



## Agenda for Strategic Planning Committee Tuesday, 29th January, 2019, 10.00 am

### Members of Strategic Planning Committee

Councillors: P Diviani (Chairman), M Allen (Vice-Chairman), S Bond, M Booth, C Brown (Vice-Chairman), J Elson, G Godbeer, I Hall, M Howe, G Jung, R Longhurst, G Pook, E Rylance, P Skinner and M Williamson

**Venue:** Council Chamber, Knowle, Sidmouth

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(or group number 01395 517546)

Friday, 18 January 2019

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1 Public speaking

Information on [public speaking](#) is available online

2 Minutes of the previous meeting (Pages 3 - 14)

3 Apologies

4 Declarations of interest

Guidance is available online to Councillors and co-opted members on making [declarations of interest](#)

5 Matters of urgency

6 Axminster Masterplan (Pages 15 - 87)

7 East Devon Local List of Non-designated Heritage Assets (Pages 88 - 112)

8 Employment Land Review to year ending 31 March 2018 (Pages 113 - 121)

9 Review of East Devon Area of Special Control of Advertisements (ASCA) (Pages 122 - 188)

10 Government response to consultation on developer contributions reform: technical consultant (Pages 189 - 193)

11 New Local Plan Timetable (Pages 194 - 199)

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[Decision making and equalities](#)

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**EAST DEVON DISTRICT COUNCIL****Minutes of a meeting of the Strategic Planning Committee held at Knowle, Sidmouth on 27 November 2018****Attendance list at end of document**

The meeting started at 10am and ended at 3.16pm (the committee adjourned at 11.50 and reconvened at 1.30pm).

**\*22 Public speaking**

The Chairman welcomed everyone present to the meeting.

Cllr Ray Bloxham, Cranbrook Town Councillor and Devon County Councillor, outlined to the committee three areas of concern. Firstly, relating to the Cranbrook Development Plan Document process and whilst the Cranbrook DPD does not design the town centre the expansion areas of Cranbrook can offer funding opportunities for key infrastructure in and around the town centre which need to reflect the scale of the housing development. Cllr Bloxham also expressed concerns around why the Cranbrook DPD has been delayed. Secondly, since 20 March 2018 when the Strategic Planning Committee last considered the Cranbrook DPD, Cllr Bloxham raised concerns that the Town and Parish Councils involved have had no further information or engagement on the production of the Cranbrook DPD. Thirdly, Cllr Bloxham raised concerns that there has been a continued justification from planning officers for the inclusion of the Green Wedge between Cranbrook and Rockbears in the Cranbrook DPD. He further explained that Green Wedge policies are key elements of the Local Plan and the Rockbears Neighbourhood Plan and should not be overridden.

**\*23 Minutes**

The minutes of the Strategic Planning Committee meeting held on 4 September 2018 were confirmed and signed as a true record.

**\*24 Declarations of Interest**

Councillor Geoff Jung - minute 25 - Personal interest – Member of Campaign to Protect Rural England

Councillor Geoff Jung – minute 34 – Personal interest – Member of the Community Infrastructure Levy Members Working Party

Councillor Peter Faithfull – minute 25 - Personal interest – Member of Campaign to Protect Rural England

Councillor Susie Bond - minute 25 - Personal interest - Member of Campaign to Protect Rural England

Councillor Susie Bond – minute 34 – Personal interest – Member of the Community Infrastructure Levy Members Working Party

Councillor Mike Howe – minute 34 – Personal interest – Chairman of the Community Infrastructure Levy Members Working Party

Councillor Jill Elson – minute 34 – Personal interest – Member of the Community Infrastructure Levy Members Working Party

Councillor Geoff Pook - Personal interest - involved in the construction industry

Councillor Geoff Pook – minute 31 – Personal interest – Member of the East Devon Area of Outstanding Natural Beauty

Councillor Graham Godbeer – minute 31 – Personal interest – Member of the East Devon Area of Outstanding Natural Beauty

Councillor Paul Diviani – minute 31 – Personal interest – Chairman of the Blackdown Hills AONB

Councillor Roger Giles – minute 30 – Personal interest – Member of the Ottery St Mary Heritage Society

## 25 **Future Housing Needs and Requirements in East Devon**

The Service Lead – Strategic Planning and Development Management presented the report which outlines how the Government's Housing Needs Calculator has been used to produce a figure of 844 homes per year for East Devon in 2017, as well as the impacts of demographic change and how the affordability ratio is applied.

The report also highlights the changes since the report on growth principles at the September meeting and how new household projections data suggests an uplift to 953 homes per dwelling for East Devon in 2018. It is notable that within East Devon the annual housing needs from 2017 to 2018 has increased, especially when nationally it is in decline. Therefore, the Government are proposing in their consultation document that, for the short term, the household projections published in 2017 be used for housing need outputs to overcome an England wide picture of a housing needs outcome that falls below the 2017 generated level (and also below Government aspirations for 300,000 per year being built). In the longer term, they identify a need for a revision of the methodology to calculate local housing needs. This leads onto the proposed responses from this Council which will be submitted to the Government's consultation on a proposed revised approach to determining housing numbers.

Furthermore, the report also highlights the CPRE evidence and picks up the issues raised in that document and how the conversation around housing needs for all groups can be taken forward. This will be driven through the commissioning of an independent study to consider the specific housing needs of all groups within the community and how these needs make up the overall housing needs for the area. Following this a Member workshop will be set up to consider the findings of the housing needs study and overall housing need.

Discussion covered:

- Clarification was sought as to why East Devon has an increased housing need. In response, the committee were advised that it is partly a result of demographic changes, household projections and affordability ratios within the district. Furthermore, there is a current debate around the usability of the calculator, which has resulted in now using the 2017 housing needs data.
- Concerns around the dysfunctional housing market and how it restricts the development of affordable housing.
- Concerns around the lack of diverse housing developments to meet community need. In response, the committee were advised that the Oliver Letwin Review report identifies options to diversifying housing on large scale developments. It is important to understand what local people need and then to evidence that if we are to have policies in the future to diversify the housing market in East Devon.
- That inward migration is an uncontrollable unknown factor.
- The need to encourage young people to stay within the district to diversify communities.
- Clarification on when the employment monitoring report will be presented to the Strategic Planning Committee. In response, the committee were advised that the employment monitoring report will be presented in January 2019.
- Clarification on when the housing needs member workshop would be held and who would be invited. In response the committee were advised that the would

be with Members, CPRE, the National House Builders Federation and any other relevant bodies in the spring of 2019.

- That an alternation be made to the response to question one in Appendix 1 of the report. That a sentence be added at the beginning of the response to state “crude demographic trends take no account of local infrastructure, type of housing needed or sustainable communities.”

**RESOLVED:**

1. That the motion on future housing provision in East Devon from the Council meeting of 24 October 2018 be noted.
2. That the proposed responses to the Government consultation on a proposed revised approach to determining housing numbers contained in Appendix 1 to this report be approved, subject to a sentence to be added to the beginning of the response to Question 1 to read: ‘crude demographic trends take no account of local infrastructure, type of housing needed or sustainable communities’.

**RECOMMENDED TO COUNCIL:**

3. That an independent study be commissioned to consider the specific housing needs of all groups within the community and how these needs make up the overall housing need for the area.
  - a. That a budget of up to £30,000 be set aside to meet the costs of the study.
  - b. That a Member workshop be set up in the new year to consider the housing needs study and the overall housing need.

**\*26 Housing Monitoring Report to Year Ending 31 March 2018**

The committee considered the Service Lead – Planning Strategy and Development Management’s report outlining the latest monitoring figures on housing completions and projections and setting out the five year housing supply calculation to year end March 2018. The five-year land supply based on the 2018 figures showed that the Council could demonstrate 5.71 years supply of land for housing. However, this year’s five-year land supply figure is down from the previous year. Furthermore, although the number of homes delivered compared to last year has increased, this Council is still not achieving its average target. The projections are ambitious for the future however; some strategic sites have only recently started to deliver house building and so there is a reasonable expectation that delivery will ramp up on these sites over the coming year and increase delivery.

Discussion covered:

- Clarification was sought on the percentage of affordable housing prescribed in planning applications, as well as the percentage of affordable houses that have been delivered. In response, the committee were advised that currently this Council aims to deliver 25%-50% affordable housing and that the current delivery is at 12% - 15% based simply on the number of affordable homes as a proportion of the total number of homes delivered.
- Clarification on the Housing and Economic Land Availability Assessment (HELAA) report and how the monitoring report is based on this. In response, the Housing Monitoring is based on the methodology of the HELAA which details how availability and deliverability should be assessed but not on the outputs of the HELAA which have not been published. The HELAA methodology had previously been agreed by Strategic Planning Committee.

**RESOLVED:**

That the residential completion data and future projections in the District be noted.

**27 Update report on progress, resource and staffing matters for the Greater Exeter Strategic Plan and also an update on the work programme for future East Devon Local Plan production**

The report presented to the committee summarised the backstory to the Greater Exeter Strategic Plan (GESP) and its benefits, as well as the need to retain the two additional members of staff to provide sufficient capacity in the Planning Policy Team to continue to work on the Greater Exeter Strategic Plan. The Service Lead – Planning Strategy and Development Management also highlighted that there is a need to fund the continued preparation of the necessary evidence base for the plan over the next year. The report also provided a future timetable for the GESP; the next consultation for the GESP will be in June 2019, which will be based on draft policies and site options, with the draft plan consultation envisaged for the latter part of 2019 and the final publication of the GESP in early 2021.

Points raised during the discussion included:

- Agreement that the work being undertaken on the GESP is vital to East Devon and the need to ensure this Council funds the staff required.
- Clarification on whether minutes are available from the GESP Officers' meeting. In response, the committee were advised that the reports that come to this committee regarding GESP are produced by the Officers that attend the GESP meetings.
- Concerns around the lack of transport for young people to access higher education facilities.
- Clarification on whether the review of the Local Plan will produce a new Local Plan. In response, the committee were advised that the current Local Plan runs to 2031 and that the final published GESP will run until 2040. The Service Lead – Planning Strategy and Development Management highlighted that the timeline for adoption of a Local Plan Review is a long way off but it is important to bear in mind that the GESP will supersede large sections of the currently adopted Local Plan and so in many respects the Local Plan Review is already well underway.
- Clarification on whether the 5-year land supply for each local authority collaborated in the GESP will remain individual or become combined. In response, the committee were advised that the decision has not been made but will need to be considered by Members in due course.
- Concerns that the timetable for the revision of the local plan is indeterminate and that officers are requested to provide clarity on the review of the Local Plan timetable at the next committee. In response, the committee were advised that the gathering of evidence for the review of the Local Plan is already underway, for example Urban Capacity Assessments, however there is only so much officers can do with regard to the Local Plan due to the production of GESP. The committee were also advised that this Council has a duty to cooperate with other neighbouring authorities on the review and production of the Local Plan.
- Clarification was sought on whether the Independent Reference Forum is going to meet regarding GESP. In response, the committee were advised that the Independent Reference Forum will meet, however, there is a delay caused by the current examination of Mid Devon District Council's Local Plan.

**RESOLVED:**

1. That the future work programme for Greater Exeter Strategic Plan production be noted.
2. That the proposed work plan for new East Devon Local Plan production in the light of Greater Exeter Strategic Plan timetables be noted.
3. That the establishment of a joint budget for the 2019/2020 financial year of 150,000 to fund the continued preparation of the necessary evidence base for the plan on the basis of an equal split of £30,000 per district/city/county Council level authority be endorsed.
4. That the retention of the two additional members of staff to provide sufficient capacity in the Planning Policy Team to continue to work on the Greater Exeter Strategic Plan and backfilling within the planning policy team (non-GESP) to provide coverage for the seconded officer to GESP be endorsed.
5. That a detailed timetable for the review of the Local Plan be presented at the next Strategic Planning Committee;
6. That the Independent Reference Panel be engaged during the production of the Greater Exeter Strategic Plan.

**RECOMMENDED TO CABINET:**

To include the sum of £30,000 in the draft budget for 2019/20 as this Council's contribution to the joint budget and to include a sum of £74,800 in the draft budgets for 2019/2020 and 2020/21 each year for staffing costs. Of the total budget requested of £179,600 over the two years, £97,000 will be met from reserves leaving a net additional sum requested of £82,600 required in 2020/21.

**\*28 S106/Community Infrastructure Levy Developer Contributions Annual Report 2017/18**

The report presented to the committee outlined the management and allocation of resources accrued through planning obligations and is the latest in a series of annual reports on the spend of monies collected through Section 106 agreements. This latest report also advises on the monies collected from the Community Infrastructure Levy (CIL), which has been collected in the 2017/18 financial year.

Points raised during the discussion included:

- Concerns that some developer contributions have a set timeline for expenditure. In response, the committee were advised that the S.106 officer retains a list of developer contributions and their relevant timelines and is going to structure the engagement with Town and Parish Councils accordingly.
- Clarification on whether this Council receives a report from each Town and Parish Council outlining how they have spent CIL contributions. In response, this is not something that is regularly carried out, however, it is something that the S.106 monitoring officer could pursue and include in this annual report going forward.
- Clarification as to whether this Council could ask Town and Parish Councils to contribute to strategic infrastructure developments locally. In response, the committee were advised that this Council could broach a conversation with Town and Parish Councils regarding collaborative funding for key infrastructure projects.
- Clarification on CIL expenditure is designed to mitigate the impact of new development. In response, the committee were advised that if a Town or Parish Council has a neighbourhood plan they would receive 25% of CIL which is

subject to certain limitations on use. However, Section 106 monies do have restrictions on its expenditure and will be returned if it is not spent.

- Clarification was sought on the pooling restrictions of Section 106 money and its expenditure. In response, the committee were advised that Section 106 money should be spent adjacent to, or near to the development concerned and must be used to mitigate the harm caused by the development. CIL collected by this Council must be used to unlock future developments.

**RESOLVED:**

1. That the contents of the S106/Community Infrastructure Levy Developer Contributions Annual Report 2017/18 be noted.
2. That a report outlining Community Infrastructure Levy and Section 106 expenditure by Town and Parish Councils in East Devon be presented to the Strategic Planning Committee in due course.

**\*29 Government Response to Consultation on Developer Contributions**

In March 2018, alongside consultation on the draft National Planning Policy Framework, the Government also issued a consultation seeking views on a series of reforms to the system of developer contributions. Members will recall that the April 2018 meeting of this committee endorsed a response to this Government consultation. The Government has now responded to the consultation through a summary of consultation responses, and has presented their view on the way forward.

There is currently a limit on the pooling of section 106 contributions, which means that no more than five such contributions can be required for the same infrastructure project or type of infrastructure (where entered into since 6 April 2010). The Government consultation proposed to lift this restriction in certain circumstances. Given that the pooling restriction was a key to encouraging councils' to introduce CIL, the Government will put measures in place to incentivise the uptake and continued use of the Levy to collect contributions towards addressing the cumulative impact of development; although they have not said what these measures are.

Furthermore, the current requirement for preparing a charging schedule is for two rounds of consultation (on a 'preliminary draft' and a 'draft'). There was broad support for the Government proposal's to streamline this requirement. There will continue to be an obligation to consult on draft charging schedules, but the current requirement for two separate rounds of consultation will be removed.

Finally, in order to improve transparency around the system of developer contributions, the Government is taking forward proposals to require reporting of contributions from CIL and s.106 planning obligations in an "Infrastructure Funding Statement". These statements will be prepared by local authorities, and are supported for providing greater clarity and transparency.

Points raised during the discussion included:

- Clarification on whether Members' will have access to the evidence and information regarding the production of the updated charging schedule. In response, the committee were advised that the appointed consultants, Three Dragons, have been commissioned to assess the evidence and viability of developments across the district, which determines the charges geographically, that includes the differences between the coasts and inland development. This will be presented to Members early next year. There are current delays to the



production of the updated charging schedule due to uncertainty with national policy changes and issues with aligning the charging schedule with the Cranbrook Development Plan Document.

- Clarification was sought on the decision to remove Cranbrook from the CIL Charging Schedule. In response, the committee were advised that a decision has not been made regarding the removal of Cranbrook from the CIL charging schedule.
- General support for the removal of Cranbrook from the CIL Charging Schedule.
- Concern that large self-build developments do not contribute to CIL and there should be a limit to the number of these allowed in the district. In response, the committee were advised that CIL contributions are dependent on the floor space of a development and therefore the larger the developer the more CIL is paid. There are however exemptions including for self-build developments. Members were reminded that under the legislation “self-build” is not interpreted literally and so the self-commissioning of a home is sufficient to gain the exemption, however the legislation has strict rules that have to be complied with to qualify for the self-build exemption.

**RESOLVED:**

1. That the Government response to consultation on reforming developer contributions be noted; and
2. That the update on preparation of a revised East Devon Community Infrastructure Levy Charging Schedule be noted.

**\*30 Heritage Strategy**

The Service Lead – Planning Strategy and Development Management presented the report, which sought agreement for a public consultation to be undertaken on the draft Heritage Strategy in accordance with the adopted Statement of Community Involvement.

The Heritage Strategy outlines three themes:

- Theme A describes our historic environment and provides information on its designated and undesignated heritage assets and their significance.
- Theme B sets out current policies and programmes relating to development management, conservation areas and heritage assets at risk.
- Theme C looks at the value of our heritage as a part of sustainable development, and the social, economic and environmental benefits it provides for East Devon.

The report also summarises the actions required under each of these which all have their own resource implications.

Cllr Helen Parr, Lead Councillor for Building Design and Heritage, highly recommended the draft Heritage Strategy outlining the positive benefits of our historic environment, that the strategy has a strong theme of working with local interest groups and encompasses the expertise and enthusiasm of local people. Cllr Parr highlighted the exceptional work undertaken by the village of Colyton who celebrate their historic environment by producing historic banners and leaflets, as well as holding engagement days involving local schools and theatre groups.

Points raised during the discussion included:

- Concerns were raised that the conservation of local heritage could have detrimental impacts on future development and that the strategy should only

protect heritage assets where necessary. In response, the committee were advised that the strategy is about striking the right balance between the need for future development and conserving the heritage that is valued by local communities.

- Clarification was sought as to whether the Heritage Strategy is an advisory document or the introduction of new policies. The committee were advised that the strategy is a proactive document designed to guide the implementation of current policies and not the introduction of new ones.
- That the national theme on heritage is to conserve and enhance.
- Agreement that future development and innovation should not be perturbed.
- That planning officers and Members of the Development Management Committee must always make balanced decisions and that this strategy goes some way to supporting those decisions.
- Recognition that this Council has been criticised in the past for not having a robust Heritage Strategy.
- That the developments built today must be of exceptional quality and design as they will be the heritage of the future.
- Concerns from some members that the Heritage Strategy could become weakened and reiterated the importance of heritage in tourism and the economy of East Devon.

**RESOLVED:**

That the draft Heritage Strategy is agreed for public consultation in accordance with the adopted Statement of Community Involvement.

**\*31 Glover Review of Designated Landscapes - Call for Evidence Response**

The report presented to the committee advises that the Government has requested an independent review of England's National Parks and Areas of Outstanding Natural Beauty (AONB) and whether they are fit for purpose. The review began in the summer of 2018 and will run until late 2019. The review is currently requesting a call for evidence and there are currently no proposals to alter designations at this stage. The report contained the Council's proposed response to the call of evidence.

Points raised during the discussion included:

- Some members expressed the aspiration of designating the current East Devon and Blackdown Hills AONB's to National Park status. The reasons for doing so included having a greater status, comparable to other areas where it works well, increased funding and that planning would still be controlled by this Council.
- Other members held a contrary view and felt that although AONBs are much smaller they are rooted in local communities and their boards involve local people with knowledge and expertise of the area.
- It would cost £20 million to change the designation of an AONB to a National Park with no benefit.
- Clarification was sought about whether funding for farming and agriculture will change post March 2019. In response, the committee were advised that there is uncertainty surrounding this however; there are current proposals to replace the Agricultural Bill and its funding mechanisms.
- The definition of a National Park incorporates 'open space for recreation' which is not applicable to East Devon and it would place pressure on those to provide it.

**RESOLVED:**

That the proposed response to the Glover Review of Designated Landscapes be endorsed.

**\*32 Landscape Character Assessment – Draft Report and Proposed Public Consultation**

The Service Lead – Planning Strategy and Development Management presented the report which was commissioned jointly by East Devon District Council, Devon County Council, the Blackdown Hills AONB partnership and the East Devon AONB partnership to create a better evidence base to understand the character of our landscape and the impact of development. This report will form as part of the evidence base for the review of the Local Plan. Furthermore, the proposal is to undertake a limited public consultation with target interest groups before the final publication of the document.

Points raised during the discussion included:

- Clarification was sought as to whether the Town and Parish Councils would be included in the limited consultation. In response, the committee were advised that the document would be sent to Town and Parish Councils during the consultation period.

**RESOLVED:**

1. That the assessment and findings in the draft Landscape Character Assessment report be endorsed; and
2. That the public consultation of this draft document to run for six weeks be agreed.

**\*33 Cranbrook Plan Development Plan Document**

Cllr Jeremy Wollen, Chairman of Rockbeare Parish Council, expressed concern regarding the proposed expansion of Cranbrook into neighbouring areas as set out in the Cranbrook DPD. He highlighted that the neighbouring communities were promised that the land to the south of the old A30 would not be developed and now the current Cranbrook DPD questions the integrity of the Local Plan and the Rockbeare Neighbourhood Plan. Rockbeare Parish Council and the community of Rockbeare produced a robust Neighbourhood Plan and have put their faith in planning policies to protect and retain the Green Wedge.

Cllr Mark Readman, Rockbeare Parish Councillor, again relating to the Cranbrook Development Plan Document, commented that under the Localism Act 2011, the parish council and local people came together in a neighbourhood forum to determine the designation of housing and neighbourhood shops. In 2012, Rockbeare Parish Council set out their Neighbourhood Plan and decided that they wanted to remain separate from any future development in East Devon's West End. He further commented that East Devon District Council's Local Plan includes Strategy 8, which refers to the development of Green Wedges and states that development within Green Wedges, would not be permitted if it would add to existing, sporadic or isolated development and would damage the individual identity of a settlement or could lead to settlement coalescence. Cllr Mark Readman further explained that any additional houses built in Cranbrook should be outside the designated Neighbourhood Plan

areas of Rockbeare, Broadclyst and Clyst Honiton. Finally, he emphasised the time and money spent in putting together the Rockbeare Neighbourhood Plan which contains a core proposal of Rock06 which looks to protect the Green Wedge which holds a 93% approval rating.

Cllr Ron Forrest, Rockbeare Parish Councillor, again relating to the Cranbrook Development Plan Document, highlighted the enormous programme of housing that is being developed in and around the vicinity of Cranbrook which will overwhelm the village of Rockbeare. Cllr Forrest commented that 81% of housing development is going to be located on green-field sites and will reduce the amount of productive farmland. He also commented that 93% of Rockbeare residents are against the 1550 new houses that are planned as part of the Cranbrook expansion and do not want development to encroach into Rockbeare. Finally, Cllr Forrest expressed that the Rockbeare Neighbourhood Plan should not be overridden.

Paul Smith, speaking as a member of the public, also spoke to the committee about the Cranbrook Development Plan Document. He advised that much of the land overlooking the Rockbeare Valley is unspoilt landscape and that Savills, who were commissioned by East Devon District Council, identified an adverse visibility impact of development and gave alternative options – this advice has been ignored. Mr Smith raised concerns on the loss of green land and the negative impacts on local wildlife and biodiversity.

The committee considered the Service Lead's – Planning Strategy and Development Management report which provides an update on the production of the Cranbrook Plan Development Plan Document and associated timescales, as well as outlining current planning applications and development in the town. It is stressed that this report is not the final draft of the Cranbrook Development Plan Document.

The proposed publication draft of the Cranbrook Plan will be reported to Strategic Planning Committee and Full Council for endorsement to submit to the Planning Inspectorate for examination in public; it is anticipated that the plan will be presented to Strategic Planning Committee at the meeting of 29 January 2019 and will then go to Full Council on 27 February. Following this endorsement, a consultation would take place for a period of not less than 6 weeks. Following this final period of consultation the DPD and associated documents and supporting evidence, including comments received during the consultation, will be submitted for examination. On final adoption by the Council the plan will carry its full statutory weight in decision making processes.

Points raised during the discussion included:

- The need to ensure that Members have all the facts and evidence in front of them during the committee meeting in January 2019 in order to make an informed decision.
- Concerns were raised regarding the reputation of the Council when departures are made from the Local Plan and Neighbourhood Plans.
- Concerns were raised around the Cranbrook development and that the Council is not fulfilling its promise for a balanced community.
- Recognition of the village of Rockbeare and its initial resistance to being joined up to Cranbrook.
- Concerns that the Council is encouraging Town and Parish Councils to invest time and money into producing Neighbourhood Plans for them to be overridden by the Local Plan.

- Concerns that the Council is not adhering to Strategy 8 of the Local Plan where the land between Rockbeare and Cranbrook has been designated as a Green Wedge. In response, the committee were advised that all of the evidence has been assessed with regards to the land south of the A30 and it shows that there is room for development without it leading to the coalescence of Cranbrook and Rockbeare. However, alternatives are still being assessed but there is going to have to be compromises made in the near future.
- The need to uphold the integrity of the neighbourhood planning process in East Devon.
- The need to preserve green wedges throughout East Devon to ensure outstanding communities.
- The recognition that the Planning Inspectorate examines developments on the wording of policies and not the boundaries on a map and officers have to make a judgement on whether developments cause areas to coalesce.
- Members requested that the report presented to the committee regarding the draft Cranbrook Development Plan Document must contain all of the evidence information, and alternative options so that Members can make an informed and balanced decision regarding future development.

**RESOLVED:**

That the Cranbrook Plan Development Plan Document report be noted.

- \*34 Community Infrastructure Levy Members Working Party Terms of Reference**  
The Service Lead – Planning Strategy and Development Management presented the Community Infrastructure Levy Members Working Party Terms of Reference to the committee.

Members considered the Community Infrastructure Levy Members Working Party Terms of Reference.

**RESOLVED:**

That the Community Infrastructure Levy Members Working Party Terms of Reference be agreed.

**Attendance list**

**Committee Members:**

Councillors:

Paul Diviani - Chairman

Mike Allen – Vice Chairman

Susie Bond

Jill Elson

Left the Chamber at 2.50pm and did not vote on minutes 33 and 34

Graham Godbeer

Mike Howe

Entered the Chamber at 11am and did vote on minutes 25, 26 and 27

Geoff Jung

Rob Longhurst

Geoff Pook

Eleanor Rylance

Philip Skinner

**Also present (present for all or part of the meeting):**

Councillors:

Ian Thomas  
Andrew Moulding  
Roger Giles  
Helen Parr  
Peter Faithfull  
Simon Grundy  
Alan Dent

**Officers present (present for all or part of the meeting):**

Mark Williams, Chief Executive  
Ed Freeman, Service Lead – Planning Strategy and Development Management  
Matt Dickins, Planning Policy Manager  
Tim Spurway, Planning Officer  
Graeme Thompson, Senior Planning Officer  
Shirley Shaw, Planning Barrister  
Tabitha Whitcombe, Democratic Services Officer

**Apologies:**

Councillors  
Colin Brown  
Mark Williamson  
Ian Hall  
Brian Bailey  
Matt Booth  
Stuart Hughes

Chairman ..... Date.....



**Report to:** **Strategic Planning Committee**

**Date of Meeting:** 29<sup>th</sup> January 2019

**Public Document:** Yes

**Exemption:** None

**Review date for release** None

**Agenda item:** **06**

**Subject:** **Axminster North Eastern Urban Extension Masterplan**

**Purpose of report:** This report seeks Member endorsement of a masterplan for the development of an eastern urban extension to the town of Axminster incorporating the delivery of a relief road. The masterplan has been produced by a team of consultants who were commissioned by the Council in partnership with Persimmon Homes and The Crown Estate who are the main land owners/developers with interests in the site. The masterplan has been the subject of consultation and engagement with the community which is summarised in the attached report.

**Recommendation:** **Members are asked to**

- 1. Note the resolution of Cabinet on 31<sup>st</sup> October 2018 to agree in principle the borrowing of the shortfall in funding for the relief road on the basis that this would be repaid through developer contributions subject to a detailed proposal being agreed by Council and how this resolution has informed the masterplan and would enable the early delivery of the relief road.**
- 2. Endorse the Axminster North Eastern Urban Extension Masterplan for the purposes of informing decision making on future planning applications for the urban extension area and to support the Councils bid for monies under the Housing Infrastructure Fund.**

**Reason for recommendation:** The masterplan is required to steer the forthcoming applications for the development of the site and to demonstrate to Homes England how the proposed relief road will be delivered. Its endorsement by Strategic Planning Committee will give it a status that enables some weight to be attached to it in future decision making.

**Officer:** Ed Freeman – Service Lead – Planning Strategy and Development Management

**Financial implications:** There are no direct financial implications and it should be noted that the Council at this stage has only agreed to the principle of borrowing for the shortfall in funding for the delivery of the relief road and a report is required to Council to ensure the cost of borrowing will be met in a legal agreement with developers. This report does not cover this aspect and will subject to a future report.

**Legal implications:** As the masterplan is not to be adopted as a Development Plan Document (DPD) or Supplementary Planning Document (SPD) it cannot allocate the additional land proposed for development.. The Local Plan remains the primary policy for this area however, by

endorsing the masterplan this would accept in principle the development of this area. Applications for the development of such areas would be treated as departures from the Local Plan and the developers would have to demonstrate that the form of development proposed is appropriate and acceptable in planning terms for permission to be granted. Once the Masterplan has been endorsed it would not be appropriate to raise issues of the appropriateness in principle of developing these areas identified for development. There are no other legal implications other than those within the report and document.

**Equalities impact:** Low Impact

**Risk:** Low Risk

**Links to background information:**

- Link to consultation materials: <http://eastdevon.gov.uk/planning/planning-policy/axminster-masterplan/>
- East Devon Local Plan Proposals Map – Axminster - <http://eastdevon.gov.uk/media/1462340/new-local-plan-axminster-jan-2016-final.pdf>
- East Devon Local Plan text - <http://eastdevon.gov.uk/media/1772841/local-plan-final-adopted-plan-2016.pdf>

**Link to Council Plan:** Encouraging communities to be outstanding, Developing an outstanding local economy, Delivering and promoting our outstanding environment, Continuously improving to be an outstanding council.

## **Background**

The adopted East Devon Local Plan establishes a vision for the future of Axminster which states that:

***Our vision for Axminster is one of:***

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

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

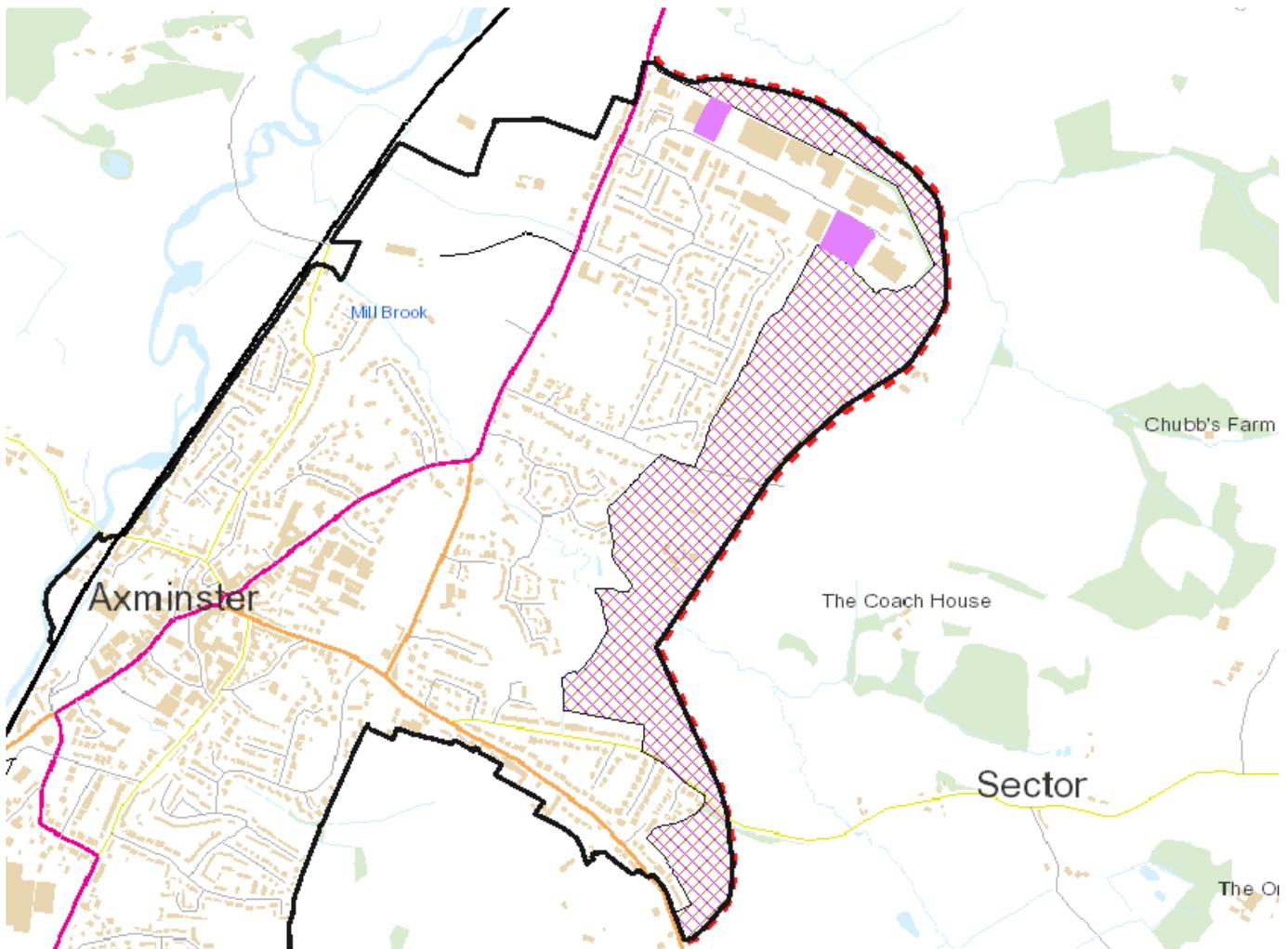
To achieve the latter part of the strategy a large urban extension was allocated in the local plan for a mixed use development comprising:

i) Around 650 new homes;



- ii) 8 Hectares of land for mixed job generating commercial and employment uses;
- iii) a range of social, community and open space facilities to support development;
- iv) a 210 pupil primary school (1.5ha site – which forms part of the overall 8 hectare employment allocation), including a nursery and accommodation to support children's centre services; and
- v) a North South relief road for the town will be delivered as part of this development linking Chard Road (A358) to Lyme Road (B261).

The allocated site is shown hatched on the plan at the top of the following page with the originally envisaged alignment of the relief road shown dashed on the north and eastern edge of the allocation.



Control of the allocation is split mostly between Persimmon Homes and The Crown Estate, with Persimmon Homes controlling the northern and southern most portions of the allocation and The Crown Estate controlling the central part. Third parties control two smaller centrally positioned parcels.

Persimmon Homes submitted planning applications in outline for 3 portions of land that form part of the allocated land in 2015. Between them these proposed 430 homes and were considered by the local planning authority under application references 15/0435/MOUT, 15/0436/MOUT and 15/0442/MOUT. These applications were each refused for a number of reasons including the lack of a masterplan approach to the development of the whole of the allocation which is a requirement of the Local plan and the expansion of the allocation beyond that identified in the local plan.

The Council considered that these applications illustrated the need for a masterplan that distributes the different uses appropriately across the site and how key infrastructure, such as the relief road, can be delivered alongside the development. The remaining reasons for refusal relating to specific issues with the submitted scheme or a lack of information on various issues and can all be addressed. Lengthy discussions followed the refusals with Persimmon Homes and The Crown Estate over master planning of the allocation and both parties agreed to engage in this process. The two developers and the Council jointly commissioned HYAS Consultants to produce a masterplan for the development of the site which sets a template for planning applications from each of the developers.

Initial work carried out by the consultants identified a number of issues with delivering the allocation in the Local Plan as parts of the allocation site are sensitive in the wider landscape or undevelopable due to topographical constraints as illustrated on the plan below:

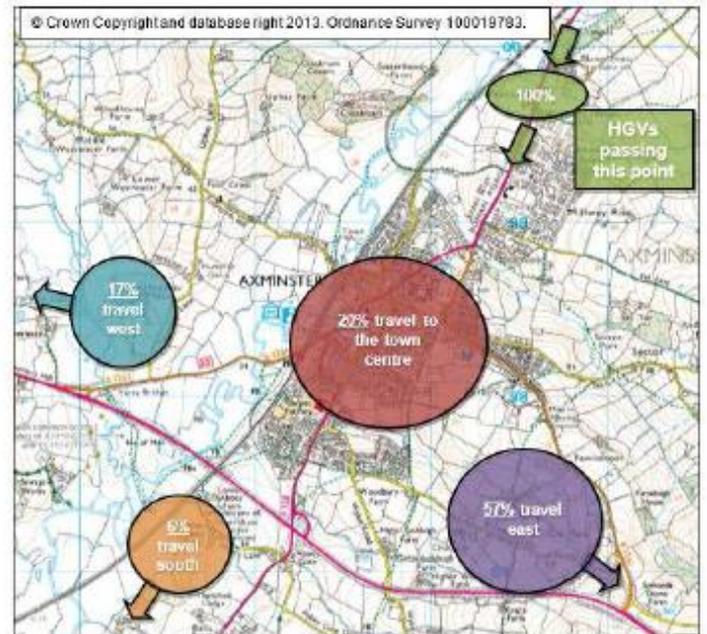
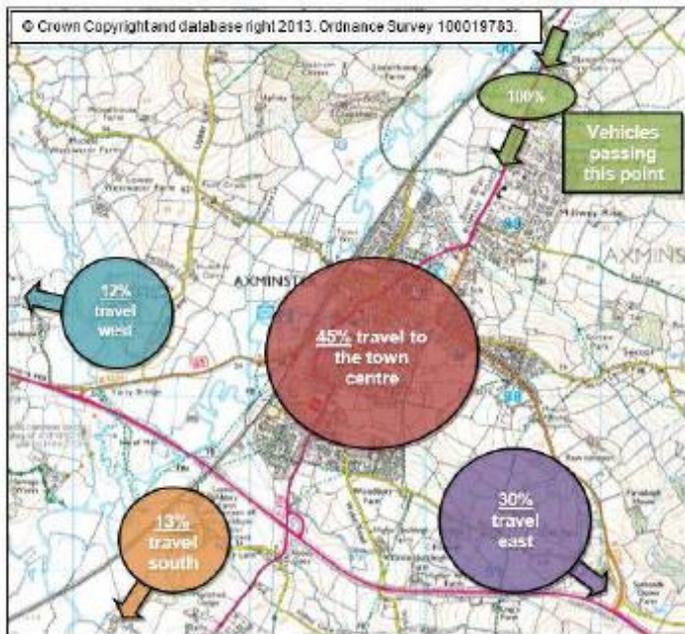


These constraints mean that it will not be possible to accommodate the originally envisaged 650 homes and employment and community spaces on the allocated site without developing the site at densities more appropriate to a town or city centre which would not be appropriate for this area on the edge of the town and close to an Area of Outstanding Natural Beauty. In order to accommodate the envisaged levels of growth in an appropriate manner the site would need to be expanded into the adjoining land to the east. This further land is also controlled by Persimmon Homes and The Crown Estate and is no more sensitive in the landscape than the allocated areas. The allocation was largely defined by a proposal put forward in response for a call for sites early in the preparation of the local plan. The site was put forward by Westbury Homes who were subsequently taken over by Persimmon Homes. It should also be noted that The Crown Estate appeared at the examination and argued that the land area and numbers should be increased albeit this approach was not subsequently adopted. The opportunities to expand the site are shown on the plan below:



In addition to the levels of development envisaged the urban extension is also envisaged to deliver the north/south relief road. Devon County Council have estimated the cost of the road at £16.7 million although these costs will vary depending on the final alignment. The relief road is therefore a massive cost on the development but is vital to the future growth of the town given the impact that HGV's and other traffic passing through the town has on congestion, air quality, the attractiveness of the town centre and the damage that has been caused to historic buildings as large vehicles try and navigate its narrow streets. Traffic studies in the past have made a clear and compelling case for the relief road showing how it could divert 57% of the HGV's that currently go through the town centre away and to the east of the town.

A summary of the traffic studies findings is shown below:



A relief road around the north east of Axminster has the potential to divert the 30% of all traffic which travels east after passing through the town centre.

A relief road around the north east of Axminster has the potential to divert the 57% of HGVs which travel east after passing through the town centre.

It was clear from the time of the allocation of this site and the relief road in the Local Plan that the development would not in itself be able to fund the relief road and so the opportunity was taken to bid for funding last year when the government announced the Housing Infrastructure Fund. The fund was established to help to fund large pieces of infrastructure that are required to unlock sites where significant numbers of new homes could be delivered. The Council successfully bid for £10 million of funding for the relief road in Axminster. The injection of this funding has provided the impetus to progress with the masterplan and detailed design of the road.

An initial consultation exercise was held in July 2017 where the issues with developing the site and the potential need for expanding the site were raised with consultees and residents in the town. Largely the delivery of the relief road was welcomed and there was general support for development in the town with the benefits of these developments being widely recognised. There were some reservations about the scale of development and its impact and concerns were raised about other issues in the town in particular problems with traffic flows over Weycroft Bridge.

At Cabinet on the 31<sup>st</sup> October 2018 Members agreed in principle to borrowing the shortfall in funding for the relief road on the basis that this would be repaid through developer contributions subject to a detailed proposal being agreed by Council at a future date. The principle of bringing forward the

road in this way would enable the road to be delivered in the early stages of development and this has been included in the proposed phasing strategy in the masterplan.

## The Masterplan

Following the July 2017 consultation event detailed work was undertaken on designing a final route for the relief road that worked from the point of view of the design requirements for the road but also the need to provide access to the adjoining parcels of land and enable their development. The varied contours across the site made this quite complicated and needed to have regard to an appropriate distribution of uses across the site acknowledging that the Local Plan allocation is not simply about delivering new homes but also requires the delivery of community facilities, infrastructure and jobs to support those new homes. In December 2017 a further consultation event was held and a preferred masterplan for the site was presented to the community. A summary plan of the masterplan is shown below:



The main masterplan document proposed for endorsement is attached as Appendix 1 to this report.

The masterplan has a number of key features that require further explanation:

### Employment Land

The masterplan proposes the provision of employment land on the northern most part of the site between the proposed relief road and the existing Millway Industrial Estate. It is envisaged that this employment space would be similar to that currently accommodated on the existing industrial estate with a variety of workshops and industrial units. It is understood that there is a local need for spaces such as this primarily from the existing businesses on the industrial estate who have been surveyed and have identified significant requirements for expansion in the near future. There has also been an expressed desire to try to access the existing industrial estate from the relief road and bypass the existing access which it is understood gets very congested at peak times.

The proposed employment areas are shown on the plan below:



The primary issue with located employment space in the locality is the impact on the landscape and in particular on the setting of the listed buildings to the north of the site which includes the grade I listed Weycroft Hall. The following plan shows the relationship between the listed buildings shown in shades of pink and the site.



The employment land will need careful mitigation of its potential impacts through the design and location of buildings, cutting buildings into the land form to reduce height/visual impact as well as careful tree and landscape planting.

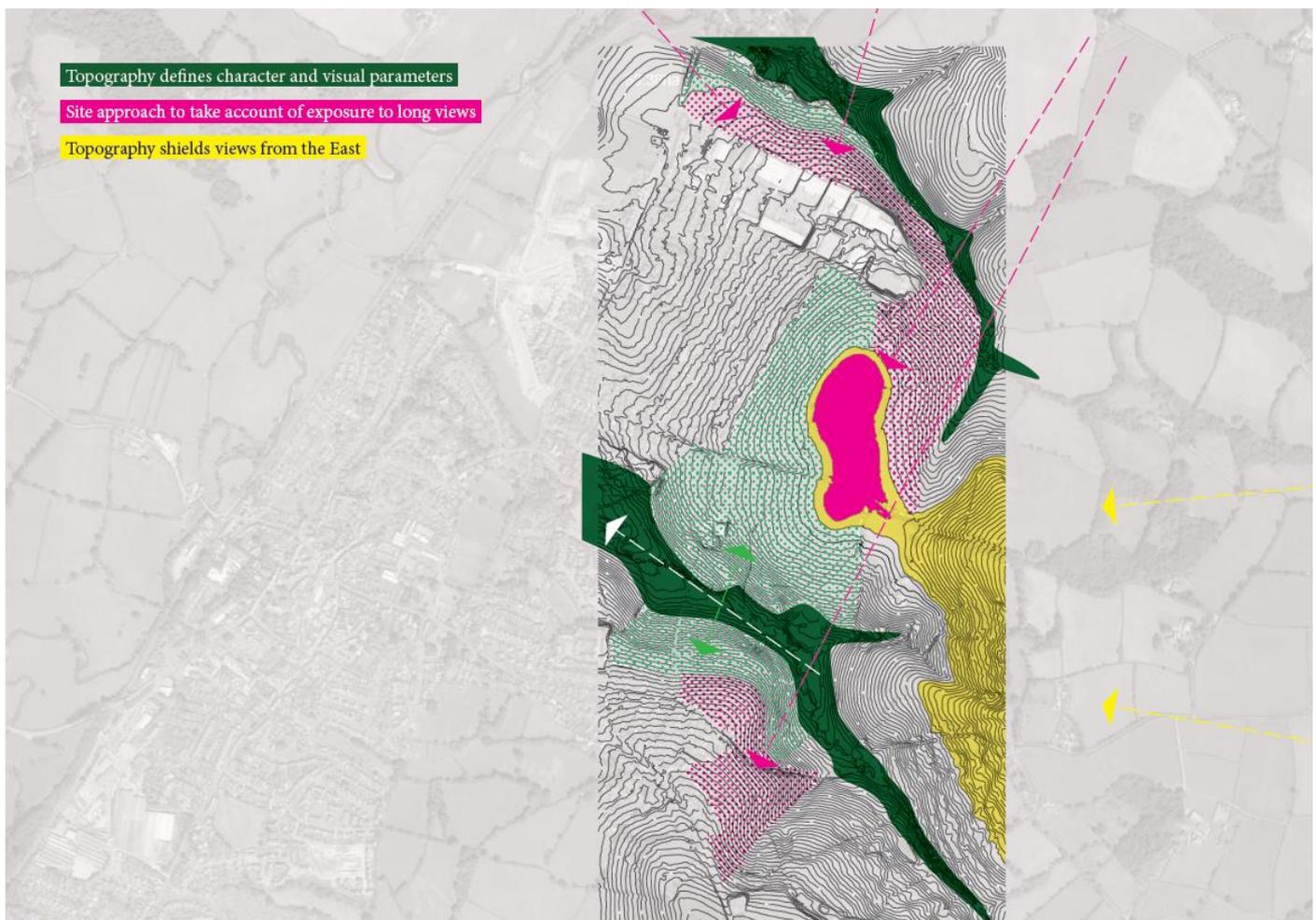
### The Route of the Relief Road

The route of the relief road has been carefully considered so that it follows wherever possible the topography of the site to minimise cut and fill while enabling the efficient access to and development of the adjacent development parcels. It has been necessary to divert the route of the road to the west in order to cross the Mill Brook at the lowest possible point in order to minimise the span of the bridge and keep costs down. The road would pass through the residential development within the central part of the site and so careful design of both the road and the housing in this area will be needed to ensure an acceptable relationship between these uses, however it is considered that this can be achieved and is preferable to separating the road from

the development entirely. Key secondary routes are also shown in the masterplan and will help to move pedestrians and cyclists around the space without conflict with HGV's.

### Expansion of the site

The proposed masterplan expands the site quite substantially over the area that was originally allocated in the Local Plan. The primary reason for this is to accommodate a sufficient scale of development to generate sufficient return to fund the delivery of the relief road. It is however considered that the area of land being expanded into is no more sensitive in the landscape than the areas previously allocated. It is therefore considered that the additional areas would be acceptable for the proposed development. The following plan illustrates the landscape impact of the additional development showing how it is screened from wider views to the east by the topography.



Aside from the issues of scaling the development to enable the delivery of the relief road a further issue to note is that the masterplan work has shown that the 650 homes previously envisaged for the site cannot be accommodated on the allocated site to an appropriate design and density due to the sites constraints. Therefore accommodating the scale of development envisaged by the local plan already requires expansion of the site.

It is important to note that it is not intended for the masterplan to be adopted as a Development Plan Document (DPD) or Supplementary Planning Document (SPD). The masterplan document will not therefore allocate the additional land proposed for development in the masterplan.



Members should however be aware that by endorsing the masterplan they would be accepting in principle the development of this area. Subsequent planning applications for the development of these areas would be treated as departures from the Local Plan and the developers would have to demonstrate that the form of development proposed is appropriate and acceptable in planning terms for permission to be granted. It would not however be appropriate at that stage to raise issues of the appropriateness in principle of developing these areas once identified as such in an endorsed masterplan.

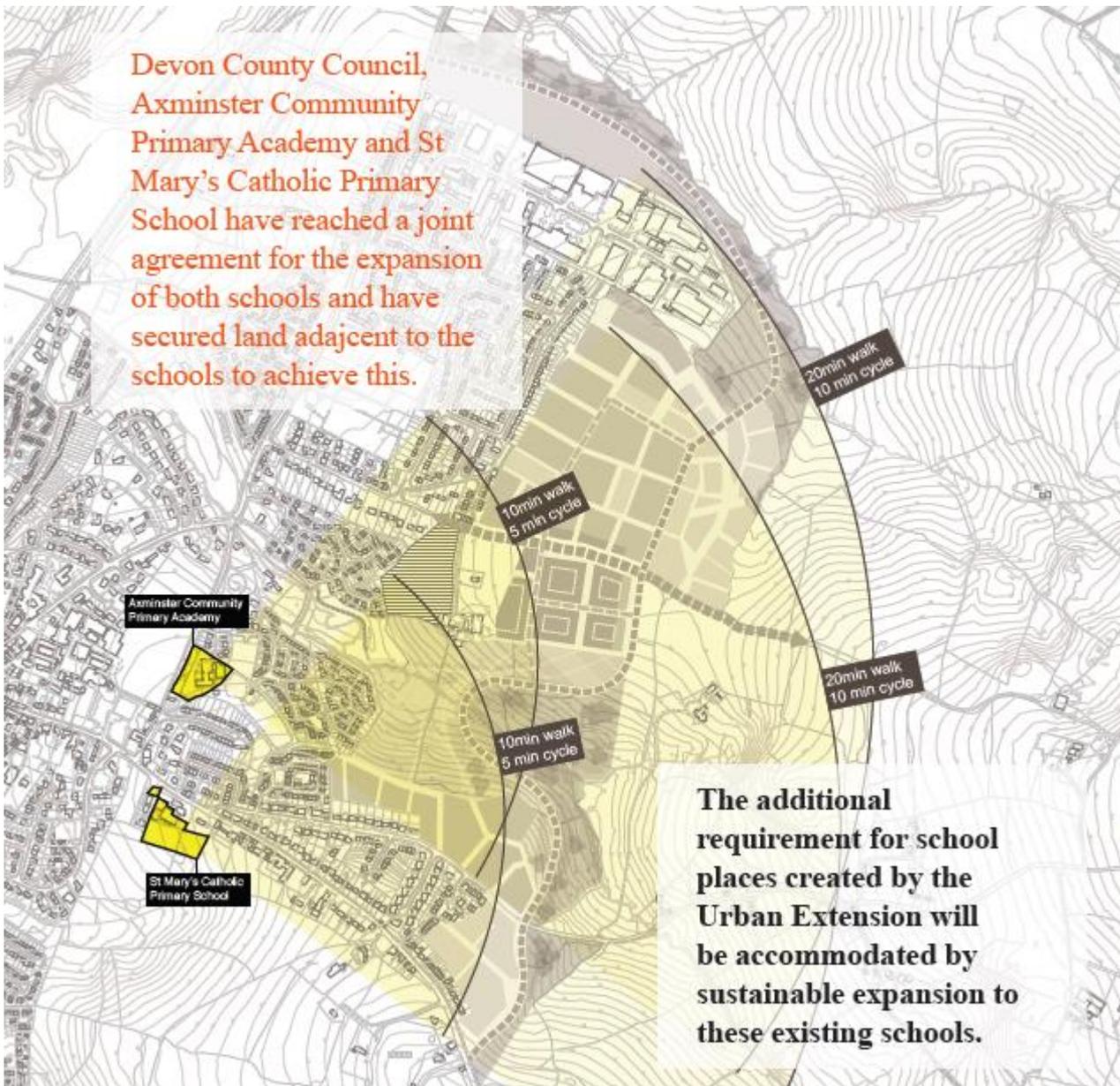
### Local Centre

The masterplan incorporates a neighbourhood centre which is intended to accommodate a mixture of retail, community and employment spaces to meet the needs of the development. It is considered important that a development of this scale has such facilities within easy walking distances of the development to ensure that it is a genuinely sustainable community.

Concern has been expressed through the consultation that the neighbourhood centre would compete with the town centre and risk damaging the viability of uses within the town centre. This is not the intention and it is important to remember that the scale of the neighbourhood centre is very small when compared with the town centre. Clearly the nature of the uses coming forward in the neighbourhood centre will largely be dictated by market forces but it is considered important that services and facilities are provided within easy walking distances of the houses.

