

Buckland Monachorum Neighbourhood Plan

Consultation Statement V4

(November 2019)

Introduction

This document sets out the manner in which the Buckland Monachorum Neighbourhood Plan (the Plan) was drawn up with specific reference to the way that local residents and authorities have been invited to contribute to its development.

Before the Plan can be accepted, a process known as Section 14 Consultation had to be undertaken. This involved sending the Plan to a range of statutory bodies (including both Local Authorities and other organisations such as Natural England, English Heritage and the Environment Agency) for their input but also, making the draft Plan available for local residents to read and comment upon. This activity took place between January and April 2017 and the responses received are at appendix A. Following receipt of the comments, the plan was amended where necessary and a commentary of the changes made (or why changes were not considered necessary) is also at appendix A

The Consultation Diary

March 2014 - May 2014

The Plan started life with a decision by the Parish Council to create a Neighbourhood Plan taken in March 2014. Following this, the Parish Council's Annual Parish Meeting in May 2014, attended by over 80 parish residents, outlined the process of producing the Plan and called for volunteers to sit on the Steering Group. Notices were also put on the five village noticeboards calling for volunteers. From this early engagement, a Steering Group of 18 was formed with membership drawn from Parish Councillors and residents representing each of the villages in the Parish. In May the Steering Group held a 'kick-off' meeting and agreed the broad scope of the Plan and the terms of reference of the Group.

July 2014

In June 2014 the Parish Council applied to both WDBC and DNPA to formally agree the boundary of the Neighbourhood Plan. The decision was made to define the Neighbourhood Plan's boundary the same as the Parish boundary. The advantage of this approach was coherency, given the Parish Council's responsibilities for the whole parish. The disadvantage was that we would need to deal with two Authorities and two sets of local plans.

August 2014

As Economic Development was a part of the Plan, the Steering Group decided to visit every business in the parish and left cards, asking them to get in touch if they would be prepared to contribute to the Plan, although disappointingly, very few did.

The Plan's production was advertised in the Parish newsletter (Miscellany) which is delivered to every house in the Parish.

One village in the Parish (Crapstone) is unique in having no community facility. As this was known to be a feature the Plan would consider, work started on the preparation of a 'Crapstone Day' to explore this issue. The event was held on 30th August and every resident within the village was notified of the event (by a leaflet through the letterbox). The event was co-ordinated by the BMNPG and the TVAONB and around 45 residents attended. The morning was a series of discussions on how the village might improve the facilities on offer and the afternoon a walk around the village looking at potential opportunities. Information gained during the day was then used for the Plan's development.

September 2014

Meetings were held with DNPA and WDBC to discuss the Plan and meet the Officers designated to assist with the Plan's production. A meeting was also held with Maristow Estate, the principal landowner within the Parish.

October 2014

Both DNPA and WDBC approved the Plan's boundary. Members of the Steering Group attended NP events at Tavistock (WDBC) and Plymouth (WDBC & South Hams).

November 2014

The Plan's questionnaire was prepared and 'road tested' using Plymouth University and the Community Council of Devon. The questionnaire was printed and distributed by the Parish Council to every household in the Parish (1500). Returns were sent to the Community Council for Devon for analysis and a report produced and placed on the Parish website. The questionnaire invited people to 'sign up' for updates etc and 180 email addresses were compiled into a focus group who would be sent information on the Plan as appropriate.

February 2015

Briefings on the Plan were given to the Dartmoor Commoners AGM and the TVAONB Annual General meetings.

March 2015

In order to better understand the natural and environmental features of the Parish, a 'ramble' was organised with experts on hand to brief on various aspects. The ramble was attended by 50 parish residents and visited the Harrowbeer Airfield, Drake's Leat, the Chapel at Buckland Monachorum, Buckland Abbey and a 'windscreen' tour of the Parish.

Also in March the BMNPG held a 'housing day'. This event was widely publicised (local newspaper, notice boards around the parish) and was attended by over 120 parish residents. The aim of the day was to explain how the Plan needed to include policies on residential development and to seek additional feedback on the sort of housing people believed was required and where this housing should be located. Information on the results of the questionnaire was on display and people were given the opportunity to meet the NP team and talk through residential housing issues in the parish.

April 2015

As two issues which frequently came up during the above meeting were potential development at the Yelverton Business Park at Crapstone and the lack of parking at Yelverton shops, meetings were held, one with the owner of the land on which the Business Park might expand and the other with Maristow Estates who owned the car parking land to better understand the constraints and opportunities of both.

May / July 2015

Detailed planning advice on the implications for expansion of the Business Park was obtained through a study conducted by the Community Council for Devon and published on the NP website and the BMNPG advertised for any additional sites that may be suitable for residential development so that these could be added to the sites already identified in the two SHLAAs conducted by the LAs.

The BMNPG Website was commissioned and widely advertised throughout the parish using articles in local newspapers.

Aug / Oct 2015

The BMNPG constructed a set of draft NP Policies and these were shared with WDBC and DNPA in preparation for the Plan's publication. WDBC's NP Officer responded in detail and a number of elements of the Plan were amended to reflect the advice obtained.

Around this time it became clear that WDBC's 'Our Plan' (the draft Local Plan's rewrite) may not proceed as originally intended and the BMNPG decided to 'pause' until there LA's decision on how best to proceed was clearer.

Nov 2015

The BMNPG considered that although the business community had been targeted at the beginning of the Plan and asked if they would like to contribute, very few had responded positively and that a further attempt to engage them should be made. Each business within the parish was again contacted asking if they would appreciate participating in a discreet event for them, arranged by the BMNPG. Around 50 letters were hand delivered but only 5 replied and so the initiative was dropped.

April 2016

WDBC's Our Plan was withdrawn and replaced by an intention to develop a Joint Local Plan (JLP) with South Hams and Plymouth. Advice from both WDBC and DNPA was sought on whether to suspend the NP until the JLP was complete or continue with the NP and the advice was to continue, referring the Plan to the LA's extant Development Plans.

April 2016

Between the period of Oct 2015 and Mar 2016, Maristow Estates undertook an exercise to look at a potential plan to develop around Yelverton; principally to aid the lack of parking provision but also to 're-shape' the village to better integrate services. The decision was taken to consult residents and the BMNPG decided to combine one of these consultative exercises with a Neighbourhood Plan 'Open Day'. This was aimed at publicising the new potential sites for residential development sought in 2015 and asking residents' opinions on them and also to publicise the NP's Policies and seek residents' views on these. The day was advertised in the local press and on noticeboards, over 200 residents attended and attendees were asked to complete a simple questionnaire. The results of the questionnaires were analysed and published on the NP website, showing the vast majority of those attending supported the policies advocated.

May / July 2016

Through HMG's Locality programme, funding was sought and received to subject the draft Plan to professional scrutiny. Two consultants were selected, one a member of the NP Examining body; the other an ex LA Planning Officer. Both looked and advised on the Draft Plan and their comments reflected in the revised Draft Plan ahead of the Regulation 14 consultation.

In May 2016 a meeting between the NP, Maristow Estates and DNPA was held, the outcome of which was Maristow's decision to 'park' their initiative to propose development around Yelverton and so work to encompass this within the Plan was abandoned.

August 2016 / Dec 2016

Although the LA advice was to continue with the production of the Plan, WDBC were putting the final touches to their Joint Local Plan and it was clear that policies within the JLP may affect those within the NP and that both plans would probably emerge around the same time. It was therefore decided to 'suspend' the NP until a draft version of the JLP was available (Jan 2107).

Jan 2017 - Apr 2017

The NP was published for Regulation 14 consultation, allowing well in excess of the statutory 6 weeks for comment. Around 15 responses were received although neither LA met the deadline but having been prompted to input, duly did so. A consistent comment from consultees was the need for a Strategic Environmental Assessment, a Habitat Regulation Assessment and a more comprehensive Site Assessment document. These were commissioned although not received until November 2017.

In addition to widely advertising the Plan prior to, and during the consultation period a number of statutory consultees were provided with a copy of the Plan and those who responded are shown (*):

West Devon Borough Council*
Dartmoor National Park Authority*
Natural England*
Tamar Valley Area of Outstanding Natural Beauty

The Environment Agency
English heritage
Highways England
Maristow Estates*
Devon & Cornwall Police*
Devon County Council
Historic England*
South West Water
WW Utilities
South Hams District Council
NHS England
The Coal Board
Dartmoor Forest PC
Horrabridge PC
All Buckland Monachorum Parish Councillors

November 2017

The NP was updated as a consequence of comments received, the SEA, HRA and Site Assessment in preparation for submission to the lead LA (WDBC). The revised Plan was loaded onto the website and local publications and notice boards alerted residents to the revised document.

April 2018

Before the Plan could be assessed by the Local Authority (WDBC), two planning applications were submitted; the first for 22 houses in Crapstone and the second, to extend the Business Park in Crapstone. Both these were opposed by the Parish Council and WDBC and both went to Appeal. The Inspector granted both and so the NP required significant revision to accommodate these changes. As these changes were being made, late changes to the LA's Joint Local Plan were made which, again, introduced significant changes to the NP by removing the requirement for sites within the AONB to be identified for future housing. Additionally, the JLP having been adopted, the NP needed to be checked against the policies within the JLP.

April 2019 - Nov 2019

Having redrafted the NP to accommodate both the above changes, it was considered that the NP should be 're-consulted'. It was in July 2019 and a repeat of the 'village hall' meetings was held to ensure that residents had an opportunity to see and comment on the Plan and the original consultees were given the opportunity to forward further comments. Having received inputs from those consultees who responded, the Plan was adjusted and forwarded to West Devon Borough Council, the Local Authority.

Conclusion

The above diary demonstrates that the Plan has involved the community at several points along its journey from conception to the current time. The website has been available for over 18 months and attracted positive comments and the public meeting held over the period have been well attended. The Plan reflects comments received and it is hoped that

it will receive an equally positive reception when put to Referendum. Neighbourhood Plan
Consultation Statement

Appendix A (i) R14 Responses

Introduction

This paper contains all of the responses received to Neighbourhood Plan's Regulation 14 phases (1st Jan 2017 - 31st March 2017 & 15th May - 1st July 2019) whether these arrived within or after the consultation phase ended. Issues raised within these responses which the NP team consider are relevant to the Plan are highlighted and responses provided against the received text (in red).

In total there were 18 responses and these are summarised in the table and set out in full below.

	Respondent	Comment area / response
1	West Devon Borough Council	Multiple comments - addressed as shown below
2	Dartmoor National Park Authority	Multiple comments - addressed as shown below
3	Mr Mark Scoot (Developer)	In support of developing at Abbey Meadows Crapstone. Now an approved planning application and included in the Plan.
4	Mr & Mrs Young (Residents)	Against allocation of Cuxton Farm site Buckland. This proposal has been deleted from the revised Plan.
5	Historic England	Multiple comments - addressed as shown below
6	Mr McNeill (Resident)	Objection to DNPA Draft Plan. N/A to the Plan.
7	Mr E Persse (Developer)	In support of Binkham Hill Site. This has now been included in the Plan.
8	Mr P Scott (Resident)	Against allocation of Cuxton Farm site Buckland. This proposal has been deleted from the revised Plan.
9	Police & Crime Office	General comments
10	Mr Stanton (Resident)	Note of thanks
11	Mr Wheating (Resident)	Comment about traffic in Westella Road Yelverton
12	Mr Wood (Resident)	Objection to Abbey Meadows development (Crapstone) - now an approved planning application.
13	Mrs Thompson (Resident)	Objection to development which would increase traffic in Meavey Lane, Yelverton.
14	Mr Boston (Resident)	Support for development at Yelverton - now accommodated in the Plan.
15	Dan (no surname) (Resident)	Request for better broadband.
16	Maristow Estates (Landowner)	In support of development at Leg of Mutton and major highways modifications to bypass Yelverton roundabout. Discussed with DNPA and not progressed as counter to DNPA planning policy.

17	Mr E Persse (Developer)	In support of development off Dousland Road adjacent to Briar Tor. Not taken forward by the Plan or included in DNPA Draft Development Plan.
18	Natural England	Multiple comments - addressed as shown below

1. West Devon Borough Council response

The Plan needs to be in ‘general conformance’ with those of the Local Authorities and the Plan has been amended as a result of the responses from both WDBC and DNPA as shown in comments below. As both Authorities do not necessarily share the same views on subjects, the Plan attempts to navigate such that both Authorities requirements are met within the spirit of ‘general conformance’.

Buckland Monachorum Draft Neighbourhood Plan (Regulation 14 version, March 2019)

Regulation 14 consultation response on behalf of South Hams District Council

Introduction

The Draft Regulation 14 version of the Buckland Monachorum Neighbourhood Plan (the Plan) has been published for a formal 6 week public consultation. A previous version of the Plan was submitted at Regulation 14 stage in March 2017. This was followed by the submission of a Regulation 15 version in January 2018. The latter version was withdrawn by the Neighbourhood Planning Group before proceeding to Examination. The withdrawal resulted from appeal decisions in regard of the following developments:-

- 1) Development of 22 dwellings at AbbeyMeadows, Crapstone(WDBC Ref: 147/17OPA.Appeal Ref: APP/1153/W/17/3177360): Allowed.
- 2) Expansion of business units and erection of Plymouth Brethren Meeting Hall at Yelverton Business Park, Stoke Hill Road, Crapstone (WDBC Ref: 4006/16/FUL. Appeals Ref: APP/ Q1153/W/17/3180732 and APP/Q1153/W/17/3180733): Allowed

The approval of these proposals conflicted with the provisions of the Reg 15 Plan. As a result the Neighbourhood Planning Group decided to withdraw the Plan and reconsider its strategy and the content of the Plan. Hence this current Regulation 14 version of the Plan has been submitted for consultation.

The Local Planning Authority, West Devon Borough Council (WDBC) has a statutory duty to support the preparation of neighbourhood plans.

As well as its statutory duty, WBDC has an obligation to ensure that any planning document that sits within the suite of Development Plan Documents (DPDs) is consistent with its corporate objectives, and will make a positive contribution to the long term health, wellbeing and resilience of the district’s communities. Advice and guidance provided to neighbourhood plan groups will reflect

this wider remit, although it is acknowledged that this guidance may go beyond what is strictly required by regulation. Where we do exceed the levels of guidance required by regulation, we will clearly state as much in our comments.

Advice and guidance at Regulation 14 stage is most usefully focused on:

- 1) The Draft Buckland Monachorum Neighbourhood: Plan Vision, Aims and Objectives
- 2) The Buckland Monachorum Neighbourhood Plan: Text Prior to the Policies
- 3) The Draft Buckland Monachorum Neighbourhood Plan: The Policies
- 4) The Draft Neighbourhood Plan: Evidence Base
- 5) The Draft Buckland Monachorum Neighbourhood Plan: Other Comments

1

NB: It should be noted the Dartmoor Nation Park (DNP) are planning authority for part of designated area of the Buckland Monachorum Neighbourhood Plan. DNP have separately submitted their comments. Where appropriate those comments are cross referenced to WBDC's comments included in this document.

