



**Agenda for Cabinet  
Wednesday, 3rd December, 2025, 6.00 pm**

**Members of Cabinet**

Councillors: P Arnott (Chair), S Hawkins, P Hayward,  
N Hookway, S Jackson, G Jung, D Ledger, J Loudoun (Vice-  
Chair), T Olive and R Jefferies

**Venue:** Council Chamber, Blackdown House, Honiton

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Tuesday, 25 November 2025

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This meeting is being recorded for subsequent publication on the Council's website and will be streamed live to the [East Devon District Council Youtube Channel](#)

1 Minutes of the previous meeting (Pages 4 - 9)

2 Apologies

3 Declarations of interest

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

4 Public speaking

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

5 Matters of urgency

Information on [matters of urgency](#) is available online

There is one late item recommended by officers - agenda item 10: Minutes of the Budget Setting and Capital Allocations Panel held on 1 December.

6 Confidential/exempt item(s)

To agree any items to be dealt with after the public (including the Press) have been excluded. There is one item which officers recommend should be dealt with in this way.

7 Minutes of the Cranbrook Placemaking Group held on 6 October 2025 (Pages 10 - 16)

8 Minutes of Placemaking in Exmouth Town and Seafront Group held on 20 October 2025 (Pages 17 - 18)

- 9 Minutes of Overview Committee held on 30 September 2025 (Pages 19 - 27)  
Minute 50 was deferred from Cabinet held on 29 October 2025. This report is on the agenda at item 15.
- 10 Minutes of the Budget Setting and Capital Allocations Panel held on 1 December 2025 (Pages 28 - 30)

### **Key Matters for Decision**

- 11 Cranbrook Stewardship (Pages 31 - 36)
- 12 Percy Wakley Woods Lease and Future Management as a SANG (Pages 37 - 49)
- 13 In Perpetuity Funding for Management of Clyst Meadows SANG (Pages 50 - 56)
- 14 Exmouth Beach Management Plan Update (Pages 57 - 67)
- 15 Leisure Strategy - Addendum (Pages 68 - 71)

### **Matters for Decision**

- 16 **East Devon Public Spaces Protection Orders Approval Review** (Pages 72 - 114)
- 17 **Response to the Woodbury Parish Neighbourhood Plan Submission** (Pages 115 - 133)
- 18 **Mutters Moor, Sidmouth - New Managed Car Park** (Pages 134 - 136)
- 19 **Wellbeing Cranbrook** (Pages 137 - 146)
- 20 **Local Government (Access to Information) Act 1985 - Exclusion of Press and Public**

#### **The Vice-Chair to move the following:**

“that under Section 100(A) (4) of the Local Government Act 1972 the public (including the press) be excluded from the meeting as exempt information, of the description set out on the agenda, is likely to be disclosed and on balance the public interest is in discussing this item in private session (Part B)”.

### **Part B Key Matters for Decision**

- 21 Bridge and Structure Inspections 2025 (Pages 147 - 151)

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Members of the public exercising their right to speak during Public Speaking will be recorded.

[Decision making and equalities](#)

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**EAST DEVON DISTRICT COUNCIL**

**Minutes of the meeting of Cabinet held at Council Chamber, Blackdown House, Honiton on 29 October 2025**

**Attendance list at end of document**

The meeting started at 6.06 pm and ended at 7.00 pm

**86 Minutes of the previous meeting**

The minutes of the previous meetings of Cabinet held on 1 October 2025 were agreed.

**87 Declarations of interest**

Min 93. Minutes of Placemaking in Exmouth Town and Seafront Group held on 9 September 2025.

Councillor Brian Bailey, Affects Non-registerable Interest, Member of Exmouth Town Council.

Min 93. Minutes of Placemaking in Exmouth Town and Seafront Group held on 9 September 2025.

Councillor Nick Hookway, Affects Non-registerable Interest, Member of Exmouth Town Council and Devon County Council.

Min 100. Cranbrook Leisure Centre Review.

Councillor Paul Arnott, Other Registerable Interest, Member of Devon County Council.

Min 100. Cranbrook Leisure Centre Review.

Councillor Richard Jefferies, Other Registerable Interest, Member of Devon County Council.

Min 101. Sale of Vacant Plot of Land Off Harepath Road, Seaton.

Councillor Dan Ledger, Affects and prejudicial Non-registerable Interest, Family member owns adjacent land.

**88 Public speaking**

Four members of the public had requested to speak. It was agreed to take the public speakers at the start of the relevant agenda item, recorded at Minute 95.

**89 Matters of urgency**

There were none.

**90 Confidential/exempt item(s)**

There was two items dealt with in this way recorded at Minutes 100 and 101.

**91 Minutes of Leisure Strategy Delivery Forum held on 16 September 2025**

Members noted the minutes and recommendations of the Leisure Strategy Delivery Forum held on 16 September 2025.

**Minute 24 Update on Cranbrook Leisure, Health and Wellbeing Campus**

That Cabinet endorse the Addendum to the Leisure Strategy.

92 **Minutes of Asset Management Forum held on 29 September 2025**

Members noted the minutes and recommendations of the Asset Management Forum held on 29 September 2025.

**Minute 17 Hayne Lane, Honiton**

That a budget of £30,000 is made available to provide legal and commercial advice to support the delivery of the site.

93 **Minutes of Placemaking in Exmouth Town and Seafront Group held on 9 September 2025**

Members noted the minutes of the Placemaking in Exmouth Town and Seafront Group held on 9 September 2025.

94 **Minutes of Scrutiny Committee held on 2 October 2025**

Members noted the minutes of the Scrutiny Committee held on 2 October 2025.

95 **Minutes of Overview Committee held on 30 September 2025**

Four members of the public spoke on this item. The following points were made:

Sue Dabinett a resident of Kilminster, read out a statement from Helen Sacko the senior public affairs officer of the Kennel Club. The Kennel Club recognised the need to balance the interests of all users of public spaces. However, restrictions on dog walking should always be fair, proportionate and evidence based reflecting the needs of the whole community. There was concern on the impact for elderly and disabled residents many of whom depend on their dogs for companionship, mobility and well-being. Under the Equality Act of 2010 councils had a duty to ensure public spaces remain accessible and inclusive. The Kennel Club supported reasonable exclusions from enclosed play areas or courts provided there was suitable alternative spaces nearby and questioned if a full-time ban on sports fields was necessary. Seasonal or time restrictions supported by clear signage were often far more practical and fairer. Blanket restrictions could cause displacement pushing dog walkers into unsuitable areas and creating new issues. In summary the Kennel Club supported the compromise solution proposed by the Killington community which offered a balanced inclusive and proportionate way forward for all residents.

Yvette Turner a resident of Kilminster, represented the Kilminster Dog Walking Group. She advised that the school and Cricket Club only use a part of the Playing Field during the summer months. There were no suitable alternative areas in Kilminster which elderly or less mobile residents could access to exercise their dogs off-lead safely. Ms Turner outlined a compromise position which would restrict dogs on-leads to the summer months only. Kilminster Dog Walkers Group proposed that the dog on-lead requirement should be removed and a new dog exclusion requirement between 10am and 6pm from 1 May to 30 September was applied. This compromise had worked well in other parts of

Devon. The Group requested Cabinet supported this compromise, so that all residents of Kilmington could properly share in Arthur Hitchcock's generous legacy to enjoy the green open space.

Sandra Ward a resident of Kilmington, highlighted the need for a place where disabled people and those with mobility issues can exercise their dog safely off the lead. Currently disabled people and those with impaired mobility had to use country lanes which can result in dangerous incidents such as Ms Ward had experienced when walking her dog. She stated that the compromise position worked in other parts of the country and to consider the Council's legal obligations and the needs of the whole community. She asked that Cabinet consider the compromise position.

Christopher Miller a resident of Kilmington, stated his house overlooked the recreation field which he had monitored over for the past few months, he said the field was hardly used. The field was empty for most of the day with a few people going there which was a waste of a beautiful green space. EDDC had delivered a consultation recently with many people taking part. The majority of residents had voted for the compromise which had been put forward, he asked Cabinet to consider this. His concern was that a recreation field which was left to all residents of Kilmington, would end up with not being used and that would be a waste of this green space.

The Chair thanked all public speakers for their contribution. He suggested that this item be brought back to Cabinet for officer input to be considered.

Members noted the minutes and recommendations of the Overview Committee held on 30 September 2025, with the deferment of Minute 50.

#### **Minute 50 Public Spaces Protection Orders consultation**

To be deferred to the next meeting of Cabinet.

#### **Minute 51 Public toilets programme review**

1. That an options appraisal is undertaken to influence direction of travel informed through the debate, to include flexibility around capital expenditure and early engagement with Town and Parish Councils and that the timing of the options appraisal aligns with the forthcoming stewardship report to Cabinet.
2. That Officers have regard to the discussion and comments made by the Overview Committee at its meeting on 30 September 2025.

## **96 Community Grant Fund Policy**

The Portfolio Holder Finance introduced the report which set out the new proposed Community Grants Fund Policy. Community grant funding played a key role in helping the voluntary sector uplift and empower the local communities. This grant funding would be available for the voluntary sector, thereby helping support small community projects and community buildings. Funding would be for financial years 2025/26 and 2026/27. In the event of remaining funds or new funding being made available, the scheme would continue into 2027/28.

#### **RESOLVED that Cabinet;**

1. Adopts the Community Grant Fund policy.
2. Approves the issuing of grants in accordance with the Community Grant Fund policy.
3. Grants delegated authority to the Assistant Director for Revenues, Benefits and Customer Services in consultation with the Chair of the Community Grant Panel as the Portfolio Holder for Finance to make any changes to the policy.

**REASON:**

In agreeing the policy, the Community Grant Fund could be made available for the voluntary sector to apply for much needed funding as this funding had already been earmarked.

97 **Clyst St Mary and Sowton (Bishops Clyst) Neighbourhood Plan (First Review) to be formally made**

The Clyst St Mary and Sowton (Bishops Clyst) Neighbourhood Plan (First Review) had now successfully passed referendum and must be formally 'made' (adopted) by EDDC in order to form part of the development plan, replacing the existing Made Plan from 2017.

**RESOLVED that Cabinet;**

1. Agree that the Clyst St Mary and Sowton (Bishops Clyst) Neighbourhood Plan (First Review) be 'made'.
2. Note that once made the Plan will carry full weight in the planning decision making process as part of the statutory development plan for this Neighbourhood Plan Area (the parishes of Clyst St Mary and Sowton combined, known as 'Bishops Clyst'), thereby superseding the previously made Plan for the area.
3. Congratulate Bishops Clyst Parish Council and their Neighbourhood Plan Steering Group on this culmination of their hard work in developing the Plan.

**REASON:**

The Plan received a majority 'yes' vote in the neighbourhood area referendum, as required by the Regulations and there was no substantive reason not to make the Plan. In addition, to recognise the dedication and hard work by Bishops Clyst Parish Council and dedicated volunteers in preparing the Plan.

98 **Exemption to Contract Standing Orders to appoint specialist underwater contractor**

The report informed Cabinet of an Exemption to Contract Standing Orders approved with regards to appointing specialist underwater contractor to undertake works at the Council's swimming pools.

**RESOLVED** that Cabinet;  
Notes the action taken.

**REASON:**

Under Contract Standing Orders item 2.3.2, Request for Exemption to Contract Standing Orders must be reported to Cabinet for support. "Where the Contract sum is £20,001 or above then the use of the exemption must be reported by the Officer, to the next meeting of the Cabinet for them to note their support for the action taken."

99 **Local Government (Access to Information) Act 1985 - Exclusion of Press and Public**

**RESOLVED** that Cabinet:

That under Section 100(A) (4) of the Local Government Act 1972 the public (including the press) be excluded from the meeting as exempt information, of the description set

out on the agenda, is likely to be disclosed and on balance the public interest is in discussing this item in private session (Part B).

100 **Cranbrook Leisure Centre Review**

The recommendations as set out in the report were agreed.

101 **Sale of Vacant Plot of Land Off Harepath Road, Seaton**

Councillor Ledger left the room for this debate due to a declaration of interest.

The recommendations as set out in the report were agreed.

**Attendance List**

**Present:**

**Portfolio Holders**

P Amott	Leader of the Council
S Hawkins	Portfolio Holder Finance
P Hayward	Portfolio Holder Assets and Economy
N Hookway	Portfolio Holder Culture, Leisure, Sport and Tourism
S Jackson	Portfolio Holder Communications and Democracy
G Jung	Portfolio Holder Environment - Operations
D Ledger	Portfolio Holder Sustainable Homes & Communities
J Loudoun	Deputy Leader & Portfolio Holder Corporate, Council & External Engagement
T Olive	Portfolio Holder Place, Infrastructure & Strategic Planning
R Jefferies	Portfolio Holder Environment - Nature & Climate

**Also present (for some or all the meeting)**

Councillor Aurora Bailey  
Councillor Brian Bailey  
Councillor Ian Barlow  
Councillor Kevin Blakey  
Councillor Kim Bloxham  
Councillor Roy Collins  
Councillor Peter Faithfull  
Councillor Matt Hall

**Also present:**

**Officers:**

Melanie Wellman, Director of Governance (Monitoring Officer)  
Amanda Coombes, Democratic Services Officer  
Tim Child, Assistant Director Place, Assets & Leisure  
Sharon Church, Benefits Manager  
Simon Davey, Director of Finance  
Tracy Hendren, Chief Executive  
Andrew Wood, Director of Place  
Naomi Harnett, Corporate Lead (Interim) – Major Projects & Programmes

Chair .....

Date: .....

**Recommendations for Cabinet’s consideration from the meeting of the Cranbrook Placemaking Group on 6 October 2025**

**RECOMMENDATIONS TO CABINET:**

Minute 30: Community Development

To support the approach set out in the report to reestablish the Wellbeing Cranbrook programme and the creation of the Community Wellbeing & Activity Organiser and Community Connector roles.

Minute 31: Stewardship of Suitable Alternative Natural Green Space

1. To approve the preferred approach for the order of priority for the appointment of the ‘Responsible Organisation’ for adoption and future management of Suitable Alternative Natural Greenspace (SANG) in the expansion phases of Cranbrook (in line with other public green spaces and community assets), as follows:
  - i. Cranbrook Town Council in the first instance (subject to Governance Review in relation to the area currently within the Whimple Parish)
  - ii. The District Council (or future Unitary Authority)
  - iii. An appropriate public body, charitable trust or CIC that is suitable for the management of SANG (e.g. Land Trust/English Estates), in consultation with Cranbrook Town Council
  
2. To approve the following proposed selection criteria, which are set out as the Council’s expected consistent approach when (in conjunction with developers) determining who should be the Responsible Organisation for each phase and in future S106 agreements.
  - i. An appropriate constituted organisation in public ownership with capacity and suitability to manage SANG in perpetuity
  - ii. A suitable financial plan to ensure in perpetuity funding, which takes a cautious/low risk approach to investment
  - iii. A clear approach to public accountability to ensure that future management of the SANG can respond to community issues/concerns.
  - iv. That management costs for SANG in each phase of Cranbrook are based on an approved detailed landscape plans, specification, SANG management plan and a cost schedule which sets out the areas/features being delivered within the SANG and the estimated timescale for their capital replacement (and costs thereof)
  - v. Consideration of how added value will be achieved (e.g. wider public health and wellbeing, education, sustainability and biodiversity benefits).
  - vi. How the organisation will contribute to achieving a consistent management of SANG within Cranbrook.
  - vii. Agree to delegate authority to the New Community Manager and Green Infrastructure Project Manager to prepare a model of an outline specification and management plan which sets out the approach and requirements for SANG Management in Cranbrook.
  
3. Agree to delegate authority to the New Community Manager and Green Infrastructure Project Manager to prepare a model of an outline specification and management plan which sets out the approach and requirements for SANG Management in Cranbrook.

## **EAST DEVON DISTRICT COUNCIL**

### **Minutes of the meeting of Cranbrook Placemaking Group held at Conference Room, Younghayes Centre, Cranbrook on 6 October 2025**

#### **Attendance list at end of document**

The meeting started at 9.30 am and ended at 11.42 am

#### **23 Minutes of the previous meeting**

The minutes of the previous meeting held on 4 August 2025 were agreed as a correct record.

#### **24 Apologies**

Apologies for absence are set out at the end of the minutes.

#### **25 Declarations of Interest**

There were no declarations of interest.

#### **26 Public speaking**

There were no members of the public present.

#### **27 Matters of urgency**

There were no matters of urgency.

#### **28 Confidential/exempt items**

There were no confidential or exempt items.

#### **29 Discussion with the New Community partners - no paper**

This item was a verbal update with the Cranbrook New Community Partners (the Consortium).