### Schools

The allocation of the site in the Local Plan included a requirement for a primary school to be built on the site to meet the needs of children from the development. This requirement was based on there not being capacity in the existing primary schools in the town and no opportunity to expand the schools to accommodate the additional children. Expansion of the existing schools was always Devon County Council's preference as education authority, as construction of a new school would lead to a number of problems given that it would not be viable to construct it until late in the build programme generating issues of how to accommodate children in the meantime. The existing schools – Axminster Community Primary and St Mary's Catholic Primary School now have the space and are willing to expand to accommodate the children from this development. As a result the requirement for a new primary school has not been included within the masterplan proposals. The plan at the top of the next page shows the relationship between the site and the two existing schools and shows that the majority of the development is within easy walking and cycling distance of the existing schools.



## Green Infrastructure

The masterplan has been designed to incorporate a variety of green spaces that help to provide meaningful amenity space for residents of both the development and the wider community. The green spaces to the edge of the development area also help to mitigate the landscape impact of the development while more formal areas are proposed within the residential development for recreational purposes.

The proposed green spaces are all shown on the plan at the top of the next page with a brief description of the spaces proposed and their purpose.



## Character Areas

Although high level in terms of design guidance the masterplan has also sought to identify a number of character areas across the masterplan area to ensure variety and interest between different spaces that reflect their landscape form and relationship with the surrounding areas. The key character areas are the neighbourhood centre itself, suburban character which is focused more around the boundaries with the existing town and the neighbourhood centre and an edge character area which is more informal and lower density to the edges of the development with the adjacent countryside. These areas are characterised by differing densities, heights and forms of development.

## Consultation

The proposed masterplan was the subject of a consultation event held in the Guild Hall in Axminster on 6<sup>th</sup> December 2018. The event was attended by hundreds of residents and interested people of which 96 completed a feedback form responding to a number of key

questions about the proposal and allowing them an opportunity to raise wider issues. A summary of the responses is included as Appendix 2 to this report. Following the consultation the materials used were available on our web-site and there was an opportunity to submit any further comments and an additional 25 comments were received. These are summarised in Appendix 3 along with a response to the issues raised. Comments were also received from the Town Council and these are included below:

*That this Town Council will not support any expansion of the number of houses beyond the 650 specified in the Local Plan without detailed financial evidence to justify the need for such expansion and any such change must be the subject of further public consultation nor will it support any adverse change in the density of housing proposed.*

*That this Town Council requires firm evidence to support the contention that £17.9 million will be sufficient to deliver the relief road in the form proposed.*

*That this Town Council requires that a comprehensive traffic modelling exercise be undertaken to demonstrate that the relief road as shown (in conjunction with measures previously requested such as a ban on non-essential heavy goods vehicles from the town centre) will work for users such as heavy goods vehicle drivers and will not have an adverse impact on other parts of the town.*

The masterplan has been the subject of viability testing through each stage of its production to demonstrate the scale of development needed to support the delivery of the relief road. This information has not however been published being commercially sensitive and not required to be published given the status of the document and it not being linked to a planning application at this stage. Clearly the expansion of the site beyond 650 homes was part of the consultation in December and views on this have been received. The responses to the question relating to this were very mixed with a roughly 50/50 split between those that were positive about this change and those that were not. Traffic modelling of the effect of the relief road has all been previously done and the results published as part of work on formulating the proposals for the road in the local plan.

### Current applications

Persimmon Homes have submitted two planning applications for their parts of the site these being for upto 305 homes and employment spaces on the northern part of the site and 104 homes on the southern part of the site. The application for the northern part of the site is made as a hybrid application with the housing and employment elements in outline and full consent sought for the relief road. For the southern parcel full consent is sought with this application also including a further section of the relief road and its junction with Lyme Road.

Persimmon Homes are very concerned that the masterplan Members are asked to endorse does not align with their application for the southern parcel. The masterplan indicates approximately 70 homes on this part of the site within an area defined in the masterplan as “edge residential” where a lower density and more rural form of development is envisaged as it lies in a prominent location on the edge of the town. The Persimmon application proposes 104 homes on this part of the site. Whether or not the Persimmon application satisfies the design parameters of the masterplan will be a key consideration of this application which is currently being assessed but until that work has been completed it is not possible to say for certain if that is an appropriate scale of development for the southern parcel. In your officer’s opinion it would not therefore be appropriate to amend the masterplan to reflect the Persimmon Homes application by including either the 104 figure a range

of housing numbers that encompasses that figure. Nor would it be appropriate to remove all references in the Masterplan to housing numbers. Some reference to numbers is necessary to inform and understand (i) the overall development (ii) the phasing of the development and (iii) for third parties to gauge the scale of development relative to the defined character envisaged for each parcel. Instead wording has been included in the masterplan to make it clear that the numbers stated are for the purposes of informing a phasing strategy and viability appraisal and that the numbers stated are indicative and not intended to be definitive or prescriptive. The masterplan is a high level document and it is acceptable for developers to test assumptions made in the masterplan through their applications, however it is not considered appropriate to assume that those assumptions are correct at this point in time and amend the masterplan in advance of the Persimmon Homes application being determined.

## Conclusion

Overall the masterplan is considered to provide a good template for the development of the site and provides a clear pathway to the delivery of the relief road. Unusually the masterplan also extends beyond the bounds of the allocated site in the Local Plan but it is considered that this is justified and while it cannot be allocated through the masterplan it is appropriate to include it given the clear intent by the developers to pursue this area through applications, the need to do so in order to fund the delivery of the relief road and the lack of significant harm in planning terms arising from it.



# AXMINSTER NORTH EASTERN URBAN EXTENSION MASTERPLAN

January 2019

Prepared by:



in conjunction with:

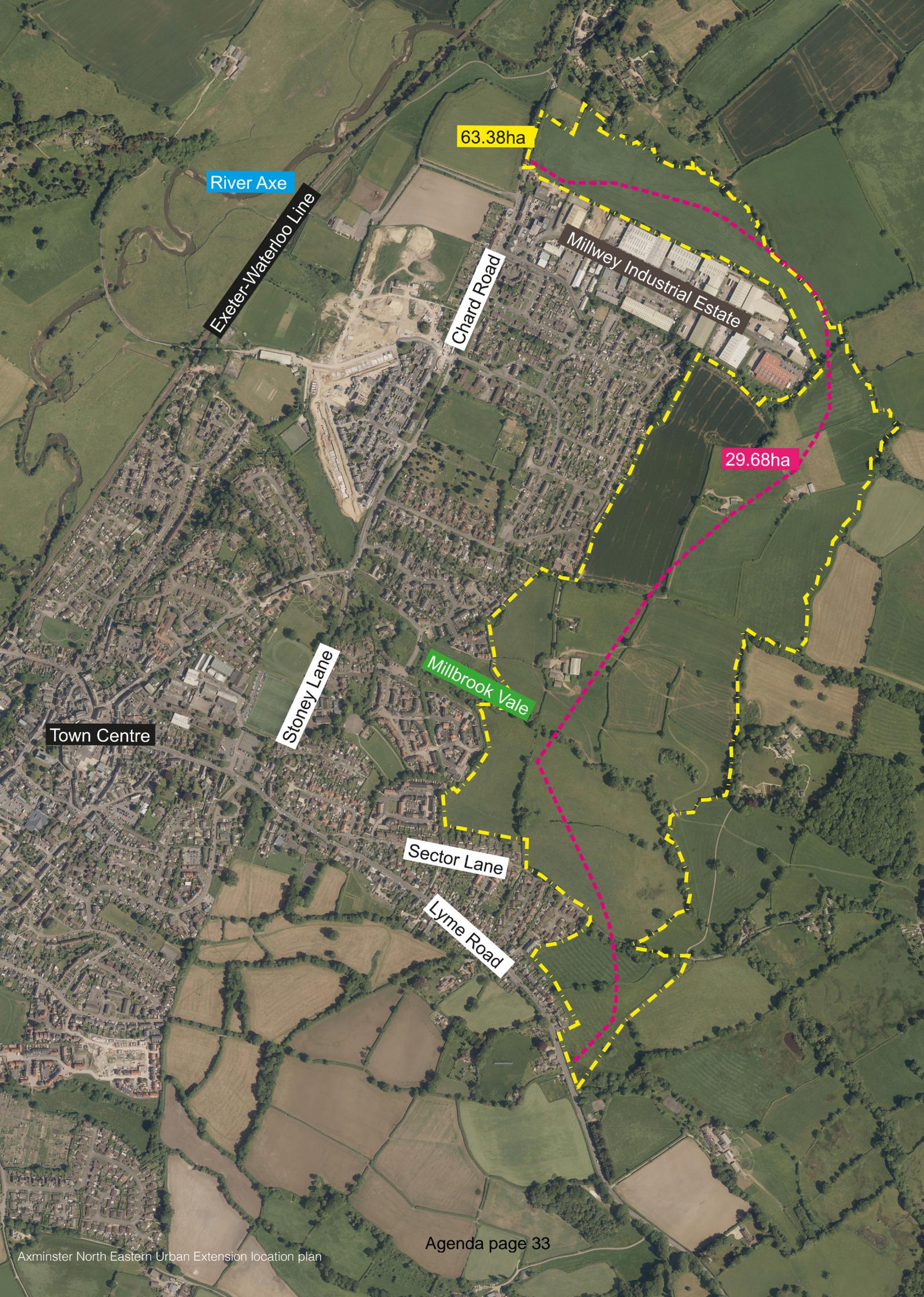


	Axminster NE Urban Extension Masterplan Document
Revision	190118
Issue Date	18th January 2019
Prepared by	DH/PB Hyas Ltd
Approved by	PB Hyas Ltd

# CONTENTS

- 5** INTRODUCTION & BACKGROUND
- 11** ABOUT THE SITE
- 21** STAKEHOLDER & PUBLIC ENGAGEMENT
- 22** VISION STATEMENT
- 23** DESIGN PRINCIPLES
- 27** MASTERPLAN CHARACTER AREAS
- 29** MASTERPLAN STRUCTURE & CREATING THE PLACE
- 47** IMPLEMENTATION STRATEGY





River Axe

Exeter-Waterloo Line

63.38ha

Chard Road

Millwey Industrial Estate

29.68ha

Town Centre

Stoney Lane

Millbrook Vale

Sector Lane

Lyme Road

# INTRODUCTION & BACKGROUND

The Axminster North East Urban Extension Masterplan has been commissioned by East Devon District Council (EDDC) working with Persimmon Homes and The Crown Estate. The aim of the work is to establish an overarching design approach for what is an important piece of development for the town as a whole but which will be delivered by individual landowners and developers. As these individual parties bring forward their own designs and planning applications for development the Masterplan forms a foundation of work at a broader scale on which they can build.

The Masterplan also forms an important tool in the development management process enabling the Local Planning Authority to gauge whether individual planning applications are taking account of the wider constraints and opportunities.

The Masterplan process has included an independent and area wide review of constraints, opportunities and the balance of the quantity and mix of development with a viable development which offers a delivery mechanism for a relief road around the north-east of Axminster.



## THE PURPOSE OF THE MASTERPLAN

In regard to Axminster, the EDDC Local Plan identifies housing growth in Axminster to the north east of the town. A site of approximately 30ha is allocated for the delivery of the North East Urban Extension. The allocated area comprises a number of landowners and interested parties who have been involved in a variety of ways in considering how housing development in this location can be brought forward.

The Local Plan requires that a Masterplan for the North East Urban Extension is in place prior to the approval of any subsequent planning applications and that this takes account of the opportunity to coordinate development according to a comprehensive study of the site and its context. The Masterplan should also take into account the coordinated approach to the various elements of the Urban Extension and the appropriate location and relationship between the various uses proposed within the Urban Extension and the existing town.

The Masterplan process has developed a strategy for the phased implementation of the Urban Extension acknowledging that the complete delivery of the Urban Extension relies upon the participation of all parties together in a coordinated way.

The Masterplan has a role in unifying the various requirements and guidance of the planning system and identifying the parameters within which these can be achieved.

The Masterplan Document provides the basis around which individual applicants and development control officers can prepare and measure subsequent proposals but which are considered within the context of the design and delivery of the overall Urban Extension.

#### **AN EXTENSION TO AXMINSTER**

Development to the north-east of the town is to be conceived as an extension, not as a stand alone housing area. The Urban Extension has the potential to contribute to the sustenance, distinctiveness and quality of life within the town as a whole if designed correctly and the Masterplan has a role in coordinating how this can become a reality.

To achieve the latter part of the strategy a large urban extension was allocated in the local plan (Strategy 20) for a mixed use development comprising:

- i) Around 650 new homes;
- ii) 8 Hectares of land for mixed job generating commercial and employment uses;
- iii) a range of social, community and open space facilities to support development;
- iv) a 210 pupil primary school (1.5ha site – which forms part of the overall 8 hectare employment allocation), including a nursery and accommodation to support children’s centre services; and
- v) a North South relief road for the town will be delivered as part of this development linking Chard Road (A358) to Lyme Road (B261).

#### **A RELIEF ROAD FOR AXMINSTER**

Development to the north-east of Axminster is intrinsically linked to the opportunity to provide a relief road around the town. The relief road has been a long-standing aspiration of the town and the local authority and its necessity has been identified with reference to the sustainability and health of the town and its growth.

Housing delivery as well as a Local Authority objective in its own right, is a means by which a relief road can be delivered for the town and land to the north-east of the town has been identified by EDDC and

Devon County Council (DCC) as the best location for complimentary housing and infrastructure delivery.

The Masterplan has a role in outlining how housing development and a relief road can be comprehensively designed to optimise the opportunities of both, and contribute positively to the town as a whole.

#### **HOUSING INFRASTRUCTURE FUND (HIF) AND VIABLE DEVELOPMENT**

The Housing Infrastructure Fund (HIF) is a government capital grant programme, which is concerned with the delivery of housing in England. Funding is awarded to local authorities on a competitive basis, providing grant funding for new infrastructure that will unlock new homes in the areas of greatest housing demand.

EDDC is in the process of securing £10m of HIF money to put towards the NE Axminster relief road (estimated total cost = £17m) on the basis that this infrastructure enables the delivery of the North-East Urban Extension, contributing to the requirement for housing within East Devon. The shortfall of £7m of the cost of the road needs to be met by developer contribution. The Masterplan has considered the quantity of housing and other uses such that a viable development is possible.

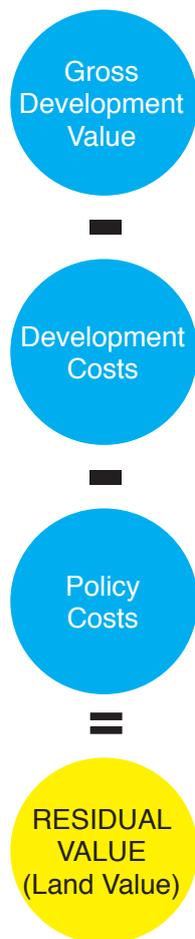
The Masterplan and accompanying technical work reviewing the viability of the Urban Extension have identified that in order to ensure viable delivery of all aspects of the proposed development, the Local Plan requirement of 650 houses will need to increase if the urban extension is also going to include employment space, community facilities, open space and affordable housing.

#### **DEVELOPMENT VIABILITY ASSESSMENT**

An economic viability assessment of the masterplan options has been undertaken and independently reviewed as part of the masterplanning work. The viability assessments tested viability of the different masterplan options, with the aim of securing a policy compliant delivery in terms of meeting affordable housing and other site-specific mitigation considered necessary by EDDC.

The viability assessment has been guided by government guidance (specifically the 'Viability' section of the PPG) and informed by discussions with the site's two main promoters (Persimmon and The Crown Estate), while also considering industry standards that

## Residual Value Appraisal Approach:



might be applied to this type and scale of a mixed-use planning scheme. This evidence is used to inform a set of assumptions that feed into assessing the viability of proposed scheme options using the residual value method, which subtracts the total development and disposal costs of the proposed design option from the total value it will generate, to determine the residual land value which can then be compared to benchmark values to consider whether a proposal is likely to be viable.

There are significant benefits in undertaking the viability work, but it is important to recognise its limitations since it is not an exact science. It is a broad appraisal of the economic context for the masterplan at East Axminster and its viability, and is only a tool in assisting in the preparation of a robust planning proposal. It is not intended to be a formal 'Red Book' valuation and should not be relied upon as such. It is intended for planning purposes only, and as such it complies with the National Framework (as documented by the NPPF and the PPG) in testing market viability.

The report brings together evidence for the prevailing values and likely costs of the proposed scheme during the second half of 2017. Additionally, the EDDC Local Plan (adopted January 2016) policy requirements have been factored into the site appraisal.

These policies include:

- Strategy 34 Affordable Housing - provides a specific requirement that developments within Axminster should provide a target of 25% of dwellings as affordable housing. The policy also specifies a requirement that 70% of affordable dwellings are affordable or social rented and the remaining 30% are intermediate subject to market conditions and need.
- Strategy 36 Accessible and Adaptable Homes and Care/ Extra Care Homes - Residential developments of 10 or more developments should demonstrate that all the affordable and 20% of market dwellings will meet part M4(2) of the Building Regulations accessible and adaptable dwellings unless viability evidence indicates it is not possible.
- Strategy 43 Open Space Standards - Developments of 200+ dwellings will be required to provide for various open space items (including allotments, outdoor pitches, play space, etc.).
- H2 Range and Mix of New Housing Development - Seeks that developments "contains a mix of dwelling sizes or comprises predominantly, or totally, of smaller dwellings".

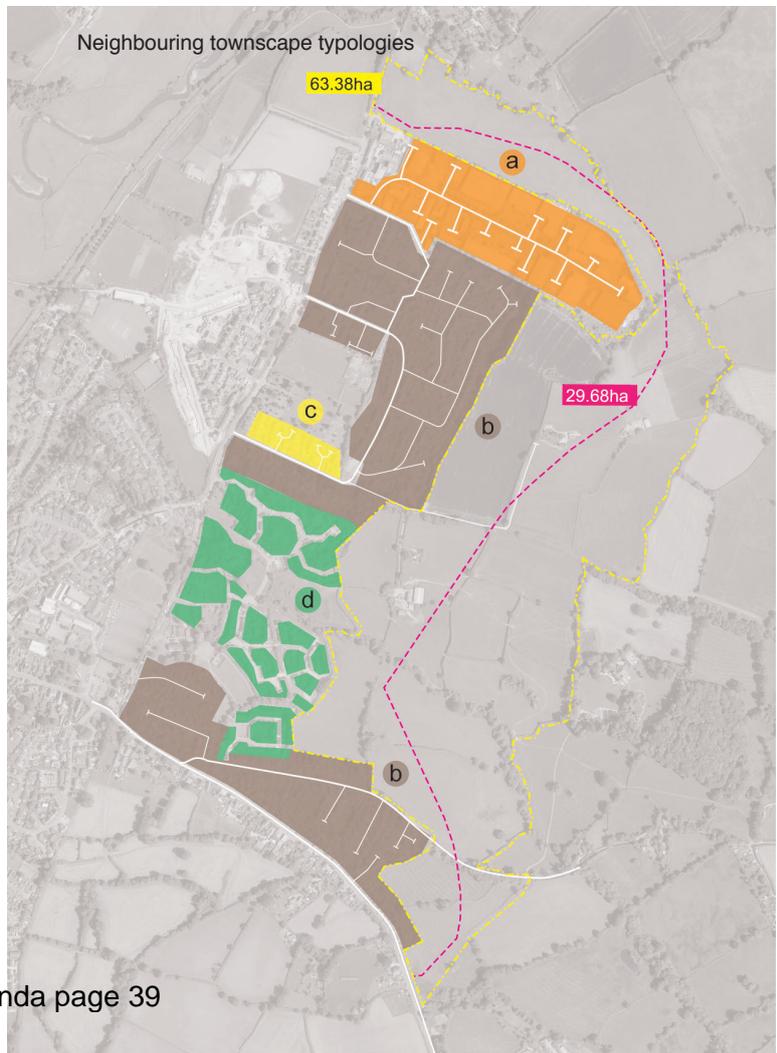
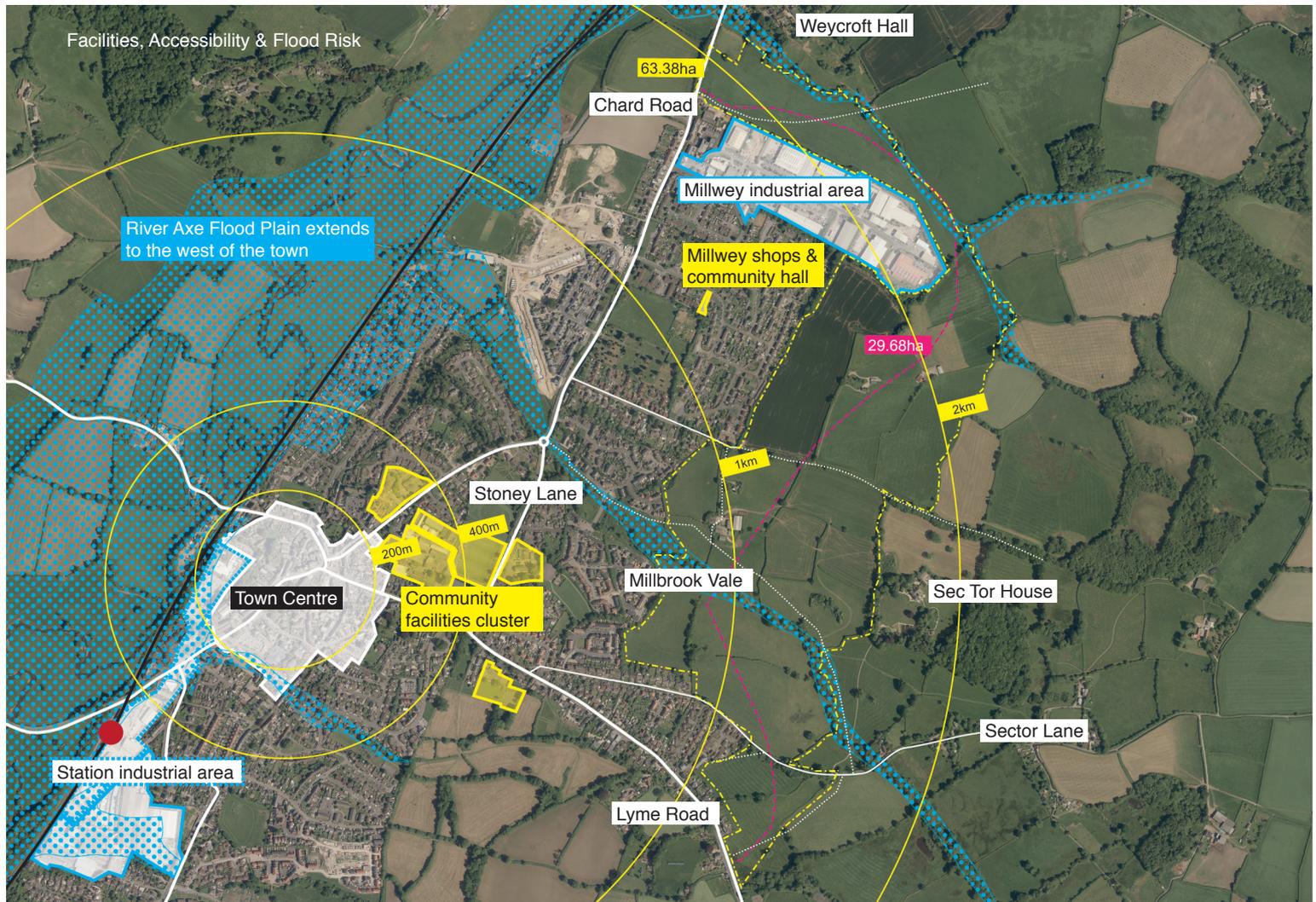
EDDC adopted its Community Infrastructure Levy (CIL) charging schedule in September 2016. The charging schedule has a requirement for a CIL charge on residential and retail uses, including garage spaces associated with these uses. The site falls within the CIL chargeable area set at £80 per residential sqm, which at Q4 2017 is charged at £92.74 per sqm; and a CIL rate of £150 per sqm on retail units outside of the town centre shopping areas, which at Q4 2017 is charged at £173.89 per sqm. There is no requirement for employment floorspace to provide a CIL contribution. These current CIL charging rates have also been allowed for within the masterplan appraisals

#### Viability Assessment Findings

The viability assessment initially tested the masterplan that delivered the Council's ambition for development within Axminster based on the requirements of Strategy 20, Development at Axminster, in the EDDC Local Plan. In addition to the generic policies identified above, this policy required the allocation to provide around 650 homes, 8 ha of land for mixed job generating commercial and employment uses, a range of social, community and open space facilities to support development, a 210-pupil primary school including a nursery and accommodation to support children's centre service, a North South relief road for the town linking Chard Road (A358) to Lyme Road (B261). This was the base case test.

The viability assessment findings identified that the base case would not be viable under full policy requirements at this current time. Therefore, the masterplanning exercise considered different strategies for delivering the site, principally based on increasing housing numbers and design changes, as demonstrated in the masterplan. It concluded that additional land to that which has been allocated was required to accommodate an increase in housing and the appropriate distribution of other uses across the Urban Extension area.

Through various iterations of the masterplan, the viability assessment became positively viable with 800 dwellings and respective design changes, but this would still only achieve marginal viability. In compliance with national guidance that seeks to avoid planning at the margins of viability, the masterplanning and viability assessment identified that it would take 850 dwellings, a 2.5 ha local centre with a mix of residential and commercial units, and 3.3 ha of land for additional employment uses, before the site could be considered viable and unlikely to put the East Axminster scheme at risk of non-delivery.



# ABOUT THE SITE

## CONTEXT & SETTING

The Urban Extension to Axminster is proposed to the north-east of the town. Land to the north east is the most accessible and while there is a variety of topography throughout the site area, this remains some of the least constrained land around the town where sustainable development can be realised.

Axminster is situated on west facing slopes along the east side of the Axe Valley. The town’s western limit is broadly defined by the course of the River Axe and its flood plain as well as the railway line which runs along the eastern edge of the valley bottom. From this eastern edge of the valley bottom the land rises gently to the east and the town has developed an elongated form stretching north and south along the valley side. The eastern edge of the town is less regular with a variety of C20th housing developments now defining the settlement edge. To the north the site lies adjacent to the existing Millwey industrial estate. There is currently no access to or from this area into the site. Buildings on the industrial estate are screened by mature tree planting along its northern and eastern boundaries.

Further to the north of the site are a group of listed buildings including and associated with the Grade 1 listed Weycroft Hall, a medieval hall with buildings now used as a venue for events and hospitality.

The area around Millbrook Vale, a tributary to the River Axe, is steeply sloping to the north and the south. Other land slopes away from the town as localised ridges in the landform develop into north and west facing slopes with views opening out away from the town to the countryside beyond.

The site’s only existing road frontage is limited to where it meets with Chard Road in the north and Lyme Road at the south. The majority of the rest of the site boundary with the existing settlement is with the rear of existing properties. Some gaps in the existing settlement edge exist where footpath, or track access is provided to public rights of way and farmland. The site is currently in agricultural use with fields divided by well maintained hedgerows. Evil Lane and the stream course along the bottom of Millbrook Vale enjoy more mature tree belts and occasional small areas of woodland.

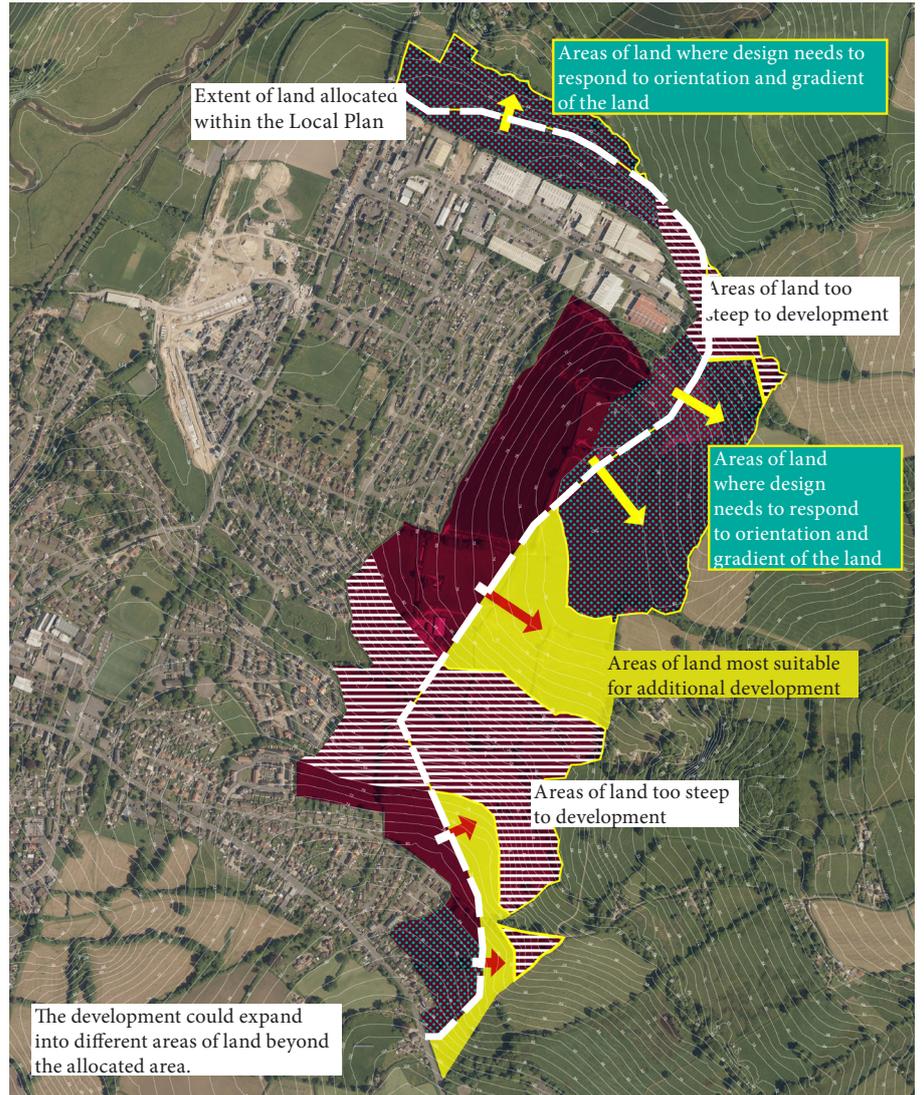
### Settlement edge conditions:

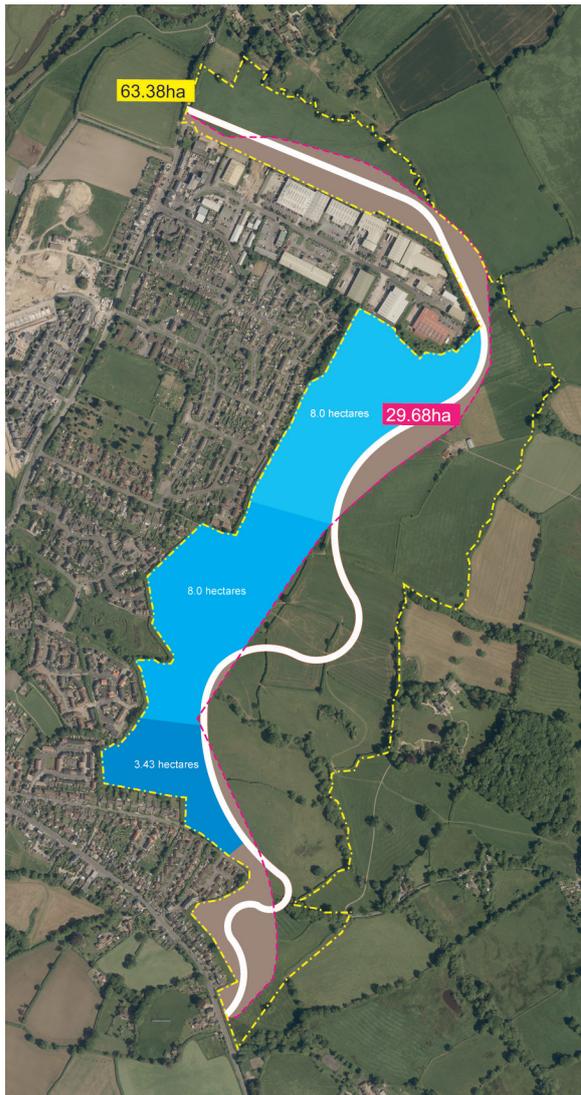
- a** *Millwey industrial area, rear of large industrial buildings with tree planting along boundary.*
- b** *Rear of residential areas. Generally rear garden fences and boundaries with minimal overlooking at the existing defined settlement edge. Minimal planting screening along the rear of existing properties. Very limited access points to the site area.*
- c** *Recent residential development around Millbrook Vale. Valley bottom in use as public open space and remains as flood plain to the stream course. Many properties front onto the open space and overlook the vale. Many footpaths and accesses between blocks of development offer access to the site by foot.*

### Neighbouring townscape typologies:

- a** *Millwey Industrial area: Single access from Chard Road with turning heads to each building plot. Large footprint buildings often require cut or fill to be level.*
- b** *Millwey & Sector Lane residential areas: A large residential area of similar age and layout of blocks up to approximately 80m. Majority of semi-detached houses which overlook the street with rear gardens. A network of streets which are generally all through routes.*
- c** *Occasional infill Cul-de-sacs: Small amounts of residential development in Axminster is cul-de-sac.*
- d** *Most recent development around Millbrook Vale: topography dictates a very small block size (sometimes 40m). High permeability results in potentially confusing layout with lots of cut throughs.*







DCC Road Alignment derived developable areas

Areas where road alignment needs to facilitate developable housing parcels

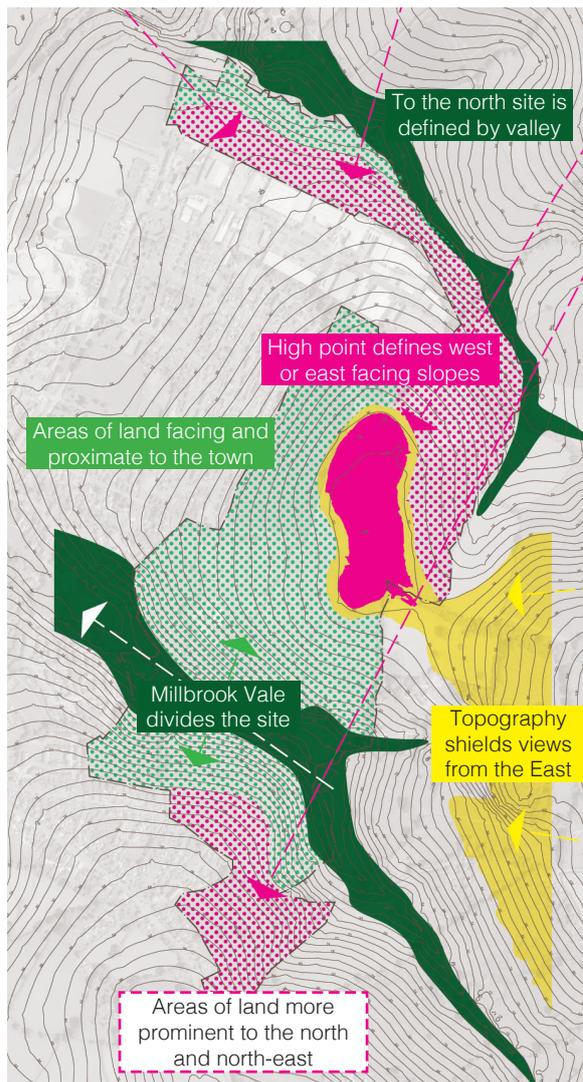
**MASTERPLAN STUDY AREA**

Prior to the commissioning of the Urban Extension Masterplan, work as part of the Local Plan process had defined an area suitable for an Urban Extension which subsequently became allocated within the Local Plan. Alongside this work, DCC was drafting proposals for a relief road proposal to the north east of the town which carried out initial assessment of topography, estimated the cost of the road delivery and made initial suggestions of the alignment of the road.

Work undertaken as part of this Urban Extension Masterplan process has built on the work carried out by DCC on the road alignment in relation to the anticipated size of the proposed Urban Extension. This work confirmed that the land remaining for development after the deduction of land required for the likely road alignment was not sufficient for the quantity of housing identified in the Local Plan. This initial scoping work also identified opportunities for realignment of the road in order to minimise the need for significant engineering works to achieve the road design standards necessary (gradients, speed etc.). This also took account of the access options to housing development and minimising height differences between the highway and development areas. This is in order to avoid potential division between residential areas caused by embankments or a road in cutting, and over emphasis on car use for short journeys due to unattractive and unsafe highways dominated environments.

The Masterplan was therefore required to consider a Study Area which could accommodate the joint needs of an achievable relief road alignment and unlocking sufficient land to deliver the quantity of housing identified within the Local Plan (650 homes) while also pursuing a criteria of sustainable and quality place making.

The wider study area defined for the Masterplan work was the area within which any additional development, necessary for achieving a viable development, would be located. Any other uses required within the Urban Extension were to be included within the wider masterplan study area as well.



Topography defines character and visual parameters. The site approach needs to take account of exposure to long views. Rising land to the east shields direct views from the East leaving land around Millbrook Vale, although facing north and south, less prominent in the surrounding landscape.

### GEOGRAPHY & LANDSCAPE CHARACTER

Axminster town currently lies on the eastern slopes of the Axe Valley which runs north-south along the river corridor. The majority of the area to the west of the river is low lying flood plain and the town's growth has been mainly to the east and extending northwards along the west facing slopes of the landform.

The site of the Urban Extension occupies a varied landform which is divided by the east-west Millbrook Vale into two main areas to the north and south of this steep sided landscape feature and tributary to the River Axe. The majority of land available for the development of the urban extension lies to the north of Millbrook Vale, extending around the north of the existing town to meet Chard Road, while about another third of the land area lies to south of Millbrook Vale extending to the south to meet Lyme Road.

In the northern portion of the Urban Extension area land rises away from the existing eastern settlement edge to the east providing a westerly aspect in keeping with the majority of the existing town which occupies a similar slope condition and is contained within the Axe Valley landform. The land reaches a high point at a ridge running north-south across the northern portion of the urban extension area, from here land begins to slope away to the east and faces away from the existing town and the Axe Valley landform. Rather than the setting of the town within the valley that the west facing slopes enjoy, land beyond this ridge enjoys the setting of the wider landscape to the east and the north of the town with long reaching views beyond.

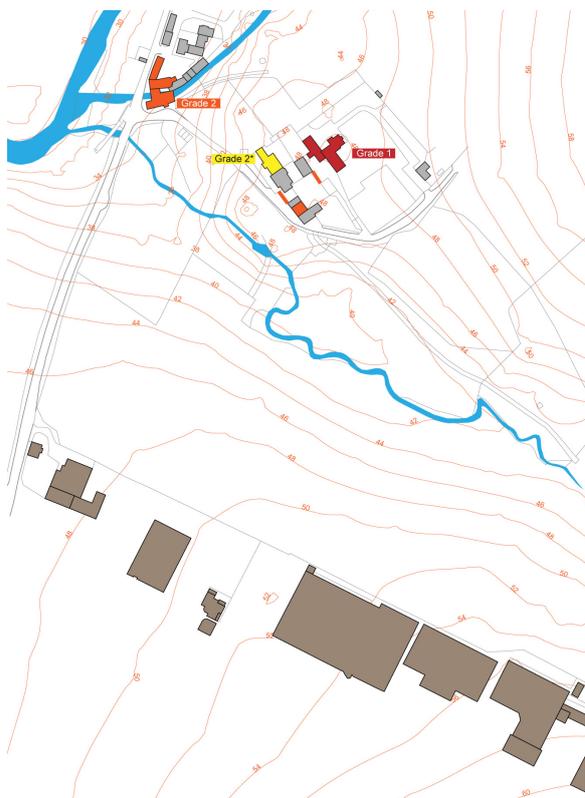
To the south of Millbrook Vale land generally slopes to the north or north east, but varies in elevation. The land further south rises to a higher elevation, resulting in it being more prominent to the east and north east landscape setting.

Land which surrounds Millbrook Vale and faces either north or south around the vale, while not contained within the Axe Valley landform has an elevation lower than much of the land further to the east of the town which results in these developable areas being contained within the localised landform which is Millbrook Vale.

These geographical and topographical factors naturally lead to some distinct areas to the site currently and which provide the basis for structuring the masterplan for the Urban Extension.

Listed building location and setting at Weycroft, to north of Axminster

- Grade 1 listed Weycroft Hall
- Grade 2 Listed Weycroft Mill, Manor outbuilding and garden wall and Hall garden wall
- Grade 2\* listed Weycroft Manor & Well House



### ACCESS & TOPOGRAPHY

The varied landform of the site area presents challenges in providing adequate access to the new Urban Extension. The design specification of the relief road through the Urban Extension requires that its alignment addresses the contours in a certain way. Further more, the road alignment must ensure that access to housing development provided by the relief road is not prohibited or complicated by the need for cut or fill along its route such that new topographical challenges are presented. Where possible the height variation between the road and areas of housing development should be minimised.

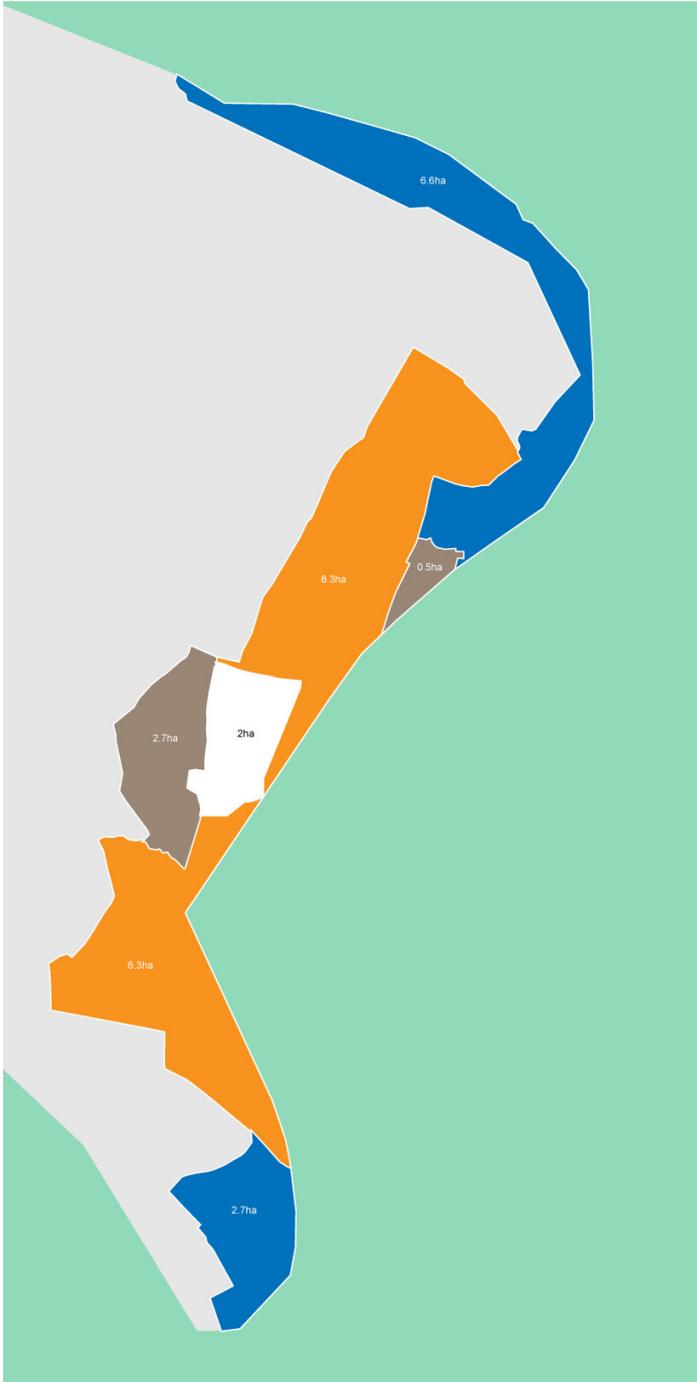
The relief road should be considered as multi-purpose, providing an adequate alternative to traffic currently moving through the town centre to 'bypass' the town centre, but at the same time providing a safe and attractive street as part of a network of streets and spaces within the new Urban Extension. Integrating the road corridors within developed areas which front onto the road corridor and interact with it is important and will only be achievable where the levels and the road's alignment are carefully considered.

### LISTED BUILDINGS

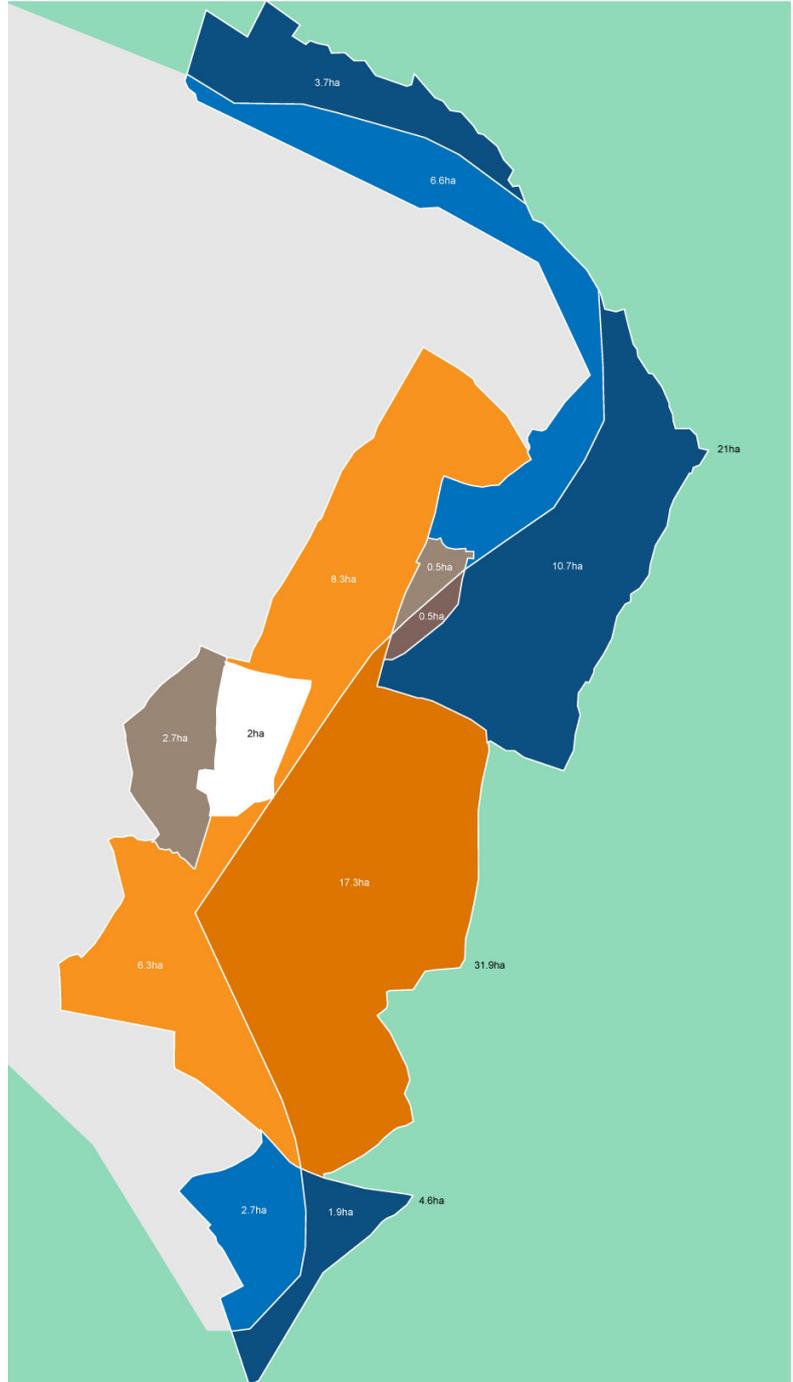
Located to the east of Chard Road is a small collection of listed buildings associated with the Grade 1 listed Weycroft Hall.

Weycroft Hall includes a great hall of circa 1400, restored in C19. The existing house is the greater part of former Manor House (early C15, and C16 and C17). The building is up to 3 storeys in places with single storey elements and a square tower over the porch. The great hall of circa 1400 is to the south east. Other grade 2 and 2\* buildings exist close to Weycroft Hall and adjacent to Chard Road and comprise outbuildings to the Hall and Mill buildings alongside Chard Road at Weycroft Bridge.

To the north of Axminster and the Urban Extension area the land slopes immediately away to the north before rising again at a similar gradient. Weycroft Hall and the buildings immediately surrounding it are at a similar elevation on the opposite side of the small valley to the buildings on the northern edge of Axminster. The listed buildings adjacent to Chard Road at Weycroft Bridge are set lower at river level.



Land Ownership and options within the Local Plan allocated area.



Land Ownership and options within the wider Masterplan Study Area.

Within Allocated Area:

	Persimmon	Crown	Other	Total
Area (ha)	9.3	14.6	3.2	27.1
% of total area	34%	54%	12%	

Entire Masterplan Study Area:

Area (ha)	25.6	31.9	3.7	61.2
% of total area	42%	52%	6%	

### OWNERSHIP & CONTROL OF LAND

The two significant interests in the land comprising the area for the North East Urban Extension are The Crown Estate and Persimmon Homes South West.

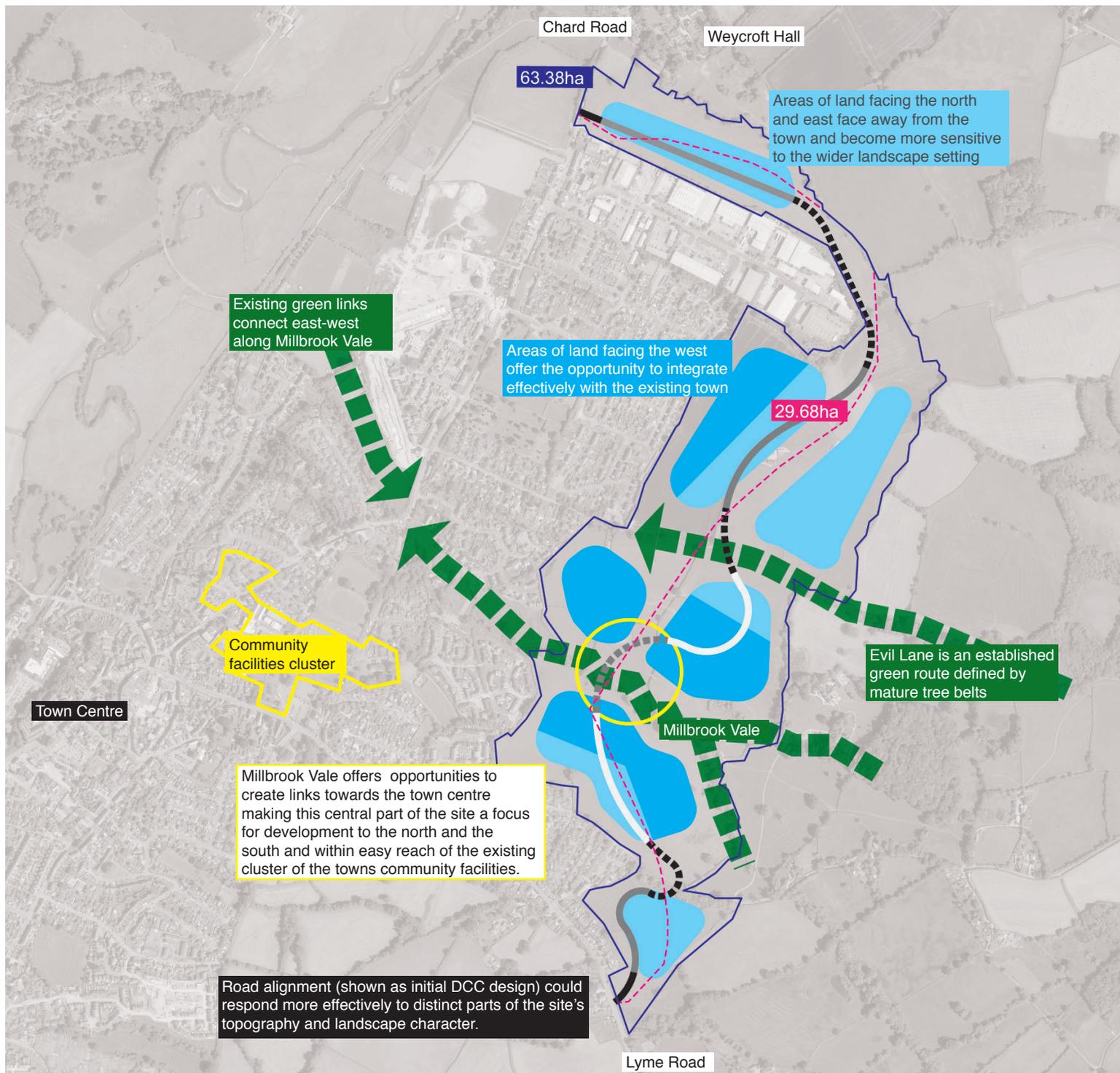
The Crown Estate owns the majority of land which forms part of the allocated site within the Local Plan. Persimmon Homes have an option to acquire the land from the existing land owners. In addition to these two parties there are three private land owners who control smaller parcels of land within the Urban Extension area.

Land under option with Persimmon Homes is at the northern and southern most end of the area and access to the urban extension, adjacent to Chard Road and Lyme Road is within these land parcels. Land developed by Persimmon will need to provide access to land owned by The Crown Estate since these two points provide the only existing primary road frontage to the site.

