a PAD and associated signage has been proposed, it will be secured through a planning condition attached to the planning permission.

## Air, water, soil, noise, land and light (DEV2)

### What is this policy about?

**3.22** Planning plays an important role in protecting the environment from pollution and managing natural resources. DEV2 is a policy to ensure development proposals will not cause unacceptable on- or off-site risk or harm to human health, the natural environment or living conditions, either individually or cumulatively. Each LPA's Local Validation List states when an assessment is needed to be submitted as part of a planning application to address concerns highlighted in this policy.

## DEV2.1 and DEV2.2 – Air

**3.23** Both DEV2.1 and DEV2.2 aim to minimise negative air quality impacts by development proposals.

**3.24** Developments will normally be refused where a development is going to have a significant impact on an Air Quality Management Areas (AQMAs), create a new AQMA, or result in an adverse effect on a European Site.

**3.25** Maps showing the AQMAs across the Plan Area are available below:

- Plymouth City Council[26];

26 https://www.plymouth.gov.uk/environmentandpollution/airquality

- South Hams District Council[27];
- There are currently no AQMAs in West Devon.

**3.26** When ensuring development proposals avoid or mitigate against having a negative impact on air, the type of mitigation required on a particular development should be informed by:

- Outcomes from transport statements, assessments and plans;
- Air Quality Assessments or emission profiling;
- LPAs' Air Quality Action Plans;
- Specific needs identified in site specific spatial policy allocations;
- Travel awareness/planning and highway development requirements;
- The latest Defra Local Air Quality Management Guidance[28];
- The latest information to be found on the UK Air Pollution Information System[29];
- Relevant technical guidance and acknowledged best practice; and/or,
- Any other measures that the applicant can evidence which will result in a net reduction in the air quality impact of the development.

**3.27** Whilst the LPAs recognise the importance of the Government's 'Road to Zero Strategy'[30]and supports the aim of decarbonising transport networks, there are also other opportunities within the transport networks to make small improvements that will have significant positive impacts on air quality.

**3.28** The LPAs expect all new development proposals to take into consideration the below list of potential measures:

- Provision of electric vehicle charging points (Guidance on the requirements of electric vehicle charging points can be found at 'Specific provisions relating to transport (DEV29)');
- Designation of parking spaces for low emission vehicles;
- Provision of facilities to encourage sustainable travel, such as cycling facilities;
- Travel planning with new residents/businesses to encourage travel by sustainable transport modes as well as the uptake of ultra-low emission vehicles;
- Green travel vouchers;
- Facilities within developments which support active modes of transport such as: drying rooms; showers and lockers etc.
- Ensuring good connectivity to existing and future public transport, cycle and pedestrian routes; and,
- The provision of appropriate trees and landscaping features to reflect the importance of 'right tree (or landscaping feature) in the right place'.

**3.29** For major developments which are likely to have a negative impact on air quality, the level of contribution towards off-setting measures will be calculated based upon the damage caused by the additional emissions, having regard to published national guidance on the calculations of such costs such as the Land-Use Planning & Development Control: Planning For Air Quality [31]. This approach allows for mitigation measures to be delivered in line with any existing air quality action plans.

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27 https://www.southhams.gov.uk/article/3902/Air-Quality
28 https://laqm.defra.gov.uk/supporting-guidance.html
29 http://www.apis.ac.uk
30 https://www.gov.uk/government/news/government-launches-road-to-zero-strategy-to-lead-the-world-in-zero-emission-vehicle-technology
31 https://iaqm.co.uk/text/guidance/air-quality-planning-guidance.pdf

**3.30** Any mitigation measures will be secured through planning conditions or through planning obligations and will be negotiated on a case-by-case basis.

**3.31** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

**Agricultural development**

**3.32** Air quality is affected adversely by ammonia which is harmful both to the natural environment and human health.

**3.33** Potential adverse impacts on air quality from ammonia are most likely to arise from:

a. An agricultural building to house livestock (primarily beef and dairy cattle, pigs or poultry); and/or
b. Any new or expanded pit, tank or lagoon for storing slurry;
c. Any anaerobic digester with combustion plant; and/or
d. Any anaerobic digester without combustion plant.

**3.34** Depending on the proposed proximity to either a European Protected Site or a Site of Special Scientific Interest (SSSI), a planning application for the above may need to be accompanied by an Air Quality Impact Assessment (AQIA). This assessment must include, as a minimum, a Simple Calculation of Atmospheric Impact Limits (SCAIL) assessment [32].

**3.35** For a, b and c above, this applies only if they are within 10 kilometres of a European Protected Site or 5km of a SSSI, and for d if they are within 500 metres of either.

**3.36** If a SCAIL assessment is required with the application, Natural England will be consulted as part of the planning application. A SCAIL assessment is not required however to accompany planning applications for agricultural buildings to house primarily sheep or horses.

**3.37** If the SCAIL assessment indicates that the process contribution from the proposal will exceed the 4 per cent screening threshold then appropriate mitigation measures should be identified as part of the application. If it does not, then further mitigation is unlikely to be required.

## DEV2.1 and DEV2.3 – Water

**3.38** DEV2.3 ensures development will not result in an unacceptable harm to the water environment through the deterioration of water quality, and will look to improve water quality. This is required in line with the objectives of the Water Framework Directive (WFD) [33], and to meet requirements under The Habitat Regulations (2017).

**3.39** The WFD sets out objectives to ensure the protection and improvement of the water environment, this includes achieving “good status” of all water bodies and groundwater bodies by set deadlines. Relevant information on water bodies is available via the Environment

32 http://www.scail.ceh.ac.uk/
33 https://ec.europa.eu/environment/water/water-framework/

Agency's Catchment Data Explorer[34], whilst the River Basin Management Plan [35] sets out objectives for how water quality will be improved. It is expected that all developments will comply with the aforementioned documents.

**3.40** All developments should consider potential impacts, direct, indirect or cumulative, to water quality during construction or operation. Any forthcoming applications that are likely to impact the water environment should clearly show how the development may affect relevant water bodies and how any negative impacts are to be mitigated, if these cannot first be avoided. Wherever possible applicants should explore opportunities to improve and/or restore water quality. The environmental sensitivity of the site should also be considered as set out at 7 'Natural environment (DEV23-DEV28)'.

**3.41** All construction activities should follow Pollution Prevention Guidance 6 (PPG 6)[36] and all relevant current Construction Industry Research and Information Association (CIRIA) guidance. Evidence will be required to show that impacts have been considered in relation to the environmental sensitivity of the site. The initial assessment should be proportional to the scale of the development, any significant impacts will be required to be addressed through a Water Framework Directive Assessment.[37].

**3.42** Further information can be found using the Governments guidance on Water supply, wastewater and water quality. [38].

**3.43** Further information about how to limit impacts to water quality through managing flood risk can be found at 9 'Climate change, flooding, and coastal change (DEV32-DEV36)' and 'Managing flood risk and water quality impacts (DEV35)'.

**3.44** Development may not be supported if there is likely to be interruption to the quantity or quality of water available to off-site supplies. Evidence may be required if a development is identified as having an unacceptable impact on private water supplies in the vicinity of the proposed development.

## DEV2.1 and DEV2.4 – Light

**3.45** DEV2.1 and DEV2.4 ensures development avoids harmful environmental impacts and increased health risks arising from a number of factors, including light and light pollution.

**3.46** When considering light pollution as part of a development, the latest edition of Guidance for the Reduction of Obtrusive Light[39]written by the Institution of Lighting Professionals (ILP) should be considered.

**3.47** As a general principle, wildlife habitats, particularly hedgerows, should not be subject to new illumination. When considering sensitive design of lighting to avoid or minimise impacts on wildlife the latest edition of the Bats and artificial lighting in the UK Guidance Note 08/18[40]written by the ILP and the Bat Conservation Trust (BCT) should be considered.

34 https://www.gov.uk/government/collections/river-basin-management-plans-2015#south-west-river-basin-district-rbmp:-2015
35 https://environment.data.gov.uk/catchment-planning/RiverBasinDistrict/8
36 https://www.gov.uk/government/publications/construction-and-demolition-sites-ppg6-prevent-pollution
37 https://www.gov.uk/guidance/water-framework-directive-assessment-estuarine-and-coastal-waters
38 https://www.gov.uk/guidance/water-supply-wastewater-and-water-quality#water-supply-wastewater-and-water-quality-considerations-for-planning-applications
39 https://www.theilp.org.uk/documents/obtrusive-light/
40 https://cdn.bats.org.uk/pdf/Resources/ilp-guidance-note-8-bats-and-artificial-lighting-compressed.pdf?mtime=20181113114229

**3.48** Further details of the key criteria that determine the acceptability of new developments in this context can be found in Section 4 'Housing (DEV7-DEV13)', Section 6 'Place shaping and heritage (DEV20-DEV22)' and Section 7 'Natural environment (DEV23-DEV28)'.

## DEV2.1 and DEV2.5 – Land

**3.49** DEV2.1 and DEV2.5 ensures remediation and mitigation of land from a number of factors, including instability and contamination. The LPAs support development which seeks to remediate brownfield land, as long as the end development is safe for use.

**3.50** Where an application does not automatically require a contamination assessment, but where it has been determined that there is some potential risk of contamination, a Phase 1 assessment will need to be carried out before the application can be determined.

## DEV2.1 and DEV2.6 – Soil

**3.51** DEV2.1 and DEV2.6 aims to protect soil, including safeguarding the long term potential of the 'best and most versatile agricultural land' which is defined as land in grades 1, 2 and 3a of the Agricultural Land Classification.

**3.52** However, the decision on the loss of agricultural land will be considered on a case-by-case basis. For example, in an area of mostly grade 4 agricultural land, the LPAs may consider the loss of grade 3b to be unacceptable, similarly in a landscape where there is very little land of grade 1 or 2, the LPAs may resist the loss of grade 3a.

**3.53** Maps showing the agricultural land classifications in the South West are available through Natural England[41].

## DEV2.1 and DEV2.7 – Noise

**3.54** DEV2.7 looks to promote good health and a good quality of life through the management of noise.

**3.55** Relevant planning applications should be accompanied with the appropriate information to assess its impact on noise. Applications should consider the following points to control noise generation:

- Sound power level and the resultant level of noise of equipment;
- Different methods of installing equipment so as to reduce noise;
- Design and position of equipment on-site, including the position of entrances and screening if necessary;
- Sound-proofing or insulation measures, particularly for adjoining properties;
- Hours of operation; and,
- Ensuring development does not cause future issues for existing business uses (see guidance on 'agent of change' below for further details).

**3.56** Impacts will generally be considered against BS 8233 Guidance on sound insulation and noise reduction for buildings[42]. Where external amenities form part of the development, the LPAs will normally seek a level of 55dB LAeq (16 hour) in these areas.

41 http://publications.naturalengland.org.uk/category/5954148537204736
42 https://shop.bsigroup.com/ProductDetail?pid=000000000030241579

**3.57** Noise is of particular concern for uses associated with the night-time economy, whether it is from the use itself, the activities within or related to the use of the premises, or from a use that generates an abundance of short term visits. Any planning application associated with the night-time economy will be considered carefully during the planning application process along with the below guidance 'Night-time economy'.

**'Agent of change'**

**3.58** Paragraph 182 of the NPPF 2019, introduced the principles of 'agent of change', this is interpreted as meaning that existing businesses and community facilities (which could include mining, waste management operations) should be protected from future developments. The 'agent of change' principle is particularly significant for the Plan Area as the live music[43] scene plays an important role in the cultural offer of Plymouth and the South West with a number of venues across the Plan Area.

**3.59** Where a sensitive development is proposed adjacent to an existing commercial/industrial use it will only be acceptable if the uses can be demonstrated to be compatible, or can be made compatible through on-site/off-site improvements at the developer's expense. This may include the provision of soundproofing measures to the proposed development as advised by a certified acoustic engineer.

**3.60** The LPAs may also seek a contribution towards improving noise insulation to an existing live music venue. In the event that measures to ensure that the noise sensitive development can coexist with the live music venue are not satisfactorily provided, the LPAs may refuse planning consent for the new development.

**3.61** Please see Section 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

## DEV2.8 – Avoidance of impacts on European Sites

**3.62** DEV2.8 looks to define when a development will not be acceptable in terms of air, water, soil, noise and land impacts on a European Site by stating that development will only be permitted where it can be concluded that it will not cause an adverse effect on the integrity of a European Site. All forms of pollution will need to be considered both during construction and during operation, including: dust; emissions; runoff; surface water; groundwater and noise and percussive impacts. This information will need to inform any formal assessment under the Habitats and Species Regulations 2017.

**3.63** Please see guidance at 'Protecting and enhancing biodiversity and geological conservation (DEV26)' for further guidance on the impact on European Sites.

## Night-time economy

**3.64** There are many elements to the night-time economy including theatres, night-clubs, restaurants, hot food take aways, public houses and bars. This guidance follows on from the considerations under DEV2 to encourage the promotion of a safe and vibrant night-time economy across the Plan Area.

43 In the context of this guidance, 'live music' is defined as the amplified performance of music – either by a live band or a DJ.

**3.65** Development must ensure that it does not incur an unacceptable impact from resulting noise, litter and anti-social behaviour. Planning conditions may be included with the grant of any planning permission in order to protect local amenity and local communities.

**3.66** The following guidance should be read in conjunction with any specific guidance issued by the relevant local authority regarding licenses and permits.

**Highways, transport and noise/amenity**

**3.67** Where applications are likely to attract customers from a wide area, suitable and sufficient car parking and space for public transport should be considered, including space for bus stops and taxi ranks.

**3.68** Adequate provision should also be made for the loading/unloading of goods and servicing items. If appropriate, the LPAs may attach a restrictive planning condition to an application to ensure noise and other disturbances is kept to a minimal, for example, to ensure reverse beepers are turned off after a certain time at night.

**3.69** Please see Section 8 'Transport and infrastructure (DEV29-DEV31)' for further guidance on highways and transport.

**Opening hours**

**3.70** In residential areas, opening hours may be restricted to ensure minimal impact on the noise amenity of surrounding residents. In general, residential areas are more sensitive to noise between certain hours and restrictive conditions limiting hours of operation may be attached to planning applications to ensure a minimal negative impact on residents. Any restrictive conditions will be based on specific circumstances, such as the location of the application site and appropriate evidence.

**3.71** In areas where there is an intensity or concentration of night-time economy uses more flexibility may be considered and in mixed-use areas a balance will be struck between commercial activity and the protection of local amenity.

**Odours**

**3.72** Odours, normally cooking odours, and extraction systems can cause nuisance to local residents in terms of smell, noise and vibration. Applications for uses which cause odours should be accompanied with the appropriate information about the extraction system to assess its impact and planning conditions may be put in place for control.

**3.73** Generally flues should terminate at a maximum 1 metre above ridge height. Internal flues will normally require Building Regulation approval (in line with Building Regulation Approved Document J[44]) and fire risk assessment.

**Waste management**

**3.74** For guidance on waste management please see guidance at 'Waste management (DEV31)'.

44 https://www.planningportal.co.uk/info/200135/approved_documents/72/part_j_-_combustion_appliances_and_fuel_storage_systems

**Use of outside areas**

**3.75** The use of the premises and any external activities should be assessed. Applications will need to consider:

- Safety, including the free flow of pedestrians and the management of queues;
- Litter and the attraction of vermin or other animals such as seagulls;
- Fixtures and fittings which must be of suitable construction; and,
- Increased capacity for the premises and any impact this may have on the provision of toilet facilities, waste and means of escape from fire.

**Smoking shelters**

**3.76** The provision of outdoor smoking areas should be considered at the design stage of a proposal and take into account the potential for noise or odour nuisance, litter, obstruction of the highway/pavements, and compliance with the Health Act 2006.

## Street cafes

**3.77** Tables and chairs placed outside buildings can provide enjoyable facilities and contribute to the vibrancy and character of an area, as long as they do not obstruct pedestrian access or endanger pedestrian safety.

**3.78** Where tables and chairs are located on private land, planning permission is likely to be required whilst those on public pavements and pedestrianised areas are dealt with by licence applications to the relevant Highway Authority.

**3.79** If planning permission is required for outdoor chairs and tables in association with a food and drink uses, the following considerations will apply:

- Street cafés need to relate positively to the existing street-scene and movement of pedestrians needs to be considered;
- There should be at least 2 metres of clear, unobstructed footway width between the edge of the street café and the edge of the carriageway. A greater width may be required in some locations;
- Where the use directly fronts the premises from which the refreshments are served, an unobstructed corridor to the shop entrance of at least 2 metres should be retained;
- Tables/chairs should be sufficiently spaced to enable wheelchair and pram access;
- When tables and chairs are proposed directly outside a shop front on a public highway, a physical barrier of approximately 1 metre in height will be required to guide visually impaired persons safely around the use; and,
- The style of furniture should reflect its purpose and location. Domestic ‘patio style’ furniture is unlikely to work in the city or a district centre setting for example. Particular attention will need to be given to outdoor furniture designs in conservation areas.

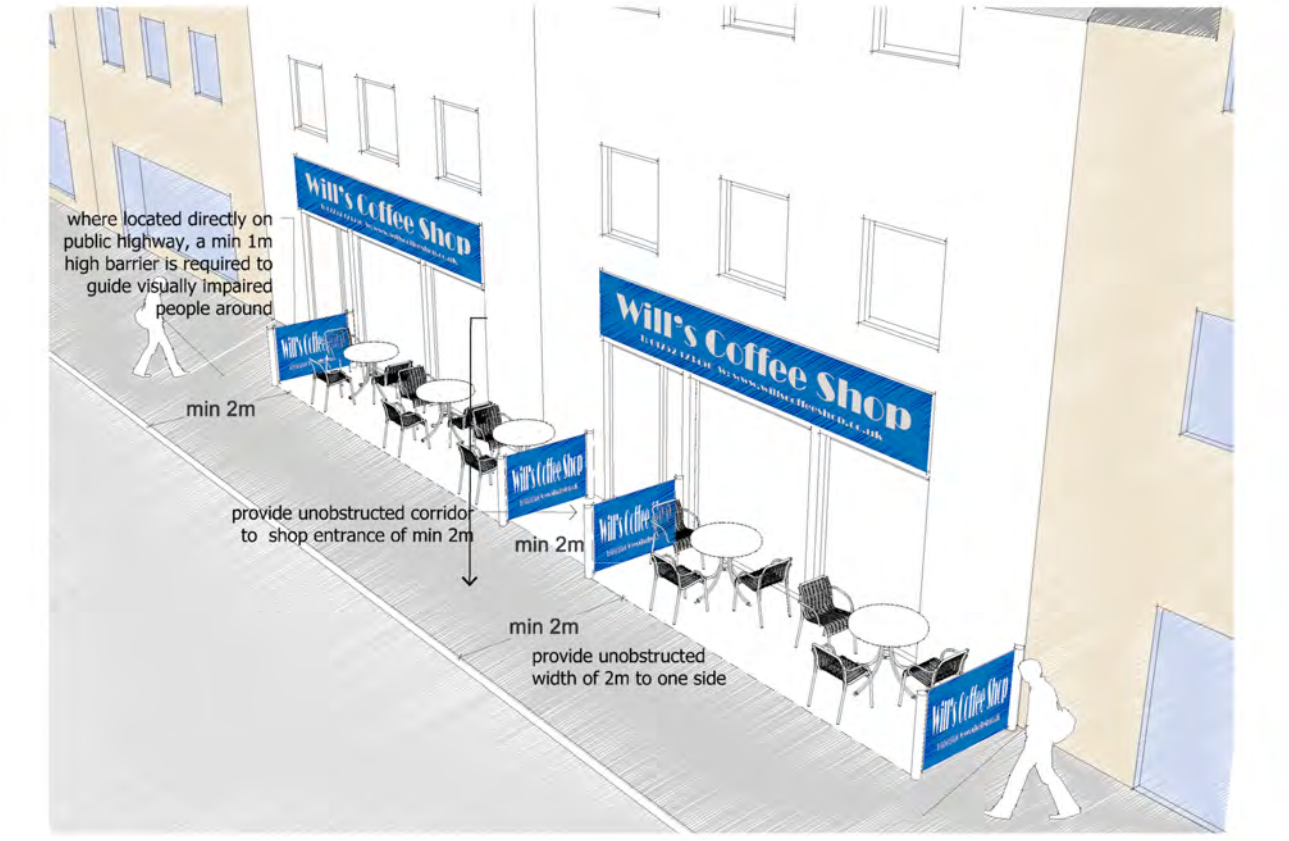



**Figure 1 Street cafe planning considerations**

**3.80** The display of signs, such as A-Boards, on the pavement or pedestrianised areas, where related to these outdoor refreshment areas, will be strictly limited to ensure unnecessary obstructions or visual clutter does not occur. A lack of the appropriate permission or license may result in enforcement action being taken.

**3.81** For further guidance on shop fronts and advertisements please see 15 'APPENDIX 3: Shop fronts, including ATMs'.

## Sport and recreation (DEV3) and Playing pitches (DEV4)

### What is this policy about?

**3.82** Policies DEV3 and DEV4 supports opportunities for sport, physical activity and active leisure. DEV3 also includes guidance on protecting, enhancing and creating new public rights of way (PROW) and bridleways.

## DEV3 and DEV4 - Sports facilities and playing pitches

**3.83** DEV3.1, DEV3.2 and DEV4 support opportunities for sport, physical activity and active leisure and are policies to ensure that development and growth is matched by an appropriate level of provision for playing pitch and other sports facilities.

**3.84** The LPAs' most up-to-date Playing Pitch strategies and Leisure Facilities Plans address both internal and cross-boundary issues and displaced demand between the different authorities. These strategies, including the South Hams and West Devon Playing Pitch

Strategy 2015 [45], Playing Pitches Delivery Plan for the Plymouth Policy Area 2018-2021 [46] and Plymouth and South West Devon Sports and Leisure Facilities Plan 2016 to 2034 [47], and any updates to them, will be taken into account when identifying the need for on-site facilities or off-site financial contributions relating to planning applications.

**3.85** The LPAs are obliged to consult with Sport England with regard to the provision of new playing pitches/sports facilities or development affecting playing field land. It is recommended that this guidance is read alongside guidance provided by Sport England [48] and the relevant sport Non-Governing Body (NGB) such as:

- Football Association [49];
- Rugby Football Union [50];
- England and Wales Cricket Board [51]; and,
- England Hockey [52].

**3.86** The playing pitch standard is outlined in Figure 3.2 of the JLP as set out below:

| Meaure | PPA | TTV Policy Area - Main Towns, Towns & Key Villages | Reason for difference in standard across Plan Area |
|---|---|---|---|
| Playing pitch standard | 0.79ha per 1,000 people | 1.27ha per 1,000 people | City standard reflects the greater ability to achieve more intensive use of playing pitches given population densities. |

**Table 2 JLP Figure 3.2 extract - playing pitch standards**

**3.87** The Town and Country Planning (Development Management Procedure) (England) Order 2015 (DMPO 2015) defines a playing pitch as: *"a delineated area which, together with any run-off area, is of 0.2 hectares or more, and which is used for association football, American football, rugby, cricket, hockey, lacrosse, rounders, baseball, softball, Australian football, Gaelic football, shinty, hurling, polo or cycle polo"* and can have either a grass surface or an artificial one.Playing pitches vs. playing fields [53]

**3.88** A playing field is defined as: *"the whole of a site which encompasses at least one playing pitch".*

**3.89** It is important to recognise that the definition of a playing field includes more than the surface of the pitch and the LPAs will protect all parts of a playing field, not just those which are currently laid out as pitches. This is because other parts of a playing field are a resource which may be needed, now or in the future, and it is important that they be afforded the same protection.

45 https://www.plymouth.gov.uk/sites/default/files/SouthHamsAndWestDevonPlayingPitchStrategy2015.pdf
46 https://www.plymouth.gov.uk/sportandleisure/howwedevelopsport/ourplayingpitchesdeliveryplanplymouthpolicyareappa
47 https://www.plymouth.gov.uk/sportandleisure/howwedevelopsport/ourplansportandleisurefacilities
48 https://www.sportengland.org/
49 http://www.thefa.com/get-involved/player/facility-development-and-technical-guidance
50 http://laws.worldrugby.org/
51 https://www.ecb.co.uk/be-involved/club-support/club-facility-management/project-development-guidance
52 http://www.englandhockey.co.uk/landing.asp?section=1877§ionTitle=Facilities+Support
53 A playing pitch is also a playing field in the context of the guidance in this SPD.

## DEV4 - Playing pitches

**3.90** Policy DEV4 looks to protect and improve the stock and capacity of playing pitch facilities and improve the quality of existing playing pitches and ancillary facilities.

### Re-development of existing playing pitches

**3.91** The re-development of existing playing pitches will only be acceptable where the proposed development meets the five exceptions outlined in Sport England's Playing Fields Policy and Guidance[54] or provided for in specific allocation policies.

**3.92** Planning applications will be considered against the current version of these exceptions should they be amended in the future.

### Provision of new playing pitches

**3.93** Proposals for new playing pitches should conform to current Non-Governing Body's (NGB) and Sport England's technical standards which are available via Sport England's Planning for Sport[55] website and documents.

**3.94** For a new pitch there usually needs to be an establishment period of at least 12 months (although this can vary depending on the amount of maintenance that is carried out during this period). The size and general establishment of all pitches should meet with Sport England's technical Guidance note Natural Turf for Sport[56].

**3.95** New residential development on larger sites will, where practicable, be expected to deliver new playing pitch facilities on-site. Where relevant, this is set out in the specific allocation policies within the JLP. In these cases it is recommended that applicants engage with the relevant LPA at an early stage to consider the form, location, layout, specification etc. of pitches and ancillary facilities to ensure they are incorporated into a masterplan and applications in an acceptable manner.

### Design and layout requirements

**3.96** Playing pitches should be integrated with other land uses in any new development scheme and should complement other provision such as sport and leisure facilities, green infrastructure and other community provision. Sport England's Active Design Guide[57] provides useful information to help inform development design and layout and should be taken into account.

**3.97** Developers should be able to demonstrate how the playing pitches proposed meet the requirements identified for the development.

**3.98** The size of a changing area for grass roots football should be 16 square metres (including bench space) plus showers, toilets, entrance hall, two officials' changing rooms (each with an internal area of 5 square metres) and incorporate a shower, toilet and wash basin, spectator toilets, storage and a social area including a small kitchen.

54 https://www.sportengland.org/facilities-and-planning/planning-for-sport/playing-fields-policy/
55 https://www.sportengland.org/facilities-planning/planning-for-sport/
56 https://www.sportengland.org/facilities-and-planning/design-and-cost-guidance/natural-turf-for-sport/
57 https://www.sportengland.org/facilities-and-planning/active-design/

**3.99** Ancillary facilities should be based on Sport England's Clubhouse Design Guide[58] and the relevant sport's NGB guidance.

**3.100** Full specifications and construction details should be provided to ensure that the playing fields will be of an acceptable quality. The specification and details should be produced by a suitably qualified agronomist in accordance with current Sport England and NGB technical guidance and should include details of: surface materials; levels; fencing; gates; soil cultivation/amelioration; seeding; drainage and lighting (including lux levels).

**Mitigation**

**3.101** Whilst new residential development on larger sites will be expected to deliver new playing pitch facilities on-site, on smaller sites, or where it is not practicable, new residential developments will be required to contribute towards new or improved playing pitch/sports provision through a planning obligation for off-site provision.

**3.102** Mitigation will apply to all residential developments with the exception of self-build dwellings. Financial contributions will be reasonable and proportionate and calculated based on the number of new residents resulting from the proposed development. Contributions towards maintenance will also be required.

**3.103** Contributions towards new provision or improvements to existing sites will be required where there are identified local deficiencies in the quantity, accessibility or quality and/or value of sports and recreational facilities. Each LPA's separate Playing Pitch Strategy states where new/improved provision is needed based on demand. Other local evidence includes 'made' Neighbourhood Plans and Town/Parish Open Space, Sport and Recreation (OSSR) Plans.

**3.104** Mitigation for loss of facilities and the impact of new residents are two distinct and separate issues and should be considered separately in determining planning obligations.

**3.105** In some cases it may be acceptable to re-develop existing playing pitches and provide new facilities elsewhere. This will also typically be secured through a planning obligation and will need to meet Sport England criteria.

**3.106** Please see Section 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

## DEV3.2 - Water and waterside access

**3.107** Access to the water such as to the sea, estuaries and rivers/etc. for recreation, whether alongside, on, or in the water, is of key importance to the Plan Area.

**3.108** Waterfront development proposals which shut off access to and from the water would not meet the requirements of the JLP as they fail to address opportunities to improve access to the water and would impede the vision of the Plan Area being a vibrant waterside location.

**3.109** Contributions towards new water access facilities or improvements to existing water access facilities may be sought where needed and appropriate.

58 https://www.sportengland.org/how-we-can-help/facilities-and-planning/design-and-cost-guidance/clubhouses

## DEV3.3 – Public rights of way and bridleways

**3.110** There are opportunities to work creatively with landowners to improve connectivity, particularly linking new development sites to existing recreational areas, green spaces, Public Rights of Way and other recreational trails. Opportunities to increase, or improve, Public Rights of Way (PROW) alongside new development, will be actively pursued.

**3.111** Provision of a good network of PROW can help to reduce the need to travel by car and also encourage healthy, active lifestyles. The LPAs may therefore seek off-site contributions towards creation of new, or improvements to existing, PROW or recreational links reflecting needs set out in:

- Specific allocation policies;
- Green Infrastructure Frameworks; and/or,
- Any local requirements identified in 'made' Neighbourhood Plans, or Town/Parish OSSR Plans.

## Community food growing and allotments (DEV5)

### What is this policy about?

**3.112** DEV5 is a policy to support and encourage local food growing by ensuring the provision of allotments and/or community food growing sites. The allotments/community food growing space standard is outlined in Figure 3.2 of the JLP:

| Measure | PPA | TTV Policy Area - Main Towns, Towns & Key Villages | Reason for difference in standard across Plan Area |
|---|---|---|---|
| Allotments / community food growing space | 0.15ha per 1,000 people | 0.15ha per 1,000 people | n/a |

**Table 3 JLP Figure 3.2 extract - allotments/community food growing space**

**3.113** Alongside formal allotments/community food growing space, the LPAs will also encourage the implementation of edible landscaping such as orchards and food forests, etc.

### What needs to be considered in the implementation of this policy?

**3.114** Besides the standards outlined above, new and improvements to existing allotments will need to adhere to the guidance outlined below to ensure the provision is appropriate for its use. Allotment proposals, which do not accord with the provided guidance, will be considered not appropriate to the demand and therefore could result in planning permission being refused.

**3.115** On large residential development sites, for example 500 dwellings or more, in an area where there is a local deficiency in allotment provision, such as when the aforementioned standard has not been met, or there are no allotment sites within a 1 kilometre radius, the

LPAs will seek on-site delivery of new allotments. In all other situations where the allotment standard is not met, the LPAs may seek a planning obligation to improve or expand existing allotment site.

**3.116** Any proposals for allotments should include details of:

- The ongoing management through a suitable body such as city, town or parish councils, allotment associations, community groups or management companies. Within Plymouth area plots will be managed by PCC; and,
- The arrangement, specification and management of land for allotments, including details of the charging schedules for future plot holders and the specifications for enclosures.

**3.117** The specified management practices will also need to adhere to best horticultural practices and comply with the relevant British Standards.

**3.118** To ensure delivered allotments are fit for purpose and the details secured (including the implementation and maintenance of allotments), the LPAs will be seeking to utilise a planning condition, a bond or planning obligation clause. Measures will require:

- The applicant to pay an inspection fee to the LPA to check and sign off the completed work; and,
- Set out measures for remediation if the applicant fails to deliver the work in accordance with the approved drawings.

**3.119** Please see Section 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

## Allotment design

**3.120** The design of new allotments or improvements to existing allotments as part of a planning application should adhere to the following guidelines:

- Allotment plot sizes:

| Allotment plot size | PPA | TTV - Main Towns, Towns & Key VIllages |
|---|---|---|
| 10 x 12.5m | Standard plot | Standard half-sized plot |
| 10 x 25m | | Standard plot |

**Table 4 Allotment plot sizes**

- Allotments should be evenly distributed across settlement areas based on a catchment radius of approximately 1 kilometre. Allotments should not be located in parcels of less than 0.5 hectares to enable efficient management;
- Every allotment site should include sufficient provision for paths and communal facilities. Each site should include a hard surfaced circular main access path which is 3 metres wide, or include provision for turning head to allow for maintenance vehicle access. The surfacing of any minor footpaths will depend on the size of the site, access, and the levels;
- Allotments should be well located in relation to complementary green spaces;
- Areas that involve ball sports should be suitably buffered;

- Water supply pipes and any other service runs should align with the path network;
- Allotments should be proportionate to the scale of the site and design should include:

    - Cultivatable soil, free of rubble or contamination and supported by soil test results;
    - Enclosures formed by dog, stock and rabbit proof fencing that is attractive, integrates well with the adjacent areas and, where appropriate, incorporates native hedge planting;
    - A secure and accessible community hut;
    - Toilets (male/female, including wheelchair accessible) and washing facilities;
    - Grey water recycling, unless demonstrated to be impractical;
    - Rainwater collection facilities on each communal building;
    - A storage area for each plot of at least 2 square metres;
    - 1 water stand pipe per every 5 standard TTV Policy Area plots or every 10 standard PPA plots;
    - Cycle parking;
    - 10 per cent of plots should be designed for disabled access which includes smaller raised beds;
    - Access provision for cars with a minimum 3 metre wide lockable access gate, vehicle turning and adequate car parking.

- Traditional orchard fruit trees may form a small part of an allotment site but would more commonly form part of planting schemes in other green spaces such as parks or natural green space; and,
- Allotments should not be located:

    - In a floodplain;
    - In attenuation ponds; and/or,
    - On land overshadowed by buildings or vegetation that would inhibit productivity.

## Hot food takeaways in Plymouth (DEV6)

### What is this policy about?

**3.121** A key health issue identified by the LPAs concerns the impact on the diet and health of young people as a result of the proximity of fast-food premises to educational premises. Policy DEV6 resists proposals that seek to provide new hot food take aways (Use Class A5[(59)]) within a 400 metre radius of providers of secondary education within the PPA only.

### What needs to be considered in the implementation of this policy?

**3.122** The food environment is the interaction between the physical, biological and social factors affecting individuals, or a group of individual's, eating habits and the resulting patterns of food consumption. A toxic food environment is one in which options for obtaining a healthy diet are constrained by some or all of the following: lack of choice; saturation of food outlets offering mostly unhealthy choices; advertising of and availability of unhealthy food choices in preference to those regarded as healthy and lack of availability of retailers selling healthy foods.

59 A5 Hot food takeaways - For the sale of hot food for consumption off the premises, Town and Country Planning (Use Classes) Order 1987 (as amended)

**3.123** Substantial consideration will be given to the food environment when determining applications within 400m of an existing (or proposed) secondary school.

**3.124** 400m is accepted nationally as the average distance a school child would be willing to walk during a 1 hour lunch break in order to access food from an outlet outside the school grounds. It is roughly equivalent to a 10 minute walk. 400 metres will be measured using a circle radius rather than actual walking route in order to remain as transparent and enforceable as possible. However, where there are major obstructions such as a major road or impassable green space dissecting the route within the 400m this figure may need to be reduced accordingly and will be considered on a case-by-case basis.

**3.125** For further guidance on A5 uses please see guidance at 'DEV18.5 - Specific impacts'.

# 4 Housing (DEV7-DEV13)

## Introduction

**4.1** The delivery of sufficient homes to meet the needs of the Plan Area is one of the greatest challenges for the JLP. Section 3 of the JLP (the spatial strategy) sets out the overall housing need whilst sections 4 and 5 outline site allocation policies. Policies DEV7 to DEV13 sets out policies for the type, mix and quality of housing to be provided, including for specialist groups.

**4.2** Policy SPT3 (Provision for new homes) in Section 3 of the JLP sets out the overall housing requirements in each policy area:

- Within the Plymouth Policy Area (PPA) - at least 19,000 new homes, of which 4,550 should be affordable;
- Within the Thriving Towns and Villages (TTV) Policy Area - at least 7,700 new homes of which 2,050 should be affordable.

**4.3** The guidance in this chapter primarily supports polices DEV7 to DEV13 in the JLP. It also reflects national guidance, and should be read alongside the NPPF, NPPG and the site specific policies set out in the JLP.

## Meeting local housing need in the Plymouth Policy Area (DEV7)

### What is this policy about?

**4.4** DEV7 is a policy to ensure a wide choice of high quality homes which widen opportunities for home ownership, meet needs for social and rented housing, and create sustainable, inclusive and mixed communities in the Plymouth Policy Area (PPA).

**4.5** Early discussions with the LPAs are encouraged to ensure the proposed development meets the housing needs of the PPA.

## DEV7.1 – Overall housing mix

**4.6** DEV7.1 requires a mix of dwelling sizes, types and tenures appropriate to the area to be delivered to ensure a wide choice of high quality homes.

**4.7** Within the PPA, local evidence will be used for negotiation when discussing housing mix. In particular the LPAs will use the Strategic Housing Market Assessment Part 2[60] (Chapter 4) as a starting point for negotiation.

**4.8** DEV7.1ii specifically refers to ensuring housing is available for households with specific needs, these could include, but is not limited to:

- Older people;
- Service families and veterans;
- Families with children; and/or,
- Persons with long-term health problems or disabilities.

60 https://www.plymouth.gov.uk/sites/default/files/StrategicHousingMarketNeedsAssessmentPart2.pdf

## DEV7.2 – Affordable housing within the PPA

**4.9** DEV7.2 sets out the expected affordable housing contribution for developments of above ten homes. For guidance on affordable housing please see 'Affordable Housing (DEV7-DEV9)'.

## Meeting local housing need in the Thriving Towns and Villages Policy Area (DEV8)

### What is this policy about?

**4.10** DEV8 is a policy to ensure a wide choice of high quality homes is available in the Thriving Towns and Villages (TTV) Policy Area by increasing opportunities for home ownership, meeting the needs for social and rented housing, and creating sustainable, inclusive and mixed communities.

**4.11** The policy seeks to ensure that the mix of new homes delivered in the TTV policy area corrects demographic imbalances and enhances community resilience. Ensuring a broad mix of new homes will contribute to enabling young people to find homes of their own, young working families to secure appropriate housing for each lifestage, and older people to access housing that meets their changing needs.

**4.12** Early discussions with the LPAs are encouraged to ensure the proposed development meets the housing needs of the TTV.

## DEV8.1 – Overall housing mix

**4.13** DEV8.1 requires a mix of dwelling sizes (referring to the number of bedrooms per dwelling), types and tenures appropriate to the area and as supported by local housing evidence.

**4.14** In South Hams and West Devon there is an imbalance between existing housing stock and the projected size and needs of newly forming households. There is a higher proportion of 4 or more bed homes than the rest of Devon and Cornwall and both are also in the top three in Devon and Cornwall for under-occupancy with around 35 per cent of homes having at least two spare bedrooms. The planning system cannot prevent people from under-occupying their homes, or buying a home with a spare room, but it can ensure that the mix of new homes is better suited to the needs of smaller households. A step-change in the delivery of smaller homes will enable greater churn within the existing housing stock as it will facilitate down-sizing for older people, as well as providing a first-step towards independent living for young people and young families.

**4.15** Housing stock that comprises a relative over-provision of large houses makes it increasingly difficult to rebalance the demographic profile and increase home ownership because the current housing stock is inherently unaffordable. Large dwellings, particularly those in coastal settlements, are not suited to smaller households or households that are earning close or similar to the national wage.

**4.16** When seeking to ensure a diversity of size, the number of bedrooms will be used as the key metric (as the number of bedrooms in a dwelling has a significant impact on how affordable it is), with the Strategic Housing Market Assessment Part 2: Objectively Assessed

Need for Affordable Housing (SHMNA Part 2)[61] providing thresholds for the number of dwellings required by bedroom. In order to ensure that homes are not built with a surplus of rooms that can be used as bedrooms, the LPAs will carefully examine floor plans.

**4.17** Home working is supported and as such the provision of one room identified as an office or study will be accepted, but other rooms that have the potential to be used as bedrooms (other than living rooms, kitchens, dining rooms, rooms with mains plumbing/toilets or rooms with no windows and/or main entrances) will be considered as such, and considered against the requirements of DEV8 on that basis.

**4.18** The terms 'appropriate to the area' and 'local housing evidence' relate to the use of information regarding housing stock in the settlements and parishes of the TTV Policy Area. The baseline when considering the 'existing stock' will be taken from the latest census. Where appropriate, the LPA will use monitoring data to update housing stock information if the latest census data is not considered accurate. When submitting an application, applicants should demonstrate an understanding of the existing housing stock at a town or parish level, and explain how their application responds to both the identified needs within the SHMNA Part 2, and the existing housing mix within the nearest settlement, or as part of the wider parish.

**DEV8.1(i) - Redressing imbalance**

**4.19** In parts of the TTV policy area, the current mix of housing is towards housing of certain types and sizes. There is a strong correlation between areas with a distorted housing mix and a demographic profile showing that young people and working age families are displaced due to a lack of housing diversity.

**4.20** The SHMNA Part 2 provides a breakdown of housing mix required to meet the needs of projected household formation throughout the plan period. There is a degree of variability to household projections, and as such the housing mix prescribed in the SHMNA Part 2 for each LPA will form the basis of a discussion regarding proposed housing mix, taking into account local circumstances and particular characteristics on a site by site basis.

**For housing schemes of over 5 units**

**4.21** The housing mix prescribed for each housing tenure type within the SHMNA Part 2 should be considered as the requirement for all schemes of over 5 units. For smaller schemes this may require a degree of rounding up or down depending on the overall number of units. A pragmatic approach will be applied to ensure broad consistency with the requirements identified in the SHMNA Part 2.

**4.22** DEV8 is clear that housing mix requirements may be adjusted by the LPA to correct existing imbalances in the housing stock of a given settlement or parish. An imbalance is defined as being different by a variance of more than 10 per cent from the LPA average for any housing type or size, as established by the Office for National Statistics (ONS) data. In such cases, it may be appropriate to stray from the prescribed percentages identified in the SHMNA Part 2 in such a way that helps redress an existing imbalance. A flexible approach will be taken to negotiating the most effective way of responding to existing imbalances, with viability and market signals as additional factors that could influence what is considered to be an acceptable mix.

61 https://www.plymouth.gov.uk/sites/default/files/StrategicHousingMarketNeedsAssessmentPart2.pdf

**4.23** If housing proposals are considered as outline applications, the delivery of an appropriate housing mix will be conditioned to be considered as part of any reserved matters application.

**For housing schemes of 5 units or less**

**4.24** The prescribed ratios in the SHMNA Part 2 can be considered informative, but it is unlikely that small schemes can fully reflect all of the identified needs expressed in the SHMNA Part 2. Instead, a full understanding of the current housing mix within a settlement, taken from ONS data, will need to justify the dwelling(s) proposed. Proposals that seek to deliver a type of dwelling for which there is already an over-provision when compared to the 2011 baseline are unlikely to be supported unless there are other material considerations that justify the size and type of housing proposed. The LPAs will provide an up-to-date assessment of housing mix at town or parish level on a case-by-case basis if required in the consideration of a planning application.

**4.25** Where there is an identified policy conflict with DEV8, in that a proposal seeks to exacerbate an identified existing imbalance, a local connection requirement may be sought through a planning obligation to offset the negative impact of further skewing the housing mix.

**4.26** Similarly, where proposals seek to deliver homes of a type and/or size of which there is an existing overprovision, and in settlements and parishes which have an affordability ratio of above a factor of 10, an open market reduction may be sought through a planning obligation on specified dwellings, secured through a planning obligation. This will make certain dwellings more affordable when considering the open market value against the level of average earnings.

**4.27** For further guidance on planning obligations in Section 12 'Planning obligations, the Community Infrastructure Levy and development viability'.

**DEV8.1(iii) – Younger people, working families and older people**

**4.28** Emphasis has been placed on delivering dwellings to meet the needs of younger people, working families and older people. The SHMNA Part 2 identifies a required uplift in 1 and 2 bed properties compared to the 2011 baseline for West Devon (8 per cent of housing stock in 2011 comprised of 1 and 2 bed) and South Hams (15 per cent combined 1 and 2 bed) in order to meet the needs of newly formed households throughout the plan period. Increased delivery of 1 and 2 beds will benefit different needs groups, as dwellings of this size and type meet the needs of a wide range of households. Household sizes are projected to continue to get smaller throughout the plan period in the TTV Policy Area.

## DEV8.2 and DEV8.3 – Affordable housing within the TTV

**4.29** DEV8.2 and DEV8.3 sets out the expected affordable housing contribution for developments in the TTV. For guidance on affordable housing please see 'Affordable Housing (DEV7-DEV9)'.

## Meeting local housing need in the Plan Area (DEV9)

**What is this policy about?**

**4.30** DEV9 is a policy which gives additional provisions for the delivery of a range and mix of housing to meet local housing needs across the whole Plan Area.

## DEV9.1 – Affordable housing in the Plan Area

**4.31** DEV9.1 states what could be included as affordable housing:

- Affordable housing for rent, for example:
    - Social and Affordable Rent; and,
    - Affordable Private Rent ('Build to Rent').
- Affordable routes to home ownership, for example:
    - Starter homes;
    - Shared ownership;
    - Shared equity; and,
    - Rent-to-buy.

**4.32** Please see 'Affordable Housing (DEV7-DEV9)' for guidance on the delivery of affordable housing across the Plan Area (paragraph 4.57 below).

## DEV9.2 - Self and custom build housing

**4.33** DEV9.2 states that the LPAs will support self and custom build housing developments provided that they meet the requirements of other policies. This section relates to both market led and Affordable self and custom build housing.

**4.34** Self and custom build housing is defined in the Housing and Planning Act 2016[62]: *"The building or completion by – (a) individuals, (b) associations of individuals, or (c) persons working with or for individuals or associations of individuals of houses to be occupied as homes by those individuals. But it does not include the building of a house on a plot acquired from a person who builds the house wholly or mainly to plans or specifications decided or offered by that person."*

**4.35** In practice the majority of self builds are built to the customer's design by local builders or house manufacturers and not physically built by the eventual occupier.

**4.36** The LPAs support self, custom and community housing as they provide accommodation suitable for individual needs and promote sustainable and innovative construction and design.

**4.37** In order to qualify for a Community Infrastructure Levy (CIL) relief in those parts of the Plan Area where CIL applies (currently the Plymouth LPA area only), a self-build home must be the occupant's sole or principal residence for at least three years following completion of the build.

**4.38** Other policies such as housing mix, size, design and tenure (DEV7, DEV8, DEV9 and DEV10) will need to be considered on a case-by-case basis depending on the need at that time. In some locations smaller units will be required rather than large bespoke properties.

**4.39** Each LPA has separate initiatives with regard to self/custom build. Please contact the appropriate LPA to discuss what support is available.

62 http://www.legislation.gov.uk/ukpga/2016/22/enacted

**4.40** As identified in criterion DEV9.2i, the provision of serviced plots within major developments can make a significant contribution to help meet the LPAs' duty under the Housing and Planning Act 2016. Where this is proposed:

- Phasing is required to ensure self/custom builders can claim their CIL exemption, if applicable;
- Serviced plots/shells should be marketed to the LPAs' satisfaction for a period of at least 12 months at an agreed price, following which the developer may apply to the LPA to vary the planning consent; and,
- The part of the site containing the serviced plots will usually be capable of being accessed without entering the main site to enable the serviced plots/shells to be brought forward at the start of the development.

**4.41** Whilst they should not be overly prescriptive, developers may also wish to agree a Design Code at the time of obtaining outline consent for the plots. This would give comfort to the buyers of neighbouring properties that the serviced plot houses will fit in with the overall development.

**Community-led self/custom build**

**4.42** The LPAs wish to encourage community-led self/custom build housing development as a way to meet specific housing needs identified by the community. Groups considering providing community-led housing should contact PCC's Housing Delivery Team or SHDC's and WDBC's Housing Enabling Team at the earliest opportunity for guidance.

**4.43** For guidance on affordable self/custom build please see 'Affordable Housing (DEV7-DEV9)'.

**Additional considerations for self/custom build in the TTV Policy Area**

**4.44** All properties secured for self/custom build, particularly those on exception sites in the TTV Policy Area, will need to refer to DEV8 and will be secured through a planning obligation (s106 agreement).

**4.45** Local Lettings Plans and/or a planning obligation may be attached to properties/sites brought forward for self/custom build. This may depend on the location and ownership of the sites. In the TTV, attention should also be paid to the rural exception sites policy (TTV27 – Meeting local housing needs in rural areas) and to 'made' and emerging neighbourhood plans in that community.

## DEV9.3 - 'Build to Rent'

**4.46** DEV9.3 seeks to support development, which increases housing choice in the private rented sector, including 'Build to Rent.' Applications that propose 'Build to Rent' will be considered on a scheme by scheme basis.

**4.47** 'Build to Rent' is defined in the NPPF as: *"Purpose built housing that is typically 100% rented out. It can form part of a wider multi-tenure development comprising either flats or houses, but should be on the same site and/or contiguous with the main development. Schemes will usually offer longer tenancy agreements of three years or more, and will typically be professionally managed stock in single ownership and management control."*

**4.48** It is the LPAs' expectations that 'Build to Rent' will be delivered in accordance with the NPPG[63] guidance on 'Build to Rent'.

**4.49** In addition to the NPPG requirements, the LPAs will require 'Build to Rent' schemes to:

- Include a covenant or clawback to ensure the homes are held as 'Build to Rent' for a minimum of 15 years; and,
- Ensure that all units are self-contained and let separately, that there is unified ownership and management of the development and that longer tenancies (three years or more) are available to all tenants.

**4.50** For guidance on Affordable Private Rent please see 'Affordable Housing (DEV7-DEV9)', paragraph 4.88 below.

## DEV9.4 – Accessible housing

**4.51** DEV9.4 specifies the mix of accessible housing units which will be sought on both new build and conversions (where possible), with reference to Category M4(2) and Category M4(3) of the Building Regulations Approved Document M[64]. On schemes of 5 or more dwellings, 20 per cent of the total number of dwellings should where possible meet Category M4(2); and on sites of 50 dwellings or more, at least 2 per cent should meet Category M4(3). For the avoidance of doubt all part figures relating to the number of M4(2) and M4(3) figure will be rounded up to whole dwelling numbers.

**4.52** It will be the LPAs' assumption that the M4(3) units will be constructed to an 'adaptable' rather than the 'accessible' standard. Where the latter is required, the LPA will negotiate with the developer how this will be achieved. For clarity, M4(3) 'adaptable dwellings' are to be constructed to be adjustable for occupation by a wheelchair user, whereas accessible dwellings should be constructed for immediate occupation.

**4.53** Category M4(3) will be counted as contributing towards the Category M4(2) dwelling requirement.

**4.54** In exceptional circumstances, where it can be robustly justified and that it is impossible for developers to fully comply with M4(2) or M4(3), due to site characteristics such as topography, the LPAs will still encourage developments to meet achievable elements within the standard where possible.

**4.55** Categories M4(2) and M4(3) will be secured by way of a planning condition imposed on new development as part of the process of granting planning permission.

**4.56** Technical guidance relating to the access to and use of dwellings is set out in Building Regulations Approved Document M Volume 1[65].

63 https://www.gov.uk/guidance/build-to-rent
64 https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m
65 https://www.planningportal.co.uk/info/200135/approved_documents/80/part_m_-_access_to_and_use_of_buildings

## Affordable Housing (DEV7-DEV9)

**4.57** DEV7 (Meeting local housing need in the Plymouth Policy Area), DEV8 (Meeting local housing need in the Thriving Towns and Villages Policy Area), DEV9 (Meeting local housing need in the Plan Area) and DEV10 (Delivering high quality housing) sets out how the need for affordable housing will be met. The below sets out guidance in relation to the affordable housing provision across these policies.

**4.58** When referring to 'affordable housing' the most up-to-date definition as defined in the NPPF should be used.

**4.59** It is recommended that this guidance is considered alongside the Strategic Housing Market Assessment Part 2: Objectively Assessed Need for Affordable Housing (SHMNA Part 2)[66].

**4.60** In this chapter there is guidance that relates to the whole Plan Area and additional guidance that is bespoke to the PPA and TTV Policy Area. Section headings will inform you as to what policy area the guidance is applicable to.

## Affordability of housing in the Plan Area

### Affordability of housing in the PPA

**4.61** The PPA has an affordable housing need. Plymouth's housing need evidence demonstrates an element of this. In May 2019 there were 11,010 households on the Plymouth housing register, 2,840 of these were considered to be in priority need (Bands A-C).

**4.62** The NPPG, Housing need assessment, September 2018[67] states that assessing affordability involves comparing housing cost against the ability to pay.

***Plymouth worked example***

**4.63** In Plymouth, the lower quartile house price (entry level market housing) was £136,800[68] (September 2018). The lower quartile gross annual workplace earnings for September 2018 was £20,860[69]. This provides a ratio of lower quartile house price to lower quartile gross annual workplace earnings of 6.56[70].

**4.64** Although the lower quartile house price is more affordable than most parts of the South West, it is significantly above the usual lending formulae for mortgages which is still based on 3.5 times gross income, plus a standard capital deposit. Therefore housing affordability is still a big issue as house prices continue to increase more than wages causing the gap to widen.

**4.65** The below example is based on September 2018 dataset[71]:

| |
|---|
| Affordable purchase price = lower quartile gross annual workplace earnings x 3.5 times lending + 10% deposit. |

66 https://www.plymouth.gov.uk/sites/default/files/StrategicHousingMarketNeedsAssessmentPart2.pdf
67 https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments
68 https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian
69 https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian
70 https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian
71 https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian

| |
|---|
| Affordable purchase price = £20,860 x 3.5 + £7,301 = £80,311 |

**Table 5 Plymouth lower quartile income and housing affordability example**

**The cost of affordable housing products in the PPA**

**4.66** The table below gives a flavour of the cost of some affordable housing products within the PPA. Plymouth figures (September 2018[72]) are used as an example:

| Affordable housing product | Average cost |
|---|---|
| Social Rent | £70.36 per week |
| Affordable Rent | £113,76 per week |

**Table 6 Example of affordable housing products within the PPA**

**Affordability of housing in the TTV Policy Area**

**4.67** The TTV Policy Area has an affordable housing need and housing need evidence demonstrates this. In April 2019 there were 1,451 households on the South Hams housing register, of these 693 were considered to be in housing need in Bands A-D. In West Devon there were 873 households on the Devon Home Choice register and 417 were considered to be in housing need Bands A-D.

**4.68** The NPPG, Housing need assessment, September 2018[73] states that assessing affordability involves comparing housing cost against the ability to pay.

***South Hams worked example***

**4.69** In the South Hams, the lower quartile house price (entry level market housing) was £212,500[74] (September 2017). The lower quartile gross annual workplace earnings for September 2017 was £18,577. This provides a ratio of lower quartile house price to lower quartile gross annual workplace earnings of 11.44.

| |
|---|
| Affordable purchase price = lower quartile gross annual workplace earnings x 3.5 times lending + 10% deposit.<br><br>Affordable purchase price = £18,577 x 3.5 + £6,501.05 = £71,521.45 |

**Table 7 South Hams lower quartile income and housing affordability example**

72 Homes England Statistical Data Return 2018 (Local Authority View) – https://www.gov.uk/government/collections/statistical-data-return-statistical-releases
73 https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments
74 https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian

***West Devon worked example***

**4.70** In West Devon, the lower quartile house price (entry level market housing) was £161,000 (September 2017[75]). The lower quartile gross annual workplace earnings for September 2017 was £16,823[76]. This provides a ratio of lower quartile house price to lower quartile gross annual workplace earnings of 9.57.

| |
|---|
| Affordable purchase price = lower quartile gross annual workplace earnings x 3.5 times lending + 10% deposit.<br><br>Affordable purchase price = £16,823 x 3.5 + £5,888.05 = £64,768.55 |

**Table 8 West Devon lower quartile income and housing affordability example**

## Affordable housing thresholds in the Plan Area

**4.71** The LPAs will seek to ensure that the spirit of the threshold policies is not avoided by the artificial sub-division of sites resulting in applications below the threshold, or developments at densities below that which is reasonably appropriate to the site. Applications close to the affordable housing threshold will be subject to thorough testing and policy assessment.

**4.72** Where occupation is restricted by planning conditions or legal agreements e.g. residential care/nursing homes, student accommodation etc. a contribution to affordable housing may not be required. Provision for affordable housing however will be required from older persons housing (e.g. sheltered housing and extra care) and other supported housing schemes etc. where these are considered to fall within the Use Class C3 (dwelling houses). For clarity, this includes market-led retirement schemes. When deciding Use Class consideration will be given to the level of care and the communal facilities provided.

**4.73** 'Made' Neighbourhood Plans may have their own individual policies and applicants will need to be aware of these. The progress and status of Neighbourhood Plans across the PPA and TTV can be found here on the South West Devon Neighbourhood Plans page[77] and the Plymouth Neighbourhood Plans page[78].

### DEV7.2 – Affordable housing thresholds within the PPA

**4.74** DEV7.2 sets out the expected affordable housing requirement for private sector developments above ten homes, which is that at least 30 per cent of the total number of dwellings should be affordable without public subsidy, subject to viability, or 20 per cent for a 'Build to Rent' scheme. These homes should be provided on-site, except in the case of sites of between 11 and 14 dwellings where the requirement can be met by providing an off-site contribution to deliver affordable housing elsewhere in the policy area. Where the affordable housing policy requirement does not result in a whole dwelling being required, the fraction can be taken as a commuted sum, rather than rounding the number up. The affordable housing threshold will apply to the total number of dwellings that are being proposed on-site.

75 https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian
76 https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/ratioofhousepricetoworkplacebasedearningslowerquartileandmedian
77 https://www.neighbourhoodplanning.swdevon.gov.uk/
78 https://www.plymouth.gov.uk/neighbourhoodplanning

### DEV8.2 and DEV8.3 – Affordable housing thresholds in the TTV Policy Area

**4.75** Much of South Hams and West Devon includes Designated Rural Areas, (The Housing (Right to Enfranchise) (Designated Protected Areas) (England) Order 2009)[79] and areas with special designations, as defined in section 157 of the Housing Act 1985[80].

**4.76** DEV8.3 sets out the expected affordable housing requirement for private sector developments above ten homes, which is that at least 30 per cent of the total number of dwellings should be affordable without public subsidy, subject to viability. These homes should be provided on-site.

**4.77** Should a site fall within a Designated Rural Area or an area with special designations (as defined in section 157 of the Housing Act 1985), financial contributions will be expected for developments of 6 to 10 units. Development of 6 to 10 units should provide an affordable housing contribution in accordance with Policy DEV8.2. The method for calculating this contribution is outlined in guidance below 'Off-site provision and commuted sums in the Plan Area'.

## Affordable housing tenure mix

### Affordable housing tenure mix in the Plan Area

**4.78** Paragraph 64 of the NPPF states that where major residential development is proposed, it expects at least 10 per cent of the total number of homes on the development to be available as Affordable Home Ownership (as part of the overall affordable housing for the site). For clarity where Affordable Housing is being delivered as a planning obligation at a lower level than policy requires, the first 10 per cent will be delivered as Affordable Home Ownership, unless this would exceed the level of affordable housing required in the area, or significantly prejudice the ability to meet the identified affordable housing needs of a specific group. The NPPF allows for exemptions for developments that propose:

- Solely ‘Build to Rent’ homes;
- Specialist accommodation for a group with specific needs (such as purpose-built accommodation for the elderly or students);
- Self/custom build; or
- 100 per cent affordable housing schemes.

**4.79** The Plan Area has a demonstrable need for a range of affordable housing products. For this reason and to help create the mixed and balanced communities that are required by the NPPF, the LPAs' preference is that the affordable housing tenure mix should be split between social rented homes (65 per cent) and Affordable Home Ownership tenures (35 per cent), in line with housing needs evidence.

**4.80** Where viability considerations reduce the proportion of affordable housing, it may be possible to consider some of the rented units to be affordable rent in order to increase overall affordable housing delivery or to meet an identified need.

**4.81** The form of Affordable Home Ownership tenure comprising the 35 per cent will be considered on a site by site basis, acknowledging the findings of the SHMNA Part 2 that products vary in affordability in terms of dwelling size and local market conditions.

79 http://www.legislation.gov.uk/uksi/2009/2098/made
80 https://www.legislation.gov.uk/ukpga/1985/68

**4.82** The matter of affordable housing tenure mix should be discussed with PCC's Housing Delivery Team or SHDC's and WDBC's Housing Enabling Team at the earliest opportunity to ensure a balanced approach to the requirements of the NPPF and local housing need.

**Affordable housing tenure requirements in the Plan Area**

**4.83** The LPAs and their partners are committed to ensuring that all affordable homes are genuinely affordable in the local context and meet the identified housing need. To ensure this is the case:

- Where the affordable housing product makes reference to market rent or sales values, valuation evidence will be required by the LPAs to demonstrate the total housing costs of the tenure proposed against the market rent. This requirement will be captured through a planning obligation. Please see Section 12 for guidance on planning obligations;
- Rent levels within affordable housing products[(81)], should not exceed the Local Housing Allowance (LHA) in order to maintain affordability. LHA rates are available on the websites of the LPAs and applicable across the Plan Area;
- For clarity Intermediate Rent as part of a 'rent to buy' model should not exceed 80 per cent of the current market rent (inclusive of service charge) and should be limited to Local Housing Allowance unless otherwise agreed with the Council;
- For Affordable Home Ownership Products[(82)] it will be the responsibility of the developer to provide evidence of the products' affordability. It is expected that these products will be affordable to people unable to access entry level market housing. This affordability assessment should be submitted to and approved by the LPA prior to the submission of a planning application and should be detailed in the Affordable Housing Statement accompanying the planning application. Reference should be made to the income data from the ONS Annual Survey of Hours and Earnings (ASHE); and,
- All houses provided as part of an affordable housing offer should be provided on a freehold basis.

**Affordable housing tenure requirement in the PPA**

**4.84** In the PPA, essential local worker accommodation is not considered an affordable housing product. This is because essential local workers generally earn around or above the average wages and are able to compete in the housing market.

**Affordable self/custom build in the Plan Area**

**4.85** Affordable housing provision on self/custom build sites will be required in accordance with policies DEV7 and DEV8. In exceptional circumstances and at the LPAs' discretion, the requirement to provide at least 30 per cent affordable housing on qualifying sites may be balanced against the LPAs' duty to provide self/custom build plots, for example where the community benefits of self/custom build are realised.

**4.86** Where affordable self/custom build housing is proposed, the affordable housing model should be submitted to and approved by the LPA prior to the submission of a planning application and it should be detailed in the Affordable Housing Statement accompanying the

81 This could include Social Rent, Affordable Rent and Affordable Private Rent as examples.
82 Affordable Home Ownership Products – this could include: starter homes; discounted market sales housing and other routes to home ownership.

planning application. In considering the eligibility of the purchaser/occupant, the LPA will require an eligibility assessment, for example from Help to Buy Agent from the South [83], the cost of which will need to be met by the developer or seller.

**4.87** On self/custom build sites, affordable housing requirements may be met by the provision of serviced plots or shells for self or custom builders that are eligible for affordable housing and at an affordable price. Details of which should be submitted to and approved by the LPA prior to the submission of a planning application and should be detailed in the Affordable Housing Statement accompanying the planning application.

**Affordable Private Rent in the Plan Area**

**4.88** Where schemes exceed the affordable housing threshold outlined in DEV7 and DEV8, it is generally considered that 20 per cent of dwellings should be provided as Affordable Private Rent in perpetuity, in line with NPPG guidance. To ensure the affordability in the local context, the LPAs' require Affordable Private Rent schemes to:

- Set Affordable Private Rent at a level that is at least 20 per cent less than the private market rent (inclusive of service charges) for the same or equivalent property;
- Ensure Affordable Private Rent levels do not exceed the Local Housing Allowance (LHA) LHA rates are available on the websites of the LPAs; and
- Submit affordability and eligibility assessment information to the LPA as part of any pre-application service and include the approved proposal as part of the Affordable Housing Statement accompanying any planning application.

**4.89** Please see 'DEV9.3 - ‘Build to Rent’' for guidance on 'Build to Rent'.

## Affordable housing, service charges and other estate management charges in the Plan Area

**4.90** Service charges are subject to separate legal requirements, however to ensure that total housing costs are considered when assessing the affordability of new affordable properties, the LPAs expect developers to limit service charges and estate management fees to reasonable levels on all new housing developments where affordable housing is provided. For this reason, the implications of the design and specification of the development on the service charge and estate management charge should be considered at an early stage and discussed through the LPAs' pre-application services. This is particularly the case when developing supported housing for vulnerable or older people.

**4.91** Where there are concerns about high service charge costs and management company fees, the LPAs will require the applicant to demonstrate how the total housing costs of the development meets the requirement of the NPPF to deliver affordable housing on-site to eligible applicants.

**4.92** For general needs affordable housing, the LPAs would normally expect the service and estate management charge to not exceed the following per annum sums:

83 https://www.helptobuyagent3.org.uk/

| House | Flat without a lift | Flat with a lift |
|---|---|---|
| £208.00 | £681.72 | £1,040 |

**Table 9 Service charge cap per annum (19/20)**

**4.93** These figures will be updated on an annual basis by RPI (Retail Price Index) +0.5 per cent.

**4.94** For clarity Older Persons Extra Care housing and some other forms of Supported Housing will normally be exempt from meeting the service charge levels as set out above.

## DEV10.3 – Affordable housing design considerations in the Plan Area

**4.95** DEV10.3 requires that affordable housing, including affordable private rent, should be indistinguishable from other homes on the site and reflect the type of housing on the development as a whole.

**4.96** Affordable housing should not be different to the market housing in terms of build quality, materials, design detail, levels of amenity space, car parking and privacy. Tenure blind integration should be considered at an early stage of the design process. The affordable housing offer should also be a representative mix of the type and size (in terms of number of bedrooms) of the overall dwelling mix. The LPA may however wish to discuss the provision of specific types of affordable housing to meet an identified local need in certain circumstances.

**4.97** For example, energy efficiency is also important, as reducing energy costs for occupants is particularly significant for those living in affordable housing and those more vulnerable to fuel poverty in addition to combating climate change.

**4.98** Affordable dwellings should be spread throughout the development, although on large sites this can take the form of small clusters, not normally exceeding 12 dwellings. Consideration will be given for larger clusters for example in the case of older persons sheltered housing, extra care, and supported housing schemes.

**4.99** The LPAs expects developers to liaise with Registered Providers (RPs) at an early stage to ensure that the specification of the proposed affordable units meet the RPs' technical requirements.

## Registered Providers (RP)

**4.100** The LPAs strongly prefer all forms of on-site affordable housing provision to be provided in conjunction with an RP that can secure effective long-term management of the property and ensure that any recycled subsidy contributes to alternative affordable housing provision locally. For clarity, where subsidy is being recycled there is a strong preference for this to be reinvested in the same local authority that it originated in.

**4.101** As per the NPPF definition for 'affordable housing for rent,' the landlord should be an RP, except where it is included as part of a 'Build to Rent' scheme.

**RPs in the PPA - Plymouth Housing Development Partnership (PHDP)**

**4.102** Within the Plymouth authority boundary, developers are encouraged to work in collaboration with PCC and the partners who form the Plymouth Housing Development Partnership (PHDP):

- Aster Group;
- Bournemouth Churches Housing Association;
- Clarion Housing Group;
- Guinness Partnership;
- LiveWest;
- Plymouth Community Homes;
- Rentplus;
- Sanctuary Housing Association;
- Tamar Housing; and,
- Westward Housing Group.

**4.103** Homes England is also a member of the PHDP and works closely with PCC and its RP partners to help deliver affordable housing in the City.

**RPs in the TTV Policy Area**

**4.104** The PHDP does not currently operate outside of the Plymouth LPA area. SHDC and WDBC do however work with a number of the RPs listed above in addition to:

- Hastoe Housing Association;
- South Devon Rural Housing Association;
- South Western Housing Society; and,
- Teign Housing.

## Financial considerations in the Plan Area

**4.105** It is important for developers to have a clear understanding of the likely financial impact of the affordable housing planning obligation in advance of acquiring land and making a planning application. The planning policy presumption is that the affordable housing should be provided without public subsidy and without detriment to other required infrastructure provision or contribution. Any deviation from this policy must be agreed by the LPA on a case-by-case basis and will be assessed through a viability appraisal process as per policy DEL1.5. The viability appraisal and any accompanying report will be published on the appropriate LPA's website as set out in paragraph 57 of the NPPF.

**4.106** For further guidance on viability please see Section 12 'Planning obligations, the Community Infrastructure Levy and development viability'.

## Delivery and future control in the Plan Area

**4.107** It is expected that affordable housing units delivered through the planning system with no public subsidy will be secured through a planning obligation.

**4.108** A copy of the standard planning obligation (Section 106) affordable housing clauses are available on request. If it is envisioned that the standard clauses need to be varied, the LPAs would encourage an early discussion as part of the pre-application service.

**4.109** The delivery of affordable housing on-site requires timely completion, in line with market housing. This means that:

- Not more than 50 per cent of open market dwellings should be occupied unless and until 50 per cent of affordable housing has been completed and made available for occupation; and,
- Not more than 80 per cent of open market dwellings should be occupied unless and until 100 per cent of affordable housing has been completed and made available for occupation.

## Off-site provision and commuted sums in the Plan Area

**4.110** DEV7.2 and DEV8.3 assumes that affordable housing will be provided on-site for all qualifying developments and paragraph 62 of the NPPF also expects affordable housing to be provided on-site.

### Off-site provision and commuted sums in the PPA

**4.111** Within the PPA, circumstances where the affordable housing requirement may be provided by off-site provision, or via an appropriate financial contribution[(84)] (subject to appropriate evidence where required), include:

- Developments of between 11 and 14 units;
- Developments where it is impractical or unreasonable for an RP to manage a small number of units within a larger development, for example where viability has reduced the proportion of affordable housing numbers to a very low level;
- Developments where the total housing costs of the affordable rental product or affordable home ownership units would be unaffordable to eligible applicants. For example where very high service and other management charges would be required because of the nature of the development.

### Off-site provision and commuted sums in the TTV Policy Area

**4.112** Within the TTV Policy Area, the following applies:

- Housing schemes of 1 to 5 units will not require a financial contribution, unless a 'made' Neighbourhood Plan requests this;
- For housing schemes of 6 to 10 units within a Designated Rural Areas[(85)] (or other special land designation) of the TTV Policy Area, an off-site contribution will be required and calculated using the method below;
- For schemes over 10 units, or in the TTV Policy Area towns, a minimum of 30 per cent on-site provision will be required;
- Guidance on 'Meeting housing needs in rural areas (TTV27)'will also be considered.

84 Where the policy requirement for affordable housing doesn't result in a whole number of affordable units, the fraction will be required as a commuted sum rather than the number being either rounded up or down to the nearest whole number.

85 Designated Rural Areas are parish-level areas designated under S.157 of the Housing Act 1985 through SI 2009 No. 2098.

### Calculating affordable housing commuted sums in the Plan Area

**4.113** Across the Plan Area, financial contributions may be pooled with contributions from other developments to further the delivery of affordable housing at other locations within the relevant administrative boundary as appropriate and at the discretion of the LPAs.

**4.114** The LPAs will require an early trigger in the planning obligation agreement for payment of the commuted sum, with at least 50 per cent made on commencement of development.

| |
|---|
| Affordable housing contribution = no. of affordable units x (open market value of the units minus the average Registered Provider (RP) purchase price for comparable properties). |

**Table 10 Method for calculating the commuted sum from residential development**

**4.115** The housing mix used in calculating the off-site affordable housing contribution will be based on the affordable housing type and tenure mix.The average RP purchase price will be based on evidence supplied by developers and the RPs within viability assessments undertaken within the previous 12 months.

**4.116** To help to collate this information, RPs and developers will be individually required to submit documentation confirming the purchase price paid for the affordable housing units (also known as the 'transfer price'). The LPAs reserve the right to seek clarification or further documentation as required.

## Delivering high quality housing (DEV10)

### What is this policy about?

**4.117** DEV10 is a policy to ensure that new housing development is of high quality in terms of its design and resilience. This does not only include the range, type and size of housing required, but also ensures that housing and extensions to housing are built to a high standard in locations that relate well to existing communities and make a positive contribution to the character of all settlements across the Plan Area.

**4.118** For detailed guidance on house extensions and alterations please see 13 'APPENDIX 1: Residential extensions and alterations'.

### What needs to be considered in the implementation of this policy?

**4.119** The LPAs will expect high standards of design, layout and landscaping for all developments which respect the character of the area.

**4.120** When designing housing, regard should be had to the design principles in the Building for Life 12 Guide[86].

**4.121** Specific design guidance should also be considered for specialist housing developments, such as the Housing our Ageing Population Panel for Innovation (HAPPI) principles[87]in older person proposals.

86 https://www.designcouncil.org.uk/resources/guide/building-life-12-third-edition
87 https://www.gov.uk/government/publications/housing-our-ageing-population-panel-for-innovation

## DEV10.1 – 'Sense of place' considerations

**4.122** Great care needs to be taken in the design and layout of new housing development, including at the edge of built up areas, to ensure that it functions as a seamless part of the existing community rather than an unrelated addition. Masterplans and Design and Access Statements associated with the development need to take account of this wider context, not just in terms of the relation of the new buildings to the existing built environment, but in terms of connectivity to key facilities such as schools, shops and green spaces.

**4.123** The historic environment is also a key contributor to creating a sense of place and it is important that schemes are informed by sound heritage analyses and are assessed in relation to evidence, such as Conservation Area Appraisals and Management Plans.

**4.124** For guidance on design and specific materials across the Plan Area please see 'Place shaping and the quality of the built environment (DEV20)' and 14 'APPENDIX 2: Specific materials for the Plan Area'.

## DEV10.2 – Crime and fear of crime

**4.125** DEV10.2 looks to ensure development proposals provide safe and secured living environments and are therefore expected to comply with the secure by design principles. Please see guidance at 'DEV20.6 – Community safety and crime' for further details.

## DEV10.3 – Affordable housing design considerations

**4.126** For affordable housing design guidance (which is in addition to other guidance) please see 'DEV10.3 – Affordable housing design considerations in the Plan Area'.

**4.127** For guidance on space standards please see 'DEV10.5 – Space standards and outdoor amenity space'.

## DEV10.4 – Residential annexes

**4.128** DEV10.4 specifies that residential annexes will be supported where they are within the same curtilage and ownership as the principal dwelling. Problems can arise where this type of development creates a self-contained unit, either severed from the main dwelling or which could, with little or no adaptation, potentially be severed from the main dwelling to form a separate unit. This can result in the creation of sub-standard accommodation with inadequate privacy, access, parking and amenity space.

**4.129** In respect of residential annexes, ancillary relates to the use and degree of dependence on the main dwelling, not the physical attachment or design/appearance of the annexe. Each case is likely to be different in terms of its built form (attached or severed) but the level of dependence will be consistently considered by the LPAs based on the criteria set out below. Annexes that demonstrate little dependence, i.e. are self-contained of the main dwelling, and appear effectively to be proposals for a new dwelling, will likely be refused planning permission.

**4.130** When considering whether an extension or outbuilding is capable of being occupied independently of the main dwelling, the LPAs will have regard to its relationship to the main dwelling, and the extent to which facilities such as bathrooms, kitchens and toilets are shared. The LPAs will normally expect an annex to:

- Be an extension to the existing dwelling, or an outbuilding sited within its garden;
- Be functionally related to the main dwelling, for example where the occupant is a dependent relative of the main dwelling's resident(s);
- Be used only in conjunction with the main dwelling;
- Be in the same ownership as the main dwelling;
- Be accessed via the main dwelling or its garden and not by means of an independent access.
- Be reliant on facilities and floor space provided by the main dwelling such that it cannot be occupied completely independently;
- Share a garden or other outdoor amenity space with the main dwelling, with no boundary demarcation or sub division of the land between the main dwelling and the annexe; and,
- Be designed in such a way as to easily allow the annexe to be used as an integral part of the main dwelling at a later date.

**4.131** A residential annex should be designed as an integral part of the overall dwelling. The general design guidelines relating to house extensions, alterations and outbuildings in 13 'APPENDIX 1: Residential extensions and alterations'.

**4.132** Planning conditions restricting occupancy to a member of the main dwelling's household will be attached where these are considered necessary.

### Statement of use of annexe

**4.133** When submitting a planning application for an annexe a written statement explaining who it will be used by, their relationship with the occupants of the main dwelling and how the use of the annexe complies with the criteria listed above should be included.

## DEV10.5 – Space standards and outdoor amenity space

### Space standards

**4.134** DEV10.5 states that all dwellings, including Houses in Multiple Occupation (HMOs) and conversions, irrespective of tenure, should meet the Nationally Described Space Standard (NDSS)[88] as defined by DCLG.

**4.135** Whilst the NDSS will be required in the majority of cases, a relaxed standard may be allowed in exceptional circumstances, for example, for the conversion of a listed building or another building where bringing it back into use is considered a greater benefit.

**4.136** Where a relaxed standard is permitted, significant justification may be required through a viability statement.

### Outdoor amenity space

**4.137** DEV10.5 states that sufficient external amenity space or private gardens should be provided for with new dwellings (including conversions of existing properties into flats), this should be useable space and clearly identifiable as part of the planning application.

**4.138** The following table sets out the standards of provision for outdoor amenity space and includes all front, rear and side useable areas (but excludes car parking):

88 https://www.gov.uk/government/publications/technical-housing-standards-nationally-described-space-standard

| Housing type | Minimum standard |
|---|---|
| Detached dwelling | 100m$^2$ |
| Semi-detached dwelling | 75m$^2$ |
| Terraced dwelling (including end terrace) | 50m$^2$ |
| Flats | 50m$^2$ per development plus 5m$^2$ per additional unit over 5. This will normally be in the form of a communal space.<br><br>Private balconies can be included in the calculation of amenity space, provided that they are a useable size of at least 3m$^2$. |
| HMOs (up to and including 6 occupants) | 10m$^2$ per person |
| HMOs (7 or more occupants) | 15m$^2$ per person |

**Table 11 Outdoor amenity space standards by housing type**

**4.139** It is not appropriate to define leftover spaces as communal areas. Communal outdoor amenity areas should be:

- Located to give a degree of privacy from streets or other public areas;
- Be accessible to all residents;
- Laid out in a way which will provide good amenity to residents; and,
- Be located so as to be able to be supervised by residents in order to make them feel safe.

**4.140** Whilst the table above sets out a minimum standard of amenity space expected for new dwellings, the proposed site's location, proximity to local parks and public open spaces and the amount of bedrooms provided for each dwelling will be taken into account during the application process, as well as whether the proposed site is within an older and more densely developed neighbourhood. Exceptions to the above standards will be negotiated on a case-by-case basis.

## DEV10.6 – Development of garden space

**4.141** Whilst new housing development in gardens can make a contribution to the local housing stock, garden development can have a negative impact on the character and amenity of an area.

**4.142** Gardens are not defined as being previously developed land within built up areas and a higher test of suitability will be taken when considering applications of new housing in gardens. The LPAs will carefully consider new development proposals of this type to ensure it only takes place on appropriate sites in residential areas and where it does not harm the character of the area.

**4.143** For detailed guidance on house extensions and alterations please see 13 'APPENDIX 1: Residential extensions and alterations'.

## DEV10.7 – Conversions to flats and Houses in Multiple Occupation (HMOs)

**4.144** DEV10.7 looks to ensure that the conversions of existing properties into self-contained flats[89] and HMOs will only be permitted where the development will not harm the character of the area.

**4.145** In order to ensure good quality smaller family dwellings are retained, houses of less than 115 square metres gross floor area are not considered suited for conversion to HMOs or flats. When assessing proposals, the LPAs will calculate the gross floor area of the dwelling as the area of the building ten years prior to the application, checking whether the property has been extended during this time. This is to prevent the extending of 'family' accommodation to take it above the 115 square metres floor area criteria.

**4.146** When faced with an application to subdivide a dwelling, the following will be taken into consideration:

- Flat conversions need to respect the scale and character of the original building and other buildings in the neighbourhood; and,
- The property should be large enough to accommodate the number of flats proposed and provide the necessary amenities without the need for significant alterations or extensions.

### Conversions of vacant or under-used buildings

**4.147** In recent years the government has encouraged the conversion of vacant or under-used spaces in order to bring more life back into city, district and local centres and to make more efficient use of available space. In some cases planning permission is not needed due to permitted development rights. The Town and Country Planning (General Permitted Development) (England) Order 2015[90] is the principal order which sets out when planning permission is not needed, provided that no restrictive condition is attached or that the development is exempt from the permitted development rights through an 'Article 4' direction.

**4.148** The LPAs will take the following considerations into account when assessing suitability for conversion:

- The proposed development should not cause the loss of a viable use that is considered important to retain, particularly given the LPAs' objective of creating sustainable, linked communities;
- There will be no adverse effect on the vitality and viability of shopping centres; and,
- The location and situation of the premises will provide an acceptable living environment having regard to the nature of the area and adjacent uses.

89 A self-contained flat is where all the dwelling's rooms and basic amenities are accessible from behind a single entrance door.

90 http://www.legislation.gov.uk/uksi/2015/596/contents/made

**Standard of accommodation (flats)**

**4.149** It is important for the quality of life of occupants that flat conversions provide a decent standard of accommodation. As such the following considerations for the internal layout will apply:

- All flats should be self-contained and conform with Nationally Described Space Standards (NDSS);
- The proposal should not generally involve the provision of self-contained flats within basements and rear tenements, unless enough natural light is available;
- Where possible, 'stacking principles' should be adhered to with living rooms above living rooms, bedrooms above bedrooms, etc.;
- Principal habitable rooms should receive adequate levels of natural daylight; and,
- Single aspect flats should generally be avoided.

**4.150** Providing separate access to the front and rear of each self-contained flat within a building can present a logistical challenge but is often required to enable occupiers to access amenity space, parking, and refuse storage areas etc. One possibility that is often considered is the installation of external rear stairs. However, external staircases can cause significant amenity problems for neighbours in relation to noise and privacy and can look unsightly as well as compromise the safety of occupiers if they are poorly lit and become slippery in wet and cold weather conditions. For these reasons they will rarely be acceptable. The presumption is that access staircases should be accommodated internally.

## DEV10.8 – Standard of accommodation (HMOs)

**4.151** Under planning legislation, a HMO is defined as a residential dwelling occupied by 3 or more unrelated individuals that share basic amenities, such as kitchens, bathrooms and living space. Small/medium HMOs are occupied by between 3 and 6 unrelated individuals and are classified as Use Class C4 dwellings in planning terms. Large HMOs with more than 6 residents are unclassified by the Planning Use Class Order and considered sui generis.

**4.152** DEV10.8 looks to ensure Homes in Multiple Occupation (HMOs) are only permitted when the proposal meets certain requirements.

**4.153** Applications for HMOs will be expected to demonstrate the layout and design is suitable for the proposed use and number of occupants. HMOs will need to be of a decent standard for occupiers and this standard will be maintained with planning conditions that will form part of the planning permission. Licensable HMOs can be inspected throughout the duration of the licence to ensure licensing criteria is being met.

**4.154** Please note, within certain areas of Plymouth, an Article 4 area has removed the permitted development rights of house owners to convert a single dwellinghouse (Use Class C3) into a HMO (Use Class C4). For further guidance on this please see guidance at DEV11.

**Communal space for HMOs**

**4.155** It is expected that all HMOs will have shared kitchen facilities and will normally have at least one communal room. All room types within a HMO and their size should be indicated on the plans submitted when applying for planning permission. On occasion, an applicant may be able to demonstrate the provision of a communal room would not be appropriate and

in such circumstances, the applicant will be required to provide an explanation justifying this position with the planning application. In such instances, the floor space of the bedrooms would be expected to be significantly larger and accord with the standards of bedroom sizes set out in HMO licencing guidance.

**4.156** All units of occupation are expected to have access to shared facilities for cooking and bathroom/toilet facilities that are conveniently accessible, suitable and sufficient for the number of occupants. Detailed guidance on licensable HMO standards is available on the Council's websites:

- Plymouth City Council[91]
- South Hams District Council[92]
- West Devon Borough Council[93]

**4.157** In addition to communal space, all HMOs should seek to provide an appropriate area for drying laundry. Where this is proposed within the property, it should be well ventilated and should not restrict the movement of occupants. Providing drying areas can reduce the likelihood of condensation and damp, which, when combined with poor ventilation, can have a detrimental impact on health.

**4.158** All HMO proposals and extensions to existing HMOs will be expected to provide sufficient useable outdoor amenity space for the number of occupants as set out in guidance at DEV10.5. The outdoor amenity space should be readily accessible by all occupants, secure and should not be overly dominated by refuse facilities. Outdoor amenity space should be provided in addition to the space that is allocated for car parking, cycle parking, refuse storage and laundry drying areas. Where outdoor amenity space is restricted, HMO applicants will need to demonstrate that occupants have good access to public green space to mitigate for limited amenity space at the application site.

**4.159** All planning applications for HMOs should provide a clear indication of the location and type of rooms available within the property and where communal space, including drying space, will be provided.

**Management of HMOs**

**4.160** A manager of a HMO has a legal responsibility to properly manage that property and ensure the building and curtilage is maintained to a good standard with all facilities kept in proper working order. Guidance on HMO standards and the levels of management required is available on the LPA's websites.

**Noise**

**4.161** Converting, or sub-dividing, a house to a HMO results in more people living in the property, and the potential for greater noise levels. Noise is by far the greatest direct cause of disturbance to neighbours. Reducing noise is also important for the existing surrounding community and the amenity of occupiers living in the HMO.

91 https://www.plymouth.gov.uk/homesandproperty/privaterentedaccommodation/housesmultipleoccupationhmo/hmostandards
92 https://www.southhams.gov.uk/HMO
93 https://www.westdevon.gov.uk/HMO

**4.162** To minimise the impacts of noise disturbance, the internal layout of HMOs should be considered to ensure that, where possible, rooms of a similar type are located together and communal rooms, such as, lounges, bathrooms and kitchens do not immediately adjoin sleeping accommodation on the same floor. Soundproofing can also be put in internal vertical walls surrounding sleeping accommodation on the same floor, and between floors. Stairwell walls can be sound-proofed. Adjoining communal rooms and sleeping accommodation between neighbouring properties should also be avoided where possible and good sound insulation should be considered.

**4.163** HMOs within residential areas generally have less impact on neighbours if they are located in large, detached properties. If the proposal involves a semi-detached or terraced house, then good sound insulation will be needed to prevent any noise disturbance to neighbours.

**Refuse**

**4.164** Planning permission will only be granted for HMOs and extensions to existing HMOs if it can be demonstrated that adequate and effective provision has been made for the storage of recycling and non-recyclable waste. Waste containers should be suitably stored with bins located inside a dedicated refuse store wherever possible and off the highway. The maximum number of bins required will be determined on a case-by-case basis and will be informed by an assessment of refuse emerging from the maximum number of occupants. Details of the proposed refuse storage arrangements should be provided with the planning application.

**4.165** Further details on refuse storage can be found at DEV31. Advice and guidance on waste receptacles and collection services is available on each LPA's website.

**Transport and parking**

**4.166** Additional pressure for on-street or off-street parking arising from a HMO conversion can be reduced if the HMO is located within easy walking distance of shops, amenities and public transport services.

**4.167** The guidance set out at Policy DEV29 in this SPD sets out the indicative amount of of car and cycle parking required to support HMO planning proposals.

**Compliance and enforcement**

**4.168** The LPAs work closely with the Council's Housing Licencing Teams to ensure that HMOs have the appropriate planning permission and that HMO licences are in place where applicable. Enforcement action will be taken when planning or licencing breaches are identified.

## Houses in Multiple Occupation in the Plymouth Article 4 Direction Area (DEV11)

**What is this policy about?**

**4.169** Policy DEV11 seeks to prevent new concentrations of HMOs in the Article 4 area and seeks to positively control the balance of property types to ensure a range of housing needs can be met without compromising existing residential amenity. The definition of a HMO is set out at guidance at 'DEV10.8 – Standard of accommodation (HMOs)' above.

**4.170** An Article 4 Direction to remove the permitted development rights of house owners to convert a single dwellinghouse (Use Class C3) into a HMO (Use Class C4) came into effect in Plymouth on 14 September 2012. The Article 4 Direction applies to a number of neighbourhoods in and around central Plymouth where there are particularly high concentrations of HMOs. A map showing the area covered by the Article 4 Direction is available online[(94)].

**4.171** Within the Article 4 area, planning permission is required to convert a single dwellinghouse to a HMO with between 3 and 6 occupants. Planning permission to convert a property into a large HMO with more than 6 occupants requires planning permission throughout the entire city. These planning controls ensure that HMOs are more evenly distributed throughout Plymouth, they prevent excessive concentrations of HMOs and ensure mixed and balanced communities are delivered to meet a range of housing needs.

**4.172** Please note that the guidance available in this SPD at 'DEV10.8 – Standard of accommodation (HMOs)' is also applicable to the Article 4 area.

**What needs to be considered in the implementation of this policy?**

**Criteria for the acceptability of proposed HMOs**

**4.173** The degree of impact that a proposed HMO or HMO extension could have will depend on the location and nature of the existing and resulting housing stock and the number of existing HMOs and other non-family dwellings in the area.

**4.174** Proposed HMOs and HMO extensions should not cause the loss of a viable use that is considered important to retain in the context of creating sustainable, linked communities. It is also important to consider opportunities to provide family dwellings to help re-balance communities, where appropriate, when considering conversions from other uses or HMO extensions.

**4.175** Many HMOs within the Article 4 area are occupied by students and the transient nature of the student population can change the character of local services, shops and food and drink outlets. The student population brings significant financial benefits to Plymouth, but the uneven distribution of the student population and non-student occupied HMOs has put pressure on the housing stock in certain parts of the city and has led to the displacement of families.

**4.176** While HMOs can assist in meeting the city's housing needs, there is still a need to manage the supply to avoid high concentrations in an area. Applications for HMO conversions in areas where there is already a high concentration of non-family dwellings will normally be resisted unless they can demonstrate the conversion will not lead to, or worsen, imbalanced communities, amenity concerns or loss of residential character. Applications for extensions to existing HMOs will be assessed on a case-by-case basis.

**4.177** Using council tax data, HMO licensing information and planning application records, an evidence base has been prepared to assess HMO proposals. This database will be routinely kept up to date. It may not be possible to publish the detailed evidence on an individual property basis due to data protection laws, however, the LPAs will be able to provide statistical information about the proportion of HMOs within a 100 metre radius of the application site and this will be included in the application report and will be used to inform the decision

94 https://www.plymouth.gov.uk/sites/default/files/Article4DirectionMap_0.pdf

making process. The 100 metre buffer zone and 10 per cent concentration level will enable the LPA to manage future changes in the city's housing stock to ensure the surrounding area is not adversely affected by new HMO development.

**4.178** Due to the types of information and resources available to the LPA, it is not possible to identify all existing HMOs in the city. In some circumstances, information provided by the applicant or in letters of representation can be used as evidence to support the LPA's decision, where the information can be reasonably verified. Unsupported statements about the use of a property or properties will normally carry very little weight. The local community, or applicant, may choose to carry out research to produce an evidence base showing a detailed understanding of their area. It will be expected that such research is carried out professionally (normally by a professional accredited with the RTPI, RICS or another relevant institute) and in accordance with good practice and ethical considerations.

**4.179** It may be necessary for the LPA to revise the HMO threshold in the interests of good planning if there is a significant change in the number of HMOs available or recognised changes to the city's housing needs.

## DEV11.1 – The '10 per cent threshold'

**4.180** Policy DEV11 defines a tipping point where the concentration of HMOs begins to adversely impact on the character and balance of the local community. In Plymouth, it is considered that within the Article 4 area, a threshold of 10 per cent of HMOs within the housing stock is an appropriate ceiling to maintain balanced communities. This figure is the number of buildings that are in HMO use as a percentage of all residential dwellings within 100 metres of the application site. Changes of use that would result in a concentration of HMOs higher than 10 per cent (including the application property) will normally be resisted. A balanced judgement will be sought depending on the circumstances of the planning application.

**4.181** When considering HMO planning proposals, a 100m radius will be mapped around the application site; the number and type of residential properties within the area will then be calculated on the existing and planned number of HMOs within the 100 metre mapped zone. The map below shows an example of a 100m radius around a HMO application site.

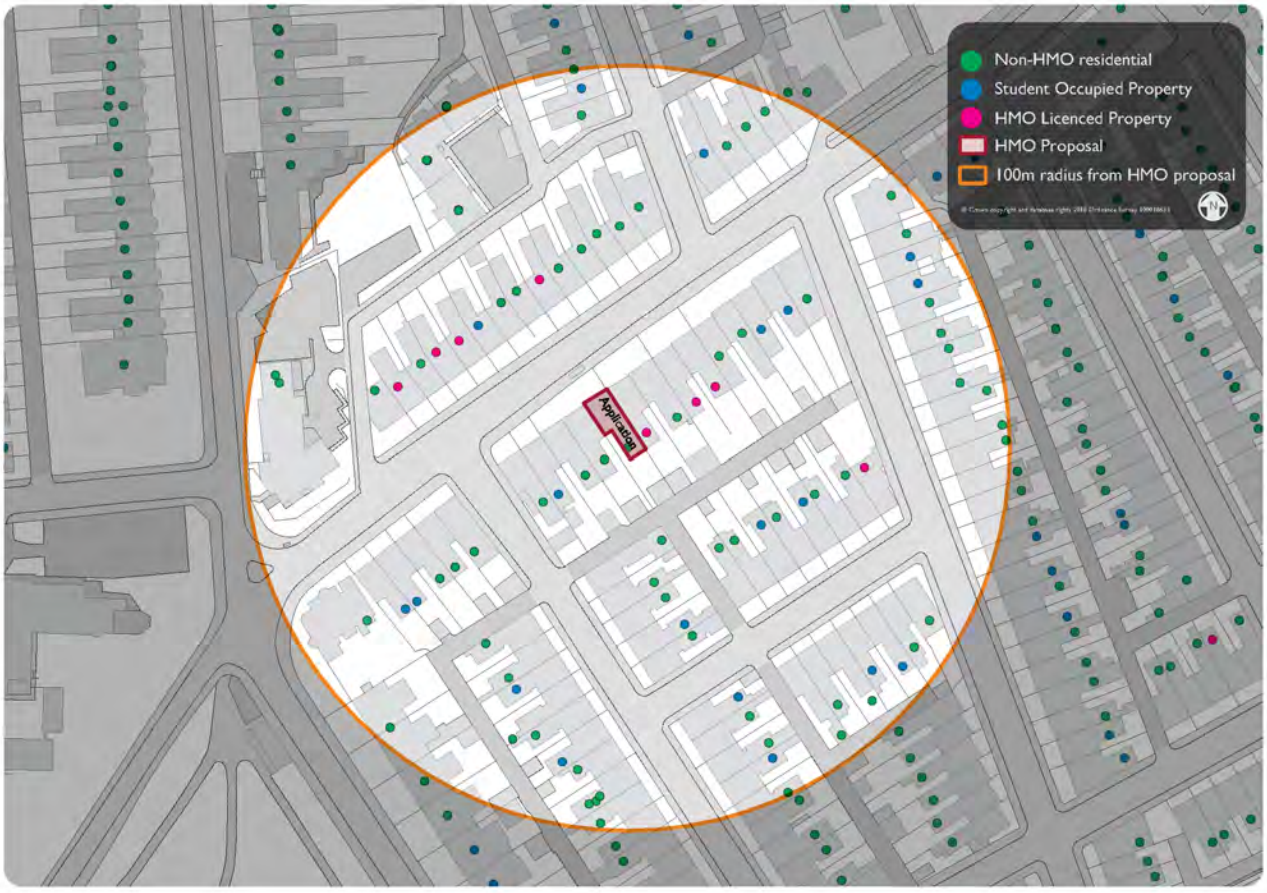



**Figure 2 Map showing an example of 100m radius from a HMO planning proposal site**

**4.182** The threshold limit aims to prevent new concentrations of HMOs and seeks to encourage a more even housing distribution across central areas of the city.

## DEV11.2 – Presumption against 'sandwiching'

**4.183** Any proposal to create a HMO which results in a single dwelling (Use Class C3) being sandwiched between two HMO's is likely to be considered unacceptable. The ability to resist 'sandwiching' reflects the very significant negative impact that can be felt by occupiers of single dwellings when they are directly conjoined on two sides by properties that are in multiple occupation. Subdivided units and HMO extensions will be considered on a case-by-case basis.




**Figure 3 Illustration showing HMO 'sandwiching'**

## DEV11.3 – HMO licensing

**4.184** Mandatory HMO licensing has been in force since the introduction of the Housing Act 2004, however, the prescribed description of what criteria makes a licensable HMO was subject to changes on 1 October 2018. HMO licensing is independent of the planning process and has its own specific requirements different to planning. Further information can be accessed on the Council's website[95].

**4.185** It is an offence to breach planning legislation and housing laws. Appropriate enforcement action will be taken whenever necessary to address such matters.

## Purpose built student accommodation in the Plymouth Policy Area (DEV12)

### What is this policy about?

**4.186** The education economy is of significant importance to Plymouth with the city hosting three major Higher Education Institutes (HEI): the University of Plymouth; University of St Mark and St John and Plymouth College of Art.

**4.187** In 2013/14, the PPA's student population contributed £300 million in to the area's economy (based on 31,654 students).

95 https://www.plymouth.gov.uk/housing/privaterentedaccommodation/housesmultipleoccupationhmo

**4.188** It is essential that accommodation is provided for those attending these establishments of the appropriate form and in suitable locations. While many students occupy older properties within established residential areas, many students also choose to live in purpose built student accommodation (PBSA).

**4.189** DEV12 is a policy to ensure that PBSA in the PPA is only permitted where certain criteria can be adequately addressed.

**What needs to be considered in the implementation of this policy?**

**Student accommodation demand**

**4.190** It is difficult to accurately determine the current level of 'need' for PBSA in the PPA. Only an estimate can be provided as need is influenced by a number of complex and variable factors, including student population trends, existing student housing supply, the tendency to live in halls of residence, the number of 'international students' which often choose PBSA and the quality and price of accommodation available.

**4.191** Consideration needs to be given to the existing level of PBSA, schemes under construction and those in the development pipeline with extant planning permission. This information needs to be considered alongside up-to-date HEI student enrolment statistics and future projections within the city to ensure there is a genuine, identified need for new PBSA developments.

**4.192** Applicants seeking permission for new PBSA are encouraged to engage with HEIs from the outset and throughout the planning process as appropriate to ensure proposals respond to any identified student needs.

**4.193** First year students are considered to have the greatest need for PBSA and when studying away from home, the University of Plymouth actively encourage these more vulnerable students to live in managed PBSA. It is important that the LPA meets the accommodation needs of these students for their welfare and to ensure HEIs can flourish and continue to positively contribute to the PPA's economy. At the time of publication of the SPD there are a sufficient number of rooms available in PBSA to accommodate the needs of all first year students enrolled in Plymouth's HEIs.

## DEV12.1 – Meeting the identified need

**4.194** Policy DEV12.1 seeks to ensure proposed PBSA meets an identified need. Applications for PBSA will be required to identify the target market for the proposal and provide evidence to show how specific targeted occupant needs will be met. It will also be necessary to clarify why the identified need is currently unmet by the existing stock of accommodation.

**4.195** Applicants should also provide information that details where students are likely to be drawn from to occupy the proposed development. If available, applicants will be requested to provide support from a HEI as appropriate.

**4.196** Identifying the target market and level of need will help to determine whether students are more likely to choose PBSA rather than C3 dwelling houses and C4 HMOs.

## DEV12.2 – An appropriate location

**4.197** DEV12.2 ensures PBSA is delivered in the most sustainable locations where existing infrastructure is optimised and urban regeneration potential is supported. Applicants will need to demonstrate the proposal is within a short walking distance of a HEI using a direct, quick and easy route. This will facilitate ease of access to campus for students and will promote sustainable travel and minimise car use. In accordance with the JLP:

- Plymouth City Centre will be the primary location for PBSA in Plymouth, particularly on sites where the development will kick-start other regeneration projects; and,
- Developments proposed to support the University of St Mark and St John will be encouraged in the new district centre in Derriford, and will be assessed on their merits taking policy DEV12 criteria into consideration.

## DEV12.3 – Excessive concentration of PBSA

**4.198** DEV12.3 ensures the delivery of a balanced and sustainable community. Consideration will be given to the existing and planned PBSA in the area to avoid the creation of dominant single use areas.

**4.199** An overconcentration of students living in a neighbourhood is not considered desirable due to the noise and social impacts this concentration brings and the pressure on supporting infrastructure (including the coordination of arrivals at certain times of the year).

## DEV12.4 – Loss of an existing use

**4.200** DEV12.4 ensures the proposal does not result in a harmful loss of an existing use. The LPA will consider the former and existing use of the development site, and will resist applications which would result in a harmful loss of employment opportunities or would have a detrimental impact on the amenity or character of an area.

## DEV12.5 – Appropriate features within the development

**4.201** DEV12.5 ensures the nature, layout and design of proposed PBSA is appropriate to the location, context and the identified user group. High quality PBSA must provide safe and secure living environments for students and it can deliver regeneration benefits, whilst minimising any potential harm to local character, environmental quality or existing residential amenity.

**4.202** It is nationally recognised that PBSA can have an important part to play in helping students to keep themselves well, especially during their transition to a new higher education institute. The LPAs' will seek to ensure that PBSA is designed to facilitate the needs of students and will ensure student wellbeing is considered and prioritised from the design stage.

**4.203** Delivering high quality, well designed PBSA where the student comes first could help redress community imbalances in some residential areas where student occupation of HMOs is high.

**4.204** Within proposed PBSA there should be:

- Significant and demonstrable consideration given to student safety and wellbeing. If PBSA forms part of a mixed-use scheme, the PBSA element will need to function

independently and must be segregated from all other non-student uses to avoid compromising student safety and wellfare;
- An appropriate mix of room types to meet the identified needs of the target occupants, for example, it may be appropriate to deliver more cluster flats and shared rooms in new developments to give students a greater diversity of choice rather than single occupancy studios. The proposed accommodation type should be supported with appropriate evidence;
- Adequate communal space for students to facilitate social interaction and support modern ways of learning;
- Adequate social learning spaces to create opportunities for peer interaction and that support group work, which may include: informal break-out areas; common rooms; libraries or cafes with study zones located within the PBSA building; and,
- On-site laundry facilities to meet the needs of the student occupants and create further opportunities for social interaction between resident occupants.

## DEV12.6 – Adjacent uses and the surrounding area

**4.205** DEV12.6 ensures developments are integrated and support community cohesion. PBSA will therefore be resisted where it will have an unacceptable or adverse impact on adjacent properties or the general amenity of the surrounding area and any potential conflicts with neighbouring land uses will need to be minimised.

## DEV12.7 – Management plans and student welfare

**4.206** DEV12.7 will ensure proposed PBSA is managed to provide a positive and safe living environment where student welfare comes first.

**4.207** Going to study at a higher education institute can be a significant milestone which can often mean leaving and moving away from home for the first time.

**4.208** Learning how to live with others, away from family and friends and adapting to independent study can be challenging and daunting for some students, therefore, it is important that PBSA offers students the best possible safe and secure environments to live and work in that will help them to thrive and succeed. International students, in particular, are likely to have no existing support networks and will look to make friends and adapt to new customs and cultures alongside their studies. Providing students with safe and secure accommodation is recognised as essential in supporting positive wellbeing and enhancing the student experience.

**4.209** Management plans are an important tool in communicating how PBSA will operate and should include information on security arrangements, student welfare provision and engagement with the local community. Management plans need to be prepared and submitted as part of a planning application and should be regularly reviewed and updated as necessary.

**4.210** As a minimum, management plans should:

- Provide information on how the property will be staffed and managed to benefit all student occupants and the local neighbouring community;
- Demonstrate that all areas within a building that meet the needs of students will be completely segregated and secure from other uses with appropriate measures in place to prevent unauthorised access that could jeopardise student safety or impact upon student wellbeing;

- Include strong lines of communication for the reporting and monitoring of maintenance and welfare issues and must include 24 hour contact details for student occupants and the wider non-resident community;
- Provide information on the ongoing maintenance and upkeep of the building, both internally and externally;
- Are drawn up in consultation with the city's HEIs to ensure the management plans are effective, meaningful, enforceable and adequately prioritise student welfare; and,
- Will be kept up to date and any revisions should be made available on request.

## DEV12.8 – Arrival plans

**4.211** DEV12.8 ensures applications for PBSA are supported by a clear and concise arrivals plan. An arrivals plan must include adequate and effective vehicular movement arrangements for the arrival of students moving in to and out of the PBSA at the start and end of terms. Therefore:

- Existing or planning parking facilities and drop-off bays should be sufficiently managed where appropriate to meet the needs of these students and minimise possible disruptions to the road network;
- Local car parking facilities suitable for use during drop-off and collection should be detailed within the arrivals plan and should include relevant information about the car parking hours of operation and the distance from the accommodation; and,
- Arrival plans should be agreed in consultation with the appropriate HEI, Local Highways Authority and the LPA.

## DEV12.9 – Future proofing

**4.212** DEV12.9 will ensure developments are sustainable and will help to address concerns about the perceived risk of redundant high rise PBSA buildings. Applicants will need to demonstrate that consideration has been given to the future use of the PBSA building should it become surplus to requirements in the future. Adaptations may include the internal conversion of the premises to accommodate non-student residents (having regard to the government's Nationally Described Space Standard) or office space for example.

**4.213** Applicants should provide details of the expected lifespan of PBSA buildings to help the LPA plan, monitor and manage the future supply.

## DEV12.10 – On-site parking

**4.214** DEV12.10 will ensure developments are adequately and appropriately serviced in terms of parking facilities. Developments should be designed to achieve on-site parking levels as set out in guidance at 'Specific provisions relating to transport (DEV29)' of this document, ensuring that adequate measures are in place to maintain this level of provision and the effective practical use of it.

## DEV12.11 – Recycling/refuse and cycles

**4.215** DEV12.11 will ensure developments are adequately, and appropriately serviced in terms of storage for recycling/refuse and cycles. This will be negotiated on a case-by-case basis through the application process.

**4.216** Further details on cycle storage can be found at guidance at 'Specific provisions relating to transport (DEV29)' whilst details on storage for recycling/refuse can be found at guidance at 'Waste management (DEV31)'.

## Consideration of sites for Travellers and Travelling Showpeople (DEV13)

### What is this policy about?

**4.217** DEV13 is a policy to ensure the traditional and nomadic life of Gypsy, Roma and Traveller communities, including Travelling Showpeople, is facilitated whilst respecting the interests of the settled community. This guidance aims to provide a framework that will assist in the design and construction of appropriate sites for occupation by members of the communities.

**4.218** For the purposes of the planning system, "Gypsies and Travellers" means: *"Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependents' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of Travelling Showpeople or circus people travelling together as such."*

**4.219** For the purposes of the planning system, "Travelling Showpeople" means: *"Members of a group organised for the purposes of holding fairs, circuses or shows (whether or not travelling together as such). This includes such persons who on the grounds of their own or their family's or dependants' more localised pattern of trading, educational or health needs or old age have ceased to travel temporarily, but excludes Gypsies and Travellers as defined above."* (Planning policy for traveller sites, CLG, August 2015[96]).

**4.220** The Department for Communities and Local Government Advice Note 'Designing Gypsy and Traveller Sites' Good Practice Guide, May 2008[97] provides a good benchmark for considering the design of sites and should be considered alongside this guidance.

**4.221** Please note that sites are also likely to need a licence from the relevant Council.

## DEV13.1 – Location of new sites

**4.222** New sites should be located near to existing settlements and to local services and facilities but should be of a scale that does not place an undue pressure on local infrastructure.

## DEV13.2 to DEV13.7 – Site specific criteria

**4.223** New sites should be developed in accordance with existing planning policies and designations, with particular regard made to:

- Convenience for residents;
- Safety for residents;
- Visual and acoustic privacy, both for people living on the site and those living nearby;
- Aesthetic compatibility with the local environment;
- Safe and convenient access; and,
- Scope for social integration with the local community.

96 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/457420/Final_planning_and_travellers_policy.pdf
97 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/11439/designinggypsysites.pdf

**4.224** In addressing each of these criteria, consultation with the local community of and with members of the settled community living in close proximity to a site is valuable to ensure best and most convenient use of available space.

**4.225** When designing new sites, and to ensure criteria DEV13.2 to DEV13.7 of the policy is met, the following guidance should be adhered to.

**Size**

**4.226** Sites need to be designed to provide land per household which is suitable for a mobile home, touring caravan and a utility building, together with space for parking. Sites work best when they take account of the size of the site and the needs and demographics of the families' resident on them.

**4.227** Sites should ideally consist of up to 15 pitches in capacity unless there is clear evidence to suggest that a larger site is preferred by the community.

**4.228** Smaller sites of 3-4 pitches can also be successful, particularly where designed for one extended family. These can be advantageous in making good use of small plots of land, whilst still retaining the qualities expected by families. When considering sites for one extended family, the relevant LPA may request evidence to demonstrate this.

**Layout**

**4.229** The layout of the site will very much depend on the shape and size of the site, however consultation with the community is highly recommended when deciding how best to proceed with the overall layout of a site. While there is the traditional linear layout of pitches, a circular or horseshoe design may be preferable by the community.

**Orientation of pitches**

**4.230** Site layout and design should ensure a degree of privacy for individual households (for instance by ensuring that neighbours cannot directly overlook each other's living quarters), but without inhibiting the sense of community.

**4.231** In designing the layout of a site enough space should be provided to permit the easy manoeuvrability of residents own living accommodation both to the site and on to a pitch. Account needs to be taken of members of the communities who favour the use of a mobile home in place of the traditional caravan which could be up to around 25 metres in length.

**Density and spacing of caravans and trailers**

**4.232** To ensure fire safety it is essential that every trailer, caravan or park home is not less than 6 metres from another. Other structures are allowed in the separation zone if they are made of non-combustible materials and do not impede means of escape.

**Site perimeter boundaries**

**4.233** The site boundary must provide clear demarcation of the perimeter of the site so as to prevent nuisance for existing residents. Boundaries should take into account adjoining land uses and be designed with safety and protection in mind. Measures to protect the safety

of site residents from fire are of particular importance and it is essential that a clear gap of 3 metres[98] is provided within the inside of all site perimeter boundaries as a fire prevention measure.

**4.234** Where owners of existing sites are experiencing difficulties in achieving this requirement due to current space constraints, it is strongly advised that they consult their local fire authority to identify ways in which the residents' safety can be safeguarded.

**Health and safety**

**4.235** When designing the layout of a site, careful consideration must be given to the health and safety of residents, in particular children, given the likelihood of a high density of children on the site and high levels of vehicle ownership of towing caravans and land for employment purposes. The need for separate vehicular/pedestrian access should be considered.

**Access for emergency vehicles**

**4.236** It is essential that consultation with local fire and rescue services take place at a very early stage of designing a site. In designing a site all routes for vehicles on the site, and for access to the site, must allow easy access for emergency vehicles and safe places for turning vehicles. To increase potential access points for emergency vehicles, more than one access route into the site is recommended.

**4.237** Where possible, site roads should be designed to allow two vehicles to pass each other (minimum 5.5m). Specific guidance should be sought from the local fire authority for each site.

**Security**

**4.238** Site layout plays an important role in avoiding a sense of enclosure and isolation. The aim should be to 'design out' crime and social exclusion and 'design in' community safety and social inclusion through openness of design, allowing ease of access to, from and through the site, whether walking or driving.

**4.239** Site layout should maximise natural surveillance enabling residents to easily oversee all areas of the site. Scheme specific advice on security provision for the site should be obtained from the LPAs and reference should be made to the secure by design principles highlighted at 'DEV20.6 – Community safety and crime' to inform detailed planning of the site.

**Play areas**

**4.240** It is recommended that the inclusion of a communal recreation area for children of all ages is considered for larger sites and where suitable provision is not easily/safely accessible via walking or public transport.

**4.241** Specially designated play areas should ideally be designed in consultation with children and parents from the community to ensure they provide equipment which will be best used. The site manager should also be consulted with regards to maintenance. Locating play areas in secluded areas of the site and near boundary perimeters is not favoured.

98 Model Standards 2008 for Caravan Sites in England - https://webarchive.nationalarchives.gov.uk/20120920035001/http://www.communities.gov.uk/documents/housing/pdf/modelstandards2008.pdf

**Parking**

**4.242** Adequate parking for residents use should be provided. Parking spaces should be a minimum of 2.4 x 4.8 metres as specified in guidance at 'Specific provisions relating to transport (DEV29)'. Resident parking should largely be provided for on individual pitches but a site could also contain additional parking facilities for visitors and/or specialist vehicles such as for commercial purposes and horseboxes. The location of parking and type of vehicles permitted on site will be considered on case-by-case basis and secured via condition if necessary.

**Inclusion of space for work/animals**

**4.243** Working from residential pitches should be discouraged and residents should not normally be allowed to work elsewhere on-site. Where significant commercial or other work activity is envisaged for a site it is important to ensure that the site is delineated so that residential areas are separated from areas for commercial or work use. This also applies to the inclusion of space for keeping animals. Where there is demand for space for animals, and where the site provider is satisfied that it may be reasonable and practicable to include this, a grazing area for horses and ponies could be provided to reflect the cultural use of the horse as a traditional means of transport.

**Landscape design**

**4.244** Landscaping to mitigate impacts should preferably be soft (grassed areas, shrubs and trees) rather than hard (such as paved or concreted areas).

**Site management**

**4.245** Any planning application for sites, should set out the need for the accommodation and eligibility of the prospective households in the context of the definitions set out in this section. Applications should also include a site management strategy.

## Additional considerations for the design of Transit Sites

**4.246** Transit sites are not intended to be used as permanent accommodation by individual households, but may be in use all year round. Timescales are usually determined on a case-by-case basis.

**4.247** The site requirements are similar to those relating to permanent sites outlined above except the proximity to community facilities is primarily in respect of the need to access schools and the provision of private amenity blocks. i.e. it is expected that private amenity blocks will be provided on each pitch to provide WC facilities, wash basins, showers and a hot and cold water supply. The preference is that this is provided as permanent fixed structures, however, where the site is not proposed to be in constant use, temporary structures may be considered.

**4.248** In considering any planning applications the LPAs will have regard to the proposed nature of transit site use and the extent of facilities required.

## Additional considerations for the design of Temporary Stopping Places (TSPs)

**4.249** Temporary Stopping Places (TSPs) have different requirements to permanent and transit sites in that access to essential services is not a priority and the required on-site facilities are less.

**4.250** The LPAs consider a TSP to:

- Be for the purpose of short term stays at times of increased demand. It is expected that a TSP will not normally be used for more than 3 months in any one calendar year and timescales for stopping will be determined on a case-by-case basis; and,
- Support an adopted Council accommodation policy and be located in accordance with a spatial network approach.

**4.251** When determining the selection or location of sites for TSPs the LPAs will consider:

- Whether the site provides safe and convenient access to road networks;
- Whether the site is located so as to cause minimum disruption to surrounding communities;
- Any risks that may arise due to adjoining land uses, including the potential presence of young children;
- The site should provide no more than 10 pitches.

**4.252** When considering the site layout, access and orientation of TSPs:

- It is expected that each pitch should be approximately 250 square metres in size, to allow for two touring caravans and two parking spaces;
- Markings or barriers should be provided to encourage residents to park safely, allow access for emergency vehicles and enable maximum use of the site in accordance with its intended capacity and fire safety standards. Particular regard must be given to the need to ensure a safe distance between trailers/caravans and other structures made of combustible materials. The advice of the Local Fire Officer should be sought in considering the layout of TSPs;
- The highway to and from the site must be of sufficient quality and size to enable access onto and off the site by heavy vehicles such as trailers;
- There must be a clear demarcation around the TSP to prevent unauthorised expansion of the site.

**4.253** When considering site services and facilities for TSPs:

- It is essential for a cold water supply to be provided for the use of site residents, which may be by use of water standpipe or bowser;
- WC facilities must be provided for the use of residents, at a ratio of 1:4 (toilet facilities:households) with separate provision for men and women; and,
- A sewerage disposal point and refuse disposal facilities should be provided.

## Additional considerations for Travelling Showpeople

**4.254** Whilst most of the guidance above may apply, the needs of Travelling Showpeople are usually different to others of the community. Their sites often combine residential, storage and maintenance uses. Typically, a site contains areas for accommodation, usually caravans and mobile homes, and areas for storing, repairing and maintaining vehicles and fairground equipment. These combined residential and storage sites are known as plots and yards.

**4.255** Although Travelling Showpeople travel for extended periods, they require a permanent base for storage of equipment and for residential use during the winter. These plots (or yards) are also occupied throughout the year, often by older people and families with children, for example. The Showmen's Guild 'Model Standard Package'[99] provides model standards and site considerations when developing and planning for Travelling Showpeople sites.

99 https://www.herefordshire.gov.uk/download/downloads/id/14107/ps07_-_travelling_showpeoples_sites_-_a_planning_focus_model_standard_package_revised_september_2007.pdf

# 5 Economy (DEV14-DEV19)

## Introduction

**5.1** Ensuring the Plan Area has a vibrant and diverse economy is key to the delivery of the JLP. Section 3 of the JLP (the spatial strategy) sets out the overall employment and retail need that the plan is seeking to achieve whilst Section 4 (Strategy for Plymouth Policy Area) and Section 5 (Strategy for Thriving Towns and Villages Policy Area) sets site allocation policies. DEV14 to DEV19 considers how land will be kept available for employment uses, including the specific requirements of key growth sectors, the diversification of the rural economy, tourism, and shopping.

**5.2** The guidance in this chapter primarily supports polices DEV14 to DEV19 in the JLP. It also reflects national guidance, and should be read alongside the NPPF, NPPG and the site specific policies set out in the JLP.

## Maintaining a flexible mix of employment sites (DEV14)

**What is this policy about?**

**5.3** DEV14 sets out the criteria to help make decisions for proposed changes of use of employment land. The JLP allocates a range of sites for B Class Uses across the Plan Area, these can be viewed in Section 4 and Section 5 of the JLP. Alongside the provision of new employment land, the LPAs need to ensure that land which is currently in employment use is protected unless a number of provisions can be met.

**5.4** For the purpose of this policy the term ‘employment land, premises and sites’ includes all land currently in use for:

- Business (Class B1);
- General Industrial (Class B2); and/or,
- Storage and Distribution (Class B8).

**5.5** The LPAs also recognise that other uses of land provide employment opportunities and also combine with B Class Uses to provide areas of economic development. For example:

- Retail and leisure;
- High technology premises including research, business and science parks;
- Agriculture;
- Mineral extraction;
- Telecommunications;
- Transport uses such as ports and airports;
- Specialised waste facilities;
- Residential institutions;
- Energy production; and/or,
- Tourism development.

**5.6** The planning approach set out here does not apply to minerals and waste developments outside of the Plymouth administrative boundary and instead regard should be made to the relevant policies set out within the Devon Minerals and West Plans.

**5.7** Proposals for change of use will be carefully assessed for the impact that they could have on the provision and maintenance of employment land. Some proposed changes of use however do not require planning permission. The Town and Country Planning (General Permitted Development) (England) Order 2015[100] is the principal order which sets out when planning permission is not needed, provided that no restrictive condition is attached or that the development is exempt from the permitted development rights through an 'Article 4' direction.

**5.8** Where planning permission is required for changes of use, these will be determined in line with the JLP policies having regard to the benefits which the proposed change of use will bring to the location.

## DEV14.1 – Change of use of existing employment sites

**5.9** DEV14.1 sets out the exceptional circumstances where there may be justification for the loss of employment land. However, in such cases the LPAs will seek measures, including developer contributions to employment related initiatives, to mitigate this loss in accordance with Policy DEV19.

**5.10** Please see Section 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

**5.11** Where the provisions of Policy DEV14.1iii come into effect, a change of use of an existing employment site will need to demonstrate that there is no reasonable prospect of the site being used as employment land in the future.

**5.12** In these circumstances, clear and robust evidence will be required to demonstrate that there is no demand for employment floorspace in the form of a marketing report. This report should be proportionately relative to the nature of the proposal and advice should be sought with the LPA on the extent of the justification required.

**5.13** The report should contain proof of the following:

- The site has been continuously marketed as an employment site for 12 months;
- The site has been marketed for an appropriate mix of employment uses, tailored to its location in the Plan Area and local evidence such as the size of nearby units and the mixture of uses appropriate to the site;
- A viability assessment was undertaken on the site, addressing the feasibility and economic viability of refurbishing, renewing or modernising larger scale office buildings for use as smaller units, produced by a qualified surveyor familiar with the local market for business uses;
- The site has been marketed by a workspace provider/commercial agent;
- The site has been marketed through appropriate methods. Evidence could include:
    - A copy of the dated letter of instruction to the workspace provider/commercial agent and dated copies of the property details;
    - Web based marketing through the appointed commercial agents website and other relevant search engines;

100 http://www.legislation.gov.uk/uksi/2015/596/contents/made

- Advertising within target publications such as the local press; and/or,
- On-site/premises marketing boards constant throughout the period in which the property is being marketed;

- Evidence that the premises/site was marketed at a price with associated terms that are commensurate with market values and based on evidence from recent and similar transactions and deals.

  - Where possible at least three examples should be provided of completed transactions involving similar sites or premises with similar terms within the local area, preferably in the last 12 months. Alternatively, written evidence from an independent qualified valuer on the market values in the local area could be provided;
  - All information about prices and terms should be provided in a format that enables easy comparisons, using equivalent and comparable expressions of price per unit of floorspace. Where the price changed during the marketing campaign, the reasons for this should be included within the report;
  - Where premises are marketed with a lease, the length of the lease offered should not be unduly restrictive and should include the potential for short term lease in appropriate places.

- A record of enquiries through the period of the marketing campaign. This should include the date, contact details and nature of the enquiry including the type of business or individual enquiring, how the enquirer found the premises and the follow up actions taken.

  - Where the flow of enquiries has been limited or decreasing, the marketing report should explain the measures undertaken to refresh the campaign.

## Supporting the rural economy (DEV15)

### What is this policy about?

**5.14** DEV15 is a policy to support the diversification of the rural economy and to improve the balance of jobs within rural areas. Businesses of all types, sizes and sectors are, in principle, supported to prosper, grow and provide decently paid employment opportunities.

**5.15** This is particularly relevant in the TTV Policy Area as the majority of rural employees work in small and medium-sized enterprises (SMEs) and, whilst the unemployment rate in rural areas is relatively low, many job opportunities are poorly paid, seasonal and/or insecure. Retention and growth of local employers and supporting business start-ups and home working are therefore key considerations when determining applications.

### What needs to be considered in the implementation of this policy?

**5.16** Proposals and measures to address the above would be considered as favourable in the determination of a planning application. The economy is dynamic and applicants are invited to prepare, in consultation and collaboration with the LPAs and other interested parties, evidence that assesses the current economic conditions and sets out a clear rationale for the proposed development.

**5.17** SHDC and WDBC will also be issuing an Enterprise Strategy and Action Plan to provide further guidance. When published, these should be taken into consideration alongside this guidance.

## DEV15.5 – Garden centres and farm shops

**5.18** Garden centres and farm shops should reflect and support the local area and the economy. Proposals that are of an inappropriately large-scale and/or seeking to introduce business that harms the local economy and/or heritage are unlikely to be supported.