The following items were discussed:

Cllr Bloxham raised concerns over the recent power and water outage that had occurred following a leak on Younghayes Road leading to a large number of households and businesses being without power and water. It was noted that a temporary repair had been made and a generator erected on site to provide power. The Group felt that engagement and communication with local residents and businesses was poor and the consortium agreed that they would discuss the issues raised with energy providers Eon to ensure impacts during the ongoing repairs was minimised.

The Group raised further concerns around broadband connectivity in the Phase 1 development which had led to impacts to the doctors surgery and town council for a number of days. The Group were concerned that cabling and routers required upgrading and there had been a lack of investment and maintenance of existing services. The

Group further expressed concern regarding the cost of broadband for Phase 1 residents and the consortium agreed that this and the issues raised would be investigated and an update provided at a future meeting.

The Group also raised issues with the Persimmon and Wimpey developments where roads had yet to be completed and there were a number of raised ironworks around the road network and works to complete sewer connections. The consortium confirmed that a programme of works was in place for Phase 2 and the current focus was on working with South West Water to see the completion of works to the sewers. The consortium further confirmed that the programme of works for Phase 2 & 3 would see the completion of sewers, street lights and finishing work to tarmac roads. The Chair requested that the Director of Place contacts SWW to discuss progressing works to the sewers.

The consortium advised the Group that works to provide six playparks was out to tender and it was hoped that contractors would be appointed in 2 weeks. The Group welcomed this update but it was felt that there was further work required around elements of the S106 agreement and a Deed of Variation to support this. The consortium agreed to arrange a meeting between Devon County Council and East Devon District Council to work towards achieving a successful outcome on elements of the S106 and Deed of Variation.

#### **RESOLVED:**

That the update is noted and the following actions were agreed:

1. Consortium - that they would discuss the issues raised with energy providers Eon to ensure impacts during the ongoing repairs was minimised.
2. Consortium – cost of broadband and impacts from having no broadband to be investigated and an update provided at a future meeting.
3. Director of Place – to arrange a meeting with South West Water to discuss the works required to complete the sewer work at Phase 2 & 3.
4. Consortium – to arrange a meeting with Devon County Council and East Devon County Council to progress the S106 and Deed of Variation.

## 30 **Community development**

The Director of Place presented a report setting out how best to support the social development of Cranbrook as a strong and resilient community.

The Group acknowledged that there was now a need to reinvigorate the Wellbeing Cranbrook programme. It was noted that this was best achieved through working collaboratively with a range of partners and the Group supported that a civic collaboration agreement would be developed to achieve this.

The Group discussed the current position in relation to funding and hosting of the Community Wellbeing & Activity Organiser and Community Connector roles and supported that Option 2 which would utilise the reserve and the balance of the Move More Cranbrook budget and the balance of the Programme Management and Connecting Communities elements of the Move More Cranbrook budget should be used to support this. The Group hoped that this could lead to a Youth Worker role being included in any proposals working with Devon County Council and the Town Council around the family hub. The Chair suggested that this would require a joint approach and the Group welcomed that the Chair as Portfolio Holder for Place, Investment and Strategic Planning along with the Portfolio Holder for Sustainable Communities would contact the Director for Public Health and Portfolio Holder for Public Health at Devon County Council to raise these issues.

**RESOLVED:**

That the Group:

1. Supports reestablishing the Wellbeing Cranbrook programme.
2. Supports the creation of the Community Wellbeing & Activity Organiser and Community Connector roles.
3. Notes the current position in relation to potential funding for and hosting of these roles and identifies the preferred option to utilise the reserve and the balance of the Move More Cranbrook budget and the balance of the Programme Management and Connecting Communities elements of the Move More Cranbrook budget is used to support this.
4. Supports exploring the development of a civic agreement with key partners to provide a framework to support ongoing community development.

**RECOMMENDATION TO EDDC CABINET:**

**To support the approach set out in the report to reestablish the Wellbeing Cranbrook programme and the creation of the Community Wellbeing & Activity Organiser and Community Connector roles.**

31

**Stewardship of Suitable Alternative Natural Green Space**

The Green Infrastructure Project Manager (EDDC) presented a report setting out the proposed approach to the management of 78Ha of Suitable Alternative Natural Greenspace (SANG) which would be delivered across the four Cranbrook expansion areas.

The Group noted that the preferred approach for the appointment of the 'Responsible Organisation' for adoption and future management of SANG in these expansion phases of Cranbrook was agreed with the developers in accordance with an order of priority which aligned with other public open spaces and community assets within Cranbrook with the aim of providing a consistent approach to management of open spaces.

The Group supported the recommendations noting the EDDC Cabinet's resolution on 30 July regarding stewardship of public amenities, and in particular the vital role that effective stewardship of public amenities played in supporting the establishment of sustainable communities and recommended that Cabinet approve the following recommendations:

**RECOMMENDATION TO CABINET:**

**RESOLVED:**

1. That Cabinet approve the preferred approach for the order of priority for the appointment of the 'Responsible Organisation' for adoption and future management of Suitable Alternative Natural Greenspace (SANG) in the expansion phases of Cranbrook (in line with other public green spaces and community assets), as follows:
  - i. Cranbrook Town Council in the first instance (subject to Governance Review in relation to the area currently within the Whimple Parish)
  - ii. The District Council (or future Unitary authority)
  - iii. An appropriate public body, charitable trust or CIC that is suitable for the management of SANG (e.g. Land Trust/English Estates), in consultation with Cranbrook Town Council
2. That Cabinet approve the following proposed selection criteria, which are set out as the Council's expected consistent approach when (in conjunction with developers) determining who should be the Responsible Organisation for each phase and in future S106 agreements.

- i. An appropriate constituted organisation in public ownership with capacity and suitability to manage SANG in perpetuity
  - ii. A suitable financial plan to ensure in perpetuity funding, which takes a cautious/low risk approach to investment
  - iii. A clear approach to public accountability to ensure that future management of the SANG can respond to community issues/concerns.
  - iv. That management costs for SANG in each phase of Cranbrook are based on an approved detailed landscape plans, specification, SANG management plan and a cost schedule which sets out the areas/features being delivered within the SANG and the estimated timescale for their capital replacement (and costs thereof)
  - v. Consideration of how added value will be achieved (e.g. wider public health and wellbeing, education, sustainability and biodiversity benefits).
  - vi. How the organisation will contribute to achieving a consistent management of SANG within Cranbrook.
3. Agree to delegate authority to the New Community Manager and Green Infrastructure Project Manager to prepare a model of an outline specification and management plan which sets out the approach and requirements for SANG Management in Cranbrook.

### 32 **Allocation and spending of Category 4 Infrastructure contributions**

The Group agreed to defer this item to allow sufficient time for Devon County Council to review the mechanism for allocation spend of Category 4 infrastructure contributions.

To support this the Group agreed that an informal meeting of the Group should take place in early November before submitting a full report to the Strategic Planning Committee on 4 November 2025.

#### **RESOLVED:**

That Agenda Item 10 is deferred.

### 33 **Energy Service Company (ESCO) for the expansion areas - verbal update**

The Group received a verbal update on the progress with the provision of an energy service company for further stages of Cranbrook development.

The Group noted that technical work was progressing and this would be followed by a marketing exercise in November with a tender being issued for the contract during December/January.

#### **RESOLVED:**

That the update be noted.

### 34 **Community Governance Review - verbal update**

The Group received an update on progress with the Community Governance Review that was currently underway.

The Group noted that 68 representations had been received in response to the consultation process which would end on 24 October 2025.

A further update would be provided once the consultation process had concluded.

**RESOLVED:**

That the verbal update on progress with the Community Governance Review is noted.

35 **Implementation Plan**

The Group received an Implementation Plan for the proposal to deliver a leisure, health and wellbeing scheme for Cranbrook.

The Group noted that EDDC intended to make a Cabinet decision on 29th October 2025 to set the scope of the project together with a capital envelope for the works to deliver Cranbrook Leisure, Health & Wellbeing Campus. This decision would provide a commitment for EDDC to deliver the leisure scheme with a certain accommodation mix for an agreed budget.

The implementation plan set out the various timelines for delivery of the campus scheme and it was noted that Devon County Council would be seeking agreement from its Cabinet to commit to partner with EDDC on their leisure building project and contribute up to £3m of dedicated Section 106 contributions to deliver the community space as part of an integrated services offer.

The Group welcomed the progress on delivering this facility and noted the details set out in the Implementation Plan.

**RESOLVED:**

That the Implementation Plan be noted.

36 **Forward Plan**

The Group received the Forward Plan.

**RESOLVED:**

That the Forward Plan is noted subject to adding an update on interim provision for health services at Cranbrook and to receive a report on the Category 4 funding mechanism.

**Attendance List**

**Councillors present:**

K Blakey (EDDC)  
K Bloxham (EDDC)  
T Olive (EDDC)  
Henry Gent (DCC)

**Councillors also present (for some or all the meeting)**

None.

**Officers in attendance:**

Andrew Wood, Director of Place (EDDC)  
Thea Billeter (EDDC)  
Paul Osborne (EDDC)

Nicola Wilson (Principal Planning Officer DCC)  
Janine Gardner (Clerk to Cranbrook Town Council)  
Alexandra Robinson (Deputy Clerk to Cranbrook Town Council)  
Andrew Melhuish (EDDC)

**Councillor apologies:**

S Hawkins (EDDC)  
L Bayliss (DCC)

Chair .....

Date: .....

**EAST DEVON DISTRICT COUNCIL****Minutes of the meeting of Placemaking in Exmouth Town and Seafront Group held at Online via Zoom app on 20 October 2025****Attendance list at end of document**

The meeting started at 10.03 am and ended at 10.26 am

**7 Minutes of the previous meeting held on 9 September 2025**

The minutes of the previous meeting held on 9 September 2025 were approved as a true and accurate record.

**8 Declarations of interest**

Cllr O Davey – Minute 12; Affects Non-Registerable Interest: Member of Exmouth Town Council.

Cllr N Hookway – Minute 12; Affects Non-Registerable Interest: Member of Exmouth Town Council and of Devon County Council.

**9 Public speaking**

One member of the public had registered to speak at the meeting.

Mr Thomas Shillitoe spoke in relation to the Exmouth Gateway at the railway station, commenting that upon arrival at the station, it is currently very unclear which way to go. Mr Shillitoe observed that many people walk from the station to the seafront along Imperial Road, bypassing the town centre shops and cafes at detriment to the local economy. He highlighted the need to create a line of sight between the station and the Strand, directing footfall towards the Strand in order to help create the vibrant town centre that Exmouth needs. Mr Shillitoe added that he would like to see these relatively minor changes prioritised in an early phase of the Exmouth Placemaking Plan.

**10 Matters of urgency**

There were no matters of urgency.

**11 Confidential/exempt items**

There were no confidential/exempt items.

**12 Revised Exmouth Placemaking Plan - Strategic Outline Business Case**

The Corporate Lead – Major Projects and Programmes presented this report which outlined the progress made to date in reviewing the Exmouth Placemaking and supporting Strategic Outline Business Case, together with proposed next steps.

Comment was made in discussion, that automated pedestrian crossings at the Exmouth Gateway would serve to direct visitors towards the town centre whilst also easing congestion on the highway.

Members noted the revisions made to the Strategic Outline Business Case and Exmouth Placemaking Plan and the proposed next steps for public consultation and final adoption.

**Attendance List**

**Councillors present:**

P Arnott (Vice-Chair)  
O Davey  
A Hall  
N Hookway (Chair)  
G Deasy (Exmouth Town Council)

**Councillors also present (for some or all the meeting)**

I Barlow  
R Collins  
M Hall  
G Jung

**Officers in attendance:**

Louie Belfield  
Marie Ainsworth, Place & Prosperity Officer  
Bethan George, Executive Support Assistant Apprentice  
Naomi Harnett, Corporate Lead (Interim) – Major Projects & Programmes  
Sarah James, Democratic Services Officer  
Sarah Jenkins, Democratic Services Officer

**Councillor apologies:**

A Bailey  
T Dumper

Chair: .....

Date: .....

**Recommendations for Cabinet that will resolve in an action being taken:**

**Overview Committee held on 30 September 2025**

**Minute 50 Public Spaces Protection Orders consultation**

1. That the evidence supports the ongoing need for public space protection orders in relation to the control of dogs, seashores and promenades and anti-social behaviour and consumption of intoxicating substances.
2. That Cabinet discharge the three Public Spaces Protection Orders from 2023 in March 2026.
3. That Cabinet approves three new East Devon Public Spaces Protection Orders for 2026 as attached to the report, with the exception of the PSPO for Exmouth seafront which the Overview Committee recommends should remain as it currently stands and that further consultation should be undertaken, if necessary, with a view to extending and clearly defining the areas where dogs are either permitted or prohibited.

## **EAST DEVON DISTRICT COUNCIL**

### **Minutes of the meeting of Overview Committee held at Council Chamber, Blackdown House, Honiton on 30 September 2025**

#### **Attendance list at end of document**

The meeting started at 6.00 pm and ended at 9.50 pm

#### **44 Minutes of the previous meeting held on 17 July 2025**

The minutes of the previous meeting were agreed as a true record.

#### **45 Declarations of interest**

Minute 50. Public Spaces Protection Orders consultation.  
Councillor Brian Bailey, Affects Non-registerable Interest, Exmouth Town Councillor.

Minute 50. Public Spaces Protection Orders consultation.  
Councillor Daniel Wilson, Affects Non-registerable Interest, Exmouth Town Councillor.

Minute 50. Public Spaces Protection Orders consultation.  
Councillor Marcus Hartnell, Affects Non-registerable Interest, Seaton Town Councillor.

Minute 50. Public Spaces Protection Orders consultation.  
Councillor Matt Hall, Affects Non-registerable Interest, Exmouth Town Councillor and dog owner.

Minute 50. Public Spaces Protection Orders consultation.  
Councillor Tim Dumper, Affects Non-registerable Interest, Exmouth Town Councillor.

Minute 51. Public toilets programme review.  
Councillor Brian Bailey, Affects Non-registerable Interest, Exmouth Town Councillor.

Minute 51. Public toilets programme review.  
Councillor Daniel Wilson, Affects Non-registerable Interest, Exmouth Town Councillor.

Minute 51. Public toilets programme review.  
Councillor Matt Hall, Affects Non-registerable Interest, Exmouth Town Councillor.

Minute 51. Public toilets programme review.  
Councillor Steve Gazzard, Affects Non-registerable Interest, Exmouth Town Councillor.

Minute 51. Public toilets programme review.  
Councillor Tim Dumper, Affects Non-registerable Interest, Exmouth Town Councillor.

#### **46 Public Speaking**

Seven members of the public had registered to speak. It was agreed to take the public speakers at the start of the relevant agenda item.

#### **47 Matters of urgency**

There were no matters of urgency.

48 **Confidential/exempt item(s)**

There were no confidential or exempt items.

49 **Blackdown Hills National Landscape Annual Review and Management Plan**

The Blackdown Hills National Landscape Manager, Tim Youngs, presented the Annual Review and update on progress being made with reviewing the Management Plan 2025 – 2030. It provided an opportunity for the Committee to understand the work programmes and activities that had been carried out by the Blackdown Hills National Landscape team over the last 12 months and also to hear about the plans for 2025/26 and how they align with the Council's own priorities for the environment. The Blackdown Hills National Landscape team is hosted by Devon County Council, with East Devon DC (along with Mid Devon DC and Somerset Council) as key match funding partners, alongside Defra. The Management Plan 2025 – 2030, including the Delivery Plan, would be published imminently.

In response to a question regarding soil loss and soil entering rivers due to agricultural activity, the Manager advised that advice was available for farmers to assist with promoting crop management to minimise soil loss.

That Overview Committee noted the Blackdown Hills National Landscape Annual Review report 2024/25 and update on the Management Plan Review 2025-2030.

The Chair thanked Mr Youngs for attending the meeting.

50 **Public Spaces Protection Orders consultation**

Five members of the public had registered to speak on this item. The following points were made by the members of the public:

Martin Huscroft represented Kilmington Cricket Club and advised that the Club had seen a large reduction in recorded dog fouling incidents following the introduction of the PSPO. The continuation of the dogs on leads PSPO was supported as it would positively address the issues of dog fouling and dogs running free and causing a nuisance.

Ash Cook represented the Kilmington Playing Field Committee and noted that the Playing Field was distinct from the Kilmington Recreation Ground which was referred to in the consultation. It was requested that any further final PSPO document referred to the Playing Field. The Playing Field Committee opposed the introduction of dogs off leads for a large part of the day, as this would inevitably result in increased dog fouling with the associated risks to public health, including the potential for dog attacks which was a growing national problem. The Playing Field Committee supported retaining the current dogs on leads PSPO.