The Masterplan has had a role in coordinating how these two parties together facilitate a comprehensive approach to the development of the urban extension and its positive contribution to the whole town. It can promote continuity in the delivery of the relief road which is required to cross land within both party's control.

While the other smaller private land ownership has been considered in how it can contribute to an overall distribution of housing and other uses, it does not exert as much influence over the alignment or the delivery of the relief road, or the access and integration of other parts of the urban extension.

Therefore, it is primarily Persimmon Homes and the The Crown Estate who have been working with EDDC seek an agreement on a joined up strategy for the delivery of the Urban Extension.





*To the north of the area the site has a boundary with Millwey industrial area. Weycroft Hall lies to the north and views are had towards the AONB to the west.*



*A localised ridge, east of Axminster runs north-south where the slope changes from facing west towards the town to facing east away from the town.*



*The land slopes steeply into Millbrook Vale from the north and south sides dividing the site north from south. It offers the best links with the town through existing development.*

## SITE CONSTRAINTS & OPPORTUNITIES

### Topography & Green Infrastructure

The landform and landscape character provide the major constraints and opportunities of the site. The masterplan study area extends beyond land which slopes to the west and presents the challenge of the town growing into areas which for the first time occupy land which faces east. In addition there are steep slopes and changing topography which constrain the route the relief road can take through the urban extension and where development can be located.

Partly due to the town growing historically in a north and south direction along the valley, effective E-W movement is constrained. There are no good opportunities for vehicular access through existing parts of the town. This does provide the opportunity to integrate the Urban Extension by sustainable means of pedestrian and cycle infrastructure. Green links, via Evil Lane and Millbrook Vale offer significant opportunities to do this and at the same time enhance existing landscape assets.

### Accessibility & Existing Uses

The alignment of the relief road is a key challenge in making efficient use of the elongated site. It is necessary to balance the highway function of the relief road with its role in providing safe, attractive and sociable neighbourhood streets. The opportunity to create town links and position a local centre which creates density and focus for the Urban Extension needs to sit equally with the need for reasonable highway design which facilitates access to housing parcels and between parts of the site for residents.

The area to the north east of the town centre provides for a cluster of community facilities including the hospital, schools and leisure centre. Creating links to this cluster of community facilities from the Urban Extension is a good opportunity to begin to integrate the Urban Extension into the existing town. The best opportunity for sustainable links is along Millbrook Vale to the junction of Chard Road with Stoney lane.

### Variety

The site presents a variety of landscape conditions for which technical solutions which facilitate development and infrastructure will need to be found. The opportunity exists to create contrast and rich variety in the design of the Urban Extension which reflects the need to respond differently to different parts of the site.





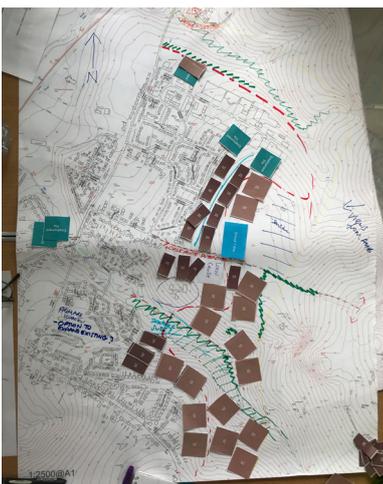
# STAKEHOLDER & PUBLIC ENGAGEMENT



Stakeholder Workshop output Group 1:



Stakeholder Workshop output Group 2:



Stakeholder Workshop output Group 3:

The early technical analysis and masterplanning work indicated that in order to develop a policy compliant scheme within the allocated site area, development would have to exceed densities which would be considered acceptable in this location and suitable to the landscape and settlement setting. Furthermore, it indicated that up to 850 units maybe necessary to raise sufficient contributions for the funding of the road.

In the light of this, initial engagement work considered how elements of the masterplan conceived in alternative ways to that anticipated in policy, could result in a high quality proposal with a quantity of housing somewhere between 650-850 units.

Two stages of consultation and engagement have been carried out during the course of the master planning process. The first was a technical stakeholder and a related public consultation event at the start of the master planning work which was designed to address the question of key priorities for the proposal among stakeholders and the public as well as reviewing the technical issues, constraints and opportunities of the area.

The second stage of consultation and engagement was designed to present the preferred masterplan approach and solutions and outline the work that had taken place since the last consultation to arrive at this position.

In summary, the key issues, themes and suggestions arising from the consultation and engagement were:

- Scepticism of the efficiency of the route of the relief road;
- Ensure a mix of uses are provided to support a growing community: GP, dentists, community facilities;
- Ensure variety of housing including affordable housing;
- Diversify employment space;
- Concern for the quality of the environment around the relief road;
- Ensure sufficient parking is provided;
- Concern for access/through traffic along Sector Lane;
- Questioning over the demand for quantity of housing locally;
- Concerns relating to the cumulative impact of growth on the wider town and economy.

## VISION STATEMENT

EDDC's Local Plan vision for Axminster is one of: *“larger scale housing growth to promote and be a catalyst for further commercial activity. A focus will be placed on town centre regeneration with recognition of need for measures to address adverse traffic impacts and also to conserve and enhance the fine built heritage of the town and surrounding countryside.*

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

The masterplanning work, consultation and engagement has indicated that the vision for the proposals should be that it will become an integral part of Axminster in the years to come. North East Axminster will accommodate a diverse community of people by providing a wide variety of housing which compliments the Axminster housing market and satisfies the needs of a wide range of people.

Large areas of public open space and green areas will provide an attractive and healthy setting in which people can enjoy living. Good links with existing neighbourhoods mean that existing residents can also benefit from access to new parks and spaces.

For everyday and convenient use, local facilities will be provided within the Urban Extension and create a hub for community activity within walkable distance of all residents and establish a sociable place which is safe and designed to a high quality.

Axminster aspires to be a self sufficient town with a wide variety of employment currently available to residents within the town. This balance of local jobs and an increasing population is maintained by providing a variety of additional jobs with the Urban Extension area. This includes areas for the expansion of existing businesses which occupy industrial type space at the Millwey industrial estate at the north of the town, and a variety of space for new or relocating businesses within the heart of the Urban Extension integrated within the Local Centre.

# DESIGN PRINCIPLES



As part of the process of developing the Masterplan, and through the 2 stages of engagement and consultation, several key Design Principles have been established. These Design Principles represent the interpretation of site and context analysis carried out by the masterplanning team and they have been the reference point for discussions relating to subsequent masterplan design work and any indicative designs which have emerged.

The following four Design Principles have been developed:

- Maximise sustainable links to the town centre
- Utilise landscape to create identity and a focus for the urban extension
- A mix of uses to facilitate creating a recognisable centre to the urban extension
- Using the road alignment and character to create variety to the development



Throughout the masterplanning process the Design Principles have formed the basis of communication with the client group, counsellors, stakeholders, and the public and have offered a meaningful way of seeking consensus on the approach to designing the Urban Extension.

It is also recognised that this Masterplan work has only reached a certain level of resolution and that further detailed design work will take place as part of future planning application processes. Therefore a series of overarching design principles is particularly important to ensure that the strategic objectives of the masterplan continue to shape future design work.





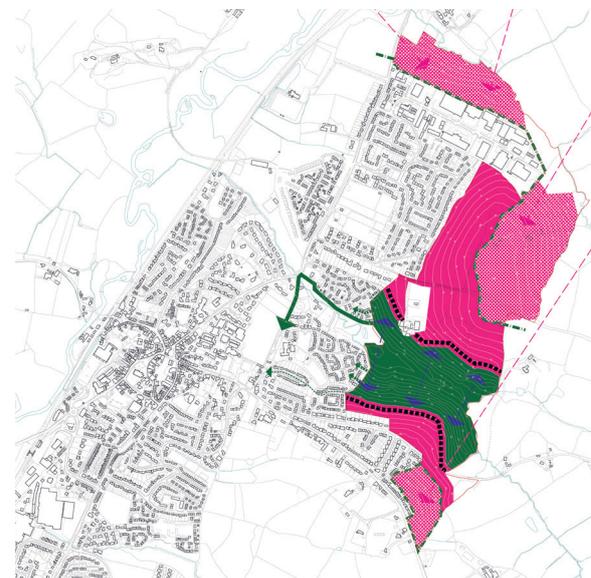
*The masterplan should organise development within the Urban Extension to make the most of opportunities to link sustainably with the existing town and town centre*

**MAXIMISE SUSTAINABLE LINKS TO THE TOWN CENTRE**

Greatest permeability and proximity to the town centre exists in an east-west direction from areas in, and immediately adjacent to, Millbrook Vale.

Although other minor links exist from the site into surrounding neighbourhoods development which is concentrated in areas surrounding Millbrook Vale offer the best opportunity to create sustainable links to and from the town centre.

Areas to the far north and south of the site are less attractive areas as a focal point for development as they are less likely to offer sustainable links to the town centre.



*While Millbrook Vale includes steeper areas which are undevelopable, surrounding development and the integration of the valley as public green can create cohesion at the heart of the masterplan area.*

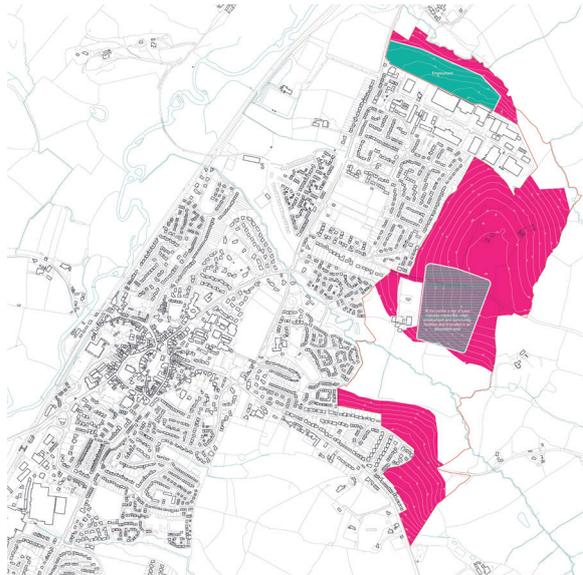
**UTILISE LANDSCAPE TO CREATE IDENTITY AND A FOCUS FOR THE URBAN EXTENSION**

Millbrook Vale is an existing green wedge which inevitably divides the site due to its undevelopable steep sloping valley sides.

The site also straddles a transition in the wider landform distinguishing land which relates directly to the Axe Valley (to the west) from land which faces east and north east and away from the existing town. This results in a structuring of the site into areas which slope towards the existing town and areas which face away from the existing town.

Millbrook Vale, while undevelopable, represents a central area for the town and the urban extension and can serve to integrate existing and proposed development.

Development which concentrates on town/west facing slopes maintains the settlement/valley pattern and relieving sensitive, periphery and north-east/north facing slopes development which is urban in form.



*The masterplan should focus activity at the heart of the Urban Extension to promote sustainability, sociability and to promote links between the Urban Extension and the existing town and town centre.*

**A MIX OF USES TO FACILITATE CREATING A RECOGNISABLE CENTRE TO THE URBAN EXTENSION**

A local centre is most suitably located within reach of the most amount of people (including existing residents). A mix of uses would contribute to a vibrant local centre and include employment, retail residential and community facilities.

Employment provided in a way compatible with an Urban Extension Local Centre can provide a greater amount of jobs for the given floor space than employment space which currently exists at the Millwey Industrial Estate.

The combination of compatible employment space, residential, retail and community uses could be used to create an active and sociable heart to urban extension which encourages sustainable patterns of living for existing and new residents of Axminster.



*Since the relief road extends throughout the whole site it passes through the variety of landscape conditions. As it responds to these conditions development form and relationship is influenced. Together this can promote variety and contrast across the Urban Extension.*

**USING THE ROAD ALIGNMENT AND CHARACTER TO CREATE VARIETY TO THE DEVELOPMENT**

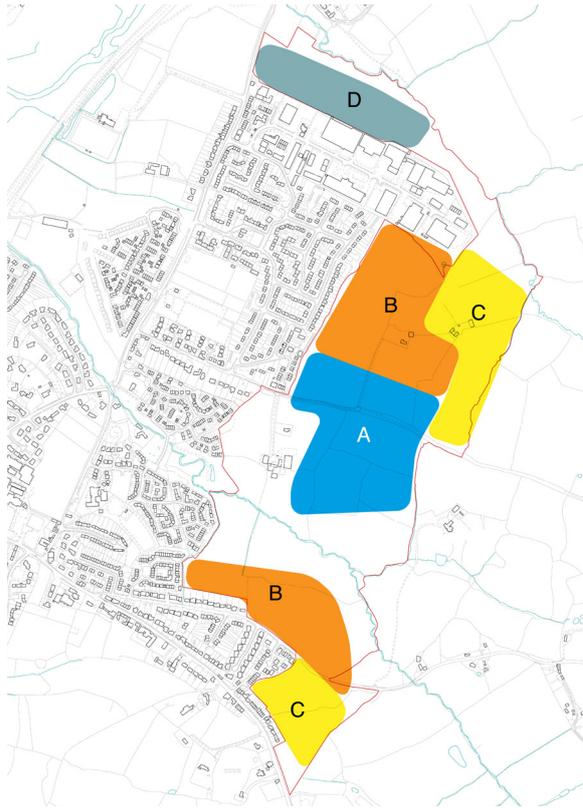
The proposed relief road serves a variety of functions and requires a variety of approaches to its construction throughout the Urban Extension. It provides access in a variety of ways to different development but it also provides amenity as a high quality street and public space. It is appropriate therefore that the character of the road varies along its length.

The road alignment in part dictates the changes in development character along the road (gradients, views, sinuousness etc.) and it is paramount that the two are considered together.

Development typology also contributes to the changing character of the road and should be considered alongside the ongoing detail and technical design of the alignment in order that it contributes positively to the distinct and contrasting characters of the Urban Extension.



# MASTERPLAN CHARACTER AREAS



- A Local Centre
- B Suburban Residential
- C Edge Residential
- D Northern Parcel

The design approach within the masterplan varies across the urban extension area in response to the geographical, landscape character, topographical and accessibility conditions. This results in 3 development character areas and an area to the north considered for employment space. These determine the broad parameters for development throughout the Urban Extension:

The **Local Centre** area benefits from its proximity to the existing town centre via links along Millbrook Vale. The area is visible or within walking distance from the majority of the Urban Extension. Development character can make the most of the southerly aspect slopes (becoming level on the higher ground to the north), and its central and accessible location. The character of the layout in this area should reflect the opportunity to provide a mix of uses at the centre of the Urban Extension and the need to provide flexibility for a variety of development types.

Outside of the centre, the **Suburban Residential** character areas are on land which is contained within the existing pattern of the town's development within the landform of the Axe Valley. This includes land immediately adjacent to the existing settlement edge at Millwey and land to the south of Millbrook Vale which, while facing north is lower than land to the east. Due to this it is not revealed in longer views from the east and its setting can be considered as that of the town to the west and the new development of the Urban Extension on the opposite side of Millbrook Vale. Development form here is reflective of the accessibility into and from existing neighbourhoods. It should have a permeable network of streets and provide direct and legible links towards the centre of the Urban Extension. The character of the layout here should provide the opportunity for a variety of housing types and sizes. There should be a clear street hierarchy since these areas join other residential areas, either existing or new, to the centre of the Urban Extension and to key open space within the Masterplan.

Areas towards the edge of the Urban Extension create a new settlement edge to Axminster. **Edge Residential** areas of land are located on slopes facing away from the town and create a new relationship between the town and countryside. The character here should be sensitive to the landscape setting to the north and east. Layout should still provide direct and legible links towards the centre of the Urban Extension. The use of different house types and sizes can be used to vary the development form in the landscape and the opportunity exists to create a contrasting development pattern here reflective of its distinctive location relative to the town and surrounding area.





# MASTERPLAN STRUCTURE & CREATING THE PLACE

- 1 *Road has a variety of characters along its route in response to the different types of development and open space through the masterplan*
- 2 *Housing at the centre of the urban extension enjoys the best access to facilities and open space. This housing would include some apartments (above shops or offices), terraced housing and smaller units.*
- 3 *Housing outside of the centre but not at the edge is formally arranged around streets and regular open spaces and providing a spacious and green feel. Housing will be a mixture of terraces and semi-detached houses with private gardens. The majority of housing will be 2 storeys with occasional 3 storey buildings on corners.*
- 4 *Housing at the edge of the settlement, generally on the steepest sloping ground and principally only two storeys high incorporating a mixture of short terrace, semi detached and detached houses with parking, overlooking green space.*
- 5 *3.3ha of Employment space is located adjacent to existing industrial area to allow for potential expansion of existing business.*
- 6 *2.5ha of Employment space provided within a mixed local centre and likely to be office, workshop and retail space.*
- 7 *Secondary route*
- 8 *A Variety of Green space throughout the masterplan includes utilising undevelopable areas as large open spaces, improving biodiversity, small local green spaces, green corridors, hedges and tree planting and providing facility for water attenuation and SUDS.*
- 9 *Evil lane retained as a green link. No vehicular access should be allowed along the existing green route but provided parallel if required.*
- 10 *Planting to the north creates a green edge to the north where views of the new employment buildings may be had.*
- 11 *Farm retained*
- 12 *Future phase development*

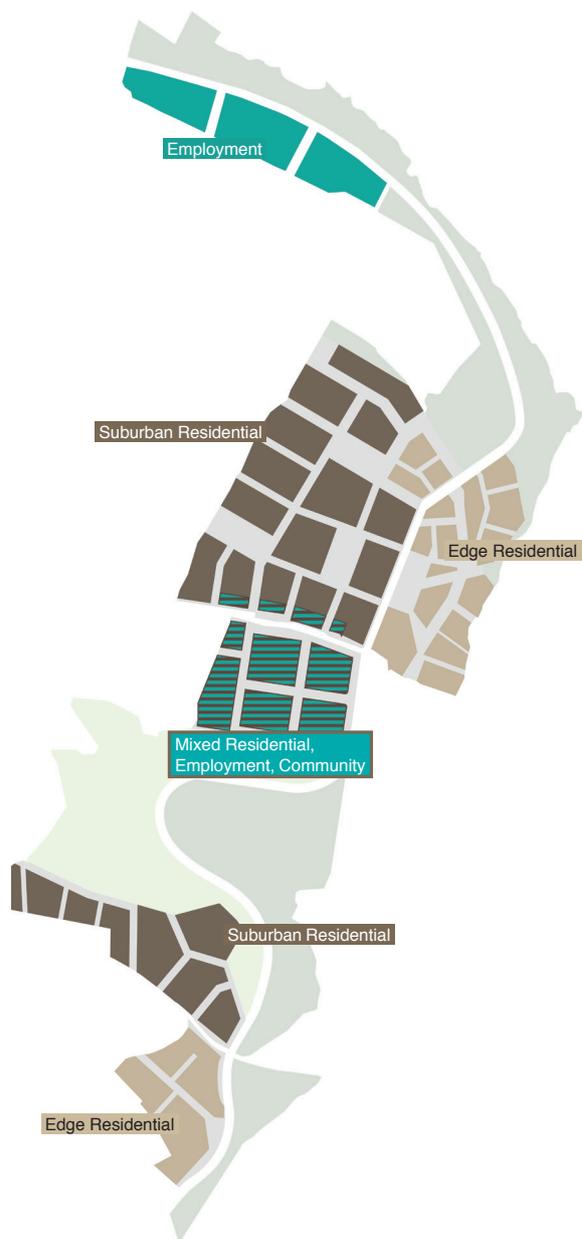
The Masterplan provides an illustrative demonstration of how the Urban Extension to the North East of Axminster could be realised. It shows how spatial elements -the character areas, streets and open spaces and various uses could be arranged in a coordinated way to ensure that the vision, the Local Plan requirements, the design principles and the character areas for the Urban Extension are realised in a viable way.

The Masterplan is designed in a way which is responsive to the existing topography and landscape character as outlined in the design principles. It also prioritises creating an extension to Axminster which can perform in a complementary way to the existing town's layout, economy and communities by enhancing sustainability and increasing diversity.

The Masterplan provides a framework for future design work showing how in a coordinated way the landowners, developers and Local Authority can deliver a wide range of housing, employment and community facilities which by themselves, any individual land parcel cannot achieve. It is not upon any one party to achieve of all the elements which are expected of the Urban Extension as a whole but by participating in this Masterplan and ongoing delivery process the wider picture is realised.

During the course of the masterplan process DCC has reached an agreement with two local primary schools and secured land to promote a sustainable expansion of existing schools as opposed to continue to require a school is delivered as part of the Urban Extension and considers this positive for Axminster.

In formulating the masterplan broad assumptions have been made on the number of houses that could be accommodated in each phase of development. Although these are not stated on the masterplan itself they have informed a phasing strategy and viability appraisal and should be read alongside the rest of the masterplan to inform the quantum of development in each part of the site. The quantum of development on each part of the expansion area is a response to the characteristics of that part of the site and its surroundings. The stated numbers are indicative and not intended to be definitive or prescriptive. The distribution of homes across the site can be reviewed through planning applications for their development provided the total number across the whole masterplan area is not exceeded. Material changes to the numbers of homes in any phase should however be considered both in terms of compliance with the design guidance and parameters relevant to that particular phase, but also in terms of the



*The mix and distribution of uses within the Urban Extension establishes a focus of activity within the Local Centre -closest to open space and links to the town centre- and diverse and sustainable community growth.*

delivery of the masterplan as a whole, its objectives and the viability and deliverability of all other phases.

The Masterplan is structured around some key elements, most notably the existing landform and the distinction between land which slopes towards the existing town and is included within the existing development pattern of Axminster as a whole within the Axe Valley, and that which slopes away from the existing town and creates a new relationship between the town and the countryside to the north and the east. The Masterplan also focusses development towards and around Millbrook Vale. The steep sided north and south slopes of this valley are undevelopable but do provide significant opportunity for high quality and distinctive open space which is accessible to and connects with the existing town. The relief road varies in design along its length to help define the way that development responds in different ways to different parts of the site.

The Masterplan has been laid out in a way which creates direct and walkable connections between all residential areas and the Local Centre and establishes sustainable patterns of living for the Urban Extension from the outset and enhances that of the wider town of Axminster.

### DEVELOPMENT BLOCK LAYOUT

The Masterplan for the Urban Extension seeks to establish a permeable structure of development blocks of a variety of sizes and forms to suit the topography and location within the masterplan area.

The block form of a masterplan determines the network of streets and spaces and creates a structure which allows connections to be made with the existing town centre and surrounding neighbourhoods as well create a safe, walkable and easy to understand layout within the new urban extension area.

The masterplan has been carefully designed to attend to the naturally occurring constraints of the landscape, topography and ecological assets of the area and the existing and historic form of the town of Axminster in its setting. The structure of the character areas governs how the block form of the masterplan varies across the urban extension area resulting in variety in size and form throughout the urban extension which relates to the underlying landscape form and surroundings as well as the differing relationship which is had between the urban extension and the existing town at different locations within

the urban extension.

**1** At the centre, the block form is more regular with a grid of streets creating direct routes through the local centre and between the open space, the local centre and other residential areas. Large blocks allow for flexibility to accommodate a mix of uses including a variety of employment types, retail, community facilities and apartments and houses.

Outside of the central area of the urban extension residential development is located in two distinct landscape settings and relates broadly, in two distinct ways to the existing town:

**2** Land which slopes towards the existing town (the easterly slopes of the Axe Valley) continues the pattern of the development of the town along the rising slopes to the east of the town. Block form within these areas remains regular. Smaller (than the local centre area), rectangular form blocks create a formal layout of streets and spaces and allow direct sight lines between spaces and the local centre, and to links to existing neighbourhoods and the towards the Town Centre. Public open spaces and squares are regular in shape and occupy similar areas to an individual development block. Blocks and streets are orientated in parallel and perpendicular to the contours creating a mix of sloping and level streets.

**3** Land which slopes to the north and east, away from the town, departs from the predominant development form of the town which until now has been contained within the Axe Valley landform. Block form in these areas towards to the edges of the urban extension should respond to the location and establish a more organic form, informally arranged broadly parallel and diagonal to the contours. Irregular block form and variety of sizes of block provide the opportunity to create a more fragmented form to the development creating a mixed patchwork of green and built form. Blocks could include a mixture of short terrace, semi detached and detached houses with parking, and retain and provide green space wherever possible. The distinction between private and public green space is more ambiguous and the definition of streets within the landscape less clear in order to reflect a more rural setting and the sensitivity of the outward facing aspect of these areas of the urban extension.



*A variety of block forms and layouts help define distinct character areas across the Urban Extension and respond in different ways to the topography and the landscape character across the site.*



- 1 **Millbrook Park.** A landscaped area of publicly accessible green space with a range of open space function and providing links from the Urban Extension and into existing Neighbourhoods and the Town Centre.
- 2 **Millbrook Vale:** a naturally landscaped green area including measures to improve biodiversity and provide a variety of natural habitats and
- 3 **The South Terrace:** a formal green space adjacent to the Local Centre, sloping south for maximum sun and providing a space for people who work, visit or live in and around the Urban Extension. It also provides easy links from the Urban Extension towards the town centre, Axminster schools and other community facilities.
- 4 **Evil Lane** provides a valuable green link through the Urban Extension connecting existing public rights of way with the Urban Extension and existing neighbourhoods. If vehicular access is required it should be provided parallel to the existing retained green link.
- 5 **Greening of northern slopes:** a variety of planting to screen employment uses to the north of the Urban Extension. The greening of the northern and north eastern edge of the settlement will also create a wildlife corridor which can include a variety of habitats.
- 6 Where the **Relief Road** passes through residential areas and adjacent to parks it will include landscape features such as street trees and verges to create a green route through the Urban Extension.
- 7 **Local Parks and Green Spaces** are located within easy reach of all new housing areas and provide open space and green areas for residents.
- 8 **Green Avenues** through the Urban Extension provide attractive and legible routes. They include, street trees and planting. Routes lead directly towards the Local Centre for easy pedestrian and cycle access.

## GREEN INFRASTRUCTURE & OPEN SPACE HIERARCHY

The Urban Extension is designed around a series and a variety of green spaces each with their own function and providing a variety of purposes as public open spaces.

Where topography constrains development, areas of green space are used to sustain habitats and to green the edge of the settlement. Maintaining the continuity of these features with other green elements within the development, or connected to the wider network of hedgerows or green features creates corridors which can support a variety of species.

Within the development green spaces provide a range of public open spaces which function in different ways from streets and avenues to small neighbourhood parks, to large district parks. Engineering solutions to drainage and flood attenuation can be integrated within this variety of green spaces to create an efficient and attractive multi-purpose green infrastructure network

## APPROACH TO ROAD DESIGN

Far from just serving a transport function, roads, streets and links across the urban extension can become spaces and sociable places in their own right as well as accommodating key drainage and servicing requirements. Wider streets and green corridors can accommodate SUDS, while side streets and other links which can add to a green network with the provision of street trees, verges and other planting.



**Relief Road:** Extending the entirety of the Urban Extension this is the longest continuous route within the Urban Extension. As a result the road requires a variety of treatments along its length whilst maintaining the carriageway size and capacity. Design of the relief road as it passes through residential areas should seek to avoid creating a barrier to pedestrian cross movement. See separate page for more information.

**Secondary Route:** This provides an alternative route through the body of the Urban Extension away from the relief road. It will form a direct connection between residential areas and the Local Centre and be connected at both ends to the relief road. The route should include on street parking, tree planting and be wide enough to accommodate SUDS where necessary.

**Urban Streets.** Only found within the Local Centre but not connected to the Relief Road. This street would be overlooked by mixed development on both sides. On street parking and a minimal carriageway create a slow traffic environment. Wide footways and minimal building setback or front gardens/privacy strip help provide a sense of enclosure.

**Suburban Streets:** Provide the main form of circulation within suburban residential areas and create a network of connectivity between routes higher in the hierarchy. Streets should be designed for slow traffic speeds, some may follow home zone principles but all streets will promote sociability among neighbourhoods, and recognisable as places people live.

**Lanes:** Provide circulation within the Edge Residential areas through a network of more informal routes. Simple design which minimises clutter and vertical elements such as signage or lighting will help to achieve the informal feel. A narrow carriageway with footway at a single grade (no kerbs), occasional on street parking and verges also contribute to an informal design.

**Evil Lane green link:** Retain existing green lane. Where vehicular access is required this should be provided adjacent to the green route. Development should front the green route to create a safe pedestrian environment.

**Urban park frontage:** A space which provides access along the front of buildings but primarily is a public space at the margin of the park.

**Suburban park frontage:** Where suburban residential areas meet the green space they should overlook the park. Slow traffic speeds and street design help create a unique relationship between houses and the green space.

**Other pedestrian and cycle links:** Safe attractive and accessible connections between areas.

## STREETS AND MOVEMENT HIERARCHY

The approach to transport and movement within the Urban Extension is to promote walking, cycling and public transport. The structure of the masterplan facilitates this vision by providing a hierarchy of movement through the Urban Extension area.

The masterplan also has concern for pragmatic and commercial perspectives and therefore street design should ensure the various modes of transport, including cars are accommodated in an equitable way.

The masterplan is structured in a way to create walkable neighbourhoods with Local Centre facilities within easy reach of all houses. Development is oriented towards the Local Centre and the street hierarchy connects people to the centre in a variety of ways.

Links to the existing town are primarily by foot and by bike due to the nature of the existing settlement edge. Although some vehicular access may be beneficial where it can be proved achievable.

The masterplan for the Urban Extension shows how integration with the existing town can be achieved and the network and variety of streets throughout the Urban Extension are designed to facilitate this integration by allowing connectivity, creating safe routes through new and existing development and assisting way finding and orientation with contrasting street types.

Street design and specification is subject to the approval of DCC, however the masterplan anticipates the continuing collaboration of all parties to help realise technical solutions which aspire to high quality streets and spaces which are safe, accessible, attractive and function as public spaces forming the basis of a sustainable movement network throughout a residential Urban Extension and integrated with the wider town.





**Chard Road.**

1

**Northern approach:** This length of road should be punctuated by junctions which access employment development parcels. Junctions can serve as focal points and include pedestrian crossing to access green space opposite and traffic calming features. Tree planting along the northern edge of the road provides screening to the north and enclosure to the road.

2

**North-east slopes:** due to the ascent of the gradient by the road here it is anticipated that ground may need regrading and the road be in cutting or on embankment. Pedestrian and cycle provision adjacent to the road may be more suitably provided slightly away from the kerbside for safety and quality reasons. Planting of the surrounding margins and space around the road but thinning on approach to the residential area will help announce the approaching residential area and help naturally calm traffic speeds.

3

**Residential corridor:** across the plateau of the site on higher ground development occurs on both sides of the relief road and pedestrian cross movement should not be obstructed. Regular access between blocks should be provided although not all vehicular. Buildings should front the road in this area from both sides and the road be tree lined. Tabletops at junctions or occasional narrowing of the carriageway would be suitable traffic calming measures. No guard rails should be used. A small central median (at grade) might be suitable.

4

**Local Centre:** Buildings provide frontage to the relief road but may be set back to allow a generous public realm, some short stay on street parking and street trees separate pedestrian areas from the road. The focus is on public realm quality with vehicular access primarily for the servicing of shops and businesses.

5

**Millbrook Vale Causeway:** Treed embankments and screen planting to the adjacent park functions may be necessary where the road negotiates steep slopes and the stream crossing. The cycle and footway could be decoupled from the road route (routed through park) if beneficial and careful consideration be given to the location and design of pedestrian crossings for access to wider green areas to the east.

2

**South-east slopes:** as the road negotiates steep slopes ascending to the Lyme Road junction it is anticipated that development will need to be set back from the road corridor here to accommodate embankments or cuttings. Tree planting and a planted margin to the road will help mitigate any impact of these features.

**Lyme Road.**

- a** *Junction from Chard Road: the primary access to the site for relief road traffic and residential traffic and as such should be designed for functionality and as an attractive gateway to the Urban Extension.*
- b** *Entrances to employment parcels: The necessity to accommodate HGV must be balanced by treatment in the public realm to promote safe pedestrian and cycle crossings. Junctions can create focal points and traffic calming events within the length of the road.*
- c** *Junction from relief road to secondary route: this junction is located near the top of the slope and the junction to the secondary route is an important one. The slowing of traffic on approach to this junction should mark the transition between character areas and with adjustments in building setback, narrowing of the carriageway and suitable crossing provision.*
- d** *Evil Lane crossing: it is important that the continuity of the green link is perceived as it promotes safe and attractive pedestrian movement. This is a unique junction between routes and is an opportunity to mark the transition between character areas and the difference in the relief road either side of Evil Lane. Vehicular access should not be provided along Evil Lane but parallel to it if required.*
- e** *Access into Local Centre: this junction forms the access to the secondary route from the southern end. It also creates an important traffic calming event slowing traffic as it descends from the north towards Millbrook Vale around the Local Centre.*
- f** *Stream crossing: the route of the relief road down the slopes either sides of Millbrook Vale and through the green space is without the need for any junctions and therefore the stream crossing, the lowest point of the road, provides the opportunity to create a contrasting feature along the road, slowing traffic and allowing the potential for a grade crossing, linking the green spaces for pedestrians.*
- g** *Sector Lane crossing: care should be taken here, whether a grade junction or a restricted access arrangement, to consider the advantages and disadvantages to all users, existing residents, traffic from the east and new residents.*
- h** *Access to southern housing parcels: the location of this junction should have regard to the consequences elsewhere of increased cut, fill or retaining structures. A minimal size junction suitable to the scale of the lanes within the character area should be considered.*
- i** *Junction from Lyme Road: the choice of movement at this junction should reflect the distinction between the approach to the town centre (along Lyme Road) and the route around the town, all be it through the Urban Extension. The junction provides the opportunity to create a stronger gateway to the town.*

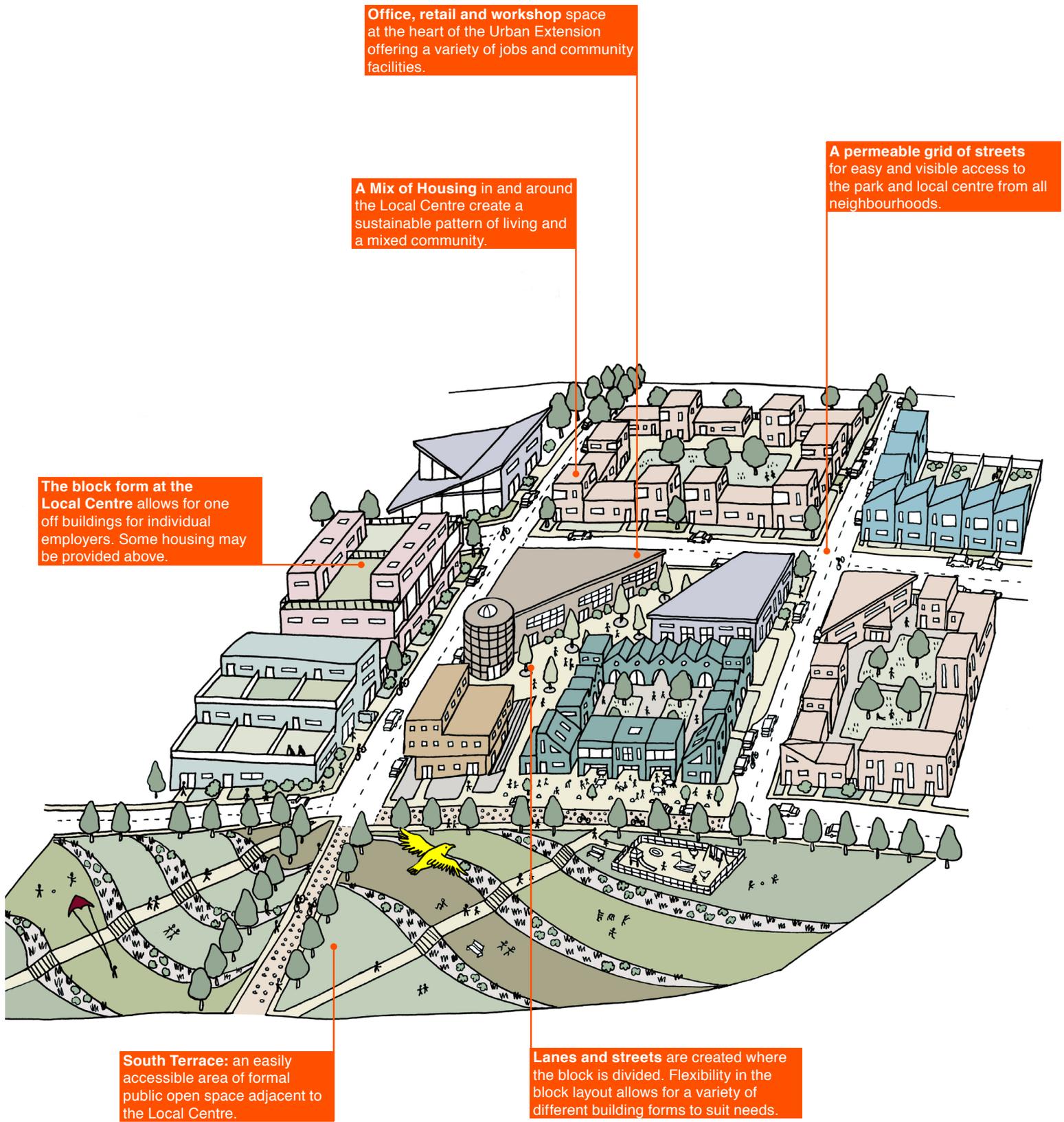
## RELIEF ROAD DESIGN AND CHARACTER AREAS

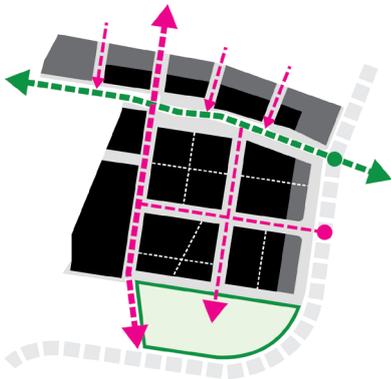
The Relief Road serves a purpose in providing an alternative route for traffic which currently travels into the town centre but has a destination else where. To be effective in this function the road needs to be designed to a standard suitable to the quantity and type of traffic as specified by DCC in their option selection work:

*“The (relief) road will be a minimum of 6.5 metres, to allow for the movement of appropriate bus provision and HGVs. A 3.5m wide shared footway cycle way will be required on one side of the road with a 2m footway on the other side. It is anticipated that there would be some development frontage onto the road, although the topography of the site might make this difficult in places. Any development frontage is envisaged to have off street parking. A design speed of 30mph should be used with carriageway gradients no greater than 1 in 10. Visibility and Stopping Sight Distance (SSD) should be included in the junction analysis.”*

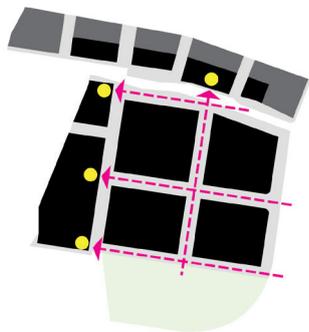
Along its length however, the relief road passes through a variety of different development conditions and through areas where there is no development. For this reason it is important that the design of the road also takes into account the surrounding development character and the dual purpose of the road in providing access to residential neighbourhoods and creating a safe, attractive and sociable street within the Urban Extension. Where development occurs both sides of the road the design of the road corridor and the development either side should be considered together to avoid the road creating a divide between neighbourhoods and prohibiting easy movement by foot around the area.

The adjacent plan shows how different parts of the road may have different characters appropriate to the surrounding development form. The transitions between these parts of the road are important in creating a sequence of movement and character through the site whilst also maintaining the function of the road as a relief road.

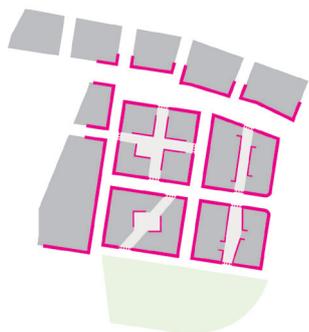




A grid layout creates flexible development blocks and a legible network of streets which link residential areas to employment, community facilities and open spaces.



Landmarks are created using prominent buildings and uses located at visually prominent locations.



All streets within the Local Centre should benefit from activity from the buildings which line them. Businesses and shop front windows, front doors and overlooking from the floors above ground level all help create active and sociable streets. Where blocks are split, internal lanes should also include some frontage.

### CREATING A LOCAL CENTRE

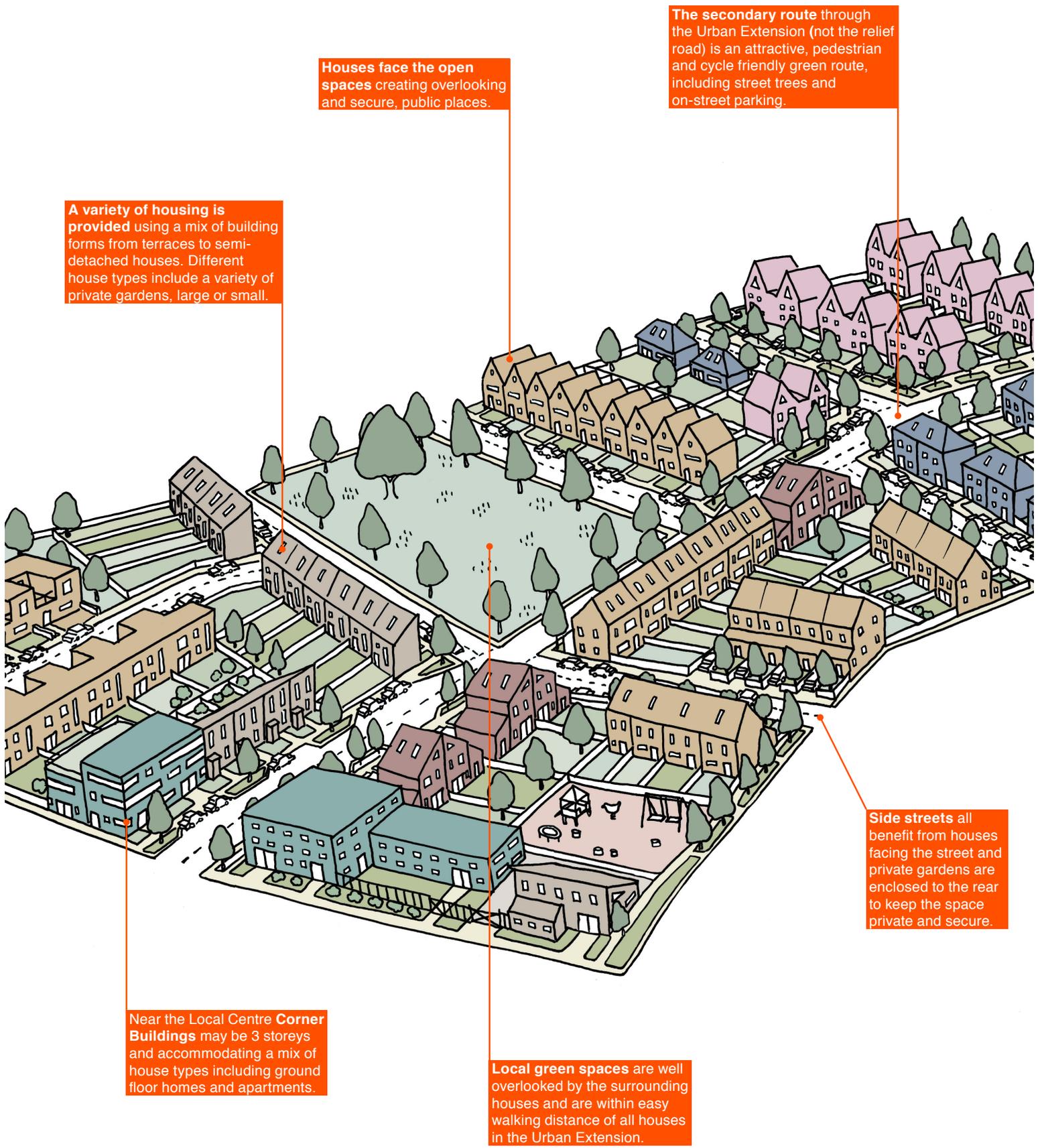
The Local Centre is an important part of creating a great new part of the town with the North East Axminster proposals. The Local Centre needs to serve the day-to-day needs of the residents by providing a small amount of convenience retail and key community facilities. The Local Centre should include some residential development which can be a mix of types from townhouses to apartments helping it become a sociable place with a sense of community. Mixed residential types mean a mix of people and activities which improves the diversity of the area. It will also include up to 2.5 hectares (gross) of employment space, suitable to being integrated with the other Local Centre uses: offices/workshops/quiet and light industrial space. Some employment uses will be suitable for occupying 1st and 2nd floors of buildings and the Local Centre will include 3 storey buildings along main streets and in landmark locations.

#### Summary Parameters:

- A mixed use centre including residential, employment and local centre facilities (shop, surgery etc.);
- Flexible block form to suit variety of uses and combinations;
- Clear sight lines and permeability are created along tree lined avenues;
- Where blocks are split, lanes and mews should include good overlooking, smaller residential properties can be included here;
- Open space and amenity located in one centralised public area
- Up to 3 storey development or equivalent height single storey employment uses;
- Larger ground floor, floor to ceiling heights to accommodate variety of uses along the street front;
- Service or private and parking areas enclosed within the block;
- Public space and access around the external perimeter of the block.

Local Centre Area Parameters (see also Street Hierarchy plan):

	Block Size	Block form	Building Heights	Landmarks	Secondary Route design	Urban Street design	Other streets/ links	Open Space	Parking
Parameters/ Description	80-100m	Square or rectangular, gridded.	Up to 3 storeys. 2 storey buildings in the middle of elevations or within mews.	Corner buildings. Public/ community buildings. At ends of views along streets	5m carriageway. On street parking bays. Bus stops. Tree lined, verges & footway. Continuous frontage. No building setbacks	4.5m carriageway. Some areas of shared surface. On street parking bays & footway. Some trees. 75% frontage. Some 1-2m building setbacks	Divisions of blocks may create mews and service areas which should be considered public spaces with vehicular access.	High quality streetscape/ mews areas creates public realm. A single green space of civic quality on south slopes.	Mixed on street and courtyard. No on-plot parking. Some mixed parking/ service areas for employment.



**A variety of housing is provided** using a mix of building forms from terraces to semi-detached houses. Different house types include a variety of private gardens, large or small.

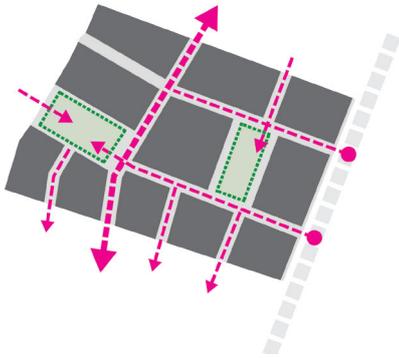
**Houses face the open spaces** creating overlooking and secure, public places.

**The secondary route** through the Urban Extension (not the relief road) is an attractive, pedestrian and cycle friendly green route, including street trees and on-street parking.

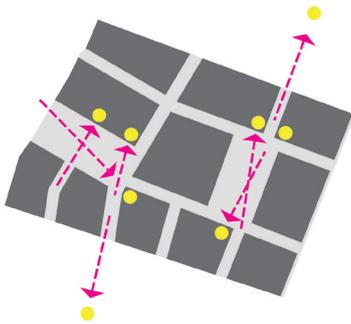
**Side streets** all benefit from houses facing the street and private gardens are enclosed to the rear to keep the space private and secure.

**Near the Local Centre Corner Buildings** may be 3 storeys and accommodating a mix of house types including ground floor homes and apartments.

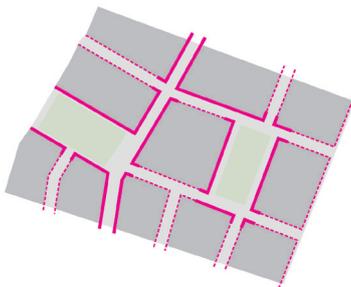
**Local green spaces** are well overlooked by the surrounding houses and are within easy walking distance of all houses in the Urban Extension.



An adapted grid accommodates a variety of block sizes and open spaces in an efficient way. Direct routes through residential areas provide a network of streets, easy movement and access to the Local Centre.



Landmarks are primarily on the corners of streets or viewed across open space and created by the varied design of residential buildings.



More formal frontage (minimal setbacks and closer continuity of buildings e.g. terraces) is focused around open space and along main streets but the perimeter of blocks whether frontage or other boundary retains a divide between public areas, streets & spaces and private gardens.

### CREATING THE SUB-URBAN RESIDENTIAL AREAS

Areas outside of the Local Centre but not at the edge are considered ‘suburban’. The layout of block form in these areas retains a grid which is adapted to respond to topography and the changing constraints of the site in different areas. This creates a network of streets which can have a clear hierarchy and provide easy navigation around the Urban Extension. In particular, easy and direct access to the Local Centre is important and street orientation and connections should bear this in mind.

The adapted grid also easily accommodates appropriate sized public open spaces and allows for a variety of housing types including corner apartment blocks (nearest to the Local Centre), terraces, semi detached houses and some detached houses. House types which more easily create continuous street elevations should be located around open spaces and main streets to create enclosure to these areas and in order that they can be distinguished from other streets. Buildings positioned around the perimeter of blocks and facing outwards to the street or open space also enclose private space within the block.

#### Summary Parameters:

- Residential areas on west facing slopes and adjacent to the existing settlement boundary) also immediately south of Millbrook Vale;
- Clear definition of public and private space;
- Each dwelling has designated private space;
- Public space is located in accessible and overlooked locations;
- Opportunities to link to existing neighbourhoods and provide access to the open space and facilities the Urban Extension offers;
- SUDS and avenues of trees along main routes link green space together.

#### Suburban Area Parameters (see also Street Hierarchy plan):

	Block Size	Block form	Building Heights	Landmarks	Secondary Route design	Suburban Street design	Other streets/ links	Open Space	Parking
Parameters/ Description	60-80m	Rectangular, or regular, gridded.	Mainly 2 storeys throughout. 3 storey corners nearest Local Centre Higher gable or roof features at corners or other landmarks.	Corners or aligned to views along streets. Building features or variation.	4.5m carriageway. On street parking bays. Bus stops. Tree lined, verges & footway. 75% frontage. Some building setback.	4.0m carriageway. Some areas of shared surface. Kerbside on street parking. Footway. Some trees. 1-2m building setbacks apart from corners.	Occasional mews may be created within larger blocks. No cul-de-sacs. Can generally all be shared spaces with informal layout.	Several small squares/ neighbourhood parks. Located within in easy walking distance of all new residents and connected to existing.	Mixed on street/on-plot. Formality of on street varies across streets. Courtyard parking for apartment blocks only.

**Houses face the open spaces** creating overlooking and secure, public places.

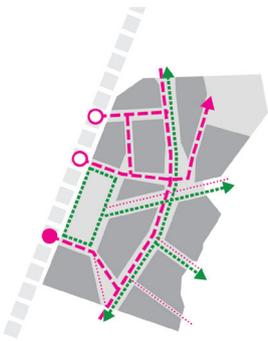
**Local green spaces** are well overlooked by the surrounding houses and are within easy walking distance of all houses in the Urban Extension.

**A variety of housing is provided** using a mix of building forms incorporating a short terrace, semi detached and detached houses with parking, overlooking green space designed in a character suitable for the edge of the urban extension. Houses are principally 2 storeys.

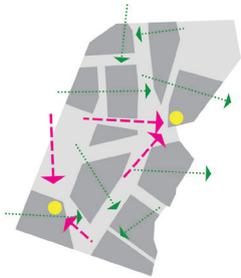


**Lanes** throughout the residential area are narrower and less formal.

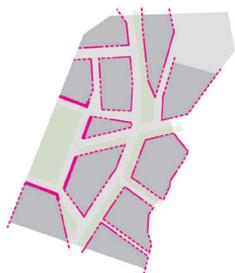
**Green Corridors** run along the contours linking existing wildlife corridors and providing attractive pedestrian routes.



A very permeable block form creates a fragmented development form within the landscape. Character of the lanes indicates a residential environment, and the form follows the contours. Development allows for green space and retention/provision of green strips reinforces the edge of settlement character.



Clustered groups of small houses and varied orientation create gaps and a high level of visual permeability. A few prominent buildings are visible in various views.



Apart from a focus around a single open space, there is little formal frontage or continuous frontage along the length of any lane despite a clear boundary to private space being created. Building setback from the kerb can vary from nothing to a driveway, garden or shared margin.

### CREATING THE EDGE RESIDENTIAL AREA

Parts of the site to the north east and in the south (but facing north east) are prominent to the east and north of Axminster. Until now, no parts of the town have been visible from the east and as development is proposed to occupy these slopes the design needs to respond the sensitivity of this context.

Residential areas at the edge of the Urban Extension can create a contrasting character to the rest of the Urban Extension by varying the orientation and grouping of buildings. The street layout follows the steeper gradients in these areas with a more irregular layout. This creates opportunity to provide a wide mix of housing reflective of a more rural setting. Buildings set parallel and perpendicular to the roads create a variety of parking solutions and a varied street as clustered housing allows for the contrast of visual permeability and enclosure in the same street.

Lanes throughout the area have little hierarchy and a strong rural character. Green spaces soften the development and can also provide drainage facilities, as well as attractive incidental public green space.