1) The Draft Buckland Monachorum Neighbourhood Plan: Vision, Aims and Objectives

The Buckland Monachorum Draft Neighbourhood Plan (the Plan) sets out policies and approaches which will add local detail to policies in the Plymouth and South West Devon Joint Local Plan. The Plan sets out a vision for Buckland Monachorum as follows:-

The Neighbourhood Plan's vision is to ensure that individually, the five villages which constitute the Parish thrive and deliver long term sustainability to their communities whilst maintaining their unique and distinctive character, but at the same time, act collectively as a Parish Community to enhance the lives of those living within and visiting the Parish.

The vision effectively provides a good summary of what the Plan is seeking to achieve. The Plan formally identifies 10 aims as follows:-

SA1 to deliver a prosperous and high quality of life for residents SA2 to support the local economy

SA3 to deliver sustainable development to meet local needs SA4 to have a positive effect on the environment

SA5 to maintain the natural environment and biodiversity SA6 to deliver a housing growth strategy

SA7 to maintain local character

SA8 to sustain community life

SA9 to improve services SA10 to involve local people

These aims capture the key objectives of the plan and provide a good context for the strategy and policy content.

2) The Buckland Monachorum Neighbourhood Plan: Text prior to the Policies

Page 26 Settlement Boundaries: A plan (a Proposals Plan) that includes all the land use allocations made in the Plan is required (a full explanation is included at the end of this document). The Proposals Plan should illustrate clearly the settlement boundaries. Annex N which includes plans showing the settlement boundaries does not include a settlement boundary plan for Crapstone. **The Plan has been updated accordingly.**

Page 26 para 6.11 Affordable Homes: It would be useful if a summary of the results of the Housing Needs Assessment were included in this section and applied as the evidence as to how the current requirement is met as stated in the text of the Plan. This issue is also covered by DNP at Comment 6 iv of their response. **The Plan has been updated accordingly**

Page 28, para 6.14, second paragraph: The Plan states:- *“NPSG considered that the Buckland Monachorum site should be included in the redrawn settlement boundary for Buckland Monachorum to indicate where the most appropriate location for this is in the event that the Parish has to meet a future housing need”* Concerns are raised that this site is included in the settlement boundary but not formally allocated in the Housing Policies. It is advised that the site is formally allocated and included in a policy which identifies the parameters for development as suggested in comment 6 i of the DNP document. **The Plan has accepted this advice and the site at Buckland has been withdrawn from the Plan.**

Page 35, para 6.25: Most NPGs have identified Local Green Space even in areas that have special protection such as an AONB. **The Plan now identifies Green Spaces**

Page 35, para 6.26 first sentence. Most NPGs have identified a list of non-statutory heritage assets that they would seek to protect. These are normally listed with justification in an Annex to the Plan. National and JLP policies are usually sufficient to protect statutory assets. As such your heritage

policy should be worded to protect non statutory assets if you select to identify non- heritage assets.
The Plan has been updated accordingly.

Page 35, para 6.26 second sentence: Most NPGs have identified important views on their Proposals Map and included a Policy that protects such views. **The Plan has been updated accordingly**

3) The Draft Buckland Monachorum Neighbourhood Plan: The Policies

The Plan contains 18 policies as annotated in the table below. A commentary is provided for each policy that looks at the level of conformity with locally adopted policy and national guidance, as well as considering how each policy will be implemented in order to achieve the aims and objectives of the plan.

Policy	SHDC comments
Residential Development Policy 1: Meeting our housing need	Agree with the DNP Comment 6 i on this Policy. As stated above if the Buckland Monachorum site is to be included in the Plan then suggest it is formally allocated in order to ensure full control through the Policy is exercised. Also agree DNP comments that the allocations should be fully justified based on the evidence base (DNP Document, comment 6 ix). The Policy has been amended.
Residential Development Policy 2: Settlement Boundaries	This Policy needs to be reworded to explain why the settlement boundaries have been selected and the Policy approach towards development that will apply inside and outside those boundaries. Will adjust Plan
Residential Development Policy 3: Windfall Development	It is suggested that this Policy is renamed and follows JLP Policy TTV 27 which covers and sets parameters for development proposals outside the settlement boundary. Your Policy should add the local dimension to Policy TTV 27 not just repeat it. DNP make a similar comment in regard of the DNP Policies covering this issue in Comment 8 of their Document. The Plan has been adjusted

<p>Residential Development Policy 4: Broad mix of housing type</p>	<p>This Policy should follow JLP Policy DEV 8. Recent appeals have supported DEV 8 in its attempt to focus developers on the provision of house types that are designed to meet local need. Ensure that your evidence base is clear on the house types that are required to meet that need. This reflects the comments of DNP at Comment 9 of their Document. The Plan has been adjusted</p>
<p>Residential Development Policy 5: Affordable housing</p>	<p>Both the JLP and DNP Plan set out the affordable housing requirement that should be provided by new housing development. Whilst there is no need to repeat this in the Plan there may be specific needs or requirements that you would want to highlight in this Policy. This needs to be clearly evidenced. The Plan has been adjusted.</p> <p>Also agree comment 10 in the DNP Document in terms of the evidence base provided by the Housing Needs Assessment and the over reliance on Policy RD 3 to meet affordable housing needs.</p>

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<p>Residential Development Policy 6: Design</p>	<p>The “Building for Life” criteria amounts to Guidance I believe. The Plan should not add additional burdens to those already required for those submitting planning applications. You have already referred to this in the introductory text which is sufficient.</p> <p>It is suggested that this Policy is reworded to identify design criteria against which development will be considered. The JLP already does this in a range of its Policies.....I would suggest therefore the criteria reflect the local dimension. The Plan has been adjusted.</p>
<p>Economic Development Policy 1: Meeting the Economic Development need</p>	<p>No comment other than agree DNP Comment 10 that it should be clear to which area the Policy applies. The Plan has been adjusted</p>

Economic Development Policy 2: Broadband	This cannot be a Policy requirement. I would suggest the Policy is reworded so as to encourage and support development that includes this feature or removed as a policy but referred to in the text of the Plan. The Plan has been adjusted.
Economic Development Policy 3: Redevelopment of employment to non-employment use	No comment.
Economic Development Policy 4: Brownfield Sites	Does this Policy not equally apply to new housing development? Also any development proposals must be acceptable in terms of other issues/ Policies in the Plan? The Plan has been adjusted.
Environmental Policy 1: Heritage	See comment above relating to non-statutory heritage assets (Page 35, para 6.26 first sentence). This Policy could be worded to protect these if they are identified as suggested. The Plan has been adjusted.
Environmental Policy 2: Local Character	No comment
Environmental Policy 3: Climate Change	No comment
Environmental Policy 4 : Flood risk	This Policy repeats National/JLP policies and the requirement through the Development Management process to take flooding fully into account. Can it be given a local dimension or, since this is an issue for the Parish, given more prominence in the written text as opposed to the Policy? The Plan has been adjusted
Environmental Policy 5: Recreation & Tourism	Last sentence of this Policy should list the tourism features identified in para 6.25. Also suggest “adverse” is added before “impact” to qualify. The Plan has been adjusted
Services Policy 1: Transport	No comment
Services Policy 2: Car Parking	Most NPGs have set car parking standards that new development should meet. As it stands the Policy as written would be difficult to apply when dealing with planning applications due to its general nature. The Plan has been adjusted

Services Policy 3: Footpaths & cycle routes	No comment
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4) The Draft Buckland Monachorum Neighbourhood Plan: Evidence Base

The Evidence Base appears to cover all the issues that have been referred to in the Plan. If the suggestions regarding the inclusion of Policies relating to local green space, non-heritage assets and views are to be included then the evidence would need to be expanded. Furthermore the references to the evidence base in the text of the Plan should be expanded where advised in the comments on the Policies. **The Plan has been amended.**

5) The Draft Buckland Monachorum Neighbourhood Plan: Other Comments

As indicated in several instances in the above comments it is necessary to include a Proposals Plan in the body of the Plan, located near to the Policy section. The Proposals Plan should be at a scale that is easily readable and include all land use allocations clearly identified with appropriate annotation. Where sites are allocated a clear identifiable boundary should be shown. Assistance can be given in both the presentation and production of the Proposals Plan.

Conclusion

The Buckland Monachorum Neighbourhood Plan seeks to manage development within a sensitive landscape, whilst enabling small-scale organic development that meets the priorities and needs of the local community. The broad aspirations of the plan are consistent with adopted and emerging local policy.

For the most part, this consultation response poses questions or proposes amendments that are designed to make a positive contribution to the next iteration of the neighbourhood plan.

It is clear that a great deal of work has been undertaken to bring the Plan to this stage of the Neighbourhood Planning process. Whilst the strategy advocated by the Plan is clearly identifiable, there is a need to refine the Policy content and ensure the evidence base is fully employed where appropriate to support strategy and Policies. There is also a need for a composite Proposals Map.

WDBC considers that the draft Buckland Monachorum Neighbourhood Plan can be brought into compliance with local policy and national guidance subject to the advice and guidance provided being followed and would welcome dialogue with the NP group to help achieve this.

19th June 2019

2. DNPA Draft Response to Buckland Monachorum Neighbourhood Plan

The Plan needs to be in ‘general conformance’ with those of the Local Authorities and the Plan has been amended as a result of the responses from both WDBC and DNPA as shown in comments below. As both Authorities do not necessarily share the same views on subjects, the Plan attempts to navigate such that both Authorities requirements are met within the spirit of ‘general conformance’.

Key points for inclusion in consultation response:

1. Paragraph 1.5 - reference to the Dartmoor Local Plan

Para 1.5 should make reference to the BM Neighbourhood Plan having equal weight to DNPA’s Local Plan, as well as the JLP. **The Plan has been amended**

2. Paragraph 3.8 - Conformity with strategic policies

There are currently two paragraphs labelled 3.8. **Amended**

As advised in our comments of 2017:

A Neighbourhood plan is required to show that it is in general conformity with strategic policy of the LPA’s local plan and reflects national planning policy framework to enable it to proceed.

3. Paragraph 3.12 - Status of emerging Dartmoor Local Plan

Para 3.12 does not accurately describe the status of the emerging Dartmoor Local Plan - which is still in a formative stage. We don’t consider the emerging draft Dartmoor Local Plan to carry weight in its current state. However upon completion of the next (Regulation 19) consultation in November, policies should start to carry some weight in decision making. However this is dependent upon the extent to which there are unresolved objections to relevant policies, and their degree of consistency with policies in the NPPF. Below is an approximate timeline for the emerging draft Dartmoor Local Plan, though this is potentially subject to change:

	September - November 2019	Early 2020	Late 2020 / early 2021
Stage	Consultation Revised draft Local Plan consultation (regulation 19)	Submission Revised draft Local Plan and comments from reg. 19 consultation submitted for examination	Adoption The Local Plan is adopted and used to decide planning applications

This has now been reflected in the Plan.

4. Fig (a) - Potential Development Sites

Both figure (a) and the SEA in appendix consider two sites at Gratton Lane & Gratton Cross which fall outside the neighbourhood plan area and Parish boundary. **The Plan makes clear that although these are often associated with Yelverton (the nearest village) they are outside the boundary and scope of our NP.**

5. Paragraph 6.25 - Local Green Space designation

Para 6.25 talks about designating areas of Local Green Space, but no clear ‘formal designations’ are made. Accompanying plans showing the boundary of each designation will be necessary, and a table containing relevant information for each designation would also be useful. **The Plan has been adjusted.**

6. Policy RD1(b) - Residential Development Policy 1: Meeting our housing need

i. As advised in our comments of 2017:

This policy should ideally be split into three: one policy for each housing site. Each site allocation policy should be supported by evidence that it is deliverable and :

- a. State very clearly that the identified site is allocated for housing development and refer to a map available within the main text of the NP, showing the boundaries of the site clearly marked.*
- b. Indicate the number and type of dwellings (affordable/open market) that would be provided on the site.*
- c. List relevant and reasonable criteria that development on the site will be expected to adhere to. This may include the delivery of appropriate infrastructure where it is considered necessary to make the development acceptable in planning terms*

The Residential Policies have been rewritten to reflect these views.

ii. Binkham Hill and Elfordtown (Meavy Lane) site allocations

These two allocations are also included the Dartmoor Local Plan regulation 18 draft (proposals 7.19 and 7.20 on p.144). The Local Plan and Neighbourhood Plan allocations should be in general conformity with each other, but at present the site boundaries differ (see map 7.8, p.145). Our draft allocations only include a proportion of each site for reasons of limited need for such development and conserving landscape character.

The Plan has been adjusted.

iii. Affordable housing provision

Affordable housing provision of 50% for these three sites in Yelverton should be made clear within this policy. **The Plan has been adjusted after discussion with DNPA (Aug 19)**

iv. Housing numbers

Housing numbers for sites allocated within the National Park should be written as an approximation per individual site. We can advise appropriate numbers, subject to site boundaries being revised to align with the DNPA Local Plan. **The Plan has been adjusted to reflect that housing will only be allowed where there is a quantified need for affordable housing.**

v. Density and efficient use of land

The importance of Dartmoor's environment means that land supply in the National Park is severely limited, and the Dartmoor Local Plan therefore seeks to ensure that what little suitable development land is available is used to best effect, in particular maximising density whilst maintaining an urban grain, scale and massing which complements adjacent development. A yield of thirty houses across the three sites is very low density, which contradicts the National Park's need to make efficient use of land and resources. You can find a capacity summary for Binkham Hill and Elfordtown (Meavy Lane) sites on p.46 of our [Development Sites Topic Paper](#) on the background evidence page of our website. **See comments above re small developments.**

vi. Development in response to evidenced housing need

The strategic policies for the National Park take the approach of allowing development only to come forward where there is a clearly identified need for affordable housing, and this should be reflected in the Neighbourhood Plan. Sites are not allocated so as to allow speculative development in the absence of identified affordable housing need, but to ensure that appropriate developable land exists at such a time as affordable housing need is identified. For this reason Housing Needs Assessments are relied upon in order to justify development coming forward on both Rural Exception Sites and on allocated sites. **This approach has been adopted by the Plan.**

The Devonia nursing home site has recent planning history to be aware of: application 0528/18 for 6 open market and 6 intermediate affordable dwellings which was withdrawn in autumn 2018. This application can be viewed on the planning application page of our website. Note that the nursing home would be considered an employment use and as such NP Policy ED3 would apply - worth referencing this directly within site allocation policy. **Noted - the property has been unoccupied for two years so is considered appropriate to include in the Plan's proposals for future housing.**

viii. Meeting Housing Need in West Devon

The recently adopted JLP presents a strategy for meeting housing need in West Devon - there is no expectation that this housing need should be met within the National Park boundary, nor would this be consistent with DNPA policies. Allocated sites in Yelverton should only come forward to meet a demonstrated affordable housing need in Yelverton and surrounding rural parishes within the National Park boundary. **The Plan's housing strategy now reflects DNPA's approach.**

ix. Justification of allocated sites

It would be useful to include justification, either within the supporting text, or within your evidence base (such as the SA/SEA) of why you have allocated these three sites in policy RD1(b) over the other sites that were assessed. **The SEA annex does this, but the Plan has been amended to do this.**

7. Policy RD2 - extension to Yelverton settlement boundary

The extended Yelverton settlement boundary should be in conformity with that in the emerging Dartmoor Local Plan; it is currently different (map 7.8, p.145 of Regulation 18 draft of Dartmoor Local Plan). The settlement boundary map in the annex only shows South Yelverton, and appears to be reproduced from the map of Yelverton on p.121 of the DNPA Development Management and Delivery Development Plan Document, which is likely to cause confusion. West Devon Borough Council or Dartmoor National Park Authority can aid you with appropriate map presentation. **The SB has been adjusted to coincide with DNPA's proposed Development Plan.**

8. Policy RD3 - windfall development outside defined settlement boundaries

A further point (e) should be added requiring such windfall development to be permitted only where it meets an identified local need for affordable housing, in order to conform with DNPA strategic policies COR2 and DMD22. **As windfall development is invariably single dwellings the Plan considers this too restrictive and believes the necessary constraints have been set.**

9. Policy RD4: housing mix

Details of housing mix including affordable housing on Yelverton sites should be included as part of policy RD1(b). Homes built on Yelverton sites for older people should be in response to evidenced need. **Agreed and the Plan has been adjusted.**

10. Policy RD5 - affordable housing

Currently references policy RD3 as catering for future affordable housing need, but I think it should reference policy RD1(b) instead, since meeting future affordable housing needs through windfall development alone is not achievable. Housing Needs Assessments are considered to have a shelf life of five years, meaning a need to renew the 2013 assessment referred to in this Neighbourhood Plan imminently. **Agreed and the residential development policies now reflect this view.**

11. Policy ED1 - meeting the economic development need

As described in our comments submitted in 2017:

ED1 (b) indicates that this policy relates to the WDBC area only, if so then this needs to be made explicit, if not then it will also need to recognise NP interests and comply with DNP local plan policy. The Plan has been adjusted.