Yvette Turner represented the Kilmington Dog Walking Group and advised that the school and Cricket Club only use a part of the Playing Field during the summer months. There are no suitable alternative areas in Kilmington which elderly or less mobile residents can access to exercise their dogs off lead safely. Off lead exercise is also highly beneficial for dogs' well-being. Ms Turner outlined a compromise position which

would restrict dogs on leads to the summer months only: Kilminster Dog Walkers Association proposed that the dog on lead requirement should be removed and a new dog exclusion requirement between 10am and 6pm from 1 May to 30 September is applied. This compromise had worked well in other parts of Devon and the Dog Walking Group requested the Committee to support the compromise.

Sandra Ward highlighted the need for a place where disabled people and those with mobility issues can exercise their dog safely off the lead. Currently disabled people and those with impaired mobility have to use country lanes which can result in dangerous incidents such as Ms Ward had experienced when walking her dog. The compromise position worked in other parts of the country and took account of the Council's legal obligations and the needs of the whole community.

Robert Kathro addressed the Committee with regard to Exmouth Donkey Field and Exmouth beach. Mr Kathro advised that he had regularly observed dogs off lead on the beach during restricted times and had submitted complaints in previous years. Mr Kathro had been advised by the Council that his complaints would be treated as vexatious. A volunteer survey this summer had witnessed 53 dogs off lead on Exmouth beach and members of Mr Kathro's family had personally experienced a distressing incident involving a dog off lead. A compromise position for Exmouth beach could include a stretch which prohibited dogs at all times to enable everyone to enjoy use of the beach.

Angela Ashwin also addressed the Committee and expressed concern that local people are unable to use the beach anymore due to the large number of dogs. The time restriction prohibiting dogs between 10am and 6pm during the summer season is not relevant for local people who use the beach outside those times. Beach activities such as lying on the sand, picnics and children playing are being made impossible due to the intrusion of dogs and dog faeces left behind. Requests to owners to remove their dog have been met with an abusive response. Ms Ashwin asked the Committee to ensure that the beach is kept for the citizens of Exmouth to enjoy without the problems which dogs are causing.

The Chair thanked the public speakers for their contributions.

The Portfolio for Environment – Operational, Cllr Geoff Jung, commended the report to the Committee.

The Assistant Director – Environmental Health introduced the report and provided a short presentation which highlighted key points.

The Council currently has three PSPOs in place covering dog control, seashores and promenades and anti-social behaviour dating back to 2023. The Council has carried out a review of these PSPOs to ensure that the three-year review period is met and to assess if the controls are still required and if so whether they need to be amended. This included public consultation. It is recommended that the evidence supports the ongoing use of PSPOs but changes to existing controls require three new orders.

Responses to questions and discussion included the following points:

- The public might be interested to understand the differences in the figures for 2024 and 2025 as shown in the presentation;
- Concern was expressed about dog owners not abiding by the rules on Exmouth beach;
- Insufficient enforcement capacity is a major issue;
- Dog owners who have a disability should be supported;
- Fines should be issued in order to communicate the messaging clearly;

- People should be the priority rather than dogs;
- The impact of aggressive dog behaviour or dog faeces can be long-lasting;
- Messaging in tourist areas should be clear to ensure that visitors are aware of controls;
- It was noted that no fixed penalty notices had been issued in the previous two years as personal details of those involved could not be collected;
- Officers' concern to ensure the safety of EDDC staff was noted following aggressive abuse towards an EDDC officer from a member of the public on Exmouth beach;
- Mixed messaging and variations in the timings of controls across the district may lead to confusion;
- It is important that dogs are socialised properly and have sufficient exercise to prevent problems occurring;
- Only a small minority of dog owners do not act responsibly;
- It should be borne in mind that dog owners visiting Exmouth to exercise their dogs also contribute to the local economy;
- Residents of Kilmington have to access the Playing Field via narrow lanes and footpaths could be improved to enable greater access for disabled people;
- A very clearly defined demarcation between dog-friendly and prohibited areas on Exmouth beach, using obvious landmarks such as the lifeboat station, could be beneficial;
- Any changes to controlled areas on Exmouth beach should take account of life-guarded areas for swimmers.

The following recommendations were agreed:

#### **RECOMMENDED TO CABINET:**

1. That the evidence supports the ongoing need for public space protection orders in relation to the control of dogs, seashores and promenades and anti-social behaviour and consumption of intoxicating substances;
2. That Cabinet discharge the three Public Spaces Protection Orders from 2023 in March 2026;
3. That Cabinet approves three new East Devon Public Spaces Protection Orders for 2026 as attached to the report, with the exception of the PSPO for Exmouth seafront which the Overview Committee recommends should remain as it currently stands and that further consultation should be undertaken, if necessary, with a view to extending and clearly defining the areas where dogs are either permitted or prohibited.

#### **51 Public toilets programme review**

Two public speakers had registered to speak for this item.

Cllr Graham Deasy, representing Exmouth Town Council, advised that the Town Council had growing concerns regarding the review which had resulted in a shortfall of facilities for Exmouth. Existing facilities are struggling to remain serviceable and the Town Council would like to see additional and larger public toilet blocks. The Town Council seeks to promote Exmouth as a welcoming tourist destination but has received many complaints, including from international visitors, regarding the condition of the facilities. This is damaging the town's reputation and negatively impacting those wanting to visit the town, including local sports groups, which then has an unwanted negative impact on

the local economy. The Town Council was of the view that the review was based on outdated information and urged EDDC to work with the Town Council moving forwards.

Cllr Dianne Conduit, representing Exmouth Town Council, informed the Committee that she had received many complaints during this year, particularly from women and those caring for small children. The impact assessment which had formed part of the review was out of date in the post covid pandemic era. Cllr Conduit expressed concern regarding the public toilet provision at Foxholes which had been problematic: money had been taken although the public could not access the toilets; people had been locked in; disabled people had difficulty accessing the toilets and the design did not meet the needs of stoma users. There was a lack of confidence in the facilities at Foxholes. There had also been public health issues when the facilities at The Maer had been closed.

The Chair thanked the public for their contributions.

The report was introduced by the Portfolio Holder for Economy and Assets, Cllr Paul Hayward, who advised that the review and provision of the service was challenging and complex.

The Assistant Director – Place, Assets and Leisure, Tim Child, presented the report which followed on from a Spotlight Briefing to the Overview and Scrutiny Committees on 15 July. A key milestone has been reached in the programme for delivery against the outcomes of the 2021 Public Toilets Review. Phase 1 of the planned investment programme has now been completed alongside the transfer of some facilities to Town and Parish Councils and the sale, lease or closure of others.

The report also considered the current context for the delivery of the Public Toilets programme, including the challenges associated with the Medium Term Financial Plan and the backdrop of the forthcoming local government reorganisation [LGR], and considered the options for moving forward whilst also reflecting on learnings from the first phase.

The outcomes of the Spotlight Session were as follows:

1. Overview Committee to receive a report and make recommendations on the way forward;
2. The Scrutiny function to be satisfied by a cross-party Members group with oversight of project as it moves forward.

This report addressed the first outcome and provided Overview Committee with the opportunity to influence direction of travel and a more detailed options appraisal to inform Cabinet decision making.

The Assistant Director advised that it would be a significant budgetary ask to complete the programme in its current form and that any legacy as regards LGR needs to be balanced against budgetary restraints.

Responses to questions and comments on responses included the following points:

- There have been teething issues with the delivery of facilities which has not been unexpected. The programme follows a model of delivery which was being rolled out in other parts of the country;
- In light of incidences where people have been locked into cubicles, concern was expressed as to whether sufficient research was carried out given that there have been similar issues in other areas. Sound proofing of cubicles was a real concern if the user was in difficulty;

- Overall the number of faults and complaints have been low when compared with the level of use;
- Improved signage had been installed to assist users and it was noted that some issues were not due to a fault, but to incidences where the public were uncertain as to how to use the facility;
- Capital receipts from the sale of sites had gone back into general reserves;
- The first phase of delivery had to include Exmouth, Seaton and Budleigh due to the timescale around Government funding for the adult Changing Places facilities;
- The second phase of delivery would be based on need which included consideration of the state of specific buildings;
- Steamer Steps/Cliff Path site in Budleigh was on the list for rebuilding, but it was noted that this site would be challenging due to its location and constraints for installing a modular building;
- Administration of introducing and operating a discount scheme for local people would be costly and complex and no recommendations had, as yet, been made;
- Industry advice had been to move away from using radar keys which also have an administrative burden. All new toilet blocks had at least one accessible cubicle;
- Of the 11 remaining sites, the majority of these were currently planned to be new buildings;
- Concern was expressed regarding the ease of use of stoma facilities, although this may depend on the type of stoma. Officers would consider this issue further going forwards;
- A good facility at the Exmouth gateway site was desperately needed. It was noted that this site was not a Category A site and had never been identified to be kept open during the 2021 review so that there was no capital budget for this site. More recently the decision had been taken to retain this site, therefore, a revenue budget only was available and it was now doubtful whether any upgrades could be delivered ahead of LGR due to the lack of capital budget;
- Concern was expressed that the Council was considering expenditure on buildings which were only 7-10 years old;
- Consideration of the options available going forwards would determine whether further public consultation would be required, however, there would be time constraints due to the imminent approach of LGR;
- Discussions had commenced with Town and Parish Councils regarding the transfer of assets ahead of reorganisation;
- The design concept for the next phase of delivery was in place and therefore ready to apply for planning permission. Consultation with Ward Members would take place prior to seeking planning permission. If that approach was not going to be adopted, an options appraisal would be required as soon as possible with a view to a report to Cabinet at the end of this year, or early next year;
- There was concern regarding the timescales for LGR as toilet facilities would eventually transfer to another body such as a Town or Parish Council. Strong engagement with local councils at this stage could save time and money in the long run;
- Cabinet had received a report at the end of July on the stewardship of public amenities going forwards, with a further report due at the end of the year, which would address safeguarding amenities for the future. This timescale would align with the intention to submit an options appraisal on public toilets to Cabinet, should that be agreed as the way forwards;
- Councillors were advised that the anticipated S.24 notice at the end of next year would severely limit the Council's expenditure;
- There was concern that the timing of LGR does not align with the budget setting process for local councils. Currently Town and Parish Councils do not have data on the running costs of public toilets which were more of a liability than an asset;
- It was requested that consultation with Ward Members should include all members of a town with more than one ward.

During the debate, the following points were included:

- It was suggested that the capital amount available could be divided between the remaining facilities in the next phase of the review and transferred to Town and Parish Councils with the asset itself, for them to consider the options most suitable for their parish's needs. The legality of this as an option would need to be considered;
- The agreement between Exmouth Town Council and EDDC with regard to the maintenance of the toilets at The Maer was working well;
- The Exmouth Placemaking project with Exmouth Town Council would potentially provide the Town Council with the scope to enable keeping the station toilet facilities in place;
- Noted that EDDC can offer its services to Town and Parish Councils to keep amenities such as toilets operational;
- It was noted that Budleigh Salterton Town Council wants the Cliff Path site to remain on the phase 2 list;
- There are examples of unitary authorities not closing toilet facilities and other options were available and should be considered to ensure viability going forwards;
- Planning conditions could ensure that supermarkets and large commercial premises provide toilet facilities;
- The provision of public toilets should be put at the forefront of discussions on asset transfer with Town and Parish Councils;
- An options appraisal should be kept as wide and flexible as possible and should align with the timing of the forthcoming stewardship report to Cabinet.

It was agreed to recommend the following to Cabinet:

#### **RECOMMENDED TO CABINET**

1. That an options appraisal is undertaken to influence direction of travel informed through the debate, to include flexibility around capital expenditure and early engagement with Town and Parish Councils and that the timing of the options appraisal aligns with the forthcoming stewardship report to Cabinet, and
2. That Officers have regard to the discussion and comments made by the Overview Committee at its meeting on 30 September 2025.

## **52 Work Programme 2025 - 2026**

It was suggested that the Committee could consider the care and maintenance of ancient trees in the District. A proposal form would be submitted.

With this addition, the Work Programme, as published, was agreed.

#### **Attendance List**

##### **Councillors present:**

B Bailey  
B Collins  
R Collins  
T Dumper (Vice-Chair)  
A Hall (Chair)  
M Hall  
M Hartnell  
D Mackinder  
H Riddell  
D Wilson

**Councillors also present (for some or all the meeting)**

I Barlow  
S Gazzard  
S Jackson  
G Jung  
M Martin  
P Hayward

**Officers in attendance:**

Matthew Blythe, Assistant Director Environmental Health  
Tim Child, Assistant Director Place, Assets & Leisure  
Andrew Hancock, Assistant Director StreetScene  
Andrew Melhuish, Democratic Services Manager  
Anita Williams, Principal Solicitor (Deputy Monitoring Officer)  
Andrew Wood, Director of Place

**Councillor apologies:**

P Fernley  
J Heath  
Y Levine

Chair .....

Date: .....

**EAST DEVON DISTRICT COUNCIL****Minutes of the meeting of Budget Setting and Capital Allocations Panel held at online on 1 December 2025****Attendance list at end of document**

The meeting started at 3.05 pm and ended at 4.44 pm

**8 Welcome from the Chair**

The Chair welcomed Members and officers to the meeting.

**9 Declarations**

Cllr I Barlow; Affects NRI member of Sidmouth Town Council

Cllr J Loudoun; Affects NRI member of Sidmouth Town Council

Cllr M Goodman; Affects NRI member of Sidmouth Town Council

Cllr N Hookway; Affects NRI member of Exmouth Town Council and member of Devon County Council

Cllr R Jefferies; Affects NRI member of Devon County Council

**10 Capital Programme and consideration of Capital Bids Submissions for 2026/27 budget**

The Budget Setting and Capital Allocations Panel is required to annual capital bid submissions and recommend to Cabinet which projects should be included in the Capital Programme. This year, the previous scoring process was not used. Instead, due to Local Government Reorganisation and limited time for delivery, budget managers were instructed to submit only essential bids that can realistically be completed within the next two years (ideally by 2026/27), particularly those required for health and safety or maintaining service delivery.

This approach aligns with the Council's Medium Term Financial Strategy, which aims to reduce capital spending and associated debt costs to address a significant funding gap. Alongside new bids, the existing Capital Programme has been reviewed to remove or delay projects unlikely to be delivered within two years, resulting in a more accurate and realistic programme and funding position.

**11 Capital Programme current status**

The current status was noted and no questions were raised by the Panel.

**12 Capital Bids considered**

Discussion on the bids proposed included:

- Examination of the proposal for railings at Sidmouth (£189k) to see the viability of redecoration work that may increase the lifespan of the railings currently in place. The Panel were advised of the inspection and maintenance work already met by the revenue budget. Any further exploration may also apply to other areas of the District. A proposal to include a form of budget for redecoration work was seconded but not supported;

- Concern on not including the proposal for demolition of the toilets at Brook Road, Budleigh Salterton (£32k). Following discussion by the Panel, a vote was successful in including that proposal forward for recommendation to Cabinet;
- Assessment of the bid for the replacement of the existing projector in the Council Chamber, requesting that whilst a replacement option had to be found, the cost was felt to be excessive and should be put through the procurement process to secure a replacement that met the requirements of all users of the Chamber.