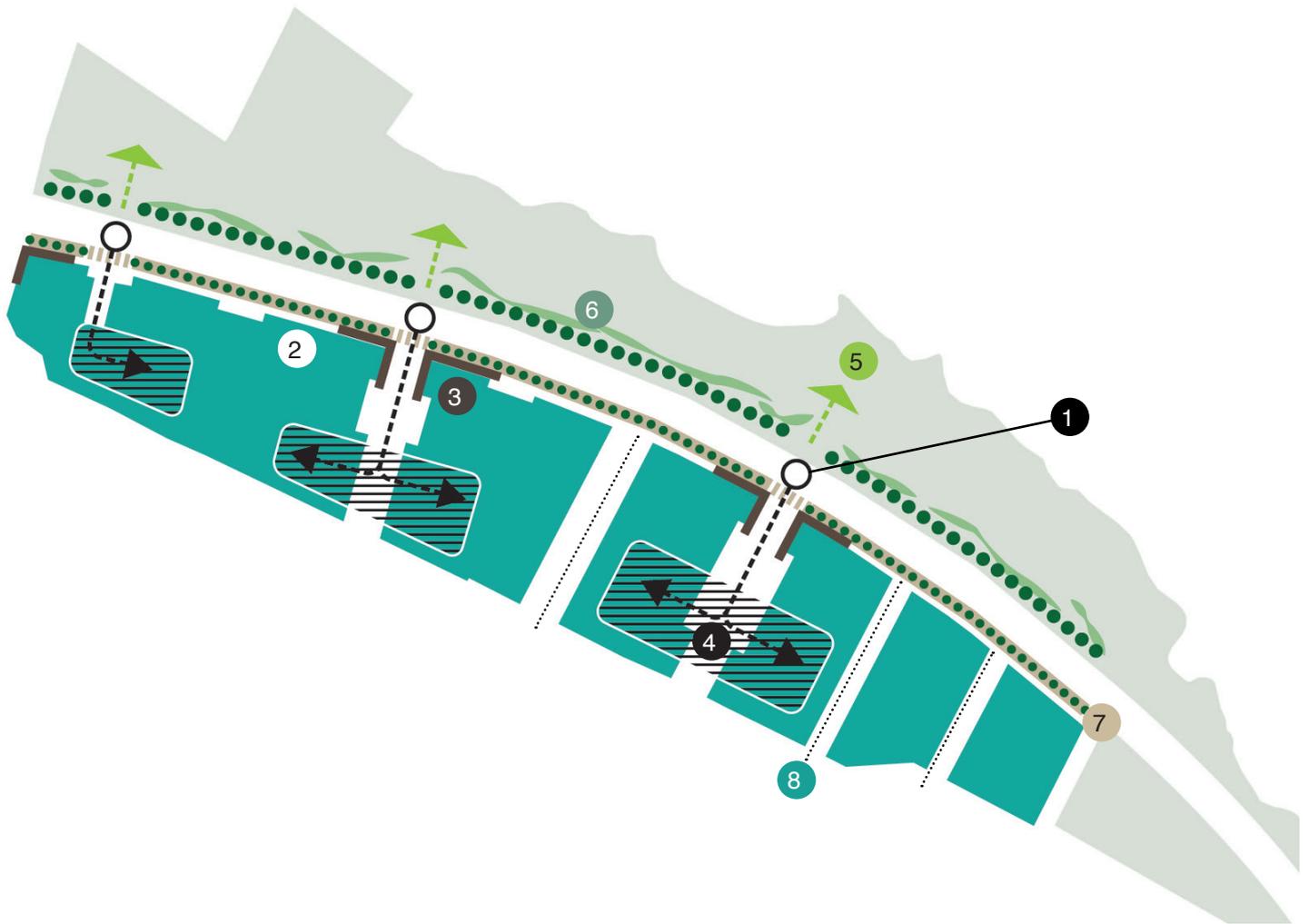
#### Summary Parameters:

- Fragmented urban form which allows a patchwork of green and varied roof scape;
- Green space provided within the development that breaks up the area of built development;
- SUDS areas effectively integrated into green area(s);
- Irregular block form provides the opportunity for varied street character adding to the landscape character
- Introduction of semi-private spaces, shared driveways and overlooked courtyards with buildings clustered around them;
- Infrequent small open spaces are overlooked by houses.

#### Edge Residential Area Parameters (see also Street Hierarchy plan):

	Block Size	Block form	Building Heights	Landmarks	Lanes	Open Space	Parking
Parameters/Description	Upto 60m	Irregular and responding to topography.	up to 2.5 storeys (habitable space in the roof)	Few landmarks but in key positions and according to topography. One off or detached distinct houses.	3.5-4.0m carriageway. Little variation between streets. Majority no footway. Occasional verges. Trees contribute to street character from within private areas -at front or sides of properties. No formal on street parking. Varied orientation of houses to lanes creates mixed setbacks. Side and rear boundaries contribute to street quality.	Infrequent small formal open space. Other multi-purpose green linear strips and narrow corridors.	Mainly on plot but varied, at front, to the side or to the rear of properties. Occasional shared courtyard area or large driveway surrounding by houses.





Northern Employment area design parameters

- 1 **Junctions:** provide the opportunity to create events and focus along the route adjacent to the employment. Building form, public realm and road design can respond to these features.
- 2 **Building Elevation:** Variation of the northern elevation to buildings enhances the street scene and improves the visual appearance of buildings in views from the north.
- 3 **Corners:** Where buildings include ancillary or office operations, these, as well as pedestrian entrances should be concentrated at corners, helping to focus activity at junctions and overlooking the public realm.
- 4 **Rear service courtyards:** turning areas for HGVs, access for other service vehicles and longer term car parking where possible should be located to the rear of buildings to minimise the prominence of vehicle noise and activity to the north.
- 5 **Access to green space:** gaps in planting should correspond to junctions and gaps in buildings and create access to green space and views towards to the north.
- 6 **Planting:** varied planting including trees along the northern side of the road screens buildings in views from the north.
- 7 **Public Realm & Tree Planting:** along the south side of the road care should be given to the continuity of the public realm, the safety and experience of pedestrians (particularly at crossings). The south side of the road should be tree lined and can include some short term on-street car parking.
- 8 **Building orientation:** should respond to the increasing gradients to the east with dividing and stepping of buildings where possible to avoid large cut and fill platforms. Buildings orientated parallel to the contours also create more gaps in the northern elevation altering their appearance when viewed from the north.

## CREATING THE NORTHERN EMPLOYMENT AREA

The masterplan proposes a portion of employment space to be located on the parcel of land located to the north of the existing Millwey industrial area. EDDC have indicated that many of the businesses that currently occupy space at Millwey may want to expand or find larger equivalent accommodation. Utilising this parcel of land for residential development would create properties which are isolated from the rest of the Urban Extension and do not benefit from the sustainability of pedestrian links to the local centre within the Urban Extension, or good links and integration with the existing town centre.

The area of employment to the north would constitute approximately 3.3ha (gross) and the masterplan allows for an ‘envelope’ of building form up to 8m high averaged from ground to ridge in order not to preclude a number of possible occupiers and building requirements in the future.

A number of sensitive elements create the setting for this northern parcel and building design and layout as well as complimentary landscaping need to be carefully considered in this context.

### Summary Parameters:

- Listed buildings to the north including and around the Grade 1 listed Weycroft Hall are positioned at a similar height to the proposed employment space;
- To the north west of the town, the East Devon AONB is within sight of the northern parcel of land. Both elevation and roofscape are likely to be visible from the north west and design should consider appropriate responses;
- Employment buildings could mean a wide variety of form and arrangements;
- The nature of larger footprint buildings are likely to orientate with the contours to avoid excessive cut a fill resulting in longer elevations in an east-west direction, parallel to contours;
- Landscaping along the northern edge of new employment buildings will be necessary to screen the building elevation.
- Rising ground to the west would lend itself to a series of separated building forms with gaps to reduce visibility of building elevations;
- Due to falling ground to the north, height of buildings is unlikely to exceed that of existing industrial units to the south.



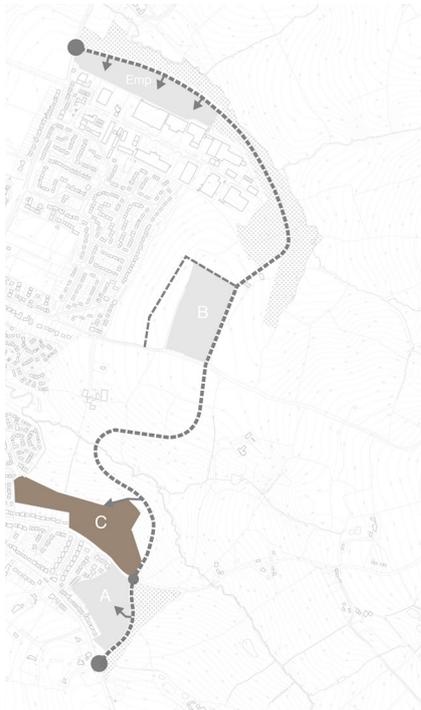
**1a.**  
 South junction to Lyme Road  
 Southern road in (300m)  
 Access to housing parcels  
 Persimmon housing parcel A (approx 70units)  
 Sector Lane junction  
 Green buffer to south east (1.9ha)



**1b.**  
 North junction to Chard Road  
 Northern road in (500m)  
 Green buffer to north (2.5ha)



**2a.**  
 Persimmon northern employment parcel (3.3ha gross)  
 Road continuation from the north (900m)  
 Access to housing parcels  
 Road continuation from the south (300m)  
 Access to housing parcels  
 Green buffer to north east (5.8ha)  
 Road completion across Millbrook Vale (800m) (HIF delivery deadline 2021)  
 Secondary route (450m)  
 Persimmon housing parcel B (approx 120units)



**2b.**  
 The Crown Estate housing parcel C (approx 120units)



**3a.**  
 Secondary road completion (300m)  
 The Crown Estate central housing and employment parcel (Local Centre) D (approx 80 units & 2.5ha of Employment space within a mixed local centre.)  
 Local Centre Public Open Space (1ha)  
 Persimmon housing parcel E (approx 30units)  
 Central Public Open Space (0.5ha)  
 Green buffer to east (5.8ha)



**3b.**  
 Persimmon housing parcel F (approx 160units)  
 The Crown Estate housing parcel G (approx 270units)

# IMPLEMENTATION STRATEGY

This masterplan has been undertaken to ensure the effective coordination of a number of components and a number of parties coming together to deliver an Urban Extension to the north east of Axminster. This has involved balancing a number of qualitative and quantitative considerations and the implementation of this masterplan must ensure:

- The timely delivery of the relief road in accordance with the conditions of the HIF;
- The timely delivery of other key infrastructure, facilitating an integrated and sustainable extension to the town;
- Access to development parcels for the delivery of housing in accordance with commercial expectations;
- The appropriate and relative distribution of uses and housing quantum across the whole Urban Extension and according to the parameters within the character area specifications;
- Development is able to progress at a pace appropriate to developer and market expectation;
- As houses are occupied new residents are able to reasonably access the services and facilities they need and is envisaged within a sustainable urban extension;
- Flexibility over the course of the delivery to changing market demands and the evolution of the town's economy as a whole while retaining the qualities described within the masterplan of an integrated and sustainable urban extension.

The phasing diagrams shown provide a demonstration of this strategy and how the quantity and distribution of uses across the whole Urban Extension can be achieved. These have been the subject of iterative viability testing to prove cashflow throughout the delivery of the Urban Extension. Any variations to the relative ordering of uses must be considered in the context of the delivery of the whole Urban Extension and should not be to the detriment of achieving the quality or the quantity within each contrasting character area of the masterplan.

*Achieving the effective delivery of the relief road requires the appropriate use of HIF money and will include:*

- *The junction at Lyme Road and initial length of road accessing the first phase of development funded and delivered by Persimmon subject to a reciprocal arrangement relating to the funding and recouping of funds of the remainder of the road;*
- *EDDC & DCC working together to procure and deliver one single contract for the construction of the entire road;*
- *HIF money being provided to EDDC as the eligible authority;*
- *Construction of the road to be undertaken as one single project;*
- *A delivery deadline of 2021 in accordance with HIF conditions;*
- *A coordinated approach and working method regarding the design of access to development areas and junctions with the relief road between EDDC, DCC and landowner's and developer's design teams.*

**Totals:**  
 850 units  
 5.8ha gross employment  
 2,800m relief road  
 750m secondary road  
 16ha Green buffer  
 6.9ha Public Open Space



**East Devon District Council**

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## Axminster NE Urban Extension

### December Public Consultation summary of feedback

A second public consultation was held at the beginning of December to present the preferred masterplan and outline the work that had taken place since the last consultation to arrive at this position.

A feedback form was provided to all individuals attending the consultation event with questions which correlated with the information provided on the boards and in many cases which were discussed one to one and in groups among those attending and the professional and client team present on the day.

The following is an initial brief summary of the feedback received structured under each of the headings (and an additional 'other' category) to help inform the decision making around how to respond to the feedback received from the public at the event. At this stage no work has been carried out among the project team, or on the masterplan material itself to amend the proposals in order to incorporate any of the comments received by the public as these will need to be assessed and measured against other constraints and objectives of the masterplan process.

96 hand written, completed feedback forms were received with nearly all sheets including additional written comments unrelated to the headline question or as extra information on the blank side of the paper. The table below gives an initial summary of the main issues highlighted and the number of responses falling broadly into each area:

<b>1. The North East Urban Extension Area:</b>		
The requirement for more housing than the Local Plan indicates, in order to fund the relief road has been explained. What you think of the way the masterplan deals with this?		
A	Responses broadly considered the masterplan a good solution	19
B	Responses generally positive but comments relating to mix and tenure	31
C	Responses generally unsatisfied that more housing is required	16
D	Generally negative responses related to non -masterplan specific issues such as A35 safety, Weycroft bridge etc	19
E	No Response to this question	12
<b>2. Green Spaces:</b>		
The masterplan includes a variety of public space and provision of green space. What types of activities and uses would you like to see included in the green space?		
A	Generally supportive of green space proposals	7
B	Childrens Play Area	21
C	Sports Pitches, and other formal facilities, athletics track Tennis Courts, Swimming pool	20
D	Dog walking areas	7

E	Integrated Green Infrastructure, SUDS, parkland, footpath links, green routes etc	19
F	Areas left wild or as existing	17
G	**No Response to this question	29

### 3. Local Centre:

The masterplan shows a Local Centre serving the needs of the local community and providing employment space for the town. What uses do you think should be included at the Local Centre?

A	Generally supportive of the Local Centre proposals	2
B	Convenience store/post office	17
C	Doctors Surgery/other healthcare facilities/community facilities	33
D	Restaurants/food outlets/other leisure	12
E	Range of employment suggestions eg. Business start up space/more employment space	17
F	No Local Centre Required	20
G	**No Response to this question	28
H	Supermarket	6

### 4. Character Areas:

The masterplan indicates a variety of residential character areas which include different house types arranged in different ways. Please let us know what you think of the character areas?

A	Generally supportive of the Character Areas	23
B	Contemporary design -avoid pastiche	1
C	Variety	7
D	Affordable Housing	9
E	Suspicion that design will inevitably change	6
F	Various detail design preferences eg. No flat roofs, bungalows, space, trees	17
G	**No Response to this question	41
H	Generally dissatisfied with design (varied reasons)	12

\*\* High proportions of responses which did not provide any feedback to particular questions. Nearly all included additional information on areas of concern outside of the scope of this masterplan (A35 junction, alternative relief road alignments west, or north, and others) or objected to principles established at previous Local Plan stages, eg housing location and allocation, employment provision/ quantity and concerns over other town wide issues. Non responses may suggest an unwillingness to engage on more masterplan specific issues such as Local Centre Design, Green Space and Character of Neighbourhoods for fear of appearing to endorse of the masterplan principles.

Of the 96 responses received, 55 included additional comments to those contributed under the previous questions. These additional comments covered a variety of issues. Many included more than one of the following issues:

**If you have other comments please turn over and use the blank page for further comments:**

Relief Road should consider a different route including: Bypassing Weycroft Bridge, west of town alignment

Proposals should include junction modification at the the A35, right turn not safe/possible

Concern over housing provision more widely -district/nationally

Concern over other wider transport/network issues

Concern over town wide employment sustaianability

Concern over integration with the town and competition

Desires to consider regeneration of the existing town centre alongside the masterplan of UE

Concern over continuity of current proposals with future design work



Item 06 Appendix 3 Summary and response to comments on Axminster Masterplan

Summary of Comment	Response
<b>Housing Issues</b>	
Concerns regarding increase in housing numbers from 650 to 850 – is this really necessary?	The scale of development proposed in the masterplan has been shaped by both the numbers of homes that can be acceptably accommodated in the area as well as the numbers needed to fund the delivery of the relief road. The government have committed £10million through the Housing infrastructure Fund but around a further £7million is needed to deliver the relief road and this needs to be funded from development.
Axminster does not want the extra homes and resulting increase in population. Where is the justification for this given the homes already been built and under construction in the town at Dukes Way, Cloakham Lawns etc.	It is understood that the town has seen significant building in recent years. It is not intended to substantially increase the number of homes built each year but to deliver a supply of new homes to meet the needs of the town for the next 15 – 20 years.
The area for building will not support the number of homes indicated.	The masterplan has been developed using good design principles and typical housing densities that are appropriate for the site to ensure that the scale of development proposed can be accommodated in an attractive form of development appropriate to the location.
The rate of growth in housing in the town is too great and the town cannot cope. The number of jobs required is not matching housing supply and this will lead to joblessness and anti-social behaviour.	The principle of delivering a proportionate number of new jobs alongside housing is identified in the local plan and has informed the masterplan. The employment units to the northern part of the masterplan area combined with employment spaces within the neighbourhood centre should deliver in the region of 1 job per house.
The masterplan should include the provision of bungalows for the elderly and disabled.	Policies in the Local Plan seek to encourage a mix of housing types including accessible and adaptable homes and so there is an expectation that developers will incorporate an appropriate mix of housing as part of their proposals for the site.
Bovis cannot sell the homes they are building so why build even more.	There have been a number of specific issues with the Bovis site which have slowed sales on the site but this is not considered to be indicative of a lack of demand in the area.

Item 06 Appendix 3 Summary and response to comments on Axminster Masterplan

<p>850 homes just about acceptable but concern that costs for the relief road will escalate and more homes will be needed.</p>	<p>There is no intention to increase the number of homes further and the costings for the relief road are robust based on the available information.</p>
<p><b>Highways and Transport Issues</b></p>	
<p>Have the plans for the road been fully modelled?</p>	<p>The impact of the relief road has been modelled by Devon County Council to understand its impact on the wider road network while the design of the road itself is at an advanced stage.</p>
<p>Little attention has been paid to existing public rights of way. These must be protected.</p>	<p>The masterplan proposals have been designed to incorporate existing footpath routes and link into adjacent routes wherever possible to ensure that the development has good accessibility and residents have easy access into the town and surrounding countryside.</p>
<p>The current footpath at Lyme Road upto the A35 needs to be extended.</p>	<p>This would be beyond the scope of the masterplan but the comment is noted and can be looked at as part of wider highway works.</p>
<p>The speed limit on Lyme Road should be reduced from 60mph to 30mph.</p>	<p>This would be beyond the scope of the masterplan but the comment is noted and can be looked at as part of wider highway works.</p>
<p>The junctions at either end of the relief road should be designed to direct the flow of traffic down the relief road and should be coupled with a weight restriction through the town.</p>	<p>The detailed design of the junctions at each end of the relief road is being looked at but avoiding the narrow streets, traffic and conflict with pedestrians and cyclists associated with the town centre is likely to be a good incentive to HGV drivers to use the relief road. A weight restriction through the town centre is beyond the scope of the masterplan but the comment is noted and can be looked at as part of wider highway works.</p>
<p>Traffic into Sector Lane needs to be managed so that this remains a residential street and does not become a cut through.</p>	<p>This would be beyond the scope of the masterplan but the comment is noted and can be looked at as part of wider highway works.</p>
<p>Concerns regarding the problems with Weycroft Bridge which will only get worse as the town expands.</p>	<p>The concerns regarding the Weycroft Bridge are understood and DCC are already looking into how this can be improved in the future. The issue is however being looked at as a secondary phase of highway improvements and does not affect the need for and proposed route for the relief road.</p>

Item 06 Appendix 3 Summary and response to comments on Axminster Masterplan

<p>The junction between Lyme Road and the A35 needs to be addressed to prevent accidents and accommodating the additional traffic.</p>	<p>Concerns regarding this junction are noted and will be looked at with Highways England who are responsible for the A35 to ensure that the junction can accommodate any increase in traffic.</p>
<p>The relief road takes a winding and in places steep route through residential areas when a straight and more direct route would be better. This is not the right road to solve Axminster's problems.</p>	<p>The route of the relief road has been dictated by the need to follow the contours of the site to minimise its visual impact and cost. As a result it is proposed to wind down and back up the sides of the valley. It is accepted that a flatter and straighter route would be better but this is not feasible.</p>
<p>HGV's will never use the relief road because of the gradients and it running through residential areas which will probably lead to a 30mph speed limit.</p>	<p>The speed limit for the relief road has not been determined but it is accepted that its relationship with the residential areas will need to be carefully designed and managed to avoid conflict.</p>
<p>Remove the parking and market from the town square thereby freeing up space for buses to stop which is what causes traffic problems in the town centre.</p>	<p>This would be beyond the scope of the masterplan but the comment is noted and can be looked at as part of wider highway works.</p>
<p>The by-pass should run parallel to the railway line to the west of the town as this is a more direct, flatter and more attractive route for HGV's to use.</p>	<p>An alternative route for the relief road to the west of the town has previously been considered. While this initially looks like it would deliver a flatter and more direct route the land it would be located on is largely flood zone with a section adjacent to the Area of Outstanding Natural Beauty. The route would be much longer than the proposed relief road and much more expensive with no scope to put development alongside it in order to contribute to the cost due to the flooding constraints. It was therefore concluded that such a route would be unviable and undeliverable. It should also be noted that the majority of HGV's are heading to destinations to the east of the town whereas such a route would take them in the opposite direction.</p>
<p>The masterplan will make traffic issues worse not better as it does not solve the junctions at each end and at Lyme Road, increase in traffic throughout the town, the need to transport children to the existing schools due to a lack of a new school.</p>	<p>Concerns regarding Weycroft Bridge and the junction at Lyme Road are understood and are/will be looked at, however do not affect the need for and design of the proposed relief road.</p>

	Proposals to increase capacity at the existing primary schools rather than provide a new school on the site will be likely to lead to increased journeys to the existing schools, however the schools are within walking distance and routes through the site will help to enable and encourage easy and safe walking to and from the schools.
Support the relief road accepting its limitations as all other options are unaffordable.	Noted
Concerns about increased traffic on existing roads adjacent to the relief road as residents of the development try to access facilities in the existing town.	The design and layout of the masterplan area seeks to encourage walking and cycling wherever possible while the provision of jobs on the site and basic facilities at the neighbourhood centre should further help to minimise vehicle movements to and from the existing town centre such that these do not cause significant problems.
Concerns regarding parking issues on Sector Lane and access arrangements into the lane from the relief road.	The final design of the access arrangements between the relief road and Sector Lane have not been decided but concerns regarding rat running through this area are noted and it is agreed that measures should be put in place to avoid this.
Parking at the railway station and traffic on the A35 need to be considered with such significant expansion of the town.	The impacts of traffic on the A35 are all being considered by Highways England who are responsible for the trunk road network, however we would certainly encourage residents to use public transport wherever possible and accept the need to look at ways of making this more attractive such as improving parking facilities at the railway station.
<b>Infrastructure Issues</b>	
Suggested uses for the neighbourhood centre – relocated hospital, nursery, shop, small business centre.	These are all helpful suggestions which can be considered as the proposals are firmed up through detailed planning applications for the neighbourhood centre and tested through the market as spaces become available in the future.

Item 06 Appendix 3 Summary and response to comments on Axminster Masterplan

Community centre better placed at bottom of field used by Millwey Rise FC in order to serve the wider community as well.	This is beyond the scope of the masterplan but noted for further consideration when looking at delivery of community facilities at the site.
The town centre needs improving with a wider range of businesses.	This is beyond the scope of the masterplan but noted for future consideration.
There is already significant stress on the existing doctor and dentist surgeries how will they cope with the additional homes.	The NHS and CCG will be consulted and will need to highlight any capacity issues and bid for funds from the Community Infrastructure Levy to undertake any upgrades alongside using their own funding.
Infrastructure needs to be delivered ahead of the housing not after.	Agree in principle that this should always be the goal, however in reality the funding for infrastructure often comes from development and for viability reasons has to be delivered ahead of the required infrastructure. The Council has already committed in-principle to loan funding the upfront delivery of the relief road which is a key piece of infrastructure for this site.
There is no sixth form in the town.	It is unfortunate that there is no longer a sixth form college in the town. It may be that expansion of the town will help to drive up student numbers such that a sixth form college becomes viable again but in the meantime there are excellent public transport services to further education facilities outside of the town accepting that these are unfortunately some distance away.
There is a lack of facilities for young people in the town which needs to be addressed	This is a wider issue than the masterplan however the provision of open space and other facilities within the masterplan area presents opportunities to address this issue subject to funding.
<b>Environmental Issues</b>	
Concerns about impacts on the stream at Weycroft.	Surface water from the development will have to be dealt with on-site through sustainable drainage systems and should not increase runoff into watercourses beyond existing levels. The impacts on wildlife and ecology will be better understood through the detailed planning applications and

	Environmental Impact Assessments that will be undertaken at that time and then subject to consultation with the Environment Agency.
Concerns that noise and air pollution from the relief road will affect the residential development around just as badly as it does the town centre.	The master planning of a new development area such as this presents an opportunity to design the relief road and the nearby development to enable a better relationship between the road and residential development than can be achieved within the historic town centre much of which was developed without the car or HGV's in mind. Measures can be incorporated to minimise the impact of noise and air pollution on residents that cannot be retro-fitted to the existing town centre.
Concerns about the impact on wildlife that currently use the fields to be built on including, wild birds, badgers, pheasants and bats.	Work on the masterplan has been informed by survey work of habitats on the site. The habitats of protected species are protected by legislation and would have to be appropriately retained or relocated. Other measures will be expected to be incorporated into the development including the retention of existing hedgerows and other habitats as well as the creation of new spaces through the inclusion of bird and bat boxes etc.
Concerns about the flooding implications of new housing on existing houses in the town.	It is not proposed to build on any parts of the site that are designated flood zone 2 or 3 and the developments will be expected to deal with its own surface water run off and not increase flows into watercourses.
<b>Other Issues</b>	
Concerns about the impact on the listed Weycroft Bridge and the nearby listed buildings.	The impact on the setting of the listed bridge and nearby listed buildings has been considered in the production of the masterplan however it is only through the detailed design of the northern parts of the site that the impact can be fully understood and assessed which will happen through the planning application process.
The masterplan should not be advanced as it does not comply with the local plan. How can the local plan be swept aside?	The masterplan addresses both the area of land allocated in the Local Plan and an additional area of land to the east. This additional development came about through the masterplan work and viability testing which

Item 06 Appendix 3 Summary and response to comments on Axminster Masterplan

	<p>demonstrated that it was necessary to expand the site in order to deliver a viable development and the relief road.</p> <p>It is not intended to sweep the local plan aside but it is clear that the aspirations of the local plan for Axminster cannot be achieved without a greater scale of development.</p>
<p>Development needs to respect the privacy and amenity of neighbouring properties.</p>	<p>This principle is well established in the policies of the Local Plan and proposals that do not adequately respect the privacy and amenity of neighbouring properties will not be granted.</p>
<p>The masterplan will split the town in 2 by creating a new centre around the industrial site. Will new retail space in the development divert trade from the town centre?</p>	<p>It is not intended to create a new town centre within the site and divert trade from it. The proposed neighbourhood centre would provide a much smaller facility to meet the immediate needs of residents and would not be of a scale or provide the level of facilities that would compete with the town centre.</p>
<p>There is a need to consider the regeneration of the town centre alongside the masterplan</p>	<p>While beyond the scope of the masterplan comments about the wider issues in the town are being noted for future work.</p>



**Report to:** **Strategic Planning Committee**

**Date of Meeting:** 29 January 2019

**Public Document:** Yes

**Exemption:** None

**Review date for release** None

**Agenda item:** 7

**Subject:** **East Devon Local List of Non-designated Heritage Assets**

**Purpose of report:** To agree a draft East Devon Local List Guide for public consultation. The draft guide sets out criteria for assessing whether locally important heritage assets should be placed on the East Devon 'Local List'.

**Recommendation:** **That public consultation is undertaken on the appended draft Local List Guide, to advise local communities on the identification and assessment of non-designated heritage assets for inclusion on a Local List.**

**Reason for recommendation:** To ensure that the approach towards local listing of heritage assets is undertaken in an open, transparent and consistent basis having regard to Government advice and best practice.

**Officer:** Jacqui Best, Planning Policy Officer, [jb@eastdevon.gov.uk](mailto:jb@eastdevon.gov.uk)

**Financial implications:** There are no direct financial implication arising from this report.

**Legal implications:** There are no legal implications at this stage

**Equalities impact:** Low Impact

**Risk:** Low Risk

**Links to background information:** EDDC (2018) draft Heritage Strategy  
<http://eastdevon.gov.uk/planning/planning-policy/heritage-strategy/>  
 DGLC (2018) National Planning Policy Framework: 16. Conserving and enhancing the historic environment; Annex 2: Glossary  
[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/740441/National\\_Planning\\_Policy\\_Framework\\_web\\_accessible\\_version.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/740441/National_Planning_Policy_Framework_web_accessible_version.pdf)  
 DGLC (2014): National Planning Practice Guidance: Conserving and enhancing the historic environment, paragraph 006  
<https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>  
 Historic England (2016), Local Heritage Listing; Historic England Advice Note 7 <https://historicengland.org.uk/images-books/publications/local-heritage-listing-advice-note-7/heag018-local-heritage-listing/>



**Link to Council Plan: Delivering and promoting our outstanding environment  
Encouraging communities to be outstanding**

## **Report in full**

This report seeks approval for the draft East Devon Local List Guide to be submitted for public consultation, for 6 weeks from 30<sup>th</sup> January 2019. The guide advises local communities on the identification and assessment of non-designated assets for inclusion on a local list. It will be of interest in particular to specialist local history groups and neighbourhood planning groups in the formulation plans for their local area.

### **1. What is a Local List?**

- 1.1 Heritage assets may be nationally designated assets, such as Listed Buildings or Registered Parks and Gardens, internationally inscribed assets such as World Heritage Sites, or more locally important 'non-designated' assets. Non-designated heritage assets are identified by the local planning authority and recorded on a 'local list'.
- 1.2 The purpose of a local list is to identify high quality, locally significant built or landscape features that are not subject to any other heritage designations.
- 1.3 High levels of neighbourhood planning in East Devon are helping to focus communities on what features of their environment are highly valued and add to local distinctiveness. While the responsibility for including heritage assets on the local list lies with the Council, it is often at the neighbourhood level that locally valued heritage features are identified and it is important to adopt an approach that makes best use of this resource.
- 1.4 The impact of development proposals on all heritage assets must be considered when preparing plans, including neighbourhood plans, and in assessing planning applications.
- 1.5 When planning applications are submitted, any implications for heritage features included on the local list must be taken into account when a decision is made. However inclusion on the list will not automatically mean refusal of any application that involves its alteration or loss.
- 1.6 National policy advises that heritage assets should be conserved in a manner appropriate to their significance. In weighing an application that may affect a non-designated asset, a balanced judgement is required regarding the scale of any harm or loss and the significance of the asset.
- 1.7 Policy EN8 of the adopted East Devon Local Plan requires applicants to provide an 'Assessment of Significance' to understand the potential impact of proposals on any heritage asset, including those identified on the local list. There are no additional restrictions or planning controls over alterations or demolition on locally listed heritage assets.

### **2. Why do we need an East Devon Local List Guide?**

- 2.1 Local Planning Authorities are required to set out a positive strategy for the conservation and enjoyment of the historic environment in their Local Plan. (NPPF paragraph 182). The Historic England Good Practice in Planning: 1, 'The Historic Environment in Local Plans' includes local lists as a way to help identify and manage the conservation of non-designated heritage assets (paragraph 13). Paragraph 188 of the National Planning Policy Framework (NPPF) requires local planning authorities to make information about the historic environment, gathered as part of policy-making or development management, publicly accessible.
- 2.2 The current East Devon local list is out of date and has not been updated to take account of heritage assets identified through conservation appraisal work or the development management process. In practice, at the moment, non-designated heritage assets tend to be identified through the development management process when it is more difficult for the significance of the asset and its setting to be taken into account when development proposals are planned.
- 2.3 The East Devon Local Development Scheme endorsed by the Strategic Planning Committee in July 2018 includes the additional guidance that may be produced during 2018 – 19: "**East Devon Local List** – this guidance will set out processes we will follow to establish, working with local communities, lists of buildings and features that although not of national importance are of recognised value and are worthy of protection".
- 2.4 Policy EN8 of the adopted Local Plan requires locally listed assets to be taken into account when developing a proposal, but it is difficult for applicants to identify non-designated heritage assets in East Devon at the current time. It is also difficult for neighbourhood planning groups to know what is locally listed in their area and we have no formal mechanisms in place for considering community requests for additions to the local list.
- 2.5 Work being undertaken on neighbourhood planning, together with initiatives by amenity groups such as Sid Vale Association and the Otter Valley Association has resulted in significant numbers of assets being put forward for consideration for local listing. It is important when choosing assets for the local list they are judged against firm selection criteria so that the process is consistent and the significance of each feature properly considered.
- 2.6 The Sid Vale Association and Otter Vale Association were in 2014 encouraged by EDDC Council staff to nominate items for a local list. A procedure was followed from the English Heritage Good Practice Guide on local listing, and the Associations were given a recommended template prepared by the former EDDC Conservation Officer for the submission of entries. These documents included information on qualifying criteria similar to those proposed in the draft Local List Guide.
- 2.7 The two Associations have followed robust procedures following this advice, to include consulting with their local communities through leaflets and public exhibitions, training volunteers and research. They have also taken advice from the Conservation Officer, the County Archaeologist and other local expertise on the types of items that could be included and that only items in their unspoilt form should be included. Each item has been assessed according to these criteria and a nomination form completed with photos and other relevant information. In 2016, the proposed heritage assets from the work of the two Associations were submitted to EDDC.
- 2.8 East Devon District Council has produced a draft Heritage Strategy for 2019 – 2031 that has recently been subject to public consultation. It sets out a positive strategy for the

historic environment of East Devon. It recommends the production of a Local List Guide, and following this, for a local list to be established.

- 2.9 The draft strategy also recommends working more with local communities, starting with pilot schemes in specific geographic areas. Local listing assessment may take place initially in specific areas as part of such a pilot scheme. Approval of the local list guide at this stage will be beneficial for delivery of the Heritage Strategy.
- 2.10 It would be possible to just adopt selection criteria without consultation, but this would be a flawed approach as it would not take into account the contributions that could be made from outside groups that are likely to result in a better approach.
- 2.11 In addition to proposing selection criteria, the proposed Guide sets out a procedure by which nominations for inclusion will be considered. It is important for the transparency and integrity of the process that this is clearly established and that interested parties have the opportunity to comment on it before it is adopted by the Council.

### **3. What does the draft Local List Guide say?**

- 3.1 The proposed consultation document is appended to this report. It explains what designated and non-designated heritage assets are and sets out the reasons for, and benefits of, producing a local list.
- 3.2 In accordance with Historic England guidance the Guide includes an overarching statement for East Devon that sets out key elements of historic distinctiveness for the district that helps to develop the local selection criteria that are included. The local selection criteria are based on those set out in the Historic England guide but are adapted to suit the particular characteristics of East Devon.
- 3.3 The draft guide proposes a procedure for how nominations for heritage assets to be included on the list will be assessed. All nominations need to follow a prescribed form that includes a location plan, photograph and any evidence to support the asset meeting at least one of the selection criteria set out in the guide.
- 3.4 The assessment procedure requires that nominations for items on the list are made by town and parish councils, ward members, neighbourhood planning groups and properly constituted local amenity groups.
- 3.5 These groups would be responsible for gathering evidence to support a nomination, consulting with owners and local communities where relevant, and nominating item/s or a shortlist of proposed assets to the Council. Comprehensive surveys by these groups are to be particularly welcomed, especially if local people have been encouraged to take part in the process.
- 3.6 Once submitted, the Council will consider nomination/s and make a decision on whether the item/s will be included on the local list. It is proposed that final ratification of assets for the local list is made by the Service Lead for Planning.

### **4. Resource Implications**

- 4.1 The intention is that production of the guide, including consultation, undertaking amendments, future committee report production and final adoption and publication will be undertaken by staff in the Planning Policy section, though this will be done in consultation with the Conservation team and staff in other sections and departments.
- 4.2 The guide will establish the criteria that will need to be considered to allow an item to be put on to the list (the process side). For an asset to actually get onto the list, over the months and years ahead, details will need to be submitted and a decision made on each item. The responsibility for providing evidence of an asset meeting the criteria rests with the nominating group, along with consultation with owners and occupiers (where known) and with the local community.
- 4.3 Once nominations have been received by the Council, there are resources within the Policy section that can help to process information from submitted lists, especially where there are many items to be assessed.
- 4.4 Where a local group or council has nominated many items for a list through a rigorous process, Council staff may request further detail on that process from the organisation, or for further information to be gathered, to ensure that minimum time is needed to make a decision on nominations for the list.
- 4.5 To enable work on the list to proceed, the draft Heritage Strategy also recommends that initially a pilot is undertaken within a specific geographical area to make that work manageable. At the same time, the process can be monitored to establish future timescales for submitted items for the list and inform the delivery plan of the draft Heritage Strategy.
- 4.6 Once the initial backlog of assessments has been processed the Council will aim to process nominations for the list within a maximum of three months from receipt of a nomination. This may vary according to the delivery plan of the Heritage Strategy.
- 4.7 There will also be a need to plot entries onto the GIS system and ensure that the system is regularly updated, which will require technical input. This will help to identify the items on the list for planning considerations.
- 4.8 The Local List Guide will save time in respect of giving clarity to people about how to nominate an asset and what information needs to be provided. Overall the establishment and maintenance of the list could be expected to place some extra work on Council staff but it will:
  - Provide a valuable local resource (relevant to both planning and historic interests)
  - Help local communities in their work, especially in Neighbourhood Planning
  - Assist those preparing applications
  - Assist with the determination of planning applications
  - Save time in the preparation and determination of development proposals
  - Promote understanding, to help conserve and enhance our heritage assets
  - Strengthen a 'sense of place' and local distinctiveness
  - Be helpful in strategic planning

## **Alternative options**

**Not have a local list guide:**

The local list guide sets out criteria for the assessment of heritage assets to be included on a local list. Without such criteria, there is likely to be a lack of consistency and the inclusion of items which may devalue a local list. This would be contrary to a recommendation of the draft Heritage Strategy for 2019 – 31.

**Not consult on the local list guide:**

It would be possible to adopt selection criteria without consultation, however this would not take into account the contributions that could be made from outside groups that are likely to result in a better approach.

The proposed Guide sets out a procedure by which nominations for inclusion will be considered. It is important for the transparency and integrity of the process that this is clearly established and that interested parties have the opportunity to comment on it before it is adopted by the Council.

**Not have a local list:**

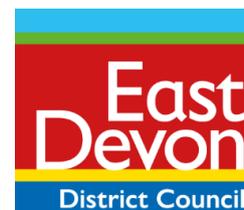
The many benefits of local listing, improving the planning process, enhancing local distinctiveness and involving the local community as described in paragraph 4.8 will not be realised. This would also be contrary to a recommendation of the draft Heritage Strategy for 2018 – 2031.

**Produce a local list SPD:**

More formal guidance in the form of a Supplementary Planning Document could be produced. This would mean more extensive consultation on the document which would considerably delay the process of preparing a local list.

A guide for the local list, as recommended, will be an effective document setting out the required criteria for listing and establishing a procedure for assessment.

**Planning policy**



# East Devon Local List Guide

Consultation Draft



December 2018

East Devon – an outstanding place

**Contact details**

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East Devon District Council  
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## Contents

Consultation Details .....	1
1 Introduction.....	3
2 National planning policy framework .....	5
3 Local Plan policy.....	5
4 Overarching statement .....	6
East Devon historic distinctiveness .....	6
5 Criteria for inclusion on the local list.....	8
6 Identifying potential assets.....	10
7 Local heritage list cycle.....	10
8 Assessment.....	11
9 The effect of inclusion on the local list.....	12
Appendix 1: Adopted East Devon Local Plan policies.....	14
Appendix 2 List of local amenity organisations .....	15



## Consultation Details

We are seeking views on this draft East Devon Local List Guide which:

- Proposes criteria for identifying locally important heritage assets and
- Sets out a procedure for including them on a local list.

Anyone can comment on what we are planning to do and your comments will be considered before our approach is finalised. To help with this, some questions you may wish to consider in your response are detailed below.

Please quote the question number in your response where this applies.

## Consultation Questions

1. Are there any features missing from the description of East Devon historic distinctiveness, and how could this be improved?
2. Are any factors missing from the criteria for inclusion on the list, and if so what would you add?
3. Is the proposed selection fair and reasonable and how could it be improved?
4. Should any other amenity groups be added to the list shown in Appendix 2?
5. Overall is the proposed document clear and easy to understand or how could it be improved?

## How to submit your comments

Comments can be submitted

*By email to:* [planningpolicy@eastdevon.gov.uk](mailto:planningpolicy@eastdevon.gov.uk), or

*By post to:* Planning Policy Section,  
East Devon District Council,  
Knowle, Sidmouth  
EX10 8HL

The period for you to submit comments runs from: *(date)*

All comments must be received by 5pm on *(date)* or they may not be considered.

## **What happens next?**

Following the consultation we will consider all responses received. We will then amend the document accordingly and submit it to the East Devon Strategic Planning Committee recommending adoption.

*Please note that we usually upload comments to the website including the name of the person commenting, although personal details (signature, address, e:mail and telephone number) are redacted.*

*Where comments are received from an organisation or business, contact details will not usually be redacted.*

*In some cases, for instance where comments are deemed to be offensive or confidential, comments may not be made public or an officer summary may be uploaded instead.*

## **Data protection**

*Any personal information which you provide will be held and used by East Devon District Council for the purpose of the draft Local List Guide consultation and may inform other planning policy work.*

*Your information may also be shared within East Devon District Council for the purpose of carrying out our lawful functions. Otherwise your personal information will not be disclosed to anybody outside East Devon District Council without your permission, unless there is a lawful reason to do so, for example disclosure is necessary for crime prevention or detection purposes.*

*Your information will be held securely and will not be retained for any longer than is necessary. There are a number of rights available to you in relation to our use of your personal information, depending on the reason for processing. Further detail about our use of your personal information can be found in the relevant Privacy Notice which can be accessed at: <http://eastdevon.gov.uk/privacy>*

## 1 Introduction

- 1.1 This document has been produced to help local communities and individuals to identify and assess features of character with a local heritage value which may go on a local list for their area. A local list can have a positive effect on the planning process and be beneficial for local communities.
- 1.2 Heritage assets, including those of local, national and international value, are an irreplaceable resource that contribute to the quality of life for residents and it is important that they can be enjoyed by future generations. The positive conservation of our heritage assets, a process of managing change, delivers recognised wider social, economic and environmental benefits.
- 1.3 A substantial majority of buildings and other features in our District have little or no heritage significance and so do not constitute heritage assets. However those that do, have enough heritage interest for their significance to be a material consideration in the planning process.
- 1.4 A heritage asset is described as:  
  
*“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).”<sup>1</sup>*
- 1.5 In 2019, East Devon District has more than 3200 designated heritage assets which includes Conservation Areas, Listed Buildings, Scheduled Monuments, Registered Parks and Gardens, and an internationally inscribed World Heritage Site. Listed buildings alone comprise nearly 4600 buildings and structures which have a degree of significance due to their special architectural or historic interest at a national level.
- 1.6 However the majority of heritage assets in East Devon, whether buildings, archaeological sites or areas of historic landscape character, do not have this statutory designation. Their conservation relies on the planning system and positive management by land and property owners.
- 1.7 This guide focusses on the local heritage assets that contribute to the special character of East Devon but do not meet the strict criteria for national listing. East Devon District Council recognises the valuable contribution that these assets make to their locality and is reviewing how they are identified and publicised.
- 1.8 Currently, features of local importance are noted on our Conservation Area appraisals, but this does not include features outside these designated areas. We want to guide local communities on how to identify heritage assets, including those outside Conservation Areas that are important to them locally, and those assets meeting certain criteria will be placed on a ‘local list’.

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<sup>1</sup> DGLC (2018) National Planning Policy Framework, Annex 2: Glossary

1.9 There are many features in our towns, villages and countryside of local heritage value that help define places and establish their character, and local lists can:

- Strengthen a feeling of local character and distinctiveness
- Build a sense of place and encourage cohesion for local communities
- Promote understanding of our historic environment and heritage assets
- Inspire local communities to celebrate the heritage assets of value to them
- Bring recognised benefits to health and wellbeing through involvement
- Help to conserve and enhance our local heritage assets

1.10 Local listing also has a positive impact on the planning process as it can:

- Make it easier to identify the items which merit consideration in the preparation and determination of development proposals
- Save time on such proposals as information relating to the significance of an asset will be gathered prior to local listing
- Ensure the significance of any locally valued heritage asset is considered in planning decisions, and
- Be helpful to those preparing plans, particularly neighbourhood plans, and in strategic planning.

1.11 This document sets out a consistent approach towards identifying heritage assets for a local list through selection criteria, and guidance on the assessment procedure through the Council. We have set out a range of criteria against which applications for items on the local list will be considered. These reflect the national guidance provided by Historic England.<sup>2</sup>

1.12 Local lists only deal with things that are locally important. The purpose of the list is to identify high quality, locally significant, built or landscape features which are not subject to any other heritage designation such as statutory listing.

As this is a local list, we are looking for the features of East Devon that help make up its distinctive identity, the particular character that makes it different from elsewhere. It is often the things that are not significant on a national scale that make the biggest contribution to the 'distinctiveness' of a local area and that is what we hope to capture by supporting local listing.

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<sup>2</sup> Historic England (2016) Local Heritage Listing; Historic England Advice Note 7

## 2 National planning policy framework

- 2.1 National policy emphasises the importance of heritage assets for their contribution to quality of life, and as an irreplaceable resource which should be conserved in a manner appropriate to their significance.

Local planning authorities are required to set out in their plans, “a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats”<sup>3</sup> and to make information on the historic environment, gathered as a part of policy-making or development management, publically accessible.

- 2.2 Non-designated heritage assets may be identified by a local planning authority as having a local heritage value that should be taken into account when considering any planning application that affects either the asset or its setting.

National policy further advises that heritage assets should be conserved in a manner appropriate to their significance. In weighing an application that may affect a non-designated asset, a balanced judgement is required regarding the scale of any harm or loss and the significance of the asset.

- 2.3 Local Authorities are encouraged to publish the criteria they will use to identify locally important heritage assets and to make information on the criteria and location of existing assets accessible to the public.
- 2.4 Whilst it is important to capture enough information to understand the significance of assets for the local list, the government and Historic England also emphasise that such activities need to be no more than necessary, and proportionate to the significance of the assets affected.

## 3 Local Plan policy

- 3.1 The adopted East Devon Local Plan has strategies and policies relating to non-designated heritage assets (provided here in Appendix 1), which comply with the national policy set out above.
- 3.2 East Devon District Council has a draft Heritage Strategy for 2019 – 2031, due to be adopted in the near future, which sets out a positive strategy for the historic environment of East Devon. It recommends the production of a local list guide, and following this, for a local list to be established.
- 3.3 The strategy also recommends working more with local communities, starting with pilot schemes which may include local listing within specific geographic area/s.

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<sup>3</sup> DGLC (2018) National Planning Policy Framework: 16. Conserving and enhancing the historic environment

## 4 Overarching statement

- 4.1 Historic England advises on the preparation of an overarching statement which sets out local historic significance,<sup>4</sup> similar to the process of identifying local characteristics for Conservation Areas. Themes suggested for the creation of a new list are cultural landscapes, social history, patterns of settlement and local figures.
- 4.2 East Devon covers a large area. The following description sets out the main elements that contribute to the special character of the district, recognising its inherent diversities. This helps to develop the local list criteria that are included and may be useful information for communities in developing their local statements.

### **East Devon historic distinctiveness**

- 4.3 East Devon is a predominantly rural area with attractive market towns, a world heritage coastline and picturesque villages. Much of the landscape of East Devon is of outstanding scenic beauty and this is reflected by the designation of two Areas of Outstanding Natural Beauty (AONB) which cover around two thirds of the District. The diversity of the landscape and its underlying geology has helped to create a distinctive local environment.
- 4.4 The District stretches from the city of Exeter and the Exe Estuary in the West, to the Dorset and Somerset borders in the East. There is a perceptible change in character across the district from the main centre of population in Exmouth and the neighbouring city of Exeter towards the remoter settlements of the Blackdown Hills to the north and east. Further details of the elements that contribute to the special character of the Blackdown Hills and East Devon AONBs are available through the organisation websites.<sup>5</sup>
- 4.5 One of the main historic construction materials for many years in East Devon was cob, which is earth compacted with natural material such as straw or animal dung. This concentration of earth buildings is significant on a national scale given the scarcity of this construction method in other parts of the United Kingdom. The main traditional roofing material is Devon reed, although many thatched roofs were replaced with tiles when transport improvements allowed.
- 4.6 The geology of East Devon is complex and the southern coastline is internationally recognised for its geology as part of the 'Jurassic Coast' World Heritage Site. Local stone has provided material for local buildings, including Triassic sandstone, Blue Lias limestone, chert, flint and limestone. Beer Stone is a particularly fine limestone quarried near the East Devon village of Beer, which has been used locally, but also in many English parish churches and cathedrals.

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<sup>4</sup> Historic England (2016) Local Heritage Listing p.10

<sup>55</sup> East Devon AONB <http://www.eastdevonaonb.org.uk/>  
Blackdown Hills AONB <https://blackdownhillsaonb.org.uk/>

- 4.7 Local materials have often been used in combination to create a distinctive style with cheaper materials supplemented with more expensive stone. For example, in the Blackdown Hills AONB, chert is often laid randomly with more expensive Beer stone being used for defined features such as door jambs. Throughout East Devon cob is often supported on low chert or flint walls to improve weather resistance with the use of dressed stone reserved for quoins, window and door details.
- 4.8 Pebble bed stones or 'Budleigh Buns' are large distinctive 'pebbles' that are used throughout the western fringes of the District. Whilst slate is a prominent roofing material in the west following development of the railway, there is a tendency for more clay tiles, usually from Bridgewater, towards the east, which were possibly brought in by canal. Many of the older brick buildings are constructed from local brickworks including those which were based at Exmouth and Ottery St Mary. All of the 'Mark Rolle' buildings, for example, were constructed from bricks from the Rolle Estate brickworks.
- 4.9 East Devon is bounded to the south by Lyme Bay and to the west by the Exe Estuary and the coastal area is an attractive tourist and retirement destination. The main 'seaside' destinations are Exmouth, Budleigh Salterton, Sidmouth, Beer and Seaton, while Lyme Regis lies just over the county border in Dorset.
- 4.10 The towns of Exmouth, Budleigh Salterton and Sidmouth first developed as 'watering holes' for the wealthy during the Napoleonic wars, when the convention of continental travel for the aristocracy was interrupted. There are fine examples of Georgian architecture in East Devon towns and particularly in Exmouth and Sidmouth, the latter renowned as a 'Regency' town.
- 4.11 Exmouth is essentially Victorian in character as the most rapid growth happened after 1860. The opening of the railways increased the attraction of visitors and Exmouth in particular, with its sandy beach and scenic location on a promontory between the open sea and Exe Estuary, the town became a popular tourist destination.
- 4.12 The Cottage Orne (rustic buildings of picturesque design) was a popular movement in the late 18<sup>th</sup> and early 19<sup>th</sup> century with fine examples in Budleigh Salterton and Sidmouth. There was also high quality development in Budleigh Salterton and Beer during the early 20<sup>th</sup> Century including good examples of the Arts and Crafts style, extending along the lower Otter Valley.
- 4.13 The towns of Honiton, Axminster and Ottery St Mary were centres of the textile industry from medieval times. Axminster is synonymous with carpet production and Honiton was the focus for the historic East Devon cottage industry of lace making.
- 4.14 In an East Devon context farmstead groupings are an important local feature, particularly those of medieval origins or planned as part of land estates. Several of the most beautiful East Devon Villages have their origins as planned estate villages, including Broadclyst, Gittisham and Broadhembury.

## 5 Criteria for inclusion on the local list

- 5.1 It is important when identifying or nominating assets to be included on a local list that they are judged against firm selection criteria so that the process is consistent and the significance of each feature is properly considered.
- 5.2 The sounder the basis for an addition to the heritage list, using selection criteria, the greater the weight that can be given to preserving the significance of the asset. The degree of consultation on the list and the on the inclusion of assets also increases that weight.
- 5.3 Historic England has set out commonly applied selection criteria, which we have adapted to take account of the overarching statement of historic distinctiveness for East Devon. We intend to use the criteria both as a guide for people wishing to put forward assets for consideration and to assess applications for inclusion on the East Devon local list.
- 5.4 It is essential that the local list is not de-valued by the inclusion of heritage assets that do not meet the criteria, however only one of the criteria listed needs to be met to make the building or structure eligible for inclusion on the local list.
- 5.5 Assessing the 'significance' of a heritage asset and the contribution of its setting is important in decision making in order to understand the potential impact and acceptability of development proposals.
- 5.6 The criteria for local listing are set out below. A feature of local interest is one that retains its historic form and external detail, and makes a positive contribution to the architectural and historic character of the locality for one or more of the following reasons:
  - **Age:** The more recent an asset is, the more unaltered it will need to be, for inclusion on the list. Buildings dated after 1939 will only be considered if they are outstanding (for example they have been documented in recognised publications or received a planning or architectural award) or they represent an important architectural style.
  - **Rarity:** Generally, the less common an asset is in an East Devon context, the more likely it is to be considered for inclusion on the local list. The main exception is likely to be cob buildings. This was a common historic building method in East Devon, but was far less common in the rest of the United Kingdom. Examples of cob building are therefore likely to be important components of the East Devon list, even though they are not particularly rare in an East Devon context.
  - **Aesthetic interest:** Good examples of identifiable building traditions, techniques, materials or characteristics that are part of local styles. This could include the work of recognised local architects, builders and engineers and is likely to include some of the best examples of the work of David Carr in Beer, RW Sampson in Sidmouth, Mark Rolle in Exmouth and Hatchard Smith in the Otter Vale.