12. Policy E1 - heritage

As advised in our comments of 2017:

This should be stated in supporting text rather than in policy as policies should not duplicate existing policy. Refer to the specific relevant LPA and NPPF policies. Noted although the Plan's proposals stand.

13. Policy S2 - car parking

The meaning of the first sentence of this policy is unclear - the first line doesn't seem to make sense. *The text has been adjusted.*

3 - Mr M Scoot.

The purpose of this representation was to argue for the site at Crapstone (Abbey Meadows) to be included in the Plan. Although this was initially objected to (by the Plan, the PC and WDBC) it was subsequently approved on appeal and, it is assumed, will proceed. The Settlement Boundary for Crapstone is amended, by the Plan, to include this site.

1. This representation has been submitted in respect of the emerging draft Buckland Monachrum Neighbourhood Plan and is supported by the following documents:
 - a. Copy of the Inspectors Decision in respect of planning appeal reference APP/Q1153/W/15/3138936 (Land at Butchers Park Hill, Tavistock);
 - b. Planning application reference 0147/17/OPA – scheme layout and AONB officer consultation response;
 - c. Copy of the South Hams and West Devon Village Sustainability Assessment Framework – summary of consultation responses.

2. General Comments

3. Whilst supportive in principle of the preparation of a Neighbourhood Plan, I have significant concerns about the draft version as currently proposed and the lack of relationship to the emerging Joint Local Plan / associated evidence base, particularly given that all parties accept that the adopted development plan is significantly outdated, is not consistent with the National Planning Policy Framework (the Framework) and was not determined to be sound as a basis for consultation.
4. Repeated references are made to the Our Plan document and it is clear that it has been used to inform the emerging NP. The Our Plan document failed the most basic tests of plan making and was withdrawn because it clearly would not have passed the necessary tests in preparing a development plan document. Most fundamentally the document was being prepared without considering the requirements of the entire housing market area and therefore in no circumstances could it possibly have identified the full Objectively Assessed Need for Housing. The document was also

fundamentally flawed in terms of calculating future housing requirements. On this basis no weight should be given to the document.

5. The Joint Local Plan is at a very early stage of preparation, has not been tested at examination and should be accorded no weight at this stage or relied upon as a tool for preparing Development Plan Documents.

Former Golf Driving Range, Crapstone

6. I am promoting a planning application for the development of up to 22 residential units (incorporating 40% affordable housing) at the above site, under application reference 0147/17. The site has been considered on several occasions by West Devon Council through the SHLAA preparation process and found to be acceptable subject to the potential impact upon the Tamar Valley AONB. The AONB has been fully involved in the preparation of the application and they have confirmed that the application does not constitute major development and is acceptable in principle from their perspective. Their response forms part of the application submission and demonstrates that the site is a suitable infill opportunity. Similarly, the consultation response from the Education Services department raises no issue of concern regarding primary school accessibility or capacity.

Specific Comments

Paragraph 2.7

6. At paragraph 2.7 the NP notes the importance of the landscape character of the area. A key benefit of the former golf driving range site is that it can accommodate development and contribute towards the NP objectives without any detrimental landscape impacts or any detrimental impacts upon the Tamar Valley AONB or National Park. This is a significant benefit of the site when considered against both the proposed allocation in Buckland Monachorum and the allocation in Yelverton (which is within the boundaries of the National Park).

Paragraph 2.11

7. The NP correctly identifies the key issue of the lack of affordable housing in the area and the most recent Strategic Housing Market Needs Assessment (2017) shows the ongoing requirement for more affordable housing. The former golf driving range offers the opportunity to provide a significant amount of affordable housing that will

be specifically provided to meet local need. The draft NP incorrectly references an older SHMNA which again highlights the problems caused by trying to progress a plan without any strategic framework. There is an outstanding need for affordable housing and as worded the draft NP will not address this key issue.

8. It is relevant to note that the emerging Joint Local Plan will seek under 30% affordable housing provision within West Devon. Therefore the subject scheme will deliver more community benefit than the draft allocations both in terms of overall unit numbers and percentage.
9. The scheme will also serve to widen the mix of housing in the area by providing smaller market units for families in accordance with the objectives of the NP and the Framework.

Paragraph 3.11

10. This paragraph succinctly summarises the entire problem of proceeding with the NP in light of a void of policy guidance at a district wide level. As already noted, no weight can be given to Our Plan or the Joint Local Plan. Despite this it is clear that the decision has been made to progress the NP without any context or strategic guidance. Whilst this will allow for progress in the short term, it is an erroneous approach as the NP will not link to other guidance and will need to be reviewed in the short term.

Residential Development Page 10

11. At bullet one the assumption is stated that there will be a maximum of 20 houses during the remainder of the plan period. Firstly and as already noted, this figure is taken from a draft plan that was abandoned as it clearly failed the necessary tests and therefore cannot be given any weight. Secondly, both the adopted development plan and emerging plan set minimum rather than maximum housing targets and this has been misinterpreted in the draft NP.
12. At bullet 4 the draft NP appears to promote new residential development in the National Park on the basis that it would represent the most appropriate location. This is clearly inappropriate and at odds with national guidance. Equally, there is no

evidence to demonstrate that new residential development in Crapstone is not sustainable. The entire premise of the draft NP in this respect is flawed and needs to be amended to fully understand the constituent elements of ensuring that development is sustainable and meets the requirements of the Framework. Without this the draft NP will remain fundamentally flawed.

Paragraph 4.5

13. The NP recognises the importance of some growth to sustain local facilities. Given that the West Devon SHLAA raised no issues of concern (beyond potential impacts on the AONB – the AONB Unit has already confirmed that they have no concerns in this respect) and the fact that the former golf driving range site received the highest level of public support when the NP Steering Group undertook their own consultation, it is impossible to understand how the conclusion can be reached that the NP is being formulated in accordance with the wishes of the local community – particularly given the wide range of benefits that the scheme will deliver. The scheme will provide a mix of housing including affordable, cheaper smaller units for starter homes and the opportunity for older residents to downsize.

Section 5 – Strategic Aims

14. The Strategic Aims are supported. However, the detail of the NP does not outline how these will be delivered and by unnecessarily constraining growth the Aims will not be achieved. This is to the detriment of the community as a whole.

Paragraph 6.3

15. The draft NP references an historic SHMNA issued in 2013. This again highlights the irreconcilable problem of trying to advance a NP in advance of a thorough understanding of the wider context within which it should come forward. The evidence base for the emerging development plan includes a SHMNA issued earlier this year. This document should be used in support of the emerging NP rather than an outdated document. The paragraph goes on to identify the very high levels of home ownership in the plan area. The former golf driving range scheme provides the opportunity to diversify the housing stock of the area.

Paragraph 6.4

16. A summary of the characteristics of each settlement is provided and notes that Crapstone has absorbed the majority of the parishes residential development over the last 25 years. This demonstrates that Crapstone has traditionally be viewed as a sustainable location for residential development. The fact that the NP Consultation Day results favoured the former golf driving range for development over any other location demonstrates that this is still the case.
17. Refence is also made to the District Council template to assess the sustainability of villages. As part of the evidence base in the emerging Joint Local Plan the Councils have prepared the 'South Hams and West Devon Village Sustainability Assessment Framework – Summary of Consultation Reponses'. A copy is attached. This considers the sustainability of the West Devon villages and goes on to give each village a score with a minimum requirement of 10 points in order to be viewed as sustainable. The report incorrectly states that there is no shop in Crapstone and when this is added in, the settlement scores 26.5 points - of no material difference to the Buckland Monachorum score of 29 points. Crapstone is a sustainable location for development.
18. It is also highly relevant to note that paragraph 5.10 of the emerging draft Joint Local Plan identifies both Crapstone and Buckland Monachorum as sustainable villages which can accommodate growth. Of course, no reference is made to Yelverton as it does not form part of the plan area. There is no doubt that the current and emerging development plan view Crapstone as a sustainable location for housing development.

Paragraph 6.6

19. Given that the authority has not determined the overall OAN, currently cannot demonstrate a 5 year supply of land for housing and that Our Plan / the emerging Joint Local Plan should be accorded no weight, any conclusions on the **minimum** housing requirements is premature and not informed by any evidence. The evidence submitted by the appellant during the Butchers Park Hill inquiry (on which I acted as planning consultant) demonstrated that the proposed minimum housing targets set out the emerging plan did not meet the full OAN. At that time Our Plan proposed at least 216 units per annum and our evidence suggested in excess of 300 units per annum. Despite the fact that the planning authority contended that a five year supply could be demonstrated until the week before the inquiry (indeed even claiming more

than a 7 year supply), they accepted on opening of the inquiry that this was wrong and that a 5 year supply did not exist. They did not challenge any of the appellant's evidence, including the fact that the supply was at most 2.6 years. This is confirmed at paragraphs 6 and 7 of the attached decision. This confirms that significantly more land for housing is likely to be required throughout the district and therefore through the emerging NP. This again highlights the irreconcilable problem of progressing in a strategic void.

Paragraph 6.8

20. The concept of promoting new development in close proximity to existing services and as a logical extension to settlements is supported and the development of the former golf driving range will fully comply with this aim. However, the alleged imbalance between services and housing is disputed and it is clear that further development in Crapstone is acceptable. The proposed scheme of up to 22 units will only increase the dwelling stock by a small percentage. This will help to support local facilities and not place an undue strain on any community facilities. This is evidenced by the fact that, as at the time of writing, all statutory consultation responses on the application support the scheme.
21. The assertion that defined boundaries have given rise to inappropriate development is incorrect. As each application has come forward it has been assessed against planning policy and found to be acceptable. Development that is not acceptable or sustainable would simply not be approved. Further to this, settlement boundaries have been used to identify where development is acceptable in principle. It is therefore factually incorrect to state that they have somehow perpetuated unsustainable development.

Paragraph 6.9 and 6.10

22. As with the previous paragraph, the assumptions behind the assertions made are incorrect.
There is no evidence that settlement boundaries cause overdevelopment / cramming or allow development to proceed that is not sustainable. For the same reasons as set out in respect of paragraph 6.8, these sweeping generalisations are incorrect, inaccurate and should be deleted.

23. It is also difficult to understand the decision to then continue to use settlement boundaries if they genuinely cause such problems. This highlights a lack of consistency in approach.

Available Sites for Development

24. As already noted, the former golf driving range at Crapstone should be allocated for residential development in accordance with the current undetermined application. The site is a logical infill opportunity in a sustainable location with no objections from statutory consultees. Added to this, when the Neighbourhood Planning Open Day considered all potential sites, this site received the highest levels of support and lowest levels of objection. Further to this, the site is also preferable to both sites allocated for development as summarised below:
 - a. Yelverton – For clarity, the Yelverton site is in the National Park and therefore cannot be seen to contribute towards any future housing target set for West Devon. The concept of reaching an ‘accommodation’ with the National Park to locate further development in the National Park is not in accordance with the aspirations of the Park or the Framework. The promotion of a market led scheme in the NP is not in accordance with the Framework;
 - b. Cuxton Farm, Buckland Monachorum – the site is wholly situated within the AONB and could well constitute major development given that it would significantly extend the settlement in a prominent location with far reaching views into and out of the site. The allocation of the site could well therefore be in direct conflict with the Framework which only permits major development in AONB’s in exceptional circumstances. There are no exceptional circumstances that could justify the allocation and the housing needs of the area can readily be met elsewhere. The Council SHLAA has repeatedly recognised this problem and states that only 5 dwellings could come forward – presumably as rounding off. The allocation of three times as many units into open high profile countryside is inappropriate. The earlier section of this representation has addressed in detail the flawed logic of allocating a site for housing purely on the basis that it is closest to a primary school. This also ignores the fact that there is no footpath between the site and school so in accessibility terms the advantages of the site are not significant. The draft NP itself also recognises that the entire site is not suitable for development because of landscape impacts (and presumably the policy conflict arising from development in the AONB) and states that up to 15 units may be suitable. There is no evidence to justify how this arbitrary capacity has been arrived at

other than the fact that the two draft allocations reach the *minimum* housing figure. The proposed amendment to the Buckland settlement boundary demonstrates that the allocation of this site will protrude well beyond the existing settlement and into the open countryside.

Settlement Boundaries

25. The settlement boundary for Crapstone should be extended to include the part of the former golf driving range site currently being promoted under application reference 0417/17.

Education

26. The draft NP places great weight on the relative proximity of the Buckland Monachorum primary school to the allocated site and this is the over-riding reason for the draft allocation. This emphasis is misplaced and sustainability should be considered in the whole – for example including the impact on the AONB / proximity to employment and shops for example. The consultation response from Devon County Council Children's Services on the former golf driving range application raises no issues of concern about the development of the site and notes that the site is within the catchment of Buckland primary school. The development of the former golf driving range site will represent sustainable development.

4 - Representations (4.1 & 4.2) from Andrew & Rachel Young

The purpose of this representation was to object to the inclusion of a site at Buckland Monachorum in an early draft of the Plan. This site no longer is supported by the Plan.

4.1

From: Andrew Young <andrew.young@decidua.co.uk>
Date: 17 April 2017 at 10:10:03 BST
To: <ric.cheadle@hotmail.com>
Subject: Neighbourhood Plan - further comments

Dear Ric,

Although the deadline for commenting on the Neighbourhood Plan has passed, we do so again having read the Parish Council's objections to the recent planning application for Abbey Meadow since these would apply equally to Site 1 in the Neighbourhood Plan:

Five-year land supply

We could not find the objectively assessed housing needs in the annexes to the Joint Local Plan (JLP) as you stated. There are figures under Policy SPT 3 which are for the whole Local Plan area and not location-specific. The only JLP figures relating to housing needs in Buckland Monachorum parish are under Policy TTV 30 where both Crapstone and Buckland are each assessed as able to accommodate about 10 dwellings.