## **RECOMMENDED to Cabinet**

1. That the following bids be included in the Capital Programme:
  - a. Bridge Health and Safety Repair works £85k for 2026/27
  - b. Coastal Maintenance Works district wide £120k for 2026/27
  - c. Fluvial Maintenance district wide £90k for 2026/27
  - d. Cliff fencing relocation in Budleigh Salterton and Sidmouth £50k for 2026/27
  - e. Replacement of Play Provision at Thomas Close Play Area, Exmouth £150k for 2026/27
  - f. Muga resurfacing at Foxhill Playing Field, Axminster £50k for 2026/27
  - g. Replacement of play provision at St Malo Close Play Area, Exmouth £50k for 2026/27
  - h. Beer Outfall Relocation Works £50k for 2026/27
  - i. Resurfacing of car park at Victory Hall, Broadclyst £20k for 2026/27
  - j. Refurbishment of Play Area at Uplyme £60k for 2026/27
  - k. Camperdown Depot essential improvements £67k for 2026/27
  - l. Installation of LED screen to replace projector in Council Chamber, Blackdown House £57k for 2026/27 **subject to review of the cost and alternative options for display that meets the requirement of users of the Chamber**
  - m. Recycling and Waste Fleet Replacement (35 vehicles) £444k for 2026/27, £3790k for 2027/28, £1701k for 2028/29
  - n. Materials Recovery Facility (MRF) and Depot Enhancements, Unit 42 Greendale Business Park £50k for 2026/27
  - o. Ocean Remedial Cladding Works, Exmouth £55.5k for 2026/27
  - p. Stage Lift Replacement, Exmouth Pavilion £40k for 2026/27
  - q. Bell Works, Jubilee Clock Tower, Seaton £40k for 2026/27
  - r. Air Handling Unit (AHU) Replacement, Sidmouth Leisure Centre £91.5k for 2026/27
  - s. Whimble Playground refurbishment £76k for 2026/27
  - t. Demolition of Brook Road Car Park Public Toilets and creation of car parking spaces, Budleigh Salterton £32k for 2026/27
2. That the following proposed bids put forward for inclusion **are not** supported at this time:
  - a. Replacement of railings on Sidmouth Promenade £189k for 2026/27
  - b. Replacement of Steamer Steps at Budleigh Salterton £250k for 2026/27
  - c. Play Park consolidation study £20k for 2026/27
  - d. Demolition of Jarvis Close Car Park Public Toilets, and creation of car parking spaces, Exmouth £34k for 2026/27
  - e. Toilet refurbishment at Exmouth Pavilion £168.5k for 2026/27
  - f. Boiler replacement at Exmouth Leisure Centre £265k for 2026/27
  - g. Lift replacement, Exmouth Town Hall £53.5k for 2026/27
  - h. Camperdown Depot Roof replacement £92.5k for 2026/27
  - i. Tracked Access Platform £95k for 2026/27

**Attendance List**

**Councillors present:**

P Arnott  
I Barlow  
P Fernley  
C Fitzgerald  
M Goodman  
S Hawkins (Chair)  
N Hookway  
R Jefferies  
G Jung  
J Loudoun  
M Rixson

**Councillors also present (for some or all the meeting)**

R Collins

**Officers in attendance:**

Matthew Blythe, Assistant Director Environmental Health  
Tim Child, Assistant Director Place, Assets & Leisure  
Scott Cumming, Project Civil Engineer  
Simon Davey, Director of Finance  
Tracy Hendren, Chief Executive  
Lou Hodges, Recycling & Waste - Service Manager  
John Hudson, Accountant  
Debbie Meakin, Democratic Services Officer  
Andrew Melhuish, Democratic Services Manager  
John Symes, Finance Manager  
Melanie Wellman, Director of Governance (Monitoring Officer)  
Andrew Wood, Director of Place

**Councillor apologies:**

P Hayward  
S Jackson  
T Olive

Chair .....

Date: .....



Report to: Cabinet

Date of Meeting 3 December 2025

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/A

## **Cranbrook Stewardship - Management of Suitable Alternative Natural Greenspace – Preferred Approach**

### **Report summary:**

In the context of the Stewardship Report (presented to EDDC Cabinet on 30<sup>th</sup> July) this report sets out the proposed approach to the management of 78Ha of Suitable Alternative Natural Greenspace (SANG) which will be delivered across the four Cranbrook expansion areas.

It is proposed that the preferred approach for the appointment of the *'Responsible Organisation'* for adoption and future management of SANG in these expansion phases of Cranbrook is agreed with the Developers in accordance with an order of priority which aligns with other public open spaces and community assets within Cranbrook – with the aim of providing a consistent approach to management of public open spaces across the community.

At their meeting on 6<sup>th</sup> October 2025 Cranbrook Placemaking Group supported this approach and requested that Cabinet support the recommendations below.

### **Is the proposed decision in accordance with:**

Budget Yes  No

Policy Framework Yes  No

### **Recommendation:**

That Cabinet:

1. Approve the preferred approach for the order of priority for the appointment of the *'Responsible Organisation'* for adoption and future management of Suitable Alternative Natural Greenspace (SANG) in the expansion phases of Cranbrook (in line with other public green spaces and community assets) as follows:
  - i. Cranbrook Town Council in the first instance (subject to Governance Review in relation to the area currently within adjoining Parishes),
  - ii. the District Council (or future Unitary authority),
  - iii. an appropriate public body, charitable trust or CIC that is suitable for the management of SANG (e.g. Land Trust/English Estates).
  
2. Approve the following proposed selection criteria, which are set out as the Council's expected and consistent approach when (in conjunction with developers) determining who should be the Responsible Organisation for each phase and in future s106 agreements:
  - i. An appropriate constituted organisation in public ownership with capacity and suitability to manage SANG in-perpetuity

- ii. A suitable financial plan to ensure in-perpetuity funding, which takes a cautious/low risk approach to investment
  - iii. A clear approach to public accountability to ensure that future management of the SANG can respond to community issues/concerns
  - iv. That management costs for SANG in each phase of Cranbrook are based on an approved detailed landscape plans, specification, SANG management plan, and a cost schedule which sets out the areas/features being delivered within the SANG and the estimated timescale for their capital replacement (and costs thereof)
  - v. Consideration of how added value will be achieved (e.g. wider public health and wellbeing, education, sustainability and biodiversity benefits)
  - vi. How the organisation will contribute to achieving a consistent management of SANG within Cranbrook
3. Delegate authority to the Assistant Director Planning Strategy and Development Management, in consultation with Cranbrook Town Council and the relevant Portfolio Holders, to prepare a model outline specification and management plan which sets out the approach and requirements for SANG Management in Cranbrook.

**Reason for recommendation:**

To ensure that Council’s preferred approach for the appointment of a Responsible Organisation for the management of SANG in the expansion phases at Cranbrook is consistent (across the different phases); financially sustainable; supports wider health, wellbeing and environmental benefits; and supports an effective approach to community stewardship of both the SANG and wider community assets.

Officer: Paul Osborne – Green Infrastructure Project Manager. T: 07745 667146  
 Email: [paul.osborne@eastdevon.gov.uk](mailto:paul.osborne@eastdevon.gov.uk)

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Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate
- Environment - Operational
- Finance
- Place, Infrastructure and Strategic Planning
- Sustainable Homes and Communities

**Equalities impact** Low Impact

**Climate change** Low Impact

**Risk:** Medium Risk; There is a risk that the Council will be unable to agree the preferred Responsible Organisation with the developer as the s106 agreements do not include an appropriate mechanism to impose our preferred choice on the developer should they disagree. Failure to appoint an appropriate ‘Responsible Organisation’ may result in SANG management reverting to the District Council as the competent authority in the future (without funding for in-perpetuity management), and/or a failure of the management of SANG within the expansion areas of Cranbrook being delivered in an appropriate manner that maintains the quality and functionality

of the SANG, is accountable to residents, and ensures that the wider benefits of SANG are realised by the community.

**Links to background information** [Agenda item - Stewardship of Public Amenities - East Devon](#)

**Link to [Council Plan](#)**

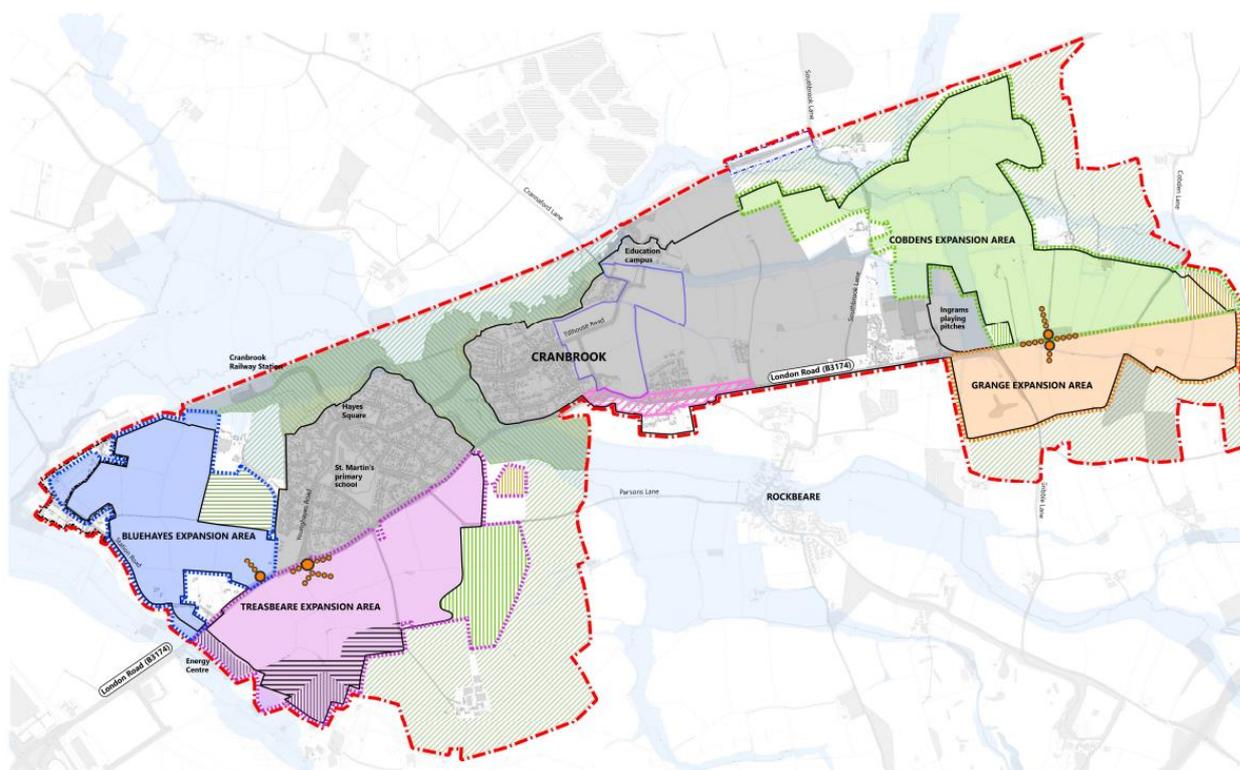
Priorities (check which apply)

- A supported and engaged community
  - Carbon neutrality and ecological recovery
  - Resilient economy that supports local business
  - Financially secure and improving quality of services
- 

## Report in full

- 1.1 East Devon District Council's Cabinet supported proposals for a new approach to Stewardship of Public Amenities in East Devon on July 30<sup>th</sup> 2025 (see link above). This approach proposes the stewardship of community assets in East Devon's new housing-led developments, including strategic scale new communities, with a focus on creating social value for the lasting benefit of residents.
- 1.2 The approach to future ownership and management of Public Open Space in Cranbrook accords with the principle of this Stewardship approach, with the priority for ownership and management of community assets such as on-site open space and allotments set out in the s106 agreements for each expansion phase. The order of priority for adoption and management of large areas of public green space used at Cranbrook (and delivered through the planning process) is as follows:
  - (i) *Whimble Parish Council or Cranbrook Town Council (depending upon which Authority's jurisdiction the site falls within at the time of transfer ...)*
  - (ii) *Another public body.*
  - (iii) *A public holding organisation or community interest company;*
  - (iv) *A Management Company*
- 1.3 The approach to the management of other proposed community assets in Cranbrook Town Centre, such as the Tillhouse – Cranbrook Town Hall, is set out in the Cranbrook Town Centre Masterplan.
- 1.4 Each expansion phase includes provision of a significant area of Suitable Alternative Natural Greenspace (SANG). SANG are one of the measures identified through the Habitat Regulations Assessment process to mitigate the impact of residential development on the Exe Estuary and the East Devon Pebblebed Heaths Special Protection Areas (SPA's), and are required to meet Natural England guidance which requires a SANG to be large, natural spaces with a 2.3-2.5km circular walk (accessible all year) and car parking. The Habitats Regulations require that mitigation be secured for the lifetime of the development. Natural England's position is that this is 80-120 years.
- 1.5 Local planning authorities are required to meet legislative requirements when permitting housing development through the Local Plan. In relation to the delivery and management of SANG at Cranbrook, East Devon District Council are considered to be the competent authority – with legal responsibility to ensure that SANG are delivered and maintained in-perpetuity to mitigate housing development.

- 1.6 Failure to deliver SANG will mean the Council is in breach of both the Habitat Regulations Assessment to the Local Plan, and the s106 agreements which require delivery of Habitat Regulations mitigation and would risk legal action from the developers who have paid for mitigation or 3<sup>rd</sup> parties who may be concerned about failure to deliver the mitigation strategy.
- 1.7 Cranbrook Country Park comprises a network of natural green spaces which follow the Cranny Brook through Cranbrook extending to Great Meadow to the south, Cranbrook Station to the west and the Education Campus and Town Centre to the east (shown in dark green on the Cranbrook Plan Policies Map below). SANG within future phases of Cranbrook will connect with the Country Park to provide a continuous and connected series of natural green spaces.
- 1.8 Cranbrook Town Council currently own and manage the 28Ha Cranbrook Country Park which provides approximately 15.7Ha of mitigation equivalent to SANG. The Town Council also own and manage the Younghayes Centre and a number of other public open spaces, playing fields and allotments.
- 1.9 The Country Park was initial managed by a Private Management Company, but management was taken over by the Town Council to provide more accountable and better-quality management. The Town Council have appointed a full-time Ranger to coordinate management, organise community events and provide a contact with the community, have invested in the Country Park (including new tree planting delivered with volunteers and local schoolchildren, an outdoor gym and pump-bike track), and are working with adjacent landowners such as the National Trust to provide wider community benefits.



Cranbrook Plan – Policies Map

- 1.10 A further 78Ha of SANG will be delivered within the expansion areas of Cranbrook (hatched green areas on the Policies Map). The future ownership and management of these SANG is set out in the s106 agreements for each phase which state:

*Before the issue of the Final Certificate the Responsible Organisation shall be agreed jointly by the Owner and the District Council (both acting reasonably and having regard to both the cost of in perpetuity maintenance and the management regime of other SANGS in the Cranbrook Plan Area with the aim of achieving a consistent approach to overall management where possible)*

*Where: **Responsible Organisation** means the District Council or other such organisation as agreed ... who would be responsible for commissioning the operational management of the SANGS*

- 1.11 The developer is required to provide a financial contribution to the Responsible Organisation which is sufficient to fund the in-perpetuity management of the SANG (80 years minimum) as below:

*SANGS Maintenance Contribution means the sum to be agreed between the parties once the design for the SANGS and the SANGS Specification have been finalised and costed. The contribution being appropriate to ensure that the SANGS can be suitably maintained for a minimum period of 80 years and which in the event of phased SANGS delivery and transfer is indexed to the date of payment.*

- 1.12 A Reserved Matters planning application is expected shortly for the Cobdens expansion area which will deliver 27Ha of SANG, with the first phase (c10Ha) likely to be delivered in 2026 and opened to the public in 2027. The Responsible Organisation will therefore need to be agreed in the near future to ensure it is in place to take responsibility for the SANG when site works have been completed.

- 1.13 Officers met with Cranbrook Town Council in September 2025 to discuss options for the future Stewardship of SANG in Cranbrook, and Cranbrook Placemaking Group supported the proposals set out below on 6th October 2025; requesting that Cabinet support the recommendations set out at the start of this report.

- 1.14 In order to ensure that the management of the SANG accords with the principles set out in the Stewardship Report, and a consistent approach is achieved in relation to the management of public open spaces and community spaces in Cranbrook, it is proposed that the preferred order of priority for the appointment of the Responsible Organisation for adoption and future management of Suitable Alternative Natural Greenspace (SANG) in the expansion phases of Cranbrook (in line with other public green spaces and community assets) is as follows:

- i. Cranbrook Town Council in the first instance (subject to Governance Review in relation to the area currently within Whimple Parish),
- ii. the District Council (or future Unitary authority),
- iii. an appropriate public body, charitable trust or CIC that is suitable for the management of SANG (e.g. Land Trust/English Estates).

- 1.15 As the management of SANG is a key requirement of the Habitat Regulations Mitigation Strategy it is considered that a Private Management Company (or similar private company) would be inappropriate to manage SANG as should the organisation fail responsibility for the SANG would revert to the District Council as the competent authority.

- 1.16 The wording of the s106 agreements requires the District Council to 'jointly agree' the Responsible Organisation with the Owner. There is no mechanism to impose a Responsible Organisation on the Owner of each phase, albeit that both parties are required to act reasonably and with consideration of cost and a consistent management approach.

1.17 It is therefore essential that an open and fair selection process is used to select the Responsible Organisation, based around a robust Specification and SANG Management Plan. It is therefore proposed that the following selection criteria are set out as the Council's expected and consistent approach when (in conjunction with developers) determining who should be the Responsible Organisation. These criteria should be shared with developers ahead of any tender and agreement exercise which are designed to ensure the appropriateness and quality of the 'Responsible Organisation' for the management of SANG. The agreed criteria should also where possible be included in future s106 agreements.