- **Group Value:** Groupings of assets with a clear visual, design or historic relationship. In an East Devon context farmstead groupings are an important local feature, particularly those of medieval origins or planned as part of land estates.
- **Archival Interest:** The significance of a local heritage asset of any kind may be enhanced by a significant contemporary or historic written record.
- **Historical Association:** The significance of a local heritage asset of any kind may be enhanced by a significant historical association of local or national note, including links to important local figures. Blue Plaque and other similar schemes may be relevant.
- **Archaeological interest:** This may justify registration of a locally significant asset, if the evidence base is sufficiently compelling and a distinct area can be identified. The local heritage asset may provide evidence about past human activity in the locality which may be archaeological (in the form of buried remains), but may also be revealed in the structure of buildings or in a manmade landscape.
- **Designed landscapes interest:** Locally important designed landscapes, parks and gardens, which may relate to their design or social history. There are some particularly fine examples of large estates with designed landscapes in East Devon that are not nationally registered, but are included on the Devon Gazetteer of Parks and Gardens of Local Historic Interest.<sup>6</sup>
- **Landmark status:** An asset with strong group or historical associations, or with an especially striking aesthetic value that contributes to the image of the local area.
- **Social and Communal Value:** Features with special local or national historical associations. This may relate to places that aid a perception of local identity or social interaction and could include intangible aspects of heritage that contribute to the “collective memory” of a place. Examples may be features that are important in events like the Ottery St Mary tar barrel races or the Honiton hot pennies.

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<sup>6</sup> Devon Gazetteer of Parks and Gardens of Local Historic Interest:  
<https://www.devongardenstrust.org.uk/?q=devon-gazetteer>

## 6 Identifying potential assets

6.1 Historic England's Advice note 7 sets out a range of sources to identify assets, including:

- Inviting public nominations
- Local research publications
- Existing lists, such as the old 'Grade III' buildings
- Historic Environment Records
- Government and non-government organisation databases

Searches can be structured around categories such as historic theme, asset type or geographic area. It would be useful to check the Historic England national list to see if any considered items are designated heritage assets.

The experience of local experts, voluntary organisations and other specialist advice may be helpful in collating and verifying information and assessing whether assets meet the criteria set out in this document.

## 7 Local heritage list cycle

Advice note 7<sup>7</sup> illustrates a suitable approach towards the inclusion of items on the local list:



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<sup>7</sup> Historic England (2016) Local Heritage Listing; Historic England Advice Note 7

## 8 Assessment

- 8.1 Nominations to include assets on the local list may be made by town and parish councils, ward members, neighbourhood planning groups and properly constituted local amenity groups.
- 8.2 Comprehensive surveys by the above groups will be particularly welcomed, especially if local people have been encouraged to take part in the process. An overarching statement setting out local historic significance will help to set the context for suggested items for the list.
- 8.3 Priorities for processing nominated items will be considered alongside the Heritage Strategy delivery plan, for example in the delivery of pilot schemes within an area.
- 8.4 Where a large number of items have been submitted for an area, assessment may take place in stages, based on, for example, geographical area or type of feature to make this more manageable for Council staff.
- 8.5 An item may only be considered for inclusion where it has not been previously assessed and deemed not suitable within the previous three years from that decision date.
- 8.6 The assessment procedure will be as follows:
  1. Nominations for assets for inclusion on the local list must be made using a standard form for each proposed asset which will be available on the Council's website. It will be necessary to provide a site location plan, photograph and a brief statement on how the nomination meets the selection criteria.
  2. To qualify for inclusion on the list, one or more of the criteria set out in this guide must be met. The nominating group will be responsible for gathering evidence to support the nomination, including any further investigation into the history of a proposed asset. This may occasionally involve consultation with specialists or a public body of that particular asset type.
  3. A selection panel may be formed by the nominating group to independently assess assets, with membership drawn from a cross-section of the community and professionals, to draw up a shortlist of nominated assets.
  4. The nominating group should consult with the owner (and occupier where relevant) of each asset, where known, and at this stage the local community may also be consulted on a nominated asset or shortlist of nominations for useful comment.
  5. The nominating group should then consider any views and provide the Council with the nomination form and any written comments from the owner (and occupier where relevant) of each proposed asset for consideration.
  6. The Council will consider the nomination/s and make a decision on whether the item/s will be included on the local list. The reasons for either inclusion or exclusion from the list will be recorded and made available if requested.

7. Any request for an nominated asset not to be included on the list by the owner/occupier or other interested party will need to be based on evidence that it fails to meet the requirements of the selection criteria. The Council will only be able to consider comments relating to the criteria and cannot consider personal circumstances or development proposals. If one or more criteria are met there will be no valid reason for omitting the feature unless the background information is incorrect.
8. The final ratification of assets for the local list will be made by the Service Lead for Planning at East Devon District Council.
9. We will write to the nominating group to confirm whether item/s meet the criteria for inclusion on the list or not, with a copy to any owner or occupier who has commented on the nomination.
10. Once the initial backlog of assessments has been processed the Council will aim to process nominations for the list within a maximum of three months from receipt of a nomination. This may vary according to the delivery plan of the Heritage Strategy.
11. Following a decision to include a feature on the local list, our web site and geographic information system will be updated and details will be made available to the Devon Historic Environment Record.
12. The list will be reviewed periodically and this may result in removal of assets where they no longer meet the selection criteria, have been demolished or have undergone changes that undermine their significance.

## 9 The effect of inclusion on the local list

- 9.1 When a planning application is considered, the implications for the locally listed asset and its setting will be taken into account when a decision is made. However inclusion on the list will not automatically mean refusal of any application that involves its alteration or loss.
- 9.2 It is necessary for an applicant for either planning permission or listed building consent to submit an 'Assessment of Significance' with their application which will need to include:
  - A statement of significance of the heritage asset
  - Details of the proposal, and
  - Analysis of the impact of the proposal on the significance (including a statement of need & statement of impact).

Further guidance is available in the document Historic England, Historic Environment Good Practice Advice in Planning: 2. <sup>8</sup>

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<sup>8</sup> Historic England (2015) Managing Significance in Decision – Taking in the Historic Environment <https://content.historicengland.org.uk/images-books/publications/gpa2-managing-significance-in-decision-taking/gpa2.pdf/>

- 9.2 Heritage assets included on the local list are not subject to any additional planning controls over alteration or demolition.
- 9.3 Any locally listed asset and its setting should be considered when development is being proposed as part of a development plan document or a neighbourhood plan.
- 9.4 A locally listed building would also become a building where special considerations apply in relation to Approved Documents L1B and L2B of the Building Regulations.

This effectively means that its heritage significance can be taken into account when considering the requirement under the building regulations for the conservation of fuel and power in existing homes and other buildings.

## Appendix 1: Adopted East Devon Local Plan policies

### **EN7 – Proposals affecting sites which may potentially be of archaeological importance**

When considering development proposals which affect sites that are considered to potentially have remains of archaeological importance, the District Council will not grant planning permission until an appropriate desk based assessment and, where necessary, a field assessment has been undertaken.

### **EN8 - Significance of Heritage Assets and their Setting**

When considering development proposals the significance of any heritage assets and their settings, should first be established by the applicant through a proportionate but systematic assessment following East Devon District Council guidance notes for 'Assessment of Significance' (and the English Heritage guidance "The Setting Of Heritage Assets"), or any replacement guidance, sufficient to understand the potential impact of the proposal on the significance of the asset. This policy applies to both designated and non-designated heritage assets, including any identified on the East Devon local list.

### **EN10 - Conservation Areas:**

Proposals for development, including alterations, extensions and changes of use, or the display of advertisements within a Conservation Area, or outside the area, but which would affect its setting or views in or out of the area, will only be permitted where it would preserve or enhance the appearance and character of the area. Favourable consideration will be given to proposals for new development within conservation areas that enhance or better reveal the significance of the asset, subject to compliance with other development plan policies and material considerations. Loss of a building or other structure that makes a positive contribution to the significance of a Conservation Area will be considered against the criteria set out in Policy EN9.

## **Appendix 2 List of local amenity organisations**

These are the local history and heritage societies, groups and associations to be notified of the draft report following a nomination for local listing:

Axminster Historical Society

Axe Vale and District Conservation Society

Branscombe Project

Broadclyst Local History Society

Chardstock Historical Record Group

Colyton Parish History Society

Exmouth Historical and Archaeological Society

Feniton History Group

Hawkchurch History Society

Honiton History Society

Lympstone History Society

Membury History Society

Newton Poppleford Local History Group

Otter Vale Association

Ottery St. Mary Heritage Society

Sidmouth Local History Group

Sid Vale Association

Whimble History Society

Woodbury Local History Society







**Report to:** **Strategic Planning Committee**

**Date of Meeting:** 29 January 2019

**Public Document:** Yes

**Exemption:** None

**Review date for release** A further review will be published later in 2019.

**Agenda item:** 8

**Subject:** **Employment Land Review to Year Ending 31 March 2018**

**Purpose of report:** This report provides summary details of the Employment Land Review produced by the Planning Policy section for 2017-18.

**Recommendation:** **That Committee takes note of this report.**

**Reason for recommendation:** To ensure that the Council has an up to date report monitoring employment land availability and use within the district and also to provide information on numbers of residents of East Devon in employment and job numbers in the District.

**Officer:** James Coles, Technical Support and Monitoring Officer  
[jcoles@eastdevon.gov.uk](mailto:jcoles@eastdevon.gov.uk) – 01395 571745

**Financial implications:** There are no direct financial implications requiring comment.

**Legal implications:** The Employment Land Review is a technical document which the Council is legally required to regularly review, thereby ensuring local plan policies are based upon adequate, up to date and relevant evidence.

**Equalities impact:** Low Impact  
 There are no specific equalities issues associated with production of the Employment Land Review Report.

**Risk:** Low Risk  
 No risks identified

**Links to background information:** [East Devon – Employment Land Review 31 March 2018](#)

**Link to Council Plan:** Developing an Outstanding Local Economy

## **1 Background Information**

- 1.1 The National Planning Policy Framework requires Local Authorities to support sustainable economic growth by setting out a clear economic vision and strategy for their area and to ensure there is sufficient land available to support growth. National Planning Policy Guidance advises on what employment considerations can be monitored, which form the basis of this report.
- 1.2 The current Employment Land Review report for East Devon provides monitoring records up to March 31st 2018.

## **2 Employment Land Use Monitoring**

- 2.1 Monitoring is based mainly on the assessment of 'B' use classes which includes B1: Business, B2: General Industrial and B8: Storage and Distribution. Some 'Sui Generis' or other uses that occupy employment sites and which do not fall into a B category but which are similar in nature are also monitored.
- 2.2 Employment sites which typically cover at least 1,000 square metres (0.1 ha) containing B uses are mapped out. One new site has been added to the database in this latest report bringing employment sites monitored in East Devon to a total of 62. For avoidance of any confusion, "site" in this context constitutes a whole employment area of estate rather than an individual plot of land, so for example Heathpark in Honiton is classified as an employment site and within Heathpark there are vacant plots of land as well as many existing businesses and buildings.
- 2.3 A list of small sites are also monitored on an annual basis with a threshold of 100 square metres of site area or buildings with 50 square metres of floor space, above which sites are recorded.
- 2.4 A full schedule of relevant planning permissions and completions since inception of the Local Plan in 2013 is provided for all major sites and small sites, with further information on sites and plots under construction, outstanding permissions and lapsed permissions.
- 2.5 Records are also provided on the completion of planning permissions during the last 5 years.
- 2.6 Vacant, available sites by virtue of a Local Plan allocation or planning permission, which are likely to be policy compliant and with scope for development, are identified. Plots within employment sites that are not identified as necessarily being policy compliant but which may offer scope for development are also shown.
- 2.7 Plans of each site are provided illustrating the detail of activity for individual properties during the last 5 years. Each plan also maps out vacant land as described in paragraph 2.6.

2.8 Information is also given on non-domestic rated units within employment sites which are occupied or empty at each site.

### **3. Overview of Employment Land Review for 2017-18**

#### **3.1 Planning Permissions**

Planning permissions granted during 2017-18 amounted to approximately 3.58 hectares of net additional site area; 23 permissions were for plots within major sites and 17 were at small sites.

#### **3.2 Permissions Under Construction at March 31st 2018**

There were 13 plots under construction, amounting to approximately 4.07 hectares of net additional site area, as of March 31st 2018. This figure includes the new East Devon District Council offices in Honiton (7,640m<sup>2</sup>), a new office block at Skypark (7,000m<sup>2</sup>), two new 'Grow On' buildings at Exeter Science Park (6,270m<sup>2</sup> and 3,000m<sup>2</sup> respectively) and a series of developments at Blamphayne Sawmill in Gittisham (totalling 12,100m<sup>2</sup>).

#### **3.3 Outstanding Permissions**

At March 31st 2018, site areas with extant planning permission amounted to approximately 56.57 hectares.

#### **3.4 Completions**

Completions during 2017-18 amounted to 30.81 hectares of net additional site area. This figure includes the Lidl distribution warehouse at the Intermodal Interchange site near Clyst St Mary (210,000m<sup>2</sup>), the Met Office High Performance Computer Centre at Exeter Science Park (21,400m<sup>2</sup>), the waste transfer centre at Hill Barton (17,000m<sup>2</sup>) and the Travis Perkins warehouse at Hill Barton (10,721m<sup>2</sup>). It should be noted that completion levels, measured in land area terms, were exceptionally high (compared to previous years) for the 2017 to 2018 period. A number of major sites were completed in this year but of most significance was the Lidl distribution depot at the West End.

#### **3.5 Allocated Sites**

The report details 26 plots of land across a number of employment sites that are specifically allocated in the Local Plan for employment use or are otherwise seen as having possible development potential; these allocations amount to approximately 67.64 hectares. There are also allocations within mixed use sites where specific plots are not identified.

#### **3.6 Non-Domestic Rated Properties**

At March 31st 2018, there were 1,249 properties within East Devon employment sites rated for non-domestic use; 105 of which (or around 8.4%) were classed as empty.

### **4. Employment Numbers in East Devon**

4.1 This section of this report provides background information on job numbers and employment statistics relevant to East Devon as reported in the monitoring report.

- 4.2 The monitoring report notes that East Devon is characterised by comparatively low wage levels. Drawing on Government data, from the NOMIS web site for 2018, see: <https://www.nomisweb.co.uk/reports/lmp/la/1946157358/report.aspx?#tabearn> East Devon has the 50<sup>th</sup> lowest, of the 380 recorded local authorities in Great Britain, median gross weekly resident pay level for full time workers. This places it in the lowest 14% nationally and in Devon terms only North Devon, Torbay and Teignbridge have lower median wage levels.
- 4.3 Unemployment rates, reported on NOMIS – see: [https://www.nomisweb.co.uk/reports/lmp/la/1946157358/subreports/ea\\_time\\_series/report.aspx?](https://www.nomisweb.co.uk/reports/lmp/la/1946157358/subreports/ea_time_series/report.aspx?), for East Devon measured for the July 2017 to June 2018 period are also low (despite the low wage levels). East Devon has a reported unemployment rate of 2.3% (a total of 1,550 people down from 3,000, 5.1%, in 2011) this places the District as the 11<sup>th</sup> lowest percentage level (shared with three other local authorities) of the 378 measured local authorities in Great Britain. Of the (old) Devon authorities only South Hams has a lower percentage unemployment rate. It should be noted, however, that the unemployment rate does not show a complete picture of people that are **not** economically active (i.e. not in work) but that may like a job. Nomis data reports of 16,400 residents of East Devon during July 2017 to June 2018 that were not economically active and of these 4,700 were classified as “Wants a job” and 11,700 “Does Not Want a Job”.
- 4.4 The number of actual jobs located in East Devon, drawing on NOMIS data, fluctuates quite markedly from year to year, see <https://www.nomisweb.co.uk/query/select/getdatasetbytheme.asp?theme=27> although the web site is not straightforward to use the monitoring report shows people in jobs based in East Devon as tabled below:

**Table of number of jobs located in East Devon by year**

Year	Job Numbers - Old Counting Methodology	Job Numbers - New Counting Methodology	EDDC officer recalibration of Numbers from Old to New Methodology
2009	45,158	Not Available	45,736
2010	45,725	Not Available	46,310
2011	46,500	Not Available	47,095
2012	45,780	Not Available	46,365
2013	44,415	Not Available	44,983
2014	47,315	Not Available	47,920
2015	46,525	47,120	47,120
2016	Not Available	48,095	48,095

- 4.5 The data should be used with some degree of caution, specifically noting for example that counting methodologies changed over time. However, what can be seen is that the number of jobs located in East Devon has increased over recent years, specifically since 2013, the base start date of the Local Plan. Unfortunately data for 2017 and 2018 is not available.
- 4.6 It should be noted that whilst many of the jobs that are based in East Devon will be filled by East Devon residents there are also large numbers of people that live elsewhere that

commute into the District for work purposes. The 2011 census, see: <https://www.nomisweb.co.uk/census/2011/WU03UK/chart/1132462159> showed 12,500 people travelling into the District for jobs, but a higher number, 18,405 East Devon residents, travelled out of the District for jobs, most of these, 11,430, were to Exeter.

## **5. Relationship between employment numbers and housing delivery**

- 5.1 On large scale major housing sites (those of 200 homes or 4 ha of land or more) the Local Plan through Strategy 31 seeks to provide 1 job for each new home built. The Local Plan does not however seek to provide this ratio of jobs to homes across the whole district. Indeed the evidence underpinning the local plan recognises that this is unrealistic and that the number of jobs created per year is likely to be lower than the number of homes overall. It is recognised that it is an aspiration of Members to deliver one job for each new home across the district but since the adopted Local Plan does not set out to deliver this it is not considered appropriate to formally monitor the relationship between the delivery of homes and the delivery of jobs.
- 5.2 Measuring the relationship between the delivery of homes and the delivery of jobs over time is in any event fraught with difficulties. There are a number of reasons for this including the fact that the number of jobs is very susceptible to fluctuations arising from issues such as businesses opening and closing leading to hundreds of jobs being created or lost overnight. In contrast the delivery of homes is more linear and consistent with very limited potential for losses. This could lead to false conclusions based on the gain or loss of a big business in any given period. In addition the planning system is fundamentally concerned with the use of land and buildings whereas jobs are less and less reliant on these things.
- 5.3 More and more jobs are home based and so the relationship between the number of jobs and the delivery of employment land is less clear. Even where jobs are based in a traditional business unit the number of jobs per square metre will vary wildly depending on the nature of the activities taking place. As planning authority we can only control the use of units through the use classes order and so we can only estimate how many jobs a particular land allocation will create but this will actually depend on the nature of the business, levels of automation etc.
- 5.3 It is not therefore intended to record the relationship between the number of homes delivered and the number of jobs delivered over time but it is considered appropriate to continue to report on the number of jobs in the district using the Nomis data detailed above to ensure that in monitoring the delivery of employment land we relate this to the number of jobs.
- 5.4 The following table is a summary of employment sites in the district and the number of non-domestic rated premises at each site by use class as a summary of the current position.

Ref	Name	TOTAL	In Use	Empty	WORKSHOP (not Vehicle Repair)	WARE HOUSE	RETAIL	STORAGE (including Land)	FACTORY	OFFICE	SHOW ROOM	VEHICLE REPAIR	OTHER
1	Alexandria Road Industrial Estate	40	38	2	15	1	1	15	1	1	1	3	2
2	Axminster Carpets, Woodmead Road	5	5	0	2	0	0	0	1	0	0	2	0
3	Ottery Moor Lane / Bramble Hill Industrial Estate	13	4	9	2	7	2	0	0	1	1	0	0
4	Odhams Wharf	12	10	2	4	1	0	1	1	5	0	0	0
5	Darts Business Park	33	31	2	7	2	0	17	0	0	5	0	2
6	Dunkeswell Industrial Estate	170	152	18	39	60	0	48	9	9	0	0	5
7	East Devon Business Park	18	14	4	6	1	0	4	0	3	0	2	2
8	Finnimore Industrial Estate	36	31	5	4	7	2	6	4	6	0	4	3
9	<b>NOT IN USE</b>												
10	Harbour Road, Industrial Estate	27	23	4	1	1	8	5	0	2	1	1	8
11	Heathpark Industrial Estate	133	126	7	35	52	6	12	6	6	1	4	11
12	Greendale Business Park, Woodbury	73	71	2	2	18	0	36	1	4	0	2	10
13	Harepath Industrial Estate	12	12	0	8	2	0	0	0	0	1	1	0
14	Hill Barton Business Park	50	44	6	3	26	0	9	0	2	0	0	10
15	Millwey Rise Industrial Estate	63	60	3	29	4	0	5	0	6	0	1	18
16	Liverton Business Park (Phase I)	26	25	1	8	5	6	0	0	0	0	0	7
17	Liverton Business Park (Phase II)	8	8	0	0	6	1	0	0	0	0	0	1
18	Dinan Way	8	8	0	0	0	2	0	1	1	1	2	1
19	Manstone Lane	10	9	1	6	1	0	2	1	0	0	0	0
20	Mill Park Industrial Estate & Hogsbrook Farm	55	53	2	14	23	0	11	0	2	0	4	1
21	Coal Yard, Castle Gate	3	3	0	0	0	0	0	0	0	0	3	0
22	Aylesbeare Common	4	4	0	0	3	0	0	0	1	0	0	0
23	Pound Lane Industrial Estate	50	48	2	7	4	3	21	2	3	2	2	6
24	Colyton Business Park (Wheelers Yard)	14	14	0	8	0	0	5	0	0	0	0	1
25	Intermodal Interchange	1	1	0	0	1	0	0	0	0	0	0	0
26	Skypark	5	5	0	0	1	0	0	0	0	0	0	4
27	Science Park	43	41	2	0	0	0	0	0	39	0	0	4
28	Dinan Way Trading Estate	25	24	1	7	6	0	5	0	1	3	2	1



Ref	Name	TOTAL	In Use	Empty	WORKSHOP (not Vehicle Repair)	WARE HOUSE	RETAIL	STORAGE (including Land)	FACTORY	OFFICE	SHOW ROOM	VEHICLE REPAIR	OTHER
57	Land North and East of Town, Axminster *												
58	Hunthay Farm	20	20	0	3	3	0	12	0	1	0	0	1
59	Axehayes Farm	7	7	0	0	0	0	0	0	7	0	0	0
60	Dotton Farm	10	10	0	3	1	0	5	0	1	0	0	0
61	Colliton Barton	5	5	0	2	2	0	0	0	0	0	0	1
62	<b>NEW</b> Dunkeswell Airfield	17	14	3	1	0	0	6	0	1	0	0	9

\* specific site / plots not yet been identified







**Report to:** **Strategic Planning Committee**

**Date of Meeting:** 29 January 2019

**Public Document:** Yes

**Exemption:** None

**Review date for release** None

**Agenda item:** 9

**Subject:** **Review of East Devon Area of Special Control of Advertisements (ASCA)**

**Purpose of report:** To seek Members agreement to commence consultation on changes to the areas included in the East Devon Area of Special Control of Advertisements.

**Recommendation:** **That Members agree to consultation being undertaken on the proposed changes to the area covered by the Area of Special Control of Advertisements as set out in the attached consultation document.**

**Reason for recommendation:** To ensure that consultation is undertaken and feedback duly considered before making any amendments to the Area of Special Control of Advertisements.

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Tel: 01395 571 683

**Financial implications:** There does not appear to be any financial implication to comment upon.

**Legal implications:** A local planning authority can only make an area of special control order after it has been approved by the Secretary of State. Detail is set out in regulations 20 and 21 of and Schedule 5 to the Town and Country Planning (Control of Advertisements) (England) Regulations 2007/783. Before making an order and applying for approval from the Secretary of State, local planning authorities are expected to consult local trade and amenity organisations about the proposal. There are no legal implications at this consultation stage other than as set out in the report.

**Equalities impact:** Low Impact  
Changes to the Area of Special Control of Advertisements will not have specific equalities impacts.

**Risk:** Low Risk  
There is a risk that if the Area of Special Control of Advertisements is not reviewed in accordance with legal requirements then its legitimacy could be challenged.

**Links to background information:**

- [Review of East Devon Area of Special Control of Advertisements - East Devon](#)
- [24<sup>th</sup> July SPC agenda](#)
- [24<sup>th</sup> July SPC minutes](#)
- [Axminster Masterplan - East Devon](#)
- [Guide to review of ASCA](#)

**Link to Council Plan:** Encouraging communities to be outstanding.

**Report in full**

**1. Purpose, extent and need to review the Area of Special Control of Advertisements**

- 1.1 In an Area of Special Control of Advertisements (ASCA) there are stricter controls on the type, size and height of advertisements. An ASCA should only be designated where there is a need for special protection due to scenic, historic, architectural or cultural features.
- 1.2 The vast majority of East Devon is designated as an ASCA, with only Exmouth and small areas of Axminster, Beer, Budleigh Salterton, Honiton, Ottery St. Mary, Seaton and Sidmouth being excluded. The ASCA was originally designated by Devon County Council in 1964 and was last modified in 2002. Since then significant changes have occurred that could affect the justification for areas being included in the ASCA including the continued growth of the towns, the development of Cranbrook and the designation of the Enterprise Zone. There is a legal requirement to review an ASCA at least every five years to see if it should be revoked or modified and the changes that have occurred since 2002 clearly indicate that modifications may be required.
- 1.3 At its meeting on 24 July 2018, this Committee agreed that a review of the ASCA should be undertaken and that any revised proposals should be considered by the Committee prior to public consultation.
- 1.4 A draft consultation paper is attached to this report that sets out proposed changes to the area covered by the ASCA. In general the size of the ASCA is proposed to be reduced to reflect the extent of urban development, although there are some areas that are proposed to be included in it.

**2. Summary of Changes Proposed to the Area of Special Control of Advertisements**

- 2.1 The review has looked at whether the extent to which the main towns should be excluded from the ASCA together with the commercial centres of Beer and Colyton and the Enterprise Zone.
- 2.2 In Axminster, Exmouth, Honiton, Ottery St. Mary, Seaton and Sidmouth the proposed boundary generally follows that of the Built-up Area Boundary (BUAB) defined in the Local Plan (except where the land is also in an Area of Outstanding Natural Beauty AONB). This would result in an overall reduction in the area covered by the ASCA.
- 2.3 In Axminster the BUAB includes a mixed use allocation to the east of the town, but there is uncertainty over the extent of the land likely to be developed and this is currently subject to a master planning exercise. The area proposed to be excluded

from the ASCA does not include this allocation due to the uncertainty over what will be delivered and when, but the option is included for consultation as an alternative.

- 2.4 Budleigh Salterton is 'washed over' by the East Devon AONB and so only the town centre (as defined in the Local Plan) is proposed to lie outside of the ASCA. This would result in three small areas being included in the ASCA and one area being excluded so the net effect in Budleigh would be to enlarge the area covered by the ASCA.
- 2.5 Cranbrook is wholly inside the ASCA and the proposal is to remove from the ASCA the areas already developed or with planning permission for development. An alternative approach could be to also remove the expansion areas set out in the emerging Cranbrook Plan, but this is not recommended as the plan is not yet finalised.
- 2.6 The Exeter and East Devon Enterprise Zone comprises four separate sites in East Devon: the Science Park; Sky Park; the Airport Business Park and Cranbrook Town Centre. The stricter rules that apply in an ASCA are not compatible with the simplified planning regime of the Enterprise Zone and so it is proposed that they are wholly removed from the ASCA.
- 2.7 Beer differs from other East Devon villages because most of the village centre is already excluded from the ASCA. It has been considered in this review in order to consider aligning the boundary of the ASCA with the village centre boundary defined in the Beer Neighbourhood Plan (and the East Devon Villages Plan). The only part of Beer that lies outside of the ASCA is part of Fore Street and the frontages of properties facing it. It is proposed to take out additional land at the rear of these premises so that the boundary of the ASCA matches that of the Village Centre boundary defined in the Beer Neighbourhood Plan. This would also result in a small residential development being included in the ASCA.
- 2.8 The whole of Colyton currently lies in the ASCA, but it has been considered in this review for the sake of consistency because both Beer and Colyton have town/village centres defined in the Villages Plan. It is proposed to take out the commercial centre of Colyton to enable slightly more flexibility for local businesses (all of the land is in a Conservation Area so in practice the differences that not being in the ASCA would make would be marginal).

### **3. Ward Member and Parish/Town Council Consultation Responses**

- 3.1 At the meeting on 24<sup>th</sup> July 2018 Members requested that Ward Members and parish councils in any areas affected by proposed changes to the ASCA should be informally consulted prior to this Committee considering wider consultation documents.
- 3.2 A guide was produced to inform the process and the comments received are summarised in the table below.
- 3.3 Most of the comments made were about Sidmouth with some support for the proposed changes and some support for keeping the existing boundaries. In terms of the comments on the land allocated in Sidmouth for employment in the adopted Local Plan it should be noted that this site is within the AONB and so it is proposed to keep it inside of the ASCA. Although Colyton Town Council did not support the change proposed to remove the town centre from the ASCA, it has been kept in the consultation document so that wider views can be sought but the option of retaining the whole of Colyton in the ASCA is also included as an option.

**Table of comments received from Ward Members and Parish/Town Councils**

<b>Settlement</b>	<b>Comment</b>
Axminster	<b>Ward Member</b> agreed with the "white area" in Axminster Town Centre being included in the ASCA, together with the small areas (currently excluded), which lie outside the BUAB. I agree that the whole of the land within the black line (excluding the "white area") should be excluded from the ASCA. I agree that the whole of the mixed use, Local Plan allocation should be excluded from the ASCA.
Colyton	<b>Town Council</b> agreed unanimously that the ASAC for Colyton should remain as it currently is with the whole of Colyton in the ASAC.
Cranbrook	Cranbrook <b>town councillors</b> appear to be in support of the proposed exclusion of most of Cranbrook from the Area of Special Control of Advertisements. However, controls should be established to control the location and content of adverts on aesthetic grounds and, particularly, how they might sit in a Healthy New Town. Cranbrook one of ten national Healthy New Towns, an NHS England initiative.
Exmouth	Exmouth <b>Town Council</b> Planning Committee discussed the above review document and did not object to the proposed changes.
Sidmouth	<p><b>Town Council</b> - I can see the logic of removing the Area of Special Control from the whole of Sidmouth, other than the AONB, in order that a single set of rules will apply. My concern, however, relates to the Conservation Area in and around the Town Centre which is within an Area of Special Control at present. I would not wish to see the Area of Special Control removed from this area unless other regulations already apply which impose strict control of advertisements by virtue of its status as a Conservation Area.</p> <p><b>Ward Member</b> - Happy to leave as it is at present.</p> <p><b>Ward Member</b> - I can't see a problem with changing the boundary for the ASCA as suggested to match the BUAB/AONB boundary.</p> <p><b>Ward Member</b> - I note that the guiding principles state that Sidmouth land within the BUAB 'will be excluded from the ASCA unless it is within an AONB'</p> <p>Other considerations state 'where there are areas of large scale development on the edge of towns that lie outside of the adopted BUAB consideration will be given to whether these should also be excluded from the ASCA'. Examples given include land at Honiton and south of Ottery St Mary.</p> <p>I am very concerned that the current proposed development at Two Bridges Road, Sidford, has not been specifically mentioned. If approved, this major development would encroach into the AONB, so I would ask for assurance that this area, together with</p>

Settlement	Comment
	<p>land at Bowd and Middlemoor, would still have strict controls over advertising/signage.</p> <p>I would ask you to take note of the planning consent given for development of the recycling centre at Bowd, Sidford (approved on 12th September 2012) which imposed strict conditions with regard to signage and lighting. The Devon County Council planning reference is 12/0884/CM.</p> <p>'Schedule of Conditions:</p> <p>11. Before the development commences, the design and details of the proposed signage within the site, along the access road and at the entrance to the site shall be submitted to and approved in writing by the Waste Planning Authority. The development shall be carried out in accordance with the approved details.</p> <p>REASON: To minimise the urbanising impact of the signage on the rural character of the AONB, in accordance with East Devon Local Plan Policy EN1 (AONB).'</p> <p>12. relates to design and location of signage</p> <p>'Lighting</p> <p>25. Unless otherwise agreed in writing by the Waste Planning Authority, site lighting shall be switched on no more than one hour before the site opens to the public and shall be switched off no more than one hour after the site closes to the public (as specified in Condition 18), except in the case of emergencies.</p> <p>REASON: To ensure that the site does not cause a detrimental impact on the AONB and protected species, in accordance with East Devon Local Plan policy EN1 (AONBs) and Structure Plan policy C)10 (Protection of Nature Conservation Sites and Species).</p> <p>26. Before development commences, details of the lighting units shall be submitted to and approved in writing by the Waste Planning Authority. The development shall be carried out in accordance with the approved details. At no times shall the levels of luminance exceed the indicated levels on the approved plan 4933/105 (Site Lighting)</p> <p>REASON: To ensure that the light from the site does not cause a detrimental impact on the inherently dark landscape of the AONB, in accordance with East Devon Local Plan policy EN1 (AONB) and to ensure that light from the site does not have an adverse impact on bats, in accordance with Structure Plan policy CO10 (Nature Conservation Sites and Species).'</p> <p>Please note that the Sid Valley, has thirteen species of bats recorded (see my objections to planning application 18/1094/MOUT in June 2018 – European protected species (Appendix A)). These include three</p>

Settlement	Comment
	<p>out of the four bats with SAC designation: Barbastelle, Greater Horseshoe and Lesser Horseshoe. The site at Two Bridges Road also has dark skies status – semi rural.</p> <p>I would also draw your attention to the fact that activities and developments outside the boundaries of AONBs may affect land in the AONB. Section 85 of the CROW Act clearly requires that authorities must 'have regard irrespective of where the effects on the AONB originate'.</p>

#### 4. Process for Reviewing the Area of Special Control of Advertisements

- 4.1 It is proposed that the attached paper is consulted on from 5 February until 19 March 2019. The Government expects local trade and amenity organisations to be consulted and in addition the views of Parish Councils will be re-sought.
- 4.2 Following consultation, responses will be considered before the revised boundary is put forward for consideration by this Committee and Full Council.
- 4.3 Confirmation of the revised ASCA would then need to go through set legal procedures that include submission of the proposals to the Secretary of State. It may then be necessary for the changes to be considered by an Inspector at an inquiry and further consultation may also be necessary before changes to the Order are confirmed.

## Planning policy consultation

# Review of East Devon Area of Special Control of Advertisements

Public Consultation 05/02/2019 – 19/03/2019



February 2019 Consultation Version

East Devon – an outstanding place



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[Review of East Devon Area of Special Control of Advertisements - East Devon](#)

To request this information in an alternative format or language please phone 01395 516551 or email [csc@eastdevon.gov.uk](mailto:csc@eastdevon.gov.uk)

## Contents

1	Consultation Details.....	4
2	Summary.....	5
3	Extent of East Devon ASCA.....	6
4	Key Questions.....	8
5	Axminster.....	11
6	Beer.....	17
7	Budleigh Salterton.....	22
8	Colyton.....	27
9	Cranbrook.....	28
10	Enterprise Zone.....	31
11	Exmouth.....	35
12	Honiton.....	42
13	Ottery St. Mary.....	48
14	Seaton.....	52
15	Sidmouth.....	56

# 1 Consultation Details

- 1.1 This consultation seeks your views on proposed changes to the area covered by the East Devon Area of Special Control of Advertisements (ASCA). Following this consultation we will consider all responses received. We will then decide whether to amend our proposals and either re-consult (if any changes are significant) or to amend the ASCA and submit it to the Secretary of State for consideration.
- 1.2 We would like to hear what you think about the changes we are planning to make. We have produced maps for each area where changes are proposed and supported these with specific questions. General questions you might like to consider in your response include:
- Is the approach of excluding the built-up areas of the main East Devon Towns from the ASCA correct?
  - Should land within an Area of Outstanding Natural Beauty be kept in the ASCA even if it is within the built-up area of a town?
  - Are there any other areas that should be considered for removal from the ASCA?
  - Are there any other areas that should be considered for inclusion in the ASCA?
- 1.3 The period for you to submit your comments runs from 5<sup>th</sup> February 2019 until 19<sup>th</sup> March 2019. Comments can be submitted via email to [planningpolicy@eastdevon.gov.uk](mailto:planningpolicy@eastdevon.gov.uk) or by post to: Planning Policy Team, East Devon District Council, Blackdown House, Border Road, Heath Park Industrial Estate, HONITON, EX14 1EJ.
- 1.4 All comments must be received by 5pm on 19th March 2019 or they may not be considered. Please note that we usually upload comments to the website including the name of the person commenting, although personal details (signature, address, email and telephone number) are redacted. Where comments are received from an organisation or business, contact details will not usually be redacted. In some cases, for instance where comments are deemed to be offensive or confidential, comments may not be made public or an officer summary may be uploaded instead.
- 1.5 **Data Protection-** Any personal information which you provide will be held and used by East Devon District Council for the purpose of the review of the Area of Special Control of Advertisements and may inform other planning policy work. Your information may also be shared within East Devon District Council for the purposes of carrying out our lawful functions. Otherwise your personal information will not be disclosed to anybody outside East Devon District Council without your permission, unless there is a lawful reason to do so, for example disclosure is necessary for crime prevention or detection purposes. Your information will be held securely and will not be retained for any longer than is necessary. There are a number of rights available to you in relation to our use of your personal information, depending on the reason for processing. Further detail about our use of your personal information can be found in the relevant [Privacy Notice](#).

## 2 Summary

- 2.1 Areas of Special Control of Advertisement (ASCA) place additional controls on the display of adverts and should only be imposed in areas that need special protection due to their scenic, historic, architectural or cultural significance.
- 2.2 The rural areas of East Devon warrant the additional protection afforded by the ASCA because they are largely undeveloped and non-urbanised areas where more relaxed controls on advertisements could undermine the visual qualities of the environment. Urban areas, and especially commercial centres, are different in character, and advertisements are far more compatible with the nature of these areas and the roles and functions they serve.
- 2.3 Businesses in urban areas, particularly town centres, should be able to rely on advertisements to support trade and activity. However, large parts of the main towns of East Devon together with Cranbrook and the Enterprise Zone are currently in the ASCA, where there are greater restrictions on the display of advertisements. This is difficult to justify and can run counter to objectives of prompting commercial activity.
- 2.4 A review is being undertaken to ensure that the ASCA covers the areas that need additional protection without placing unnecessary burdens on local businesses and others in areas where the stricter controls are no longer necessary.

### 3 Extent of East Devon ASCA

3.1 The vast majority of East Devon is covered by the ASCA as shown on Map 1 below, where only the red areas lie outside of the ASCA. The excluded areas include the majority of Exmouth, large parts of Axminster, Honiton, Seaton and Sidmouth and very small parts of Beer, Budleigh Salterton and Ottery St. Mary.

Map 1 Extent of ASCA in East Devon



 Advert in SCA Area of Special Control of Advertisements

 Areas not in the ASCA

## Glossary of Terms

### **Area of Outstanding Natural Beauty**

An area of outstanding natural beauty (AONB) is land protected by the Countryside and Rights of Way Act 2000 (CROW Act). It protects the land to conserve and enhance its natural beauty (Definition taken from [the National Planning Guidance](#)).

### **Area of Special Control of Advertisements**

An Area of Special Control of Advertisements is an area specifically defined by the planning authority because they consider that its scenic, historical, architectural or cultural features are so significant that a stricter degree of advertisement control is justified in order to conserve visual amenity within that area. Legislation requires that Areas of Special Control are to be rural areas or other areas which appear to the Secretary of State to require 'special protection on grounds of amenity'. Before any Area of Special Control defined by a local planning authority can be effective, the Secretary of State must approve it. This approval procedure ensures that nationally applicable standards are used in determining what areas are to have stricter advertisement control. The main consequence for advertisements which can be displayed with deemed consent in an Area of Special Control is that there are stricter limits on permitted height and size of the advertisement than elsewhere (Definition taken from Department of Communities and Local Government [Outdoor advertisements and signs: a guide for advertisers](#)).

**Built-up Area Boundaries** are defined on the maps in [the East Devon Local Plan](#) and the East Devon Villages Plan. Strategy 6 of the Local Plan effectively says that development will be allowed within defined 'Built-up Area Boundaries' (BUAB's), subject to certain criteria. Strategy 7 sets out the overarching policy of constraint for development outside boundaries (definition taken from paragraph 1.2 of the [East Devon Villages Plan](#)).

## 4 Key Questions

### 4.1 Why are we consulting on our proposed changes?

We are planning to change the areas where there are stricter rules on displaying advertisements and need to know whether you support these changes or are against them. Our review must be informed by public consultation and follow specific legal steps. Your views will be taken into account when we make a final decision on where the boundaries should be drawn. Once we have decided on the changes we want to make we will need to submit our plans to the Government and, if there are concerns about what we want to do, there may be a 'Public Examination' (where an independent Inspector will advise the Secretary of State on whether the changes should go ahead).

### 4.2 What is an Area of Special Control of Advertisements?

An Area of Special Control of Advertisements (ASCA) places additional controls on what types of advertisement can be displayed and on when it is necessary to apply for consent to display an advertisement. An ASCA may be designated where the scenic, historical, architectural or cultural features are so significant that additional restrictions on advertisements are justified to conserve the visual amenities of that area.

### 4.3 Why are we reviewing the East Devon ASCA?

There is a statutory requirement to consider, at least once every five years, whether an ASCA should remain in force unaltered. The East Devon ASCA was last modified in 2002 and there have been significant changes since then, including the building of Cranbrook and the designation of an Enterprise Zone. A comprehensive review is being undertaken which aims to adopt a consistent approach to which areas should be excluded from the ASCA. This is likely to result overall in a reduction in the area covered by the ASCA, thereby simplifying the procedures for displaying advertisements in parts of East Devon.

### 4.4 How have the planned changes been identified?

A set of guiding principles have been used to identify potential changes. These are that:

- In Axminster, Exmouth, Honiton, Ottery St. Mary, Seaton and Sidmouth land inside the adopted Built-up Area Boundary (BUAB) will be excluded from the ASCA unless it is within an AONB;
- In Budleigh Salterton there will be no major changes to the excluded area because the town is 'washed over' by the East Devon AONB (although minor changes are being considered);
- In Cranbrook all areas with planning permission for major development will be excluded from the ASCA; and
- Land within the Exeter and East Devon Enterprise Zone will be excluded from the ASCA.

4.5 What other considerations have been taken into account in the review?

The guiding principles have been used to determine most of the changes proposed to the ASCA, but in some cases alternatives have been considered to take account of local circumstances including:

- Where there are areas of large scale development on the edge of towns that lies outside of the adopted BUAB consideration will be given to whether these should also be excluded from the ASCA. Examples of this include land to the south west of Honiton and to the south of Ottery St. Mary;
- In Axminster consideration will be given to whether the mixed use allocation, which is included in the BUAB, should be excluded given uncertainties over the master planning of this area;
- In Beer consideration will be given to amending the area excluded from the ASCA so that it mirrors the village centre defined in the Beer Neighbourhood Plan;
- In Colyton, which is currently wholly included in the ASCA, consideration will be given to excluding the area identified as the vitality and shopping area defined in the adopted East Devon Villages Plan; and
- In Cranbrook consideration will be given to removing from the ASCA the areas identified for development in the emerging Cranbrook Development Plan.

4.6 What difference does being in an ASCA make?

The regulations that govern what types of permission are needed to display various types of advertisement are extremely complex and there are many factors to be considered when determining which types of consent may be required. It is not the case that within an ASCA there is control over most advertisements but outside of the ASCA there is little control. The main differences relate to the scale of the sign and the letters/characters on it. The following examples highlight some of the differences being inside an ASCA can make and are intended to illustrate the differences rather than give definitive advice on when consent is required.



## **Examples of the difference being in the ASCA makes**

### **Example 1**

Businesses can generally display non-illuminated advertisements at their business premises without needing to apply for consent subject to a number of conditions, including that no character or symbol is more than 0.75 metres in height; this is reduced to 0.3 metres in an ASCA.

### **Example 2**

One advertisement may be displayed (without needing to apply for consent) for no more than 10 days a year on a balloon not more than 60 metres above ground level, unless it is in an Area of Outstanding Natural Beauty, a conservation area or an ASCA.

### **Example 3**

A non-illuminated advertisement can be displayed without the need to apply for consent on the forecourt of a business premises, but consent is required if it is more than 4.6 metres above ground level or 3.6 metres in an ASCA.

### **Example 4**

Within an ASCA, consent cannot be granted for an illuminated advertisement that provides directions to other buildings or land in the locality.

### **Example 5**

Temporary signs for a travelling circus or fair are often allowed without the need to apply for specific consent subject to a number of conditions, including that the advertisement should be no higher than 4.6 metres above ground level, but this is reduced to 3.6 metres in an ASCA.

## 5 Axminster

- 5.1 Currently only a small part of the town is excluded from the ASCA as shown in Map AX01. This includes Tesco, the station and most of the town centre, but does not include the Co-op supermarket, most of the carpet factory or the industrial estates to the north of the town.

### Map AX01 Area currently excluded from ASCA

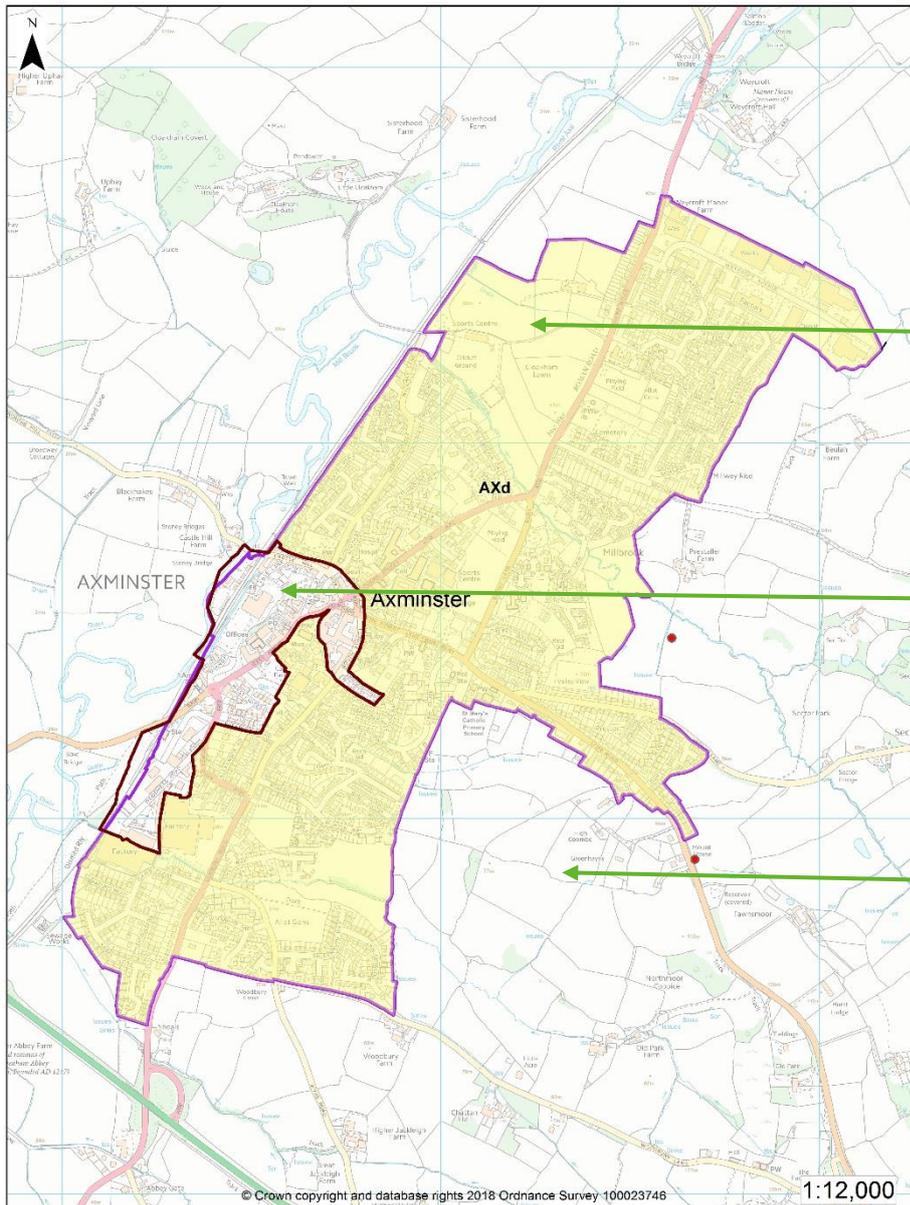


Land inside the brown line is currently not in the ASCA – all of the surrounding land is in the ASCA

 Advert in SCA Area of Special Control of Advertisements

5.2 We are proposing that the area covered by the ASCA is reduced so that all of the existing main built up areas of the town are taken out, as shown in Map AX02. This would make it easier to display some types of advertisement in the town, but many restrictions would remain, including additional rules on what can be displayed in the conservation area.

**Map AX02 Area proposed to be excluded from ASCA**



We propose to remove the lemon coloured land from the ASCA.

Land inside the brown line is already outside of the ASCA.

Land surrounding the purple line would remain in the ASCA.

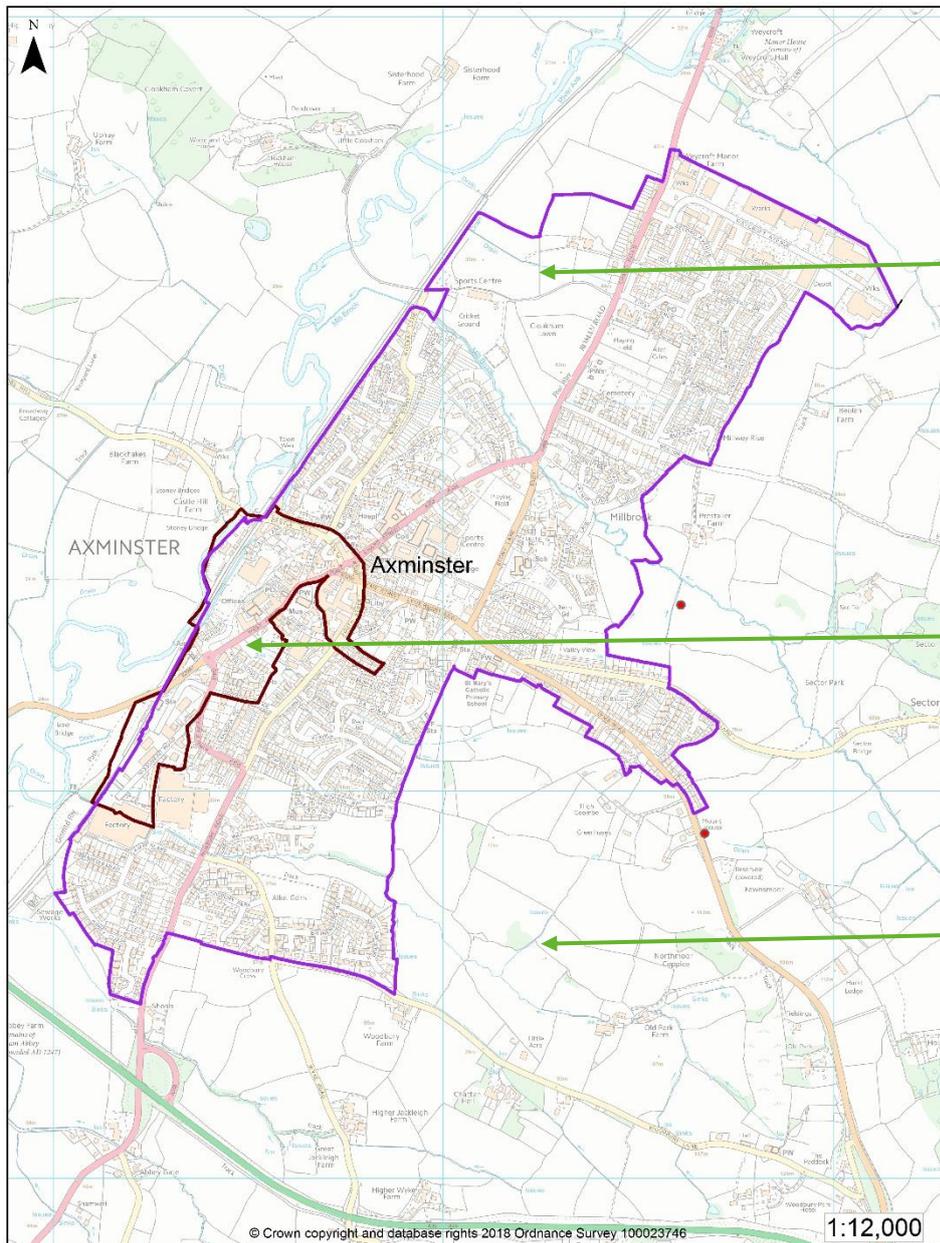
5.3 There are three small areas to the west of the railway that currently lie outside of the ASCA and outside of the built up area of the town shown on Map AX03. Site AXa comprises an overgrown area of land adjacent to a field and part of the railway line and station; AXb is a small vegetated area alongside the railway line and AXc is part of the River Axe. All of the sites form part of the rural setting of the town and are areas where additional controls on the display of advertisements are justified. They also lie outside of the Built-up Area Boundary (BUAB) defined in the adopted local plan. One of the reasons that land within the BUAB is proposed to be taken out of the ASCA is to simplify the system so that there is a rationalisation of boundaries where possible. This adds to the reasons for putting sites AXa/b/c into the ASCA.