Development on open countryside on a greenfield site in the AONB

The Parish Council cites Core Strategy Policy H31 to oppose development at Abbey Meadow yet it disregards this when proposing development at Site 1 in the Neighbourhood Plan which is also a greenfield site in open countryside in the AONB. There needs to be much greater consistency of approach.

Settlement boundaries and extent of development

The Parish Council points out that 28 dwellings at Abbey Meadow would exceed the JLP indicative levels of new housing in Sustainable Villages by 200%. (Policy TTV 30).

However, 30 starter homes on Site 1 (with provision for more of other types) would exceed the indicative level for Buckland Monachorum by an even greater margin. What appears to be unacceptable in Crapstone is being actively proposed in Buckland! You also state that the Abbey Meadow development would prejudice the development boundary but this logic does not appear to apply to the Neighbourhood Plan proposals for Site 1.

We have stated before that the current draft of the Neighbourhood Plan relies too much on scoring for amenities. Factors such as impact on open countryside and the historic environment are mentioned in the current draft but hardly considered when selecting sites for development. We consider that the JLP proposals for about 10 dwellings at Crapstone

and Buckland Monachorum are sustainable and would have the least impact on the AONB and historic environment. Please could this be reflected in the Neighbourhood Plan.

Further to our objection dated 20th March, we can see from the Planning Statement for Abbey Meadows that this site secured more support for development than any of the other 12 sites proposed at the 2016 Consultation. The current draft of the Neighbourhood Plan does not explain why this body of evidence was disregarded. Instead, it gives too much weight to scoring access to local amenities whereas in practice the arguments are much more finely balanced and probably better reflected by the Consultation responses.

4.2

Thank you for the opportunity to comment on the draft Neighbourhood Plan and we appreciate all the work it has involved.

We do not agree that the development boundary around Site 1 in Buckland Monachorum should extend so far to the west. Since the site is only capable of supporting a development of 15 houses while maintaining local character (Annex O, Site 1), it would be better to identify which part of the site is usable and to draw the development boundary around it. In the current draft, it is difficult to understand how such a large area which is on a prominent ridge has been assigned for development when it clearly runs counter to environmental policies, especially with regard to preserving the character of the village and AONB (Policies E1 and E2).

At the 11th March consultation meeting in Buckland Village Hall, we understood that 30 low-cost homes are required in the parish and they had all been proposed for Site 1 in Buckland. If this site is being asked to support two thirds starter homes where practicable and viable (Policy RD3), does it mean that it is in fact being earmarked to accept 45 houses or more? How can either figure be reconciled by the site assessment at Annex O which limits the development to a maximum of 15 homes and Annex I(i) which identifies the site capacity as just 5 houses?

Given the above concerns, further consideration must be given to developing some of the Golf Driving Range (Site 8) in Crapstone. The arguments made against this on grounds of sustainability are more marginal than the Plan suggests; people drive out of Buckland for their various needs just as much as others drive into Buckland to drop children into school or use the other facilities. The issue of prior development is also more finely balanced than the Plan acknowledges and it should be recognised that recent developments in Crapstone have taken place on brownfield sites whereas developments in Buckland have all been on greenfield land.

5 - Representation from Historic England

The principal issue in this representation was associated with a site in Buckland Monachorum which, although supported in an earlier draft of the Plan, is now longer supported in the final Plan.

Dear Mr Cheadle

Thank you for your Regulation 14 consultation on the Buckland Monachorum neighbourhood Plan.

Please accept my apologies for not getting a response to you before now. We hope that our comments can still be accommodated within the Plan preparation process.

This is our first involvement with the Plan since we offered general advice in a letter of introduction sent when the application for designating the area was submitted in the autumn of 2014. We note and applaud the Plan's intention to recognise and protect the locally distinctive character of the area, and appreciate its intention of providing for the future needs of its community.

In this respect the focus of our attention is on the allocation of sites for residential development in Buckland Monachorum and Yelverton – policy RD1. It is planned that the Settlement Boundaries will be extended to accommodate them as set out in Appendices K9(i) & (iii).

The extensions are predicated upon the suitability of two sites set out in Annex O on the Plan's website. Site 1 at Buckland Monachorum lies close to the Grade II*Cuxton Farmhouse and looks as though it may abut, or certainly be near to, the Conservation Area. The setting of other designated heritage assets may also need to be considered. **This site is no longer considered for future housing and the Settlement Boundary not extended.**

Annex O highlights that development should not adversely impact on the landscape (there is no specific reference to heritage considerations) and a maximum of 15 homes is suggested - though it is not clear how the suitability of this quantum has been determined. We assume the report draws upon Annex I(i), the WDBC Site Assessment report for Buckland Monachorum and Crapstone, which more pointedly draws attention to the potential for development of the site to harm the setting of the Farmhouse and the need for pre-application assessment and evaluation of potential archaeological remains.

Neither of these reports provide evidence to demonstrate that the site can deliver housing without causing harm to designated heritage assets. While policy safeguards to protect the significance exist elsewhere within the plan as well as in overarching Local and national policy (ie the NPPF) the proposed policies within the Neighbourhood Plan need to show that the principle of allocating areas for development is deliverable as intended without

causing harm to designated heritage assets. At present it is not clear how relevant heritage assets have been determined or how their significance has been understood and used to inform the proposals.

There is less detailed information to support the site allocation at Yelverton (Site 17 in Annex O), with reliance perhaps being placed on the DNP SHLAA report at Annex I(ii). Relevant heritage assets here may be less easily identifiable but it is still necessary to undertake an explicit assessment exercise to demonstrate that such an allocation will not cause harm to their significance. **This would be done should a planning application come forward.**

It should be noted that it cannot generally be assumed that SHLAA methodology will accurately identify and assess appropriate heritage assets to the extent necessary to confirm the suitability of sites in accordance with the NPPF and PPG.

Unfortunately therefore, as the Plan stands, we do not believe that appropriate evidence has been provided to demonstrate the necessary level of conformity with local and national planning policy for the protection of the historic environment. We must also advise that there may well be a likelihood of significant environmental effects, prompting the need for a Strategic Environmental Assessment (SEA). It may therefore be prudent to undertake an SEA Screening Opinion. **Since this comment was made, A SEA has been conducted and is an annex to the Plan.**

We appreciate that there may be further evidence to support the proposed allocations and address the points we have raised above which is not on the Plan website. We would therefore be happy to receive this and to review our position accordingly.

Guidance on Site Allocations and Setting is available on our website and can be downloaded at:

<https://historicengland.org.uk/images-books/publications/historic-environment-and-site-allocations-in-local-plans/>

<https://historicengland.org.uk/images-books/publications/gpa3-setting-of-heritage-assets/>

We would also encourage liaison with the historic environment team at West Devon Borough Council.

Please address any further correspondence for my attention.

Kind regards

David Stuart

David Stuart | Historic Places Adviser South West
Direct Line: 0117 975 0680 | Mobile: 0797 924 0316

Historic England | 29 Queen Square | Bristol | BS1 4ND

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[HistoricEngland.org.uk/EAS](https://www.historicengland.org.uk/EAS)

6 - Representation from Ian McNeill

This comment is against DNPA's proposed plan not the NP Plan

ian mcneill <mcneill207@hotmail.com>

DNP 14/073 and Table 7.3 identifies this site for 30 dwellings and notes '[the] need to account for trees currently making up the site frontage.' I find this language worryingly ambiguous: why doesn't it say that there is a 'need to preserve these trees and the related hedgerow'? The wording smacks of wriggle-room being provided for a developer to haggle.

7 - Representation from Ed Persse

This purpose of this response was to seek an outcome allocating a site at Yelverton (Binkham Hill) in the final Plan. Although this has been done (and the site is also shown in the draft DNPA Development Plan) it should be noted that until and unless there is a demonstrable requirement for more affordable homes within the Plan's boundary, no development will be approved and the Plan's policies make this clear.

Ed Persse <ed.persse@ejfpplanning.co.uk>

The following are my comments relate to the residential section of the draft neighbourhood plan.

My primary focus relates to a parcel of land adjacent to Binkham Hill Yelverton. The site at Binkham Hill should be considered as an option under paragraph 6.9 of the residential section. It is understood that Annex K (ii) shows a potential site for development. However, it is our view that the potential development of this site is not without its problems, these are discussed below. Accordingly, for the neighbourhood plan to be truly fit for purpose, an alternative site(s) should also be considered. **The Plan now proposes to allocate this site and it is also identified in the draft DNPA site.**

The Binkham Hill site is immediately adjacent to the existing settlement limit, and the allocation of this site would go some way to addressing the concerns set out in paragraph 6.9 which states while the impact of this policy has been to contain development and prevent rural sprawl it has three drawbacks; firstly, it can promote housing being crammed in inappropriately, secondly there is now so little room remaining for development within existing SBs, this policy will, by itself, constrain further development and thirdly, many of the facilities which existed when the SBs were first drawn no longer exist thereby challenging the future sustainability of the original SB. The site at Binkham Hill is within easy walking distance of the centre of the town and the services that are available.

In terms of paragraph 6.11 whilst it is understood that the neighbourhood plan accepts that the current affordable housing need has been met, there will undoubtedly be a future need and the site at Binkham Hill would be available to help meeting that need.

The Parish Council should be aware that the site at Binkham Hill was submitted to the Dartmoor National Park Authority as part of their call for sites in relation to the Local Plan Review. As stated above the site referred to in Annex K(ii) I would suggest that creating an access suitable to cater for the development of the site is highly likely to have an adverse impact on the substantial historic stone hedge of heritage value and heathy mature trees that are set on the roadside boundary. Creating a safe access serve the development of the site is likely to require the removal of at least part of this boundary, this concern was recognised in

the Dartmoor National SHLAA review of 2014. There is the potential for an access off the private drive serving Elfordtown however such an access is unlikely to be acceptable. Furthermore an access be created on to Elford Park however, this has considerable visibility issues onto Meavy Lane. The site assessment carried out for the neighbourhood plan also states special attention will need to be given in order to provide safe pedestrian access to the services at Yelverton.

Therefore the Parish Council is requested to formally consider the allocation of the site at Binkham Hill as a viable alternative. The site has easy access to centre of Yelverton which as is stated in the draft plan has unrivalled access to services such as the health centre, bus services and shops, this site was seen as ideally located for the provision much needed houses suited to more elderly residents. The site is well related to the town and access can be created from Binkham Hill or off the Dousland Road. The site has a reasonable tree screen along the Dousland Road and would also be seen in the context of the existing development at Binkham Hill. There is an existing footpath from Binkham Hill back to the town centre.

Under policy RD1 the Binkham Hill site should be considered as an alternative site to the site allocated for Yelverton for the reasons set out above.

It is suggested that the neighbourhood plan may benefit from waiting to see the outcome of the progress of the Joint Local Plan and the Dartmoor Local Plan Review, otherwise there is a real threat that the neighbourhood plan will be out of date just after its adoption and will need to be reviewed to assess its compliance with the new plans.

8 - Representation from P Scott

P Scott <peterdscott@hotmail.com>

I strongly object to any further building around Cuxton Farm and Cuxton Meadow in Buckland. The new development has already negatively impacted on the view of the ridge line above Buckland and further development would make the situation worse. Many people enjoy the "Buckland Mile" walk and the present development is visible from across the valley as a bright yellow disaster out of keeping with the other buildings in the village - please do not add to this mistake along the ridge or below the existing development.

9 - Representation from Police Crime Officer (WD and DNP)

While these comments are helpful, it was not considered appropriate to amend the Plan's policies to specifically include them.

Thank you for requesting consultation on the Buckland Monachorum Neighbourhood Draft Plan.

My role as the Police Designing out Crime Officer (DOCO) (formerly Police Architectural Liaison Officer – ALO) is to act as the single point of contact for the planning authority, architects and developers, in providing advice and recommendations on designing out opportunities for crime, fear of crime, antisocial behaviour (ASB) and conflict in the built environment. This is achieved by reviewing relevant planning applications (please see protocol attached), in conjunction with the requirements of the National Planning Policy Framework (NPPF) and Local and Neighbourhood Plans to ensure the aims and objectives of this concept have been considered by the applicant.

As Neighbourhood Plans are used in the planning decision process and 'crime and the fear of crime' are material planning considerations, therefore a determining factor in planning consent, this should be referenced within the Neighbourhood Plan.

It should also mention that applicants should be able to demonstrate the following principles of Crime Prevention through Environmental Design (CPTED) and where these have been implemented in the design and layout of new development:-

- **Access and movement** - Places with well-defined and well used routes with spaces and entrances that provide for convenient movement without compromising security.
- **Structure** - Places that are structured so that different uses do not cause conflict.
- **Surveillance** - Places where all publicly accessible spaces are overlooked.
- **Ownership** - Places that promote a sense of ownership, respect, territorial responsibility and community.
- **Physical protection** - Places that include necessary, well-designed security features.
- **Activity** - Places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times.
- **Management and maintenance** - Places that are designed with management and maintenance in mind, to discourage crime.

By considering the above will also enable compliance with the following legislation and planning policies:-

- **National Planning Policy Framework (NPPF)** at paragraph 7 makes a clear statement that sustainable development is at the heart of its planning policy, defining three fundamental dimensions: economic, social and environmental. Crime and the

fear of crime, as well as conflict and acts of antisocial and unacceptable behaviour, can directly impact on all three of these dimensions.

This has been reinforced throughout the NPPF, specifically at point 58 (Requiring good design) & 69 (Promoting healthy communities), which requires local authorities to produce '*Local and Neighbourhood plans*' with a specific aim to create:-

Safe and accessible environments where crime and disorder; and the fear of crime, do not undermine quality of life or community cohesion; and

Safe and accessible developments, containing clear and legible pedestrian routes, and high quality public space, which encourage the active and continual use of public areas.

- **Crime and Disorder Act 1998, specifically section 17** which directs that we must have community safety embedded into our planning, our policy and our operational day-to-day activity. It states '*Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can, to prevent, crime, fear of crime and disorder in its area*'.
- **Emerging PCC, SHDC & WDBC Joint Plan** - relevant in creating safe, secure and sustainable communities - **and any other relevant local planning policies**
- **Secured by Design (SBD)** - *SBD is a crime prevention initiative owned by the Mayor's Office for Policing and Crime (MOPAC) on behalf of the UK police services. SBD aims to reduce crime, the fear of crime and opportunities for antisocial behaviour and conflict within the built environment by applying the attributes of CPTED in conjunction with appropriate physical security measures.*

I look forward to providing advice and recommendations on future planning applications that sit within my remit of response but in the meantime I hope the content of this response is considered constructive and useful but please do not hesitate to contact me if any clarification is sought or I can assist further.

Thank you

Kind regards

Sarah-Jane

Sarah-Jane Barr
Police Designing out Crime Officer - South Hams, West Devon, Torbay & Dartmoor
National Park
Totnes Police Station
Ashburton Road
Totnes
Devon
TQ95JY

Telephone 01803 860456
(Internal 4656)

Email SarahJane.BARR@devonandcornwall.pnn.police.uk

10 - Representation from Mike Stanton

Thank you for your support

Mike Stanton <wba.stanton@btinternet.com>

I have no specific comment to make. I do, however, wish to thank all those involved in developing this plan. Well done!

11 - Representation from Tom Wheating

Mr Wheating was updated on the Plan and DNPA's proposals for an extension to the cycle track at Yelverton (which to date has not happened).