**5.19** 75 per cent of goods (measured by retail value) sold within new farm shops and garden centres will be sourced from the local immediate and adjoining parishes.

## Providing retail and town centre uses in appropriate locations (DEV16)

### What is this policy about?

**5.20** The network of centres in the Joint Local Plan Area, as identified in Figure 3.7, Figure 3.8 and Figure 3.9 of the JLP, plays an important role in providing shops and services to the local population. They are a vital part of ensuring sustainable communities and provide an important part of the appeal of individual areas. The location of where retail and town centre use is directed and supported is therefore an important consideration in considering development proposals.

**5.21** DEV16 is a policy which seeks to ensure that retail and town centre uses are located in appropriate locations by adopting a ‘centres first approach’ and supporting the spatial strategy of the plan. The guidance set out below amplifies the policies set out in the JLP and should be considered alongside that set out in the NPPF and NPPG.

## DEV16.1 – Retail spatial strategy

**5.22** Section 3 of the JLP sets out the spatial strategy for the Plan Area and includes SPT5 (Provision for retail development) and SPT6 (Spatial provision of retail and main town centre uses) which identifies a centres-first approach to retail and other town centre uses. In support of this, Figures 3.7 (Retail hierarchy in Plymouth Policy Area Centres) and 3.8 (Retail hierarchy in Thriving Towns and Villages Policy Area Centres) sets out the retail hierarchy.

**5.23** Maps showing the location and extent of the primary shopping areas, in addition to the primary and secondary frontages for each retail and town centre, can be found in 16 'APPENDIX 4: Primary shopping boundaries and frontages'.

**5.24** When considering how proposals accord with the spatial strategy, consideration will be given to the strategy and the retail hierarchy.

## DEV16.2 – Sequential test

**5.25** All proposals which include 'main town centre uses' (as defined by the NPPF)[101] in edge of centre locations, out of centre locations and the Derriford Commercial Centre will require a sequential test unless they are subject to one or more of the following exceptions:

- Small scale rural offices or other small scale rural development (in accordance with the NPPF and policy DEV16);
- Proposals that are located in an existing or proposed centre within the retail hierarchy identified by policy SPT6 or are provided for as positive allocations in the JLP, (except the Derriford District Centre); and/or,
- Where the use(s) are specified in policy allocations and the scale of the proposal is in line with the policy.

**5.26** It is the applicant's responsibility to demonstrate that this test has been met and failure to do so can itself justify refusal of an application.

**5.27** This requirement applies irrespective of the amount of floorspace proposed, although it will be applied proportionately relative to the nature of the proposal and its possible impacts. Whilst proposals for A1 retail space typically requires the most robust and detailed sequential tests, the policy requirement applies equally to other main town centre uses.

**5.28** Detailed guidance on undertaking a sequential test is set out in the NPPG (Town centres and retail[102]). The guidance here amplifies that provided nationally. Applicants are strongly recommended to carry out their sequential assessment with the involvement of the relevant LPA through a pre-application service.

**5.29** The following elements should be considered in producing a sequential assessment.

Before starting a sequential test

**5.30** Before starting the sequential test it is important to be clear that the test must not be operator specific in its considerations. It should rather focus on the use class or use classes being applied for as part of the scheme. As part of this it can consider the broad range of goods or the offer the proposal seeks to provide. Where such matters are to be taken into account they must be robustly demonstrated and evidenced. It is strongly recommended that potential restrictive conditions are identified from the outset where relevant matters are considered to influence the sequential test.

Defining the catchment area

**5.31** A sequential test must consider whether there are sequentially preferable sites which are suitable and available within the catchment area of the proposal. The starting point for a sequential test is therefore to define the catchment area. The catchment area should not be specific to an individual operator and should be agreed in discussion with the LPA. The catchment area should be the same as the geographical area that the development seeks to serve.

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101 **Main town centre uses:** Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, 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).

102 https://www.gov.uk/guidance/ensuring-the-vitality-of-town-centres

Sequential hierarchy

**5.32** Once a catchment area has been defined and agreed the applicant should identify sites to consider within the catchment area. The starting point for this is to list those town centres (as defined by the NPPF[(103)], including local and district centres and the City Centre) that form part of the retail hierarchy (set out in policy SPT6 and shown in Figures 3.8 and 3.9 of the JLP) and which are within the catchment area.

**5.33** Where the proposal has a city-wide or town-wide catchment, it should normally prioritise sites within the city or town centre; similarly, district level catchments should normally prioritise district centres over local centres.

**5.34** The sequential test should first consider sites within the boundaries of the relevant town centres; then edge of centre sites should be considered, with preference given to accessible sites which are well connected to the town centre. Only after such sites have been considered should out of centre sites be considered, and again preference should be given to accessible sites which are well connected to town centres.

**5.35** The definition of 'edge of centre' sites differs depending on the nature of the proposal as follows:

- For A1 retail schemes: a location that is well connected to and within 300m from the Primary Shopping Area (as shown on the adopted proposals Map);
- For other main town centre uses: a location within 300m of the town centre boundary;
- For Office development (Use Class B1a): outside town centres but within 500m of a public transport interchange (for example that located at Derriford Hospital).

**5.36** All sites that are potentially available and/or suitable within the sequentially preferable locations described above should be considered. Matters such as land ownership and the cost of rent and preferences over ownership or leasehold occupation are not matters that are normally considered to be legitimate considerations for the sequential test.

**5.37** The NPPF expects applicants and LPAs to demonstrate flexibility on issues such as format and scale to enable the occupation of sequentially preferable sites to be fully explored. This includes issues such as the proposed inclusion of a drive-through facility. In identifying sites consideration must be given to the flexibility of the proposal to show how the scheme could be located on more sequentially preferable sites. This process should be informed by discussions with the LPA.

**5.38** Guidance on whether a site is potentially available and/or suitable and guidance on sequentially preferable sites is set out in the NPPG.

Locational requirements

**5.39** It is acknowledged that certain main town centre uses have particular market and locational requirements which mean that they may only be accommodated in specific locations. Where this is the case these should be discussed with the relevant LPA and robust justification must be provided for consideration. For example stating that adjacent surface level car parking

103 **Town centre:** Area defined on the local authority's policies 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 the development plan, existing out-of-centre developments, comprising or including main town centre uses, do not constitute town centres.

is required is not sufficient without specific reasons why this is the case, as many town centres are served by dedicated parking facilities which would also meet such a need. Similarly, the applicant's desire to incorporate a drive-through facility should not justify the exclusion from the sequential test of sites that do not have vehicle access. For the avoidance of doubt land ownership or a desire for a specific unit or site does not provide such a justification.

## DEV16.3 – Impact assessments

**5.40** DEV16.3 states when an impact assessment is needed for edge of centre and out of centre locations. The floorspace thresholds are lower than those of the NPPF to ensure that there is no detrimental impact on the vitality and viability of existing centres and on existing, committed and planned public and private investment in centres, including proposed centres. It is also the case that an impact assessment is required for proposals in the Derriford District Centre and other policies which do not specifically allocate a retail or leisure use or where the amount of floorspace proposed in the policy is exceeded.

**5.41** Detailed guidance on undertaking an impact assessment is set out in the NPPG. This should form the basis of an impact assessment and it is strongly recommended this is undertaken with the involvement of the relevant LPA through a pre-application service. The most recent shopping/retail study produced by the relevant LPA should also be considered as part of any assessment and the LPA retains the right to request more up-to-date information if relevant/required.

**5.42** Any impact test should also be considered alongside the cumulative impacts with other developments.

## Derriford Commercial Centre (PLY38) additional guidance

**5.43** In relation to proposals within the Derriford Commercial Centre (PLY38) the requirement for a sequential test and impact assessment relates specifically to ensuring that proposals with a city-wide catchment are directed to the Plymouth City Centre in the first instance such that the Commercial Centre fulfils a complementary role to the City Centre rather than competing with it.

**5.44** The requirement for a sequential test and impact assessment should be discussed directly with the LPAs before an application is submitted to inform applicants where a sequential test and/or an impact assessment may not be required. In considering this, the LPAs will consider the follow matters:

- Is the proposal complementary with the role of the City Centre or likely to compete with it (including cumulatively with the other approved development in the commercial centre)?
- Does the proposal involve leisure or office floorspace of less than 2,500 square metres gross?
- Does the proposal include less than 1,000 square metres of gross floor space of A1 comparison goods?
- Is the proposal to vary an existing planning permission in a way that will change the catchment of the centre and potentially impact on the City Centre?
- Does the proposal accord with the requirements of policy PLY38 in other respects?

## Promoting competitive town centres (DEV17)

### What is this policy about?

**5.45** South Hams and West Devon have a complex network of shopping catchments with different roles and functions. Dartmouth, Ivybridge, Kingsbridge, Okehampton, Tavistock and Totnes are the main retail centres but the smaller towns and key villages also play an important role in providing shopping facilities.

**5.46** DEV17 is a policy to support the protection of these vital functions provided by the main towns as well as facilitating the specific opportunities for redevelopment as well as the more general, but innovative, aspirations in the PBA Retail and Leisure Study[104] and appendicies[105].

### What needs to be considered in the implementation of this policy?

**5.47** The strategic policies of the JLP seek to direct town centre uses to the main centres in the Plan Area. In the TTV Policy Area, existing uses are protected in the six main towns and new development is directed to the main and smaller centres. Policy DEV17 seeks to consolidate the self-sufficiency of communities by promoting a vibrant mix of uses and to ensure resilience in service provision for communities and their respective hinterland.

**5.48** New development proposals should demonstrate a positive contribution to active and low carbon transport options and should make provision to improve and ensure access for all.

**5.49** In encouraging a mix of uses care needs to be taken to avoid incompatibility in terms of noise and other disturbance that could harm amenity.

## Protecting local shops and services (DEV18)

### What is this policy about?

**5.50** DEV18 is a policy to ensure that centres retain their primary function and to ensure that local services and facilities are retained to serve communities.

**5.51** In implementing the policy there is a need to recognise that the nature and role of town centres has evolved over the years in response to issues such as changing retail behaviour. The policy therefore seeks to find a balance between protecting the primary retail functions of centres whilst also allowing the process of change to continue so that centres stay strong, relevant and at the heart of local communities.

**5.52** Policy DEV18 also goes further, seeking to ensure that uses that can have unacceptable impacts on centres are properly managed. It also acknowledges and provides protection for facilities which play important roles in the local community which are not located in centres.

104 https://www.plymouth.gov.uk/sites/default/files/RetailAndLeisureStudy_0.pdf
105 https://www.plymouth.gov.uk/sites/default/files/RetailAndLeisureStudyAppendicies.pdf

**5.53** The primary and secondary frontages for each centre are set out in 16 'APPENDIX 4: Primary shopping boundaries and frontages'. The location of the proposal in these areas, and/or the remainder of the centres, will alter the requirement which the proposal is considered against. The requirements are set out in Policy DEV18.3 and DEV18.4.

## DEV18.1 – Retail hierarchy

**5.54** Each centre has its own unique characteristics, whether that is in relation to its size, the issues it faces or the wider role it plays for the area and local community. These characteristics will be considered in the determination of proposals. The primary consideration is to preserve the vitality and viability of each centre to ensure it continues its role and function in the retail hierarchy and for the community it serves. The retail hierarchy is set out in Section 3 of the JLP.

**5.55** The location of the proposal within the centre will also be taken into consideration when determining proposals. Different considerations will be relevant depending on whether the proposal is in the primary frontage, secondary frontage or somewhere else in the centre.

**5.56** When considering proposals the following will be taken into account:

- The overall proportion of A1 uses within the individual frontage, the part of a centre and/or street the proposal relates to and the centre as a whole;
- The number, distribution and proximity of different uses with in the individual frontage, the part of a centre and the centre as a whole;
- The particular nature, character, vibrancy and footfall associated with the existing and proposed use;
- The location and prominence of the unit within the frontage; and,
- The size of the unit and its frontage length.

## DEV18.5 - Specific impacts

**5.57** A concentration of A5 uses may create situations where their combined impact creates problems for local amenity or disturbance to local communities. The development of clusters can have a negative impact on the environment and character of an area and have a negative impact on the health of nearby residents.

**5.58** It is for the applicant to satisfy the LPA that their development will not add to the cumulative impact problems in the locality where new uses are being proposed.

**5.59** Within the defined centres, for applications for A5 uses, the LPAs will look to ensure:

- The total percentage of A5 (in the context of the total number of units) does not exceed 20 per cent; and,
- Where the above is met, there should be no less than two-non A5 units between groups of hot-food takeaways.

## DEV18.6 – Community facilities

**5.60** For development which looks to change the use of a community facility, in order to demonstrate that there is no reasonable prospect of a community facility continuing, the premises needs to have been marketed through appropriate channels (such as local, national

and specialist agents, publications and websites relevant to the nature of the facility), registered agent as a business (not as a development opportunity for an alternative use) for its existing use without development potential for a minimum of 12 months.

**5.61** Within the TTV Policy Area, within the same 12 month period, the owners of the business must show that they have highlighted the potential sale to the relevant parish councils (including adjoining parishes) to allow for the potential nomination of the property as an Asset of Community Value.

## Provisions for local employment and skills (DEV19)

### What is this policy about?

**5.62** DEV19 is a policy to ensure major development proposals support local employment and skills in the construction industry.

### What needs to be considered in the implementation of this policy?

### DEV19 – Employment and Skills Plans (ESP)

**5.63** Policy DEV19 states that the LPAs will require Employment and Skills Plans (ESP) for all major development proposals. These are Construction Industry ESPs and should relate to the demolition, site preparation and construction phases of development and may be secured through a suitably worded pre-commencement planning condition.

**5.64** The LPAs will work constructively with applicants to agree on the content of an ESP and there may be instances where the LPA will require a developer to submit effective monitoring on a continual basis to the LPA.

**5.65** The LPAs will use the employment and skills benchmarks set out in the National Skills Academy's Client Based Approach as a starting point for negotiations with developers. This benchmarking has been formulated for a range of construction types and value bands, and have been agreed by the industry. The national Construction Industry Training Board (CITB) has an evidence base which justifies and demonstrates that the benchmarks requested are proportionate and achievable.

**5.66** An ESP will not be requested for new residential development of under 10 units or for any new non-residential development under 1,000 square metres. In Plymouth, the LPA has produced a guidance note [106] which clarifies the key components that are expected in ESPs.

**5.67** To provide for the required growth of the Plan Area it is necessary to ensure inclusive growth in the employment base. This will require: the protection, where appropriate, of existing employment land; the bringing forward of new land, and the support of other processes including: land acquisition; provision of infrastructure; support for inward investment; start up and business growth, and for social enterprise and skills development.

106 https://www.plymouth.gov.uk/sites/default/files/PCCGuidanceDevelopersContractors.pdf

**Mitigation**

**5.68** Development that results in the loss of employment space, or involves the non-delivery of previously approved employment generating development proposals, will be expected to mitigate through a planning obligation.

**5.69** Please see Section 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

# 6 Place shaping and heritage (DEV20-DEV22)

## Introduction

**6.1** The JLP seeks to ensure development is carried out in a high quality way, creating positive places which contribute to people's quality of life, engender local pride and take account of the context.

**6.2** This chapter supports polices DEV20-DEV22 in the JLP. It also reflects national guidance and should be read alongside the NPPF, NPPG, the site specific policies set out in the JLP and the National Design Guide [107].

**6.3** As part of this SPD a number of specific design guidance appendices have been produced to support the consideration of design issues. These include:

- 13 'APPENDIX 1: Residential extensions and alterations'
- 14 'APPENDIX 2: Specific materials for the Plan Area'
- 15 'APPENDIX 3: Shop fronts, including ATMs'

## Place shaping and the quality of the built environment (DEV20)

### What is this policy about?

**6.4** DEV20 seeks good quality design as an integral part of sustainable development. It is about creating places, buildings and spaces that work well for everyone, look good, last well, and adapt to the needs of future generations.

### What needs to be considered in the implementation of this policy?

### National Design Guide

**6.5** The National Design Guide provides a framework for considering key design principles on all types of development proposals. It is recommended that proposals for major development use the National Design Guide's 'ten characteristics' as the format to structure design documents (such as the Design and Access Statement) for a planning submission.

**6.6** A key theme for the LPAs is the Climate Change Emergency. This will need to be reflected in all aspects of a proposed development's design.

### Existing context and character

**6.7** Good design starts from an understanding of the place, the local and the historic context and the site. Development proposals should be informed by a thorough analysis and appraisal of the physical and policy context and character of the area as well as the specific conditions of the site. This analysis should be summarised and the opportunities and constraints identified for pre-application discussion and to support planning application submissions.

107 https://www.gov.uk/government/publications/national-design-guide

### Placemaking

**6.8** New development should function well and create a positive sense of place. While in some places, particularly those with an important historic environment, development should enhance the existing character of the site and local area, it should seek to raise the standard of design in other areas that have a relatively poor image and character, rather than replicating existing low quality design. This may include:

- Incorporating existing positive site features into new development to provide continuity and create a sense of maturity;
- Responding to the character of the local area in terms of design, architecture, landscape and public realm;
- Creating attractive new places with a positive and distinctive character appropriate to their role and function within the wider area, for example, new neighbourhoods, centres, streets or open spaces;
- Incorporating views and areas of historic interest; and,
- Creating accessible and inclusive environments that feel safe and enable active, healthy, lifestyles and wellbeing.

### Masterplans

**6.9** Large and strategically important schemes should have a clear vision and strategies for the manner in which the developments will come forward and must demonstrate how a sound analysis and response to the context has informed the evolution of the proposal.

**6.10** Masterplans provide the opportunity to demonstrate how schemes will meet objectives for the area, including to show how development will integrate with existing masterplans and development. Mini-masterplanning exercises may be sought, where appropriate, to demonstrate that a proposal will fit within the potential future evolution of an urban block without prejudicing the redevelopment potential of adjacent sites. Masterplans are also important for residential layouts, including in the Main Towns in the TTV Policy Area, where they can aid the integration of new development into existing settlements.

### Design codes

**6.11** Design codes will be sought for key development sites, including sites in sensitive historic contexts, with reference to the government's National Model Design Code. These will be expected to provide specific and detailed development parameters. The graphic and written components of design codes should build upon a design vision, such as a masterplan or other design and development framework for a site or area.

### Design Review Panels

**6.12** It may be useful for prominent and strategically important schemes of all scales to be considered at an independent, bespoke Design Review Panel which can provide objective assessment of proposals and add value at all stages of the development management process. Recommendations from Design Review Panels are a material consideration in the determination of planning applications. Design Review Panels covering the Plan Area include:

- Creating Excellence South West Design Review Panel [108];

108 https://www.creatingexcellence.net/design-review/

- The Design Review Panel [109];
- Architecture Centre Devon and Cornwall (ACD&C) [110]; and,
- Design Review Panel[111].

**Design considerations**

**6.13** When considering new applications in relation to design, the LPAs will consider each development at each of the following scales:

- Neighbourhoods – an area of development that is local in scale and based around a nominal 5 minute walk or 400m distance where access to a range of local facilities, jobs, and public transport is possible;
- Blocks – the areas of towns and cities that are contained by a pattern of streets or spaces;
- Streets – the spaces between buildings, including the public realm; and,
- Building design – including proposed mix of uses, building footprint, height and massing, elevation composition, architectural expression, sustainable design, adaptability and the use of materials.

Neighbourhoods

**6.14** Depending on scale, new development should be designed to support existing, or create new, neighbourhoods within convenient walking-range of local facilities, jobs and public transport.

Blocks

**6.15** Blocks are the areas of land contained by a pattern of streets or spaces. Blocks may contain shops, houses, parks, car parks and other aspects of community life. The way buildings are arranged and their relationship to the street affects the character, function and safety of an area. In particular the LPAs will expect the following to have been considered in the design of proposals:

| Design principle | What needs to be considered? |
|---|---|
| Layout | The layout of blocks should be carefully considered. Perimeter block layouts will be encouraged as they provide an efficient use of land with building fronts and entrances facing public spaces and the backs providing a private space. Such layouts minimise unsupervised public spaces and routes that can feel unsafe. |
| Legibility and way-finding | Blocks should be designed to be easy to understand and navigate by arranging development to respond positively to the distinctive character and qualities and patterns of the natural and built environments. They should reinforce the local identity of an area and make it easier to get to and through. |

109 https://www.designreviewpanel.co.uk/
110 http://www.acdandc.org/
111 https://www.plymouth.gov.uk/planningpolicy/designandhistoricenvironment/urbandesign

| Design principle | What needs to be considered? |
|---|---|
| Energy-use and orientation | Energy use should be considered in the design of blocks and new residential layouts, including the optimisation of passive solar gain and the need for solar-shading. When assessing applications the following guidance will be taken into account:<br>• The main orientation of new dwellings should be within 30 degrees of south to maximise sunlight. The most frequently used rooms should be located on the south side of the building;<br>• Spaces on the north side of the building, such as hallways, utility rooms and bathrooms should have smaller windows to minimise heat loss;<br>• Windows should cover an area equal to at least 15 per cent of the room's floor area to ensure adequate daylight to habitable rooms;<br>• Single-aspect flats or houses should generally be avoided, unless they are south-facing;<br>• It is important to consider the shading effect that landscaping schemes will have on sunlight and daylight once the site's landscaping matures.<br>While developments should be designed to maximise passive solar gain, it is also important that buildings are oriented to avoid overheating, without the need for air conditioning, especially if single aspect uses are proposed. Please see 'DEV32.3-DEV32.6 – Energy statements and methodology' for further details. |
| Building footprints | Building footprints of blocks should align and respond positively to adjacent streets, buildings and spaces. The depth of building footprints should be such that the need for artificial lighting and ventilation is minimised. |
| Active frontages | On public streets and spaces, developments should have active frontages, particularly at ground floor level where it is important that buildings overlook the street. Blank walls should be avoided on public frontages. |
| Entrances | Building entrances should be easy to find, well-defined and clearly visible from the street. Any changes in level must be carefully considered. Where ramps are necessary, these should be designed to relate well to the building and adjacent public realm. Utility boxes should be discreetly placed. |
| Corners | Street corners are particularly important in terms of way-finding. Buildings and blocks should be designed to turn corners well, so that both elevations seen from the street have windows in them, rather than offering blank walls or gable ends to the street. Windows and entrances that wrap around corners should be considered to maximise natural surveillance over the street and bring generous amounts of natural light into buildings. |

| Design principle | What needs to be considered? |
|---|---|
| Building heights and massing | Building heights should respond positively to the scale of adjacent buildings, streets and spaces. The size of individual buildings and their elements should be carefully considered, including in relation to: overshadowing; overlooking; local character; skylines and vistas and views. |

**Table 12 Design considerations for blocks**

Streets, movement and the public realm

**6.16** When designing new places or integrating new development within existing places, there should be a clear hierarchy of routes, providing a safe and attractive environment that is interconnected. The needs of the most vulnerable users should be considered first: pedestrians; then cyclists; then public transport users; and finally, other motor vehicles. In particular the LPAs will expect the following to have been considered in the design of proposals:

| Design principle | What needs to be considered? |
|---|---|
| Urban layout | Development should respond positively to the layout of existing landscapes, buildings, streets and spaces to ensure that buildings relate well to each other. Streets should be well connected and spaces complementary and could involve: following retaining existing landscape features or existing building lines; creating new links between existing streets and providing new public spaces. |
| Rural layout | The landscape within which the site is located must be respected. The imposition of wide roads for example, in an area which is typified by rural lanes, should be avoided. Existing landscape features such as Devon banks should be included in developments where possible. Existing planting should also be retained where possible. Much of the South Hams and parts of West Devon are located in very sensitive landscapes where policy requires the conservation and enhancement of the natural qualities of the landscape. The retention and reinforcement of landscape features can help to deliver the conservation and enhancement required by Policy DEV25. |
| Movement | Development should allow for people to move safely and directly to and through places. Prioritising pedestrians, cyclists and public transport respectively and providing a positive experience for all users, whatever their mobility needs.<br><br>Street layouts and materials should be simple, neat and easy to understand. Developments should provide an appropriate number of routes to and within them to allow direct and convenient movement and respect pedestrian desire lines, connecting with key routes and destinations within and outside the development. |

| Design principle | What needs to be considered? |
|---|---|
| Adaptability | Proposals should allow for potential future connectivity to adjacent areas of undeveloped land to enable fully permeable networks to develop in the future. |
| Public vs. private space | There should be a clear definition between public and private space. Design should ensure there is no ambiguity about which spaces are public and private. With houses for example, a buffer zone, such as a front garden, can successfully be used between public outdoor space and private internal space to support privacy and security. |
| Pedestrian and cycle links | It is important to improve connections between streets and spaces in new developments and existing areas by creating new pedestrian and cycle links and implementing wayfinding measures such as signage.<br><br>Pedestrian and cycle networks should be continuous, direct, accessible, legible and without clutter and barriers. Where appropriate, large-scale pedestrian spaces should allow for cycle use.<br><br>Safe and convenient crossing points should also be considered to provide continuity of pedestrian and cycle links. |

**Table 13 Design considerations for streets, movement and the public realm**

**6.17** Further guidance on modes of transport and traffic objects is available at Section 8 'Transport and infrastructure (DEV29-DEV31)'.

Public realm

**6.18** The public realm, including the highways and pavements surrounding a development site, provides the setting to schemes and has the ability to enhance a project and provide benefits for all. Improvements to surrounding streets and pavements help a new development integrate successfully with its context. Proposals where the public realm is in poor condition and is not included in the development can be negatively affected and are a missed opportunity.

**6.19** The LPAs recognise that the public realm is a vital ingredient in helping to create a sense of place, character, interest, amenity, quality of life and space to meet and socialise. When designing new public realm, an understanding of context is a key consideration and particular emphasis must be placed on creating high quality spaces with robust materials and design detailing. Early engagement to ensure accessibility of the public realm with the LPA and relevant groups is encouraged.

**6.20** There will be situations where the development provides a new piece of public realm integral to the project and in some situations a public realm space may be delivered on its own without any associated building. This guidance is valid for both these scenarios and the LPAs will expect the following to have been considered at the design stage of an application:

| Design principle | What needs to be considered? |
|---|---|
| Context and character | The primary objective of all public realm schemes should be to reinforce local character and deliver attractive, functional, sustainable and robust streets and spaces to compliment a locality. Public realm design should also contribute to new place-making, creating destinations which are designed primarily for people, supporting the economic and social activities they are engaged in.<br><br>Where the character of an area is very strong, developments should identify the key design elements, materials and patterns that exist in the area which would be appropriate for use in the design and delivery of the new public realm. Schemes that support consistent use of materials and elements will be supported.<br><br>Existing public open space of strategic/townscape importance should be safeguarded and enhanced where possible.<br><br>Where the character is not so positive, designs should nonetheless strive to achieve high quality outcomes. Developers are encouraged, where appropriate, to achieve new, innovative and unique design solutions which generate character. Alternatively, an understanding of the history of the area can be useful to assist in generating positive design solutions. |
| Legibility | Public realm design should support and, where possible, improve the ability of visitors, tourists and residents to orientate and understand the urban and rural environments that they find themselves within. The use of vistas, views, clear and concise signage, information points, and landmark features are useful tools to help inform and orientate people.<br><br>New public realm design should consider the placement of new objects very carefully including the planting of new trees, such as not to block key views and frustrate legibility, immediately or at some time in the future. |
| Accessibility | Streets and spaces should offer access, or offer alternative achievable access for everyone irrespective of their disabilities. Where raised carriageways are used, for instance in shared surface streets, early consideration needs to be given to disabled and vulnerable road users. The installation of street furniture, bollards and tactile paving should be considered as measures to provide clarity of routes for people with disabilities and Equality Impact Assessments (EqIAs) should be undertaken when considering any such scheme. |
| Adaptability | Space is arguably one of the most important assets and in places, such as in urban Plymouth and in town centres in the TTV Policy Area, where pressure to use every available space is high, the ability to use that space for a variety of uses becomes valuable. |

| Design principle | What needs to be considered? |
|---|---|
| | Developments should consider what potential exists for new streets and spaces to be used to support uses other than simply for access and movement. For instance, it may be that the space could host commercial, community or civic functions for a temporary period. Considering this early on in the development of the design will be important to inform an appropriate treatment and detailing of vehicle and pedestrian domains and avoid costly retro-fitting. |
| Sustainability | Sustainability of the public realm should be an overarching and long term goal. This should include material longevity for the hard landscape materials used, ensuring such materials retain their colour over time and perform well according to their designed function. Particular consideration needs to be given to hard materials which are used by vehicles, not just where access is provided, but where access can inadvertently occur, such as with vehicles mounting pavements.<br><br>Designers should also consider the role of public realm schemes in providing sustainable drainage and mitigating extremes of temperature such as the use of porous road/path surfaces. Green infrastructure in the public realm such as parks, playing fields and ponds or lakes can all provide vital space for water to pond or flow, storing it safely and away from critical buildings and infrastructure. |
| Materials | Streets and spaces necessitate good quality durable materials which complement their context and weather attractively. The selection of materials and their performance and detailing will be important considerations for the success of the scheme over time.<br><br>Designs need to be developed with maintenance costs in mind to ensure that materials are long-lasting and easily sourced. For details on appropriate materials throughout the Plan Area please see 14 'APPENDIX 2: Specific materials for the Plan Area'. |
| Street furniture | Obsolete, duplicated or unnecessary items of street furniture should be removed and new items installed only where necessary. |

**Table 14 Further public realm design considerations**

Management and maintenance of the public realm

**6.21** Items of street furniture and street surfaces should form part of a coordinated palette of materials and street furniture suites designed for an area. The suites of furniture and materials palettes should be consistently applied, except where developments call for something entirely bespoke and even these should share some commonality with developed

palettes. In Plymouth, this co-ordination is guided by Plymouth's Paving Manual[112] which encourages the appropriate use of materials depending upon the location of the development and informed by the particular characteristics of the surroundings.

**6.22** Public realm schemes achieved through the planning application process for adoption by the LPA are likely to require contributed sums for maintenance by way of a planning obligation. In addition, where the scheme involves development on the public highway, details of the scheme will need to be submitted to the Local Highway Authority (LHA) and agreed through a s278 Agreement. New areas of highway to be adopted by the LHA will normally be achieved through a s38 Agreement. Where both highway and planning authority are involved, consistency of information in respect of both the details and finishes between the two processes should be coordinated.

**6.23** For private public realm schemes a planning condition may be placed on the approval of any application to ensure that an appropriate related external space management and maintenance plan is created and implemented.

**6.24** Please see8 'Transport and infrastructure (DEV29-DEV31)' for further guidance on transport considerations.

**6.25** Please see 'Night-time economy' for guidance on the night-time economy and 'Street cafes' for guidance on street cafes.

**6.26** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

Shop fronts, including ATMs

**6.27** Shop fronts, advertisements and ATMs play a key role in parts of the public realm as they contribute to the character and appearance of the street-scene as well as attracting customers. Please see APPENDIX 3: Shop fronts, including ATMs for detailed guidance.

Building design

**6.28** The LPAs will expect the following design issues to have been considered in the design of proposals:

| Design principle | What needs to be considered? |
|---|---|
| Building lines | It is important that new development responds positively to the line of existing building frontages to create continuity of street frontage, unless there is a strong case to do otherwise which is supported by sound urban design analysis. |
| Boundaries | Developments should include clear and robust boundary treatments that are appropriate to their context and contribute to local character and identity. For example, new developments adjacent to areas of green space or countryside should include natural boundaries such as hedges which also encourage wildlife. For further guidance on hedgerows please see DEV28 (trees, woodlands and hedgerows). |

112 https://www.plymouth.gov.uk/sites/default/files/DraftPlymouthPavingManual.pdf

| Design principle | What needs to be considered? |
|---|---|
| | In urban areas building frontages rather than boundary treatments will generally be expected to address and overlook public open spaces. In the exceptional circumstances where boundary treatments can be justified in this situation, more formal boundaries may be appropriate, provided they are of good quality and respond positively to the context.<br><br>All boundary treatments must not negatively affect the amenity of adjacent land or properties and must contribute to the security and safety of the development scheme. |
| Architectural quality | New development must be attractive and of good architectural quality. It should strive for architectural excellence and it is recommended that applicants use professional architects. Where appropriate the LPAs will encourage applicants to use a Design Review Panel to assist in raising design standards.<br><br>A lack of local character should not be used as a justification for further nondescript or placeless development. Distinctiveness can be delivered through new designs that respond to local characteristics in a contemporary way. Local traditions and character should not be ignored without a robust justification. Architectural competitions are strongly encouraged for key strategic sites. |
| Adaptability | Buildings should be designed to be adaptable to support changes in use over time. They should be adaptable and resilient to climate change. Further guidance on low carbon development can be found at 'Delivering low carbon development (DEV32)'. |
| Efficiency and sustainability | Buildings should be designed to minimise their use of resources, both during construction and operation. Efficiency and sustainable design should be a generating principle for the architecture of buildings, rather than something added as an afterthought.<br><br>Buildings must take every opportunity to use passive solar heating, natural ventilation and cooling, whilst minimising wastage of energy and resources. Energy-efficiency enhancements to existing buildings are strongly encouraged, including through measures such as external insulation. Such measures must be implemented sensitively to respond positively to local character. |
| Materials | Building materials should be robust, attractive and respond positively to local character. For details on appropriate materials throughout the Plan Area please see 14 'APPENDIX 2: Specific materials for the Plan Area'. |
| Design details | Design details can enhance or undermine the overall quality of proposals and at the earliest possible stage they should be carefully considered to ensure they are considered collectively and not given attention only as an |

| Design principle | What needs to be considered? |
|---|---|
| | afterthought. These include items such as: doors; windows; porches; balconies; lighting; flues/ventilation; eaves and verges; gutters; pipes/other rain water details; roof plant; lift over-runs; utility boxes; signage; metalwork and decorative features and bin, cycle and other storage areas. Junctions and joins between elements should also be carefully considered. |

**Table 15 Design principles for buildings**

## DEV20.5 – Landscape design

**6.29** The LPAs expect landscape design to follow the same principles as set out above for the design of the public realm. Further detail on how to address landscape character and features has been provided in the guidance for 'Landscape character (DEV23)'. Landscape specifications will need to comply with current best horticultural practices and the relevant up-to-date British Standards.

**6.30** Special care will need to be given to the location and species mix of trees to ensure every planted tree has the best potential to reach maturity and contribute to healthy ecological networks and to better reflect the principal of 'the right tree in the right place' and to ensure that the contribution of individual trees to the wider (urban) forest is considered. For further guidance please see 'Trees, woodlands and hedgerows (DEV28)'.

**6.31** When a landscape scheme is required, the LPAs will seek details of its ownership, implementation, management and how the management will be secured, including details of how the scheme will be inspected to ensure that completed work and maintenance operations are verified. The provision of these details will often be secured through a planning condition, as part of a planning obligation or through a bond. It is recommended that applicants consider the long-term maintenance of their proposed landscape scheme as early as possible.

**6.32** Details of the maintenance can be provided as a stand-alone document or incorporated into a Landscape Ecological Management Plan (LEMP). The latter combined approach is preferred as it ensures landscape and biodiversity objectives are coordinated and reduces the number of documents to be submitted.

**6.33** The specified management practices will need to adhere to best horticultural practices and comply with the relevant British Standards.

**6.34** Where a developer wishes the Council to take on management of the landscaping scheme, appropriate commuted payments will be required. A scheme will only be taken on where it has been implemented in accordance with the agreed scheme, with any rectification measures completed before the hand-over.

## DEV20.6 – Community safety and crime

**6.35** DEV20.6 looks to ensure development contributes to community safety and reduces opportunities for crime and the fear of crime. Developers need to show that crime prevention has been considered in the design and layout of all major developments including housing, commercial, public spaces, footpaths, cycle routes, and communal areas.

**6.36** Where a proposed development undermines community safety, planning permission could be refused and where possible the LPAs will seek amendments or impose planning conditions which will address crime prevention issues.

**6.37** The following criteria will be applied to meet the safety and security objectives:

- Providing places with well-defined routes, spaces and entrances that provide for convenient and safe movement without compromising security;
- Providing adequate natural surveillance (overlooking) of adjacent streets and spaces;
- Ensuring that all new developments are designed to make crime difficult to commit by increasing the risk of detection;
- Creating a sense of ownership by providing a clear definition between public and private spaces;
- In a residential context, developments should be designed with a defensible space, a threshold between the public realm and building entrances, unless this is out of character with a positive street scene such as within a conservation area;
- Promoting activity that is appropriate to the area, providing convenient access and movement routes;
- Providing where necessary for well-designed security features;
- Providing places that are designed with management and maintenance in mind, to discourage crime in the present and the future; and,
- Avoiding the creation of open internal car parking courtyards unless gated with suitable locking gates.

**6.38** Additional guidance can be found through the Secured by Design initiative[113], led by the police service and supported by the Home Office.

**6.39** Where appropriate, the LPAs will use planning conditions to ensure that secured by design measures are included during the development process to reduce crime and the fear of crime.

**6.40** When considering community safety and reducing opportunities for crime and the fear of crime in developments, Public Health England's guidance on suicide prevention: suicides in public places[114] should also be considered at this stage.

## DEV20.9 – Public Art

**6.41** DEV20.9 highlights how the LPAs are committed to ensuring public art is promoted in the PPA and is considered in the context of significant development proposals as a means of adding quality and interest for public enjoyment.

**6.42** A Public Art Plan[115] for Plymouth has been produced to promote these objectives, and sets out clearly and concisely how public art will be promoted and secured in Plymouth. There is also The Plymouth Principles[116] , which is a guide to support and nurture public art in the city.

113 http://www.securedbydesign.com/
114 https://www.gov.uk/government/publications/suicide-prevention-suicides-in-public-places
115 http://plymouthculture.co.uk/wp-content/uploads/2016/11/Public-Art-Plan-2.pdf
116 http://plymouthculture.co.uk/wp-content/uploads/2016/09/The-Plymouth-Principles.pdf

## Development affecting the historic environment (DEV21)

### What is this policy about?

**6.43** DEV21 is a policy to protect the historic environment throughout the Plan Area, including both designated (World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields and Conservation Areas) and non-designated heritage assets and their settings.

**6.44** LPAs are obliged to consult with Historic England[117] on a number of different designated assets and it is recommended that this SPD is read alongside guidance provided by Historic England which covers a wide range of heritage issues, including energy efficiency and renewable energy installations.

**6.45** To find out whether a site or building is protected i.e. whether it is a listed building, scheduled monument, protected wreck or registered park and garden please see the National Heritage List for England[118] (NHLE).

**6.46** The relevant Historic Environment Record (HER) should also be consulted. In Plymouth, PCC maintains the HER, whilst in South Hams and West Devon, DCC maintains the HER. The HERs include locally sourced information on historic assets and provide information to support development proposals. The Devon HER[119] is available online, however please note that the online data may not be up to date and the County Council's Historic Environment Team should be consulted when a development may have an impact upon heritage or its setting. To access Plymouth's HER applicants are advised to contact PCC.

**6.47** In addition to planning permission, other consents may also be needed. Please note that commencement of work (planning or otherwise) without the appropriate consent can be a criminal offence which may result in legal proceedings, and/or enforcement action to secure appropriate remedial works.

## DEV21.2 – Designated heritage assets

### Listed buildings

**6.48** Within the Plan Area there are a large number of listed buildings and sites of different grades (I, II* and II). Whilst some works, such as minor repairs and maintenance, may not require consent, any physical changes (internal or external) to these buildings or sites that are deemed to affect their character or special interest will require Listed Building Consent from the LPA.

**6.49** To find out if a building or site is listed, applicants are advised to consult the local HER or to search the NHLE on Historic England's website. Please note that the list description is only intended for identification purposes and *all* of the building (including historic buildings within the curtilage) is protected by designation unless otherwise stated in the description as not being of special interest.

117 https://historicengland.org.uk/
118 https://historicengland.org.uk/listing/the-list/
119 https://www.devon.gov.uk/historicenvironment/the-devon-historic-environment-record/

**6.50** Certain religious buildings have what is known as Ecclesiastical Exemption[120] meaning that certain religious denominations in England, whose churches are in use as places of worship, may be exempt from applying for listed building consent.

Proposed alterations to a listed building

**6.51** Proposed alterations or works to a listed building, including curtilage buildings and boundary walls etc. will need to demonstrate a level of protection and enhancement for the historic character and special interest of the building (as part of the process towards gaining listed building consent).

**6.52** Proposals must demonstrate an appropriate level of understanding of the heritage asset and its significance. It should be clearly stated how the proposal will affect the asset, whether that is positive or negative.

Impact on the setting of a listed building

**6.53** Impact on the setting of a listed building must be considered when applying for planning permission. The LPAs are under a duty to carefully consider whether proposed development is harmful and represents substantial or less than substantial harm.

**6.54** Where substantial harm is identified then the development is unlikely to be regarded as acceptable.

**6.55** Where less than substantial harm is identified then the LPA is required to consider whether other public benefits arising from the proposed development outweigh this harm. If this is considered to be the case, then the development may be approved.

**Conservation areas**

**6.56** Within the JLP area there are a variety of conservation areas varying in size and key qualities, all have been designated because they have been assessed as possessing special architectural or historic interest and, for any changes proposed, the LPAs will look to preserve and enhance the special character and appearance of these areas.

**6.57** Additional planning controls apply to conservation areas and planning permission may be required from the LPA for works such as:

- Demolition of all or part of a building or structure (including walls and out-buildings);
- Minor developments (including alterations to roofs, the cladding of buildings or replacement doors and windows);
- Installation of satellite dishes; and/or,
- Tree works (including cutting, uprooting, lopping or topping of trees) which must be covered by a notification procedure to the LPA.

**6.58** Proposals within a conservation area (usually areas with historic settlement centres) may have a higher likelihood of below ground archaeological potential.

120 http://www.legislation.gov.uk/uksi/2010/1176/made

Conservation Area Appraisal and Management Plans (CAAMPS)

**6.59** CAAMPS identify the key features of conservation areas and guidance on the types of development encouraged. To view the current CAAMP documents please visit:

- Plymouth conservation areas[121]
- South Hams CAAMPS[122]
- West Devon CAAMPS[123]

**6.60** In addition to the CAAMPs and where there are no CAAMPS in place the following guidance for conservation areas should be considered.

Detailed guidance for conservation areas

**6.61** Any new development being considered in or affecting the setting of conservation areas needs to be very carefully designed to preserve or enhance the quality of each area.

**6.62** When permission is not required to carry out works, it will be for individual owners to decide whether or not their proposals are 'conservation friendly' and achieve the aim to preserve or enhance.

**6.63** When permission is required, the LPA will base its decision on how well the works respect the features and characteristics of the area. Applicants will need to demonstrate how their proposals will preserve or enhance the area by showing respect and compatibility. This does not mean that new buildings must copy their older neighbours in detail, instead their design should represent an imaginative and contemporary interpretation of the site context that demonstrates an understanding of the buildings and spaces around them. Sound choices of layout, scale, form and materials will be considered basic requirements in such locations.

**6.64** As a simple checklist, proposals are more likely to preserve/enhance the character/appearance of a conservation area if they involve:

- The retention or reinstatement of authentic/original features like authentic windows and doors, stone walls, cast-iron rainwater goods, chimney stacks, decorative architectural detail and distinctive wall finishes or claddings;
- The avoidance of incongruous features like poorly designed windows and doors, panel fencing, satellite dishes and mass produced ‘add-ons’ like porches;
- The incorporation of wall or roofing materials that are prevalent in the area; and/or,
- The introduction of new buildings that add quality and interest to valued street scenes and views.

**6.65** For further guidance on development in conservation areas please see 17 'APPENDIX 5: New work in conservation areas'.

**Registered parks and gardens**

**6.66** All works to registered parks and gardens require planning consent from the LPA. Registration is a 'material consideration' in the planning process, meaning that the LPAs must consider the impact of any proposed development on the landscapes' special character.

121 https://www.plymouth.gov.uk/planningandbuildingcontrol/conservationandheritage/conservationareas
122 https://www.southhams.gov.uk/article/3469/Conservation-Area-Appraisals-and-Management-Plans
123 https://www.westdevon.gov.uk/article/3471/Conservation-Area-Appraisals-and-Management-Plans

**6.67** Applicants are advised to check the NHLE to search for registered parks and gardens and the relevant HER which may also hold locally sourced additional information.

**Scheduled monuments**

**6.68** All works to scheduled monuments require Scheduled Monument Consent obtained by applying directly to Historic England and granted by the Secretary of State. The LPA is not normally involved in this form of consent being granted but, as some Scheduled Monuments are also listed, there may be duplication and applicants will need to work with both Historic England and the LPA.

**6.69** Applicants are advised to check the NHLE to search for scheduled monuments and the relevant HER which may also hold locally sourced additional information.

**Protected wreck site**

**6.70** There is growing recognition of the importance of historic marine wrecks, all works on or near a protected marine/ship wrecks require a license to be granted by the Secretary of State via Historic England.

**6.71** Applicants are advised to check the NHLE to search for protected wreck sites and the relevant HER which may also hold locally sourced additional information.

**Archaeology (assessing significance)**

**6.72** Sites of archaeological potential may be identified through consultation with the relevant Historic Environment Records (HER). Applicants should be aware however that HERs contain information only on known remains and may not include recent discoveries.

**6.73** The absence of site records for any specific area within an HER should not be taken as an indication that no archaeological remains exist. Early consultation with the Historic Environment Team of DCC (for sites in West Devon and South Hams) or the Historic Environment Officer of PCC (for sites within the unitary boundary of Plymouth) is strongly recommended to inform a development proposal prior to the submission of a planning application.

**6.74** Following initial consultation with the relevant officers, various levels of archaeological assessment and evaluation may be required. This may take the form of non-intrusive work (such as desk-based assessment and/or geophysical survey), intrusive ground-work (such as trench evaluation) or a combination of both. In each case such works should be conducted by a suitably qualified archaeological contractor on behalf of the applicant. These investigations will allow the survival and significance of any archaeological remains to be assessed and

the appropriate mitigation measures recommended as necessary. Recommendations will be in line with Historic England's Guidance on Managing Significance in Decision-Taking in the Historic Environment[124].

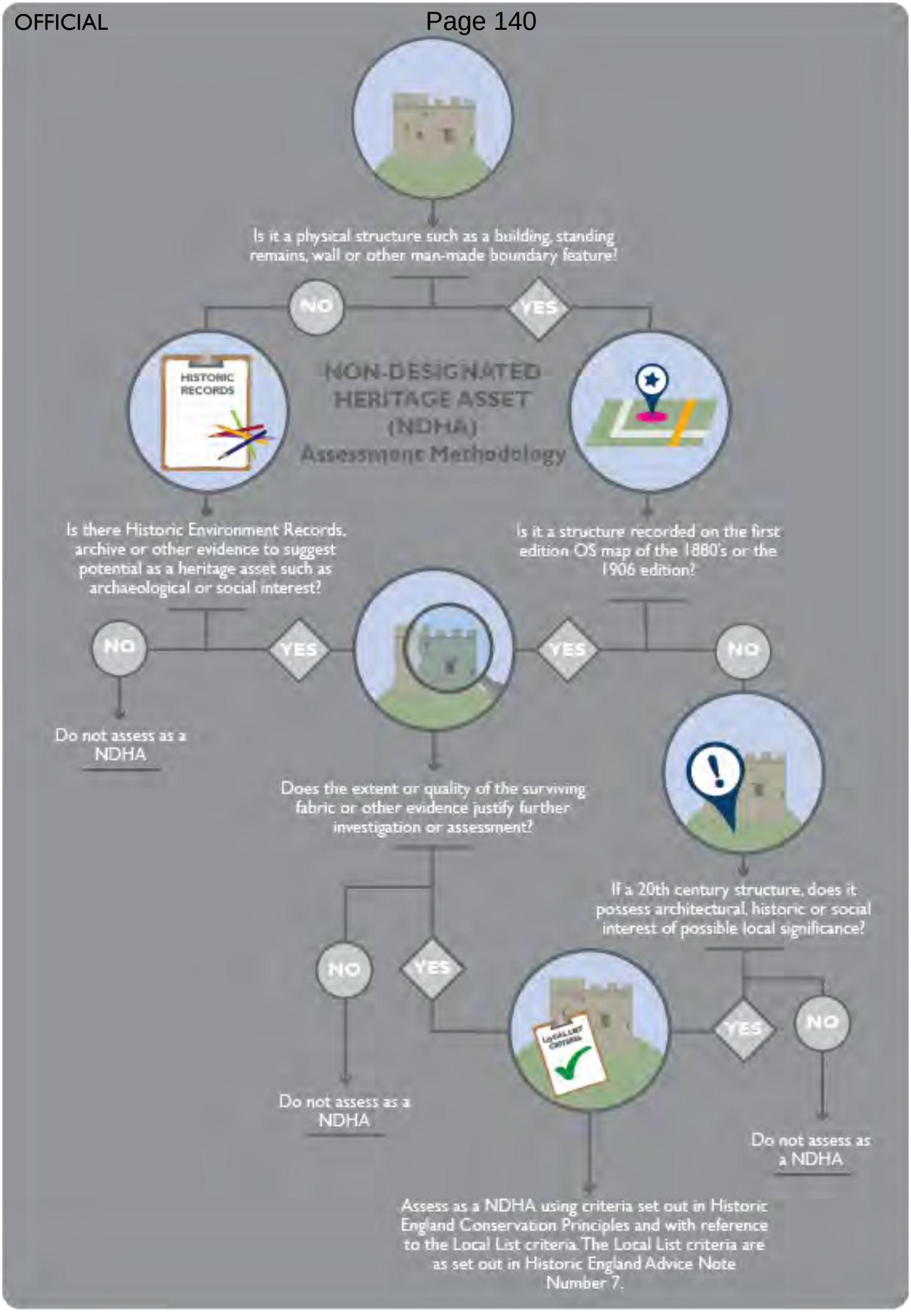
## DEV21.3 – Non-designated heritage assets (NDHAs)

**6.75** Non-designated heritage assets (NDHAs) are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. The declaration of intent to designate Plymouth Sound as a National Marine Park is also of significance in this respect.

**6.76** In some areas, local authorities identify some non-designated heritage assets as 'locally listed'.Non-designated heritage assets can also be identified through the neighbourhood planning process or through CAAMPS.

**6.77** For sites not identified, the LPAs will take a criteria based approach within the decision making process. This allows for the effective consideration of buildings, structures and other features to be made based on real time threats and priorities as summarised in the following diagram:

124 https://historicengland.org.uk/images-books/publications/gpa2-managing-significance-in-decision-taking/.


Is it a physical structure such as a building, standing remains, wall or other man-made boundary feature?
NO
YES
HISTORIC RECORDS
NON-DESIGNATED HERITAGE ASSET (NDHA) Assessment Methodology
Is there Historic Environment Records, archive or other evidence to suggest potential as a heritage asset such as archaeological or social interest?
Is it a structure recorded on the first edition OS map of the 1880's or the 1906 edition?
NO
YES
YES
NO
Do not assess as a NDHA
Does the extent or quality of the surviving fabric or other evidence justify further investigation or assessment?
If a 20th century structure, does it possess architectural, historic or social interest of possible local significance?
NO
YES
YES
NO
Do not assess as a NDHA
Do not assess as a NDHA
Assess as a NDHA using criteria set out in Historic England Conservation Principles and with reference to the Local List criteria. The Local List criteria are as set out in Historic England Advice Note Number 7.

**6.78** Consideration of a feature as a NDHA should not be seen as an assumption that it should be retained. It is an acknowledgement that evaluation and assessment is required and that appropriate weight must be given to the asset in consideration of planning balance. NDHAs should also not be seen as a restriction on development in itself, but an opportunity to enhance proposals by proper consideration of features deemed to be of local significance.

**6.79** When undertaking an assessment, the advice on local lists in Historic England's Advice Note Number 7: Local Heritage Listing[125] should be seen as a starting point and advice should be sought from DCC in relation to designated assets in South Hams and West Devon.

**Historic shop fronts**

**6.80** For guidance on historic shop fronts, please see 15 'APPENDIX 3: Shop fronts, including ATMs'.

**Traditional farm buildings**

**6.81** Much of the Plan Area is rural and there are numerous traditional farm buildings which are no longer needed for agriculture but are about to be, or already have been, adapted to serve a different use. Early consultation with the relevant LPA is advisable for such proposals as a traditional farm building may be a significant element of an area's character. They are also a dwindling resource in terms of their traditional vernacular architecture and recording/research may be needed to inform planning decisions as well as in mitigation for consented change ('preservation by record').

**6.82** Developers looking to adapt or re-use traditional farm buildings throughout the Plan Area are expected to follow the guidance available in the LPAs' 'best practice' Barn Guide:Traditional Farm Buildings: Their Adaptation and Re-use[126] which details how the building's character and interest can be successfully conserved through the planning process.

**6.83** When developing traditional farm buildings, the following are the essential features which will need to be considered carefully during the development process:

- The original fabric of the walls, floors and roof structure, and any original window frames, doors and shutters. There may be fittings of interest too, both inside and out;
- An uncluttered exterior characterised by extensive blank walls and roofs with unbroken lines and few openings;
- An unpartitioned interior characterised by impressive proportions, long sight lines and the structural elements exposed; and,
- An agricultural setting characterised by hard-surfaced yards and open field surroundings.

**6.84** Applicants are expected to have a disciplined approach to design and carefully consider the setting and surrounding wildlife of traditional farm buildings.

**6.85** Further guidance is also available through Historic England: Farm Buildings and Traditional Farmsteads[127].

125 https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/
126 https://www.plymouth.gov.uk/sites/default/files/TraditionalFarmBuildingsBarnGuideV2.pdf
127 https://historicengland.org.uk/advice/caring-for-heritage/rural-heritage/farm-buildings

## Cornwall and West Devon Mining Landscape World Heritage Site (DEV22)

**6.86** The Cornwall and West Devon Mining Landscape World Heritage Site has its own Management Plan and supporting SPD which sets out how the planning system will fulfil its responsibilities to this designated heritage asset: Cornwall and West Devon Mining Landscape World Heritage Site, Supplementary Planning Document, May 2017[128].

128 https://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/planning-policy-guidance-for-cornwall-and-west-devon-mining-landscape-world-heritage-site-supplementary-planning-document/

# 7 Natural environment (DEV23-DEV28)

## Introduction

**7.1** The environment is of key importance to all people that visit, live or work in the Plan Area. A healthy environment is important for existing residents, and essential for biodiversity and wildlife habitats.

**7.2** The guidance in this chapter primarily supports polices DEV23 to DEV28 in the JLP. It also reflects national guidance, and should be read alongside the NPPF, NPPG and the site specific policies set out in the JLP. The guidance should also be considered in the context of the Climate Emergency declared by the three JLP Councils.

**7.3** Please see Section 2 'Sustainable Development and the Climate Emergency' for further guidance on what part the SPD can play in responding to the Climate Emergency?

## Landscape character (DEV23)

**7.4** DEV23 is a policy to ensure new development conserves and enhances landscape, townscape and seascape character and avoids adverse landscape or visual impacts. This will be achieved by considering the character and distinctiveness of the area and how the siting and design of the proposed development responds to the landscape and townscape character. For instance through the conservation and enhancement of distinctive landscape features, the use of local design characteristics, materials and development patterns etc.

**7.5** To support the JLP adoption process and the implementation of DEV23 the LPAs produced/commissioned Landscape Character Assessments which can be found online:

- Plymouth and Plymouth Urban Fringe Landscape and Seascape Assessment (Chapters 1 to 3)[129]
- Plymouth and Plymouth Urban Fringe Landscape and Seascape Assessment, (Chapter 4 onwards)[130]
- A Landscape Character Assessment for South Hams and West Devon[131]

**7.6** Since the JLP was adopted there has been a declaration of intent announced to designate the Plymouth Sound as a National Marine Park whose context will also need to be considered in development.

**7.7** In order to foster high quality development that respects, maintains, or enhances local landscape character and distinctiveness, all new development should consider the character and distinctiveness of the area, with the siting and design of the proposed development reflecting or enhancing local design characteristics and, wherever possible, using local materials. Planning applications should detail the measures taken to ensure the building design will be of a high standard, as well as include detail of layout alternatives together with justification of the selected option in relation to the landscape context.

**7.8** The LPAs will use the following flow chart to assess the compliance of a planning application with JLP policy DEV23:

129 https://www.plymouth.gov.uk/sites/default/files/PlymouthAndPlymouthUrbanFringeLandscapeAndSeascapeAssessmentChapters1to3.pdf
130 https://www.plymouth.gov.uk/sites/default/files/PlymouthAndPlymouthUrbanFringeLandscapeAndSeascapeAssessmentChapter4Onwards.pdf
131 https://www.southhams.gov.uk/article/4940/Landscape-Character-Assessment




How to assess application compliance?

**Located within or adjacent to a sensitive area?**

The following will be considered as sensitive areas under this policy:

- Areas of Outstanding Natural Beauty (AONBs)
- World Heritage Sites
- Undeveloped Coast and Heritage Coast
- Conservation areas
- Registered Parks and Gardens
- Local Green Space
- Designated Green Spaces (under JLP policy DEV27)
- Areas with a visual relationship with AONBs, Undeveloped Coast, Heritage Coast, Conservation areas, Heritage assests, World, Heritage Sites, Registered Parks and Gardens, Local Green Space and or Designated Green Spaces (under JLP policy DEV27)
- Areas within prominent locations e.g. such as ridge tops (check Figure 2.4 within Plymouth and Plymouth Urban Fringe Landscape and Seascape Assessment (Chapters 1 to 3), important road corridors, Public Rights of Way (PRoWs), etc...
- Areas with a high level of tranquility, which can be found here: Devon County Council's Environment viewer: http://map.devon.gov.uk/dccviewer/
- Areas identified as forming part of a character area or type as identified in any of the following:
  - Plymouth and Plymouth Urban Fringe Landscape and Seascape Assessment (Chapters 1 to 3)
  - Plymouth and Plymouth Urban Fringe Landscape and Seascape Assessment, (Chapter 4 onwards)

NO

**All applications will need to demonstrate:**

- A high standard of design taking account of the local character (see validation checklist), which will relate to the surrounding landscape, seascape and/or townscape (for further detail on what will be classed as high standard of design see further DEV23 sections below, DEV20 guidance and any current and future SPD appendices)
- How they will prevent further degradation of and enhance the areas tranquility

YES

**Does the site design comply with the applicable guidance set out in any of the following:**

Sensitive landscape and/or visual status needs to be addressed and a justification for the development needs to be provided (see validation checklist for details on required information for each type of development). The justification is expected to be proportionate to the scale of the application. Where the site is located within or adjacent to an AONB or Dartmoor National Park NPPF paragraph 172 and JLP policy DEV25 will apply. Where the site is part of or forms a designated, non-designated heritage assets or forms part of the settings of either of such assets JLP policy DEV21 will also apply.

- AONB Management Plans (South Devon AONB & Tamar Valley AONB)
- Conservation Area Management Plans (Plymouth, South Hams & West Devon)
- Where applicable take acount of designation status (e.g. Registered Park and Gardens, World Heritage Sites, etc...) and why they have been designated.
- Guidance for managing change set out in the applicable landscape or seascape assessment (see links above)
- Relevant Neighbourhood Plan or DPD
- Objectives for open spaces listed within the relevant open space assessment (Plymouth & South Hams and West Devon)
- The Landscape Design principles set out in this chapter
- The guidance set out in DEV20 section of the SPD
- Any current and future SPD appendices

We expect the application to demonstrate how it complies with any of the above guidance. The justification is expected to be proportionate to the scale of the application.

**Will the Development protect and enhance the areas tranquility?**

NO

We are unlikely to support the application



YES

We are likely to support the application from a landscape perspective and are likely to include conditions, S106 clauses and/or bonds to ensure appropriate implementation



**7.9** To determine whether a landscape and visual impact assessment (LVIA) is required, please see guidance at 'DEV23.6 – Landscape and Visual Impact Assessment (LVIA)'.

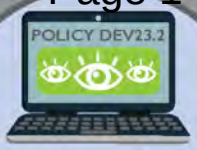
## DEV23.3 – High quality design

### Design advice

**7.10** The Plymouth and Plymouth Urban Fringe Landscape and Seascape Assessment and the South Hams and West Devon Landscape Character Assessment include guidance on how to manage change. The LPAs will expect development within those character areas and on the edges of these character areas to adhere to this guidance to ensure the development does not degrade the character of the area.

**7.11** Further detailed guidance on how to utilise the landscape character assessment can be found within Chapter 1 of the Plymouth and Plymouth Urban Fringe Landscape and Seascape Assessment, which includes a user guide for the use of the landscape and seascape assessment.

**7.12** Existing landscape characteristics and features should be addressed as follows:




## How to address Landscape Characteristics and Features

### Landscape Characteristics & Features - All Applications

Propotionate to the scale of the application, details to be provided within application, where applicable within DAS and/or landscape Strategy or scheme (see validation checklist for details on required information for each type of development)

### Assessment - to include:

- Consider character of site and wider context
- Asses quality and value of on-site features and how representative they are for the local area.

Evidence for this assessment can be found in the following:

- AONB Management Plans
- Conservation Area Management Plans
- the applicable landscape or seascape assessment
- Relevant Neighbourhood Plan or DPD
- Relevant open space assessment
- Determine the importance of occuring landscape features in shaping the character of the area.
- Where applicable take acount of designation status (e.g. Registered Park and Gardens, World Heritage Sites, etc...) and why they have been designated.

### Identification of site Constraints & Opportunities

### Assessment to inform design:

- Retention of important features by appropriately integrating them into the design of the site
- Where loss is unavoidable, appropriate long-term mitigation will be required taking account local characteristics and utilising locally prevelant landscape features identified in assessment
- Opportunities for enhancements should be explored

## DEV23.6 – Landscape and Visual Impact Assessment (LVIA)

**7.13** DEV23.6 requires development, where necessary, to be supported by a LVIA or landscape appraisal.

**7.14** A LVIA (within an EIA context) or landscape appraisal (where the assessment does not form part of an EIA) is necessary where a proposed development has the potential to result in a substantial negative impact to visual amenity or landscape character. A LVIA or landscape appraisal will need to be submitted to show how these impacts have been assessed and how the development has been designed to avoid, reduce and/or mitigate these impacts. However, whilst the guidance below sets out when a LVIA or landscape appraisal is needed, a LVIA may still be required for proposals within a smaller distance of a boundary and this will be determined on a case-by-case basis:

| |
|---|
| LVIA/Landscape Appraisal required |
| LVIA/Landscape Appraisal sometimes required |
| LVIA/Landscape Appraisal not required |

| **Location**<br><br>**Development type** | **Within Plymouth administrative area** | **Within the Plymouth Urban Fringe (PLY61) and within character areas as defined within the Plymouth and Plymouth Urban Fringe Landscape and Seascape Assessment** | **Within a Strategic Green Space, Registered Park and Garden or World Heritage Site** | **Within 1.5-2km of AONB or National Park boundary, Registered Park and Garden or World Heritage Site**<br><br>**Within Plymouth administrative area** | **Within 1.5-2km of AONB or National Park boundary, Registered Park and Garden or World Heritage Site**<br><br>**Within the Plymouth Urban Fringe (Policy PLY61)** |
|---|---|---|---|---|---|
| **Development with an overall height of 20m or more** | | | | | |
| **Development with an overall height of 15m or more** | If edge of City LVIA/Landscape Appraisal is required. | | | | |
| **Development of 10 or more dwellings; with a floor space of** | | | | | |

| Location<br><br>Development type | Within Plymouth administrative area | Within the Plymouth Urban Fringe (PLY61) and within character areas as defined within the Plymouth and Plymouth Urban Fringe Landscape and Seascape Assessment | Within a Strategic Green Space, Registered Park and Garden or World Heritage Site | Within 1.5-2km of AONB or National Park boundary, Registered Park and Garden or World Heritage Site<br><br>Within Plymouth administrative area | Within 1.5-2km of AONB or National Park boundary, Registered Park and Garden or World Heritage Site<br><br>Within the Plymouth Urban Fringe (Policy PLY61) |
|---|---|---|---|---|---|
| **1,000m² or more; or a site area of 1ha or more in size.** | | | | | |
| **Development on previously undeveloped (greenfield) sites with a site area of 0.5ha or more** | | On a case-by-case judgement. | | On a case-by-case judgement. | |
| **Development is less than 15m high, less than 10 dwellings, less than 1000m² floor area or less than 1ha** | | On a case-by-case judgement. | On a case-by-case judgement. | On a case-by-case judgement. | On a case-by-case judgement. |

**Table 16 Matrix for LVIA and Landscape Appraisals requirements: PPA**

| Location<br><br>Development type | Outside AONB Within Main Towns[132] (TTV1) | Outside AONB Within Smaller Towns, Key Villagaes and Sustainable Villages (TTV1, TTV2 and TTV3) | Outisde AONB Within Small Hamlets and the Countryside (TTV1 and TTV4) | Within AONB (or within 1.5-2km of AONB or National Park boundary)<br><br>Within Main Towns (TTV1) | Within AONB (or within 1.5-2km of AONB or National Park boundary)<br><br>Within Smaller Towns, Key Villages and Sustainable Villages (TTV1, TTV2 and TTV3) | Withing AONB (or within 1.5-2km of AONB or National Park boundary) Within Small Villages, Hamlets and the Countryside (TTV1 and TTV4) |
|---|---|---|---|---|---|---|
| **Development with an overall height of 20m or more** | | | | | | |
| **Development with an overall height of 15m or more** | If edge of settlement, LVIA/Landscape Appraisal is required. | | | If edge of settlement, LVIA/Landscape Appraisal is required. | | |
| **Development of 10 or more dwellings; with a floor space of 1,000m$^2$ or more; or a site area of 1ha or more in size.** | | If edge of settlement LVIA/Landscape Appraisal is required. | | If edge of settlement LVIA/Landscape Appraisal is required. | | |
| **Development on previously undeveloped (greenfield) sites with a site area of 0.5ha or more** | | | | . | If edge of settlement LVIA/Landscape Appraisal is required. | |

132 The TTV Main Towns are: Dartmouth, Ivybridge, Kingsbridge, Okehampton, Tavistock and Totnes.

| Location<br><br>Development type | Outside AONB Within Main Towns[132] (TTV1) | Outside AONB Within Smaller Towns, Key Villagaes and Sustainable Villages (TTV1, TTV2 and TTV3) | Outisde AONB Within Small Hamlets and the Countryside (TTV1 and TTV4) | Within AONB (or within 1.5-2km of AONB or National Park boundary)<br><br>Within Main Towns (TTV1) | Within AONB (or within 1.5-2km of AONB or National Park boundary)<br><br>Within Smaller Towns, Key Villages and Sustainable Villages (TTV1, TTV2 and TTV3) | Withing AONB (or within 1.5-2km of AONB or National Park boundary) Within Small Villages, Hamlets and the Countryside (TTV1 and TTV4) |
|---|---|---|---|---|---|---|
| **Development is less than 15m high, less than 10 dwellings, less than 1000m$^2$ floor area or less than 1ha** | | | On a case-by-case judgement. | On a case-by-case judgement. | On a case-by-case judgement. | On a case-by-case judgement. |

**Table 17 Matrix for LVIA and Landscape Appraisals requirements: TTV Policy Area**

**7.15** Despite falling outside the criteria above, development may require a LVIA as part of an Environmental Impact Assessment (EIA). This will be subject to a separate screening exercise.

**7.16** The assessment work should be proportionate to the development it is assessing, and could range from a full assessment as part of an EIA to a short, focussed landscape appraisal of the impacts on a certain characteristic or view. Landscape and visual assessment work should be carried out by a qualified Landscape Architect and completed in accordance with the Guidelines for Landscape and Visual Impact Assessment, 3rd Edition 2013 (GLVIA3) LI/IEMA[133], or any subsequent updates.

**7.17** LVIAs should:

- Map the local landscape character areas and/or elements at a scale appropriate to the development site and reference made to any existing character assessments, relevant management plans or strategies pertaining to the area;
- Identify key and representative views and visual receptors. Any viewpoints to be assessed should be agreed with the LPA and, where relevant, with key stakeholders prior to carrying out the assessment. Presentation of representative viewpoints should accord with best practice guidance;

132 The TTV Main Towns are: Dartmouth, Ivybridge, Kingsbridge, Okehampton, Tavistock and Totnes.
133 https://www.routledge.com/Guidelines-for-Landscape-and-Visual-Impact-Assessment-3rd-Edition/Landscape-Institute-IEMA/p/book/9780415680042

- Where required, photomontages from agreed viewpoints should be prepared in accordance with 'Photography and photomontage in landscape and visual impact assessment' Landscape Institute Advice Note 01/11[134] or subsequent versions of this guidance;
- Include assessments of visual and landscape effects on the surrounding area and landscape together with any physical effects of the development, such as changes in topography; and,
- Provide evidence of landscape and visual impacts being considered in the design evolution of a scheme within the LVIA in accordance with the following hierarchy: Avoid; Reduce; Mitigate. This section should detail the measures taken to ensure the building and landscape design will be of a high standard, as well as details of layout alternatives together with justification of the selected option in terms of landscape impact and benefit.

## DEV23.7 – Avoidance, mitigation, compensation and enhancements

**7.18** The LPAs expect all applications to adhere to the mitigation hierarchy:

- AVOID (either by avoiding altogether or by minimising): preference should be given to avoid impacts, for example, by positioning development away from the most sensitive areas;
- MITIGATE: ensuring all methods for design to deliver benefits to the landscape character, landscape features and visual amenity of the area have been included in the development;
- COMPENSATE: where the character, landscape features and visual amenity of the area has been lost, the LPAs will expect the applicant to deliver compensatory landscape measures such as the creation of new green space, tree and other planting, creation of new viewpoints, etc.

**7.19** Besides following the mitigation hierarchy, the LPAs expect applicants to maximise the benefits landscape can deliver to communities by ensuring the design of the site explores means of delivering enhancements to the local landscape character and visual amenity of the local area.

## Undeveloped Coast and Heritage Coast (DEV24)

### What is this policy about?

**7.20** DEV24 is a policy to ensure the protection of the Undeveloped Coast and Heritage Coast across the JLP area. This is done by ensuring development which would have a detrimental effect on the undeveloped and unspoilt character, appearance or tranquility of the landscape is not permitted except under exceptional circumstances.

### Defining the Undeveloped Coast

**7.21** As part of the production of the JLP, the Undeveloped Coast was defined in response to NPPF paragraphs 170 and 173, the extent of which is available to view on the three JLP policies maps:

- Policies Map: Plymouth Policy Area[135]

134 https://landscapewpstorage01.blob.core.windows.net/www-landscapeinstitute-org/2019/01/LIPhotographyAdviceNote01-11.pdf
135 https://www.plymouth.gov.uk/sites/default/files/PoliciesMapPPA.pdf

- Policies Map: Thriving Towns and Villages Policy Area (South Hams)[136]
- Policies Map: Thriving Towns and Villages Policy Area (West Devon)[137]

**7.22** A document was also produced stating how the LPAs decided to define the Undeveloped Coast through the policy designation: Undeveloped Coast Identification Process[138].

**Defining the Heritage Coast**

**7.23** The South Devon Heritage Coast was defined in 1986, recognising it as one of the finest stretches of undeveloped coast in England and Wales. Heritage Coasts are now defined nationally by Natural England for the following purposes:

- Conserve, protect and enhance:
    - The natural beauty of the coastline;
    - Their terrestrial, coastal and marine flora and fauna;
    - Their heritage features.
- Encourage and help the public to enjoy, understand and appreciate these areas;
- Maintain and improve the health of inshore waters affecting heritage coasts and their beaches through appropriate environmental management measures; and,
- Take account of the needs of agriculture, forestry and fishing and the economic and social needs of the small communities on these coasts.

**What needs to be considered in the implementation of this policy?**

**7.24** In much the same way as policy DEV23 seeks to ensure new development conserves and enhances landscape, townscape and seascape character, policy DEV24 refines this approach to the characteristics and features of the coastal landscape that make it special: its undeveloped and unspoilt character, appearance and tranquillity. This will be achieved by considering the character and distinctiveness of the area and how the siting and design of the proposed development responds to the character of the area, for instance through the conservation and enhancement of distinctive landscape features, the use of local design proportions, materials, and development patterns.

**7.25** The variety of high quality, open, coastal views in this landscape, from expansive coastal clifftops to intimate estuaries, are a unique characteristic of the area that needs to be retained clear of visual intrusion.

**7.26** Development proposals will need to fully consider impacts upon the undeveloped character, appearance and tranquillity of the coastal landscape, including consideration of night-time impacts of any lighting of the proposals alongside cumulative effects of other development in the locality upon the undeveloped character of the area. This will often be through the production of a Landscape and Visual Impact Assessment or Appraisal (LVIA). For further guidance on the production of LVIAs please see 'DEV23.6 – Landscape and Visual Impact Assessment (LVIA)'.

136 https://www.plymouth.gov.uk/sites/default/files/PoliciesMapTTVSH.pdf
137 https://www.plymouth.gov.uk/sites/default/files/PoliciesMapTTVWD.pdf
138 https://www.plymouth.gov.uk/sites/default/files/UndevelopedCoastIdentificationProcess.pdf

## DEV24.1 and DEV24.2 – Coastal location

**7.27** Policy DEV24 contains strong principle policy tests to avoid development that does not require a coastal location and that can be located outside the Undeveloped Coast.

**7.28** In order to justify a coastal location any development proposal needs to demonstrate what local need is being met that cannot be delivered outside the Undeveloped Coast. In terms of housing, the principle will only be acceptable if the proposal is meeting a localised need, defined in the terms of this policy as meeting a need from the immediate or adjoining parish. Any housing proposal will be restricted by a s106 agreement, restricting ownership or occupation to people who can demonstrate such a local connection. Accepting the principle of housing in an Undeveloped Coastal location does not override the requirement to meet all other policy tests applicable to sensitive and designated landscapes.

**7.29** In the event that a local housing for a town or parish can be met in a sustainable settlement not located within the Undeveloped Coast, it will be considered that development proposals outside these settlements, within the Undeveloped Coast policy area, will fail to meet the specific requirements of policy DEV24.2.

**7.30** Applications for development on an agricultural holding will need to demonstrate that the applicant does not own alternative agricultural land outside of the Undeveloped Coast policy area that could reasonably accommodate the proposed development.

**7.31** Applications for development to support leisure or recreational pursuits are unlikely to be supported on the basis that the proposal is not meeting a need that requires a coastal location, but rather responding to a personal preference or choice.

**7.32** Where development meets the principle policy tests of DEV24.1 and DEV24.2, the following broad types of development will be considered under the policy:

### Coastal defences

**7.33** Coastal defences are likely to be a significant feature of sections of the Undeveloped Coast in the future. Proposals should consider the siting, design, scale, appearance and materials suitable to their location rather than simply an engineering solution.

### Camping, caravanning, chalet or similar sites

**7.34** There are significant pressures for holiday accommodation development in this landscape. Camping and caravanning sites often form large and visually intrusive features, detracting from the special undeveloped character of the coastal environment. In recognition of the pressure and existing impacts from such facilities, Policy DEV15 on the rural economy is not supportive of camping, caravan, chalet or similar facilities in the Undeveloped Coast, and such features are unlikely to meet the tests of DEV24.3.

### Agricultural development

**7.35** New industrial scale agricultural buildings that are located in prominent or sensitive locations, particularly where these are visually intrusive on skylines and ridges, impact negatively on the special character and scenic quality of the coastal landscape, and are unlikely to be supported. Wherever possible, new agricultural buildings should be located with existing farmsteads and buildings.

**7.36** Where a new farm building in open countryside is the only available practical option, there should be a clear justification in the planning application describing how the location has been selected to minimise visual impact and best set the building into its landscape, involving the careful use of materials, colour, landform, screening and external landscape works.

**Dwellings, residential conversions and other built facilities**

**7.37** Replacement or new dwellings, building conversions or other built facilities will need to carefully consider the positive aspects of the character and appearance of their built context, and will need to be modest in form and respectful of their highly sensitive setting so as to avoid visually intrusive development. This is likely to include a building form that reflects its context and topographical setting, often 'stepping back' with the topography rather than working against it to maximise views from the property.

**7.38** Large or irregular expanses of glazing in dwellings and other buildings present particular problems with reflection and light spill in this landscape, impacting upon the undeveloped character and tranquillity of the coastal environment. There is a high degree of pressure to maximise coastal views from high value property, and the LPAs will seek to resist such features that are harmful to the landscape and scenic quality of the area. As with the building form, glazing proportions will need draw on the positive (often vernacular) proportions of development locally.

**7.39** Development for the purposes of agriculture, forestry, public access and enjoyment of the coast and estuaries, or community facilities that meet the objectively assessed needs of the local community are considered to meet the aims of the Heritage Coast and will be supported in principle, provided that they meet the other criteria of the policy.

**7.40** All development in the coastal landscape will need to consider its whole-life position on the site, particularly in areas identified as being subject to coastal change. Where there is a likelihood of failure or redundancy of development in the future, proposals should include for the restoration and removal of development, for example, when coastal defences fail or need replacing.

**7.41** For further guidance on design please see guidance at 'Place shaping and the quality of the built environment (DEV20)'.

## Nationally protected landscapes (DEV25)

**What is this policy about?**

**7.42** Policy DEV25 protects nationally designated landscapes from inappropriate development and activity. It provides the basis for thorough consideration of development proposals such that any permissions granted will be for development and activity that conserves and enhances designated landscapes.

**7.43** The nationally designated landscapes within, adjacent to, or extending beyond the Plan Area are:

- South Devon AONB;
- Tamar Valley AONB;
- Dartmoor National Park; and,
- Cornwall and West Devon Mining Landscape World Heritage Site (DEV22).

**7.44** The setting of all nationally designated landscapes and the declaration of intent in September 2019 to designate the Plymouth Sound National Marine Park may also be relevant in decision making.

**7.45** The pressure for development in AONBs (Areas of Outstanding National Beauty) is well evidenced. By definition, the high quality landscapes and scenic beauty of AONBs act as an attractor for residential, tourism and increasingly business development. In addition, coastal AONBs are popular destinations for retirement and second home investments. This generates high demand for property driving up both land and property values, making AONBs attractive and profitable places in which to secure planning permission for development. Affordable housing delivery is often dependent upon market housing to support viability, which leads to a higher quantum of development needing to be accommodated. Conversely, the high quality environment of AONBs inherently has limited capacity to accommodate development without harm to their special qualities.

**7.46** DEV25 formulates policy in relation to the management of the South Devon AONB and Tamar Valley AONB as required under Part IV, Section 89 of the Countryside and Rights of Way Act 2000. This SPD, in conjunction with the respective Management Plans, provides further guidance and support to fulfil the Section 85, 'duty to have regard to the purpose of conserving and enhancing the natural beauty of the AONB'.

**7.47** The AONB Management Plans for the South Devon AONB and the Tamar Valley AONB provide detailed guidance with respect to the special qualities that define the unique 'natural beauty' and are essential reading for anyone seeking planning permission for development within or affecting the setting of an AONB:

- South Devon AONB Management Plan[139];
- Tamar Valley AONB Management Plan[140].

**7.48** Strategic planning and decision making on development applications within or 'in the setting' of the AONBs are undertaken by the local planning authorities: SHDC; WDBC; Torbay Council; PCC; DCC; and, the Marine Management Organisation (MMO). The Management Plans are a material consideration in the plan-making and decision-taking process.

**7.49** Development affecting the setting of Dartmoor National Park will be the subject of similar scrutiny, although development with the park falls within the remit of Dartmoor National Park Authority.

**7.50** The Cornwall and West Devon Mining Landscape World Heritage Site has its own policy in the JLP (DEV22) and its own Management Plan and supporting SPD which sets out how the planning system will fulfil its responsibilities to this designated heritage asset: Cornwall and West Devon Mining Landscape World Heritage Site, Supplementary Planning Document, May 2017[141].

139 http://www.southdevonaonb.org.uk/about-the-aonb/looking-after-the-aonb/aonb-management-plan
140 http://www.tamarvalley.org.uk/care/aonb-management-plan/
141 https://www.cornwall.gov.uk/environment-and-planning/planning/planning-policy/adopted-plans/planning-policy-guidance-for-cornwall-and-west-devon-mining-landscape-world-heritage-site-supplementary-planning-document/

**What needs to be considered in the implementation of this policy?**

**7.51** There is a clear need to manage growth both within, and in the setting of, nationally designated landscapes. Communities need to be economically viable and have access to adequate and appropriate housing types, employment, services and amenities to meet local needs. To achieve sustainable development, these needs should be met in ways that conserve and enhance the AONB's special qualities.

**7.52** The Sustainable Villages Assessment provides guidance with respect to where development might be most suitably located, although it is recognised that development needs arise throughout the areas.

**7.53** Housing needs for AONB settlements are not quantified within the JLP, although it is recognised that many people living in coastal communities experience the dual challenges of earning less than the national average wage while living in some of the most expensive areas for housing in the country.

**7.54** Given that AONBs are given the 'highest degree of protection', appropriate development is likely to be small scale, appropriate to their immediate surroundings and proportionate to the wider settlement, and related to specific and clearly evidenced local needs, such as housing that redresses the balance of housing stock, responds to an up-to-date housing needs survey or provides affordable homes for people with a local connection to the area.

## DEV25.3 – Major developments in the AONBs

**7.55** Permission for major developments will only be granted in exceptional circumstances and where it can be demonstrated that they are in the public interest. In accordance with NPPF footnote 55, whether a proposal is 'major development' is a matter for the decision maker, taking into account its nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the area has been designated or defined. It is strongly advised that a prospective developer seeks an early view in this respect.

**7.56** Where development is deemed to be 'major development' it will be necessary to consider alternatives and cumulative impacts.

## DEV25.2-DEV25.4 – Conserving and enhancing natural beauty

**7.57** The key test for any development proposal is the need to 'conserve and enhance' natural beauty. The respective Management Plans provide clear guidance in this respect, identifying themes and objectives to guide project proponents in developing proposals and in the context of which a judgement regarding acceptability will be made.

**7.58** Natural beauty is not an easily defined term, with a judgement being made in each context on the basis of a series of factors including special qualities, natural heritage, local distinctiveness, historic and cultural heritage, dark skies and natural nightscapes, tranquillity, and the delivery of management plan objectives.

**7.59** The respective Management Plans and AONB Planning Guidance describe special qualities in detail and require an approach of seeking to avoid, minimise or mitigate harm through careful selection of location, design and materials.

**7.60** All policies relate to the statutory purpose of AONB designation whilst recognising that the natural world underpins the prosperity and wellbeing of the area and its communities. The ambition of this cross cutting strategy is to achieve environmental net gain, reduce potential harm and provide a framework for identifying actions that may enhance Devon's natural, built and cultural assets.

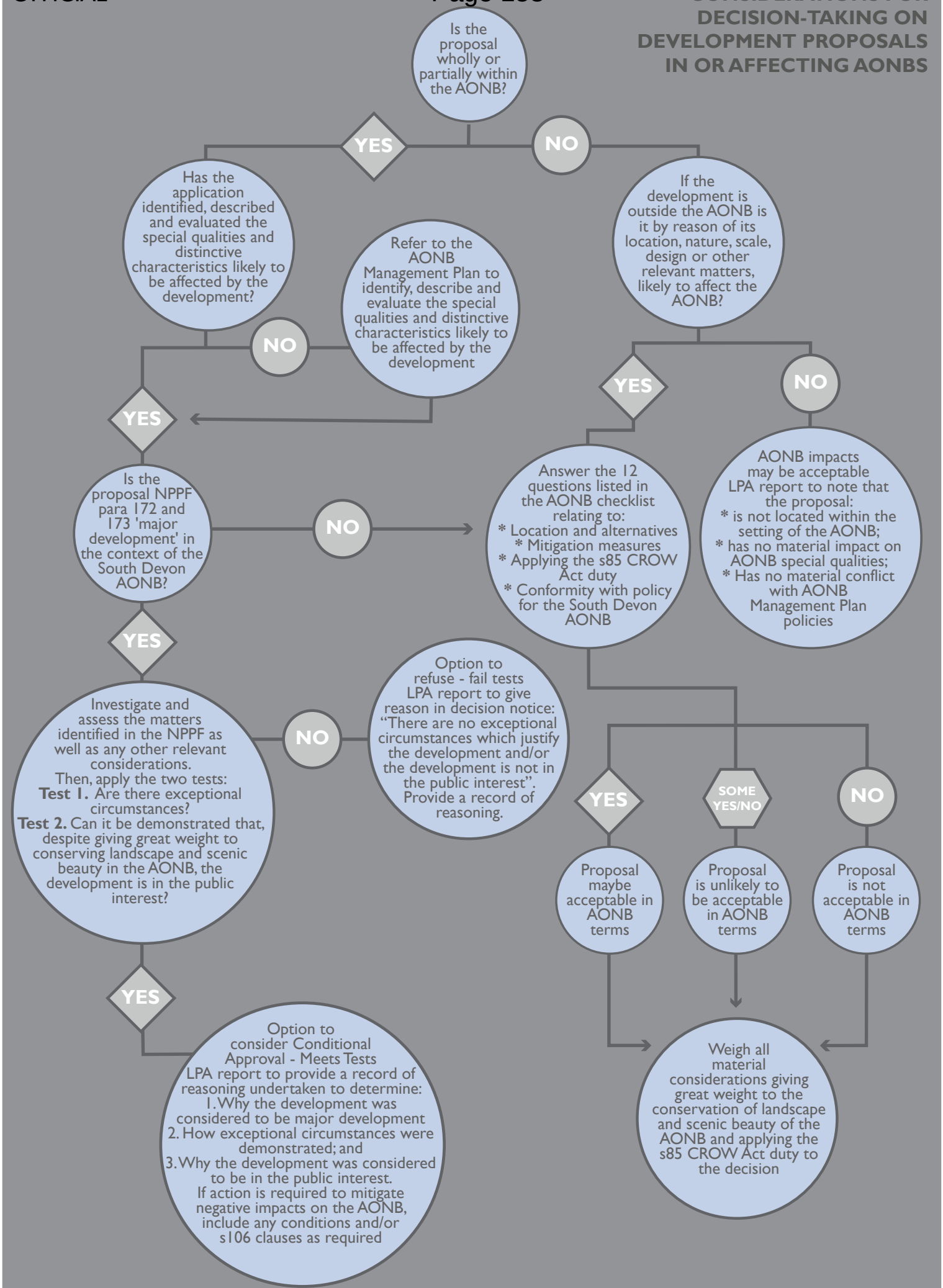
**7.61** In this respect, whilst AONBs are entities in their own right, numerous other significant designations contribute to their special qualities. This includes nature conservation designations and historic environment designations: Special Areas of Conservation found within, overlapping or immediately adjacent to the AONB boundary; Sites of Special Scientific Interest; National Nature Reserves; Scheduled Ancient Monuments; Listed Buildings; Registered Historic Parks and Gardens; Conservation Areas and Protected Wreck sites.

## DEV25.8 – Bringing forward proposals

**7.62** The following diagram has been adapted from the South Devon AONB Planning Guidance[142] and provides a helpful flow diagram of the process of bringing forward proposals. Given the complexity of the necessary survey, assessment and design it is particularly important that early engagement is sought with the relevant LPA and it is strongly recommended that a prospective developer use the pre-application services.

142 http://www.southdevonaonb.org.uk/about-the-aonb/looking-after-the-aonb/aonb-management-plan

# CONSIDERATIONS FOR DECISION-TAKING ON DEVELOPMENT PROPOSALS IN OR AFFECTING AONBS



## Protecting and enhancing biodiversity and geological conservation (DEV26)

### What is this policy about?

**7.63** The JLP area has many characteristics which set it apart from others such as a high quality green city environment; a dramatic maritime setting and surrounding countryside. DEV26 is a policy to ensure that development supports the conservation, enhancement and restoration of biodiversity and geodiversity across the JLP area, alongside SPT12 (Strategic approach to the natural environment) which sets out the strategic approach to protecting the hierarchy of designated sites.

**7.64** When considering habitat creation/restoration it is important to consider other guidance within this SPD, particularly with regards to the historic environment (DEV21) and landscape character (DEV23). There is potential for multifunctional outcomes if opportunities for enhancing the natural environment are considered alongside opportunities to conserve and enhance access to the historic environment.

**7.65** The LPAs are required, through policy and legislation, to consider impacts upon biodiversity and geodiversity when determining applications. Relevant planning policy, legislation and good practice guidance includes:

- Chapter 15 of the NPPF (Conserving and enhancing the natural environment);
- The 'Natural Environment' section of NPPG[143], particularly with regards to biodiversity and ecosystems;
- Government Circular 06/2005[144] (Biodiversity and Geological Conservation – Statutory obligations and their impact within the planning system);
- The Conservation of Habitats and Species Regulations 2017[145];
- Section 40 of the Natural Environment and Rural Communities Act[146] (NERC Act, 2006);
- Other legislation giving protection to species and habitats that may be of relevance includes:
    - Wildlife and Countryside Act, 1981 (as amended);
    - Protection of Badgers Act, 1992;
    - Hedgerow Regulations, 1997;
    - Environmental Impact Assessment Regulations, 2011; and/or,
    - Countryside and Rights of Way Act, 2000.
- The British Standard for Biodiversity - Biodiversity — Code of practice for planning and development BS 42020:2013[147]
- Biodiversity net gain – Good practice principles for development – A Practical Guide (CIEEM/IEMA/CIRIA, 2019)[148]

143 https://www.gov.uk/guidance/natural-environment#biodiversity-and-ecosystems
144 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/7692/147570.pdf
145 http://www.legislation.gov.uk/uksi/2017/1012/contents/made
146 https://www.legislation.gov.uk/ukpga/2006/16/contents
147 https://shop.bsigroup.com/ProductDetail?pid=000000000030258704
148 https://cieem.net/resource/biodiversity-net-gain-good-practice-principles-for-development-a-practical-guide/

- Bat Conservation Trust (BCT) Bat Survey Guidance – Bat Surveys for Professional Ecologists: Good Practice Guidelines 3rd edition[149]
- Government standing advice for Protected sites and species[150].

**What needs to be considered in the implementation of this policy?**

**7.66** In order to be successful new development will need to consider:

- Relevant planning policy and legislation;
- The protected sites hierarchy;
- Mitigation hierarchy;
- Protected species and associated planning policy and legislation;
- Ecology survey information required to support planning applications;
- Biodiversity Net Gain; and,
- Securing measures for biodiversity and ensuring long term management.

The protected sites hierarchy

**7.67** Designated sites (on the basis of presence of particular species and/or habitats) receive protection according to their status within the protected sites hierarchy.

**7.68** DEV26 sets out the hierarchy of protected sites for biodiversity and geodiversity:

1. European Sites:
    - Special Areas of Conservation (SAC); and;
    - Special Protection Areas (SPA).

2. Nationally significant sites for nature conservation:
    - A Site of Special Scientific Interest (SSSI);
    - National Nature Reserve (NNR);
    - Ancient Woodland; and,
    - Marine Conservation Zone (MCZ).

3. Locally designated sites:
    - County Wildlife Site (CWS);
    - Local Nature Reserve (LNR); and,
    - Regionally Important Geological Sites (RIGS) and their function as part of a local ecological network.

**7.69** The location of most of the these sites can be found on the government's Department for Environment, Food and Rural Affairs (Defra)'s interactive map[151]with the exception of CWS and RIGS which can be found on the DCC Environment Viewer Map[152].

149 https://www.bats.org.uk/resources/guidance-for-professionals/bat-surveys-for-professional-ecologists-good-practice-guidelines-3rd-edition
150 https://www.gov.uk/topic/planning-development/protected-sites-species
151 https://magic.defra.gov.uk/magicmap.aspx
152 http://map.devon.gov.uk/dccviewer/

**Mitigation hierarchy**

**7.70** Overall, the LPAs' approach is to implement a mitigation hierarchy as set out in Policy SPT12.1 when considering ecology:

1. AVOID by altering the design or restricting timing of proposed works;
2. MITIGATE to reduce the impacts as much as possible by, for example, precautionary or sensitive vegetation or roof removal methods; etc.
3. COMPENSATE for any loss of habitat/features such that there is no net loss of biodiversity, for example through new hedgerows, bat roosts or bird boxes etc.

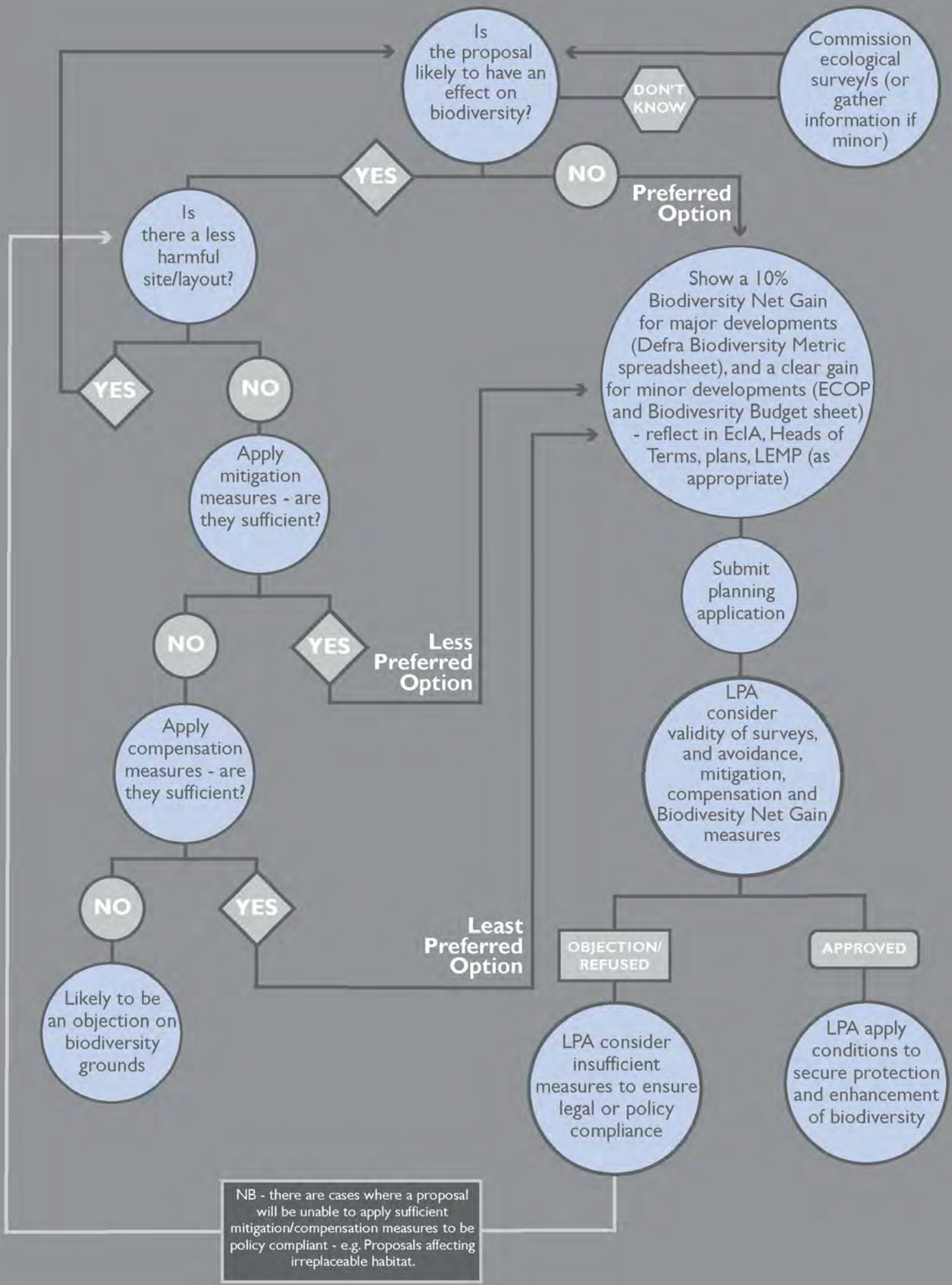
**7.71** Ecological surveys should be undertaken when there is a reasonable likelihood of protected habitats and species being present. If there is evidence of intentional habitat degradation, their degraded condition will not be taken into account in decision making, rather the sites ecological potential will be relevant.

**7.72** Based on the findings of the ecological survey, the first step in design should be to avoid and minimise impacts on biodiversity through site layout and good design.

**7.73** Compensation is a last resort if the mitigation hierarchy has been applied and residual impacts on biodiversity remain. This will be secured by the LPA for any loss of habitat/features to ensure there is no net loss of biodiversity using the Defra Biodiversity Metric, simplified Metric calculator when available, ECOP and/or Biodiversity Budget sheet (as appropriate).

**7.74** The preference for compensatory habitats/features is on-site, however where this is not practicable, or most beneficial for biodiversity, then off-site compensation may be considered on a case-by-case basis.

**7.75** The figure below shows how the mitigation hierarchy is applied in practice in planning:


Is the proposal likely to have an effect on biodiversity?
DON'T KNOW
Commission ecological survey/s (or gather information if minor)
YES
NO
Preferred Option
Is there a less harmful site/layout?
YES
NO
Apply mitigation measures - are they sufficient?
NO
YES
Less Preferred Option
Apply compensation measures - are they sufficient?
NO
YES
Least Preferred Option
Likely to be an objection on biodiversity grounds
Show a 10% Biodiversity Net Gain for major developments (Defra Biodiversity Metric spreadsheet), and a clear gain for minor developments (ECOP and Biodivesrity Budget sheet) - reflect in EclA, Heads of Terms, plans, LEMP (as appropriate)
Submit planning application
LPA consider validity of surveys, and avoidance, mitigation, compensation and Biodivesity Net Gain measures
OBJECTION/ REFUSED
APPROVED
LPA consider insufficient measures to ensure legal or policy compliance
LPA apply conditions to secure protection and enhancement of biodiversity
NB - there are cases where a proposal will be unable to apply sufficient mitigation/compensation measures to be policy compliant - e.g. Proposals affecting irreplaceable habitat.

## DEV26.1 - European Sites and Habitats Regulations Assessment (HRA)

**7.76** European Sites are of international importance and receive the highest level of protection and include: Special Areas of Conservation (SAC); candidate SACs; Special Protection Areas (SPA) and provisional SPAs. The Tamar Estuaries Complex SAC and Plymouth Sound and Estuaries SPA are within the area covered by the declaration of intent to designate the Plymouth Sound National Marine Park.

**7.77** The LPAs are required to consider the likelihood of proposed development having a significant effect on European Sites and ensure development does not have an adverse effect on their integrity. This is undertaken through the 'Habitats Regulations Assessment' (HRA) process. Where a significant effect is likely, the applicant will be expected to provide a document titled 'Evidence to inform a HRA' prior to the LPA undertaking the formal HRA.

**7.78** The HRA of the JLP concluded that the recreational impacts on designated sites arising from planned residential development, either alone or in combination with other plans or projects needs to be addressed. To enable the planned development to proceed, the Conservation of Habitats and Species Regulations 2017[153] requires that appropriate mitigation measures are in place to ensure that the proposed development will not result in an adverse impact on the integrity of the designated European sites.

**7.79** Recreational mitigation will be delivered through the Recreation Mitigation and Management Scheme for the Plymouth Sound and Estuaries Marine Site [154]which requires all residential development within a 12.3km zone of influence to contribute towards the costs of the plan.

**7.80** Further information about the HRA process, development within the Plymouth Sound and Estuaries European Marine Site Zone of Influence and the South Hams SAC Consultation Zone can be found within 18 'APPENDIX 6: Additional guidance for DEV26'.

## DEV26.2 - Nationally significant sites for nature conservation

**7.81** Nationally significant sites for nature conservation receive a high level of protection and include Sites of Special Scientific Interest (SSSI), National Nature Reserves (NNR), Ancient Woodland and Marine Conservation Zones (MCZ).

**7.82** Where development is likely to affect a SSSI or NNR, directly or within identified 'Impact Risk Zones' (IRZ)[155]around them, the LPA will consult Natural England and, where development may have an effect on Ancient Woodland, ancient trees and veteran trees, the LPA will consult Standing Advice [156] published by Natural England and the Forestry Commission.

**7.83** Where potential impacts are identified, the applicant will be expected to include avoidance and/or mitigation measures within their submission to ensure that the measures avoid or reduce impacts on the site to a negligible level. These measures should be reflected in supporting documents to the application.

153 http://www.legislation.gov.uk/uksi/2017/1012/contents/made
154 http://www.plymouth-mpa.uk/home/managing-the-mpa/documents/
155 These zones are available on the Defra interactive map: https://magic.defra.gov.uk/magicmap.aspx
156 https://www.gov.uk/guidance/ancient-woodland-and-veteran-trees-protection-surveys-licences

**7.84** For further advice with respect to Ancient Woodland please see guidance at 'Trees, woodlands and hedgerows (DEV28)'.

## DEV26.3 - Locally designated sites

**7.85** Locally designated sites play an important function as part of the local ecological network either for interaction between communities and nature (Local Nature Reserves (LNRs)) or because they are of county importance for wildlife/geology in Devon (County Wildlife Sites (CWS) and Regionally Important Geological Sites (RIGS).

## DEV26.4 - Protected species, Priority Habitats and Species and associated planning policy and legislation

**7.86** The presence of protected species and Priority Habitats and Species and consideration of impacts of a proposed development upon them is a material consideration. Protected species receive levels of protection according to their designation (European, National and Priority Species), and of particular relevance to the JLP area are:

- European Protected Species that are most likely to be encountered within the Plan Area are bats (17 species), dormice, otters and great crested newts;
- Nationally protected species most likely to be encountered within the Plan Area are reptiles, Barn Owls and badgers;
- Priority Species/Species of Principal Importance are identified at a UK scale, a shortlist [157] of which have been identified locally as particularly important and for which Devon has a key responsibility for looking after the species and their supporting habitats, for example, Cirl Bunting;
- Priority Habitats/Habitats of Principal Importance of which there should be no net loss (otherwise an application may be refused). The vast majority of hedgerows in Devon are Priority Habitats, please see guidance at 'Trees, woodlands and hedgerows (DEV28)' for specific considerations and requirements relating to hedgerows.

**7.87** Further information about the requirements relating to protected species in support of planning applications can be found in 18 'APPENDIX 6: Additional guidance for DEV26', including Habitats Regulations offences and European Protected Species derogation tests, protected species Standing Advice, and compensation for impacts on Cirl Bunting habitats.

## DEV26.5 – Biodiversity Net Gain

### Context

**7.88** DEV26.5 states that net gains in biodiversity will be sought from all major development proposals. Biodiversity Net Gain[158]. The LPAs will consider a 10 per cent increase in biodiversity units when applying the Defra Biodiversity Metric to be policy compliant.

157 https://www.naturaldevon.org.uk/devons-natural-environment/devons-wildlife/devonspecialspecies/

158 *Please note – At the time of writing, UK policy, standards and practice relating to Biodiversity Net Gain is an area which is rapidly developing. As it matures, there may be updates to the approach outlined in this section – these updates may result from: Defra Biodiversity Metric; policy change; British Standard on Biodiversity Net Gain and latest good practice.*

**7.89** This policy and guidance should also be considered in light of the government's ambition to deliver a 10 per cent net gain in biodiversity as set out in the 25 Year Environmental Plan [159] and the recent response report to the consultation on introducing a mandatory approach to net gain: Net gain - Summary of responses and government response July 2019[160]. In particular, the government has indicated the 10 per cent requirement may become mandatory and may apply to smaller developments.

**7.90** The guidance set out in this SPD anticipates this outcome and not only amplifies the implementation of DEV26.5 but encourages minor developments to also deliver measurable net gain.

**7.91** Applying Biodiversity Net Gain is not an alternative to the application of the mitigation hierarchy and it would be unacceptable practice for a developer to compensate without first seeking to avoid and mitigate. Biodiversity Net Gain is additional to any 'mitigation' and 'compensation' which may be required for legal compliance.

**7.92** Good practice with respect to applying Biodiversity Net Gain to a development can be found at:

- Biodiversity net gain – Good practice principles for development (CIEEM/IEMA/CIRIA, 2016)[161] and,
- Biodiversity net gain – Good practice principles for development – A Practical Guide (CIEEM/IEMA/CIRIA, 2019)[162].

**Assessing biodiversity value and delivering net gain**

Major development

**7.93** Applying DEV26.5, the LPAs will consider a 10 per cent measurable Biodiversity Net Gain from all major development to be policy compliant. To validate any major development planning application, a completed Defra Biodiversity Metric 2.0 spreadsheet[163] should be completed by a suitably experienced and qualified consultant ecologist and submitted with the application.

**7.94** The spreadsheet must show the assessment of pre-intervention biodiversity units, proposed post-intervention biodiversity units reflecting any proposed on or off-site habitat creation and restoration, and a value representing the change in biodiversity value – this figure must show a 10 per cent increase in biodiversity units to be policy compliant. See 18 'APPENDIX 6: Additional guidance for DEV26' for further information.

Minor development

**7.95** Although DEV26.5 specifically relates to major development proposals, the LPAs will also encourage provision for biodiversity net gain where appropriate for smaller developments. Use of the Defra Biodiversity Metric would be disproportionate for minor development applications. Nonetheless, minor developments are able to deliver proportionate (in relation to type, scale and impact of the development) and measurable net gain or enhancements for biodiversity. It is understood that Defra will release a simplified version of the Biodiversity

159 https://www.gov.uk/government/publications/25-year-environment-plan
160 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/819823/net-gain-consult-sum-resp.pdf
161 https://cieem.net/resource/biodiversity-net-gain-good-practice-principles-for-development/
162 https://cieem.net/resource/biodiversity-net-gain-good-practice-principles-for-development-a-practical-guide/
163 http://publications.naturalengland.org.uk/publication/5850908674228224

Metric suitable for use for minor applications, i.e. <10 dwellings. Upon release, the LPAs anticipates requiring applicants to use this version of the calculator for minor applications where suitable and to demonstrate measurable net gain/enhancements.

**7.96** Prior to the release of the simplified version of the Defra Biodiversity Metric, minor development planning applications will be encouraged to submit an Ecological Opportunities Plan (ECOP) and Biodiversity Budget. These may either be undertaken by a suitably qualified ecological consultant (if a requirement for an ecological survey has been triggered), or by the applicant for schemes which have not triggered an ecological survey.

**7.97** An ECOP (with reference to section 5.4 of the Biodiversity — Code of practice for planning and development BS 42020:2013[164]) is a method of presenting in a plan how the habitats or features for protected species and habitats will be lost, retained, created and/or enhanced – i.e. the application of the mitigation hierarchy in practice.

**7.98** An ECOP should be proportionate, it may be simple in format and content (e.g. if showing bat and bird features for a barn conversion), or more complicated if showing various habitat and species retention/provisions for a multiple dwelling proposal.

**7.99** The accompanying Biodiversity Budget should record, in a table, the quantity of habitat currently on site (under broad headings if being completed by a non-professional), and the loss and gains of habitat as a result of the proposed development. Each site will be judged on its own merits, but a clear net gain in biodiversity should be demonstrated. The LPA's consider that a development that demonstrates a 10 per cent net gain in biodiversity will be policy compliant. An example of a Biodiversity Budget is given below:

| Habitat/species | Existing provision | Loss | Gain |
|---|---|---|---|
| Hedgerow | 75m | 15m species poor | 100m species rich |
| Grassland | 600m$^2$ lawn | 400m$^2$ | |
| Woodland | | | |
| Scrub | | | |
| Trees | | 4 birch | 3 apple, 3 cherry, 3 plumb |
| Waterbodies | | | |
| Bats | | | 3 inbuilt boxes |
| Birds | | | 3 inbuilt boxes. Nesting potential in new hedgerows |
| Reptiles | | | 1 hibernacula |

164 https://shop.bsigroup.com/ProductDetail?pid=000000000030258704

| Habitat/species | Existing provision | Loss | Gain |
|---|---|---|---|
| Invertebrates, small mammals, amphibians | | | 3 log piles |

**Table 18 Example Biodiversity Budget**

**7.100** Further information about how to consider compensation and Biodiversity Net Gain in planning applications can be found in APPENDIX 6: Additional guidance for DEV26.

**7.101** Whilst there are various measures for biodiversity that can be included within minor developments to secure Net Gain, the following enhancements for wildlife should be provided (unless structurally impracticable):

- One inbuilt bat box/brick/tube per dwelling;
- One inbuilt bird box/brick per dwelling;
- One inbuilt bee brick per dwelling; and,
- A hole for small mammals (such as hedgehogs) in each garden fence of 13 x 13cm.

**7.102** Applying measurable net gain does not apply to permitted development, change of use of or alterations to buildings and house extensions, however, where appropriate, the LPA may seek proportionate enhancements for wildlife from these developments. The process is also distinct from consideration of impacts relating to European Protected Sites or Species or irreplaceable habitats (e.g. Ancient Woodland), and should not duplicate or seek to replace legislative or policy requirements in these cases.

**Delivery of off-site compensation and Biodiversity Net Gain**

**7.103** The LPAs' preference is for the restoration or creation of habitats on-site to deliver compensation and Biodiversity Net Gain measures, but where this is not possible, or there is a clear benefit, measures could be delivered off-site and priority will be given to sites identified locally. This can be done through four main methods:

| Method of off-site delivery | Requirements |
|---|---|
| Applicant/developer delivers on land within their control, in line with JLP Biodiversity Network priorities or ‘made’ Neighbourhood Plan. | Management Plan showing how the applicant/developer will maintain, monitor and resource the proposed measures into the long-term (30+ years). |
| Applicant/developer pays a sum to the LPA (based on biodiversity unit calculation and habitat creation costs) for the LPA to deliver measures in partnership with a third party, such as a nature conservation organisation in line with JLP Biodiversity Network priorities or ‘made’ Neighbourhood Plan. | Calculation showing habitat creation costs applicable to number of biodiversity units. This is likely to include: land purchase; habitat creation and ongoing management. |

| Method of off-site delivery | Requirements |
|---|---|
| Applicant/developer pays a sum to the LPA (based on biodiversity unit calculation and habitat creation costs) for the LPA to deliver measures on land in the LPA's ownership and in line with JLP Biodiversity Network priorities or 'made' Neighbourhood Plan. | Calculation, developed with the LPA, showing habitat creation costs applicable to the LPA's land. |
| Applicant/developer pays a sum to the LPA (based on biodiversity unit calculation and habitat creation costs) which will be held in a 'habitat bank.' Approved providers will be able to bid into the bank for funding to deliver compensation/Biodiversity Net Gain projects which accord with JLP Biodiversity Network, 'made' Neighbourhood Plan or Nature Recovery Network priorities. | Calculation showing habitat creation costs (which may include land purchase) applicable to number of biodiversity units. |

**Table 19 Delivering offsite compensation and Biodiversity Net Gain**

**7.104** Key considerations for delivering successful compensation and Biodiversity Net Gain includes:

- Loss of habitats of high biodiversity value (priority habitats and habitats of 'high' distinctiveness) should be compensated for (and net gain provided) in the same type of high-value habitat;
- Compensation and net gain should be in the same habitat as that affected by development, or a habitat with a higher biodiversity value/distinctiveness that supports the same species affected (e.g. loss of semi-improved grassland could see creation of unimproved grassland) – provision should be ecologically equivalent or better;
- There should be no 'trading down' of habitats, with lost or damaged habitat being replaced with habitat of lower biodiversity value. Compensation and net gain should show an improvement in the extent or condition of specific features in qualitative terms as well as meeting the quantitative 10 per cent Biodiversity Net Gain;
- If off-site, compensation and net gain provision should, as a priority, be local to the development if this is consistent with identified delivery of restoration and creation of ecological networks and priority habitats;
- As well as creation of new habitat, beneficial compensation and net gain can be secured by enhancing or restoring degraded habitats that should have high biodiversity value;
- Off-site compensation and net gain provision should consider proximity to the development whilst applying the Lawton principles of creating more, bigger, better and joined-up areas for biodiversity;
- Well-designed on-/off-site provisions may secure wider environmental/social-economic benefits contributing to thriving and sustainable communities (ecosystem approach);
- If there is evidence of intentional habitat degradation their degraded condition will not be taken into account in decision making, rather the sites ecological potential will be relevant and for the purposes of the metric calculator it shall be assumed that the original habitat distinctiveness and condition was high.

**7.105** Proposals should also consider the time and difficulty associated with replacing or creating any habitats. A management plan and/or monitoring will therefore be required to show how the proposed habitats will reach the necessary condition by a target time.

**Contributing to the biodiversity network**

**7.106** Where there is to be on-site or off-site compensatory and Biodiversity Net Gain habitat to be restored or created, DEV26.5 directs applicants towards ensuring measures secure: the restoration and re-creation of priority habitats; ecological networks; and, the protection and recovery of legally protected and priority species populations. It also helps support the delivery of the biodiversity network across the Plan Area, established in the JLP evidence base, Biodiversity Network creation process, 2017[165] where there is the greatest need or potential for habitat restoration and creation.

**7.107** The JLP area Biodiversity Network includes:

- Core Sites – European Sites; SSSIs; Ancient Woodland; NNRs; MCZs; LNRs; CWS'; and, RIGS, and in some cases, Priority Habitats;
- Future Core Sites – Cirl Bunting Enhancement Zones and Greater Horseshoe Bat Sustenance Zones.
- Corridors/Stepping Stones –Strategic Nature Areas; Other Sites of Wildlife Interest (OSWI); river corridors and the B-line (key pollinator) corridors; and, Greater Horseshoe Bat Landscape Connectivity Zone.
- Other sites which may include Town or Parish wildlife corridors that may benefit from restoration or creation as identified in 'made' Neighbourhood Plans, and areas where priority species are known to occur and where improving connectivity of habitats will have the most benefit for biodiversity (including Priority Habitats); and,
- Habitat opportunities and priorities identified through the Local Nature and Recovery Strategies.

**7.108** The location and connectivity of a habitat within the Plan Area has an influence on its quality. The JLP Biodiversity Network, and future Local Nature Recovery Strategies, should be used to determine a habitats 'strategic significance' value within the Defra Metric. Further information on how to apply this is found in 18 'APPENDIX 6: Additional guidance for DEV26'.

**7.109** It is anticipated that further habitat opportunity mapping and prioritisation will be undertaken to identify opportunities for habitat restoration and enhancement to deliver the greatest benefit, and that this will guide compensation/net gain provisions. This will be through Local Nature Recovery Strategies.

## DEV26.6 - Securing measures for biodiversity and ensuring long term management

**7.110** To give the LPAs the assurance that measures for biodiversity have been properly considered and taken into account, the LPAs may require evidence to be provided as part of an application. This evidence will vary according to scale of development.

**7.111** Policy DEV26 provides not only for the mitigation and compensation of unavoidable impacts on wildlife but also for Biodiversity Net Gain. Planning obligations will be used to secure the following:

- Off-site mitigation/compensation (including fees for the translocation of protected species);
- Off-site delivery of Biodiversity Net Gain (where it cannot be provided on-site);

165 https://www.plymouth.gov.uk/sites/default/files/BiodiversityNetworkCreationProcess.pdf

- Long-term management of mitigation/compensation measures which have been delivered off-site in perpetuity, and for Biodiversity Net Gain measures, for a period of 30 years or longer (management either provided/secured by the applicant in accordance with a Management Plan, or by payment of an agreed commuted sum; and/or,
- Inspection fees or a bond to ensure correct implementation and management of the work on-site or off-site when carried out by the applicant or a third party, to ensure the scheme complies with Policy DEV26 in practice.

## Green and play spaces (DEV27)

### What is this policy about?

**7.112** DEV27 is a policy to protect and support a diverse and multi-functional network of green space across the Plan Area, ensuring the delivery of multifunctional open spaces for wildlife, the historic environment, health, recreation, flood risk mitigation, carbon storage and food production. It relates both to sites with a specific designation and also to undesignated green spaces within the Plan Area.

**7.113** To ensure that these spaces are protected and enhanced as a result of the growth in the Plan Area, a network of green spaces has been mapped and will be protected.

**7.114** It is recommended that this guidance is read alongside the relevant Open Space Assessment (OSA) or any future versions, should they be updated:

- Plymouth Policy Area Open Space Assessment (POSA)[166];
- South Hams Open Space, Sport and Recreation Study 2017: Quantity, Quality and Accessibility Standards[167];
- West Devon Open Space, Sport and Recreation Study 2017: Quantity, Quality and Accessibility Standards[168]

### PPA hierarchy of green spaces

**7.115** DEV27 sets out a hierarchy of green spaces for the PPA, and areas directly adjacent, to afford greater protection to those green spaces that deliver the most benefits and services for communities. This is necessary to ensure the sustainability of the JLP's growth agenda.

**7.116** The green space hierarchy set out in the JLP has been justified by the evidence provided within the Plymouth Policy Area Open Space Assessment (POSA), site specific information for the Strategic Green Space (SGS) sites, and the Thriving Towns and Villages (TTV) Policy Area Open Space, Sport and Recreation (OSSR) Studies.

**7.117** The hierarchy of green spaces across the PPA is as follows:

- Strategic Green Space (SGS) - six SGS sites have been identified and allocated in the JLP due to their multi-functional nature that will deliver benefits for communities, wildlife and growth projects. A proactive approach will be taken to their delivery and works on these sites will be aligned to the timing of the surrounding areas growth. They will help to mitigate any potential recreational impacts on the South Dartmoor Woods SAC and

166 https://www.plymouth.gov.uk/sites/default/files/PlymouthPolicyAreaOpenSpaceAssessment.pdf
167 https://www.plymouth.gov.uk/sites/default/files/SouthHamsOpenSpaceSportAndRecreationStudy.pdf
168 https://www.plymouth.gov.uk/sites/default/files/WestDevonOpenSpaceSportAndRecreationStudy.pdf

protected landscapes. The six sites are set out below, with the objectives for each SGS set out in a specific JLP policy:

- Central Park (PLY19);
- Derriford Community Park (PLY41);
- Woolwell Community Park (PLY44);
- Plym Valley (PLY45);
- Sherford Community Park (PLY49); and,
- Saltram Countryside Park (PLY54).

- City Green Space (CGS) – CGS sites meet the value threshold for their type of green spaces as defined in the POSA;
- Neighbourhood Green Space (NGS) – NGS sites are green spaces which were assessed within the POSA but did not meet their typologies value threshold.

## DEV27.1 - Strategic Green Spaces

**7.118** Development within a Strategic Green Space (SGS) will normally only be permitted where it enhances the value of the green space. In assessing whether development delivers a value enhancement to the SGS, the LPAs will review the application against the specific SGS allocation within the JLP, which sets out clear objectives for the green space. Any development which does not comply with these objectives may be refused.

## DEV27.2 – Open spaces, including designated City Green Space and Neighbourhood Green Space

### City and Neighbourhood Green Space

**7.119** The policy seeks to safeguard open spaces throughout the Plan Area from built development except in certain circumstances. Within the PPA, this includes also designated City Green Space (CGS) and Neighbourhood Green Space (NGS) sites. Applicants bringing forward proposals will need to include an open space assessment with demonstrates that one of the following tests is satisfied:

- Test one - the open space is surplus to requirements;
- Test two - the loss will be replaced by equivalent or better provision in a suitable location; or,
- Test three - the development is for alternative sports and recreation provision, the needs for which clearly outweigh the loss.

**7.120** Additionally, the policy provides that development will be resisted on sites where the functions and characteristics of the green space would be lost and mitigation would not be possible.

**7.121** The above tests are considered further below.

### Test one – Surplus to requirement

**7.122** In making a judgment with regard to whether a site is wholly, or partly, surplus to requirements the LPAs will take account of the following:

a. The value of the green space - this is in relation to its typology and size as per the applicable LPA's Open Space Assessment (OSA), which takes account of the site characteristics and functions. An overview of the applied typologies and associated size thresholds, where applicable are below:

| Plymouth Policy Area | TTV Policy Area |
|---|---|
| Parks and Gardens<br>• Large: over 10ha<br>• Medium 2-10ha<br>• Small: under 2ha | Parks and Gardens |
| Natural and Semi-natural Green Spaces<br>• Large: over 10ha<br>• Medium 2-10ha<br>• Small: under 2ha | Natural Green Spaces |
| Green Corridors<br>• Large: over 10ha<br>• Medium 2-10ha<br>• Small: under 2ha | Greenways |
| Amenity Green Spaces<br>• Large: over 10ha<br>• Medium 2-10ha<br>• Small: under 2ha | Amenity Green Spaces |
| Allotments, Community Gardens and Urban Farms<br>• Large: over 10ha<br>• Medium 2-10ha<br>• Small: under 2ha | Allotments |
| Churchyards and Cemeteries<br>• Large: over 10ha<br>• Medium 2-10ha<br>• Small: under 2ha | Cemeteries and Churchyards |
| Provision for Children and Young People<br>• Large: over 10ha<br>• Medium 2-10ha<br>• Small: under 2ha | Play/Youth |
| Agricultural Land<br>• Large: over 10ha<br>• Medium 2-10ha<br>• Small: under 2ha | |
| | Civic Spaces |

| Plymouth Policy Area | TTV Policy Area |
|---|---|
| | Beaches |

**Table 20 Green space typologies and associated size thresholds**

b. The potential to increase the value or quality of the open space to fulfill more functions, fulfill its function better, or mitigate any deficiencies - this will be particularly important within the PPA and towns across the TTV where the creation of new green space is more difficult due to the urban nature of these areas. The applicable OSA and any 'made' Neighbourhood Plans will also be taken into account.
c. The site's accessibility and potential neighbourhood catchment as identified within the JLP and the relevant OSA:

| Measure | Plymouth Policy Area | TTV Policy Area |
|---|---|---|
| Walking distance to nearest local accessible natural space (this can include any of the aforementioned typologies except for the ones listed below and as long as they are publically accessible) | 400m walking distance identified as 240m buffer zone around the site (OSA) | 300m walking distance (to a space of 2ha<) |
| Walking distance to nearest local playable space/ LEAP | 400m walking distance identified as 240m buffer zone around the site (Plymouth Play Assessment, PPA) | 400m walking distance |
| Walking distance to nearest neighbourhood/strategic playable space | 1,000m walking distance identified as 600m buffer zone around the site (PPA) | 1,000m walking distance |

**Table 21 Accessibility parameters across the Plan Area**

Taking account of a site potential to meet a local deficiency is essential to support sustainable growth as approval of development on a site could reduce the opportunities for the LPA to address a local deficiency and exacerbate the deficiency within the local area. This will be particularly important within the PPA and towns across the TTV Policy Area where the creation of new green space is more difficult due to the urban nature of the area.

d. Amount of green space in the area - If the loss, or part loss of the site, will result in the below then the site shall not be considered to be surplus to requirement:

- The local area not meeting its quantity or accessibility standard as set out in the JLP Figure 3.2 (below);
- Increasing an already existing deficiency; and/or,
- Reducing opportunities for the area to address its existing deficiencies.

| Measure | PPA | TTV Policy Area – Main Towns, Towns & Key Villages | Reason for difference in standard across Plan Area |
|---|---|---|---|
| Accessible natural greenspace[169] | 5.09ha per 1,000 people | 1.91ha per 1,000 people | City standard reflects urban context and need for major greenspaces to achieve liveable city |
| Allotments/community food growing space | 0.15ha per 1,000 people | 0.15ha per 1,000 people | |
| Urban local nature reserves | 1ha per 1,000 people | | Urban local nature reserves have specific role in city environment |

**Table 22 JLP Figure 3.2 extract re. green spaces**

**7.123** The existing low quality nature of a green space will not form a consideration in whether the site is surplus to requirements, unless the applicant is proposing to replace the green space with a better provision in a suitable location.