- i. An appropriate constituted organisation in public ownership with capacity and suitability to manage SANG in-perpetuity
- ii. A suitable financial plan to ensure in-perpetuity funding, which takes a cautious/low risk approach to investment
- iii. A clear approach to public accountability to ensure that future management of the SANG can respond to community issues/concerns
- iv. That management costs for SANG in each phase of Cranbrook are based on an approved detailed landscape plans, specification, SANG management plan, and a cost schedule which sets out the areas/features being delivered within the SANG and the estimated timescale for their capital replacement (and costs thereof)
- v. Consideration of how added value will be achieved (e.g. wider public health and wellbeing, education, sustainability and biodiversity benefits)
- vi. How the organisation will contribute to achieving a consistent management of SANG within Cranbrook

1.18 To inform the selection of the Responsible Organisation and provide clarity and a consistent approach to the Developers delivering each of the Cranbrook expansion areas it is proposed that Officers will work with the Developers and Town Council to create an outline specification and management plan which sets out the approach and requirements for SANG Management in Cranbrook

1.19 Officers will work with the Developers of each phase to ensure that process for selecting the Responsible Organisation accords with the s106 agreements and the priority order and selection criteria set out above.

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### **Financial implications:**

The s106 agreements for each phase of the Cranbrook expansion areas require the developer to provide land, deliver site works and a financial '*Maintenance Contribution*' to fund in-perpetuity management of the SANG by the '*Responsible Organisation*'. In the event that the maintenance contribution is insufficient or the Responsible Organisation fails the management of the SANG would revert to East Devon District Council as the competent authority, with potential impacts on revenue and capital budgets. It is therefore essential that an appropriate and cautious investment approach is taken to ensure in-perpetuity funding is available for SANG management, minimising the risk to EDDC. This principle is contained within the recommendation of the report.

SD - There are no direct financial implications at this stage from the recommendations, but future implications are explained in the above.

### **Legal implications:**

The potential legal implications of failing to deliver the SANG are outlined in the body of the report. It is essential that the legal team review and approve the proposals set out in this report. MW

Report to: Cabinet



Date of Meeting 3 December 2025

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/A

## Percy Wakley Woods Lease and Future Management as a SANG

### Report summary:

The Appropriate Assessment for the final 1137 homes at Cranbrook concluded that there is a requirement for an additional 15.2ha of Suitable Alternative Natural Greenspace (SANG) to mitigate the impact of the houses. Only 1097 homes will actually be provided, reducing the requirement to 14.4ha. Clyst Meadows Country Park will provide 10.24Ha of SANG, meeting part of this requirement, but leaving a balance of 4.16Ha which will need to be met to fully mitigate the early phases of Cranbrook.

Percy Wakley Woods is a 5.4 Ha woodland owned by the Woodland Trust, located within the Grange phase of Cranbrook. Without external support or long-term management funding the Woodland Trust does not have the capacity to absorb the additional management required to meet visitor pressures likely to arise as neighbouring housing and SANG are delivered. The Woodland Trust have offered to lease the woods, for a peppercorn rent, to the Council in order that it can be enhanced and managed as SANG and integrated with adjacent proposed SANG areas.

Natural England who has indicated that with appropriate enhancements and linkages with the surrounding the Grange SANG, approximately 4 hectares of the woodland could be credited as SANG to meet the Cranbrook mitigation shortfall.

A series of access improvements are proposed in 2 phases. An investment and additional funding reserve will provide in-perpetuity (minimum 80 years) to meet annual maintenance costs and capital replacement costs when required. The total budget is £880,000, which can be funded through s106 agreements relating to Habitat Regulations mitigation at Cranbrook.

The Council's Countryside Team will implement enhancements and manage the woodlands until adjacent SANG areas are completed. At this stage the Council will seek to transfer the lease of and management of the woods, with funding to secure in-perpetuity management, to the Responsible Organisation who are managing the adjacent areas, to provide a consistent and efficient management approach.

### Is the proposed decision in accordance with:

Budget Yes  No

Policy Framework Yes  No

### Recommendation:

That Cabinet:

1. Delegates authority to the Assistant Director – Countryside, Environment & Ecology in consultation with the Assistant Director Place Assets and Leisure, Director of Finance and Director of Governance, in consultation with the relevant Portfolio Holders, to agree and

finalise the lease of Percy Wakley Woods from the Woodland Trust subject to the completion of appropriate legal documentation.

2. Notes the intention to sub-let Percy Wakley Woods to the future *Responsible Organisation*, to provide a continuous management regime for SANG land at the Grange, Cranbrook, and delegates authority to the Assistant Director – Countryside, Environment & Ecology, in consultation with the Assistant Director Place Assets and Leisure, Director of Finance and Director of Governance, in consultation with the relevant Portfolio Holders, to agree management arrangements, transfer of funding to ensure in-perpetuity management of the woods and finalise the sub-tenancy arrangements subject to the completion of appropriate legal documentation.
3. Approves the budget of £502,000 from allocated s106 funding to fund Phase 1 - site improvement works and creation of a £300,000 investment to fund the in-perpetuity management of the woods, with a further budget of £378,000 (for phase 2) to fund further site improvement works to connect Percy Wakley Woods to adjacent areas of SANG at the Grange, Cranbrook as they are delivered on site and provide additional funding to support in-perpetuity management of the woods.
4. Delegates authority to the Assistant Director – Countryside, Environment & Ecology, in consultation with the relevant Portfolio Holders, to enter into appropriate contracts to deliver site improvement works within the agreed budget in accordance with the Council's contract standing orders and financial regulations.
5. Delegates authority to the Assistant Director – Countryside, Environment & Ecology, in consultation with Director of Finance, Director of Governance, and the Assistant Director Planning Strategy & Development Management, in consultation with the relevant Portfolio Holders, to finalise the arrangements for the SANG, including site enhancements, operational management arrangements and creation of an investment for the in-perpetuity management of the site.

### **Reason for recommendation:**

Delivery of Suitable Alternative Natural Greenspace (SANG) at Percy Wakley Woods is necessary to ensure the Council meets statutory requirements when permitting housing through the Local Plan; this includes addressing the current SANG deficit for Cranbrook to secure compliance with the Habitat Regulations and s106 agreements.

Officer: Paul Osborne - Green Infrastructure Project Manager, [paul.osborne@eastdevon.gov.uk](mailto:paul.osborne@eastdevon.gov.uk), 07745 667146; Lucy Dennis – Green Space Delivery Officer, [lucy.dennis@eastdevon.gov.uk](mailto:lucy.dennis@eastdevon.gov.uk) , 07856933948

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Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate
- Environment - Operational
- Finance
- Place, Infrastructure and Strategic Planning

Sustainable Homes and Communities

**Equalities impact** Low Impact

**Climate change** Low Impact

**Risk:** Medium Risk; Failure to bring forward the Percy Wakley Woods SANG would risk being in breach of the Habitat Regulations Assessment of the Local Plan and s106 agreements for Cranbrook Phase 1 (which require delivery of Habitat Regulations mitigation), and could expose the Council to legal challenge or claims from developers who have paid for mitigation and from third parties concerned about non-delivery, with attendant financial, legal and reputational consequences.

**Links to background information** South East Devon Wildlife – Joint Habitats Sites Mitigation Strategy (2024), [18/1237/MRES | Reserved matters comprising layout, scale, appearance, landscaping and access for the construction of 256 dwellings and associated infrastructure together with the discharge of conditions 2, 17, 19, 20, 22, 23, 26, 28, 30, and 32 of the associated outline consent \(03/P1900\) \(subsequent application in respect of permission 03/P1900 which was accompanied by an environmental statement\). | Land Adjacent To Southbrook Lane Cranbrook New Community \(Phase 4\).](#)

**Link to [Council Plan](#)**

Priorities (check which apply)

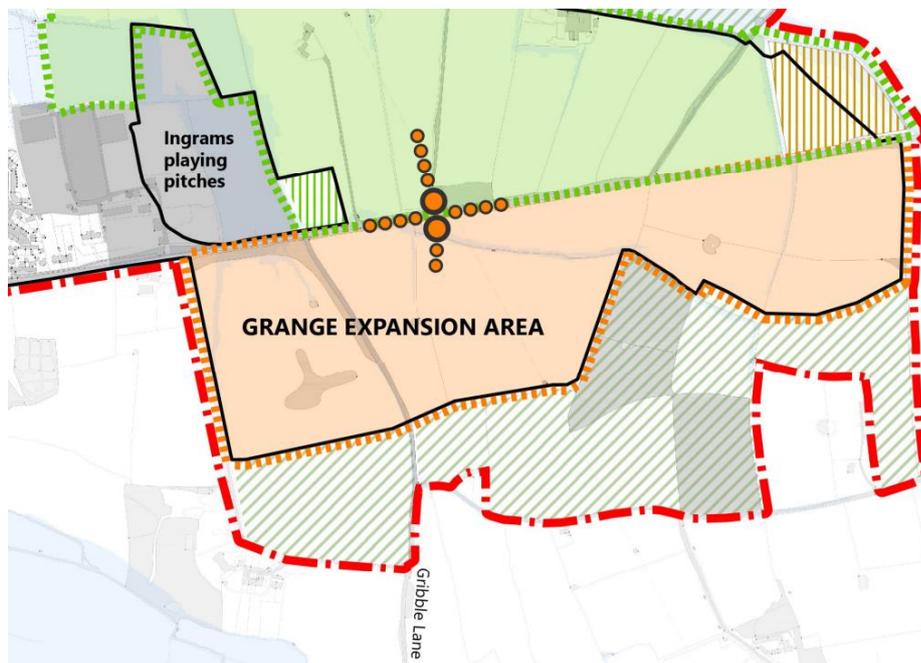
- A supported and engaged community
- Carbon neutrality and ecological recovery
- Resilient economy that supports local business
- Financially secure and improving quality of services

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## Report in full

### 1. SANG Deficit in Cranbrook

- 1.1 East Devon District Council, as a Competent Authority, is legally required to ensure that the impact of residential development on the SE Devon European Wildlife Sites is mitigated. Suitable Alternative Natural Greenspace (SANG) is one of the required mitigation measures and is through a number of approaches.
- 1.2 In 2018 an Appropriate Assessment for the 1,137 homes at Cranbrook that were yet to received reserved matters planning approval concluded that there is a requirement for 15.2ha of Suitable Alternative Natural Greenspace (SANG) to be provided to mitigate the impacts of these homes. The time period for the submission of reserved matters applications has now expired, meaning that no more than 1097 homes covered by this Appropriate Assessment will be built and requiring 14.4ha SANG provision. (Later phases of Cranbrook, totalling in the region of 4,300 homes, will provide their own SANG – which is currently being delivered through the Cranbrook masterplan and secured through planning applications for each phase.)
- 1.3 Clyst Meadows Country Park will provide 10.24Ha of SANG, meeting part of this need, but leaving a balance of 4.16Ha which will need to be met to fully meet the requirement.
- 1.4 The Grange Expansion Area of Cranbrook will provide approximately 800 homes and will require approximately 15Ha of SANG. This is proposed to be located on the southern edge of this expansion area – as indicated on the Cranbrook Masterplan Policies Map, below:



Extract from Cranbrook Masterplan – Policies Map (Percy Wakley Woods shown in grey)

## 2. Background

- 2.1 The designation, protection and restoration of European<sup>[1]</sup> wildlife sites are embedded in the Conservation of Habitats and Species Regulations 2017, as amended, which are commonly referred to as the ‘Habitats Regulations.’ Within the Habitats Regulations, local planning authorities, as public bodies, are given specific duties as ‘competent authorities’ with regard to the protection of sites designated or classified for their species and habitats of international importance. The European wildlife sites that require mitigation through SANG locally are the Exe Estuary Special Protection Area (SPA) and Ramsar site, Dawlish Warren Special Area of Conservation (SAC) and East Devon Pebblebed Heaths SAC/SPA.
- 2.2 SANG mitigation is required in relation to the delivery of housing across that part of East Devon (and Exeter and Teignbridge) that falls within a 10 Km radius of the Pebbled Heaths and the Exe Estuary.
- 2.3 Delivery of SANG is one of the mitigation measures identified through the Habitat Regulations Assessment process, ensuring local planning authorities meet legislative requirements when permitting housing development through the Local Plan. SANG are required to meet Natural England guidance which requires a SANG to be large, natural spaces with a 2.3-2.5km circular walk (accessible all year) and car park and to be maintained in perpetuity (80-100 years).
- 2.4 Failure to deliver SANG to address the deficit in Cranbrook will mean the Council is in breach of both the Habitat Regulations Assessment to the Local Plan, and the s106 agreements for Cranbrook Phase 1 which require delivery of Habitat Regulations mitigation, and would risk legal action from the developers who have paid for mitigation or 3rd parties who may be concerned about failure to deliver the mitigation strategy.

<sup>[1]</sup> The designations made under the European Directives still apply and the term, ‘European site’ remains in use.

### 3. Percy Wakley Woods – Site Description & SANG Potential

3.1 Percy Wakley Woods is a 5.4Ha woodland owned by the Woodland Trust lies immediately adjacent to the Grange phase of Cranbrook. The woods are currently used for low-level recreation (informal footpaths and very limited parking, typically accommodating 2-3 cars). The woodland is currently accessed from a small car park and pedestrian access point on Rewe Lane and would be subsumed within the wider Grange allocation, offering potential for formal inclusion as part of the Grange SANG provision (shown in green on the plan below).



*Percy Wakley Woods (outline in red) shown in relation to the proposed Grange phase of Cranbrook.*

- 3.2 The Woodland Trust have indicated that, without external support or long-term management funding, it does not have the capacity to absorb the additional management requirements and visitor pressures likely to arise as the neighbouring developments come forward. Therefore the Woodland Trust has offered to lease the wood to East Devon District Council for a 99-year term at a nominal rent of £1, enabling a long-term management solution to be put in place.
- 3.3 Officers have met with Natural England who have indicated that, in principle, with appropriate enhancements and linkages with the surrounding the Grange SANG, approximately 4 Ha of the woodland could be credited as SANG to meet the Cranbrook mitigation shortfall.
- 3.4 Planning advice has been sought and confirms that a change of use to SANG is not required as the land is already used for recreational access, which supports the expedient use of this woodland as part of the SANG network. (We propose to apply for a Lawful Development Certificate confirm the change of use.)
- 3.5 These combined factors — ownership, limited current recreational pressure, the Woodland Trust's willingness to lease, and Natural England's provisional agreement — make the site a practical and timely candidate for inclusion in the mitigation package for Cranbrook. Combined with Clyst Meadows, Percy Wakley Woods would therefore provide the required SANG to meet the 14Ha SANG deficit in Cranbrook.

## 4. Site Management

- 4.1 The lease for Percy Wakley Woods will include the ability to sub-let management of the site to a suitable organisation to ensure a continuous approach to management across the Grange SANG.
- 4.2 A site management plan for the Percy Wakley Woods will be prepared and agreed with the Woodland Trust to set out short and long-term responsibilities and management arrangements. In the short term the Council's Countryside Team will assume day-to-day management to ensure the site is maintained, that visitor impacts are monitored, and that any early enhancements are delivered.
- 4.3 Once the adjacent areas of the Grange SANG are delivered, the intention is to sub-let the woods to provide a consistent management approach to the adjacent SANG areas. The intention is that the entirety of Grange SANG, including Percy Wakley Woods, will be managed consistently under a single, joined-up regime with transparent management responsibilities for the local community. This transfer will be accompanied by funding to meet the costs of in-perpetuity management (see section 7 of this report below).
- 4.4 The long-term management organisation (*Responsible Organisation*) will be agreed in accordance with the Grange s106 agreement (clause 2.9). If required sub-letting, funding transfers and management arrangements will be subject to detailed legal and governance review prior to completion.
- 4.5 In relation to the ongoing ownership and management of the Percy Wakley Woods SANG, the Grange s106 agreement requires that:

*"To maintain or procure the maintenance of the SANGS in perpetuity (a period of at least 80 years) in accordance with the SANGS Specification. Before the issue of the Final Certificate the Responsible Organisation shall be agreed jointly by the Owner and the District Council (both acting reasonably and having regard to both the cost of in-perpetuity maintenance and the management regime of other SANGS in the Cranbrook Plan Area with the aim of achieving a consistent approach to overall management where possible)."*

*\*Where: Responsible Organisation means the District Council or other such organisation as agreed jointly by the Owner and District Council who would be responsible for commissioning the operational management of the SANGS.*

- 4.6 This approach will ensure that:
- i. Management arrangements are consistent with other SANGS within the Cranbrook Plan Area, and clearly legible to the local community.
  - ii. Long-term obligations (minimum 80 years) are secured through either direct funding or structured annual contributions.
  - iii. Financial sustainability is underpinned by legal agreement, with costs transparently apportioned to cover site management and future capital replacement.
  - iv. The Responsible Organisation is appointed only once agreed jointly between the Owner and District Council, providing assurance of appropriate governance.