Tom Wheating <tomwheating@hotmail.com>

Dear Sir/Madam,

I live in Midella Road, Yelverton and keep hearing reference to a proposed new cycle path between Yelverton and Burrator. It is my understanding that this proposed new path will come down Westella Road (presently it seems to be mainly used as a car park extension for Yelverton and Yelverton Surgery), along Midella Road into the field to the East of Kirkella Road and on to Burrator. I cannot find reference to this proposed new cycle path on your Neighbourhood Plan.

Could you please let me know the situation or refer me to a website which might provide further information. I also keep hearing of various meetings during which the subject may come up but only after the event as they seem not to be well publicised. (Perish the thought that this might be in any way be deliberate!!)

Regards,

Tom Wheating.

12 - Representation from Mr M Wood (representing several residents in Crapstone)

The purpose of this representation was to object to the proposal to develop at Abbey Meadows Crapstone. While the Plan supported this objection, at appeal, the proposal was allowed and it is included in the Plan.

The 103 signatories to this letter write in response to the public consultation for the BMPC Neighbourhood Plan (NP). We are residents concerned that the protections contained within the NP against further expansion on the 5.41 acres of land east of Yelverton Business Park (YBP) are porous. We believe they will be tested again by predacious attempts to force development on this Greenfield AONB site. Given the material weight afforded to the NP, we urge the neighbourhood planning team adopts a robust and determinate stance that reflects the demonstrable local opposition against such an outcome.

Background

The renewed attempt to develop this site, under cumulative weight of applications 4005/16/FUL and 4006/16/FUL, constitutes a major development for the rural hamlet of Crapstone. This was the unanimous finding of the BMPC Planning Committee at a meeting held on 27 February 2017. The applications were also opposed by the Dartmoor National Park (DNP) and the Tamar Valley AONB (TVAONB), who together represent the statutory consultees. And the applications have been opposed via some 330 letters or online objections from local residents. With respect to application 4005/16/FUL, the ratio of stated Ward-member opinion is some 29:1 against.¹

The developers have deliberately sought to wear down residents by; withdrawal and re-submission in quick succession of application 2172/16/FUL over Christmas, by splitting the fresh application in two in order to foreshorten the consultation response period by evading the procedural planning guidelines on what constitutes a ‘major’ development, and by a misleading PR campaign that stated that the fresh application was ‘on a vastly reduced scale’.² The developers look to exploit policy OP19 that featured briefly in the draft of WDBC’s ‘Our Plan’ (2015). This was discarded - again after overwhelming opposition - when Our Plan evolved to become part of the Plymouth and South West Devon Joint Local Plan. The draft JLP, together with your own Neighbourhood Plan, actually strengthens the policy framework against these proposals.

¹ As at close of original online consultation deadline, 23 February 2017.

² The Yelverton Business Park Update February 2017 – mailshot, originator unknown. Application 2172/16/FUL had sought 2,144m² of B1(A/C), B2, B8, D1 usage.

Applications for the site have been either withdrawn or rejected over the course of 4 previous attempts to expand or seek a change of use³, plus allocation for it in the defunct OP19 policy, yet this zombie scheme lives on. The present applications remain under consideration and will be determined by WDBC in April. But, in the event that they are refused, we have little confidence that the community will be spared further harassment from this, via various procedural or policy mechanisms to force it, such as through an application of such limited scope that it can only set the precedent for more.

Issue

We are grateful that YBP is given careful and even consideration in the NP. But we do not believe the present document either a) adequately reflects or endorses parishioners' repeated, overwhelming *and growing* rejection of further Greenfield expansion here, sustained since 2008, nor b) does the wording of policy ED1 prevent predacious or speculative moves that would have the effect of incrementally expanding the site. In particular, the emphasis placed on 'Major Development' status should be revisited in light of the current round of responses. A full explanation for our reasoning is at the Annex.

Recommendations

We respectfully submit to the Planning Team that, for the purpose of the draft NP, either specific provision is made to reject the site out of hand for further Greenfield expansion, or the policy contained within ED1 is revisited to bolster the weight given to 'major' status by additional protections against 'minor' schemes. The former is our preferred option to prevent further wasted effort in opposing YBP expansion. But with regard to the latter, an alternative formula could refer to:

- a. The criteria for sustainable development set out within the TVAONB Management Plan under section 9.8, noting the overarching matter of whether any development is compliant with the primary purpose of the AONB to conserve and enhance natural beauty.
- b. For applications not judged to be a 'major development' in accordance with the 2015 DMPO, that they will be rejected where there is currently no employment allocation for the site or where ready-built commercial alternatives exist. Application therefore falls to be determined against the (WDBC) Core Strategy⁴ policies (and in future the Joint Local Plan) and the NPPF.

³ 2008 - planning application 12273/2008/TAV, 2009 – 13262/2009/TAV, 2010 – 00396/2010/TAV, and 2016 - 2172/16/FUL

⁴ WDBC - Local Development Framework Core Strategy Development Plan Document (2006–2026) adopted April 2011

Summary

Further expansion of YBP into adjoining Greenfield sites is wrong for Crapstone; a hamlet which immediately borders the DNP and sits inside the TVAONB. It is not in 'scale or in keeping' with the community, its needs or the supporting infrastructure. It will change Crapstone from a residential community to an industrial satellite against the demonstrable wishes of the overwhelming majority. And no 'exceptional circumstance' exists that could justify contravention of either the NPPF or WDBC's Core Strategy. We are grateful for the planning committee's recommendations on applications 4005 and 4006/16/FUL but are concerned that these were a carefully calibrated attempt to slip a major Greenfield development 'under the radar' ahead of the JLP and the 'material weight' afforded to the NP. The developers persist despite:

- four public, recent and overwhelming opposition campaigns to this same expansion, which, in 2010, was rejected by the WDBC Licensing and Planning Committee,
- *plus*, public rejection of WDBC's 'Our Plan' policy OP19 for the site,
- *plus*, routine formal objection by the TVAONB and DNP⁵
- *plus*, the clear direction of travel to protect hamlets such as Crapstone from unsustainable, unwanted and unnecessary development, as contained in the forthcoming Plymouth and SouthWest Devon Joint Local Plan, instead placing such major industrial developments in areas of existing conurbation and sustainable infrastructure.
- *plus*, the ready availability of alternative, built sites for both industrial and office purposes.

We cannot 'un-invent' YBP despite it being largely irrelevant to Crapstone's economic, social or sustainability needs. But the fact of YBP does not provide cause to make it any bigger. YBP was built a decade before AONB status was granted; there is zero chance it would exist under the protections this now provides. But we urge further and robust tightening of the provisions regarding the potential to expand it within the NP, to stop once and for all the repeated attempts to force this issue over local objections.

Signatories:

Michael and Lisa Wood, residents
Ian and Kristin Vincent, residents
Jan and Sarah Hughes, residents
Kenneth J Gilbert, resident
Jo and Mike Smart, residents
Mary Grafton and Graeme W McCabe, residents
Mr M J Leece, residents
Mrs P Leece, resident
Miss Y D Leece, resident

⁵ See also DNP email objection: Mr C Hart, Planning Application ref 2172/16/FUL ; Extension to Yelverton Business Park, 29 September 2016 14:49

Mr R A Gunther, resident
Mrs J K Gunther, resident
John and Christine Bousfield, residents
Ian Smith, resident
John Dawes, resident
Sue Mackenzie-Philps, resident
Bertie and Bryony Hancock, residents
Derek and Jenny Mahoney, residents
Jodie and Phil Payne, residents
Deborah and Alexandra Kublin, residents
Mark Perry, resident
Dr Martin B Walker and Mrs Louise S Walker, residents
Michael, Sandra and Alex Phelan, residents
Ian and Teresa Thompson, residents
Oliver Field, resident
Graham Eagle, resident
Alison Measelle, resident
John Brodribb, resident
Wendy and Charlotte Stead, residents
Sarah Dean, resident
Paul and Gill Saunders, residents
Chris and Jacqui Anderson, residents
Mike and Linda Boxall, residents
Jonathan and Sarah Unsworth-White, residents
Andrew and Tracey Pett, residents
Miss Clare Dash, resident
Mr Wayne Ducker, resident
Mrs Louise Lyons, resident
Mrs L M Carter, resident
Mr David and Mrs Jane Sowerby, residents
Mrs Marilyn Pearn, resident
Mr Jon Pearn, resident
Peter and Sally Challis, resident
Sue Woollacott, resident
John and Di Friend, residents
Rob and Fiona Burbage, residents
Ken Farnham, resident
Richard Goodfellow, resident
Clive Ribbons, resident
Nikki May, resident
Ursula Kennedy, resident
Peter and Sue Stevens, residents
Sue and David Behenna, residents
Fiona and Phil Harvey, residents
Lesley Thomson, resident

Tony Sprague, resident
Peter and Guida White, residents
Mike Aldred, resident
Richard and Sally-Ann Benham, residents
Livia Germano, resident
Jane and Simon Scott, residents
Dr Stuart and Maria Scott, residents
Mr and Mrs Loraine Francis, residents
Mark and Linzi Tynan, residents
Sally Butcher, resident
Laurence Larkin, resident
Mrs J P Wanstall, resident
Julie Jolly, resident
Mrs M Cossey-Haggard, resident
Biddy Grey, resident
Joanne Ryder, resident

Copy to:

Dartmoor National Park Authority
Natural England
Campaign for the Protection of Rural England
Tamar Valley AONB
Buckland Monachorum Parish Council Clerk
Councillor Philip Sanders WDBC
Councillor Ric Cheadle WDBC
Michelle Bennett WDBC

Annex: Amplifying Comments and Reasoning

ANNEX A - AMPLIFYING COMMENTS AND REASONING

Neighbourhood Plan Policy towards YBP Expansion

We are grateful that YBP is given careful and even consideration in the NP. But we do not believe the draft document either a) adequately reflects or endorses parishioners' repeated, overwhelming *and growing* rejection of further Greenfield expansion here, sustained since 2008, nor b) does the wording of policy ED1 prevent predacious or speculative moves that would have the effect of incrementally expanding the site. In particular, the emphasis placed on 'Major Development' status should be revisited in light of the current round of responses in relation to applications 4005/16/FUL and 4006/16/FUL, which are specifically designed to subvert this condition. Draft paragraph 6.24 reads:

Economic Development Policy 1: ED1 - Meeting the Economic Development need

Economic Development will be supported provided it meets the following criteria: (b) it can demonstrate an ability to provide local employment opportunities. (c) **it does not constitute Major Development within the AONB unless supported by Exceptional Circumstances tests as set out in para 116 of the NPPF. (emphasis added)** (d) it is subject to a satisfactory traffic assessment (e) the proposed business use is appropriate to a rural location (f) it complies with the other Policies in the NP

The Issue of 'Major' Development

It is clear that the applicants have centred their latest argument on attempts to circumvent the planning import attached to 'major' development status, given the particular protections afforded by the National Planning Policy Framework (NPPF) to AONB status under paragraph 116.

But the precise scope of the term is contentious. Confusion exists due to contradictory rulings between the Town and Country Planning (General Development Procedures) Order 2010, the judgement of the 2013 High Court case of *Aston v Secretary of State for Communities and Local Government* [2013] EWHC 1936 (Admin), and the absence of a fixed interpretation in the NPPF.

Our group has received legal advice that these confusions were specifically resolved in The Town and Country Planning (Development Management Procedure) (England) Order 2015 which came into effect on 15 April 2015 replacing the previous 2010 DMPO.⁶ This being said, we note that the TVAONB take a view which does not reflect the 2015 revision. Their recent response noted that:

'...since that judgment in 2013 applications have been assessed based on their impacts to the AONB and an opinion formed as to whether those impacts are regarded as making the application "major" in the terms of paragraph 116 of the

⁶ The PDF web link is http://www.legislation.gov.uk/ukxi/2015/595/pdfs/ukxi_20150595_en.pdf

NPPF. Whilst this is not as precise as relying on the various scales of development set out within the 2010 Order it does enable for the LPA to consider development in terms of its impacts and not simply by the area of land covered by a development or the quantity or size of buildings proposed. In light of the above the adopted TVAONB Management Plan 2014-2019 seeks to clarify what would make a development “major”. The parameters for which are set out within section 9.9 of the Management Plan as follows;

1. Where the scale of development is likely to have a detrimental visual impact that harms the scenic quality of the AONB, either within the AONB or in its setting;
2. Where the location of development would erode the special qualities and features of the area of the AONB where the development is proposed (landscape, cultural, biodiversity, tranquillity, etc.);
3. Where the type of development is not directly compatible with its surroundings; and/or
4. Where the development would conflict with the economic and social needs of local communities and the AONBs guiding principles of sustainable development.’⁷

Doubt Over the Continued Material Relevance of ‘Major’ designation.

Irrespective of this debate, we argue that the emphasis given to ‘Major’ status is no longer sufficient here. And we note that it did not form the basis of the arguments rejecting AONB development by either WDBC, the statutory consultees, or the Planning Inspectorate. We observe the following:

a) Under WDBC’s Strategic Policy and Objectives, contained in the Local Planning Policy Framework,⁸ the issue of ‘major’ status is not a material consideration in relation to the specific protections afforded to the TVAONB and DNP under Strategic Policies 1 (sustainable development) or 17 (landscape character). And Strategic Policy 24 (sustainable rural communities) also places emphasis on ‘scale and keeping’, the reinforcement of ‘local character’ and protection to ‘natural landscapes’.

b) Both DNP and TVAONB opposed applications 4005/16/FUL and 4006/16/FUL for development on the site, individually and collectively, without reference to ‘major’ qualification:

- (i) The DNP response of 7 February 2017 cited the ‘unacceptable impact of additional traffic on the amenity of users of the national park, and the major urbanising effect that would be created, which is detrimental to the settings of

⁷ TVAONB LOR Yelverton Business Park dated 20 February 2017

⁸ WDBC - Local Development Framework Core Strategy Development Plan Document (2006–2026) adopted April 2011

the national park from the new units.’ With respect to the Meeting Hall, it noted that it was ‘an unsustainable form of development in an open countryside location outside of a recognised settlement boundary.’

(ii) The TVAONB response of 20 February 2017 noted: ‘we have assessed the schemes both individually and also collectively. We remain concerned that the overall development whilst reduced in scale, will result in impacts that do not enhance or conserve the natural beauty of the AONB landscape. Given the above we are of the view that the applications as they stand would not fully accord with Policy SP17 of the West Devon Core Strategy or paragraph 115 of the NPPF. In those terms we feel that the application will need to be assessed by the LPA in light of footnote 9 to paragraph 14 of the NPPF.’

c) The casework precedent set by a 2015 Planning Inspectorate⁹ decision in respect of an appeal for an application to build three houses on Green Lane, Axtown (in sight of YBP). The response is worth quoting at length:

‘Nearby visibility of the proposal would be limited to roadside views over the embankment between vegetation, through the entrance and from nearby private property. The appellants assert that there are no significant public vantage points from which the site could be seen. However, I have found that the proposal would have a significant harmful effect when seen locally, particularly from Green Lane. Furthermore, the appeal site is open to distant views from a relatively wide area.’