**Test two – Equivalent or better provision in a suitable location**

**7.124** It will not always be possible to mitigate the impacts of a development satisfactorily and in these cases the proposal may be refused. However, in cases where appropriate mitigation or compensation can be achieved, the LPAs will expect this to include a net increase of the value and quality of the remaining green space or the delivery of new green space which provides an equivalent or better provision in perpetuity. Better provision will be deemed a provision which helps to address local deficiencies, which is of a similar or larger size than the space lost, meets its typologies and size value threshold and has been designed and delivered to meets it quality standard and includes provisions for its maintenance.

**7.125** The acceptability of the mitigation or compensation will be assessed through comparing the original OSA site form, which can be found in the relevant open space assessment, with a completed audit form, which can be found in 19 'APPENDIX 7: Open space assessment form', for the remaining improved or proposed replacement green space. This will be accompanied by the necessary mapping, indicating which parts of the site fulfil, or will fulfil, which specific functions, or by a before and after, existing versus proposed, comparison of value/quality. For NGS' the LPAs will be seeking an up-lift in value to achieve CGS status.

**7.126** The audit form is based on the following value criteria, which should be used to inform the design of the retained open space or proposed new provision:

169 Accessible natural greenspace – this includes any of the following typologies: parks and gardens, natural & semi-natural green spaces and amenity greenspaces.

| Principle | Questions to ask |
|---|---|
| Designations | Does the proposal enhance an already existing designated area, including a historic designation?<br><br>Does it provides scope for the delivery of additional designated areas? |
| Community involvement | Does the proposal encourage community involvement, for example, is there scope to host events, etc.? |
| Water bodies | Is there a water body proposed or is an already on-site feature being improved? |
| Informal recreation | What level and types of access is proposed?<br><br>Does the proposal include any form of play provision? - When asking this question the type of green space should be taken into account, not every green space is suited to equipped play.<br><br>What forms of informal recreation are provided for within the proposed green space? |
| Sports and other organised activities | Does the proposal include any sports provision? When asking this question the type of green space should be taken into account, not every green space is suited to sports provision. |
| Context | How does the site interact with neighbouring areas?<br><br>What function do these neighbouring areas fulfil? |
| Accessibility | Does the proposal improve accessibility for users, including less-able users, within the site at entrances and off-site linkages? |
| Natural habitats/biodiversity | Does the proposal increase biodiversity on site?<br><br>Does it tackle invasive species if present on site? |
| Character setting | How will the proposal improve the setting of the wider area?<br><br>How does it take account of the local character and improve it?<br><br>How does it address views?<br><br>How does it link into other local infrastructure?<br><br>If there are any historic assets in the area, how does the scheme address these? |
| Amenity detractors | Does the proposal assist in addressing amenity detractors? |

| Principle | Questions to ask |
|---|---|
| Educational interest | Does the scheme incorporate means to enable educational benefits, e.g. interpretation boards, pond dipping decks, built facilities for local community use for education, etc…? |
| Productive landscape | Does the scheme incorporate any form of productive landscape such as community orchards, allotments, coppicing, forestry, etc? |
| | How does the scheme respond to the broad objectives set out in the original assessment? |

**Table 23 Principles of value of green space to be considered**

**7.127** The audit form also includes quality criteria which should inform the design and long-term maintenance of the retained open space or proposed new provision. The long-term maintenance should be secured through conditions or a planning obligation (S106 agreement).

| Quality criteria | Questions to ask |
|---|---|
| A welcoming place | Are the entrances clear and well-presented?<br>How are the proposed boundaries defined?<br>What is the quality of the proposed access?<br>What is the experience of the green space?<br>Has signage been provided? |
| A healthy, safe and secure place | What is the standard of the proposed amenities?<br>Is there provision of natural surveillance?<br>Have the approaches been designed to be open and clear?<br>Has sufficient space for refuse been included in the design? |
| A clean and well-maintained place | Is the proposed management plan sufficient and does it include a sustainable funding stream? |
| A sustainable place | Does the site allow for composting?<br>Do the proposals consider the impact of its management regimes on resources and biodiversity?<br>Does the proposal include sustainable management practices? |
| Conservation and heritage | Is the design in keeping with its setting?<br>Does it take account of its historic context, if applicable? |

| Quality criteria | Questions to ask |
|---|---|
| Community involvement | How does the new provision propose to increase community involvement? |

**Table 24 Quality criteria and questions to be considered**

**7.128** The LPAs expect green space improvements and the design of proposed replacement green spaces to adhere to the guidance provided in chapter DEV20 and DEV23 and seek to deliver biodiversity benefits and any future guidance produced in addition to this SPD.

**7.129** The LPAs expect the applicant to deliver and maintain the 'appropriate mitigation' in accordance with a management plan or provide a contribution to deliver and maintain all the necessary works associated with this proposed increase in net value and net quality related to the 'appropriate mitigation.' This will normally be secured through an adherence planning condition, with ongoing maintenance and funding secured through a planning obligation. For major schemes, appropriate implementation may be further secured through the implementation of inspection fees or a bond (for further detail refer to the landscape section of this document).

**7.130** Where the applicant is unable to deliver on-site mitigation, off-site mitigation will be sought. In these circumstances, the LPA may seek a contribution to replace the lost green space and to maintain the new provision. The Developer Contributions Evidence Base document sets out a benchmark methodology for calculating the cost of mitigating this impact.

**Test three – The development is for alternative sports and recreation provision, the needs for which clearly outweigh the loss**

**7.131** The LPAs will consider development for alternative sports and recreation provision as direct delivery of sports and recreation facilities, whose need has clearly been identified within the respective LPA's playing pitch strategy or can be demonstrated through an independent study. Applications will be determined on case-by-case basis to assess whether their benefits outweigh the loss or partial loss of the green space having regard to relevant Open Space Assessment, the site specific environmental data, the relevant playing pitch strategy and the Plymouth and South West Devon Sports and Leisure Facilities Plan 2016 to 2034: Assessment report.

**7.132** Further consideration will be given to the design of the site in line with the guidance provided above and in chapters 'Place shaping and the quality of the built environment (DEV20)'(design), 'Landscape character (DEV23)' (landscape character) and 'Protecting and enhancing biodiversity and geological conservation (DEV26)' (Biodiversity).

**7.133** In summary, for applications affecting open space, the LPAs require the applicant to submit a site open space assessment, which demonstrates how it meets the policy requirements. The open space assessment form is available at 19 'APPENDIX 7: Open space assessment form'.

**7.134** The applicant should be aware that a development could meet one of the three tests and still be considered unacceptable where it would result in the loss of the functions and characteristics of the green space and mitigation is not possible.

**7.135** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

## DEV27.3 – Accessible green and play spaces

### Delivery of new and improvements of existing green spaces

**7.136** Development is expected to support the provision of accessible green space and play space taking account of the current relevant OSA and the standards set out in the JLP. The LPAs will welcome and encourage the delivery of new and appropriately managed accessible green space on-site. For smaller developments the LPAs will seek contributions through planning obligations to secure quantity, quality and/or accessibility improvements to existing local accessible green spaces. Contributions will be reasonable, proportionate and calculated based on the number of new residents resulting from the proposed development.

**7.137** Within the PPA, where the applicant is intending to deliver new green space on-site, the LPAs expect the applicant to submit a completed open space assessment form for the proposed green space provision. The open space assessment form is available at 19 'APPENDIX 7: Open space assessment form'.

**7.138** The LPAs expect the provided green space to meet both value and quality standards for its typology and size threshold to ensure the delivery of a well performing and high quality green space network. The assessment of which will utilise the same criteria as outlined above in the appropriate mitigation and compensation section. The submitted open space assessment form will be used to create an up-to-date list of proposed City Green Spaces to be designated within the next review of the JLP or within the preparation of the Local Green Space DPD.

### Delivery of new/improvements to quality of existing play spaces

**7.139** As part of proposed development, play spaces shall be provided taking account of the current play areas audit within the relevant open space assessment. The LPAs will welcome and encourage the delivery of new and appropriately managed play spaces on-site (where the development is of a sufficient scale and there is no play area within a 240m radius). For smaller developments, and/or developments within a 240m radius of existing play area, the LPAs will seek contributions through planning obligations to secure improvements to the quantity or quality of existing play spaces within the locality.

**7.140** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

**7.141** Detail on expectations from new play spaces are detailed in the respective OSAs and play space audits, with new play spaces expected to comply with the latest playground equipment standard (currently BS EN 1176[170]) and playground surfacing methods (currently BS EN 1177), or any future versions, should they be updated. They should also be based on good design guidance including:

- Play England's design guide, Design for Play[171];

170 https://shop.bsigroup.com/ProductDetail?pid=000000000030292459
171 http://www.playengland.net/wp-content/uploads/2015/09/design-for-play.pdf

- The Fields in Trust guidance, Guidance for Outdoor Sport and Play: Beyond the Six Acre Standard[172]; and,
- Any future guidance produced in addition to this SPD.

**7.142** The standards relating to quality are set by the Fields in Trust and cover three types of play space:

- Local areas for play (LAPs);
- Locally equipped areas for play (LEAPs); and,
- Neighbourhood equipped areas for play (NEAPs).

**7.143** While, traditionally it has been commonplace for development to include these three types of place spaces, there is increased doubt as to the merit of an LAP due to their size and limited equipment which may not be best to stimulate children's imagination and free play. Typically, the LPAs will not be seeking LAPs unless there is a clear local need for such a space.

**7.144** Accordingly, the LPAs continue to welcome provision of LEAPs and NEAPs, particularly based upon natural play, materials and space. These areas are commonly referred to as Local Landscaped Areas for Play (LLAP). The LPAs will look at these alternatives wherever possible and practicable.

**7.145** In terms of youth provision the Councils and partner organisations, currently provide a range of spaces including: skate parks; BMX tracks and multi-use games areas (MUGAs). These facilities are provided to varying degrees in association with larger NEAPs, and the demand for new facilities will be considered based upon local evidence including the respective OAS, 'made' Neighbourhood Plans or Town/Parish Open Space, Sport and Recreation Plans.

**7.146** When calculating equipped play space, this should extend to a fenced boundary or logical boundary on the ground. Equipped play spaces also require space surrounding the play equipment where a fundamental intention is that these should be playful spaces where families can make active use of the spaces (often considered to be 'buffer zones' between equipped play space and neighbouring dwellings). These 'buffer zones' should be based on Field in Trust guidance, and should be reflected around any proposed new play spaces. This informal play space can be multi-functional perform an amenity function, or, if well designed, can contribute towards accessible green space. The Fields in Trust propose a figure of 0.55 hectares per 1,000 population as a quantity standard for informal play space surrounding designated equipped playing space.

**7.147** The LPAs expect play space siting to accord with the following standards:

| Type | Size requirements | Buffer zones |
|---|---|---|
| Local Equipped Area of Play (LEAP) or potentially Local Landscape Areas for Play (LLAP) | 0.04ha (minimum activity zone of 400m$^2$) | 20m minimum separation between activity zone and the habitable room façade of dwellings |

172 http://www.fieldsintrust.org/Upload/file/guidance/Guidance-for-Outdoor-Sport-and-Play-England-Apr18.pdf

| Type | Size requirements | Buffer zones |
|---|---|---|
| Neighbourhood Equipped Area of Play (NEAP) | 0.1ha (minimum activity zone of 1,000m$^2$ comprising an area for play equipment and structures and a hard surfaced area of at least 465m$^2$ (the minimum needed to play five-a-side football)) | 30m minimum separation between activity zone and the boundary of dwellings |

**Table 25 Play space siting standards**

### Planning obligations for green space

**7.148** Planning obligations have an important role to play in ensuring that the green infrastructure impacts and needs of new development are met. The JLP, supported by the various Open Space Assessments and building on the 2010 Plymouth Green Infrastructure Delivery Plan[173], provides a strong local policy and delivery justification for the use of planning obligations in relation to both local and strategic green infrastructure impacts.

**7.149** Each new home potentially has an impact on the existing green infrastructure, or creates a need for new green spaces. Developer provision of, or contributions to, green infrastructure delivery and/or management may therefore be necessary to make the development acceptable in planning terms.

**7.150** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

## Trees, woodlands and hedgerows (DEV28)

**7.151** Trees, woodlands and hedgerows play a critical role in the Plan Area. Not only do they provide a visual contribution but also proximity to trees, woodlands and hedgerows has been proven to improve physical and mental health and wellbeing. Vitally, they also help us adapt to and tackle climate change by:

- Absorbing carbon dioxide and providing urban cooling through evapotranspiration;
- Creating micro-climatic effects that can reduce energy demands in buildings by reducing wind speeds;
- Reducing rain water runoff, providing shade, biodiversity, shelter and helping to improve air quality; and,
- Helping to deliver sustainable water flow and improved water quality through interception and filtration in our catchment area.

### What is this policy about?

**7.152** The LPAs aim to secure exemplary, constraint-led design that not only creates an early sense of place to new occupiers by the appropriate protection of existing trees, woods and hedges, but by also securing new tree, hedge and woodland planting on-site or, on occasion, as offset planting to ensure net gain in canopy cover is delivered.

173 https://www.plymouth.gov.uk/sites/default/files/PlymouthGreenInfrastructureDeliveryPlan.pdf

**7.153** New development should be designed to create harmony between retained, new trees and built structures. A layout design should create a positive spatial relationship between trees and buildings so that they enhance, not detract from, the quality of the development, allowing enough space, laterally and vertically for the retained tree to achieve its final full crown form without extensive tree surgery works. Wherever possible existing trees, woodlands and hedgerows should be retained in areas of communal land and /or public open space.

**What needs to be considered in the implementation of this policy?**

**7.154** The guidance in this section should be read in conjunction with the latest British Standard, currently BS:5837:2012 Trees in Relation to Design, Demolition and Construction[(174)], whether or not planning permission is required. Developers should at all times refer to BS:5837 to ensure that its guidance is followed in the protection, incorporation or removal of trees.

**7.155** The tree information in the table below must be submitted where there are trees, woodlands or hedgerows within a proposed application site, or on land adjacent to an application site (including in neighbouring gardens and street trees), that could influence or be affected by the development. All trees with a stem diameter of greater than 75mm when measured at 1.5m above ground level should be included.

**7.156** The amount of detail required will vary depending on the scale of the development proposed. If the necessary tree survey is not received an application may be refused on the grounds of insufficient information:

| Type of application | Information required (see BS:5837 for full details) | Comments |
|---|---|---|
| Pre-application and/or Outline | Tree Survey | Based on accurate topographical survey. |
| | Tree Constraints Plan (TCP) | Needed to inform the site design and layout. |
| Major applications (Full and/or Reserved Matters)<br><br>(A full application will still require a Tree survey and Tree Constraints Plan as detailed above) | Arboricultural Impact Assessment (AIA) | The assessment should clearly explain the criteria used to assess impact of development on trees. |
| | Tree Protection Plan (TPP) | Plan should clearly indicate the trees to be removed/retained. |
| | Mitigation planting plan | Plan should indicate proposed replacement planting to result in canopy cover gain. |
| | Arboricultural Method Statement | Required when special protection measures are needed to be taken within the root protection area. |

174 https://shop.bsigroup.com/ProductDetail/?pid=000000000030213642

| Type of application | Information required (see BS:5837 for full details) | Comments |
|---|---|---|
| | Proposed location of underground services, SUD systems, in particular attenuation tanks, site compounds and utility trenches. | Needed to avoid significant damage to root systems. |
| Householder and/or minor applications<br><br>(Some Minor applications *may* require the same level of information as major depending on the scale of development) | Scaled plan showing:<br>• Location of trees affected by the proposal identified with adequate referencing (e.g., T1, T2)<br>• Tree stem diameter when measured at 1.5m above ground<br>• Mitigation planting for any removed trees | Plan should indicate trees to be retained/removed, including any work associated with the proposal such as access to the site and service runs.<br><br>Plan should also indicate proposed replacement planting to result in canopy cover gain. |
| If any of the trees are covered by a Tree Preservation Order, then the level of requirement is as for a Full Application. | | |

**Table 26 Amount of detail/information required per application type with regards to trees**

**7.157** Any approved tree moving or pruning should be carried out by qualified tree surgeons to the latest British Standard, currently BS:3998:2010 Recommendations for Tree Work [175].

**7.158** The Arboricultural Association Approved Contract Directory[176] includes a list of qualified tree surgeons.

**Arboricultural Impact Assessment (AIA)**

**7.159** The process of assessing impacts on trees should be undertaken throughout the design process, this is not just an application submission requirement and is expected to be an iterative process for both the applicant and the LPA. Appropriate impact assessment will save abortive or unnecessary design costs and help to achieve a high quality layout.

**7.160** The LPAs expect all applications to adhere to the mitigation hierarchy in relation to trees:

- Avoid loss;
- Mitigate;
- Compensate; and,
- Enhance.

**7.161** Where negative impacts cannot be avoided they should be mitigated for. Where this is not possible they need to be compensated.

175 https://shop.bsigroup.com/ProductDetail?pid=000000000030089960
176 https://www.trees.org.uk/ARB-Approved-Contractor-Directory

**7.162** All developments should enhance the local landscape – space for new planting and improvement in the conditions of existing trees need to be incorporated into layout design.

**7.163** Wherever possible early phased planting or protection of receiving soil environments should be made to aid in early integration of the scheme into the landscape.

**7.164** Each layout should be assessed in terms of its impact upon the significant arboricultural features on-site. When submitting an application it must be accompanied by an AIA which:

- Provides a realistic assessment of the impacts of both tree loss and on retained trees;
- Assess' positive and negative impacts;
- Uses a system to assess impacts that is transparent and repeatable;
- Assess' the impact of canopy loss (see tree replacement);
- Assess' the impact on visual amenities;
- Assess' the impact on the health and viability of retained trees;
- Assess' the extent of root damage and loss of soil volume present for tree root growth; and,
- Provides an assessment of the spatial relationship between trees and buildings and from shading (positive and negative impacts).

**7.165** When designing a scheme, ensure the appropriate level of advice is sought from an arboricultural specialist at the earliest early stage possible.

**7.166** Where appropriate, the LPA will use planning conditions to ensure trees are protected during the development process. In addition the LPAs have a duty to protect trees, ensuring they are of good quality and of public benefit where it is considered necessary to do so. Where appropriate, Tree Preservation Orders will be served to ensure that such trees are retained.

**Ancient woodland, ancient and veteran trees – assessment required**

**7.167** DEV28 states that development resulting in the loss or deterioration of the quality of irreplaceable habitats (such as ancient woodland, aged or veteran trees) should be refused, unless able to demonstrate the need for, and benefits of, the development in that location clearly outweighing the loss.

**7.168** Where ancient wood pastures are identified, they should receive the same consideration as other forms of ancient woodland.

**7.169** Natural England's and Forestry Commission's Standing Advice[177] gives further detailed guidance which will be used as the minimum benchmark for considering relationships between existing Ancient Semi-Natural Woodland (ASNW) and new development.

**7.170** The following principles will be used when assessing development proposals that may affect ancient woodlands, ancient/veteran trees and their immediate surroundings:

177 https://www.gov.uk/guidance/ancient-woodland-and-veteran-trees-protection-surveys-licences

| Principle | Description |
|---|---|
| Identifying ancient woodland | The first step in identifying ancient woodland is to refer to the Natural England's Ancient Woodland Inventory (AWI)[178] and the Woodland Trust's Ancient Tree Inventory (ATI)[179] |
| Avoidance of harm | In line with the Assessment Guide[180] associated with Natural England's standing advice, the following questions will be considered:<br>• Is the site of the ancient woodland the only possible place for this proposal?<br>• Does it have to be on the ancient woodland site (i.e. is it location dependent) or can it go anywhere else? |
| Impacts of nearby development | Ancient woodland, the product of centuries of habitat continuity and undisturbed soils, is sensitive to indirect impacts such as additional usage (trampling), ground water disturbance, increased light pollution and potential construction and post occupancy pollution, and therefore, indirect impacts should be avoided or wholly mitigated.<br><br>Further evidence is available via the Woodland Trust's publications, including the guidance on the retention and planting of trees in new development report Residential Development and Trees[181] and the Planners' Manual for Ancient Woodland and Veteran Trees (Second Edition) [182]. |
| Buffers | In addition to the mitigation measures for indirect effects, a minimum 15 metre buffer should be maintained between a development and ancient woodland, including throughout all construction phases. A larger buffer is likely to be required for particularly significant engineering operations, or after-uses that generate significant disturbance. |
| Compensation | Ancient woodland is an irreplaceable resource and cannot be compensated for by creating new woodland. Therefore, discussions on compensation will not form part of the assessment of the benefits of the development proposal. However, in exceptional circumstances where it is deemed that there is unavoidable residual damage or loss to ancient woodland, the measures taken to "compensate" for this must be of a scale and quality commensurate with loss of irreplaceable habitat, this should aim to create 30 hectares of new woodland for every hectare lost. |
| Translocation | An ancient woodland ecosystem cannot be moved as stated in Natural England's Standing Advice. |

**Table 27 Principles of assessing development proposals with regards to ancient woodlands, ancient/veteran trees and the immediate surroundings**

178 https://data.gov.uk/dataset/9461f463-c363-4309-ae77-fdcd7e9df7d3/ancient-woodlands-england
179 https://ati.woodlandtrust.org.uk/
180 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/740503/FCNE_AWSA_AssessmentGuideFinalSept2018.pdf
181 https://www.woodlandtrust.org.uk/publications/2019/01/residential-developments-and-trees/
182 https://www.woodlandtrust.org.uk/publications/2019/06/planners-manual-for-ancient-woodland/

**Hedgerows**

**7.171** There are multiple benefits from hedgerows (wildlife, historic, landscape), and the clear preference is for the retention of existing hedgerows within development schemes wherever possible. If hedgerows cannot be retained, and it is practical, they should be translocated.

**7.172** Ancient and/or species-rich hedgerows are a Habitat of Principal Importance (and Biodiversity Action Plan (BAP) habitat). They are commonly the most important resource for wildlife on a site both before and after wildlife and should be seen as both a constraint and opportunity within a development.

**7.173** To ensure the wildlife benefit of hedgerows is protected and enhanced by a development, the LPAs will consider the following factors:

- Buffering of a hedgerow;
- Boundary treatment adjacent to a hedgerow;
- Avoiding illumination of hedgerows;
- Management treatment of hedgerows; and,
- Restoration of poor quality hedgerows by management, repair or ‘gapping up’.

**7.174** When considering proposed development design/layout and hedgerows, the LPAs have the following hierarchy of preference:

1. Retention of hedgerows in public realm (buffered by public open space, dark and with both sides of hedgerow accessible for maintenance);
2. Retention alongside roads/public areas (with one side of hedgerow accessible for maintenance);
3. Retention of hedgerows with one adjacent private garden boundary, in which case 25 per cent of the hedgerow would be treated as lost due to long-term degradation and loss of biodiversity value;
4. Retention of hedgerows with two adjacent private garden boundaries, in which case 50 per cent of the hedgerow would be treated as lost due to long-term degradation and loss of biodiversity value.

**7.175** Developments resulting in sandwiching of hedgerows between two adjacent private gardens must show how they have considered options 1-3 in the hierarchy. Where hedgerow is to be treated as lost, compensation will be required and should be calculated using the Defra Biodiversity Metric 2.0

**7.176** If a section of hedgerow is lost, the LPAs will expect the replacement to be of the same type, for example, Devon Bank or no bank.

**7.177** For further guidance on BAP habitats and Species/Habitats of Principal Importance please see 'DEV26.4 - Protected species, Priority Habitats and Species and associated planning policy and legislation'.

**New planting requirements**

**7.178** The mitigation hierarchy will be used in relation to tree planting:

- AVOID LOSS – retain suitable[183] existing arboricultural features on-site where ever possible;
- MITIGATE – replace trees lost with on-site planting in accordance with the following table:

| Trunk diameter of tree lost to development (cms) (cm measured at 1.5m above ground level | No. of replacement trees |
|---|---|
| Less than 15 | 0-1 |
| 15 - 19.9 | 1 |
| 20 - 29.9 | 2 |
| 30 - 39.9 | 3 |
| 40 - 49.9 | 4 |
| 50 - 59.9 | 5 |
| 60 - 69.9 | 6 |
| 70 - 79.9 | 7 |
| 80+ | 8 |

**Table 28 No. of replacement trees needed based on trunk diameter of lost tree**

- COMPENSATE– if replacement of all trees lost is not achievable on-site, contributions will be sought through the use of planning obligations; and,
- ENHANCE.

**7.179** Please note that the loss of woodlands and hedgerows will be considered as a loss of habitat and will be assessed for contributions under policy 'DEV26.5 – Biodiversity Net Gain'.

**7.180** Voluntary groups who champion the role of trees consider that trees should:

- Fit the space available;
- Need little attention over life;
- Thrive in local conditions ;
- Help local people relate to their surroundings in a positive way; and,
- Provide multiple benefits.

**7.181** The LPAs fully endorses this approach and will also seek to plant larger and longer lived species of trees for the future and trees that are known to be able to adapt to climate change.

183 Suitable is regarded as a tree, hedge or wooded features whose loss would either be highly detrimental to the local and wider landscape, non-replaceable in a reasonable time frame, lead to the loss of an important habitat feature, is of historic importance, serves as a screen to an otherwise unsuitable development etc.

**7.182** Successful planting and establishment relies on providing the correct growing conditions for each tree. This requires specialist knowledge about the way trees grow and the ability to anticipate their needs, especially with regard to:

- Volume of un-compacted soil;
- Soil quality;
- Nursery stock quality;
- Depth of planting; and,
- Post-planting cultivation.

**7.183** Information on these aspects can be found in British Standards BS 8545:2014 Trees: from nursery to independence in the landscape, BS 3882:2015 Specification for topsoil and BS 8601:2013 Specification for subsoil and requirements for use.

**7.184** Developers should be able to demonstrate how:

- They plan to meet these standards as part of the design; and,
- They have met the standards once development is completed.

**7.185** In the event that new trees fail to grow in line with reasonable expectations or other evidence comes to light which indicates that standards have not been met and the developer is unable to show otherwise, the LPAs may serve a breach of condition notice on the developer to carry out remedial works.

**Mitigation - replacement trees, woodlands and hedgerows**

**7.186** DEV28 states that mitigation should be delivered on-site, but if this is not achievable, off-site compensation will be required to provide a net gain in canopy cover in line with local standards. In the PPA, the Tree Canopy Cover Assessment[184] 2017 report aims to increase the canopy cover from 18.5 to 20 per cent, focussing on areas which currently have low canopy cover compared to the city.

**7.187** If tree loss cannot be adequately mitigated for within the site in accordance with the table below, compensation will be sought in the form of a planning obligation for tree planting off-site in line with local standards.

**7.188** Obligations in respect of trees will be required where:

- New planting is required off-site to mitigate the impact of a development; or,
- Where A, B or C category trees (see BS:5837 - Trees in relation to Design, Demolition and Construction[185]) are felled as part of a development, where no planting opportunities exist on site, off site planting will be sought to achieve a net gain in canopy cover. However the LPAs' starting point will be to retain trees on-site through design-led retention.

**7.189** Tree planting will take place ideally on:

- Openground in public open spaces, community land, etc.; and/or,
- In hard landscaping areas such as pavements and shared spaces using a recognised below ground crating system to provided adequate soil volume/soil quality for the chosen

184 https://www.plymouth.gov.uk/sites/default/files/PlymouthPolicyAreaTreeCanopyCoverAssessment.pdf
185 https://shop.bsigroup.com/ProductDetail/?pid=000000000030213642

species, for example, 15-20m cubed for Streetwise Lime as derived from latest industry guidance.

**7.190** Where planting can take place directly into open ground the contribution will be lower than where the planting is in areas of hard standing. This is due to the engineering practicalities of planting trees in areas of hard standing, for example, porous load bearing sustainable urban drainage system under parking bays.

**7.191** Contributions to tree planting off-site, to include new street trees where appropriate, will be administered by the LPAs in accordance with local standards.

**7.192** Please note that the loss of woodlands and hedgerows will be considered as a loss of habitat and will be assessed for contributions under policy 'DEV26.5 – Biodiversity Net Gain'.

**7.193** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

**Plan for Trees - Plymouth**

**7.194** All tree planting in Plymouth will be carried out in accordance with the principles set out in Plymouth's Plan for Trees[186] which states 'we will enhance neighbourhoods by selecting, growing and planting high quality trees that also increase canopy cover and diversity'. Where appropriate such planting will be of native species.

186 https://www.plymouth.gov.uk/planningandbuildingcontrol/treesandhedges/plantrees

# 8 Transport and infrastructure (DEV29-DEV31)

## Introduction

**8.1** Infrastructure needs to be provided when planning for growth and delivering development. Unless infrastructure needs are met, development can be unsustainable and lead to the creation of unbalanced communities without the services and facilities they need to thrive.

**8.2** The guidance in this chapter primarily supports polices DEV29 to DEV31 in the JLP. It also reflects national guidance and should be considered alongside:

- The NPPF, NPPG and the site specific policies set out in the JLP;
- The Chartered Institution of Highways and Transportation (CIHT) and the Institute of Highway Engineers (IHE)'s Guidance Note: Residential Parking[187];
- The government's Manual for Streets: Designing and modifying residential streets[188] and Manual for Streets 2: Designing and modifying non-trunk roads and busy streets[189]; and,
- Design Manual for Roads and Bridges (DMRB)[190].

**8.3** Whilst PCC is a unitary authority, SHDC and WDBC are part of a "two-tier" local government structure. This means that DCC carries out the majority of the strategic functions in these areas. In terms of transport and infrastructure this means that, as the Highways Authority (HA), DCC has a duty to maintain the safety and functionality of roads and ensure that development has an acceptable impact on the highway network. In its work as HA, DCC also plans and delivers walking and cycling routes, maintains Public Rights of Way and works with other transport providers such as bus and train companies to improve multi-modal travel options.

## Specific provisions relating to transport (DEV29)

### What is this policy about?

**8.4** DEV29 is a policy to ensure that new development contributes positively to the achievement of a high quality, effective and safe transport system, ensuring sustainable transport choices are promoted and the natural and historic environment is respected.

## DEV29.2 - Parking dimensions

**8.5** When applying parking standards for both residential and non-residential developments, the following minimum dimensions should be adhered to:

| Parking space | Dimension |
|---|---|
| Parking bay | 2.4m x 4.8m |
| Parallel parking space | 2.0m x 6.0m (3.0m x 6.0m if a HGV loading bay) |

187 https://www.ciht.org.uk/media/4395/guidance_note_-_residential_parking.pdf
188 https://www.gov.uk/government/publications/manual-for-streets
189 https://www.gov.uk/government/publications/manual-for-streets-2
190 http://www.standardsforhighways.co.uk/ha/standards/dmrb/

| Parking space | Dimension |
|---|---|
| Parking bay in front of a garage | 2.5m x 5.5m |
| Parking bay for persons with disabilities | 3.8m x 5.0m |
| Domestic garage (internal dimensions) | 6.5m x 3.5m |
| *Additional width will be required where adjacent to a structure or where there is a shared pedestrian entrance.* | |

**Table 29 Parking dimensions**

## DEV29.3 – Parking provision: residential

**8.6** Car parking standards for new residential development are important to avoid adverse impacts of inadequate parking such as excessive on-street parking or illegal parking and to protect the amenity of surrounding residential areas and ensure safety of the highway network.

**8.7** The below table shows indicative car parking provision to be provided within any new residential development, including residential conversions. Any application that proposes a lower or higher level of parking will be required to provide evidence to justify this proposal. Evidence may be presented on the grounds of the impact to the function of the highway, the location within the Plan Area (for example, in rural areas, additional parking may be necessary as well as additional parking for visitors) future programmed infrastructure improvements, and/or availability or restrictions in the surrounding area.

| Type/size of development | Indicative parking provision |
|---|---|
| 1 bedroom dwellings | 1 space per dwelling |
| 2 bedroom dwellings | 2 spaces per dwelling |
| 3 bedroom dwellings | 2 spaces per dwelling |
| 4 bedroom dwellings | 3 spaces per dwelling |
| HMOs | 1 space per 2 bed spaces |
| Purpose-built student accommodation (PBSA) | The number of spaces will be looked at on a case-by-case basis and based on location and presence of a CPZ. A suitable number of spaces for the purposes of drop-off should be provided. |

**Table 30 Indicative car parking provision for new residential development**

**8.8** In the South Hams and West Devon LPA areas, a higher number of parking spaces may be necessary due to greater reliance of residents and visitors on private cars. It will need to be demonstrated that sufficient parking is provided and that the number of spaces, their location, layout and design will not have adverse impacts with respect to highway safety, amenity and character.

**8.9** Whether garages are counted as being included in the overall off street parking provision will be considered on a case-by-case basis as in many situations garages are not used for the parking of cars. This may be secured via condition. Garages of increased width (6.5 x 3.5) are considered necessary for the future roll-out of Electric Vehicle Charging Points in all new properties.

**8.10** If larger new developments include new access roads, these could have on-street parking designed in and counted as part of the development.

**8.11** For specific design details for off-road parking such as garages, car ports and hard standings please see 13 'APPENDIX 1: Residential extensions and alterations'.

**Car-free development**

**8.12** Car-free development can enable higher housing densities to be achieved on development sites, create pedestrian and child-friendly streetscapes, and help to embed sustainable travel habits among residents. They may be appropriate in certain areas throughout the Plan Area and will be considered on a case-by-case basis alongside any evidence to support it.

**8.13** If a car-free development is proposed, the LPAs will carefully consider:

- The location and accessibility of the site;
- Any existing residents parking schemes;
- The proximity of the development to public transport;
- Whether there are good cycle links;
- The potential for overspill parking and the potential impact on the surrounding areas; and,
- Any proposed measures or features of the development designed to enable and ensure that car-free living can be achieved throughout the design life of the development.

**8.14** The enforceability of the scheme by planning condition or planning obligations will also be considered.

**8.15** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

## DEV29.4 – Parking provision: non-residential

**8.16** The below table shows indicative car parking provision to be provided for non-residential applications, any deviations will be considered on a case-by-case basis:

| Type/size of development | Indicative parking provision |
|---|---|
| A1 Shops less than 370m$^2$ | 1 space per 28m$^2$ gross floorspace |
| A1 Medium non-food shops 370–999m$^2$ | 1 space per 24 m$^2$ gross floorspace |
| A1 Large non-food shops more 999m$^2$ | 1 space per 20 m$^2$ gross floorspace |
| A1 Medium food and convenience goods shops 370-999m$^2$ | 1 space per 21m$^2$ gross floorspace |

| Type/size of development | Indicative parking provision |
|---|---|
| A1 Large food and convenience goods shops more than 999m$^2$ | 1 space per 14 m$^2$ gross floorspace |
| A2 Offices providing services mainly to visiting people | 1 space per 30m$^2$ gross floorspace |
| A3 Restaurants and cafes | 1 space per 5.5m$^2$ used by customers |
| A4 Drinking establishments | 1 space per 2m$^2$ of floorspace used by customers for drinking. For dining floor space, the same standard will apply. |
| A5 Hot food take aways | 1 space per 5.5m$^2$ used by customers |
| B1 General business uses | 1 space per 30m$^2$ used by customers |
| B2 Manufacturing | 1 space per 51m$^2$ gross floorspace. Lorry parking will be assessed on merits of each case. |
| B2 Small industrial units less than 235m$^2$ | 1 space per 44m$^2$ gross floorspace. Small industrial units, particularly of the grouped or court variety will need a separate assessment.<br>Parking provision will normally be communal. |
| B8 Warehouses less than 2,500m$^2$ | 1 space per 70m$^2$ gross floorspace. Lorry parking will be assessed on merits of each case |
| B8 Warehouses larger than 2,500m$^2$ | 1 space per 100m$^2$ gross floorspace. Lorry parking will be assessed on merits of each case. |
| C1 Hotels and guest houses | 1 space per guest room + 1 space for the resident proprietor/resident manager. Conference/function space will be determined on merit<br>Coach parking needs will be assessed on merits of each case. |
| Hostels (sui generis) | 1 space per 8 residents + 1 space per 2 non-resident staff + 1 space for any resident proprietor/manager |
| C2 Convalescent/nursing homes | 1 space per 8 residents + 1 space per 3 non-resident staff + 1 space for any resident proprietor/manager. Provision for visitors will be determined on merits of each case. For nursing homes, attention will be paid to need for adequate servicing, particularly for ambulances, and additional staff. |
| C2 Hospitals | 1 space per 4 staff + 1 space per 3 visitors |
| C3 Dwelling houses and C4 HMOs | Parking standards are set out in table above. |
| C3 Communal housing for the elderly and less-able | 1 space per 2 dwellings + 1 space per warden |

| Type/size of development | Indicative parking provision |
|---|---|
| Holiday caravans (sui generis) and chalets (C3) | 1 space per unit. Additional spaces required where camping or other facilities are provided, or made available for non-residents. |
| D1 Primary schools | 1 space per teacher + 1 space per classroom for support staff and visitors |
| D1 Secondary schools | 1 space per teacher + 1 space per classroom for support staff and visitors |
| D1 Higher and further education | 1 space per 2 staff + 1 space per 15 students |
| D1 Libraries | To be determined on the merits of each case. |
| D1 Crèches, day nurseries or day centres | Attention should be paid to the safety of the children.<br><br>Adequate facilities should be provided for the dropping off and collection of children. |
| D1 Doctors', dental and veterinary surgeries and other health services (excluding hospitals) | 1 space per practitioner, 1 space per 2 additional staff, and 2 spaces per consulting room |
| D2 Cinemas and conference facilities larger than 1,000m$^2$ | 1 space per 5 seats |
| Concert halls, casinos, community centres, and indoor sports facilities larger than 1,000m$^2$ | 1 space per 22m$^2$ gross floorspace |
| D2 Dance halls less than 1,000m$^2$ | 1 space per 3 m$^2$ of net public floor area |
| D2 Community centres less than 1,000m$^2$ | 1 space per 5.5 m$^2$ of main assembly hall floor space |
| D2 Snooker, billiards and pool halls less than 1,000m$^2$ | 1 space per table + 1 space per 2 tables |
| D2 Squash courts less than 1,000m$^2$ | 1 space per court + 1 space per 10 spectator seats Additional spaces may be required if a bar and/or other members' facilities are provided. |
| D2 Swimming pools less than 1,000m$^2$ | 1 space per 6m$^2$ of water area |
| D2 Gyms less than 1,000m$^2$ | To be assessed on the merits of each case. |
| D2 Stadia with less than 1,500 seats | 1 space per 10 seats |
| D2 Stadia with more than 1,500 seats | 1 space per 15 seats |
| Launderettes and amusement centres | 1 space per 28m$^2$ gross floorspace |

| Type/size of development | Indicative parking provision |
|---|---|
| Motor repair garages, car sales petrol filling stations and car washes | 1 space per staff + 3 spaces for each service/fitting/testing bay.<br><br>1 space per 10 cars displayed<br>Adequate provision shall be made for loading/unloading, servicing and fuel tanker supplies. For car washes, sufficient circulation space for waiting cars is required. |
| Taxi and private hire vehicle offices | 1 space per staff/driver |

**Table 31 Indicative car parking provision for new non-residential development**

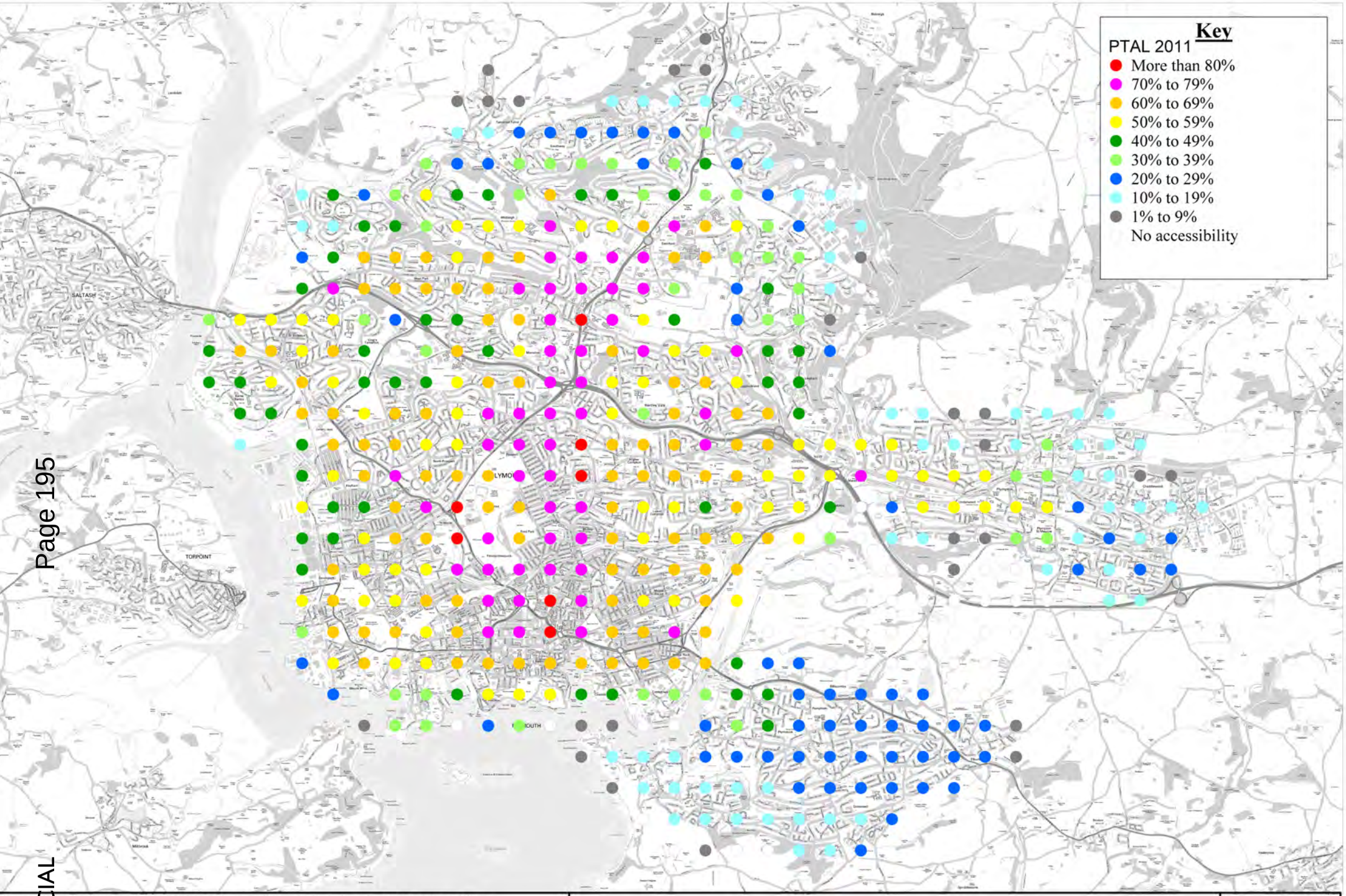
Methodology for calculating accessibility - Plymouth

**8.17** Within the Plymouth administrative area only, there is a methodology for calculating maximum car parking provision for non-residential development based upon the overall accessibility of the site and the above table, having regard to public transport journey times. These levels of provision include both operational and non-operational parking.

**8.18** The following steps should be taken to determine the maximum car parking standard for a particular development in Plymouth:

1. Calculate the site's 'accessibility per cent score'. This is taken from the nearest point(s) on the following accessibility map. Then subtract this score from 100 to calculate the site's accessibility.
2. Add 20 per cent.
3. Multiply this percentage by the indicative car parking standard identified in the table above.

**8.19** It should be noted that the following map is not site specific and a more detailed consideration may be required. The accessibility on the map is given as a band. The midpoint of the band should be used unless there is evidence to the contrary. This evidence may include a lower or higher accessibility level on the adjoining point with the site somewhere between the two.






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Published 2012
Scale 1:43129

**Accessibility by Public Transport: % of People within 30 minutes**

**Parking for motorists with disabilities**

**8.20** Parking for motorists with disabilities should be located as close as is practical to the main pedestrian entrance of the development and in line with DfT guidance for Inclusive Mobility[191]. Provision for such parking is included within the calculated parking levels above and should be calculated on the basis of the size of the car park before any reductions/additions have been applied. A minimum of 10 per cent overall provision.

**8.21** The provision for dementia-friendly car parking should also be considered and should be:

- Larger spaces with bold and clearly defined boundaries;
- Located as close to walkways, elevators and ticket machines as possible;
- Brightly lit so as not to cast shadows;
- Signage should also:
    - Be clear, large and bold with not too many words, a yellow background with bold, black typeface is preferable.
    - Have a combination of both pictures and simple text, no jargon or acronyms;
    - Avoid the use of abstract images or overly stylised icons;
    - Have a tonal contrast between the sign and the surface it is mounted on;
    - Be mounted lower than at traditional eye level height (optimal height is 1.2 metres from the ground);
    - Be consistent around the premises so as not to add to confusion and anxiety;
    - Ideally be made from non-reflective materials; and,
    - If the signs are relating to doors, they should be fixed onto the doors they refer to and not on adjacent surfaces. Glass doors should also be clearly marked.
- Attendants should also be trained on how to deal with people who have dementia and their caregivers.

**Controlled Parking Zones (CPZ)**

**8.22** Within Plymouth, should a development have the potential to increase levels of demand for parking which has the potential to adversely impact on residential parking, an applicant may be required to fund the process to consider the implementation of a CPZ in accordance with the Council's CPZ policy.

**8.23** As part of this process the applicant will be required to fund the 'fact find' and community engagement, as set out within the CPZ policy and meet the cost to implement a CPZ where a CPZ is to be implemented.

**8.24** Occupants of new developments likely to lead to an increase in demand for parking, within an existing, will be excluded from permits in accordance with the Plymouth Joint Highways Committee Report recommendation of May 1997. It must be checked that there are no adjoining areas where on-street parking could take place to the detriment of others.

191 https://www.gov.uk/government/publications/inclusive-mobility

**8.25** Where the extension, amendment or implementation of a CPZ fails to meet the defined criteria, as set out within the CPZ policy, or not acceptable to the local community, alternative mitigation measures will need to be considered which could include engineering works or contributions towards more sustainable transport modes.

**8.26** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

### Motorcycle parking

**8.27** The LPAs encourage safe use of motorcycles. Therefore secure motorcycle parkingshould be included within all new developments, and should be provided in line with the IHE's Guidelines for Motorcycle Parking[192]. The dedicated number of spaces will be evaluated in the assessment of the overall parking provision for the site.

**8.28** Where included, motorcycle parking should be well lit, covered and contain stands that allow the vehicles to be securely anchored.

## DEV29.5 – Other parking facilities

### Cycle parking

**8.29** All cycle parking incorporated into new developments should meet the following criteria: secure; convenient; clearly visible; well signed; well lit; easily accessible; step free and preferably covered in accordance with the minimum standards below. Any deviation from these criteria and standards must be explicitly justified.

**8.30** High quality and conveniently located, secure cycle parking should be incorporated into new developments in accordance with the minimum standards below:

| Type/size of development | Minimum cycle parking provision |
|---|---|
| All dwellings | 1 space per bedroom |
| HMO and purpose-built student accommodation (PBSA) | 1 space per 2 bed spaces |
| All uses | 25 per cent of the indicative car parking provision (before any discounting on the basis of PT accessibility) or 1 space per 8 employees, whichever is greater. |

**Table 32 Minimum cycle parking provision for new development**

**8.31** For developments of flats, secure communal stores should be provided. They should be well lit, fully covered, conveniently located and contain cycle stands that allow individual cycles to be secured by both wheels and frame with standard "D" Locks. Sheffield style racks are the standard, but can be supplemented by other designs providing that they can be used by those with limited strength. Individual lockers may also be acceptable.

192 http://www.motorcycleguidelines.org.uk/

**8.32** For flats, where adequately sized lifts are provided or where it is appropriate, storage within accommodation is still the preferred option, but it will need to be expressly considered in the design. It will be important to ensure that cycles can be brought into the building easily and quickly and not become a nuisance for residents.

**8.33** Where separate cycle parking is provided within the building, it needs to be conveniently located and close to the main point of access. Where cycle parking is to be provided separate to the building, such as a detached garage or other out buildings, it will need to be secure, with doors designed for easy access. The size of a garage may need to be increased to accommodate the cycle parking.

**8.34** Visitor cycle parking will tend to be shorter stay and less likely to be overnight. Therefore the emphasis should be on convenience and natural surveillance and should allow individual cycle frames and wheels to be secured.

**8.35** For staff, cycle parking should be located within the main building. If this is not possible then it should be located close to the entrances and closer than any corresponding car parking. Employers should also provide lockers for personal belongings, showers, and changing facilities.

**8.36** For visitors, short-stay cycle parking should also be close to the appropriate building entrances and closer than car parking.

**8.37** When ensuring suitable provision at different destinations, such as schools, it is recommended that developers refer to good practice guidance, including the London Cycling Design Standards, 2016 [193].

**Electric Vehicle (EV) charging points**

**8.38** The JLP seeks to support the use of sustainable transport measures which includes the use of electric vehicles. In order to support the use of electric vehicles the LPAs need to ensure that there is a network of charging locations at places of work, rest and play.

**8.39** EV charging points should be incorporated in new developments as set out in the table below in order to help reduce the carbon footprint and to promote the use of green energy sources:

| Development type | Minimum provision |
|---|---|
| Residential dwellings with driveways/garages | One standard electrical vehicle dedicated charging point per house with garage or driveway. A switch inside the property will be provided so that power to the chargepoint can be switched off. |
| Other residential developments | A scheme to be produced detailing how at least 25 per cent of parking bays to be provided with dedicated freestanding weatherproof standard charging points. 50 per cent of all other spaces to be serviced with passive wiring to allow future charging point connection. |

193 https://tfl.gov.uk/corporate/publications-and-reports/streets-toolkit#on-this-page-2

| Development type | Minimum provision |
|---|---|
| Staff parking provision for workplaces | A scheme to be produced detailing how at least 25 per cent of parking bays to be provided with dedicated freestanding weatherproof standard charging points. 50 per cent of all other spaces to be serviced with passive wiring to allow future charging point connection. |
| Supermarkets, leisure facility, or other high turnover car parking | A scheme to be produced detailing the proposals for electric vehicle charging points/serviced bays. As a minimum the LPAs would expect this to include some provision for Rapid charging points and cabling. |

**Table 33 Electric Vehicle (EV) charging point's provision**

**8.40** If a development has city-wide or regional importance such as a hospital, leisure centre or entertainment complex then a greater level of active charging bays than the minimum may be required to help support and encourage EV demand both now and for the long term. Existing parking supply should be included within the calculation of parking needs and ratio of charging bay provision. Where there are a large number of short stay parking spaces (i.e. parking under an hour) then the preference may be for a lower number of rapid charging bays.

**8.41** On a case-by-case basis, but particularly for larger developments, the LPA may seek, in the provision of the development, communal charging facilities and details of their ongoing maintenance. The level of existing charging infrastructure provision in the surrounding area will be taken in to consideration.

**8.42** Reference to standard or rapid charging points shall refer to the latest guidance on vehicle chargepoint or workplace chargepoint scheme guidance from the Office of Low Emission Vehicles. Installation standards should also be taken from the following guidance documents:

- Electric Vehicle Homecharge Scheme minimum technical specification[194]
- Workplace Charging Scheme minimum technical specification[195].

**8.43** All vehicle charge points should be provided with adequate protection to prevent accidental damage.

**8.44** Consideration should be given to employing load balancing systems to enable the installation of a greater number of chargepoints to the available power supply.

**8.45** Developers may wish to charge for the electricity provided to these points, where they do so the re-charge cost should be reasonable and based upon the average unit electricity cost as published by the Department for Business, Energy and Industrial Strategy and should be no more than 1.5x the average unit rate.

194 https://www.gov.uk/government/publications/electric-vehicle-homecharge-scheme-minimum-technical-specification
195 https://www.gov.uk/government/publications/workplace-charging-scheme-minimum-technical-specification

**8.46** To achieve national and local carbon reduction targets, new development will be expected to incorporate low carbon technologies such as EV charging, renewables and storage. To accommodate these technologies, all new developments are required to provide a three phase electricity supply to all occupied buildings. Enhancements to the local electricity grid capacity may also be required unless such enhancements are prohibitively expensive.

**8.47** Development without its own off street parking that will generate car trips and use of existing car parking facilities will be expected to contribute towards the LPAs' publicly accessible chargepoint network through an appropriate s106 contribution.

**8.48** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

**Publicly accessible EV charging points**

**8.49** Chargepoints will be designed to meet the following specifications:

- The public charge points should have a Pay-As-You-Go and Contactless payment functionality without the need to sign up to a membership scheme;
- The associated parking bays should be designated for electric vehicles with appropriate signage;
- Once operating and available for use of the charge point should be added to the National Charge Point Registry[196];
- Charge points should be able to supply data on usage; and,
- The charge points should be maintained in a serviceable condition and accessible for 5 years from completion of installation.

## DEV29.7 – Travel Plans

**8.50** DEV29.7 states that development proposals should, where appropriate, incorporate travel planning.

**8.51** A travel plan is a long-term management strategy for integrating proposals for sustainable travel into the planning process. Travel plans are based on evidence of anticipated transport impacts of development and should consist of a package of measures aimed at promoting sustainable travel and reducing reliance on single occupancy car journeys.

**8.52** When considering whether a travel plan will be required the LPAs will take the following into account:

- Relevant national and local policy including the NPPF paragraph 111 which states that *"All developments that will generate significant amounts of movement should be required to provide a travel plan, and the application should be supported by a transport statement or transport assessment so that the likely impacts of the proposal can be assessed." and* NPPG guidance on Travel Plans, Transport Assessments and Statements[197]
- The scale of the proposed development and its potential for additional trip generation;
- Existing intensity of transport use and the availability of public transport;
- Proximity to nearby environmental designations or sensitive areas;
- Impact on other priorities / strategies (such as promoting walking and cycling);

196 https://www.national-charge-point-registry.uk/
197 https://www.gov.uk/guidance/travel-plans-transport-assessments-and-statements

- The cumulative impacts of multiple developments within a particular area; and,
- Whether there are particular types of impacts around which to focus the travel plan.

**8.53** For a definitive view on whether a travel plan will be required, developers should seek early advice from the Transport Planning Team at PCC in Plymouth and from the Highways Development Management Team at DCC in South Hams and West Devon. Decisions about whether or not a development will require a travel plan will be made on a case-by-case basis and will depend on the nature and travel impacts of the development.

**Travel planning in Plymouth**

**8.54** Where a travel plan is requested, it should include the following:

- A site accessibility audit report giving a description of the site and information on how the site is accessed by all modes of travel;
- A quantified action plan to address and promote sustainable travel to and from the site covering staff, customers, residents and visitors (and pupils and parents in connection with a school travel plan);
- A monitoring strategy, to be agreed with the Local Highway Authority, which, provides a methodology and schedule for monitoring travel to and from a development site by all modes of travel. This also includes modal share targets agreed by the LPA and HA;
- A commitment from the developer to operate the travel plan and to ensure that the travel plan is delivered, including by the end user, if agreed at framework stage;
- A commitment to work with the relevant LPA travel plan officers or Highway Authority staff and to provide relevant data on progress against agreed modal share targets;
- Welcome packs for residential development;
- Fully funded Travel plan objectives and the provision of facilities to support sustainable travel and the appointment of a travel plan coordinator.

**8.55** In order to allow for the sharing of car parking areas where mixed use developments are proposed, a Car Parking Management Plan may be implemented. Reference should be included within the Travel Plan and the need for such a plan may also be implemented via a condition of planning permission. The Car Parking Management Plan include details relating to the management of the car park, allocation of spaces, operating hours, enforcement and other details that affect the use of the car park. It may also include intentions for future charging for staff parking.

**8.56** When developing a travel plan the following guidance documents offers helpful advice:

- The Essential Guide to Travel Planning[198]
- Good Practice Guidelines: Delivering Travel Plans through the Planning Process[199];
- Plymouth City Council's Travel Plan guidance for developers; and,
- Travel Devon Toolkit for businesses and employers.

**8.57** In Plymouth where a travel plan is required, a travel plan management and audit fee will be payable to the LPA by the developer.

**8.58** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability'for further guidance on planning obligations.

198 https://www.sustainabilityexchange.ac.uk/files/essential_guide_to_travel_planning.pdf
199 http://www.greensuffolk.org/assets/Travel-Plans/Documents/Travel-Planning/Good-Practice-Guidelines-travel-plans-and-planning.pdf

**8.59** As part of an application, voluntary sustainable travel policies or travel plans may also be submitted. These are welcomed from all developments where a travel plan has not been specifically requested by the LPAs but where the organisation/development has a commitment to encourage sustainable travel. It is recommended that reference to such be included within a Design and Access Statement.

**Travel planning in South Hams and West Devon**

**8.60** In South Hams and West Devon the Highway Authority is DCC who will advise on the need for a travel plan. This will be determined on a case-by-case basis due to the different levels of public transport and active travel infrastructure across the market towns and wider rural area. The need for a travel plan is dependent on the development use being proposed, its scale, location, existing sustainable travel provision and the likely impact of the proposal.

**8.61** DCC as Highway Authority currently does not charge a fee for travel planning in South Hams and West Devon. As in Plymouth, travel plan measures are implemented/funded by the developer. Monitoring is also undertaken by the developer with findings reported to DCC.

**8.62** Travel plans should include the following:

- A welcome pack for each dwelling or, in the case of employment development, for each unit and staff. The welcome pack will include a travel pack and vouchers for sustainable travel;
- Travel vouchers to encourage the use of sustainable travel. The vouchers may be split between public transport, cycle provision, and as the network develops, car clubs;
- A travel pack providing information to facilitate the use of sustainable travel. Information will include the location of bus stops, timetables, bus service routes, cycle route maps and other appropriate information to support car sharing and car-clubs.

**8.63** Welcome packs will be produced by the developer and approved by DCC prior to the commencement of development. The welcome pack will be provided prior to first occupation of each dwelling or employment unit.

**8.64** In some cases, a travel plan will set out the need for, and a commitment to:

- Improving walking and cycling infrastructure;
- Improving public transport;
- Providing facilities as part of the development to facilitate sustainable travel, including shower rooms, drying rooms, cycle storage space, electric vehicle charging points and car-club spaces; and,
- The employment of a travel plan coordinator to promote sustainable travel, run travel events and monitor the travel plan.

## DEV29.8 – Permeability

**8.65** The need for a site-wide Accessibility Audit will be determined by the scale and nature of the development and this will inform design. For all proposals the LPAs will consider whether:

- The opportunities for sustainable transport modes have been considered to reduce the need for major transport infrastructure; and,
- That safe and suitable access to the site can be achieved for all people; and improvements can be undertaken within the transport network that cost effectively limits the significant impacts of the development.

**8.66** New development and improvements to existing infrastructure should assist in creating a fine-grained network of walking and cycling routes (also referred to as 'filtered permeability'). This can encourag more sustainable travel by providing more direct routes for pedestrians and cyclists, and also help provide a network of “quiet ways” where the impact of motorised traffic as a barrier to walking and cycling is reduced.

**8.67** Proposals that link to existing streets, public spaces and key attractions will be encouraged and links should be enhanced as part of any new proposals. Routes should be well lit, overlooked, accessible, and well maintained so that they remain attractive and safe. Good path design will promote use and natural surveillance, preventing concerns around crime.

**8.68** For further information on community safety and crime please see guidance at 'DEV20.6 – Community safety and crime'.

## DEV29.9 – Strategic transport infrastructure

**8.69** New development should, where appropriate, contribute to meeting the wider strategic transport infrastructure needs generated by the cumulative impact of development in the area. This may include providing: cycling; pedestrian and public transport routes and facilities; travel planning; new roads; car parks; bridges and highway structures.

**8.70** Construction (Design and Management) Regulations 2015[200] must be taken into account in terms of designing out risks whilst considering build-ability, ongoing maintenance, whole life cost and eventual demolition / decommissioning. Upon completion of construction the developer shall provide the LPA with the Health and Safety File in accordance with the regulations.

**8.71** Development should encourage and enable sustainable travel choices. Planning obligations may be sought from applications to help facilitate this, mitigate the impact of new development and maximise the benefits from new strategic transport infrastructure. This may include travel plan measures or enhancements to public transport services.

**8.72** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

### Highway design considerations

**8.73** Manual for Streets[201] and Manual for Streets 2[202] (MfS) provides guidance for practitioners involved in the design, planning and approval of new residential streets, the layout of commercial estate roads and modifications to existing highway. MfS primarily focuses on residential streets, but many of its key principles may be applicable to other types of street, for example high streets and lightly-trafficked lanes in rural areas.

200 http://www.legislation.gov.uk/uksi/2015/51/made
201 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/341513/pdfmanforstreets.pdf
202 https://www.gov.uk/government/publications/manual-for-streets-2

**8.74** In the South Hams and West Devon LPA areas, major developments will be expected to demonstrate an approach to streets whereby the hierarchy, layout and design is safe and would not have an adverse impact with respect to amenity and character.

**8.75** There is also up-to-date guidance on designing streets around bus travel: Buses in Urban Developments[203]. If buses are to be accommodated within new development then early consultation with public transport providers is essential.

**8.76** New areas of highway which are to be adopted and maintained public at expense should be constructed in accordance with requirements and procedures as set out in the Design Manual for Roads and Bridges[204], the accompanying Specification for Highways Works[205] and the DCC Design Guide[206] or any other technical specification/documentation as approved for use by the Highway Authority.

**8.77** Roads to be adopted by the Highway Authority (HA) must meet HA specifications in respect of layout and construction and therefore early liaison to confirm this is advised.

**8.78** Road safety, pedestrian and cycling audits are required at preliminary design and post-completion stages of any new development. Pedestrian and cycling audits should be undertaken in accordance with any Local Walking and Cycling Infrastructure Plans (LCWIP). This will help ensure that barriers to cycling such as one way streets are made two way for cycling wherever possible.

**8.79** The design of new areas of highway should also take account of the Disability and Discrimination Act[207] along with reference to the document, Inclusive Mobility[208].

**8.80** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

**Speed control**

**8.81** The default design speed and speed limit for residential streets within new developments should be 20 miles per hour.

**Construction management plans**

**8.82** Whilst construction management plans cover many aspects of managing construction works during a development. To ensure no adverse effects, where considered necessary, the LPAs will request details as part of any construction management plan to ensure reinstatement of any roads/pavements which may be damaged during the construction of a development. In these cases, improvements to the public realm may also be sought and negotiated separately.

**8.83** For further guidance on the public realm please see 'Place shaping and the quality of the built environment (DEV20)'.

203 https://www.ciht.org.uk/media/4459/buses_ua_tp_full_version_v5.pdf
204 http://www.standardsforhighways.co.uk/ha/standards/dmrb/
205 http://www.standardsforhighways.co.uk/ha/standards/mchw/vol1/index.htm
206 https://www.devon.gov.uk/planning/apply-for-planning-permission/get-help-with-an-application/guidance-for-applicants
207 http://www.legislation.gov.uk/ukpga/1995/50
208 https://www.gov.uk/government/publications/inclusive-mobility

**New bridges and highway structures**

**8.84** Developers will be required to prepare full drawings and an Approval in Principle (AIP) document in accordance with BD 2/12 (entitled Technical Approval of Highway Structures) of the Highways England's Design Manual for Roads and Bridges (DMRB)[209] for the design and construction of new bridges, retaining walls and other highway structures that will directly affect, or may affect, the highway or any other existing highway structures in close proximity.

**8.85** The AIP documentation shall be submitted for technical review and approval during the planning and design development process. Subsequent to the approval of the AIP, a design/check certificate will be submitted for endorsement before commencement of the works. This should be funded by the developer.

**8.86** In South Hams and West Devon, Devon County Council has published technical details with regards to new structures with potential highway implications, for further information visit their website: Technical approval for structures[210].

**8.87** In the case of structures of minor significance it may be sufficient to provide outline drawings only, sufficient to show the scope, magnitude and complexity of the proposed works followed by the submission of a design/check certificate. Examples of such minor structures are retaining walls with a retained height not exceeding 2 metres and other structures or culverts with a span or diameter not exceeding 0.90 metres.

**8.88** Proposals for new bridges, retaining walls and other highway structures must take into account aesthetics, form, function, material durability and environmental impact.

**External Wall Insulation (EWI)**

**8.89** External Wall Insulation is used as a retrofit solution on existing buildings to improve their energy efficiency. Whilst this is supported in principle, it needs to be designed sensitively to respect the existing streetscene and installed using durable materials. House builders and providers need to be mindful that where EWI is proposed in areas adjacent to the public highway, it should not be installed so that it impacts on the public highway or endanger the public. In such instances, it is recommended that internal wall insulation is favoured.

**8.90** If EWI is proposed, it should avoid overhanging the highway, should not create an obstruction on footways or carriageways, or prevent the authority carrying out routine maintenance to any part of the highway. If there is any utility company equipment near the property the applicant/agent will need to speak to them to agree the cost of any alterations that are needed. The Highway Authorities will not be liable for any damage to insulation caused by the maintenance of street furniture, footway or carriageway surfacing, or utility company equipment.

209 http://www.standardsforhighways.co.uk/ha/standards/dmrb/vol1/section1/bd212.pdf
210 https://www.devon.gov.uk/roadsandtransport/make-a-request/technical-approval-for-structures/

## Meeting the community infrastructure needs of new homes (DEV30)

### What is this policy about?

**8.91** The LPAs not only want to deliver new homes, but also deliver sustainable communities. DEV30 is a policy to ensure that extensive single use areas of housing are avoided and instead ensure that developments build in community infrastructure and help mitigate any adverse impacts**.**

### What needs to be considered in the implementation of this policy?

**8.92** Policy DEV30 refers to the community infrastructure needs of new homes in contributing to the delivery of sustainable communities. Extensive single use areas of housing should be avoided, instead new development should mitigate its impacts by contributing to community infrastructure through planning obligations or through the provision of new infrastructure as part of a development.

**8.93** New housing development leads to population growth which places additional pressures on existing infrastructure, such as schools, healthcare, sports/recreation and community facilities/village halls etc. Consequently, in order to mitigate the impacts, it is considered appropriate that new housing development should make a contribution towards necessary improvements in community infrastructure.

**8.94** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

### Digital connectivity

**8.95** Given its geographical position and large rural population, the Plan Area's digital connectivity is essential for the areas sustainability. Both SPT2.3 and SPT8.5 aim to ensure development builds upon the area's digital connectivity.

**8.96** To implement this, new planning applications should encompass future-proof digital connectivity, i.e. Fibre To The Premises (FTTP), to new developments/premises and superfast speeds with 25Mbps as a minimum. This will usually be secured via condition.

**8.97** Digital infrastructure development should:

- Be designed and sited to avoid harmful impacts on public amenity or unacceptable street clutter in the public Avoid harm to the significance of heritage assets or their settings and support local distinctiveness;
- Demonstrate an absence of alternative sites, including, but not only, the possibility of sharing of existing masts and sites;
- Provide self-certification to the effect that a mobile phone base station when operational will meet the International Commission on Non-Ionising Radiation Protection (ICNRP) guidelines; and,
- Provide a statement for each site indicating its location, the height of the antenna, the frequency and modulation characteristics and details of power output and where a mobile phone base station is added to an external mast or site, confirmation that the cumulative exposure will not exceed the ICNIRP guidelines.

## Waste management (DEV31)

### What is this policy about?

**8.98** DEV31 is a policy which aims to achieve a sustainable solution to waste management whilst ensuring that refuse storage facilities, in their various forms, do not detract significantly from the appearance of the local environment. Appropriate design and location of waste storage and collection facilities can help and assist people to prioritise reducing, reusing, and recycling.

**8.99** When considering waste management, in the South Hams and West Devon administrative areas, Policy W4 of the Devon Waste Plan[211] applies, including the accompanying Waste Management and Infrastructure SPD[212] and will take primacy in relation to associated mineral and waste development outside Plymouth.

## DEV31.1 – Design and access arrangements for refuse collection vehicles

**8.100** The construction of all access roads for refuse collection vehicles will need to be designed to withstand the maximum payload of the vehicle (30 tonnes), including manhole covers and gully gratings etc.

**8.101** In a new development, sufficient space should be provided for the refuse collection vehicles to manoeuvre. Roads and parking areas should be laid out to ensure reasonable convenience for the collection vehicles.

**8.102** The Councils will generally collect bulk bins directly from communal stores. However, where access to stores is restricted by locked gates or similar, arrangements must be in place to ensure that collectors have access to the bins on collection day. Key coded access is preferable to keys or fobs and distance to be walked by collectors should be considered and will be controlled by planning condition.

**8.103** The main factors to bear in mind are:

- Any structure under which the refuse vehicle has to operate should provide a minimum vertical clearance of 4.5 metres, with a minimum working area of 3.5 metres width, by 4 metres length, where the emptying of the containers will take place;
- Refuse collection vehicles should not be expected to reverse into or from a highway to make a collection. Where collection vehicles do have to enter a development, there should be sufficient on-site turning circles or hammerheads with no parking to allow safe manoeuvring and exit from the development;
- Roads with inadequate width or turning facilities are inaccessible to collection vehicles and in such cases alternative presentation points on a nearby public highway have to be arranged;
- The length of a refuse collection vehicle plus container is generally 10m and the working length should take into account of the size of the container, making the length of the vehicle with the container in the emptying position 12 metres. A further 2 metres is required for the operatives to stand clear of the bin whilst being lifted;
- The emptying position that the vehicle manoeuvres to and operates from should be relatively level and flat for the entire length of vehicle and container;

211 https://www.devon.gov.uk/planning/planning-policies/minerals-and-waste-policy/devon-waste-plan
212 https://www.devon.gov.uk/planning/planning-policies/minerals-and-waste-policy/supplementary-planning-document

- Any slopes or gradients (other than those necessary for surface water drainage) should be avoided. Ideally the vehicle should pull into a dedicated off road bay, without the necessity of reversing into or out of the bay;
- A minimum width of 4.5 metres clearance for refuse vehicles will be sought on access roads, taking into account of any additional width required for parking of vehicles on one or both sides of the road;
- All access roads must have a minimum of 4.5 metres vertical clearance along their length;
- Ideally, refuse collection vehicles should be able to continue moving forward at all times (due to their size, reversing and turning round is difficult) and therefore cul-de-sacs should be avoided. If this cannot be avoided, a turning circle must be provided at the end of the road. This must be a minimum of 24.6 metres in diameter excluding any additional width required for parking of vehicles;
- All roads must have hard wearing metalled surfaces;
- Applications for flats above garages/coach houses, must be carefully considered.




**Figure 10 Minimum road width clearance required where on-street parking is provided for on both sides of the road**

## DEV31.2 – Providing integrated facilities in new developments

**8.104** The quality, design and provision of refuse storage should always be considered at the beginning of the design process for new developments in order to ensure:

- Adequate refuse and recycling facilities are provided;

- Storage of wheelie bins, communal waste bins and refuse sacks does not detract from the street-scene, obstruct access or detract from residential amenity;
- Separation of waste takes place at source to reduce landfill and improve recycling;
- There is access, both for users of the waste storage facility and for those who collect waste;
- Waste materials do not create odours or attract vermin; and/or,
- Waste storage does not create a fire hazard or impact on public health.

**8.105** Under the Environmental Protection Act 1990 those that fail to carry out proper disposal design and methods may have a duty of care imposed on them or statutory nuisance and enforcement action may be invoked to secure an appropriate remedy.

**8.106** The volume of storage required for refuse and recycling depends upon the precise form of the proposed development, and will be considered on a case by case basis. The City Council will publish separate guidance on these considerations to assist applicants.

**8.107** Please see 'DEV10.8 – Standard of accommodation (HMOs)' for guidance on refuse storage for HMOs.

**Residential development**

**8.108** New residential developments should include adequate and appropriate means of storing refuse and recyclable materials, preferably enclosed.

Internal storage

**8.109** Kitchen/utility room layouts should allow sufficient space for a minimum of two ten-litre waste bins and provision should be made for additional bins/ storage space for other recyclable items such as glass, textiles, plastic, paper, card, packaging and garden waste.

External storage

**8.110** For detached, semi-detached and end of terrace dwelling houses with side access the external waste storage areas should be integrated with the fabric of the dwelling or an associated garage, or otherwise screened or sited out of public view, but readily accessible to the occupiers. The layout should enable bins to be moved easily to the point where they can be collected, e.g. the kerbside or a communal collection point.

**8.111** Mid-terrace dwelling houses and other properties without side or accessible rear access must include an enclosed waste store integrated with the fabric of the dwelling and be readily accessible to both occupiers and the kerbside or area from which the waste bins are collected.

**8.112** For low-rise flats (up to four storeys in height), houses in multiple occupancy and high density housing developments, if provision is made for individual waste storage for each dwelling, the principles outlined above for mid-terrace dwellings should be applied. Otherwise, as a general rule, a communal refuse enclosure or store designed for an appropriate number of bulk refuse and recycling bins should be provided if six or more dwellings are present.

**8.113** If the development has less than four dwellings, then a store or space (communal or individual) must be provided for each 2 x 240 wheeled bins for each dwelling.

**8.114** In addition to the guidelines set out above, resident storage facilities should be designed to be:

- Fit for purpose – large enough to accommodate the volume of refuse anticipated from the residential development;
- Visually unobtrusive; and,
- Easy to access by refuse collectors and householders. Potential obstacles such as steps, heavy shale and steep slopes should be avoided.

**8.115** There may be circumstances where stores need to be located in a prominent location, however storage should not be on the highway. This is likely to be acceptable only where alternative locations do not comply with other elements of this guidance. In these instances, it needs to be demonstrated that this will be done safely and in a visually acceptable manner and considerations should be made of the choice of building materials, the scale and position of the stores in relation to the proposed dwellings and the potential to incorporate bin storage areas into other structures such as porches, garages or high garden walls.




**Good and poor examples of provision for bin storage in residential design**

**Commercial development (including food and drink uses)**

**8.116** Premises should be served with one or more 1,100 litre bins with recycling and food waste storage provision. The number of bins to be provided will be based on a reasonable estimation of refuse generation by the premises. Where the premises will generate relatively little refuse, 240 litre wheeled bins may be used.

**8.117** Adequate facilities must be provided for the collection and storage of waste from the premises. This is particularly important in terms of trade waste at commercial premises and especially premises in sensitive locations where good screening of waste storage areas will be required. Designs must consider:

- Prevention of nuisance from odour and noise or the potential for litter;
- Adequate size and layout for the anticipated number and type of waste receptacles;
- Access and egress for collection and potential for noise nuisance;
- Adequate lighting and drainage from the site;
- Hose pipe facilities to wash the floor after collection; and,
- Security from unauthorised access.

**8.118** The provision of food can lead to significant amounts of fat/grease entering the drainage system. To prevent obstructions or blockages, suitable grease traps should be installed.

Shops with rear servicing

**8.119** New shopping developments should normally be designed to enable servicing and deliveries by larger vehicles to the rear of the premises and normally will be the appropriate location for waste storage facilities. These should be designed so that they are integrated into the scheme, and accessible to users and collection vehicles.

**8.120** For groups of shops it may be possible to design communal facilities.

**8.121** Security should be provided for all waste storage areas, to design out opportunities for vandalism or fly-tipping.

Shops without rear servicing

**8.122** In establishing commercial areas it may not be possible to provide rear servicing for shops, so waste collection will be provided from the street frontage.

**8.123** In the design of new shopping developments of this type, it is essential to ensure that facilities are provided within the fabric of the building to enable the separation of waste and its collection from the street. This could take the form of an enclosed structure within the shop frontage that is capable of taking the requisite number of bins, or a screened sideway with easy access to the street frontage for collection purposes. Bag collection is not acceptable and everything should be containerised.

**8.124** When more than one shop unit is proposed, consideration should be given to designing in communal facilities that are easily accessible to all units as well as collection vehicles.

**Mixed use developments**

**8.125** For mixed use developments, commercial and residential waste must be stored and collected separately with separate accesses to each.

**Industrial or commercial development**

**8.126** All developments intended for industrial or commercial use must provide adequate space for solid waste storage and the numbers of refuse and recycling containers required will be dependent on the nature and size of the business.

**8.127** The same considerations for volume and design above i.e. screening, location and security will also apply for industrial or commercial development.

**8.128** Waste facilities at the front of the building may be necessary provided that they are not on the highway. Such facilities should be kept secure in order to prevent vandalism and fly tipping and the facility should not restrict access to the premises.

**8.129** For efficient disposal and collection of industrial waste, it is preferable to store it in external enclosures which should be integrated with the design and layout of the rest of the development, accessible to users, screened and readily accessible to collection vehicles.

**8.130** The developer must ensure that all facilities relating to the storage or pre-treatment of waste conform to any national guidelines and regulations that may be in place regarding the specific type of waste produced.

## DEV31.3 – Site Waste Management Plan (SWMP)

**8.131** For all major developments in the Plymouth administrative area, a Site Waste Management Plan (SWMP) will be required. This will need to demonstrate how the demolition, construction and operational phases of the development will minimise the generation of waste.

**8.132** Policy W4 (Waste Prevention) of the Devon Waste Plan sets out the requirement for a waste audit statement for all major development in West Devon and the South Hams. These should demonstrate how the demolition, construction and operational phases of the development will minimise the generation of waste and provide for the management of waste in accordance with the waste hierarchy.

# 9 Climate change, flooding, and coastal change (DEV32-DEV36)

## Introduction

**9.1** The JLP has an important role to play in delivering sustainable development whilst at the same time supporting national and international efforts to respond to climate change and build more resilient communities.

**9.2** The guidance in this chapter primarily supports policies DEV32 to DEV36 in the JLP. It also reflects national guidance, and should be read alongside the NPPF, NPPG and the site specific policies set out in the JLP.

## Delivering low carbon development (DEV32)

### What is this policy about?

**9.3** DEV32 is a policy which aims to reduce carbon emissions, increase energy security, including through the deployment of decentralised energy, minimise resource use and ensure new developments mitigate and are adapted to climate change.

### What needs to be considered in the implementation of this policy?

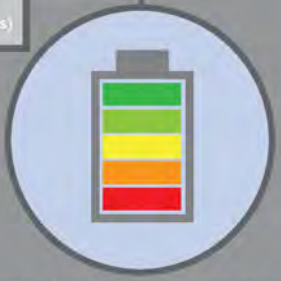
**9.4** The following diagram sets out the information that needs to be provided for the implementation of this policy, according to whether it is a major or minor application:




MAJOR

MINOR (except Householders)





- Energy Statement or Strategy
- Sustainability Statement to include:
  - Resource minimisation evaluation
  - Climate resilience evaluation

- Design and Access Statement or Statements:
  - Resource minimisation evaluation
  - Energy hierarchy

YES



In a district energy opportunity area or having relevant characteristics

NO

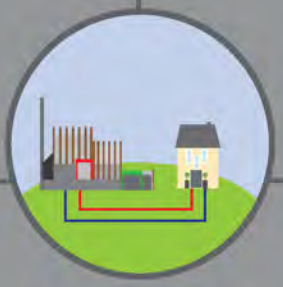


Complete Solar Masterplan study to demonstrate compliance.

Deliver 20% carbon reduction by onsite renewables.

If either approach not technically feasible, then offsite S106 contribution or alternative energy efficiency measures.

YES



Is there an existing district energy network?

NO



Must connect to district energy network

20% carbon reduction through onsite renewables, or, if not feasible, offsite S106 contribution



Future-proof for district energy network connection

S106 contribution to network or 20% carbon reduction through onsite renewables

## DEV32.1 – Minimising natural resources in development

**9.5** DEV32.1 aims to minimise the use of natural resources in the development over its lifetime. The structure, layout and design of places can help reduce their resource requirements in terms of both construction and in use, including energy demands, water and land take, and help to sustain natural ecosystems. Having a mix of uses and facilities within a neighbourhood can reduce travel demand and energy demands and efficient use of resources can take place at a number of scales. Designing multi-functional buildings and spaces for more than one purpose and provide greater flexibility for changing needs, can avoid duplication or prolong longevity.

**9.6** The method of construction and materials used has a big impact. Embodied carbon emissions arise from the life-cycle material flows of buildings and infrastructure. Certain materials or construction methods have a greater impact on carbon than others. Cement, for example, has been attributed to about 8 per cent of the global carbon dioxide ($CO_2$) emissions[213]. Reducing construction waste and using recycled materials or existing buildings will help minimise use of resources. Ensuring a place is also designed to be durable will help make it less resource hungry over time, by extending lifespan or allowing materials to be reused and reducing maintenance and replacement. The consumption of resources, over the lifespan of the development, when it is in use should also be considered, this includes water, energy use and waste.

**9.7** The LPAs will encourage the use of sustainable construction techniques that promote the reuse and recycling of building materials, maximise opportunities for the recycling and composting of waste on all new development proposals (residential and non-residential) and reduce $CO_2$ emissions. Developers should explore the potential to implement water recycling measures on a building or site-wide scale to significantly reduce mains water demand as part of all new development. New developments should be designed, wherever possible, in line with best practice (such as the UK Green Building Council's Embodied Carbon: Developing a Client Brief[214] ) to minimise resource use and reduce the embodied carbon content. Where demolition is proposed with replacement dwellings, this site should include comparative carbon impact of doing nothing, upgrading existing development and the proposed scheme.

**9.8** The approach should be set out in either the Sustainability Statement or the Design and Access Statement for Major applications. For minor applications (excluding householder applications), or, where neither a Sustainability Statement or a Design and Access Statement is required, the approach should be set out within a separate statement. For minor applications less detail will be required.

## DEV32.2 – Taking account of the impact of climate change

**9.9** Developments need to take into account the impact of a changing climate, including designing for resilience to climate change. Major developments should provide a climate change resilience section in the Design and Access Statement, to demonstrate that they will be resilient to the main anticipated effects of changing climate as specified in DEV32.2. These will vary according to the local context i.e. coastal/sea level, surface water drainage, temperature extremes and urban cooling etc.

213 https://reader.chathamhouse.org/making-concrete-change-innovation-low-carbon-cement-and-concrete#
214 https://www.ukgbc.org/wp-content/uploads/2017/09/UK-GBC-EC-Developing-Client-Brief.pdf

**9.10** Local risk assessments can also be used to identify those climate risks, including those arising from severe weather events. Risk assessments should consider the implications for the built environment and development, infrastructure, services and biodiversity of the likely impact of climate change, taking account of projected changes in temperature, rainfall, wind and sea level in its design. This should set out the potential vulnerability of a development to climate change risk over its whole lifetime. It should set out the risk, its magnitude and whether it can be avoided or reduced through mitigation.

**9.11** In terms of mitigating these risks, to improve resilience, the section in the Design and Access Statement should set the relevant measures incorporated into the design, such as:

- Building in flexibility to allow future adaptation if it is needed, such as setting back new development from rivers so that it does not make it harder to improve flood defences in future;
- By maximising summer cooling through natural ventilation in buildings and avoiding solar gain;
- Through district heating networks that include tri-generation (combined cooling, heat and power);
- Through the provision of multi-functional green infrastructure, which can reduce urban heat islands, manage flooding and help species adapt to climate change, as well as contributing to a pleasant environment which encourages people to walk and cycle;
- Allowing sufficient space between buildings, tree planting, shading and street layouts which encourage air flow; and,
- Considering use of light and reflective walls or paving, where appropriate, or vegetation on buildings, including green roofs.

**9.12** Developments should also avoid the risk of maladaptation (adaptation that could become more harmful than helpful). For example, designing buildings to maximise solar gain in winter without thinking through the implications for overheating in summer. Reference is made to the latest CIBSE TM59 overheating guidance which should be used for all residential planning applications.

**9.13** To achieve national and local carbon reduction targets, new development should be able to incorporate low carbon technologies such as EV charging, renewables and storage. To accommodate these technologies, all new developments are required to provide a three phase electricity supply to all occupied buildings.

**9.14** It is recommended that this section be read in conjunction with the NPPG guidance on climate change[(215)].

**9.15** The approach should be set out in a section of the Sustainability Statement for major applications only.

## DEV32.3-DEV32.6 – Energy statements and methodology

**9.16** Details of how points DEV32.3 to DEV32.6 are considered in an application should be summarised within an Energy Statement. An explanation of what an Energy Statement comprises is set out below with subsequent details of the relevant policy requirements.

215 https://www.gov.uk/guidance/climate-change

**9.17** An Energy Statement is required for all major planning applications (including new build, conversion developments and outline permission applications) to assess how the proposal(s):

- Meet the aims of the policies;
- Takes into account any higher energy efficiency standards proposed over and above Building Regulations; and,
- Uses low carbon energy generation technologies.

**9.18** Each assessment is required to demonstrate how the targets for regulated $CO_2$ emission reduction over and above 2013 Building Regulations will be met using the energy hierarchy. The Energy Statement should follow the following five stages of analysis:

1. Calculate baseline energy consumption of the development using SAP/SBEM or equivalent modelling software based on design to Building Regulations standard regulated use only. Planning applicants are encouraged to use updated Standard Assessment Procedure (SAP 10)[216]
2. Carbon emission factors to assess the expected carbon performance of a new development. Applicants should continue to use the current Building Regulations methodology for estimating energy performance against Part L 2013 requirements but with the outputs manually converted for the SAP 10 emission factors. It should be noted that the use of the SAP 10 emission factors in this context is for demonstrating performance against planning policy targets and, as such, is separate to Building Regulation compliance. Applications should therefore ensure that compliance with Building Regulations is maintained.
3. The Greater London Authority (GLA) Carbon Emission Reporting Spreadsheet[217] can be used for calculating and reporting the emissions results using SAP 2012 and SAP10 emissions factors, which should be submitted alongside an energy assessment. Baseline energy consumption to baseline $CO_2$ emissions should be converted using standard and appropriate conversion factors as provided by the Departments for Business, Energy & Industrial Strategy (BEIS) in Valuation of energy use and greenhouse gas (Supplementary Guidance to the HM Treasury Green Book on Appraisal and Evaluation in Central Government (2018)[218]. The baseline should include $CO_2$ emissions from all energy consumption. Emissions associated with water and space heating and cooling should be calculated from both a gas and electrical baseline.
4. Recalibrate baseline $CO_2$ emissions, taking account of reductions in energy consumption resulting from additional energy efficiency *design* measures beyond minimum standards in Building Regulations. As part of this, details of the additional energy efficiency measures (in excess of those needed to comply with current Building Regulations) that will be incorporated into the development should be included and, where available, specific details such as building material 'U values[219];
5. Calculate the target $CO_2$ emissions to be achieved through on–site renewable or low carbon sources (being equivalent to 20 per cent of the baseline);
6. Specify what options have been considered to meet this target and justify the proposed mix of approaches by:

216 https://www.bregroup.com/sap/sap10/
217 https://www.london.gov.uk/sites/default/files/copy_of_gla_carbon_emission_reporting_spreadsheet_v1.1.xlsx
218 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/794737/valuation-of-energy-use-and-greenhouse-gas-emissions-for-appraisal-2018.pdf
219 '**U-values** (sometimes referred to as heat transfer coefficients or thermal transmittances) are used to measure how effective elements of a building's fabric are as insulators.

- Illustrating in the proposal how the use of heat pumps, waste heat/cooling, community/district heating or centralised heating system and co-location of uses has been explored (see DEV32.6 for guidance on district energy networks);
- Evaluating energy storage and local distribution options with the objective of maximising efficiency of energy use. This applies to heat as well as to electrical energy;
- Identifying how Domestic Hot Water and space heating are delivered efficiently and proposals take account of different demand profiles;
- Where this approach/technology is not applicable or has been ruled out, give the reasons why this consideration has been excluded;
- For each technology deemed to be suitable for the site, proposals should include:
    - Proposed system size;
    - Estimated energy generation;
    - Estimated $CO_2$ savings (to be expressed in tonnes of $CO_2$ per annum); and,
    - Site-specific design requirements (e.g. where the technology would be installed, maintenance requirements or estimated life cycle).

- The location of any renewable or low carbon energy technologies should be shown in design plans, for example, proposed location of solar panels on roof; location of plant room for communal heating system etc.

**9.19** It is recommended that this section be read in conjunction with the following advice:

- Decentralised Energy Masterplanning – A manual for local authorities (ARUP, 2011)[220];
- CP1: Heat Networks: Code of Practice for the UK (CIBSE/ADE, 2015)[221];
- Guidelines for connecting to heat networks (Plymouth Part 1 and 2 Heat Network Connection Packs)[222];
- Guidelines for connecting to 5th Generation District Heating and Cooling networks (Plymouth Part 1 and 2 Plymouth 5DHC Network Connection Packs)[223];
- Heating, ventilation and air conditioning (HVAC) energy efficiency, overview guide (Carbon Trust, 2011)[224];
- NPPG Guidance on Renewable and low carbon energy[225]; and,
- CIBSE TM59 Overheating guidance[226].

**9.20** For larger developments that are to be completed in a number of phases or over a number of years, an Energy Masterplan and Energy Strategy should also be produced and submitted. In particular, the energy masterplan should show the proposed energy infrastructure e.g. additional electricity or gas supplies and renewable energy technologies. Together, these documents should set out the overall energy characteristics of the development and calculated carbon emissions, and include full detail for the first phase. Reviews of the Energy Strategy may be required in advance of each respective phase and a full energy statement should accompany each reserved matters planning application.

220 https://www.theade.co.uk/assets/docs/resources/DENet_manual_lo_v10.pdf
221 https://www.cibse.org/knowledge/knowledge-items/detail?id=a0q200000090MYHAA2
222 https://www.plymouth.gov.uk/districtenergy
223 https://www.plymouth.gov.uk/districtenergy
224 https://www.carbontrust.com/resources/guides/energy-efficiency/heating-ventilation-and-air-conditioning-hvac/
225 https://www.gov.uk/guidance/renewable-and-low-carbon-energy
226 https://www.cibse.org/knowledge/knowledge-items/detail?id=a0q0O00000DVrTdQAL

**9.21** Baseline compliance with current Approved Document Part L (BRUKL)[227] should be met through sustainable design principles and energy efficiency measures alone, without the incorporation of renewable technologies. Energy Statements should be accompanied with relevant Standard Assessment Procedure (SAP)[228] and BRUKL documentation to confirm the calculations undertaken.

**9.22** Further to compliance with Part L, a 20 per cent carbon reduction should be met through the following energy hierarchy in order of applicability:

1. Connection to a district energy network;
2. Provision of a communal heating system with the facility to connection to a future District energy Network;
3. Provisions of the following renewable energy options:

- Bio-fuel boilers;
- Wind Turbine;
- Fuel Cells;
- Ground Source Heat Pump;
- Solar Water Heating;
- Air Source Heat Pump; and,
- Photovoltaic.

**9.23** If this cannot be achieved on-site, an off-site contribution may be sought or alternative energy efficiency measures can be proposed. This will be considered on a case-by-case basis.

**9.24** Please note that direct electric or resistive electric heating is not permitted under DEV32 for a number of reasons. These include the finite capacity of the electrical distribution network in the city and an anticipated increase in demand on the network from other uses such as charging electric vehicles. Furthermore, projected reductions in the carbon intensity of grid electricity over time are predicated on the use of heat pumps, and not the widespread adoption of resistive heating as a replacement for gas boilers. Electric resistive heating is also significantly more expensive for the end users to run and it is likely to result in higher energy bills and are also not compatible with connection to district heating networks.

**9.25** The following tables should be completed for each element of the development (e.g. retail, hotel and residential), and a final set should be completed for the development as a whole:

| | **Carbon Dioxide Emissions (Tonnes $CO_2$ per annum)** | |
|---|---|---|
| | **Regulated** | **Unregulated** |
| Baseline: Part L of the Building Regulations Compliant Development | | |
| After Passive and Energy Efficiency Measures | | |

227 https://www.gov.uk/government/publications/conservation-of-fuel-and-power-approved-document-l
228 https://www.gov.uk/guidance/standard-assessment-procedure

| | Carbon Dioxide Emissions (Tonnes $CO_2$ per annum) | |
|---|---|---|
| | **Regulated** | **Unregulated** |
| After the use of renewable / low carbon technologies | | |

**Table 34 Example table showing CO2 tonnes per annum**

| | Regulated Carbon Savings (above compliance with Building Regulations Part L) | |
|---|---|---|
| | **Tonnes $CO_2$ per annum** | **%** |
| Savings from Passive and Energy Efficiency Measures | | |
| Savings from the use of renewable/low carbon technologies | | |
| **Total cumulative savings** | | |

**Table 35 Example table showing Regulated Carbon Savings**

## DEV32.3 – Energy hierarchy

**9.26** Development should minimise energy demand, maximise energy efficiency and integrate the use of renewable and low carbon energy in line with the energy hierarchy shown at DEV32.3.

**9.27** DEV32.3 highlights the 'energy hierarchy' concept, which offers a sequential approach to reducing $CO_2$ emissions from development, prioritising fabric energy efficiency measures:

1. Reducing the energy demand of the development;
2. Use energy more efficiency in the development;
3. Supply energy from renewable sources on-site;
4. Delivering carbon reductions through off-site measures.

**9.28** The following should be considered when addressing energy efficiency through design:

- Building fabric measures (including retrofitting to existing development);
- Energy efficient heating and hot water;
- Energy efficient air conditioning (only use where necessary);
- Insulation and airtightness measures;
- Demand management systems;
- Energy efficient lighting and appliances (use of low energy fittings);
- Solar Master Planning (building orientation) and,
- 'Smart' systems and storage (balancing demand and supply of energy)

## DEV32.4 – Solar master plans

**9.29** DEV32.4 states the need for a solar master plan for major developments. This is to show how availability of passive solar energy has been considered in a scheme's layout. The potential benefits of passive solar design can only be realised by careful siting and layout. For example, access roads could predominantly run east-west, with local distributors running north-south and glazing minimised on north facing elevations to reduce heat loss.Passive solar design principles can be applied equally effectively in housing and commercial developments.

**9.30** It is important that passive design considers the potential for overheating in the summer, as well as reducing need for heating in the winter.A range of design solutions can be considered to help avoid overheating and the need for air conditioning. For example, high levels of thermal mass, maximising natural ventilation, passive cooling using planting for shade, roof overhangs to provide shade for high-sun angles, and smart glazing materials.

**9.31** Winter Probable Sunlight Hours (WPSH) is a commonly used solar master planning metric and a simple measure of useful sunlight and daylight, reducing heating requirements over winter, whilst Vertical Sky Component (VSC) measures access to natural light, reducing the need for artificial lighting requirements.

**9.32** A report should be prepared setting out how the proposed development meets the requirements and any conclusions should be addressed in the Design and Access Statement. Developments should show how sunlight solar access has been optimised by:

- Aiming to achieve a minimum of 10 per cent WPSH (when applied to one window on a wall oriented within 90 degrees of south in the main living space);

- Aiming to achieve a minimum VSC of 27 per cent; and,
- Providing a quantitative and qualitative report, detailing calculations of VSC and WPSH following the methodology set out in guidance Site layout planning for daylight and sunlight: a guide to good practice (BR209)[229].

**9.33** Proposals should also set out the balance of glazing on northern orientated building elevations compared to southerly orientated elevations, achieving at least 60 per cent on southerly facing elevations. This should be done whilst still preventing a negative impact on neighbour amenity.

**9.34** Consideration should also be given to the risk of overheating and any mitigation measures should be incorporated into the development. These measures may include: shading of higher sunlight angles; glazing design or thermal mass. This is an important issue as keeping buildings cool can also use significant amounts of energy. Proposals for mitigation should be clearly set out, including the measures considered and the reasons for the approach taken. Reference is made to the latest CIBSE TM59 overheating guidance which should be used for all residential planning applications.

**9.35** Where groups of buildings are planned, the site layout design should aim to maximise the number of dwellings with a main living room that meets the above recommendation.

229 https://www.brebookshop.com/details.jsp?id=326792

**9.36** It may be difficult to achieve the improvements where there are existing site constraints, such as neighbouring buildings, developments or features which shade the development. If 10 per cent WPSH or 27 per cent VSC is not achievable a report should be submitted outlining how daylight and sunlight have been optimised and other measures adopted to reduce carbon emissions.

**9.37** Where developments meet the standards and the applicants also commit to deliver glazing proportions, this may count as a credit of 5 per cent in relation to the 20 per cent overall target for renewable or low carbon energy to the 20 per cent overall target for renewable or low carbon energy.

## DEV32.5 – On-site renewable energy

**9.38** DEV32.5 requires all major development proposals to incorporate low carbon or renewable energy generation to achieve regulated carbon emissions levels of 20 per cent less than that required to comply with Building Regulations Part L[230]. All major development proposals should incorporate low carbon or renewable energy generation to achieve a 20 per cent reduction in the regulated carbon emissions rate over above Part L and any additional energy and passive saving measures introduced. The reduction should also take account of the predicted degression in any technologies used. Any development falling below this target will require additional justification with an assessment of the technical feasibility and viability.

**9.39** If this cannot be achieved on-site due to technical feasibility, an off-site contribution may be sought or alternative energy efficiency measures can be proposed. These will be considered on a case-by-case basis.

## DEV32.6 – District energy networks

**9.40** DEV32.6 requires developments to connect to existing or be able to connect to new district energy networks which supply heat/cooling energy more efficiently to buildings, by:

- Providing a means to utilise waste energy from an energy intensive process;
- Producing and distributing heating/cooling from low carbon process; and,
- Through greater efficiencies of scale and where possible sharing heating/cooling.

**9.41** All major development proposals within a District Heating Opportunity Area must either:

- Design their space heating, Domestic Hot Water and, where relevant, cooling systems, to be compatible and able to connect to a heat network;
- Where an energy network exists in the vicinity of the development, the applicant must prioritise connection, and provide confirmation from the network operator that the network has the capacity to serve the new development, together with supporting estimates of installation cost and timescales for connection;
- Where a development is outside of these areas, but has at least one of the following characteristics, the applicants should carry out a detailed technical feasibility of the development to deliver an on-site heat network, or, where this is not possible, demonstrate that they are designed to connect to a future district energy network, agreeing the brief for the work in advance with the relevant LPA:

230 https://www.gov.uk/government/publications/conservation-of-fuel-and-power-approved-document-l

- Consisting of over 100 dwellings;
- Having a heat demand density of 30kWh/ square metres of land area;
- Having a mixed use nature e.g. more than one use and being of large-scale (e.g. greater than 3,000 square metres gross floor area);
- Including high process energy use such as data centre, swimming pool, laboratory, industry or other similar uses with high-energy demand; and/or,
- Predicted to have a total heat or cooling demand in excess of 500MWh/annum including 'unregulated' energy demand; and,

- Where developments within the Plan Area meet the above criteria, they should implement the proposals where these are technically feasible and viable, either for the applicants to deliver directly, or through a separate Heat Network Operator.
- All proposals should aim to use low temperature heating systems compliant with recommended connection guidance (Part 1 and 2 Plymouth Heat Network Connection Packs).

**District heating and low temperature building zone in the PPA**

**9.42** In Plymouth, district heating opportunity areas have been identified:

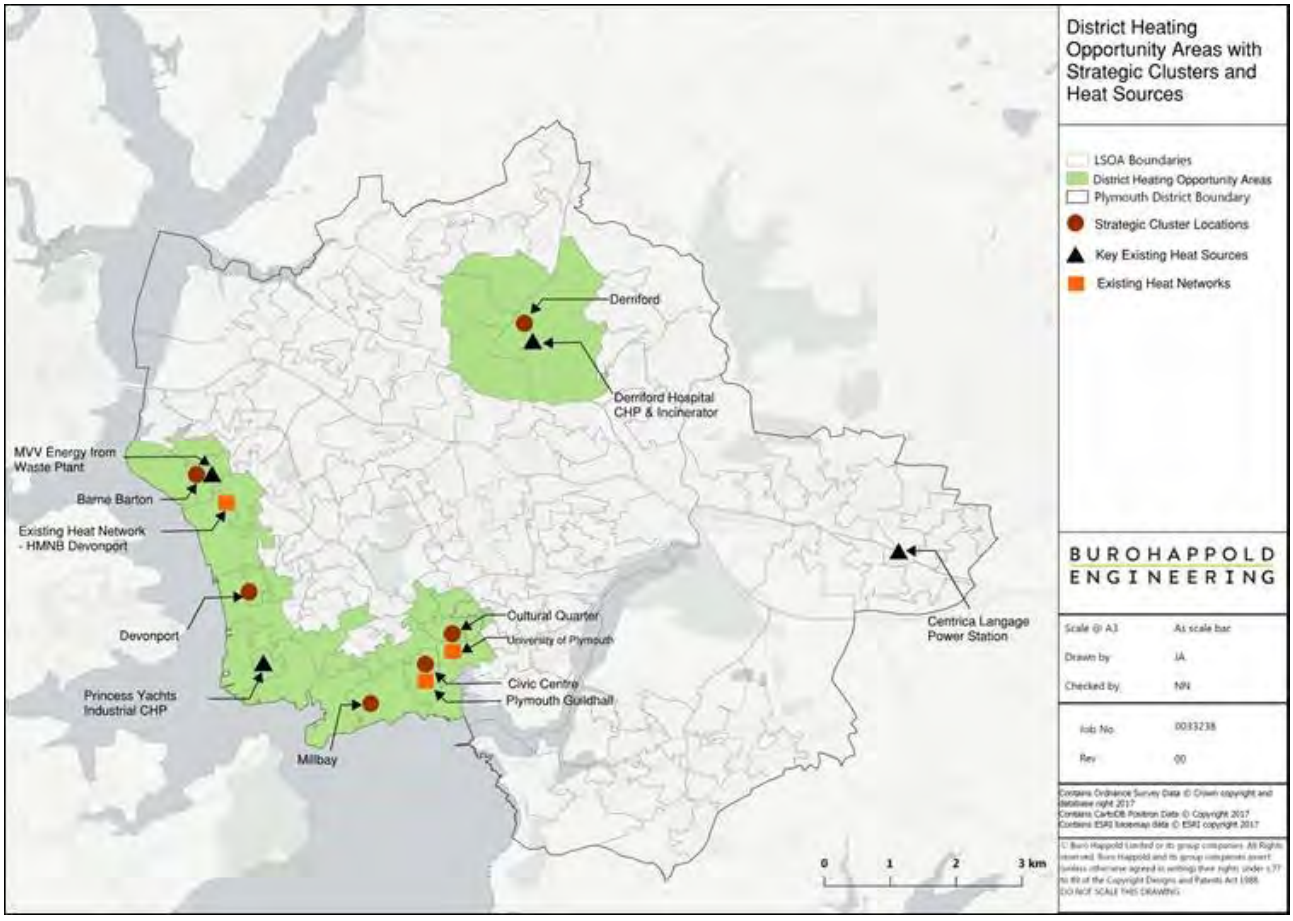



**Figure 12 District heating opportunity areas in Plymouth**

**9.43** A low temperature building zone (LTBZ) has also been designated in Plymouth:

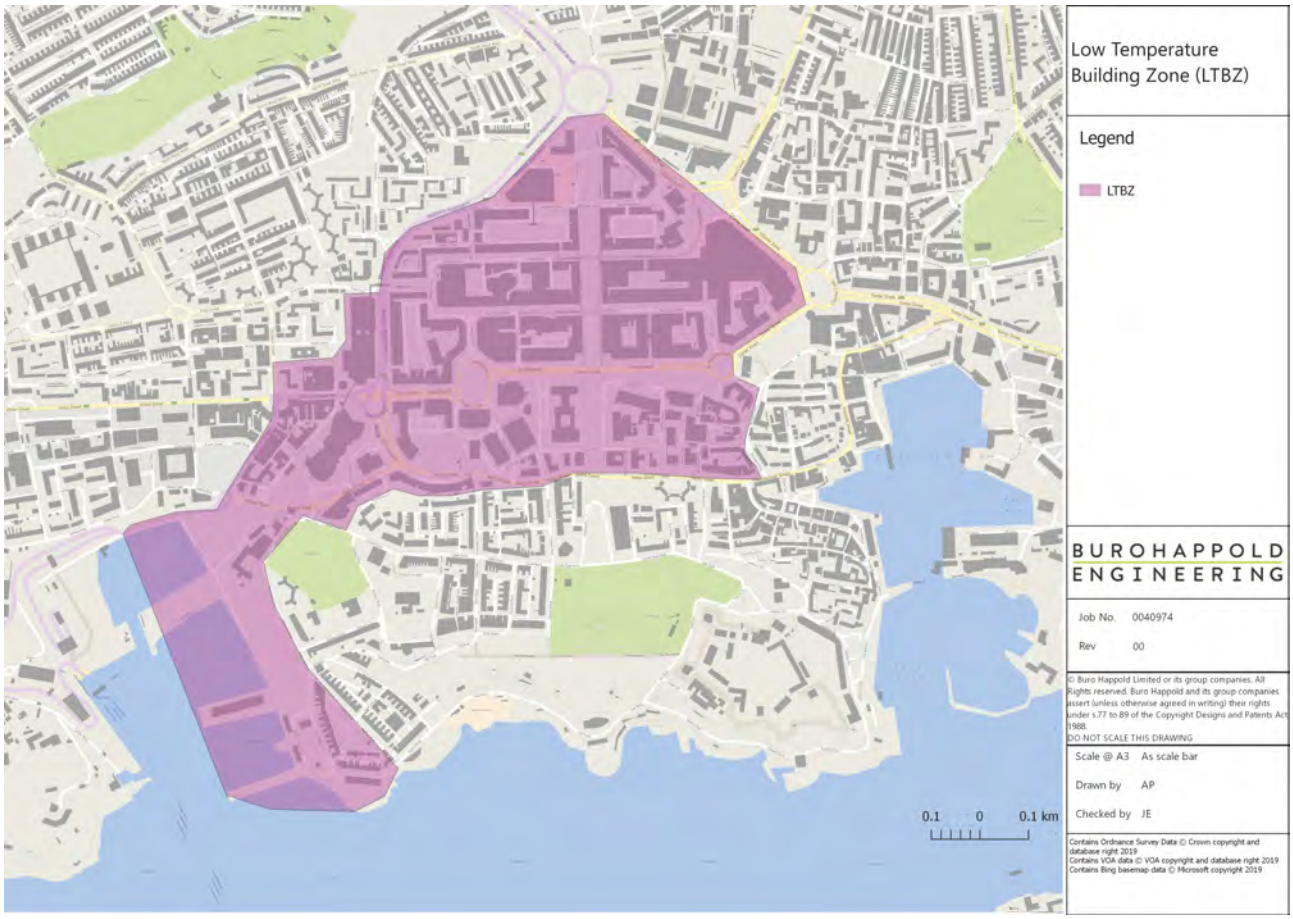



**Figure 13 Low temperature building zone (LTBZ) in Plymouth**

**9.44** Developments coming forward within the low temperature building zone in Plymouth should have centralised wet heating designed for flow temperatures less than 60c (but preferably less than 50c for space heating) and a wide temperature differential between flow and return of at least 20c (preferably 30c).

**9.45** This integrated network approach will allow developers the flexibility to connect as-and-when their development comes on stream. Applicants should work with the LPA on the mechanical environmental (heating and cooling) systems proposed for their new development to ensure the lowest carbon solution possible.

**9.46** These systems should be low temperature (heating), centralised plant, water based and where possible electrically fuelled e.g. heat pumps supplying 'wet' central systems. This should also include allowances for access routes for heat network pipework from buried street infrastructure to the central plant areas;

**9.47** High temperature cooling systems (12C and above cooling temperature) should be utilised and this cooling be delivered from a centralised plant room, utilising the same central plant that the heating uses where possible (i.e. heat pumps), or separate plant if the shared plant approach can be proved to be beyond viability.

**9.48** The reduction in heating temperatures and raising of cooling temperatures is required to enable future proofing for the deployment of low temperature district systems. The aim is to supply both heating and cooling from a single ultra-low temperature heat network, avoiding the need for separate cooling systems.

**9.49** Further details for the low temperature building zone design requirements can be found in the Part 1 and 2 Plymouth 5DHC Heat Network Connection Packs.

**9.50** Micro-district energy can also be used in much lower density areas, utilising heat pumps and similar technologies, with shared ground arrays.

**9.51** Certain commercial and manufacturing premises and processes generate quantities of waste heat. This represents a wasted resource that can be captured and used to fuel other premises or processes. The planned co-location of uses can provide significant benefits for energy efficiency.

**9.52** The following aspects in relation to district energy (heating and cooling) should be taken into account in the:

- Designed in accordance with Part 1 and 2 Heat Network Connection Packs and in line with the latest best practice, including meeting the minimum standards set out in the CIBSE/ADE Heat Networks Code of Practice CP1[231] or any future version of this document;
- Where a site energy network is to be integrated with an existing area/site network, the proposal will be assessed in the context of the need to maximise/optimise the efficiency of the combined network;
- Consideration should be given to the feasibility of utilising renewable, low carbon energy sources or waste heat from the start, and to the design requirements to enable a phased transition to these where they are not initially viable;
- Design to minimise energy losses and high costs to residents – pricing should be shown to be reasonable and fair;
- Consideration should be given to the arrangements for operation and management of the system, including for energy sales;
- Applications for large installations of heat based renewable energy or waste to energy schemes should include a review of alternative sites, setting out significant heat users in these areas, influencing the final location of this plant to optimise opportunities for use of surplus energy. Applications should state what off-site energy network infrastructure and whether additional significant investment to the plant would be required to be able to export the energy;
- The LPA will require heat networks to sign up to the Heat Trust Scheme in order to ensure good customer satisfaction.

**9.53** Where the district wide network is not yet operational in relation to the particular development under consideration the LPA will:

1. Seek an off-site contribution to the establishment of the network;
2. Require heating and cooling systems that are compatible with and allow for future easy connection to local district energy networks;
3. Safeguard locations for a potential Energy Centre;
4. Seek to ensure that any costs to residents are deemed reasonable and fair for the proposed development energy system prior to connection to the heat network.

**9.54** If the proposals do not incorporate these measures, then justification will be required with an assessment of the technical feasibility and viability of using district heating and/or cooling.

231 https://www.cibse.org/knowledge/knowledge-items/detail?id=a0q200000090MYHAA2

**9.55** Within the TTV Policy Area, applicants for development schemes with at least one of the below characteristics should provide a feasibility study to inform whether a heat network is included as part of a proposal or not:

- Consisting of over 100 dwellings;
- Having a heat demand density of 30kWh/ square metres of land area;
- Having a mixed use nature e.g. more than one use and being of large-scale (e.g. greater than 3,000 square metres gross floor area);
- Including high process energy use such as data centre, swimming pool, laboratory, industry or other similar uses with high-energy demand; and/or
- Predicted to have a total heat or cooling demand in excess of 500MWh/annum including 'unregulated' energy demand.

## Renewable and low carbon energy (including heat) (DEV33)

### What is this policy about?

**9.56** DEV33 is a policy to support renewable energy development to help contribute to national targets through the production of renewable and low carbon energy.

**9.57** When considering this policy, in the South Hams and West Devon administrative areas the Devon Waste Plan[232] also applies, including the accompanying Waste Management and Infrastructure SPD[233].

### What needs to be considered in the implementation of this policy?

**9.58** Some smaller scale renewable energy schemes can be built under a property's General Permitted Development rights if they are designed within certain parameters, but larger schemes will require express planning permission from the relevant LPA.

**9.59** Renewable energy technologies are available in a variety of forms, some having specific planning considerations. The most commonly utilised are:

- Electricity generating
    - Solar PV
    - Wind
    - Hydro, tidal
- Heat generating
    - Biomass
    - Heat pumps
    - Solar thermal
- Energy storage.

**9.60** Renewable energy technologies are rarely able to provide energy on demand 24 hours of the day. Energy storage (thermal, electrical, compressed air etc.) can increase the efficiency of energy use and should therefore be seen as an integral component of a scheme.

232 https://www.devon.gov.uk/planning/planning-policies/minerals-and-waste-policy/devon-waste-plan
233 https://www.devon.gov.uk/planning/planning-policies/minerals-and-waste-policy/supplementary-planning-document

## DEV33.8 – Energy generation facilities

**9.61** DEV33.8 concerns proposals for new energy generation plants or energy from waste plants. Developments will be considered alongside all other policies and guidance and against the following criteria:

- Ability to maximise energy recovery or efficiency of generation. In the case of heat-based fuels, the proximity of uses (existing and new) that can utilise this energy should be considered;
- Efficiency of operation (use of waste heat, energy storage, distribution losses);
- Impacts specific to energy from waste facilities, as set out in National Guidance on the Incineration of Municipal Solid Waste[234].

**9.62** Applications for large installations of heat based renewable energy or waste to energy schemes should include a review of alternative sites, setting out significant heat users in these areas, influencing the final location of this plant to optimise opportunities for use of surplus heat.

**9.63** Applications should state what off-site heat network infrastructure and whether additional significant investment to the plant would be required to be able to export the heat.

**9.64** For applications that propose to generate energy from waste, or developments which generate surplus heat, the primary consideration for the energy assessment is that the electricity generation plant is designed with a heat off-take facility to provide heat to an existing or future district heating network. It should also provide space for heat exchangers, storage, pumps, and pipes to the edge of the site, and have a costed strategy for how this will be done.

## Community energy (DEV34)

### What is this policy about?

**9.65** DEV34 is a policy to support community energy projects. The LPAs consider that community-led energy development projects have the potential to offer significant and greater sustainable development benefits than wholly privately owned and operated developments. These benefits should be elaborated fully in applications for consent. Community energy projects can include renewable energy generation or energy efficiency schemes.

### What needs to be considered in the implementation of this policy?

### Community ownership of energy developments

**9.66** The Government has promoted shared ownership of commercially developed renewable energy schemes. Shared ownership most commonly takes the form of split ownership, shared revenue or joint venture - typically between 5 and 25 per cent of a development to be owned by the community. One-off payments in cash or in kind to community groups or organisations do not constitute shared ownership.

234 https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/221036/pb13889-incineration-municipal-waste.pdf

**9.67** The LPAs expect shared ownership to comprise a minimum of 20 per cent of the development and be delivered through a not-for-profit institution, having a majority of local representation on its governing body and being established to deliver benefits that will be enjoyed by the community for the lifetime of the development.

**9.68** The offer of shares to private investors in the community does not of itself constitute shared ownership in the context of this policy, although

## Managing flood risk and water quality impacts (DEV35)

### What is this policy about?

**9.69** DEV35 is a policy to manage flood risk and water quality impacts by directing development away from areas at highest risk, but, where development is necessary, ensuring that it is safe without increasing flood risk impacting on the designated sites or pollution elsewhere. The policy also requires applicants to utilise sustainable water management measures to ensure development reduces water use, increases its re-use, minimises surface water run-off and does not increase flood risk or adverse impacts on water quality.

**9.70** Across the Plan Area there are two Lead Local Flood Authorities (LLFA) who produce flood management strategies, help to manage flood risk and liaise with planning on flooding matters. PCC covers the administrative area of Plymouth whist DCC covers South Hams and West Devon.

**9.71** When designing schemes, applicants in South Hams and West Devon should consult DCC's Flood and Coastal Risk Management Team (LLFA) as LLFA. In Plymouth applicants are advised to contact PCC.

**9.72** Applicants are also advised to contact other relevant organisations about their proposals such as South West Water (SWW) and the Environment Agency (EA) and consider how their proposal links to other aspects of the development such as the design of the public realm etc.

### Plymouth Local Flood Risk Management Strategy (LFRMS)

**9.73** The Local Flood Risk Management Strategy (LFRMS)[235] is produced by PCC as Lead Local Flood Authority (LLFA). The LFRMS is formed of two parts: Part 1 is a non-technical summary, and Part 2 (A Technical Guide) is a reference for developers, designers and other parties wishing to undertake works that either require the management of surface water or will impact upon the fluvial and inland coastal water environment.

**9.74** Other Risk Management Authorities (RMAs) collaborating with Plymouth City Council to manage flooding are the Environment Agency (EA) and South West Water (SWW). Responsibilities for managing flood risk across the city are assigned as follows:

- Tidal - EA and PCC (LLFA)
- Fluvial - Main rivers (managed by the EA)

**9.75** Ordinary watercourses (managed by PCC) are as follows:

- Surface water - PCC (LLFA)

235 https://www.plymouth.gov.uk/emergencies/severeweather/flooding

- Public Sewers - SWW
- Groundwater - PCC (LLFA)

**9.76** The Plymouth LFRMS sets out the principles by which these RMAs will manage these risks, namely:

- Effective planning of new development, taking current and future flood risk into account;
- The improved management of surface water for future developments
- Ensuring Sustainable Drainage Systems (SuDS) meet PCC and national design criteria;
- A consistent standard of flood defence, within practical and financial limitations;
- A prioritised programme of flood risk management schemes and interventions;
- Recording of flood incidents and investigation of significant property flooding;
- Management and enforcement of Flood Defence Consents for Ordinary Watercourses; and,
- A prioritised programme of flood risk management schemes and interventions.

**The role of Devon County Council in flooding and approach taken**

**9.77** In South Hams and West Devon, DCC is the LLFA, DCC's role in terms of flood risk and the approach taken is outlined below:

- DCC maintains, applies and monitors a strategy for local flood risk management in Devon. The high level strategic document outlines the responsibilities of the Risk Management Authorities in Devon and how they are working in partnership to coordinate local flood risk management. Accompanied by a suite of supporting documents and guidance, this covers SuDS and Land Management Guidance, engaging with communities and preparing for floods, responding to flood events, collaborating on flood risk studies; and investing in flood management improvements';
- DCC are statutory consultee on all major planning applications with surface water implications and provides comments to the district councils and two national parks. DCC encourage the use of sustainable drainage techniques on all major applications;
- DCC prioritise the delivery of flood schemes to vulnerable communities across Devon often working with other risk management authorities such as the EA and SWW;
- DCC take enforcement action when required where activities have been undertaken which causes an increase in flood risk on Ordinary Watercourses;
- DCC are responsible for the granting of Land Drainage Consents on Ordinary Watercourses. This is required for any works temporary or permanent, within the banks of an Ordinary Watercourse;
- DCC also maintain an asset register as required under the Flood and Water Management Act 2010.This register records all structures and features which are anticipated to have an impact on the flood risk in the area.

## DEV35.1 - Sequential test

**9.78** For sites not provided for within the JLP, a sequential approach should be used in areas known to be at risk from any form of flooding.

**9.79** The NPPG provides guidance on how to complete a sequential test [236].

236 https://www.gov.uk/guidance/flood-risk-assessment-the-sequential-test-for-applicants

## DEV35.2 – Exception test

**9.80** Applicants must assess whether and to what extent flood risk should be taken into consideration in any development proposal and, where it is not possible for the development to be located in zones with a lower probability of flooding, an Exception Test must be undertaken and demonstrated through a site-specific flood risk assessment.

**9.81** The NPPG provides guidance on how to complete an exception test[237].

## DEV35.2 and DEV35.7 – Flood Risk Assessment/Drainage Strategy requirements

**9.82** DEV35.2 and DEV35.7 requires a Flood Risk Assessment (FRA) or a Drainage Strategy to be submitted when meeting validation requirements. When preparing these they should be proportionate to the scale of the development. The FRA should assess the sources and risks of flooding to the site and assess the risk of flooding from the site.The FRA should demonstrate that:

- The development is not at risk from flooding and does not increase flood risk elsewhere;
- Any necessary fluvial flood defences must provide a minimum standard of defence of 1 in 100 year return period with a 40 per cent allowance for climate change for the lifetime of the development;
- Developments at risk from tidal and coastal flooding must provide a minimum level of defence of 4.81mAOD, or be able to provide protection to this level with approved flood boards or flood-proof doors;
- Flood defence designs must be supported with calculations and or modelling outputs that demonstrate the development is protected for the lifetime of the development;
- All developments outside of Flood Zone 1 must demonstrate that safe access and egress is possible at all times;
- In order to manage any residual tidal flood risk over and above the required flood defence standard, it is recommended that ground floor should be made flood resilient with the use of waterproof floors and walls and by raising electric and communications services. Using the ground exclusively for garage space, car parking or bin storage is also good practice, though safe access and egress should still be provided; and,
- Demonstration that water quality and amenity/habitat value have been taken into account, are not impacted upon and are positively promoted within the proposals in accordance with current best practice guidance (CIRIA SuDS Manual).

**9.83** Further guidance on when a FRA is needed as part of a planning application, how to complete one and how it's processed is available in the NPPG: Flood risk assessments if you're applying for planning permission [238].

**9.84** To find out whether a site is within a flood zone, please see the government's flood map for planning[239].

**9.85** The Drainage Strategy should demonstrate that:

- A viable surface water drainage system can be implemented;

237 https://www.gov.uk/guidance/flood-risk-assessment-the-sequential-test-for-applicants#exception-test
238 https://www.gov.uk/guidance/flood-risk-assessment-for-planning-applications
239 https://flood-map-for-planning.service.gov.uk/

- Sufficient space has been allowed for the drainage system;
- Sufficient space has been allowed for above and below ground attenuation features;
- Suitably sized components have been specified; and,
- A maintenance and management plan for the operation of the surface water drainage system has been included.

**9.86** The Flood Risk Assessment/Drainage Strategy should include:

- Details of a drainage scheme design, whether infiltration or positively drained, to a minimum of 1 per cent AEP (1 in 100 year return period) with 40 per cent allowance for climate change;
- Calculations and or modelling outputs that demonstrate the drainage system is designed to the required standard, taking into account any tidelocking effects.
- Detailed design of the proposed drainage system, including: pipe sizes; manhole schedule; pipe materials and any proposed outfalls; tanks or other drainage features and their locations and demonstrate coordination with landscape or townscape designs;
- Infiltration rates for the site to support the decision to use an infiltration or piped drainage strategy, tested to BRE 365 (soakaway) standard[240];
- A maximum discharge rate for positive systems, an identified point of discharge and written confirmation of acceptance by the sewerage undertaker;
- Assessment of any surface water flowing onto the site from third party land that may compromise the design standard of the drainage system;
- A surface water exceedance flow route identified on a plan that shows the route exceedance flows will take both on and off site from the point of surcharge, and demonstrating that these flows do not increase the risk of flooding to properties on and off the site and or to Third Party Land including the Public Highway. Exceedance flows should be intercepted and contained on site as far as this is reasonably practicable and safe to do so, ensuring that flows are directed away from public access areas.
- Supporting hydraulic modelling should be undertaken using an industry approved package such as Microdrainage, Causeway or Infoworks. The Lead Local Flood Authority (LLFA) should be consulted regarding modelling criteria;
- Demonstration that water quality and amenity/habitat value have been taken into account, are not impacted upon and are positively promoted within the proposals in accordance with current best practice guidance (CIRIA SuDS Manual[241]);
- Requirement for groundwater monitoring when infiltration systems are being proposed. A ground investigation study should assess and confirm the anticipated path the water will take having been discharged to a proposed soakaway. This is to confirm that water will not follow a pathway that ultimately impacts upon third party land or property.
- A works programme with details of when the drainage is to be installed and how it is to be protected during construction;
- Future management, maintenance and any adoption proposals;
- A Construction Environment Management Plan (CEMP) is required that demonstrates that the proposed drainage system is protected from silt and pollution, and is inspected during the construction phase. Details of any pollution control measures should be marked up on a plan. The CEMP must also contain a construction programme.

**9.87** If is it proposed to implement drainage infrastructure on land not within the applicant's ownership, permission in principle should be sought from the relevant land owner.

240 https://www.eden.gov.uk/media/1072/bre_digest_soakawaysdesign.pdf
241 https://www.ciria.org/ItemDetail?iProductCode=C753F&Category=FREEPUBS

**9.88** For major developments, a 10 per cent increase in impermeable area should be included to allow for urban creep over the lifetime of the development.

## DEV35.3 – Flood Zones 2 and 3

**9.89** DEV35.3 states that development proposals located in flood zones 2 and 3 will be discouraged unless wider sustainability benefits can be demonstrated, following the application of the sequential and, if required, the exception test approach.

**9.90** To find out whether a site is within a flood zone, please see the government's flood map for planning[(242)].

## DEV35.4 – Surface water drainage hierarchy

**9.91** DEV35.4 looks to ensure development incorporates sustainable water management measures. For all new and existing development sites, surface water should be separated from foul flows in a separate drainage system.