**Map AX03 Areas proposed to be included in ASCA**



5.4 Map AX04 shows both the current area excluded from the ASCA and the larger area we are proposing to remove. The boundary of the proposed area for exclusion follows the Built-up Area Boundary for Axminster defined in the East Devon Local Plan, with the exception of land to the east of the town that is allocated in the local plan for mixed use development.

### Map AX04 Proposed ASCA boundary



We propose to take the land inside the purple line and outside of the brown line out of the ASCA.

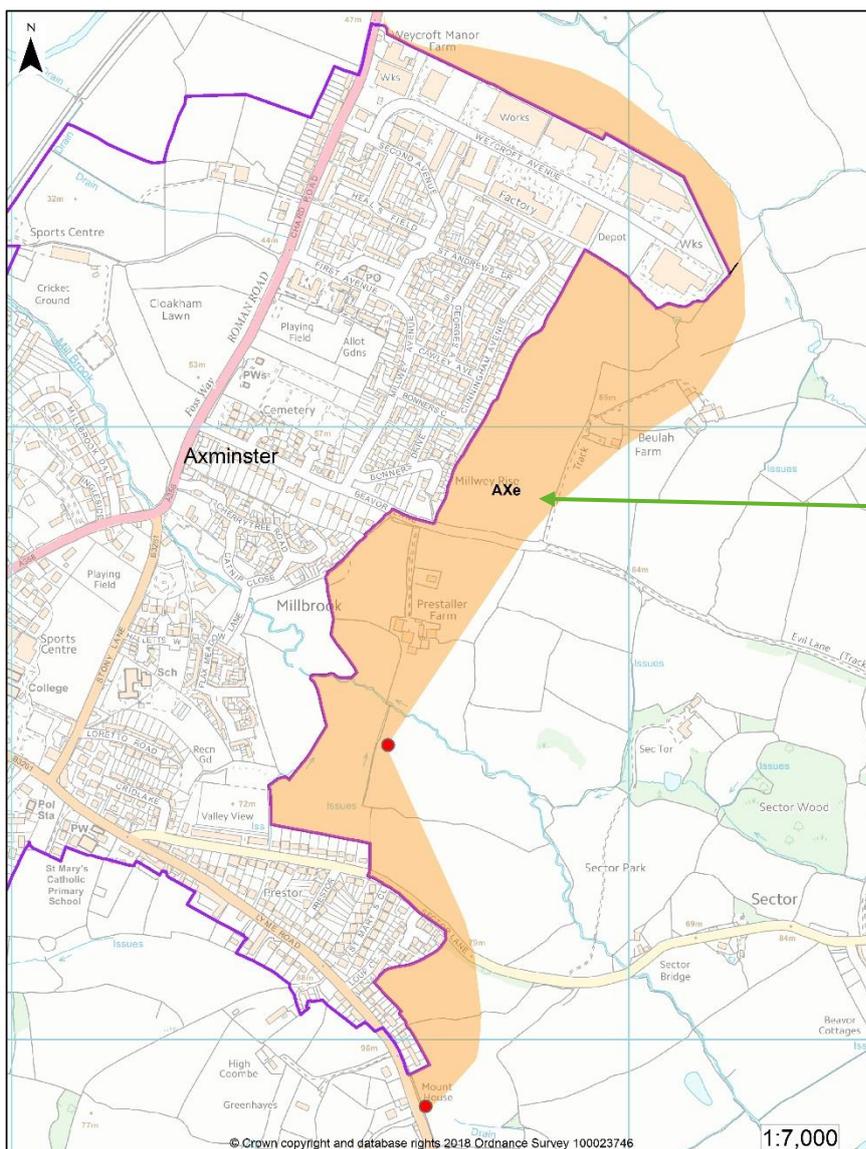
Land inside the brown line is already outside of the ASCA.

Land surrounding the purple line would remain within or be put into the ASCA.

- Proposed ASCA boundaries
- Advert in SCA Area of Special Control of Advertisements

5.5 The mixed use allocation to the east of the town is shown on Map AX05. An alternative approach where this area is taken out of the ASCA could be followed on the basis that development is planned. However, we are proposing that this area should be kept in the ASCA because there is uncertainty about the extent of development likely to come forward and its timing. This issue could be revisited at a future date when there is more certainty. More information on the master planning of this area is available at [Axminster Masterplan - East Devon](#).

### Map AX05 Alternative proposal

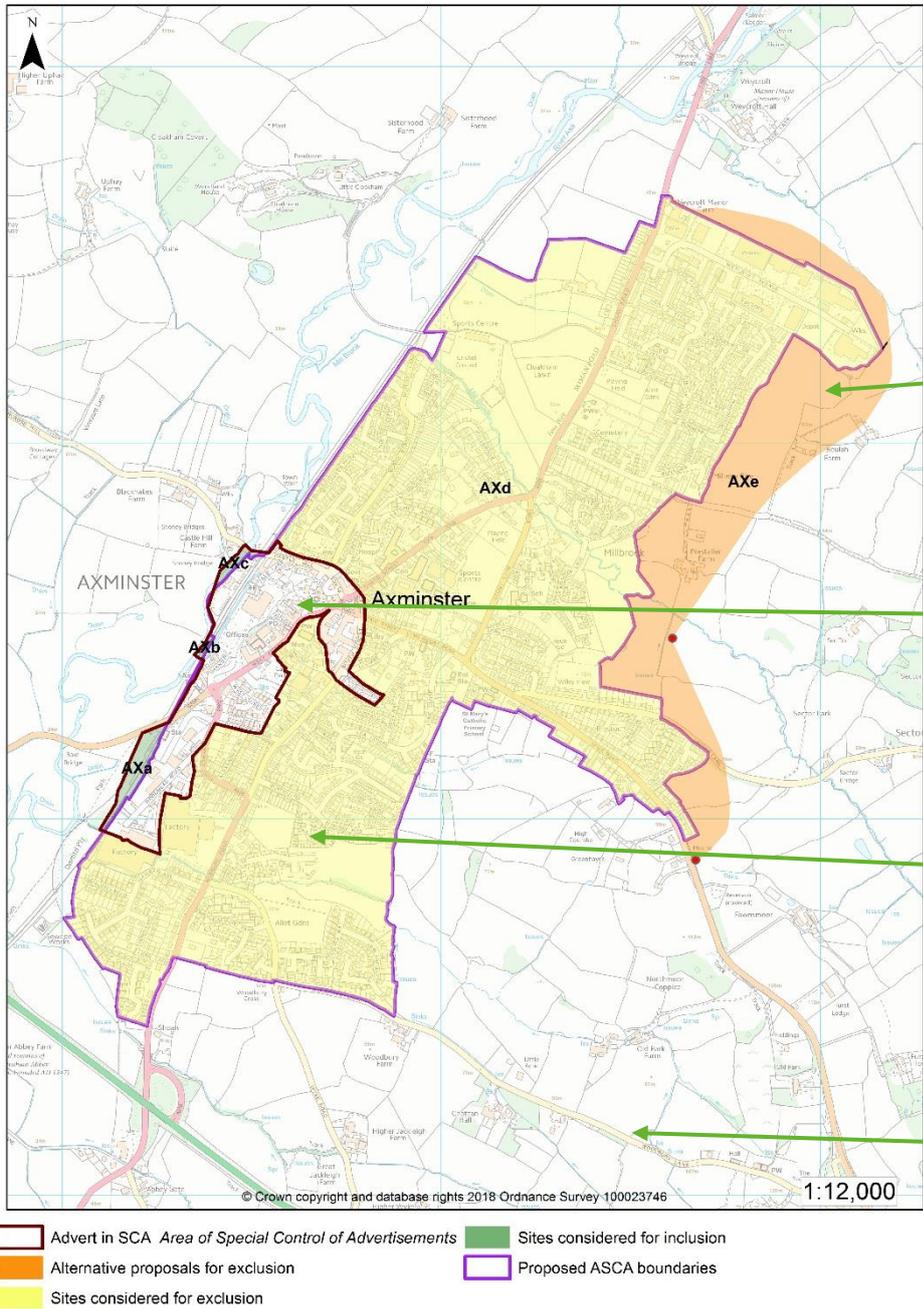


The peach coloured land is allocated for development and could be considered for removal from the ASCA on this basis, but there is uncertainty over this. We are proposing to keep this land in the ASCA and to review the situation when there is more certainty.

Alternative proposals for exclusion Proposed ASCA boundaries

5.6 Map AX06 illustrates the key issues for Axminster.

**Map AX06 Key questions for Axminster**



Should sites AX a/b/c be put into the ASCA?

Should the peach coloured land remain in the ASCA?

Should the boundary of the ASCA remain as it is?

Should all of the lemon coloured land be taken out of the ASCA?

Land surrounding the purple line would remain in the ASCA.

## 6 Beer

6.1 Currently only a small part of the town centre is excluded from the ASCA as shown in Map BE01.

### Map BE01 Area currently excluded from ASCA



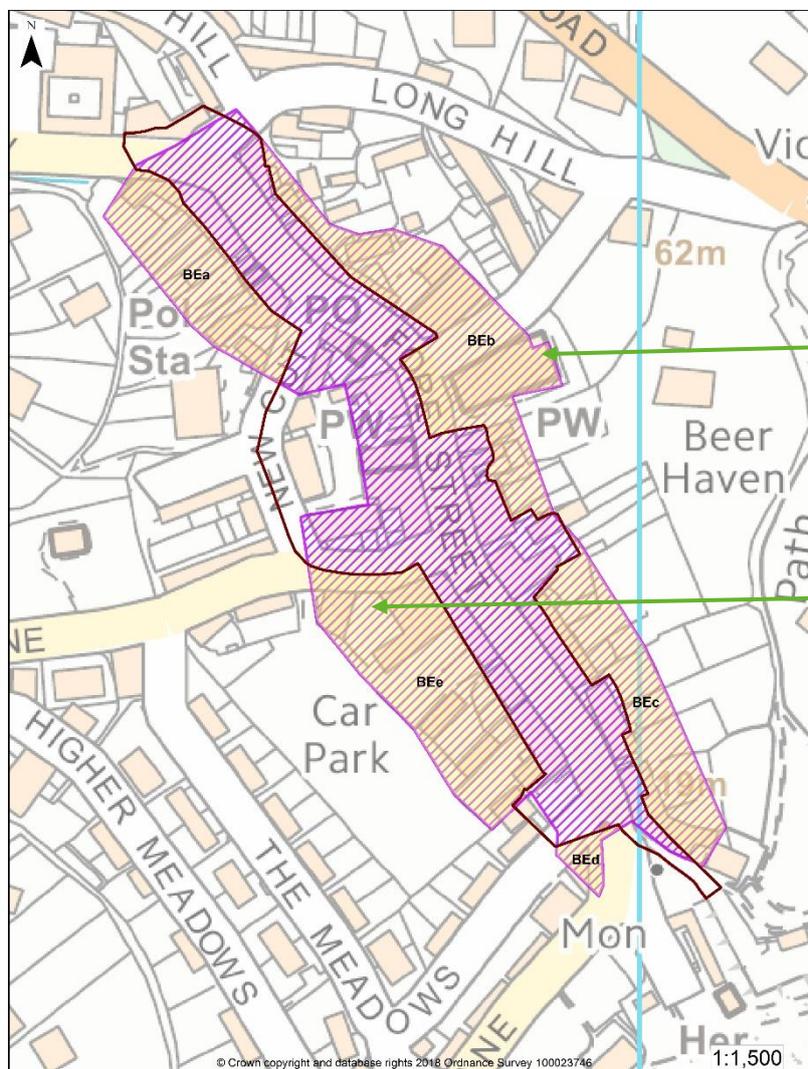
Land inside the brown line is currently not in the ASCA – all of the surrounding land is in the ASCA.

 Advert in SCA. Area of Special Control of Advertisements



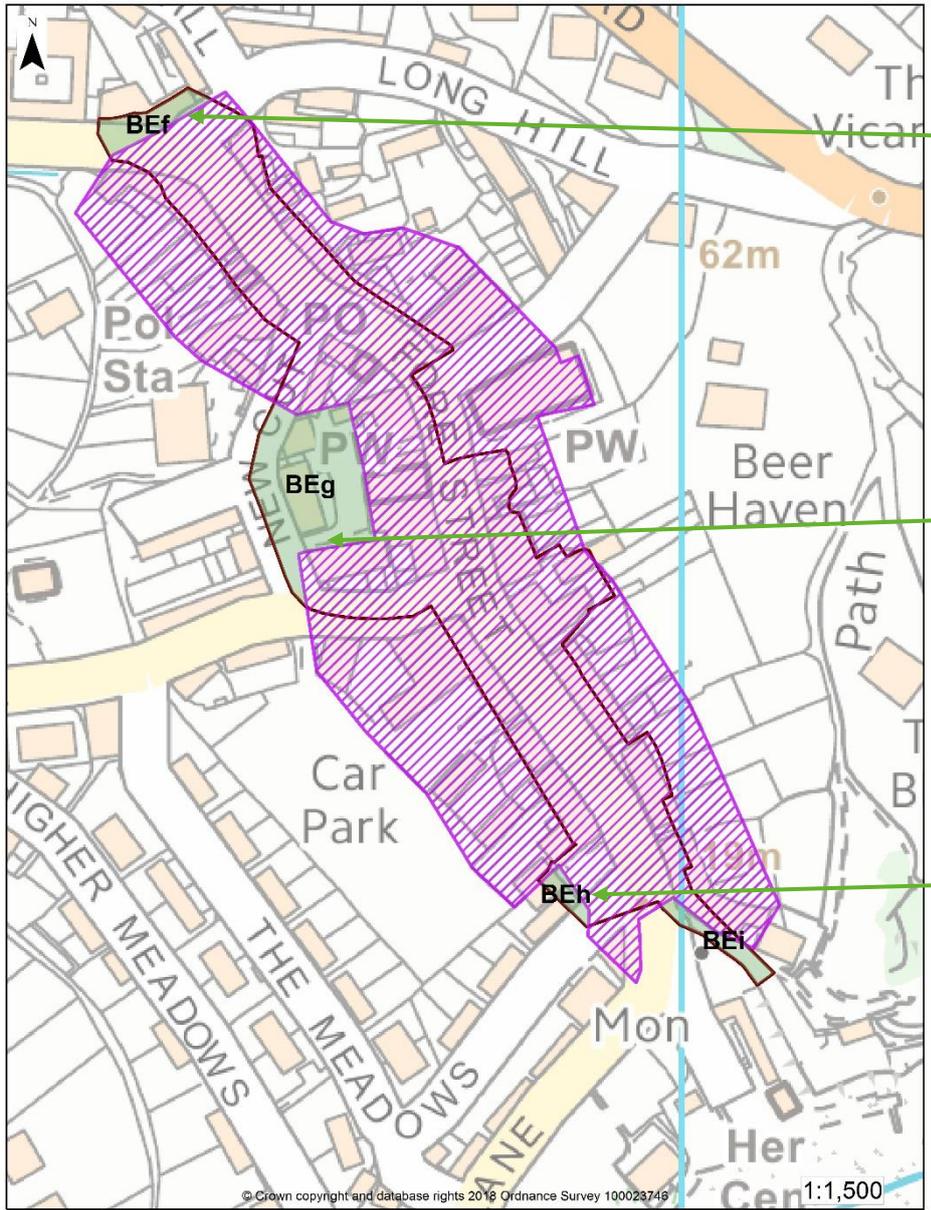
6.2 Unlike the main towns considered in this review we are not proposing that the whole of the built-up area is taken out of the ASCA because the village of Beer is smaller and has a more rural context. However, Beer has a thriving centre, much of which is already outside the ASCA. We are proposing to remove additional land from the ASCA so that the boundary of the ASCA and the Village Centre boundary defined in the Beer Neighbourhood Plan is the same, as shown in Map BE02 (sites Bea/b/c/d/e). This would make it easier to display some types of advertisement in the town, but many restrictions would remain, including additional rules on what can be displayed in the conservation area. The areas proposed to be excluded from the ASCA tend to be at the back of properties that front onto Fore Street where there is little public visibility so there is less likelihood of advertisements being displayed here. However, site BEe includes commercial uses that are separate from Fore Street and site BEb includes the Church.

**Map BE02 Area proposed to be excluded from ASCA**



6.3 The approach of using the same boundary would also result in four small areas being put into the ASCA as shown on Map BE03. These are not areas that are key to the commercial centre of the village so including them in the ASCA would not have a detrimental impact on local businesses and would have the advantage of aligning the boundary with the designated Village Centre.

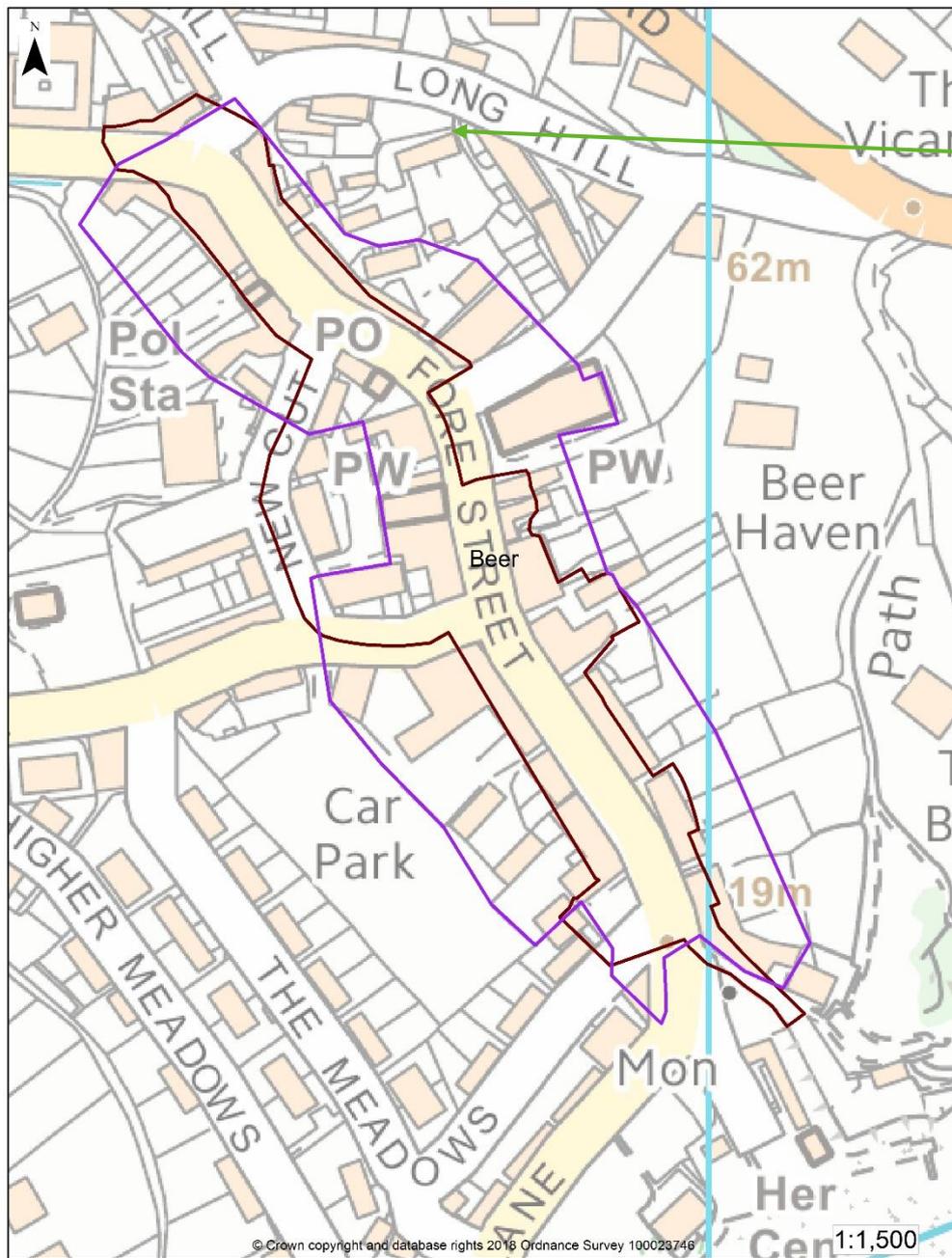
**Map BE03 Areas proposed to be included in ASCA**



Sites considered for inclusion
  Advert in SCA Area of Special Control of Advertisements  
 Vitality and Shopping Areas

6.4 Map BE04 shows both the current area excluded from the ASCA and the proposed boundary of the ASCA (which is the same as the village centre boundary defined in the Beer Neighbourhood Plan). There are two alternative proposals for Beer: to take the areas inside of the BUAB out of the ASCA, unless they are in the AONB; or to keep the boundary as it is.

**Map BE04 Proposed ASCA boundary**

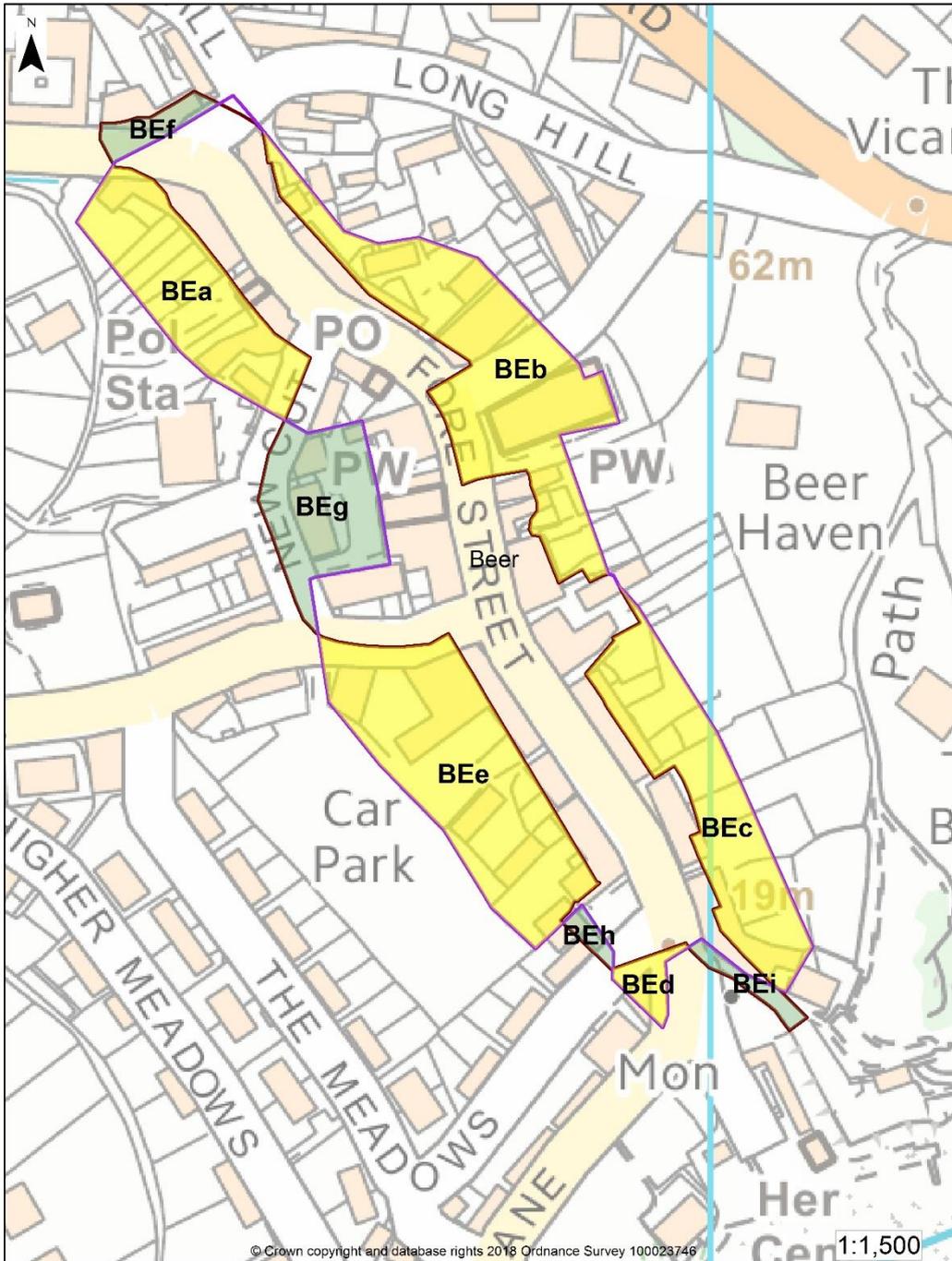


Land surrounding the purple line would remain/be taken into the ASCA.

Proposed ASCA boundaries Advert in SCA Area of Special Control of Advertisements

6.5 Map BE05 illustrates the key issues for Beer.

**Map BE05 Key questions for Beer**



Sites considered for exclusion
  Proposed ASCA boundaries  
 Sites considered for inclusion
  Advert in SCA Area of Special Control of Advertisements

Should sites BE a/b/c/d/e be taken out of the ASCA? This would make it easier to display adverts.

Should sites BE f/g/h/i be put into the ASCA? This would make it harder to display adverts.

Should the boundary of the ASCA be changed to match the village centre as shown by the purple line?

Should more land be taken out of the ASCA or should the boundary remain the same?

## 7 Budleigh Salterton

7.1 Currently only a small part of the town centre is excluded from the ASCA as shown in Map BS01.

### Map BS01 Area currently excluded from ASCA

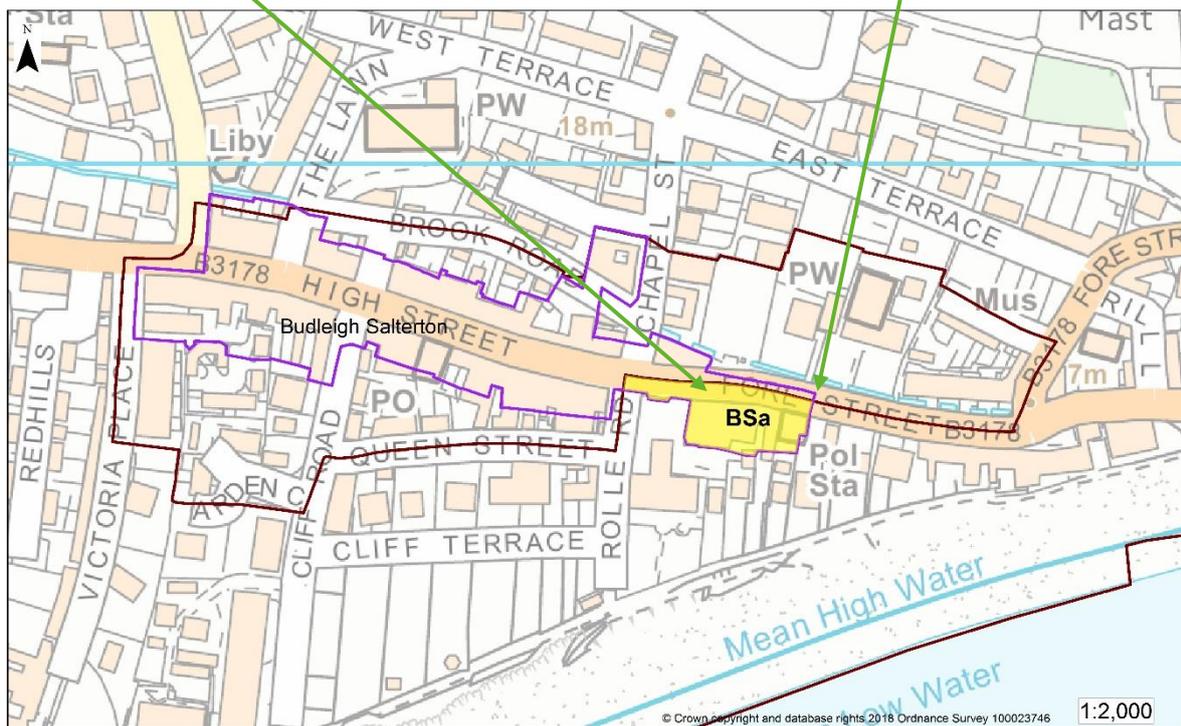


Land inside the brown line is currently not in the ASCA



**7.2** The whole of Budleigh Salterton is in the East Devon Area of Outstanding Natural Beauty (AONB) where additional controls on the display of advertisements apply. We are proposing changes to the ASCA boundary so that overall the area outside of the ASCA is reduced to coincide with the boundary of the town centre defined in the East Devon Local Plan as shown on Map BS02. This would generally make it slightly harder to display advertisements in the less commercial parts of the town centre, but it would also result in one area, site BSa on Map BS02, being removed from the ASCA (making it easier to display adverts in this area). Site BSa is primarily retail in character and local businesses could benefit from its removal from the ASCA and the alignment of the town centre shopping boundary and the ASCA.

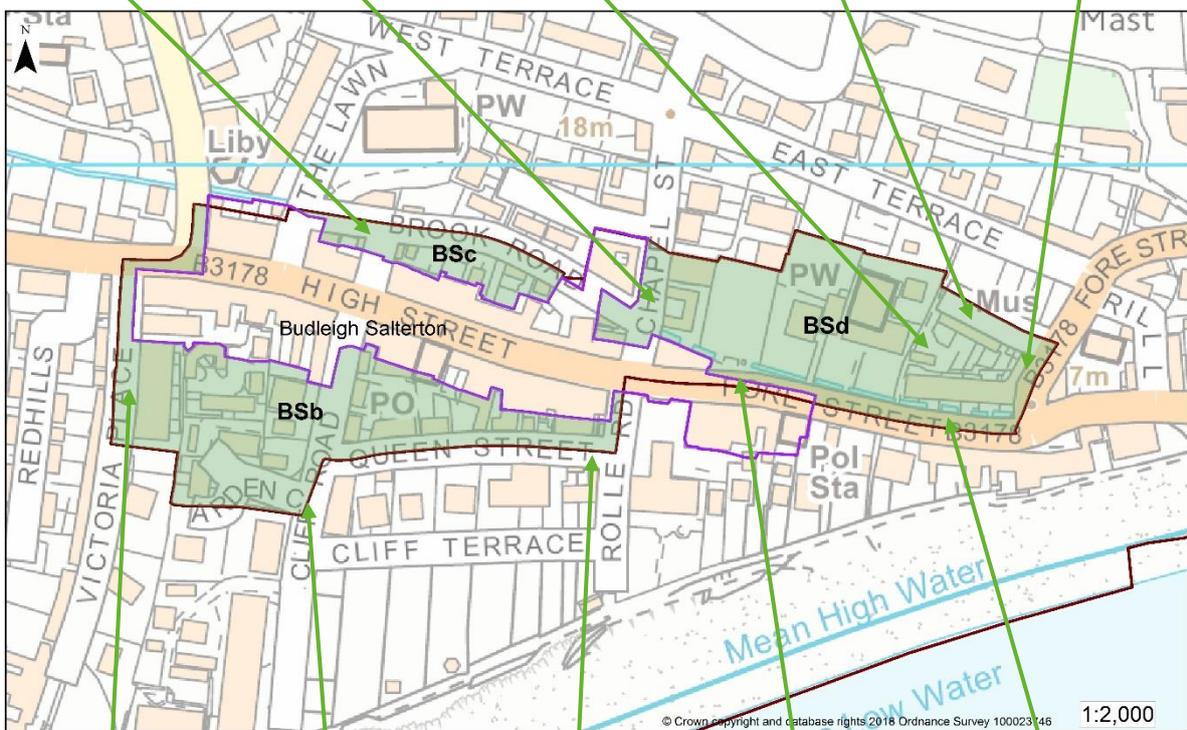
**Map BS02 Area proposed to be excluded from ASCA**



Sites considered for exclusion
  Advert in SCA Area of Special Control of Advertisements
  Proposed ASCA boundaries

7.3 Our proposal would result in three areas being put into the ASCA. These are areas that have a high proportion of residential and other non-commercial land uses. Given the AONB status of the land it is not considered that their exclusion from the ASCA can be justified. Their inclusion in the ASCA would also have the benefit of aligning the boundaries of the town centre shopping area and the ASCA. These areas are shown on Map BS03 as BSb, BSc and BSd.

### Map BS03 Areas proposed to be included in ASCA

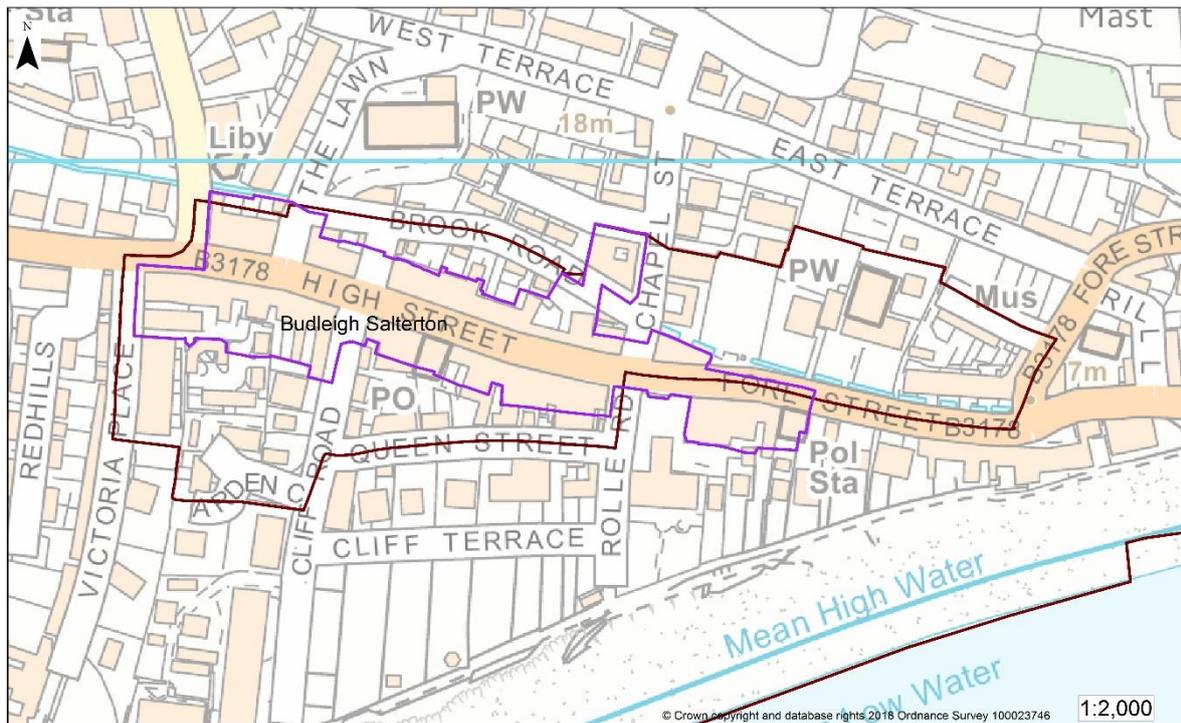


Proposed ASCA boundaries  
Advert in SCA Area of Special Control of Advertisements  
Sites considered for inclusion



7.4 Map BS04 shows both the current area excluded from the ASCA and the proposed boundary of the ASCA (which is the same as Town Centre Area defined in the East Devon Local Plan). An alternative approach would be to keep the ASCA boundary as it is or to make only some of the changes proposed.

### Map BS04 Proposed ASCA boundary



 Proposed ASCA boundaries  Advert in SCA Area of Special Control of Advertisements

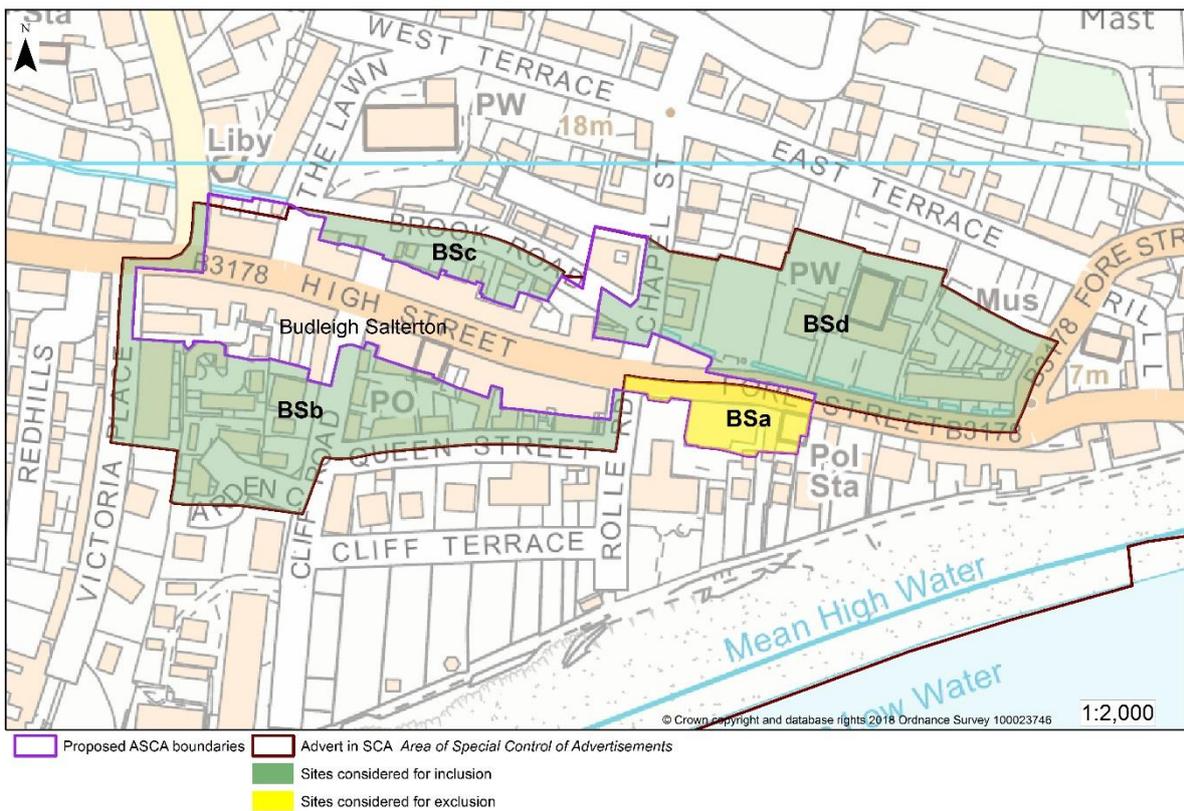
Land surrounding the purple line would remain/be taken into the ASCA.



7.5 Map BS05 illustrates the key issues for Budleigh Salterton.

**Map BS05 Key questions for Budleigh Salterton**

Should the area outside of the ASCA match the town centre boundary? Overall this would make it harder to display advertisements, which may be justified by the town's location in the East Devon AONB.



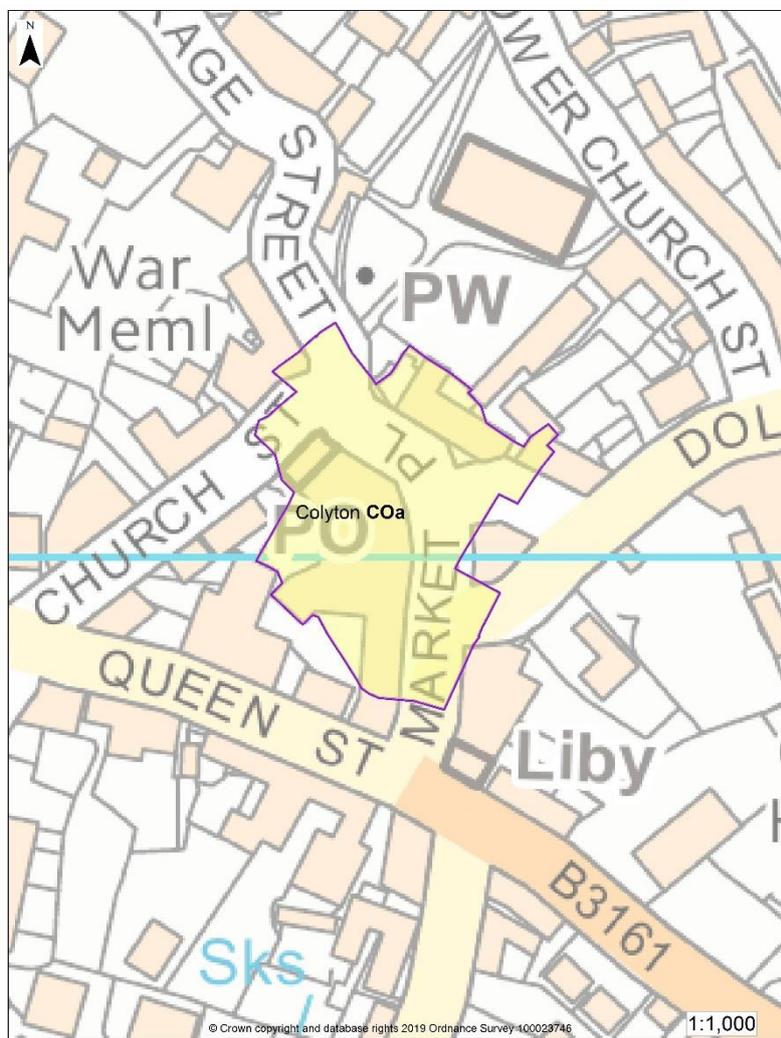
Should sites BSb/c/d be taken out of the ASCA? This would make it harder to display adverts.

Should sites BSa be taken out of the ASCA? This would make it easier to display adverts.

## 8 Colyton

- 8.1 Although the whole of Colyton is currently in the ASCA, it is being considered in this review because the town centre is an area where commercial developments are encouraged through our planning policies (Policy VP03 of the [Villages Plan](#)). We are proposing that the whole of the Colyton Vitality and Shopping Area defined in the Villages Plan is taken out of the ASCA as shown as site COa on Map CO01. This would enable a greater degree of flexibility for the display of advertisements in the town centre, although the whole of this area would remain in a conservation area where there are additional restrictions on the display of advertisements. An alternative would be to make no changes and retain the whole of Colyton in the ASCA – this approach was supported by Colyton Town Council in initial consultations.

### Map CO01 Key questions for Colyton



- Sites considered for exclusion
- Proposed ASCA boundaries

Should the yellow land inside the purple line (site COa) be taken out of the ASCA? This would make it easier to display some advertisements in the town centre.

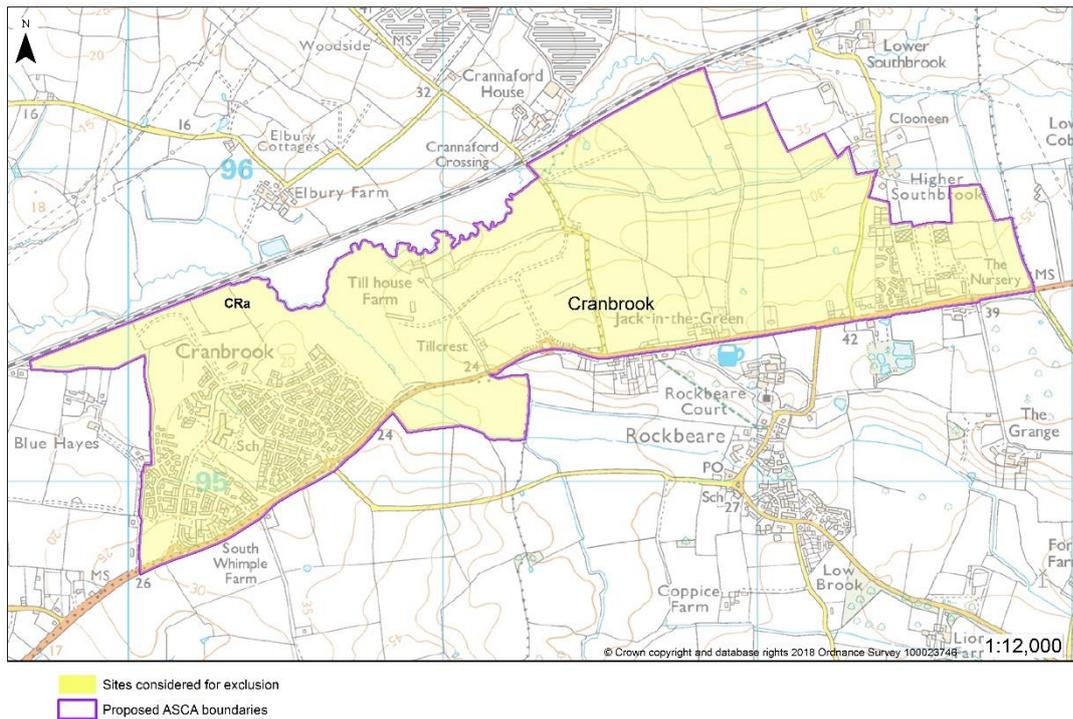
Land surrounding the purple line would remain in the ASCA.

Should the whole town be kept in the ASCA? This would retain the current restrictions imposed by the ASCA.

## 9 Cranbrook

Currently the whole of Cranbrook is inside the ASCA. We want to remove the main areas with planning permission for development to make it easier to display advertisements in the town as shown on Map CR01.

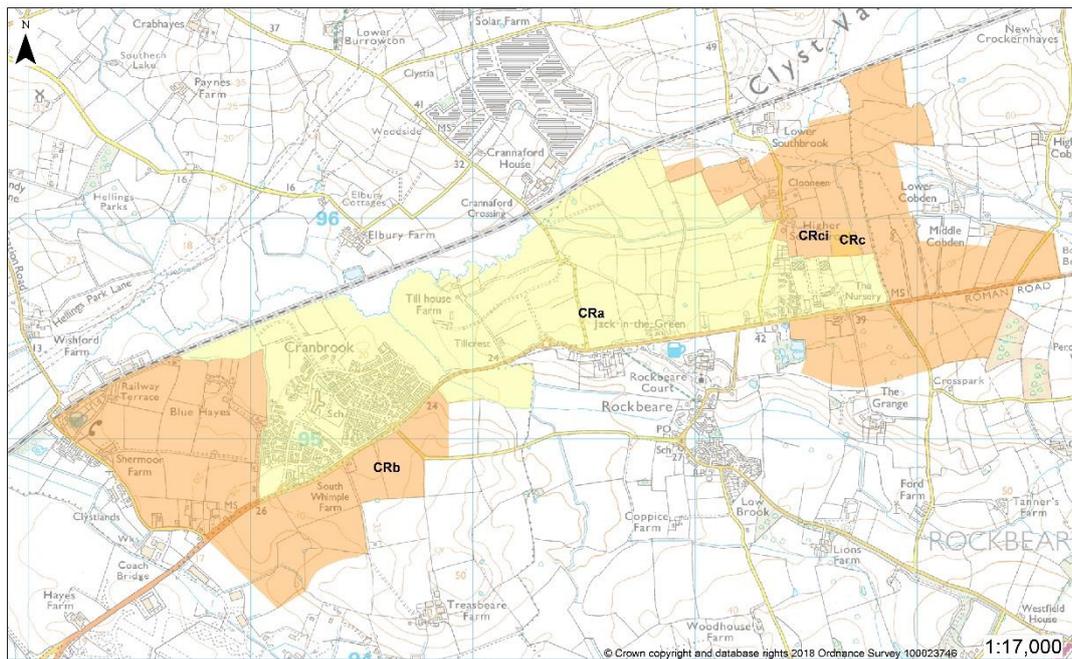
### Map CR01 Proposed area to be excluded from ASCA



Land surrounding the purple line would remain in the ASCA.

The new town of Cranbrook is planned for significant expansion over the next 20 years. The [Cranbrook Plan](#) will help to shape the future growth of the town. An alternative approach to excluding just the sites with planning permission from the ASCA would be to also include areas proposed for development in the Cranbrook Plan (Map CR02). We are not proposing this because the Cranbrook Plan is not finalised so changes may be made and the timing of some of the proposed development is well into the future. It will be possible to reassess the situation during a future review of the ASCA.

### Map CR02 Alternative proposal



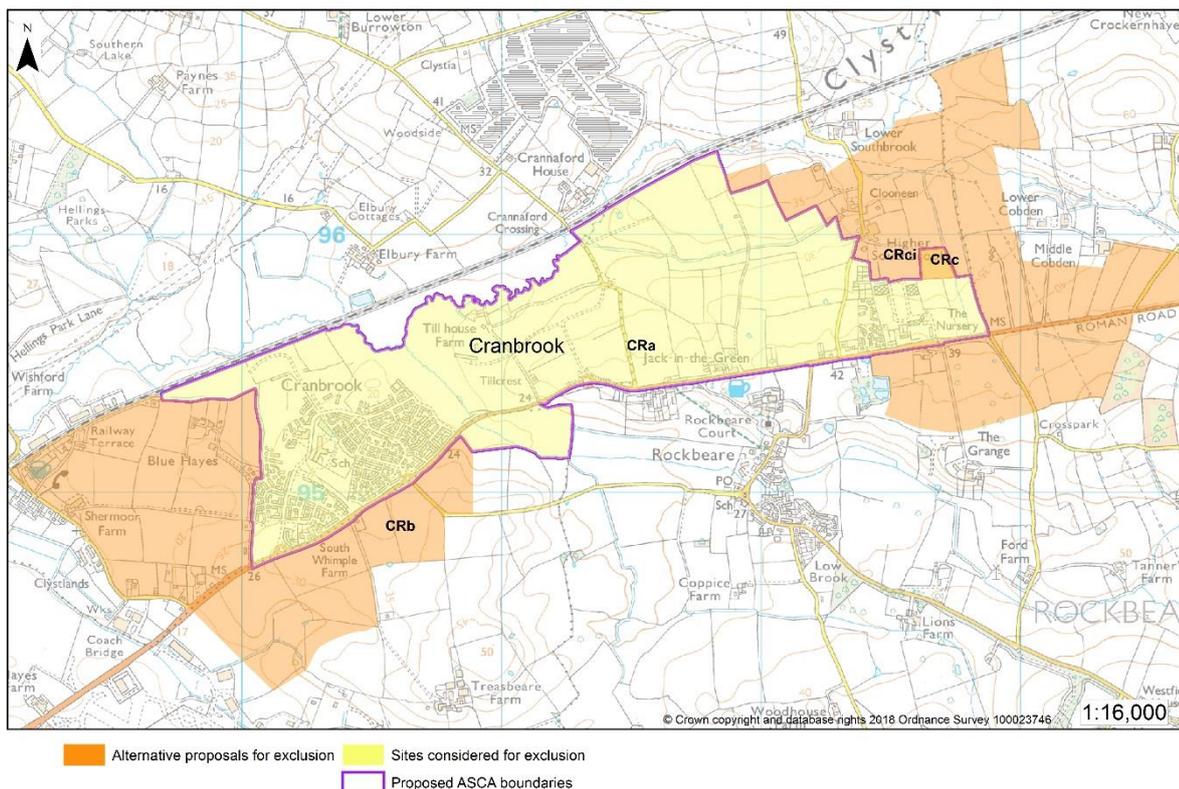
Orange Alternative proposals for exclusion Yellow Sites considered for exclusion

Land surrounding the lemon and peach coloured areas would remain in the ASCA.

9.1 Map CR03 illustrates the key issues for Cranbrook.

**Map CR03 Key Questions for Cranbrook**

Should the lemon coloured land be taken out of the ASCA? This would make it easier to display some advertisements in the existing town and areas with planning permission for development. The land surrounding the purple line would remain in the ASCA.



The peach coloured areas are being considered for development in the emerging Cranbrook Plan. Should these areas also be removed from the ASCA? This would make it easier to display some advertisements in the areas likely to be developed as Cranbrook grows, but it may take many years for this to happen. The land surrounding the lemon and peach coloured areas would remain in the ASCA.

The Cranbrook Town Centre Enterprise Zone is considered separately in the Enterprise Zone chapter.