The Planning Inspector refused the application on the basis that ‘the proposal would fail to conserve the landscape and scenic beauty of the Tamar Valley AONB, or the character and appearance of the area more generally. The proposal would therefore be contrary to CS Policy SP17(a), CS Policy SP1 criterion (i) and Local Plan Policy NE10 criterion (ii).’ These same material concerns exist for YBP expansion.

The Dangers of ‘Incrementalism’ and ‘Dilution’

A pattern of behaviour exists with intent to achieve some form of YBP expansion, and thus realise development profit. We expect further applications will attempt this piecemeal. We were heartened by the BMPC planning committee’s rejection of the plainly collusive, stand-alone ‘trojan horse’ Brethren Church meeting hall. But we seek protection from similar ‘one-off’ attempts on this site, which would set the precedent for incremental expansion – and more significantly, given the flimsy pretext – set a precedent for a surge in similar claims against the AONB. The developer has form here, and neither the Parish nor West Devon can give a legal guarantee to stop further expansion of YBP unless NP policy is strengthened to accord with the local view.

⁹ (Planning Inspectorate reference APP/Q1153/W/16/3145211, West Devon Planning reference 00727/2015)

And there is the obverse danger of ‘dilution’. In the judgement of the 2013 High Court case of *Aston v Secretary of State for Communities and Local Government* [2013] EWHC 1936 (Admin) Justice Wyn Williams was clear that he looked for the intent of NPPF when deciding the definition of “major development”. The intent in the NPPF is that AONB’s must not be spoilt by development. The accumulated degradation arising from developments in the AONB (whether ‘minor’ or ‘major’), must not lower the bar to assessing further development.

Recommendations

We respectfully submit to the Planning Team that, for the purpose of the draft NP, either specific provision is made to reject the site out of hand for further Greenfield expansion, or the policy contained within ED1 is revisited to bolster the weight given to ‘major’ status by additional protections against ‘minor’ schemes. The former is the preferred option of the signatories, to prevent further wasted effort in opposing YBP expansion. But with regard to the latter, an alternative formula could refer to:

- a. the criteria for sustainable development set out within the TVAONB Management Plan under section 9.8, noting the overarching matter of whether any development is compliant with the primary purpose of the AONB to conserve and enhance natural beauty.
- b. For applications not judged to be a ‘major development’ in accordance with the 2015 DMPO, that they will be rejected where there is currently no employment allocation for the site or where ready-built commercial alternatives exist. Application therefore falls to be determined against the (WDBC) Core Strategy¹⁰ policies (and in future the Joint Local Plan) and the NPPF.

Other Issues

We note in NP paragraph 3.6 that feedback is sought on the following:

- The need for a restriction on converting land from 'employment' to ‘non employment’ (i.e. residential)
- The need to control the use of Brown Field land (to ensure it is used for development ahead of open land¹¹)

There is a clear and difficult duty to balance development and conservation, but we feel that public opinion must trump particular commercial schemes when it is so robustly and uniformly expressed. The signatories agree the needs for restrictions and controls described above to be included in the NP. We also wish to draw attention to other tentative moves to

¹⁰ WDBC - Local Development Framework Core Strategy Development Plan Document (2006–2026) adopted April 2011

¹¹ ‘The Neighbourhood Plan For The Parish Of Buckland Monachorum’ Version 4.4 dated November 2016 p11

force analogous development, including attempts at greenfield house-building outside of Crapstone's settlement boundaries at Green Lane and on the Golf Driving Range. Particularly in light of the 2015 planning inspectorate appeal decision, we would welcome a specific view on these within the NP.

13 - Mrs Thompson

I attended the consultation meeting regarding the above held on 4th March in the Church Hall Yelverton.

I am alarmed to hear that a large site close to Meavy Lane had been earmarked for possible development. I am concerned that the access to the site will cause great traffic disruption for everybody living nearby.

Meavy Lane, which is already at saturation point, is the nearest road to the site. It is incomprehensible that further traffic from 30 additional houses should exit on to it. Not only will it add to congestion in Meavy Lane but will result in further problems at the Yelverton roundabout.

Two alternative routes were discussed, albeit briefly and without any close detail. This involved building a road from the site through the land below St Paul's church to join Plymouth road via the church carpark or up through Station Road, which is privately owned. (You will note from the above mentioned address that I live on Station Road). The term 'compulsory purchase' was bandied about, with reference to any difficulty that might be encountered with the owners of these parcels of land and the road.

I have spoken to Lady Kitson, who owns both the site and Staten Road. She assured me that she would not trigger the development until such time as her house and grounds would be considered for sale. Without wishing to be indelicate, Lady Kitson said that this would be after her demise, because if planning permission were granted it would enhance the value of here property for her heirs. I do not find this reassuring.

I also note that the land in question lies outside the Settlement Boundary for Yelverton. It has been suggested that this difficulty be dealt with by the simple expedient of re-drawing the Boundary

I therefore object in the strongest possible terms to site in question being in the Neighbourhood Plan for future development.

Yours sincerely
Mrs A V Thomson

14 - Representation from John Boston

Noted and the Plan accommodates these suggestions.

John Boston <john.boston@plymouth.ac.uk>

I strongly support any plans for new properties in Yelverton suitable for older down-sizers. There are many in the village who would be happy to move to a smaller property that is close to the centre of the village, so I hope the community develops a bigger plan than was discussed today (4th March) as a plan for 15-20 houses is too small. I am aged 55 and seek to plan to the future (it will take time for any development to happen!).

I support the current plan for development down Meavy Lane (Number 5 on the map shown today, 4th March 2017).

A year ago the idea was mooted for residential development by the Leg O' Mutton; I see no reason why this could not proceed even if the main road is not diverted. I would be happy to move there.

In my opinion there was insufficient publicity for the consultation meeting today. Very few people were present, and I do not believe is due to a lack of interest from the community. Many more attended the meeting a year ago.

It was very hard to find out the way to provide a comment (despite repeated questions to R. Cheadle). The risk of low publicity is that you will hear only from objectors/NIMBYs and that nothing will ever happen.

Are you getting bogged down with too many issues? The website shows a plethora of ideas, but little apparent focus on the need for residential development in the largest location in the community: Yelverton. If you try and cover everything at the same nothing will ever happen!

I am happy to help, eg with the delivery of info to every household. When I retire I will be able to help more.

Regards,

John Boston

15 - Representation from Dan (surname unknown)

Improving Broadband is out with the scope of the Plan

Dan <danr11@hotmail.co.uk>

You mentioned that it is up to the County Council whether we are permitted to have an upgrade to Fibre Optic/Super Fast Broadband. However surely the parish council can discuss and put forward and push to the County council for us to have it available to us.

All we have is slow connection that doesn't even exceed 2Mbps! And it is forever dropping out. It is pathetic to say the least how poor the internet is around here.

We are forever waiting news on something that seems will never come because which is depressing as the connection is becoming slower and slower, we get more and more drop outs. Everyday we are battling and trying to put up with this poor connection.

I just wish that someone with more influence than myself could see it as truly bad as I see it and to push for something to be done about it.

16 - Maristow Estates

Early in the Plan's formulation, there was a discussion and consultation on a major redevelopment around Yelverton. The scheme was proposed by Maristow and involved redesign of the highway to bypass the roundabout at Yelverton and develop in the triangle of land that this would create at Leg of Mutton. At a meeting between the Plan, DNPA and Maristow it was made clear by DNPA that it would be very unlikely to gain consent as the need for such development within the National Park did not exist. The Plan elected not to take this forward but the letter below sets out the thinking behind the proposal.

Buckland Monachorum Neighbourhood Plan Response on behalf of the Maristow Estate

1.0 Introduction 1.1 Scope and background

- . 1.1.1 This consultation response has been prepared by Savills (UK) Ltd on behalf of The Maristow Estate. The submission has been prepared following an invitation from the Buckland Monachorum Neighbourhood Planning Team to comment upon the draft Neighbourhood Plan for the Parish. As the online response page allows only limited responses to be provided, our submission is included wholly within this written report.
- . 1.1.2 The Estate are supportive of the community's decision to produce a neighbourhood plan and are keen to ensure that local residents remain at the heart of its preparation. As such the Estate wishes to support the overall vision expressed within the plan, and this response does not seek to exert undue influence over the specific policies which it contains.
- . 1.1.3 The Maristow Estate extends to approximately 6,000 acres in the area around the northern fringe of Plymouth and towards the Tavy Estuary. Hence, as a significant owner of land within the Plan area, the Maristow Estate are well-placed to facilitate the development required to realise the strategic aims of the plan. Therefore, this representation is consistent with the Plan's aim that its vision should be delivered through 'a thoughtful and integrated approach. . with landowners and developers taking a continuous interest in the future of the Parish Community'.
- . 1.1.4 In particular, this response is focused upon the settlement of Yelverton and the emerging vision for a mixed-use development in the western area of the village near Leg of Mutton and the A386 roundabout. Being aware of the specific local challenges faced in Yelverton, The Estate has previously developed conceptual plans for a notional redevelopment of this area, in an attempt to demonstrate the ways in which these issues could be resolved through an ambitious and holistic development

scheme. These plans were presented at an independent consultation event last year, which sought to gauge public opinion on the prospect of such development. The feedback gathered through this process has been highly informative and is referenced later in this consultation response. The plans themselves are included within Appendix 1 of this response.

1.1.5 As these plans were presented after the initial Neighbourhood Plan consultation they were not considered in the initial Parish questionnaire or feedback sessions. However, the Neighbourhood Plan Group have since included a reference to these plans under paragraph 6.22 of the draft plan (highlighted yellow to indicate their later inclusion). This states:

“Secondly, during the course of the Plan’s development, a concept of additional development around Yelverton (Leg of Mutton) emerged in discussions between the Parish Council and Maristow Estates. This would probably involve a mixed development; part commercial, part residential and part community although at this time no formal proposals have been submitted and so no assessment of whether this would be in the interest of the Parish can be made. However, the Neighbourhood Planning Team recognised that this could make a useful contribution to housing numbers, economic and community development, and that development around Yelverton was more appropriate than in many other areas within the Parish where services are scarce. As with the Business Park, it was considered that such development should be covered by policies should, at some future time, they become planning proposals.”

1.1.6 Due to the conceptual nature of the above mentioned plans, it is accepted that the Neighbourhood Plan Group are somewhat limited in their ability to provide detailed comments on the relative merits of the development proposals. However, the Estate is encouraged by the Group’s appreciation of the positive contributions which the scheme could facilitate, and that the village of Yelverton is recognised as the most appropriate location in which to accommodate such development.

1.1.7 As such, this response seeks to reinforce the general position of the draft plan but also endeavours to firm-up its commitment to the principle of the emerging development proposals. The Estate’s case is based upon the presentation of new evidence including the content of Devon County Council’s ‘Options Assessment Report’ and the responses received through the Maristow Estate’s consultation event in relation to the plans.

2.0 Planning Policy Context

2.1 National Policy

2.1.1 The National Planning Policy Framework 2012 (NPPF) sets out the National Tier of planning policy for England. The supporting Planning Practice Guidance provides Government guidance on how these planning policies should be interpreted and applied.

2.1.2 The NPPF describes how Neighbourhood Plans should be prepared and explains the relationship which they should have with the Local Plan. In this respect, Paragraph 184 explains that:

... “The ambition of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan. . . Neighbourhood plans should reflect these policies and neighbourhoods should plan positively to support them. Neighbourhood plans and orders should not promote less development than set out in the Local Plan or undermine its strategic policies.”

2.1.3 Paragraph 185. States that:

“Once a neighbourhood plan has demonstrated its general conformity with the strategic policies of the Local Plan and is brought into force, the policies it contains take precedence over existing non- strategic policies in the Local Plan for that neighbourhood, where they are in conflict. Local planning authorities should avoid duplicating planning processes for non-strategic policies where a neighbourhood plan is in preparation.”

2.1.4 Hence, to summarise the position, the plan must conform with the general strategic policies of the overarching local plan(s), but can override these plans in respect of specific local policies and development allocations.

2.2 Local Planning Policy

2.2.1 The Buckland Monachorum Plan Area stretches across two local planning authorities, West Devon Borough Council and the Dartmoor National Park Authority.

2.2.2 For areas falling within the West Devon Authority, the extant Local Development Framework (comprising the 2011 Core Strategy, Proposals Maps and Settlement Maps) is currently the relevant Development Plan. However, West Devon Borough Council are currently working collaboratively with Plymouth City Council and South Hams District Council to produce a Joint Local Plan covering all three

planning authority areas. This Joint Local Plan is gathering weight as it proceeds towards adoption, however the extant West Devon Plan is still relevant where it complies with the NPPF.

2.2.3 For locations falling within the National Park Area the ‘Development Management and Delivery Plan’ (DMD) is currently the pertinent Development Plan. The village of Yelverton falls within this area and therefore, the Neighbourhood Plan policies relating to the village must accord with the strategic aims of the DMD.

3.0 Assessment of Challenges and Opportunities

3.1 Estate’s view on local issues

3.1.1 Amongst other issues, the draft neighbourhood plan identifies the following local challenges of relevance to Yelverton:

The need for a wider variety of affordable local housing and the challenge faced in delivering this in a location nearby to local services (bearing in mind that Yelverton holds most services but lies within the National Park where no specific housing targets apply).

The need for more parking in the village to support local businesses

The desire for a new community facility or visitor centre

The need for improved footpaths and cycle paths in the area

3.1.2 The DMD Plan for Dartmoor National Park also recognises the need to provide a ‘wider range of accommodation opportunities to meet the needs of local people’. This is considered to be a symptom of the demographic challenge resulting from the village’s ageing population. The Plan also recognises that the village is currently ‘divided by the junction of the busy A386 and B3212’ roads.

3.1.3 At a regional scale the Estate is aware that the Joint South West Devon Plan has highlighted the need for enhanced transport infrastructure to facilitate improved connectivity between the city of Plymouth and the settlements within its rural hinterland.

3.1.4 The growth of Tavistock is known to be constrained by shortcomings in the highway network and the plan therefore intends to provide for improvements to the A386 between Tavistock and Plymouth. The road is recognised as a ‘vital route into the city from the communities to the north’ and as the key gateway for people coming in from West Devon, South Hams and the Dartmoor National Park.

3.2 Estate’s view on opportunities

3.2.1 In addition to above mentioned development plan documents, Devon County Council have also considered the potential for improved transport connectivity between Tavistock and Plymouth. In this respect, the Council have published an ‘Options Assessment Report’ (OAR), which outlines the various options for improving connections between the two settlements and appraises the relative merits of each approach. These options include:

The potential for new and improved public transport connections (including rail, tram and guided bus)

Improved pedestrian routes and cycling trails

Highway Improvements to the A386

3.2.2 In considering the potential Highway improvements, DCC have focused the need for these upgrades upon two distinct sections of the road, which are identified as the slowest segments of the route between the settlements. Shown below on Figure 1, these are a one mile section between Grenofen and Whitchurch, and the stretches of road either side of Yelverton roundabout.

3.2.3 In considering the ‘problems and objectives’ associated with the potential A386 improvements, the document summarises the key challenge as follows: “It is the only significant route into Plymouth from Tavistock and West Devon but is congested particularly within the city. A significant quantity of development is planned on the A386, also known as the northern corridor into Plymouth, and there is a limit to how this can be accommodated. Improvements to the A386 will help to accommodate growth along the whole route.

It would be possible to provide a pedestrian and cycle route along the former railway corridor if improvements to the A386 were implemented.”