**9.92** PCC's LFRMS sets out a drainage hierarchy which differs from DCC in that discharge of surface water to a waterbody is identified ahead of infiltration, both hierarchies are set out in the relevant LFRMS and summarised as below:

**9.93** PCC:

- Discharge to a waterbody (if available and with sufficient capacity) with written permission from the riparian (wetlands adjacent to rivers/streams) owner or necessary consents;
- Infiltration;
- Discharge to a surface water sewer, highway drain or culverted watercourse with attenuation as required with written permission from SWW or the sewer undertaker;
- Discharge to a combined sewer (as a last resort, and with written permission from SWW or the sewerage undertaker).

**9.94** DCC:

- Infiltration;
- Discharge to a waterbody (if available and with sufficient capacity);
- Discharge to a surface waterbody (with written permission from the riparian owner);
- Discharge to a surface water sewer, highway drain, or other drainage system with permission from SWW, DCC Highways or the riparian owner, respectively;
- Discharge to a combined sewer (with written permission from SWW).

**9.95** Evidence should be provided that demonstrates these options have been assessed and appraised ahead of any proposal to discharge surface water to a combined sewer.

**9.96** For positive drainage systems located in a Critical Drainage Area (CDA), discharge rates will be limited to 1 in 10 year greenfield run off rates. Outside of a CDA, discharge rates may be restricted if there is an increased risk of flooding or drainage issues downstream. Written confirmation of acceptance by the sewerage undertaker is required for all new discharges to a sewer.

242 https://flood-map-for-planning.service.gov.uk/

**9.97** Where surface water is discharged to a waterbody, the surface water design standard must take into account any tide-locking effects. Discharge rates may be unlimited to tidal waters and where it is demonstrated that there is sufficient capacity in a watercourse and no detriment to the watercourse quality. Surface water discharged to a waterbody must be free of contaminants with reference to the pollution risk matrix and mitigation indices in the CIRIA SuDS Manual. DCC will need to be consulted regarding discharge rates to watercourses outside of the Plymouth administrative boundary where an unlimited surface water discharge may not be acceptable.

**Surface water and climate change**

**9.98** In planning for the area's future, it is important to consider the increased risks of flooding caused by climate change. The projections used for sea level rise and storm events over a period of 100 years, as recommended by the NPPF, are plus 40 per cent for rainfall intensity and river flows, and plus 10 per cent for wave heights.

**9.99** A climate change allowance for 100 years is included in the PCC tidal flood defence standard of 4.81mAOD.

**9.100** Please see the government's guidance on flood risk assessments: climate change allowances [243] for further information.

## DEV35.4 – Sustainable Drainage Systems (SuDS)

**9.101** DEV35.4 supports national requirements for all major development to incorporate sustainable drainage systems (SuDS) as an integral part of new development schemes. The use of SuDS offers huge benefits to the Plan Area in terms of reducing flood risk, reducing pollution, and incorporating opportunities for new green infrastructure which is both aesthetically pleasing and supports wildlife.

**9.102** All development proposals should be accompanied by a drainage report which identifies the drainage strategy to be adopted. Where the development requires sustainable drainage because of the nature of the proposal or its location, the report should evidence how the proposal complies with the hierarchy of drainage options. Departures from the sequential application of the hierarchy should be fully justified.

**9.103** To enable assessment of the adequacy of the proposed drainage strategy, the report should also:

- Set out the surface water management strategy for the whole site, including for any individual catchments within the site;
- For each catchment, the infiltration potential should be assessed and design-parameters of surface water volume and flow rate should be calculated, taking account of likely climate change;
- Demonstrate that the scheme is deliverable as designed, especially in relation to necessary consents and permissions;
- Ensure the scheme is fully coordinate with other aspects of the development and maximizes the potential of the drainage measures proposed to deliver additional water

243 https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances

quality, amenity and biodiversity benefits taking account of the JLP design guide and the current CIRIA SuDS Manual; and,
- Specify the maintenance standard and management arrangements for drainage that will apply for the lifetime of the development, and how this will be implemented.

**9.104** For developments not requiring SuDS, applicants are nevertheless encouraged to consider SuDS solutions, which are more sustainable and provide additional benefits for wildlife, recreation and other amenity when well designed.

**9.105** In general, the LPAs will refrain from adopting SuDS. Where necessary, the LPAs will only adopt SuDS schemes through the use of a drainage agreement. A drainage agreement will also be necessary for drainage schemes implemented on Council or other third party land where the applicant, future owners or a third party instructed by either of the aforementioned will deliver the maintenance of these measures to ensure appropriate implementation and maintenance of the proposed drainage scheme. Failure to have such an agreement in place could result in a refusal of the application.

**9.106** Further guidance, applicable across the Plan Area, is provided in Sustainable Drainage Systems: Guidance for Devon (2017)[244].

## Coastal Change Management Areas (DEV36)

### What is this policy about?

**9.107** DEV36 is a policy to ensure inappropriate development, or any development that could add to the impacts of physical change to the coast is not be permitted in the Coastal Change Management Area (CCMA), as designated on the Policies Map.

### What needs to be considered in the implementation of this policy?

**9.108** Proposals for development within the CCMA will only be supported where they are for small, temporary structures that will not add to the erosion risk.

**9.109** Policy DEV36 uses the term ‘inappropriate development’. The following requirements provide greater clarity over what is considered to be ‘inappropriate’ within the CCMA and would fail to meet the requirements of policy DEV36 of the JLP:

- Residential development;
- Proposals for redevelopment, enlargement or extension of existing buildings that fall within the exclusion zone;
- Proposals to change the use of existing buildings into residential usage;
- Proposals to undertake minor works to improve sea defences and strengthen or stabilise cliff faces will be supported where it can be demonstrated that the works are consistent with the management approach in the relevant Shoreline Management Plan (SMP) and there will be no material adverse impact on the environment. A detailed schedule of works, including materials to be used, must be submitted to the relevant LPA and agreed prior to works commencing. Proposals for major works to stabilise or strengthen cliff faces in areas where the SMP management approach is for ‘No active intervention’;

244 https://www.devon.gov.uk/floodriskmanagement/sustainable-drainage/suds-guidance/

- Development proposals that require stabilisation, strengthening or other interference with the cliff before development can commence; and,
- Proposals to stabilise or strengthen cliff faces will be supported where such work is necessary to ensure that existing safe public access to beaches is maintained.

**9.110** In addition, when considering applications within the CCMAs the Environment Agency's national guidance for flood risk and coastal change[245] which advises how to take account of and address the risks associated with flooding and coastal change in the planning process will be considered, in particular the section regarding CCMAs.

245 https://www.gov.uk/guidance/flood-risk-and-coastal-change

# 10 Detailed provisions relating to the Plymouth Policy Area (PPA)

## Introduction

**10.1** Plymouth plays a key strategic role in providing essential services and facilities at both a sub-regional and regional scale. The guidance below specifically refers to PPA only policies. Guidance is included for:

- 'Improving Plymouth's city centre (PLY6)'; and,
- 'Plymouth airport (PLY42)'.

**10.2** It also reflects national guidance, and should be read alongside the NPPF, NPPG and the site specific policies set out in the JLP.

## Improving Plymouth's city centre (PLY6)

### What is this policy about?

**10.3** The Plymouth City Centre Strategic Masterplan[246] identifies five priority themes for the City Centre to achieve its potential:

- Intensifying the City Centre: optimising the population, density and diversity, to deliver a vibrant, healthy City Centre and safeguarding and enhancing retail floor space;
- City Centre Living: creating a critical mass of new housing and attractive living environments;
- Re-connecting the City Centre with its neighbours: creating safe, convenient, direct and attractive pedestrian and cycle connections across the ring road;
- Re-animating the Public Realm: creating a hierarchy of high quality public streets and spaces, with an enhanced Armada Way as the top priority;
- The Smart and Adaptable City: building flexibility and adaptability into the City Centre and making best use of smart technology - including for example with traffic management and flexible work and community space.

**10.4** The Masterplan also sets out a series of key opportunity sites and major interventions.

**10.5** PLY6 sets out the framework within which these initiatives will take place. It is also policy to ensure Plymouth City Centre not only remains the heart of the city and a place where people live, but remains Plymouth's shop window as the commercial and cultural centre driving the economy and attracting visitors.

**10.6** Removal of surface water from the combined sewer system within Plymouth City Centre is especially required, due to its designation as part of Plymouth's Critical Drainage Area and the significant absence of surface water sewers in this area. The required separation will help provide capacity for foul water drainage associated with proposed growth, will help to reduce the risk of sewer flooding and will help protect water quality in the waters around the city.

246 https://www.plymouth.gov.uk/sites/default/files/PlymouthCityCentreStrategicMasterplan.pdf

## PLY6.3 – Tall buildings

**10.7** Tall buildings can have a dramatic impact over a wide area and can act as markers for key locations, buildings, spaces or facilities. For the purpose of this guidance a 'tall building' is any building or structure which is significantly higher than its neighbours and/or which recognisably changes the skyline. This is the definition established by English Heritage and CABE in their 2007 tall buildings guidance (since updated in Historic England's *Tall Buildings: Advice Note 4,* which has informed the guidance below).

**10.8** The Plymouth City Centre Strategic Masterplan (2017) recommends building heights of around 6 to 8 storeys in the City Centre, and this is therefore the maximum height that will normally be supported here, however, some opportunities may exist for taller buildings, for example at key gateway locations.

**10.9** Tall buildings can have a dramatic impact over a wide area and it is important proposals are critically assessed at pre-application stage by the LPA and other relevant parties, such as Historic England. It will be important through this process to:

- Identify the visual impact of the tall building proposal and understand the character of affected areas;
- Review and improve the design; and,
- Understand what information and illustrative material is needed to allow accurate assessment of the impacts of the tall building proposal. Thorough urban design analysis that clearly demonstrates impact will be required. Outline tall building applications are unlikely to be acceptable.

**10.10** Design and Access Statements must accompany tall buildings proposals and must demonstrate high quality in urban design and architecture, and a well-considered, positive response to the context.

**10.11** Tall building planning applications may require an environmental impact assessment (EIA), to assess the proposed building and its cumulative impact, including:

- Accurate and realistic visualisations of the proposal in context;
- Consideration of the character of surrounding areas and the settings of heritage assets;
- Consideration of impact on significant views;
- Consideration of impact on townscape and public realm; and,
- Other relevant environmental issues, particularly sustainability and environmental performance, e.g. the street-level wind environment.

**10.12** A successful application will have fully addressed a range of design criteria. Delivering architectural quality includes consideration of:

- Scale;
- Form and massing;
- Proportion and silhouette;
- Elevation materials;
- Design details;
- Relationship to other structures;
- Impact on streetscape and near views;

- Impact on cityscape and distant views; and,
- Skyline impact.

**10.13** Tall buildings must set exceptional standards in design because of their scale, mass, wide impact and longevity. Architectural competitions are strongly encouraged. Tall building design must take the opportunities available for improving the character and quality of an area and respond to local character and history. It is important that a high standard of architectural quality is maintained throughout the process of procurement, detailed design, and construction, through the use of conditions and reserved matters.

**10.14** It is important that social and environmental effects of tall buildings are assessed, including:

- Contribution to public space and facilities; and,
- Impact on the local environment, including microclimate, overshadowing, night-time appearance, light pollution, vehicle movements and the impact on the pedestrian experience.

**10.15** Well-designed tall buildings provide an inclusive environment and improve permeability, accessibility and the legibility of the wider townscape.

## Plymouth city centre shop fronts

**10.16** For specific design guidance on Plymouth city centre shop fronts please see 15 'APPENDIX 3: Shop fronts, including ATMs'.

## Plymouth airport (PLY42)

### What is this policy about?

**10.17** Policy SPT8 (Strategic connectivity) sets out that the Plymouth airport site will be safeguarded for general aviation uses until the first review of the JLP. Policy PLY42 sets out specific considerations that will be applied in relation to planning applications that may come forward in the meantime, including in relation to airport infrastructure that should be safeguarded.

## PLY42.1 – Protection from prejudicial development

**10.18** No development will be permitted on the Airport Site that will prejudice its possible future use for general aviation purposes. This includes development that would by itself prejudice this objective, or that when combined with possible further development, would do likewise.

**10.19** Historically, an airport Public Safety Zone (PSZ) has existed to safeguard the surrounding areas of the airport site from high intensity development. The PSZ is set out in response to the level and type of activities taking place at an airfield. A new PSZ would need to be produced when the airport becomes operational again, based on the new operations. Until that time, and in the absence of a formally defined PSZ, decisions on development near to the airport will be guided by the PSZs which existed when the airport was last operated, as shown below:

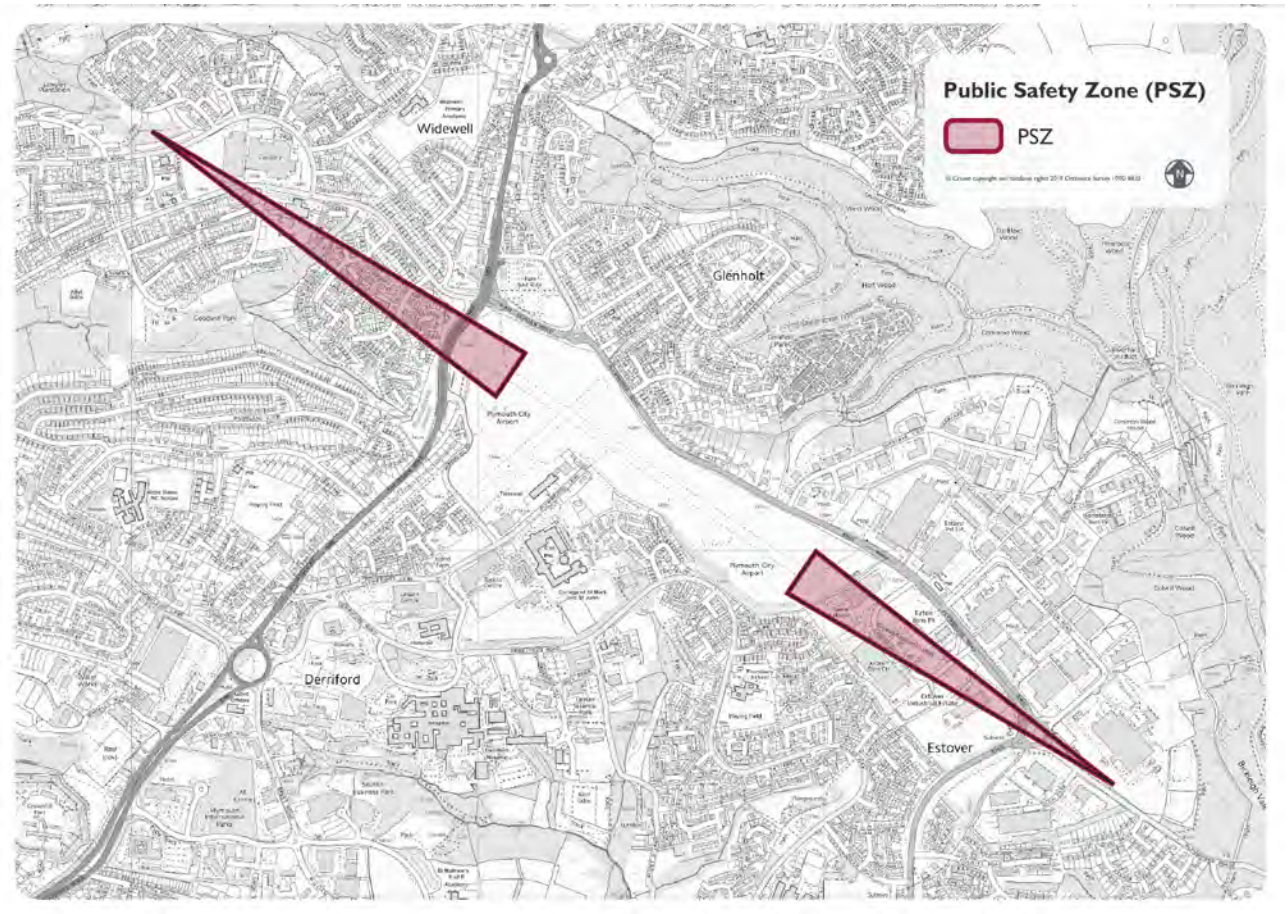



**Figure 14 Public Safety Zone**

## PLY42.3 – Temporary uses

**10.20** PLY42.3 states that temporary uses at the Airport Site will be acceptable provided these do not prejudice the future aviation use of the site. Any temporary uses that are approved will need to comply with the following requirements:

- The use(s) being approved for a period not exceeding three years, or beyond the anticipated JLP First Review date;
- The use(s) not to involve physical works or alterations to the site that would prejudice its future use; and/or,
- The use(s) complying with other guidance contained in this document.

## PLY42.4 – Environmental improvements

**10.21** PLY42.4 acknowledges the importance of maintaining the Airport Site in a good condition and in a form that does not harm the amenities of the local area to the detriment of neighbours and visitors to the area.

**10.22** The LPA will encourage the following works with this objective in mind:

- Regular maintenance of the grounds of the Airport Site and its boundary margins; and,
- The provision of additional landscaping of an appropriate type at the boundary margins.

# 11 Detailed provisions relating to the Thriving Towns and Villages Policy Area (TTV)

## Introduction

**11.1** The characteristics of the Thriving Towns and Villages Policy Area (TTV) are very different from the urban area of Plymouth. There are specific opportunities and challenges that arise in the rural areas and the approach to addressing these issues are explained in Section 5 of the JLP.

**11.2** The guidance below specifically refers to TTV only policies to address some of the specific challenges. Guidance is included for:

- 'Prioritising growth through a hierarchy of settlements (TTV1)';
- 'Delivering sustainable development in the Thriving Towns and Villages Policy Area (TTV2)';
- 'Development in Sustainable Villages (TTV25)';
- 'Development in the countryside (TTV26)';
- 'Meeting housing needs in rural areas (TTV27)';
- 'Horse related developments in the countryside (TTV28)'; and,
- 'Residential extensions and replacement dwellings in the countryside (TTV29)'.

**11.3** In addition to the above, there is also specific design guidance available for sites in Tavistock and Okehampton, incorporated from the previous East of Okehampton Masterplan SPD and the South and South West of Tavistock Masterplan SPD which have been superseded by this document.

**11.4** Specific design detail below at 'Specific design details for Okehampton (TTV14)'is applicable for the following JLP policies in Okehampton:

- Policy TTV14 - East of Okehampton

**11.5** Specific design detail below at 'Specific design details for Tavistock (TTV16 and TTV17)' is applicable for the following JLP policies in Tavistock:

- Policy TTV16 - Callington Road, Tavistock
- Policy TTV17 - Plymouth Road, Tavistock

**11.6** The guidance also reflects national guidance, and should be read alongside the NPPF, NPPG and the site specific policies set out in the JLP.

## Prioritising growth through a hierarchy of settlements (TTV1)

### What is this policy about?

**11.7** Policy TTV1 identifies a settlement hierarchy to direct the location of new development to the most sustainable locations within the TTV Policy Area:

- Tier one - the Main Towns
- Tier two - Smaller Towns and Key Villages
- Tier three - Sustainable Villages
- Tier four - Smaller villages, Hamlets and the Countryside.

**11.8** The sustainable settlements in the top three levels of the hierarchy are named in paragraphs 5.8 to 5.10 of the JLP. There are no named settlements in level four of the settlement hierarchy, although there may be circumstances where is it considered acceptable to grant planning permission in settlements that fall within the fourth tier of the hierarchy.

**11.9** National guidance states that all settlements are considered to be able to support the delivery of homes in rural areas, subject to site specific proposals meeting the relevant policy requirements of the adopted development plan. For the purposes to applying Policy TTV1 (and Policy TTV26), this document provides a characterisation of the smallest settlement, the 'hamlet' – beyond which is considered to be countryside for policy purposes.

**11.10** No definition of 'settlement' is provided within the JLP, or within national policy/guidance. Instead, the LPAs will apply professional judgement and an understanding of the rural settlement pattern when considering if a proposal site can be considered to be in a sustainable location. Key to this is the connectivity between settlements, and whether a hamlet or smaller village, that is not named in the JLP or has a Neighbourhood Plan, plays a functional part of a hinterland around an identified sustainable settlement. The further from a sustainable settlement a proposal site is, the less chance of it being able to demonstrate how local services and facilities can be accessed without significant reliance on a private car.

**11.11** The NPPF acknowledges that in rural areas sustainable transport alternatives to the private car are less prevalent than in urban areas, but this is only one part of the wider consideration of sustainability, and not justification for permitting development in locations that are constrained by the rural road network and will increase a reliance on travel by private car.

**11.12** As identified within Policy TTV1, outside the top two layers of the settlement hierarchy, only housing proposals that can demonstrate that they are meeting a local housing need will be supported. This is consistent with NPPF paragraph 77, and with the spatial strategy of the JLP, which seeks to direct development towards the more sustainable settlements in the settlement hierarchy.

**11.13** Housing proposals for open market dwellings may be considered acceptable, alongside other policy considerations, if they can demonstrate that the proposal will result in a tangible local benefit. Housing proposals within the third tier (sustainable villages) may be expected to meet local needs by restricting ownership or occupation to people with a demonstrable local connection if the proposal is considered detrimental to the housing mix of the parish. Fourth tier (smaller villages, hamlets and countryside) of the settlement hierarchy will be expected to meet local needs by restricting ownership or occupation to people with a demonstrable local connection, and may also have value of a house suppressed by a minimum of 20 per cent against the open market value. These restrictions will be written into a s106 agreement attached to the relevant planning permission.

**11.14** This approach is consistent with not only the spatial strategy as outlined in TTV1 and paragraph 77 of the NPPF, but also with the adopted JLP vision statement, in particular the desired outcome that "Homes have been built to meet local needs", and also at Strategic Objective 6 (SO6) in which the LPAs are clear that they will be "Prioritising equitable access to homes and jobs that meet the needs of all people living in the towns and villages of South West Devon."

**11.15** In order to be consistent with the spatial strategy of the JLP, the use of local connection restrictions on open market dwellings are shown below within the context of the settlement hierarchy and proposals within the Undeveloped Coast policy area:

- Tier one – proposals within/adjoining a main town - local connection not usually applied
- Tier two - Proposals within/ adjoining key village - local connection not usually applied
- Tier three - Proposals within/ adjoining sustainable village - local connection may be applied if required to mitigate impacts on housing mix (i.e if evidence of housing imbalance results in conflict with DEV8)
- Tier four – proposals within or adjoining settlements not named in the JLP - local connection restrictions will be applied, except:
    - Where a proposal meets the specific policy requirements of NPPF 79 and TTV26.1 on account of them being considered ‘isolated’. Please also see guidance at Policy 'Development in the countryside (TTV26)';
    - Where a proposal within a settlement is on previously developed land and/or where the redevelopment of a site within a settlement would become unviable if the local connection restriction is applied;
    - Where the new dwelling is replacing an existing dwelling (in accordance with policy TTV29); or,
    - Where open market dwellings are required to cross-subside affordable housing as part of a TTV27 compliant proposal.

- In addition, proposals for dwellings in the Undeveloped Coast policy area - tight local connection to Parish / adjoining Parish will be applied in order to satisfy the policy requirements of DEV24.1 and DEV24.2. The exceptions to tier four proposals above will also apply within the Undeveloped Coast policy area.

**11.16** Policy DEV8 (Meeting local housing need in the TTV Policy Area) requires applicants to show how a proposal is meeting a local need by diversifying the housing stock and broadening the choice for home ownership. In sustainable villages, if a proposal is considered to be perpetuating an existing imbalance in the local housing stock, a local connection restriction may be used in order to secure a tangible local benefit. In rural settlements outside the top three levels of the settlement hierarchy, or in the countryside, it is considered necessary to restrict the ownership and occupation of new dwellings (other than replacement dwellings or those considered as 'isolated' in planning terms) to people who can demonstrate a local connection in order to make the proposal acceptable in planning terms. This will ensure that newly arising local housing needs can be met in the more rural parts of the policy area, where housing supply is limited and where distorted housing markets have led to existing accommodation being beyond the financial means of anyone earning around the local average wage.

**11.17** It will be possible for ‘local connection’ to be met in a number of ways, as various definitions are used to determine if someone has a local connection:

1. Living and/or working with the parish or adjoining parishes for a minimum of three full years out of the last five;
2. Living and/or working within the Plan Area for at least five full years out of the last seven;
3. Living within the parish or adjoining parish for at least eight of the first 16 years of their life;
4. Living within the Plan Area for at least 12 of the first 16 years of their life.

**11.18** For further guidance on Affordable Housing please see 'Affordable Housing (DEV7-DEV9)'.

**11.19** Where a proposal site is within the Undeveloped Coast or AONB, it will be necessary to restrict eligibility to an area more closely aligned to the policy designation, such as a coastal parish and adjoining coastal parishes, rather than the wider Plan Area. This will enable the proposal to meet the specific requirements of policies DEV24.1 and DEV24.2.

**11.20** Evidence of eligibility could be taken from Council Tax accounts, employee and tax records and school attendance information from the education authority.

## Delivering sustainable development in the Thriving Towns and Villages Policy Area (TTV2)

**What is this policy about?**

**11.21** TTV2 sets out high level principles that will be applied in the assessment of planning applications within the TTV policy area.

## TTV2.1 and TTV2.2. – Vitality and vibrancy

**11.22** The concept of vitality and vibrancy (TTV2.1 and TTV2.2) within the TTV Policy Area has been considered alongside TTV1, explaining that while the vast majority of development will be expected to be delivered in settlements in the top two tiers of the settlement hierarchy, the plan does make provision for how and where some low-level growth could take place within tiers three and four of the settlement hierarchy.

## TTV2.3 – Rural business and enterprise

**11.23** TTV2.3 creates a positive and proactive policy framework that will enable the rural economy to thrive. This high level policy will need to be balanced against site-specific constraints and opportunities, and does not override the need to respond to the established settlement hierarchy or protect the natural environment. The great weight given to the conserving and enhancing of protected landscapes will not be undermined by the pursuit of economic development.

## TTV2.4 – Diversification of rural businesses

**11.24** TTV2.4 references the diversification of agricultural and land-use businesses and makes provision for certain types of expansion. Businesses that will be supported will be those that also require a countryside location, or can demonstrate a tangible link between the new commercial activity and the original business. Diversification in itself does not mean that any additional business will be supported simply to cross-subsidise an existing business.

## TTV2.5 – Sustainable rural tourism and leisure developments

**11.25** TTV2.5 should be read along with the specific provisions of policies 'Prioritising growth through a hierarchy of settlements (TTV1)', 'Development in the countryside (TTV26)' and 'Supporting the rural economy (DEV15)'. This policy seeks to ensure that new tourism facilities respond to opportunities within the established pattern of sustainable settlements, and avoid dispersed and detached tourism facilities that will add seasonal strain on the rural road network.

## TTV2.6 – Rural services and community facilities

**11.26** TTV2.6 recognises the importance of the limited range of services and facilities in the TTV settlements, and the critical role they play in ensuring these settlements remain sustainable. The loss of such facilities will be resisted. Opportunities to enhance existing facilities will be pursued when they arise.

## TTV2.7 – Sustainable transport accessibility

**11.27** TTV2.7 recognises that opportunities to improve sustainable transport options in some parts of the TTV Policy Area may be challenging. Any chances to improve the accessibility and range of sustainable transport options, particularly where this will enable some modal shift, will be supported.

## TTV2.8 – Natural infrastructure

**11.28** TTV2.8 requires applicants to identify and respond to opportunities for net gains in natural infrastructure.

## Development in Sustainable Villages (TTV25)

### What is this policy about?

**11.29** Policy TTV25 makes provision for 550 homes to be brought forward in Sustainable Villages and looks to Neighbourhood Plans (NPs) to allocate suitable sites. Where a NP is not prepared the LPAs will support development that meets local need, responds positively to the indicative figures and satisfies NPPF and JLP policies.

**11.30** As such, the JLP does not identify sites for development in Sustainable Villages. In taking this stance the LPAs will support the preparation of NPs leaving it to NPs themselves to determine which sites to bring forward. The Indicative Housing Figures included in figure 5.8 of TTV25 identifies the potential number of homes that could be supported by the current provision of services, facilities and connectivity in the named Sustainable Villages. These figures should be used to inform both NP preparation and, where a NP has not been prepared, development-led proposals.

**11.31** Policy compliant development proposals of 5 or more dwellings within or adjoining a sustainable village that are not allocated for residential development within a made neighbourhood plan, may be considered to be making a positive contribution to the housing supply figure in Policy TTV25. In this scenario the contribution towards meeting the identified housing needs for a settlement in figure 5.8 of the JLP will override the Policy TTV26 requirement to demonstrate that the proposal requires a countryside location and an occupation need.

**11.32** The LPAs will monitor the number of houses coming forward in Sustainable Villages and take measures to address shortfalls if they arise. This could involve the LPA proactively promoting sustainable development where shortfall in provision is apparent or supporting acceptable developer-led planning applications.

**11.33** It is acknowledged that figure 5.8 does not include villages within the AONBs but recognises that despite this, NPs within designated landscapes may wish to positively allocate sites where the landscape and visual impacts have been appropriately assessed and considered acceptable.

**11.34** The Indicative Figures provide a guide to the level of development considered appropriate in the Sustainable Village based on a desktop assessment of services, facilities and connectivity. As a NP progresses the accumulated evidence base will enable the actual and appropriate number of houses to be identified by detailed refinement based upon capacity of the settlement overall and also of the site(s) identified, and an up-to-date Housing Needs Survey. This may indicate a lesser or greater number of houses should be allocated than identified in figure 5.8. For proposals being advanced to gain the support of the LPAs, they will need to be robustly evidenced and have paid due regard to TTV25 and the indicative figures identified.

**11.35** As such the Indicative Figures are not prescriptive and should not be seen as minimum/maximum numbers. NPs should be robust and explicit in justifying how the indicative figures have informed site selection and the amount of development promoted. Groups choosing not to meet the indicative housing figure for their village/area should be mindful that policy TTV25 requires that the indicative figures 'should be provided through neighbourhood plans, unless such provision would conflict with other policies of the JLP'. In order to satisfy this requirement, a NP that proposes delivering a lower level of housing than identified in figure 5.8 needs to be justified using the other relevant JLP policies.

**11.36** The indicative levels of new housing listed in JLP figure 5.8 relate only to new housing in the Sustainable Villages list in JLP paragraph 5.10. As indicated in the justification of Policy TTV25 in the JLP, paragraph 5.157, the commitments and completions within Sustainable Villages prior to the end of March 2017 are not considered to make a contribution towards the Indicative Figures. These had already been counted in the JLP housing supply figures.

**11.37** Where a NP has been made or is being prepared, the contribution toward the Indicative Figure is counted only from sites allocated by the NP where completions were delivered after end March 2017 or where the first planning applications on those allocated sites were approved after end March 2017.

**11.38** NPs are required to play a proactive role in identifying and allocating the sites that will meet the requirement set out in JLP Policy TTV25 to deliver 550 dwellings.

**11.39** In terms of commitments and completions since March 2017, not all of these will be considered as making a contribution towards the Indicative Figures. The LPAs, in preparing the JLP housing supply figures, included an allowance for "windfall developments". These are, generally, small scale proposals of less than 5 dwellings that gain approval but have not been predicted or formally allocated. The figure included in the JLP calculations for "windfall developments" is largely based upon past development activity of this type. This is projected forward to provide a predicted estimate of the amount of residential development that will arise from "windfall provision" and be delivered from April 2017 to March 2034. Such provision falls outside the 550 units allocated to fulfil the Sustainable Village allowance identified in Policy TTV25 and cannot be counted in the Indicative Figures. As such, not all approvals and completions since March 2017 can be counted towards the Indicative Figures.

**11.40** Proposals of less than 5 dwellings that have arisen through no active involvement in the NP process, will be classed as “windfall”. NPs can, however, formally allocate larger development sites (sites of 5 dwellings or more) that have come forward through development-led proposals and have not commenced building work on-site. It may be appropriate to extend the Settlement Boundary to take account of these allocations and incorporate them within the boundary. Such actions would extend the “life” of the allocation beyond that of the planning consent and would enable the development to contribute towards the Indicative Figure. Other proposals, such as minor infill developments and one off conversions, would be classed as “windfall” and, hence, not count towards the indicative figure.

**11.41** Development-led proposals of 5 or more dwellings will be counted towards the figure of 550 stated in Policy TTV25 where they are within or adjoining a sustainable village, are well related to the built form and benefit from safe access to local services and facilities, along with the other policy considerations of the plan.

**11.42** As indicated in para 5.165 of the JLP, NPs in AONBs may wish to bring forward positive allocations to meet local housing need. The LPAs will encourage groups to undertake Housing Needs Surveys and use these and other evidence to identify appropriate allocations. Groups may also wish to provide evidence for the identification of Sustainable Villages where such allocations would be best located.

**11.43** It must be borne in mind that neither the NPPF nor the JLP advocate or encourage a freeze on development in AONBs. Indeed both the NPPF and JLP contain policies against which appropriate development in AONBs could be brought forward. NPs provide the best mechanism through which local housing need can be assessed and best accommodated. NPs that do not take a positive stance run the risk of development-led proposals being approved that may not satisfactorily meet either local needs or community aspirations, and may not be located on a site that has the greatest support of the local community.

## Development in the countryside (TTV26)

### What is this policy about?

**11.44** Policy TTV26 seeks to protect the special characteristics and role of the countryside from inconsistent and inappropriate development that could undermine the rural character and settlement pattern of the TTV Policy Area. The broad spatial strategy of the JLP seeks to direct the vast majority of development to named settlements within the settlement hierarchy. Provision is made within the policy for supporting proposals that can demonstrate why a countryside location is required; these policy tests are necessarily high, and emphasise that development in the countryside should occur only in exceptional circumstances.

**11.45** Paragraph 5.5 of the JLP indicates that TTV26 will be applied ‘outside built up areas’. In conjunction with TTV1, a pragmatic approach will be taken to where TTV26 applies. Professional judgement will be informed by the rural settlement pattern and other factors when considering what can be considered a ‘built-up area’. TTV1 refers to settlement types in a descending order of scale, with the smallest scale of settlement being the hamlet. This may mean that some development could come forward in a settlement best described as a ‘hamlet’, but a range of factors will be considered, including connectivity with other settlements, the location of the hamlet within the rural pattern of settlements, the relationship with the rural road network, the ability of the proposal to demonstrate it meets a local need and the potential impact on the existing built and natural landscapes.

**11.46** Sites adjoining settlements in the top three tiers of the settlement hierarchy: the main towns; smaller towns and key villages; and sustainable villages, may not be considered against the requirements of TTV26 if the proposal accords with policies SPT1 and SPT2, benefits from good connectivity with local services and relates well to the existing built form of the settlement, including being at an appropriate scale. Providing a site is not considered to be rural in character this approach will enable a small amount of development to be directed towards more sustainable settlements within the TTV policy area, which is a key aim of the spatial strategy. Proposals of this type will still be considered against all other policies in the plan.

**11.47** TTV26 will be applied to all applications considered to be outside the built up area of any settlement in tiers 3 and 4 of the settlement hierarchy.

**11.48** For the purposes of applying JLP policies TTV1 and TTV26, a building or collection of buildings that originated in support of a single business or function, such as a farm or mill, that are distinct and detached from a rural settlement will not be considered as either a 'hamlet' or 'settlement', and will be considered as being in the countryside.

**11.49** Villages and hamlets that comprise a linear form, typically associated with a road or roads may be considered as forming a built up area providing that the built up area forms a continuous line of buildings, and is not interrupted by agricultural fields or large gardens. Opportunities to consolidate the core of such settlements are considered preferable to proposals that further elongate the linear form.

## TTV26.1 – Isolated development

**11.50** Provision TTV26.1 of the policy refers to proposals considered to be in isolated locations. In order to assess whether a proposal site is isolated, the Court of Appeal ruling of 28 March 2018 between Braintree DC and 1) Secretary of State for Communities and Local Government, 2) Greyread Ltd and 3) Granville Developments[247] will be applied (unless superseded by a later judgement). In particular, the ruling concluded that in planning the term 'isolated' should be considered to have its ordinary objective meaning of "far away from other places, buildings or people (Oxford Concise English Dictionary)".

**11.51** Policy TTV26.1 is broadly consistent with NPPF paragraph 79, although there are some differences between the exceptions under TTV26.1 and the NPPF paragraph 79. Of note TTV26.1 (iii) only supports the reuse of redundant buildings for an appropriate use, whereas paragraph 79 also requires an enhancement to the immediate setting. In appropriate locations and circumstances, both requirements are expected to be met.

**11.52** With regard to TTV26.1(i) the term 'Rural Worker' is used to describe someone employed in an activity typically associated with an enterprise requiring a countryside location, such as agriculture, forestry or other land-based enterprises.

**11.53** TTV26.1(iii) the term 'appropriate use' suggests a use that requires a countryside location.

**11.54** TTV26.1(iv) sets a necessarily high bar in terms of architecture and design that is required to mitigate the unsustainable nature of isolated locations. The significant enhancement required to meet the policy should demonstrate how the proposal responds to the unique circumstances of the proposal site. Identifying opportunities for enhancement and a

247 https://cornerstonebarristers.com/cmsAdmin/uploads/braintree-dc-v-ssclg-judgment-28-march-2018.pdf

proportionate response to these are critical elements of responding to this requirement. The scale of the proposal should also reflect the rural character of the location, and not seek to introduce new domestic dwellings that would form an incongruous mass of built form or curtilage into the countryside nor introduce an alien form of activity or domestic paraphernalia into an area. Where appropriate, and in order to determine if a proposal meets this particular exception test, the councils may refer applications to the Design Review Panel. This would be at the expense of the applicant, and the case officer would need to attend the review.

## TTV26.2 – Development in the countryside

**11.55** Any development proposal in a location not described in paragraph 11.46 of this SPD will need to demonstrate conformity with the the relevant provisions of TTV26.2.

**11.56** TTV26.2(ii) 'significant alterations' refers in particular to supporting structures that require repair, replacement or introduction.

**11.57** TTV26.2(iii) 'other viable uses' refers to uses that are considered to need a countryside location, and are demonstrably land-based.

**11.58** TTV26.2(iv) in order to meet this policy requirement an applicant should provide operational details of the farm business or land-based enterprise to demonstrate the requirement to live on-site. This will be subject to an independent agricultural needs assessment.

**11.59** TTV26.2(v) Best and Most Versatile Agricultural Land (BMV) typically refers to classes 1, 2 and 3a. If there is uncertainty over the exact classification it will be up to the applicant to demonstrate what the land classification is for a piece of land. Development proposals on land that is classified as 3b may be resisted if 3b is considered to represent the best quality agricultural land within the surrounding landscape character area or areas.

## Meeting housing needs in rural areas (TTV27)

### 11.60 What is this policy about?

**11.61** Policy TTV27 recognises that in certain circumstances the benefits associated with delivering housing that meet specific local needs could outweigh the harm associated with developing in a location that is less that optimum in terms of relationship with the existing built form and connectivity to services and facilities.

**11.62** TTV27 provides the basis for bringing forward proposals that are an exception to adopted policy providing that they are demonstrably Affordable Housing-led. This policy may be applied to proposals of any scale, including single dwellings.

**11.63** For proposals of one or two dwellings it will not be possible to include a proportion of open market share that does not exceed the 40 per cent permitted in policy. For this reason, proposals for one or two dwellings will need to offer a 100 per cent affordable dwelling to be considered policy compliant, as this is the only practical way for the dwelling to meet the aims of the policy. Proposals of three or four dwellings could comprise of no more than one open market housing product in order to meet the specific requirements of this policy.

**11.64** If an initial assessment of the suitability of a housing proposal that adjoins a sustainable settlement, or is within or adjoining a smaller settlement that forms part of a network of rural settlements, is likely to result in a recommendation of refusal when considered

against the policies of the JLP, it may be appropriate to consider if the outcome would be different if the housing proposal delivered a specific and tangible local benefit. The greater level of public benefit will contribute to outweighing the negative impacts of locating housing in a less than optimum location. Whilst a single affordable dwelling may have limited benefit, it does make a contribution to increasing the accessibility of rural housing to people who may otherwise find it difficult to live in areas where they have a local connection. When weighing the benefits of a proposal against the impacts it should be recognised that once a site goes beyond the edge-of-settlement it is highly unlikely that any social benefit will be able to mitigate the negative impact of introducing built form into a countryside location.

## TTV27.1 – Meeting the need for affordable housing

**11.65** TTV27.1 this policy uses the same definitions for affordable housing as taken from the NPPF, which includes discount open market housing, as long as it is secured in the form of a s106 requirement that restricts open market values to no more than 80 per cent of the open market average. ‘Proven need’ can be taken from a range of sources, but does not exclusively require an up-to-date Housing Needs Survey. The term ‘local’ is considered as part of TTV1, and may vary depending on the specific impacts of a development and the benefits required to mitigate that impact.

**11.66** The policy relies on securing the maximum benefit for local people. Local connection requirements will be written into a planning obligation agreement to secure this, as described previously in this document.

**11.67** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations and 'Affordable Housing (DEV7-DEV9)' for further guidance on affordable housing in the TTV Policy Area.

## TTV27.2 – Housing mix

**11.68** Where cross-subsidy is required to deliver affordable housing, the amount of open market housing required will be considered on a case-by-case basis. The LPA will require a viability assessment of the overall scheme to demonstrate why the amount of open market housing proposed is required.

**11.69** 40 per cent is the maximum permissible amount of open market housing, both in terms of the number of units, and site area, and is not the default threshold. If a proposal concludes that greater than 40 per cent open market housing is required to make a scheme financially viable it will not be considered policy compliant, and will not be considered as sustainable development. The proportion of tenures within the affordable housing offer needs to comply with the most up-to-date needs figures held by the relevant LPA. A proposal that only seeks to deliver discount open market housing will be resisted where there is evidence of need for alternative tenures.

## TTV27.3 – Management of the scheme

**11.70** Rented and shared ownership accommodation permitted as part of a TTV27 development will be allocated according to the most up to date allocation policy adopted by the Local Planning Authority. Discount open market dwellings will require a local connection eligibility for any owner or occupier, and will have a minimum 20% discount applied against open market value written into a s106 agreement and applied in perpetuity. The amount of discount may be increased depending on affordability levels within the local housing market.

**11.71** Local connection restrictions applied in the Undeveloped Coast and Heritage Coast policy area (DEV24) and the Nationally Protected Landscapes (DEV25) may be worded to meet locally specific needs by either settlement or parish.

**11.72** Any open market discount will be applied in perpetuity. The 'value' will be taken as an average of three valuations, and may include a valuation from surveyors appointed by the LPA. The value will be determined by the relevant LPA and will be considered final and non-negotiable.

## Horse related developments in the countryside (TTV28)

### What is this policy about?

**11.73** Policy TTV28 provides specific guidance relevant to equine facilities and is in addition to policy TTV26 due to the specific impacts and potential for harm associated with this type of development.

## TTV28.2 – Existing and new buildings

**11.74** TTV28.2 refers to the extent of building and land contained within a proposal needing to be 'commensurate in size with the number of horses to be kept on the land'. The British Horse Society recommends a ratio of two horses per hectare on permanent grazing (1-1.5 acres per horse). The ratio of number of horses per area will also be used to consider whether the scale of building and associated infrastructure is acceptable. The number of horses being kept on the land is considered to be the correct measure at the time of determination of the application, a proposal will not be considered acceptable if additional space is being planned for the future acquisition of future horses.

## TTV28.3 – Management

**11.75** TTV28.3 requires that certain parts of the development be detailed in a scheme of management as part of the planning application. The scope of which should reflect guidance from the British Horse Society, including:

- New tracks should follow contours of the land – darker, porous surfacing materials are best;
- Choosing the right natural materials and colour of roof can be enormously effective in helping to blend a new building into the surrounding landscape;
- Keep lighting to the minimum for working and security purposes. Always minimise light spill by angling lighting to the ground and using night sky friendly lamps;
- Consider making space for wildlife in stabling buildings – barn owl boxes, swallow or house martin ledges or bat bricks will be valuable additions;
- Choose a relatively level site and avoid excessive cut and fill. Avoid artificial mounding of soil;
- Group developments with existing features in the landscape such as farm buildings – avoid open fields or remote corners; and,
- Surface dressing should blend with the surrounding landscape, ideally as close to the colour of the local soil as possible. Materials such as sustainably sourced wood chip, sand, or sand mixed with natural fibres are recommended. Avoid the use of synthetic materials.

## Residential extensions and replacement dwellings in the countryside (TTV29)

**What is this policy about?**

**11.76** Policy TTV29 provides further guidance about how replacement dwellings and extensions will be considered.

**11.77** This policy will apply in all areas considered to be within the countryside. The same rationale will be applied as for TTV26 and TTV1 when considering whether a proposal is within the countryside.

## TTV29.2 – Size of replacement dwelling

**11.78** With regard to the size of a replacement dwelling, there will be two key elements taken into account when considering if the proposal represents a 'significant' change:

- Whether the proposal will result in a harmful landscape or visual impact, and,
- Whether the proposal changes the size of dwelling, by number of bedrooms, to such a degree that it fails to meet the household needs of the area.

**11.79** The size of the replacement dwelling should be considered within the wider site context. If a replacement dwelling represents a similar massing and form to the building it is replacing, it is unlikely that it will be considered to have a 'significant' impact. Enhancements in terms of design, and positive responses to the constraints and opportunities of a site will be taken into account when considering the impact of the replacement dwelling when compared the dwelling it is replacing.

**11.80** Household sizes are projected to continue getting smaller across the plan area to 2034. To meet the needs of newly forming households, a greater number of smaller homes are required to ensure a sufficient choice of accommodation. Both South Hams and West Devon have a higher proportion of 4+ bed and detached dwellings than the national and regional average, and also a higher proportion of households significantly under-occupying their homes – which means having 2 or more spare bedrooms. The planning system does not seek to restrict people from under-occupying their homes, but by having a housing stock that is poorly matched with household sizes and household needs will significantly disadvantage anyone who is not economically able to under-occupy their home. This restricts housing choice and leads to inequality and a lack of community resilience.

**11.81** The implications of replacing a smaller dwelling with a significantly larger property will be the gradual disconnect between housing stock and household sizes. If a proposal seeks to replace a smaller home with a larger home, in a town or parish that is already has an over-provision with large or detached dwellings, then the specific provisions of DEV8.1 will be applied, and the net loss of a smaller dwelling will weigh against the proposal.

**11.82** All replacement dwellings will be considered against the provisions of DEV8 (Meeting local housing needs in the TTV Policy Area). If a replacement dwelling is considered to be acceptable under the terms of DEV8, permitted development rights will be removed to ensure that the size of the dwelling does not materially alter the size of the dwelling once it has been completed.

**11.83** Existing homes contain embodied energy within the building fabric. In order to meet the carbon reduction requirements of DEV32 (Delivering low carbon development), all replacement dwelling proposals will need to demonstrate the carbon benefits of replacing an existing structure with a new building. In order to do this, the Energy Performance Certificate of the existing structure should be used as a baseline, with a comparison provided of the carbon cost to bring the existing structure up to current building regulations standard, and the carbon cost of demolition and replacement. Please see guidance at 'Delivering low carbon development (DEV32)' which provides greater detail regarding the type of information required.

## TTV29.4 – Position of replacement dwelling

**11.84** TTV29.4 makes provision for retaining elements of the previous built form of a replacement dwelling by using the same footprint as the previous building. Circumstances may dictate that this is either not possible or practical, in which case an applicant should discuss an alternative location within a plot with the LPA before submitting an alternative location within a planning application. In most cases the relocation of a dwelling will not meet the requirements of policy TTV29 if it is not substantiated by a sound planning or engineering reason.

## TTV29.5 – Extension scale and design

**11.85** TTV29.5 considers appropriateness of scale of residential extensions. It is acknowledged that the option of extending a home is often financially preferable to moving home, and also has the benefit of allowing people to remain within their local community and support networks. When applying this policy, an extension may be considered ‘appropriate’ if it does not seek to increase the internal floorspace (on its own or in combination with all subsequent extensions) of the original house [(248)] by more than 50 per cent.

**11.86** If a proposal does seek to extend the internal floorspace of the original dwelling house by more than 50%, consideration will be given the context of the site and the quality of the design proposal. Permission may be granted for extensions that seek to increase the size of the internal floorspace by more than 50% if there is a demonstrable uplift in the quality of the built form, that the primacy of the host dwelling is not unduly diminished and that the proposal does not have a negative impact on the external amenity space within the proposal site.

## Specific design details for Okehampton (TTV14)

**11.87** The East of Okehampton Masterplan SPD included specific design guidance on allocated sites situated on gateway locations. These gateway sites have been allocated within the JLP and offer opportunities to create high quality built form that defines how the town is initially perceived. Specific design detail below is relevant to the following JLP policy:

- Policy TTV14 - East of Okehampton.

248 The term ‘original house’ means the house as it was first built or as it stood on 1 July 1948 (if it was built before that date). Although the current owner may not have built an extension to the house, a previous owner may have done so.

### Okehampton character areas

**11.88** The below image shows the indicative character areas of Okehampton which have been considered within the wider context of the town, taking into account the existing character areas and the creation of a transitional landscape into the countryside and into Okehampton Hamlets.




**Figure 15 Indicative character areas of Okehampton**

The densities associated with each character area needs to be considered alongside the housing mix requirements identified within the Strategic Housing Market Needs Assessment (SHMNA) that forms part of the JLP evidence base. While the SPD identifies where it may be applicable to deliver lower densities, this does not override the requirement to deliver a mix of dwellings size, types and tenures as identified within DEV8.

### Traditional Okehampton character area

**11.89** The 'traditional Okehampton' character area should contain a mix of detached, semi-detached and terraced housing types that are generally two storeys in height. An element of properties which contain third floor living within the roof space, reflecting the character of the town centre, will also be appropriate where the amenity of neighbouring properties is not compromised (i.e. by overlooking), there is minimal impact on the landscape and where such properties contribute in a positive manner to the quality of design of the local street scene. On these properties, there should be gable end windows and/or dormer rooflights. The differing topography in these areas may also lend itself to an element of split level housing.

**11.90** There should be a higher density of dwellings along the main routes within this character area, reflecting the proximity to public transport routes, education and community facilities. There should be a strong built frontage along the main roads through the development. Key/focal buildings should be located along the main routes and around the neighbourhood centre.

**11.91** Streets should be laid out in a compact built form which is similar in character, form and layout to the residential neighbourhoods in the centre of Okehampton. They should be designed as subtly defined carriageways and should not have a major strategic role.

**Rural hamlet character area**

**11.92** Dwellings in the 'rural hamlet' character area should be appropriately grouped or clustered in an inward facing manner around a central courtyard or green space reflecting the rural hamlet characteristics of the farmsteads in the area. Typically these clusters should comprise of one larger unit/higher status building set within a larger curtilage (to replicate the traditional farm house), with a smaller grouping of buildings to reflect traditional barns, thereby creating a range of different housing types.

**11.93** This character area should have strong pedestrian and cycle links to the Stockley Valley and to the rest of Okehampton (including the area covered by the 'traditional Okehampton' character areas, as well as good access to the surrounding countryside.

**11.94** Hedgerows and existing trees should be a positive and strong feature of the built form, supplemented by additional planting, particularly along the boundaries, to create a strong landscape structure within which the development sits.

**Materials**

**11.95** Typical materials that have been used historically in the Okehampton area are natural slate, stone and render. New development should aim to incorporate these locally sourced materials in buildings, rooftops and surfaces wherever possible. The use of render has also featured on more recent 20th century developments in the town and more modern sustainably sourced materials can be incorporated effectively into new developments where they are in keeping with the style of the area and can complement the more traditional materials.

**11.96** Natural slate should be used on roof surfaces. Ideally, a mix of differing natural slates will be used throughout the new development to provide texture and interest to the roofscape. This is particularly important for the views into the site from the Dartmoor National Park and wider countryside. Concrete roof tiles will be resisted.

**11.97** Where natural stone is to be used, particularly on key buildings and vistas, it should be randomly laid in lime mortar. Natural stone is encouraged on ancillary buildings and boundaries (for example on garages where the house is rendered). Brickwork will be discouraged as it is not typical of the local style.

**11.98** There is a clear palette of colours which are distinctive to Okehampton and the Hamlets and should be used as the basis of building and street colour design in the new development for both residential and employment uses. These are shown below and can be used to reflect the existing buildings in the new whilst also providing identities to different areas of the new development.

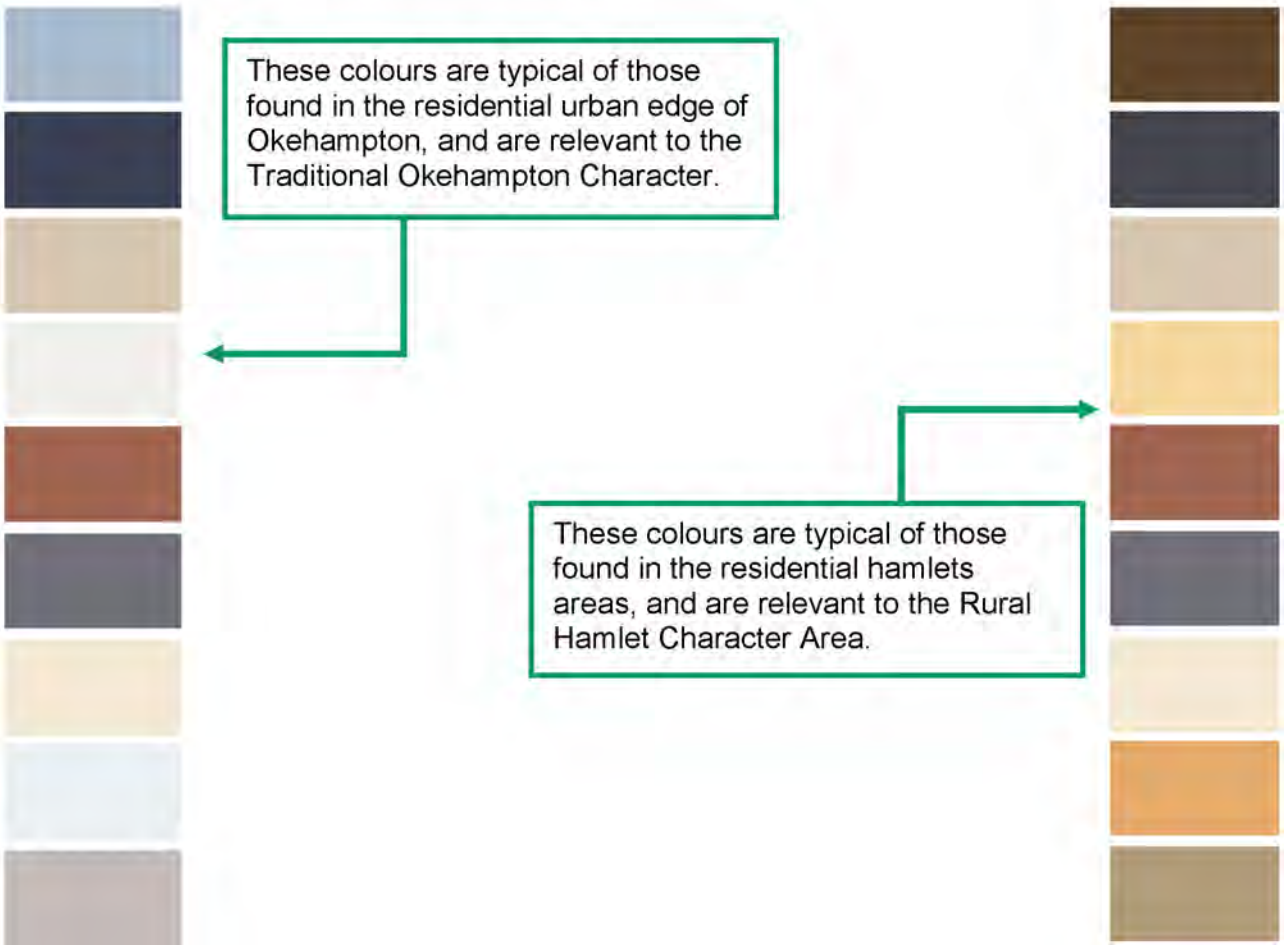



**Figure 16 Okehampton colour palette**

## Specific design details for Tavistock (TTV16 and TTV17)

**11.99** The South and South West of Tavistock Masterplan SPD included specific design guidance on allocated sites situated on gateway locations. These gateway sites have been allocated within the JLP and offer opportunities to create high quality built form that defines how the town is initially perceived. Specific design detail below is relevant to the following JLP policies:

- Policy TTV16 - Callington Road, Tavistock; and,
- Policy TTV17 - Plymouth Road, Tavistock.

**11.100** The concept map for TTV16 shown below establishes broad locations and uses, and does not seek to fix specific uses to particular locations.

### Tavistock character areas

**11.101** The below image shows the indicative character areas of Tavistock which have been considered within the wider context of the town, taking into account the existing character areas and the creation of a transitional landscape into the countryside.

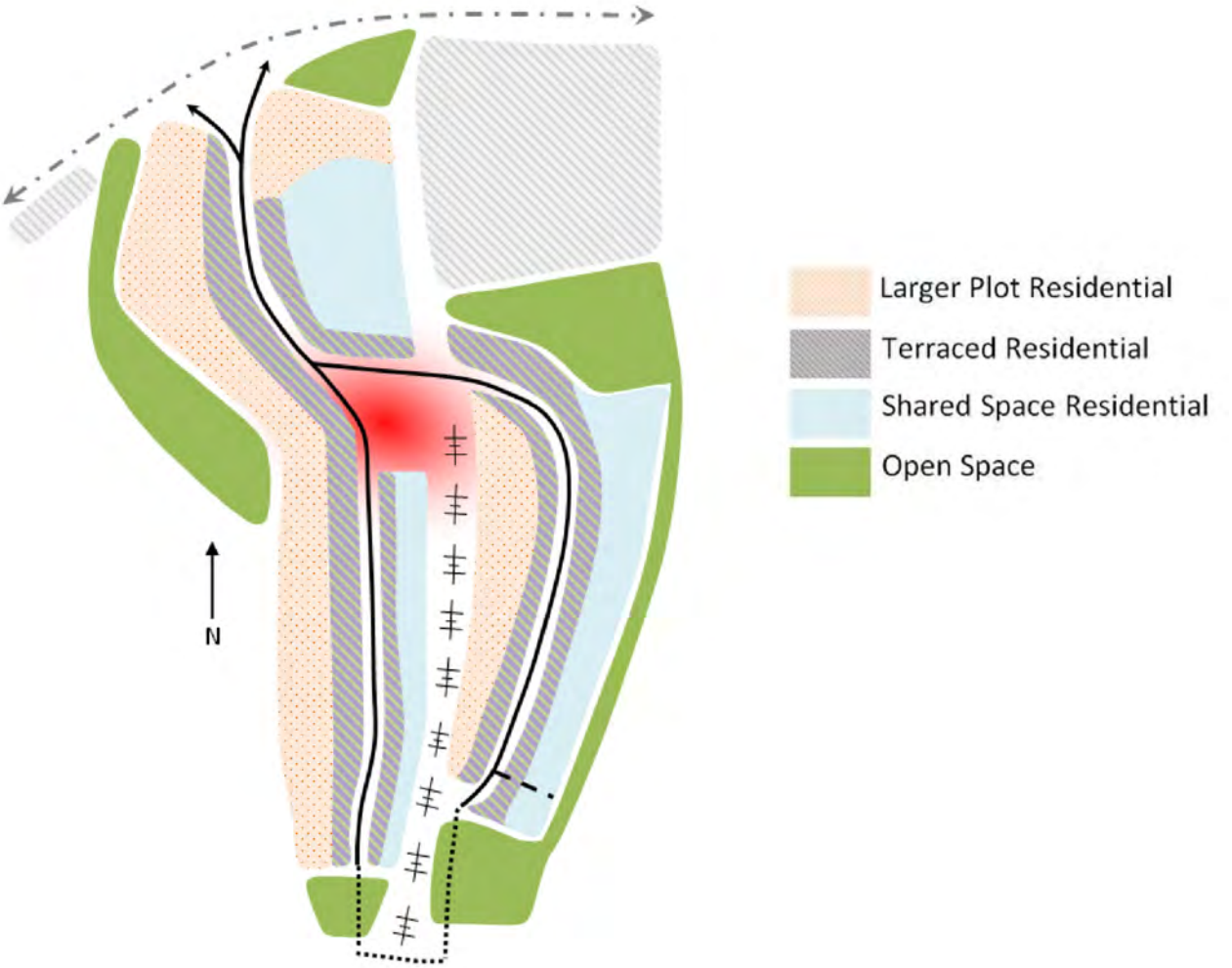



**Figure 17 Indicative character areas of Tavistock**

**11.102** The densities associated with each character area need to be considered alongside the housing mix requirements identified within the Strategic Housing Market Needs Assessment that forms part of the JLP evidence base. While the SPD identifies where it may be applicable to deliver lower densities, this does not override the requirement to deliver a mix of dwellings size, types and tenures as identified within DEV8.

**Larger plot residential character**

**11.103** This character area will comprise a lower density layout of predominantly semi-detached and detached properties. Situated on the higher ground, buildings should be interspersed with dense tree clusters and hedgerows so that these form the dominant features on the ridgeline, rather than the homes themselves. Skyline development will be resisted and buildings should be set down on the appropriate contour to avoid roof break across the ridgeline.

**11.104** The streets in this area should be designed as subtly defined carriageways with no major strategic movement role. Their primary use should be for walking, cycling and an extension of the outdoor living environment.

**Terraced residential character areas**

**11.105** This character area does not simply mean rows of terraced properties but refers instead to a strong building line facing onto the main vehicle routes within the development. Pedestrian footpaths should be provided along the building line so that the homes do not directly front the street. Along this building line, there should be an appropriate mixture of terraced town houses and semi-detached properties which have direct access onto the street. This should be interspersed by green frontages of hedges and/or trees to reflect the developments location on the fringes of the town. The main open spaces and community areas within the development should form part of this character area, benefiting from being easily accessible and overlooked by these homes. Higher densities of development can be accommodated within this character area, including opportunities for some flatted developments around the central 'hub'.

**Shared space residential character areas**

**11.106** This character area should be found on the lower slopes of development and where there are opportunities for residential development to flow seamlessly into the surrounding countryside. They should be located on the peripheries of the allocation and have a dominant character of quiet spaces in a safe and social environment where pedestrians and cyclists are given priority over the private car. To encourage this, no through traffic should be permitted within this character area.

**Materials**

**11.107** In Tavistock, the design of new buildings should draw inspiration from the World Heritage Site and the buildings within the town's conservation area. Typical materials that have been used historically are Hurdwick stone, Dartmoor granite, copper, local slates and timber. New development should aim to incorporate these locally sourced materials in buildings, rooftops and surfaces wherever possible. The use of render on other materials has also featured on more recent 20th century developments in the town and more modern materials can be incorporated effectively into new developments where they are in keeping with the style of the area and can complement the more traditional materials.

**11.108** It is not necessary for new development to replicate the urban form of the past but to take inspiration from the special qualities of the historic built environment. The Council will encourage developments which successfully integrate features of the past with innovative, sustainable and modern design and construction methods. The 'fabric first' principle should be applied which means that the need for energy is reduced at the outset and the use of appropriate materials is key to this. This should be supported by overall energy efficient design which incorporates high standards of insulation, glazing and ventilation.

**11.109** The overarching aim is to achieve a high quality, locally distinctive development which embodies the enduring character of the town whilst creating a sustainable development of its time.

**11.110** Some materials (such as some mixes of self-coloured render) which have been used on recent developments have led to premature ageing of buildings and staining and the Council is keen to avoid the continued use of such materials and techniques. The Council will actively encourage the use of materials which will weather appropriately over time and contribute to the long-term attractiveness of the development. The highest specifications of design and materials possible will be sought across the development.

**11.111** There is a clear palette of colours which are distinctive to Tavistock and should be used as the basis of building and street colour design in the new development. These are shown on the below:

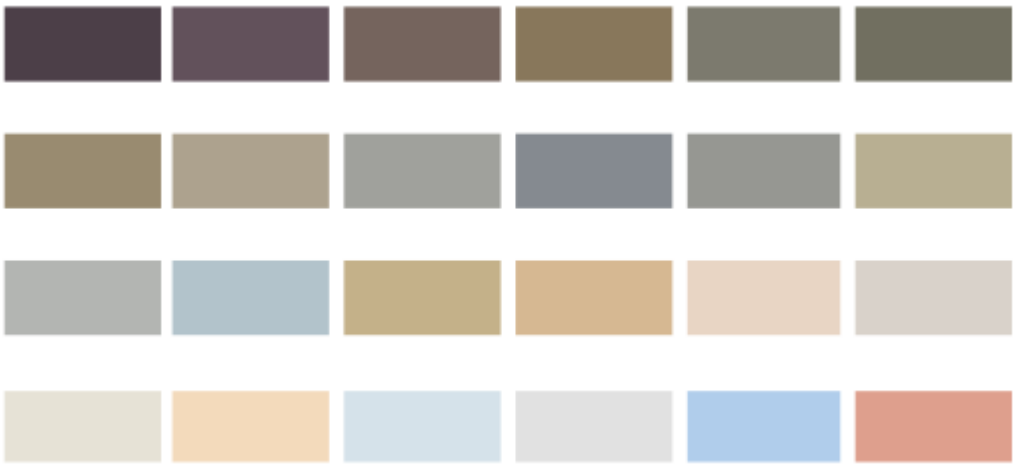


**Figure 18 Tavistock colour palette**

# 12 Planning obligations, the Community Infrastructure Levy and development viability

## Introduction

**12.1** Almost all development has some impact on the environment or amenities, or on the need for infrastructure, facilities and services. Sometimes, the impacts may be of such significance that development should not be permitted. However, often they can be mitigated through the design of the scheme and the use of planning conditions and/or through appropriate mitigation measures, including financial contributions and provisions to help address the cumulative impacts of development on infrastructure.

**12.2** The section below helps provide clarity to developers, planners, stakeholders and local residents about how planning obligations will be sought, Community Infrastructure Levy (CIL) collected and the impacts of development mitigated.

### Policy context

**12.3** The guidance in this section operates within the context of Strategic Objective SO12 (delivering infrastructure and investment) and primarily supports policy DEL1 in the JLP which sets out the policy approach that the LPAs will take in considering planning applications and in planning negotiations. It also reflects national guidance in the NPPF, in particular paragraphs 34 and 54-57.

**12.4** Unless indicated otherwise, the guidance below applies to both the PPA and the TTV Policy Area.

**12.5** The impacts of development are not constrained by administrative boundaries; where this is the case planning obligations and conditions may need to provide for mitigation measures in the adjoining area.

**12.6** This SPD should be considered alongside the Developer Contributions Evidence Base document which sets out the methodologies for calculating benchmark developer contributions towards infrastructure required to mitigate the impacts of development. Whilst consistency of approach has been sought wherever possible, this is not always appropriate given the different geographies of the Plan Area and local government structures.

**12.7** The evidence base document includes evidence and formulae to help provide a proportionate approach for determining the costs of mitigating the impacts of development, ensuring planning obligations are necessary, directly related and fairly and reasonably related in scale and kind to the development. The basis for the relationship between the JLP, the SPD and the Developer Contributions Evidence Base is shown below:




Evidence, including viability assessment




Joint Local Plan establishes policy







SPD illustrates and expands on how the policy will be applied






Developer Contributions Evidence Base sets out the financial calculation and changes for mitigation requirements






Site specific circumstances will dictate the exact type and level of contribution sought

**12.8** Site specific circumstances will dictate the exact type and level of planning obligation to be negotiated.

**12.9** Policies within the plan identify the strategic infrastructure measures for both the PPA and the TTV include:

- PLY37 (Strategic infrastructure measures for the City Centre and Waterfront Growth Area);
- PLY47 (Strategic infrastructure measures for the Derriford and Northern Corridor Growth Area);
- PLY57 (Strategic infrastructure measures for the Eastern Corridor Growth Area); and,
- TTV3 (Strategic infrastructure measures for the Main Towns).

**12.10** Whilst not exhaustive, Annex 1 (infrastructure schedule) of the JLP also lists significant infrastructure interventions required to deliver the overall thrust of the plan and its key objectives.

### Infrastructure Needs Assessment (INA)

**12.11** To support the identification and delivery of infrastructure and facilities across the Plan Area, an Infrastructure Needs Assessment (INA)[249] was produced which included an infrastructure schedule for both the PPA (Appendix 3)[250] and TTV (Appendix 4)[251]. The INA forms part of the Plan for Investment and Infrastructure[252] and is used to inform decisions on plans, programmes and priorities. It also demonstrates to funding bodies and investors that the LPAs have a clear understanding of the area's infrastructure needs through to 2034.

**12.12** The INA provides an assessment of the funding required to achieve the aspirations for the Plan Area and any gaps in funding provision, and hence will also support the review of the Community Infrastructure Levy (CIL) for Plymouth and decisions over the use of Section 106 agreements. It is a 'living document' that will be kept up to date to ensure it remains relevant in response to opportunities, pressures and changes over time, such as technological advances. The INA contributes to and supports the Plan for Infrastructure and Investment which is a key coordinating document and will effectively be the Infrastructure Delivery Plan for the JLP. The INA provides a complete list of infrastructure interventions and was used to inform the content of Annex 1 of the JLP.

**12.13** The Plan for Investment and Infrastructure, with the most up-to-date INA, and other infrastructure planning tools, such as funding calculators, will be used to help determine the value and prioritise developer contributions to achieve their most effective use alongside other funding sources.

## Approach to development delivery and viability, planning obligations and the Community Infrastructure Levy (DEL1)

**12.14** The Community Infrastructure Levy (Amendment) (England) (No.2) Regulations 2019[253] came into force on 1 September 2019. Changes include the removal of the restriction on pooling of S106 agreements and the replacement of regulation 123 lists with annual

249 https://www.plymouth.gov.uk/sites/default/files/InfrastructureNeedsAssessment2017.pdf
250 https://www.plymouth.gov.uk/sites/default/files/PPAInfrastructureSchedule.pdf
251 https://www.plymouth.gov.uk/sites/default/files/TTVInfrastructureSchedule.pdf
252 https://www.plymouth.gov.uk/sites/default/files/PlanForInfrastructureAndInvestment2017.pdf
253 https://www.legislation.gov.uk/uksi/2019/1103/contents/made

Infrastructure Funding Statements. As such, both S106 and CIL can be spent on the same infrastructure project, with details of the Council's intentions being set out in annual Infrastructure Funding Statements.

**What is this policy about?**

**12.15** DEL1 is a policy which recognises that a positive and strategic approach needs to be taken in relation to planning consents, planning obligations/agreements, and the Community Infrastructure Levy (CIL) in order to accelerate the delivery of development and secure developer contributions to meet the Plan Area's infrastructure needs.

## DEL1.2 – Community Infrastructure Levy (CIL)

**12.16** CIL was introduced through the Community Infrastructure Levy Regulations 2010[(254)] and currently only operates in the Plymouth administrative area.

**12.17** CIL is a charge which local authorities can place on certain development types to help fund infrastructure improvements needed to support new development in their areas.

**12.18** CIL can finance measures to mitigate both cumulative and direct impacts of development which might otherwise have been sought through the Section 106 planning obligations process. Unlike planning obligations, CIL receipts from a particular development are not earmarked for particular infrastructure. Instead, the majority of CIL monies are pooled into one fund which can then be used to pay for a wide range of infrastructure at different levels (strategic, citywide and local) that are required to support the needs of sustainable development.

**12.19** To charge CIL the authority must have an adopted CIL Charging Schedule in place. Plymouth's CIL Charging Schedule, came into effect on 1 June 2013.

**12.20** Whilst CIL can only make a limited contribution to the provision of infrastructure, in Plymouth it will normally be prioritised towards mitigating the cumulative impacts of development and the delivery of selected large strategic projects, especially where reliance on S106 contributions is likely to be difficult or insufficient. CIL is targeted at strategic infrastructure with S106 being primarily about local mitigation but supporting strategic infrastructure projects.

**12.21** Consequently, the positive use of S106 agreements will support other types of strategic infrastructure, where the three statutory tests (detailed below) can be met. This can include: transport; education; health; natural infrastructure and playing pitches. S106 agreements will also support local infrastructure provision and initiatives such as: play areas; local green space and transport improvements and community infrastructure such as: youth or other services; libraries; community buildings and recycling centres.

## DEL1.3 – Planning obligations

**12.22** When assessing a planning application, the LPAs can take into account specific conditions, restrictions, activities or operations which would make the development proposal acceptable in planning terms. They may also include clawback provisions. These are referred to as 'planning obligations' and can be used not only to mitigate the impacts of development but also to prescribe uses and secure policy compliance, such as affordable housing, and

254 https://www.legislation.gov.uk/uksi/2010/948/contents/made

compensation for facilities lost through development. Planning obligations (delivered through what are known as 'Section 106 agreements') are also an established and valuable mechanism for securing developer contributions or provisions towards meeting the infrastructure needs of a development.

**12.23** A Section 106 Agreement is normally drawn up to include all relevant parties with a legal interest in the site. In some circumstances, an applicant may draft and submit a Section 106 Obligation without LPA involvement in the drafting of it, in the form of a 'unilateral' planning obligation. In both instances this is a legal agreement that is binding on the part of the signatories including the landowner and any subsequent owner of the land.

**Planning obligation tests**

**12.24** Regulation 122 of the Community Infrastructure Levy (CIL) Regulations 2010[(255)] and the NPPF makes it unlawful for a planning obligation to constitute a reason for granting planning permission unless it meets the three statutory tests:

1. The obligation is necessary to make the development acceptable in planning terms;
2. The obligation is directly related to the development; or,
3. The obligation is fairly, and reasonably, related in scale and kind to the development.

**12.25** All planning obligations will be negotiated on a case-by-case basis in order to ensure that the three tests outlined above are complied with. The guidance in this SPD and the information contained in the supporting Developer Contributions Evidence Base Document will help to ensure that the LPAs take a consistent approach in applying the tests:

1. **Test One** *(necessary to make the development acceptable in planning terms)* – the SPD provides guidance on the policy justification and the overall need for a planning obligation, which in the case of infrastructure impacts is related to evidence of infrastructure capacity. The LPAs published the evidence of infrastructure need in the form of the Infrastructure Needs. The LPAs will keep this evidence under ongoing review and publish updates on its website where appropriate.
2. **Test Two** *(directly related to the development)* – the SPD and evidence base is fully consistent with the principle that planning obligations will only be sought which are directly related to the development. In respect of mitigation of the development's impacts, where these are local (e.g. an impact on a local transport junction) then the mitigation sought will be for the relevant local improvement; and where it is strategic (e.g. an impact on the need for strategic sports and leisure facilities) then the mitigation sought will be for the relevant strategic improvement. It will not always be possible to identify the precise project that a planning obligation will relate to. For example, there may be two or three projects under consideration, each of which would address an impact but where the service provider has yet to decide on which one to advance. However, the planning obligation will clearly commit the developer contributions to an appropriate project so that the obligation is directly related to the development.
3. **Test Three** *(fairly and reasonably related in scale and kind to the development)* – the SPD provides guidance to ensure that obligations are proportionate and do not seek measures beyond what is needed to mitigate the particular impacts of the development. The LPAs will have regard to the formula based approaches to calculate the cost of impact mitigation for each unit of development. This is set out in the Developer

255 http://www.legislation.gov.uk/uksi/2010/948/made

Contributions Evidence Base document. This approach will help ensure that planning obligations are fair and reasonably related in scale and kind to the development.

### Thresholds

**12.26** The indicative thresholds to help determine the scale of development below which negotiated infrastructure contributions are unlikely to be sought are set out in the table below:

| Development type | Plymouth | South Hams and West Devon |
|---|---|---|
| Residential | 10 or over | 5 or over |

**Table 36 Thresholds below which infrastructure contributions are unlikely to be sought**

**12.27** Commercial development may also have an impact and require contributions. This will be considered on a case-by-case basis, based on the size and type of development proposed.

**12.28** Please note that these thresholds are a guideline only and there may be circumstances where infrastructure contributions would still need to be sought, for example, in relation to a smaller development on a green space which needs to mitigate its impacts off-site in order to satisfy the requirements of DEV27.

**12.29** 'Made' Neighbourhood Plans also need to be considered as some may set thresholds which are different from the above. Where they are different from the above table, thresholds identified in adopted Neighbourhood Plans will take precedence.

**12.30** The progress and status of Neighbourhood Plans across the Plan Area can be found here on the South West Devon Neighbourhood Plans page[256] and the Plymouth Neighbourhood Plans page[257].

### Planning obligation types

**12.31** Planning obligations generally fall into four types which are outlined at Policy DEL1.3:

- **Type 1** An obligation which prescribes the nature of the development so that it meets policy requirements (such as the delivery of affordable housing or future proofing for district energy);
- **Type 2** An obligation which offsets the loss of any significant amenity or resource through compensatory provision elsewhere (such as an impact on wildlife, loss of employment uses, loss of community facilities);
- **Type 3** An obligation which provides for the ongoing maintenance or upkeep of facilities provided as a result of the development, or secures commuted maintenance sums for facilities that a developer would like the responsible agency to adopt;
- **Type 4** An obligation which mitigates the impact of development on infrastructure, including its cumulative impact, through direct provision or a financial infrastructure contribution, including on natural infrastructure and European sites.

256 https://www.neighbourhoodplanning.swdevon.gov.uk/
257 https://www.plymouth.gov.uk/neighbourhoodplanning

**12.32** Contributions to mitigate the infrastructure impact of development (Type 4 obligations) will be negotiated on a case-by-case basis, and only where there is evidence of an impact and an identifiable means for mitigating that impact. Such contributions can be sought retrospectively where an infrastructure scheme has been forward funded to unlock growth potential in anticipation of future development contributions. To assist the negotiation process, the SPD Developer Contributions Evidence Base document identifies need and sets out formulae which enable an average infrastructure mitigation cost per unit of development to be calculated. This Evidence Base document will be updated when necessary to reflect changing evidence and costs.

**12.33** In order to ensure a consistent approach to Type 4 planning obligations, the following sections consider a number of the matters that a planning obligation might seek to address. However, an obligation will only be sought in relation to these matters where to do so would comply with Regulation 122 of the CIL Regulations 2010.

**12.34** The primary infrastructure types, where contributions may be sought through the planning obligation process, include:

- Transport – including strategic transport projects to address the cumulative impacts of growth, public transport provision, travel planning and local highway and sustainable transport measures, including electric vehicle chargepoints;
- Education – including primary, secondary, early learning, special educational needs (SEN) provision and school transport;
- Healthcare – including primary care facilities in South Hams and West Devon and Wellbeing Hubs in Plymouth;
- Natural infrastructure – including strategic spaces needed to address the cumulative impacts of the growth of the city and city green spaces that meet wider than local community needs for recreation, as well as local spaces to meet community needs for recreation and play;
- Energy – including district energy or where measures for on-site carbon mitigation cannot be achieved;
- Sports infrastructure – including playing pitch provision;
- Community facilities – including libraries, waste/recycling facilities, village halls/community centres, youth provision, extra case housing and flood risk infrastructure;
- Public realm;
- Coastal defence measures;
- Fluvial and surface water flood risk management measures;
- Low carbon / district heating measures;
- Plan for trees (PCC only);
- European Marine Site (EMS); and/or,
- Local employment and training initiatives.

**12.35** If a planning obligation is required to mitigate development a planning obligations draft Heads of Terms (HoT), applicant's and solicitor's details and title information will need to be submitted as part of the validation process for what is willing to be provided as a contribution.

**12.36** The following table sets out the four types of planning obligations together with infrastructure examples linked to the relevant JLP Policies. Earlier Sections of the JLP SPD, as indicated in the final column, provide an explanation of the relevant JLP Policies:

| Planning obligation type | Infrastructure example with JLP Policy reference | SPD Section |
|---|---|---|
| **Type 1** – Planning obligations which prescribe the nature of development so that it meets a policy requirement | **Affordable housing provision**<br>DEV7 – Meeting local housing need in the PPA<br>DEV8 – Meeting local housing need in the TTV Policy Area<br>DEV9 – Meeting local housing need in the Plan Area | 4 |
| | **Local employment and skills**<br>DEV19 – Provisions for local employment and skills | 5 |
| | **Protecting and enhancing biodiversity and geological conservation**<br>DEV26 - Protecting and enhancing biodiversity and geological conservation | 7 |
| | **Delivery of landscape and biodiversity measures**<br>DEV23 – Landscape character<br>DEV26 – Protecting and enhancing biodiversity and geological conservation | 7 |
| | **District heating future proofing**<br>DEV32 – Delivering low carbon development | 9 |
| **Type 2** – Planning obligations which offset the loss of any significant amenity or resource through compensatory provision elsewhere | **Loss of employment uses**<br>DEV14 – Maintaining a flexible mix of employment sites<br>DEV15 – Supporting the rural economy | 5 |
| | **Impact on Areas of Outstanding Natural Beauty (AONB)**<br>DEV25 – Nationally protected landscapes | 7 |
| | **Impact on wildlife**<br>DEV26 – Protecting and enhancing biodiversity and geological conservation | 7 |
| | **Mitigating impacts on valued green and play spaces** | 7 |

| Planning obligation type | Infrastructure example with JLP Policy reference | SPD Section |
|---|---|---|
| | DEV27 – Green and play spaces | |
| | **Mitigating tree loss**<br>DEV28 – Trees, woodlands and hedgerows | 7 |
| | **Loss of community facilities**<br>DEV30 – Meeting the community infrastructure needs of new homes | 8 |
| | **Offsetting carbon emissions**<br>DEV32 – Delivering low carbon development | 9 |
| **Type 3** – Planning obligations which provide for the ongoing maintenance of facilities and measures provided as a result of development | **Commuted payments for maintenance of facilities and measures provided**<br>DEV3 – Sport and recreation<br>DEV4 – Playing pitches<br>DEV20 – Place shaping and the quality of the built environment<br>DEV26 – Protecting and enhancing biodiversity and geological conservation<br>DEV27 – Green and play spaces<br>DEV28 – Trees, woodlands and hedgerows | 3, 6 and 7 |
| **Type 4** – Planning obligations which mitigate the impact of development on infrastructure through direct provision or a financial infrastructure contribution | **Sports, recreation and playing pitches**<br>DEV3 – Sport and recreation<br>DEV4 – Playing pitches | 3 |
| | **Public realm (including public art)**<br>DEV20 – Place shaping and the quality of the built environment | 6 |
| | **Area of Outstanding Natural Beauty (AONB)**<br>DEV25 – Nationally protected landscapes | 7 |

| Planning obligation type | Infrastructure example with JLP Policy reference | SPD Section |
|---|---|---|
| | **European Marine Site (EMS)**<br><br>DEV26 – Protecting and enhancing biodiversity and geological conservation and SPT14 – European sites – mitigation of recreational impacts from development | 7 |
| | **Play areas**<br><br>DEV27 – Green and play space | 7 |
| | **Green infrastructure, including trees**<br><br>DEV27 – Green and play spaces<br><br>DEV28 – Trees, woodlands and hedgerows | 7 |
| | **Transport and highways**<br><br>DEV29 – Specific provisions relating to transport | 8 |
| | **Education**<br><br>DEV30 – Meeting the community infrastructure needs of new homes | 8 |
| | **Healthcare**<br><br>DEV30 – Meeting the community infrastructure needs of new homes | 8 |
| | **Libraries**<br><br>DEV30 – Meeting the community infrastructure needs of new homes | 8 |
| | **Community facilities**<br><br>DEV30 – Meeting the community infrastructure needs of new homes | 8 |

**Table 37 Planning obligation 'type', infrastructure example and relevant SPD section**

**Implementation of obligations and conditions**

**12.37** The following paragraphs detail the LPAs' approach to the procedural elements of implementing DEL1.

Validation process

**12.38** Planning applicants will be required to comply with the requirements of the relevant LPA's Local Validation List. Meeting these requirements will enable the LPA to process planning applications more efficiently and within the tight timescales set by Government.

**12.39** It is important that applicants and their agents developers understand and familiarise themselves with the legal responsibilities that they have in respect of CIL, planning obligations and the planning application process.

Outline applications and pre-application discussions

**12.40** The LPAs encourage pre-application discussions with regard to planning obligations and conditions. The early discussion of planning obligation matters, specific proposals and potential abnormal development costs will provide greater clarity and certainty for developers as to the type and scale of contributions potentially sought and the conditions that may be needed to mitigate development impacts.

Drafting of agreements

**12.41** Planning Agreements will normally be drafted by the LPA based on the use of 'Standard Agreements' to speed up the preparation of the S106 agreement. The LPAs will provide standard legal agreements and standard unilateral undertakings.

Financial contributions

**12.42** All financial contributions contained in S106 agreements are expected to be paid on commencement of development unless otherwise agreed. If any of the contributions are not paid within the timeframe, contributions will be index linked by increasing the specified sum in accordance with the following formula:

Y=(CxB)/A

Where:

- A is the value of the retail price index (RPI) compiled and published by the Office for the National Statistics last published before the said date of the agreement;
- B is the value of the RPI last published before the contribution is given;
- C is the amount of the contribution specified in the agreement; and
- Y is the amount of the contribution to be paid.

**Table 38 Index linking formula for late financial contributions**

**12.43** However, to support development viability the LPAs recognise that this will not always be practical. In these circumstances, the LPA will accept payments at specific stages during the development process, for example, upon first occupation of half the dwellings etc. Trigger dates for the payment of financial contributions will be included in the S106 Agreement, as will any time periods by which the contribution is to be committed or spent.

**12.44** In addition to index linking, late payment interest at 4 per cent above bank base rate will be added in the event of late payment of any invoices or demands for payment.

**12.45** Contributions remaining unspent at the end of any time period specified in the S106 agreement will, on request, be returned to the payee along with any interest accrued.

**12.46** The LPAs will, in most cases, seek to negotiate a five year time period to implement planning obligations where these involve the payment of a developer contribution. This is considered to be a reasonable timescale for the delivery of many mitigation measures. However, where a more strategic or complex intervention is needed, or resources need to be pooled from a variety of developments, then a longer time period will be sought, up to a maximum of 15 years.

**12.47** The LPAs aim to take a strategic approach to infrastructure delivery, which includes taking a view on the most appropriate funding routes and identifying investment and delivery plans for its growth areas. It will use this process to consider which infrastructure needs are best supported through CIL revenues and to anticipate development proposals which may make contributions through planning obligations.

Monitoring, management and implementation of obligations and conditions

**12.48** The monitoring and management of planning obligations will be undertaken by the LPAs to ensure that all obligations entered into are complied with on the part of both the developer and the Council, and that all financial contributions are committed and spent in accordance with the Agreement. Enforcement action may be taken by the LPAs where conditions or planning obligations are not being complied with.

**12.49** Monitoring information detailing the agreements and the progress of agreements will be kept on a database maintained by the LPAs. The process will provide assurance that obligations have been spent in full and appropriately.

**Fees**

**12.50** Applicants will be required to meet their own and the Council's reasonable costs, such as legal costs, of producing planning obligation agreements, whether the agreement is completed or not.

**12.51** In addition, a Planning Obligation management fee will be payable on commencement of development to meet the LPAs' costs in administering and monitoring the agreement. Separate contributions may also be required for other specialist work in order to meet the Council's costs. The level of fee will be reviewed on an annual basis and published in the relevant LPAs' Planning Services Fees Policy.

## DEL1.5 – Development viability

**12.52** The JLP has undergone comprehensive viability testing, including consultation with the development industry, and the plan policies found to be viable. Developments which comply with those policies are assumed to be viable and do not require a viability assessment. The majority of developments within the JLP area are expected to be both policy compliant viable and therefore the use of viability assessments should be considered as exceptional.

**12.53** Where an applicant contends that planning obligations sought would make a proposal economically unviable DEL1.5 requires robust viability evidence to be submitted. It is expected that the applicant will submit accurate, complete and detailed information at the earliest opportunity in order to support a thorough appraisal of the scheme's economics. It is for the applicant to demonstrate whether the particular circumstances of their scheme justify the need for a viability assessment. Any viability assessment submitted must refer back to the viability study that informed the JLP and should clearly articulate and provide evidence for what has changed since then.

**12.54** Financial viability should be considered by applicants as a material consideration at the earliest opportunity. Where an applicant engages with the LPAs prior to the submission of a planning application this matter will form part of the advice provided to the applicant.

**12.55** If during the course of determining a planning application it becomes apparent that viability is a material consideration it is expected that an extension of time will be required in order to review the viability position.

**12.56** The financial viability assessment should be undertaken in accordance with the NPPF and reflect the recommended approach in the NPPG. Industry guidance, such as that provided by the RICS, may be referenced but it should be considered secondary to Planning Practice Guidance. If there is any conflict between Planning Practice Guidance and other guidance then the other guidance should be disregarded.

**12.57** Any viability information which the applicant wishes the LPA to consider when determining the planning application will be publicly available unless specific commercial sensitivity or harm that outweighs the public interest can be evidenced. Any submitted viability assessment will be published on the planning portal other than in these exceptional circumstances.

**12.58** The applicant will be required to fund the LPAs' reasonable costs associated with the assessment of a viability assessment, as outlined in the LPAs' fees policies.

**Viability considerations following the grant of planning permission**

**12.59** Where a development has been identified by the LPAs as genuinely stalled due to unforeseen circumstances the LPAs may, at their discretion, and in line with planning policy, renegotiate Section 106 obligations.

**12.60** The applicant will be required to fund the LPAs' reasonable costs in assessing the new assessment and supporting evidence in line with the Council's published fees policy. Should the LPAs agree to vary the section 106 agreement, the applicant will be required to meet the LPAs' reasonable costs for varying the agreement, including legal costs.

**12.61** Applicants will be expected to identify and evidence what has materially changed between submission of the original planning application and the renegotiation. Errors in the original viability assessment would not normally be justification for a renegotiation of planning obligations.

**12.62** Realisation of risk or underperformance against profit expectations are not considered to be justification for a post planning permission viability review.

**12.63** A revised financial viability assessment will be required to support the application provided to the same standards as described in this Supplementary Planning Document.

# 13 APPENDIX 1: Residential extensions and alterations

## Introduction

**13.1** House extensions and other alterations can provide valuable additional space for households and improve the quality of accommodation. However, if not thoughtfully designed and carried out, they can lead to problems for adjoining householders and can contribute to a decline in residential amenity.

**13.2** In some cases planning permission is not needed due to permitted development rights. The Town and Country Planning (General Permitted Development) (England) Order 2015 [258] is the principal order which sets out when planning permission is not needed, provided that no restrictive condition is attached or that the development is exempt from the permitted development rights through an 'Article 4' or 'Article 3' direction.

**13.3** Although not definitive, it is recommended that in the first instance the Planning Portal [259] is looked at, to review guidance on permitted development and further information on residential alterations and extensions.

**13.4** To view guidance on extensions for houses which are listed or within a conservation area please see Section 6.

**13.5** If an extension is for someone with a disability it is best to consult with planning officers at an early stage through the LPAs' pre-application services. Wherever possible, the LPAs will support proposals that are for the sole benefit of someone with a disability. However, applications will still need to apply the design principles in this SPD to ensure neighbours are not adversely affected by the proposals.

## Residential extensions

Visual impact

**13.6** Extensions and alterations should relate well to the main dwelling and character of the area. They should generally follow the same architectural style and use the same materials as the original dwelling. Proposals should also respect the character of the area, including building form and layout, architectural style and materials.

**13.7** Occasionally, extensions which differ or even contrast with the original property can be acceptable. However, even where materials or designs contrast there should still be a harmonious relationship with the main body of the property being extended.

258 http://www.legislation.gov.uk/uksi/2015/596/contents/made
259 https://www.planningportal.co.uk/

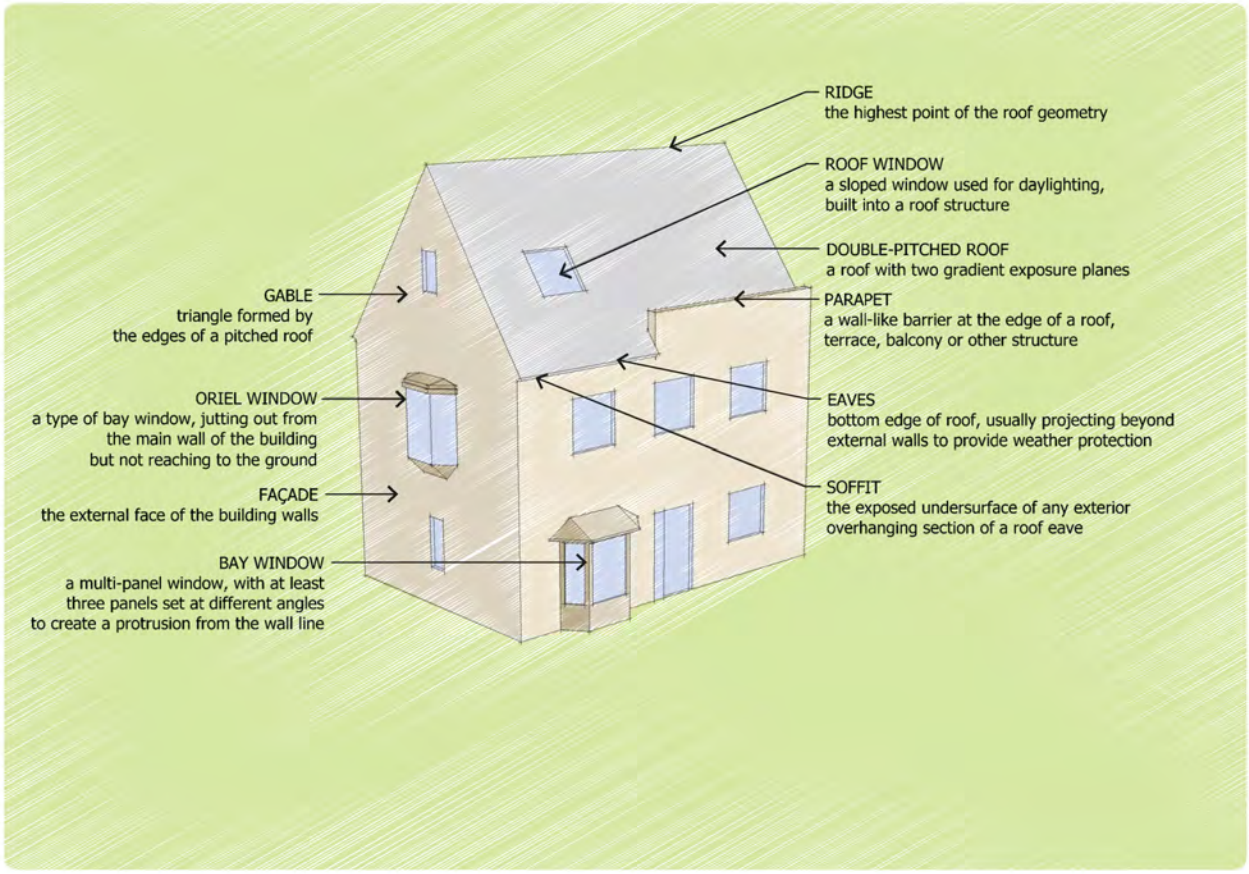



**Figure 20 Technical terms for house design**

Materials

**13.8** Materials used in house alterations or extensions should generally match those of the existing house and relate to the surrounding area. In particular it is important to consider the impact of exposure and weathering on materials to ensure they will weather attractively. For example, in the PPA specifically, when using render, silicone render should be used to reduce the risk of staining and algae growth that has affected many buildings completed in recent years.

**13.9** It is also important to ensure that small but important details, such as mortar colour and bonding style, are correct.

**13.10** A condition may be applied to a planning permission to require particular materials to be used. For further guidance please see 14 'APPENDIX 2: Specific materials for the Plan Area'.

Roofs

**13.11** The shape, pitch and colour of roofs (and the roofing materials) on house extensions should normally mirror those of the original home unless there are clear reasons why this is not reasonable or practicable.

**13.12** Flat roofs will be discouraged where they are not a feature of the original house although they can sometimes be acceptable at the rear of properties, particularly where they are not prominent and help to reduce the height of an extension.

**13.13** Green roofs will be encouraged where appropriate to support biodiversity, rainwater run-off attenuation and visual amenity etc.

**13.14** When considering the roof design and orientation, the LPAs will also consider the potential for installing solar photovoltaic or thermal renewable energy.




**Figure 21 Technical terms for roof designs**

Windows

**13.15** The positioning and design of windows is crucial to achieving a unified exterior. The windows in an extension should reflect the proportions of the existing windows. The size, shape and materials of windows should correspond with the existing windows and the horizontal and/or vertical divisions of individual windows should match.

**13.16** Habitable room[(260)] windows should be positioned to maximise available daylight and sunlight and should normally be located to the front or rear of the dwelling.

Privacy

**13.17** The LPAs have a responsibility to protect the existing amenities of all residents. Any alteration or extension should not have an unacceptable effect on the standard of living offered to occupants of homes that are to be extended and their neighbouring properties.

260 For the purposes of this document a habitable room is defined as a room used, or intended to be used, for dwellinghouse purposes (such as a livingroom, bedroom or kitchen).

**13.18** The levels of privacy expected from a residential environment will differ depending upon the location. For example, within densely developed contexts such as city, town or neighbourhood centres, or areas with a medieval street pattern, it is reasonable to assume that privacy might be less than in lower-density neighbourhoods and in these circumstances other design solutions may be appropriate such as oriel windows for habitable rooms and obscured glazing in other rooms.

**13.19** Habitable room windows facing directly opposite one another should be a minimum of 21 metres apart for a two-storey development, as shown below. This distance should be increased to 28 metres when one or more of the buildings are three-storeys in height or there is a drop in levels that reduce privacy. An exception may be allowed where the proposed extension is a single storey, and/or there is a boundary wall between the properties.

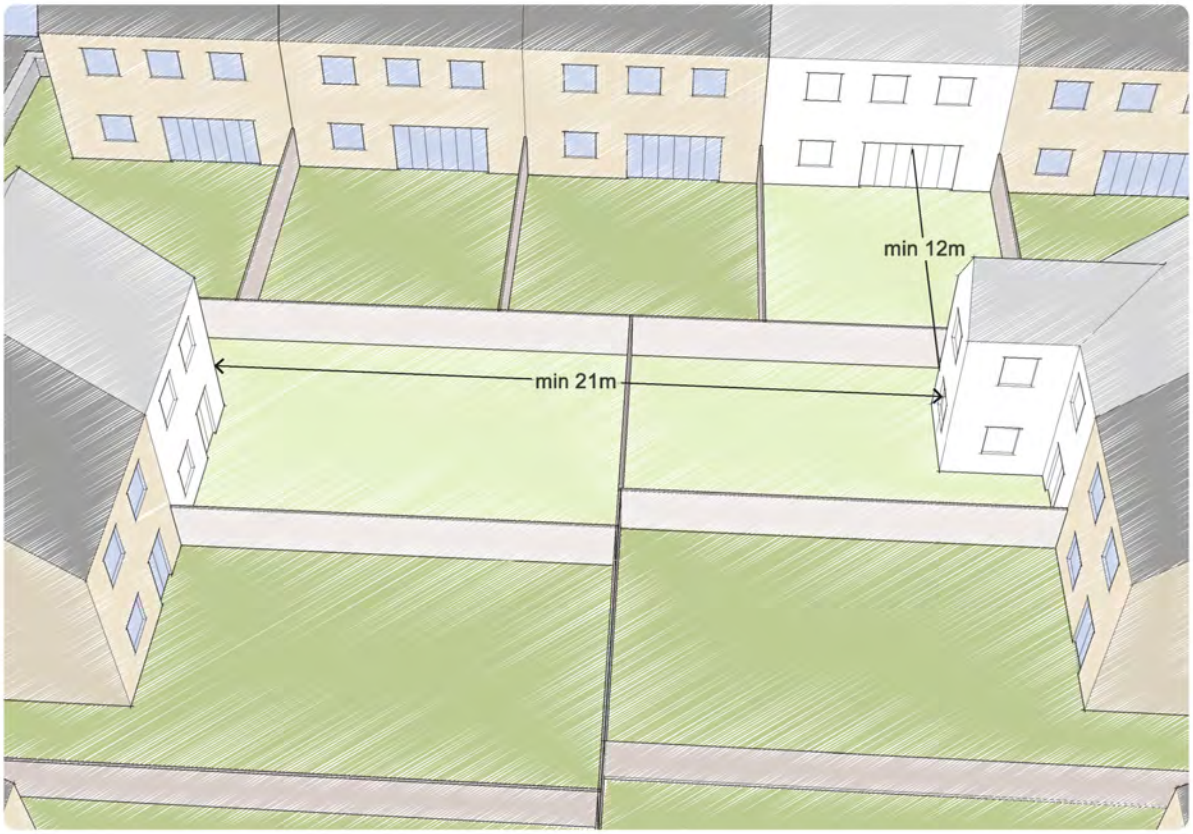



**Figure 22 Minimum distance between habitable rooms**

**13.20** Overlooking of gardens may be unacceptable where it would result in an intrusive, direct and uninterrupted view from a main room to the most private area of the garden. This is often the main sitting out area adjacent to the property of the neighbours' house. In predominantly urban areas, as a general rule this area is the first 3-4 metres of a rear garden closest to the residential property.

**13.21** Problems concerning privacy can sometimes be overcome by relocating windows or by the installation of roof lights. Obscure glass can be an appropriate solution if the facing window serves a non-habitable room. Planning conditions may be applied by the LPAs to planning permissions so that these solutions continue to protect neighbouring resident's amenity once the development is complete.

Balconies and roof gardens

**13.22** Balconies and roof gardens can be unacceptable in higher density areas because of the impact they can have on the privacy of neighbours' gardens or habitable rooms. In assessing a proposal for a balcony or roof garden the degree of overlooking will be considered.

**13.23** As well as overlooking, balconies can also create generate additional amenity impacts if they are positioned close to the site boundary such as noise. Consideration should be given to the location of any proposed balcony to prevent amenity impact to neighbouring properties.

**13.24** Alternative designs, such as setting back the balcony/roof garden in rear extensions to reduce overlooking or a privacy screen will be considered on a case by case basis.

Decking, terraces and patios

**13.25** Decking and other similar developments can lead to problems of overlooking and affect the amenity of neighbours, particularly in sloping gardens, and will therefore be resisted if they would create an unacceptable loss of privacy for neighbouring properties. However it is also important to note that decking, particularly in sloping gardens, could be classed as permitted and therefore cannot be controlled through planning legislation.

**13.26** Screening or fencing may be used to overcome any overlooking problems but should be of a scale that does not unreasonably affect the outlook or daylight of the neighbouring property. Overlooking can also be reduced by positioning decking, a terrace or patio away from the property boundary.

Outlook

**13.27** While views from a private house or garden are not safeguarded by planning legislation, an extension should not be constructed in close proximity to either a habitable room window of a neighbouring property or its private garden where it would have an unacceptable overbearing effect on a household's outlook.

**13.28** In order to protect the outlook of neighbouring properties, the minimum distance between a main habitable room window and a blank wall, should be at least 12m. This distance should be increased for a three-storey development, normally to at least 15m.

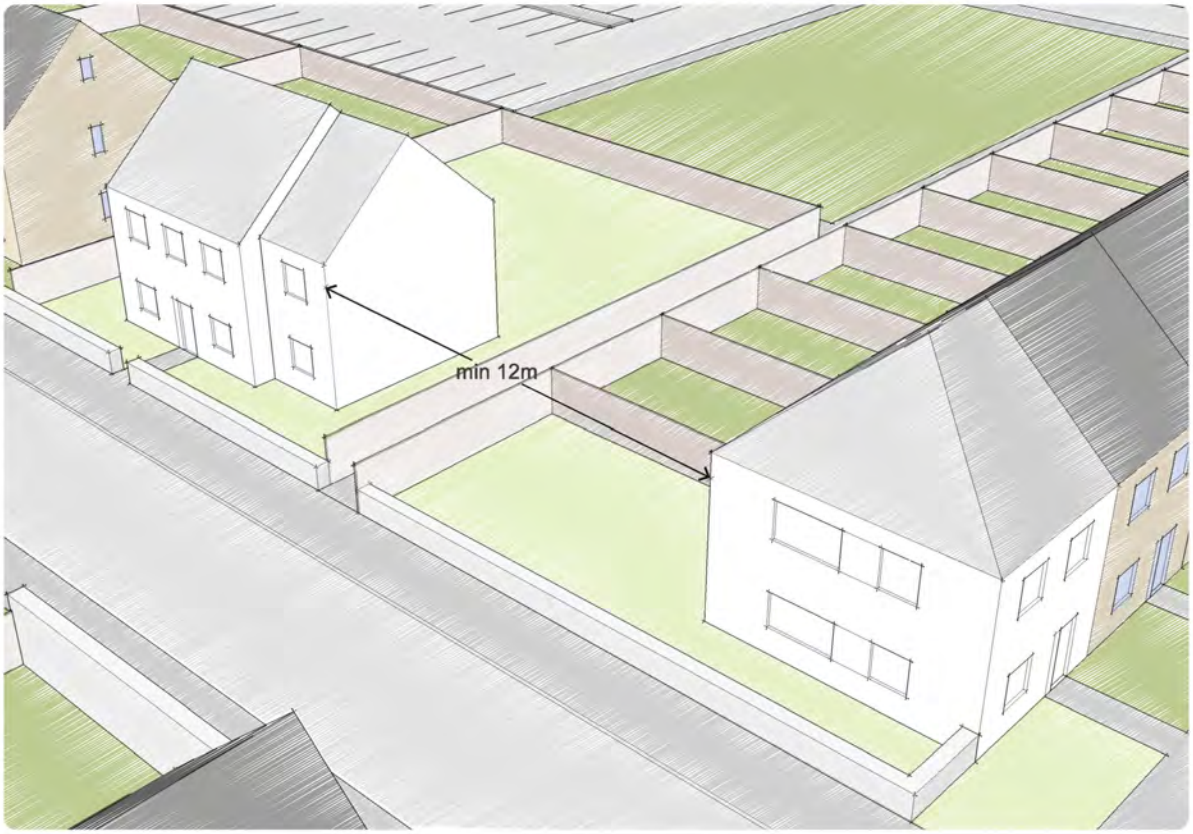



**Figure 23 Distance between habitable room window and blank facing wall**

**13.29** Where there is a difference in ground levels these should be taken into account and the distance increased, normally by an extra 3 metres for every 2 metres increase in height.

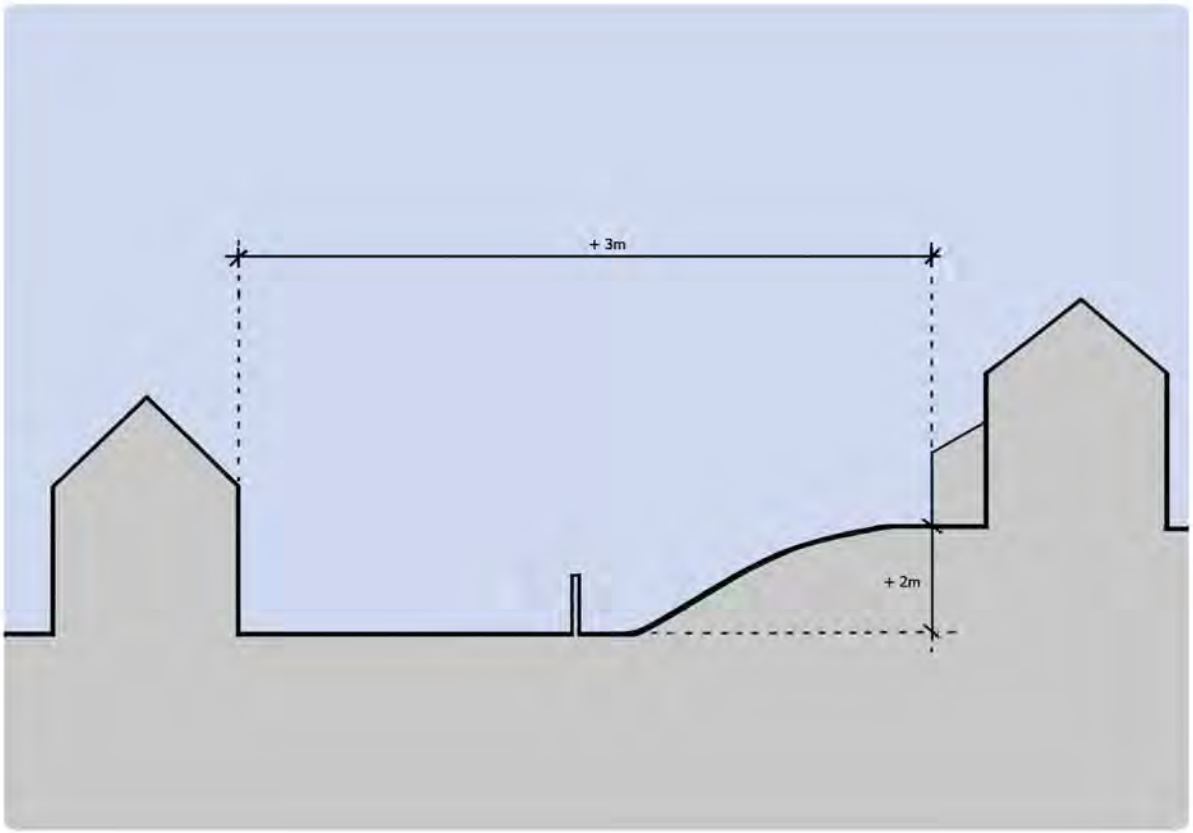



**Figure 24 Difference in ground level**

Daylight and sunlight

**13.30** Extensions should not result in a significant loss of daylight or sunlight to habitable rooms of neighbouring properties, such as kitchens, living rooms or bedrooms. An extension should also not lead to an unsatisfactory loss of light to the property being extended.

**13.31** Proposals which would result in a harmful loss of daylight or sunlight to a neighbouring property will be refused. In order to ensure that a proposed development will not cause a harmful loss of daylight the 45 degree guideline should be followed.

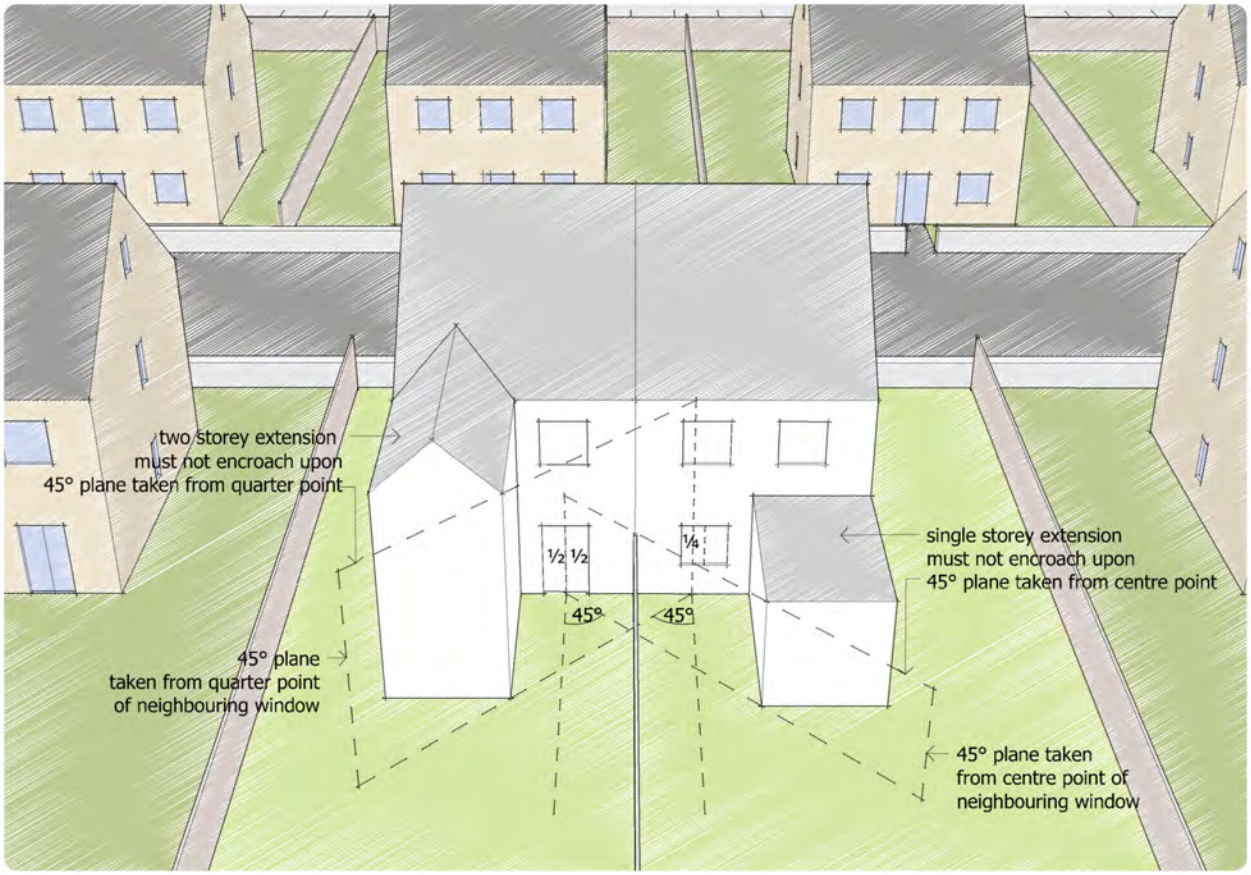



**Figure 25 The 45 degree guideline**

**13.32** An imaginary line at an angle of 45 degrees is drawn from a point within the window of the closest ground floor habitable room of the neighbouring property towards and across the site of the proposed extension or new development. If there is more than one window lighting this room, the line is taken from the window which is the main source of light. When elevated to an angle of 25 degrees above horizontal, this line will show the maximum width and/or depth that a proposed extension can build up to without unreasonably obstructing light or views to a neighbouring property.

**13.33** The 45 degree guideline is relevant to both single and two-storey house extensions. For a single-storey extension, the line is drawn from the mid-point of the window. For a two-storey extension, the line is taken from the quarter point closest to the boundary.

**13.34** House extensions are normally only considered acceptable if they do not cross the 45 degree line when elevated to 25 degrees. Relaxation of this guideline may be considered for light-weight, transparent structures such as conservatories, or where the orientation of the properties concerned means that the guideline can be relaxed. Relaxation may also be considered where there is a difference in ground levels between adjacent sites or where there is a high boundary wall between two properties.

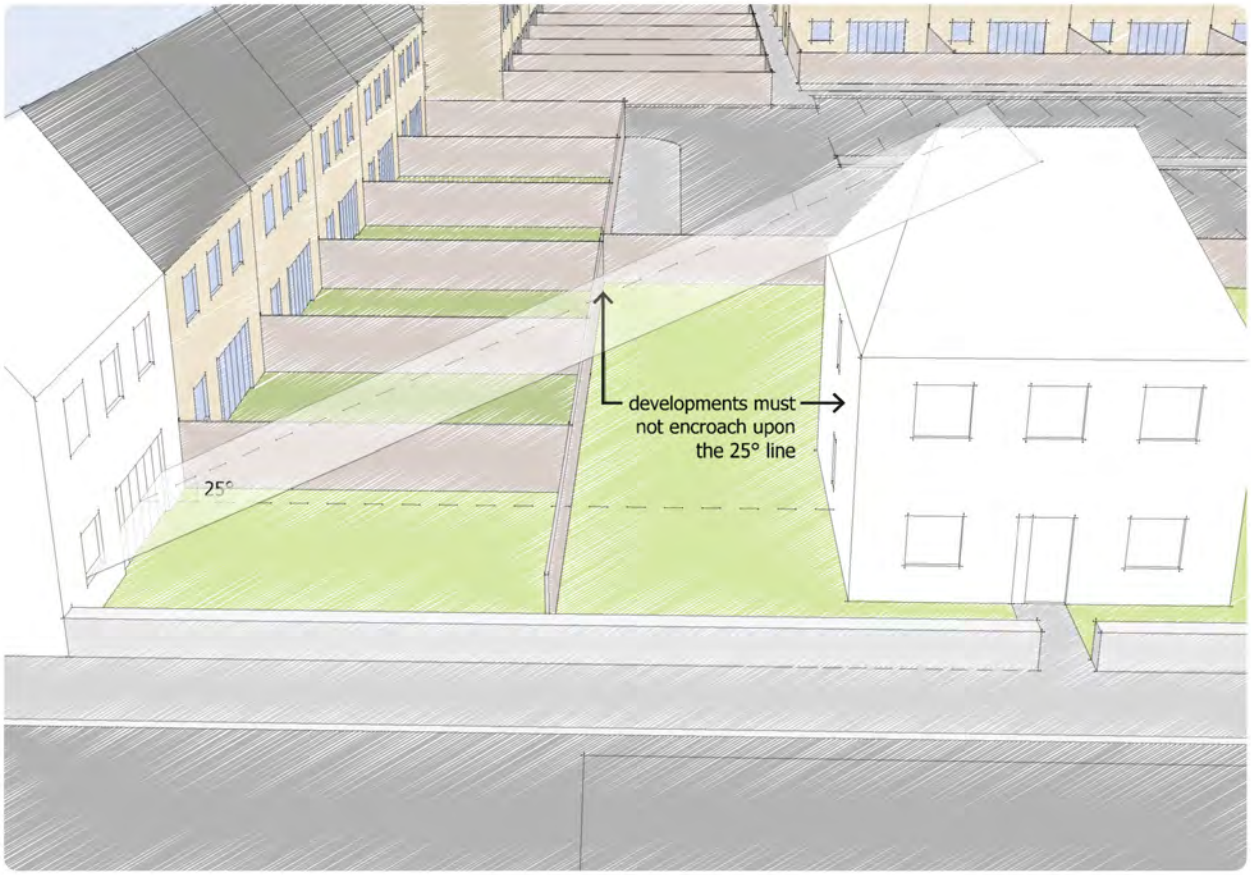



**Figure 26 The 25 degree guideline**

Front extensions

**13.35** The front of a dwelling is usually the most visible part of the building. It often follows a clear/defined building line, helping to define the character of the street.

**13.36** Extensions that project forward of the existing house will generally be resisted. Where a street has a clear established building line, the only development that might be acceptable at the front is likely to be a small, sympathetically designed porch. In certain circumstances, an exception may be allowed where there is no obvious building line, where the property is set back from other houses, or where front extensions are a feature of houses in the street or dwellings in more rural locations where there is no ‘street scene’.




**Figure 27 Front extensions**

Side extensions

**13.37** In order to ensure that a side extension does not over-dominate the existing house or street-scene, it should generally be subordinate (smaller) in scale to the original dwelling and set back from the front of the property, especially in a street characterised by regularly spaced properties of similar design and scale.

**13.38** The individual characteristics of the site and proposal will determine the exact set back distance required, however a distance less than 1m will rarely be considered acceptable.

**13.39** Where an extension is set back, the roof of the extension should be lower than that of the main house. This ensures that the extension is subordinate. Side extensions should also be of a width to ensure they appear less important that the original dwelling.

**13.40** In some situations the erection of a two-storey side extension could create or contribute to an effect known as 'terracing'. This is where side extensions almost link up with neighbouring properties, leading to the appearance of a terraced street. Piecemeal joining up of individual properties is also likely to appear visually obtrusive and the loss of space can be harmful to the whole character and amenity of an area.




**Figure 28 Side extensions and terracing effect**

**13.41** To avoid a terracing effect, a gap should be left between the extension and the boundary with the neighbouring property. This gap should generally be at least 1.5m wide. Where it is not feasible to leave a gap, an alternative is to set the extension further back from the front of the house. The required set-back distance to avoid the appearance of terracing will vary, however a set-back distance of at least 2m may be necessary.

**13.42** Where there is an existing ground floor extension that is not set back from the front of the house, then a proposed first floor extension should normally be set back by at least 2m to ensure that subordination is maintained and terracing avoided.

**13.43** Exceptions to these guidelines may be allowed in detached buildings which have their own individual design or can demonstrate exceptional architectural merit.

Corner plot extensions

**13.44** A corner extension should demonstrate that it will have a positive effect on the street-scene. Blank walls should be avoided, as they detract from the street-scene and reduce natural surveillance.

Rear extensions

**13.45** An extension at the rear of a dwelling is usually less visible than a side or front extension; however it can sometimes be seen from public areas. A rear extension should be in keeping with the main dwelling and the character of the area. An extension that follows an unusual layout may affect the character of the area and will therefore need careful consideration. In addition, the need to retain external amenity space should also be considered.

Roof extensions

**13.46** Extending into roof space is a popular way of creating more residential accommodation and most roof extensions are permitted development as long as the ridge height is not changing. Where permission is needed, it is important to consider the height and ensure all roof alterations are of a high quality and relate well to the original home and the street-scene.

**13.47** Wherever possible, a roof extension should be located at the rear of the property to minimise its impact on the street. Where the rear of the building is very prominent, such as at the end of a terrace or street, roof extensions should be of exceptional quality to be acceptable and conditions on planning applications may be necessary to limit the impact on neighbour privacy. Side extensions on hipped roofs are also particularly sensitive because of their prominence and impact on the symmetry of a building.

**13.48** Roof windows and skylights usually lie flush with the profile of the roof. Providing enough head room can be created, these are normally the best option for roof extensions as they allow the profile of the roof to remain intact and are likely to have less visual impact on neighbouring properties.

Dormer windows

**13.49** Proposals for dormer windows will be considered in the context of their impact on the dwelling, the street-scene and neighbours' amenity. Dormer windows should not dominate a building and should sit comfortably within the roof space. If it is necessary to create a large area in the roof space, it is generally preferable to construct a number of small dormers rather than a single large roof extension.




**Figure 29 Dormer windows**

**13.50** Dormer windows should relate well to the building with respect to materials, scale, shape and angle of roof. The front and sides of the dormer should be covered in a material that matches, or is in harmony with, that of the existing roof. The style and sub-division of windows should relate to those that exist elsewhere on the building.

**13.51** The positioning of dormer windows is important. They should not appear squashed towards any of the roof edges, and should be proportionate to the existing windows below.

**13.52** Dormer windows are only acceptable on the front roof of a property if this is a feature of nearby properties and if they are sensitively designed and located.

**13.53** Dormer windows on side roofs are particularly sensitive because of their prominence and impact on the symmetry of a building. Side dormers that unbalance the symmetry of a building are generally unacceptable. Only small, appropriately designed and positioned dormers are likely to be acceptable.

**13.54** Dormer windows are generally more appropriate at the rear of a property providing they are located below ridge height and are sympathetically designed. Where the rear of the building is very prominent, such as at the end of some terraces, design criteria will be stricter.

**13.55** It is particularly important to ensure that the positioning of dormer windows does not cause harm to the privacy of neighbouring properties and conditions may be added to planning applications with regards to obscure glazing and non-opening windows.

**Boundary walls and fences**

**13.56** Boundary walls and fences mark the boundary of a property and maintain the privacy and security of occupiers. The design and location of walls and fences can however have a significant impact on the appearance of the street scene and on highway safety. Whether a planning application needs to be submitted when building or replacing a fence, garden wall or gate depends on a number of factors, including the height and position.

**13.57** However, many modern dwellings also have permitted development rights removed.

Visual impact

**13.58** The height and appearance of walls and fences should reflect the character of the existing street-scene. Materials should relate to their surroundings in respect of colour and texture.