## 10 Enterprise Zone

- 10.1 **Enterprise Zones** are intended to support businesses and enable local economic growth. They benefit from simplified planning rules, but the whole of the Exeter and East Devon Enterprise Zone is in the ASCA, where additional restrictions on the display of advertisements apply. We are proposing to take the Enterprise Zone out of the ASCA in order to reduce the restrictions on the display of advertisements, which are not consistent with the simplified planning regime that applies. An alternative approach would be to make no changes and retain the Enterprise Zone in the ASCA

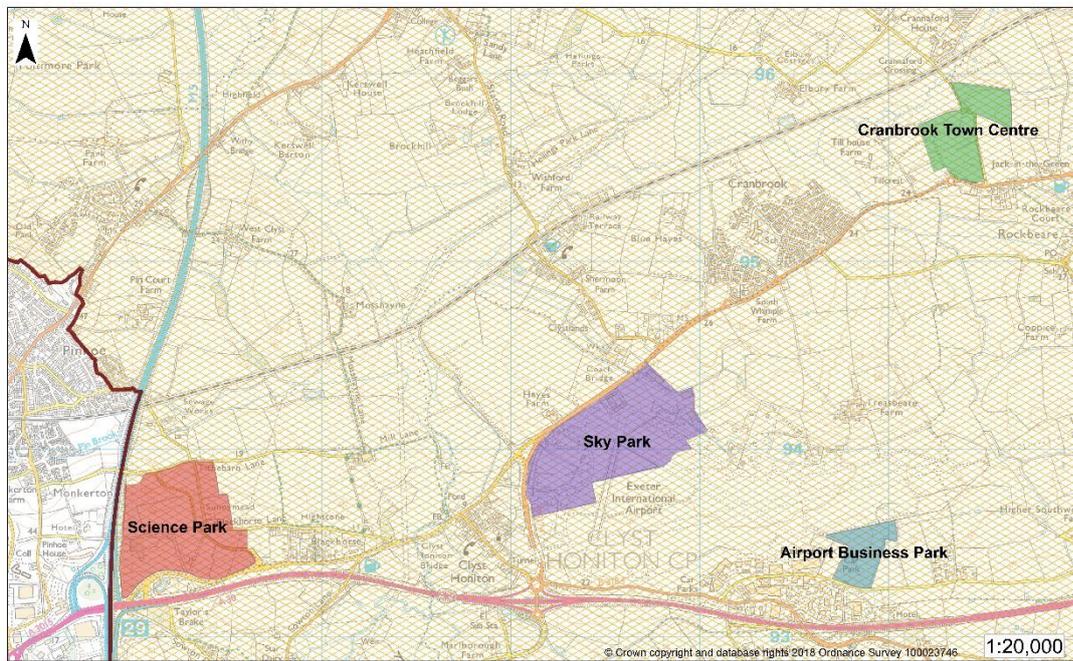
### Map EZ01 Exeter and East Devon Enterprise Zone



Enterprise\_Zones Name Science Park



Enterprise\_Zones Name Cranbrook Town Centre



Enterprise\_Zones Name  
 Cranbrook Town Centre  
 Sky Park  
 Airport Business Park  
 Science Park  
 Advert in SCA Area of Special Control of Advertisements



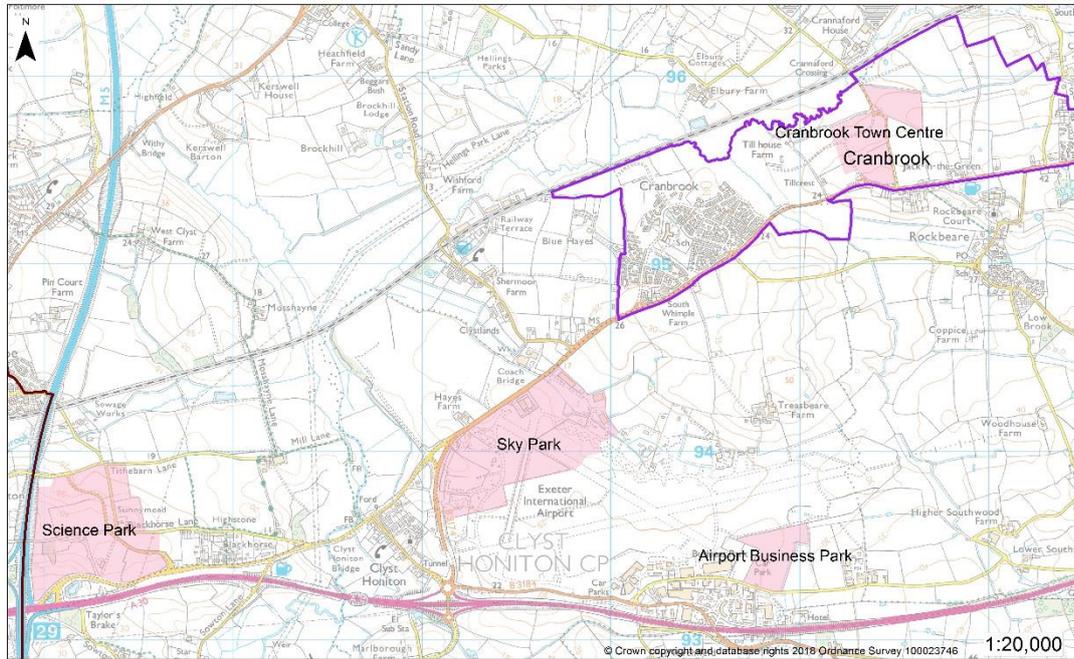
Enterprise\_Zones Name Sky Park



Enterprise\_Zones Name Airport Business Park

Map EZ02 shows the proposed boundary of the ASCA excluding the Enterprise Zone.

### Map EZ02 Area proposed to be excluded from ASCA



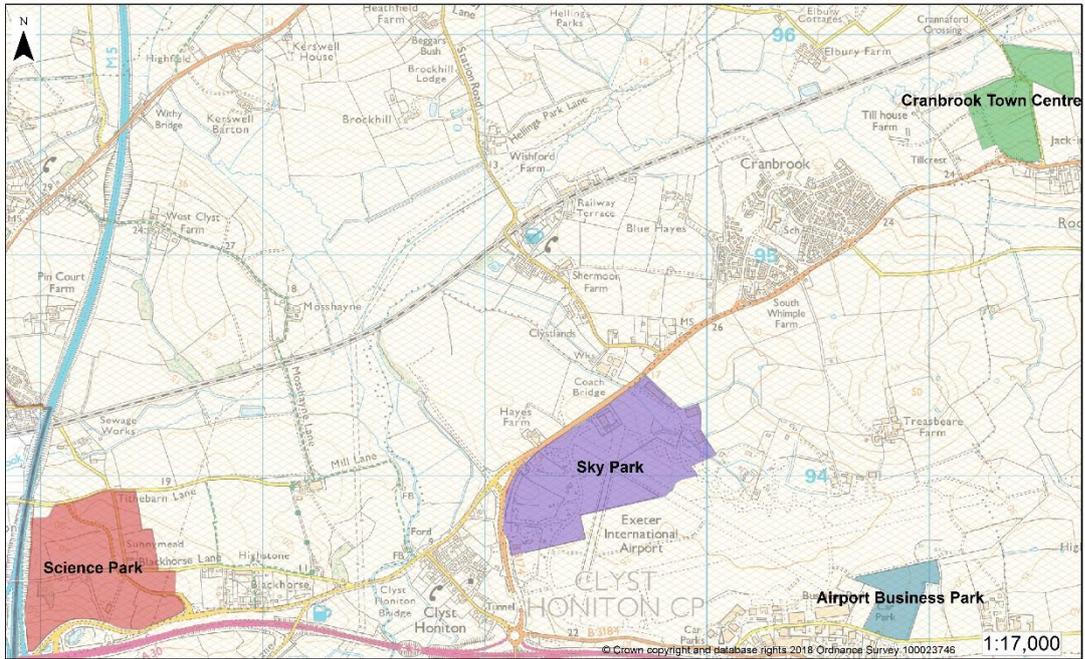
- Proposed ASCA boundaries
- Proposed ASCA boundaries - EZs

We are proposing to remove the pink land (and land within the purple line) from the ASCA. All of the land on this map outside of these areas is proposed to remain inside the ASCA.



Map EZ03 illustrates the key issues for the Enterprise Zone.

### Map EZ03 Key questions for Enterprise Zone



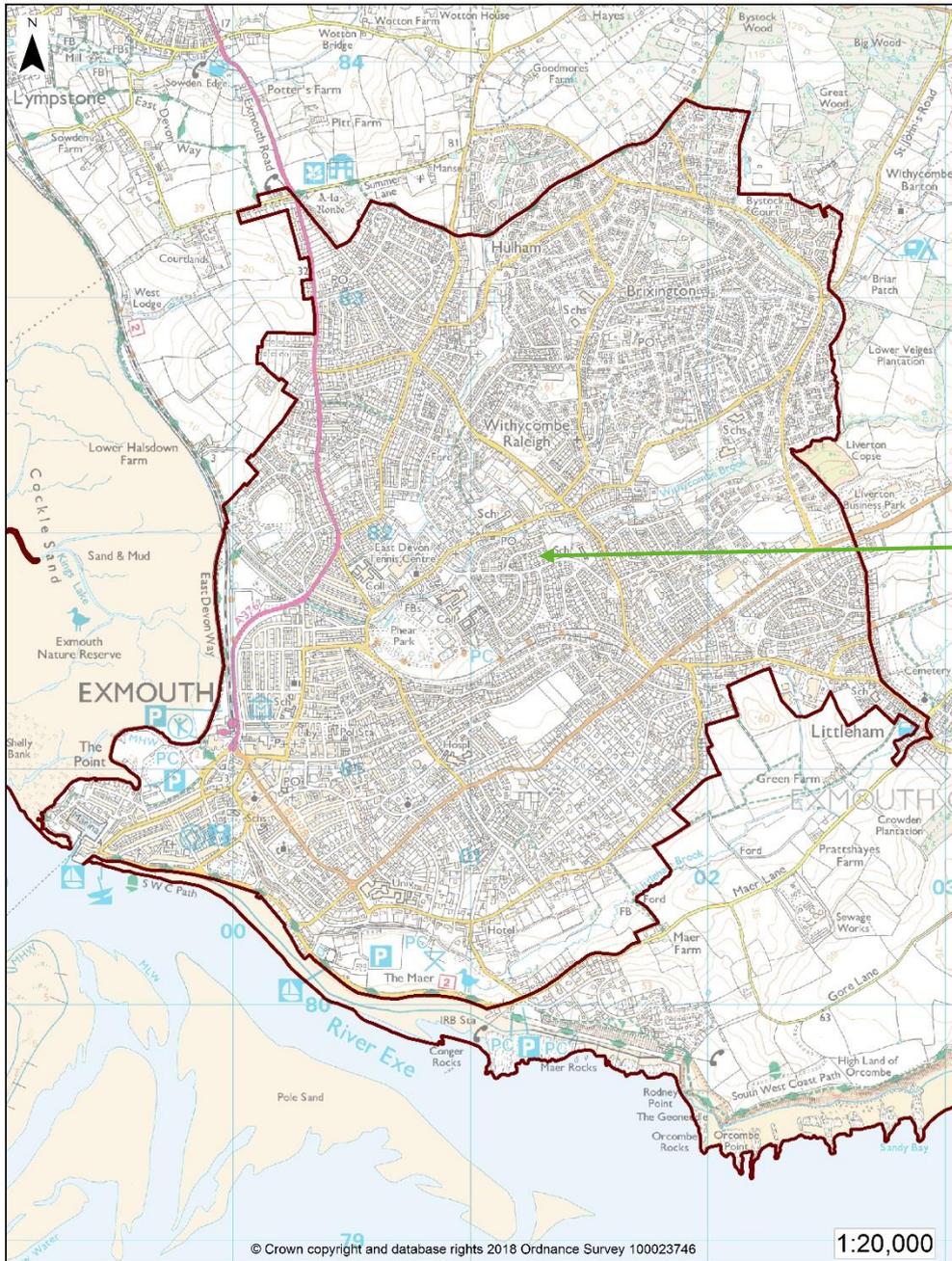
Enterprise\_Zones Name    Airport Business Park    Cranbrook Town Centre    Science Park    Sky Park  
Advert in SCA Area of Special Control of Advertisements

Should all of the Enterprise Zone areas be taken out of the ASCA?

# 11 Exmouth

11.1 Currently most of Exmouth is excluded from the ASCA as shown on Map EX01.

## Map EX01 Area currently excluded from ASCA

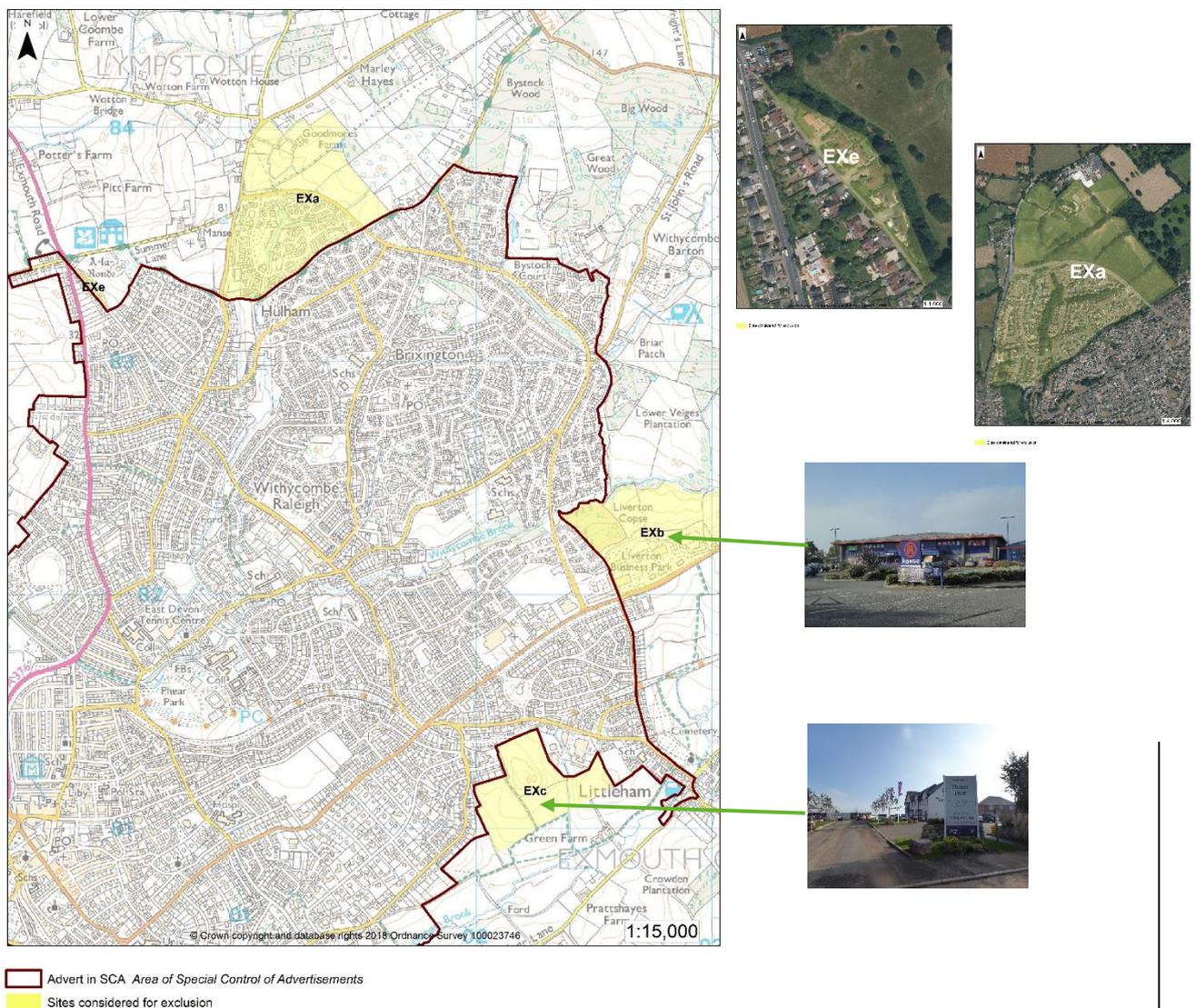


Land inside the brown line is currently not in the ASCA – all of the surrounding land is in the ASCA.

 Advert in SCA Area of Special Control of Advertisements

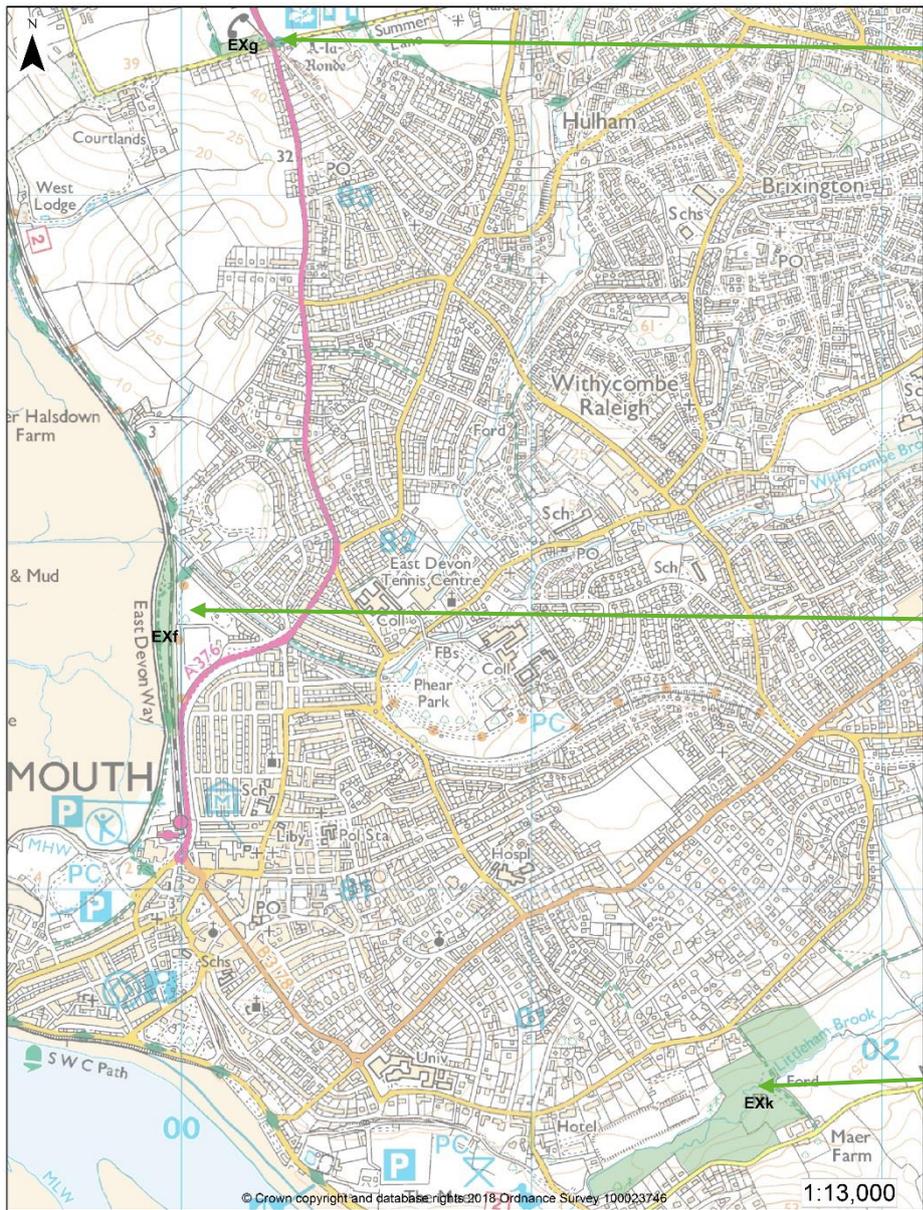
11.2 One of the guiding principles for this review is that, in Exmouth, land inside the adopted BUAB will be excluded from the ASCA unless it is within the AONB. Most of the built-up area of Exmouth is already outside of the ASCA. The main exceptions to this (that are not in the AONB) are the area north of Hulham (EXa) including the proposed development at Goodmores Farm, the Liverton Business Park (EXb) and the new housing development at Littleham (EXc) as indicated on Map EX02. There is also a small group of houses east of Littlemead Lane and west of A la Ronde (Site Exe). We propose to take these areas out of the ASCA. Any impact on A la Ronde (a group of heritage assets, including several grade I listed buildings and a grade II English Heritage Registered Park and Garden) is considered to be negligible having regard to the National Trust [setting study](#) and the residential nature of the sites concerned.

**Map EX02 Areas proposed to be excluded from ASCA**



11.3 There is also one large site (EXk) and two small areas (EXe/f) that lie outside of the BUAB but are also outside the ASCA. Site EXk comprises agricultural land that contributes to the attractive setting of the town and is proposed for inclusion in the ASCA on this basis. Site EXf is undeveloped land on the estuary side and Site EXe is low density housing and both sites are recommended for inclusion in the ASCA because they lie outside of the BUAB and contribute to the setting of the town.

**Map EX03 Areas proposed to be included in ASCA**

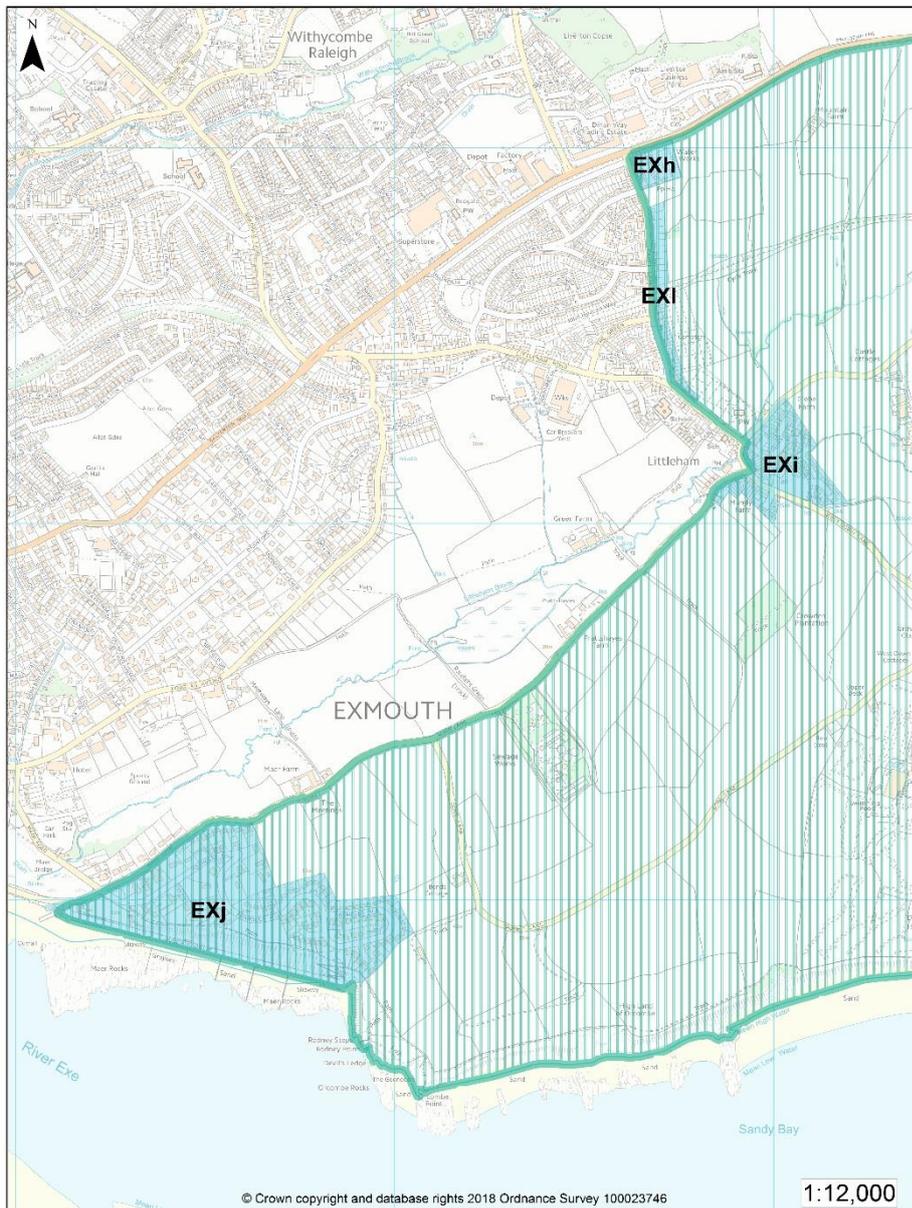


Sites considered for inclusion



11.4 In Exmouth we propose to change the boundary of the ASCA so that it follows the Built-up Area Boundary (BUAB) defined in the East Devon Local Plan, except where it is also in the AONB as shown on Map EX04 (sites EXh/i/j/l).

**Map EX04 Areas inside BUAB, AONB and ASCA where no changes are proposed**

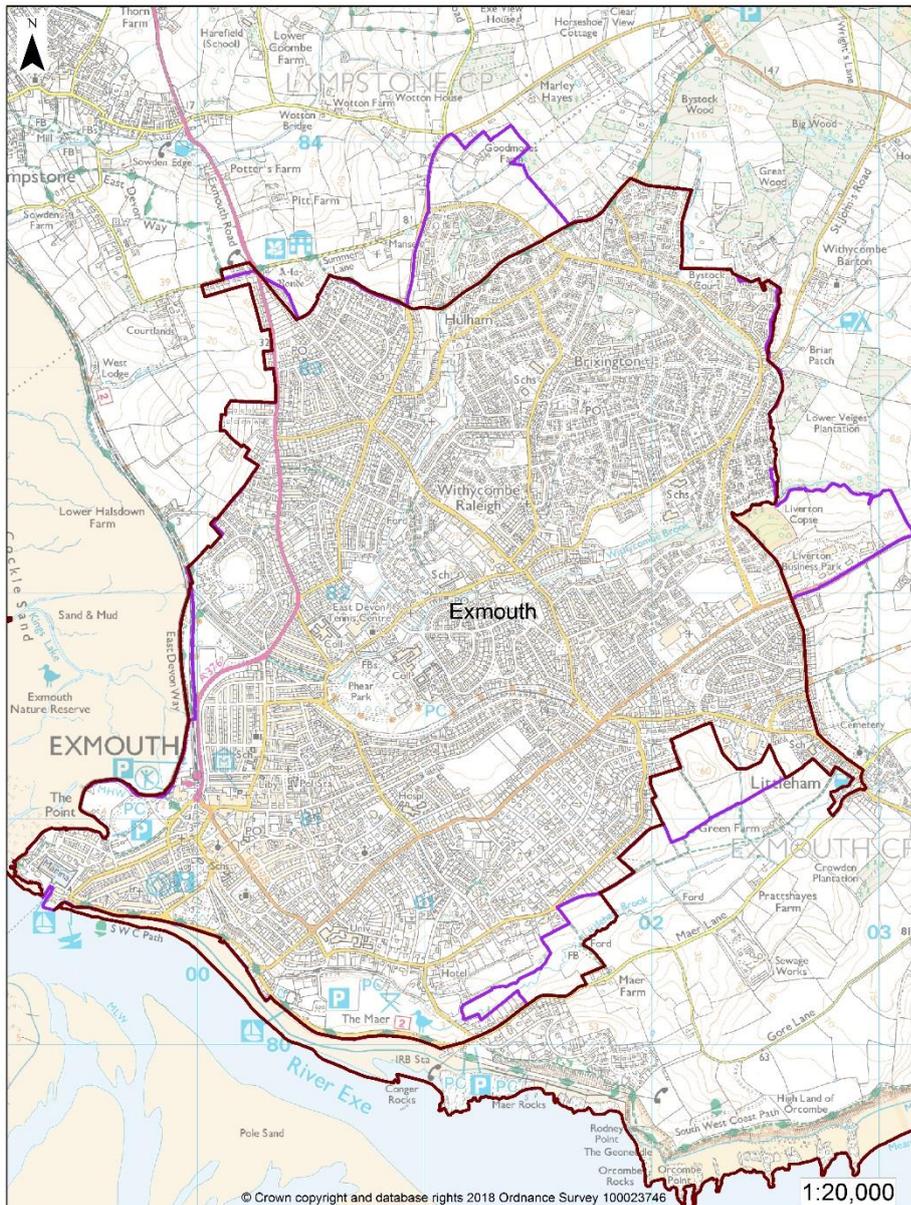


Although sites EXh, EXi EXj and EXl lie within the BUAB they are also in the East Devon AONB so we do not propose to take them out of the ASCA.

-  AONB to remain in ASCA
-  East Devon AONB

11.5 Map EX05 shows both the current area excluded from the ASCA and the proposed new boundary of the ASCA.

### Map EX05 Proposed ASCA boundary



- Advert in SCA Area of Special Control of Advertisements
- Proposed ASCA boundaries

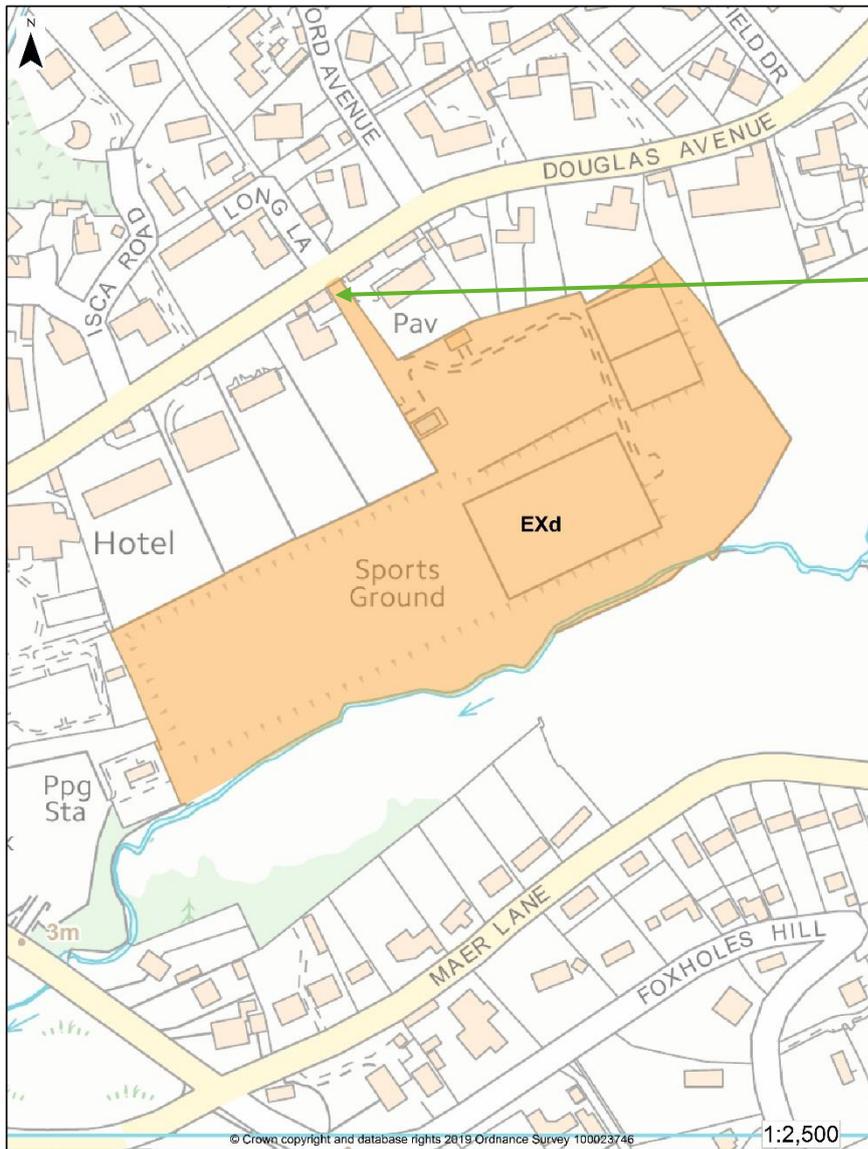
The purple line marks the proposed ASCA boundary. Where the outer line is purple we want to take the land between the brown and purple line out of the ASCA. Where the outer line is brown we want to put the land between the purple and brown lines into the ASCA.

Land inside the brown line is currently not in the ASCA.

Land surrounding the purple line would remain/be put into the ASCA.

11.6 We are proposing that site EXd is kept out of the ASCA because houses are currently being built here so it would be difficult to justify changing its status to include it in the ASCA. However, the site lies outside of the BUAB so an alternative approach would be to include the site in the ASCA.

**Map EX06 Alternative proposal for inclusion in ASCA**

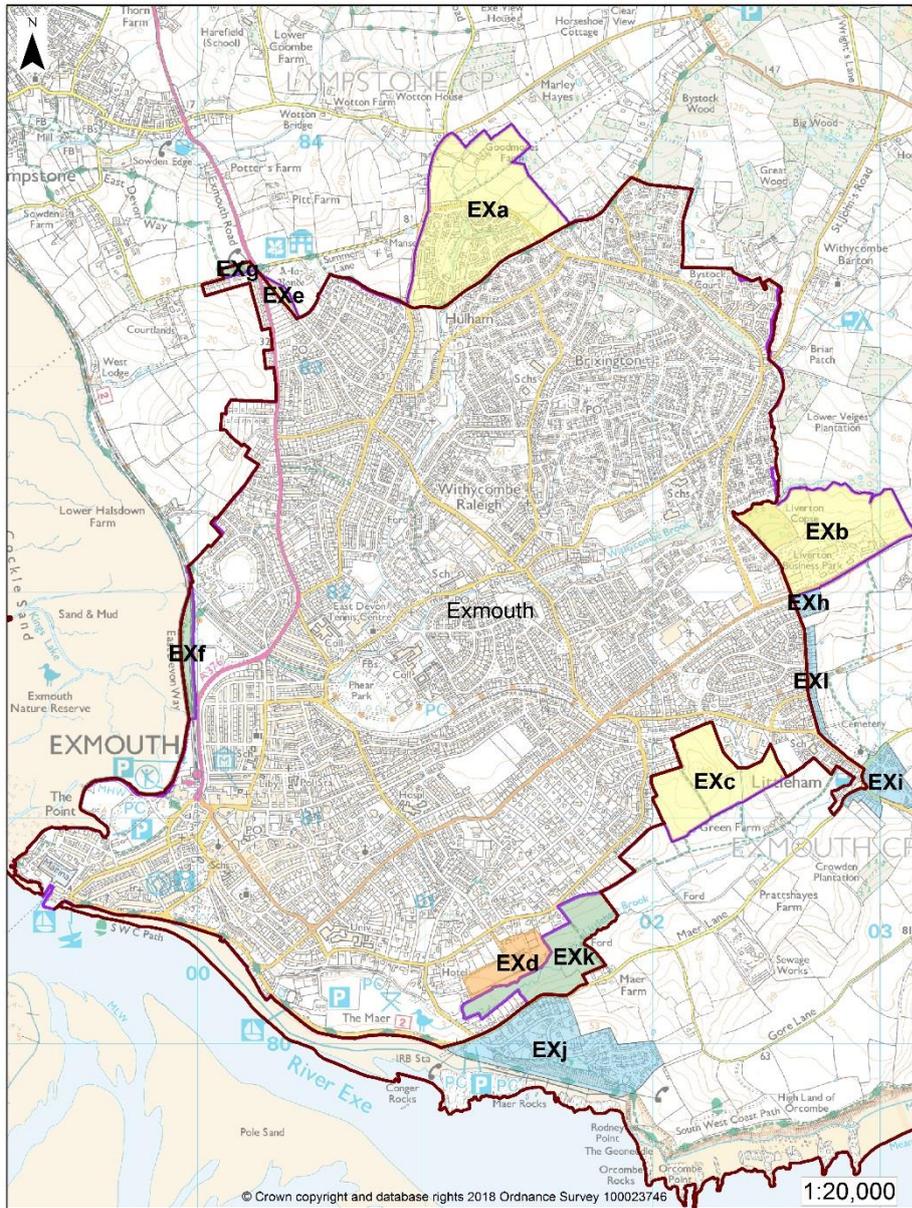


Site EXd has planning permission for development but lies outside of the BUAB and could be considered for inclusion in the ASCA on this basis.

Alternative proposals for exclusion

11.7 Map EX07 illustrates the key issues for Exmouth.

**Map EX07 Key Questions for Exmouth**



Should sites EXa, EXb, EXc and EXe be taken out of the ASCA? This would make it easier to display some advertisements.

Should sites EXf EXg and EXk be put into the ASCA? This would make it harder to display some advertisements.

Should sites EXh, EXi, EXj and EXl be kept in the ASCA because they are in the AONB?

Should site EXd remain outside of the ASAC even though it is outside of the BUAB?



## 12 Honiton

12.1 Currently only part of the main built-up area of Honiton is outside of the ASCA as shown on Map HO01. The area not in the ASCA includes the Secondary school, Leisure Centre, Station, part of the High Street and some residential areas.

### Map HO01 Area currently excluded from ASCA



 Advert in SCA Area of Special Control of Advertisements

Land inside the brown line is currently outside of the ASCA and all the surrounding land is currently inside the ASCA.

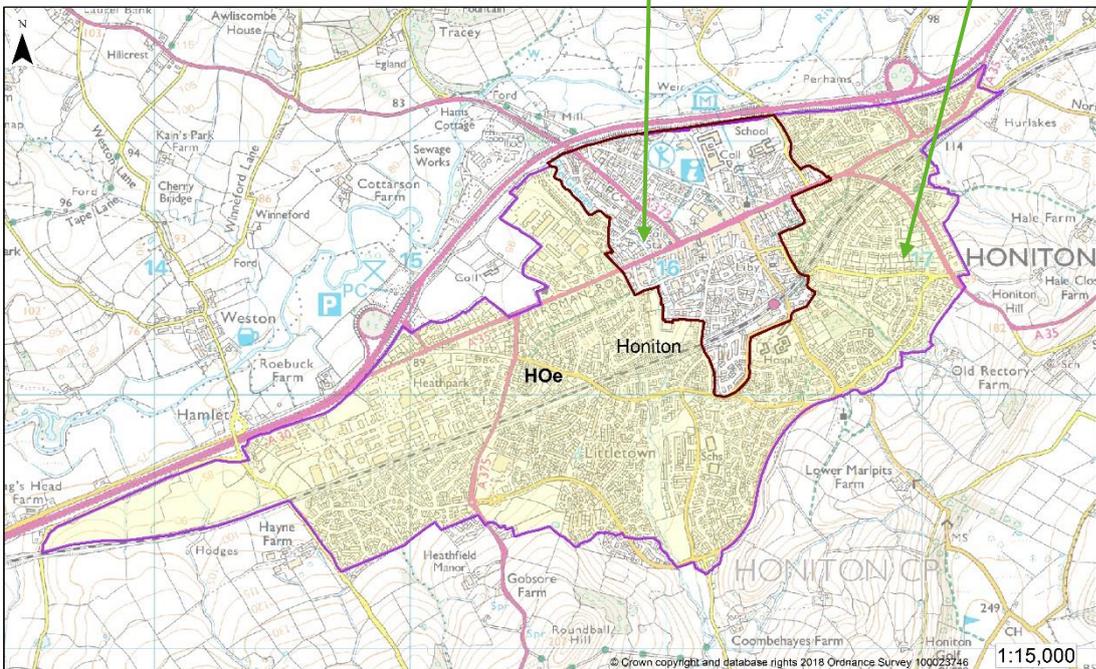
12.2 In Honiton we propose to change the boundary of the ASCA as shown on Map HO02. The proposed ASCA boundary follows the Built-up Area Boundary (BUAB) defined in the East Devon Local Plan, except where it is also in the AONB. This would make it easier to display some types of advertisement in the town, but many restrictions would remain, including additional rules on what can be displayed in the conservation area. No areas in or around Honiton are proposed to be put into the ASCA.

**Map HO02 Area proposed to be excluded from ASCA**

All of the land surrounding the purple line would remain in the ASCA.

Land inside the brown line is already outside of the ASCA.

We proposed to remove all lemon coloured land from the ASCA.

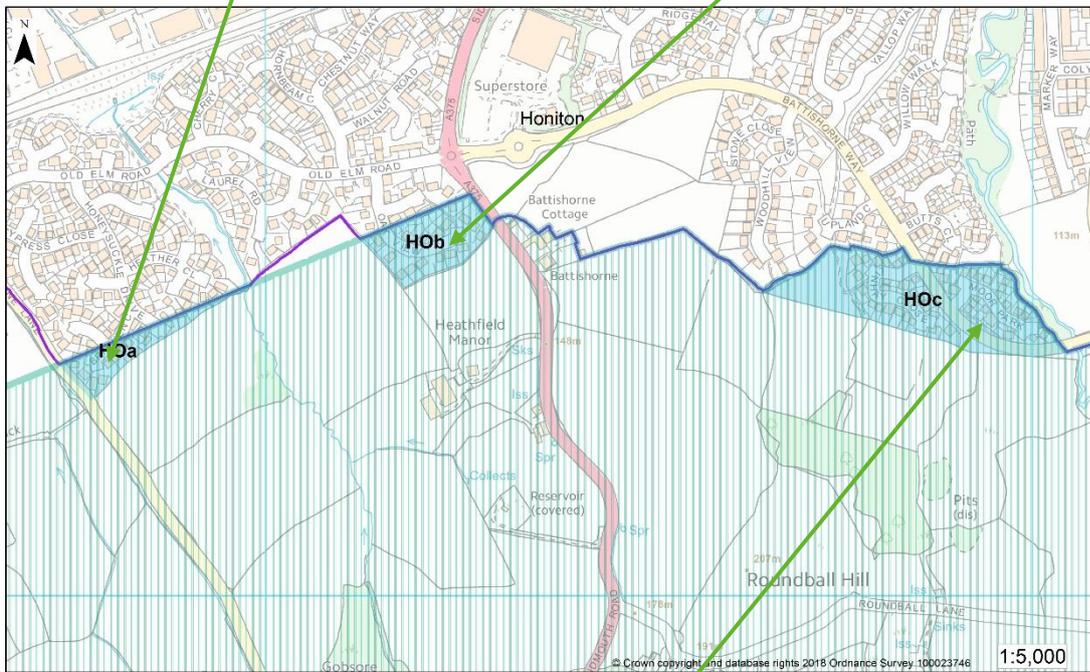


Legend:  Advert in SCA Area of Special Control of Advertisements  Sites considered for exclusion  Proposed ASCA boundaries



In Honiton we propose to change the boundary of the ASCA so that it follows the Built-up Area Boundary (BUAB) defined in the East Devon Local Plan, except where it is also in the AONB as shown on Map HO03 (sites HOa/b/c).

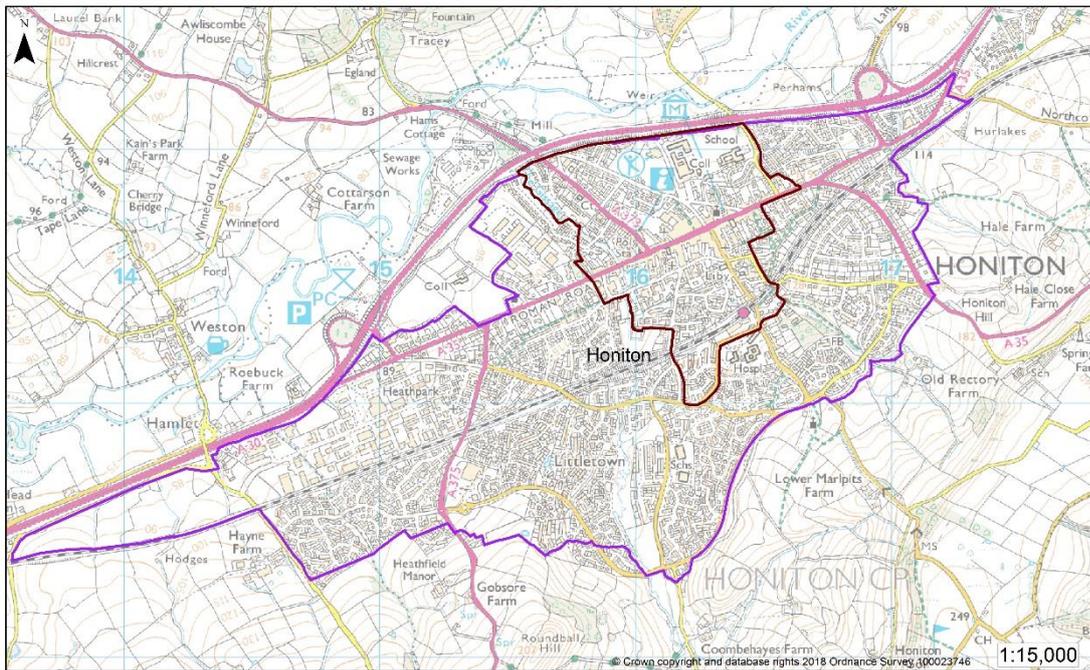
**Map HO03 Areas inside BUAB, AONB and ASCA where no changes are proposed**



12.3 Map HO04 shows both the current area excluded from the ASCA and the proposed new boundary of the ASCA.

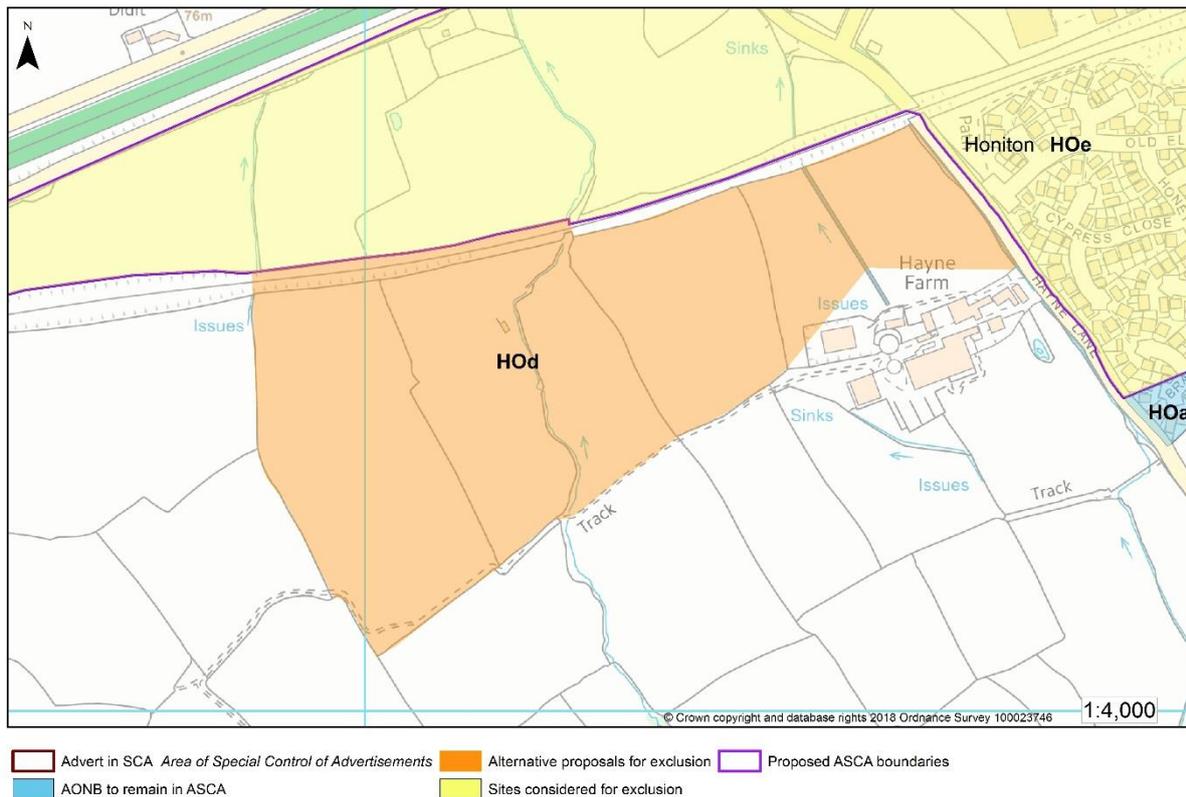
**Map HO04 Proposed ASCA boundary**

We propose to take all of the land inside of the purple line out of the ASCA (the land inside the brown line is already excluded). All of the land surrounding the purple line would remain in the ASCA.



12.4 The guiding principles for the review set out in paragraph 3.4 of this report include that consideration will be given to including large scale developments that lie on the edge of towns but outside of the defined BUAB. There is a site south west of Honiton with planning permission for around 300 homes that lies outside of the BUAB and within the ASCA (Map HO05). It may be appropriate to remove this site from the ASCA on the basis that it will be developed, but it will become a primarily residential area and keeping the site in the ASCA would have the benefit of a defining a consistent boundary for both the ASCA and the BUAB.

**Map HO05 Alternative proposal**



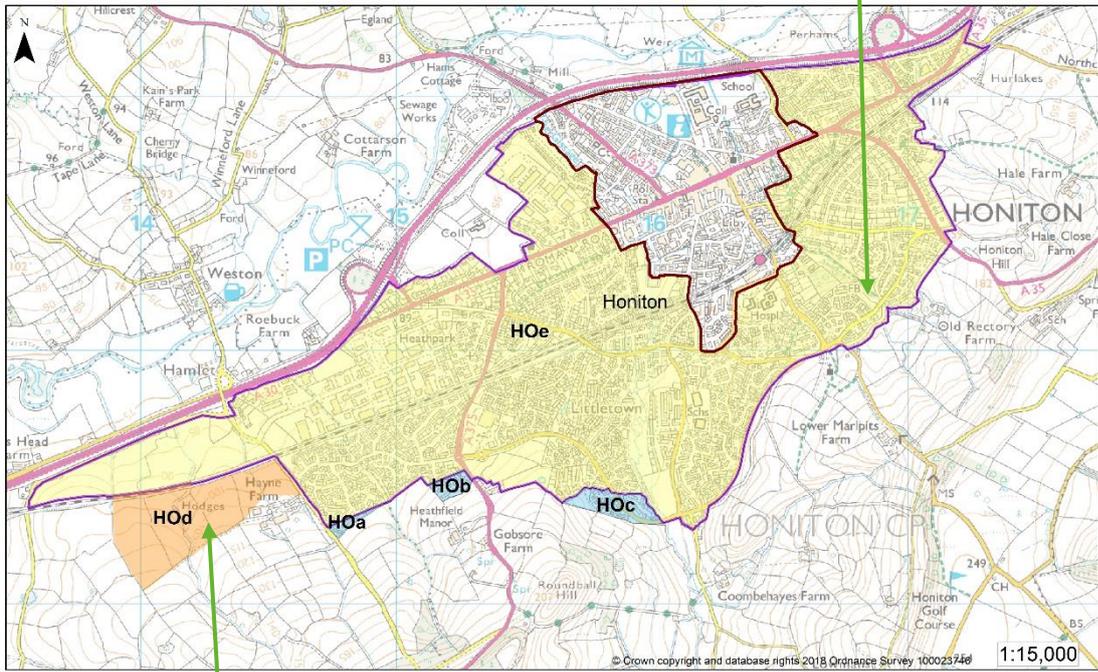
Site HOD has planning permission for development and could be considered for removal from the ASCA on this basis.

12.5 Map HO06 illustrates the key issues for Honiton.

**Map HO06 Key Questions for Honiton**

All of the land surrounding the purple line would remain in the ASCA.

Should all of lemon coloured land be taken out of the ASCA?



Should site HOD be taken out of the ASCA?

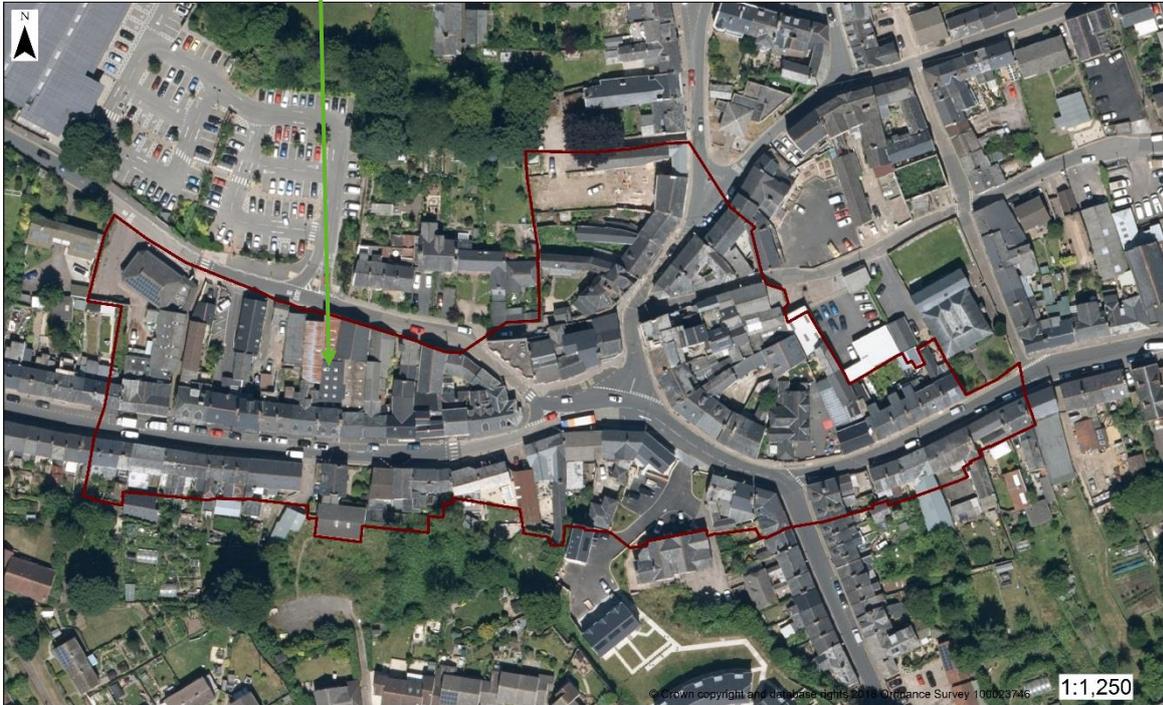
Should sites HOa, HOb and HOC remain in the ASCA because they are in the AONB?

## 13 Ottery St. Mary

13.1 Only a small area in the town centre is currently excluded from the ASCA as shown on Map OSM01. This includes the central shopping streets but not Sainsbury's.

### Map OSM01 Area currently excluded from ASCA

Land inside the brown line is currently not in the ASCA – all of the surrounding land is in the ASCA.