3.2.4 This demonstrates that the need to upgrade this route is acknowledged by the relevant authorities and that such improvements would accord with the wider strategy for the city region.

3.2.5 The development of the site could generate important funds which could be directed towards these improvements, to the benefit of both local people, regional commuters and visitors from further afield.

Figure 1: Prospective A386 Highway Improvements considered under OAR report 3.3
Opportunities identified through public consultation

3.3.1 The evidence gathered through both the Neighbourhood Plan Process and the Estate's own consultation event indicate that there is a degree of support for the various improvements specified under the conceptual plans.

3.3.2 In preparing the draft Neighbourhood Plan a Housing Needs Survey was undertaken and published in March 2013. This received 537 responses (a response rate of 31.7%) and indicated that most respondents would favour a small local development to meet the needs of local people, and that Yelverton would be the most preferable location for such development.

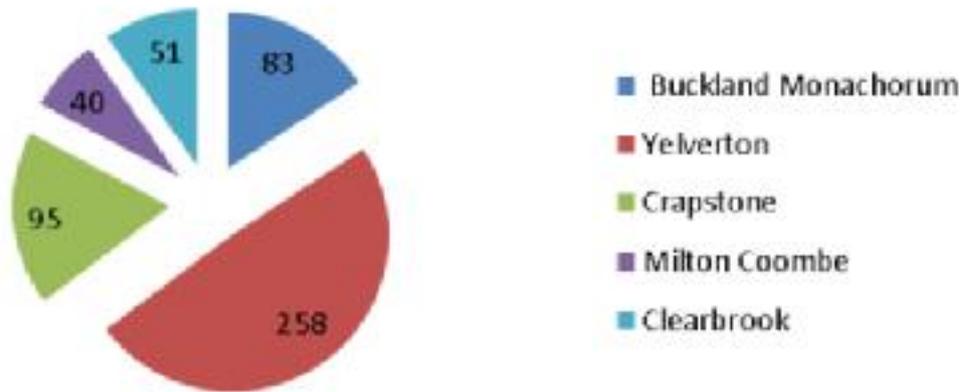
Figure 2 Buckland Monachorum Housing Needs Survey – March 2013

3.3.3 The draft neighbourhood plan reflects this local outlook and paragraph 2.12 of the plan explains that the questionnaire responses and supporting evidence points to two main issues in relation to local housing. These are:
“The need for housing which sustains the community and in particular that which provides for young families who wish to grow up and contribute to the community in which they live and secondly, for the more senior members of the community who, again, wish to remain but may not be able to find accommodation suited to their changing circumstances.”

3.3.4 The plan also notes that although the 96% of respondents valued the local shops at Yelverton, they held reservations over the provision of adequate parking to service these.

3.3.5 Specific feedback on the conceptual plans was gathered through the Estate's own public consultation event. In all, 140 people attended the event and 97 feedback forms were completed. Both the

Fig 1: Preference of for a small development



Feedback forms and the event itself have provided a useful reflection of public opinion.

3.3.6 It is fair to say that the response to the proposals was mixed, with approximately 50% supporting some form of development and 50% of respondents opposing the plans altogether. Although this kind of response is fairly typical for emerging development proposals, it was interesting to see that that many respondents had only opposed the scheme on the basis that insufficient detail had been provided on the plans. However, the intention of the plans themselves were merely to facilitate discussion and to generate feedback on the principle of the development. It was not to seek local approval of specific details as the plans were, by their very nature conceptual.

3.3.7 Nonetheless, the feedback forms did provide some useful commentary in respect of the key issues which the development concept seeks to address. A summary of these responses is provided within Appendix 2 in relation to the main issues of Housing, Retail, Parking and prospective highway improvements. This includes the following comments:

“Agree on concept but current idea is still a village divided by a trunk route i.e. the A386.”

“Move the A386 back to where it was before the war and give us back a central ‘village green’. As it is the road or roundabout split the village into three parts”

“No objections to improving the area in principle but until the roads are able to absorb the traffic I cannot see these proposals working”

“No objections to additional homes as long as the infrastructure is addressed”

“Proposals seem modest. Is there scope for additional development”

“Connectivity between retail areas likely to be frustrated by traffic volume on the A386 notwithstanding second roundabout”

“Good parking not only encourages people to come from surrounding villages but

enables easier commute to Plymouth as the Park and Ride at George Junction is congested”

3.3.8 These comments provide useful guidance in respect of the emerging proposals. They also indicate that there is a significant local appetite for some development to occur in Yelverton which addresses the village’s main issues and challenges. The comments would help to shape the further development of the proposals and the Estate wishes to ensure that the local community remain engaged with the process.

4.0 The Concept of Proposed Development

4.1 Summary

4.1.1 The Maristow Estate is a major landowner within the area and frequently reviews its landholdings in order to identify opportunities to contribute to local plan making and delivery of development. Being aware of the various challenges faced at a local and regional scale, it became apparent to the Estate that an opportunity might exist to address these through a vision of development for the village of Yelverton.

4.1.2 As an initial stage of investigating this potential it was decided that a preliminary design exercise be undertaken to flush out local views at a very high level. This exercise provided an opportunity to explore some creative ideas for how the development might take shape. The conceptual plans (shown in Appendix 1) were intended to highlight the range of opportunities presented by the prospective development and to demonstrate how the development could help to meet the specific local challenges faced within the village.

4.1.3 The exercise was based on a logical process of design, working from an initial ‘Constraints Plan’ and working through the opportunities towards some initial themes and notional design ideas. The culmination of this process is shown below in Figure 3.

4.1.4 The plans comprised the following key features within the design concept:

New visitor information/community facility

Improved pedestrian and cycle access

Additional parking for shoppers and visitors to the National Park

Reconfigured road layout to improve the A386 and ease local congestion

Areas of mixed-use development including retail, community and residential uses

Figure 3 'Initial Ideas' board presented at public consultation event

4.1.5 The presentation of these plans at a public exhibition was intended to simply test the local appetite for development and to spark a conversation amongst local residents about the main issues in the village and the type of development which they would like to occur.

4.1.6 Attendees were invited to provide comments on these plans and their responses were captured on a standardised feedback form relating to the different aspects of the proposals (housing, retail, community use and parking). The outcome of this event is discussed in greater detail earlier in this response.

5.0 Summary of Response

5.1 Overview

5.1.1 The Maristow Estate is supportive of the overall vision expressed within the Draft Neighbourhood Plan and of the 10 strategic aims set out in Paragraph 5.

5.1.2 This response has specifically focused upon the settlement of Yelverton and the emerging ideas for a mixed-use development in the western area of the village near Leg of Mutton and the A386 roundabout. In light of relevant local planning policy and the evidence obtained through public consultation (in respect of the neighbourhood plan and the Estate's own consultation event) it is considered that these plans could help to achieve the following objectives:

Deliver the required development to meet a local need for a wider variety housing

Alleviate traffic congestion through the village and provide for much needed additional parking

Reconnect the village by breaking down the physical barrier of the A386 trunk road

Provide for a community facility – to be determined through further consultation

- . 5.1.3 The proposals would accord with the strategic policies of the Dartmoor National Park's Local Development Framework, which is the pertinent Development Plan to the village. It is also possible that the planned development could help to enable the strategic planning objectives of the wider region, as outlined within the emerging Joint South West Devon Plan. In particular the plans would enable the reconfiguration or re-routing of the A386, cutting out a known bottleneck along the Tavistock to Plymouth transport corridor and enhancing regional connectivity between key settlements within the Thriving Towns and Villages area.
- . 5.1.4 The Estate have identified a significant degree of local support for the proposals and would seek to maintain such engagement through the evolution of the plans.
- . 5.1.5 The draft Neighbourhood Plan has currently acknowledged that Yelverton would be the most appropriate location in which to accommodate this type of development. It further suggests that such development should be "covered by policies should, at some future time, they become planning proposals". However, it is unlikely that these plans would emerge within the timescales of the Neighbourhood Plan's production. As such the plan would pre-date the inception of any firmed-up proposals in this respect and would effectively be silent on an very important local development prospect.

5.1.6 Therefore, it is felt that some form of pre-emptive policy commitment is required in order to ensure that the plan is future-proofed with regards to the emerging proposals. In light of the case made within this response, the Estate would encourage the Neighbourhood Plan to support this vision due to the potential that this offers for meeting the local and strategic aims of the plan area.

General comments and the prospective improvements to the A386

"Agree on concept but current idea is still a village divided by a trunk route i.e. the A386."

"Move the A386 back to where it was before the war and give us back a central 'village green'. As it is the road or roundabout split the village into three parts"

“No objections to improving the area in principle but until the roads are able to absorb the traffic I cannot see these proposals working”

“Overall ideas positive. A new A386 avoiding Yelverton roundabout would be a bonus”

“Re-route A386 to pass Leg O’ Mutton, which will take pressure off Yelverton” Housing

“No objections to additional homes as long as the infrastructure is addressed” “Needed for local young people. Needs to be affordable”

“Proposals seem modest. Is there scope for additional development”

Retail

“More likely to succeed in more modern premises and proximity to current shops will help link to Leg O Mutton”

“Connectivity between retail areas likely to be frustrated by traffic volume on the A386 notwithstanding second roundabout”

“Competition for the Co-op would be beneficial”

Parking

“Currently a nightmare”

“Current Parking at the shops in Yelverton is not sufficient and can at times be hazardous”

“There needs to be more safe parking for shoppers”

“Good parking not only encourages people to come from surrounding villages but enables easier commute to Plymouth as the Park and Ride at George Junction is congested”

17 - Mr E Persse (Developer)

The aim of this representation is to include a site off Dousland Road within the allocated sites in the Plan. Although this site was not proposed during the Plan's early phase, it was identified prior to the final version being written. The site was considered, included in the selection of sites examined in the Strategic Environmental Assessment but not proposed. As the Plan seeks to be in general conformance with DNPA's Plan, it should be noted that this site is not currently proposed by DNPA although both Yelverton sites shown in DNPA's proposals are allocated by the Plan.



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BY EMAIL ONLY:

Buckland Monachorum Parish Neighbourhood Plan Steering Group c/o Clerk to
Buckland Monachorum Parish Council

Date: 11th June 2019

Dear Sir/Madam

Our Ref: HP0122

Buckland Monachorum Neighbourhood Plan, March 2019, Consultation (Regulation 14)

We act on behalf of Ken and Melanie Gorvin.

a) Introduction

We are writing in connection with the draft Buckland Monachorum Neighbourhood Plan, March 2019 (referred to in this representation as 'the BMNP') which is the subject of consultation (Regulation 14).

On behalf of four clients, we wish to make representations to the draft BMNP. These are set out below.

Consideration has been given to the content of the BMNP and additional/ supporting documents which are contained on the Parish Councils website. In making representations, we have also reviewed the content of the regulations governing the production of Neighbourhood Plans, the National Planning Policy Framework (NPPF) and planning policy guidance (PPG) in particular that which relates to plan making and Neighbourhood Plans.

At the outset, we commend the local community for producing a comprehensive and well structured document that seeks to address a series of planning related land use issues. That said, our Client has significant concerns that the BMNP, in its current form, does not meet the minimum requirements of paragraph 8, Schedule 4B to the Town and Country Planning Act (TCPA) 1990. With that in mind, it may not meet the tests of an independent examination, move forwards towards referendum and be successfully made.

In this respect, our concerns relate to firstly, that the BMNP is not in general conformity with the strategic policies of the development plan for the area and secondly, that it does not achieve sustainable development. We have also reviewed accompanying documents that form part of the evidence base to the draft BMNP and we comment on those documents where necessary. For ease of reference, we have cross referenced our comments with the paragraph numbers in the BMNP.

b) Context for the Representations

Our clients own land on the northern edge of the built-up area of Yelverton and wish to put forward part of this land as a site for residential development in the BMNP. The extent of the site is shown on the attached plan. It covers an area of approx. 1.1 hectares and comprises agricultural land. The site is bounded by substantial hedgerows to the north, west and south while a number of properties extends beyond the site boundary to the west, but this land is not proposed to be included in the proposed allocation unless, through discussion with interested parties, it was considered appropriate to do so i.e. to provide additional land for development/areas of public open space.

Immediately to the south of the site is land that is the subject of a housing allocation in the existing adopted Development Management and Delivery Document which forms part of the Development Plan for the National Park. It is identified as YEL1 on Inset Map 12. The allocation is now being developed with development currently underway.

Furthermore, it includes a parcel of land which has direct access onto Dousland Road. While this is suitable for 'limited' vehicular and pedestrian access, our Clients are looking to facilitate the creation of a more substantial and suitable vehicular access to serve the site. They (via an appointed land agent) are in discussion with neighbouring landowners in order to facilitate this arrangement. Discussions regarding this matter are expected to conclude shortly.

Further, we are mindful of the status of the current adopted Local Plan for the National Park (comprising the Core Strategy, Development Management and Delivery Plan Document plus other documents) and the fact that the National Park Authority is undertaking a review of the Local Plan. The 'new' Dartmoor Local Plan, which covers the period 2018 to 2033 has recently been the subject of consultation (Regulation 18) and a further version of the review Local Plan for Regulation 19 purposes will be published in the Autumn.

We have submitted representations to the review Local Plan and these are appended to this representation. Clearly the position with the adopted/review Local Plan in terms of adopted/emerging policies for the National Park are an important consideration noting the requirements for consistency with the Development Plan, national planning policy guidance regarding this matter and the fact that BMNP makes it very clear that, as set out in paras. 3.8 and 3.12 careful consideration given to the matter of conformity with plans produced by both the National Park Authority and West Devon Borough Council noting that the designated area covered by the BMNP straddles both Authorities administrative areas.

c) Representations

As stated above, we have reviewed the BMNP and the accompanying evidence base. Our two main areas of concern are i) the consistency of the BMNP with the adopted and emerging Local Plan for the National Park given the site is in Yelverton and ii) whether the BMNP provides for sustainable development. A number of observations are made in respect of these two matters as set out below.

In respect of matter i) above, the BMNP seeks to “*cover a 20 year time period to coincide with the Local Authority’s Local Plan (2014 -2034)*” (para. 2.2). The Local Plan referred to (we assume) is the Plymouth and South West Joint Local Plan (JLP) which was recently adopted in March 2019. We note that the BMNP makes reference in a number of places to the JLP as being a draft but this now not the case. Paragraph 3.11 in particular needs to be corrected to take the current status of the JLP into account.

However, whilst para. 2.2 refers to the need for the BMNP to be consistent with the JLP, it needs also to refer to the National Parks’ Local Plan. This matter is clarified at para. 3.12. However, we do not agree that the emerging Local Plan is at a ‘mature stage’. It is yet to reach the Regulation 19 stage and be the subject of Examination. It is subject to change which, could, in theory, be extensive. Advice on this matter is contained in Planning Policy Guidance at paragraph: 009 Reference ID: 41-009-20190509. Indeed, this paragraph was updated on 9th May 2019 and it is important that the guidance is followed particularly noting the fact that there is an adopted Local Plan in place but that the emerging Local Plan is progressing.