**13.59** Removal of any enclosure such as walls within a Conservation Area can have a negative impact on its setting, and may be resisted in the case of historic stone walls, for example, or boundaries which contribute the character of the Conservation Area. Examples and descriptions of walls of particular importance can be found in Conservation Area Appraisals which have been carried out in some towns and villages.

**13.60** For further information on the historic environment please see guidance at 'Development affecting the historic environment (DEV21)' and 17 'APPENDIX 5: New work in conservation areas'.

**13.61** A wall or fence positioned at the front of the property is usually sensitive and should not normally be of a height or material that would appear bland, intimidating or out of character with its surroundings.

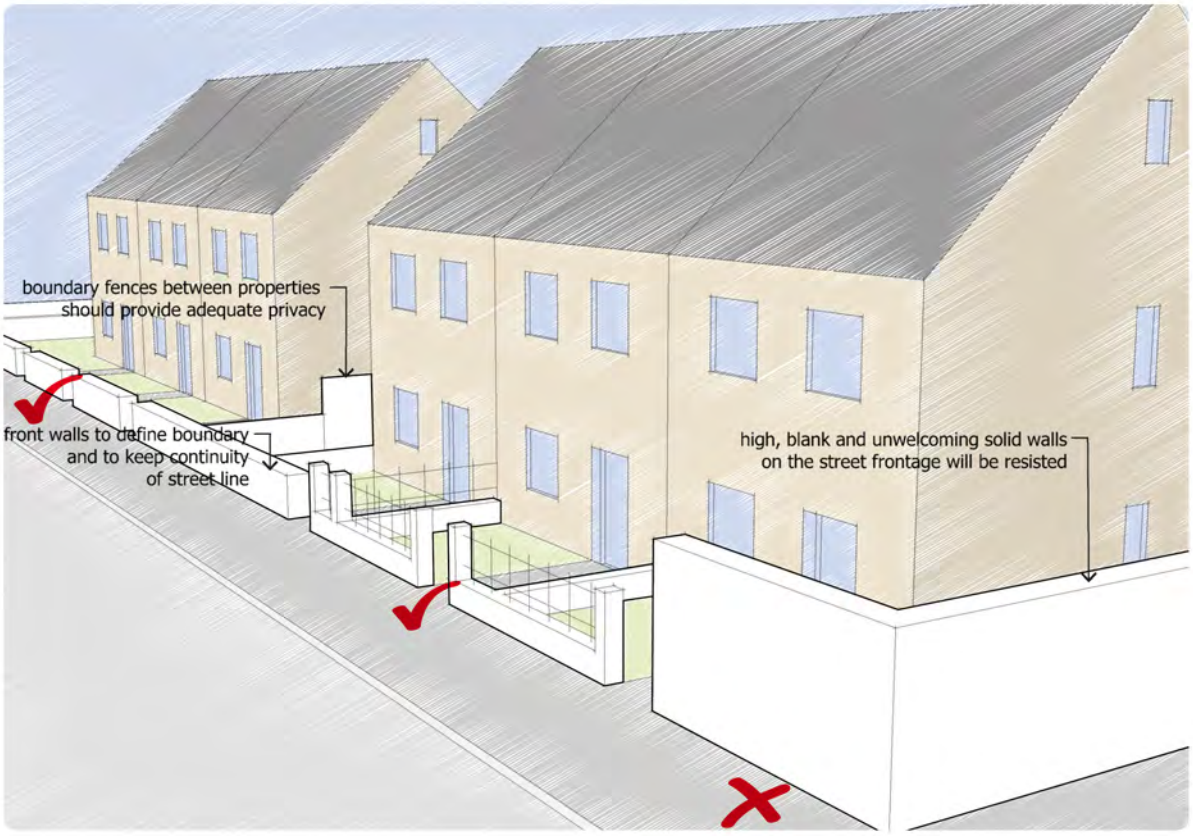



**Figure 30 Boundary walls and fences**

**13.62** In residential streets the erection of front walls or other means of enclosure will be carefully considered to ensure it is not too high and relates well to the surrounding area. A previous planning condition or covenant may also have a restriction on front enclosures.

**13.63** Walls or fences over 1m in height at the front of a property or at the side where the property is a corner plot may reduce natural surveillance and are likely to be resisted.

Highway safety

**13.64** The height and positioning of walls or fences should not impinge on highway safety and particular care should be taken at junctions and bends in the highway. Walls or fences which restrict visibility for road users will be unacceptable. Details of specific requirements can be found in Highways Standing Advice, available from the relevant Highways Authority.

Impact on neighbours

**13.65** Fences and walls should be designed and located so that they do not unreasonably restrict light entering a neighbouring property or have an unacceptable effect on outlook.

**Off-road parking considerations**

**13.66** Provision for off-road car parking should be carried out in a sensitive way so as not to detract from the character of the area or reduce highway or pedestrian safety. It should also not lead to any substantial reduction in existing on-street provision where it is in limited supply.

**13.67** In certain urban areas only, it is sometimes preferable to provide open fronted parking areas so as to encourage their use for vehicle parking as is their intended purpose and a justification will be required from the applicant if open fronted parking areas are not included. However, in high density urban areas, such as city, town or neighbourhood centres, or in strategically important and prominent locations, such as along the waterfront and in historic streets and Conservation Areas, open fronted parking areas may have a negative impact on the attractiveness of the street and could be resisted. Similarly, ground floor car parking that generates blank or unattractive street-facing building elevations in such locations will be resisted.

**13.68** In more rural areas, car ports and garages should try and reflect the style of more traditional outbuildings in the countryside. This would include pitched roofs, rather than flat roofs, careful consideration of placement within the site, and use of appropriate materials, particularly if the site has a historic agricultural character.

***Garages and car ports***

Garages vs car ports

**13.69** As garages are normally used as storage and not for parking, the LPAs will generally encourage the use of car ports as an alternative.

Highway safety

**13.70** When determining planning applications, safety for pedestrians, cyclists and vehicles is paramount and obstruction should not be caused to the highway. For example, garage doors should not project over a pavement or road either during opening or when open.

**13.71** Off-road car parking should be designed so that cars do not overhang the highway, for example when a car is parked prior to a garage being opened. To overcome this, when a driveway is in front of a garage, it should be a minimum of 5.5m long. Where a driveway is used by pedestrians to gain access to a property, it should be at least 3.2m wide.

**13.72** To enable easy manoeuvring in and out of a garage or car parking area entrances should be designed so that a vehicle can enter or exit in a single turning movement. Where the entrance is on to a classified road then there should be room within the site for the vehicle to enter and exit the public highway in a forward gear.

Impact on neighbours

**13.73** The construction of an off-street parking area should not negatively affect occupants of neighbouring properties. Proposals which are likely to create a disturbance in a residential area will be refused permission.

**13.74** For garages, particular attention needs to be paid to the impact on neighbour's outlook and light, guidance is available above.

Visual amenity/street-scene

**13.75** The design of a garage, whether attached to the property or freestanding, should relate well in scale and proportion to the original dwelling and to the surrounding area. Attention should be paid to the design of all parts of the structure including doors, walls and roofs. Where a garage is attached to a house it is usually preferable to set it back from the front of the property:




**Figure 31 Garages**

**13.76** In urban areas, garages in front gardens will generally be resisted as these are prominent sites and can detract from the street-scene. In exceptional circumstances, garages in sloping front gardens may be allowed if the majority of the garage can be built into the garden. Garage doors should not open over the public highway to ensure there is no obstruction.

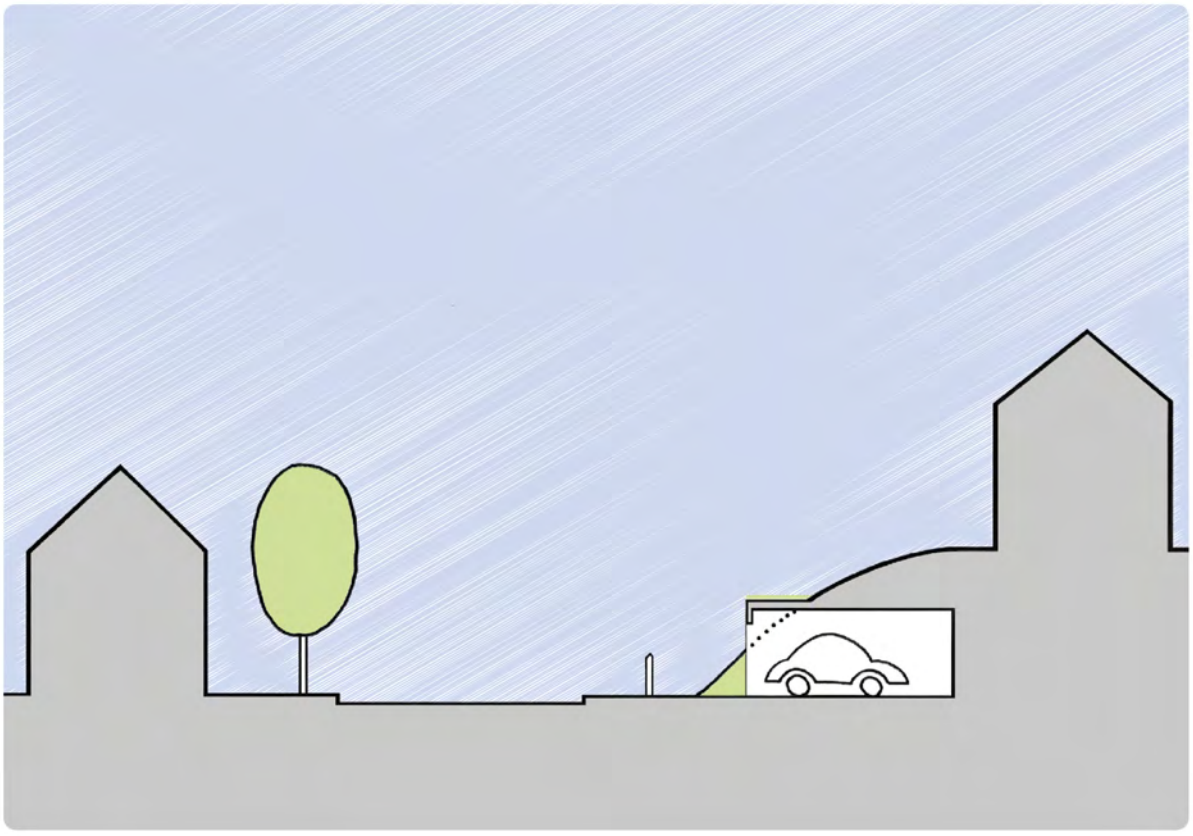


**Figure 32 Garages in sloping front garden**

***Hard standings***

**13.77** It has become popular to pave over front gardens to provide parking space. Although this may be a convenient way of providing off-street parking, proposals need to be considered carefully to ensure there is no negative impact on residential amenity, safety, and environmental grounds as well as the character and attractiveness of the street. In many Conservation Areas, historic towns, villages and rural areas new hardstandings may be unacceptable due to the adverse impact on the character of the street scene.

**13.78** In assessing proposals, the LPAs will have regard to the impact of the proposal on the street scene, highway safety and drainage.

**13.79** When designing a hard standing the following guidelines should be adhered to:

- Retain as much original walling, fencing or railings as practical to ensure the appearance of enclosure is preserved. Full frontage crossings will not generally be permitted;
- Incorporate sufficient space for soft landscaping to screen cars and minimise the visual impact of the hard surfaced area; and,
- The hard standing should be constructed of permeable material so that water can soak into the surrounding ground. If it is intended to construct a hard standing using gravel,

a 1m tarmac or concrete apron is required adjacent to the public highway to prevent gravel coming onto the highway;

- The proposed hard standing should not drain onto the public highway. If the hard standing slopes/drains towards the highway, a channel should be installed to prevent run off onto the highway

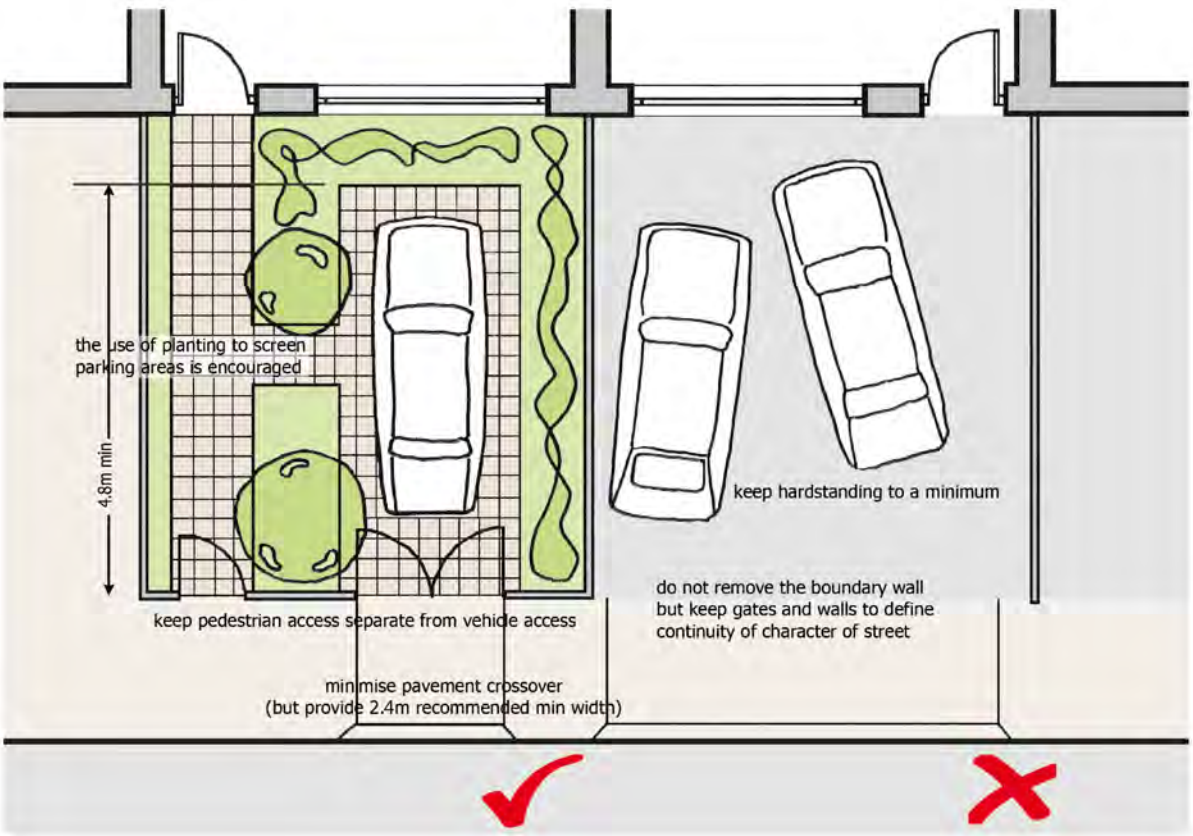



**Figure 33 Hard standings**

**13.80** Further guidance on how to pave a front garden in a sustainable way is available on the Planning Portal [261] and in government guidance: Permeable surfacing of front gardens: guidance[262].

Parking to the rear of a property

**13.81** The LPAs will resist any planning applications which proposes the total removal of rear boundary walls and/or opening up of rear curtilages to accommodate off-street parking where this would be prejudicial to security and visual amenity.

***Dropped kerbs (Domestic Vehicle Crossings)***

**13.82** Driving a vehicle over a verge or footpath to access a property, without an appropriate vehicle crossing or without lawful authority from the LHA, is an offence under Section 184 of the Highways Act 1980 and may result in prosecution.

261 https://www.planningportal.co.uk/
262 https://www.gov.uk/government/publications/permeable-surfacing-of-front-gardens-guidance

**13.83** Agreement from the local highways authority (LHA) is needed before you do anything on the highway. This consent procedure is separate from obtaining planning permission and the highway service applies its own guidelines in respect of the width and separation of pavement crossover points:

- Plymouth City Council[263]
- Devon County Council (South Hams and West Devon)[264].

**13.84** To find out whether planning permission is needed for a dropped kerb, please contact the relevant LPA.

**13.85** If planning permission for a new access onto a highway has been granted planning approval through the submission and determination of a planning application then permission to drop the kerbs and lower the footway has been accepted in-principle.

**13.86** The following guidance has been adapted from the highway service guidelines.

**13.87** The standard recommendation for any access onto a classified road is that the turning provision for a car should be provided within a private property. The vehicle should be able to enter and leave the property in a forward gear.

**13.88** However, depending on the nature of the classified road (onto which access would be obtained), in terms of the volume and speed of traffic travelling along it, a new access without on-site turning provision may be acceptable to the LPA and each case will be considered on its' own merit.

**13.89** When applying for planning permission the following guidelines should be adhered to:

- A property is only allowed to have one functioning domestic vehicle crossing, except in extenuating circumstances and applications to provide more than 1 crossing shall be considered on a case-by-case basis;
- Vehicles are not permitted to park on the crossing;
- Applications should provide sufficient room on the property to prevent a vehicle from protruding onto the footway/verge when parked. The minimum parking standards are 2.4m by 4.8m and the minimum crossing width shall be 2.7m (3 kerb lengths);
- A vehicle should be able to cross the footway/verge at right angles (90 degrees) to the road

263 https://www.plymouth.gov.uk/roadsandpavements/droppedkerbs
264 https://new.devon.gov.uk/roadsandtransport/make-a-request/vehicle-crossing-or-dropped-kerb/

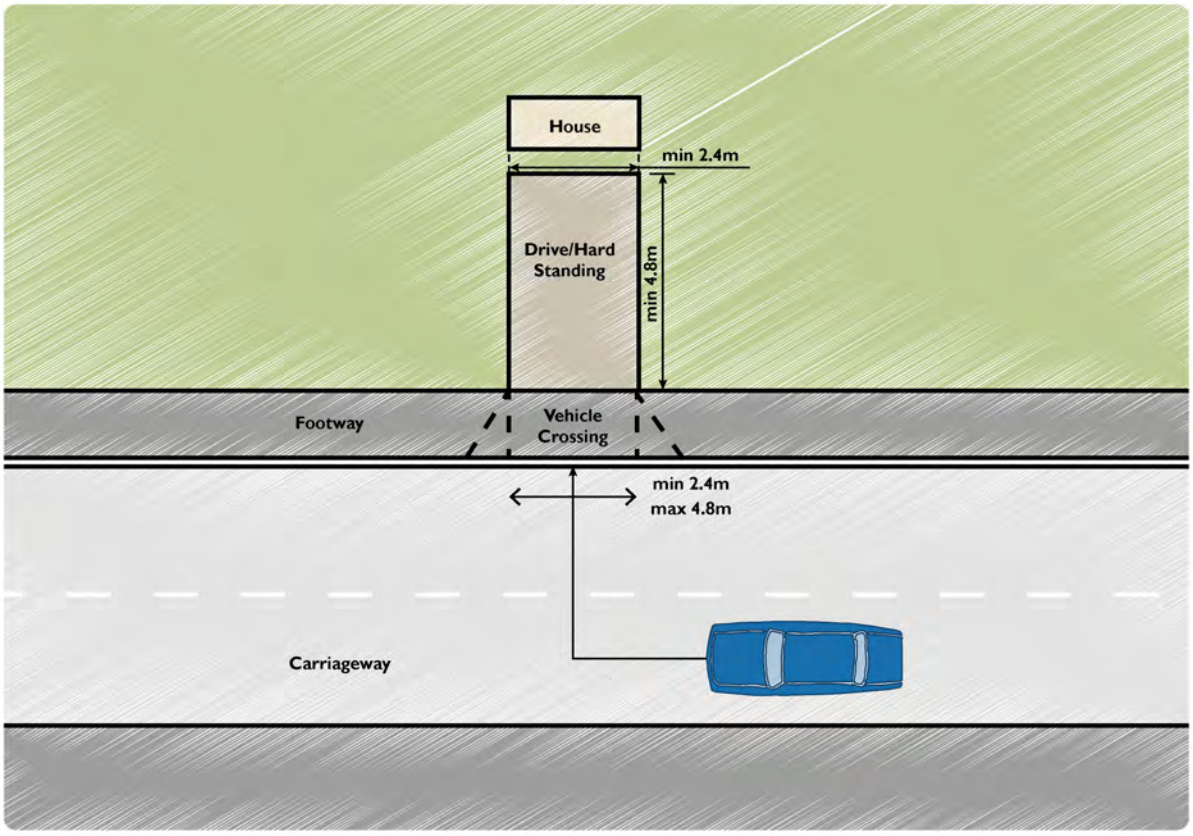



**Figure 34 Individual crossing**

- Any gates accessing the property are not permitted to open outwards onto the highway;
- If the proposed crossing is within 10m (or 15m on a classified road) of a junction or roundabout then the application will likely be refused; The proposed channel should be connected to the resident's private drainage system/soak away;
- Driver and pedestrian visibility should not be impeded by any of the following:
    - Walls, fences, or hedges along the frontage of the property or the neighbouring properties;
    - Street furniture or trees in the highway; and,
    - Vehicles parked on the highway.
- If any of the above are blocking access to the crossing or visibility they may need to be moved or removed any may incur an increased cost, in cases where these cannot be moved the application will likely be refused.
- If an inspection cover or telephone pole is present then, should planning permission or LHA agreement be secured then the application will need to arrange with the utility companies for these to be moved/lowered;
- It will not be possible to construct a vehicle crossing where a BT or similar communications chamber is present. The levels of these covers cannot be changed;
- If any of the following is present in the area of the proposed crossing the application will likely be refused:
    - Pedestrian crossing;
    - Disabled bays

- Residents parking zones; and/or,
- Pay and Display.

- Where two adjoining properties share an existing driveway or crossing or an application wishes to construct a new crossing to serve two properties:
  - A crossing covering the whole frontage of both properties will not be allowed.
  - The maximum overall width for the shared crossing will be 5.6m.

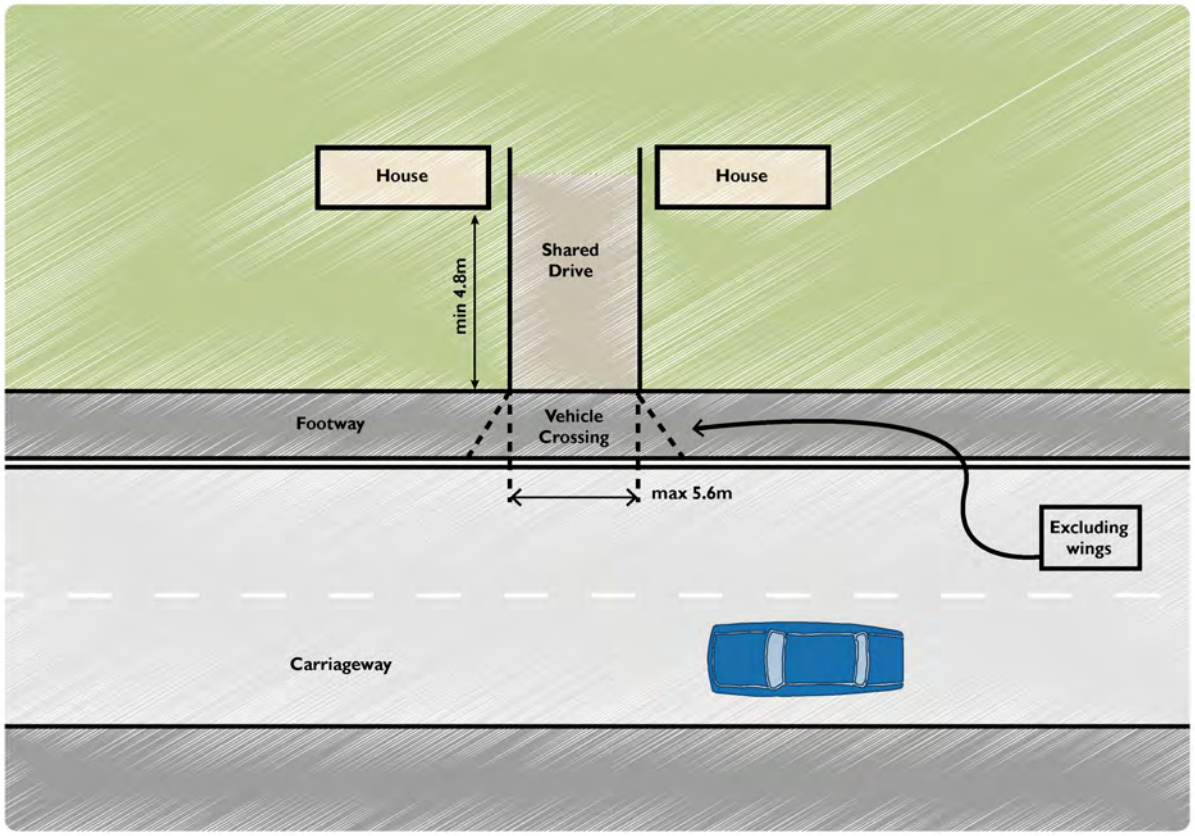



**Figure 35 Shared crossing**

- If there are neighbouring crossings, an additional dropped crossing will only be granted if there is a minimum of 6m distance between any existing access and the proposed crossing in order to preserve existing on-street kerbside car parking. However this will be subject to review and considered on a case-by-case basis.
- Existing crossings/drives, junctions and service lanes are all considered accesses.

**13.90** For further guidance on transport and infrastructure please see 8 'Transport and infrastructure (DEV29-DEV31)'.

# 14 APPENDIX 2: Specific materials for the Plan Area

## Introduction

**14.1** Building material is any material which is used for construction purposes. Policies DEV10 (Delivering high quality housing) and DEV20 (Place shaping and the quality of the built environment) of the JLP sets out the expectation that materials should be of high quality, resilient to their context, endure over time and have proper regard to the wider development context.

**14.2** Materials used in the Plan Area should be specified accordingly to have longevity, and be able to weather attractively, particularly as Building Regulations Approved Document C[(265)] identifies the area as being in a "very severe" weather zone.

**14.3** Whilst materials and building techniques may not always be specified before planning permission is granted, the quality, deliverability and the functions they will be expected to perform should be clarified early in the process.

**14.4** The materials characteristic of the Plan Area are set out below. Across the Plan Area a variety of different materials are used and some are more acceptable in certain areas than others. The local context and the different ways in which materials are used needs to be considered early in the design evolution of proposals.

## Render/stucco

**14.5** Render (or stucco) is a traditional construction material used as an external coating for walls. It is applied wet and hardens to a dense solid. It can be given the process of applying cement mixture to external, or sometimes internal walls to achieve a smooth or textured surface.

**14.6** In the PPA severe local weather conditions have led to the dominant use of render or stucco as elevation finish for buildings, particularly on historic buildings. In the TTV render varies according to the construction material and the status of the building. Generally, the higher the status, the smoother and more refined the finish.

**14.7** However, as locally distinctive as render is, there have been problems with render weathering unattractively on many recently completed buildings which have been subject to staining and algae growth, particularly within the PPA. The use of render within the PPA is therefore considered inappropriate on tall buildings and buildings in particularly exposed locations or next to busy roads and will normally be resisted in these circumstances.

**14.8** On low to medium-rise buildings in the PPA, the use of render will only be supported if it is a high quality silicone system, with water and dirt repellence, to avoid problems with staining and algae growth. Render with a textured finish is particularly vulnerable to dirt adherence and should be avoided in the PPA.

265 https://www.gov.uk/government/publications/site-preparation-and-resistance-to-contaminates-and-moisture-approved-document-c

**Cladding**

**14.9** Metal, ceramic and composite/laminate cladding may be supported, subject to agreement of appropriate quality, colour, detailing and finish and in compliance with Building Regulations. On medium-rise and tall buildings and in exposed locations a glossy finish may be sought to minimise dirt adherence.

**14.10** Copper sheet cladding has historically been used to accent buildings of civic or strategic importance and can be obtained pre-patinated to its characteristic blue-green verdigris colour or left to weather to this finish naturally. It must be noted that it may take several decades to weather from its initial bright finish and this may be considered too long a process in some circumstances.

**14.11** Within the PPA, industrial sheet-cladding materials, for example, those that link with ship-building and marine infrastructure, can be supported in appropriate locations, provided they are well detailed and sufficiently robust. A maintenance plan will need to be agreed to ensure they are maintained in good appearance throughout the life of the development.

**Weatherboarding**

**14.12** Weatherboarding is a form of external cladding and has been used significantly around the PPA's waterfront neighbourhoods because of its connection with the marine context. Its use may also be appropriate in rural areas where it can link to an agricultural/barn aesthetic.

**14.13** Untreated timber shiplap weatherboarding (such as cedar or larch, for example) has often been used on the basis that it requires no chemical preservatives and requires little maintenance, eventually weathering to a silver grey of a similar colour to local stone. However, care needs to be taken in specifying untreated timber weatherboarding, particularly on north-facing elevations, or where it can be difficult for the material to dry out, as this can create a darker appearance than may have been intended. There is also a susceptibility to moss and algae growth. There also needs to be an acceptance that the untreated timber may be considered unsightly by some people before it reaches its weathered state.

**14.14** Painted fibre-cement shiplap weatherboarding has been used successfully on recent developments in PPA waterfront neighbourhoods, including at Devonport and Millbay. Its use will be supported in similarly appropriate contexts, subject to agreement on colour and detailing.

**14.15** Weatherboarding is considered less appropriate in inland urban situations or in inappropriate historic contexts. It would be discouraged in Plymouth City Centre, for example.

**14.16** UPVC cladding will generally be discouraged because of its poor quality appearance and negative environmental impact.

**Stone and brick**

**14.17** Historic buildings reflect the geology of the locality and that varies tremendously. Slate is the bedrock across much of the TTV but that is found in many different colours and ranges considerably in quality. The spectrum covers various shades of grey, green, brown and even purple. There are many distinctive local stones including some unusual igneous rocks, from the green schist on the southern coast to the lamprophyres in the northern parishes and the green Hurdwick stone of Tavistock. In any location it is seldom necessary

to look far to see what the local materials are and the challenge is then to complement them. The Strategic Stone Study[266] led by Historic England, working with the British Geological Survey is a useful reference point.

**14.18** The PPA's geology in the waterfront areas to the south is predominantly limestone, whilst the areas to the north are mostly slate and shale. Many of the PPA's historic buildings and fortifications are constructed of Plymouth limestone which was quarried locally, sometimes with granite added for plinths and features. The use of Plymouth limestone in building elevations is therefore encouraged, particularly in the south of the area because it is robust, weathers attractively and has a strong connection to place. Local slate is more appropriate in the north of the area.

**14.19** Plymouth's mid-20th Century Beaux-Arts City Centre precinct is characterised by the use of Portland Stone on building elevations. It is important that new development responds to this legacy positively.

**14.20** In the PPA's townscape, the use of brick is the exception rather than the rule. However, it is acknowledged thatsome brick is present on mostly 20th Century buildings and has been used in some recent development in areas such as Millbay. The use of brick will normally only be supported where it links to a positive existing use of brick in an area.

**Slate hanging**

**14.21** Slate hanging is a feature across the TTV and some examples are centuries old. Two notable features of historic slate hanging are that the slates are usually smaller than roofing slates and they are also commonly laid back-to-front so that the riven edge forms a natural drip. These characteristic details may usefully be adopted in new work as well.

**14.22** Slate hanging is commonplace on timber framed buildings and is sometimes very decorative, as seen in Dartmouth. Its use on solid walls is normally a response to extreme exposure in order to stop penetrating damp so its use on new build ought to reflect either orientation or construction type. As a locally distinctive feature it has considerable potential for use in retrofitting of external insulation to reduce energy use.

**Cob**

**14.23** The use of earth in building is an ancient tradition in Devon and cob buildings are found throughout the TTV area. The amount of cob found is usually inversely proportionate to the easy availability of stone and there are more cob buildings in the north of the area. Earth construction is part of many stone and timber framed buildings in the form of wattle and daub, earth mortars etc. In recent years there has been a revival of interest in this low impact form of construction and in rural locations it will be a welcome approach to sustainable design.

**Colour**

**14.24** Colour selection methodologies for building elevations should have a strong link to place, local character and geology.

266 https://www.bgs.ac.uk/mineralsuk/buildingStones/StrategicStoneStudy/EH_project.html

**Roofs**

**14.25** Roof designs and coverings should respond positively to local character. Traditionally across the Plan Area they have been very simple, either slate or thatch.

**14.26** The production of roofing slate in south Devon traces back to medieval times, but by 1910 had effectively ended due to cheaper Welsh slate arriving by railway. The greatest number of surviving roofs are those with slate from Mill Hill quarry near Tavistock. Whilst colours and quality varied, the prevalent characteristic was a blue grey colour and that will generally be the favoured type, wherever it may be sourced from.

**14.27** In accordance with advice in BS 5534[(267)] fully metamorphosed slates will be favoured over the lesser items now being imported and nail fixing is preferred to clips unless local conditions justify an exception.

**14.28** Whilst new thatch buildings will usually be welcomed in the TTV area they are a rare proposition and only a few exceptional hamlets or village locations where its use would be essential.

Metal roofing

**14.29** Lead has long been used for roofing works but mostly on high status buildings and is seldom readily visible.

**14.30** Zinc galvanised sheet has had occasional uses since the early 19th century and can be acceptable in some situations dependent on context. It can be an effective choice where a low pitch is needed.

**14.31** The PPA's roof-scape is predominately grey in colour, with slate traditionally used on historic buildings and more recently grey metal cladding (e.g. aluminium or zinc).

**14.32** Corrugated iron has been in widespread use across the TTV area since the mid-19th century. It is closely associated with the mining activities in the Tamar valley where it was often tarred. There are also notable examples of pre-fabricated buildings including chapels and village halls. Its most common use has been through the 20th century either covering or replacing thatch on rural buildings and so it has become an integral part of the local scene. Authentic '3 inch' corrugated is still available and lends itself to many uses for functional buildings, including garages, and on conversion projects. It may occasionally be used as an 'architectural' material as well. If used it is best left 'raw' or coated black.

**14.33** Copper has been used successfully as an accent material on buildings in the PPA from the mid-20th Century onwards, marking the roofs of key buildings such as the Plymouth Guildhall, the Royal Bank of Scotland and the Roland Levinsky Building. Its use as a roof material will be supported in the PPA where it highlights important landmarks, buildings and townscape features and contributes towards way-finding and city legibility.

267 https://shop.bsigroup.com/ProductDetail?pid=000000000030363747

Living roofs

**14.34** Technological advances make living roofs an attractive option and their use is encouraged wherever appropriate. These are positive in terms of rainwater run-off attenuation, biodiversity and visual amenity, a particularly important consideration where the roof plane is overlooked or visible from key public spaces. Green roofs and living walls can also assist in moderating extreme temperatures and enhancing air quality.

**14.35** Mixed sedum roofs incorporating selected wild flower types should be considered.

**14.36** Where green roofs and walls are proposed, a maintenance plan will be sought, to ensure they are kept in good order throughout the life of the development.

Eaves and verge details

**14.37** The majority of historic buildings have simple eaves details. A large overhang is associated with thatched roofs whereas slate commonly has little overhang with fascia boards small or absent.Slate clad verges are locally distinctive and require no maintenance.

**14.38** Designers of new developments should demonstrate how locally distinctive detailing such as this has influenced a proposal.

**14.39** For further guidance on development in the historic environment please see Section 6 and APPENDIX 4.

Rainwater goods

**14.40** In historic contexts the traditional materials should be respected, in the TTV area this has traditionally been cast iron and the most common gutter profiles half round or ogee.

## 15 APPENDIX 3: Shop fronts, including ATMs

### Introduction

**15.1** Shop fronts, advertisements and ATMs play a key role in parts of the public realm as they contribute to the character and appearance of the street-scene as well as attracting customers. This section provides specific guidance and is also applicable to other uses such as: banks; estate agents; restaurants; public houses; and other food and drink establishments, etc. Developments should give particular consideration to the robustness of materials and design detailing when considering development of shopfronts.

**15.2** If a shop front is installed, altered, or replaced planning permission will generally be required and may also need separate Advertisement Consent.

**15.3** Shop fronts should not be designed in isolation, but considered as part of the architectural composition of the building. The character of an area should be respected and care needs to be taken to ensure that standard designs are not imposed on areas with distinct architectural, historic or social character. The LPAs will expect corporate styles and branding to be adapted and modified where appropriate to suit the character of the building and/or location and will refuse proposals which seek to impose standard, corporate solutions at the expense of distinctive local characteristics.

**15.4** Where existing shop fronts are a distinctive and original element of the building, the LPAs encourage them to be retained, or replicated, using good quality materials.

**15.5** Shop fronts are commonly made up of several different components and it is important to ensure these they work together and are in proportion with the scale and architectural style of the building:

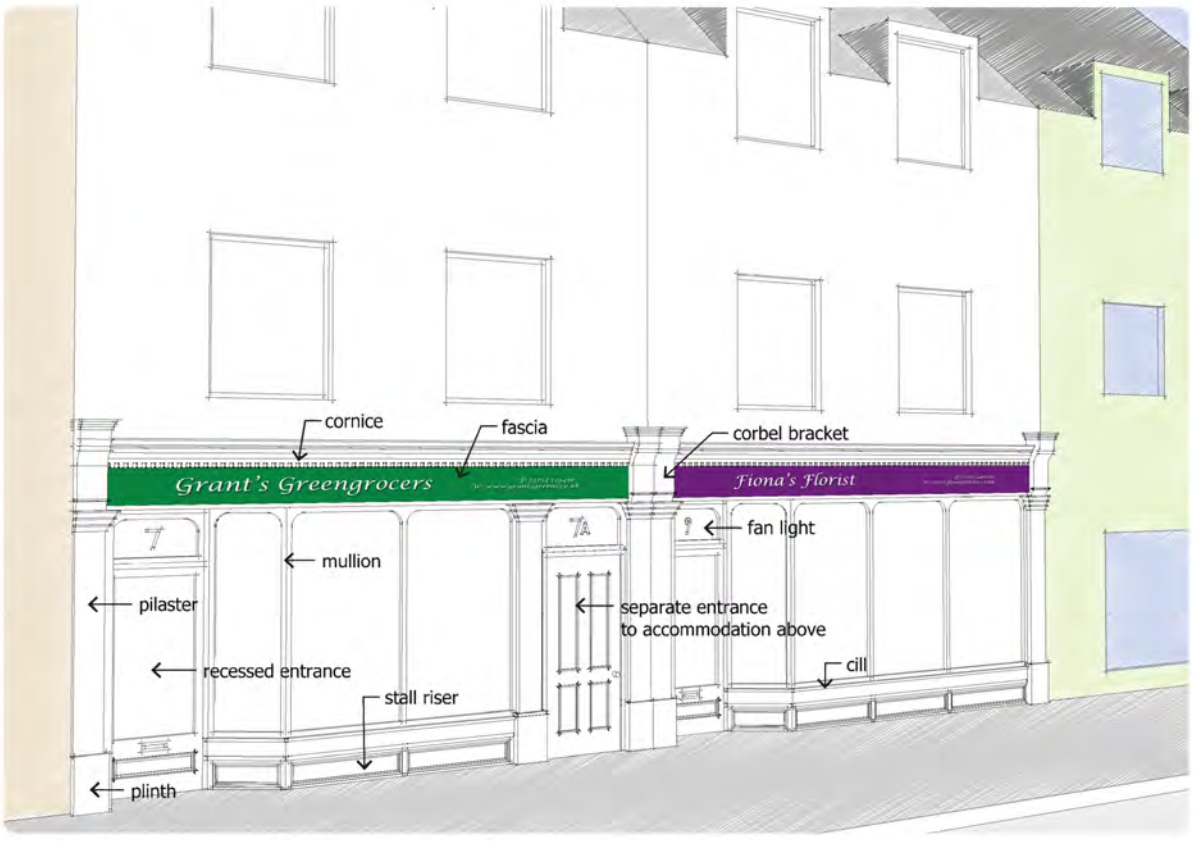



**Figure 36 Traditional shop front elements**

**Fascia and pilasters**

**15.6** The fascia of a shop front provides the backdrop for the shop sign, and the pilasters define the shop width and support the upper floors.

**15.7** The design of a fascia needs to be sympathetic to the shop front and building. If oversized, the fascia will unbalance the elevation composition of the shop front. There should be a visual gap between the top of the fascia and the window sills above:

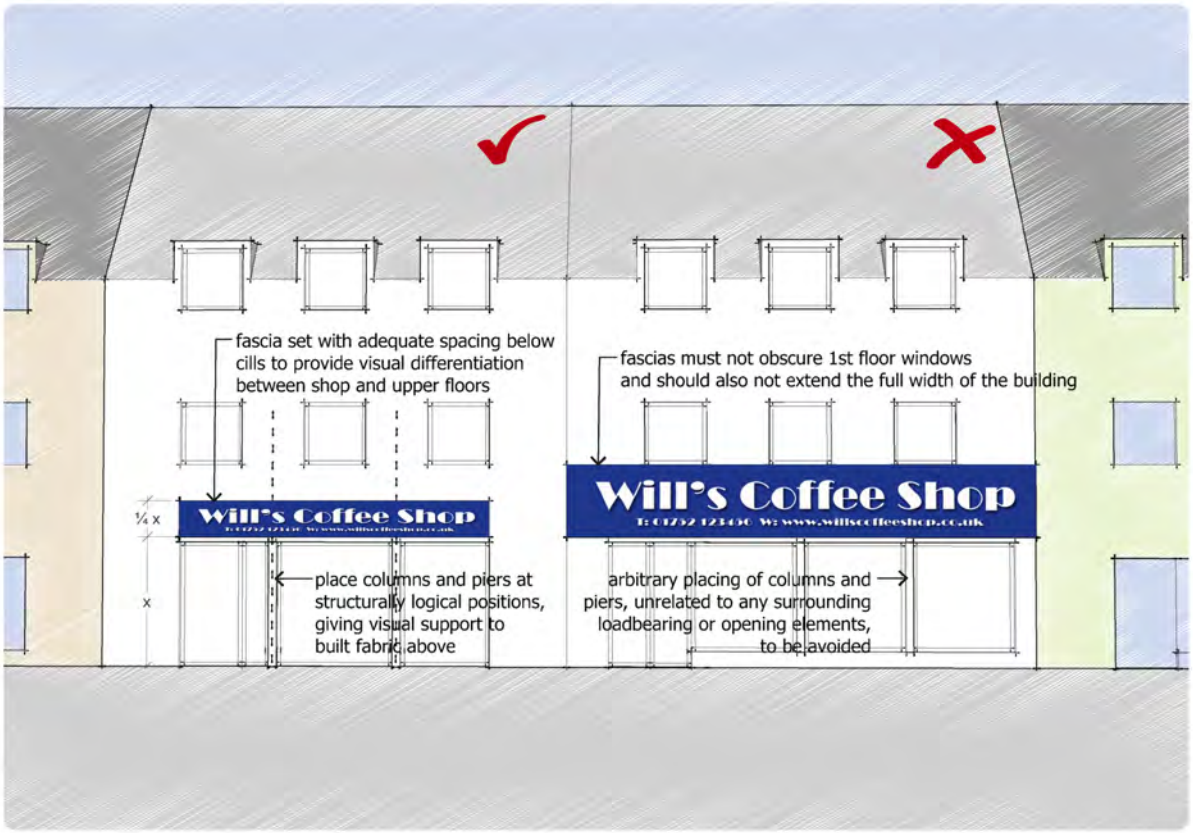



**Figure 37 Modern shop fronts showing good and poor examples of shop front design**

**15.8** Where the existing shop front would be considered unacceptable according to the above guidelines, the replacement design will be expected to rectify the shop front.

**15.9** Where there is a false ceiling inside a shop, it will not be acceptable to increase the height of the fascia in line with this. The change in level can be dealt with through careful detailing of the shop window itself, for example through transom lights with opaque glass or by setting the false ceiling back within the shop:

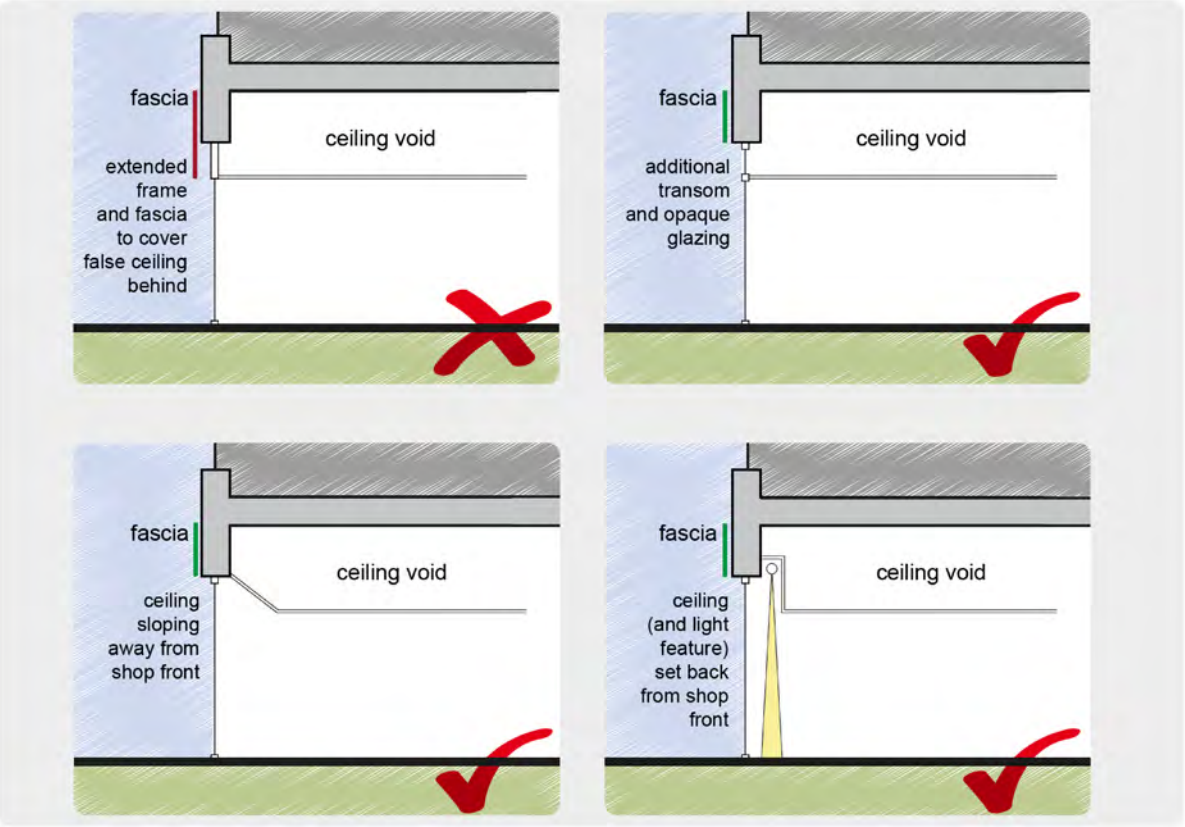



**Figure 38 How to design a false ceiling without increasing fascia depth**

### Cornice

**15.10** The cornice is a horizontal molding featured in some traditional shop fronts. It serves a practical purpose and also provides a visual break between the shop front and the upper floors. A cornice may be applied to a modern building and can be useful in providing an upper frame to the fascia and shop sign. Fascia signs should not obscure a cornice when it is a feature of the building and/or the street frontage.

### Stall riser

**15.11** The stall riser anchors the shop front to the ground. Shop fronts with no stall riser may appear top heavy. The design of the stall riser should reflect the character of the area. Where there is a common height or material used, this should be replicated and/or preserved.

### Windows and displays

**15.12** Window displays fronting highways should not endanger public safety.

**15.13** The method of subdivision of windows should reflect the scale and style of the building. In general, there is more subdivision in traditional shop fronts than modern shop fronts.

**15.14** A shop front design should ensure that activities within the property can be seen through a substantial proportion of clear glazed windows to enliven the street scene and promote natural surveillance, although it is acceptable for part of the shop front to include a window display area.

**15.15** A minimum of two thirds of the shop front should be clear glazed to provide an active frontage (as illustrated below). However, each proposal will be considered on its own merits, taking into account the prominence of the shop front, its position in the street, the amount of existing ground floor frontage in the area, and the width of the shop front.




**Figure 39 Shop front with active ground floor**

**15.16** High quality materials and finishes are required for all shop fronts. In designing a shop front, consideration should be given to:

- The sustainability and longevity of materials;
- Their appropriateness to the character of the area and building;
- Visual relationship with the upper floor and adjacent buildings (particularly if part of a terrace).

**Doors**

**15.17** Shop front doors and entrances should meet the specified Building Regulation standards for accessibility: Access to and use of buildings: Approved Document M [(268)] Doors must not open over the highway. Recessed entrances that create opportunities for antisocial behavior outside of opening hours should be avoided.

**15.18** In the case of a long shop front, such as for a department store, frequent openings should be provided to keep a vibrant, lively shop frontage.

**15.19** In conservation areas and/or on listed buildings, door furniture (handles, hinges, design) should be appropriate to the character of the door, shop front, building and context.

**15.20** For further guidance on the historic environment please see Section 6. For guidance on historic shop fronts please see below.

**Blinds and canopies**

**15.21** Blinds or canopies can be useful in protecting goods from direct sunlight, as well as providing shade and shelter to shoppers. They should be designed as an integral part of the shop front and relate satisfactorily to the features of a building and the character of the area and street-scene in both open and retracted state.

**15.22** The following guidelines for blinds and canopies should be followed:

- A blind/canopy should cover the full width of the shop front between pilasters;
- A blind/canopy should be made of canvas or similar non-reflective material unless a solid canopy is considered part of the architectural design;
- In sensitive locations such as conservation areas traditional awning type designs are usually more appropriate than curved 'Dutch' blinds;
- A blind/canopy should sit beneath fascia level and constructed so that when fully open it will not cause obstruction to passers-by;
- Where a blind or canopy overhangs the public highway, it should have a minimum clearance of 2.4m;
- Whether modern or traditional, the blind box must be incorporated into the shop design and not simply applied;
- Fixed 'Dutch' blinds, the use of plastic and blinds over upper storey windows, basement windows or over doors alone will not normally be acceptable as they can look unattractive and permanently obscure the shop front; and,
- Any lettering/design on the canopy/blinds should not be allowed to dominate it and the style should relate to the design of the whole shop front, especially the fascia sign.

**15.23** Where a shop front blind or canopy overhangs a public highway a licence will be required under the Highways Act.

**ATMs and security**

**15.24** The installation of a cash machine (ATM) should be considered as an integral part of the design of the shop front, using materials that are sympathetic to the building. It should be well-lit and positioned where there is a sufficient degree of natural surveillance and where

268 https://www.gov.uk/government/publications/access-to-and-use-of-buildings-approved-document-m.

users will not impede pedestrian movement. Where cash machines are designed into the facade, only a maximum of one third of the width of the shop front will be permitted to ensure an active frontage, natural surveillance, and to reduce the impact on the visual amenity of the street-scene.

**15.25** Careful thought must be given to the need, design and siting of alarms and CCTV systems, specifically avoiding being sited on architectural features such as pilasters or decorative moldings.

**15.26** In order to maintain active frontages and street-scenes outside of business hours, security should be sensitively designed to ensure minimal visual impact and should be integrated into the design of shop fronts at the outset. Planning permission is unlikely to be granted for external solid or perforated metal shutters and grilles as they present a blank frontage to the street and can be subject to graffiti and vandalism. The following alternative means of security are recommended (in order of preference):

- Security glass/glazing – this is usually laminated with the capacity to remain intact, even when broken;
- Internal shutter grilles – these can be fitted discreetly behind the shop window and are retractable. These should be open mesh if feasible;
- External open mesh grilles – these would be subject to planning and should be incorporated in the shop front design and building. Where possible it should only cover the glazed areas and not the whole shop front. The window display must still be visible and the housing box should be integrated within the shop front (recessed or flushed with the façade).

**Historic shop fronts**

**15.27** Shop fronts of listed buildings, in conservation areas, or in other areas with historic character, need to respect the historic setting and it is recommended that this section is read in alongside guidance in 'Development affecting the historic environment (DEV21)' and 17 'APPENDIX 5: New work in conservation areas'.

**15.28** The height of the fascia should be in proportion to the width of the pilasters and sit below the cornice. Above the pilasters, corbel brackets should be used to frame the fascia and support the cornice.

**15.29** Large undivided areas of glass are not considered in-keeping with traditional shop fronts, and should be avoided. Vertical divisions with mullions, and in some cases horizontal divisions with a transom (a horizontal beam that separates the door from the fanlight or window above it) may be supported.

**15.30** Over-lights are often placed above the door and in some cases the doors are set back from the shop windows. If a setback is needed in a new doorway, this should be no more than 1.5 metres in depth, incorporating sensitive lighting.

**15.31** Traditional fittings should be considered.

**15.32** If historic blinds/awnings (traditionally made of canvas) or a blind box exists then consideration should be given to repairing these or reinstatement.

**15.33** Materials and finishes should be in keeping with the historic character of the building and area. The use of uPVC will not be acceptable on shop fronts of listed buildings, or in conservation areas.

**Plymouth City Centre shop fronts**

**15.34** The guidance in this section is for Plymouth City Centre only and is in addition to the guidance set out in this appendix. All proposals will also be considered in the context of additional guidance contained within the Plymouth City Centre Masterplan and within the context of the City Centre's conservation area status.

**15.35** Within the conservation area, the LPA will aim to restore and reveal original shopfronts which complement the centre's conservation area status. However, flexibility will be given if a proposal for a new shopfront provides added value to the conservation area through high architectural quality and design.

**15.36** Stall risers should be designed to take account of floor levels and form a suitable plinth to the shop front, but should not be excessively large. The use of natural stone such as granite, local limestone, Portland Stone or local slate should be used to create a high quality, sustainable, and long-lasting, stall riser. Other materials, such as high quality metal, will be considered if it can be demonstrated that they relate well to the wider building and to the composition of the shop front as a whole.

**15.37** In many instances fascia and pilastersform part of the original building design are finished in stone. Where possible these original features should be retained. New windows should be inserted within the openings framed by the original fascia and pilasters.

**15.38** The area between the top of the stall riser and bottom of the original fascia must have an overall appearance that is 'light-weight'. This should be achieved by:

- Maximising the height of the display windows or glazing;
- Avoiding fully internal illuminated, bulky, box fascia signs which may be crudely attached over existing fascia boards;
- Using clerestories (high-level windows) of clear/translucent/obscure glazing or other light-weight treatments to minimise the extent of solid in the frontage; and,
- Framing elements (glazing bars, door frames, etc.) should form an integral part of the structure of the shop front employing high quality materials. The extent of framing should be minimised to ensure that shop fronts are of a suitable scale.

**15.39** Materials appropriate for framing include metals such as bronze, or stainless steel, or contemporary style timber. Plastic framing will generally not create an appropriate finish.

**15.40** Many buildings have solid canopies between the ground and first floor. These are part of the original building design and provide important shelter. Within solid canopies roller blind boxes for canvas awnings are housed. The use of traditional roller blinds in these positions is acceptable. Where traditional-style canvas awnings are proposed in other locations, the LPA will have regard to the individual characteristics of the building.

## 16 APPENDIX 4: Primary shopping boundaries and frontages

**16.1** To view Appendix 4: Primary shopping boundaries and frontages, please visit: https://www.plymouth.gov.uk/sites/default/files/SPDAppendix4PrimaryShoppingBoundariesFrontagesV2.pdf **(269)**.

269 https://www.plymouth.gov.uk/sites/default/files/SPDAppendix4PrimaryShoppingBoundariesFrontagesV2.pdf

# 17 APPENDIX 5: New work in conservation areas

## Introduction

**17.1** Conservation areas are designated by LPAs and are special places due to the survival of their authentic architectural and historic qualities. They vary greatly in nature and character and in the features which have historical significance. This is particularly true of the conservation areas within the Plan Area as they cover a range of areas in different shapes and sizes, from the very rural to the very urban.

**17.2** Within conservation areas, a sense of history as well as identity prevails, and by designating conservation areas the LPAs are sharing the belief that these areas ought to be preserved and reinforced.

**17.3** The LPAs have a statutory duty to ensure that developments requiring planning permission in conservation areas are approved only if they preserve or enhance the character or appearance of the area's features of special architectural or historic interest. Policy DEV21 of the JLP sets out the LPAs' approach to the historic environment and additional guidance on designated and non-designated heritage assets is available within this SPD.

**17.4** Describing and defining the features in conservation areas are usually done through Conservation Area Appraisals and Management Plans (CAAMPs). However, this is not always the case and, due to the number conservation areas across the Plan Area, a CAAMP may not have been produced for every conservation area. This guidance has been produced to explain what the features are in any of the conservation areas that demand such statutory respect and should be considered during the planning process.

**17.5** Conservation areas are 'heritage assets' and all decisions made on planning applications affecting them will have to respond to whether the 'significance' of the asset would be impacted upon and whether the proposed impact is harmful.

## Who is responsible?

**17.6** Everyone who makes decisions about how the built and natural environment in conservation areas are treated has a shared responsibility towards their care. They, in particular, hold the key to successfully achieving those statutory conservation aims. The challenge is to do what can be done to ensure this part of our heritage is handed on to future generations, intact and enhanced.

**17.7** When permission isn't required to carry out works to non-listed buildings, like repairs and redecorations and the replacement of windows and doors, it will be for individual owners to decide whether or not their proposals are 'conservation friendly'. Regardless of size, for advice and assistance on any project which has a structural or architectural impact within a conservation area, please contact the relevant LPA's Heritage Specialists/Officers.

**17.8** For example, owners of the below unlisted house reversed its negative contribution to a conservation area by reinstating a solid timber panelled door and the vertical-sliding, single-glazed, painted timber sashes that had been previously removed.



**Figure 40 Before (left) and after (right) restoration**

**17.9** When planning permission is required, the decision will be based on how well the works respect the features and characteristics described in this guidance and the CAAMPs. Applicants will need to demonstrate how their proposals will preserve or enhance the interest and character of the conservation area, showing respect for, and compatibility with, all that contributes in a positive sense towards their creation. This doesn't mean, however, that new buildings must copy their older neighbours in detail but their design should represent an imaginative and contemporary interpretation of the quality and qualities of the buildings and spaces around them, for example, in certain circumstances modern, contemporary designs may be appropriate.

**17.10** Although conservation areas aren't designated to bring change to a halt, there will be times when particular proposals affecting particular buildings or sites will be inappropriate in principle, even if all aspects of their detailed design can be satisfactorily resolved.

**New buildings in conservation areas**

**17.11** The below gives guidance for proposals which are introducing new buildings into conservation areas including:

- New buildings on vacant sites or in the grounds of existing buildings;
- New building as extensions to existing buildings; and,
- New buildings as replacements to existing buildings.

**New buildings on vacant sites or in the grounds of existing buildings**

**17.12** When new buildings are proposed for sites, the first consideration will be whether any part of the site, or indeed the site as a whole, should be built on at all. This is because the absence of buildings can itself be a positive contributor towards a conservation area's special interest and character.

**17.13** An open and undeveloped site, for example, might evidence and visually 'characterise' an important aspect of an area's historic development pattern or its relationship with the surrounding landscape. Within settlements these special spaces include greens or commons, squares and market places, parks and gardens, allotments, quaysides and courtyards, the cultivated parts of ancient burgage plots, surviving apple orchards, the landscaped gardens of higher status houses and Plymouth City Centre Precinct. The last are somewhat different to the rest as their special interest isn't based on a total absence of buildings but on their density, which is characteristically low. In addition, such gardens sometimes evidence the development of English garden design, and can include any number of important specimen trees.

**17.14** For example, wide open spaces are associated with the iconic Abercrombie design for Plymouth post-war city centre regeneration:



**Figure 41 Plymouth City Centre**

**17.15** And in the images below, an apple orchard within a village (left) survives to a remarkable extent and are especially characteristic of its setting and the open field (right) preserves and characterises the commanding nature of the settlement's original siting in the landscape.





**Figure 42 Examples where open space is a positive contributor to an area's special interest and character**

**17.16** Outside settlements (and sometimes entering them too) such special spaces can include the adjacent fields of the open countryside. Although distinct from the settlement they often help to define its layout form (linear, nucleated, dispersed etc.) and its relationship with the landscape setting. These spaces are more common around smaller rural settlements where twentieth century development hasn't encroached into the countryside, leaving them still confined, for example, to the floor or one side of a valley or to the crest of a ridge. In larger towns and cities, parks and green spaces often perform the same function.

**17.17** An absence of buildings can also contribute positively when it permits views of important buildings or features, or indeed other undeveloped spaces that are special. These views needn't be confined to the conservation area itself and can also be from the outside in or the inside out; in other words from wherever the more significant features that contribute towards the area's interest, setting and character can be seen to advantage. These views can range from the tightly framed, as glimpsed between buildings, to the panoramic, as observed across a foreground of open land. Blocking these views completely would be undesirable, but even a partial block, or the introduction of new buildings into a scene, could be equally undesirable if this harmed an otherwise agreeable composition, visual effect or a setting with historic significance.



**Figure 43 Plymouth Hoe Registered Park and Garden within the Hoe Conservation Area**

**17.18** There are other conservation reasons why an absence of buildings from a site will be an important consideration when assessing its suitability for new buildings. The existence of important trees, landscaping features or archaeological remains are perhaps the more significant, and also the foreground or frontage of a building where its open or uncluttered appearance is an essential aspect of its authentic character.

**New building as extensions to existing buildings**

**17.19** When a new building is proposed that will extend an existing one, two considerations are fundamental. The first is the same as above, which is whether all or part of the site chosen for the extension should be built on at all. Again this depends on what contribution the current 'absence of buildings' makes, and, whilst extensions are less likely to affect most of the 'open and undeveloped' spaces already listed, their impact on important views, trees, landscaping features and archaeological remains can be just as significant.

**17.20** The second consideration is whether the existing building should be extended on the elevation proposed or extended. This is because a building's existing form can be essential to its character and setting. An absence of enclosed front porch extensions in a terrace of cottages, or side extensions in a series of semi-detached pairs are characteristics that preserve authenticity and create harmony. Where visible, the absence of extensions at the rear can do the same, as can their existence in a pattern and form that's repeated.

**17.21** Where other types of buildings occupy a conservation area, such as farm buildings or warehouses, their characteristic forms and the desirability for preserving them, will influence their suitability for extension. This would be the case too with buildings such as toll houses and lodges which, although usually singular in their existence and style, add considerable interest to a conservation area, especially in their original form.

**New buildings as replacements to existing buildings**

**17.22** When a new building is proposed which involves the demolition of an existing building, the first consideration will be whether the demolition works should be undertaken. This is because the vast majority of buildings in conservation areas have been purposefully included in them on account of the positive contributions they make. The presumption for most buildings, therefore, is that they should not be demolished but retained with their interest and character preserved or reinforced.

**17.23** The special qualities of historic buildings are often unique and derive mainly from their patina of age, their style and the idiosyncrasies and sensibilities of their construction and siting. Replicating these is rarely possible today as modern standards relating to the siting, servicing and construction of new buildings must be met. In addition, old buildings may possess other values that would be lost completely through demolition, such as being the work of a particular architect or estate, having associations with past events or people, or providing tangible evidence of how a settlement has developed.

**17.24** The demolition and replacement of a building is likely to be acceptable, therefore, only if it's historic form and characteristics have been eroded by less than sympathetic, irreversible, changes. On the other hand, if a building isn't historic at all, and doesn't relate in any positive way to its historic neighbours, or the conservation areas as a whole, demolition may well be considered positively desirable. In this case the challenge will be to make sure the replacement is suited to its setting.

**17.25** For example, the new buildings shown below were designed and sited to respect their different settings. The new rendered cottage range (left) is in a local village whilst the warehouse style apartment block (right) occupies a historic waterfront. The new development (below) also compliments the Grade 1 listed building at Devonport, Plymouth.



**Figure 44 Examples of new buildings in conservation areas making a positive contribution to setting**

**Making changes in conservation areas**

**17.26** The below gives guidance for proposals which are making changes to buildings within conservation areas including:

- Making changes to the outside appearance of existing buildings;
- Making changes to frontage areas and boundary structures; and,
- Making changes to intensify or alter the use of existing buildings.

**Making changes to the outside appearance of existing buildings**

**17.27** When changes to the outside of buildings are proposed in conservation areas, the first consideration will be whether the change should be made. This is because nearly every aspect of a building can create interest and character, from its overall form to the arrangement and detailing of its parts. Even minor changes can erode the positive contribution they make, and because most buildings are part of a group, their impact can be widespread and not just effect the building itself.

**17.28** The changes which most erode interest and character are those that involve the loss of genuine authentic features, be they windows and doors, bargeboards and chimneys or the claddings and treatments of walls and roofs. Repair will preserve their originality and the building's integrity too, but if repair isn't practical, like-for-like replacement will minimise the loss. Replacements that aren't like-for-like can do significant damage if they introduce different designs or materials to the ones being lost, since their characteristics may not suit the building or the setting it's in. The unique identity it has, as well as its historic character, might both be eroded; and this would be true whether the changes replaced something existing or added something new.

**17.29** For example, the below shows before and after photos of the impact replacements windows which are not like-for-like can have on a building's historic and architectural character. The new windows are painted timber, recessed in their wall openings, have glazing bars and have equally-sized, flush-fitting casements.



**Figure 45 Before (left) and after (right) photos of the impact of unsympathetic changes on an area's historical and architectural character**

**Making changes to frontage areas and boundary structures**

**17.30** When changes are proposed to the frontage areas of buildings, or to the treatment of their boundaries, the first consideration will be whether these should be made. This is because the way boundaries are formed, the line they follow, and the way the private area behind it is used and treated, can all contribute towards interest and character.

**17.31** Different frontage and boundary treatments usually characterise particular periods in the development of settlements and, indeed, the status of the buildings they serve. They also create a whole range of positive visual effects, like enclosure and identity. By changing

the use or appearance of the frontage area (for example, from garden or cobbles to tarmac for parking) or the boundary structure if there is one (for example, from ornamental railings to fence panels, or by removing or realigning any of its length) not only is this likely to erode the historic interest of a setting but its characteristics too, in what is the most prominent of locations.



**Figure 46 The uniform treatment of the boundaries make a significant contribution to the character of the street.**

**Making changes to intensify or alter the use of existing buildings**

**17.32** When proposals are made to change the use of a building, or alter and maybe extend it to continue an existing use, the first consideration will be whether these should be made. This is because particular uses may contribute towards the interest and character of a conservation area but they will only remain so for as long as they can be accommodated without causing harm.

**17.33** Uses are rarely static in nature, and the time may come when a building is no longer capable of accommodating the evolving demands of even a long established use without major changes to its fabric and appearance. Where these will be damaging to an area's interest and character, relocation might be the more appropriate solution. Further, because it is not just the host building a use needs to be compatible with, but the host area as well, a proposal for a new use or the intensification of an existing one may not be appropriate where this would generate levels of traffic, parking, noise or any other environmental effects that could harm the established character of a conservation area or prejudice its future preservation or enhancement.

**17.34** The Royal William Yard in Plymouth is a good example of sensitive regeneration of historic buildings to accommodate new uses.




**Figure 47 Royal William Yard, Plymouth**

**Considering detail in conservation areas**

**17.35** When proposals are fine in principle the real challenge is to make sure they're appropriate in detail too. Achieving this requires skill, as they're less likely to preserve interest and character, and strengthen identity, if they introduce characteristics that aren't already established. Attention to detail is therefore essential, first when analysing an area's existing characteristics, and then in translating them into proposals that are imaginative and contemporary and show a respectful eye for what's gone before.

**17.36** The below diagrams show examples of both good and bad examples of how changes can enhance or destroy the character of a street:




**Figure 48 Examples of changes which can enhance the character of a street**

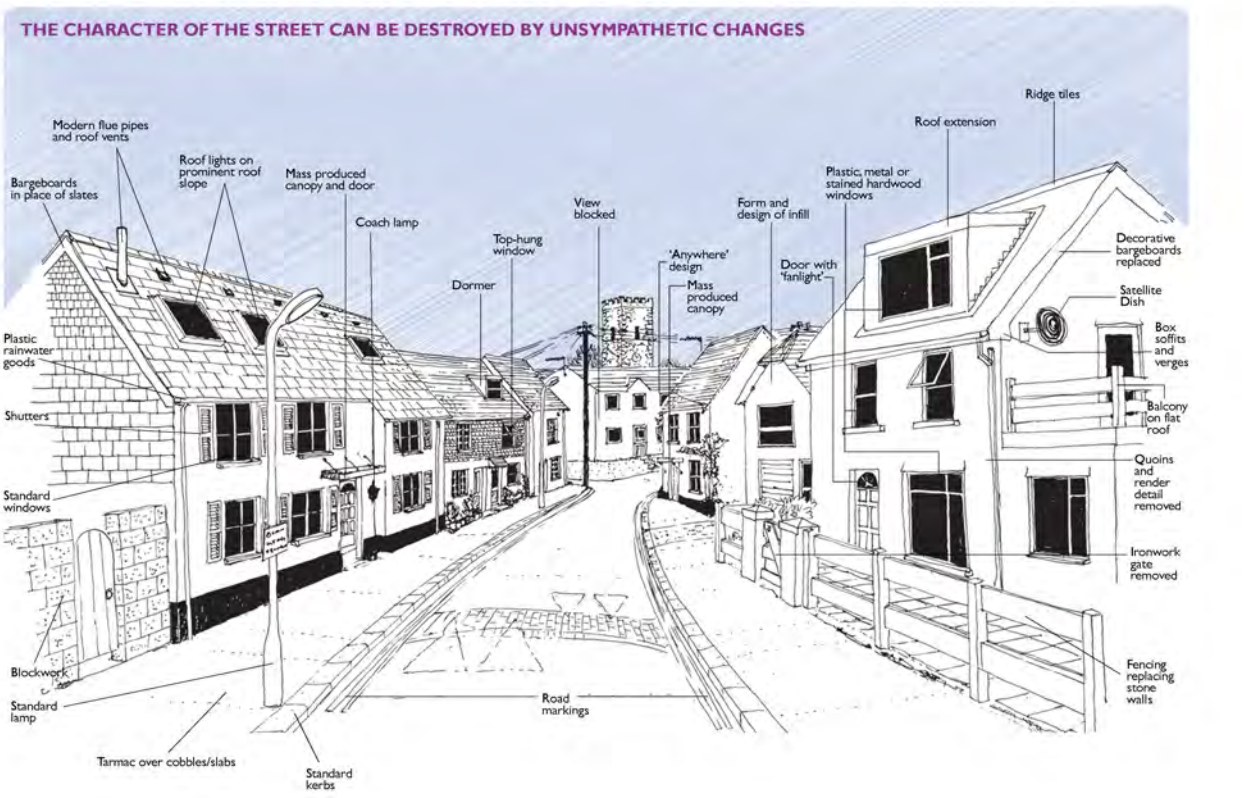



**Figure 49 Examples of changes which can harm the character of a street**

**17.37** The below gives additional guidance on the detail which needs to be considered when proposing development in conservation areas including:

- The characteristics of siting and alignment;
- The characteristics of materials;
- The characteristics of scale and form; and,
- The characteristics of style and detailing.

**The characteristics of siting and alignment**

**17.38** New buildings are more likely to look as if they belong to a conservation area if they're sited and arranged in much the same way as those already there. In recent years common practice has been to set new buildings back from the highway, with 'open plan' gardens or parking areas in front, but this isn't a pattern that's typical of historic areas in the area. Here, most buildings relate to the highway in one of three distinct ways, each telling something about their age, status and use:

- The first is where buildings are sited directly on the highway, at the back of the pavement if there is one or behind an 'unprotected' strip of land belonging to them. From roof to doorstep, therefore, their fronts are very much part of the street scene.
- The second is where buildings are set back from the highway behind private front gardens with waist high boundary walls. Although usually facing the highway, the prominence of

these buildings in the street scene will depend on the depth of the garden and how densely it is planted.

- The third is where buildings are set back from the highway within private gardens ‘protected’ by high level walls. As a result, these buildings, as well as their gardens, may not form part of the street scene at all.

**17.39** The below example shows the sensitive combination of restoration and new build which has been placed to strengthen and enhance the characteristics of the village square.



**Figure 50 Before (left) and after (right) example of redevelopment where siting was a key consideration**

**17.40** Buildings in groups often share a common frontage or ‘building line’ that’s more or less parallel with the line of the highway, and, as few highways are ever dead straight, this relationship creates many pleasing and often unique visual effects. Building lines that diverge away from the highway are especially interesting as they may evidence a significant time or event in the past. Near the centre they might define an ancient market place, while at the crossing point of a river or stream they could evidence the existence of an earlier bridge or ford that has since been superseded.

**17.41** Another important aspect of layout patterns is the relationship buildings have with one another along the highway, both in terms of their formations (singly, in pairs or in groups of any number) and the gaps between them. The variations are indeed enormous, and in most areas several patterns will exist. In cities, towns and large villages continuous terracing will often be dominant in and near the centre, while beyond this a number of other patterns will prevail, from short terraces or semi-detached houses in fairly regular series, right through to widely-spaced detached houses set in landscaped grounds. In small villages established patterns tend to be more mixed, and the key to their preservation rests very much in ensuring new development complements the mix in its particular locality.



**Dense layouts, characteristic of historic urban areas**

**The characteristics of materials**

**17.42** Over the centuries ideas about floor plan arrangements and architectural styles have spread with relative ease to produce similar forms and appearances throughout the country. Building materials, however, tell a different story. Transporting these was difficult and expensive so first choice usually went to the materials closest to hand. It is not surprising, therefore, that in a country with such a diverse geology, the materials used to construct its historic buildings are a prime source of local identity. This can be very local indeed where the geology is especially varied and able to supply a bounty of serviceable building stones, roofing slates and clays and shillets for cob. Farming practices helped too by supplying straw for thatch, and sometimes local reed from a number of wetland areas chiefly on the coast. In addition innumerable kilns alongside quarries, beaches and navigable rivers were busy producing lime; the essential ingredient for mortars and renders which were gauged with local beach or river sands. These, then, are the materials that truly belong in the area, having enjoyed a long tradition of use, while brick, tiles and exposed timber frame construction only rarely found favour.

**17.43** Deciding what the most suitable materials are for a building project isn't simply a matter of making choices from the range that already exist. It is important to recognise which materials are present in a conservation area and which are not, but equally it is important to recognise how the materials that do exist are used, how extensive their use is, and how they

are distributed. Each of these aspects is a potential source of interest as well as identity, bearing in mind that many conservation areas are made up of a series of identifiable zones each with characteristics of their own. Slate hung walls, for example, might be conspicuous by their absence from certain parts of a conservation area, but be dominant in another or make only an occasional appearance. And when slate hanging does occur, it might only be applied to certain types of building, and even then, only to particular elevations.

**17.44** Such patterns in the use and distribution of materials will usually have sense and purpose, so new work that doesn't respect them could erode their historic interest and may look out of place. Expensive slate hanging, for example, was often only applied to elevations that took the brunt of the weather, while houses built of rubble stone were often rendered to reflect their 'superior' status in comparison to 'humble' outbuildings whose stone was left exposed. It wouldn't make sense, therefore, if the house render was removed to expose the stonework and a new garage built alongside with a perfectly flat rendered finish.

**17.45** Materials make an immense contribution towards the interest and character of conservation areas, not only in creating their distinctive identities, which is important enough, but also in creating a sense of authenticity that is genuine and meaningful. This is why the introduction of other materials, such as panel fencing in place of stone walls, plastic windows in place of timber, or indeed tarmac in place of cobbled pavements, can have such a disruptive and erosive impact. It is also why special care is always needed when specifying materials for new work. It is not enough to choose stone, for example, without considering its type and form (eg thin-bedded slate stone or rounded limestone), its colour, the texture and colour of its bedding mortar and the method of its laying and pointing. Nor is it enough to choose natural slates without considering their colour, their sizes, the way they're to be laid, and the method of their fixing.

**17.46** The below examples show the importance of materials when making planning decisions in the conservation area:



**Figure 51 This prominent slate cladding is attractive, but its use can be rare and needs to remain so to preserve its particular identity**



**Figure 52 Narrow cobbled roads and stone buildings are characteristic of Plymouth's historic Barbican area**



**Figure 53 Renewing the render of this cottage was appropriate, but not the added patterning**

**17.47** For further guidance on materials across the Plan Area please see APPENDIX 2: Specific materials for the Plan Area.

**The characteristics of scale and form**

**17.48** Scale and form are two aspects of building design which are closely related and derive mainly from the attributes of size, shape and proportion. All buildings have them, as do their parts, and in combination they make a very significant contribution towards a conservation area's interest and character. In particular, the scale and form of buildings has quite a fundamental influence over the way a conservation area is perceived in terms of the kind of settlement it's in. In general the more similar buildings are in these respects the more likely they will relate to each other in harmonious ways.

**17.49** In historic settlements such relationships tend to be the rule rather than the exception, mainly due to the prevalence of traditional materials and methods of construction. These have tended to keep buildings within certain bounds by restricting wall heights and limiting the widths between them to the distance a pitched roof could span (around 6 metres). So even the largest buildings in market towns have simple forms and modest, human scales. But, whilst visual harmony normally prevails in historic areas, the different ages and types of building in each will introduce distinctive patterns, so that roofs, for example, may be characterised by either steep or shallow pitches, or hipped or gabled ends.

**17.50** For example, the new developments shown in both photographs below are only a short distance apart, but the differences in their scale and proportions suit them to their different, well-established settings.



**Figure 54 Examples of good siting and form**

**17.51** Scale and form, however, do much more than illustrate the development and visual impact of traditional building techniques. Of very special interest is the way they shed light on a settlement's history, including its status and functions, its patterns of growth and the fluctuations of its fortunes. In comparison, therefore, to a handful of tiny cottages at the heart of a coastal hamlet, a row of 3-storey town houses in any market town will have a completely different story to tell about the whys and wherefores of their construction. Patterns of this kind characterise every historic settlement and provide a great deal of tangible evidence and information about former times. But it isn't simply for want of ensuring the story they tell can be read by future generations that they need to be respected. The great variety of visual effects they create are of value too, including every level of visual enclosure, and these could easily be harmed by the introduction of new buildings of inappropriate 'stature'.

**The characteristics of style and detailing**

**17.52** The architectural style of historic buildings, and the detailing of their parts, create visual delight and together supply a tremendous amount of information about their age, status and occupation. They illustrate too how a conservation area has developed over the centuries, giving insight into how its fortunes have fared and what significant events have helped shape the way it looks today.

**17.53** The style of most historic buildings is characterised, to a large extent, by the particular treatment of windows and doors. They, therefore, are especially sensitive to change, making any alterations to them undesirable.

**17.54** As a general rule, the earlier historic buildings, the less likely their exteriors will have been consciously designed. An attractive appearance was doubtlessly sought, but practical considerations prevailed. So whilst room layouts were often the same in similar sorts of buildings, room sizes, and the size and arrangement of their windows, varied enormously to reflect the particular needs and aspirations of their occupants. The results, outside, were compositions most often described as picturesque and usually defined as ‘vernacular’ in style, their key characteristics being informality, irregularity and simplistic.

**17.55** As the rule also implies, the later historic buildings are the more likely their exteriors will have been consciously designed. Formality is the key characteristic of their compositions, and for this they’re usually defined as ‘polite’ in style. Buildings designed in this way usually embody classical traditions, so that the proportions of windows and doors, and their arrangement, combine to create regular patterns with vertical emphasis. Such ‘politeness’ outside was often at the expense of convenience inside, as achieving a balanced design was considered most important, especially on principle elevations. Such politeness also meant that architectural features of classical origin became common, particularly cornices at the eaves and pilasters in support. Indeed, these, along with essential sash windows, were often used to ‘re-front’ vernacular buildings in order to bring them ‘up to date’ and into fashion. As the detailing of these features (especially sash windows) changed over time they now help to date buildings and the changes made to them. They also show how local craftsmen interpreted national ideas and used them to create buildings and places with distinctive characteristics of their own.

**17.56** The architectural styles of buildings, the way they’re distributed and the detailing of the features that characterise them are all significant contributors towards the interest and character of a conservation area. Above all, they provide that essential ingredient, ‘authenticity’, without which a conservation area would be without its true identity.

**17.57** The below examples show how style and detailing plays a key role in defining conservation areas.



**Figure 55 The ‘vernacular’ style of these 17th century cottages derives mainly from the informality of their appearance**



**Figure 56 The ‘polite’ style of this 19th century house derives from the formality of its architectural treatment which creates a dignified and refined appearance**



**Figure 57 The formal style of this building reflects its status as an important corner of the Abercrombie plan for Plymouth**

**17.58** Guarding against the erosion of vernacular characteristics means avoiding changes that will 'regularise' a building's appearance, like altering windows to a single, standard pattern or size. Taking care not to 'gentrify' simple cottage entrances is important too, while extensions should 'simply' continue the irregularities and informalities of their parent. Polite characteristics, on the other hand, are more likely to be eroded by repairs that don't include the renewal of decorative architectural features, or by extensions that are crudely detailed and disregard the key design features of their parent.

**17.59** Recognising the different styles, and translating their characteristics into designs for new buildings, requires skill in the understanding and handling of traditional details if they are not to appear superficial and denigrate the 'genuine articles'. New buildings ought not be copies of the old. Rather they should display a purposeful relationship with their setting, and contribute positively towards its character, in a manner that's both imaginative and contemporary. Those qualified and experienced in architectural design will be best able to provide the professional advice and guidance needed and those with a proven record should be sought and commissioned.

**17.60** Below are examples of new development which has introduced modern design into historic settings:



**Figure 58 The new staircase linking the Royal William Yard to Devils Point successfully introduced a distinctly modern architectural style and materials to the historic victualling yard. Image © Jay Stone**



**Figure 59 This small development is modern, but it is suited to its village setting too, both in terms of its overall vernacular styling as well as the quality and subtle detailing of its parts. Note, for example, the softened corners to the rendered walls and the superior appearance of the roof with its traditional 'mitred' hips (in comparison to the existing tiled ones on the left).**

# 18 APPENDIX 6: Additional guidance for DEV26

## Introduction

**18.1** The below gives further guidance on policy and guidance on 'Protecting and enhancing biodiversity and geological conservation (DEV26)', it includes information on:

- Habitat Regulations Assessments (HRA), including details on:
    - The Plymouth Sound and Estuaries European Marine Site Zone of Influence; and,
    - The South Hams SAC Consultation Zone.
- Requirements for protected species; and,
- How to consider compensation and Biodiversity Net Gain in planning applications.

## European Sites and Habitat Regulations Assessments (HRA)

**18.2** This guidance expands on guidance at 'DEV26.1 - European Sites and Habitats Regulations Assessment (HRA)' of the SPD.

Habitats Regulations Assessment (HRA)

**18.3** The LPAs are required to ensure that proposed development (alone or in-combination with other development) will not have a likely significant effect on the integrity of European Sites – this is undertaken through the 'Habitats Regulations Assessment' (HRA) process.

**18.4** Applications are first subject to 'Screening' of the likelihood for significant effects (avoidance and mitigation measures cannot be taken into account at this stage). If there are none then the process ends here.

**18.5** If there is a likelihood of significant effects, applications are subject to a more detailed 'Appropriate Assessment' after which Natural England will be consulted. Natural England have issued Standing Advice with respect to consultations on recreational impact only within the Plymouth Sound and Estuaries EMS Zone of Influence.

**18.6** Development will only be permitted if it will not adversely affect the integrity of a European Site either alone or in combination with other development.

*'Evidence to inform a HRA'*

**18.7** Where there is potential for a proposed development to significantly effect a European Site (other than where these relate to recreational impacts only within the Plymouth Sound and Estuaries EMS Zone of Influence), the applicant will be expected to provide a document titled 'Evidence to inform a HRA'.

**18.8** This document will identify effects and their significance and the proposed avoidance and/or mitigation measures incorporated in the proposal to ensure it will not adversely affect the integrity of a European Site.

**18.9** These measures should carry through to other supporting documents for the planning application and the document will inform the HRA carried out by the LPA.

Plymouth Sound and Estuaries European Marine Sites (EMS)

*Recreational pressure*

**18.10** The Plymouth Sound and Estuaries SAC and Tamar Estuaries Complex SPA are collectively referred to as the Plymouth Sound and Estuaries European Marine Site (EMS).

**18.11** A 12.3km Zone of Influence (ZOI) exists around the EMS which was clarified and confirmed as part of the evidence base informing the Joint Local Plan: EMS Recreation Study Document 04. Survey of recreational use within the Plymouth Sound and Estuaries European Marine Site: Scoping report and survey results[270].

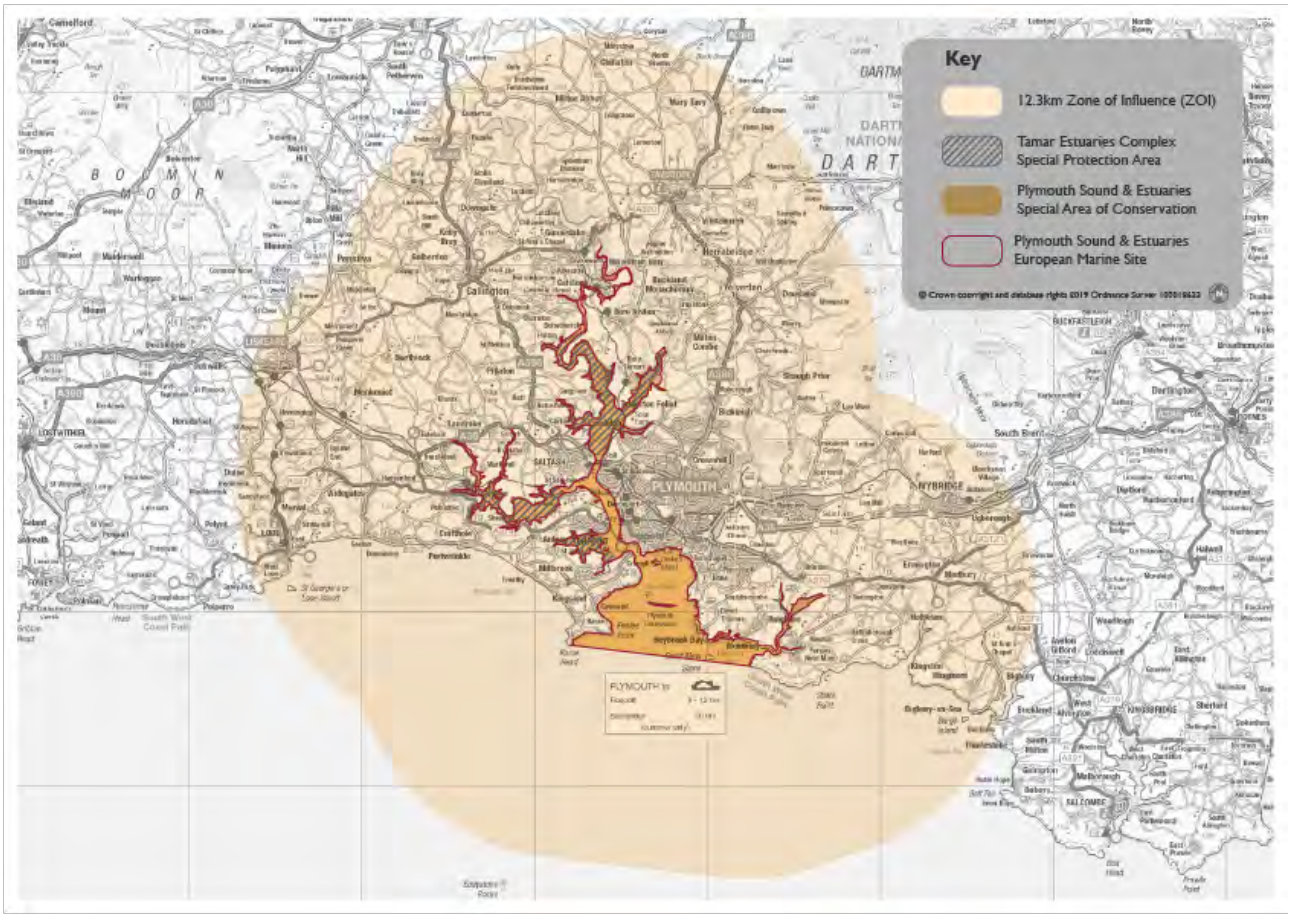



**Figure 60 12.3km ZOI around Plymouth Sound and Estuaries EMS**

**18.12** Recreational pressure from residents associated with new development within the 12.3km ZOI will require mitigation to ensure that they do not have a significant effect on the Plymouth Sound and Estuaries EMS. Without mitigation new residential and tourist development, in combination with other development, could have a significant effect.

**18.13** The Recreation Mitigation and Management Scheme for the Plymouth Sound and Estuaries European Marine Site [271] identifies the management actions that are required to mitigate the potential in-combination impacts of new housing development, including the mitigation payments from development which are required to contribute towards strategic mitigation.

270 http://www.plymouth-mpa.uk/wp-content/uploads/2018/06/171207-Rec-Study-04-FINAL-JLP-evidence.pdf
271 http://www.plymouth-mpa.uk/home/managing-the-mpa/documents/

**18.14** Within the PCC administrative area this mitigation sum will be taken from the CIL contribution, whilst within the WDBC and SHDC administrative areas, the sum will be taken by a scheme secured by Unilateral Undertaking/s106 agreement.

**18.15** Where a chargeable development falls within the ZOI but does not have any other potential to effect the Plymouth Sound and Estuaries EMS (other than recreational pressure), applicants are not required to submit an 'Evidence to inform a HRA' document. In these cases the LPA will complete a HRA and Appropriate Assessment making reference to the Standing Advice issued by Natural England with respect to consultations on recreational impact only within the Plymouth Sound and Estuaries EMS Zone of Influence.

**18.16** Please see 12 'Planning obligations, the Community Infrastructure Levy and development viability' for further guidance on planning obligations.

*Development below the high water mark*

**18.17** Developments below the high water mark can have a profound effect on the marine environment which can have a knock-on effect on other aspects of the environment and for other users. Impacts can include:

- Physical loss of habitat area from new structures such as slipways and dredging;
- Fragmentation of habitats;
- Physical damage to the habitat so that it degrades over the long-term e.g. through increased anchoring;
- Biological disturbance e.g. through increased bait collection;
- Pollution of the shore and estuary such as construction sites and oil spills;
- Obstruction of natural currents (hydrodynamics) by built structures such as quays and slipways which can cause erosion of key habitats;
- Contribution to adverse in-combination effects; and/or,
- Disturbance to wintering birds, migratory fish and other species protected under European law.

**18.18** The most common concerns and issues raised through the planning process are listed below and details provided under a method statement on how this will be minimised should be provided:

- The disturbance of the sediment during construction and the subsequent mobilisation of any contaminants;
- The placement of pilings and structures on the seabed which can alter the hydrodynamics within the estuary;
- The loss of intertidal and subtidal habitat, where a culmination of small loses can have a major impact on the overall functioning of the estuary;
- Increased runoff which can lead to higher levels of pollutants entering the water; and/or,
- When heavy plant machinery are used on the foreshore.
- The disturbance to migratory birds during construction and as a direct or indirect result of the development.

**18.19** Developments which would result in an element of detrimental impact must have regard to the principles of the mitigation hierarchy.

**18.20** If a development is deemed necessary then, regardless of which licences are required, the developer will need to demonstrate that they have taken all steps necessary to minimise detrimental impact on biodiversity.

**18.21** In addition to the above environmental considerations, proposed development will also need to take into account:

- Economic considerations and the potential impact of any development on those with an interest in using the waters;
- Navigation considerations and the activity of the navy, commercial shipping and recreational vessels, including at night where light pollution can impact the effectiveness of navigational lights;
- Climate change and coastal defences, including rising sea levels and increased adverse weather;
- Ecological considerations through poor working practises during construction (noise and pollution), through loss of habitat or by indirectly changing the way the water functions; and,
- Recreation considerations, where access both to and into the water is of importance.

**18.22** Waterfront development proposals which shut off access to and from the sea, would fail to address opportunities to improve access or otherwise impede PCC's vision of being a vibrant waterfront city embracing a Plymouth Sound National Marine Park and wouldn't meet the policy requirements of the JLP.

**18.23** Any development below the high water mark will also require a 'Marine Consent' from the Marine Management Organisation (MMO)[272]. If the development lies within the intertidal area between high water and low water mark, then both planning permission and marine consents are required. Additional consents may also be required from the harbour authority and the Environment Agency (EA). PCC have adopted the Coastal Concordat[273]and WDBC and SHDC work to Concordat principles. To reduce unnecessary duplication, it is worth streamlining assessments and increasing consistency when considering coastal developments.

South Hams SAC

**18.24** The South Hams SAC comprises five distinct and separate significant Greater Horseshoe bat roosts (themselves nationally designated SSSIs).

**18.25** Areas surrounding the roosts (Sustenance Zones) have been identified as being of particular importance in supporting the critical feeding and commuting activity of the Greater Horseshoe bats, and the wider landscape (Landscape Connectivity Zone) has been identified as of importance for the more dispersed activity of the bats further from the roost locations.

272 https://www.gov.uk/topic/planning-development/marine-licences
273 http://www.plymouth-mpa.uk/home/development/coastal-concordat/

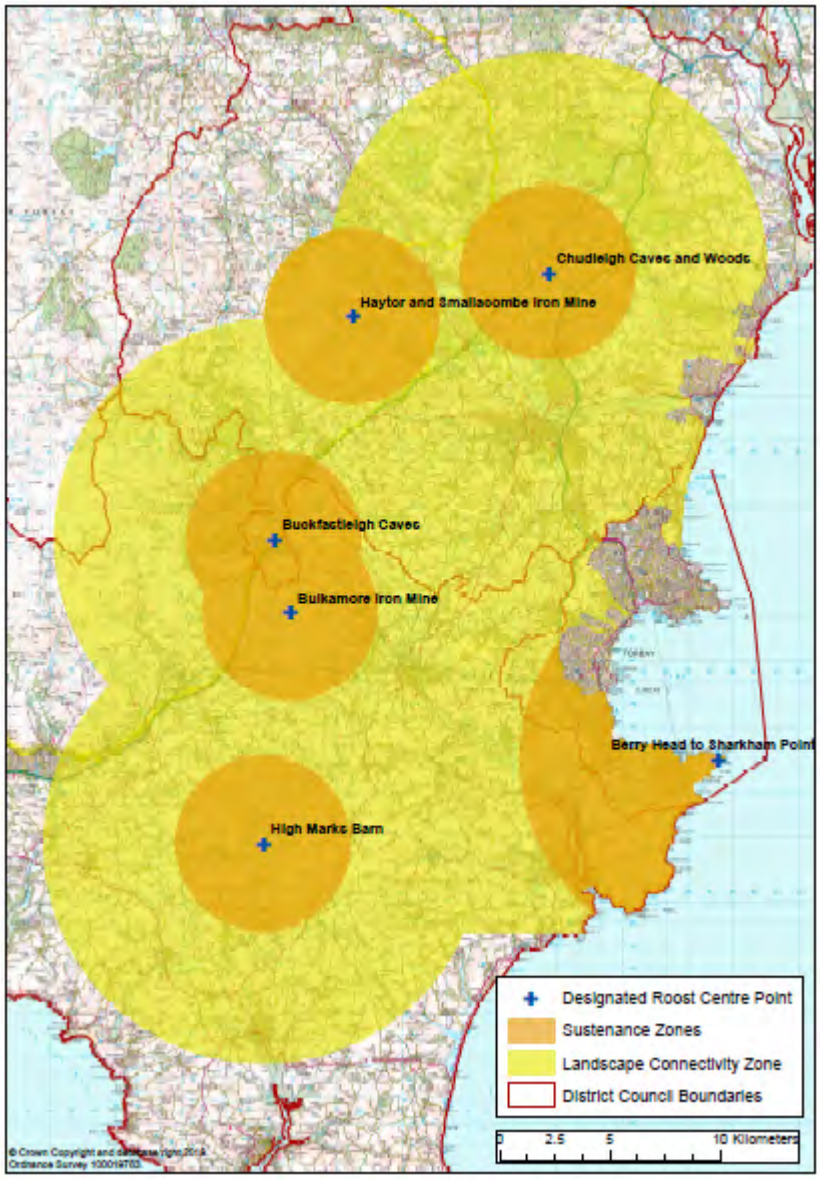



**Figure 61 South Hams SAC consultation area**

**18.26** The roosts and supporting features fall within five LPA administrative boundaries (SHDC, Teignbridge District Council, Devon County Council, Torbay Council and Dartmoor National Park Authority).Given the complexities of the South Hams SAC and potential for development a joint South Hams SAC Guidance Document[(274)] has been adopted across the five LPA areas and should be consulted when undertaking development within the Sustenance Zones or Landscape Connectivity Zone, to understand the likelihood of proposals having significant effects on the South Hams SAC, and whether a HRA is likely to be required.

**18.27** The Guidance Note will also be supplemented by a number of Advice Notes giving specific advice on survey effort, mitigation measures and useful information which will assist when considering the impacts of a proposal.

**European Protected Species**

**18.28** This guidance expands on guidance at 'DEV26.4 - Protected species, Priority Habitats and Species and associated planning policy and legislation'.

274 https://www.devon.gov.uk/planning/planning-policies/other-county-policy-and-guidance/south-hams-sac-guidance

**18.29** Applicants must avoid impacts on European Protected Species (EPS) wherever possible. EPS may be encountered regularly when undertaking ecological surveys in support of a development proposal, including small scale residential applications, for example, bats roosting within a roofspace, or major development sites for example, dormice nesting in hedgerows or bat foraging/commuting along boundary features.

**18.30** EPS that are most likely to be encountered within the JLP area are bats (17 species), dormice, otters and Great Crested Newts.

**18.31** To identify when Great Crested Newts (GCN) should be considered within the planning process, see the GCN Consultation Zones[275] at which act as a guide as to when it might be reasonable to undertake a GCN assessment following national guidance.

**18.32** Where there is presence of EPS, the likely impacts of the proposed development on EPS should be identified. The LPA will consider whether the proposed development is likely to trigger one or more of the offences against EPS as defined by the Habitats Regulations:

- Deliberately capture, injure or kill an EPS;
- Intentionally or recklessly disturb an EPS in its place of rest/ breeding site;
- Intentionally or recklessly damage, destroy or obstruct access to a EPS place of rest/ breeding site (even if the EPS is not occupying the resting / breeding place at the time); and/or
- Possess or sell or exchange an EPS (dead or alive) or part of an EPS.

**18.33** Where an offence is considered likely the LPA is required to consider whether the proposal meets the 'three derogation tests' and accordingly whether Natural England is likely to subsequently grant a EPS Licence for otherwise illegal activities to proceed lawfully.

**18.34** For a proposal to meet the three derogation tests it must:

- Have an Imperative Reason of Overriding Public Interest (IROPI);
- No Satisfactory Alternative (that would meet the IROPI); and,
- Maintain the Favourable Conservation Status of the EPS concerned.

**18.35** If the LPA is satisfied the three derogation tests are met it may grant planning permission and the applicant can then apply to Natural England for an EPS Licence[276].

**18.36** The applicant will be required to provide evidence to inform the LPA's consideration of the three tests. The first two tests are planning tests, whilst the third is an ecological test. It is noted that the LPA may not require the level of detail subsequently necessary for Natural England to conclude their consideration of the third test, but nonetheless sufficient information is required to give the LPA confidence that the third test is met, for example, if a compensatory bat roost is required, it should be reflected on submitted plans.

**18.37** If EPS are present, but it is considered that a Habitats Regulations offence is unlikely or can be avoided (and an EPS Licence is not required), the applicant must ensure that a non-licence method statement or mitigation strategy is included within the submission, detailing any necessary avoidance or mitigation measures that will ensure the development is undertaken in a lawful manner.

275 https://www.dbrc.org.uk/great-crested-newt/
276 https://www.gov.uk/guidance/wildlife-licences

UK Protected Species

**18.38** Applicants must avoid impacts on UK protected species wherever possible. The most common UK protected species encountered within development in the JLP area are reptiles, Barn Owls and badgers. It will be necessary to establish the presence of and implications upon these protected species before applying for planning permission and to avoid impact wherever possible. Any avoidance and mitigation measures should also be included within the submission.

**18.39** Natural England has issued standing advice regarding protected species[277] to assist LPAs with considering how developments might impact protected species and with assisting LPAs in their decision making for planning applications. The same information may be useful to applicants and developers.

**18.40** For works affecting some UK protected species, further licences[278] may be required from Natural England.

Biodiversity Action Plan (BAP) habitats and species and UK Habitats and Species of Principal Importance

**18.41** Applicants must avoid harmful impacts on BAP habitats and species wherever possible. BAP habitats and species are those identified as being the most threatened and requiring conservation action under the UK BAP. The UK BAP lists have been used to help draw up statutory lists of Habitats and Species of Principal Importance listed in section 41 of the NERC Act (2006) for which LPAs have a duty to conserve (commonly referred to as Priority Habitats and Species).

**18.42** Within Devon the Devon BAP Priority Species[279] list was updated in 2018 with a list of 1,600 species known to be rare in Devon and a list of 96 species for which Devon has a particular responsibility to look after the species and their supporting habitats. The location of Priority Habitats can be found on Defra's interactive map[280].

**18.43** If adverse impacts cannot be avoided they must be mitigated as far as possible and compensated for on or off-site (if it can be satisfactorily secured). For Priority Habitats, compensation must be by restoration of existing, or creation of new Priority Habitat to ensure no net loss of that particular habitat type. If compensation is not possible an application may be refused.

*Cirl Buntings*

**18.44** Cirl Buntings are a rare species in the UK (reflected by inclusion as a s41 Priority Species, listing on Schedule 1 of the Wildlife and Countryside Act, 1981, on the Red list as a species of high conservation concern, and a Devon BAP Priority Species) with a very restricted range, most of the population occurring within South Devon.

277 https://www.gov.uk/guidance/protected-species-how-to-review-planning-applications
278 https://www.gov.uk/guidance/wildlife-licences
279 https://www.naturaldevon.org.uk/devons-natural-environment/devons-wildlife/devonspecialspecies/
280 https://magic.defra.gov.uk/magicmap.aspx

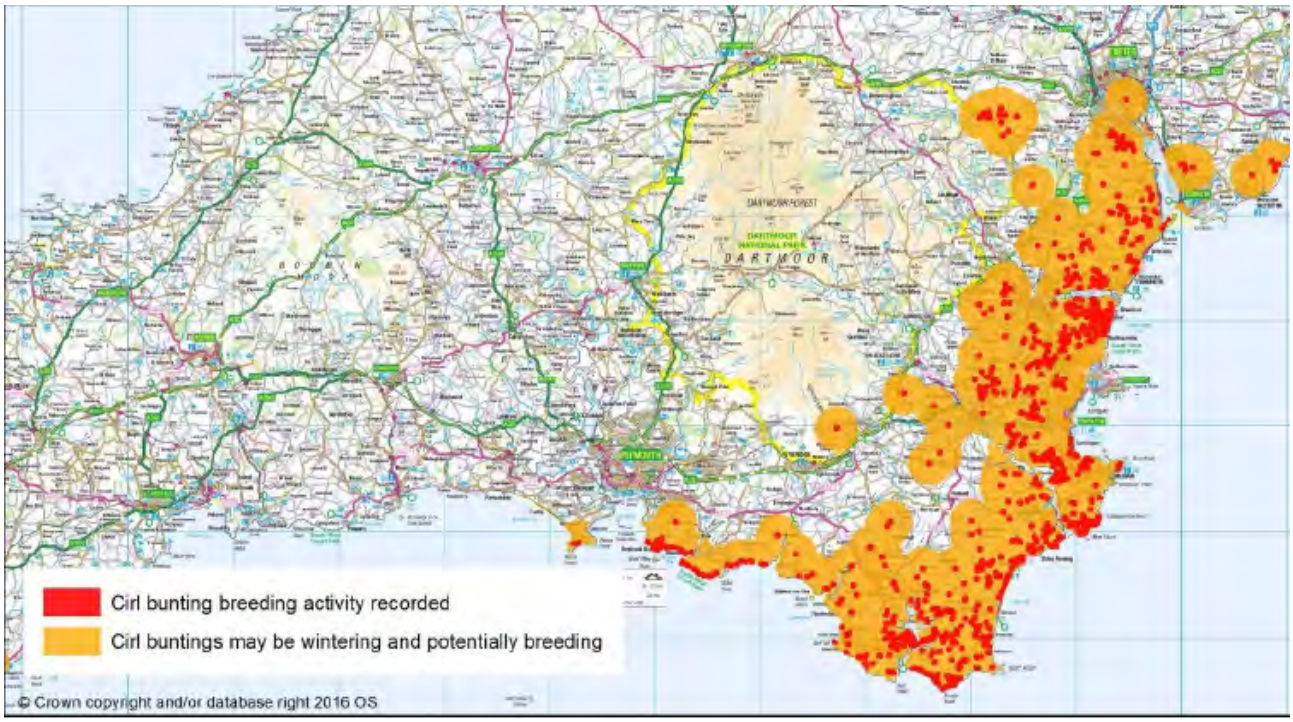



**Figure 62 Cirl Bunting breeding range in Devon Primary source: 2016 national survey**

**18.45** In areas where there are historic records of Cirl Buntings breeding territories, or where suitable habitat is present on a development site, the developer and the LPA will either need to accept presence of Cirl Buntings and agree on the level of presence or undertake specific Cirl Buntings surveys, in accordance with the Wildlife and development guidance note: Cirl Bunting (2017)[281], or the latest iteration thereafter.

**18.46** Where loss of summer breeding or winter Cirl Bunting habitat is unavoidable, compensatory habitat must be provided. This is unlikely to be achieved on the development site but may be able to be achieved on other land within South Devon.

**18.47** To adequately compensate for the loss of habitat associated with one pair of Cirl Buntings, it is necessary to provide at least 2.5ha of appropriately managed habitat, to include:

- <1.13ha ofsemi-improved/rough grassland (summer feeding habitat);
- <0.2ha hedge/scrub (nesting habitat); and,
- <1ha weedy overwinter stubble (winter feeding habitat).

**18.48** Where suitable mitigation or compensation cannot be provided on site, contributions towards off-site compensation will be sought.

**18.49** Where off-site compensation is made as a contribution towards land purchase for a nature reserve and RSPB (or other body), management and monitoring costs for the first five years with subsequent costs being met by RSPB (or other body) reserve management budget, full details of cost calculations can be found within the Wildlife and development guidance note: Cirl Bunting (2017).

**How to consider compensation and Biodiversity Net Gain in planning applications**

**18.50** This guidance expands on guidance at DEV26.5 of the SPD.

281 https://www.rspb.org.uk/globalassets/downloads/documents/conservation-projects/wildlife-and-development-guidance-note--cirl-bunting-october-2017.pdf

Major applications

1. Consultant ecologist to undertake desk study and initial Preliminary Ecological Appraisal:

    - Assess habitats, their quantity and value;
    - Record findings within Preliminary Ecological Appraisal; and,
    - Undertake further protected species surveys if required.

2. Complete the Defra Biodiversity Metric Calculator:

    - Calculate pre-intervention biodiversity units using habitat size, condition, connectivity and strategic significance;
    - Calculate proposed post-intervention on-site habitat restoration and creation (and if relevant off-site) in terms of biodiversity units; and,
    - Calculate change in biodiversity units, the value should show a 10 per cent increase in biodiversity units to be considered policy compliant.

3. Submit PEA/protected species surveys results as an Ecological Impact Assessment (EcIA) with the Defra Biodiversity Metric Calculator spreadsheet.
4. Include details of ongoing management and maintenance of on-site provisions (within a Landscape and Ecological Management Plan – LEMP).
5. If compensation/net gain provisions are to be off-site, provide details of how this will be achieved, and how it fits will local priorities for habitat restoration and creation:

    - If on land owned by applicant, a Management Plan will be required for 30+ years, delivery of which will be secured by s106 clause.
    - If on land owned by a third party, as above with the third party signatory to the s106.
    - If unable to provide on land in applicant's control, provide a calculation showing habitat creation costs applicable to required number of biodiversity units. This is likely to include: land purchase; habitat creation and ongoing management. When agreed, the sum to provide this habitat creation/restoration will be secured by s106 clause and paid upon meeting the trigger to the LPA.

6. LPA to secure provisions by Section 106

**18.51** NB – Any necessary impact avoidance and mitigation measures will need to be detailed within the EcIA and adherence to these will be conditioned, and for larger and/or more complex schemes a proportionate Construction and Environmental Management Plan will be required.

**18.52** When calculating biodiversity units, habitats should be given a 'Strategic Significance' value. In line with metric guidance[282], officers consider that the appropriate strategic significance statement should be applied in the following circumstances:

- Within area formally identified in local strategy' should be assigned to habitats that are consistent with the aims of the JLP Biodiversity Network, forthcoming Local Nature Recovery Strategies, or Neighbourhood Plans;
- Location ecologically desirable but not in local strategy' should be assigned to habitats adjacent, or ecologically connected, to JLP Biodiversity Network, Local Nature Recovery

282 http://publications.naturalengland.org.uk/publication/5850908674228224

Network or ecological corridors identified in Neighbourhood Plans, for example, such as features that may be used by commuting bats; or,

- 'Area/compensation not in local strategy/ no local strategy' given to those habitats that do not follow either of the above criteria.

Minor applications

**18.53** Is an ecological survey required? (To find out reiview the relevant LPA local validation checklist).

**18.54** ***Yes -*** Consultant ecologist to:

1. Undertake desk and site survey and record findings within Preliminary Ecological Appraisal.
2. Where there will be an impact on protected habitats or species undertake further surveys as appropriate. Compile results within an Ecological Impact Assessment.
3. Complete the Defra Biodiversity Metric simplified calculator, an ECOP and Biodiversity Budget and attach these as appendices to the PEA/EcIA, showing a 10 per cent or (where not practicable) a clear biodiversity net gain. Reflect any provisions on elevation drawings as applicable.
4. Where necessary (depending on scale), include details of ongoing management and maintenance of on-site provisions (within a Landscape and Ecological Management Plan)
5. If considered appropriate and proportionate Biodiversity Net Gain, the LPA will condition adherence to the ECOP (and elevation/other drawings as applicable).

**18.55** ***No -*** Applicant to:

1. Applicants will be encouraged to complete the Defra Biodiersity Metric simplified calculator, an ECOP and Biodiversity Budget sheet, showing a clear biodiversity net gain, to include (as a minimum):

    - One inbuilt bat box/brick/tube per dwelling;
    - One inbuilt bird box/brick per dwelling;
    - One inbuilt bee brick per dwelling;
    - A hole for small mammals (such as hedgehogs) in each garden fence of 13 x 13cm.

2. If considered appropriate and proportionate Biodiversity Net Gain, the LPA will condition adherence to the ECOP (and elevation/other drawings as applicable).

## 19 APPENDIX 7: Open space assessment form

**19.1** To view Appendix 7: Open space assessment form, please visit:

https://www.plymouth.gov.uk/sites/default/files/SPDAppendix7OpenSpaceAssessmentAuditForm.pdf.

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DELIVERING THE PLYMOUTH & SOUTH WEST DEVON JOINT LOCAL PLAN 2014-2034

# DEVELOPER CONTRIBUTIONS EVIDENCE BASE

## JUNE 2020

PLYMOUTH CITY COUNCIL

South Hams District Council

West Devon Borough Council

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## 1. Purpose of this document

1.1 This Developer Contributions Evidence Base document informs Section 12. 'Planning Obligations, Community Infrastructure Levy and Development Viability' of the Joint Local Plan Supplementary Planning Document (the JLP SPD). It presents methodologies to help identify the costs of mitigating the impacts of new development proposals on infrastructure, which itself helps guide the negotiation of planning obligations and the apportionment of Community Infrastructure Levy funds.

1.2 This Evidence Base covers the adopted JLP Plan Area which includes Plymouth, South Hams and West Devon councils. As far as possible and where appropriate, a consistent approach across the 3 authorities, and with it the Policy Areas of the JLP, has been sought. This has not always been possible. Plymouth City Council (PCC) is an urban unitary authority whilst South Hams District Council (SHDC) and West Devon Borough Council (WDBC) are largely rural districts. As such, evidence and methodologies may differ. Additionally, in South Hams and West Devon, developer contributions towards key infrastructure types such as Transport, Education, Health, Recycling Centres are the responsibility of Devon County Council (DCC) and will be subject to separate processes, not covered in this document.

1.3 There has been collaborative working with Devon County Council in the preparation of this document. This has been crucial in relation to the Plymouth Policy Area of the JLP in particular, where developer contributions will be sought by Devon County Councils and collected by South Hams Council for infrastructure provision inside Plymouth, e.g. education or transport infrastructure to support development in the urban fringe.

1.4 The evidence presented in this document is based on available data at the time of writing. This includes details of infrastructure needs as identified at Annex 1 of the JLP and in the Infrastructure Needs Assessment which formed part of the evidence base for the JLP and is updated as and when required. Updated Evidence Base reports will be prepared from time to time, and will be published on the Council's websites.

1.5 In respect of the use of this document in negotiating planning obligations, it should be noted that simply because a specific developer contribution has been identified in relation to mitigating an infrastructure impact, it does not necessarily follow that the councils will seek to negotiate the contribution. The document is intended as an aid to the negotiation process. Planning obligations will be negotiated on a case-by-case basis and will need to meet the requirements of Regulations 122 of the Community Infrastructure Regulations April 2010 (as amended), including the effects of the Community Infrastructure Levy (Amendment) (England) (No. 2) Regulations 2019[1] which came into force on 1 September 2019.

[1] https://www.legislation.gov.uk/uksi/2019/1103/contents/made

1.6 In particular, the councils must be satisfied that a planning obligation is necessary to make the development acceptable in planning terms; that the mitigation measures are directly related to the impacts of the development; and, are fairly and reasonably related in scale and kind to the development. It should also be noted that, in the case of re-developed sites, consideration will be given to existing or former development in the calculation of developer contributions, e.g. where existing housing is to be demolished and replaced by new housing then the developer contribution will be based on any net gain in housing numbers.

1.7 The evidence base focuses on developer contributions towards the following infrastructure types:

- Transport improvements, including strategic transport projects to address the cumulative impacts of growth, public transport provision, local highway and sustainable transport and behaviour change measures;
- Education – early years, primary, secondary, post 16, SEN provision;
- Health and wellbeing;
- Green and open space – including strategic spaces needed to address the cumulative impacts of the growth of the city, as well as local spaces to meet community needs for recreation and play;
- Sports and recreation infrastructure, including playing pitch provision; and,
- European Marine Site - impact mitigation measures.

| **Infrastructure type** | **Approach** | |
|---|---|---|
| | **PCC** | **SH/WD** |
| Transport | PCC – case by case basis | DCC – case by case basis |
| Education | JLP wide approach to costs of provision based on DfE guidance (N.B. PCC applies by bedroom numbers; DCC applies flat rate for 2+ bedrooms) | |
| Health | JLP wide approach to costs of provision (N.B. PCC applies contributions towards Wellbeing Hubs; DCC applies towards primary care provision) | |
| Green and open space; sport and recreation | JLP wide approach on PPA and TTVA basis – costings may differ | |
| European Marine Site | JLP wide approach on PPA and TTVA basis – costings may differ | |

1.8 Affordable housing contributions / provision are covered at Section 4. ‘Housing’ of the Joint Local Plan Supplementary Planning Document (the JLP SPD).

1.9 Other potential developer contributions, such as for the loss of employment land; replacement tree planting; public realm; community facilities; travel plans; air quality improvements; bio-diversity net gain, fluvial and surface water flood risk

management measures, low carbon and carbon off-setting and others, may also be sought on a bespoke, case by case basis.

1.10 The contributions received will be pooled towards measures needed to mitigate the impacts of the development, and will be inclusive of all fees and costs.

## 2. Transport

### 2A – Plymouth City Council

2.1 Development that generates a transport need will have an impact on the city's local and strategic transport infrastructure that is likely to require mitigation. As the population of the JLP Plan Area grows as a result of new housing development and as new commercial development attracts new customers, so there will be an increase in trip generation and the demand for travel. The scale of growth necessitates major infrastructure investments to provide greater real travel choices with more reliable journey times across all modes of transport, alongside smarter choices measures to encourage people to try alternative means of sustainable transport.

2.2 In order to deliver sustainable development, the adopted JLP makes provision for a range of infrastructure and facilities to be delivered alongside the growth in housing and other development. Delivering this infrastructure in a planned and timely manner, enables development to happen when needed, and helps to protect communities.

2.3 Policy SPT9 of the JLP sets out the strategic principles for transport planning and strategy and this is reinforced at Policy DEV29 which states that development will be required to contribute positively to the achievement of a high quality, effective and safe transport system in the Plan Area, and promote sustainable transport choices and facilitate sustainable growth.

2.4 Measures to mitigate the impacts of new development can be met by reducing the demand for travel or reducing/removing the additional impact on the transport network. This might take the form of undertaking on-site measures or, contributing to demand management, e.g. sustainable travel solutions or travel planning, where it can be shown that this has a positive impact. Measures can also involve increasing network capacity through improvements or new provision, and providing walking and cycling facilities and subsidies for new public transport services to help establish sustainable travel behaviours from the outset. Where public transport contributions are sought, this will be inclusive of the costs of concessionary fares associated with those routes.

2.5 The transport infrastructure required to meet the growth aspirations of the JLP was identified in the accompanying Infrastructure Needs Assessment (INA) evidence base, as submitted at July 2017 (and periodically updated as new information emerges).

2.6 As at September 2019, there are over 140 transport infrastructure projects in the INA for the Plymouth Policy Area of the JLP with a total value of over £740m. Of these, 90 are 'key' infrastructure projects (defined as being strategic critical, local critical or strategic necessary), mostly new highway infrastructure, valued at £540 million over the period 2014 – 2034. It should be noted that not all projects have been costed, especially those that are medium or long term and therefore this figure is likely to be an underestimate of what is required.

2.7 The Plymouth Policy Area includes development sites in the urban fringe of Plymouth, e.g. at Sherford or Woolwell, but most of the required off site transport infrastructure falls within the Plymouth built up area. Behavioural change has been factored-in in determining the level of new transport infrastructure required to support Plymouth Policy Area's growth as part of the JLP. It may be considered appropriate that a proportion of the total developer contribution sought is used towards behavioural change measures to ensure that transport impacts are mitigated in the most sustainable way.

2.8 Apportioning this infrastructure investment across the levels of development proposed in the Plan is the starting point for negotiations about transport developer contributions. Although transport infrastructure has a number of established funding sources, including grants, historically approximately 25 per cent of transport scheme funding has come from developer contributions, principally from S106. Whilst this will never be enough, it does acknowledge that the scale of developer contributions should not affect the viability of development overall. It reflects the impact that new development has on increased travel demand but also acknowledges that the transport measures help to deal with the impact of natural growth. It is right that developers should continue to contribute, as one of the ways that they can mitigate the impacts of their developments.

2.9 Using this same proportion of the key infrastructure provision would equate to approximately **£135 million** spread across the quantum and types of development proposed in the JLP.

2.10 Additionally, it is estimated that around 80 per cent of developer contributions should be sought from new residential development with 20 per cent from commercial development, which equates to **£108 million** from new residential development; **£27 million** from new commercial development.

**New housing development**

2.11 The JLP identifies the provision of 19,000 new homes in the Plymouth Policy Area from 2014 - 2034. £108 million divided by 19,000 homes is equivalent to an indicative figure of £5,684 per house, taken to be a 3 bedroom dwelling. This can then be factored up and down by average household size from 1 bed

to 5+ bedroom dwellings; and to include a figure for HMO / student bed space. Applying £5,684 for a 3 bedroom house, then this results in the following:

| Dwelling size | Average house size | % | Contribution per dwelling |
|---|---|---|---|
| 1 bedroom | 1.33 | 51 | £2,899 |
| 2 bedroom flat | 1.86 | 71 | £4,036 |
| 2 bedroom house | 2.45 | 93 | £5,286 |
| 3 bedroom | 2.63 | 100 | £5,684 |
| 4 bedroom | 2.85 | 108 | £6,139 |
| 5+ bedroom | 3.13 | 119 | £6,764 |
| HMO/student bedspace | 1 | 38 | £2,160 |

**New commercial development**

2.12 The JLP refers to 375,206 square meters (equating to approximately 82 ha. of land required) of employment floorspace within the Plan Area, of which 291,400 square meters falls in the Plymouth Policy Area, within the plan period.

2.13 £27 million divided by 291,400 is equivalent to £93 per square meters or £9,300 per 100 square meters. This indicative figure will be used in developer contribution negotiations to mitigate against the impact of new commercial development. However, it is recognized that some commercial uses, such as retail, will result in higher levels of trip generation than others. As such, developer contributions will be negotiated on a case by case basis and it is possible that some uses will generate higher asks whilst others will be lower than the indicative figure.

| Commercial use | Indicative contribution per 100 sq.m |
|---|---|
| All commercial uses | £9,300 |

2.14 The impact of each development will clearly vary, and each negotiated contribution will need to comply with the three statutory tests. Some sites may have higher impacts than others, and this will be a function of the nature and quantity of development proposed, and the extent and state of the transport network over which the development is likely to impact. Hence some sites may need contributions higher than this and some lower.

2.15 For example, a site which is reliant on a transport intervention being in place before it can commence would be expected to make a significant contribution to the funding of that scheme. However, another site may only have impacts on parts of the network that are further away, and consequently the contribution to the improvement of those parts of the network would be less.

**2B – South Hams and West Devon**

2.16 Refer to separate guidance provided by Devon County Council

## 3. Education infrastructure

### 3A – Plymouth City Council

3.1 As the population of the JLP area grows, so too will the demand for education. The scale of growth through to 2034 will necessitate expanded and potentially new school, early years and Special Educational Needs provision.

3.2 Plymouth City Council has worked together with Devon County Council to establish an approach that strives for consistency across the JLP area, whilst reflecting the needs of an urban city and rural district areas. Devon County Council is the Education Authority for South Hams and West Devon. Both Plymouth City Council and Devon County Council have statutory responsibility for the provision of education infrastructure.

3.3 Recent Ministry for Homes, Communities and Local Government Planning Practice Guidance (September 2019) relating to Planning Obligations encourages councils to fund schools and other education buildings through developer contributions. This guidance is available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/793661/Securing_developer_contributions_for_education.pdf

3.4 Paragraphs 007 and 008 say local authorities should, ‘agree the most appropriate developer funding mechanisms for education, assessing the extent to which developments should be required to mitigate their direct impacts’. The Planning Practice Guidance also states that central government funding for schools is ‘reduced’ to ‘take account of developer contributions, to avoid double-funding of new school places’.

3.5 Subsequent guidance from the Department for Education (Securing developer contributions for education, November 2019) is available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/793661/Securing_developer_contributions_for_education.pdf

3.6 This reinforces the message that new school places necessitated by development should be funded through developer contributions.

3.7 Where a need is identified, education infrastructure contributions may be sought for the following areas:

- Early Years 0-5;
- Primary Schools;
- Secondary Schools;
- Post 16;
- Special Educational Needs (SEN); and,
- Sustainable Travel.

3.8 This approach for calculating education developer contributions seeks to:

- Make development acceptable in terms of education – by ensuring that the need for additional pupil places generated by new development is mitigated;
- Ensure education and childcare requirements are justified and directly related to development proposed;
- Take account of committed and planned development;
- Recognise available capacity in existing provision; and,
- Avoid unacceptable travel distances to provision.

**Calculating education infrastructure mitigation costs**

3.9 The contribution sought for addressing impacts on education capacity will be assessed on the net increase in the number of new school places generated by a development and the resulting capital cost to accommodate the increased demand.

**Establishing pupil numbers arising from new development**

3.10 To establish the impact of existing and new development proposals on education facilities it is necessary to identify the likely number of pupils that will be generated.