 Advert in SCA Area of Special Control of Advertisements

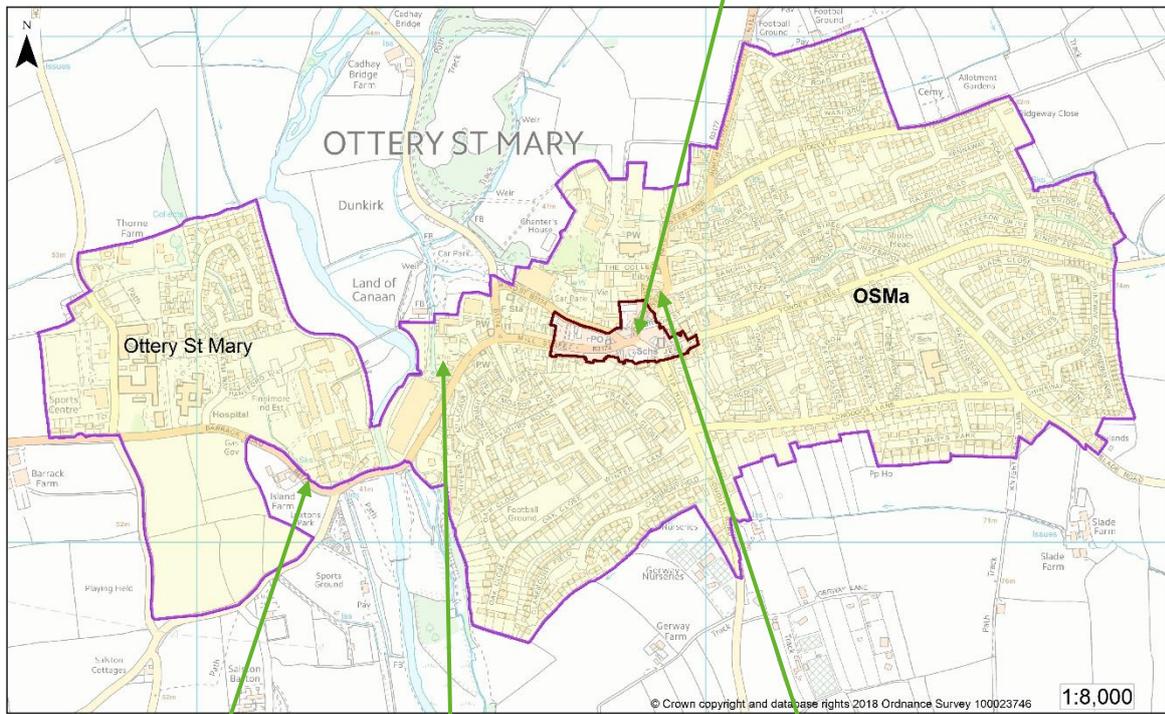


13.2 We are proposing that the area covered by the ASCA is reduced so that all of the main built up areas of the town are taken out, as shown in Map OSM02. This would make it easier to display some types of advertisement in the town, but many restrictions would remain, including additional rules on what can be displayed in the conservation area. Map OSM02 shows both the current area excluded from the ASCA and the larger area that we are proposing to remove. The boundary of the proposed area for exclusion follows the Built-up Area boundary for Ottery St. Mary defined in the East Devon Local Plan. No areas are proposed to be included in the ASCA.

**Map OSM02 Area proposed to be excluded from ASCA**

We proposed to remove all the lemon coloured land from the ASCA – the area surrounding the purple line would remain in the ASCA.

Land inside the brown line is already outside of the ASCA.



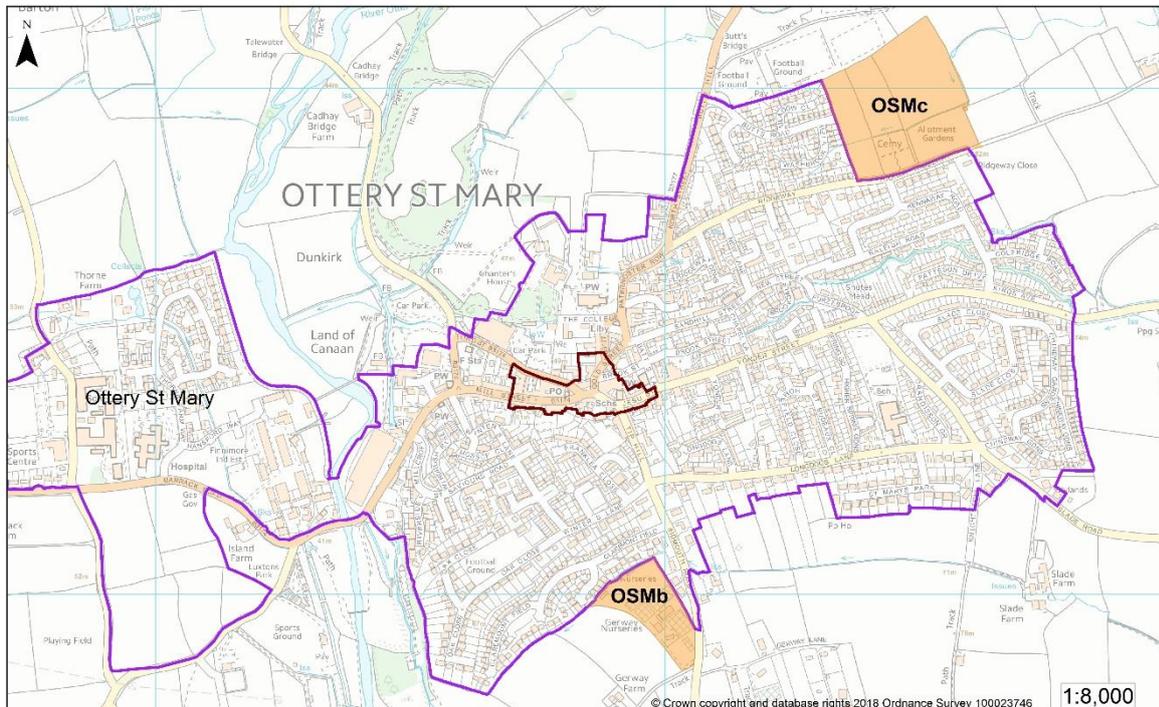
Yellow Sites considered for exclusion Purple Proposed ASCA boundaries Brown Advert in SCA Area of Special Control of Advertisements





13.3 The guiding principles for the review set out in paragraph 3.4 of this report include that consideration will be given to including large scale developments that lie on the edge of towns but outside of the defined BUAB. There are two recent housing developments that fall into this category (Sites OSMb and OSMc as shown on Map OSM03). An alternative approach would be to also exclude these areas from the ASCA. This may be appropriate but is not recommended because they are both residential areas and keeping them in the ASCA would have the benefit of a consistent boundary for both the ASCA and the BUAB.

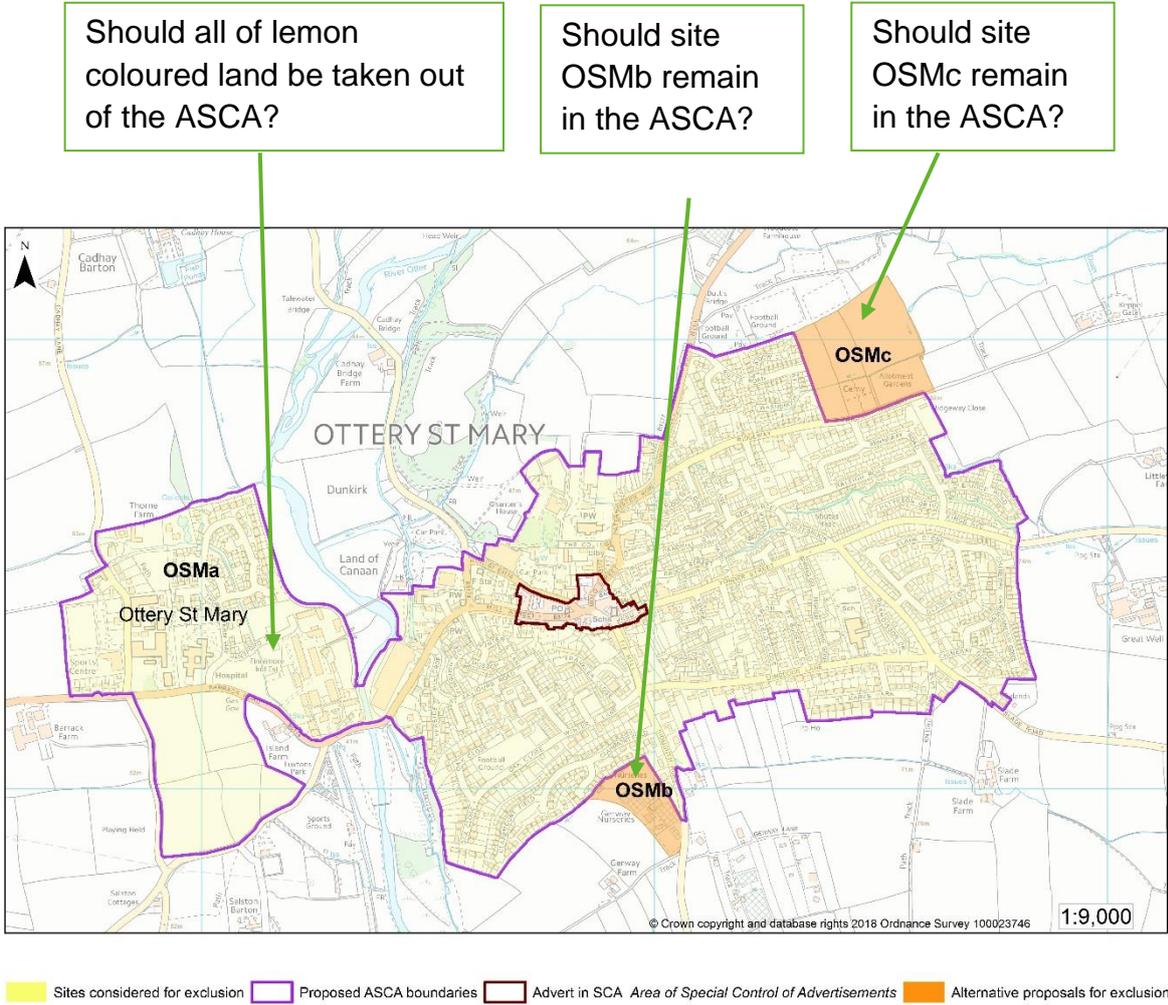
**Map OSM03 Alternative proposals**



Proposed ASCA boundaries 
  Advert in SCA Area of Special Control of Advertisements 
  Alternative proposals for exclusion

13.4 Map OSM04 illustrates the key issues for Ottery St. Mary.

**Map OSM04 Key Questions for Ottery St. Mary**



All of the land surrounding the purple line would remain in the ASCA.

Land inside the brown line is already outside of the ASCA.

## 14 Seaton

14.1 Currently only part of the main built-up area of Seaton is outside of the ASCA as shown on Map SE01. The area not in the ASCA includes the town centre, conservation area, Tesco and Harbour Road/Riverside Drive area.

### Map SE01 Area currently excluded from ASCA



Land inside the brown line is currently not in the ASCA - all of the surrounding land is in the ASCA.

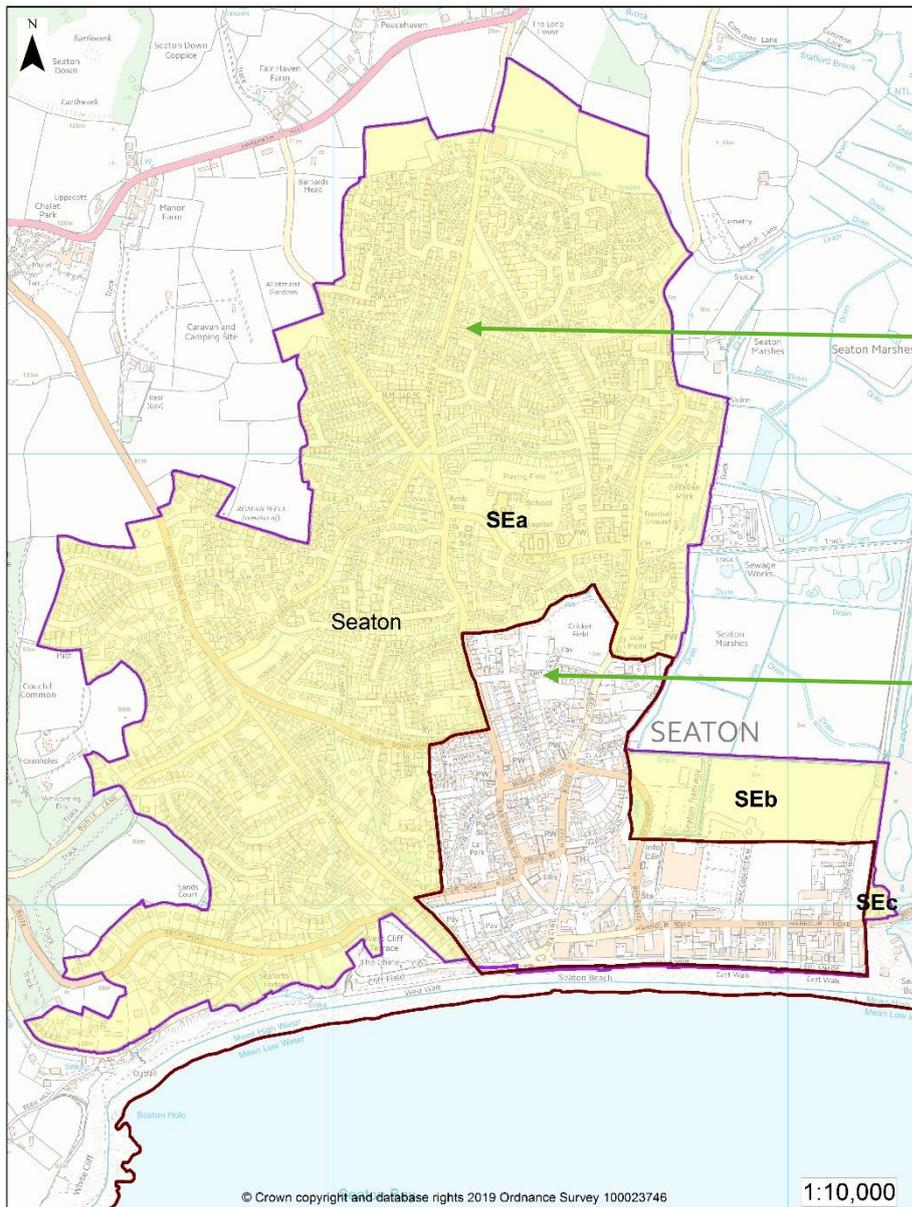


 Advertisements in SCA Area of Special Control of Advertisements



14.2 In Seaton we propose to change the boundary of the ASCA so that it follows the Built-up Area Boundary defined in the East Devon Local Plan as shown on Map SE02. This would mean that most of the town would be outside of the ASCA and would make it easier to display some types of advertisement, but many restrictions would remain, including additional rules on what can be displayed in the conservation area.

**Map SE02 Area proposed to be excluded from ASCA**



We proposed to remove all the lemon coloured land from the ASCA.

Land inside the brown line is already outside of the ASCA.

All of the land surrounding the purple line land would remain in the ASCA.

- Advert in SCA Area of Special Control of Advertisements
- Sites considered for exclusion
- Proposed ASCA boundaries

- 14.3 There is one small area that we propose to include in the ASCA in order that the same boundary will apply to both the BUAB and the ASCA. The area comprises a thin strip of land to the west of the sea front where the public toilets are situated (shown as SEd on Map SE03).

**Map SE03 Areas proposed to be included in the ASCA**

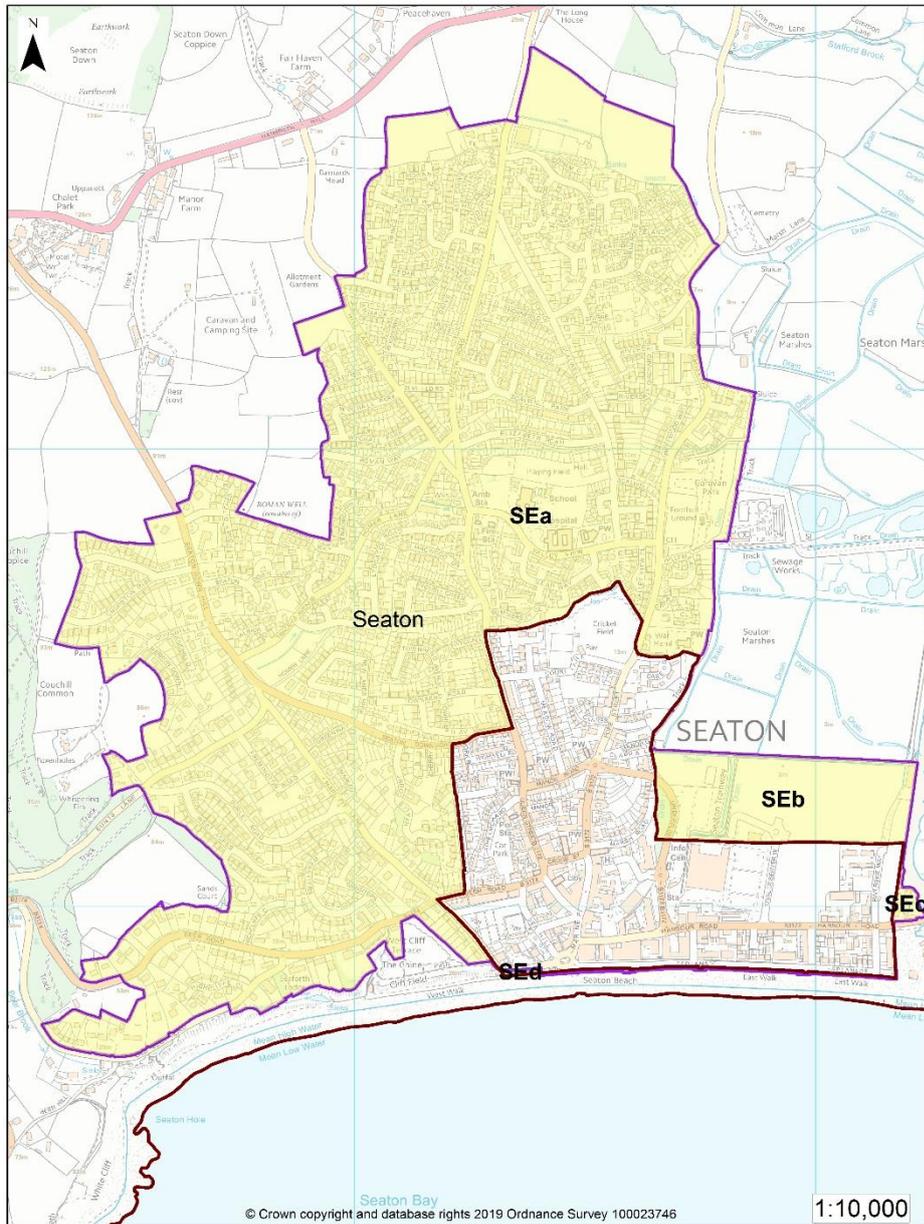


Proposed ASCA boundaries Advert in SCA Area of Special Control of Advertisements

- 14.4 No specific alternatives have been identified for Seaton, but keeping the ASCA boundary as it is would be an option because it reflects the more commercial parts of the town fairly accurately, with the exception of the industrial area to the north.

14.5 Map SE04 illustrates the key questions for Seaton.

**Map SE04 Key Questions for Seaton**



Should all of the lemon coloured land be taken out of the ASCA?

Should site SEd (shown in detail on Map SE03) be put into the ASCA?

Should the ASCA boundary remain as it is?

All of the land surrounding the purple line would remain in the ASCA.

Advert in SCA Area of Special Control of Advertisements
  Sites considered for inclusion  
 Sites considered for exclusion
  Proposed ASCA boundaries

## 15 Sidmouth

- 15.1 Currently only about one third of the built up part of Sidmouth is excluded from the ASCA as shown on Map SI01. The areas currently outside of the ASCA include the town centre, Alexandra Road Industrial Estate and part of Bickwell Valley.

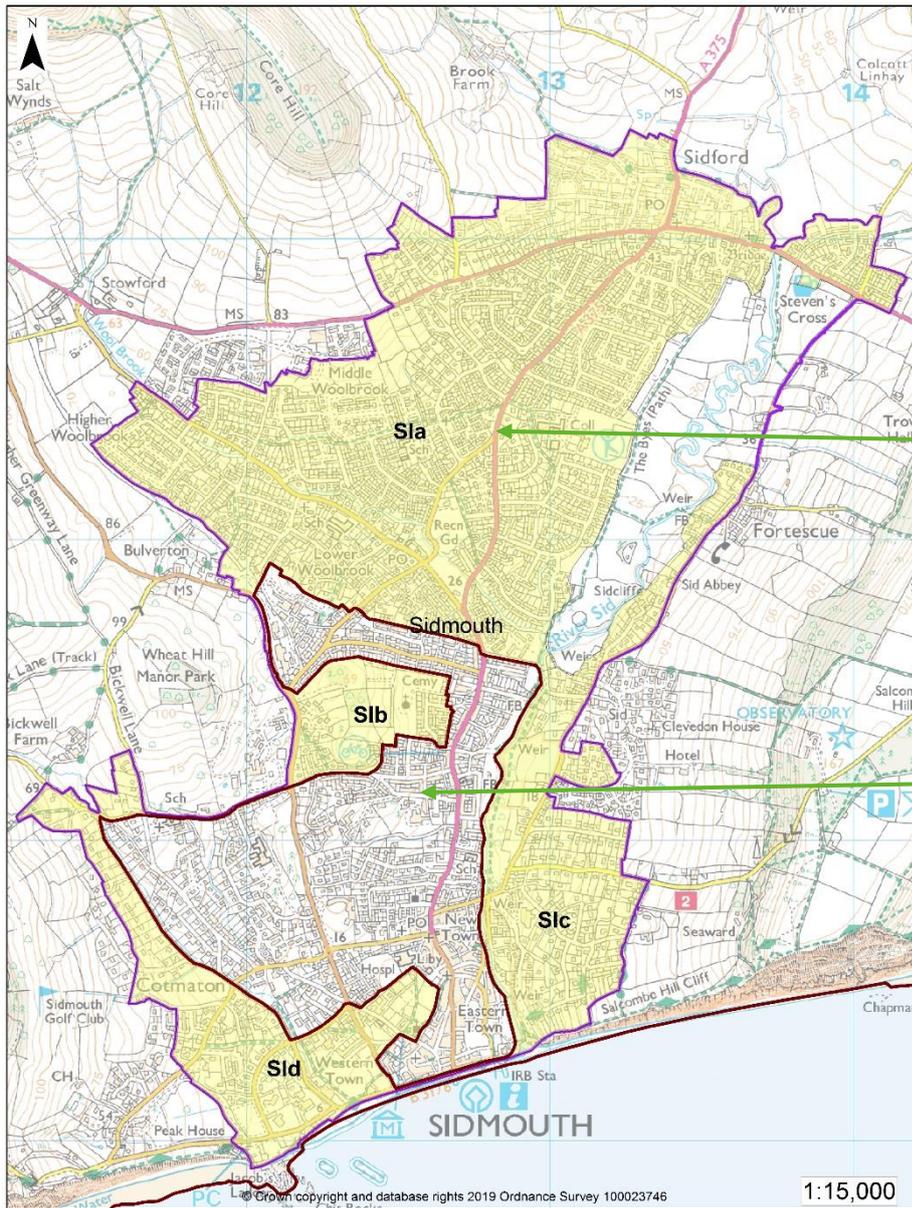
**Map SI01 Current extent of area excluded from ASCA**



Land inside the brown line is outside of the ASCA – all of the surrounding land is in the ASCA

15.2 One of the guiding principles for this review is that, in Sidmouth, land inside the adopted BUAB will be excluded from the ASCA unless it is within the AONB. This would roughly double the area excluded from the ASCA as shown on Map SI02. No areas are proposed to be included in the ASCA.

**Map SI02 Area proposed to be excluded from the ASCA**



We propose to remove all the lemon coloured land from the ASCA.

Land inside the brown line is already outside of the ASCA.

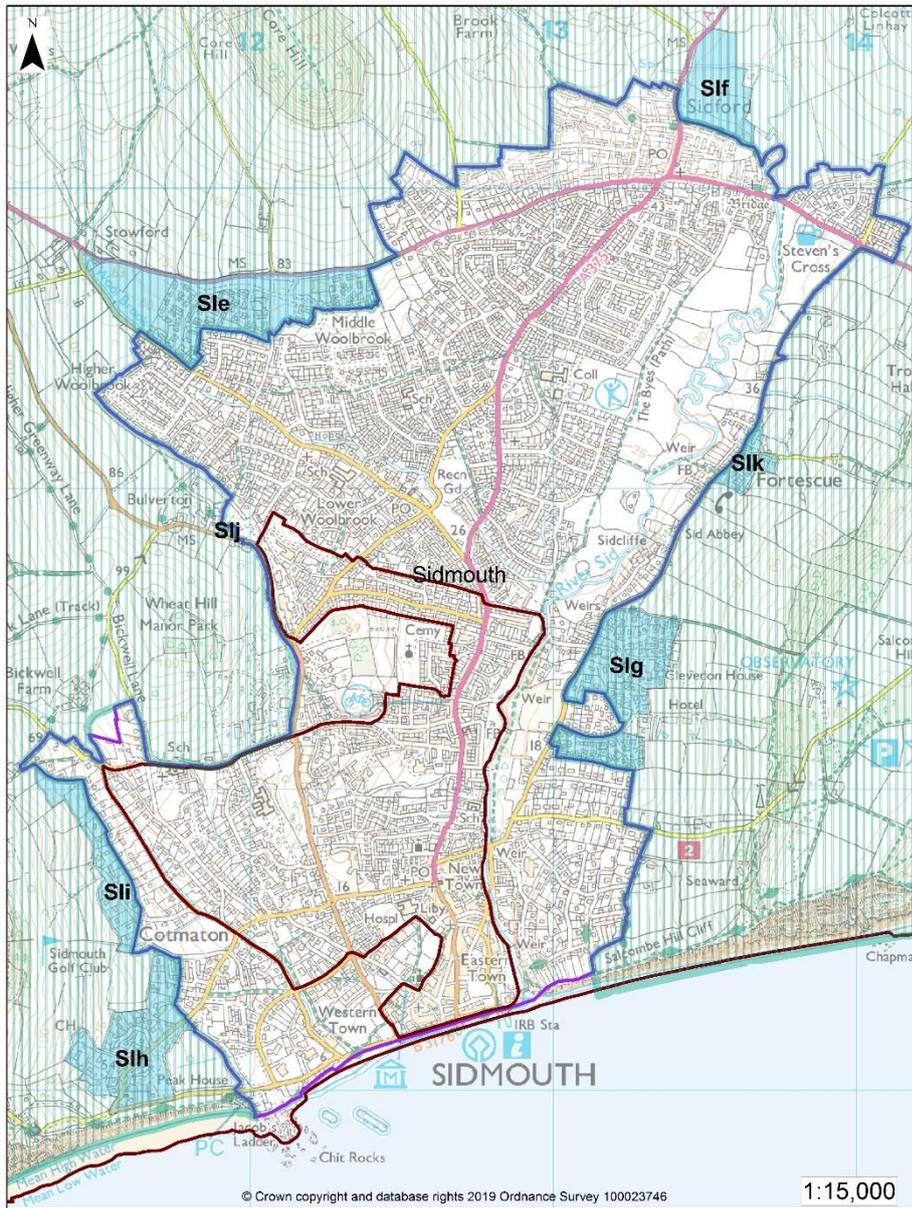
All of the land outside of the purple line would remain in the ASCA.

- Advert in SCA Area of Special Control of Advertisements
- Sites considered for exclusion
- Proposed ASCA boundaries



15.3 In Sidmouth we propose to change the boundary of the ASCA so that it follows the Built-up Area Boundary (BUAB) defined in the East Devon Local Plan, except where it is also in the AONB as shown on Map SI03 (sites Sle/f/g/h/i/j/k). Areas that are in both the BUAB and the AONB are shown on Map SI03: all of these areas are proposed to remain in the ASCA.

**Map SI03 Areas inside BUAB, AONB and ASCA where no changes are proposed**

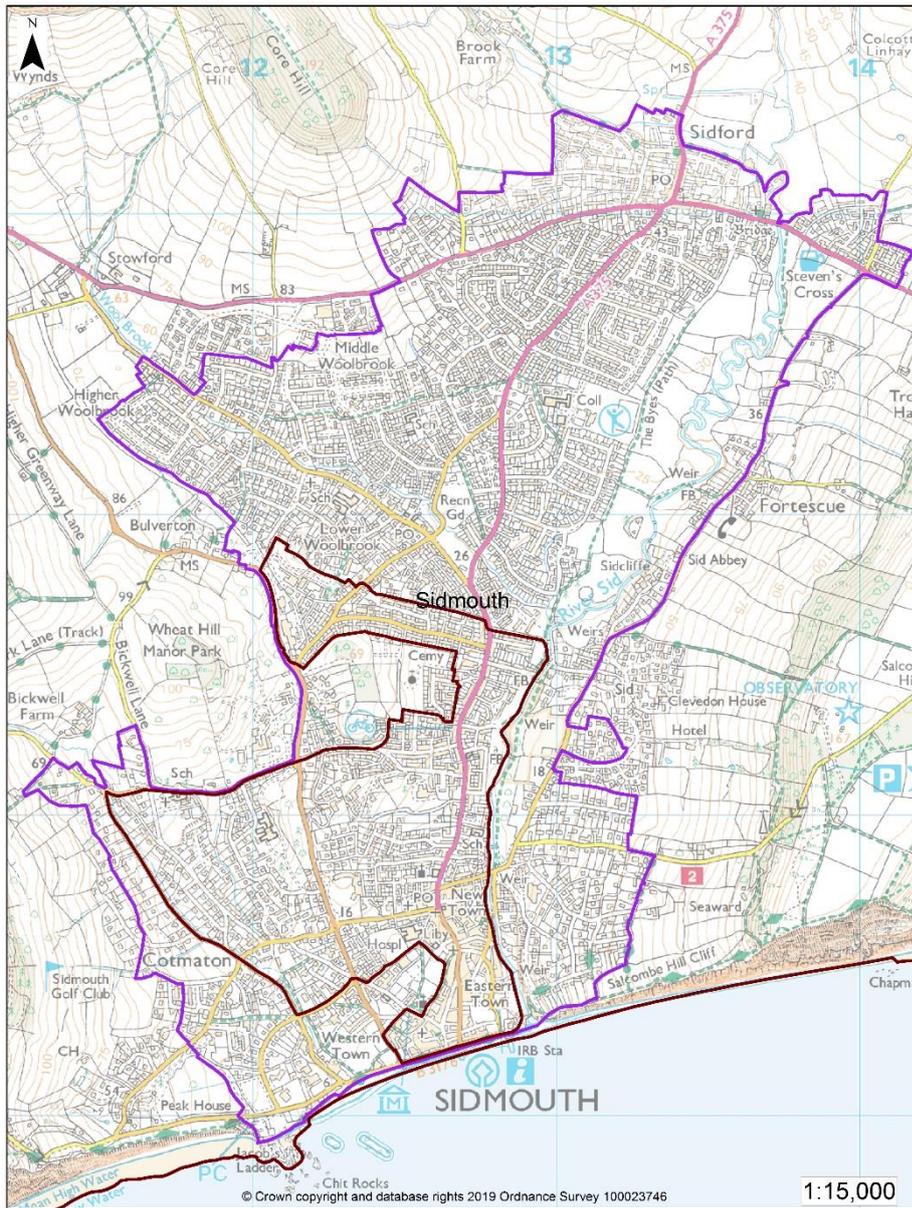


Although sites Sle; Sif; Slg; Slh; Sli; Slj and Slik lie within the BUAB they are also in the East Devon AONB so we propose to keep them in the ASCA.

-  East Devon AONB
-  Advert in SCA Area of Special Control of Advertisements
-  AONB to remain in ASCA
-  Proposed ASCA boundaries

15.4 Map SI04 shows both the current area excluded from the ASCA and the proposed new boundary of the ASCA. No specific alternatives have been identified for Sidmouth, but keeping the ASCA boundary as it is could be considered, although there are commercial areas (around Woolbrook and at Sidford) that would then remain in the ASCA.

**Map SI04 Proposed ASCA boundary**

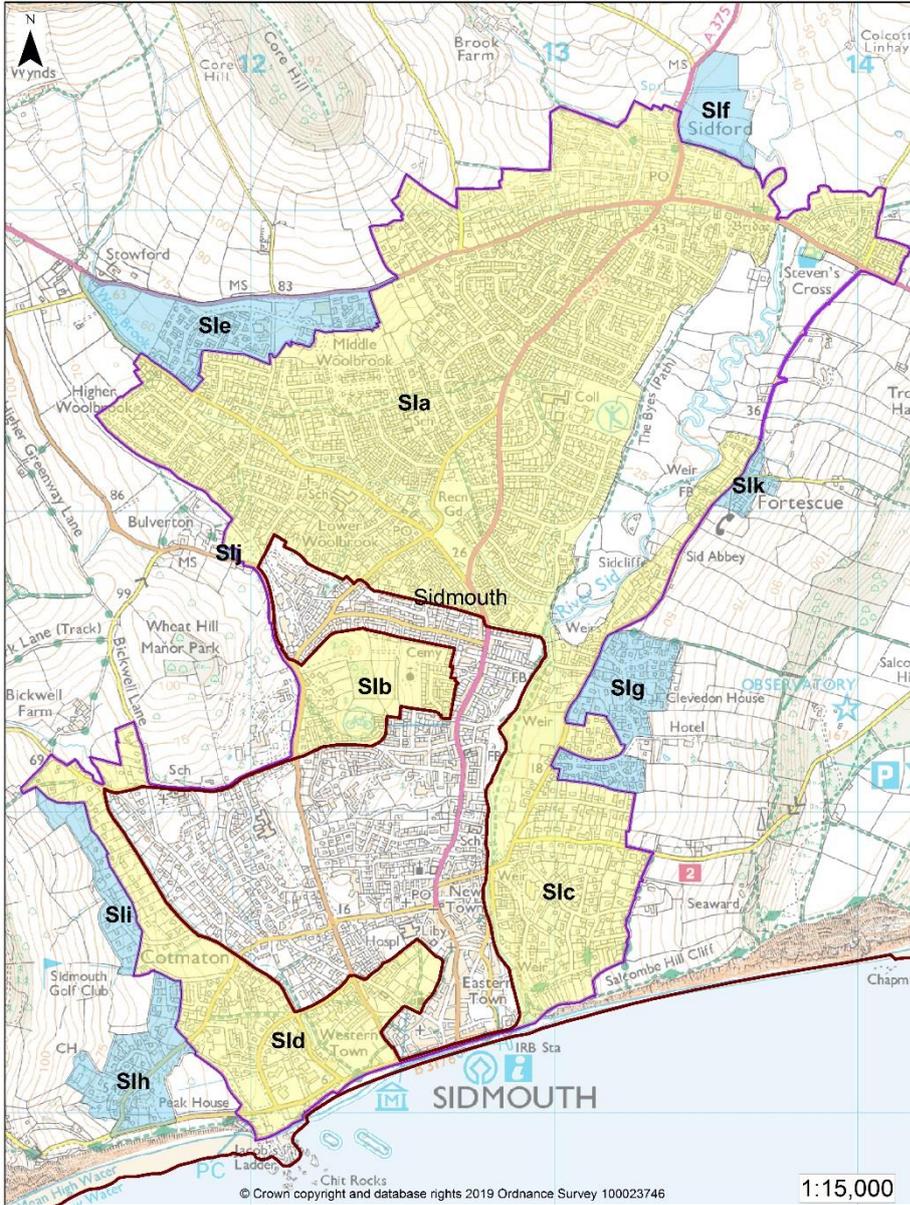


- Advert in SCA Area of Special Control of Advertisements
- Proposed ASCA boundaries



15.5 Map SI05 illustrates the key questions for Sidmouth.

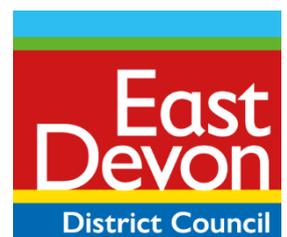
**Map SI05 Key Questions for Sidmouth**



Should all of the lemon coloured land be taken out of the ASCA?

Should the ASCA boundary be kept as it is (where the only areas not in the ASCA are inside the brown line)?

Should Sites S1e/f/g/h/i/j/k remain in the ASCA because they are in the AONB?





**Report to:** **Strategic Planning Committee**

**Date of Meeting:** Tuesday 29 January

**Public Document:** Yes

**Exemption:** None

**Review date for release** None

**Agenda item:** **10**

**Subject:** **Government consultation on Developer contributions reform: technical consultation**

**Purpose of report:** The Government are seeking views on draft legislation to amend the Community Infrastructure Levy Regulations 2010 (as amended). This report provides an overview of this technical consultation on the reform of development contributions, and sets out a proposed responses to the consultation questions.

**Recommendation:** **That Members endorse submission of the proposed response to the Government consultation on Developer contributions reform: technical consultation**

**Reason for recommendation:** To ensure that this Council play an active part in influencing Government regulations on developer contributions

**Officer:** Keith Lane, Planning Policy Officer

Email: [klane@eastdevon.gov.uk](mailto:klane@eastdevon.gov.uk)

Tel: 01395 571684

**Financial implications:** Although there are no direct financial implication from the recommendation, to obtain the right level of developer contributions is essential to allow the appropriate provision of infrastructure and assets within the District. Insufficient developer contributions from CIL to provide the necessary funding is highlighted as Strategic Risk for this Council.

**Legal implications:** It is important that the Council takes an active role in developing future legislation by providing considered responses to Government consultations. There are no legal implications from this consultation response

**Equalities impact:** Low Impact

**Risk:** Low Risk

The consultation proposals on developer contributions reform are considered to be low risk.

**Links to background information:**

- [Reforming developer contributions – technical consultation on draft regulations, MHCLG, December 2018](#)
- [Agenda for Strategic Planning Committee, 27 November 2018, item 11](#)

**Link to Council Plan:** Encouraging communities to be outstanding; Developing an outstanding local economy; Delivering and promoting our outstanding environment; Continuously improving to be an outstanding council

## Report in full

### 1. Introduction

1.1 Members will recall at the last Strategic Planning Committee (27 November 2018) a report outlining the Government response to consultation on reforms to the system of developer contributions, including proposals that sought to:

- Ensure that consultation on preparing a charging schedule is proportionate
- Remove the section 106 pooling restriction
- Improve transparency and increase accountability

1.2 Several other proposals were identified to help support housing delivery through developer contributions.

1.3 The Government stated that legislation would be required to implement many of the proposed changes; and have now published a technical consultation on draft Community Infrastructure Levy (CIL) regulations, setting out the detail as to how Government proposals will be implemented. Therefore, the consultation and proposed council response are limited to technical matters.

1.4 The consultation period runs from 20 December until 31 January. The consultation document includes 11 questions on which the Government is seeking comments.

1.5 The purpose of this report is to summarise the key points included in the draft regulations, and set out the council's response to the consultation questions.

### 2. Summary of proposals and responses to questions in the consultation document

#### Ensuring the consultation is proportionate

2.1 As previously announced, draft regulation 3 removes the requirement for two rounds of consultation on proposed CIL rates in a charging schedule. Instead, only one round of consultation, on a draft charging schedule, will be required as a minimum. Local authorities can decide to undertake two rounds of consultation if they wish. This approach is supported, subject to the following response.

*Question 1: Are there any elements in regulation 3 which will prevent the Government achieving the policy intent?*

EDDC response: "Given that a statutory requirement for consultation on a draft charging schedule will be retained, the regulations should prescribe the length of this consultation period. The proposal to omit regulation 17(3) will mean the consultation period will not be prescribed in the regulations, which will harm the policy intent to retain the requirement to consult on a draft charging schedule."

#### Removing the 'pooling restriction'

2.2 Again, as already proposed, the Government has decided to lift the pooling restriction that prevented local authorities from using more than five section 106 obligations for a single infrastructure project. The pooling restriction will be lifted in all circumstances. This will allow local authorities to use both CIL and section 106 to fund the same item of infrastructure, providing greater funding flexibility.

*Question 2: Are there any elements in regulations 4 and 12 which will prevent the Government achieving the policy intent?*

EDDC response: "Clarity is needed over the timeframe that the lifting of the pooling restrictions applies to. Does this apply to all planning obligations regardless of when they

were signed or just new obligations following the change in the regulations. There are no draft transitional arrangements addressing this issue and so there could be some confusion on this point.”

### **A more proportionate approach to administering exemptions**

- 2.3 Certain development is exempt from paying CIL, such as residential extensions, custom/self-build housing, charitable development and social housing. This exemption is only confirmed if the developer submits a Commencement Notice prior to the start of works, otherwise the full CIL liability becomes due immediately. Draft regulation 7 reduces the penalty for not submitting a Commencement Notice for these developments to a surcharge equal to 20% of the notional chargeable amount or £2,500, whichever is the lower; rather than the full liability. Also, a Commencement Notice will no longer be required for residential extensions.

*Question 3: Are there any elements in regulation 7 which will prevent the Government achieving the policy intent?*

EDDC response: “The removal of the requirement for a commencement notice for a residential extension will put an unrealistic administrative burden on the local authority to check whether development has commenced on such sites where the CIL receipt is likely to be minimal in any case. We would suggest removing residential extensions from CIL entirely to reduce the administrative burden of implementing CIL the cost of which is unlikely to be covered by the CIL received.

There are no proposed transitional arrangements for regulation 7, how is it intended that this change is implemented in relation to developments where a liability notice has already been issued and the liable party advised of the requirements. It would place an unrealistic administrative burden for the authority to notify affected parties and so these changes should only apply to developments granted post the commencement date of the new regulations. ”

### **Extending abatement provisions**

- 2.4 The Government are proposing, through draft regulation 13, to allow phased development originally permitted before CIL came into force (1 September 2016 in East Devon) to balance liabilities between different phases of the same development.

*Question 4: Are there any elements in regulation 13 which will prevent the Government achieving the policy intent?*

EDDC response: “It is likely that a phased development will be the subject of a phased payment plan, however the effect of regulation 13 on any phased payment plan and the need to issue a new liability notice is not addressed in the regulations and should be made clear in the regulations or explanatory text.”

### **Applying indexation where a planning permission is amended**

- 2.5 Draft regulation 6 proposes changes to CIL liability where a planning permission is amended. It enables reductions in CIL liability where a planning permission is amended to be calculated at the rate that applied when the original permission was granted, whilst increases in liability are to be charged at the rate in place when the amendment was granted.

*Question 5: Are there any elements in regulation 6 which will prevent the Government achieving the policy intent?*

EDDC response: “The effect of this change and the requirement to issue a new liability notice on any phased payment plan is not clear and needs to be clarified.”

### **Indexation of Community Infrastructure Levy rates**

2.6 CIL rates are currently indexed on January 1 each year to the All-in Tender Price Index published by the Royal Institution of Chartered Surveyors, reflecting changes to the cost of building infrastructure. The Government consider that Levy rates should be linked more closely to the value of development – draft regulation 5 proposes indexing residential development to a three-year smoothed average of the annual local House Price Index; whilst non-residential development will be indexed to the Consumer Price Index. In addition, the cap in the neighbourhood share (previously up to £100 per existing dwelling in parish without a ‘made’ neighbourhood plan) will be indexed to the Consumer Price Index.

*Question 6: Are there any elements in regulation 5 which will prevent the Government achieving the policy intent?*

EDDC response: “Unsure as to why the cap in the neighbourhood share for areas without a ‘made’ neighbourhood plan will be indexed to the Consumer Price Index, when the vast majority of CIL income is generated from residential development. EDDC would ask that this remains indexed to the annual House Price Index.”

*Question 7: Do you have any further comments in relation to the Government’s proposed approach to Community Infrastructure Levy indexation including, for residential development, the approach of using a smoothed index using local house prices.*

EDDC response: “Further guidance would be useful on:

- Whether this will apply retrospectively to sites?
- Will there be a lead in time?
- The implications for existing CIL Charging Schedules and whether they need to be updated (and consulted on) within a certain timeframe?”

### **Removing regulation 123 restrictions and introducing Infrastructure Funding Statements**

2.7 Draft regulation 10 confirms the Government proposal to remove regulation 123 lists (i.e. the list of infrastructure projects or types of infrastructure that a local authority intends will be, or may be, wholly or partly funded by CIL). Instead, there will be a requirement for local authorities to prepare an annual Infrastructure Funding Statement by 31 December each year. This statement will set out how developer contributions have been spent, and anticipated revenue and spend for future years. The Government will produce a data specification and tools to help local authorities to collect data for the Infrastructure Funding Statement.

*Question 8: Are there any elements in regulation 10 which will prevent the Government achieving the policy intent?*

EDDC response: “No, but need to ensure that the data specification and tools will work with existing systems that are used to implement CIL, specifically Exacom. Guidance on how to forecast anticipated developer contributions in future years is required”

### **Monitoring fees**

2.8 Although a proportion of CIL revenue (up to 5%) can be used for administration of the Levy, there is uncertainty as to whether section 106 planning obligations can be used in a similar way. Therefore, draft regulation 11 allows authorities to seek a monitoring fee through section 106 obligations – such fees should be proportionate and reasonable.



*Question 9: Are there any elements in regulation 11 which will prevent the Government achieving the policy intent?*

EDDC response: "Clear examples or guidance should be provided to ensure a consistent approach on what is proportionate and reasonable."

### **Delivering Starter Homes**

2.9 In line with the housing White Paper and National Planning Policy Framework which introduce starter homes as a new affordable home ownership product, draft regulation 8 confirms that starter homes are exempt from paying CIL where the dwelling is sold to individuals whose household annual income is no more than £80,000.

*Question 10: Are there any elements in regulation 8 which will prevent the Government achieving the policy intent?*

EDDC response: "It is not currently clear who will be responsible for assessing household annual income – this should be made clear in accompanying guidance. The regulations do not state whether or not the household annual income will be index-linked to account for future changes in income."

### **Other technical clarifications**

2.10 Finally, a small number of other clarifications are proposed in the regulations, relating to the meaning of 'retained parts of in-use buildings'; "relevant person" on liability notices; amended planning permissions; and where a Combined Authority has introduced CIL.

*Question 11: Are there any elements in regulations 13 to 15 which will prevent the Government achieving the policy intent?*

EDDC response: "No."

## **3. Conclusion**

3.1 The Government's approach to reforming the system of developer contributions is broadly welcomed. This consultation on the draft regulations is inherently technical in nature – the suggested council responses generally seek further clarification or guidance, along with some suggested amendments. Following the endorsement of this committee, the responses to the consultation questions will be submitted via the online survey (as requested by the Government) by the closing date of 11.45pm on 31 January.



<b>Report to:</b>	<b>Strategic Planning Committee</b>
<b>Date of Meeting:</b>	29 January 2019
<b>Public Document:</b>	Yes
<b>Exemption:</b>	None
<b>Review date for release</b>	Regular reviews will be provided on local plan production.
<b>Agenda item:</b>	<b>11</b>
<b>Subject:</b>	<b>Timetable for production of a new East Devon Local Plan</b>
<b>Purpose of report:</b>	This report sets out a first draft of a timetable for production of a new Local Plan for East Devon. It does so on assumption that the Greater Exeter Strategic Plan will be produced to publicised timetables.
<b>Recommendation:</b>	<b>Strategic Planning Committee is recommended to endorse the draft new local plan timetable, noting alignment with timelines for production of the Greater Exeter Strategic Plan, as detailed in this report.</b>
<b>Reason for recommendation:</b>	To update members on the first draft of a timetable for new Local Plan
<b>Officer:</b>	Ed Freeman, Service Lead – Strategic Planning and Development Management
<b>Financial implications:</b>	There will be financial implication in the production of a Local Plan but details are not outlined in this report and members are not being asked to approve a budget from this report.
<b>Legal implications:</b>	There are no legal implications from this report.
<b>Equalities impact:</b>	Low Impact
<b>Risk:</b>	Medium Risk  This report introduces a timetable for production of a new East Devon local plan and it does so on the assumption that the Greater Exeter Strategic Plan will be produced in line with published timetables.
<b>Links to background information:</b>	<ul style="list-style-type: none"> <li>• None</li> </ul>
<b>Link to Council Plan:</b>	A new local plan for East Devon will have links to all Council priorities.

## **1 Introduction**

- 1.1 The current East Devon Local Plan was adopted in January 2016; this is three years ago. The National Planning Policy Framework (NPPF), see paragraph 33 at: [https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/740441/National\\_Planning\\_Policy\\_Framework\\_web\\_accessible\\_version.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/740441/National_Planning_Policy_Framework_web_accessible_version.pdf) advises that plans should be reviewed at least once every five years. It is, therefore, timely and appropriate for a timetable for production of a new local plan to come before members. Though it is worth highlighting at the outset, given changing circumstances and other factors, that a 'light touch' review of the currently adopted local plan is unlikely to be a practical option for a new local plan. It should also be noted that the expectation is that the new local plan will supersede the Villages Plan, though some further considerations will need to be given to if, how, at what point and whether in part or whole the forthcoming Cranbrook Plan may be superseded.
- 1.2 As members will be aware there is currently an inter-authority Greater Exeter Strategic Plan (GESP) in production covering the local planning authority areas of
- East Devon District Council;
  - Exeter City Council;
  - Mid Devon District Council; and
  - Teignbridge District Council.
- Devon County Council, although not a planning authority in respect of the GESP, are a key partner in GESP production with a particular interest and responsibility in infrastructure and transport matters.
- 1.3 Assuming GESP proceeds as currently envisaged it will cover a number of strategic planning issues across the four planning authority areas. The intention is that it will set out housing development numbers through to 2040, and potentially beyond, along with policy for employment land and more generally policies promoting major facilities and supporting infrastructure. It is planned, as well, that it will identify and allocate strategic/large scale sites for future development.
- 1.4 The new local plan will provide policy to implement the strategy set out in the GESP and there can be expected to be many detailed policy considerations, and some topic matters, that GESP will not address; these will fall to the new local plan.

## **2 A timetable for new local plan production**

- 2.1 A timetable in Gantt chart format is attached to the end of this report that sets out timelines for production of a new local plan. The timetable establishes that production of the new local plan should follow on after key stages of work on GESP production. GESP work can then inform local plan work and content. It is important to note that GESP will establish a large part of the strategic agenda for a new local plan and may have policies that explicitly advise on matters a new local plan will cover, including for example the levels of development that should be accommodated.

- 2.2 On account of the importance and implications of GESP it is not considered reasonable or viable to proceed with key stages of local plan production until GESP has made substantive progress and there is confidence and ultimately certainty about the final content of GESP. Ultimate confidence can only be established at the point that GESP is adopted (shown in the Gantt for April 2022). So for example we can plan to undertake public consultation on a draft version of a new local plan prior to GESP adoption (on assumption of expectations of what the GESP will ultimately say) but it is unlikely that it would be reasonable to go to the publication stage of local plan making until the time of or after GESP is adopted. In reality this means that there is likely to be a period of up to 18 months between when GESP is adopted and when a new local plan is adopted. With GESP adoption likely to be around April 2022 it would suggest a new local plan would be adopted in late summer/Autumn 2023.
- 2.3 Drawing on information in the attached Gantt chart the following observations are noted.
- a) GESP timetable – the top section of the chart shows the GESP timetable, as reported to committee in November 2018.
  - b) In June and July 2019 a GESP draft policies document will be consulted on and through 2019 it will be possible to start early work on a new local plan, including reviewing existing local plan policies and preparing an issues report. There are some more detailed policy matters that GESP will not address and we can look at these in some detail.
  - c) In late 2019/early 2020 a draft version of GESP will be published and at this point we can start to have confidence and clarity on the expected end shape of GESP. This would allow for this council to produce and consult on a local plan issues document in early 2020 (the timetable indicates consultation in April/May 2020).
  - d) Whilst the issues report is being consulted on we would also envisage that we would issue a 'call for sites' as part of a Housing and Employment Land Availability Assessment (HELAA) exercise. The HELAA timetable is shown on the Gantt chart and will take most of 2020 to complete. The timetable also shows scope for specific public engagement that could follow on after the HELAA work. There is potential here for public engagement that goes beyond (just) seeking responses to paper based consultation report.
  - e) The GESP will go to Publication consultation in early 2021 (the Gantt indicates February and March), it is submitted for Examination on the chart in July 2021, hearings are in September 2021 and modifications (which can nearly always be expected to be required) are to be consulted on in December 2021/January 2022. On this basis GESP adoption could be in April 2022.
  - f) It is not regarded as appropriate to start consultation on a draft local plan until we know what the GESP modifications say and in timetabling draft local plan consultation for February and March 2022 we have sought to ensure the local plan consultation starts after GESP modification consultation is concluded.

- g) After draft local plan consultation is concluded, and GESP is adopted, we can move reasonably swiftly to production of the publication version of the Local Plan. The Gantt chart shows Publication consultation in August and September 2022. After the Publication consultation the plan is submitted for Examination, the chart shows this in December 2022.
- h) From the point of Submission of the plan for Examination to receipt of the Inspector's final report there are a number of tasks to be completed, these are shown on the Gantt chart and will take much of 2023. What they point to, however, is a potential date for new local plan adoption of October 2023.

2.4 Members will appreciate that the time lines set out are a first draft of a possible timetable for new local plan production. Much will depend on the timelines that GESP runs to and for GESP (and a new local plan) there are many unknowns that could impact on when it is possible for tasks to be undertaken and completed. There may be some scope to compress some of the time lines for aspects of local plan work and key tasks. But there will remain the overall GESP timetable that is seen as setting a number of constraints on how swiftly a new local plan can progress given the need for key GESP stages to be completed before Local Plan tasks can be undertaken.

# Gantt Chart for Local Plan Production