## 5. Proposed improvements to site

- 5.1 As part of the ongoing commitment to enhancing public open spaces within Cranbrook, a programme of landscape improvements has been prepared for Percy Wakely Woods. The proposals, designed by the landscape architects, seek to improve accessibility, visitor experience, and ecological value, whilst ensuring the woodland continues to provide a safe and enjoyable environment for the community.
- 5.2 The key improvements and enhancements proposed are illustrated on the plans at Appendix 1, and summarised below:

### **Access and Pathways**

- Widening of footpath entrances and provision of accessible gates.
- Construction of new 2.0m wide self-binding gravel footpaths and 1.2m boardwalks across damp ground.
- Levelling of uneven natural paths with rolled gravel aggregate.
- Clearance of vegetation at corners to improve sightlines and safety.

### **Visitor Facilities**

- Installation of new benches on level gravel platforms and use of felled trees for natural stump seating.
- Provision of dog bins at entrances and along walking routes.
- Educational signage to promote awareness of woodland and coppice management.
- Entrance signage and route markers to improve wayfinding.

### **Habitat and Vegetation Management**

- Opening up and enhancement of existing glades to support biodiversity.
- Management of hazel coppice to encourage regeneration.
- Thinning and crown lifting of dense canopies for improved woodland health.
- Removal of pond weed and reseeded of pond edges with appropriate wildflower mixes.
- Creation of brash piles for wildlife habitat, sited away from public paths.
- Reseeding of ditch areas and introduction of meadow and pond-edge planting.

### **Boundaries and Structures**

- Retention of existing post-and-rail fencing with additional dog-proof fencing where required.
- Temporary fencing to prevent access to old footpaths and farmland.
- Future provision for a new footbridge across wet ground.
- Introduction of a woodland archway entrance sculpture to create a sense of arrival.

- 5.3 Works are planned to be delivered in two phases. Phase 1 will comprise initial works to enhance access through the woods and provide additional signage, dog-waste bins etc in 2026.
- 5.4 Phase 2 will provide connections to the adjacent areas of SANG by providing extended paths, signage and gateway features. These works will be undertaken in parallel with the delivery of the adjacent SANG areas (current at the outline planning stage) – and it is envisaged that these works will be required in 5-10 years' time (2030-2035).



be retained within the reserve to provide a financial reserve to support capital replacement works and unexpected site costs (e.g. storm damage or vandalism).

## 7. Funding

7.1 S106 funding in relation to Habitat Regulations mitigation for Cranbrook is set out below:

Current s106 contributions already collected	£886,618
Outstanding s106 contributions	£166,000
<b>Total</b>	<b>£1,052,618</b>
Estimated additional future contributions*	£500,000

(\*Dependent on final housing numbers)

7.2 £530,358 of collected contributions have already been allocated to Clyst Meadows SANG. The balance, £522,260, is sufficient to fund Phase 1 works at Percy Wakley Woods and the initial £300k investment for future management.

7.3 A further £360,740 would be required to deliver Phase 2 works (estimated to be required in 2030-2035) and provide the further £100,000 additional management funding reserve. This funding will meet through the future s106 contributions – leaving a balance of c£137k for other habitat mitigation measures.

7.4 A summary of estimated costs and funding is provided at Appendix 1.

## 8. Conclusion

8.1 This report sets out s106 funded proposals for provision of 4Ha of SANG at Percy Wakley Woods, to meet the outstanding deficit in SANG identified in the Appropriate Assessment for 18/1237/MRES.

8.2 It is recommended that Cabinet support the lease of the land from the Woodland Trust and deliver of enhancements and management of the woods by the Countryside Team in the short term, and transfer to a future in-perpetuity management organisation (alongside additional site enhancements) to provide a continuous area of SANG to the south of the Grange phase of Cranbrook.

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## Financial implications:

9.1 The report sets out the proposed use of allocated s106 funding (for Habitat Regulations Mitigation) for delivery on site in 2 phases (£202k in phase 1, and a further £278k in phase 2), and in-perpetuity management funded to be requested from CIL (£325k, followed by a further £100k in phase 2). Officers have undertaken modelling to identify the investment required to provide in-perpetuity for the management of the site (£9k per annum, plus capital replacement costs), with a reserve identified to meet any short-term funding shortfall to minimise financial risk. As with any investment there is a risk that investments fail to generate the required financial return, in which case management costs will need to be met by the authority. Should the 'Responsible Organisation' be Cranbrook Town Council there is potential for any future shortfall in management funding to be met through the local precept.

## Legal implications:

9.2 Legal services have not provided legal advice in respect of this project at this stage. Due diligence will be required alongside the appropriate legal documentation. Dependent on

workloads within Legal Services and other priority work this project may need to be outsourced and appropriate funding will need to be allocated. The potential mechanism for the in-perpetuity funding is a novel concept for the Council and external specialist advice will be needed to ensure that any arrangement provides the correct and appropriate solution for the Council (ALW/003803).

## Appendix 1 – Summary of Costs and s106 Funding

### Phase 1 (enhancements to existing woodland to improve SANG capacity)

Land agreement (Peppercorn agreement)	£1 (+ legal fees)
Delivery Costs (inc fees)	£202,000
Investment for future management*	£300,000

(\* Based on investment of £300k plus £100k reserve to cover in-perpetuity management costs (80 years) at estimated £9000 p/a plus capital replacement costs)

**Total (including £25k contingency)                      £502,000**

### Phase 2 (connections to adjacent SANG areas)

Delivery Costs (inc fees and inflation)	£278,000
Additional management reserve	£100,000
<b>Total (including £30k contingency)</b>	<b>£378,000</b>

**Grand Total (investment in Phase 1)                      £880,000**

### Proposed funding

Current s106 contributions total	£886,618
Outstanding s106 contributions	£166,000
<b>Total</b>	<b>£1,052,618</b>
Potential additional future contributions*	£500,000

(\*Dependent on final housing numbers)

Clyst meadows allocation	£530,358
<b>Balance (available now)</b>	<b>£522,260</b>
Remaining Budget after Phase 1	£17,260

**Additional Funding required for Phase 2                      £360,740**  
(£378,000 – £17,260)

Estimated remaining s106 funding	£139,260
(£500,000 - £360,740 - for Habitat Regulations Mitigation)	

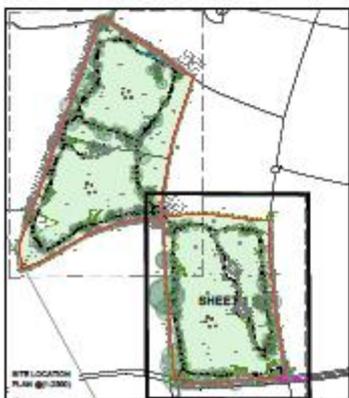
# Appendix 2 - Proposed Site Enhancements (Phase 1)



- Key**
- Site Boundary
  - Existing Trees Retained
  - Existing Trees Removed
  - Existing Vegetation Retained
  - Existing Vegetation Removed
  - Reed Based Aggregate to Footpath
  - To be installed with Stonecrete R24 Weirless Grass Mats for Clay soils
  - To be installed with Stonecrete R21 Pond Edge Steel Silt
  - Proposed 2.0m Wide Soft Walking Grass Footpath
  - Proposed 1.5m Wide 200/200 Plastic Reinforced Iron Drap Drain
  - Proposed Pond and Rain Drip Proof Fence
  - Proposed Accessible Gate
  - Proposed Field Gate
  - Proposed Signage
  - Proposed Bench
  - Proposed Timber Signage
  - Proposed Dog Bin
  - Existing Ridge Reinforced
  - Proposed New Ridge (Phase 1)
  - Reed Pit
  - Log Skips - Reeking
  - Woodland Anthony Browne Sculpture

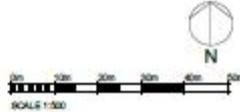
**Notes**

- All stumps to be felled outside the footpath to be ground to ground level for the bench.
- Clear larger standing vegetation to allow footpath corners all are required to provide a clear view in all directions.
- Reed piles to be laid away from footpaths and to be comprised of the larger branches from the cleared vegetation areas.
- Fencing and access filling to be carried out on all works with access leading from nearby roads.



NO.	DATE	DESCRIPTION	BY
PROJECT TITLE			
Percy Winkley Woods, Cranbrook			
SHEET			
Site Plan (Sheet 1 of 2)			
DRAWING NO.			
25095 - LHC - 00 - XX - DR - L - 0101			
SCALE			
FOR INFORMATION			
DATE	SCALE	BY	
P1	August 2025	1:500 @A1	
DRAWN BY			
25095			

**lhc design**





Report to: Cabinet

Date of Meeting 3 December 2025

Document classification: Part A Public Document

Exemption applied: None

Review date for release n/a



## **In Perpetuity Funding for Management of Clyst Meadows SANG**

Report summary:

This paper provides Cabinet with an update on the management funding for Clyst Meadows Countryside Park (10Ha Suitable Alternative Natural Greenspace (SANG)) at Station Road, Broadclyst which sits within the wider Clyst Valley Regional Park. The paper also provides estimated costs for future SANG delivery to mitigate the impact of residential allocations in the emerging Local Plan.

The delivery of Clyst Meadows will ensure that the planning authority is able to meet our statutory duty to preserve the integrity of nearby internationally designated habitat sites. This project also assists in delivery of Clyst Valley Regional Park objectives. Clyst Meadows is adjacent to Cranbrook, and close to Broadclyst and Mosshayne/Tithebarn, and will facilitate the delivery of the Station Road-Mosshayne strategic cycle link.

The total budget for delivery of the site works at Clyst Meadows is £1.63M (excluding land purchase and management costs). This is funded through CIL contributions, s106 agreements and £200k from the capital programme. A further £200k of UK SPF funding is also allocated for delivery of the shared cycle path.

In order to meet in perpetuity (minimum 80 years) management costs Cabinet approved (1<sup>st</sup> May 2024) an estimated further £2M, subject to CIL Member Working Party's Decision, to fund an Endowment to provide an annual return to fund maintenance and capital replacement costs for 80 years.

Subsequently Strategic Planning Committee (19<sup>th</sup> May 2025), following CIL Member Working Party's advice, approved the funding for site works, but based on the estimated £2M investment requirement on other CIL funded infrastructure projects, supported the following recommendation:

*4. That Members advise Cabinet that they do not agree to funding an endowment to cover the maintenance costs of the SANG at Station Road, Broadclyst as per Cabinet's resolution of the 1st May 2024 and recommend that Cabinet agree that these costs be funded through an annual contribution of £40k from CIL for the first 3 years after which these should be reviewed.*

A draft report to Cabinet was prepared early this year, and further work was requested due to concerns about the financial risk to the Council of delaying in-perpetuity funding arrangements until 2028. This approach secures short-term management funding, but in the longer term an annual draw down creates risks for the Council. Should CIL funding be insufficient or on-site capital replacement costs exceed the value of the sinking fund management and site works would need to be funded from the Council's revenue and/or capital funds.

Subsequent work has been undertaken to more accurately quantify the value of the investment required to generate sufficient funds to manage Clyst Meadows in perpetuity. Advice from an Independent Financial Advisor and CCLA Investment Management indicate that an appropriate low-risk investment to secure in-perpetuity funding would be £1.1M (to be funded from CIL).

In addition to the financial risks outlined above the timeline approved by Strategic Planning Committee will intersect with Local Government Re-Organisation and require the newly created authority to receive a report on the in-perpetuity funding of Clyst Meadows early in 2028 - when the new authority will focus on reorganisation and a significant number of other priorities. It is therefore considered that either an earlier decision to set up the in-perpetuity investment, or an extended timeline for an interim annual payment, would minimise the risk to the Council.

This report therefore asks Cabinet to review Strategic Planning Committee's recommendation to fund management costs at Clyst Meadows through an annual contribution of £40k from CIL for 3 years, and delegate authority to officers to set up and arrange for the management of a £1.1m investment fund, funded from CIL, to secure the in perpetuity funding for the management of Clyst Meadows.

**Is the proposed decision in accordance with:**

Budget Yes  No

Policy Framework Yes  No

**Recommendation:**

That Cabinet:

1. Approves the creation of an investment fund of £1.1m, funded from CIL, to secure the in perpetuity funding for the management of Clyst Meadows, and
2. Delegates authority to the Assistant Director Planning Strategy and Development Management, Finance Director, Place Director and Director Governance, in consultation with the relevant Portfolio Holders, to set up and arrange for the management of this fund.

**Reason for recommendation:**

East Devon District Council, as the competent authority, have a legal responsibility to ensure that SANG are provided and managed in-perpetuity as part of the Mitigation Strategy for the SE Devon Internationally Protected Habitats. The delivery and in-perpetuity management of Clyst Meadows SANG is one of the mitigation measures identified through the Habitat Regulations Assessment process, ensuring East Devon meets our legislative requirements when permitting housing development through the Local Plan.

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Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate
- Environment - Operational
- Finance
- Place, Infrastructure and Strategic Planning
- Sustainable Homes and Communities

**Equalities impact** Low Impact

## Climate change Low Impact

**Risk:** Medium Risk; EDDC, as the competent authority, are required to ensure mitigation is provided as set out in the SE Devon Protected Site Mitigation Strategy – including the management of SANG ‘in perpetuity’. Failure to deliver SANG to mitigate the impact of residential development on the SE Devon Internationally Protected sites may impact on housing delivery in East Devon and across the wider Habitat Regulations Partnership. Funding for management is proposed through an annual draw down from CIL. Should CIL returns be insufficient to meet management costs (including capital replacement) any deficit will need to be met from the authority’s other budgets. An investment is proposed to fund SANG management to reduce EDDC’s financial risk - requiring higher upfront cost and an impact on other CIL expenditure (£1.1M).

**Links to background information** Cabinet 1<sup>st</sup> May 2024 (item 194) - [Agenda for Cabinet on Wednesday, 1st May, 2024, 6.00 pm - East Devon](#); Cabinet Strategic Planning Committee Minutes – 19<sup>th</sup> May 2025 (item 265) - [Agenda for Strategic Planning Committee on Monday, 19th May, 2025, 10.00 am - East Devon](#); South East Devon European Site Mitigation Strategy - [Liley et al. - 2014 - South-east Devon European Site Mitigation Strategy.pdf](#)

### Link to [Council Plan](#)

Priorities (check which apply)

- A supported and engaged community
- Carbon neutrality and ecological recovery
- Resilient economy that supports local business
- Financially secure and improving quality of services

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## Report in full

### Background

- 1.1 Clyst Meadows Suitable Alternative Natural Green Space (SANG) will deliver a 10Ha Country Park as part of the SE Devon European Site Mitigation Strategy to mitigate the impact of residential development at Cranbrook and the wider West End area on the Exe Estuary and the East Devon Pebblebed Heaths Special Protection Areas (SPA's). This project also assists in delivery of Clyst Valley Regional Park objectives. Clyst Meadows is adjacent to Cranbrook, and close to Broadclyst and Mosshayne/Tithebarn, and will facilitate the delivery of the Station Road-Mosshayne strategic cycle link.
- 1.2 East Devon District Council, as a Competent Authority, is legally required to ensure that the impact of residential development on the SE Devon European Wildlife Sites is mitigated. SANG are one of the required mitigation measures and are delivered through a number of approaches. It is delivered directly by Developers on larger development sites (such as Cranbrook), and by the relevant local authorities for strategic sites (funded through CIL contributions from all residential development). The legal requirement for delivery of SANG at Clyst Meadows sits with EDDC through the s106 agreements for Cranbrook Phase 1 (which identified a requirement for 13.97Ha SANG to be delivered in the Appropriate Assessment for 18/1237/MRES).
- 1.3 SANG must meet Natural England requirements in relation to their scale, character and design, delivery in advance of the developments they are mitigating, and be maintained in perpetuity (80-100 years).
- 1.4 Advice from Natural England is that a legal agreement to secure the management of the SANG by East Devon District Council is not required. The Council is a Competent Authority and is legally obliged to secure the mitigation set out in the Habitat Assessment to the Local

Plan and meet the requirements of s106 agreements for Cranbrook Phase 1. It is proposed to amend the planning conditions for Clyst Meadows (24/2049/MFUL) to state that the SANG will be managed for 80 years in accordance with the SANG Management Plan.