3.11 Plymouth City Council has worked alongside Devon County Council to identify appropriate pupil generation figures. Using empirical research undertaken by Devon County Council (see Appendix for more details), it has been established that, on average, a 'family dwelling' generates approximately the following:

| Age range | Pupil ratio |
|---|---|
| 0 to 1 | 0.07 |
| 2 to 4 | 0.11 |
| 5 to 11 (Primary School age) | 0.25 |
| 12 to 16 (Secondary School age) | 0.15 |
| 17 to 18 (post 16) | 0.06 |

3.12 Early Years provision (0-4) would have a pupil ratio of 0.09 (an average of 0.07 and 0.11).

3.13 Applying the above to different bedroom numbers results in the following recommended pupil ratios:

| Bedrooms | Early years | Primary | Secondary | Post 16 |
|---|---|---|---|---|
| 2 | 0.07 | 0.22 | 0.12 | 0.04 |
| 3 | 0.09 | 0.25 | 0.15 | 0.06 |
| 4+ | 0.11 | 0.28 | 0.18 | 0.08 |

3.14 The DfE is currently producing a detailed methodology for calculating pupil yields which will be published in due course. Once published, the pupil ratio multipliers outlined above will be reviewed to ensure consistency with any national approach which may emerge.

3.15 In total, the city council estimates that approximately 3.7 per cent of the school population in Plymouth requires specific Special Education provision, in the main delivered through a local Special School. Special Educational Need pupils are currently showing a year on year increase.

3.16 It should be noted that affordable housing is included in education capacity and contribution calculations, as it generates a need for additional education facilities within a specific locality. In addition, the empirical evidence on which future requirements are based, takes account of education requirements associated with affordable housing.

3.17 Student accommodation, holiday homes and housing designated for older people will be excluded, assuming a condition to restrict occupation is attached to any planning permission.

**Establishing baseline school capacity**

3.18 When assessing the contribution appropriate from each planning application or development proposal, Plymouth City Council will factor in any current spare capacity in existing education and early years provision within the locality. When calculating the existing spare school places, two key factors will be incorporated:

1. The number of existing spare school places there are within the locality (or across the city in the case of Secondary provision), adjusted with an assessment of the likely places that are expected to be taken up by children in future years based on the number of known 0 – 5 year olds (who are in many instances already attending early years providers) for primary provision and known primary numbers for secondary provision.
2. The number of school places taken up by existing but yet to be implemented planning permissions (factoring in capacity provided by developer contributions).

3.19 This approach will also be followed when considering baseline capacity for SEN.

3.20 When calculating the existing spare early years places, the capacity within schools, childminders, day nurseries and preschools will be considered and adjusted with an assessment of the likely places that are expected to be taken up in future years based on projections using data on live births secured from the NHS.

3.21 If insufficient capacity is identified in this process, then it is assumed that need will be met at the next nearest appropriate provision to the development site which does have uncommitted capacity, taking into account any additional costs associated with the need to provide school transport for pupils.

3.22 Plymouth City Council will seek contributions from developers where pupils arising from the development cannot be accommodated within existing capacity.

3.23 Additional facilities will either be provided through the expansion of an existing provision or through the development of a new provision – this will be determined by the circumstances of the nearest provision and the scale of the development on a case by case basis, taking account of wider development allocations.
In respect of Special School places, it is recognised that it is possible provision will not necessarily be within close proximity. This may also require the provision of school transport.

**Calculating the developer contribution**

3.24 The Department for Education report (Securing developer contributions for education, November 2019) provides guidance on the costs of provision, with para 15. advising that the assumed costs of mainstream school places are based on national average costs published annually in the DfE school place scorecards (https://www.gov.uk/government/collections/school-places-scorecards), adjusted to reflect costs in the region, using BCIS location factors (0.99 regional factor for the South West). It also advises that the per pupil cost of early years provision is assumed to be the same as for a primary school; that further education places provided within secondary sixth form will cost broadly the same as a secondary school place; and, that special school (SEN) are set at four times the cost of mainstream places to reflect the need for more space per pupil.

3.25 The cost of pupil places in Plymouth using this approach is set out below:

| Education infrastructure | Plymouth cost per place informed by DfE guidance |
|---|---|
| Early Years New Build | £19,417 |
| Early Years extension | £16,432 |
| Primary New Build | £19,417 |
| Primary extension | £16,432 |
| Secondary New Build | £23,725 |
| Secondary extension | £22,513 |
| Post 16 | £23,725 |
| Post 16 | £22,513 |
| SEN New Build | £86,284 |
| SEN extension | £78,668 |

3.26 The table below applies the number of pupils generated from 2, 3 and 4+ dwellings and relates them to the cost of providing early years, primary, secondary and post 16 provision to show an indicative cost per dwelling. No figure is shown for SEN provision as this will be calculated on a case by case basis. The potential, indicative mitigation cost per dwelling:

| Education | Bedrooms | Indicative cost per dwelling | | Pupil ratio |
|---|---|---|---|---|
| | | New build | Extension | |
| Early Years | 2 | £1,359 | £1,150 | 0.07 |
| | 3 | £1,748 | £1,479 | 0.09 |
| | 4+ | £2,136 | £1,807 | 0.11 |

| Education | Bedrooms | Indicative cost per dwelling | | Pupil ratio |
|---|---|---|---|---|
| | | New build | Extension | |
| Primary | 2 | £4,272 | £3,615 | 0.22 |
| | 3 | £4,854 | £4,108 | 0.25 |
| | 4+ | £5,437 | £4,601 | 0.28 |
| Secondary | 2 | £2,847 | £2,701 | 0.12 |
| | 3 | £3,559 | £3,377 | 0.15 |
| | 4+ | £4,270 | £4,052 | 0.18 |
| Post 16 | 2 | £949 | £900 | 0.04 |
| | 3 | £1,424 | £1,351 | 0.06 |
| | 4+ | £1,898 | £1,801 | 0.08 |

3.27 The new build or school expansion rate per pupil will be applied to each pupil for whom new capacity will need to be secured. Plymouth City Council, working with Devon County Council, will use the BCIS All in Tender price index to calculate uplift for inflation to the point that the mitigation payment is made, the base date being March 2019 (Q1 2019 index value = 322).

3.28 In accordance with DfE guidance, contributions towards Early Years provision will be sought at the same build cost rate as primary places. All new primary schools should incorporate early years provision.

3.29 Informed by DfE guidance, the rate required for Special Education places is estimated at 4 times the cost of mainstream places. The cost per place rates for SEN provision do not distinguish between primary or secondary but rather uses an average of the two.

3.30 Where it is necessary to build a new school or early years provision in order to provide places, a proportional contribution, directly related to the scale of development, will be sought towards the cost of land acquisition. Alternatively, suitable land may be set aside by the developer or the developer may provide the facility.

3.31 The cost of home to school transport, where applicable, will be based on actual costs on a development by development basis. In the main these costs will be based on existing routes already serving the area in accordance with the council's approach to entitlement to school transport.

**Payment triggers**

3.32 As a general rule, Plymouth City Council will seek financial contributions towards education provision to be paid in the following instalments:

- 50 per cent payment on commencement of the development
- 50 per cent payment on occupation of 50 per cent of dwellings.

3.33 Payment of financial contributions in advance of the triggers outlined above will be welcomed. Later triggers may be accepted if developers demonstrate a valid

reason for a delayed payment. Equally the Council may seek contributions to be paid at an earlier date if the circumstances require it.

**APPENDIX A – Background to methodology assumptions**

**Pupil generation**

3.34 The pupil yields used to identify the number of pupils generated by each development are based on empirical research undertaken by Devon County Council based upon a door to door survey of new housing completed and occupied in all District Council areas in 1999. This survey included both market and affordable housing. This identified an occupancy level of 0.072 0-1 year olds; 0.108 2, 3 and 4 year olds; 0.25 primary age children; and, 0.18 secondary age children. Based on this, the same indices are used for early years and primary (0.25) with 0.15 at secondary level and 0.06 at post 16. Approximately 1.5 per cent of children were found to require a specialist place.

3.35 An analysis in 2009 of the completed housing in the Kings / Clyst Heath area in Exeter, and the number of pupils known to be living there, confirmed that the above indices were appropriate for applying to new housing developments. In 2015, a further analysis at Cranbrook suggested these indices are prudent.

3.36 The areas surveyed, including more recent analysis, are considered to be consistent with those found in Plymouth and therefore appropriate for use there.

3.37 Plymouth City Council, working with Devon County Council, will keep the rates under review as nationally, other Local Authorities have reported higher indices.

3.38 The DfE is currently producing a detailed methodology for calculating pupil yields which will be published in due course. Once published, the multipliers outlined above will be reviewed to ensure consistency with any national approach which may emerge.

**3B – South Hams and West Devon**

3.39 Refer to separate guidance provided by Devon County Council.

3.40 The Devon County Council approach to the provision of education infrastructure is set out in the Education Infrastructure Plan 2016 – 2033 which can be viewed here: https://www.devon.gov.uk/planning/planning-policies/pupil-place-planning

**4. Health infrastructure**

**4A – Plymouth City Council**

4.1 New development, in particular housing development, leads to population growth which places additional pressures on existing health services including primary care such as general practice, community pharmacy, dental, and optometry services and secondary care through hospitals and specialists. Student housing will also add to these pressures. Whilst health services are in receipt of Government block funding, a combination of an ageing population and medical advances in

particular is placing significant financial pressures on health and social care services. Consequently, in order to mitigate the impacts, it is considered appropriate that new housing development should make a contribution towards necessary improvements in the city's health infrastructure.

4.2 The preferred approach for the use of developer contributions is to invest in the city's network of Wellbeing Hubs (see APPENDIX B for more details). Wellbeing Hubs enable more people to be healthy and stay healthy by enhancing self-care and community resilience, empowering communities to take active roles in their health and wellbeing. This is consistent with the Devon STP strategic priority to enhance self-care and community resilience. Wellbeing Hubs will contribute to the improved resilience of existing primary care services.

4.3 The methodology for calculating appropriate levels of developer contributions is based on costs that would otherwise be sought from development towards direct improvements to primary care infrastructure, in particular GP facilities. As such, the calculation of the cost of GP facilities is used as a proxy to determine the value of the contribution towards the network of Wellbeing Hubs across the city. The approach to the calculation of the cost of GP facilities is consistent with that currently used across the Districts within Devon County Council.

**Calculation of developer contributions**
**New housing development**

4.4 For new housing development, the calculation is based on a combination of average household size and new dwelling size (number of bedrooms) data, to provide an indicator of population increase, together with estimated cost of primary care space data, as below:

1. Calculate the expected population increase resulting from the development (including affordable units).
   Average household size ranges from 1.33 for a 1 bedroom dwelling to 3.13 for 5+ bedrooms. Where the mix is not known, an assumed average of 2.2 people per household is used until further detail is available.

2. Calculate the amount of additional Primary Care Space that would otherwise be required as a result of the population increase.
   NHS England has published 'size and space standards' which set out the appropriate size of GP premises ($m^2$ Gross Internal Area) in relation to the number of patients to be accommodated at the premises. These standards are given in Table 1 below. The table also shows the corresponding Gross Internal Area per patient (in $m^2$):

| No. of patients | GIA | GIA per patient |
|---|---|---|
| 0-2,000 | 199$m^2$ | 0.1$m^2$ |
| 2,001-4,000 | 333$m^2$ | 0.08$m^2$ |
| 4,001-6,000 | 500$m^2$ | 0.08$m^2$ |
| 6,001-8,000 | 667$m^2$ | 0.08$m^2$ |

| No. of patients | GIA | GIA per patient |
|---|---|---|
| 8,001-10,000 | 833m$^2$ | 0.08m$^2$ |
| 10,001-12,000 | 916m$^2$ | 0.08m$^2$ |
| 12,001-14,000 | 1000m$^2$ | 0.07m$^2$ |
| 14,001-16,000 | 1083m$^2$ | 0.07m$^2$ |
| 16,001-18,000 | 1167m$^2$ | 0.06m$^2$ |
| 18,001-20,000 | 1250m$^2$ | 0.06m$^2$ |

*Table 1: NHS size and space standards*

The size standards have been produced by the NHS as part of a document entitled 'Premises Principles of Best Practice Part 1 – Procurement and Development' which is yet to be published. The space standards are used with Health Building Note 1-01 which is used within this methodology to determine costs.

In most instances, GP premises would fall within the range 2,001 – 12,000 patients giving an average requirement of 0.08m$^2$ per patient.

3. Calculate the cost of new healthcare premises.
   Cost guidance is based on a Healthcare Premises Cost Guide (HPCG) published by the Department of Health. This provides a cost per square metre for building and engineering services for different healthcare departments based on overall gross internal area for real, built schemes. The methodology for costings can be found in the HPCG4 (2010). Table 2 below identifies the 2010 HPCG costs per m$^2$ for 'Facilities for primary and community care services' (as covered by Health Building Note 11-015). Costs are based on new-build, two-storey premises operating independently on a greenfield site. The figures given are based on a Median Index of Public Sector (MIPS) of 480.

| Type | 2010 HPCG (based on a MIPS index of 480) per m$^2$ | | | |
|---|---|---|---|---|
| | Public space | Staff space | Clinical space | Overall space |
| Primary Care (including GP surgeries) | £2,060 | £1,820 | £2,160 | £2,040 |
| Extended Primary Care | £1,870 | £1,650 | £2,210 | £1,990 |
| Community Hospital | £1,840 | £1,620 | £2,440 | £2,200 |

*Table 2: 2010 Healthcare Premises Cost Guidance for 'facilities for primary and community care'*

The MIPS index upon which these figures are reported is no longer published. Accordingly, it is recommended by the Department for Business Innovation and Skills (now the Department for Business, Energy and

Industrial Strategy) that the PUBSEC index should be used as an alternative. Using a conversion factor of 2.778, MIPS 480 is equivalent to PUBSEC 173.

As at September 2016, it was reported by the Building Cost Information Service (BCIS) that the PUBSEC 'reporting level' is 195 (a 12.7 per cent increase from the 2010 index). Taking this increase into account, figures adjusted from the HPCG 2010 figures are presented in Table 3:

| **Type** | **Adjusted HPCG (based on a PUBSEC index of 195) per $m^2$** | | | |
|---|---|---|---|---|
| | **Public space** | **Staff space** | **Clinical space** | **Overall space** |
| Primary Care (including GP surgeries) | £2,322 | £2,051 | £2,434 | £2,299 |
| Extended Primary Care | £2,107 | £1,860 | £2,491 | £2,243 |
| Community Hospital | £2,074 | £1,826 | £2,524 | £2,479 |

*Table 3: Adjusted Healthcare Premises Cost Guidance for 'facilities for primary and community care'*

4. Calculate the value of developer contributions:
   Table 4 below shows the value of developer contributions for various dwelling sizes, using the information identified at steps 1-3 above. An average GIA of 0.08 per $m^2$ has been used together with the overall primary care space cost of £2299 per $m^2$, i.e. for 1 person, 2299/0.08 = 184

| **Dwelling size** | **Average household size** | **Contribution (£)** |
|---|---|---|
| 1 bedroom | 1.33 | 245 |
| 2 bedroom flat | 1.86 | 342 |
| 2 bedroom house | 2.45 | 451 |
| 3 bedroom | 2.62 | 482 |
| 4 bedroom | 2.85 | 524 |
| 5+ bedroom | 3.13 | 576 |
| Per bed space (other residential) | 1 | 184 |

*Table 4: Developer contribution per dwelling*

Based on the above, an example housing development would be as follows:

100 houses comprised of 30 x 2 bed houses; 40 x 3 bed houses; 30 x 4 bed houses.

2 bed 30 x £451 = £13,530 (based on 30 x 2.45 x 451)
3 bed 40 x £482 = £19,280 (based on 40 x 2.62 x 482)
4 bed 30 x £524 = £15,720 (based on 30 x 2.85 x 524)

Total = £48,530

In this example, a health developer contribution of £48,530 would be sought towards the network of Wellbeing Hubs across the city.

**Purpose Built Student Accommodation**

4.5 Developer contributions towards purpose built student accommodation is calculated at an average household size of 1 per bed space. To allow for 40 week occupation, the calculation is reduced to 0.8.

4.6 Based on the above, an example purpose built student accommodation development would be calculated as follows:

100 bedspace purpose built student accommodation development.
100 x 0.8 x 184 = £14,720

4.7 In this example, a health developer contribution of £14,720 would be sought towards the network of Wellbeing Hubs across the city.

**APPENDIX B - Background information on Wellbeing Hubs:**
**Devon STP Integrated Care Model (ICM):**

4.8 Plymouth City Council and the Devon CCG have a long and established record of cooperation and collaboration. Since December 2016, partners in the health and care system across Devon have been working with a shared purpose to create a clinically and financially sustainable health and care system that will improve the health, wellbeing and care of the population. There are four strategic priorities:

- Enable more people to be healthy and stay healthy
- Enhance self-care and community resilience
- Integrate and improve community services and care in people's homes
- Deliver modern, safe and sustainable services

**Wellbeing Hubs:**

4.9 Wellbeing Hubs are an integral part of the ICM, with a focus on prevention, early intervention, empowering communities and providing support for those in need. The vision for Wellbeing Hubs is to develop 'a network of integrated resources working together to enable and support people in the local community to live independently and make life choices that will improve their health and wellbeing'.

4.10 Wellbeing Hubs will:

- Offer services provided by community members, volunteers, paid staff across public, private, and community / voluntary sectors
- Communicate and work together to provide joined up, quality, consistent information and support for individuals to promote wellbeing, independence, recovery and reablement.
- Make sense locally; the Hub will reflect the local population's needs, and work with the different networks in different neighborhoods

- Make the best use of available estate
- Be accessible and inclusive e.g. Dementia Friendly

4.7 The integrated resources would include (but not be limited to);

- Housing, benefits, debt, health and social care advice and advocacy
- Healthy Lifestyles and health and wellbeing promotion (e.g. smoking cessation)
- Counselling, befriending and other mental health support
- Long-term conditions (physical and mental) self-management education, and 1 to 1 support
- Employment, education, training, volunteering, learning and digital inclusion
- Social, arts, crafts and peer support activities

4.8 The Wellbeing Hubs will be underpinned by a comprehensive social prescribing service, supporting people identified as in need to access the right support for them, as well as staff trained in brief interventions and MECC (Making Every Contact Count), and an IT system containing all the relevant information required, providing a 'virtual hub' with an online advice and information offer that can be accessed from anywhere. Some Wellbeing Hubs will take a lead on specific groups or topics city-wide; for example, veterans' health, accelerating mental health needs, carers' health, learning disabilities and sensory impairment. Support provided includes:

**Social Prescribing**

4.9 Social prescribing schemes offer a range of benefits to the healthcare system (as well as benefits to the individual), through reductions in demand. The total value of all benefits accruing to all stakeholders gives a very supportive picture of social prescribing. To estimate the potential benefits in Plymouth, we have referred heavily on evaluation of the Rotherham Social Prescribing Service, which found significant reductions in the use of acute hospital services:

**Signposting and support**

4.10 The Health and Wellbeing Hubs will offer a wider offer of signposting and community engagement than simply social prescribing. The evidence base is less strong for this, since the definition of the intervention tends to be broad.

4.11 As an estimate, the impact of this support in terms of NHS use might be 10-20 per cent of that from social prescribing; but this is still considerable as numbers of people accessing these services will be larger once each hub is up and running. Footfall will vary in each hub but we know that the Jan Cutting HLC has a footfall of around 750 per week; given that there are differing patterns of attendance, an estimate of annual footfall is at least 3000 people.

**Behaviour change**

4.12 Behaviour change will be an important part of the work of Wellbeing Hubs. The four behaviours that we focus on are those which cause the most disease and disability in our populations; alcohol, diet, physical activity and smoking.

**Advice and Information**

4.13 Though there is no robust cost saving data available for information and advice, there is a simple logic model which suggests that this service is worthwhile. Each quarter, 2500 people are supported with some information and advice. 50-150 are complex issues and there is evidence of multiple issues being resolved. For example, around £1 million of benefit payments that have not been reaching the right individual have been achieved, often for people and families who are disabled. This is likely to make a significant difference to their lives, and is highly likely to result in improvements to the management of their condition, which in turn reduces healthcare need.

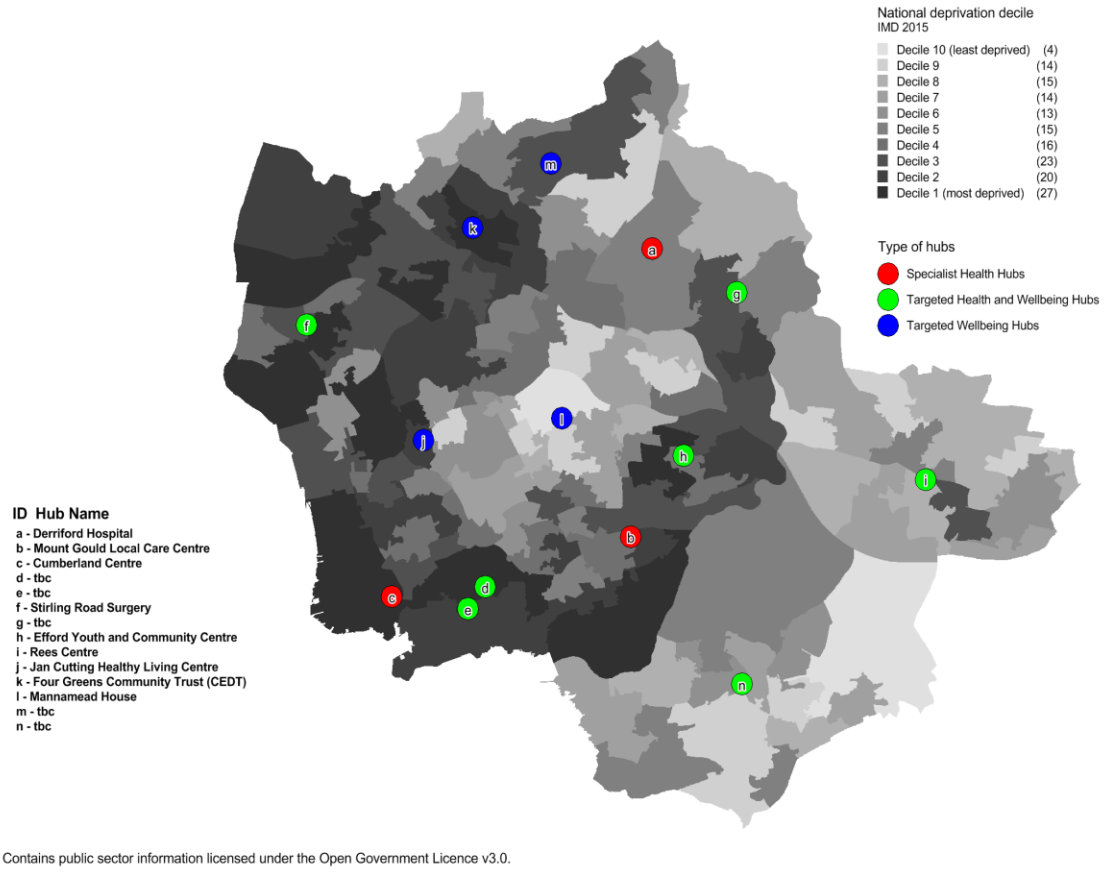
4.14 The network of integrated resources will cover 4 tiers;

- **Specialist Health Hubs** - Places where people already go for medical interventions; people will be supported and signposted into services that can help them to address some of their wider needs which would not be met through a medical intervention, with the aim of improving their health and wellbeing, helping them to manage the health condition and preventing the onset of others.
- **Targeted Health and Wellbeing Hubs** - Places where Primary Care (particularly GP practices) can be brought together with wellbeing and social care, providing a comprehensive offer of health and wellbeing under one roof. (This requires new build or refurbishment of premises to provide better integration of services)
- **Targeted Wellbeing Hubs** – Places where people and services naturally congregate, where wellbeing and social care services will be brought to local communities. Links to Primary Care will be strengthened particularly through social prescribing.
- **Universal Tier** – Places where people go for other services. The ambition here is to ensure that all community assets (libraries, primary care, churches and other community groups) are able to carry out brief interventions with people, and signpost them onto the best service and/or the local Hub to meet their needs. (Making Every Contact Count model). The robust use of ICT is key here; we have a ‘Plymouth Online Directory’ which is currently being improved to include better, more accessible engagement tools, simple, clear access to advice and information and better reporting to assist with maintenance and to gain insight on usage. We also have a volunteering website ‘Our Plymouth’ which will link in closely and provides a social network style platform to foster social engagement and increase awareness of wellbeing services.

4.15 The current list of Hubs is as follows:

| Name | Description | Estimate opening |
|---|---|---|
| **Specialist Health Hubs** | | |
| Cumberland Centre | The Cumberland Centre is an Urgent Treatment Centre including locality mental health teams, which will incorporate the full range of Wellbeing Hub Services; it also has a large GP Practice and a pharmacy within the same complex. | March 2019 |
| Mount Gould Local Care Centre | Mount Gould is subject to a master planning exercise which will result in more acute services being delivered here and will include GPs and wellbeing services. | October 2019 |
| Derriford Hospital | Derriford Hospital is a large teaching hospital serving Plymouth and nearby areas of Devon and Cornwall. It is a regional trauma centre and also provides tertiary cardiothoracic surgery, neurosurgery and renal transplant surgery for the South West Peninsula. Many people attending hospital have the capacity to benefit from the services being offered as part of Wellbeing Hubs, and being able to start to support people during an attendance or an admission is likely to help their health and wellbeing as well as having the potential to reduce demand on the hospital. | TBC |
| **Targeted Health and Wellbeing Hubs** | | |
| Ocean Health (Stirling Road) | Ocean Health is GP Practice, in a deprived area. The Wellbeing element of the hub will be delivered across 3 locations in a hub-and-spoke manner; the GP practice, the local library (St Budeaux) and in Barne Barton Pharmacy (Barne Barton is an isolated deprived area). | March 2019 |
| City Centre | In early stages of planning, it is hoped to develop a GP practice, Dental surgery and Wellbeing Hub in a city centre building which is about to undergo comprehensive refurbishment. This may also include relocation of an existing Young People's support services providing much better facilities. The area in the city centre is easily accessible and regularly used by our most in-need communities; it is also close to other facilities such as pharmacy, Council 'First Stop Shop', a Memory Café (dementia support) and the local market.<br>We are also working to develop a dental practice led by the social enterprise connected with the Peninsula Dental School. | March 2020 |
| Estover | Building yet to be identified, will work with GPs and Livewell Southwest to identify a building | March 2020 |
| Efford TBC | Council owned Youth and Community Centre, OPE plan to redevelop site as a health and wellbeing hub including a GP practice and pharmacy, youth and wellbeing facilities | March 2020 |

| Name | Description | Estimate opening |
|---|---|---|
| Stonehouse | A 'Complex Lives' hub, based in one of our most deprived areas, which will provide services for people and families with significant health, social and wellbeing challenges (such as the homeless and those with substance misuse issues). This will include a GP practice with specialist skills working with this group. Being led by CVS. | TBC |
| Rees Youth Centre, Plympton | Discussions are underway around the development of a 'Primary Care Home' Wellbeing Hub to explore further the potential of this model of healthcare for potential spread across the city.<br>This is based in one of our less deprived areas, so offers less opportunity for reducing inequalities but does offer potential for shifting demand to lower cost services.<br>Timeline to be confirmed | TBC |
| Plymstock TBC | To be confirmed | TBC |
| **Targeted Wellbeing Hubs** | | |
| Jan Cutting Healthy Living Centre | Wellbeing Hub in a deprived area, providing full range of support to the local community. Includes Head Space, an out-of-hours service for people who consider that they are approaching a mental health crisis. This runs in a non-clinical setting with a safe, calm and structured environment, with the goal of de-escalating crises. | OPENED March 2018 |
| Four Greens | A Community Economic Development Trust in a deprived part of the city, already includes a Children's Centre and community activity; is now developing an offer for people with long-term conditions including time banking, education, peer support; is a target area for the National Diabetes Prevention Programme. | 12 October 2018 |
| Improving Lives, Mannamead | A Wellbeing hub with a specific remit to work across the city to promote and improve the health of some specific groups in the population who are in need, including veterans, carers, people with learning disabilities and those with Sensory disabilities. | 27 October 2018 |
| Southway TBC | Building yet to be identified, possibly the Council Community Centre and Children's Centre. | March 2020 |




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**4B – South Hams and West Devon**

Refer to separate guidance provided by Devon County Council

## 5. Green and open space, sport and recreation

### 5A Plymouth, South Hams and West Devon Councils

5.1 Developer contributions have an important role to play in ensuring that the green infrastructure impacts and needs of new development are met. The Plymouth and South West Devon Joint Local Plan (the JLP), supported by the various Open Space Assessments building on the 2010 Plymouth Green Infrastructure Delivery Plan, provides a strong local policy and delivery justification for the use of planning obligations in relation to both local and strategic green infrastructure impacts.

5.2 Each new home potentially has an impact on the city's existing green infrastructure, or creates a need for new green spaces. Developer provision of, or contributions to, green infrastructure delivery and/or management may therefore be necessary to make the development acceptable in planning terms.

5.3 Figure 3.2 of the JLP sets out measures against which the sustainability of development can be assessed including in relation to the quantity, quality and accessibility of green space across the JLP area.

5.4 The Plymouth Policy Area Open Space Assessment (POSA) defines Accessible Natural Greenspace as Amenity Green Space, Parks and Gardens, and Natural and Semi-natural green space within the PPA and sets the following quantity standards for its provision:

| Type of open space | Quantity standard (ha per 1,000 population) |
|---|---|
| Amenity Green Space | 1.44 |
| Parks and Gardens | 1.15 |
| Natural and Semi-natural green space | 2.5 |
| **Total accessible natural Greenspace** | **5.09** |
| Allotments | 0.15 |

*Table 1: Quantity standards for PPA Green space provisions*

5.5 The Plymouth Play assessment 2017 sets out the following Play Space provision standard for the Plymouth Policy Area.

| | Quantity standard (ha per 1,000 population) |
|---|---|
| Play space | 0.08 |

*Table 2: Quantity standards for PPA Play Space provision*

5.6 In relation to sport provision within the Plymouth Policy Area the JLP and the Plymouth and South West Devon Sports and Leisure Facilities Plan 2016 to 2034: Assessment report require the following for sport provision within the Plymouth Policy Area:

| Type of open space | Quantity standard (ha per 1,000 population) |
|---|---|
| Playing Pitches | 0.79 |
| Wet Sports Facilities | 0.0107 |
| Dry Sports Facilities | 0.0490 |
| Outdoor Sports Facilities | 0.0951 |

*Table 3: Quantity standards for PPA Sports provision*

5.7 The Thriving Towns and Villages Open Space, Sport and Recreation (OSSR) Study has determined quantity standards of green and open space, sports, play and recreation provision based on an audit of need and provision. These standards are shown in Table 4 below:

| Type of open space | Quantity standard (ha per 1,000 population) |
|---|---|
| Accessible Natural Greenspace (may be parks and gardens or amenity greenspace depending on local circumstances) | 1.91 |

| | |
|---|---|
| Playing Pitches | 1.27 |
| Playing Pitches – changing rooms | 0.006 |
| Play Facilities (equipped and to be buffered in accordance with FIT guidance) | 0.09 |
| Wet Sports Facilities | 0.0101 |
| Dry Sports Facilities | 0.0449 |
| Outdoor Sports Facilities (tennis courts and bowling greens) | 0.046 |
| Allotments | 0.15 |
| Greenways | As required to provide effective links between destinations |
| Cemeteries and Churchyards | As defined by Town/Parish level need |
| Civic Space | Developments of 50+ dwellings may seek to incorporate new civic spaces in line with quality and accessibility standards. |

*Table 4: Quantity standards for open space, sport and recreation provisions*

5.8 Besides the above standards the JLP designates a number of Strategic Green Spaces (SGSs), which will assist in mitigating any potential recreational impacts on the South Dartmoor Woods SAC and protected landscapes. The LPAs will take a pro-active approach towards delivering and improving these SGSs:

- Sherford Community Park will be delivered as part of Sherford New Community.
- Woolwell Community Park will be delivered as part of Woolwell new community as set out in JLP policy PLY44
- Central Park, Saltram Countryside Park, Derriford Community Park and The Plym Valley SGSs will be delivered through a number of funding streams which will include developer contributions from development within the PPA towards specific improvement projects within these green spaces in line with the below charging schedule. These SGSs are essential to deliver sustainable Development within the PPA.

5.9 Mitigation of greenspace impacts of development can be either on-site or off-site, depending on the circumstances of the case. (see Table 5). Reflecting the rural nature of the TTVA (i.e. where a minor development can apply significant pressure on existing facilities or the need new facilities), contributions towards improving existing/new facilities may be sought for developments of 5-10 dwellings.

| **OSSR Type** | **Number of dwellings** | | | | **Comments and minimum size for on-site provision** |
|---|---|---|---|---|---|
| | **5-10 (applies in TTVA only)** | **10-49** | **50-199** | **200+** | |
| | N/A | Off Site | Off Site | On Site | **PPA:** Projects will be identified for each S106 request |

| OSSR Type | Number of dwellings | | | | Comments and minimum size for on-site provision |
|---|---|---|---|---|---|
| | 5-10 (applies in TTVA only) | 10-49 | 50-199 | 200+ | |
| **PPA only** - Amenity Green Space | | On Site | On Site | | |
| **PPA only** - Natural and Semi-natural green space | | Off Site | Off Site | On Site | **PPA:** Projects will be identified for each S106 request |
| | | On Site | On Site | | |
| **TTVA only -** Accessible Natural Greenspace | Off Site | Off Site | Off Site | On Site | **TTVA:** Refer to South Hams/West Devon Green Infrastructure Framework and Town/Parish OSSR Plans for information on projects in locality, and to Greenspace Audit. No fixed minimum size but facility must function well and be an integral part of design and layout |
| | On Site | On Site | On Site | | |
| Playing Pitches | Off Site | Off Site | Off Site | Off Site | Will need to meet minimum Governing Body standards. See Sport England "Comparative sizes of Sports Pitches and Courts" |
| | | | On Site | On Site | |
| Play Spaces / Provisions for children and Young People | Off Site | Off Site | On Site | On Site | While in general LAPs are not supported, in the 10-49 range the Councils may consider a split of LAP on site and off site contribution to a LEAP (if there is evidence of local need), or a sole off-site contribution to LEAP. Minimum size for onsite LAP is 100m$^2$ (excluding buffer zone) and has to demonstrably work in design and functional terms. Small, isolated LAPs will not be supported and off site provision may be sought in lieu. Minimum size for onsite LEAP is 400m$^2$ (excluding buffer zone). |
| | | On Site | | | |
| Allotments | Off Site | Off Site | Off Site | On Site | **TTVA:** normal minimum is 6 plots giving 0.18ha. Smaller sites may be considered where local |
| | | | On Site | | |

| OSSR Type | Number of dwellings | | | | Comments and minimum size for on-site provision |
|---|---|---|---|---|---|
| | 5-10 (applies in TTVA only) | 10-49 | 50-199 | 200+ | |
| | | | | | circumstances provide opportunities<br>**PPA:** new allotments areas shall be no smaller than 0.5ha |
| Greenways (TTVA) and Green Corridors (PPA) | Off Site | Off Site | Off site | Off site | **Each development will need to deliver a well-connected development incorporating where appropriate green connection to the wider town and landscape**<br>**TTVA:** Off-site contributions towards greenway/recreational links may be sought reflecting both objectives and specific projects identified in the South Hams/West Devon Green Infrastructure Framework and Town/Parish OSSR Plans<br>**PPA:** S106 request will depend on the site location |
| Sport and Leisure Facilities | Off Site | Off Site | Off site | Off site | **TTVA:** As defined by Town/Parish level need (including Neighbourhood Plans/Town or Parish OSSR Plans)<br>**PPA:** As identified in the relevant strategy |
| Cemeteries and Churchyards | Off Site | Off Site | Off site | Off site | **TTVA:** As defined by Town/Parish level need<br>**PPA:** As identified in the relevant strategy |
| Parks and Gardens | Off Site | Off Site | Off site | Off site | **TTVA:** Developments in Area Centres may be required to contribute to improving quality and accessibility to existing parks and gardens in those towns<br>**PPA:** Developments may be required to contribute to improving quality and accessibility to existing parks and gardens. Where development is of a sufficient scale and a local |
| | | | On Site | On Site | |

| OSSR Type | Number of dwellings | | | | Comments and minimum size for on-site provision |
|---|---|---|---|---|---|
| | 5-10 (applies in TTVA only) | 10-49 | 50-199 | 200+ | |
| | | | | | need is present on-site provision may be sought. |
| **TTVA only** - Civic Spaces | Off Site | Off Site | Off Site | Off Site | **TTVA:** Developments may be required to contribute towards enhancing and improving accessibility to existing civic space. Developments of 50+ dwellings may seek to incorporate new civic spaces in line with quality and accessibility standards. |
| | | | On Site | On Site | |

*Table 5: On site Provision or Off Site Financial Contribution*

5.10 Table 6 sets out the quantity of Green and Open Space, Sport and Recreation Measures provisions per 1,000 population and per person, and offsite financial contribution per m² and per person for the Plymouth Policy Area.

| Green and Open Space, Sport and Recreation measure | On site provision | | Off-site financial contribution | | Comment |
|---|---|---|---|---|---|
| | ha/1,000 | m²/person | £/ha | £/person | |
| Amenity Green Space | 1.44 | 14.4 | 202,741.32 | 291.95 | These costs are based on exemplar PCC street services costings |
| Parks and Gardens | 1.15 | 11.5 | 473,840.28 | 544.92 | These costs are based on exemplar PCC street services costings |
| Natural and Semi-natural green space | 2.5 | 25 | 83,395.88 | 208.49 | These costs are based on exemplar PCC street services costings |
| Playing Pitch | 0.79 | 7.9 | 709,746.84 | 560.70 | These costs are based on previous SPD costs adjusted for inflation |
| Allotments | 0.15 | 1.5 | 104,719.00 | 15.71 | These costs are based on exemplar PCC street services costings |
| Play Spaces (equipped area only, not including buffer) | 0.08 | 0.8 | 2,865,127.50 | 229.21 | These costs are based on previous SPD costs adjusted for inflation |

| Green and Open Space, Sport and Recreation measure | On site provision | | Off-site financial contribution | | Comment |
|---|---|---|---|---|---|
| | ha/1,000 | m²/person | £/ha | £/person | |
| | | | £/m² | £/person | |
| Outdoor Sports Facilities (tennis courts, outdoor bowls) | 0.0951 | 0.951 | 175 | 167 | Standard calculated based on assessment of existing facilities (Appendices 5 and 6), and costs from Sport England Quarterly Costs (2nd qtr, 2016). Requirements to be based on evidence of local need/deficiencies as identified Neighbourhood Plans. |
| Green Corridors | | | | | Each development will need to deliver a well-connected development incorporating where appropriate green connection to the wider town and landscape. S106 request will depend on the site location |
| Cemeteries and Churchyards | | | | | As identified in the relevant strategy |
| TOTAL | | | **£2,017.98** | | This is the per person cost of capital provision of these standards of open space. This cost applies to provision of new open space/facilities or enhancing existing facilities (notably outdoor pitches or play which may often include provision of new facilities). Contribution per person is taken to be a reasonable |

| Green and Open Space, Sport and Recreation measure | On site provision | | Off-site financial contribution | | Comment |
|---|---|---|---|---|---|
| | ha/1,000 | m²/person | £/ha | £/person | |
| | | | | | measure of the impacts of a proposed development, irrespective of whether new provision or improvement of existing facilities is required. |

*Table 6: Standards for on-site provision or off site financial contribution in the PPA*

5.11 Table 7 sets out the quantity of onsite OSSR provisions per 1,000 population and per person, and offsite financial contribution per m² and per person for the Thriving Towns and Villages area.

| OSSR Type | On site provision | | Off-site financial contribution | | Comment |
|---|---|---|---|---|---|
| | ha/1,000 | $m^2$/person | £/$m^2$ | £/person | |
| Accessible Natural Greenspace | 1.91 | 19.1 | 14.31 | 273 | These costs are based on exemplar PCC street services costings (reflecting a midpoint between the cost of amenity space and natural green space) |
| Playing Pitch | 1.27 | 12.7 | 13.47 | 171 | These costs are based on Sport England Quarterly Costs (2nd Quarter 2019) |
| Playing Pitch Changing Rooms | 0.006 | 0.06 | 3,467 | 208 | Sport England Quarterly Costs (2nd Quarter 2019) |
| Play Spaces (equipped area only, not including buffer) | 0.09 | 0.9 | 287 | 258 | These costs are based on previous PCC SPD costs adjusted for inflation |
| Outdoor Sports Facilities (tennis courts, outdoor bowls) | 0.046 | 0.46 | 175 | 81 | Standard calculated based on assessment of existing facilities (Appendices 5 and 6), and costs from Sport England Quarterly Costs (2nd qtr, 2019). |

| OSSR Type | On site provision | | Off-site financial contribution | | Comment |
|---|---|---|---|---|---|
| | ha/1,000 | $m^2$/person | £/$m^2$ | £/person | |
| | | | | | Requirements to be based on evidence of local need/deficiencies as identified in Town/Parish OSSR Plans or Neighbourhood Plans. |
| Parks and Gardens | | | | | Developments in Main Towns may be required to contribute to improving quality and accessibility to existing parks and gardens. Off-site contributions would fall under the £/person rate applicable to Accessible Natural Space |
| Allotments | 0.15 | 1.5 | 10.47 | 15.71 | These costs are based on exemplar PCC street services costings |
| Greenways | | | | | Assumption is that on site access routes will connect to offsite routes and wider greenways network. Off-site contributions towards greenway/recreational links may be sought on a case by case basis reflecting both objectives and specific projects identified in the South Hams Green Infrastructure Framework and Town/Parish OSSR Plans. |
| Cemeteries and Churchyards | | | | | As defined by Town/Parish level need. Negotiations with respect to level of contributions would be undertaken where need is identified and on a case by case basis. |
| Civic Spaces | | | | | Developments may be required to contribute towards enhancing and |

| OSSR Type | On site provision | | Off-site financial contribution | | Comment |
|---|---|---|---|---|---|
| | ha/1,000 | $m^2$/person | £/$m^2$ | £/person | |
| | | | | | improving accessibility to existing civic space. Developments of 50+ dwellings may seek to incorporate new civic spaces in line with quality and accessibility standards. |
| TOTAL | | | **£1,006.71** | | This is the per person cost of capital provision of these standards of open space. This cost applies to provision of new open space/facilities or enhancing existing facilities (notably outdoor pitches or play which may often include provision of new facilities). Contribution per person is taken to be a reasonable measure of the impacts of a proposed development, irrespective of whether new provision or improvement of existing facilities is required. |

*Table 7: Standards for on-site provision or off site financial contribution in the TTVA*

5.12 Following the above and the evidence set out in the various Open Space Assessments, Tables 8 and 9 sets out the level of provision considered generally appropriate to mitigate greenspace impacts (note those facilities which would not be expected to be provided onsite have been omitted, as indicated in Table5):

| Dwelling size | 1 bed | 2 bed flat | 2 bed | 3 bed | 4 bed | 5 bed |
|---|---|---|---|---|---|---|
| Average household size | 1.33 | 1.86 | 2.45 | 2.63 | 2.85 | 3.13 |
| Amenity Green Space (m²) | 19.15 | 26.78 | 35.28 | 37.73 | 41.04 | 45.07 |
| Parks and Gardens (m²) | 15.30 | 21.39 | 28.18 | 30.13 | 32.78 | 36.00 |
| Natural and Semi-natural | 33.25 | 46.50 | 61.25 | 65.50 | 71.25 | 78.25 |

| Dwelling size | 1 bed | 2 bed flat | 2 bed | 3 bed | 4 bed | 5 bed |
|---|---|---|---|---|---|---|
| green space ($m^2$) | | | | | | |
| Playing Pitches ($m^2$) | 10.51 | 14.69 | 19.36 | 20.78 | 22.52 | 24.73 |
| Play spaces ($m^2$) | 1.06 | 1.49 | 1.96 | 2.10 | 2.28 | 2.50 |
| Allotments ($m^2$) | 2.00 | 2.79 | 3.68 | 3.93 | 4.28 | 4.70 |

*Table 8: Onsite provisions (in $m^2$) for each open space typology according to dwelling size in the PPA*

| Dwelling size | 1 bed | 2 bed flat | 2 bed | 3 bed | 4 bed | 5 bed |
|---|---|---|---|---|---|---|
| Average household size | 1.33 | 1.86 | 2.45 | 2.63 | 2.85 | 3.13 |
| Accessible Natural Greenspace ($m^2$) | 25.4 | 35.53 | 46.8 | 50.23 | 54.44 | 59.78 |
| Playing Pitches ($m^2$) | 16.9 | 23.62 | 31.12 | 33.4 | 36.2 | 39.75 |
| Pitch changing rooms ($m^2$) | 0.08 | 0.11 | 0.15 | 0.16 | 0.17 | 0.19 |
| Play spaces ($m^2$) | 1.2 | 1.67 | 2.21 | 2.37 | 2.57 | 2.82 |
| Allotments ($m^2$) | 2 | 2.79 | 3.68 | 3.95 | 4.28 | 4.7 |

*Table 9: Onsite provisions (in $m^2$) for each OSSR type according to dwelling size in the TTVA*

5.13 Table 10 sets out benchmark levels of contribution for offsite works in the Plymouth Policy Area where the necessary Green and Play Space and outdoor Sport measures cannot be delivered on-site according to dwelling size. Reference should be made to Table 5, and local circumstances when considering which provisions will apply, however a contribution will be sought for open space consisting of Accessible Natural Greenspace, Playing Pitches (and changing rooms), play spaces, outdoor pitches and allotments from all development of more than 9 residential units (where not provided onsite).

| Dwelling size | 1 bed | 2 bed flat | 2 bed | 3 bed | 4 bed | 5 bed |
|---|---|---|---|---|---|---|
| Average household size | 1.33 | 1.86 | 2.45 | 2.63 | 2.85 | 3.13 |
| Amenity Green Space (£) | 388.29 | 543.03 | 715.28 | 767.83 | 832.06 | 913.80 |
| Parks and Gardens (£) | 724.74 | 1,013.60 | 1,335.05 | 1,433.14 | 1,553.02 | 1,705.60 |
| Natural and Semi-natural green space (£) | 277.29 | 387.79 | 510.80 | 548.33 | 594.20 | 652.57 |

| Dwelling size | 1 bed | 2 bed flat | 2 bed | 3 bed | 4 bed | 5 bed |
|---|---|---|---|---|---|---|
| Playing Pitches (£) | 745.73 | 1,042.91 | 1,373.72 | 1,474.66 | 1,598.00 | 1,755.00 |
| Play spaces (£) | 304.85 | 426.33 | 561.56 | 602.82 | 653.25 | 717.43 |
| Allotments (£) | 20.89 | 29.22 | 38.49 | 41.32 | 44.77 | 49.17 |
| Outdoor sports (£) | 222.11 | 310.62 | 409.15 | 439.21 | 475.95 | 522.71 |
| **TOTAL open space contribution** | 2,684 | 3,754 | 4,944 | 5,307 | 5,751 | 6,316 |

*Table 10: Offsite provision (in £s) for each Green and Open Space, Sport and Recreation measures according to dwelling size in PPA*

5.14 Within the Plymouth Policy Area for the Delivery of Central Park, Saltram Countryside Park, Derriford Community Park and Plym Valley Strategic Green Spaces the above Open Space Contributions can be partially or wholly dedicated to any of the aforementioned Strategic Green Space as these green spaces are expected to deliver green space benefits for the city-wide population. Further the aforementioned Strategic Green Spaces consists of some or all of the above outlined Green Space typologies, where developer contributions will be sought for any of the aforementioned SGSs a specific improvement project will be specified.

5.15 For wet sports and dry sports facilities we will be taking a strategic approach and will only be seeking contributions on a case by case situation. Developer contributions will not be the sole funder of Wet and Dry Sports facilities. To reflect this, contributions from developers will be sought at 25 per cent of the total cost of provision per dwelling size (in £'s) as set out in the table below for the PPA, which will be used as a starting point for the negotiations.

| Dwelling size | 1 bed | 2 bed flat | 2 bed | 3 bed | 4 bed | 5 bed |
|---|---|---|---|---|---|---|
| **Average household size** | 1.33 | 1.86 | 2.45 | 2.63 | 2.85 | 3.13 |
| Wet Sports (£) | 624.17 | 872.91 | 1,149.79 | 1,234.27 | 1,337.51 | 1,468.92 |
| Dry Sports (£) | 561.64 | 785.45 | 1,034.59 | 1,110.60 | 1,203.51 | 1,321.75 |

5.16 Standard calculated using Sport England Facility Calculator which takes into account local population profiles and sports participation rates. Costs from Sport England Quarterly Costs (2nd quarter, 2019).

5.17 Table 11 sets out the level of contributions within the Thriving Towns and Villages Area where OSSR provision is to be made offsite according to dwelling size. Reference should be made to Table 2, and local circumstances when considering which provisions will apply, however the likelihood is that Accessible Natural Greenspace, Playing Pitches (and changing rooms), play spaces and allotment contributions will apply in all cases (where not provided onsite).

| Dwelling size | 1 bed | 2 bed flat | 2 bed | 3 bed | 4 bed | 5 bed |
|---|---|---|---|---|---|---|
| Average household size | 1.33 | 1.86 | 2.45 | 2.63 | 2.85 | 3.13 |
| Accessible Natural Greenspace (£) | 363 | 508 | 669 | 718 | 778 | 854 |
| Playing Pitches and Changing Rooms (£) | 504 | 705 | 929 | 997 | 1080 | 1186 |
| Play spaces (£) | 343 | 480 | 632 | 679 | 735 | 808 |
| Allotments (£) | 20.9 | 29.22 | 38.49 | 41.32 | 44.77 | 49.17 |
| Outdoor sports (£) | 107.73 | 150.66 | 198.45 | 213.03 | 230.85 | 253.53 |
| **TOTAL open space contribution** | 1,339 | 1,873 | 2,467 | 2,648 | 2,869 | 3,151 |

*Table 11: Offsite provision (in £s) for each OSSR type according to dwelling size in the TTVA*

5.18 For wet sports and dry sports facilities we will be taking a strategic approach and will only be seeking contributions on a case by case situation. Developer contributions will not be the sole funder of Wet and Dry Sports facilities. To reflect this, contributions from developers will be sought at 25 per cent of the total cost of provision per dwelling size (in £'s) as set out in the table below for the TTVA, which will be used as a starting point for the negotiations.

| Dwelling size | 1 bed | 2 bed flat | 2 bed | 3 bed | 4 bed | 5 bed |
|---|---|---|---|---|---|---|
| **Average household size** | 1.33 | 1.86 | 2.45 | 2.63 | 2.85 | 3.13 |
| Wet Sports (£) | 589.17 | 823.96 | 1,085.31 | 1,165.06 | 1,262.51 | 1,386.54 |
| Dry Sports (£) | 514.68 | 719.78 | 948.09 | 1,017.75 | 1,102.88 | 1,211.23 |

5.19 Standard calculated using Sport England Facility Calculator which takes into account local population profiles and sports participation rates. Costs from Sport England Quarterly Costs (2nd quarter, 2019)

5.20 Table 12 details annual and 20 year commuted maintenance sums for Green and Open Space, Sport and Recreation measures (per m²) for both the PPA and TTVA. The Costs are based on real life costing of PCC street services department.

| Green and Open Space, Sport and Recreation measures | Annual Cost/$m^2$ | 20 year cost/$m^2$ |
|---|---|---|
| Amenity Green Space (£) | 1.64 | 32.84 |
| Parks and Gardens (£) | 2.72 | 54.45 |
| Natural and Semi-natural green space (£) | 1.51 | 30.21 |
| Accessible Natural Greenspace (£, TTVA only) | 1.58 | 31.52 |
| Playing Pitches (£) | 1.74 | 34.84 |
| Play spaces (£) (These costs are based on previous PCC SPD costs adjusted for inflation) | 26.69 | 533.8 |
| Allotments (£) | 0.43 | 8.6 |
| Outdoor Sports Facilities (based on outdoor tennis court) (£) | 2.50 | 50 |

*Table 12: Commuted maintenance sums for PPA and TTVA*

5.21 Further references:

- Plymouth Policy Area Open Space Assessment
- The Plymouth Play assessment 2017
- The Plymouth and South West Devon Sports and Leisure Facilities Plan 2016 to 2034: Assessment report
- West Devon OSSR Study (2017)
- South Hams OSSR Study (2017)
- Thriving Towns and Village OSSR Study (2017) – this combining the 2 quantity standards within the West Devon and South Hams OSSR Studies into combined standards for the TTV Policy Area, as reflected within this chapter and tables above.

## 6. European Marine Site (EMS)

### Article 1: Calculating the Contributions for Marine Recreational Impacts

6.1 The Plymouth Sound and Estuaries European Marine Sites (EMS) Recreation Mitigation and Management Scheme represents the mitigation plan to manage the increased recreational impacts that would arise from the new dwellings from the JLP. This strategy is the most accurate and comprehensive expression of how the risks will be managed and is fully compatible with the requirements arising from the conclusion of the Habitat Regulations Assessment of the adopted Joint Local Plan as confirmed by the Inspector. This strategy spans the period up to the end of the Joint Local Plan Period and sets out how the pressures will be managed in-perpetuity, which is taken as being 80 years.

6.2 The Recreation Mitigation and Management Scheme identifies a range of activities and operations related to recreational pressure that threaten the favourable status of the European Marine Site (EMS). These plans are the most accurate and comprehensive expression of recreational management issues that these areas face, and form the basis for calculating the level of contribution required.

6.3 Contributions are based on costs over the plan period as well as for a further 80 years as under the Conservation of Habitats and Species Regulations 2017, mitigation needs to be provided for 'in perpetuity' which is accepted as 80 years.

6.4 The estimate for delivering the Mitigation and Management Scheme[2] during the required period is £6,271,423. As stated in the Habitat Regulations Assessment, and reflected in the JLP, the EMS Recreation Study #04[3] identified that the people living within 12.3km of the EMA boundary will, through their recreational activities, impact on the EMS. The projected housing numbers for all local planning authorities within 12.3km zone of influence has then been used to produce a cost per dwelling.

6.5 This cost per head is used to define the following contributions per dwelling:

| **Total number of houses to be delivered within the 12.3km Zone of Influence** | **No houses** |
|---|---|
| Cornwall | 1,200 |
| Plymouth | 8,241 |
| South Hams | 6,462 |
| West Devon | 985 |
| **Total houses** | **16,888** |

*Table 13: Numbers of houses to be built and cost of delivery of the EMS Recreation Mitigation and Management Scheme*

[2] Plymouth Sound and Estuaries European Marine Site Recreation Mitigation and Management Scheme. 2019. Plymouth City Council.

[3] Langmead, Tillin, Griffiths, Bastos, Milburn, Butler & Arnold. 2017. "EMS Recreation Study Document 04. Survey of recreational use within the Plymouth Sound and Estuaries European Marine Site: Scoping report and survey results." Marine Biological Association. 2017.

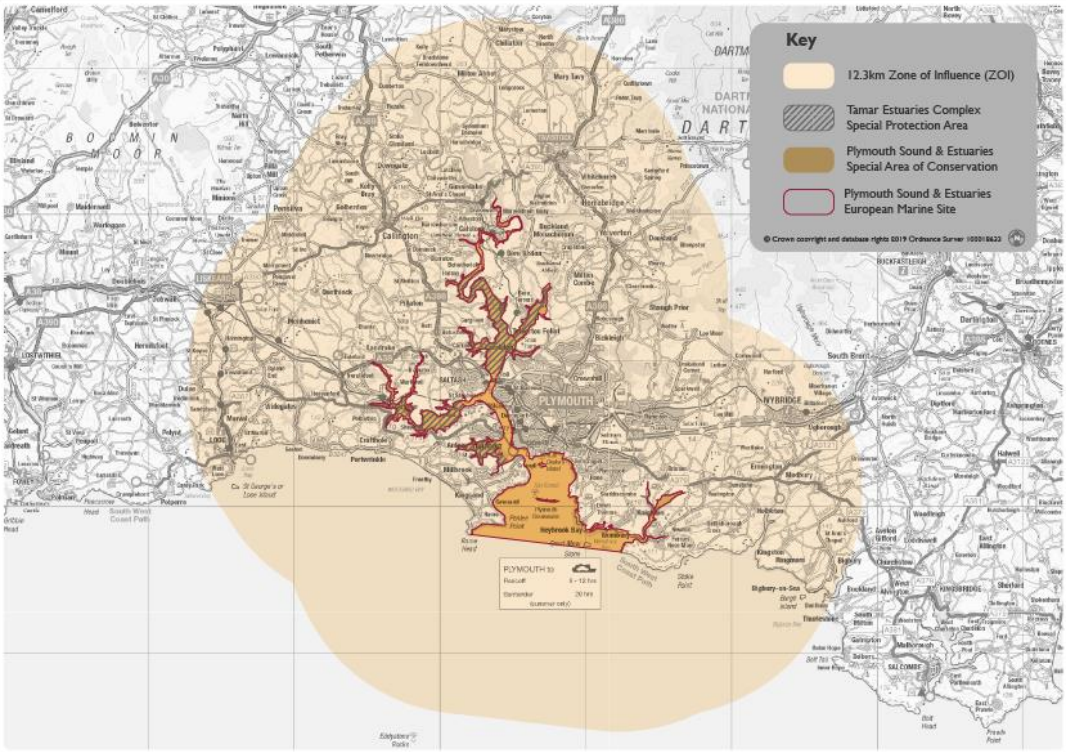



*Figure 1: Zone of Charging of 12.3km*

| | |
|---|---|
| Cost for managing the EMS Recreational Impacts for the plan period and in perpetuity | **£6,271,423** |
| **Average cost per dwelling** | £371.35 |

6.6 This cost per dwelling is used to define the following contributions per dwelling based on housing data from Plymouth City Council for the period of 2006 - 2015 and on average occupancy figures from the 2001 Census data.

| Size | Av household occupancy | Cost per unit £ |
|---|---|---|
| **1 bedroom** | 1.33 | 236.62 |
| **2 bedroom flat** | 1.86 | 330.92 |
| **2 bedroom house** | 2.45 | 435.89 |
| **3 bedroom dwelling** | 2.63 | 467.91 |
| **4+ bedroom dwelling** | 2.85 | 507.05 |
| **Cost per head** | | 177.91 |

*Table 14: Rates per size dwelling*

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Barn Guide

# Traditional Farm Buildings

## Their Adaptation and Re-use



South Hams District Council

West Devon Borough Council

PLYMOUTH CITY COUNCIL









# Traditional Farm Buildings

Their Adaptation and Re-use

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# Introduction




*This guide is about the treatment of traditional farm buildings which are no longer needed for agriculture but are about to be, or already have been, adapted to serve a different use.*

It is a 'best practice' guide describing how important these buildings are and how their character and interest can be successfully conserved. By the same token, it lets owners and developers know what the design and planning issues are, and how best to tackle them to achieve an acceptable scheme.

It covers works to their settings as well as the buildings themselves, not just those proposed as part of an initial conversion scheme, but also later ones when further works are being considered.

The guidance will have most relevance to proposals for the initial conversion of a building that has retained most of its interest and character. When proposals relate to an already converted building, however, its relevance will need to be judged against two things in particular. How well the initial conversion retained the character of the building and its setting, and how well the new proposals maintain the standards and qualities originally achieved.

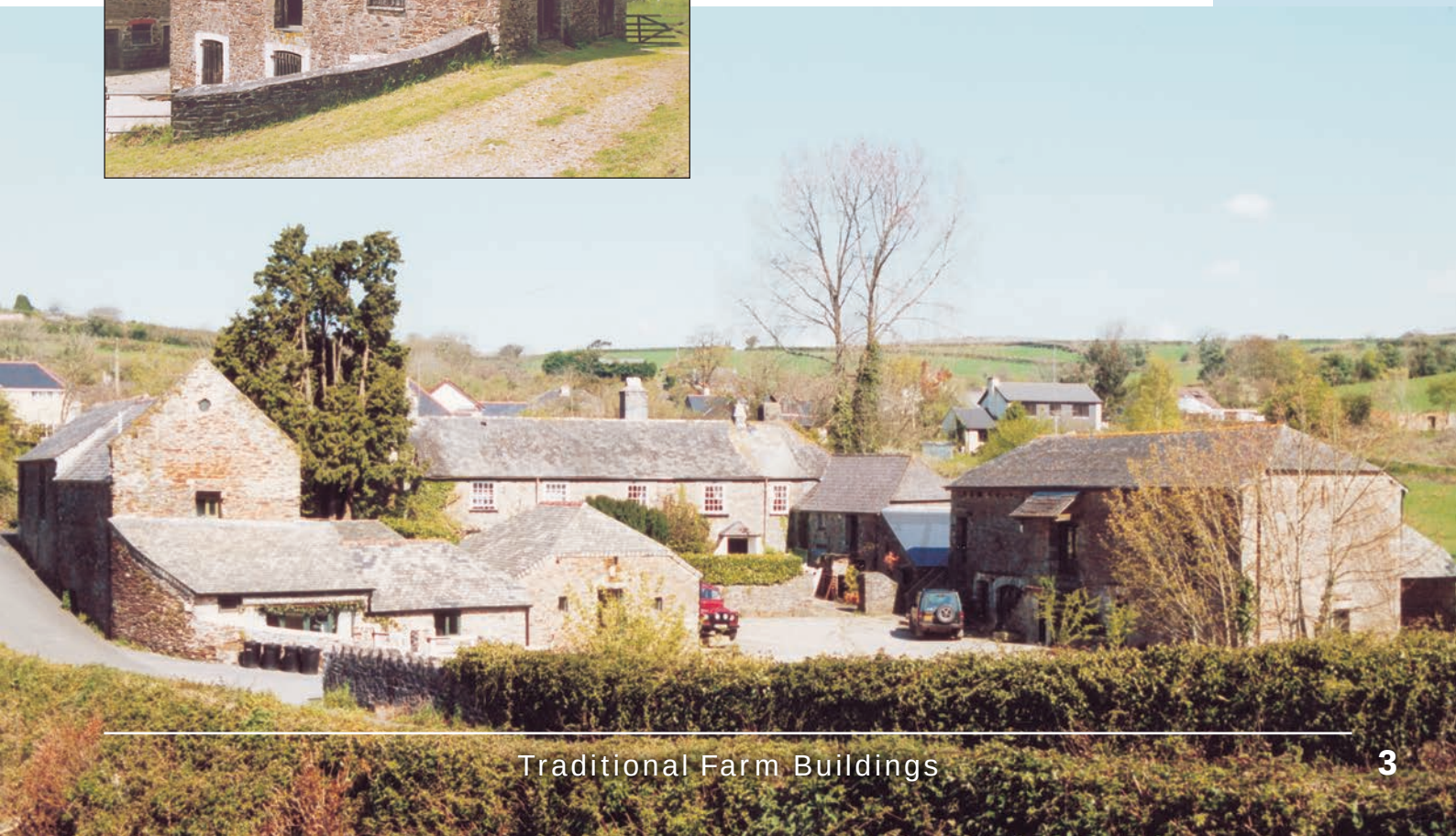
If the building's character was mostly lost, the only relevant guidance might be that relating to the building's relationship with the setting. On the other hand, it will always be relevant to proposals that offer opportunities to regain lost character, such as when 'inappropriate' worn-out elements, like roof claddings or windows and doors, need replacement.

...how important these buildings are and how their character and interest can be successfully conserved.



*Inset: The main subject of this guide: well-kept (not ruinous) farm buildings with their character and interest well-preserved…… if and when proposals are made for their conversion.*

*Main: Also the subject of this guide: farm buildings that have already been converted but still retain much of their interest and character.*



Barn Guide

# What they are and why they're Special

*Farm buildings are the working buildings of a farm. Not the 'domestic' farmhouse, but the 'industrial' buildings constructed to accommodate the many processes and practices involved in the production and storage of food.*

The essential features of most traditional farm buildings include:

- **The original fabric** of the walls, floors and roof structure, and any original window frames, doors and shutters. There may be fittings of interest too, both inside and out.
- **An uncluttered exterior** characterised by extensive blank walls and roofs with unbroken lines and few openings
- **An unpartitioned interior** (upper floors in particular) characterised by impressive proportions, long sight lines and the structural elements exposed.
- **An agricultural setting** characterised by hard-surfaced yards and open field surroundings. A characteristic of many two-storey farm buildings, is they are set into rising ground so that the upper storey also has 'ground level' access (the so-called 'bank barns').

... help chart the district's settlement pattern and its agricultural development...

As an integral part of an ancient landscape, farms and all the buildings on them help chart the district's settlement pattern and its agricultural development and structure through the ages. Their standing buildings evidence the days of scythe and sickle harvesting and flail threshing, as well as the more recent stages of mechanisation and the rationalisation of farming practices. They evidence too the way the district was settled, with some farmstead sites known to have been continuously occupied since before Saxon times.

*Main: Recorded first in the 1300's, the site of this farmstead is typical in evidencing long and continuous settlement.*

*Inset: Less common are the 'model farmsteads' built anew. This one is dated 1853.*



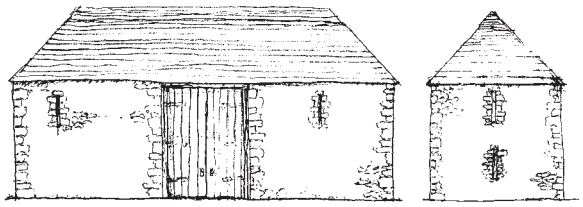


**The types of buildings on a farm**, and their size, relate mainly to its acreage and the kind of farming carried on. In the area, as in most of the rest of Devon, this was always a mixture of arable and pastoral, right up to the end of the 19th century. As a result, most farmers were involved in a whole range of activities, including growing corn (and other crops), raising beef cattle, dairying, cider making and rearing pigs and sheep, and for all but the last they needed a range of different buildings to accommodate them.

While the threshing (or corn) barn is perhaps the most common, not all farm buildings are actually 'barns', either by name or nature. There are several other types, and as each has a different function, they have different forms and appearances too. Individual examples will probably be unique, but their features will be typical of their type, making them distinguishable as well as distinctive.

The following diagrams and descriptions explain what the characterising features are of the main types of traditional farm building:

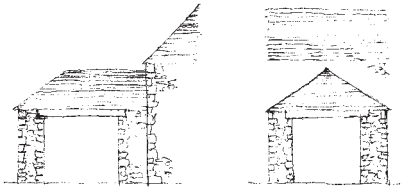
## Threshing Barn



For the processing and storage of cereals. Characterised by a set of large double doors on one side opposite a smaller door on the other, most often in a near central position. With a threshing floor between them, the spaces on either side supplied separate storage for harvested and processed cereals.

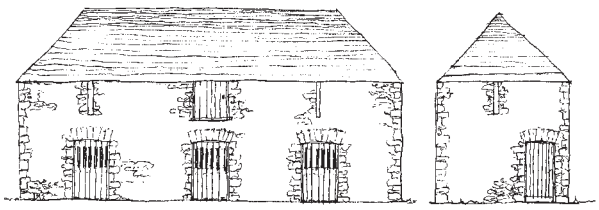
Porches sometimes flank the large doors, with the thickness of their projecting sides tapered to improve the draught.

## Round House



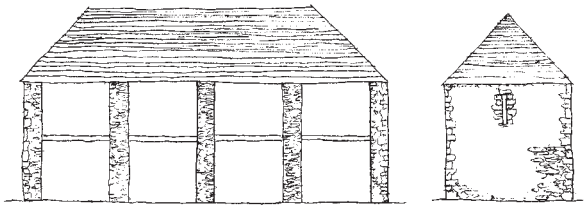
These extensions are sometimes an additional characteristic of Threshing Barns, built to shelter a 'horse engine' that drove a Threshing Machine. Some are open-sided and others enclosed, while their plans may be semi-circular, polygonal or a simple rectangle.

## Shippon



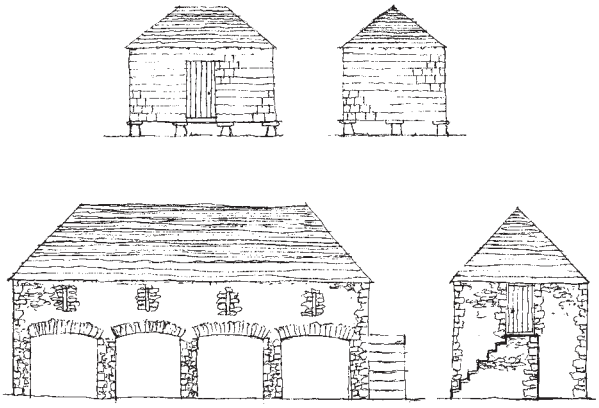
To house oxen and cattle with fodder storage above. Characterised by regularly spaced doors on the yard side, with a pitching door (or window) at first floor.

## Linhay



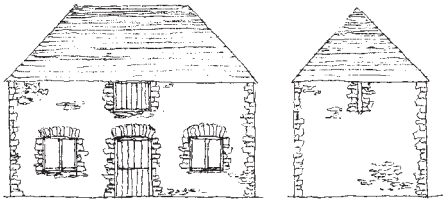
To store hay (at first floor) and provide shelter for either cattle (cattle linhay) or farm machinery (cart linhay). Characterised by an open front with the first floor and roof supported by regularly spaced posts or pillars. Sometimes the pillars are full-height from ground to eaves.

## Granary



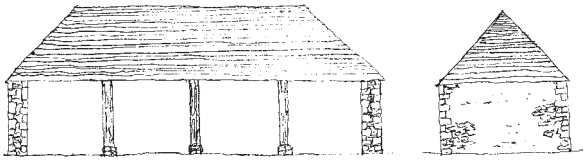
To store grain before it has been milled. Smaller ones were usually built on staddle stones (mushroom-shaped stumps) to help keep the grain dry and free from vermin. Exceptional for rural areas, they are usually of timber-frame construction, and just as exceptional for farm buildings, they are often slate-hung too. Larger ones are similar to linhays but with the upper floor front enclosed. Ground floors were normally used as cart sheds, while access to the first floor was usually via stone steps on an outside wall.

## Stables



To house horses, usually with a ‘hayloft’ on the first floor and a pitching door at front. Characterised externally by regular, often near-symmetrical, arrangements of windows and doors. Interiors were divided into stalls, often with a ‘loose box’ (larger stall) for a foaling mare or sick horse. Outside steps to the first floor are quite common, particularly on larger holdings where farm hands were likely to occupy at least part of the ‘accommodation’.

## Cart Shed



Cart Shed - to shelter carts and other farm machinery. An open fronted, single-storey structure with the roof supported on regularly spaced posts or pillars.

Most farms in the area had a threshing barn and typically a shippon and linhay nearby, although often the threshing barn was actually incorporated on the first floor of a ‘bank barn’ with accommodation for cattle beneath. In addition, any of the following were likely to complete the farmstead range: a stable block, a cider pound, cart-sheds, a granary, pig sties, fowl pens and sometimes even a dovecote - if the farmstead was that of the Lord of the Manor (whose doves or pigeons had the freedom to fatten themselves on his ‘subjects’ corn as well as his own!) In addition, beyond the farmstead and serving distant fields, there might also be a field barn or animal shelter.

The variety of building types in any farmstead range is an essential aspect of their interest and character. Although often used differently today than originally intended, and have been modified as a result, most farm buildings still retain the distinguishing features of their type and much of their authentic character. The least altered are special indeed, while the modifications made to many can be of interest in themselves.





*The linhay (right above) and the shippon with barn over (right) have different characteristics that are typical of their types and clearly tell them apart.*

As historic structures, traditional farm buildings illustrate well the use and development of local building materials and methods. Indeed, they comprise some of the most locally distinctive and characterful buildings in the landscape, more often than not built of stone and cob extracted from the sites they occupy. In addition, as products of their particular age, they record the resources and resourcefulness of their builders and users.





*Sized to suit its purpose, the tithe barn (right above) speaks volumes of the 'taxes-in-kind' it was built to store. Examples are few, as are small animal shelters like this one (right) surrounded by fields in complete isolation.*






# A Disciplined Approach to Design

*Both in themselves and in their setting, and whether listed or not, traditional farm buildings make a tremendous contribution towards the interest and character of settlements and countryside.*

In principle this makes their conservation most desirable, but whatever their type and wherever they are located, their authenticity as traditional farm buildings will only be properly conserved if:

- Their original fabric requires little in the way of rebuilding, and
- The changes needed to secure their future are few and can be done in a way that maintains their essential characteristics – inside, outside or in their settings.

... the design approach most suited ... is one that seeks to suit the new use to the building...

*Below: An unconventional new use provided the key to the successful conversion of this, still characterful, listed farm building. It has served mainly as a venue for music recitals since being converted about 8 years ago in what was a very conservation-friendly manner.*

Acceptable schemes are only likely to be achieved through the adoption of a flexible and imaginative approach to their design; not one that relies on conventional solutions to creating an acceptable place in which to live or work, but one that's inspired as well as disciplined by a building's existing characteristics. Every change being proposed, whatever its size or purpose, needs to be examined in terms of the necessity for it, the impact it will have, and whether alternatives exist (including alternatives to the way the building is being occupied or serviced, as these can sometimes obviate the need for a change altogether). Assessing the impact of changes, and knowing what alternatives there are, requires skill and knowledge, and those qualified and experienced in conserving the character of historic buildings, as well as architectural design, will be best able to provide the professional guidance needed. This is because the design approach most suited to the conversion of traditional farm buildings is not one that simply aims to suit a building



to its new use. Rather its one that seeks to suit the new use to the building, maybe in an out-of-the-ordinary way, and not always in a way the user might prefer.

If a large part of a building's fabric has to be replaced to make it suitable for re-use (through works of demolition and rebuilding) it is likely that the scheme being proposed will not be considered a conversion of an existing building but the construction of a new one on its site. In this case, different or additional planning policies will be relevant to determining the application being made. Proposals for conversion should therefore be supported and substantiated by a structural report which makes clear what the building's repair and rebuilding requirements are. This is important because when a conversion scheme is approved only the demolitions identified in the application are covered. Other demolitions thought to be required as work progresses will need to be formally agreed beforehand, and this could involve the making of a new application. In this case a scheme will need to be reassessed as a new-build one if all the demolitions put together amount to a large part of the building's fabric being replaced.

An essential first step to gaining a full understanding of a building's interest and character is the production of accurate, annotated drawings (including floor plans, elevations and cross sections) which show exactly what its existing features and details are (both inside and outside, and in its setting, including relationships with other buildings and features like walls, hedge banks, leats and ponds). Accompanied by photographs, these will supply a vital reference for influencing the design and enabling its assessment. The councils' will expect such survey information to form part of an application, while a descriptive and illustrated record of the building will normally be required as a condition of a planning approval, to be submitted prior to the commencement of any works.






# Design in General

*All traditional farm buildings have characteristics that are typical of, and identify, their type, but as each was built to suit the personal needs of its user and the nature of its site, no two are exactly the same.*

The characteristics of individual examples are therefore unique, and it is these that need to be respected whenever proposals are being made – not the characteristics of different farm building types or even the same type of farm building in a different location.

- Traditional farm buildings tend to have a robust, uncluttered appearance that plainly and simply reflects their workaday use. This is true of their surroundings too, where the movement of large animals or vehicles was frequent. Architectural embellishments and decorative touches are therefore largely absent, so features of this kind (especially if domestic in scale or association, like porches and canopies or lanterns and hanging baskets) tend to look out of place and should be avoided. The same is true of external TV aerials and satellite dishes, which may need to be located inconspicuously in a detached location.

*Main and inset: While their form and shape are actually quite similar, the design and detail of these two buildings (and their settings) have characteristics that clearly set them apart. When converting farm buildings the aim and challenge is to make sure their 'non-domestic' character isn't eroded by introducing characteristics of the 'domestic' kind.*

- The insertion of additional door or window openings will begin to change the character and appearance of most traditional farm buildings, so their introduction should as far as possible be avoided (especially on significant elevations or prominent roof slopes). It

... make sure their 'non-domestic' character isn't eroded by introducing characteristics of the 'domestic' kind.





makes absolute sense, therefore, to arrange interiors so that every advantage is taken of the openings that do exist (in providing daylight, ventilation and access).

*Right: Open-plan interiors offer the flexibility needed to take full advantage of opportunities like this, to insert large areas of glazing.*

*Below: In larger rooms and open-plan interiors, glazed ventilation slits can play a vital role in supplementing the main sources of daylight.*

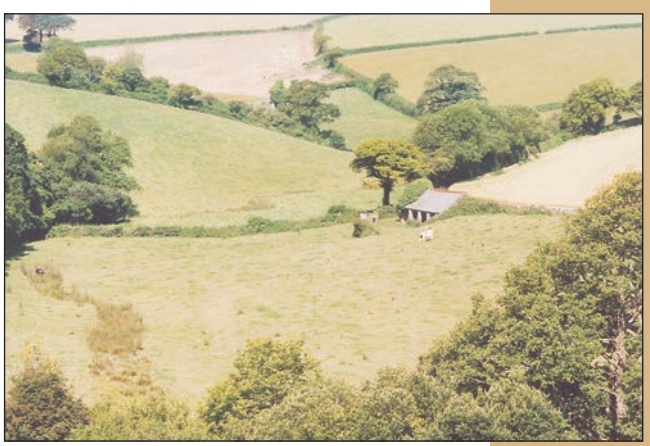


- The ageing processes that affect natural materials create exceptionally characterful patinas and idiosyncrasies which enhance the appearance of most traditional farm buildings. Over-zealous renewals will destroy them, so works to the fabric should, as far as possible, be limited to essential repairs.
- Although made up of several buildings with characteristics of their own, farmstead groups are nearly always visually cohesive, with each building relating to the others in a variety of ways (to do with their siting and arrangement, their materials and methods of construction, the features they have, and how they are designed). These 'neighbourly' characteristics are as important as their individual ones, so the aim should be not to compromise either. This means, of course, there will be less scope for making changes to individual buildings in farmstead groups. To be acceptable, any proposed change will need to avoid harming not only a building's own characteristics, but also the cohesive qualities of the whole and the individual qualities of its neighbours.



- A vital aspect of the character of individual farm buildings sited in fields away from the farmstead is their isolation. Often viewed only from a distance, their relationship with the rural setting is both immediate and intimate, and unless accompanied by a fold yard with enclosing walls or banks, there will be little opportunity to visually assimilate an alternative use without compromising this essential characteristic – especially if a long metalled drive has to be constructed to provide access. For this reason there is normally a presumption against the conversion of isolated or remote farm buildings, especially where they are prominent in the rural scene

*Below: Isolated farm buildings (like the animal shelter shown left), along with individual farmstead groups, characterise the countryside and are an essential aspect of its visual appeal. This is seriously harmed, however, when conversions to non-agricultural uses are conspicuous, as they tend to intrude upon the traditional,* ***agricultural*** *scene.*



# Design in Detail - Roofs

*Roofs are nearly always a dominant feature of farm buildings, while their timber structures often provide the only real clues about a building's age and development.*

As a feature of roof slopes... dormers are not characteristic...

The pitches of roof slopes, the forms they take and the materials used to clad them are important too, each contributing greatly towards the distinctive characteristics of the part of the district they're in.

- Aim to retain at least the principle timbers of historic roof structures by making good and giving them the support they need to survive. Interiors can be enhanced by their exposure, while the undulating lines they create outside, which are true to the building's age, will continue to give visual delight if not straightened during the process of repair.
- If an historic roof structure is wholly beyond repair (or has already been replaced in an inappropriate manner), aim to reinstate its existing (or its original) form and configuration, taking care to establish the correct ridge height, angles of pitch and the forms of the ends (most commonly gabled or with full or partial hips).
- Although numerous in the past, thatched roofs on farm buildings are now few and far between, but where the material does survive it should certainly be preserved (Indeed, the majority are listed to help ensure this happens). Whenever practical it should also be

*Main: Held together by wooden pegs, these roof trusses are undoubtedly pre-Victorian and probably date from the 1700's.*

*Inset: Here photographed more than 20 years ago, these thatched roofs have since been renewed and survive today to give a rare glimpse of what was formerly a much more familiar rural scene.*



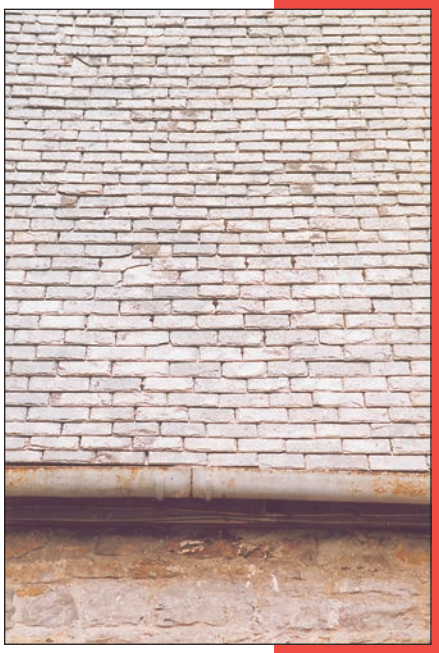
reinstated on roofs that were previously thatched. Where thatch has been replaced by corrogated sheet this may be an acceptable alternative.

- Aim to retain natural slate roof claddings that are in a reasonably sound condition. Modern techniques are available to deal inconspicuously with slates that are slipping (but are otherwise sound), while missing slates can often be matched by suppliers of salvaged building materials.
- If the natural slate cladding of a roof has to be stripped for renewal, aim to salvage any sound slates. If the supply is sufficient, re-use them on the more prominent slopes and use matching new or second-hand natural slates on the others. These should be grey-blue in colour, not dark. Aim also to salvage any clay ridge tiles, particularly those which are locally distinctive such as 'thumb-pinched' crests (see photograph below) . Whatever their number, always re-use them, and make up any losses with matching second-hand tiles or new ones with a similar colour and profile.



*Above: Careful re-use of its ridge tiles has meant this roof has retained most of its historic interest and character even though the slates themselves required renewal. The appearance and hand-made qualities of the tiles are a positive asset.*

- Aim to continue or repeat the pattern of existing slatework when carrying out patch repairs or complete renewals. Traditional, 'graduated' patterns are especially characterful and attractive, comprising random width slates laid in diminishing courses (largest at the eaves and smallest at the ridge). Another traditional pattern to repeat involves the use of much larger slates at the eaves and along the verges as a precaution against wind damage.

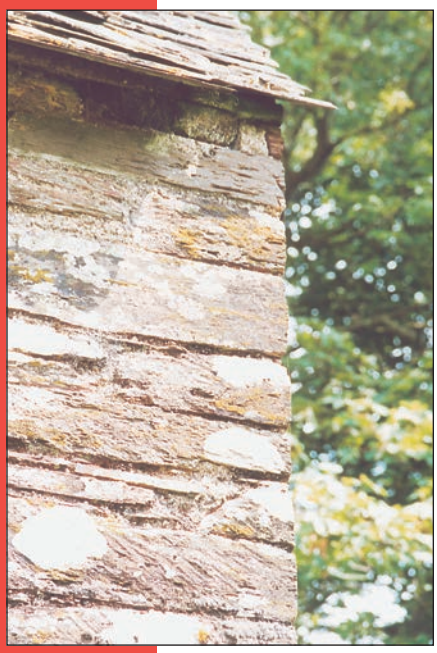


*Right: Before the arrival of the railways, when mass-produced slates became available in abundance, all roofs were skilfully laid in this 'graduated' way.*

*Right: As well as making the roof wind and weather tight, the larger slates at the eaves and verges create a very distinctive pattern.*



- Aim to repeat the existing treatment of the eaves and the verges of gable ends. Do not introduce overhangs beyond the wall's face or add fascia- or barge-boards where these are absent (other than perhaps the narrowest of fascias at the eaves, applied directly to the wall, if this is essential for fixing new guttering - see next item). The use of slates to protect any exposed parts of the roof structure at the verges is a common practice that should be retained or repeated in new work. The fixing of standard (unnecessarily deep) fascias to the wall face or the addition of projecting 'box eaves' should always be avoided as these are not characteristic of farm buildings, are visually intrusive, and tend to introduce an inappropriate 'domestic' appearance.



*Left: The eaves (and verges) of older roofs hardly project beyond the wall face.*



*Right: The skilfully executed slatework to this gable verge replicates the original detail in every way.*



*Middle Left: 'Boxed' eaves and verges like these are typical of modern houses but totally alien to traditional farm buildings and should therefore be avoided.*

- Guttering is largely absent from traditional farm building roofs, so usually it has to be added whenever new uses are introduced. Aim to use cast iron with a half-round section, as this will be in tune with the historic nature of the buildings as well as their robust and straightforward character. Extruded aluminium is a more expensive alternative which when painted has a similar appearance to cast-iron. Plastic, on the other hand, is a poor, less sustainable, substitute whose appearance is generally out of keeping with natural walling and roofing materials. Avoid its use if at all possible, especially on principle elevations, but if used elsewhere it should always be grey or black (not 'domestic looking' white). Whenever practical, aim to attach guttering directly to either the wall face using 'rise-and-fall' brackets or to the wall plate or rafter ends if these are exposed.



*Bottom Left: The perfect way to add rainwater goods: made of cast iron, with the guttering fixed to the wall with brackets, they reinforce the building's historic character.*

- Aim to construct hips in the traditional (and the most attractive) way using mitred slates laid on lead soakers (best practice). Hips finished with a narrow fillet of mortar running the length of the mitred joints are common but less attractive and prone to cracking. Tiles came into use in Victorian times but they tend to produce a clumsy, heavy appearance. While it would be correct to reinstate them where they exist on a Victorian roof, their absence from earlier roofs is a characteristic that should be respected. Lead rolls with exposed aprons running the length of hips (and ridges) aren't characteristic of 'humble' farm building roofs, however, and should normally be avoided.

- Corrugated iron sheeting has been used on roofs since the middle of the 19th century, so it can be an original cladding as well as a replacement for original slate or thatch. The fact is, many old buildings would have perished long ago had the 'affordable' sheeting not been available to cover their 27 failing roofs. Its use is therefore not uncommon, and for historical, practical and even aesthetic reasons there may be cases where its use today is both acceptable and desirable. Aim always to repeat the same, small-scale, wavy profile of traditional corrugated

sheeting, and choose a colour that is suited to the setting. Avoid the rectangular profiled sheeting that is commonly used for (and therefore associated with) the construction of new factories on industrial estates.



*Above Right: In use for more than a century, corrugated sheeting is now very much part of the traditional farming scene. It tends to reinforce the 'non-domestic' character of the buildings it protects and, as these former stables show, it is neither unattractive nor out-of-keeping.*



*Right: The conversion of this farm building to a workshop involved the reinstatement of its corrugated sheet roof. Most importantly, in order to maintain its traditional appearance, the wavy profile of the replacement sheeting was scaled to match the old.*

*Below: The authentic character of this old roof has been preserved to perfection. The 'mitred hip' casts rainwater off down the graduated slatework for it to be collected in cast iron guttering fixed with brackets.*



- Chimneystacks are often the most obvious features that signal the whereabouts of the farmhouse in a farmstead group. Their presence clearly labels the building 'domestic', which is entirely as it should be. Without them, the working buildings gather an equally appropriate 'non-domestic' label. The absence of chimney stacks from the roofs of farm buildings is therefore an essential aspect of their character (and that of the farmstead group) so their introduction is almost always inappropriate. A matt-finished flue with a simple, utilitarian appearance may be an acceptable alternative, but only if its size is small and its location inconspicuous. If not, the only solution might be to use fuels or forms of heating that do not require flues through the roof.

*Below: The chimney stacks in this larger-than-average farmstead group do more than just define the domestic and non-domestic ranges. They also explain that the oldest part of the farmhouse occupies a wing at the rear, while off this wing, in a small scullery extension, a copper for heating water was tucked into one corner.*



- The interior roof space of farm buildings was invariably left open to form part of the storage area on the upper floor. Separate day lighting at this high level was rarely needed or sought, but if ever it was, the traditional and most economic solution was to replace a few slates with glass. By the 19th century small rooflights were used as an alternative, but the introduction of 'expensive' dormers, to gain extra headroom as well, was never favoured.

As a feature of roof slopes, therefore, dormers are not characteristic, while their tendency to create a domestic appearance is wholly inappropriate. The addition of rooflights can also be visually intrusive, but where absolutely essential they may prove suitable as part of an otherwise acceptable scheme. The aim should be to restrict them to the least prominent roof slope(s); to keep their size and number to a minimum; to use only those with vertical proportions; and to avoid doing damage to important roof structures. In addition, the new windows should have a top- or side-hung method of opening and be fitted so that they are nearly flush with the roof surface. Where these limitations on the siting and number of rooflights cannot be met, it may be that the alternative use of patent glazing will provide an acceptable, if less traditional, solution to conserving a building's essential characteristics.



*Above: Far less damaging than 'windows in the wall face', these rooflights met the criteria mentioned in the text and were placed in a regular pattern to reflect established practice.*

- The ventilation of voids in felted roofs has long involved the introduction of conspicuous, modern looking fittings and roof forms that are alien in an historic setting and disrupt the homogenous appearance that characterises slate roofs. With the introduction of 'ventilators' that are incorporated into the felt lining, however, this adverse impact can now be avoided, as they operate 'invisibly' beneath the slatework.

*Below: Vents like these along the length of a roof will have a very damaging impact on its appearance and character. They should always be avoided in favour of the most discreet types.*



*Below: Although even less discernible now than they originally were (after a hundred years of weathering) the two glass 'slates' on this roof still manage to let in an appreciable amount of daylight.*



# Walls

*The walls of nearly all traditional farm buildings are built of local stone, and / or cob.*

Rendered surfaces, even over cob, are uncommon, and so too 'expensive' slate cladding which was generally reserved for cottages and houses……and the timber-framed granaries just mentioned. As the need arose, horizontal timber boarding or vertical corrugated sheeting was usually employed to close off sections of open fronted buildings to accommodate changes to a farm's operations.

The complex geology of the area, and the wide range of building stones it supplies, is nowhere better recorded than in the walls of traditional farm buildings. Whether sedimentary, metamorphic or igneous, all types of stone are in evidence, making an immense contribution towards the local distinctiveness of every part of the district. In the main it is rubble stone, brought straight from its source in roughly hewn pieces.

The plentiful supply of stone meant brick was never favoured as a walling material, and not until the 19th century was its ease of use and regular form utilised to the full in constructing door and window openings.

The mortar was invariably lime-based... slightly recessed in the joint and **'finished off'** with a brush.



*Main: Walls like these, constructed of cob above stone, are typical of many parts of the area.*

*Inset: Small granary buildings placed neatly on staddle stones are rare in the area, and so too any type of farm building clad in slate.*





*Stonework patterns are many and varied. Typically, they tend to be either rounded (above left) or thin-bedded (above right), but whatever the pattern, new work should always respect what is locally distinctive.*

- The colours and the shapes of the stones that walls are built of are foremost in creating their distinctive qualities. As well as visual interest they can be a source of historical interest too, by giving clues to the age and development of a building and indeed the farmstead group as a whole. Colours are obviously many and varied, while shapes can range from the thinnest of slithers to the almost round. Aim to replicate the existing patterns of colour and shape whenever stonework is being repaired, renewed or reinstated where lost.
- If the dismantling of any part of an existing wall is essential, aim to record its appearance if its going to be rebuilt, and to do the work carefully by hand so that all the stone pieces are salvaged and made ready for re-use without damage.
- When additional stone is needed to complete the rebuilding of an existing wall, aim to use salvaged stone from the site that is compatible with the patterns of colour and shape that are distinctive to the building. (Salvaged stone from elsewhere may not be). Do not, however, demolish valuable walls or buildings nearby in order to supply it. If new stone has to be used, this should have the same compatibility too.
- When completely new exterior walls are to be constructed (such as for an extension), again aim to use salvaged stone or new stone which, in this case, is compatible with the patterns of colour and shape that are distinctive to the locality. Where a wall is to have only a facing skin of stone, aim to build it thick enough to allow the largest stones of the local pattern to be incorporated. Except when constructing segmental arches over door and window openings, (see page 23), the stones should always be laid on their natural, quarry, bed to minimise erosion and avoid any resemblance to vertical crazy paving. Aim also to avoid exposing machine-sawn faces as these will look out of place in an otherwise historic setting.

*Below: This 'crazy paving' approach to wall construction should always be avoided. More similar technically to bathroom tiling, and with an appearance more suited to garden patios, there is no precedence for its adoption in the historic setting of traditional farm buildings.*



- The mortar joints of traditional stonework are nearly always thin so as to maximise the durability of the wall and minimise the amount of mortar needed to construct it. The mortar itself was invariably lime-based, with the final pointing slightly recessed in the joint and 'finished off' with a brush. For practical as well as aesthetic reasons, therefore, aim to lay and point stonework so that the thickness and finish of the mortar joints follows this traditional practice, using a lime-based mortar whose mix and colour matches the original.
- Cob is a strong, durable and energy efficient walling material that is an important feature of farm buildings in many parts of the district. As the composition and colour of cob varies from area to area, its exposed surfaces are a particularly attractive and characterful source of local distinctiveness. It is always important, therefore, to retain sections of cob walling, however small these may be. The tops of walls should always be protected from the weather during building operations, while advice on repairs should always be sought from an experienced contractor.
- Small nesting holes for pigeons (to supplement the farmer's diet) are a special feature of many farm buildings, usually located in a regular pattern high on an east-facing wall. These should always be retained for their visual and historic interest, as should other 'minor' features like external stone steps and mounting blocks alongside stone walls.



*Above: The nesting holes in this 17th century farm building are somewhat unusual in that the central few on the bottom row have slate slabs running along their bases. That the slabs are above the doorway, and project out from the wall by a small and seemingly measured amount, suggests they weren't provided for the pigeons' benefit, but to spare whoever used the door from being 'spotted'.*



*Right: Although conversion made these characterful steps redundant they were nevertheless retained as a feature of interest and a reminder of how the building was formerly used.*



*Right: Not unique, but certainly rare, these stone steps giving access to a granary have a dog kennel built-in…… across the yard from the farmhouse door.*

Barn Guide

# Openings for Windows and Doors

*Apart from the open fronts of linhays and cart sheds, most farm buildings have very few openings in their walls, with some walls – including those of linhays and cart sheds - having none at all.*

This 'lack of openings' is a fundamental aspect of their character, while the size and proportions of the openings they do have, as well as their number and arrangement, all contribute towards the characteristics of both individual walls and the buildings they serve. In every case, therefore, the most fundamental of aims should be to retain existing openings in their original form (and re-open original ones that have since been blocked), and not create new ones unless an acceptable scheme could not otherwise be achieved.

- The creation of new openings will begin to alter the authentic character of a building. If essential, their number should be kept to an absolute minimum, while their size, proportions and siting should be compatible with existing patterns and the characteristics specific to the building's type. Ingenious designs and locations for new openings that do not conform to established practices are likely to erode a building's genuine authenticity and should therefore be avoided (such as triangular-shaped openings for new windows in gabled ends).

*Inset: Courtyard facing buildings tend to be single aspect with their sides and rear walls often characterised by a total absence of openings. New openings in these walls will harm the building's essential character, so while new rooflights may sometimes be acceptable, a basically single aspect solution to conversion will need to be sought.*

*Main: The key design feature which enabled this single aspect conversion to succeed was the use of the ground floor (with its several existing openings) for bedroom accommodation and the first floor for living.*





- Ventilation slits are a common (and very important) characteristic of many farm buildings and should neither be blocked nor enlarged. While not windows, they do allow some light into the interior, so aim to maximise this potential by fitting fixed glazing units in minimal frames.

*Below: The historic interest of this particular ventilation slit is much enhanced by the fact it appears to preserve part of a medieval stone window at its head. The piece of carved masonry was probably salvaged from the nearby farmhouse when it was rebuilt in the 18th century and its 'old fashioned' windows replaced with up-to-date sliding sashes.*



- The way the lintels, sills and reveals (at the top, bottom and sides) of openings are constructed is a source of historic interest as well as visual character. When repairing them, or repeating an existing pattern, be sure to record their construction details beforehand, from outer face to inner, and including the location of the door or window frame in the thickness of the wall.

*Top Right: Across the openings of windows and single doors, timber lintels usually have a narrow, plank-like appearance.*

*Bottom Right: Stone lintels usually take the form of shallow 'segmental' arches, whatever size of opening they span.*



- Lintels of timber are still quite common. Those spanning the widest openings have a 'beam-like' profile and appearance, while those across smaller openings tend to have a more 'plank-like' form and are often made up of more than one piece to give support through the thickness of the wall. Their exposed sections, inside and out, therefore appear quite narrow. Although it may be practical to reinstate the 'hidden' parts of a deep lintel using concrete beams, these should never be exposed, while the practice of 'encasing' them in timber boarding is never convincing and should always be avoided.

- Lintels of stone sometimes comprise large single slabs (especially of slate or granite) laid horizontally across the opening, but more often they are made up of small pieces combined vertically to form a shallow curving ('segmental') arch. The pieces used are usually similar in size and rectangular in form, creating a compact, regular pattern with both the underside and front faces relatively smooth.



- Bricks (on-edge) largely replaced stone and timber for the construction and renewal of lintels in the latter part of the 19th century. The more discerning builder would shape (rub) the bricks so that, although in a curving (segmental) arch, the joints would be straight. (Ie. the bricks were

tapered, not the joints). The use of brick sometimes extended to the reveals too, with the bricks laid in pairs or threes to create the pattern and appearance of stone quoins (large corner stones). Whether of brick or stone, however, an arch supported on flat, iron straps is the poorest of substitutes for a properly constructed, authentic, self-supporting segmental arch.



*Top Right: The brick of this arched lintel extends to the reveals too, except for the inclusion of two large stones which have brackets set firmly in them (probably to accept the hinges of an original frameless door that has since been replaced).*

- Sills are normally dressed stone pieces or slabs with their ends only slightly recessed (if at all) into the stonework on either side, and their drip edges extending forward of the wall face by a similarly small amount. Standard timber sills intended for the house-building market are incongruous and give an opening an inappropriate domestic appearance. Some sills, like the chutes serving root stores, slope to the inside and are particularly interesting features that now have a considerable rarity value.



*Above: Sills are invariably of stone, with drip edges that project little beyond the face of the wall.*

# Door and Window Types

*Normally made with a robustness to suit the heavy-duty use of the buildings they are in, the doors and windows of traditional farm buildings, together with their frames if they exist, tend to have a chunky, industrial appearance.*

They also tend not to be made to standard dimensions, so it is likely that all new and replacement door and window joinery will have to be purpose made. Units manufactured for the mass housing and d-i-y markets will inevitably possess a 'less-than-robust' domestic appearance that looks incongruous - even if, by chance, one of them fits an opening perfectly.

- New or replacement doors and windows should always be made of timber and recessed in their openings in the traditional manner (this not only improves weather protection but also reinforces the 'sturdy' appearance that most farm buildings have). The timber should be painted or stained using colours that relate positively to the robust character of the building, the rural character of its setting, and the natural colours of its stonework. Bright 'garish' colours should obviously be avoided, but white (because of its domestic associations) and red-browns (because they create the look of alien, tropical hardwoods like mahogany) are equally inappropriate.

*Inset: The preservation of this massive pair of doors (one of a series on this elevation) was important to the successful conversion of this listed building. Imaginative use of the spaces inside meant they could each serve as front entrances to domestic accommodation.*

*Main: Retained to perform an aesthetic rather than practical function, these old doors (which look more like gates) preserve part of the building's authentic character in a manner that doesn't look contrived.*

... Aim to repair and re-hang them if at all practical...



- Original doors can display a great deal of ingenuity in the way they are made to suit their purpose, and add interest as well as character to a building. The massive entrance doors to threshing barns often have smaller ones incorporated in them, while shippon doors were often partly slatted for ventilation. Aim to repair and re-hang them if at all practical, either to perform their original purpose; to act as shutters to an inserted window, or simply hung in a permanently open position against the wall.



*Right: Perhaps the most common doors of all are those constructed of solid, vertical planks. Straightforward lines and unfussy detailing are their essential characteristics.*



*Left: This traditional door pattern, and patterns similar to it, are common throughout the district, designed to allow ventilation when closed. With the open slats glazed, the design is well suited to adaptation for use in new or replacement work.*



*Left: Essential to the character of this 'up-market' stable block, these doors were successfully preserved to function more like shutters. When open they reveal a glazed screen incorporating a 'secondary' door that maintains the integrity of the opening in a most attractive and innovative manner.*

Unless an existing pattern suggests otherwise, new doors designed with solid, full height, vertical planking are likely to prove the most acceptable. The widths of the planks should be greater than those normally used for domestic doors, and if daylighting is essential, this should be obtained through a small glazed section in the top half of the door that is aligned with the planking.



*Above: When daylighting is absolutely essential, the 'solid' nature of the door should always remain dominant, while any glazing inserted should be located and proportioned to marry with the planks. (Here there are 6, but when planks are odd in number, a single, central glass panel will suit best).*

- Windows are generally plain and straightforward in their design and quite different to those found in a farmhouse or cottage. They contribute both interest and character, so aim to retain them or adapt them to a suitable form that can be matched in new work as well. Vertical iron or timber bars are an essential feature of many window openings and should be incorporated in the final design.



*Above: Traditional windows in farm buildings tend to have chunky, robust-looking frames. They mostly lack glazing, sometimes have internal shutters, and often have vertical iron bars inserted to improve security.*

*Right: Where a farm building continues in non-domestic use (as here) it is often practical to renew windows exactly in their original form and so preserve their character entirely.*



- Unless an existing pattern suggests otherwise, the most acceptable design for new windows is likely to be the side-hung casement fitted flush in its (chunky) frame. Normally in pairs, with a mullion between, each side should have an identical appearance even if one is fixed and the other opening (in other words, fixed [non-opening] lights should not be glazed directly to the frame, but to an sub-frame which is dimensionally the same as the opening casement). The addition of glazing bars to create multi-paned windows tends to introduce an incongruous domestic appearance, so this practice should be avoided.

*Right: These flush-fitting casements set in a chunky, mullioned frame (one with an upright post dividing the window into two) have a simple and unfussy design that suits them to the character of most farm buildings.*



- Only by treating existing door openings as single entities will their integrity (as door openings) be properly maintained. The division of a door opening into distinctly separate elements that do not follow the pattern of the original door is therefore undesirable. Replacing a wider-than-average door with the combination of a standard door and a glazed (or solid) panel beside it should therefore be avoided. As well as harming the authentic appearance of the doorway, this treatment introduces a domestic character and an uncharacteristic, 'lop-sided' appearance. A door of the same width as the one being replaced should always be used. Replacing a single door with the combination of a small window and an infill panel of masonry

beneath it should also be avoided. If a window is to be inserted in place of a door it should be full-height, although a smaller window, with vertical planking beneath, can be acceptable if these are set within a full height frame.

*Right: The partial glazing of this former door opening preserves its integrity (as a 'full height' door opening) by being set entirely within a full height frame.*



- The double-doors of larger openings divide them visually into two, so their treatment should aim to reflect this pattern by appearing as two separate, and usually identical, halves. Replacement double doors should therefore have the same heights and widths as the originals and close the opening completely (as for single door openings, the combination of narrower doors and separate side panels should normally be avoided). Replacement windows in double-door openings should again be full height, and be 'even' in number so that the opening 'divides' at the centre - where the original doors would have met when closed.



*Left: To preserve the integrity of this double-door opening, the appearance of the 'real' solid door on the left was repeated on the fixed panel to its right.*

- Some openings, like those to the front of linhays and cart or cattle shelters, were never intended to be closed by windows or doors, so they lack the frames that normally go with their insertion. Indeed, frames were sometimes dispensed with in openings that were actually hung with doors on hinges fixed directly into the stonework. That these openings were never fitted with frames is, of course, part of their character. Their treatment, therefore, should aim to respect this characteristic through designs that avoid the need for framing or else minimise the visual impact of any that must be introduced.



*Right: To preserve the character of this unframed opening (between the supporting pillars of an open-sided roundhouse) the glazing was secured directly into the masonry.*

# Extensions and Additions

*While the roundhouse is a characteristic feature of many threshing barns, extensions to other kinds of traditional farm building are far less common.*

Strictly speaking, many of those that do exist aren't extensions at all, but additional buildings constructed against the wall of another. Usually lean-to in form, they don't have access through the wall but simply rely on it for support in a 'cost saving' manner. Minor buildings like pigsties or open fronted shelters were sometimes added in this way, but whether 'separate additions' (like these) or 'integral extensions' (like the roundhouse), the buildings are just as important as their parent in evidencing how a farmstead has developed over the years. Their retention is therefore essential to telling the 'complete story'.



*Main: This roundhouse extension is typical of its type, being attached to the rear wall of the threshing barn, well clear of the 'threshing doors'.*

*Inset: Although uncommon in themselves, where other small additions have been constructed they normally have a 'lean-to' roof and are usually located at one end.*

The porch and canopy extensions that shelter so many farmhouse doors are only rarely found on the working buildings close by – with one exception, and that is the threshing barn. Its massive, cart entrance doors were often set within a shallow porch or beneath a substantial canopy. Invariably, however, these purposeful devices were an integral part of the original design and were not added later.

**The general absence of extensions and additions to traditional farm buildings is an aspect of their historic interest and authentic character.**



*Right: Significantly as well as typically, this 17th century bank barn was designed and built with just one canopy - to shelter the threshing door and the threshing floor inside. Canopies above other openings are rare, even above pitching doors like the high level one in this building's gable (at right).*





*Left: The only other structures likely to be found projecting forward of the four walls of farm buildings are staircases, built mainly to serve granary stores or other specialised uses (like stable-hand accommodation above a stables). Unusually, this one seems to have been added after the building's construction, as the signs are it is blocking an earlier door. This doesn't mean, however, that it should be removed.*

- The general absence of extensions and additions to traditional farm buildings is an aspect of their historic interest and authentic character. Conversion schemes that involve the construction of new extensions or additions (or the demolition of existing ones) are more likely to harm the integrity of a farm building and are therefore less likely to be acceptable.
- Whether or not a threshing barn has a roundhouse attached is a significant aspect of its historic interest and authentic character (as well as that of the farmstead it occupies). The absence of one does not mean, therefore, that an extension built to look like one would be acceptable.
- In the exceptional circumstances of a new addition being acceptable, designs which mimic particular farm building types may not be appropriate as these can confuse the understanding of a farmstead's historical development. Contemporary designs which relate in a more general sense to the simple lines and robust nature of the original, as well as its scale, form and materials of construction, can provide a more relevant solution by responding in an innovative way to both the setting and the requirements of the new use. Even if well designed, however, an extension which dominates the parent building; is located on a visually prominent or important elevation, or is positioned in a way that compromises the significance of an important feature (like threshing doors) is less likely to be acceptable.
- Individual garages may be a common feature of residential suburbs, but they look out of place in the setting of traditional farm buildings or farmsteads. Whenever practical, therefore, garaging should be provided in suitable existing buildings, such as linhays or cart sheds which are more likely to have openings of sufficient size. The construction of new garaging may be acceptable if it can be achieved without having an adverse impact upon the character and historic interest of the existing buildings and their setting. This may mean that a site well away or hidden from the existing buildings needs to be considered, but it will certainly mean that their materials and form will need to be compatible with those of the existing buildings and that their scale and design are characteristic of farmstead buildings of a similar type (for example, cart sheds). In many cases, however, the only way to accommodate the car will be in discreetly located parking areas.

*Right: Open fronted shelters lend themselves well to car storage. Used in a 'car port' manner, without the addition of doors or partitions, their character and appearance need hardly be changed at all.*



*Right: Conversion schemes often involve the removal of unsightly makeshift structures or the relocation of modern agricultural buildings. The latter was the case here, and because the site vacated was both levelled and hidden in the landscape, it proved a most suitable location for new garaging (the 2 blocks on the left).*






# The Setting

*Just as farm buildings are the 'working' buildings of a farm, the spaces around them, or at least those they face, are its 'working' spaces whose functions also relate to the kind of farming carried on.*

Whether accommodating the movement of large animals or the manoeuvring of heavily laden and awkwardly drawn carts or trailers, the spaces are usually open and uncluttered. But whether to confine stock or safeguard machinery or produce, they tend otherwise to be enclosed, often in a courtyard form, by buildings, gates and walls. These are the essential characteristics of most farmstead settings, while features in them, like dung pits near shippons or rick yards next to threshing barns, contribute positively towards their historic interest.

Another characteristic that's significant is the way the landscape around a farm building or farmstead group often flows unimpeded right up to its 'outside' walls. The relationship is 'immediate', while the blank walls of many courtyard groups help create an irresistible, fortress-like appearance. Above all, the open setting of the vast majority of farm buildings characterises a long history of single ownership.

*Inset: The cobbled depression preserved as a focal feature of this very large courtyard was once a dung pit serving the shippon ranges along two of its sides.*

*Main: A scene typical of farmstead groups arranged around a courtyard. The farming landscape flows right to their rear walls, which characteristically have few if any openings.*

- The settings of traditional farm buildings are an integral part of their interest and character. It is the buildings in their setting, not simply the buildings themselves, that is significant in conservation terms. In every case, therefore, the aim should be to retain the spatial characteristics of a setting

... aim to retain the spatial characteristics of a setting as well as any features of interest it possesses.





as well as any features of interest it possesses. Some farmyards (and spaces nearby) may have been permanently sub-divided in the past to create small fold yards or pens. While it will usually be desirable to retain these for their historic interest, the creation of more sub-divisions should as far as possible be avoided, especially where the space concerned is open to public view. (This includes the avoidance of lines of large stones intended to define separate ownerships or vehicular routes, as these create a particularly incongruous appearance).



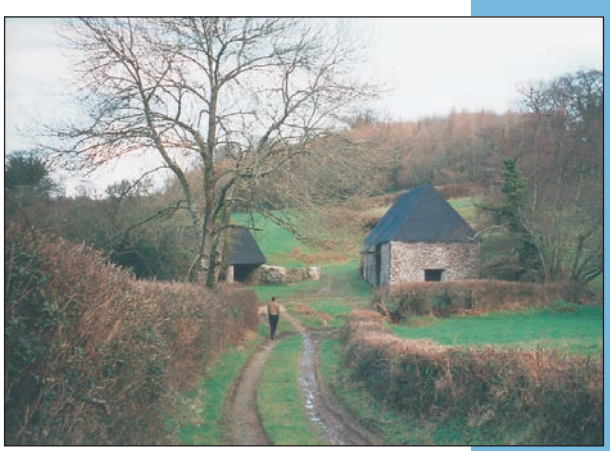
*Above: The wind-shaped tree behind this isolated field barn suggests the high stone wall at right was built to shelter it's yard from the weather. With a view to retaining its value as a visual barrier too, the wall's repair went hand-in-hand with the introduction of a new business use.*

*Below: Integrated with existing stone walls and built of locally salvaged materials, these new stone walls serve to disguise a refuse collection point near the entrance to a courtyard group of converted farm buildings.*

- Boundary structures like hedge banks, walls and traditional fences and gates, which enclose spaces around a farmstead (including the approach lanes and any ancillary yards or paddocks) posses historical interest and are usually characterful features in themselves. They nearly always have aesthetic value too, creating visual links between buildings (and therefore 'holding' them together as an harmonious group) or helping to create spaces that are visually self-contained (and often hidden from general view). Aim to respect and utilise these values from the outset, as the conservation of boundary structures is fundamental to achieving an acceptable scheme. Those that exist should be retained and, where necessary, repaired in a like-for-like manner. New structures may be acceptable (such as to mask a refuse point), but they will need to reinforce existing characteristics and be constructed in a way that is compatible with local materials and methods. Walls of standard concrete blocks will nearly always be inappropriate, as will plastic chain-link fences and fences made of lapped or ornamental timber panels. As far as new hedge-banks are concerned, these should always be planted with indigenous and locally occurring hedgerow species, not ornamental ones and never leylandii. This will also benefit biodiversity, especially if the hedges are not cut annually but allowed to flower and set fruit.

*Below Right: Perhaps no more obviously that in picturesque locations like this one, existing walls, banks, hedgerows and gates make a tremendous contribution towards the interest and character of farm building groups. Their removal would certainly cause harm, while the introduction of alien forms and features of a domestic or ornamental kind would have a very erosive impact.*







*Left:Although necessarily enlarged, the character of this access through an existing stone wall was preserved through the careful reconstruction of its distinctive gate pier.*



*Above: Conceding to public safety and convenience, natural stone paths (on the approaches to a number of retail and workshop units) were necessarily laid across this well preserved cobbled courtyard. While easily recognised, the paths nevertheless harmonise perfectly with the cobbles on account of the matching materials used, the irregularities of their pattern, the undulations of their levels and the absence of any fanciful or formal features (like edgings).*

- The two materials most commonly used to hard-surface historic farmyards are stone setts and cobbles. Both are small in scale, and areas paved with them have a generally uniform and homogenous appearance that reflects their straightforward and practical purpose. Rarely, if ever, are they laid to ornamental patterns, and while cobbles might have the date of their laying inscribed, usually it is only the lines of shallow drainage channels that introduce variation. Aim to retain these traditional hard surfaces and, if it is practical, salvage and restore those that have been subsequently hidden. Aim also to continue their use whenever hard surfaces are to be reinstated, particularly where this will complete an original section.



*Above: The re-use of cobbles, salvaged from inside buildings as well as outside, is always desirable. Here a pathway has been laid across a courtyard to align purposefully with the 'public' route through the building opposite. What is particularly noteworthy about the path, however, is that it has been laid entirely with salvaged cobbles and without different edgings that would have created a too formal or too fussy appearance.*



*Left: When sufficiently sound, cobbled surfaces should be retained in situ, as these were, to preserve the genuine character of an historic setting. They will preserve local identity too since, as with building stones and clays for cob, cobble stones are distinctive to a locality, being gathered from nearby fields or quarries.*

- New hard surfaces should respect the characteristics of the old in terms of their scale, colour and pattern. Natural stone setts and cobbles should always be preferred, but certain concrete setts with 'tumbled' arrises (ie those with their sharp angles softened) will normally be acceptable if they are also laid to a straightforward, 'non-ornamental' pattern. Other than for surfacing access lanes, tarmac should be avoided in farmyard locations (as its use was never favoured), as should the use of coloured or 'surface-moulded' concrete slabs which introduce an incongruous domestic appearance.



*Above: While clearly modern, this particular type of concrete sett (with its tumbled arrises and variations in colour and size) has attributres that generally suit it to 'less-than-formal' historic settings. By comparison, brick or block pavers that have bevelled or sharply defined arrises; are regularly sized or shaped, and do not have subtle variations in their colour, tend to appear too formal and 'manicured.'*

- For very large yards it may be appropriate to consider using setts or cobbles in combination with 'mass' materials like gravel or stone chippings. The latter usually look best if compacted, while their type, colour and texture should relate to the natural materials around, including the stone of the buildings. Low growing ground cover planting (including grass) might also be suitable, but only if it is managed to produce an un-manicured appearance. Simplicity is the key to a successful scheme, so such combinations of finishes should always be arranged in a 'non-fussy' manner that relates primarily to the original usage of the buildings and yard. They might therefore 'define' the points of access to buildings and the routes to them across or around the yard. Loose gravel or chippings for paths, however, cannot be recommended as it transfers to other surfaces or areas with ease and requires separate edgings that will probably look incongruous and introduce a fussy detail. Original features like dung pits or drainage channelling should always be incorporated into the landscaping scheme.

- Suburban style flower or shrub beds are unsuited to farmyard settings. Only the farmhouse was ever likely to have an ornamental garden; usually at the front, and always separated from the 'working' spaces by walls and gates. The introduction of these beds into the yards and areas next to farm buildings is almost bound to have an adverse impact on their open, 'working' character, particularly so when their planting contrives to enclose and divide areas into smaller units. Low growing herbs, on the other hand, have a certain affinity with such settings, and use of ideally native species that flower and provide nectar for pollinating insects would be beneficial to biodiversity, while areas of grass which are maintained under a relaxed regime also tend to be complementary – unlike perfectly manicured lawns which will certainly be at odds. The 'outer' surroundings of farm buildings, beyond the 'working' yards, should be regarded as part of the wider landscape and be treated and managed in a way that is compatible with it's character e.g. as an area of meadow, orchard or copse. This approach to their treatment will be especially relevant, of course, where the surroundings of the buildings are open to public view.

*Right: However tempting it may have been to adorn the balcony, steps and alcoves with potted plants, and to line the path with an ornamental flower bed, the absence of such garden features has made an immense contribution towards preserving this building's authentic character.*



*Right Below: Garden beds in farmyard settings will appear especially incongruous if not treated in a very simple and restrained manner. This has been achieved here by limiting the planting zone to a narrow strip against the building's wall and planting only low growing herbs and the occasional shrub or climber.*



- Structures and features that are normally associated with residential sites and areas, like garden sheds, summer houses, gazebos and greenhouses (particularly the mass-produced types) are unlikely to suit the 'non-domestic' character of farm buildings and their settings. Unless shielded from view by existing walls or buildings, or otherwise located in an inconspicuous position, their introduction is unlikely to be acceptable even if well designed.

# Wildlife

*Traditional farm buildings are home to a host of native animals, many of them rare, and each in their own way taking advantage of the accommodating spaces and structures on offer.*

From solitary bees in ‘soft mortar’ burrows, to barn owls in roomy roof voids, the range is wide and mostly on the wing. The survival of them all is important, but it is the well-being of roosting bats (any of the 16 species found in England) and nesting birds (especially barn owls, and particularly swallows, swifts and house martins) that need to be most carefully addressed. Principally this means doing two things: making absolutely sure their lives are not disturbed during their nesting or breeding seasons, and making arrangements to ensure their ‘occupation’ of the building is sustained and not threatened by any works or actions.

It is necessary to resolve how this will be achieved before an application is determined because it might involve works that need to be considered in the context of the overall scheme. In addition, it will be in an applicant’s personal interests to deal with these matters ‘in advance’ as disturbance is no less a criminal act as killing, injuring or capturing a bat or bird, taking a nest or egg, interfering with a nest or roost, or obstructing a flight path to them.

*Main: Natural ponds are one of the more obvious wildlife habitats that suit the surroundings of farm buildings, and are particularly valuable if associated with areas of rough grassland, water meadow or native woodland*

*Inset: Being birds of prey, barn owls were not unwelcome visitors to the farmstead. Indeed, they were sometimes encouraged to take up residence through the provision of ‘owl holes’ in suitable gable ends.*

... ensure their ‘occupation’ of the building is sustained and not threatened by any works or actions.



**Establishing whether any protected species are present is an essential first step,** so have an ecological survey carried out by a specialist consultant at the earliest opportunity. If protected species are found during a structural survey, then this would need to be investigated before continuing with it.

- Many traditional farm buildings are located in settings that are potentially ideal for supporting a wealth of wildlife, so even if the ecological survey confirms an absence of protected species, it is always desirable to consider whether provisions could be made to encourage native species that have become increasingly rare. Not just birds and bats, but butterflies and moths, frogs and newts, dragonflies and bees, and small mammals like hedgehogs, field mice and voles. And whether required by the wildlife legislation or not, include details of the provisions with your application to ensure they're suitable for their purpose and receive consent if it is needed.
- Different species of birds have different nesting behaviour. For example, swifts, house sparrows, starlings and jackdaws nest in cavities within exterior walls or in roofs, house martins build visible nests under the eaves of buildings, and swallows nest on ledges or beams inside `open' structures. Barn owls require larger areas, such as an undisturbed corner in the upper part of a building or roof, or an inbuilt nest box. Suitable nest sites for some bird species could be built into renovated or replacement exterior walls of buildings, or boundary walls. Nesting periods vary too – barn owls can start nesting very early in the year and may still have unfledged chicks in August, swifts nest from April/May to August and house martins can still have unfledged chicks in nests into September. Some species will rear more than one brood in a season, eg, house martins.
- Similarly, different species of bats have different roosting behaviour. For example, within a barn pipistrelle bats may roost in crevices within walls, under barge boards, or roof tiles, while horseshoe bats may value the flying space within slate roofed barns in the summer and their dark, undisturbed and warm conditions, or associated cold, damp parts of barns (e.g. cellars) in the winter for hibernation. Retention/creation of roosting spaces for these species can vary between retention/creation of simple crevices to more significant loft/cellar spaces. Barns have potential to support bat roosting year round, including night roosts, maternity and hibernation roosts.
- Retention/management or creation of suitable foraging habitat in the nearby setting of the farm buildings is important for some species (eg, barn owls need access to rough grassland with populations of small mammals such as voles, house martins need ready access to muddy areas to build their nests). Bats need access to their roost and breeding sites to be unlit and some species require continuous lines of unlit (<0.5 lux) vegetation such as hedgerows or lines of trees along which to navigate to feeding areas. Other species, eg, swifts, simply need a suitable small, high cavity as they will fly many miles to forage on tiny flying insects.
- As well as ensuring that existing wildlife use is retained or given suitable replacement habitat within a proposal for conversion or other works affecting traditional farm buildings, enhancements should also be included to ensure the proposal achieves a net gain for biodiversity (in accordance with Local Plan policy and the NPPF). This can be as straightforward as leaving gaps/cavities/crevices in suitable locations in the wall tops or roof, or formal inbuilt provisions for birds and bats. A specialist ecological consultant will be able to advise and these enhancements should be incorporated into the design at an early stage as integral provisions are more effective than add on/retrofitted boxes.

# Checklist of Application Requirements
## (always refer to the local authority validation checklist)

### Structural Survey

This is required to substantiate the repair requirements of a building and should specify their extent and nature. It is especially important that the report identify all parts of the building's fabric that require renewal (through removal/demolition and replacement/reconstruction). When a conversion scheme is approved only the repairs and renewals identified in the application are covered. Any additional works of this kind, but particularly demolitions and reconstructions, will need to be formally agreed beforehand, and this could involve the submission of a new application.

To ensure clarity, certain repairs (like those to roof trusses) may need to be illustrated by drawings, while the parts of the fabric proposed for renewal should always be identified in this way.

### Ecological Survey

This is required to substantiate the existence (or otherwise) of any protected wildlife species and their habitats. It should describe the measures to be taken to minimise and mitigate the impact of the conversion scheme, both during the construction works and following completion, and include proposed biodiversity enhancements for bats and birds. (Certain works may involve acts that are prohibited by the Wildlife legislation (e.g. the disturbance or destruction of a bat roost). In such circumstances it will be for the applicant to seek a licence to carry them out from Natural England.

### Design and Access Statements and a Heritage Statement where applicable

### Plans and Drawings

While advice on the plans and drawings to be submitted with applications is included in the guidance note issued with the application forms, the following requirements are specific to applications involving the conversion of traditional farm buildings.

On **Site Survey** plans, show and describe features that form part of the building's setting, including adjacent buildings and structures, ground surface treatments and levels, landform features (like quarries) and other features like walls, hedge-banks, trees, leats and ponds. Where there are significant changes in level across or near the site, these should be shown in cross section.

On **Building Survey** drawings, aim to identify and describe the building's features and characteristics, including the materials used in its construction and the design and appearance of its component parts. Special features, inside and out, should be recorded on measured drawings, while section drawings should be used to illustrate the major construction details of the roof, walls and floors, including typical window/door openings and the treatment of the roof at the eaves and verges.

The plans and drawings of the **Proposals** should, of course, show how the setting of the buildings, as well as the buildings themselves, are to be used and treated.