Noting the age of the ‘current’ Local Plan and that it was adopted in 2008 and based on now out of date evidence, clearly it is appropriate for the BMNP to take into account the content of the review Local Plan and its evidence base. In this respect, we note the content of the Basic Conditions Statement but that document is fundamentally flawed in that reference to the NPPF is in relation to the version published in 2012 not the latest version (February 2019). Further, under Section 4.1, reference is made to the relationship between the BMNP and adopted Local Plan but not the emerging Local Plan? We expect to see up to date evidence to be provided in due course setting out that that the relevant

guidance regarding the production of Neighbourhood Plans and their consistency with Local Plans (adopted and emerging) has been followed.

As stated earlier, we have already submitted representations to the National Park Authority in relation to the emerging Local Plan. We have raised concerns regarding i) the amount of housing to be delivered over the Plan period; and ii) the strategy for distribution particularly in Yelverton.

We will be making further representations in respect of the next version of the emerging Local Plan (Regulation 19) and, of course, we await with interest, to see what strategy the Authority adopts in confirming its housing requirement and the distribution of housing and development generally. In the meantime, whilst we note the strategy adopted by the BMNP in respect of that part of it that is covered by the National Park Authority and, hence, the adopted/emerging Local Plan, we cannot support the level of housing proposed and explain our reasoning for this further on in this representation. We will also make further representations on this matter in due course as and when it becomes clearer as to the direction the Authority will be taking regarding the housing requirement and distribution. This will be set out in the next version of the emerging Local Plan.

The second area of concern is the choice of site for development in the BMNP where Yelverton is concerned. In terms of the proposed strategy for delivering housing, this is set out in Section 6. We note the observations made at para. 6.4 in that Yelverton is considered to be the 'largest village' with a wide selection of services and facilities and that the village has seen little development of new housing. We also note the village ranks the highest in the West Devon Borough Council assessment of offering services and facilities to residents without the need to travel. Clearly this indicates the need to give Yelverton the highest status in terms of giving consideration as to where housing should be accommodated in the designated area.

We note the observations provided at para. 6.7 regarding the housing requirement set out in the adopted Local Plan (Core Strategy). However, that housing requirement is based on out of date evidence. The emerging Local Plan is setting a target (at present) of 65 no. housing units per annum being delivered with 60% of that figure being provided in Local Centres. No specific figure is identified for Yelverton. The BMNP is inconsistent with the approach of the emerging Local Plan by identifying a housing requirement for the village.

Our observations regarding the strategy in the emerging Local Plan regarding the housing requirement and strategy for distribution is set out in the letter attached. We make it clear that the Local Centres such as Yelverton have a significant role to play in delivering housing throughout the Park and consideration should be given for identifying realistic strategies/policies for delivering appropriate levels of housing to meet local needs.

Notwithstanding there being a need to understand the exact level of housing need and hence the housing requirement in the BMNP, it is clear that housing is going to be provided in Yelverton noting its ability to withstand additional

development and the level of services and facilities it provides. The BMNP acknowledges this as set out in paragraph 6.14. We note the approach of dispersing development around the village but we are unclear as to the rationale for doing so and why it would be 'advantageous'. It would be better to concentrate development on one site where there is some certainty that the site can deliver. Further, it is our experience that it is likely that affordable housing is more likely to be delivered on the larger sites that can accommodate substantial development rather than on smaller sites where the margins for providing such housing are less.

Additionally, we note in draft Policy 1 that three sites (Sites 12, 17 and 19) will accommodate 30 no. units in total. That is the target identified in the draft Policy. We consider that arrangement to be unrealistic as sites 12 (Land at Meavy Lane) and 17 (Land at Binkham Hill) can probably provide circa. 100 units between them. Neither landowner(s) will, we assume, accept development of their individual sites unless their full development potential can be achieved.

Further, planning guidance requires land to be effectively and efficiently used for development and low densities for either site may not be considered acceptable in planning terms. We note that both sites are identified in the latest version of the draft Local Plan (Regulation 18) for development but no totals are identified. As stated earlier, the emerging Local Plan does not set a target. Noting the objective of the BMNP is to provide consistency with the emerging Local Plan then is it i) appropriate to provide a target figure, and ii) if it is, then that figure needs to be realistic. Again this matter will need further consideration once the Regulation 19 version of the Local Plan is published.

If the BMNP is suggesting that the 30 no. is a 'minimum' then that is understood but in that scenario it is acceptable for the BMNP to provide additional allocated sites over and above that which are identified in the Local Authority's Local Plan providing there are good reasons for doing so. As stated above, with the National Park Authority aiming to provide a further version of their Local Plan in due course (Regulation 19) and with the BMNP aiming to achieve consistency with the Local Plan, then we urge the Steering Group to review their position further regarding the amount of development to be attributed to Yelverton in due course.

Notwithstanding the above, if the aim is for the BMNP to accommodate 30 no. units and that figure is likely to be 'fixed' (irrespective of any progress made with the Local Plan) then there are sound reasons for identifying our Clients land for development as opposed to the land at Binkham Hill and Meavy Lane.

We note the content of the Site Assessment Report dated January 2019. This has been used to inform directions for growth as set out in draft Policy 1. We have examined the Report and note the conclusions drawn. Our Clients site is identified at 4.18 on P. 26. In terms of the conclusions we make the following observations:

- The Report states that the site has the potential to accommodate 26 no. units. It is not clear on what basis the density has been calculated and we

estimate a slightly higher figure of 30 no. to 40 no. units;

- In terms of key constraints, we note the comments regarding long views to the north but the site is partially obscured from the north by an existing electricity sub- station which is situated on immediately adjoining land and a mature hedgerow which is of a significant height. The development would be partially obscured by those two features and any development would be seen against a backdrop of existing houses;
- The comment about the width of the existing access is noted but it does provide the opportunity to provide a pedestrian walkway separate to any vehicular access so improving permeability;
- We note that the site sits adjacent to existing to existing properties situated on Dousland Road but most potential development sites sit adjacent to properties and providing proper separation distances are provided having regard to local circumstances that, in its own right, should not be an issue that would lead to a site being resisted;
- We note the recommendation made but with existing landscaping/the presence of the existing sub-station providing effective screening and with a new vehicular access being negotiated those constraints are not considered to be significant;
- The summary does not set out the benefits of delivery on this site which are i) its close proximity to the village centre with ease of access by to a wide range of services and facilities; ii) the screening offered by existing landscape features and the sub-station allows for any development to be carefully assimilated in the local built and natural environment alike; and, iii) the site is enclosed by existing development on two sides (and to the north (partially) and is adjacent to the built up area of the village.

A very important factor in determining the appropriateness of this site for development and as stated in previous correspondence to the draft Local Plan (Regulation 18), it sits adjacent to the existing sole allocation for the village in the adopted Local Plan for the National Park. The Authority has therefore seen fit to identify land for development in this part of the village previously and with the Local Plan having been tested and scrutinised at Examination then clearly development on this site should be considered acceptable. In our view, it can contribute towards meeting the objectives of the emerging Local Plan and can assist in creating sustainable patterns of development.

As stated earlier, the BMNP identifies three sites to be allocated in Yelverton. The sites at Binkham Hill and at Meavy Lane are comparative sites in that they sit on the edge of the village and are greenfield sites. As stated in our representations to the draft Local Plan (Regulation 18) the most important issue to consider at this point is whether our Clients land performs better than either of those locations in terms of i) delivery; and ii) creating sustainable patterns of development. If it does, then it should be given preference over either one of those locations.

Again, as stated in our previous representation, we consider that the site certainly performs better than the site a Binkham Hill which is i) compared to our Clients site, far more prominent in the landscape; ii) is located directly adjacent to Dousland Road which again means that it is prominent in the landscape; and iii) extends the existing built up area of Yelverton to the north and leads to an outward expansion of the town on land that is highly visible.

We note the commentary in respect of this site in the Site Assessment Report which states as follows at para. 4.17.1:

*“From a landscape perspective, the entirety of the site is located within the boundary of Dartmoor National Park. There are long views out to the north and the south east of the site, with direct views into the site from the neighbouring residential properties at Binkham Hill. Development on the site would result in a **noticeable change** (our emphasis) to the existing landscape character, in addition to extending the north eastern section of Yelverton.”*

We note that no such comment is made regarding our Clients site.

Development that involves a ‘noticeable change’ to the character of the local landscape and Park should give cause for concern particularly when it is noted that the BMNP states at para. 2.7 *“Landscape character is an important consideration when considering potential development”*. Therefore, in the summary assessment of the site in Section 5.2 of the Self Assessment Report we consider that it should have “No” potential particularly when other sites are ruled out because of the development of a particular site leading to a detrimental impact on the character of the local landscape.

In respect of the site at Meavy Lane, we note the site assessment commentary at Section 4.12. We consider the assessment to be reasonable but we do note the commentary made at 4.12.2 regarding access. We are aware that Meavy Lane has an awkward alignment and is heavily trafficked. It has been traffic calmed which suggests that there have been problems with speed on this road historically. We question whether an additional significant number of residential units can be provided in this location without there being a significant adverse impact on traffic movements and highway safety.

Therefore based on the current strategy identified in the BMNP we consider that our Clients site should be allocated in preference to the site at Binkham Hill and careful consideration should be given to how it compares to the site at Meavy Lane. On this basis we raise objection to the BMNP. The BMNP should be amended to include our Clients site instead of the site Binkham Hill in Policy 1,

RD 1(b). Noting the suggested change then Policy 1, RD2 would need to be amended to reflect the change above. Notwithstanding the above, objection is raised to the identified housing requirement for Yelverton and the approach being adopted for establishing that requirement.

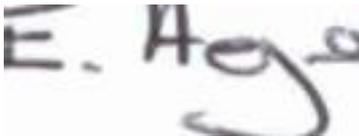
Therefore, we have identified a series of issues with the Plan that require consideration. Further, we have concerns, as stated, regarding the ability of the proposed allocated sites in Yelverton to make a real and genuine contribution to meeting local housing needs. The strategy for delivery of housing in the Plan is not effective noting that there are reasonable alternatives that can deliver and the strategy has not been properly justified.

Please confirm receipt of the representations. We also wish to be kept informed of the future progress of the Plan.

Yours faithfully

Edward P Heynes MA MRTPI PGCM Director

Enc.

A handwritten signature in black ink, appearing to read 'E. Heynes', is positioned above the company registration number.

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18 - Natural England

Natural England saw the Plan before the decision to include an SEA and HRA. This now having been done, it is believed that their concerns should have been alleviated.

Dear Mr Cheadle

Please find attached Natural England's response to the Buckland Monachorum Neighbourhood Plan. You will see that there are two key issues raised: need for Strategic Environmental Assessment (SEA) to support housing allocations and need for a Habitats Regulations Assessment (HRA), because of proximity to sites of European importance for biodiversity. Have suggested that these matters are discussed with the Local Planning Authorities. The SEA need not be lengthy but should look at landscape and visual impact (because your sites are within protected landscapes). On the need for HRA and addressing the issue of recreational disturbance, the timing of submission for your plan and the Plymouth and South West Devon Local Plan will be a consideration. Please give me a call if you would like to discuss.

Regards

Carol

Carol Reeder

Lead Advisor – Planning Policy
Devon, Cornwall and Isles of Scilly Team
Natural England
Polwhele
Truro
TR4 9AD
0208 225 6245
07721 108902

Working days: Monday, Tuesday & Wednesday

Date: Our ref: Your ref:

21 March 2017

205461

Buckland Monachorum Neighbourhood Plan



Mr R Cheadle
Buckland Monachorum Neighbourhood Plan Co-ordinator

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BY EMAIL ONLY

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Dear Mr Cheadle

Planning consultation:

Buckland Monachorum Neighbourhood Plan

Thank you for your consultation on the above dated 09 January 2017 which was received by Natural England on the same date.

Natural England is a non-departmental public body. Our statutory purpose is to ensure that the natural environment is conserved, enhanced, and managed for the benefit of present and future generations, thereby contributing to sustainable development.

Natural England is a statutory consultee in neighbourhood planning and must be consulted on draft neighbourhood development plans by the Parish/Town Councils or Neighbourhood Forums where they consider our interests would be affected by the proposals made.

We recognise that a lot of hard work has gone into preparation of the Neighbourhood Plan and the Steering Group is commended in having prepared a clear and well written policy document, and in seeking to make provision, through site allocations, for housing needs.

Our comments are set out below and we hope you find these useful in shaping and evidencing a robust policy document.

Assessing likely significant effects on the environment and need for Strategic Environmental Assessment (SEA).

The Plan seeks to allocate land for housing within the Tamar Valley AONB and Dartmoor National Park and may therefore have significant effects on those protected landscapes. We advise that a Strategic Environmental Assessment (SEA) be undertaken to assess likely impacts on the

environment. The Strategic Environmental Assessment should only focus on what is needed to assess the likely significant effects of the Neighbourhood Plan proposal and should focus on the environmental impacts which are likely to be significant. It does not need to be done in any more detail, or using more resources, than is considered to be appropriate for the content and level of detail in the Neighbourhood Plan. In the case of the allocations proposed, landscape and visual impact will be key considerations.

The Strategic Environmental Assessment will also need to address findings from a Habitats Regulations Assessment discussed below. We advise that this issue is discussed with the Local Planning Authorities.

Habitats Regulations Assessment

The Plymouth Sound and Estuaries Special Area of Conservation (SAC) and the Tamar Estuaries Complex Special Protection Area (SPA) lie Neighbourhood Plan Area. These are sites of European importance for biodiversity. A Neighbourhood Plan can only be made if it is not likely to have a significant effect on a European site. The Neighbourhood Plan allocates land for housing and there is a risk that future occupants will add to recreational pressure on the SAC and SPA. For this reason the Plan will need to be subject to a Habitats Regulations Assessment (HRA). West Devon Borough Council is currently working with Plymouth City Council (and South Hams District Council) on a strategic solution to ensure that recreational impacts arising from occupants of future housing developed within a defined catchment area (12.9 km from SAC/SPA) are mitigated adequately. However this strategic solution, and associated policy for inclusion within the emerging Joint Plymouth and South West Devon Local Plan, is still being developed. We advise that this issue is discussed with the Local Planning Authorities.

Chapter on the Environment (paras 6.25 – 6.30)

This section of the Plan should identify and show on a Plan (within the policy document) areas of designated importance for wildlife, geodiversity and landscape within and adjoining the Plan area or which could be affected by Plan proposals. The following do not appear to be mentioned in the Plan text:

- Plymouth Sound and Estuaries SAC
- Tamar Estuaries Complex SPA

- Tamar – Tavy Site of Special Scientific Interest
- Ancient trees/woodland.
- Local Wildlife sites
-

Further information on designated sites can be found on [Magic Information about County Wildlife Sites](#) (including sites of geological interest can be obtained from Devon Wildlife Trust [Devon Wildlife Trust](#) | or by viewing Devon County Council's interactive mapping service [Environment Viewer](#)

We would be happy to comment further should the need arise but if in the meantime you have any queries please do not hesitate to contact us.

For any queries relating to the specific advice in this letter only please contact Carol Reeder on 0208 225 6245/07721 108902 or carol.reeder@naturalengland.org.uk. For any new consultations, or to provide further information on this consultation please send your correspondences to consultations@naturalengland.org.uk.

We really value your feedback to help us improve the service we offer. We have attached a feedback form to this letter and welcome any comments you might have about our service.

- Yours sincerely
Carol Reeder
Lead Adviser
Sustainable Development Team – Devon, Cornwall & Isles of Scilly