1.5 If SANG are not delivered, or are not managed 'in-perpetuity' Natural England could block the development of further housing within the district (in the same way that development in the River Parrett catchment was blocked until nutrient neutrality issues were resolved), and the Council would be at risk of legal challenge from 3<sup>rd</sup> parties for failing to meet our mitigation requirements (as set out in the SE Devon European Wildlife Sites Mitigation Strategy).

1.6 May 1<sup>st</sup> 2024 Cabinet resolved that Clyst Meadows would be managed by East Devon's Countryside Team and approved, subject to CIL Member Working Party (MWP) decision re CIL funding, the budget of £4.114M, which was broken down as follows:

Land acquisition	£485,000
Site Works (including fees, contingency and inflation)	£1,629,000
Management (Endowment)	£2,000,000

Additional funding of £200k from the UK Shared Prosperity Fund will fund the delivery of the cycle path through Clyst Meadows – and the total budget for site works is therefore £1.829M

1.7 Funding for purchase and establishment of Clyst Meadows is from a combination of CIL, s106 agreements and the capital programme (with potential to be recouped from future BNG receipts) as follows:

S106	£530,358
Capital	£200,000
CIL	£1,383,642*

1.8 On 19<sup>th</sup> May 2025 Strategic Planning Committee approved CIL Member Working Party's recommendation (from 27<sup>th</sup> February 2025) for the expenditure of CIL for the site works (\* £1.38M), but rejected the proposed £2M endowment (subject to expert financial advice) in favour of an annual sum of £40k from CIL to reduce the short-term impact to other CIL expenditure. The working party and Strategic Planning Committee were concerned that the upfront cost of £2 million would take vital funding away from infrastructure projects that are needed now and could not otherwise be funded. At the time of the Strategic Planning Committee meeting on 19<sup>th</sup> May there was just over £12M held in the CIL pot but with bids totalling over £17M difficult decisions had to be made over which projects to support and ultimately some worthy projects could not be supported. The position would have been significantly more difficult had the £2million endowment also been agreed and so this was not prioritised.

1.9 In April 2025 Cabinet supported the tender for and appointment of contractors to deliver the required site works, and delegated authority to the Assistant Director – Countryside & Leisure and/or the Assistant Director Place, Assets and Commercialisation, in consultation with Director of Place, to authorise entering into contract with the selected contractor. Works are now progressing on site with estimated completion and opening in Spring 2026.

1.10 In the short term these risks are low (as capital replacement requirements are unlikely, unless extreme weather conditions or flooding caused extensive damage, as the site is currently under construction). Officers were requested to undertake further work to review the investment required to generate sufficient funding for in-perpetuity management. This is summarised in section 2 of this report below.

1.11 In addition to the financial risks outlined above the timeline approved by Strategic Planning Committee will intersect with Local Government Re-Organisation and require the newly created authority to receive a report on the in-perpetuity funding of Clyst Meadows early in 2028 - when the new authority will focus on reorganisation and a significant number of other priorities.

1.12 It is also noted that postponing a decision on in-perpetuity funding for Clyst Meadows is likely to mean that the CIL funding is required alongside funding for further Strategic SANG to meet the Council's future Habitat Regulations mitigation requirements.

## **2. Future Management Funding for Clyst Meadows Country Park**

2.1 The Strategic Planning Committee decision to allocated £40k per annum from CIL (for 3 years) for management of Clyst Meadows is based on an assessment of the annual maintenance costs which are considered to be in the range of £15,000-£30,000 per annum (excluding inflation and including staff/management costs, and an allowance for contingency and risk), plus the capital replacement programme.

2.2 The capital replacement programme costs (for maintenance/replacement of paths, car park fencing, boardwalks, bridges and site furniture) were identified as follows for each period (excluding inflation):

- 5 years       £18,020
- 10 years     £12,000
- 15 years     £26,600
- 25 years     £128,950

2.3 The total cost of capital replacement costs, excluding inflation, is in the order of £930,000 – which averages out at an additional c£12,000 per annum. This brings the total maintenance costs to c£40,000 per annum.

2.4 The total cost of this approach (over 80 years) is estimated to be up to £3.33M (annual maintenance costs at £30k/pa, totalling £2.4M, plus total capital replacement costs of £930k (excluding inflation)), compared to the estimated endowment costs of c£2M.

2.5 Officers have sought further advice from Global City Futures, an Independent Financial Adviser and CCLA Investment Management to review and model the investment required to generate sufficient returns to fund the management of Clyst Meadows and capital replacement works for 80 years. Options considered include a privately managed investment fund and investment in CCLA Local Authority Property Fund. Officers also undertook a due diligence review to consider alternative management options (such as transfer to the Land Trust or English Estates) – these options would be more expensive than the proposed approach due to the additional management fees incurred by 3<sup>rd</sup> party organisations.

2.6 Based on average inflation of 3% and an average investment return (gross) of 6.5% a sum of £1M is required.

2.7 As with any investment there is a risk the investment will not perform as expected and fail to generate sufficient returns for periods during the 80-year management period. Therefore it is recommended that a further £100,000 is saved in a ring-fenced high-interest account to provide a back-up fund for annual management costs should the investment perform poorly in any period or if there are exceptional capital replacement costs (e.g. after a flood event) – minimising the risk of additional funding being required at a later date.

2.8 The total cost of an investment to fund the management of Clyst Meadows in perpetuity is therefore estimated at £1.1M. (Note that this investment is based on 2025 estimates of financial performance and are likely to vary depending on market performance.)

### **3 Proposed Options**

- 3.1 In the context of the updated investment cost, financial risks and LGR timeline set out above, officers have considered the following 3 options.

#### **Option 1**

Proceed with Strategic Planning Committee's recommendation to fund management of Clyst Meadows through an annual contribution of £40k from CIL for the first 3 years (until 2028) and prepare a further report, at such a time as to ensure continuity of management from 2028 to consider future, in-perpetuity, funding for the management of Clyst Meadows.

#### **Option 2**

Extend Strategic Planning Committee's recommendation to fund management of Clyst Meadows through an annual contribution of £40k from CIL, including an annual increase in line with inflation, for 5 years (until after the formation of the new authority) and to prepare a further report at such a time as to ensure continuity of management from 2030 to consider future, in-perpetuity, funding for the management of Clyst Meadows.

#### **Option 3**

Review Strategic Planning Committee's recommendation and create an investment fund of £1.1m, funded from CIL, to secure the in-perpetuity funding for the management of Clyst from 2026.

- 3.2 Having considered the risks and timescale, and in the context of reduced investment costs, Officers recommend that an earlier decision to set up the in-perpetuity investment would minimise the financial risk to the Council, secure the long-term management of the SANG and reduce future pressure on CIL for Habitat Regulations mitigation.
- 3.3 This report therefore asks Cabinet to review Strategic Planning Committee's recommendation to fund management costs at Clyst Meadows through an annual contribution of £40k from CIL for 3 years and approve creation of an investment fund of £1.1m, funded from CIL, to secure the in-perpetuity funding for the management of Clyst Meadows.

### **4. Future Strategic SANG delivery and maintenance costs**

- 4.1 Members are also asked to note that the potential future costs of delivery and management for Strategic SANG across the Habitat Regulations Partnership are likely to be significant and require additional CIL funding.
- 4.2 Officers are preparing a Strategic SANG Delivery Strategy (2025-2040) which will set out the SANG required to mitigate the impact of consented residential development and further housing identified in the current and emerging Local Plans on the Exe Estuary and the East Devon Pebblebed Heaths Special Protection Areas (SPA's).
- 4.3 Currently 8.6% of East Devon's CIL is top sliced to fund Habitat Regulations Infrastructure. Future costs are estimated to be in the order of £400,000 per annum – which will equate to approximately 20% of forecast CIL receipts over the next 5 years. (Exeter City Council and Teignbridge District Council will also need to proportionately contribute to the Strategic SANG Delivery Strategy.) A future report will be brought to Members to present the Strategic SANG Delivery Strategy and estimated costs.

### **Financial implications:**

The financial details are contained within the report. There is liability for the Council to provide funding in perpetuity to maintain the SANG to an appropriate standard which is estimated at a cost of £40k per annum (excluding inflation). This liability should not be a direct call on the Council's finances but needs to be met from CIL, in whatever form that takes either an annual payment or through an investment. Appropriate due diligence has been undertaken to ensure the proposed investment will meet the funding requirements for the management of Clyst Meadows – with a low financial risk to the Council (albeit that there remains a financial risk from all investments). Delays to setting up the investment may increase the initial funding required (depending upon inflation, fees and investment performance).

### **Legal implications:**

The Council is a Competent Authority, and is legally obliged to secure the mitigation set out in the Habitat Assessment to the Local Plan and meet the requirements of s106 agreements for Cranbrook Phase 1.

If Clyst Meadows SANG is not managed in-perpetuity in, accordance with the SANG Management Plan, we would be in breach of our planning consent and Cranbrook Phase 1 s106. We would also risk Natural England blocking the development of further housing within the district and the potential for legal challenge from Natural England or 3<sup>rd</sup> parties for failing to meet our mitigation requirements (as set out in the SE Devon European Wildlife Sites Mitigation Strategy).

### **ELT Recommendations**

ELT recommends that Members select Option 3 as this represents the lowest financial risk to the authority, and overall is the lowest cost option, and provides certainty in relation to the in-perpetuity management of Clyst Meadows SANG – ensuring the Council meets the Habitat Regulations requirements of the Local Plan and s106 agreements. In addition, this option removes concerns about the requirement for a decision on this issue in early 2028 when the newly created authority will focus on reorganisation and a significant number of other priorities.

Report to: Cabinet

Date of Meeting 3 December 2025

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/A



## Exmouth Beach Management Plan Update

### Report summary:

The existing Exmouth Beach Management Plan (BMP) was produced in 2015 and sets out how the Exmouth coastal defences are to be monitored and maintained in line with the long-term strategic approach as set out in the Shoreline Management Plan (2011) and Exe Estuary Flood and Coastal Risk Management (FCERM) Strategy (2013). Since 2015, there have been a number of developments including updates to sea level rise and climate change guidance, collection of more monitoring data, and seawall failures at Exmouth. As a result, it was timely to review and update the BMP and this report presents a summary of the key outputs of that work.

A key focus of the BMP update was to critically review and re-appraise the long-term strategic approach to sustainably managing the present and future risks of coastal flooding and erosion over the next 100 years, to secure the long-term future of Exmouth seafront for future generations to enjoy in the way that many people do so today. This has involved assessment of the technical, environmental and economic viability of a range of options, and involved input from local and statutory stakeholders, including public consultation between November 2024 and February 2025. As a result, three leading options for the future management of coastal flood and erosion risk along the Exmouth BMP have been identified. These are combined to provide an adaptive pathway approach to future decision making that is based on key triggers.

The actions specified in these options would not be undertaken immediately. In the interim it is important that the short-term recommendations of the updated BMP – including for ongoing monitoring and maintenance – are implemented over the next 5 to 10 years to ensure the beach and existing defences are kept in a good to fair condition to facilitate future improvements over the long term. Alongside that ongoing monitoring and maintenance activity, the BMP update also sets out the forward programme and actions for EDDC to progress the leading.

### Is the proposed decision in accordance with:

Budget Yes  No

Policy Framework Yes  No

### Recommendation:

- 1) That Cabinet adopt the Exmouth BMP Update and support the leading options set-out in the adaptive pathway approach as the basis for managing the Exmouth BMP frontage in the short, medium and long-term.
- 2) That Cabinet support recommending that progressing this project, including preparatory work by South West Flood & Coastal, is promoted as a priority for the successor authority following Local Government Reorganisation to commence in 2028/29.
- 3) In the meantime, Cabinet support South West Flood & Coastal in progressing preparatory studies below £100k, utilising the remaining budget previously approved by Cabinet for development of the BMP on 2 October 2024 of £140k rather than returning the underspend to the general pot as proposed in that previous paper.

## Reason for recommendation:

Adopting the updated BMP and strategic approach it sets out will enable preparatory work to commence in the coming years by South West Flood & Coastal with aim of commencing work to develop a business case for the local or national options from 2028/29 in order to provide long-term sustainable management of coastal flood and erosion risk to Exmouth.

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Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate
- Environment - Operational
- Finance
- Place, Infrastructure and Strategic Planning
- Sustainable Homes and Communities

**Equalities impact** Low Impact

**Climate change** High Impact; the impacts of climate change such as sea level rise will lead to increased risk of coastal flooding and erosion at Exmouth if the strategic long-term sustainable options set-out in the updated BMP are not implemented

**Risk:** High Risk; Failure to implement the local or national leading options set out in the updated BMP will mean there is an increasing risk of seawall failures along the Exmouth frontage and risk of loss of infrastructure and amenity, including the beach, with wider negative impacts on the area.

**Links to background information** <https://eastdevon.gov.uk/media/xicipyar/short-version-exmouth-bmp-consultation-summary-report-copy.pdf>

**Link to [Council Plan](#)**

Priorities (check which apply)

- A supported and engaged community
  - Carbon neutrality and ecological recovery
  - Resilient economy that supports local business
  - Financially secure and improving quality of services
- 

## Report in full

1.1 The management of coastal flood and erosion risk along the Exmouth coast is guided by the Shoreline Management Plan (SMP) policies adopted in 2011. For the Exmouth Beach Management Plan (BMP) frontage (see Figure 1), these policies are to “Hold the Line” for the next 100 years.



Figure 1: Exmouth BMP extent.

- 1.2 To understand in more detail how best to implement the SMP policies, in 2013 the Environment Agency led the production of the Exe Estuary Flood & Coastal Erosion Risk Management Strategy (EEFCERMS).
- 1.3 For the majority of the Exmouth BMP frontage (and in particular from The Maer to Orcombe Point), this concluded a preferred option as being to do maintenance of coastal defences and manage beach levels to prevent undermining failure of the seawall and at some point in the future raise the height of the seawall for this area. This approach was selected based on the national Flood Defence Grant in Aid (FDGiA) funding rules for new coastal defences set by Government, because there is an insufficient number of houses and other benefits in the area at risk from coastal erosion to justify a larger scheme, and even this option would require a significant amount of partnership funding contributions from non-FDGiA sources as a funding gap of about 85% was calculated at the time.
- 1.4 The preferred option in the EEFCERMS in the eastern part of the BMP frontage was to upgrade the defences because this area is (in part) within the area at risk of tidal / coastal flooding and so was able to justify the now completed Exmouth Tidal Defence Scheme to protect properties etc at risk in that area.
- 1.5 To guide near-term management of the coastal defences and beach levels in line with the EEFCERMS, in 2015 the Exmouth BMP was produced. The 2015 Exmouth BMP reflects the EEFCERMS long-term approach and identified actions in the next 5 years or so required to work towards the implementation of the long-term approach. This means ongoing maintenance of coastal defences (i.e. seawall and groynes) as well as possible occasional beach recycling to move sand from areas of high beach levels to areas of low beach levels. It also recommended that efforts be made to identify and secure the necessary funding to implement the long-term strategy set out in the EEFCERMS (i.e. find the approx. 85% of funding needed to unlock the available FDGiA). This is all set out in the current Exmouth BMP from 2015 – in particular see the exec summary and section 1.7.2 of this document available on the EDDC BMP webpage here: <https://eastdevon.gov.uk/media/1769131/exmouth-bmp.pdf>.
- 1.6 The 2025 Exmouth BMP Update project has reviewed and reconsidered both the long-term strategic approach to managing coastal erosion and flood risk along the open-coast at

Exmouth, and the required actions to facilitate implementation over the next 5 to 10 years, in light of more recent evidence and information that has been developed since 2015, which include changes to the national FDGiA rules in 2020/21, new monitoring data, updates to climate change guidance, completion of the Exmouth Tidal Defence Scheme, and seawall failures at Exmouth.

1.7 For clarity, National guidance allows consideration of following items in economic damages assessment to access FDGiA funding:

- Loss of residential and non-residential properties to flooding.
- Loss of residential and non-residential properties to coastal erosion.
- Indirect damages, inc:
  - Damages to vehicles
  - Traffic disruption
  - Road damages
  - Education service closure
  - Loss of life
  - Mental health.

1.8 As part of the Exmouth BMP update, these eligible criteria have been re-assessed and the conclusion is that under a Do Nothing scenario over a 100 year appraisal period, there is approximately £20m of Present Value (PV) coastal flood and erosion damages available in the BMP area. Figure 2 illustrates the areas at risk of coastal flooding and erosion in 100 years' time that form the basis of this damages value.