**PLYMOUTH AND SOUTH WEST DEVON SUPPLEMENTARY PLANNING DOCUMENT**
Consultation Response Report

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## INTRODUCTION

1. In March 2019 the Plymouth and South West Devon Joint Local Plan (JLP) was adopted by the three JLP authorities: Plymouth City Council (PCC) South Hams District Council (SHDC) and West Devon Borough Council (WDBC). To support the implementation of the JLP, a new Plymouth and South West Devon Supplementary Planning Document (SPD) was needed to add further detail and guidance to its policies. Once adopted, the SPD will be a material planning consideration when making planning decisions and will supersede the previously adopted SPDs across the JLP area. The SPD continues the joint working undertaken by the JLP authorities.
2. This document sets out the representations received during the public consultation on the draft SPD which ran from 13 November 2019 to 5pm on Monday 6 January 2020.
3. PCC, SHDC and WDBC asked for comments on three documents which were out for consultation:
    - Plymouth and South West Devon Supplementary Planning Document (SPD)
    - Developer Contributions Evidence Base – which informs Section 12 (Planning obligations, conditions, the Community Infrastructure Levy and development viability) of the SPD. It presents methodologies used to calculate the value of developer contributions, in particular via planning obligations, required to mitigate the impacts of new development proposals on key infrastructure provision.
    - Traditional Farm Buildings: Their adaptation and re-use (Barn Guide) – which aids developers looking to adapt of re-use traditional farm buildings which are common in rural areas.
4. Representations were received from residents, statutory consultees, special interest groups, developers, landowners and from businesses. In total, 519 comments were made by 115 consultees. Of the comments:
    - 508 comments were made by 112 consultees on the SPD
    - 8 comments were made by 4 consultees on the Developer Contribution Evidence Base
    - 3 comments were made by 3 consultees on the Barn Guide
    - 45 comments were late
5. To view a summary of the comments received and the LPAs' responses please see:
    - APPENDIX I for the comments on the SPD
    - APPENDIX II for the comments on the Developer Contributions Evidence Base
    - APPENDIX III for the comments on the Barn Guide

## AIM OF THE CONSULTATION

6. A consultation statement was produced and was available for information only. This document set out the JLP authorities approach to engagement on both the draft SPD and the draft Statement of Community Involvement (SCI) which was also out for consultation during this time.
7. The aim of the SPD consultation was to seek views on the effectiveness of the guidance set out within the SPD, the Developer Contributions Evidence Base and the Barn Guide on being able to implement the policies of the JLP. The consultation provided an opportunity to set out whether consultees agreed with the guidance, and if not, were invited to suggest changes to the documents.
8. A change was considered and made to the documents if an error was spotted by officers or if officers deemed that a representation:

- Resulted in a significant improvement to the clarity of the documents;
- Introduced a more appropriate way of interpreting delivery of the JLP;
- Persuaded officers that the change was valid and addressed an issue which, on reflection, warranted a change; and/or,
- Corrected erroneous or unclear text.

9. All comments were considered and the SPD, Developer Contribution Evidence Base and Barn Guide have all been updated to reflect this. Details as to which comments resulted in a change to each document is indicated in the response to the comments. Below is a bullet-point summary of the most significant changes to the SPD:

    - Incorporation of provisions to protect student welfare in Purpose Built Student Accommodation, particularly in the context of dual use proposals;
    - Additional references added re. the role of Devon County Council as Minerals and Waste Planning Authority;
    - Additional references added re. the historic environment;
    - Affordable Housing tenure mix wording amended to make it clearer that the proposed percentage split is the start of negotiations;
    - Reduction in the amount of time an employment site needs to be marketed before a change of use application is submitted;
    - Amendments made to update guidance on Biodiversity Net Gain;
    - References added to the National Design Guide;
    - Amendments to guidance at DEV32 to ensure the implementation of low carbon development is more effective by clarifying the process of which the assessment on the impacts of those developments on carbon is undertaken;
    - Additional guidance added re. air quality including detail on agricultural development and its effect on air quality and reference to national guidance as a benchmark to assess costs of damage caused by emissions;
    - Amendments made to waste standards to bring this into line with other policy;
    - Removal of specified development size when the LPAs will seek the provision of communal electrical vehicle (EV) charging facilities so it can be considered on a case by case basis;
    - Improved clarity given on the provisions on relation to tall buildings in the City Centre;
    - The majority of changes proposed are in relation to the TTV Policy Area and the provision of housing in relation to allocations and the evidence needed for matters such as local need, replacement dwellings and extensions.

10. Originally it was scheduled that the SPD would be adopted in March 2020, however, due to the amount of representations received and to allow adequate time for officers to consider each comment raised and to address the complexity of some of the issues raised, it was agreed to postpone this until Summer 2020 to allow officers across the three authorities enough time to adequately address the representations received.

## HOW WAS THE CONSULTATION ADVERTISED?

11. Whilst each JLP authority produced their own material to promote the consultation, common language and the JLP branding was used. During the consultation:

- Banners advertising the consultation were put on the three corporate websites.
- 9,383 e-newsletters were sent out across the three JLP authorities via gov. delivery.
- The consultation was promoted via social media.
- E-mails were sent to specialist groups.
- 2,308 letters were sent out to all on the JLP consultation database who had signed up to be kept up to date with planning news but do not have e-mail addresses.
- Posters advertising the consultation were displayed in all libraries and in First Stop in Plymouth.
- Due to the detailed and technical nature of the consultation no events were planned, however officers were available to attend specific meetings on request as and when appropriate.

## WHAT HAPPENS NEXT?

12. The revised SPD, Developer Contributions Evidence Base and Barn Guide will be recommend for adoption across the three JLP authorities. Only when the final council has made its decision will the documents be officially adopted and supersede all currently adopted SPDs across the three JLP authorities.

## APPENDIX 1: SUMMARIES OF AND RESPONSES TO THE COMMENTS RECEIVED ON THE SPD

| Consultee ID | Comment ID | Full Name (Agent) | Company / Organisation (Agent) | Full Name (Consultee) | Company / Organisation (Consultee) | Document section | Comment summary | Summary statement | Detailed response |
|---|---|---|---|---|---|---|---|---|---|
| 366574 | 3 | Mr Chris Thomas | Outdoor Advertising Consultants | Mr Chris Thomas | British Sign and Graphics Association | APPENDIX 3: Shop fronts, including ATMs | Para 15.3 - Assumes "corporate" designs should always be adapted and modified to suit the character of the building and/or location but is not necessarily so. Suggests alternative wording.<br>Para 15.12 and following, the statement that "interior signage that can be seen from the highway may require permission" is incorrect. All references below to what "should" be done can only be advisory and the text should be clearer.<br>Para 15.17 is incorrect. A condition on a planning permission may not deny the deemed consent provisions given generally in the Advertisements Regulations and any such condition would be ultra vires. Paragraph should be deleted or re-worded to make clear that this is advice only.<br>Para 15.35, the statement that "uPVC will not be acceptable on shop fronts of listed buildings, or in conservation areas" is unduly restrictive and depends on the character of the shop front and building. Suggests alternative wording.<br>Para 15.40, the second bullet point fails to take account of innovation in sign design. No recognition that LED illumination is increasingly prevalent for shopfront sign displays. Suggests alternative wording. | Change to be made in part | Officers agree to amend para. 15.3 and 15.40 and to delete 15.12 and 15.17.<br>Para 15.35 – officers believe this paragraph should remain. UPVC is generally considered to be inappropriate when considering listed buildings in particular. |
| 368081 | 6 | | | Mr Graham Clark | Sunnybanks Estates Ltd | Affordable Housing (DEV7-DEV9) | The SPD is inconsistent with the revised NPPF (para 63) and does not address this definition in terms of its impact upon the threshold for on-site affordable housing. There should be a statement which reconciles the change from 10 units to 9 units in the threshold, together with the site size and floor space thresholds. The NPPF overrides the JLP and the SPD should recognise the issue. It will affect paragraphs 4.75 (PPA), 4.77 (TTV) and 4.78 (TTV).<br>If a site is in excess of 0.5ha or has a floor space of 1,000m2, but is 9 dwellings or less there is no indication as to how any off-site contribution for affordable housing will be calculated.<br>Paragraphs 4.23 – 4.29 refers to '5 units or over'. This is inconsistent with the Rural Designation definition of 'over 5 units'. | Change to be made | Changes made to more accurately reflect the NPPF definition and wording.<br>4.77 has been updated with a clearer link to 4.111. |
| 438395 | 246 | | | Mrs Nicola Daniel | Plymouth Community Homes | Affordable Housing (DEV7-DEV9) - Affordable housing thresholds in the Plan Area | The LPA is adopting an approach to rounding up on accessible housing. Is this approach being applied to calculating affordable housing numbers delivered onsite? | Change to be made | Noted and text amended to create clarity. The preferred approach for accessible housing policy is to round up fractions to whole dwellings, but on affordable housing delivery the fraction should be delivered as a financial contribution. |
| 438395 | 247 | | | Mrs Nicola Daniel | Plymouth Community Homes | Affordable Housing (DEV7-DEV9) - Affordable Private Rent in the Plan Area | Useful to include a cross-reference to Build to Rent guidance at paragraph 4.89. | Change to be made | Agree to add link to improve legibility. |
| 438395 | 248 | | | Mrs Nicola Daniel | Plymouth Community Homes | Affordable Housing (DEV7-DEV9) - Delivery and future | 4.106 - it would be helpful to clarify that this is linked to "planning gain" dwellings. | Change to be made | Agree to add additional wording to clarify the precise meaning. |

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| | | | | | | control in the Plan Area | | | |
| 438395 | 249 | | | Mrs Nicola Daniel | Plymouth Community Homes | DEV10.3 – Affordable housing design considerations in the Plan Area | To support the usability of the document, should reference be made that these design requirements are in addition to general housing design requirements. Links to supporting sections/elements would be helpful (parking, amenity space etc). | Change to be made | Agree to add reference that the design requirements are in additional to general housing design requirements. |
| 438395 | 245 | | | Mrs Nicola Daniel | Plymouth Community Homes | DEV8.1 – Overall housing mix | 4.18 - support the intention, but want to ensure that the guidance is applied flexibly to support schemes that do meet housing need. The example states that on schemes where the no. of large 3bd bed properties, exceeds the no. of smaller 3 bed properties the proposal will not be supported. Needs to be flexibility to allow for holistic consideration of the housing offer proposed rather than discrete, individual elements as the wording of the guidance suggests. | Change to be made | Officers agree, paragraph to be deleted. |
| 464465 | 208 | | | Mr Edward Persse | EJFP Planning ltd | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | As above regarding housing mix and evidence base. High value areas were considered during the examination of the JLP and removed from the draft plan. |
| 464465 | 201 | | | Mr Edward Persse | EJFP Planning ltd | TTV2.5 – Sustainable rural tourism and leisure developments | Objects to the perceived impact on rural tourism facilities. | No change | The SPD cannot re-write the spatial strategy for the JLP. The preferred strategy for directing new development towards the most sustainable settlements was considered against all reasonable alternatives through the Sustainability Appraisal process, and was considered as part of the JLP examination. The preferred approach was found sound, and has since been given further credence by the declaration of climate emergency by all the councils. Policies within the JLP are supportive of appropriately located tourism development, which can contribute to a sustainable pattern of development. Appeal decision APP/K1128/W/18/3217159 (Lower Leigh Farm) was clear that it is no longer acceptable to be creating new tourism facilities in locations that rely solely upon the car, and have no access to local services and facilities. |
| 464465 | 203 | | | Mr Edward Persse | EJFP Planning ltd | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 487799 | 410 | | | Mr Dennis Silverwood | Tamerton Foliot Village Conservation Society | APPENDIX 5: New work in conservation areas | The representation suggests that the guidance within the appendix could be amended to discuss the appropriateness of 'new development' rather than concentrating on 'no development'. | No change | Whilst officers welcome the feedback contained within the representation it is the officer view that the 'appropriateness of new development' is covered within the Appendix. |
| 487799 | 407 | | | Mr Dennis Silverwood | Tamerton Foliot Village Conservation Society | DEV21.3 – Non-designated heritage assets (NDHAs) | Suggests addition to the NDHA guidance | No change | Non-Designated Heritage Assets could be identified on a formal Local List but not on an informal 'locally complied register'. |
| 487799 | 408 | | | Mr Dennis Silverwood | Tamerton Foliot Village | DEV23.6 – Landscape and Visual Impact Assessment (LVIA) | Table 16 indicates that developments of less than 10 houses in the Urban Fringe and on greenfield sites do not require | Change to be made | Agree to amend the table to include the requirement for an LVIA which will be judged on a case-by-case basis. |

| Consultee ID | Comment ID | Full Name (Agent) | Company / Organisation (Agent) | Full Name (Consultee) | Company / Organisation (Consultee) | Document section | Comment summary | Summary statement | Detailed response |
|---|---|---|---|---|---|---|---|---|---|
| | | | | | Conservation Society | | an LVIA. Recommend that the table is amended to show it as a requirement. | | |
| 487799 | 409 | | | Mr Dennis Silverwood | Tamerton Foliot Village Conservation Society | DEV27.2 – Open spaces, including designated City Green Space and Neighbourhood Green Space | The heading (and therefore explicitly) the discussion then refers only to Neighbourhood Green Space. Recommend change heading OR include separate discussion of City Green Space. | Change to be made | Sub-heading to be altered to state: 'City and Neighbourhood Green Spaces'. |
| 487799 | 406 | | | Mr Dennis Silverwood | Tamerton Foliot Village Conservation Society | DEV3.3 – Public rights of way and bridleways | 3.94 and 3.95 refer only to the provision of PROW in conjunction with (private) developments. Nowhere is there a reference to development and maintenance of existing footpaths. This omission was raised at the JLP enquiry and a response was given that it was part and parcel of working practice and a policy item was not needed. Recommend that the opportunity is taken to provide a policy statement (DEV27 with a cross reference from DEV3) which gives weight to such initiatives. | No change | The SPD is concerned with developer obligations and the LPA's expectations for schemes put forward. The development and management of the existing PROW network is a separate function supported by revenue funding. This is a statutory duty placed on the highway authority which over-rides policy aims. |
| 516021 | 403 | Mr David Seaton | PCL Planning Ltd | | Waddeton Park Ltd, Baker Estates Ltd, Blue Cedar Homes Ltd, Bovis Homes Ltd, KIER LIVING SOUTH WEST LTD, Southern Properties | Affordable Housing (DEV7-DEV9) | The SPD looks to introduce a tenure split for affordable mix (para 4.80), alongside additional policy tests. The SPD (paragraph 4.84) also sets out additional affordable housing tenure requirements in the Plan Area, including the need for additional evidence to be provided as part of applications, which is not currently set out in policy. Paragraph 4.95 also states that "the affordable housing offer should also be a representative mix of the type and size (in terms of number of bedrooms) of the overall dwelling mix" which strays beyond the requirements of policy DEV10 which specifically relates to design considerations in the delivery of high-quality housing, and flies in the face of policies DEV7 and DEV8 in particular which make it clear that affordable housing should meet identified need. | Change to be made in part | The wording for guidance on affordable housing tenure mix is for guidance only and to be used as a starting point for negotiation. However, officers have agreed to amend the wording so this is made clearer.<br>With regards to paragraph 4.95, this is not agreed and officers consider that guidance at 4.95 does allow negotiation with a developer on the precise mix on a case by case basis in order to meet housing need where needed. |
| 516021 | 400 | Mr David Seaton | PCL Planning Ltd | | Waddeton Park Ltd, Baker Estates Ltd, Blue Cedar Homes Ltd, Bovis Homes Ltd, KIER LIVING SOUTH WEST LTD, Southern Properties | DEV2.1 and DEV2.3 – Water | DEV2 does not mention water quantity whereas the wording (at paragraph 3.29) introduces a new policy test that is not set out in Policy DEV2. | No change | DEV2 states that a development will be unacceptable if "Development proposals which will cause unacceptable on- or off-site risk or harm to human health, the natural environment or living conditions, either individually or cumulatively, will not be permitted." If a development has a negative impact on the quantity of water supply for existing properties then it would fail to meet this test. |
| 516021 | 401 | Mr David Seaton | PCL Planning Ltd | | Waddeton Park Ltd, Baker Estates Ltd, Blue Cedar Homes Ltd, Bovis Homes Ltd, KIER LIVING SOUTH | DEV3.2 - Water and waterside access | Concern that guidance at DEV3.2 adds a new 'waterside access test'. | No change | Guidance at DEV3.2 is a clarification that water/waterside access are part of the Sport and Recreation focus of DEV3, well referenced in JLP paragraph 6.12 and in the Sports and Leisure Facilities Plan referred to in JLP at paragraph 6.13. For example, an identified need in the Sports and Leisure Facilities Plan is to: (Recognise, protect and enhance) Access to the Water - through publicly accessible slipways and activities. |

| Consultee ID | Comment ID | Full Name (Agent) | Company / Organisation (Agent) | Full Name (Consultee) | Company / Organisation (Consultee) | Document section | Comment summary | Summary statement | Detailed response |
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| | | | | | WEST LTD, Southern Properties | | | | |
| 516021 | 399 | Mr David Seaton | PCL Planning Ltd | | Waddeton Park Ltd, Baker Estates Ltd, Blue Cedar Homes Ltd, Bovis Homes Ltd, KIER LIVING SOUTH WEST LTD, Southern Properties | General | The SPD introduces new policy tests and seeks to move policy towards a 'nil impact' objective (post mitigation). This is an unobtainable nirvana (if identified needs are to be met). The proposed guidance reads as a lengthy checklist, and there is concern that much of what is now presented as guidance will be interpreted as new policy. Many statements are development management policies. Much of the proposed 'guidance' simply seeks to introduce additional 'policy tests' to broaden those policies that are already contained in the JLP. Concern is exacerbated by the fact that much of the policy wording is written in absolutist terms. Not enough time and space allowed for a full and detailed explanation of all examples. | No change | Officers do not believe that the SPD is introducing new policy.<br>The consultation process followed is in line with national guidance and the current Statement of Community Involvement. |
| 516021 | 402 | Mr David Seaton | PCL Planning Ltd | | Waddeton Park Ltd, Baker Estates Ltd, Blue Cedar Homes Ltd, Bovis Homes Ltd, KIER LIVING SOUTH WEST LTD, Southern Properties | Housing (DEV7-DEV13) | The approach set out for DEV7 needs to stress that this is an area wide policy, and reference to local needs has to be interpreted on that basis. SHMA is only one data source, and it is not a dynamic one.<br>DEV8 - Paragraphs 4.10-4.19 sets out a 'settlement local' approach to 'rebalancing' the demographic profile, by meeting a bedroom specific view of the needs and introduces size standards (paragraph 4.18). Both are re-writing policy. | No change | Officers note the comments on the difference between housing needs and demands, however do not consider that the wording of the SPD should be amended as a result.<br>Policy DEV8 already states that proposals may be required to redress the mix of housing where an imbalance exists, and also advocates the use of 'local housing evidence' to support this. The SHMNA is the most up-to-date and appropriate evidence base document regarding housing mix, and this uses number of bedrooms as a metric for house size. As such the SPD is entirely consistent with the wording already adopted in policy. |
| 516021 | 404 | Mr David Seaton | PCL Planning Ltd | | Waddeton Park Ltd, Baker Estates Ltd, Blue Cedar Homes Ltd, Bovis Homes Ltd, KIER LIVING SOUTH WEST LTD, Southern Properties | Specific provisions relating to transport (DEV29) | Document is seeking to introduce new development management policies which are intended to guide the determination of applications for planning permission. | No change | Providing garages of larger dimensions is more likely to lead to garages being used for their intended purpose as existing garages are often considered to be too small. Here it is only stated that the parking standards are indicative in terms of numbers of spaces - the dimensions of car parking spaces/garages would be a requirement. |
| 658611 | 364 | | | Marcus Salmon | Environment Agency | Coastal Change Management Areas (DEV36) | Presently policy DEV36 is presented on the policies map as a simple linear constraint. The SPD should provide clarity on the inland extent of the CCMAs and should be informed by information set out in the SMP such as erosion maps and future flood extents. It should also be noted that the SMPs are in the process of being refreshed and guidance in respect of CCMAs is changing. As a result the evidence base such as maps will be updated. | No change | Subsequent conversations have been had between EA and officers and no specific amendments are deemed necessary. |
| 658611 | 354 | | | Marcus Salmon | Environment Agency | DEV2.1 and DEV2.3 – Water | Paragraph 3.29 - why is this only limited to impacts on water supplies whilst the policy requires that development should 'prevent deterioration of and where appropriate protect, | Change to be made | Additional detail added re. protecting water quality. |

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| | | | | | | | enhance and restore water quality'? We support the need for evidence to be submitted where development is identified as having an unacceptable impact on private water supplies, but it would be useful if the SPD set out what sort of evidence, as a minimum, it would be looking for in these circumstances. | | |
| 658611 | 358 | | | Marcus Salmon | Environment Agency | DEV35.2 – Exception Test | Paragraphs 9.74 to 9.75 should include a link to the relevant guidance within the NPPG.<br>The guidance in the PPG regarding the application of the second part of the Exception Test (i.e. that development should be safe over its lifetime, without increasing flood risk elsewhere and where possible reduces flood risk overall) is comprehensive.<br>It would be useful if the SPD included guidance on the first part of the Exception Test. | Change to be made | Link to be added and additional detail re. statutory requirements of PCC to align with DCC approach. |
| 658611 | 359 | | | Marcus Salmon | Environment Agency | DEV35.2 and DEV35.7 – Flood Risk Assessment/Drainage Strategy requirements | SPD could include links to the PPG and guidance on GOV.UK for applicants preparing FRAs in paragraphs 9.76 and 9.81.<br>Disagrees with the design level in para 9.76 and 9.92 for coastal flooding and must also include allowance for wave action. Recommends agents and applicants confirming design flood levels prior to submitting their FRAs. | Change to be made | Link to the NPPG to be added.<br>The EA has agreed with a joint approach to determining suitable flood defence levels. |
| 658611 | 360 | | | Marcus Salmon | Environment Agency | DEV35.3 – Flood Zones 2 and 3 | Recommends paragraph 9.82 and 9.83 has a link to definition of a flood zone in PPG. Helpful if SPD has a description of functional floodplain (flood zone 3b) as PPG definition has been interpreted differently in SFRAs by different councils. Starting point for Sequential Test would be the flood map and also informed by councils' Level 2 SFRAs and surface water flooding maps. | No change | Extracts from EA Flood Zone mapping are included in the LLFA Planning consultations and further background information and guidance is included with the LFRMS. |
| 658611 | 361 | | | Marcus Salmon | Environment Agency | DEV35.4 – Surface water drainage hierarchy | Recommends inserting link to latest guidance on climate change allowances https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances | Change to be made | Link to be inserted. |
| 658611 | 362 | | | Marcus Salmon | Environment Agency | DEV35.4 – Sustainable Drainage Systems (SuDS) | Paragraph 9.93 to 9.98 recommends section refers to drainage guidance for DCC and other critical drainage areas across JLP area. Should be noted SUDS are not acceptable in flood zone 3 (unless in a defended area or buried underground). Local circumstances should be reflected, after consultation with the Environment Agency and Lead Local Flood Authorities. | No change | The reference to DCC guidance, particularly with regard to SUDS, is already included in the LFRMS. |
| 658611 | 357 | | | Marcus Salmon | Environment Agency | Green and play spaces (DEV27) | Pleased that policy DEV27 seeks to ensure delivery and maintenance of multifunctional open spaces across the JLP area. Benefits in paragraph 7.108 are clear. Clarification needed why table 20 does not include 'beaches' within the PPA. There are designated bathing water beaches within the area which should be included. | No change | The typologies within table 20 are based on the Plymouth Open Space Assessment, which did not recognise beaches in their own right and formed the evidence base for JLP policy DEV27; however these spaces have been included within the other typologies. Therefore for consistency we have opted not to include beaches as a separate green space typology. |
| 658611 | 365 | | | Marcus Salmon | Environment Agency | Improving Plymouth's city centre (PLY6) | Recommends paragraph 10.4 includes reference to needing to separate surface water from combined sewer in the city centre so it can provide capacity for foul water drainage, reduce risk of sewer flooding and protect water quality. | Change to be made | The PCC LFRMS identifies the need to separate surface water from combined sewer in the city centre. Removal of surface water from the combined sewer system will help provide capacity for foul water drainage associated with proposed growth, will help to |

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| | | | | | | | Public realm changes and updates will provide opportunity to incorporate this, | | reduce the risk of sewer flooding and will help protect water quality in the waters around the city. |
| 658611 | 363 | | | Marcus Salmon | Environment Agency | Managing flood risk and water quality impacts (DEV35) | No current guidance to support policy DEV35 sequential testing which is an essential tool to planners. Recommends inserting link to PPG guidance 'sequential test for applicants available at https://www.gov.uk/guidance/flood-risk-assessment-the-sequential-test-for-applicants. Recommends also inserting flow chart/diagram as a guide to help planners/applicants through the application.<br>Helpful if SPD provides guidance on DEV35.6 (Coastal squeeze), DEV35.8 (foul drainage), DEV35.9 (developer contributions). | Change to be made | Link to be added to paragraph 9.74, to the guidance in the PPG and the guidance on 'the sequential test of applicants'.<br>Officers do not believe it's necessary to include additional guidance as this is covered by government policy guidance. |
| 658611 | 366 | | | Marcus Salmon | Environment Agency | Planning obligations, the Community Infrastructure Levy and development viability | 12.34 - fluvial and surface water flood risk management measures be added. | Change to be made | Agree to add. |
| 658611 | 356 | | | Marcus Salmon | Environment Agency | Protecting and enhancing biodiversity and geological conservation (DEV26) | Generally supportive of DEV26, makes some suggestions for improvement including to reflect that on-site compensation and enhancement may not always be more beneficial than offsite (e.g. by restoring corridors and stepping stones for wildlife). | Change to be made in part | Priority habitats are not 'designated sites' in the hierarchy sense as they are dealt with by DEV26.2 and 26.3. Hence why they are covered separately (DEV26.4) with their own level of protection and considerations.<br>Paragraph 7.72 - after 'practicable' add 'or most beneficial for biodiversity' |
| 658611 | 355 | | | Marcus Salmon | Environment Agency | Undeveloped Coast and Heritage Coast (DEV24) | 7.32 - much of the area currently designated as Undeveloped Coast in the JLP is identified within the Shoreline Management Plan (SMP) as having a policy of No Active Intervention. As such new coastal defences in these areas are unlikely to gain public funding for construction or ongoing maintenance.<br>Pleased to see clarification that development in coastal locations should consider a 'whole-life position' particularly in areas identified as subject to coastal change. Should not just be limited to the few Coastal Change Management Areas designated by DEV36 but also include parts of the coast for which the SMP recommends a policy of No Active Intervention. | No change | Subsequent conversations have been had with between EA and officers and no specific amendments are deemed necessary. |
| 864196 | 250 | Leonie Stoate | Tetlow King Planning | | South West HARP Planning Consortium | Affordable Housing (DEV7-DEV9) | Welcome reference to the most up to date definition of affordable housing.<br>The SHMA referred to is out of date as it predates the revised NPPF and requires a review in order to understand local needs in relation to the new definition of affordable housing. This will impact on the types and mix of affordable housing that the Councils can seek and prioritise. | No change | The SHMA was an evidence base document for the JLP, when we update/review the JLP we will update the SHMNA. Officers are satisfied that the SPD is guidance which complies with the revised NPPF. |
| 864196 | 251 | Leonie Stoate | Tetlow King Planning | | South West HARP Planning Consortium | Affordable Housing (DEV7-DEV9) - Affordable Housing tenure mix | The SPD looks to introduce a tenure split for affordable mix (para 4.80) which isn't in the JLP or SHMA. Also at paragraph 4.89 which requires that 20 per cent of dwellings should be provided as affordable private rent. These references should be deleted and put forward in a review of the JLP. | Change to be made in part | The wording for guidance on affordable housing tenure mix is for guidance only and to be used as a starting point for negotiation. However, officers have agreed to amend the wording so this is made clearer. |

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| 864196 | 252 | Leonie Stoate | Tetlow King Planning | | South West HARP Planning Consortium | Affordable Housing (DEV7-DEV9) - Perpetuity | The SPD makes numerous references to the need for affordable housing to be retained in perpetuity which is inconsistent with the JLP and the NPPF. Securing affordable homes for sale in perpetuity can cause issues for potential purchasers when attempting to secure mortgages and will create artificial barriers to home ownership and delivery of affordable housing in Plymouth and South West Devon. | Change to be made | Change to be made to reflect the NPPF. |
| 864196 | 253 | Leonie Stoate | Tetlow King Planning | | South West HARP Planning Consortium | DEV10.5 – Space standards and outdoor amenity space | Pleased that the SPD recognises that there may be instances where implementing the Nationally Described Space Standard would be inappropriate and flexibility may be needed. | Noted | Support welcomed. |
| 893484 | 225 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | Air, water, soil, noise, land and light (DEV2) | The SPD should acknowledge the context of such impacts explained here. For example, planning controls and conditions described in the SPD are not always necessary, particularly in commercial settings. | No change | DEV2 ensures proposed developments will not cause unacceptable on- or off – site risk or harm to human health, the natural environment or living conditions, either individually or cumulatively. This should be considered in any application, regardless of where the site is located.<br>It is for the developer to demonstrate the level of impact caused.<br>Flexibility is already considered within the SPD. For example, in relation to opening hours the SPD states "in areas where there is an intensity or concentration of night-time economy uses more flexibility may be considered and in mixed-use areas a balance will be struck between commercial activity and the protection of local amenity". The developer could provide a carefully designed noise management plan and a noise impact assessment to demonstrate that no impact will be caused and to justify why opening hours should be extended.<br>If the developer can demonstrate that no impact is caused, this would minimise the conditions applied. |
| 893484 | 233 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | APPENDIX 3: Shop fronts, including ATMs | Recommends additional working at paragraph 15.37 that acknowledges the value and flexibility that can be achieved through the development of proposed replacement shopfronts of high architectural quality and design. | Change to be made | Agree, change to be made regarding flexibility in achieving shopfronts of high architectural quality and design. |
| 893484 | 234 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | APPENDIX 4: Primary shopping boundaries and frontages | Primary shopping boundaries exclude Barcode Development and jigsaw site, the bar code should be included in city centre and Primary Shopping boundary given its contribution to the centre | No change | Both the City Centre and Primary Shopping Boundaries are defined on the adopted proposals map which forms part of the JLP and as such cannot be amended through the SPD. |
| 893484 | 235 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | APPENDIX 5: New work in conservation areas | The representation recommends that the SPD is amended to reflect the exact sentiments expressed in the NPPF in particular paras 189-202. | No change | Whilst officers welcome the feedback contained within the representation it is not the role of the SPD to reiterate verbatim the policies within the NPPF. |
| 893484 | 231 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | Delivering low carbon development (DEV32) | Inconsistency in approach for fabric based efficiencies in para 9./19 and 9.35 in comparison to para 9.24 and 9.25. Recommends SPD should be amended to clarify and incorporate the energy hierarchy in Policy DEV32 of the JLP, and enable fabric efficiencies – which are inherently sustainable – to be included within this 20 per cent reduction. SPD should recognise technical and viability constraints that may exist for particular developments, and the importance that these are taken into account when | Change to be made | The SPD does recognise the Energy Hierarchy in its approach and this is set out in the guidance for developing an Energy Strategy for a development, and reducing energy demand is always a start. The level of onsite renewable energy required will also reduce if the development is more energy efficient in the first place. It should also be remembered that the policy objectives behind DEV32.5 are not only to reduce carbon emissions but also to increase the deployment |

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| | | | | | | | considering appropriate carbon reduction measures. SPD should also acknowledge reuse of existing buildings is sustainable and be recognised when considering and assessing carbon reduction and energy efficiency requirements. | | of decentralised energy. If however it is difficult to achieve this onsite, then there is flexibility to include some energy efficiency measures towards achieving this. Further clarification has been added to the SPD text to reflect this. |
| 893484 | 227 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | Derriford Commercial Centre (PLY38) additional guidance | The City Centre should be protected and ensure Derriford Commercial Centre is complimentary to it. Point 3 of 5.43 should reference the 500sqm figure in DEV16 | No change | DEV16 sets the local threshold for the requirement of an impact assessment and is the adopted policy in the JLP. The SPD adds guidance and the figure of 1,000sqm is higher than this and also the requirement for sequential test for an retail and leisure floor space to identify a scale of floor space which warrant further consideration given it potential to have more significant impact/effect. This does not weaken the JLP policy but gives guidance on the policy consideration. |
| 893484 | 226 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | DEV16.2 – Sequential test | Need to protect the City Centre by ensuring main town centre uses are focused within the City Centre to ensure its continued vitality | Noted | Comment welcomed. |
| 893484 | 229 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | DEV18.5 - Specific impacts | Flexibility should be given to tenants who wish to include a mix of uses including A5 if it contributes to the vitality of the town centre | No change | This flexibility should be considered on a case by case basis when a change of use application is submitted based on the SPD guidance. |
| 893484 | 230 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | DEV23.6 – Landscape and Visual Impact Assessment (LVIA) | It is important that thresholds for LVIA requirements is seen as an indicative threshold for the consideration of an LVIA, and that their requirement is proportionate to the proposed development, rather than being applied arbitrarily. | No change | Officers consider that the LVIA requirements are proportionate. |
| 893484 | 232 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | PLY6.3 – Tall buildings | Suggests including reference to opportunity for tall buildings in excess of 6-8 storeys in City Centre. Suggests clarifying that an EIA may not always be required for tall building planning applications. | Error/clarification to be accommodated | Changes to be made to improve clarity. |
| 893484 | 228 | Mr Mark Underwood | Deloitte LLP | | Drake Circus Limited Partnership | Protecting local shops and services (DEV18) | Welcome the recognition of evolution of the town centre in recent years and issues such as changing consumer retail behaviour. Reiterate the importance of flexibility when considering town centre development, including that which is forward looking and enables town centres to diversify and remain relevant to consumer and local needs. | Noted | Support welcomed. |
| 961935 | 222 | | | Sally Parish | Highways England | DEV29.7 – Travel Plans | Support for the decision on travel plans and sustainable transport opportunities, together with providing a robust framework for the managing and monitoring of such measures. | Noted | Support welcomed. |
| 961935 | 223 | | | Sally Parish | Highways England | DEV29.9 – Strategic transport infrastructure | The SPD makes clear that development should, where appropriate, contribute to meeting the wider strategic transport infrastructure needs generated by the cumulative impact of development in the area, including both transport infrastructure and sustainable transport measures. Highways England notes that the SPD provides guidance relating to the use of planning obligations to secure the infrastructure required to support development, and we are satisfied that the SPD contains appropriate reference and signposting to highway design, construction management and technical approval guidance to aid developers in their consideration and submission of planning applications. | Noted | Support welcomed. |

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| 961942 | 196 | | | Ross Simmonds | Historic England | Detailed provisions relating to the Thriving Towns and Villages Policy Area (TTV) - Dartington | The SPD should contain more detail regarding the Dartington policy and Estate Framework. | No change | No further detail needed. The policy and reasoned justification is already very detailed and no further detail is required. |
| 961942 | 190 | | | Ross Simmonds | Historic England | DEV10.1 – 'Sense of place' considerations | Add references to historic environment, including use of evidence such as conservation area appraisals and management plans, upfront to "'Sense of place' considerations". | Change to be made | Officers believe this addition is useful. |
| 961942 | 192 | | | Ross Simmonds | Historic England | Development affecting the historic environment (DEV21) | Suggests changes to make language in guidance more consistent with the NPPF. | Change to be made in part | Suggested changes are useful to improve clarity. |
| 961942 | 193 | | | Ross Simmonds | Historic England | Development affecting the historic environment (DEV21) | Suggest adding link to HE guidance on pre-application assessment, conversion and maintenance of traditional and historic farm buildings and also understand how we have developed new ways of understanding the historic character, survival and use of farmsteads. | Change to be made | Link to be added. |
| 961942 | 194 | | | Ross Simmonds | Historic England | Landscape character (DEV23) | Registered Park and Gardens are a significant part of the landscape that contribute to the character and distinctiveness and are absent. They should be identified throughout the body of the text from 7.4 through to 7.19, including in the tables and the LVIA assessments.<br>Paragraph 7.62 – we welcome this text. The essence of overlapping policy areas where the historic environment comes in to play is welcome. A similar approach is advocated in other policy areas in the SPD, such as Design, Housing etc. | Change to be made | Landscape character section reviewed and updated accordingly to incorporate Registered Park and Gardens and cross reference other policies. |
| 961942 | 191 | | | Ross Simmonds | Historic England | Place shaping and the quality of the built environment (DEV20) | Embed more references to historic environment in Place Shaping section. | Change to be made | Additional references to be added. |
| 961942 | 195 | | | Ross Simmonds | Historic England | PLY6.3 – Tall buildings | Suggests including detail on the expected standard for accurate and realistic visualisations of proposals in context. | No change | Officers consider that the words used give enough clarity that accurate and realistic contextual visualisations will be required and it would be difficult and prescriptive to list detailed technical specifications for the images. |
| 962592 | 317 | Jamie Roberts | Tetlow King Planning | | Rentplus UK Ltd | Affordable Housing (DEV7-DEV9) - Affordable Housing tenure mix | Paragraph 4.79 - SPD doesn't state how 10% of the total number of homes on development sites to be available for affordable home ownership will be achieved.<br>Paragraph 4.80 – don't agree with the affordable housing tenure split between social rented homes (65 per cent) and Affordable Home Ownership tenures (35 per cent)".<br>Paragraph 4.81 - explains that 'in exceptional circumstances' where viability considerations indicate, then some rented units can be Affordable Rent "to increase overall affordable housing delivery or to meet an identified need". Can a tenure mix only be altered to meet an identified need, where viability is at issue? If so, this would restrict the Councils' ability to respond to local needs. Paragraph should be amended. | Change to be made in part | Whilst the suggested form of additional wording is not considered to be essential, we consider that there may be a case for some clarification at para 4.79 to make clear that the first 10% of the affordable housing delivered on site (as a proportion of all units delivered on site) should be secured as affordable home ownership. We do not however think that the requirement for a 65/35% split for social rented housing/affordable home ownership will prevent the delivery of at least 10% affordable home ownership products such as Rentplus, where levels of AH delivery by planning obligations fall below the full 30% policy requirement. The prioritisation of social rented products however reflects the high level of need for |

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| | | | | | | | Paragraph 4.82 - indicates that the form of affordable home ownership will be considered on a case by case basis, taking into account the requirements of the SHMNA. However, there will be instances where local indicate that a departure is justified and should be included.<br>Paragraph 4.84 bullet point 2 - inconsistent with the NPPF Annex 2.<br>Paragraph 4.84 bullet point 4 – evidence of affordability prior to the submission of a planning application and detailed in the Affordable Housing Statement accompanying the planning application is an onerous task for applicants and would be inappropriate at the outline stage when registered providers are typically not yet involved in scheme formulation. Risks stifling innovation and a wider rand of housing types and tenures coming forward. It should be made clear that this detail will either be sought at reserved matters stage or reserved by condition.<br>Paragraph 4.85 discusses the need for accommodation for essential workers. No evidence or methodology is provided to support. | | the more affordable forms of rented housing, and we consider that rent to buy models such as Rentplus meet need for affordable home ownership and are therefore best described in this way rather than being considered separately as a type of hybrid affordable housing tenure.<br>The wording for guidance on affordable housing tenure mix is for guidance only and to be used as a starting point for negotiation. However, officers have agreed to amend the wording so this is made clearer. |
| 962592 | 318 | Jamie Roberts | Tetlow King Planning | | Rentplus UK Ltd | Affordable Housing (DEV7-DEV9) - Affordable housing, service charges and other estate management charges in the Plan Area | Paragraph 4.92 seeks to cap service charges for affordable housing. Figures quoted for apartment buildings appear very low and should be reviewed as they would have a real impact upon the quality of the service and upkeep of affordable housing buildings. | No change | This guidance was put in place following consultation with Registered Providers including Rentplus. Total housing costs and affordability are key to this consideration, and there is flexibility for higher figures where justified already built in. |
| 962592 | 316 | Jamie Roberts | Tetlow King Planning | | Rentplus UK Ltd | Affordable Housing (DEV7-DEV9) - DEV8.2 | Welcomes the SPD, but there are detailed aspects which should be reviewed and amended to ensure that the SPD is workable and can facilitate the delivery of rent-to-buy as an important part of the overall tenure mix. Councils must optimise the delivery of affordable housing in all its tenures and Rentplus works closely with authorities, stakeholders and developers to help achieve this wider aim. | Noted | There is adequate flexibility to allow us to respond to accepting RP. Comments noted. |
| 962592 | 319 | Jamie Roberts | Tetlow King Planning | | Rentplus UK Ltd | DEV8.1 – Overall housing mix | Recommend paragraph 4.18 is deleted which seeks to achieve variety in the mix of sizes of dwellings. The mix requirement is convoluted and could result in contrived design solutions to achieve this. Mix should respond to specific local circumstances. DEV8 sets the NDSS. | Change to be made | Paragraph removed. |
| 962592 | 320 | Jamie Roberts | Tetlow King Planning | | Rentplus UK Ltd | DEV8.1(i) – Redressing imbalance | Paragraph should be amended to explain that outline permissions will be subject to conditions to require the submission of details of housing mix concurrent with each relevant reserved matters application. This will enable the Councils to retain control over the housing mix but also provide flexibility to applicants and Registered Providers to respond to specific housing needs. Fixing a housing mix at the outline stage makes it difficult to respond to changing market circumstances. | Change to be made | The LPA requires an applicant to agree mix at reserved matters and does not seek to fix a mix at outline stage. Agree to reword paragraph 4.25. |
| 962837 | 427 | | | Mrs Corine Dyke | Natural England | APPENDIX 6: Additional guidance for DEV26 | Paragraph 18.3 - advise that the recognised wording as set out in the Habitats Regulations is used which requires proposed development (alone or in-combination with other development) will not have a likely significant effect on the | Change to be made in part | Changes to be made as recommended, however the change at 18.5 is deemed unnecessary. |

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| | | | | | | | integrity of European Sites.<br>Paragraph 18.4 - include here that mitigation measures cannot be taken into account at this stage.<br>Paragraph 18.5 - The agreed strategic approach to HRA regarding the South Hams SAC could be mentioned here as well, as discussed in greater detail further on in the appendix too.<br>Paragraph 18.13 - In the second sentence, 'new residents' should be replaced with 'new residential and tourist development'.<br>Paragraph 18.14 - Recommend replacing 'including which mitigation sums from development are required to contribute towards mitigation' with the following: 'how new development can contribute to the strategic mitigation solution, rather than undergoing separate HRA and delivering bespoke mitigation' or similar. Will there be a link to the agreed mitigation plan in this section of the SPD?<br>Paragraph 18.23 Does the plan area benefit from a Coastal Concordat? If so then this could be explained here as it will simplify matters for developers. If not, then maybe you would like to consider adopting a Coastal Concordat. | | |
| 962837 | 416 | | | Mrs Corine Dyke | Natural England | DEV2.1 and DEV2.2 – Air | Air pollution is not only created by traffic but also agricultural developments such as slurry stores and anaerobic digesters. Reference to the DEFRA tool for calculating air quality impacts from such developments should be added. | Change to be made | Reference to agricultural development and its impact on air quality to be added to the SPD highlighting possible need for a Simple Calculation of Atmospheric Impact Limits (SCAIL) assessment as part of an Air Quality Assessment. |
| 962837 | 418 | | | Mrs Corine Dyke | Natural England | DEV23.6 – Landscape and Visual Impact Assessment (LVIA) | Para 7.14 recommends explanation that a key purpose of the assessment is firstly to show what possible landscape impacts would result from the proposal and then how the development would avoid or mitigate these impacts. Recommends landscape assessment table being expanded to include scenarios of lower or unknown height and smaller scale developments. This paragraph should also refer to the assessment of cumulative impacts. | Change to be made | Agree to amend the table to include the requirement for an LVIA which will be judged on a case-by-case basis. |
| 962837 | 419 | | | Mrs Corine Dyke | Natural England | DEV23.7 – Avoidance, mitigation, compensation and enhancements | Para 7.18 Advises that minimising impacts is not a separate item in the hierarchy but is a way of mitigating impacts - and thus on a par with other ways of mitigating impacts. Advises including the points made under minimise under the mitigate heading. | Change to be made in part | Change to be made to split 'avoid into two sections (i. avoiding altogether and ii/ minimise). |
| 962837 | 420 | | | Mrs Corine Dyke | Natural England | DEV24.1 and DEV24.2 – Coastal location | Paragraph 7.27 – 7.32 - welcomes the clarity provided regarding development in coastal locations in respect of landscape impact but want further clarity on the acceptability of coastal development with regard to coastal change. | No change | The paragraphs identified relate to the landscape character policy, however, DEV36 provides the additional detail requested by NE. |
| 962837 | 422 | | | Mrs Corine Dyke | Natural England | DEV25.3 – Major developments in the AONBs | Recommend that it is clarified what is meant by harm and significance. | No change | The amendment proposed in response to comment 82 partly addresses comment 422. It is not possible or appropriate to provide more detailed advice in the SPD. This can be found in the AONB Management Plan and would be a judgement made by a landscape professional. |

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| 962837 | 425 | | | Mrs Corine Dyke | Natural England | DEV26.2 - Nationally significant sites for nature conservation | Paragraph 7.80 - The zones around SSSIs and NNRs are Impact Risk Zones (IRZ). It may be useful to add in footnote 132 that the website is called 'Magic'. It would also be useful to include some text about ancient or veteran trees. | Change to be made | Officers agree the changes will be useful. Changes to be added. |
| 962837 | 426 | | | Mrs Corine Dyke | Natural England | DEV26.5 – Biodiversity Net Gain | Para 7.87 recommends also quoting the Government's 25 Year Environment Plan in this context.<br>Para 7.86 - welcomes this section and specifying a minimum percentage for biodiversity net gain and metric to use.<br>Para 7.88 - Welcomes text about forthcoming Environment Bill. However recommends adding that if and when the bill is on the statute books, the LPA will not only encourage but also ensure that appropriate net gain is delivered. Suggests referencing the forthcoming simplified metric calculator tool, which could be used once published. Could mention the ECOP approach will be used until a simplified metric calculator is available.<br>Para 7.89 - Advises revising this paragraph. It should be made clearer that biodiversity net gain is in addition to not just compensation but also to mitigation.<br>Para 7.90-7.100 - recommends articulating whether priority is to be given to net gain delivery on-site or to use net gain to deliver area-wide biodiversity aspirations. The Defra metric is weighted to favour on-site delivery.<br>Could provide guidance on how the LPA intends development to contribute to net gain where it is not possible to deliver on-site or the developer does not have access to land off-site where this can be achieved, such as through the purchase of biodiversity "units" from the LPA or from a third party. Defra net gain metric has a column which considers "strategic significance" of each habitat and weights losses and creation/enhancement higher if they are "Within area formally identified in local strategy".<br>It would be useful to clearly list within the SPD which "Local Strategies" (and which areas or habitats within these, if appropriate) this high value would apply to. Additionally we suggest that you may wish to specify when a management plan and/or monitoring will be required to secure the proposed habitats to the necessary condition by a target time. Paragraph 7.105 We recommend that you add something about the time it would take to develop the biodiversity value. | Change to be made | Various changes in response to comments on BNG agreed. However, with reference to paragraphs 7.90-7.100 - officers consider that the approach to offsite compensation is already set out in table 19, and set out in Appendix 6 18.50 point.5. |
| 962837 | 415 | | | Mrs Corine Dyke | Natural England | Introduction | Recommend that reference is made to update the SPD where significant changes occur to reflect best practice, strategic solutions or monitoring outcomes. | No change | The ability to update the SPD is mentioned in the introduction. |
| 962837 | 417 | | | Mrs Corine Dyke | Natural England | Landscape character (DEV23) | Paragraph 7.8 The diagrams are not clearly written and require some revision to enhance their clarity. The circle format with different backgrounds is also not easy to read. | Change to be made | Graphics to be reviewed to improve legibility. |
| 962837 | 421 | | | Mrs Corine Dyke | Natural England | Nationally protected landscapes (DEV25) | Advise to strengthen the reference to Dartmoor National Park. | Change to be made | Reference to Dartmoor National Park to be added. |
| 962837 | 423 | | | Mrs Corine Dyke | Natural England | Protecting and enhancing biodiversity and | Requests for clarity to various sections of DEV26. | Change to be made | Changes to be made to improve clarity. |

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| | | | | | | geological conservation (DEV26) | | | |
| 962837 | 424 | | | Mrs Corine Dyke | Natural England | Protecting and enhancing biodiversity and geological conservation (DEV26) | Concerned the text on the page 123 diagram is unclear/confusing, also uses unexplained acronyms. Queries representation of mitigation and compensation within the diagram. | Change to be made | Diagram to be updated to improve clarity |
| 1002062 | 239 | | | Heather Elgar | Woodland Trust | Community food growing and allotments (DEV5) | Welcomes the recogntion of trees in para 3.97. | Noted | Support welcomed. |
| 1002062 | 238 | | | Heather Elgar | Woodland Trust | DEV2.1 and DEV2.2 – Air | Welcome the inclusion of trees and landscaping features as potential measures to improve air quality under 3.25 but suggest amending slightly which would nullify the need for where appropriate. | Change to be made | Agree the change to include reference to the right tree/landscaping feature in the right place. |
| 1002062 | 240 | | | Heather Elgar | Woodland Trust | DEV20.5 – Landscape design | Suggests alternative wording of para 6.26: 'Special care will need to be given to the location and species mix of trees to ensure every planted tree has the best potential to reach maturity and contributes to healthy ecological networks' to better reflect the principle of 'the right tree in the right place' and to ensure that the contribution of individual trees to the wider (urban) forest is considered. | Change to be made | Agree to change wording to better reflect the principle of 'right tree in the right place'. |
| 1002062 | 242 | | | Heather Elgar | Woodland Trust | DEV26.5 – Biodiversity Net Gain | Welcomes paragraph 7.105 re: Biodiversity Net Gain principles, suggests inclusion of reference to 'ecosystems approach' to reinforce multiple benefits. | Change to be made | Suggestion is useful and to be included |
| 1002062 | 244 | | | Heather Elgar | Woodland Trust | DEV32.6 – District energy networks | Supports opportunities for district heating. Acknowledges challenges to retrofitting new urban trees due to underground services and encourages working with utilities for opportunities for new trees during maintenance and upgrades. Ground sources heat pumps might provide opportunities for above-ground green corridors. | Noted | Noted. No changes proposed. |
| 1002062 | 241 | | | Heather Elgar | Woodland Trust | Protecting and enhancing biodiversity and geological conservation (DEV26) | Suggests inclusion of reference to ancient and veteran trees in paragraph 7.66. | No change | Paragraph 7.66 relates to the hierarchy of protected sites - ancient and veteran trees are covered in policy DEV28 and the related DEV28 section of the SPD. |
| 1002062 | 237 | | | Heather Elgar | Woodland Trust | Sustainable Development and the Climate Emergency | Welcomes the principles at 2.4 which reflect the importance of a sustainable spatial strategy in response to the Climate Emergency but reference should be made of the role of green infrastructure in adaptation and resilience. Recommend amending 2.12 to read: '...an explicitly recognised link between the sustainable characteristics of development and climate change mitigation and adaption, ...' to better reflect the need for decarbonisation, carbon drawdown and building resilience and adaptation to climate change, rather than solely carbon reduction. | Change to be made | Change to be made to improve clarity. |
| 1002062 | 243 | | | Heather Elgar | Woodland Trust | Trees, woodlands and hedgerows (DEV28) | Generally supportive of the document has asked that the word ' biodiversity' be included, a reference added to ancient woodland/tree section and assurance on use of | Change to be made in part | 7.147 it is agreed that the word 'biodiversity' should be added to the 3rd bullet point after providing shade'. 7.150 the suggestion to allow for an increased root |

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| | | | | | | | native species and trees sourced where possible from UK and Ireland with sound biosecurity measures. | | protection area for ancient and veteran trees is noted.<br>7.165 it is agreed that it would be useful to add a reference to 'Planners' Manual for Ancient Woodland and Veteran Trees (Second Edition)' in the table under Impacts of nearby development section.<br>7.176 the adopted Plan for Trees and the associated Delivery Programme states new planting will be responsibly sourced and good practice followed in relation to biosecurity and aims to use native trees where possible/practical. |
| 1002187 | 8 | Lucy Bartley | Wood | | National Grid | General | No specific comment. | Noted | Noted. |
| 1002187 | 34 | Matt Verlander | Avison Young | | National Grid | General | No specific comment. | Noted | Noted. |
| 1002212 | 176 | | | Mike Deaton | Devon County Council | Approach to development delivery and viability, planning obligations and the Community Infrastructure Levy (DEL1) | Clarity needed to para 12.12 of how S106 will be split to 'other' strategic infrastructure needs | No change | It is not possible to set out the apportioning of S106 contributions towards different infrastructure needs for individual planning applications as part of the SPD. The assessment will be on a case by case basis and must take account of needs and capacity, development impacts and mitigation required. |
| 1002212 | 163 | | | Mike Deaton | Devon County Council | DEV2 - Night-time economy (agent of change) | Suggestion to include mining and waste management operations to 'agent of change' definition.<br>Para 3.48 misquotes NPPF 182 by referring to industrial/commercial should be businesses and community facilities. | Change to be made | The NPPF paragraph 182 does not explicitly say what new development is. The SPD has focussed the 'agent of change' principle towards the live music venue scene, however officers agree that the 'conflict' could occur between other uses and so text to be amended to widen the references of use.<br>Reference to the NPPF corrected. |
| 1002212 | 162 | | | Mike Deaton | Devon County Council | DEV2.1 and DEV2.2 – Air | Suggest adding extra bullet point to paragraph 3.25 as a catch-all for any other improvements. Suggested text 'any other improvements that would address the specific local air quality issues'.<br>DCC have existing schemes to improve air quality issues in South Hams and West Devon.<br>Paragraph 3.26 needs further clarification as to how damage caused by emissions is calculated, mitigated and implemented.<br>Clarification needed on what is major development and if it applies to minerals, waste and highways development. | Change to be made | Agree to add bullet point as a 'catch all'.<br>With regards to County Matters applications, officers do not believe the SPD could be used for these types of applications, however air quality impacts of waste and mineral operations still have to be considered and DCC/Dartmoor National Park policies should cover these elements. The impacts from waste and mineral applications on air quality will not only be the impacts by way of road travel but also the dust and other fugitive emissions.<br>Reference added to national guidance on the calculation of costs. |
| 1002212 | 166 | | | Mike Deaton | Devon County Council | DEV21.2 – Designated heritage assets | Suggested text change to para 6.52 to say 'preserve' not 'reserve'. | Error/clarification to be accommodated | Spelling to be corrected. |
| 1002212 | 167 | | | Mike Deaton | Devon County Council | DEV21.2 – Designated heritage assets | Following initial consultation with the relevant officers, various levels of archaeological assessment and evaluation may be required to inform a development proposal prior to the submission of a planning application. Suggest adding additional text to end of para 6.70 …. 'to inform a development proposal prior to the submission of a planning application.' | Change to be made | Change to be made as it would be beneficial to ensure historic environment officers are engaged early in those development proposals (including pre-app proposals) where existing archaeology may be known or where archaeological potential may exist and would alert developers to be cognisant of archaeological planning requirements. |

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| 1002212 | 168 | | | Mike Deaton | Devon County Council | DEV21.3 – Non-designated heritage assets (NDHAs) | Suggest include archaeological coverage to flow chart on page 101 to improve consistency. | No change | Officers consider this is already adequately covered in previous paragraphs and that adding it to the flow chart will add confusion to the flow chart. The flow chart points applicants to the HER and other sources to establish the potential for archaeological remains that should be treated as non-designated heritage assets. |
| 1002212 | 170 | | | Mike Deaton | Devon County Council | DEV31.3 – Site Waste Management Plan (SWMP) | Add text that refers to policy W4 of the Devon Waste Plan requiring waste audits for all major development in West Devon and South Hams. | Change to be made | Reference to W4 of the Devon Waste Plan is already within the document, however further references have been added. |
| 1002212 | 172 | | | Mike Deaton | Devon County Council | DEV32.1 – Minimising natural resources in development | DEV32 refers to minimising use of natural resources but needs to be referenced in the guidance of the policy at 9.6. | No change | Additional reference to minimising use of natural resources here is unnecessary. |
| 1002212 | 174 | | | Mike Deaton | Devon County Council | DEV35.2 and DEV35.7 – Flood Risk Assessment/Drainage Strategy requirements | Suggests paragraph 9.79 should mention the DCC groundwater monitoring policy in the infiltration section. Information on this is available on the DCC website (https://www.devon.gov.uk/floodriskmanagement/planning-and-development/suds- guidance/) | Noted | Reference to DCC suds policy including groundwater monitoring is already included within the document. |
| 1002212 | 175 | | | Mike Deaton | Devon County Council | DEV35.4 – Surface water drainage hierarchy | Recommends change to wording in paragraph 9.90 as DCC would not allow unlimited discharge to watercourses and current text implies it would allow. | Change to be made | DCC to be consulted regarding discharge rates to watercourses outside of PCC where an unlimited surface water discharge may not be acceptable. |
| 1002212 | 165 | | | Mike Deaton | Devon County Council | Development affecting the historic environment (DEV21) | Suggested text change to paragraph 6.42 from 'considered' to 'consulted' with a caveat to say online data is not up to date.<br>Consult County Council Historic Environment team for developments with an impact on heritage or setting. | Change to be made | Agree to make the change. |
| 1002212 | 160 | | | Mike Deaton | Devon County Council | Introduction | It should be made clear that Devon County Council is the planning authority outside Plymouth for Waste and Minerals. DCC's adopted Minerals and Waste Plans will take primacy in relation to associated mineral and waste development outside Plymouth, although the JLP and SPD will be material planning considerations. DCC has their own validation list and pre-app service. | Change to be made | Additional references to the role of DCC to be added. |
| 1002212 | 169 | | | Mike Deaton | Devon County Council | Landscape character (DEV23) | Paragraph 7.5 link 109 needs updating to show document dated June 2018 not Feb 2017. | Change to be made | Link to be updated. |
| 1002212 | 164 | | | Mike Deaton | Devon County Council | Maintaining a flexible mix of employment sites (DEV14) | Policy M2 protects sites for mineral extraction in Devon Minerals Plan and should be set out within the document. Make explicit that sites outside Plymouth should demonstrate alternative requirements in the Minerals Plan. Refer to policy W10 of Devon Waste plan in the SPD. SPD should also state that para 5.5. does not apply outside of Plymouth. | Error/clarification to be accommodated | Changes to be made to improve clarity. |
| 1002212 | 173 | | | Mike Deaton | Devon County Council | Managing flood risk and water quality impacts (DEV35) | Suggests adding the following wording to para 9.73 to provide clarity: DCC maintains, applies and monitors a strategy for local flood risk management in Devon. The high level strategic document outlines the responsibilities of the Risk Management Authorities in Devon and how they are working in partnership to coordinate local flood risk management. Accompanied by a suite of supporting | Change to be made | Changes to be made to improve clarity. |

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| | | | | | | | documents and guidance, this covers SuDS and Land Management Guidance, engaging with communities and preparing for floods, responding to flood events, collaborating on flood risk studies; and investing in flood management improvements'. | | |
| 1002212 | 161 | | | Mike Deaton | Devon County Council | Sustainable Development and the Climate Emergency | Delete 'local' from second line para 2.13. | Error/clarification to be accommodated | Agree to amend and delete the word 'local' in para 2.13. |
| 1002212 | 171 | | | Mike Deaton | Devon County Council | Waste management (DEV31) | Supports signposting to policy W4 in para 8.99. | Noted | Support welcomed. |
| 1002354 | 11 | | | Howard Asbridge | | Prioritising growth through a hierarchy of settlements (TTV1) | Proposes an alternative application of local connection restrictions as applied through the settlement hierarchy, which is more restrictive than currently outlined. | Change to be made | The SPD does not seek to rewrite the local connection requirements used by Registered Providers or through the Devon Home Choice allocations policy. The local connection requirements contained within the SPD refers to open market housing, and not affordable housing - reference is made to Housing Needs Surveys, which only identified affordable housing need, and not the more general open market need.<br>How and where local connection requirements are applied throughout the settlement hierarchy will be reviewed in connection with TTV1 and TTV25, so the issues raised will in this comment will be considered as part of that process. |
| 1002444 | 224 | | | Gill Claydon | Stokenham Parish Council | General | Concern that the wildlife and ecological aspects were not addressed and the policy interpretation firm enough. | No change | Officers believe that the wildlife and ecological aspects is adequately addressed within the Natural Environment chapter. |
| 1002497 | 279 | | | Dan Janota | Dartmoor National Park Authority | Protecting and enhancing biodiversity and geological conservation (DEV26) | Comments relate to Tamar EMS Zone of Influence extending into Dartmoor NPA, and how this effects their Local Plan, etc | No change | Officers, with advice from Natural England, consider that the approach to identifying the Plymouth Sound and Estuaries Zone of Influence is robust and appropriate. It will be for Dartmoor National Park, with advice from Natural England, to identify how to address increased recreational impacts arising from Dartmoor's Local Plan. |
| 1002518 | 2 | | | Martyn Dunn | South West Water | General | No specific comment. | Noted | Noted. |
| 1002559 | 54 | | | Janet Smallcombe | Tavistock Town Council | Affordable Housing (DEV7-DEV9) | Links to the affordable housing section need better clarity. | Change to be made | Agree to amend, additional reference to the paragraph numbers will improve legibility and clarify the meaning. |
| 1002559 | 55 | | | Janet Smallcombe | Tavistock Town Council | Affordable Housing (DEV7-DEV9) - Affordability of housing in the TTV Area | Paragraph 4.68 seems to overstate the problem. Band D is 'Low Housing Need'. We suggest that, to enable proper comparison with the PPA the TTV Area uses Band A-C. | Not applicable | This comment relates to Devon Home Choice rather than planning considerations and so cannot be addressed by the SPD. |
| 1002559 | 56 | | | Janet Smallcombe | Tavistock Town Council | Affordable Housing (DEV7-DEV9) - Affordable housing thresholds in the Plan Area | There is much evidence to show that 'Extra Care' is capable of being a C2 use class or a mix of C2 and C3. | Change to be made | When determining whether proposals fall into the C2 (Residential institutions) or C3 (dwelling houses) classes, consideration will be given to "the level of care and scale of communal facilities provided". Amendment to SPD to be made to clarify this position. |
| 1002559 | 59 | | | Janet Smallcombe | Tavistock Town Council | Affordable Housing (DEV7-DEV9) - Affordable housing, | Inappropriate for a SPD to set charge caps. | No change | Charge caps are included as a guide only. |

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| | | | | | | service charges and other estate management charges in the Plan Area | | | |
| 1002559 | 57 | | | Janet Smallcombe | Tavistock Town Council | Affordable Housing (DEV7-DEV9) - DEV7.2 | DEV7.2 says nothing about 20 per cent being acceptable in a Build to Rent scheme. The SPD cannot make new policy. | Change to be made | Wording amended. |
| 1002559 | 58 | | | Janet Smallcombe | Tavistock Town Council | Affordable Housing (DEV7-DEV9) - DEV8.2 | 4.78 - there is no reference in DEV8.2 to gross internal area of over 1,000 sq,m. The SPD cannot make new policy. Also, the way the paragraph is written, implies that schemes of 6-10 homes under 1,000 sq.m. GIA will not be required to make Affordable Housing contributions. Is that the intention? | Change to be made | Sentence to be included that developments of 6-10 units will require off-site financial contribution as per paragraph 4.110.<br>Reference to 1,000sqm threshold removed for clarity and to avoid confusion. |
| 1002559 | 60 | | | Janet Smallcombe | Tavistock Town Council | Affordable Housing (DEV7-DEV9) - Off-site provision and commuted sums in the Plan Area | 4.111 - the fourth bullet point appears to be an entirely new policy, unrelated to anything in the JLP and the 'squared' should be 'square'. | Change to be made | Error to be corrected with regard to 'squared' and 'square'.<br>Reference to 1,000sqm threshold removed for clarity and to avoid confusion. |
| 1002559 | 110 | | | Janet Smallcombe | Tavistock Town Council | APPENDIX 2: Specific materials for the Plan Area | Suggests SPD is contradictory on which colours should be used for new development. | Change to be made in part | Reference to colour to be removed at 14.7. Whilst interesting history, on reflection officers believe it may be unhelpful to include reference to colour in this context. |
| 1002559 | 111 | | | Janet Smallcombe | Tavistock Town Council | APPENDIX 4: Primary shopping boundaries and frontages | The Primary Shopping Frontage shown in the SPD Appendix 4 varies significantly from that described in the evidence base (the Retail Study, PBA). | Error/clarification to be accommodated | This is an error to be amended to reflect the Joint local Plan evidence base before the final SPD is adopted. Clarification will also be added to ensure it's clear that the Primary Shopping Area and Centre Boundaries are the same thing. |
| 1002559 | 112 | | | Janet Smallcombe | Tavistock Town Council | APPENDIX 6: Additional guidance for DEV26 | 18.15 - Not normally possible for a condition to require payment of a sum of money. This should be achieved by a S106 Obligation, as noted in Type 4 in the Table at paragraph 12.36.<br>18.24 - Although this is not in Tavistock, we note that six roosts are identified on the plan. | Change to be made in part | Comment refers to the mechanism of taking a sum from development to mitigate in-combination recreational impacts on the Plymouth Sound and Estuaries EMS. Taking the sum by condition is referenced in paragraph 18.15 in the SHDC and WDBC area. This method of taking the sum has been informed by legal advice, however SHDC and WDBC are soon to commence securing and taking this sum by Unilateral Undertaking/s106. |
| 1002559 | 102 | | | Janet Smallcombe | Tavistock Town Council | Community energy (DEV34) | Supports policy DEV34 especially community energy projects. | Noted | Support welcomed. |
| 1002559 | 52 | | | Janet Smallcombe | Tavistock Town Council | Community food growing and allotments (DEV5) | Are there any cities outside Plymouth in the plan area? | Not applicable | No cities outside of Plymouth. |
| 1002559 | 77 | | | Janet Smallcombe | Tavistock Town Council | Cornwall and West Devon Mining Landscape World Heritage Site (DEV22) | The Cornwall and West Devon Mining Landscape World Heritage Site SPD needs review and update due to out-of-date links in the document. | Not applicable | This comment refers to the need to update the WHS SPD and is outside the remit of the SPD. |
| 1002559 | 109 | | | Janet Smallcombe | Tavistock Town Council | DEL1.3 – Planning obligations | Tavistock Town Council is concerned about the inadequacy of the S106 process to deliver infrastructure in the Town and asks that local planning authorities institute an annual publication of S106 Implementation programmes, setting out | No change | The S106 process is subject to Government legislation and guidance.<br>The councils are required to prepare Infrastructure Funding Statement from December 2020.<br>Infrastructure funding statements are required to set |

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| | | | | | | | clearly what infrastructure is to be delivered to mitigate the impact of developments. | | out the infrastructure projects or types of infrastructure that the authority intends to fund, either wholly or partly, by the levy or planning obligations, though this will not dictate how funds must be spent and in turn collected. |
| 1002559 | 61 | | | Janet Smallcombe | Tavistock Town Council | Delivering high quality housing (DEV10) | Supports the Building for Life principle and guidance but the SPD and JLP doesn't seem to follow this. Would value a clear statement of the authorities' own design requirements in the form of a Design Guide incorporated into this SPD, rather than referring to third party documents. Paragraphs 4.119 and 4.120 use terms such as 'have regard to' and 'consider'. Will applications that do not comply with the guidance in these third party documents be refused permission? If not, then 'having regard to' and 'consider' are insufficient to achieve this. The necessary requirements should be built into a design framework in the SDP itself and applicants should be 'required' to incorporate them. | No change | The words used are consistent with policy DEV20 which says that larger scale development should seek to address Building for Life criteria or a similar design framework. The words are considered proportionate as they are related to the scale of development and also give flexibility for the use of the other recognised design assessment frameworks such as that in the government's National Design Guide. It is considered that there is sufficient design guidance within the SPD and its appendices, considering the scope and role of the document and balanced with the need to keep the document focused and as streamlined as possible, and to avoid undue repetition or duplication, for example by including guidance readily available elsewhere within the body of the document. |
| 1002559 | 97 | | | Janet Smallcombe | Tavistock Town Council | Delivering low carbon development (DEV32) | 9.4 Not clear and helpful for the reader to use third party documents to interpret meaning of policy. Strongly recommends either extracting all third party documents that supplement policy or the documents should be referred to as 'suggested reading'.<br>'read in conjunction with ...', gives the documents a status that they cannot possibly have. Same point as above in relation to third party documents. | Change to be made | Officers have relocated some of the suggested reading to the relevant part of the policy, rather than introduce this at the beginning, to make the introduction simpler and easier to navigate. |
| 1002559 | 98 | | | Janet Smallcombe | Tavistock Town Council | Delivering low carbon development (DEV32) | Support diagram 9.5 however SPD needs to define 'major' and 'minor'. | Change to be made | Further clarification has been added around expectations, including clarification that Householder applications will not be subject to the same requirements. |
| 1002559 | 62 | | | Janet Smallcombe | Tavistock Town Council | DEV10.4 – Residential annexes | 4.126 In the second line, 'principle' should be 'principal' | Error/clarification to be accommodated | Spelling to be corrected. |
| 1002559 | 63 | | | Janet Smallcombe | Tavistock Town Council | DEV10.5 – Space standards and outdoor amenity space | 4.137 It is common practice to specify a minimum garden length (10 metres) as well as an area. | No change | Paragraph 4.139 allows for flexibility to be used when considering minimum standards and to consider site specific circumstances. |
| 1002559 | 64 | | | Janet Smallcombe | Tavistock Town Council | DEV10.6 – Development of garden space | The definition of Previously Developed Land only includes gardens outside built up areas. | Error/clarification to be accommodated | Wording added for clarification. |
| 1002559 | 65 | | | Janet Smallcombe | Tavistock Town Council | DEV10.8 – Standard of accommodation (HMOs) | Suggested minor changes to the text in paragraph 4.166 to clarify the wording and the identification of a typo in paragraph 4.167. | Error/clarification to be accommodated | These comments are helpful. A minor change will be made to paragraph 4.166 to address concerns regarding the ambiguity of the word 'might'. The spelling mistake in paragraph 4.167 will be corrected as suggested. |
| 1002559 | 66 | | | Janet Smallcombe | Tavistock Town Council | DEV14.1 – Change of use of existing employment sites | Marketing Campaigns for employment sites should not be 'clouded' by marketing for other uses such as retailing. | Not applicable | The JLP LPAS are not able to control how buildings are marketed although proposed changes of use would need to demonstrate that the building was marketed for employment uses and that any other proposed uses |

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| | | | | | | | | | were subject to appropriate planning permissions. However, if the marketing campaign that is presented to the LPA as evidence does not provide a fair opportunity for employment occupiers to take the premises, the LPA may take this into account when deciding if the change of use should be allowed. |
| 1002559 | 68 | | | Janet Smallcombe | Tavistock Town Council | DEV15.5 – Garden centres and farm shops | 5.18 is wrong and should be removed and is contrary to policy as the JLP specifies that the area of supply should be the 'host' parish and adjoining parishes. | Change to be made | DEV15.5 states that 75 per cent of produce should be from the immediate and adjoining parishes and whilst the world should will allow some flexibility when making judgements, text to be updated. |
| 1002559 | 69 | | | Janet Smallcombe | Tavistock Town Council | DEV16.3 – Impact assessments | Term gross is synonymous with industry term net retail. Absence of definition in JLP the SPD should have a glossary defining gross, gross retail and net retail. | Change to be made in part | The terms gross and net have defined meanings and as such specific definition in the SPD is not required, however, a slight change will be made to the SPD to state that the NPPG defines gross floorspace. The SPD does not have a glossary. |
| 1002559 | 71 | | | Janet Smallcombe | Tavistock Town Council | DEV18.1 – Retail hierarchy | Paragraph 5.55 - if numbers, length and size proportions etc. are important aspects of the LPA's decision making, then it is important to provide full guidance on what is meant by each of these measures | No change | Terms used in paragraph 5.55 are considered suitably clear and further guidance is not considered necessary. |
| 1002559 | 72 | | | Janet Smallcombe | Tavistock Town Council | DEV18.5 - Specific impacts | Clarify wording in para 5.56 to refer to A5 uses | Change to be made | Agree, reference to A5 take-away uses to be added. |
| 1002559 | 46 | | | Janet Smallcombe | Tavistock Town Council | DEV2 - Night-time economy | Comments related to outside areas, smoking shelters and street cafes do not appear to relate to Policy DEV2 so should the comments be relocated elsewhere. | Change to be made in part | The guidance on the night-time economy and street cafes is useful. For clarity however, additional links have been added cross-referencing to this section. |
| 1002559 | 47 | | | Janet Smallcombe | Tavistock Town Council | DEV2 - Street cafes | Guidance related to street cafes doesn't appear to relate to DEV2 and would be almost impossible to achieve in Tavistock. | Change to be made in part | The initial section of paragraph 3.64 makes it clear that the bullet points are considerations, it does not say that permission will be refused if they fail to meet every point. Paragraph 3.65 is clear that this relates to outdoor cafes.<br>The guidance on the night-time economy and street cafes is useful. For clarity however, additional links have been added cross-referencing to this section. |
| 1002559 | 43 | | | Janet Smallcombe | Tavistock Town Council | DEV2.1 and DEV2.2 – Air | 3.21 - 'Minimise' and 'having no significant impact on' are not the same thing. One can demonstrate that you have minimised impact but it could still be significant. It is vital to maintain consistency between the JLP and the SPD.<br>3.25 - Do the local planning authorities really mean "all developments"? Does this include applications for extensions, new sheds etc, single house plots/replacement dwellings? It is unreasonable to expect all of these to prepare Travel Plans, Green travel vouchers etc.<br>3.26 - The glossary for the JLP says that Major Development is to be defined in the SPD. It is not, which is a major omission with potentially-serious consequences. For the avoidance of doubt and consistency with other policies, the definition of 'major' should cover developments for town centre uses of 250 sq.m. or more | Change to be made in part | 3.21 - The respondent is correct that a development's impacts could be minimised but still significant and still justify refusal on air quality grounds. Change to be made to improve clarity.<br>3.25 - Where after mitigation proposed a development is still assessed as having a significant impact on air quality in accordance with relevant technical guidance, this would still be against our core policy and as such the development would not be supported. However developments may individually be acceptable but cumulatively create a significant impact, as such there is a need that all developments which create additional traffic should consider their impacts and how to minimise/mitigate these.<br>3.26 - the JLP states only that in some cases, for a particular policy, major development may be specifically defined in an SPD, not that it will. |

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| 1002559 | 44 | | | Janet Smallcombe | Tavistock Town Council | DEV2.1 and DEV2.3 – Water | 3.29 - this seems to be a new policy rather than interpretation. Interruption of water supplies may be a material consideration but is not to be covered by DEV2.3. | No change | DEV2.1 and DEV2.3 both cover this topic and so is appropriate to include guidance. |
| 1002559 | 45 | | | Janet Smallcombe | Tavistock Town Council | DEV2.1 and DEV2.5 – Land | Seeks clarity over 'where appropriate' means when applying DEV2.5. | No change | Paragraph 3.35 provides clarity on 'where appropriate' for DEV2.5 - where a contamination assessment has been undertaken, or where there is a risk of contamination and a Phase 1 study has been required. |
| 1002559 | 76 | | | Janet Smallcombe | Tavistock Town Council | DEV21.2 – Designated heritage assets | The representation correctly identifies an absence of CAA's and CAMP's across West Devon. It also queries delays in public consultation on the CAA update and new CAMP for Tavistock. | Not applicable | The production of CAAs and CAMPs is outside the remit of the SPD. |
| 1002559 | 79 | | | Janet Smallcombe | Tavistock Town Council | DEV23.3 – High quality design | 7.11 - Support for the Landscape Character Assessment for West Devon being included but this is draft and over 3 years old? Could the Plymouth User Guide be incorporated into the West Devon Document to make it more user friendly?<br>7.12 - does not reference World Heritage Sites only conservation areas. Needs to recognise importance. | Change to be made | Plymouth LCA user guide to be referenced and World Heritage Sites to diagram. |
| 1002559 | 80 | | | Janet Smallcombe | Tavistock Town Council | DEV23.6 – Landscape and Visual Impact Assessment (LVIA) | Table 17 - how does the local planning authority intend to determine when a site is 'within' a Main Town, such as Tavistock without settlement boundaries? | No change | Apply paragraph 5.5 of the JLP, which requires a character assessment of whether a site is considered to be 'within the built up area'. |
| 1002559 | 82 | | | Janet Smallcombe | Tavistock Town Council | DEV25.3 – Major developments in the AONBs | The JLP states that 'major development' will be defined in the SPD. It is not. This needs to be rectified. | Change to be made in part | The JLP does not state that it will define major development. However amendment to be made to improve clarity. |
| 1002559 | 84 | | | Janet Smallcombe | Tavistock Town Council | DEV26.4 - Protected species, Priority Habitats and Species and associated planning policy and legislation | Support for reference to hedgerows as Priority Habitats in paragraph 7.84. | Noted | Support welcomed. |
| 1002559 | 85 | | | Janet Smallcombe | Tavistock Town Council | DEV26.5 – Biodiversity Net Gain | Welcomes requirement of the measures for biodiversity for minor developments.<br>Encourages additional measures but need a way of achieving this.<br>DEV26.5 relates to major development but its application cannot be extended to minor developments by SPD, would need a DPD. | No change | DEV26.5 does reference 'enhancements for wildlife' within the built environment at all scales of development, and the language in paragraphs 7.88 and 7.96 to 7.102 is couched in terms of 'encouragement' as opposed to 'must.' It should also be noted that the NPPF does not distinguish between scale of development when referencing 'measurable net gain' in paras 170, 174 and 175 - the language of the SPD is consistent with the NPPF. |
| 1002559 | 88 | | | Janet Smallcombe | Tavistock Town Council | DEV29.3 – Parking provision: residential | 8.7 - not enough parking provision provided. Any new developments regardless of bedroom number should have a minimum of 2 parking spaces allocated.<br>8.8 - In practice, does this mean that these levels of parking will be treated as minima?<br>8.9 - garages should not be counted as a parking space and whether garages are counted as parking should be secured in perpetuity either by condition or agreement removing the ability to change its use. If there is no such condition or agreement in place, then garage provision will not count toward parking requirements. The universal provision of Electric Vehicle Charging Point in garages is not a | No change | It should be noted that these are indicative car parking standards and the policy clearly states that higher or lower levels of car parking may be acceptable supported by evidence. It is acknowledged that higher levels of car parking may be required for residential development taking place within the SH and WD areas and this is specifically referred to. It cannot be assumed that all garages are not used for car parking and therefore it is right that this be considered on a case-by-case basis. Officers asking for EV Charging Points is not new policy and the Highway Authority maintain the view that the need for such should be included |

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| | | | | | | | requirement of the JLP and is new policy.<br>8.10 - This approach works well for visitor parking but it is much more difficult for parking 'allocated' to particular homes, which should be provided either in curtilage or in allocated communal areas.<br>8.13 - The fourth bullet point should read "Whether there are good pedestrian and cycle links;" | | within the SPD. Conditions relating to the use of garages will be considered at the planning application stage (if necessary) or this could be controlled by developers potentially removing PD rights or applying restrictive covenants.<br>In relation to new developments incorporating on street parking this has been successfully achieved for both visitors and residents but officers acknowledge that a range of parking options are often most successful. Para 8.13 refers to accessibility however bullet point 4 could be amended if desired. |
| 1002559 | 89 | | | Janet Smallcombe | Tavistock Town Council | DEV29.4 – Parking provision: non-residential | 8.16 - important to define what the terms 'gross floorspace' means in the context of the JLP. In addition, concerned about whether these requirements will be imposed on applications for new Town Centre uses (including A1-5, B1 Office, Hotels etc) within defined centres, or will those centres continue to rely on shared 'Town Centre' parking provision? Why is there no requirement for B8 greater than 2,500 m2 ? The requirement for C2 uses should also include Extra Care provision.<br>8.21 - the SPD should indicate where and how this parking is to be provided.<br>8.28 - Motorbike parking if provided for new residential developments, should be in the same vein as 8.29 provides for cycles - secure locker type parking with secure anchors. | Change to be made in part | Unnecessary to specify in the SPD what is meant by gross floorspace.<br>With regard to car parking standards in Town/City Centres, these standards will be applied as a starting point. If however a developer considers they need less car parking (as a result of existing public car parking etc) then the current policy allows for this subject to the submission of supporting evidence.<br>Previous standard for B8 warehouses larger than 2,500 to be added.<br>Consideration only needs to be given to 8.21, no change required.<br>8.28 details that motorbike parking should be secure and covered, no change required. |
| 1002559 | 90 | | | Janet Smallcombe | Tavistock Town Council | DEV29.4 – Parking provision: non-residential (EV chargingpoints) | 8.39 - cost should be borne by the developer or WDBC, not potential purchasers.<br>8.39 - support but should be within a DPD and not an SPD.<br>8.49 - support but should explain who is to provide these publicly-accessible chargingpoints, and where are they to be.<br>8.49 - before cost comes to the taxpayer, it should be determined how many locals use EV's, how many tourists use EV's. Non internal combustion vehicles are the future - however EV's are yet to establish themselves as an environmentally friendly alternative, as well as the technology being very young. EVCP's in their current form could well be obsolete or unused before an acceptable uptake of EV's happen. | No change | Specifying the minimum amounts of EV charging infrastructure that should be provided by a development would be too much detail for Local Plan policy, and the appropriate place for it is an SPD. The costs of domestic EV chargepoints will be part of the overall cost of the developer of delivering the development, like widows, connections to the water system, etc. The cost of these cannot be extracted from the commercial transaction between the developer and the house purchaser. It is worth noting that compared to retrofitting, post-construction, the unit cost of domestic EV chargepoints is low when purchased in large numbers and installed at construction. The provision of domestic or on street EV chargepoints will not be borne by the tax payer, but by the developer and then the purchaser of the properties. Developers and Local Authorities wishing to provide or encourage the provision of EV chargepoints are aware of rapid technological and behavioural change with respect to zero emission vehicles, and understand the risk of technology / behaviour overtaking the type and distribution of EV chargepoints. This is unavoidable and the need to decarbonise mobility to respond to the climate emergency demands rapid creation of a viable EV charging network. New development must contribute appropriately to this network. |

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| 1002559 | 91 | | | Janet Smallcombe | Tavistock Town Council | DEV29.7 – Travel Plans | 8.62 - travel plans in paper form are a waste of taxpayers money - part of moving into a new home is getting out and learning about your new community - if determined to keep this option, then look at making it an 'opt in scheme' | No change | The production and distribution of paper based materials for inclusion in travel plan welcome packs are paid for by the developer. |
| 1002559 | 92 | | | Janet Smallcombe | Tavistock Town Council | DEV29.8 – Permeability | 8.67 states that existing routes should be improved and well lit. There is no mention of where the money will come from to finance this. | No change | If the lighting of cycle routes has to be improved in order to facilitate development then this would be enabling works and therefore secured from the development it is serving. |
| 1002559 | 93 | | | Janet Smallcombe | Tavistock Town Council | DEV29.9 – Strategic transport infrastructure | 8.78 - the use of 'any new development' is far too sweeping, It would be better to incorporate the qualification in para 111 of the NPP, "All developments that will generate significant amounts of movement should be required to ..."<br>8.81 - A 20 mph limit is to be welcomed but who is going to enforce it?<br>8.89 - Section on EWI is out of place and sounds like it's creating new policy? | No change | Officers disagree, this should apply to any development - not just those generating significant numbers of trips. All highway speed limits are enforced by the police. The content relating to EWI has been put here because incorrect or inappropriate design and installation can impact on the safe use of the highway. |
| 1002559 | 48 | | | Janet Smallcombe | Tavistock Town Council | DEV3 and DEV4 - Sports facilities and playing pitches | Wants clarification regarding loss of sports facilities/pitches. Query the status of Playing Pitch Strategies and incorporation in SPD. | Change to be made | DEV3.2 states the exceptions that would allow the loss of sports and recreational facilities and land. If the development does not meet these then it should not go ahead. However, a judgement is always required in making decisions.<br>3.69 The Playing Pitch Strategies and Sports and Leisure Facilities Plans are part of the evidence base to the JLP. Text to be added to improve clarity.<br>3.69 There is no specific definition of sports and recreation facilities and land in the NPPF. We would consider sports and recreation facilities covered in robust and up to date evidence bases for Sport e.g. Playing Pitch Strategies/Plans, Sports and Leisure Facilities Plans and other Open Space Plans. The Councils would also seek advice from Sport England where appropriate. |
| 1002559 | 50 | | | Janet Smallcombe | Tavistock Town Council | DEV3.2 - Water and waterside access | Why would "embracing" not be supported? | Error/clarification to be accommodated | The word 'embracing and 's' at the end of impedes are errors in the consultation draft which will be amended. |
| 1002559 | 51 | | | Janet Smallcombe | Tavistock Town Council | DEV3.3 – Public rights of way and bridleways | Guidance on Public Right of Way needs to be stronger with stronger terminology setting out the circumstances in which the local planning authorities will actively pursue new PROW in connection with developments. | No change | The SPD's remit is to establish the principle that opportunities for network enhancement should be sought within developments not to determine the detail of all potential enhancements in advance of development coming forward. Such work is out of scope for the SPD. |
| 1002559 | 95 | | | Janet Smallcombe | Tavistock Town Council | DEV31.2 – Providing integrated facilities in new developments | 8.105 - Does WDBC fall foul of EPA 1990, with regards to 8.104, with their current policy of not having wheelie bins.<br>8.106 - (Table 34) Is this a way of introducing wheeled bins into West Devon?<br>8.110 - Amend paragraph to finish off with the words, "… plastic, paper, card, packaging and garden waste."<br>8.116 - Roads/car parks in Tavistock should be utilised for recycling receptacles.<br>8.124 - This paragraph does not reflect collection system in West Devon. | Change to be made in part | 8.105 - No, WDBC does not fall foul of EPA 1990, with regards to 8.104.<br>8.106 - There are no plans to introduce wheeled bins into WD.<br>8.110 - Change to be made to include this list.<br>8.116 - No change, the text of the SPD clarifies the circumstances whereby this might be possible.<br>8.124 - comment noted. |

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| 1002559 | 99 | | | Janet Smallcombe | Tavistock Town Council | DEV32.1 – Minimising natural resources in development | Supports aims of policies DEV32. Clarification needed if s106 contribution in TTV policy area for a district wide network will only be used in the TTV policy area. | No change | S106 will always be related to the area set out and locally applied. |
| 1002559 | 100 | | | Janet Smallcombe | Tavistock Town Council | DEV32.2 – Taking account of the impact of climate change | Supports the Diagram in 9.5 but it is wrong and needs to be changed.<br>Clarification needed if a development that does not include a design and access statement, satisfying climate change requirements that it will not be registered? If so, SPD needs to clearly say so and would support. | Change to be made | Noted. Changes made to clarify information to be submitted when no design and access statement is required. |
| 1002559 | 101 | | | Janet Smallcombe | Tavistock Town Council | DEV32.3-DEV32.6 – Energy statements and methodology | Supports 9.15 however not a requirement for West Devon's Validation list. 'Major' needs defining in this list and SPD.<br>Clarification needed why paragraph 9.21 refers just to Plymouth and if so why not the entire plan area? If part of plan 9.21 needs to be annotated to show which parts it applies to. | No change | The policy applies to the whole JLP area and is clear where (e.g. DEV32.6) there is specific evidence relating to Plymouth. |
| 1002559 | 49 | | | Janet Smallcombe | Tavistock Town Council | DEV4 - Playing pitches | Clarification over meaning of 'larger sites' and when details will be required. | No change | 3.80 Sites where this is required are set out in the allocation policies of the JLP as mentioned in this paragraph.<br>3.85 It is acceptable for these details to be provided as part of a condition if they have not already been provided. |
| 1002559 | 53 | | | Janet Smallcombe | Tavistock Town Council | DEV8.1 – Overall housing mix | 4.17 - support for homeworking, but SPD will only encourage applicants to understate the size of the houses applied for by one bedroom.<br>4.18 - SPD should define what is meant by major application.<br>4.19 - census data is too old. A more up to date database based on the SHMNA should/could be used?<br>4.23 - affordable housing threshold is 6 and over and same threshold should be used in this case otherwise the mix requirement will need to have a different basis for 5-home schemes (without considering affordable housing needs) and 6+ schemes (including affordable housing needs). SHMNA requirements will need to be updated as each development is completed.<br>4.24 - DEV8 does not give the authority licence to adjust the data unilaterally. On the contrary, para 4.22 states that the data are the starting point for a 'discussion'. Clarity should be given on what the basis for decision/discussion is to be. So far, Chapter 4 has pointed to the census, the ONS estimates, the SHMNA or (preferably) the SHMNA updated annually by completion information<br>4.26 - Does the ONS data show current housing mix within a settlement? Who will define 'within' if there is no Settlement Boundary?<br>4.27 - confused about this paragraph. If there is a pre-existing oversupply of 5 bedroomed houses in a settlement and a proposal comes forward for 5 bedroomed houses, does this mean that the application would be approved if the applicant proposes to enter into an obligation to sell them to local people? Would such an obligation meet the CIL | Change to be made in part | 4.17 - comment noted.<br>4.18 - It is not deemed necessary for the SPD to define what is meant by major development<br>4.19 - localised updates to housing stock done by LPA on a case-by-case basis text updated<br>4.23 no change required as long as up-to-date data is used<br>4.24, the SPD is consistent with JLP in that it says housing mix will be considered on a case-by-case basis. The most relevant 'local housing data' will be applied to each application - the SPD doesn't need to try and define exactly what the most relevant data is<br>4.26 - the LPA will produce an up-to-date baseline for each location on a case-by-case basis, but is clear that data will be used at town or parish level<br>4.27 no change required, officers believe this paragraph is self-explanatory<br>4.30 small text clarification |

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| | | | | | | | Tests?<br>4.30 - what does 'attributes ... suited to specific needs' means? Also, as the LPAs have said they will accept a room described as a study or office, then these could easily be bedrooms in disguise. | | |
| 1002559 | 105 | | | Janet Smallcombe | Tavistock Town Council | Development in the countryside (TTV26) | Criticism of how the SPD is elaborating on the settlement hierarchy and the judgement as to where the countryside is in relation to the built form. | Change to be made | It is considered appropriate to provide additional guidance regarding how and where policy TTV26 will be applied. However, as part of a wider review regarding TTV26 guidance, para 11.44 has been reviewed and amended. |
| 1002559 | 74 | | | Janet Smallcombe | Tavistock Town Council | Economy (DEV14-DEV19) | The SPD should set out a delivery mechanism for employment land. The absence of such a mechanism specifically affects the JLP's strategy for Tavistock. The sustainability strategy for Tavistock relies on the delivery of employment uses as well as residential development. | No change | The role of the SPD is not to set out a delivery mechanism for employment land. |
| 1002559 | 38 | | | Janet Smallcombe | Tavistock Town Council | General | The use of third party documentation is poor practice as the local planning authority has no control as to whether these are updated or not. It is unreasonable to expect case officers, applicants, members of the public and town/parish councils to have to refer to third-party documentation in order to understand what the SPD means. If elements of third-party documentation are to be implemented by the local planning authority, then these should be incorporated explicitly into the SPD. If the documents are referred to simply for the general interest of the reader, then they should be identified under a heading such as 'Further Reading' and made clear they're not part of the SPD. | No change | Officers believe the cross-reference to external guidance is useful and, where practicable, has already been incorporated into the SPD. |
| 1002559 | 39 | | | Janet Smallcombe | Tavistock Town Council | General - Settlement Boundaries | Proceed with a DPD identifying settlement boundaries. | No change | The issue of settlement boundaries was dealt with through the examination process of the JLP. The Inspectors were content that the LPAs would consider preparing a settlement boundary DPD - however, if the Inspectors had felt that the delivery of the spatial strategy of JLP depended upon boundaries being in place, the LPAs would have been forced to do so before the JLP was found sound. Monitoring of decisions and appeals regarding edge of settlement sites have not identified an issue with how the JLP considers this issue. Paragraph 5.5 of the JLP provides clarity, in that countryside is 'beyond the built form' of a settlement. The SPD is clear in paragraph 11.43 that professional judgement will determine what forms part of the built form, and is within a settlement, and when a proposal is considered to be beyond the built form. The LPAs will continue to monitor the application of policies that require an assessment of whether a site is within a settlement or within the countryside, the decisions made on the basis of this assessment, and relevant appeal decisions. |
| 1002559 | 86 | | | Janet Smallcombe | Tavistock Town Council | Green and play spaces (DEV27) | Supports the aims of DEV27. | Noted | Support welcomed. |
| 1002559 | 40 | | | Janet Smallcombe | Tavistock Town Council | Introduction | The World Heritage Site SPD was adopted prior to the Joint Local Plan and needs to be updated and re-adopted. | No change | The SPD's purpose is not to update the WHS SPD nor the Tavistock CAMP as they are their own documents |

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| | | | | | | | Questions the status of the current Tavistock Conservation Area Appraisal and Management Plan. Questions the status of the SPD as it was not assessed against the current NPPF. | | and they are referred to in the SPD to help explain the context.<br>The SPD was assessed under the 2019 NPPF. |
| 1002559 | 78 | | | Janet Smallcombe | Tavistock Town Council | Landscape character (DEV23) | Clarification if the first bubble is meant to exclude World Heritage Sites?<br>Recommends the SPD recognising the importance of World Heritage Sites in the SPD. | Change to be made | Landscape character section to be reviewed and updated accordingly to incorporate World Heritage Sites and cross reference other policies. |
| 1002559 | 103 | | | Janet Smallcombe | Tavistock Town Council | Managing flood risk and water quality impacts (DEV35) | In support of para 9.65. However would welcome more guidance on minimising surface water run-off without adverse impact on water quality. | Noted | Specific reference to and guidance on preventing adverse impact on the water environment is made within the LFRMS. |
| 1002559 | 94 | | | Janet Smallcombe | Tavistock Town Council | Meeting the community infrastructure needs of new homes (DEV30) | Tavistock Town Council (TTC) supports the statement at para. 8.93 but stresses that Tavistock is subject to significant housing development and raises concern about whether the necessary levels of infrastructure to mitigate the impacts of this development are being or will be provided. TTC anticipated that the SPD would set out the mechanisms whereby infrastructure will actually be provided and is disappointed that this is not the case. The TTC invites the local planning authorities to review the draft SPD with a view to setting out the mechanisms for provision before the situation reaches crisis point. TTC asks that para. 8.93 is amended to add the word 'substantial' so that it reads '...new housing development should make a substantial contribution towards necessary improvements in community infrastructure.' TTC has also commented in relation to 'Digital connectivity' seeking a revision to para 8.96 to clarify where and when the requirement for future-proof digital connectivity will be required. | No change | The SPD builds upon and provides more detailed guidance about policies in the Joint Local Plan. It does not form part of the Joint Local Plan itself but will be a material consideration in determining planning applications. It isn't the SPD's role to set out mechanisms whereby infrastructure will actually be collected.<br>The councils are required to prepare Infrastructure Funding Statements from December 2020. Infrastructure funding statements are required to set out the infrastructure projects or types of infrastructure that the authority intends to fund, either wholly or partly, by the levy or planning obligations, though this will not dictate how funds must be spent and in turn collected.<br>Reference to 'substantial' contributions is not considered to be appropriate in all situations and will depend on the size and scale of development proposed. Development proposals are considered on a case by case basis with regard for capacity/need issues. Not all developments may be required to provide future-proof digital connectivity hence use of the word should rather than must. It is not the function of the SPD to set out exactly where and when new provisions might be required. |
| 1002559 | 81 | | | Janet Smallcombe | Tavistock Town Council | Nationally protected landscapes (DEV25) | Clarity is needed on whether the setting of the National Park is a consideration or not. | Change to be made | Reference to Dartmoor National Park to be added. |
| 1002559 | 75 | | | Janet Smallcombe | Tavistock Town Council | Place shaping and the quality of the built environment (DEV20) | Suggests strengthening requirement for Design Codes. Suggests more explicit detail on when Design Review Panels will be used. | Change to be made | Amendments to be made re. Design Codes and Design Review Panels. |
| 1002559 | 108 | | | Janet Smallcombe | Tavistock Town Council | Planning obligations, the Community Infrastructure Levy and development viability | Could the SPD indicate which of the local planning authorities intend to implement CIL and which intend to continue with S106 Obligations. | No change | Paragraph 12.16 of the SPD indicates that CIL was introduced through the Community Infrastructure Levy Regulations 2010(225) and currently only operates in the Plymouth administrative area. All councils will continue with the S106 Obligations process. |
| 1002559 | 104 | | | Janet Smallcombe | Tavistock Town Council | Prioritising growth through a hierarchy of settlements (TTV1) | Representation urging LPAs to write and adopt a settlement boundaries DPD. | No change | The issue of settlement boundaries was dealt with through the examination process of the JLP. The Inspectors were content that the LPAs would consider preparing a settlement boundary DPD - however, if |

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| | | | | | | | | | the Inspectors had felt that the delivery of the spatial strategy of JLP depended upon boundaries being in place, the LPAs would have been forced to do so before the JLP was found sound. Monitoring of decisions and appeals regarding edge of settlement sites have not identified an issue with how the JLP considers this issue. Paragraph 5.5 of the JLP provides clarity, in that countryside is 'beyond the built form' of a settlement. The SPD is clear in paragraph 11.43 that professional judgement will determine what forms part of the built form, and is within a settlement, and when a proposal is considered to be beyond the built form. The LPAs will continue to monitor the application of policies that require an assessment of whether a site is within a settlement or within the countryside, the decisions made on the basis of this assessment, and relevant appeal decisions. |
| 1002559 | 83 | | | Janet Smallcombe | Tavistock Town Council | Protecting and enhancing biodiversity and geological conservation (DEV26) | Support for DEV26 | Noted | Support welcomed. |
| 1002559 | 42 | | | Janet Smallcombe | Tavistock Town Council | Protecting health and amenity (DEV1) | 3.11 - DEV1.3 relates specifically to developments for which an ES is required and for which significant health impacts have been 'scoped in', not to applications in general. It may be that the Rapid HIA tool is appropriate in some circumstances but that is down to the EA process and should not be specified in the SPD.<br>3.14 - Who in Public Health is to be contacted?<br>3.15 - information on PADS seems to be additional policy.<br>3.16 - Average walking speed is 100m per minute. Is it viable or reasonable to require this? Elsewhere the JLP requires RIA for town centre uses of more that 250 sq.m. same should be here. What does "and/or" mean in the context of the penultimate bullet point? | No change | Public Health would be reviewing the documents, and would reduce burden on team to find this document and to make it clearer to officers how health is being assessed in planning applications. If draw it in one document it's easier. It's already done elsewhere.<br>Contact details of Public Health colleagues are available via each local authority.<br>The inclusion of the guidance for PADs helps meet the objectives of policy DEV1 and is therefore not considered to be additional policy.<br>The three minute pick up and return time indicates the optimum timeframe for early defibrillation. This is guidance and will be applied reasonably, bearing in mind that in such a situation anyone collecting a PAD is likely to be travelling faster than average walking pace.<br>The size of retail premises requiring a PAD is 500sqm and it is considered that requiring anything lower than this may be disproportionate. |
| 1002559 | 70 | | | Janet Smallcombe | Tavistock Town Council | Protecting local shops and services (DEV18) | The meaning of this paragraph 5.52 is obscure. How will location alter the local planning authority's considerations | Error/clarification to be accommodated | Change to be made to improve clarity. |
| 1002559 | 73 | | | Janet Smallcombe | Tavistock Town Council | Provisions for local employment and skills (DEV19) | Suggest inclusion of the (Construction) Employment and Skills Plan guidance. | Change to be made | Link to be inserted to local guidance. |
| 1002559 | 107 | | | Janet Smallcombe | Tavistock Town Council | Specific design details for Tavistock (TTV16 and TTV17) | Objects to additional guidance provided for policies TTV16 and TTV17. | No change | The previously adopted South West Tavistock Masterplan SPD provided the content for TTV16 and TTV17 guidance within the JLP SPD. The JLP only refers to the design and delivery sections of the old SPD as being of relevance to the delivery of TTV16 |

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| | | | | | | | | | and TTV17. Upon review of the old SPD it was considered that much of the document was already out of date and had been superseded by extant planning consents. The old SPD was also reliant upon policy hooks from the old WDBC Core Strategy, and these documents cannot simply be re-adopted. |
| 1002559 | 67 | | | Janet Smallcombe | Tavistock Town Council | Supporting the rural economy (DEV15) | 5.16 - Proposed Enterprise Strategy and Action Plan should have status in the planning process. When published, it should be incorporated into this SPD. | Not applicable | This point will need to be considered if/when the document is published and the SPD is being reviewed. |
| 1002559 | 41 | | | Janet Smallcombe | Tavistock Town Council | Sustainable Development and the Climate Emergency | Policies SPT1 and SPT2 are not being implemented correctly. Potential conflict with TTV26 and the determination of some planning applications eg Hurdwick Golf Club. No reference has been made to Table 3.2 of the JLP. The SPD should set out more clearly how policies SPT1 and SPT2 are being applied | Not applicable | This comment relates to how the JLP is implemented rather than the specific guidance within the JLP. |
| 1002559 | 87 | | | Janet Smallcombe | Tavistock Town Council | Trees, woodlands and hedgerows (DEV28) | Loss of ancient woodland should not be contemplated at all. Supports mitigation hierarchy, however does it relate to unprotected trees? | No change | 7.162 Although loss of ancient woodland is to be avoided wherever possible the NPPF does state that where there are 'wholly exceptional reasons' it can be removed. The SPD cannot therefore override the NPPF. 7.173 The mitigation hierarchy applies to all trees on a site whether protected or not. It will ensure, where possible and appropriate, that existing trees are retained whether protected or not. Where this is not possible new planting as detailed in this section will be required. |
| 1002559 | 106 | | | Janet Smallcombe | Tavistock Town Council | TTV26.1 – Isolated development | Repetition of other comments, requiring the LPAs to proceed with a settlement boundaries DPD. | Change to be made in part | The SPD cannot reverse a planning decision that has already been made by the LPA. However, amendment to be made to reflect correct working in NPPF. |
| 1003215 | 510 | | | Jon Capel | Harrison Sutton Partnership | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during the JLP examination, in particular use of SHMNA data. High value areas were considered during the examination and removed from the draft plan. |
| 1003215 | 511 | | | Jon Capel | Harrison Sutton Partnership | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1003308 | 4 | | | Malcolm Nettleton | | Economy (DEV14-DEV19) | The SPD should incorporate a proposal in support of the reopening of the Northern Rail Route. | Not applicable | The purpose of the SPD is to amplify and give guidance on the JLP policies only. |
| 1003640 | 383 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Affordable Housing (DEV7-DEV9) - Affordable Housing tenure mix | The affordable housing tenure mix of 65 per cent social rent and 35 per cent affordable home ownership does not feature in the JLP and is applicable for the whole Plan Area. The SPD should clarify what evidence this is based on and explain why the same tenure split is expected for all affordable housing across the three different authorities. Previous tenure sought in West Devon set out in the Affordable Housing Code of Practice SPD (adopted 2012) was 80 per cent social rent and 20 per cent affordable for sale on shared ownership. | Change to be made in part | The wording for guidance on affordable housing tenure mix is for guidance only and to be used as a starting point for negotiation. However, officers have agreed to soften the wording so this is made clearer. |
| 1003640 | 382 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Affordable Housing (DEV7-DEV9) - DEV8.2 | Paragraph 4.77 does not appear to be consistent with DEV8.2 as it sets out requirements for on-site affordable housing whereas Policy DEV8.2 relates to providing offsite | Change to be made | Change made as the content was not in the correct order, and did not correlate directly with the JLP policy. |

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| | | | | | | | provision of affordable homes for sites within rural areas which have special designations. This should be clarified and amended. | | |
| 1003640 | 385 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Affordable Housing (DEV7-DEV9) - Off-site provision and commuted sums in the Plan Area | 4.111 relates to off-site provision of affordable housing in the TTV. Bullet point 3 should make reference that for sites of between 11 and 14 dwellings or where robustly justified, the requirement can be met by providing an off-site provision or commuted payments in lieu of on-site provision to deliver affordable housing elsewhere in the policy area. This will ensure consistency with Policy DEV8. | No change | Not applicable for TTV in terms of 11-14 dwelling issues. |
| 1003640 | 396 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | DEL1.5 – Development viability | Important that the DEL1 section is checked for consistency with the viability requirements in the NPPF. It is noted that CIL currently operates in the Plymouth administrative area only. The SPD should be updated to take into account any future changes to the situation in West Devon and South Hams. | No change | Officers believe this section is compliant with the NPPF. |
| 1003640 | 384 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | DEV10.3 – Affordable housing design considerations in the Plan Area | Paragraph 4.97 this paragraph should also refer to site-specific circumstances which sometimes make it difficult for proposals to adhere to cluster requirements of affordable homes, to ensure there is flexibility. | No change | Officers consider that the use of the phrase "not normally exceeding" in para 4.97 provides the flexibility that the consultee is seeking to allow for site specific circumstances. |
| 1003640 | 386 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | DEV10.5 – Space standards and outdoor amenity space | Accompanying text should refer to the evidence Table 11 is based on. | No change | The figures are based on previous guidance and have been used by officers and tested for a number of years. |
| 1003640 | 378 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | DEV2.1 and DEV2.2 – Air | Paragraph 3.25 is not consistent with DEV2.<br>Paragraph 3.40 should be expanded to clarify which planning applications are relevant. | No change | The SPD relates to DEV2.1 as well as DEV2.2, therefore the wording is correct.<br>Where a noise impact assessment is required, this will be detailed in the Local Validation List. |
| 1003640 | 390 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | DEV27.3 – Accessible green and play spaces | Paragraph 7.132 should be clear that green space can be delivered though on-site provision or financial contributions to off-site provision where appropriate to be consistent with Policy DEV27.<br>Paragraph 7.135 provides no explanation to what a sufficient scale is. It should be noted that not all developments can accommodate LEAPS and NEAPS, and LAPS may be more appropriate for smaller developments. This should be clarified and the play space requirements should be properly set out in relation to the different scales of development. | Noted | No action required. The JLP policy already sets this out and therefore there is no need to repeat it within the SPD. It won't be solely the scale of the development that will drive the play space provision, but also what provision is already present in the area; therefore it was felt that defining specific play space requirements per scale of development was unnecessary. |
| 1003640 | 379 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | DEV8.1 – Overall housing mix | Paragraph 4.18 - may not always be possible to achieve this requirement. Wording should be amended to put in some flexibility. | Change to be made | Agree to remove para 4.18. |
| 1003640 | 380 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | DEV8.1 – Overall housing mix | Paragraph 4.24 - it is unclear where this is referred to in DEV8 and it should be clarified. | No change | The LPAs are defining what is considered to be an imbalance - which is referenced in policy DEV8. |
| 1003640 | 381 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | DEV9.4 – Accessible housing | Paragraph 4.55 should be amended to include the phrase 'where possible' at the end of the sentence as it is not always possible to achieve elements within the standards. | Change to be made | Officers consider that the addition of the wording in para 4.55 as suggested by the consultee would be helpful, and have therefore done so. |
| 1003640 | 374 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | General | Suggest the SPD is shortened where possible. The SPD should not repeat information which is already set out in other planning documents which are available to view. | No change | There is already a lot of cross-referencing to external documents within the SPD. Any information which has been repeated has been done deliberately for clarity. |

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| | | | | | | | Instead of repetition there should be additional cross reference which will make the SPD easier to navigate. | | |
| 1003640 | 376 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Introduction | Suggest further information on how third parties will be informed of any future changes to the SPD and further consultations is included. | No change | The consultation process followed is in line with national guidance and the current Statement of Community Involvement. |
| 1003640 | 375 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Introduction | Not clear of the status of the Developer Contributions Evidence Base. | No change | The Developer Contributions Evidence Base is an evidence base document that supports the SPD in informing policies of the Joint Local Plan and this is made clear in both the SPD and the evidence base. It would be a material consideration – as would all documents or factors which have a bearing upon a decision. |
| 1003640 | 393 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Managing flood risk and water quality impacts (DEV35) | Much of the section relating to DEV35 is already set out in the PPG, suggest shortening the section and cross referencing to avoid repetition. | No change | Officers believe the reference to the NPPG is useful. |
| 1003640 | 388 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Natural environment (DEV23-DEV28) | Suggest this section is reduced where possible and refer to relevant guidance and best practice rather than repeating existing information available. | No change | The level of information provided sets out relevant information for applicants within the JLP area. |
| 1003640 | 387 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Place shaping and the quality of the built environment (DEV20) | Suggests clarifying what "large sites" means in the context of seeking design codes. | Error/clarification to be accommodated | It is difficult to set a specific figure on the size of site which would trigger design codes being sought, however a slight change in wording will be included to remove the reference to size and allow the requirement for codes to be assessed, including with reference to the emerging National Model Design Code. |
| 1003640 | 395 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Planning obligations, the Community Infrastructure Levy and development viability | Evidence should be provided to support the thresholds. | No change | The thresholds provided are stated as being 'indicative' and at para. 12.28 it is stated that the thresholds are a guideline only. The thresholds are based on those that are currently applied in the 3 councils. |
| 1003640 | 389 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Protecting and enhancing biodiversity and geological conservation (DEV26) | Acknowledges that biodiversity net gain may be nationally mandated, and that SPD/guidance should be updated locally accordingly. | Noted | The SPD has been written based on best understanding of what may ultimately be mandated nationally (and the previously proposed Environment Bill which has since been withdrawn due to the General Election). The approach of the SPD is likely to remain consistent with any resurrected Environment Bill, however in the likelihood that the Government mandate Biodiversity Net Gain at a higher level than anticipated (for example) this would supersede the SPD. |
| 1003640 | 377 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Protecting health and amenity (DEV1) | Recognises the importance of PADs for new developments but this is likely to be a requirement under a separate process and it is unclear how this relates to the planning system | No change | Publicly accessible defibrillators are useful facility to aid in instances of Sudden Cardiac Arrest and other health risks/ incidents. Their inclusion helps meet the objectives of the policy DEV1 and as such the guidance is retained. |
| 1003640 | 391 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Specific provisions relating to transport (DEV29) | Table 33 - suggest evidence is provided which has informed the minimum provision requirements. | No change | The minimum EV charge point provision set out in Table 33 was informed by careful consideration of a range of alternatives by officers from PCC and SHWD, and took into account a range of evidence sources, including requirements used by other LPAs. |

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| 1003640 | 394 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | TTV27.2 – Housing mix | Update guidance wording to accurately reflect the wording in TTV27 | Change to be made | Agreed to update the paragraph with references to land area. |
| 1003640 | 392 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Waste management (DEV31) | Requirements on design and access for refuse vehicles is normally included in relevant highway guidance and therefore reference could be made to this instead of repeating. | No change | Officers believe the guidance here is helpful to officers and developers. |
| 1004329 | 115 | | | Mr John Birch | SHDC | DEV1.3 – Health Impact Assessments | Consideration needs to be given to including protection against the detrimental effects on local health services such as doctors' surgeries and local health centres as a result of an increase in development in some areas within South Hams. By way of example the increase in the number of retirement homes, care homes and nursing homes results in an increasing burden on the finances of doctors' surgeries and health centres and thus threatens their viability. | No change | This topic is covered by the HIA process as described in the SPD. Health Needs Assessments (HNAs) highlight these issues in particular - Pharmaceutical Needs Assessment which is published every 3 years and contains predictions of primary care needs based on 5yr Land supply report. |
| 1004329 | 113 | | | Mr John Birch | SHDC | Meeting housing needs in rural areas (TTV27) | Ensure a mix of affordable housing types are delivered, not just discount open market dwellings. | No change | Paragraph 11.67 is clear that the range of affordable housing types and tenures will need to accord with needs assessments and waiting list data held by the relevant Local Authority. |
| 1006182 | 398 | | | Mrs Hilary Winter | Devon Countryside Access Forum | DEV3.3 – Public rights of way and bridleways | Guidance should recognise the importance of connecting to recreational trails, as well as public rights of way, and the contribution this can make to sustainable transport. Recreational trails, (such as the Granite Way and Drakes Trail), may include sections which are legally defined as public rights of way but often these routes are not public rights of way and therefore need to be mentioned separately.<br>Concerned that the role of negotiating with landowners has not been recognised in the SPD.<br>Suggest changes and incorporation of a decision statement into the SPD. The Position Statement makes reference to Natural England's Green Infrastructure standards which is attached. | Change to be made | Reference to working with other landowners and linking to other trails to be added. |
| 1007871 | 189 | | | Mr Tom Lowry | | Meeting housing needs in rural areas (TTV27) | Comment regards the application of TTV27, and whether it could be used to bring forward single-plot exception sites, and under what circumstances. | No change | The SPD cannot redraw the settlement hierarchy, or proclaim new settlements as being 'sustainable' Paragraph 11.62 creates flexibility in terms of where TTV27 sites can some forward, and is clear that TTV27 sites can also come forward outside of named sustainable settlements. |
| 1007871 | 214 | | | Mr Tom Lowry | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1008948 | 9 | | | Mr Graham Coiley | | Specific design details for Tavistock (TTV16 and TTV17) | The comment does not relate to SPD content but is instead concerned with more general matters relating to wider development within Tavistock. | No change | The information regarding TTV16 and TTV17 has been extracted from the previously adopted South West Tavistock Masterplan SPD, and does not relate to any additional or alternative sites. Housing needs assessments are not undertaken on a settlement basis, but on a housing market area basis. The extent to which Tavistock is planned to grow can be seen by looking at the identified allocated sites within the JLP. |

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| 1010886 | 118 | | | Mr Mike Wynne-Powell | | Development in Sustainable Villages (TTV25) | Paragraph 11.38 of the SPD refers to settlement boundaries in adopted neighbourhood plans. Any reference to published development boundary maps is outdated. | No change | The JLP states in paragraph 5.155 that it does not adopt settlement boundaries. Development Boundaries are no longer a policy tool in the JLP and so no definition is required. |
| 1016377 | 200 | | | Ed Brown | Cavanna Homes | DEV10.5 – Space standards and outdoor amenity space | Paragraphs 4.136 – 4.139 - Whilst certain development locations may lend themselves to such garden sizes many won't. The NPPF requires efficient use of land and such garden sizes will lead to lower density development and the knock-on impact of requiring more housing sites/land. Land is a finite resource not always easily redeveloped. It should be efficiently used whilst of course providing adequate amenity levels. The amenity levels should be considered on a site by site basis. | No change | Paragraph 4.139 allows for flexibility to be used when considering minimum standards and to consider site specific circumstances. |
| 1016377 | 197 | | | Ed Brown | Cavanna Homes | DEV8.1 – Overall housing mix | Paras - 4.13 to 4.19 - Council is trying to dictate what a developer should be building by way of open market housing to "address a re-balance " with the assumption that big homes are causing a problem but not providing meaningful evidence to justify its stance and using too simplistic arguments. In order to be commercially viable a house builder will carry out thorough market research on each site.<br>Housing mix should be provided from a commercial perspective in order to provide a variety of products to reach out to a greater market and maintain a healthier sales rate and meeting 5YLS argument. The Council and Registered Providers control what affordable housing mix is delivered. Already controls the size of houses (through the number of bedrooms) of a certain percentage. Through affordable housing the Council could seek to "re-address any imbalance" to a certain degree. However, it is important to note that affordable housing is cross subsidised through the delivery of the open market housing.<br>Sites will stall meaning the Council won't meet it's 5YLS.<br>Para 4.18 is an onerous policy. This requires the smallest type of house (based upon bed numbers) to be within 75% of the size of the large house within the same number of bed spaces. In combination with the above text the danger is that the Council enforces upon the area what it thinks is the required housing mix which may well be at odds with true market demand. | Change to be made in part | The council has a duty to meet our identified housing needs, not to build only what the market demands. The market caters for buyers with economic choice, and the TTV is an affluent area, but wealth is not held equitably across the population. We have an evidence base that is showing smaller households increasing throughout the plan period, plus the highest proportion of under-occupation of our existing stock in the south-west The demographic profile of both SH & WD continues to be top-heavy, showing an ongoing deficit of young people and young families. We need a long term strategy for building resilience in our communities, not a short-term aim to meet whatever house builders think they can sell the quickest. Para 4.18 is proposed to be removed. |
| 1016377 | 199 | | | Ed Brown | Cavanna Homes | DEV8.1 (iii) – Younger people, working families and older people | Para 4.30 - onus is upon the delivery of 1 and 2 bed housing but a mix needs to be provided. The policy seems to indicate that in certain areas only 1 and 2 housing will be supported.<br>Para 4.21 - talks about families being displaced. With an emphasis as suggested in para 4.30 families will be displaced in consideration of new housing delivery of solely 1 and 2 beds. Whilst well intended the Council's proposed preference of certain housing mixes may displace certain groups wanting to move into an area where no new housing of a certain bed number is being delivered. A mix of bed sizes should be provided rather than precluding 4 beds. | No change | Guidance regarding housing mix is clear that the SHMNA will be used to inform appropriate mix in different locations, along with other appropriate data. No areas are expected to only deliver 1 and 2 bed properties, in the same way that the policy does not seek to prevent the delivery of 4-bed homes. |

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| 1016377 | 198 | | | Ed Brown | Cavanna Homes | DEV8.1(i) – Redressing imbalance | Paras 4.21 – 4.22 The first paragraph talks about a trend of young people and working age families being displaced. Reinforces point made above re. mix of housing needed. A housing mix to incorporate all bed sizes based on current market research rather than what has been built which does not advise on current demand must be considered. | No change | The SHMNA takes into account existing housing mix and household formation rates and sizes. An equitable mix of housing that meets the needs of newly forming households has to respond to identified housing needs, not market demand - access to housing should not be unduly limited by the economic ability of the buyer - why should people with more money have more choice of housing than people with limited financial means? |
| 1017423 | 506 | | | Mark Evans | Mark Evans Planning Ltd | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during the JLP examination, in particular use of SHMNA data. High value areas were considered during the examination and removed from the draft plan. |
| 1017423 | 507 | | | Mark Evans | Mark Evans Planning Ltd | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1040985 | 16 | | | James Wells | James Wells Planning Limited | Delivering low carbon development (DEV32) | Is there a risk of the guidance at DEV32 becoming quickly outdated with technology changes? | No change | The policy is not specific in terms of the technologies to be utilised to achieve the policy requirements, providing flexibility. The applicants, through the submission of an Energy Statement can set out those appropriate to the development. |
| 1040985 | 18 | | | James Wells | James Wells Planning Limited | Delivering sustainable development in the Thriving Towns and Villages Policy Area (TTV2) | The settlement hierarchy, TTV2 and SPD content will be detrimental to rural businesses. Suggests that policy and decisions are too punitive on applications that are demonstrably reliant on the private car. Also suggests that such an approach has not been sufficiently justified. | No change | The settlement hierarchy and TTV2 have been scrutinised through the examination process, and as such have been adopted on the basis that the policies are sound and will result in sustainable development. Small businesses and tourism operators were consulted throughout the plan preparation process that established the settlement hierarchy and the spatial strategy. Planning officers both live and work in South West Devon, and to suggest that the adopted policies have no real world basis ignores this fact. The tourism industry will need to respond and adapt to the climate emergency as well as other sectors, and this includes contributing to a sustainable pattern of future development. Planning appeal APP/K1128/W/18/3217159 at Lower Leigh Farm upheld both the settlement hierarchy and approach to ensuring future sustainable patterns of development. |
| 1040985 | 13 | | | James Wells | James Wells Planning Limited | DEV10.5 – Space standards and outdoor amenity space | Guidance for outdoor amenity space is a judgement, not a formula. This causes more problems than it deals with for officers and not necessary. | No change | Officers disagree, these standards are helpful when negotiating outdoor amenity space during the planning application process. |
| 1040985 | 12 | | | James Wells | James Wells Planning Limited | General | Document is too large, prescriptive and will be outdated very quickly and covers too much material. Document could remove judgement and the ability to balance and was prepared without prior request for input from those who use the service. Question whether there has been cross-checking/cross-referencing with the local validations lists. | No change | When designing the SPD at the project stage it was decided that, rather than creating separate documents and SPDs, one document covering guidance for each policy would be more useful to the end user. The document has been designed to be easily searched so readers can find the guidance for each policy quickly. The document has also been designed in a way that it can be updated quickly if there is a change in |

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| | | | | | | | | | guidance/policy. The Local Validation Lists are to be updated post the SPD being adopted. |
| 1040985 | 14 | | | James Wells | James Wells Planning Limited | Landscape character (DEV23) | Guidance at DEV23 is for the local validation list. | No change | Officers disagree, this chapter provides helpful information to applicants preparing a planning application. |
| 1040985 | 17 | | | James Wells | James Wells Planning Limited | Managing flood risk and water quality impacts (DEV35) | Other guidance elsewhere and DEV35 guidance is duplication elsewhere. | No change | Officers disagree, this chapter provides helpful information to applicants preparing a planning application. |
| 1040985 | 15 | | | James Wells | James Wells Planning Limited | Nationally protected landscapes (DEV25) | AONB management plans are the reference point, does anything else add anything? | No change | Clarity on policy interpretation is provided elsewhere in the SPD. |
| 1040985 | 19 | | | James Wells | James Wells Planning Limited | TTV29.2 – Size of replacement dwelling | Questions the logic of seeking to restrict the extent of replacement dwellings. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1072792 | 26 | | | Mr Richard Baker | Ringmore NPSG | DEV25.8 – Bringing forward proposals | Figure 7 on page 119 refers to the pre-2019 version of the NPPF. The up-to-date version does not list the three bullet points mentioned in the large bubble on the left hand side and therefore should be listed in the SPD for clarity or correct reference made to ensure they are included in any planning process. | Error/clarification to be accommodated | References to the NPPF to be updated. |
| 1072792 | 27 | | | Mr Richard Baker | Ringmore NPSG | Prioritising growth through a hierarchy of settlements (TTV1) | Suggested strengthening of wording requiring a tightly defined local connection for dwellings within the Undeveloped Coast policy area. | Change to be made | Agree to amend. |
| 1093109 | 25 | | | Mr Jack Aust | | General | Unhappy with the consultation process, the fact the document is only available online as a PDF and lack of simple guide.<br>Zero carbon and the highest standards available should be applied in line with the climate change emergencies.<br>Table 21 The distance to the nearest strategic space should be reduced to 750m and the distances to the natural and playable space should be reduced to 250m and 300 metres respectively.<br>Clause 7.182 should be deleted. Adequate space should be allowed on site.<br>Clause 8.9 Garages should not be included in OFF street parking calculations<br>Clause 8.4.1 Communal charging points should be made for schemes over 20 houses rather than the 200 proposed. How will large sites which are developed in phases will be managed?<br>Clause 8.62 Travel plans should place more onerous conditions on planning applicants rather than being just a tick box exercise as at present.<br>Section 9 Carbon fuelled peak lopping generating stations should be banned in accordance with the climate change crisis.<br>I could not find anything about the provision of seating benches. In order to encourage people to walk there should be a requirement to provide suitable benches every 200 m | Change to be made in part | The consultation process followed is in line with national guidance and the current Statement of Community Involvement.<br>Climate Emergency - the SPD can only provide guidance on adopted JLP policies with were written before the climate emergencies were declared.<br>Table 21 - these thresholds are adopted in the JLP and its evidence base and can't be changed through the SPD.<br>7.182 - whilst the preference, is for on-site, it can't always be guaranteed.<br>8.9 - officers disagree and garages should be considered as part of off-street parking calculations and the SPD gives flexibility to consider this on a case by case basis<br>8.62 - the implementation of travel plans will be considered through the planning process<br>8.4.1 - text amended so applications will be considered on a case by case basis.<br>Officers disagree that the SPD should be as prescriptive to state the amount or frequency of street furniture. This needs to be considered holistically as part of masterplans, ensuring other factors are considered in the planning balance where they can be considered on a case-by-case basis to ensure there are no inadvertent negative impacts. |

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| | | | | | | | on spine roads within a development and along routes to play areas and shops etc. | | |
| 1094777 | 437 | | | miss Sarah Linton | | TTV29.2 – Size of replacement dwelling | Support the threshold restrictions to replacement dwellings and extensions in the countryside. | Noted | Support welcomed. |
| 1094862 | 22 | | | Mr Martin Johnson | Kingsbridge Town Council | APPENDIX 4: Primary shopping boundaries and frontages | The Primary Shopping Area shown in the SPD for Kingsbridge does not include several parts of the town where shops are situated. Conversely, Ebringdon Street, which does not have any shops, has been included. | No change | The Primary Shopping Boundaries are defined on the adopted proposals map which forms part of the JLP and as such cannot be amended through the SPD. |
| 1095108 | 328 | | | Mr Richard Boyt | South Hams Planning | DEV10.4 – Residential annexes | Annexes cannot and should not be refused 'in principle', otherwise developers will instead construct outbuildings using Part 1 (Class E) Permitted Development Rights. | No change | The SPD does not seek to refuse annexes in principle. Rather it seeks to resist annexes that demonstrate little dependence on the main dwelling i.e. are self-contained.<br>Government Technical Guidance for Householders, supported by appeal decisions, supports the view that 'a purpose incidental to a house [a requirement of Class E] would not cover normal residential uses, such as separate self-contained accommodation or the use of an outbuilding for primary living accommodation such as a bedroom, bathroom, or kitchen'. As a result, Class E does not allow for use as primary living accommodation, and does not provide developers with an alternative route to the provision of self-contained annexes. |
| 1095108 | 329 | | | Mr Richard Boyt | South Hams Planning | DEV10.5 – Space standards and outdoor amenity space | If a dwelling is already substandard in terms of space, will the policy weigh in favour of redevelopment or extension to make it bigger, even if that is over 50% in floorspace growth?<br>Garden Space should be based on bedrooms or floorspace and not house type. Amenity space should be related to occupier use and not building type. Garden space should be a design requirement as part of masterplanning and not a general requirement. | No change | Compliance with NDSS, or uplift to NDSS compliance from a sub-standard dwelling, will not over-ride other policy requirements such as TTV29.<br>Paragraph 4.139 allows for flexibility to be used when considering minimum standards and to consider site specific circumstances. |
| 1095108 | 333 | | | Mr Richard Boyt | South Hams Planning | DEV29.4 – Parking provision: non-residential (EV charging points) | Is one EV car point going to be consistently applied to all new development? | Noted | Yes, for all residential developments with a driveway or garage one dedicated, standard EV chargepoint will be provided at / within each property. These charging units are bespoke domestic household charging units, which are typically mounted to an external wall or an internal garage wall and are smaller and less visually obtrusive than on street public charging infrastructure. |
| 1095108 | 332 | | | Mr Richard Boyt | South Hams Planning | DEV29.5 – Other parking facilities (Cycle parking) | Cycle parking isn't relevant in the TTV. | No change | We are not aware of any evidence to suggest that cycle parking is not relevant in these areas and current lockdown situation has highlighted the need to build in better cycle storage options for new dwellings. |
| 1095108 | 334 | | | Mr Richard Boyt | South Hams Planning | DEV29.7 – Travel Plans | Travel Plans in rural areas have had their day and have been consistently shown not to work. It should be clear that these are not appropriate for development in the TTV. | No change | Officers disagree that Travel Plans in rural areas are or are no longer appropriate. Travel in rural areas can be problematic for those without a car. Travel plans are vital in any area as they are a mechanism to ensure a development is accessible by sustainable means. In rural locations they could be a means to protect rural bus and rail services. Visitor/Leisure developments in particular should be considered as likely to require a |

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| | | | | | | | | | travel plan to minimise transport impacts on the surrounding area.<br>With the recent adoption of climate emergencies in both SH and WD, we will see increased scrutiny on the carbon cost of new development, and this includes understanding the potential impacts of newly forming travel patterns. As per NPPG and input from DCC, we will continue to require travel plans when it is considered appropriate. |
| 1095108 | 325 | | | Mr Richard Boyt | South Hams Planning | DEV8.1 – Overall housing mix | 4.13 to 4.15 – the Council's focus is on big homes causing the problem, not the lack of small homes.<br>4.16 – The Council choose bedrooms as the unit of house size however Council's can't control bedrooms. Floorspace is the only imperfect answer if the Council want to control house size.<br>4.17– One study room is allowed in every new proposal, although the need for young people or old people to have a study for home working is debatable. The Council then describe what is and isn't a bedroom, which is way too tricky to enforce. It is unworkable.<br>4.18– The Council are trying to control the size of new major-scale house building in a very complicated manner, which will probably be loopholed over time. | Change to be made | 4.14 has been amended to add clarity. 4.16 - number of bedrooms is identified within the evidence base, hence the use of that metric in policy and guidance. 4.17 each case will be dealt with on its merits. Propose removing para 4.18 |
| 1095108 | 327 | | | Mr Richard Boyt | South Hams Planning | DEV8.1 (iii) – Younger people, working families and older people | 4.30 - paragraph is misleading. There is greater need for 4 bedroom houses than 1 bedroom houses according to the SHMNA. The real requirement in the SHMNA is for medium large market housing and small and big affordable housing.<br>Council approach is based on the false assumption that the rich and second home owners are buying the best houses and forcing out the poor locals.<br>Aside from the most desirable locations, house prices are broadly reflective of the rest of South Devon. Engineering individual parishes to rebalance house types is too prescriptive and pointless. The number of new builds is so relatively low as a proportion of a parish's housing stock, even after 50 years the imbalances would remain imbalanced.<br>No evidence that supplying smaller or cheaper housing will repopulate parishes with local families, the young and the old. Bigger, more expensive housing has a part to play in the housing mix and is often the best solution for sustainable sites that become available. The LPAs should rely on major and affordable housebuilding to redress imbalances, ensuring local new house supply serves local people's demands. | No change | 4.30 doesn't only refer to 1-bed properties, instead it states that an increase in smaller units (1 and 2-beds) accords with evidence of newly emerging household types and sizes. Rep seems to suggest that local housing needs should only be met through major housing schemes or through affordable housing products. Such a proposal would lead restrict housing choice massively. Conversely this proposal seems to assume that housing built outside major schemes (largely confined to main towns) and affordable housing products will not be accessible to local people. This assumption embodies the inequality in the South Hams housing market and results in a grossly inequitable housing market that displaces anyone who does not have the economic means to access housing anywhere other than the main towns. |
| 1095108 | 326 | | | Mr Richard Boyt | South Hams Planning | DEV8.1(i) – Redressing imbalance | 4.20-4.21 - Council fails to evidence how poorer people are being displaced by house prices. No reason why all parishes should have a balanced housing mix.<br>4.24 - States 'DEV8 is clear that housing mix requirements may be adjusted by the LPA to correct existing imbalances in the housing stock of a given settlement or parish.' - but DEV8 is not clear. Council wants to reduce new bigger houses where there is a surplus. What if it was the other | No change | 4.20 - 4.21, the JLP prioritises equitable access to housing across the plan area, and as such the plan should be seeking to improve diversity of stock and accessibility to housing in all areas - neither the policy of the SPD aims to achieve the same housing mix in all areas. 4.24, redressing imbalances is not specific to any particular size or type, but the SHMNA is clear that newly forming households will continue to be smaller, |

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| | | | | | | | way around?<br>4.27 - Suggests that a local connection occupation can be sought to 'offset the negative impact of further skewing the housing mix'. If a big house is built it is built, a slight reduction in price due to a Devon covenant doesn't offset this. | | so there is more of a bias towards smaller units. 4.27 local connection restrictions are proposed to be used in less sustainable locations, and as such will not apply to a large proportion of housing supply. Such restrictions will apply to dwellings of all sizes and types, and will make every dwelling more affordable by varying degrees. |
| 1095108 | 337 | | | Mr Richard Boyt | South Hams Planning | Development in the countryside (TTV26) | Criticism that the SPD only elaborates on housing proposals, and does not provide further guidance for other types of development. | Change to be made | Applications for different types of development will be considered against the full set of policies contained within the JLP, and not just TTV26. The response seems to infer that TTV26 is only relevant if the proposal site is considered as isolated. This is a misunderstanding of the policy, with only part one being applied to isolated locations. The SPD is not trying to introduce new policy - the first part of TTV26 makes it clear that the aim of the policy is to protect the countryside from inappropriate development. However, in combination with other representations, a review of TTV26 guidance will be undertaken to ensure clarity. |
| 1095108 | 434 | Mr Richard Boyt | South Hams Planning | | Mike Derry and Joe Owen (Derry Owen Architects); Ed Brown (Cavanna Homes); Dan Lethbridge (ALA); Alex Perraton, Paul Myers and Adam Benns (BBH); Sam Williams (Mount Studio); Moxley Macdonald; Stephen Guard; Harrison Sutton Partnership; Coast Construction Ltd; Frogmore Homes Ltd; Bonaventure Homes Ltd; Luscombe Maye Ltd; Marchand Petit; Mike | General | Highly restricting occupation of new housing is likely to result in unviable developments. A lack of house building results in the undersupply of housing land, low construction confidence and missed housing targets. With no new working family or specialist housing coming forward in more remote rural areas, local residents are forced out by lack of supply and higher prices (similar to the effect evidenced recently in St Ives due to the principal residence restriction). | No change | Certain policy interventions may be applied to development proposals in rural locations. These are either in protected landscapes such as AONB and Undeveloped Coast or beyond the settlement pattern in tier 4 of the settlement hierarchy. The spatial strategy does not envisage a significant amount of housing to be delivered in tier 4, or in the undeveloped coast. As such, speculation about the potential impacts of using local connection clauses with regard to housing supply lacks credibility. Housing allocations beyond the strategic sites will still come forward via neighbourhood plans in tier 4 locations. The type of policy intervention being advocated will apply to a limited number of new homes, with the express intention of making these new homes more accessible to local people. This accords strongly with the JLP Vision, Policy SPT2.4 and SPT2.5, and Strategic Objective SO6. |

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| | | | | | Inness Architect | | | | |
| 1095108 | 321 | Mr Richard Boyt | South Hams Planning | | Mike Derry and Joe Owen (Derry Owen Architects); Ed Brown (Cavanna Homes); Dan Lethbridge (ALA); Alex Perraton, Paul Myers and Adam Benns (BBH); Sam Williams (Mount Studio); Moxley Macdonald; Stephen Guard; Harrison Sutton Partnership; Coast Construction Ltd; Frogmore Homes Ltd; Bonaventure Homes Ltd; Luscombe Maye Ltd; Marchand Petit; Mike Inness Architect | General | The SPD is too long and wide-ranging. | No change | Whilst the SPD is long, officers believe that it is easy to manoeuvre due to its structure and this will be explored further. |
| 1095108 | 323 | Mr Richard Boyt | South Hams Planning | | Mike Derry and Joe Owen (Derry Owen Architects); Ed Brown (Cavanna Homes); Dan Lethbridge (ALA); Alex Perraton, Paul Myers and Adam Benns (BBH); Sam Williams (Mount Studio); | General | Advice is detailed in parts but silent in others resulting in an imbalance which will result in inconsistency in decisions. There is inconsistency between the SPD and JLP and inconsistencies amount to unlawful implementation of additional Plan policy. | No change | Officers do not believe that there is inconsistency between the SPD and the JLP. The SPD is a document do amplify and give guidance to the JLP policies and does not contradict it. |

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| | | | | | Moxley Macdonald; Stephen Guard; Harrison Sutton Partnership; Coast Construction Ltd; Frogmore Homes Ltd; Bonaventure Homes Ltd; Luscombe Maye Ltd; Marchand Petit; Mike Inness Architect | | | | |
| 1095108 | 324 | Mr Richard Boyt | South Hams Planning | | Mike Derry and Joe Owen (Derry Owen Architects); Ed Brown (Cavanna Homes); Dan Lethbridge (ALA); Alex Perraton, Paul Myers and Adam Benns (BBH); Sam Williams (Mount Studio); Moxley Macdonald; Stephen Guard; Harrison Sutton Partnership; Coast Construction Ltd; Frogmore Homes Ltd; Bonaventure Homes Ltd; Luscombe Maye Ltd; Marchand Petit; Mike | General | Councils don't have enough resource to manage the level of SPD expectation and will result in officers becoming overworked and making mistakes. | No change | Officers believe that adequate resources are available for decision making and the SPD will aid this process. |

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| | | | | | Inness Architect | | | | |
| 1095108 | 322 | Mr Richard Boyt | South Hams Planning | | Mike Derry and Joe Owen (Derry Owen Architects); Ed Brown (Cavanna Homes); Dan Lethbridge (ALA); Alex Perraton, Paul Myers and Adam Benns (BBH); Sam Williams (Mount Studio); Moxley Macdonald; Stephen Guard; Harrison Sutton Partnership; Coast Construction Ltd; Frogmore Homes Ltd; Bonaventure Homes Ltd; Luscombe Maye Ltd; Marchand Petit; Mike Inness Architect | General | Large elements of the SPD are misguided and guidance will have the exact opposite of the intended effect. | No change | Officers believe that the guidance in the SPD is useful and will be reviewed as and when needed. |
| 1095108 | 335 | | | Mr Richard Boyt | South Hams Planning | Managing flood risk and water quality impacts (DEV35) | Lack of reference to the Sequential Test. The Councils are not following national guidelines to prevent development in the active flood plain. | Change to be made | Additional paragraph to be added. |
| 1095108 | 330 | | | Mr Richard Boyt | South Hams Planning | Place shaping and the quality of the built environment (DEV20) | Suggests design section is too "old school" and difficult to use. Suggests reference to building lines is outdated. | No change | The format and content of this section has been developed with input from all JLP planning authorities. Disagree that it is difficult to use and that building lines is outdated. |
| 1095108 | 336 | | | Mr Richard Boyt | South Hams Planning | Prioritising growth through a hierarchy of settlements (TTV1) | Objects to the use of local connection restrictions within tiers 3 and 4 the settlement hierarchy. | No change | The JLP identifies all named sustainable settlements. The SPD cannot infer a status to AONB villages beyond what the JLP says. There are many factors that could have an effect on house prices going up, and the St Ives evidence is not of a sufficiently extended period of time to draw any robust conclusions. The proposed local connection requirements are not the same as a |

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| | | | | | | | | | Devon covenant. Housing that meets specific local needs is supported by para 77 of the NPPF. |
| 1095108 | 331 | | | Mr Richard Boyt | South Hams Planning | Specific provisions relating to transport (DEV29) | Indicative parking standards, but they appear stricter than indicative – anything lower or higher must be justified. Broadly support that approach. | No change | They are only indicative parking standards. |
| 1095108 | 338 | | | Mr Richard Boyt | South Hams Planning | TTV26.1 – Isolated development | Suggests revision of TTV26 section. However, the representation seems to be restricted to the conversion of barns in isolated locations, whereas both the JLP and NPPF refer to existing structures and brownfield sites. | Change to be made in part | Rephrasing of paragraph 11.49 for clarity and remove 11.51 as NPPF paragraph 79 makes clear provision for housing in isolated locations subject to meeting specific criteria. However, the SPD cannot narrow the scope of TTV26.1 (iii) or NPPF paragraph 79 with a view to enabling barn conversions. |
| 1187545 | 211 | | | Mrs Emma James | Okehampton Town Council | Affordable Housing (DEV7-DEV9) - Affordability of housing in the Plan Area | Both South Hams and West Devon suffer from a number of second homes/holiday rentals which cause issues for small villages and rural areas and local properties being sold as second homes/holiday lets should be stopped | Not applicable | The SPD cannot influence who buys/sells properties. |
| 1187545 | 212 | | | Mrs Emma James | Okehampton Town Council | Affordable Housing (DEV7-DEV9) - Affordability of housing in the Plan Area | The average salary means that most housing is unaffordable. | Noted | The SPD reflects the point being made here and the need to rebalance and deliver affordable housing. |
| 1187545 | 207 | | | Mrs Emma James | Okehampton Town Council | Community food growing and allotments (DEV5) | Only a small area of Level 3 land is suitable for food forests and at the moment it is being set aside for building houses. Recommends that the policy should insist land be set aside in each community for this purpose. | No change | The SPD has gone as far as it can go within the legislative framework. The SPD cannot designate land for a specific purpose. |
| 1187545 | 217 | | | Mrs Emma James | Okehampton Town Council | Delivering low carbon development (DEV32) | Lots of reference to guidance and documents, wants this set out as a simple guidance document and sent to all local government, parishes and towns to ensure everyone is working to the same guidelines. | Noted | No change proposed to SPD itself, but officers will be looking at the accessibility of the document and need for guides once the document has been adopted. |
| 1187545 | 205 | | | Mrs Emma James | Okehampton Town Council | DEV2.1 and DEV2.6 – Soil | Response suggests that agricultural land classification should restrict development outside the town to allocated sites only. | No change | Paragraph 3.37 addresses this with regard to considering the local significance of grade 3 land. The development strategy does not envisage large windfall development to occur beyond the edge of the town, but the SPD cannot create blanket restrictions on greenfield sites. |
| 1187545 | 215 | | | Mrs Emma James | Okehampton Town Council | DEV29.7 – Travel Plans | This section refers solely to highways. No mention of trains, specifically we would have hoped to see mention of the upgraded line and service from Okehampton to Exeter which will obviate the need for hundreds of cars travelling daily down the A30. | No change | Not necessary or appropriate to refer to trains or rail infrastructure here. Travel plans are a specific sustainable transport tool that can be used in the context of the planning process to secure investment and undertakings from a developer to achieve more sustainable travel to / from that development during its life. Travel plans can - depending on the specific circumstances of the development and the travel opportunities available locally, include measures to enable or incentivise travel by train. However, these are likely to take the form, for example, of vouchers for a number of free or discounted train journeys and the provision of train service timetables to new residents. The JLP authorities are very aware of the need for rail infrastructure improvements in the region to improve connectivity to the rest of the UK and to |

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| | | | | | | | | | improve opportunities to travel sustainably within the region. These improvements are being pursued by the Peninsula Rail Task Force and will be pursued by Peninsula Transport if / when that body if formally established as the Sub-National Transport Body for the area. |
| 1187545 | 206 | | | Mrs Emma James | Okehampton Town Council | DEV3 and DEV4 - Sports facilities and playing pitches | How can it be ensured that piecemeal development provides sufficient green space for pitches. | Noted | This would need to be considered in the initial stages of a development proposal in conjunction with the needs set out in the Playing Pitch Strategies and associated needs assessments. |
| 1187545 | 209 | | | Mrs Emma James | Okehampton Town Council | DEV8.1 – Overall housing mix | 4.17 - What about bedrooms for visiting family? Carers for elderly or disabled persons? Mixed age children? Too narrowly defined. | No change | The SPD is clear that the SHMNA will not be applied prescriptively, with flexibility applied when using the data. |
| 1187545 | 210 | | | Mrs Emma James | Okehampton Town Council | DEV8.1 – Overall housing mix | 4.18 - Too prescriptive and needs to be looked at again. 120 square meters is small for 6 people. Reject the assumption that 6 people can live in a three bedroomed house, not taking into account mixed age and gendered children. More people now need to have an elderly parent living with them and disabled people need a spare room for a carer to stay as Respite facilities have been cut by councils/ no longer funded. | Change to be made | Agree to remove para 4.18. |
| 1187545 | 219 | | | Mrs Emma James | Okehampton Town Council | Indicative character areas of Okehampton | Questions the accuracy of figure 15, and the identification of green space on the east of Okehampton. | No change | Figure 15 identifies the preferred character areas within the allocation. The open space identified is intended to be delivered between the different character areas within the allocated site. The 'hamlets' shown on the eastern side of the image refers to a character type within the allocated site. |
| 1187545 | 216 | | | Mrs Emma James | Okehampton Town Council | Meeting the community infrastructure needs of new homes (DEV30) | Okehampton Town Council stresses that paragraph 8.93 is amended to read new housing development 'must' make a contribution towards necessary improvements in community infrastructure rather than 'should'. | No change | Replacing the word 'should' with 'must' is not considered to be appropriate as this will depend on the size and scale of development proposed and other material considerations Development proposals are considered on a case by case basis with regard for capacity/need issues. |
| 1187545 | 213 | | | Mrs Emma James | Okehampton Town Council | Protecting and enhancing biodiversity and geological conservation (DEV26) | Notes that Okehampton is part of the North Devon Biosphere and should be recognised in consideration of development | No change | The Biosphere is referenced in JLP Policy SPT12. |
| 1187545 | 204 | | | Mrs Emma James | Okehampton Town Council | Public Access Defibrillators | Supportive of PADs. All green spaces used for recreation should have a PAD in a central location. The wording 'Public Spaces' is only applicable to Plymouth | No change | The guidance refers to public spaces including greenspaces which is considered sufficient. |
| 1187545 | 220 | | | Mrs Emma James | Okehampton Town Council | Specific design details for Okehampton (TTV14) | Propose amendment to replace walking and cycling links with new rail connection. | No change | Support for investment in new rail infrastructure is contained within the JLP, and does not need to be included in this section of the SPD, which refers more to site specific and character area features. |
| 1187545 | 202 | | | Mrs Emma James | Okehampton Town Council | Sustainable Development and the Climate Emergency | In terms of travel there is no low carbon alternative for the majority eg. commuters from Okehampton have to drive as the train service is not in place. | Not applicable | This comment relates more to how the JLP is implemented rather than the specific guidance within the SPD. |

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| 1190945 | 145 | | | Mr Leslie Pengelly | | DEV23.6 – Landscape and Visual Impact Assessment (LVIA) | DEV23.6 - 7.14 LVIA tables specify a setting distance of 500m. Where does this distance come from as 500m is very small. Whether an LVIA is required should be based on a landscape specialist or senior planning officers assessment of whether a development proposal could cause harm to a designated landscape. | Change to be made | Agree to make change to increase distance but to ensure an LVIA may still be required with judgement on a case by case basis. |
| 1191045 | 271 | | | Mr Simon Wagemakers | Persimmon Homes | DEV2.1 and DEV2.2 – Air | 3.25 sets out a list of measures for all new development proposals to take into consideration which is not appropriate to be considered by every development proposal. Whilst it is appreciated that it is the intention of the LPAs that these measures are considered on an "as appropriate" however the current wording does not reflect this. | No change | It is not the intention that all of these mitigation measures should be put in place but all should be considered which is in the remit of the SPD. |
| 1191045 | 272 | | | Mr Simon Wagemakers | Persimmon Homes | DEV2.1 and DEV2.7 – Noise | Noise levels within buildings should be dealt with through building regulations not planning. | No change | Noise is a material planning consideration and reference has been made to relevant British Standards. |
| 1191045 | 274 | | | Mr Simon Wagemakers | Persimmon Homes | DEV26.5 – Biodiversity Net Gain | Advises that dealing with Biodiversity Net Gain should be deferred to national primary legislation. | Change to be made in part | 10% was indicated as the likely direction of travel nationally within the Defra consultation feedback on the Biodiversity Metric and within the Environment Bill in 2019 (which has currently been withdrawn). Whilst it is anticipated that this will remain the national direction of travel, and that eventually 10% is likely to be mandated, wording to be amended to reflect current national standards. However the LPAs consider 10% is a reasonable demonstration of measurable Biodiversity Net Gain as referenced in paras 170, 174 and 175 of the NPPF, and is the level which the LPAs will consider a development to be policy compliant. |
| 1191045 | 275 | | | Mr Simon Wagemakers | Persimmon Homes | DEV29.2 - Parking dimensions | 8.5 - parking bays sizes appear to reflect national guides however the garage sizes have been dramatically increased. The only explanation given for this is to allow for the incorporation of electric vehicle charging points in the future which isn't needed. It is suggested that external garages are required to be no larger than 3m x 6m with integral garages remaining as existing. | No change | The changes to the internal dimensions to garages are not just required to facilitate EV charging. It is accepted that garages perform an important function in providing extra storage space for new properties. By making garages larger they can still be used for the purposes of parking but also continue to perform a storage function (which also relates to cycle parking as well). |
| 1191045 | 276 | | | Mr Simon Wagemakers | Persimmon Homes | DEV29.3 – Parking provision: residential | 8.7 - suggested parking is too high and contradicts other intentions contained within the JLP to improve public transport and limit private car usage. | No change | Car parking standards are indicative and higher/lower standards may be acceptable. It is not considered contradictory to the remainder of the JLP as officers are looking to reduce car usage for day-to-day trips primarily made on the transport network in the peak traffic hours and not car ownership - these are two very different things. |
| 1191045 | 277 | | | Mr Simon Wagemakers | Persimmon Homes | DEV29.4 – Parking provision: non-residential (EV charging points) | 8.39 requires all new residential properties with a driveway or a garage are provided with an EV charging point. This is a significant additional requirement which is unnecessary as technology moves on. Should be amended to require that the ability to provide a charging point is integrated into relevant dwellings. | No change | Lack of readily available chargepoints has been one of the factors that has held back the growth of EV in the UK compared to some other countries. It is expected that levels of EV use will increase dramatically in the next decade, and the homes built during the Local Plan period will stand for many decades. Because of this, installation of EV charge points futureproofs them against the need to retrofit chargepoints, which is |

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| | | | | | | | | | much more expensive than installation at construction. There are risks of technological redundancy, but no more so than in other aspects of house building and the need to decarbonise mobility to address the climate crisis is so urgent that it is necessary and appropriate to make these demands of developers in terms of charging infrastructure. |
| 1191045 | 273 | | | Mr Simon Wagemakers | Persimmon Homes | DEV8.1(i) – Redressing imbalance | 4.23 - housing needs may vary over time and in certain areas of the city. It is inappropriate to impose a single housing mix and this should be left to the market to determine the local need on a site by site basis. The alternative is to water down local character so that all areas of the city have the same types of housing which reduces the character of the city as a whole and reduces the variety of housing available to the market. | No change | Housing mix does not presuppose that there is only one way to build a house of a certain type or size. Comments also seem to refer to 'the city' despite this policy being applicable to TTV. |
| 1191045 | 270 | | | Mr Simon Wagemakers | Persimmon Homes | General | Document is too long with a lot of repetition of national advice and guidance and runs the risk that genuine advice is missed. | No change | Officers believe the links to external advice and guidance is helpful and whilst the document is long, officers believe the document is easy to search as it has been structured around the policies of the JLP. |
| 1191222 | 293 | | | Mr Graham Palmer | | Affordable Housing (DEV7-DEV9) - Affordability of housing in the Plan Area | To what extent is new development driven by actual need, assessed within the local area(s), versus central government driven targets. Local knowledge is a much better judge of what is actually needed and what the 'mix' should be. What does affordable actually mean. In paragraph 4.71 the gap versus affordability and realise is made. How can the price gap be resolved? | Noted | The SPD reflects the point being made here and the need to rebalance and deliver affordable housing. |
| 1191222 | 303 | | | Mr Graham Palmer | | Climate change, flooding, and coastal change (DEV32-DEV36) | Agrees with coverage of topic. However each aspect should be enforceable with penalties if not met. Recommends creating a mechanism to monitor progress of sustainability and reducing carbon emissions and making results public. | Noted | Noted and wider points to be considered further outside the scope of the SPD. |
| 1191222 | 304 | | | Mr Graham Palmer | | Detailed provisions relating to the Thriving Towns and Villages Policy Area (TTV) | Comment proposes that para 11.5 is expanded upon to include other allocated sites in Tavistock. | No change | Para 11.5 was extracted from a previously adopted SPD that was focussed on the South West Tavistock, hence it is only applicable to the allocations within that part of the town. |
| 1191222 | 290 | | | Mr Graham Palmer | | DEV1.1 – Impact of new development | 3.5 mentions existing residents but how is this impact calibrated and how does this get factored in to an assessment?<br>3.6 – talks of 'High' Standard and 'High' Quality, this is subjective. | No change | Further clarity is offered in subsequent chapters |
| 1191222 | 291 | | | Mr Graham Palmer | | DEV2.1 and DEV2.2 – Air | 3.20 – impacts on air quality is subjective. Air quality should not be allowed to 'get worse'. Consideration should also be given to the wider impact of some developments. | No change | This section has to be considered in relation to other chapters about transport and sustainability of developments. The national guidance on Air Quality dictates as to what extent a Council can require and it would be unreasonable to prevent all development. The national guidance only talks about significant impacts, however government strategy is to minimise impacts by supporting the sustainable travel hierarchy i.e. pedestrians, cycling, public transport, private transport. |

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| 1191222 | 297 | | | Mr Graham Palmer | | DEV26.5 – Biodiversity Net Gain | Queries ability to secure net gain from green field development, and concern that offsetting may be of no benefit to the location affected by the development. Queries how and who will police, manage and enforce delivery of offsite habitat creation and management. | Noted | The Defra metric attribute biodiversity values to habitats (e.g. in terms of distinctiveness, quality, connectivity), in simplistic terms a larger low quality and distinctive green field site could be partly developed with higher quality and distinctiveness habitat created on the undeveloped part, resulting in net gain for biodiversity. Onsite delivery is a preference, distance from site for offsite habitat is a consideration and the closer the better is the general approach. Management will be secured through legal agreements, including monitoring mechanisms. Ultimately the LPA will be able to enforce if habitat is not being managed in accordance with management plans. |
| 1191222 | 299 | | | Mr Graham Palmer | | DEV29.4 – Parking provision: non-residential (EV charging points) | Developments about to commence or under construction should also deliver EV charging infrastructure. | Not applicable | This is out of the remit of the SPD and is not something the planning system can lawfully do. The LPAs cannot retrospectively make new, additional demands of a developer after this process has been concluded. |
| 1191222 | 300 | | | Mr Graham Palmer | | DEV29.7 – Travel Plans | Support for travel plans. Can they be retrospectively applied to developments? With zero carbon emissions the target, Travel Plans should be mandatory for all but the most minor developments. | No change | Travel plans cannot be retrospectively demanded of developers once a development has received planning permission. Travel plans can, however, be developed and implemented with or without the support or involvement of the local authority on a voluntary basis - most often in the form of workplace travel plans or school travel plans. |
| 1191222 | 301 | | | Mr Graham Palmer | | DEV29.9 – Strategic transport infrastructure | 8.69 – agree but these must be agreed and formally contracted up front and the appropriate council bodies must have the power to enforce or if not delivered fine and/or stop development. Too many times developers have been allowed to agree on mitigation and then back off and eventually completely renege on what has been agreed. | Noted | Noted. |
| 1191222 | 292 | | | Mr Graham Palmer | | DEV3.3 – Public rights of way and bridleways | 3.94 – again considering the impact on existing residents – where no PROW exist, the impact of a new PROW and the 'through (pedestrian) traffic' that creates must be considered. | No change | The procedures by which new highway is created or an existing highway changed are set out in legislation which includes the requirements on public consultation. |
| 1191222 | 294 | | | Mr Graham Palmer | | Economy (DEV14-DEV19) | Consideration must be given to where developments could take place versus whether there are sufficient jobs in the vicinity to support the numbers of people moving in to those new dwellings. Building the houses is one thing, but this should not lead to the majority of those people having to jump in their cars to get to the jobs. | No change | This issue would be considered as part of the planning balance when determining an application. |
| 1191222 | 287 | | | Mr Graham Palmer | | General | Document is comprehensive, not only in terms of the myriad of planning aspects which are covered, but also the various 'checks and balances' to be applied. Questions whether the power will be available at the local level to ensure the developers adhere to the conditions set out in the SPD. Will there be the necessary man power and skills. | No change | Welcomes support.<br>The purpose of the SPD isn't to influence national decision making or where the power of decision making lies. |
| 1191222 | 288 | | | Mr Graham Palmer | | Introduction | Questions why the community can't be involved at pre-application stage. Building Regulations are behind what should be in place if truly serious about sustainable | Not applicable | The SPD cannot influence how the development management process works or influence building regulations which is separate. |

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| | | | | | | | developments and zero carbon emission targets. Developers should be forced to revisit their originally submitted plan to accommodate what is needed. | | |
| 1191222 | 302 | | | Mr Graham Palmer | | Meeting the community infrastructure needs of new homes (DEV30) | 8.93 - it is considered that local councils must have the resource and the backing from central government to make commitments stick. | Noted | It is agreed that councils require resource and backing from central government in order to secure and deliver the infrastructure needs of new development. |
| 1191222 | 295 | | | Mr Graham Palmer | | Place shaping and heritage (DEV20-DEV22) | What are special considerations for World Heritage sites? When are Design Review Panels used and what are is the status of their advice? | Change to be made in part | The SPD explains that Policy DEV22 protects nationally designated landscapes (including the World Heritage Site) from inappropriate development and activity. It provides the basis for thorough consideration of development proposals such that any permissions granted will be for development and activity that conserves and enhances designated landscapes. The SPD explains that The Cornwall and West Devon Mining Landscape World Heritage Site has its own Management Plan and supporting SPD which sets out how the planning system will fulfil its responsibilities to this designated heritage asset and contains a hyperlink to the document. Therefore, no change is considered necessary to the SPD in this regard.<br>Clarification re. Design Review Panels to be added. |
| 1191222 | 305 | | | Mr Graham Palmer | | Planning obligations, the Community Infrastructure Levy and development viability | Re. paragraph 8.93 it is considered that local councils must have the resource and the backing from central government to make commitments stick. | Noted | It is agreed that councils require resource and backing from central government in order to secure and deliver the infrastructure needs of new development. |
| 1191222 | 296 | | | Mr Graham Palmer | | Protecting and enhancing biodiversity and geological conservation (DEV26) | Concern that developing green field sites is inconsistent with conservation, enhancement and restoration of biodiversity. | Noted | The JLP policy and SPD approach includes protection for protected habitats and species, whilst enabling calculation of existing biodiversity value of a site and securing biodiversity net gain. |
| 1191222 | 289 | | | Mr Graham Palmer | | Sustainable Development and the Climate Emergency | Need to assess the cumulative impact of development on the environment and infrastructure | No change | This comment relates more to how the JLP is implemented rather than the specific guidance within the SPD. In addition, the cumulative impact of development in the JLP was taken into consideration in the SA/SEA and the HRA which supported the JLP. |
| 1191222 | 298 | | | Mr Graham Palmer | | Trees, woodlands and hedgerows (DEV28) | Considers new planting rules should be stricter and any loss of trees and hedgerows fully compensated/mitigated. Also habitats must be fully evaluated even if they are to be removed to avoid harm to species occurring. | Noted | It is considered that the mitigation hierarchy for trees and replacement requirements if trees have to be lost is robust, as the planting requirements set out in the table relates to the stem diameter of any trees lost which will result in a net gain in canopy cover. |
| 1232083 | 1 | | | Cllr Matthew Chown | | Sustainable Development and the Climate Emergency | Need to deliver 'zero-carbon homes and buildings immediately to meet 'carbon neutral' target. | No change | The SPD has gone as far as it can go within the legislative framework. It provides guidance to support the JLP policies which aim to deliver low and zero carbon homes. Delivery of these policies is a matter for development management processes and will be assessed on a case by case basis. |

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| 1235665 | 10 | | | Paul Vann | Plymouth City Council | Sport and recreation (DEV3) and Playing pitches (DEV4) | Grammatical corrections and suggestion of additional text regarding contributions towards new or improved water access | Change to be made | Officers agree changes are useful. |
| 1236273 | 24 | | | Mr Richard Allen | MACKPlan | Prioritising growth through a hierarchy of settlements (TTV1) | Concerns over how the term 'local' will be interpreted when delivering affordable housing. | Change to be made | The SPD does not seek to rewrite the local connection requirements used by RSLs of through the Devon Home Choice allocations policy. The local connection requirements contained within the SPD refer to open market housing, and not affordable housing - reference is made to Housing Needs Surveys, which only identified affordable housing need, and not the more general open market need.<br>How and where local connection requirements are applied throughout the settlement hierarchy will be reviewed in connection with TTV1 and TTV25, so the issues raised will in this comment will be considered as part of that process. |
| 1236671 | 20 | | | Mrs Angel Braidwood | Sourton Parish Council | General | Very clear and gives clarity where it is needed, professional, thorough and look forward to the policies being implemented. | Noted | Support welcomed. |
| 1236714 | 21 | | | Ms Lucy Black | University of Plymouth | Purpose built student accommodation in the Plymouth Policy Area (DEV12) | Student welfare is of significant importance. PBSA should feel safe and worry free for student occupants. Serious concerns are raised about the likely impact shared uses could have on a student's welfare and performance, particularly where there is no segregation. As a consequence of mixing students with non-students in PBSA, demands for student housing could be created elsewhere in the system and this could lead to empty rooms. It is unlikely that suitable management plans can be put in place in dual use accommodation that protects the interests of students and such developments should not be permitted. | Change to be made | This information is helpful and draws our attention to the importance of student welfare. The LPAs recognise that students should be able to live in a safe and worry free environment and we wish to help ensure this can be achieved. The SPD will be amended to make it clear that student welfare will be a principle consideration during the planning process through management plans and we will continue to liaise with our Higher Education Institutes to address these matters. |
| 1236900 | 353 | | | Mrs Deborah Holloway | Pillar Land Securities LTD | DEV9.2 - Self and custom build housing | 4.45 states these properties will need to be secured in perpetuity through a planning obligation. It is only right that a percentage of affordable self build plots are made available to eligible local people, however this can also be achieved by providing serviced plots at a 20% discount to market value. Also by restricting the plot sizes whilst still allowing for families to grow. If as suggested in the SPD a 30% discount should apply in perpetuity we believe this would seriously impact on the ability of purchasers to access affordable mortgages and would therefore also impact on a local authority's ability to meet their self build/custom build targets. | Change to be made | Change to be made to reflect the NPPF. |
| 1236973 | 37 | | | Mrs Julie Gilbert | Ivybridge Town Council | General | Suggests additional functionality to improve manoeuvring around the document. | Noted | Whilst not a comment on the SPD content, officers will consider ways of improving manoeuvrability of the document when adopted. |
| 1236973 | 35 | | | Mrs Julie Gilbert | Ivybridge Town Council | Meeting the community infrastructure needs of new homes (DEV30) | Important to take into account the financial pressures placed on adjoining parishes when the infrastructure demands falls within that neighbouring parish, and not the parish where the development is located. New housing development should make more contribution towards the parish bearing the pressures of the additional demand on their community infrastructure. | No change | The potential impacts of a development on local infrastructure are considered by the relevant authority. In the case of Ivybridge, DCC would consider the impact on all local infrastructure such as schools, roads and libraries etc. |

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| 1237014 | 23 | | | Halliday Totnes Town Council | Totnes Town Council | General | Too long and inaccessible. Suggest the document is split into separate documents. Doesn't acknowledge the impact of large development on the Air Quality Action Plan area in Totnes. | No change | When designing the SPD at the project stage it was decided that, rather than creating separate documents and SPDs, one document covering guidance for each policy would be more useful to the end user. The document has been designed to be easily searched so readers can find the guidance for each policy quickly. The document has also been designed in a way that it can be updated quickly if there is a change in guidance/policy.<br>Guidance re. air quality is available at DEV2.1-DEV2.2. |
| 1237235 | 28 | | | Mr Peter Sandover | | DEV2.1 and DEV2.4 – Light | Wants reference to the South Devon AONB guidance in the SPD. | No change | The South Devon AONB guidance is already referenced at DEV25.8. |
| 1237235 | 29 | | | Mr Peter Sandover | | DEV27.2 – Open spaces, including designated City Green Space and Neighbourhood Green Space | The definition of Neighbourhood Greenspace is likely to confuse communities. The NPPF clearly defines Local Green Space which communities are empowered by within Neighbourhood Plans to designate. Uncertainty on level of protection and designation of NGS. Clarity needed on this section and recommends including the relationship between Strategic Green Space, NGS and LGS in the text. | No change | Policy DEV27 of the JLP sets out the green space hierarchy whilst the evidence base for the JLP includes a document setting out why spaces were designated and what each designation means. This is already referred to in the guidance. |
| 1237235 | 31 | | | Mr Peter Sandover | | General | Unhappy with the length and dates of the consultation period. | No change | The consultation process followed is in line with national guidance and the current Statement of Community Involvement. |
| 1237235 | 30 | | | Mr Peter Sandover | | Protecting local shops and services (DEV18) | Supportive of the principle of supporting local shops and services however the boundary in Kingsbridge should be extended. | No change | Primary Shopping Boundary are defined on the adopted proposals map which forms part of the JLP and as such cannot be amended through the SPD. |
| 1237449 | 32 | | | Cllr Doug Packer | Wembury Parish Councillor | Prioritising growth through a hierarchy of settlements (TTV1) | Proposed amendment. Replace 'may' to 'will' in relation to restrictions on permissions in UC policy area. | Change to be made | Agree that the wording could be strengthened in para 11.17. |
| 1237463 | 33 | Mr John Brindley | | | Sherford New Community Consultation | DEV8.1 – Overall housing mix | 4.18 - the requirement to control the mix of housing via the NDSS is contrary to the guidance on NDSS. Mix should have been part of the policy which was tested through the examination of the JLP. | No change | Housing mix was considered during the JLP examination, in particular use of SHMNA data. NDSS being used in this way was not considered during the examination. |
| 1237533 | 96 | | | Mr Tom Clarke MRTPI | Theatres Trust | DEV18.6 – Community facilities | Supportive of guidance for DEV18.6. Suggest strengthening the wording though and making it more robust. Suggest revised wording. Support paragraph 5.60. | Change to be made | Officers agree that the amendment will provide useful clarity and flexibility. |
| 1237548 | 114 | | | Ms Kristina Sodomkova | | Trees, woodlands and hedgerows (DEV28) | A range of suggested changes have been made relating to street trees; establishment and maintenance; cross referencing to other sections of the document to avoid reinforcing traditional silos; amenity assessment; addition of a reference to Arb Association directory; compliance and states more references to the benefits of trees should be made. It is suggested that the structure of the whole SPD needs reviewing. | Change to be made in part | The title reflects the Policy DEV28 which has been adopted and cannot be changed. There is no need therefore to add street trees to the title as they would be considered as trees under the Policy DEV28.<br>The SPD provides additional guidance to developers on what is expected to comply with DEV28, it is not guidance for street trees which come under the control of PCC.<br>7.147 The wider benefits of trees and links to other disciplines has been considered in more detail within the adopted Plan for Trees and the Joint Local Plan to which this SPD directly relates. It is not therefore appropriate to add this to the SPD. Cross referencing to other relevant polices took place in the Joint Local Plan. |

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| | | | | | | | | | 7.147 Health benefits are mentioned in the first paragraph as is their visual contribution. Establishment and maintenance of new trees is acknowledged as essential and would be dealt with under appropriate landscaping conditions. Detailed amenity assessment methodologies such as CAVAT and management of Council trees including street trees will be dealt with in a separate document Principles of Tree Management which is being delivered as part of the Plan for Trees Delivery Programme with various partners. If street trees are impacted by a development eg: to create an access or hardstanding there will be a requirement to replace as detailed in the SPD.<br>7.153 this statement is not 'irrelevant' and should not be removed, all tree works should be carried out in accordance with the relevant British Standard. Reference to the ARB directory to be added.<br>7.175 do not see the need to change this.<br>7.179 - paragraph 7.180 sets out the enforcement measures that can be taken if conditions are not complied with.<br>7.189 Plan for Trees is referenced here as it deals with tree planting specifically. |
| 1237549 | 144 | | | Mr Simon Earland | Transition Tavistock | APPENDIX 3: Shop fronts, including ATMs | Suggest the inclusion of requirements regarding free standing advertising material on pavements and outside shops. | No change | A-boards require consent from the landowner and advertisement consent and so the design of A-boards is dealt with on a case-by-case basis. |
| 1237549 | 125 | | | Mr Simon Earland | Transition Tavistock | Community food growing and allotments (DEV5) | Support aims of DEV5. | Noted | Support welcomed. |
| 1237549 | 126 | | | Mr Simon Earland | Transition Tavistock | Community food growing and allotments (DEV5) | 3.99 - The 1 km radius test is insufficient – it should be 1 km by a practical route. | No change | Officers believe the 1km radius test is sufficient, to work out for each allotment site, various practical routes would be unworkable. Officers apply a similar approach to play areas and green space, which were tested and accepted at the JLP hearings. |
| 1237549 | 121 | | | Mr Simon Earland | Transition Tavistock | DEV1.2 – Accessibility | The LPA's "duty" to accessibility is translated into a weaker "good practice guidance should be considered" without saying how it will be checked.<br>The second reference document is only available to purchase at a cost of £206 for non BSI members, hindering the public in checking adherence. | | The Equalities Act is the overarching legislation/framework for design and gives legal protection from discrimination, this includes The Equality Act 2010 and the Equality Act 2010 (Disability) Regulations 2010. There is also The Workplace (Health, Safety and Welfare) Regulations 1992 which suggests design details for buildings of work such as in officers.<br>Whilst the SPD is referring to British Standards, this is the main accessibility document and many other documents are derived from that, such as the Building Bulletin, best practice design guides, changing places etc. some are available for free and some you need to subscribe to as with most guidance. However, a change will be made to the SPD to make this clearer and also to add cross-reference to other sections in the SPD where accessibility will need to be considered. |

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| 1237549 | 129 | | | Mr Simon Earland | Transition Tavistock | DEV10.1 – 'Sense of place' considerations | Supports 4.121 call for care to be taken in connecting new development to existing communities and facilities. Suggests link to Transport section. | No change | Support welcomed. Inclusion of link to transport section not considered necessary. |
| 1237549 | 130 | | | Mr Simon Earland | Transition Tavistock | DEV10.5 – Space standards and outdoor amenity space | 4.136 to 4.139 - endorse the importance of outdoor amenity space beside dwellings. | Noted | Support welcomed. |
| 1237549 | 131 | | | Mr Simon Earland | Transition Tavistock | DEV15.5 – Garden centres and farm shops | 5.18 - We support provision to ensure farm shops supply mainly local produce. | Noted | Support welcomed. |
| 1237549 | 132 | | | Mr Simon Earland | Transition Tavistock | DEV16.1 – Retail spatial strategy | Support the approach to retail and other town centre uses | Noted | Support welcomed. |
| 1237549 | 123 | | | Mr Simon Earland | Transition Tavistock | DEV2 - Street cafes | Support for paras 3.62 to 3.65 | Noted | Support welcomed. |
| 1237549 | 122 | | | Mr Simon Earland | Transition Tavistock | DEV2.1 and DEV2.2 – Air | 3.25 - Strengthen "consideration" – the developer should make a detailed, public response and justify why any points from this list are not addressed. | No change | Officers do not believe that this wording needs to be strengthened, there are many ways in which a development could mitigate against negative impacts on air quality. |
| 1237549 | 139 | | | Mr Simon Earland | Transition Tavistock | DEV29.4 – Parking provision: non-residential (EV charging points) | Suggests a number of amendments and additions to the text relating to the provision of EV charging infrastructure. | Change to be made | Officers do not believe it is necessary to change 'should' to anything stronger and to explicitly include reference to specific building purposes. Table 33 sets out minimum required provision and the purpose of the table is to make a distinction between residential developments.<br>Row 4 of Table 33 is does specify that provision include some rapid charge points (50kW+) and we do not believe it needs to be amended. As the respondent notes, this is a fast changing scene, so we are keen to avoid being too prescriptive and being out of date within a short period. Also, destination developments are increasingly seeing the provision of EV charge point infrastructure as part of their wider customer offer, a potential competitive advantage and a new revenue stream.<br>Not appropriate to include text providing for future growth in the ratio of charge points to parking spaces, as any 'futureproofing' of a development needs to be explicit and needs to be planned for and delivered as part of the development at the time that the application is made and considered. Also providing charge point ready cabling for 50 % of spaces at other resi developments and for staff parking at workplaces will make delivery of additional chargepoints in the future as cheap and easy as possible. In practical terms (given the 25% minimum provision figure) the minimum number of parking spaces at a high turnover development would be 4, though it is extremely unlikely that a supermarket, leisure facility or similar will come forward proposing that few parking spaces. Agree that location of sufficient quantity of charge points close to the entrance to the facility is key. Communities that develop a Neighbourhood Plan |

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| | | | | | | | | | could seek to address the level of EV infrastructure in their area. Many factors will influence the amount and distribution of EV infrastructure in the coming years. This SPD and indeed the spatial planning and development management process can only seek to influence the provision of EV infrastructure provided in the context of new development and changes to land use. Given the need to respond the climate emergency by enabling rapid decarbonisation of transport, we are seeking to ensure that development contributes proactively to this by delivering - among other things - ample EV charging infrastructure. |
| 1237549 | 138 | | | Mr Simon Earland | Transition Tavistock | DEV29.5 – Other parking facilities | Comments and suggested amendments regarding EV charging infrastructure, including with regards to: cross-referencing; consistency of terminology; monitoring of overall EV chargepoint provision; division of responsibilities for EV infrastructure; thresholds; three phase power supply, and securing EV infrastructure through S1106 agreements.<br>DEV 29.5 Should be separated into one policy for cycle parking, another for charging points.<br>"Charging point" should be consistently named.<br>Suggest cross-reference from residential and non-residential parking sections to EV charging section<br>Paragraph 8.41 The threshold of 200 homes for requirement of charging provision is too high, especially given opportunity to split developments. Para 8.45 suggests the re-charge cost is just for supply, without responsibility for ongoing maintenance or 24 hour telephone support for technical problems. LPAs could not enforce the provision after the development is complete. While recognising it is not within the scope of this document, we point this out as a potential issue for future consumer protection, as management companies controlling re-charges on communal estate chargepoints could become exploitative Para 8.47 Yes – but this should help raise level of S106 overall, not divert from other infrastructure. | Change to be made | Cross-referencing and consistency in terminology re. charge points to be changed.<br>Monitoring of EV charge point provision is not within the remit of the SPD. The division of responsibilities for maintenance and operation will vary from development to development, according to the circumstances of the development and in the absence of a comprehensive regulatory regime for EV infrastructure and service provision.<br>Support welcomed re. the requirement to provide a three phase electricity supply to all occupied buildings. The amount of money secured through S106 agreements and the infrastructure they deliver are specific to each development, and considered in the context of development impacts and development viability, and need to balance a range of community needs. It is not possible for the SPD to be prescribe that EV chargepoint infrastructure not be considered or counted as part of the overall transport S106 provision. |
| 1237549 | 137 | | | Mr Simon Earland | Transition Tavistock | DEV29.5 – Other parking facilities (Cycle parking) | Welcome the inclusion of standards on cycle parking, and the headline requirements of 8.30 and 8.31, but section would benefit from editing to improve the logical flow and clarity.<br>8.31 - wants the paragraph strengthened.<br>The "all uses" in Table 32 is not very clear. Support an "if greater" test related to staff numbers.<br>8.32 - agree, noting that e-bikes are heavier than standard ones and also more likely to be used by older people, so inclusive design of stands matters.<br>8.33 We could not work out what this means. What is the relevance of lifts for ground floor flats?<br>8.37 We support the point about location. Are numbers of cycle parking spaces covered within Table 32, which is unclear whether it is about staff or customers? Can something be added about suitable provision at certain types of building (e.g. supermarkets and schools) for cycles with | Change to be made | Paragraph 8.30 and 8.31 have been amalgamated and strengthened to state that any deviation from the criteria/standards must be explicitly justified.<br>Amendment to be made to paragraph 8.33 to provide clarity and error in Table 32 to be corrected. Table 32 covers both staff and visitors.<br>Reference to be added to London Design guidance re. cycling provision at certain buildings.<br>Planning for overall levels of cycle parking in key locations is referenced within the JLP. |

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| | | | | | | | trailers to be locked? These provisions focus on individual developments. In addition, there is benefit in planning for cycle parking overall in key places, e.g. town or village centres. Cyclists may prefer to park in a secure place then walk around, rather than relock a cycle at each shop or attraction. Such provision could be developed through the Neighbourhood Plan, and once in place, could allow more flexibility in the provision required for specific non-residential buildings. | | |
| 1237549 | 140 | | | Mr Simon Earland | Transition Tavistock | DEV29.7 – Travel Plans | 8.54 Needs strengthening. NPPG guidance is 2014 so not motivated by current level of appreciation of climate emergency. Change to "will be required for all developments of more than 10 dwellings" (and a stated min size of non-residential), though some points of the travel plan could then be discretionary for smaller developments.<br>8.62 - concerned that the SH and WD definition of a travel plan is much weaker than that for Plymouth.<br>8.60 – 8.63 DCC should charge for travel plan approval if that helps build capacity to get more travel plans done. This could be done in partnership with the voluntary sector to bring in local knowledge.<br>8.64 We think that in WD, the first 2 bullet points would "normally" apply, not "in some cases". The 3rd point should be done at start of planning. We would welcome funded travel co-ordinator time coming from significant developments, but suggest that this could be most productive as a contribution to wider community efforts to help people change travel patterns rather than a short burst for residents of the specific new homes. | No change | Para 8.54 in the SPD will be complimented by a Travel Plan Guide for Developments in Plymouth which will be made available. In addition a short summary of this guidance will also be available as part of the Plymouth City Council 2020 Validation List which we expect to published shortly.<br>TTV content reflects the input from DCC and contains necessary flexibility in terms of when travel plans are required and the scope of the travel plans. The current text allows officers to consider the issues on a case-by-case basis. |
| 1237549 | 141 | | | Mr Simon Earland | Transition Tavistock | DEV29.8 – Permeability | 8.65 to 8.68 is technical and needs to be explained in everyday language. Hope that the reference to a site wide accessibility audit is intended for all developments, not just those having travel plans. It needs to be done at an early stage to ensure gaps for access are left available.<br>8.67 Is this the definition of an Accessibility Audit? The wording is confusing. Right ideas, but woolly and does not have logical flow. Which routes? Is this walking / cycling as in 8.65? Bullets are wider in meaning and should be earlier in document. | | Wording amended to improve clarity.<br>The need for a site-wide Accessibility Audit will be determined by the scale and nature of the development. An Accessibility Audit would look at the use of all modes of transport to get to and from a development. Such an Audit would usually be taken up-front but could be covered by condition. |
| 1237549 | 142 | | | Mr Simon Earland | Transition Tavistock | DEV29.9 – Strategic transport infrastructure | 8.71 It is not clear what this means, apart from the "may be" contributions? | Change to be made | Change to be made to improve clarity. |
| 1237549 | 143 | | | Mr Simon Earland | Transition Tavistock | DEV29.9 – Strategic transport infrastructure | 8.75 We think that the accommodation of buses within a new development should be considered for any development not within a specified distance (e.g. 0.5 mile) from a current bus route.<br>8.78 We agree – and we also think that the audits should be made public in time to influence the decision on planning permission. Lack of a LCWIP should not be an excuse for not carrying out an audit. Also, any application to revise plans must explicitly say whether it would affect the audit findings. Post completion – should lead to enforcement if | No change | The accommodation of buses within a new development should be considered for all developments, irrespective of their proximity to current bus routes on the basis that:<br>(1) if buses are not considered from the outset, and developments designed accordingly, it's highly likely a service wouldn't be able to retrospectively be fitted into the development even if desired<br>(2) bus routes change and hence even if a development is close to a bus route when it's planned this may |

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| | | | | | | | needed.<br>8.79 We agree. We appreciate the way this document has links to national guidance, which members of the public might not otherwise be aware of.<br>8.81 We support this speed limit. | | change in the future<br>(3) the JLP sets out standards for walking distance to nearest bus stop across the Plan Area and, where this criteria is not met, consideration should be given to introducing new services. |
| 1237549 | 124 | | | Mr Simon Earland | Transition Tavistock | DEV3.3 – Public rights of way and bridleways | We support this policy. | Noted | Support welcomed. |
| 1237549 | 127 | | | Mr Simon Earland | Transition Tavistock | DEV8.1 – Overall housing mix | We agree there is an imbalance to be addressed (4.15, 4.21) and measures taken should not discourage home working (4.17). | Noted | Comments noted. |
| 1237549 | 128 | | | Mr Simon Earland | Transition Tavistock | DEV9.2 - Self and custom build housing | 4.43 Welcome the intention to encourage community-led self/custom build housing development as a way to meet specific housing needs identified by the community. | Noted | Support welcomed. |
| 1237549 | 119 | | | Mr Simon Earland | Transition Tavistock | General | Asks for documents to be referenced with date and where to view documents which need to be paid for. | No change | Links to where the documents can be purchased are incorporated into the document which includes details on dates and how to buy/view them. |
| 1237549 | 135 | | | Mr Simon Earland | Transition Tavistock | Natural environment (DEV23-DEV28) | Strongly supports the opening comment. Recommends cross referencing both ways to section three in view of proven mental and physical health benefits of access to nature. | Noted | Support welcomed, although additional cross-reference is deemed unnecessary. |
| 1237549 | 134 | | | Mr Simon Earland | Transition Tavistock | Promoting competitive town centres (DEV17) | Endorse 5.47, but the policy appears thin, and the link to a 2017 consultancy report, while interesting, does not clarify future intentions. | No change | There is no more definitive guidance available at this time. In addition it is likely that national guidance will be issued. It would be premature for the JLP Councils to seek to anticipate what this will require. |
| 1237549 | 136 | | | Mr Simon Earland | Transition Tavistock | Specific provisions relating to transport (DEV29) | 8.4 - We endorse the importance of this objective. | Noted | Support welcomed. |
| 1237549 | 120 | | | Mr Simon Earland | Transition Tavistock | Sustainable Development and the Climate Emergency | Welcomes the declarations of Climate Emergency and Biodiversity Emergency. Welcomes the intention of the JLP to establish how low carbon policies and sustainable development strategy will be implemented. | Noted | Support welcomed. |
| 1237552 | 116 | | | Mr Jon Elwell | Elwell Estates | Housing (DEV7-DEV13) | Restrictions to the size of extensions and replacement buildings cannot be defined in percentage terms related to the size of the original building. Extensions should be considered on merit taking account of the available space, not restricted by a maximum 50% uplift.<br>Provision of self build plots should be encouraged in all areas. | Change to be made | The approach to TTV29 has been reviewed and changes made that do not rely on prescriptive percentage thresholds. |
| 1237557 | 146 | | | Dr Sarah Collinson | Inclusive Totnes | DEV1.3 – Health Impact Assessments | The document does not address clearly or directly enough the potential for housing developments to have a negative impact on the health of community and to have health inequality impacts due to resulting increase in traffic, congestion and air pollution in the local area in the specification of requirements for conducting Health Impact Assessments.<br>Want more detail on how traffic, congestion and air pollution impacts of volume housing developments will be calculated and mitigated against, with particular attention to impacts on the young and the elderly. Want a commitment to no volume housing developments which will intensify | Change to be made in part | Where after mitigation proposed a development is still assessed as having a significant impact on air quality in accordance with relevant technical guidance, this would go against our core policy and as such the development would not be supported.<br>However developments may individually be acceptable but cumulatively create a significant impact, as such there is a need that all developments which create additional traffic should consider their impacts and how to minimise/mitigate these.<br>Text amended to refer to national guidance as a benchmark to assess costs of damage caused by |

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| | | | | | | | traffic, congestion and air pollution problems in any declared Air Quality Management Areas. | | emissions.<br>Guidance is included on air quality within DEV2. |
| 1237557 | 147 | | | Dr Sarah Collinson | Inclusive Totnes | General | Unhappy with the consultation, particularly engagement with hard-to-reach groups. Also want to see clear references to the Councils' public sector equality duty at every appropriate point in the SPD and clear statements of how future decision-making based on the JLP and SPD will ensure that they meet their public sector equality duty. Want an unambiguous acknowledgement of new evidence on the negative impacts of air pollution on vulnerable people with protected characteristics, in particular children, the elderly and people with long-term heart and respiratory conditions. Want to see a clear commitment added to specify that the Councils will gather and use evidence on actual and potential air pollution impacts of planning strategies and decisions, including reference to Air Quality Management Areas, Air Quality Management Plans and clean air strategies. | No change | The consultation process followed is in line with national guidance and the current Statement of Community Involvement. How officers will consider air quality is available at DEV2.1 and DEV2.2. |
| 1237558 | 153 | | | Mr Joshua Gardner | | Affordable Housing (DEV7-DEV9) - Affordable Housing tenure mix | Local Authorities need a self build list that is acceptable as currently it is not accessible as anyone can join multiple lists. | Not applicable | The rules for registering on self build registers are set at a national level and not locally though planning policy and guidance. |
| 1237558 | 154 | | | Mr Joshua Gardner | | Affordable Housing (DEV7-DEV9) - Delivery and future control in the Plan Area | To build affordable housing through contributions you need to have sites to put this investment into and extra support needs to be given to land owners, and parish and town councillors to push ahead with affordable housing by having an officer in place to support such progression rather than the council trying to volunteer there time to do this. | Not applicable | This comment related to resource issues within the LPAs rather than the SPD itself. |
| 1237558 | 156 | | | Mr Joshua Gardner | | APPENDIX 1: Residential extensions and alterations | People do not have a right to light | No change | Impacts on light are a material planning consideration and therefore this subject can be covered in the SPD although officers do accept that "Right to Light" is separate civil legislation. |
| 1237558 | 148 | | | Mr Joshua Gardner | | DEV1.1 – Impact of new development | The SPD document will limit good design, Slow down development meaning housing need will take longer to pull off, custom housing/ affordable housing will be limited in design and in particular may cost more to meet these requirements. Limits high quality housing not promotes it. | No change | Officers disagree – the document promotes good quality design and place-making, including with housing, consistent with JLP Policies. It does this in a way that is not prescriptive and has appropriate flexibility. |
| 1237558 | 159 | | | Mr Joshua Gardner | | DEV26.5 – Biodiversity Net Gain | Support for requirement for bird boxes and hedgehog highways, requests inclusion of bee bricks. Notes importance of enforcing/monitoring this actually happens. | Noted | Support welcomed.<br>Bee bricks are already referenced in 7.102. |
| 1237558 | 150 | | | Mr Joshua Gardner | | DEV3.2 - Water and waterside access | Water access and recreation should be allowed as a s106 contribution. | Change to be made | Change to be made to include reference to possible s106 contributions. |
| 1237558 | 158 | | | Mr Joshua Gardner | | General | More staff will be needed to implement such proposals and to enforce the obligations on the individuals. Not clear who the document will be aimed at. Allows the lay person to give planning a go which will slow the process down. The document is too simplistic in places. | No change | The introduction states that the SPD is intended to be used by all members of the community, as well as those directly involved in the development industry. Planning is a process open to all and so anyone with an interest is allowed to participate. |
| 1237558 | 151 | | | Mr Joshua Gardner | | Meeting local housing need in the Plymouth Policy Area (DEV7) | Section is contradictory on what it is trying to achieve. Will make planning and design harder and more complicated for all. Not clear what this document is trying to achieve. | No change | A Supplementary Planning Document is an established tool to amplify and give guidance on the implementation of the policies in a local plan and is |

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| | | | | | | | Already have NPPF PPG and JLP without adding the DEV SPD. | | there to provide clarity to those engaging with the planning system as to how planning decisions are made. |
| 1237558 | 152 | | | Mr Joshua Gardner | | Meeting local housing need in the Thriving Towns and Villages Policy Area (DEV8) | Garden developments in some cases is the only way to get children on to the housing ladder in rural areas meaning the mix and need wont be met with these new policies and the current ones are fine. | No change | There is no scope for cherry-picking which old policies can be saved - the new policies form part of a coherent spatial strategy that was tested at EiP. |
| 1237558 | 157 | | | Mr Joshua Gardner | | Planning obligations, the Community Infrastructure Levy and development viability | This comment relates to 'development bonds' stating that the amounts need to be increased and that the councils need to assist in this as development costs are increasing and in can cost more to rectify things at a later date. It is stated that it should not be up to buyers, the councils or utilities to pick up the pieces. | Noted | It's not clear what's meant by 'development bonds' but it is assumed this refers to S106 planning obligations and developer contributions. It is recognised that sufficient contributions from development will be required if the infrastructure required to mitigate impacts is to be provided. |
| 1237558 | 155 | | | Mr Joshua Gardner | | Provisions for local employment and skills (DEV19) | Concern re. lack of clarity | Change to be made | Change to be made to make it clear that these are Construction Industry Employment and Skills Plans (ESP). |
| 1237558 | 149 | | | Mr Joshua Gardner | | Public Access Defibrillators | Supportive of PADs, concerned about continued maintenance and enforcement. | No change | The guidance recommends a condition which could requre continued maintenance in line with the South West Ambulance Service requirements for registration (as per paragraph 3.17). This includes monthly online checks sent to SWAST which could be checked if nessessary. |
| 1237672 | 179 | | | Mr Alex Perraton | BBH Chartered Architects Ltd | General | Suggest that it would have been more expedient if the main agents for the area were involved in the process at an earlier stage. Important that comments raised during the consultation are digested, understood and responded to in a legal manner. Needs to be another round of consultation. Believe the SPD is rushed, too specific in certain areas and lacking detail in others leaving loopholes. Narrow in its manner of trying to address specific issues. | Noted | Due to the amount of comments and complexity of the responses, the adoption of the SPD has been delayed by several months so officers have time to thoroughly consider and respond to the matters raised. |
| 1237693 | 178 | Mr Simon Mitchell | | Mr Simon Mitchell | Churchill Retirement Living Ltd | Affordable Housing (DEV7-DEV9) - Affordable housing thresholds in the Plan Area | Whilst sheltered housing and other housing for older persons can be considered within the C3 use class, 'extra care' is usually considered to be within use class C2 and not subject to the council's affordable housing thresholds. | Change to be made | When determining whether proposals fall into the C2 (Residential institutions) or C3 (dwelling houses) classes, consideration will be given to "the level of care and scale of communal facilities provided". Amendment to SPD to be made to clarify this position. |
| 1237693 | 182 | Mr Simon Mitchell | | Mr Simon Mitchell | Churchill Retirement Living Ltd | Affordable Housing (DEV7-DEV9) - Affordable housing thresholds in the Plan Area | Affordable housing thresholds within the PPA and TTV of 30 per cent is calculated against the "total number of dwellings" in a development. This is not necessarily an equitable way of assessing the requirement for affordable housing as it does not explicitly take into account the requirement on schemes that have a mix of types and sizes of accommodation. It would be more equitable to assess the threshold against the number of bedspaces. Furthermore, it should be made clear that there are exceptional circumstances where affordable housing cannot be achieved on site. | No change | The JLP states the affordable housing thresholds and cannot be amended by the SPD. |
| 1237693 | 188 | Mr Simon Mitchell | | Mr Simon Mitchell | Churchill Retirement Living Ltd | Affordable Housing (DEV7-DEV9) - Affordable housing thresholds in the Plan Area | The requirement relating to C2 housing (paragraph 4.73) is not reflective of recent appeal decisions relating to this matter (Appeal Ref: APP/U1105/W/17/3177340). The decision as to whether an application for older persons housing is C2 or C3 is a matter to be decided based on the specifics of each scheme and on a case by case basis. The level of care required to warrant a C2 or C3 designation | Change to be made | When determining whether proposals fall into the C2 (Residential institutions) or C3 (dwelling houses) classes, consideration will be given to "the level of care and scale of communal facilities provided" Amendment to SPD to be made to clarify this position. |

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| | | | | | | | and therefore a requirement for affordable housing provision is likely to be different for all residents. Not all people will require the same level of care at the same point in their life, but what is important is that care is available to meet their individual needs as and when the time comes. | | |
| 1237693 | 185 | Mr Simon Mitchell | | Mr Simon Mitchell | Churchill Retirement Living Ltd | Affordable Housing (DEV7-DEV9) - Affordable housing, service charges and other estate management charges in the Plan Area | It would unfairly discriminate against the private provision of housing for older persons if service charges were restricted to the levels quoted in paragraph 9.2 and the SPD should acknowledge that there are instances, particularly where older persons housing is being provided, where on site affordable housing is not achievable. | Change to be made | The purpose of the service charge cap is to ensure that the total housing cost of affordable units remains affordable. Therefore the SPD flags this issue in advance to ensure this issue receives careful scrutiny in advance. Service charges will be affected by the nature of communal facilities proposed. In exceptional circumstances alternative service charge levels can be agreed - subject to robust justification and scrutiny of impact on the total housing cost in each case. It is agreed however that Extra Care scheme for older people as well as some other forms of supported housing will very likely exceed the service charge caps outlined and therefore additional wording has been included to reflect this. |
| 1237693 | 186 | Mr Simon Mitchell | | Mr Simon Mitchell | Churchill Retirement Living Ltd | Affordable Housing (DEV7-DEV9) - Off-site provision and commuted sums in the Plan Area | 4.113 It is inequitable that 50% of off site contributions should be made on commencement of development. It is common practice for contributions to be made following at least 50% of sales.<br>Table 10 – The proposed method for calculating the commuted sum should be based upon the equivalent developer subsidy that would have been provided had the affordable housing been provided on site. This ensures that the developer is neither advantaged or penalised for providing a commuted sum. The formula does not take into account values and costs and therefore does not reflect the developer subsidy position. The developer subsidy should be based on the difference between the residual land value of the scheme with zero affordable housing and the same scheme with the policy target amount of affordable housing (in this case 30%). This method ensures that the commuted sum fairly and reasonably reflects the particular costs and values associated with the development scheme that is being considered. This also allows off site contributions to reflect Tests two and three of the planning obligation tests in paragraph 12.25 of the SPD. The developer subsidy position enables the contribution to be directly related to the development (Test Two) and fairly and reasonably related in scale and kind to the development (Test Three).<br>4.114 and 4.115 As the commuted sum will use the average affordable housing price it would be helpful for the respective local authorities to make transfer prices publically available and updated on a regular basis (monthly or quarterly). | No change | Earlier trigger for payment of an off site sum (as compared to on site delivery) is predicated on the additional time required to enable delivery of affordable housing off site in a timely manner. This is common practice and considered to be reasonable, particularly when considering the additional work it could take to find alternative affordable housing sites and arrange everything to enable delivery. Re. viability reporting, the SPD sets out a simplified methodology to be calculated which directly relates to each specific scheme and is considered to be fairly and reasonably related to affordable housing provision - making a comparison between on site and off site affordable housing delivery costs. |
| 1237693 | 187 | Mr Simon Mitchell | | Mr Simon Mitchell | Churchill Retirement Living Ltd | DEL1.5 – Development viability | Paragraph 12.1.5 is not compliant with the NPPG: "12.1.5 If during the course of determining a planning application it becomes apparent that viability is a material consideration it | No change | Where a viability assessment accompanies a planning application it is anticipated that it will be resolved within the 13 week timeframe. The SPD entry only |

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| | | | | | | | is expected that an extension of time will be required in order to review the viability position." | | applies where viability is raised and new information is submitted during the 13 week determination period. |
| 1237803 | 429 | | | Ms Jeanne Alayli | South Hams Society | DEV8.1 – Overall housing mix | Support the proposed measure to restrict dwelling sizes in relation to the numbers of bedrooms they have. | Noted | Support welcomed. |
| 1237803 | 221 | | | Ms Jeanne Alayli | South Hams Society | Nationally protected landscapes (DEV25) | 7.52 wants more clarity about what constitutes "specific" local needs and the kind of "evidence" which can usefully support them. | Change to be made | Paragraphs 7.51 and 7.52 have been amended to provide greater clarity around what local housing needs means in terms of AONB villages. |
| 1237803 | 431 | | | Ms Jeanne Alayli | South Hams Society | Sustainable Development and the Climate Emergency | Welcome all local government actions which protect the countryside, wildlife, estuaries, sea and deliver green and diversity enhancing homes , buildings and infrastructure as soon as possible | Noted | The issues raised are covered within policies in the JLP, the SPD cannot set new policy. |
| 1237803 | 430 | | | Ms Jeanne Alayli | South Hams Society | TTV29.2 – Size of replacement dwelling | Support the threshold restrictions to replacement dwellings and extensions in the countryside. | Noted | Support welcomed |
| 1237804 | 117 | | | Miss Jilly Hampton | | DEV10.5 – Space standards and outdoor amenity space | Different housing occupants and different types of housing require different quantities of outdoor amenity space, if at all. One size does not fit all. There does not need to be a minimum standard size of garden/ outdoor amenity space. Instead a subjective approach by the LPA is adequate. | No change | Paragraph 4.139 allows for flexibility to be used when considering minimum standards and to consider site specific circumstances. |
| 1237804 | 218 | | | Miss Jilly Hampton | | DEV8.1 – Overall housing mix | New homes with 4+ bedrooms still need to come forward as these provide essential homes of a size suitable to larger working families. | No change | Neither the policy or the SPD prevents homes of any size coming forward, providing the required policy tests are met. The SHMNA identifies a need of some 4+ bed homes, but SH and WD have the highest rates of under-occupation in housing stock in the south-west, and a more effective use of our existing housing stock is one part of ensuring we meet the needs of households of all sizes. |
| 1237804 | 133 | | | Miss Jilly Hampton | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings. Example cited regarding an extension incorrectly uses a 20% restriction, whereas the SPD currently identifies a 50% threshold for extensions. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1237804 | 428 | | | Miss Jilly Hampton | | TTV29.4 – Position of replacement dwelling | Objection to replacement dwelling guidance requiring original footprint to be used unless material considerations justify an alternative location. | No change | Paragraph 11.77 is clear that a replacement dwelling could be positioned in a location other then the existing footprint subject to valid planning considerations. |
| 1237858 | 236 | Ms Laura Wilkinson | D2 Planning Limited | | Praxis Real Estate Limited | Hot food takeaways in Plymouth (DEV6) | Concerned that the SPD does not provide enough guidance or clarification on the application of the policy.<br>The lack of recognition in the SPD of the impact that such a restriction would have on the viability and vitality of recognised District Centres is concerning. The buffer would cover the Broadway.<br>Wording should be updated in the SPD to reflect the hearing statement produced during the JLP examination.<br>Currently no hot food takeaways in the Broadway. | No change | i. A map was submitted to the planning inspector indicating which areas of the city would be affected by this policy and it was considered before the policy was approved for adoption.<br>ii. Euclid circles have been used to make the enforcement of this policy consistent across the city, this wording has been tested at planning committee without issue.<br>iii. Correct, no intention to change wording (re. no recognition of units with long term vacancy)<br>iv. Correct, no intention to change wording (re. no existing take always within a 400m radius - the impact on obesity of one A5 over no A5s is much more important than the difference between 1 x A5 and 2 x A5s. |

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| 1237878 | 256 | James Tavernor | Planning Potential | | CHG Property Development | Affordable Housing (DEV7-DEV9) | Support the recognition that there is an imbalance in housing provision in the TTV.<br>4.73 should state that certain developments such as residential care/nursing homes, student accommodation etc. should not require an affordable housing contribution rather than stating may be required. | No change | Officers consider that the wording of paragraph 4.73 is already sufficiently flexible to consider the merits of applications for residential care/nursing homes to be considered on their merits, and do not need to state that contributions to affordable housing should not be required. |
| 1237878 | 261 | James Tavernor | Planning Potential | | CHG Property Development | Climate change, flooding, and coastal change (DEV32-DEV36) | Any strategies brought forward as part of the SPD should ensure that sustainable development is supported. | Noted | Noted. |
| 1237878 | 262 | James Tavernor | Planning Potential | | CHG Property Development | Detailed provisions relating to the Thriving Towns and Villages Policy Area (TTV) | Due to the different characteristics of the TTV and the PPA a varied approach to development is required. Additional forms of 'employment' development should be encouraged in the TTV as many of the sites allocated have currently stalled. | No change | The AMR shows that delivery of employment land is consistent with expectations and needs. The SPD can not and should not allocate new sites for employment, this is outside its remit. |
| 1237878 | 255 | James Tavernor | Planning Potential | | CHG Property Development | Healthy communities (DEV1-DEV6) | Recognise the overarching policies set out within Policies DEV1-DEV6 of the JLP. Development can have a major beneficial impact in terms of meeting vital health and well-being objectives, and improving the living conditions of a community.<br>The SPD should seek to support development that improves the health of communities, including a range of facilities and services that assist in delivering a sustainable and healthy community, whilst recognising that sustainable development itself can be beneficial and should be supported. | No change | Sustainable development is well covered in both the SPD and the JLP and is at the heart of all development decisions made within the Plan Area. |
| 1237878 | 257 | James Tavernor | Planning Potential | | CHG Property Development | Maintaining a flexible mix of employment sites (DEV14) | The SPD should support other forms of development which provide employment uses such as residential institutions, care homes and tourism. The requirement for 24 months of continuous marketing is considered onerous and not sufficiently flexible. | Change to be made in part | There is no need to set out what other forms of development might be acceptable as this is better dealt with on a case by case basis. The policy is about protecting existing employment sites in B Use Classes only.<br>Agree to review the requirements for marketing. |
| 1237878 | 259 | James Tavernor | Planning Potential | | CHG Property Development | Natural environment (DEV23-DEV28) | It is recognised that a healthy environment is important for existing residents, and essential for biodiversity and wildlife habitats. It is important to promote high quality development that respects, maintains, or enhances local landscape character and distinctiveness. The SPD should support planning applications that detail the measures taken to ensure the building design will be of a high standard. | Noted | This is already covered within the SPD within section DEV20 which is referenced in section DEV23. |
| 1237878 | 258 | James Tavernor | Planning Potential | | CHG Property Development | Place shaping and heritage (DEV20-DEV22) | Supports SPD call for design quality. SPD should ensure design should also be viable and deliverable. | No change | Support welcome. No explicit change called for. Nothing in SPD promotes unviable or undeliverable design. |
| 1237878 | 254 | James Tavernor | Planning Potential | | CHG Property Development | Sustainable Development and the Climate Emergency | Encourage the SPD to ensure sustainable development is supported, whilst bearing in mind commercial viability, and not stymying future development in Plymouth and South West Devon or impacting on the delivery of the key benefits of economic development, or other planning targets set out by the Local Authorities. | Not applicable | This comment relates more to how the JLP is implemented rather than the specific guidance within the SPD. |
| 1237878 | 260 | James Tavernor | Planning Potential | | CHG Property Development | Transport and infrastructure (DEV29-DEV31) | Recognise the need for infrastructure to be provided when planning for growth and delivering development but | Noted | Noted. |

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| | | | | | | | requirements should be proportionate and not prevent development coming forward. | | |
| 1237999 | 265 | | | Louis Dulling | Bailey Partnership | DEL1.5 – Development viability | Encourage the local authorities to continue to apply a reasoned judgement on a "case-by-case" basis. Accept that this is already within the SPD but need to stress that the wider benefits of a scheme must continue to weigh in favour of an application should there be a shortfall in meeting one or more of the points set out in the JLP SPD. | No change | Viability remains a material consideration is all planning decisions. |
| 1237999 | 266 | | | Louis Dulling | Bailey Partnership | Delivering high quality housing (DEV10) | The JLP SPD is failing to provide clarity/further guidance in terms of Building for Life. | No change | The words on Building for Life are considered proportionate and are consistent with policy DEV20 which says that larger scale development should seek to address Building for Life criteria or a similar design framework. A link to the Building for Life assessment framework is provided. It is considered that there is sufficient design guidance within the SPD and its appendices, considering the scope and role of the document and balanced with the need to keep the document focused and as streamlined as possible, and to avoid undue repetition or duplication, for example by including guidance readily available elsewhere within the body of the document. |
| 1237999 | 268 | | | Louis Dulling | Bailey Partnership | DEV26.5 – Biodiversity Net Gain | Concern that SPD is introducing a quantum by which proposals should be judged which is not written into policy. DEV26.5 correctly states biodiversity net gain proportionate to development. However SPD states biodiversity net gain from all major developments when there is at least 10 per cent increase in biodiversity units. Clarity needed. | Change to be made in part | 10% was indicated as the likely direction of travel nationally within the Defra consultation feedback on the Biodiversity Metric and within the Environment Bill in 2019 (which has currently been withdrawn). Whilst it is anticipated that this will remain the national direction of travel, and that eventually 10% is likely to be mandated, wording to be amended to reflect current national standards. However the LPAs consider 10% is a reasonable demonstration of measurable Biodiversity Net Gain as referenced in paras 170, 174 and 175 of the NPPF, and is the level which the LPAs will consider a development to be policy compliant. |
| 1237999 | 264 | | | Louis Dulling | Bailey Partnership | DEV29.5 – Other parking facilities (Cycle parking) | One secure cycle space per bedroom is too onerous in some locations and will reduce the viability of developments | No change | The Department for Transport ambition set out in the Cycling and Walking Investment Strategy: a safety review, November 2018 is to "make cycling and walking the natural choices for shorter journeys, or as part of a longer journey", with a target to double levels of cycling by 2025 compared to 2013 levels. DfT figures indicate that cycling has increased by more than 50% over the past seven years in Plymouth, whilst it is understood that Exeter has also seen a substantial and ongoing increase in cycling. Families could well have more than 1 bike per bedroom, and may need to accommodate visitor's cycles. With the increasing availability of electric assist bikes, cycling is an increasingly viable option for the greater distances sometimes associated with more rural locations. Plymouth is currently benefiting from a 15 million pound investment programme in walking and cycling between 2016 and 2021, with transformational levels |

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| | | | | | | | | | of funding hoped for from the Transforming Cities Fund. Transport represents 30% of Plymouth's carbon footprint, a figure that is set to increase in the coming years, with transport representing a comparable proportion of carbon emissions in the rest of the JLP area. Housing constructed now must be fit for a low carbon future in which cycling will play a significant role. The standard is not considered onerous given that at least eight cycles can be stored in one car parking space, and substantially more if two tier or vertically orientated cycle parking is provided. In addition, the cycle parking can potentially be provided in multipurpose space. |
| 1237999 | 263 | | | Louis Dulling | Bailey Partnership | General | The planning context and considerations relevant to Plymouth, South Hams and West Devon differ significantly depending upon the geographical location of the application site.<br>Welcomes the inclusion of hyperlinks within the text which direct the reader to various other guidance and information and questions whether the interactive nature of the document could be explored further.<br>The SPD should not be used to make an alteration to the plan in light of new evidence i.e. the declaration of climate and biodiversity emergency as it could be seen to be attempting to introduce untested, unjustified and ineffective planning policy.<br>Encourage the JLP SPD to reinforce the plan led system with regards to neighbourhood plans. | No change | The SPD is guidance only and the context for each planning application will be thoroughly considered when applied by officers.<br>The interactivity of the SPD will be explored once the document has been adopted.<br>Whilst the SPD does reference the climate and biodiversity emergencies this is for context only and officers are satisfied that new policy is not being introduced. |
| 1237999 | 269 | | | Louis Dulling | Bailey Partnership | Place shaping and heritage (DEV20-DEV22) | Suggests updating with reference to latest government guidance on design and including hyperlink. | Change to be made | Cross-reference to national design guide to be added. |
| 1237999 | 267 | | | Louis Dulling | Bailey Partnership | TTV26.2 – Development in the countryside | The SPD affords weight and protection to agricultural land that is not afforded within the NPPF. | Change to be made | The NPPF definition of the Best and Most Versatile Agricultural Land is acknowledged. However, the NPPF also says in paragraph 77 that local circumstances should be taken into consideration in decision making, and in an area of predominantly grade 4 and 5 agricultural land, the loss of grade 3b will be significant. The SPD does not intend to rewrite how the NPPF definition of BMV, however, in expanding upon TTV26.2, the SPD can require local circumstances to be taken into account. |
| 1238109 | 278 | | | Shane Honey | Milton Abbot Group Parish Council | Prioritising growth through a hierarchy of settlements (TTV1) | Propose a very restrictive interpretation of 'local' requiring that applicants should live within 5 miles of the proposal site. | No change | Whilst a review of local connection requirements as part of TTV1 and TTV25 will be undertaken, such a restriction is considered too onerous to enable any housing to be delivered, and would render most developments unviable and unsellable at a point in the future. |
| 1238113 | 280 | Phil Jones | Turley | | Sutton Harbour Group | Affordable Housing (DEV7-DEV9) - Affordable Housing tenure mix | Accept the need for new affordable housing to be delivered. There's flexibility in policy DEV7 and the SPD should take the opportunity to recognise the need for such flexibility in other circumstances to recognise different context and viability. | No change | Officers consider that the existing wording already allows for consideration of viability to occur. The concern that social rent will impact on viability is noted, but it is not considered that the wording needs to be changed as all policies are already subject to |

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| | | | | | | | With regards to the tenure of affordable housing sought, the SPD updates what is there currently from a 60:40 to 65:35 split between social rented homes and Affordable Home Ownership tenures. This increase in social rented homes will affect the viability of development. The Council needs to be careful to ensure that increasingly stringent policies that affect development do not prevent development. There should be an explicit reference to the ability to consider viability as part of the tenure mix. | | viability considerations this does not need to be restated. |
| 1238113 | 281 | Phil Jones | Turley | | Sutton Harbour Group | DEV16.2 – Sequential test | Paragraphs 5.25 and DEV16 require all town centre uses outside of the defined centres to submit a sequential assessment for any proposed floor space. Sutton Harbour is not included as a defined local or district centre in the JLP and we do not agree with the arbitrary requirement for a sequential assessment to be submitted for all Town Centre uses outside of defined centres. The policy should be flexible to allow for discretion to be exercised about the need for a sequential assessment to avoid unnecessary cost and delay in the planning application process. guidance should be flexible and include caveats and Sutton harbour require increased vibrancy and activity. | No change | Requirement for sequential test is set in paragraph 86 of the NPPF and DEV16 of the JLP, not the SDP. Identifying a policy position in the SPD is not possible and contrary to national policy. |
| 1238113 | 283 | Phil Jones | Turley | | Sutton Harbour Group | DEV29.4 – Parking provision: non-residential (EV charging points) | Suggests (a) amending 8.41 to say that existing provision of EV charging points will be considered when determining the level of new provision sought from developments of 200+ homes, and (b) text needs to recognise that reduced EV charging infrastructure provision may be appropriate if grid capacity upgrade costs are very high. | Change to be made in part | Disagree that there needs to be recognition in the text that the provision of enabled EV charging points can be prohibitively expensive if there is insufficient capacity within the electrical grid to support the additional electrical load. This infrastructure is not normally prohibitively expensive and were it to be the case for a particular development proposal, the application, those particular circumstances and those unusually high costs would be considered on their merits and with a view to development viability, the need to deliver charging infrastructure and the desire to ensure that decisions relating to the provision of community infrastructure by development deliver the greatest value to the community. However, text to be amended in part re. point of recognising existing provision of EV charging points. |
| 1238113 | 284 | Phil Jones | Turley | | Sutton Harbour Group | DEV32.4 – Solar master plans | Solar masterplan guidance is very prescriptive requiring 60% of glazing at southerly elevations. Guidance is currently constraining not allowing for innovative design that may be a better energy usage. In order to not restrict developments to this, suggests adding a caveat to 9.30 allowing for other innovative designs and build solutions that meet sustainability aims. Proposals should also set out balance of glazing on northern elevations but ensuring there are no negative effects on neighbours and glazing is appropriate to the local conditions of the site. | No change | The SPD expands how the Policy DEV32.4 solar masterplan can be implemented and clarifies that in not all cases will it be achievable, where site conditions dictate otherwise. It is also not intended to go into extensive details which will be agreed through Building Regulations, but ensure that the benefits of solar design can be optimised in the arrangement, orientation and massing of buildings within the development. |
| 1238113 | 285 | Phil Jones | Turley | | Sutton Harbour Group | PLY6.3 – Tall buildings | Supports Para 10.15. Does not support Para 10.11 reference to tall building applications being likely to require an EIA. | Error/clarification to be accommodated | Support welcome. Change to be made re. EIA. |

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| 1238113 | 286 | Phil Jones | Turley | | Sutton Harbour Group | Plymouth airport (PLY42) | The SPD should include reference to the time limited safeguarding of the site and to the review of this safeguarding at the time of the first JLP review and generally be consistent with the JLP and the Inspector's Report. | No change | The JLP sets out in sufficient detail when the airport safeguarding policy will be reviewed. The SPD sets out guidance on how the JLP policy will be applied and there is therefore no need to repeat the JLP policy position. |
| 1238113 | 282 | Phil Jones | Turley | | Sutton Harbour Group | Protecting and enhancing biodiversity and geological conservation (DEV26) | Concern that requirement for Biodiversity Net Gain from minor development may be disproportionate, and in some cases unreasonable or practical. | No change | It is considered that the language reflects proportionality/scale of impact appropriately without amendment. |
| 1238198 | 311 | | | Katie Wakefield | LiveWest | Affordable Housing (DEV7-DEV9) | The SPD makes numerous references to the need for affordable housing to be retained in perpetuity which is inconsistent with the JLP and the NPPF. Securing affordable homes for sale in perpetuity can cause issues for potential purchasers when attempting to secure mortgages and will create artificial barriers to home ownership in Plymouth and South West Devon. | Change to be made | Change to be made to reflect the NPPF. |
| 1238198 | 309 | | | Katie Wakefield | LiveWest | Affordable Housing (DEV7-DEV9) - Affordable Housing tenure mix | The affordable housing tenure mix of 65 per cent social rent and 35 per cent affordable home ownership does not feature in the JLP and should be clearly evidenced as to why this is the preferred provision. Also, the percentage of affordable housing to be provided as Affordable Private Rent on schemes which exceed the affordable housing threshold (paragraph 4.88) does not appear in the Local Plan. The reference to Intermediate Rent at paragraph 4.84 should be limited to Local Housing Allowance as with other definitions. | Change to be made in part | The wording for guidance on affordable housing tenure mix is for guidance only and to be used as a starting point for negotiation. However, officers have agreed to soften the wording so this is made clearer.<br>Additional wording at 4.84 requiring Intermediate Rent to be limited to LHA to be added. |
| 1238198 | 310 | | | Katie Wakefield | LiveWest | Affordable Housing (DEV7-DEV9) - Affordable housing, service charges and other estate management charges in the Plan Area | Unsure how the requirement to limit service charge and estate management fees will work in practice and be enforced. | No change | This guidance has been effective and used when it was included in the previous SPD and has already been made more flexible to take on board RP concerns. |
| 1238198 | 308 | | | Katie Wakefield | LiveWest | Affordable Housing (DEV7-DEV9) - Affordable Private Rent in the Plan Area | Paragraph 4.89 provides guidance on Affordable Private Rent, but the NPPF states that its inclusion must be justified. It could be implied that its inclusion is part of a wider 'Build to Rent' scheme, but we cannot see that this is clarified in the SPD. How will the requirement be secured? It is assumed that this will be through a Section 106 Agreement but given its absence in DEV7-DEV9 this needs to be explicitly stated.<br>DEV7.2 in the JLP does not provide a target percentage for the affordable housing requirement for Build to Rent. This should be corrected in paragraph 4.75 of the SPD. | No change | Officers disagree and believe this guidance gives flexibility to negotiate on a case by case basis. |
| 1238198 | 312 | | | Katie Wakefield | LiveWest | DEV12.9 – Future proofing | It is suggested that in relation to purpose built student accommodation, the internal designs should allow for efficient conversion to create affordable dwellings which meet NDSS. | Change to be made | All new planning applications for purpose built student accommodation will be assessed by the criteria prescribed in policy DEV12. As part of this assessment, due regard will be had to how buildings could be adapted in the future where the onus will be on the developer to provide this information. Alternative uses |

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| | | | | | | | | | are not limited to dwellings, but should dwellings be identified as a likely alternative use, they would be required to conform to NDSS in accordance with policy DEV10; paragraph amended to include reference to NDSS to emphasis this point. |
| 1238198 | 314 | | | Katie Wakefield | LiveWest | DEV26.5 – Biodiversity Net Gain | Supports protection and promotion of biodiversity. However Environment Bill yet to be enacted and recommends SPD being drafted in a way to allow for changes to current government proposals. SPD should not impose additional policy and would caution against prescribing a mandatory target unless evidence that percentage is deliverable and not slow down delivery of development. | Change to be made in part | 10% was indicated as the likely direction of travel nationally within the Defra consultation feedback on the Biodiversity Metric and within the Environment Bill in 2019 (which has currently been withdrawn). Whilst it is anticipated that this will remain the national direction of travel, and that eventually 10% is likely to be mandated, wording to be amended to reflect current national standards. However the LPAs consider 10% is a reasonable demonstration of measurable Biodiversity Net Gain as referenced in paras 170, 174 and 175 of the NPPF, and is the level which the LPAs will consider a development to be policy compliant. |
| 1238198 | 306 | | | Katie Wakefield | LiveWest | DEV8.1 – Overall housing mix | Support the intention to ensure there is a balance in house types, but paragraph 4.18 is confusing and poorly drafted. It may be easier to implement if X% of each property type (defined by number of bedrooms/persons) on a scheme or phase, should be no more than Y% larger than NDSS. | Change to be made | Propose removing the para. |
| 1238198 | 307 | | | Katie Wakefield | LiveWest | DEV8.1(i) – Redressing imbalance | Whilst paragraph 4.22 allows for local circumstances to be considered during discussions with the LPA on the housing mix, this flexibility should also be applied to paragraph 4.23. | No change | The required flexibility has been written into 4.23. |
| 1238198 | 313 | | | Katie Wakefield | LiveWest | Place shaping and the quality of the built environment (DEV20) | Suggests including reference to Nationally Described Space Standards in the adaptation of student accommodation to residential. | Change to be made | Officers agree with the change to be added. |
| 1238198 | 315 | | | Katie Wakefield | LiveWest | Planning obligations, the Community Infrastructure Levy and development viability | 12.40 - pre-application discussions are welcomed but it is considered beneficial to have a commitment that advice given on planning obligations at this stage will not change provided that the application is no materially different. | No change | The level of detail on planning obligations that can be provided at the pre-application discussion stage depends on the fullness of the details that are provided by the applicant at that stage. The councils endeavour to provide as full and detailed information on planning obligation 'asks' as is possible based on the submitted pre application information. If these are at full application level, then there should be little or no substantial change when a matching full application is submitted, subject to any new information that might materialise. |
| 1238227 | 342 | | | Alex Perraton | BBH Chartered Architects Ltd | Affordable Housing (DEV7-DEV9) - Off-site provision and commuted sums in the Plan Area | 4.111 - assume this is 1,000sqm of C3 residential floorspace? This needs to be clarified. Such contributions from commercial developments or mixed- use developments would likely result in viability issues. | Change to be made | Change to be made to improve clarity. |
| 1238227 | 352 | | | Alex Perraton | BBH Chartered Architects Ltd | APPENDIX 1: Residential extensions and alterations | (Para. 13.41 and 13.42) A 2m recommended set back for side extensions is too onerous. | No change | Paras 13.41 and 13.42 specifically relates to the potential "terracing" effect and not all side extensions. Para 13.38 states "*The individual characteristics of the site and proposal will determine the exact set back distance required, however a distance less than 1m will rarely be* |

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| | | | | | | | | | *considered acceptable*" which allows for specific site circumstances to be taken in to account. |
| 1238227 | 343 | | | Alex Perraton | BBH Chartered Architects Ltd | DEV10.4 – Residential annexes | Self-contained annexes should be supported for elderly and younger family members and, subject to the use of appropriate planning conditions, can provide a valuable form of additional housing. | Change to be made | The SPD does not seek to refuse annexes in principle. Rather it seeks to resist annexes that demonstrate little dependence on the main dwelling ie are self-contained. Change made to improve clarity. |
| 1238227 | 344 | | | Alex Perraton | BBH Chartered Architects Ltd | DEV10.5 – Space standards and outdoor amenity space | Different housing occupants and different types of housing require different quantities of outdoor amenity space, if at all. One size does not fit all. There does not need to be a minimum standard size of garden/ outdoor amenity space. Instead a subjective approach by the LPA is adequate.<br>4.148 – Too vague in some areas and too prescriptive in others: "Where possible….. stacking principles…" or "generally avoided" | No change | Paragraph 4.139 allows for flexibility to be used when considering minimum standards and to consider site specific circumstances.<br>Paragraph 4.148 highlights some key considerations for flat conversions, specific site circumstances may allow for some flexibility. |
| 1238227 | 345 | | | Alex Perraton | BBH Chartered Architects Ltd | DEV14.1 – Change of use of existing employment sites | The requirement to market the building for 24 months is an onerous requirement. The building could fall into a state of disrepair during that time.<br>Could also include a reference to mixed use development | Change to be made | Agree to amend to reduce the time to market the site. It is not considered necessary to include mixed uses within the guidance. |
| 1238227 | 346 | | | Alex Perraton | BBH Chartered Architects Ltd | DEV24.1 and DEV24.2 – Coastal location | Paragraph 7.27 onwards - trying to restrict new housing in coastal locations with a local connection criteria will most likely increase the value of the existing housing stock putting it more out of reach for local people on low incomes and development is often is not viable for developers with this restriction.<br>7.33 – Camping etc: No reference to existing sites and whether they will be allowed to develop / update their existing facilities to meet changing needs and to hopefully improve their appearance.<br>7.37 – Subjective and could be read to mean that all windows need to be rectangular / square and small with doors minimal width. | No change | 7.27 – policy DEV24 only seeks to ensure that land-use change does not degrade the undeveloped character of the policy area, and as such potential anecdotal impacts on house prices are beyond the scope of the policy.<br>7.33 – policy DEV15 needs to be read alongside DEV24, as it states under what circumstances existing camping facilities may expand.<br>7.37 – the current text provides sufficient guidance as to what is considered acceptable, and the type of harm that the LPA will resist. |
| 1238227 | 348 | | | Alex Perraton | BBH Chartered Architects Ltd | DEV32.3-DEV32.6 – Energy statements and methodology | Energy Statement for major developments is very onerous. Technical details often completed at building control stage post planning. Recommends energy statements at planning stage being derived in more of an indicative manner. | No change | Energy Statements have been a requirement of the previous adopted policy as well as the JLP. Early evaluation of the options are important to ensure the outcomes can be achieved. If the application is outline, further details can be conditioned for submission at the reserved matters stage. |
| 1238227 | 339 | | | Alex Perraton | BBH Chartered Architects Ltd | DEV8.1 – Overall housing mix | New homes with 4+ bedrooms still need to come forward as these provide essential homes of a size suitable to larger working families. Section 4.16 refers to an Affordable Housing need assessment. South Hams doesn't just need affordable housing. | No change | Neither the policy or the SPD prevents homes of any size coming forward, providing the required policy tests are met. The SHMNA identifies a need of some 4+ bed homes, but SH and WD have the highest rates of under-occupation in housing stock in the south-west, and a more effective use of our existing housing stock is one part of ensuring we meet the needs of households of all sizes. Para 4.16 makes reference to the SHMNA part 2, which also contains required thresholds for a range of housing tenures, including open market. |
| 1238227 | 340 | | | Alex Perraton | BBH Chartered Architects Ltd | DEV8.1(i) – Redressing imbalance | For small scale housing developments of less than 6 units it is often incredibly difficult to achieve viable developments. It is for this reason that Off-site affordable housing | No change | As above, local connection restrictions only apply to tier 4 locations, and in accordance with TTV1 will apply to a very small percentage for the overall supply. |

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| | | | | | | | contributions are not sought. Restricting unit sizes with fewer bedrooms and introducing 'local connection' restrictions will only exacerbate the unviability of developments of this small scale. Such small size developments should be exempt from the requirements of DEV8 in line with the NPPG.<br>Planning obligations for affordable housing should only be sought for residential developments that are major developments. Once set, the Community Infrastructure Levy can be collected from any size of development across the area. Therefore, the levy is the most appropriate mechanism for capturing developer contributions from small developments. NPPF defines major development.<br>In designated rural areas LPAs may instead choose to set their own lower threshold in plans and seek affordable housing contributions from developments above that threshold. Designated rural areas applies to rural areas described under section 157(1) of the Housing Act 1985 , which includes National Parks and AONBs. Planning obligations should not be sought from any development consisting only of the construction of a residential annex or extension to an existing home. | | CIL comment is currently moot as no CIL applies in TTV. |
| 1238227 | 341 | | | Alex Perraton | BBH Chartered Architects Ltd | DEV9.2 - Self and custom build housing | Para. 4.34 onwards - further clarity is required with regards to 'Self and custom build housing' – is this just referring to Affordable Homes? | Change to be made | Officers consider that it would be helpful to confirm that this section relates to all forms of self and custom build housing, both market and affordable. |
| 1238227 | 349 | | | Alex Perraton | BBH Chartered Architects Ltd | Prioritising growth through a hierarchy of settlements (TTV1) | Suggests that by restricting new housing to requiring local connection will result in poor housing supply and viability issues. | No change | The use of local connection restrictions on housing in certain locations will be monitored on an annual basis. The intention is to ensure more equitable access to the housing market for people who have established local connections. If there is no justified need, then the permission should not be given in the first place. This comments seems to assume that all housing needs to generate a market average return for the developer. Housing that meets local needs is not expected to generate the same financial return and an unrestricted open market dwelling. Part of the 'profit' can be measured in social benefit. |
| 1238227 | 347 | | | Alex Perraton | BBH Chartered Architects Ltd | Specific provisions relating to transport (DEV29) | Para. 8.6 onwards - figures should be indicative LPAs should also assess whether car parking is essential in more sustainable locations in towns and villages where there are access to public transport and local services and amenities. Why are garages bigger than parking spaces? | Noted | Comments noted re. car parking standards. Agreed lower standards of car parking can be considered for more sustainable locations and the current wording in the SPD allows for this. Longer garages are required to allow for EV charging and allow garages to still be used for storage purposes but still allow car parking to be accommodated. |
| 1238227 | 350 | | | Alex Perraton | BBH Chartered Architects Ltd | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings. Example cited regarding an extension incorrectly uses a 20% restriction, whereas the SPD currently identifies a 50% threshold for extensions. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1238227 | 351 | | | Alex Perraton | BBH Chartered Architects Ltd | TTV29.5 – Extension scale and design | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |

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| 1238229 | 370 | | | Mike Derry | Derry Owen Architects | DEV10.4 – Residential annexes | Disagrees that self-contained annexes should not be supported and don't think this is the intention of DEV10. Self-contained annexes should be encouraged as long as they are ancillary to main dwelling. | Change to be made | Agree with the comment, and agree that DEV10 doesn't seek to resist annexes in principle. SPD wording to be amended to reflect that officers will be looking carefully at annexes and, if officers think what is proposed is actually a self-contained dwelling (comprising of a new planning unit independent of the main dwelling) purporting to be an annex, then it will be resisted as it should be tested as such against the full suite of relevant policies. |
| 1238229 | 371 | | | Mike Derry | Derry Owen Architects | DEV10.6 – Development of garden space | Development within gardens shouldn't be judged differently from other applications as it safeguards greenfield land. | Error/clarification to be accommodated | Wording added for clarification. |
| 1238229 | 372 | | | Mike Derry | Derry Owen Architects | DEV21.3 – Non-designated heritage assets (NDHAs) | Suggests creating a local list and seeking clarification on responsibilities. | No change | Officers welcome the comments regarding the production of 'local lists' to enable the identification of non-designated heritage assets. Currently, the identification of all heritage assets is being promoted through the production of Neighbourhood Plans and is it common practice for non-designated heritage assets to be listed within an Appendix to the Plan. Buildings and structures that offer a 'positive contribution' to the special character and appearance of Conservation Areas are also highlighted within Conservation Area Character Appraisals (where they exist). |
| 1238229 | 373 | | | Mike Derry | Derry Owen Architects | Development in the countryside (TTV26) | Want more guidance on certain parts of TTV26, and with greater emphasis on design-led applications. Suggests that the relationship with Class Q should be considered as justification for certain types of proposals. | No change | Guidance for TTV26 needs to be considered alongside the rest of the policies in the plan, not least SPT1, SPT2 and TTV1. This provides sufficient guidance as to the types of development that could be considered acceptable providing they meet specific policy requirements. This is exactly what TTV26.2 does. To suggest that the principle of development should be considered differently depending on the perceived design quality of an application risks undermining the spatial strategy of the plan. |
| 1238229 | 367 | | | Mike Derry | Derry Owen Architects | General | SPD is large and detailed and sets out a much more prescriptive approach with respect to design. The guidance introduces lots of generic standards which are unlikely to be relevant to a lot of applications which should be considered on their individual merits and in response to their own unique and site-specific issues. Should be made clearer that generic design standards are only to be used as approximate guidance to help inform the design process. Guidance should stress the requirement for high quality design and warn of the dangers of specific standards which run the risk of a 'design by numbers' approach. Guidance should give weight to the views of experienced and qualified architects, especially those who have an established track record of designing successful and attractive buildings, when establishing what constitutes good design. | No change | Officers believe the guidance to design is helpful and reference is already made in the SPD to understanding the context of an area. |
| 1238229 | 369 | | | Mike Derry | Derry Owen Architects | Meeting local housing need in the Plan Area (DEV9) | Self-build and custom housing covers a large proportion of planning applications for example individual's replacement dwellings or people building houses in their gardens for themselves to live. This should be made clearer in the | No change | Officers disagree that a self and custom build dwelling should not be subject to the requirements of DEV8. DEV9 recognises that these dwellings have an important part of play in terms of diversifying the |

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| | | | | | | | guidance. This sort of development should be supported and DEV9 should be the relevant Policy, rather than DEV8, in these cases. | | mechanism of housing supply and DEV8 seeks to ensure that housing delivered meets the identified needs within the policy area. As such, both are applicable and one does not over-ride the other. |
| 1238229 | 368 | | | Mike Derry | Derry Owen Architects | Meeting local housing need in the Thriving Towns and Villages Policy Area (DEV8) | DEV8 should not be too strictly applied at the expense of other policies. Guidance should be clearer that it should apply to larger housing schemes where there is more scope to provide a greater mix of dwellings. DEV8 should apply to developer housing and not projects for individuals to which DEV9 is more appropriate.<br>Inappropriate to use DEV8 for schemes of 1 or 2 new houses where more site-specific factors should be given greater weight to ensure high quality design. Don't think that the guidance should include local connection requirements because this is contrary to DEV8 which calls for a 'wide choice of high quality homes' which 'create sustainable, inclusive and mixed communities'. Whilst the guidance concentrates on restricting large new dwellings where there is an imbalance, is this true for smaller dwellings? Lots of neighbourhood plans are including primary residence restrictions to prevent second home ownership but this is having unintended consequences of artificially lifting existing house prices to the benefit of existing homeowners and reducing the number of new houses being built. Guidance provides an opportunity to highlight this and offer encouragement to people who may want to move to the area and even second homeowners who invest money and provide jobs in the area and boost local tourism. | No change | DEV8 applies with full weight to applications for all scales and types. This is to ensure equitable access to new housing for local people as outlined in the JLP Vision and Strategic Objective SO6. There are a wide number of external factors that influence house prices and it is impossible to disaggregate the impact on house prices of one policy intervention. |
| 1238763 | 412 | | | Thomas Bristow | | Delivering low carbon development (DEV32) | Threshold criteria for energy efficiency is set out for major developments. However recommends adding clarity if policy also applies to minor development. | Change to be made | Further clarification has been added around expectations, including clarification that Householder applications will not be subject to the same requirements. |
| 1238763 | 413 | | | Thomas Bristow | | Development in the countryside (TTV26) | Response identifies some inconsistencies in TTV26 guidance, in particular with regard to how case law will be applied to determine if a proposal is 'isolated'. Also considers how local connection and settlement hierarchy could be clarified, and how local connection could be applied in Undeveloped Coast. | Change to be made | Agree that para 11.48 should be more explicit about how the Braintree Ruling will be applied. In this regard it is proposed to amend the paragraph and delete the last sentence. Review all TTV26 and TTV1 content with regard to settlement hierarchy, and where a local connection may be required to ensure housing proposals meet local needs. |
| 1238763 | 411 | | | Thomas Bristow | | Undeveloped Coast and Heritage Coast (DEV24) | It seems that the justification for a coastal location can result from an established need at parish level (or indeed in adjoining parishes). Given the strong protections accorded to the undeveloped coast, presumably where a parish is part in part out of the undeveloped coast (or is the case of a neighbour) there should be a preference for development to be brought forward outside of the designation? | Change to be made | Agree that the requirements of DEV24.2 would benefit from greater clarity. These comments are reflected in changes to para 7.28. |
| 1238797 | 433 | | | Andy Braund | Cruse and Bridgeman | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | The council has a duty to meet our identified housing needs, not to build only what the market demands. The market caters for buyers with economic choice, and the TTV is an affluent area, but wealth is not held equitably across the population. We have an evidence |

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| | | | | | | | | | base that is showing smaller households increasing throughout the plan period, plus the highest proportion of under-occupation of our existing stock in the south-west The demographic profile of both SH & WD continues to be top-heavy, showing an ongoing deficit of young people and young families. We need a long term strategy for building resilience in our communities, not a short-term aim to meet whatever house builders think they can sell the quickest. The use of high values areas was considered in the EiP and removed from the draft plan at the request of the Inspectors. |
| 1238797 | 432 | | | Andy Braund | Cruse and Bridgeman | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239281 | 435 | | | James Fisher | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239281 | 436 | | | James Fisher | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239298 | 438 | | | William Jackson | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239298 | 439 | | | William Jackson | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239301 | 440 | | | Richard Lawson | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239301 | 441 | | | Richard Lawson | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239323 | 442 | | | Mr and Mrs Rowden | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239323 | 443 | | | Mr and Mrs Rowden | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |

| Consultee ID | Comment ID | Full Name (Agent) | Company / Organisation (Agent) | Full Name (Consultee) | Company / Organisation (Consultee) | Document section | Comment summary | Summary statement | Detailed response |
|---|---|---|---|---|---|---|---|---|---|
| 1239328 | 444 | | | Darren Hurley | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239328 | 445 | | | Darren Hurley | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239333 | 446 | | | Joshua Murkin | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239333 | 447 | | | Joshua Murkin | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239334 | 448 | | | Luke Hill | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239334 | 449 | | | Luke Hill | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239337 | 450 | | | Peter Chioccola | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239337 | 451 | | | Peter Chioccola | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239343 | 452 | | | Nigel Timmis | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239343 | 453 | | | Nigel Timmis | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside.<br>Worried about what the restrictions will have on viability. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239349 | 454 | | | Garry Elliott | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239349 | 455 | | | Garry Elliott | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |

| Consultee ID | Comment ID | Full Name (Agent) | Company / Organisation (Agent) | Full Name (Consultee) | Company / Organisation (Consultee) | Document section | Comment summary | Summary statement | Detailed response |
|---|---|---|---|---|---|---|---|---|---|
| 1239353 | 456 | | | Ian Parfitt | RPA Investments Ltd | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239353 | 457 | | | Ian Parfitt | RPA Investments Ltd | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239359 | 458 | | | Rory Watson | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239359 | 459 | | | Rory Watson | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239364 | 460 | | | Ciaran Mcclennon | Ciaran Mcclennon Building Contractors Ltd | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239364 | 461 | | | Ciaran Mcclennon | Ciaran Mcclennon Building Contractors Ltd | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239365 | 462 | | | Ian Phillips | Van Ellen Sheryn Chartered Architects | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239365 | 463 | | | Ian Phillips | Van Ellen Sheryn Chartered Architects | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239366 | 464 | | | Richard Goulden | Goulden & Sons | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239366 | 465 | | | Richard Goulden | Goulden & Sons | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239368 | 466 | | | Stan Wallis | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239368 | 467 | | | Stan Wallis | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |

| Consultee ID | Comment ID | Full Name (Agent) | Company / Organisation (Agent) | Full Name (Consultee) | Company / Organisation (Consultee) | Document section | Comment summary | Summary statement | Detailed response |
|---|---|---|---|---|---|---|---|---|---|
| 1239390 | 468 | | | Matthew Robinson | JAM Interiors Group Ltd. | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239390 | 469 | | | Matthew Robinson | JAM Interiors Group Ltd. | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239395 | 470 | | | Raymond Keith Boxwell | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239395 | 471 | | | Raymond Keith Boxwell | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239396 | 472 | | | Pam St Leger | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239396 | 473 | | | Pam St Leger | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239398 | 474 | | | Tony Doidge | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239398 | 475 | | | Tony Doidge | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239399 | 476 | | | Carole Reynolds-Jones | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239399 | 477 | | | Carole Reynolds-Jones | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239400 | 478 | | | Nick Wotton | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239400 | 479 | | | Nick Wotton | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |

| Consultee ID | Comment ID | Full Name (Agent) | Company / Organisation (Agent) | Full Name (Consultee) | Company / Organisation (Consultee) | Document section | Comment summary | Summary statement | Detailed response |
|---|---|---|---|---|---|---|---|---|---|
| 1239401 | 480 | | | Daniel Mitchell | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239401 | 481 | | | Daniel Mitchell | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239402 | 482 | | | Scott Wallis | SCP Building Products | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239402 | 483 | | | Scott Wallis | SCP Building Products | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239404 | 484 | | | Steve Heaver | Harrison Sutton Partnership | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239404 | 485 | | | Steve Heaver | Harrison Sutton Partnership | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239406 | 486 | | | Emma Heaver | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239406 | 487 | | | Emma Heaver | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239409 | 488 | | | Tony Wallis | Southfield Windows Ltd | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239409 | 489 | | | Tony Wallis | Southfield Windows Ltd | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239411 | 490 | | | Stephen and Suzette Jagger | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239411 | 491 | | | Stephen and Suzette Jagger | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |

| Consultee ID | Comment ID | Full Name (Agent) | Company / Organisation (Agent) | Full Name (Consultee) | Company / Organisation (Consultee) | Document section | Comment summary | Summary statement | Detailed response |
|---|---|---|---|---|---|---|---|---|---|
| 1239413 | 492 | | | Chris Cunningham | Harrison Sutton Partnership | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239413 | 493 | | | Chris Cunningham | Harrison Sutton Partnership | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239415 | 494 | | | Mark Simpson | By The Dart Ltd | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239415 | 495 | | | Mark Simpson | By The Dart Ltd | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239417 | 496 | | | Nick Crispin | Cruse and Bridgeman | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239417 | 497 | | | Nick Crispin | Cruse and Bridgeman | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239419 | 498 | | | Nicholas Cordrey | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239419 | 499 | | | Nicholas Cordrey | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239429 | 500 | | | Janet Brooking | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239429 | 501 | | | Janet Brooking | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239431 | 502 | | | Phillip Brooking | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239431 | 503 | | | Phillip Brooking | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |

| Consultee ID | Comment ID | Full Name (Agent) | Company / Organisation (Agent) | Full Name (Consultee) | Company / Organisation (Consultee) | Document section | Comment summary | Summary statement | Detailed response |
|---|---|---|---|---|---|---|---|---|---|
| 1239433 | 504 | | | Natalie Brooking | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239433 | 505 | | | Natalie Brooking | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239435 | 508 | | | Chris Warren | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239435 | 509 | | | Chris Warren | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239438 | 512 | | | Darren Roach | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239438 | 513 | | | Darren Roach | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239458 | 514 | | | Nick Alford | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239458 | 515 | | | Nick Alford | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1239565 | 516 | | | Andrew Hawes | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1239565 | 517 | | | Andrew Hawes | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |
| 1245681 | 518 | | | Peter Williams | | DEV8.1 – Overall housing mix | The approach to restricting bedroom numbers is too broad-brushed and does not adequately address the problem in balancing housing stock, particularly when taking high-value areas into account. | No change | Housing mix was considered during EiP, in particular use of SHMNA data. High value areas were considered in EiP and removed from the draft plan. |
| 1245681 | 519 | | | Peter Williams | | TTV29.2 – Size of replacement dwelling | Objects to threshold restrictions to replacement dwellings and extensions in the countryside. | Change to be made | TTV29 guidance reviewed and updated to clarify where and how thresholds will apply and what degree of flexibility will be applied when considering site specifics. |

## APPENDIX II: SUMMARIES OF AND RESPONSES TO THE COMMENTS RECEIVED ON THE DEVELOPER CONTRIBUTIONS EVIDENCE BASE

| Consultee ID | Comment ID | Full Name (Agent) | Organisation (Agent) | Full Name (Consultee) | Organisation (Consultee) | Comment summary | Summary statement | Detailed response |
|---|---|---|---|---|---|---|---|---|
| 516021 | 405 | Mr David Seaton | PCL Planning Ltd | | Waddeton Park Ltd, Baker Estates Ltd, Blue Cedar Homes Ltd, Bovis Homes Ltd, KIER LIVING SOUTH WEST LTD, Southern Properties | It is considered that the evidence base document is a further subject area where new development management policy is being presented and that it represents a flawed approach to the subject, referring to the 3 tests identified at CIL regulation 122. It is stated that the tests need to be considered on a case by case basis and that regard should be given to available capacity in the vicinity of a development proposal in order to determine whether a developer contribution is sought. | Change to be made | It is not agreed that the Developer Contributions Evidence Base presents new policy. The Evidence Base is an evidence base document that supports the SPD in informing policies of the Joint Local Plan. As at para.1.1, the Evidence Base sets out how developer contributions have been calculated.<br>The Evidence Base has full regard for the 3 tests at CIL regulation 122, as referred to at para. 1.5 , however reference to regulation 123 will be removed to better reflecitng the September 2019 CIL Regulations.<br>Paras. 12.24 and 12.25 of the SPD clearly make reference to the 3 tests.<br>Para. 1.5 makes it clear that the Evidence Base is an aid to the negotiation process and that planning obligations will be negotiated on a case-by case basis and will need to meet the requirements of CIL regulation 122.<br>Capacity and need are taken into account in determining whether a developer contribution is sought. |
| 1002212 | 177 | | | Mike Deaton | Devon County Council | At Para 3.2, it should be identified that the DCC approach to securing education contributions in South Hams and West Devon is broadly consistent with that used by PCC but is included in a separate document.<br>At para 3.3, that this refers to DfE guidance from March 2019, which was updated and reissued in November.<br>At para. 3.16 West Devon Borough Council has a different approach to Devon County Council in terms of Section 106 requests from affordable housing; and, that it is stated that affordable housing is included in capacity and contribution calculations, demonstrating that the document would support the Devon County Council approach as Education Authority. | Change to be made | It is agreed that a link to Devon County Council's approach to education contributions in South Hams and West Devon would be useful and will be added and, that it should be stated at para. 3.2 that the DCC approach to securing education contributions in South Hams and West Devon is broadly consistent with that used by PCC.<br>References to guidance to be updated.<br>Para 3.16 refers to Plymouth City Council only. It is noted that West Devon has a different stance but this should be referred to as part of Devon County Council's approach to education contributions. |
| 1002212 | 184 | | | Mike Deaton | Devon County Council | DCC supports inclusion of the three documents that support policy DEV23 and are shared and used by DCC. | Noted | Support welcomed |
| 1002212 | 181 | | | Mike Deaton | Devon County Council | Devon County Council notes that whilst there has been close collaboartive working with Plymouth, South Hams and West Devon councils to achieve consistency of approach acorss the JLP area, there are still discrepancies. Examples includes different approaches to pupil places ratios and consequently different costs for different house sizes between Plymouth and South hams / West Devon councils; and, that Plymouth assumes a higher rate of special educational needs of the school population. | No change | There has been close working with Devon County Council to seek an alignment of approaches for consistency across the Plan area. This has been broadly achieved but has not always been possible. In part , this reflects the fact that Plymoutbis an urban unitary authority whilst South hams and West Devon councils are largely rural districts, as set out at para 1.2. |
| 1002212 | 183 | | | Mike Deaton | Devon County Council | DCC supports DEV 1, DEV1.3 and DEV6 and recommends in future plan updated that it is extended to South Hams and West Devon as well as Plymouth. | Not applicable | Comment noted but this is out of the remit of an SPD. |
| 1002212 | 180 | | | Mike Deaton | Devon County Council | Due to % of people aged 65-84 in South Hams and West Devon, recommends consideration in future update of the plan for consideration to adaptable homes. | No change | This is something which will need to be considered in the future. Currently we don't have the justification or evidence to adjust contributions based on age group and the JLP does not have a specific policy for delivering housing for older people |
| 1003640 | 397 | Ian Jewson | Walsingham Planning | | Bovis Homes Limited | Clarification is sought re the material status of the Developer Contributions Evidence base and to processes for developer contributions that are considered by Devon County Council. | No change | The Developer Contributions Evidence Base is an evidence base document that supports the SPD in informing policies of the Joint Local Plan and this made clear in both the SPD and |

| Consultee ID | Comment ID | Full Name (Agent) | Organisation (Agent) | Full Name (Consultee) | Organisation (Consultee) | Comment summary | Summary statement | Detailed response |
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| | | | | | | | | the evidence base. It would be a material consideration – as would all documents or factors which have a bearing upon a decision.<br>Devon County Council is responsible for transport, education, health, recycling centres and has separate approaches re. developer contributions which the county council refers to in commenting on planning applications in South Hams and West Devon. |
| 1236973 | 36 | | | Mrs Julie Gilbert | Ivybridge Town Council | Ivybridge Town Council notes that S106 is sought towards healthcare provsion in Plymouth and that this has also been sought in Ivybridge but that it is predominantly allocated to green spaces and playing pitches. It is also requested that information regarding 106 allocations for South Hams should also be incorporated in this document rather than needing to be referenced elsewhere in a separate publication. | Change to be made | Devon County Council provides separate guidance on S106 contributions towards healthcare in South Hams and West Devon. Devon County Council is a consultee rather than a direct contributor to the Joint Local Plan SPD. However a link to Devon County Council's approach to healthcare will be added. |

## APPENDIX III: SUMMARIES OF AND RESPONSES TO THE COMMENTS RECEIVED ON THE BARN GUIDE

| Consultee ID | Comment ID | Full Name (Agent) | Organisation (Agent) | Full Name (Consultee) | Organisation (Consultee) | Comment summary | Summary statement | Detailed response |
|---|---|---|---|---|---|---|---|---|
| 458962 | 5 | | | Helene Jessop | RSPB (Royal Society for the Protection of Birds) | Widlife section - should be expanded to cover specific matters such as legal protection of species, the different nesting behaviours and requirements of species and biodiversity net gain.<br>The Setting (Page 31) Final column beginning "Boundary structures . . ." Recommends the final sentence is amended to specify planting of indigenous and locally occurring hedgerow species.<br>(Page 33) Final column and para beginning "Suburban style flower or shrub beds. . . " Recommends this is amended to use species, ideally native ones, that flower and provide nectar for pollinating insects, and also to mention that avoiding a manicured approach to management of any retained plants or new `soft landscaping' is beneficial to biodiversity. | Change to be made | Officers agree that the suggested amendments would be helpful. |
| 524152 | 7 | | | Mrs Maureen Hodgins | | Supports the adoption of the Barn Guide. | Noted | Noted |
| 1011730 | 414 | | | CMH Brady | | Overall support for the Barn Guide and various points made<br>1. There is no suggestion that the depth of window reveals should be retained in the case where an opening is retained, nor that the evidence be used to set the depth of reveals in new openings where these have to be made.<br>2. Document does not tackle the question as to how a stone plinth at the base of a cob wall should be treated.<br>3. Question extensions and ensuring authentic character is maintained through an appropriate design response.<br>4. Solar panels have a detrimental visual impact.<br>5. Question the availability of suitable stone. | No change | Support welcomed.<br>1. Officers feel that this is covered in the existing text.<br>2. The Barn Guide is not aimed at being prescriptive to this level of detail. Such matters would be considered as part of the planning process.<br>3. The issue of design and appropriateness of extensions (in principle) is covered in the body of the text. The Barn Guide offers guidance on such matters rather than prescriptive architectural design solutions.<br>4. Officers acknowledge the point raised however, solar panels would need to be considered on a case by case basis as part of the overall planning process.<br>5. The use of appropriate walling materials is covered in the existing text. |