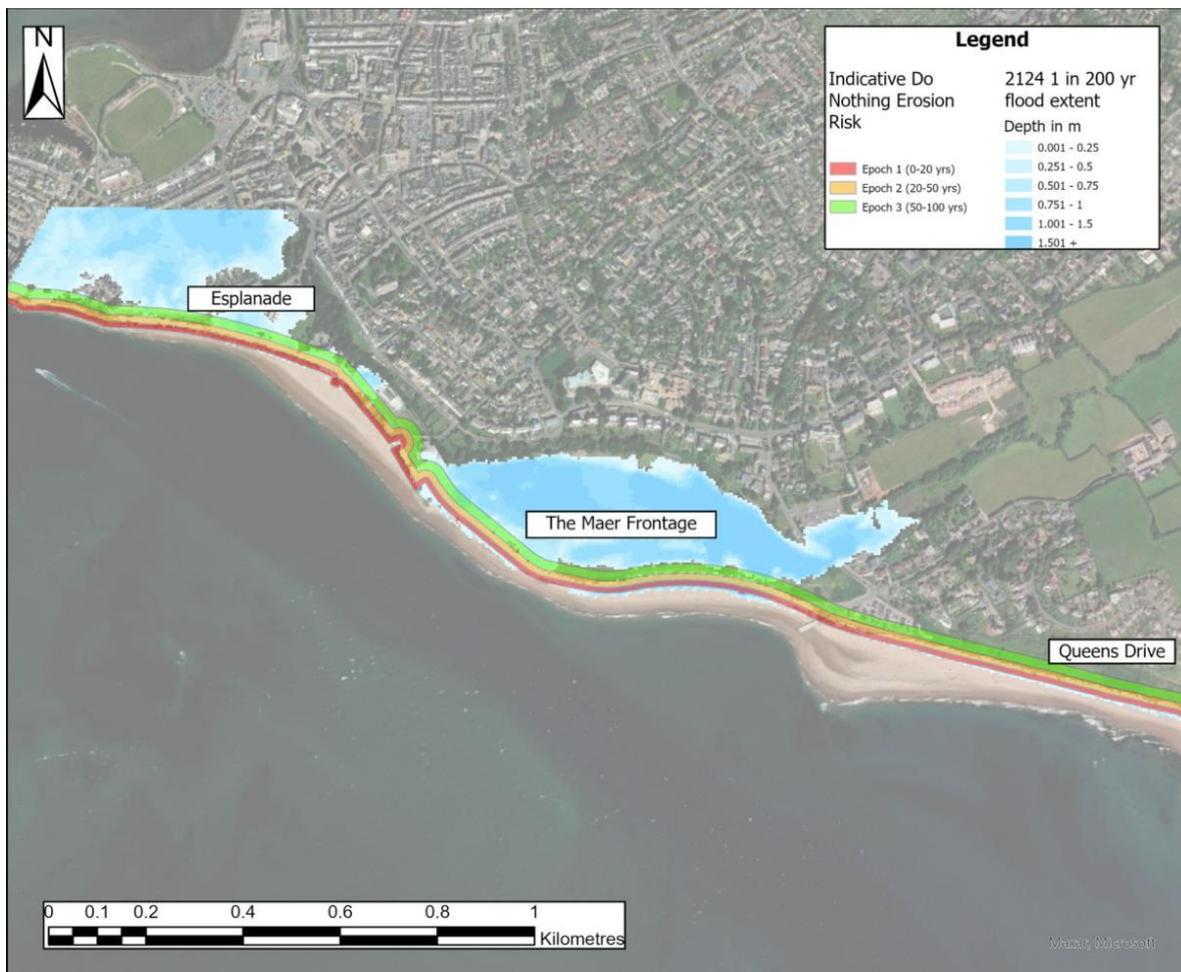


Figure 2: Areas at risk of flooding and erosion along the Exmouth BMP frontage in the next 100 years if we do nothing to manage the coastal defences.

- 1.9 In addition to assessing the current national FDGiA funding eligible criteria, for the Exmouth BMP update, we have also undertaken an assessment to establish the economic damages of coastal flooding and erosion to the local economy including a loss Gross Value Added (GVA), damages to the visitor economy, reductions to local economy income streams (such as beach hut and car park revenue), loss of coastal recreation welfare value and impacts to physical health.
- 1.10 The local damages calculated as part of this assessment are not eligible to be included as part of a compliant assessment (under the current national FDGiA rules) as they represent local level financial impacts that could theoretically be transferred in other parts of the country when considered at a national level. However, the local damages calculated in this assessment can be used by the project team as an evidence base to help support funding discussions with potential partners at the local level and to raise awareness of the broader risks and impacts associated with coastal flooding and erosion along the BMP frontage. This assessment has concluded that the non-FDGiA eligible economic damages to the local area under a Do Nothing scenario over a 100-year appraisal period equate to in excess of £800m of Present Value (PV) damages.
- 1.11 These wider local benefits are not eligible to be used as a basis for seeking national FDGiA funding, but are able to be used to evidence why funding from other sources can be bid for to deliver coastal defence schemes as part of measures that seek to deliver multiple benefits to an area (e.g. through also improving public realm not just reducing coastal flood and erosion risk).
- 1.12 It should be noted that the EEFCERMS in 2013 did not consider the wider local economic benefit to Exmouth of the beach and coastal defences.
- 1.13 The wider local benefits to Exmouth highlighted by the GVA assessment, as well as feedback from stakeholders across the community about the value of the seafront and beach for tourism and recreation purposes, has been taken onboard as part of the review of the long-term strategic approach to coastal flood and erosion risk management across the BMP frontage as part of the BMP update project.
- 1.14 This review of the long-term strategic approach has considered all the feasible options to manage coastal erosion and flood risk from long-list to short-list, and been informed by feedback from the 18<sup>th</sup> July 2024 stakeholder workshop that discussed 10 short-listed options, and by feedback from public consultation 18<sup>th</sup> November 2024 and 10<sup>th</sup> February 2025 (see Consultation Summary Report; <https://eastdevon.gov.uk/media/xicipyar/short-version-exmouth-bmp-consultation-summary-report-copy.pdf> ).
- 1.15 This work has led to the identification of three leading options for the future management of coastal flood and erosion risk along the Exmouth BMP that combined provide for an adaptive pathway approach to future decision making that is based on key triggers such as condition of assets and availability of funding (illustrated in Figure 3) and summarised as follows:
- 1.16 **The National Economic Leading Option – Seawall Encasement with Setback Floodwall:**
- This is the most cost-beneficial option following the current national appraisal and funding rules for Flood and Coastal Erosion Risk Management as defined by Government.

- This option will significantly reduce the risk of coastal erosion and flooding whilst reducing the reliance on having high beach levels in front of the seawall (i.e. it will reduce the risk of undermining posed by low beach levels that occur along Exmouth Beach).
- This option is an evolution of the 2013 EEFCERMS preferred strategic approach, in the knowledge that the previous 2013 option to maintain the existing wall and prevent undermining has not been successful (as evidenced by autumn 2023 failures), so continuing that is not really feasible and we need a more significant capital intervention to achieve the aim of the EEFCERMS (and SMP policy); i.e. to continue to defend the Exmouth BMP frontage.
- However, as a consequence the beach at Exmouth would be vulnerable to erosion during storms and becoming smaller or even lost longer term as sea levels rise, which would have a significant impact on the amenity value of the beach and tourism in Exmouth.
- Under the current funding rules, this option is only eligible for £800,000 to £900,000 of central Government funding for coastal defence works. To implement this option, additional funding of around £18 million would need to be secured.
- This option would not need to be implemented until about 2035, so there is around 10 years or so to seek the funding contributions necessary. In the interim, ongoing maintenance of existing defences in line with the current BMP approach would be required.

#### **1.17 The Local Aspirational Leading Option – Beach Nourishment with Groynes and Setback Floodwall:**

- This option recognises the option 1 may not be preferable for the local community and so proposes an alternative option that has been identified through engagement with local stakeholders that will deliver wider benefits to the area beyond just protection against coastal erosion and flood risk.
- This option therefore aims to continue to use the beach as the main defence in front of the existing seawall, with the existing groynes along Queens Drive being replaced and new groynes being constructed along The Maer section of beach. The groynes could be constructed of timber or rock and would help control the beach levels more than at present. This would therefore also retain the beach for its wider amenity and tourism benefits. If this option is progressed, there would need to be further detailed modelling to determine the most appropriate groyne design and arrangement along the shoreline.
- With sea level rise this option may not fully address the risk of coastal flooding long-term, and so a setback floodwall may also need to be constructed at a future date.
- This option is most closely aligned to the 2013 EEFCERMS preferred strategic approach and would secure the long-term future of Exmouth seafront for future generations to enjoy in the way that many people do so today. However, it costs more than option 1 and so under the current funding rules it cannot be selected as the National Economic Leading Option.
- As for the national option:
  - Under the current funding rules, this option is only eligible for £800,000 to £900,000 of central Government funding for coastal defence works. To implement this option, additional funding of between £20-23 million would need to be secured.
  - This option would not need to be implemented until about 2035, so there is around 10 years or so to seek the funding contributions necessary. In the interim, ongoing

maintenance of existing defences in line with the current BMP approach would be required.

#### 1.18 **The Back-up Option – Do Minimum:**

- This option is the current approach to managing the risks of coastal flooding and erosion at Exmouth and is unlikely to secure the frontage in the long-term. It also means that there will be a significant risk of further seawall failures requiring expensive emergency works at great cost to EDDC which cannot be planned for.
- However, it is included here as the back-up option as we recognise that both the national and local options require significant funding contributions to be found to unlock the proportion of funding that is available for coastal defence works from central Government.
- Recognising that it is uncertain if or when that additional funding will be secured, this option provides a lower cost solution to managing the risk of coastal erosion and flooding in the immediate future but will not be a sustainable solution over the long-term. It will, however, buy time to then think about alternative options (i.e. coastal adaptation).
- This option therefore would involve small-scale repair and maintenance of the existing seawall and groynes but would not address the risk of undermining of the seawall if the beach in front lowers in future as a result of storms.
- This option is not eligible for central Government funding for coastal defences and so would depend on funding coming from Local Authority budgets.
- The cost of this option is uncertain and will depend on the number and frequency of storm events and what damage they may cause. It is likely that over a 20 year period this may be in the order of a few £m to several tens of £m.

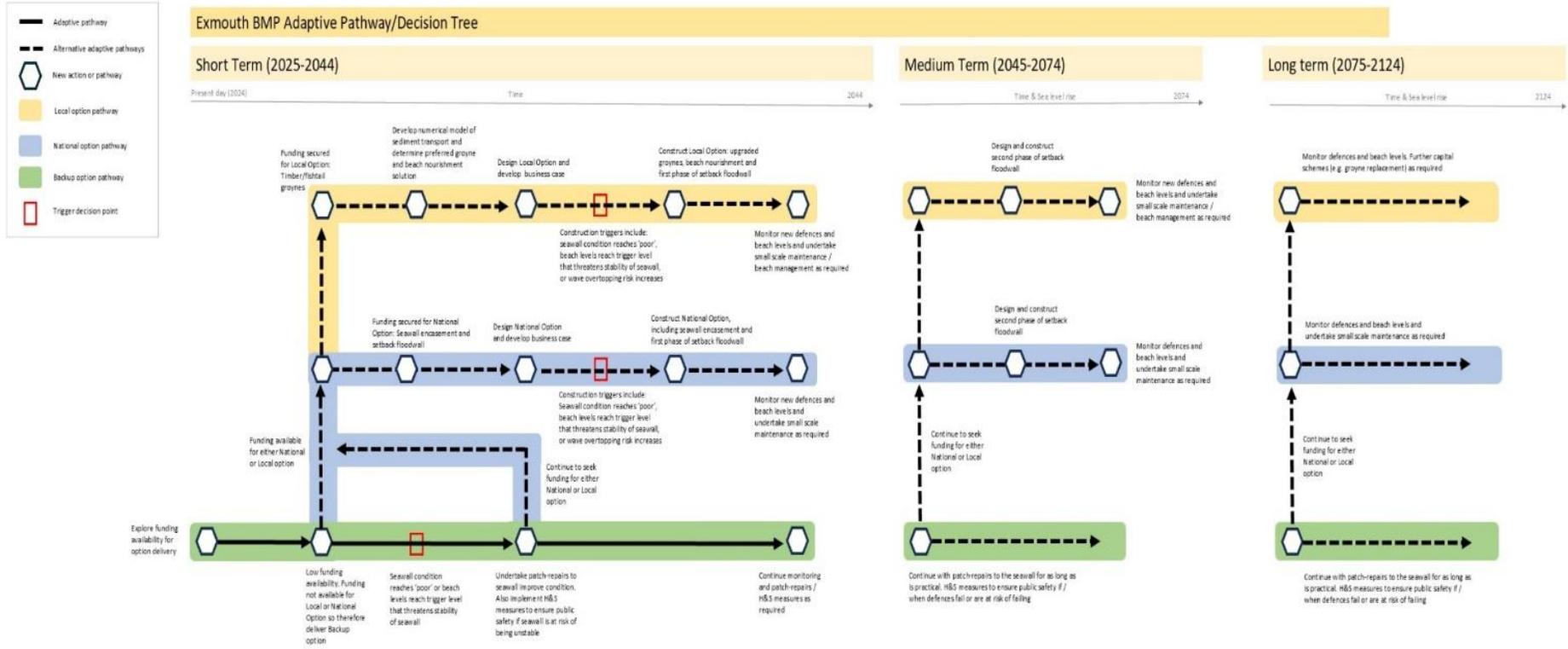


Figure 3: Exmouth BMP Adaptive Pathways Decision Tree

- 1.19 As evident above, Funding is a key constraint when undertaking flood and coastal erosion risk management schemes. Funding from central government (FDGiA) is available for coastal defences. However, this typically does not cover the full cost of a coastal defence scheme and is distributed based on the benefits that are delivered. Central government funding will need to be topped up by other sources of funding and contributions in order to deliver the leading option.
- 1.20 It should be noted that on 14<sup>th</sup> October 2025, Defra published a new funding policy (see [Flood and coastal erosion risk management funding policy](#)) which means the rules for accessing FDGiA are due to change in April 2026. This means that the amount of additional funding stated in paragraphs above is expected to reduce from £19-24m to a minimum of between £1.6-£2.1m to deliver either of the National Economic or Local Aspirational options. The new funding policy also sets out the basis on which FDGiA will be prioritised, and in this regard states that if more than the minimum additional funding is raised, this will increase a scheme's priority.
- 1.21 Given that funding is a key constraint for all three options for the Exmouth BMP frontage, we have identified the three option types (National Economic, Local Aspirational and Backup) so that the delivery team can move between them over time, depending on the amount of funding that may be available. Other factors will also influence which option is delivered, such as the onset of coastal flooding and erosion risks, and the frequency of storm damage necessitating emergency repairs.
- 1.22 The movement between the different options are known as 'Adaptive Pathways'. It provides the delivery team with the required flexibility to adjust course depending on the risks / funding availability. For example, if more funding becomes available than expected, the delivery team could switch from delivering the National Economic Leading Option to the Local Aspirational Option; or if limited funding is secured, we will continue with the current approach (i.e. the back-up option) for as long as possible, but in the knowledge that this will lead to a loss of beach at Exmouth and growing risk of coastal flooding and further seawall failures (such as occurred in Autumn 2023) in the longer-term along the BMP frontage.
- 1.23 As such, these three options set-out in the adaptive pathway in Figure 3 will form the basis for how the coastal defences and beach at Exmouth are managed in the next 5 to 10 years, and drive further action to assess the options in greater detail and seek to identify and secure the necessary funding to deliver coastal defence improvements in around 10 years' time – aided by the clarity provided in terms of what is trying to be achieved and what the likely funding challenge to overcome is. The change in funding rules outlines in paragraph 1.20 will not significantly change this timeline but does greatly reduce the funding challenge.
- 1.24 Doing so will also provide clarity that enables EDDC to:
- Communicate the requirements for future coastal defences to others and enable them to potentially be integrated into wider place-making plans for the area which, in turn, will likely offer opportunities to access funding contributions that unlock the available FDGiA and contribute to delivering multiple benefits.
  - Respond rapidly if, in coming years, the national FDGiA funding rules change, as they have done in the past and are likely to do so again in future.
- 1.25 In addition to the funding challenge, there are also a number of environmental concerns that will need to be addressed and overcome in order to implement the leading options.

Various environmental assessments were undertaken to support the options appraisal and these have been approved by the relevant statutory consultees with the exception of the Habitat Regulations Assessment (HRA).

1.26 The HRA Stage 2 (Appropriate Assessment) was progressed but identified a lack of data in order to fully quantify and assess the impacts on designated features along the BMP frontage, including in relation to the anticipated habitat loss associated with options likely to affect beach morphology and sediment transport processes. That assessment will be quantifiable once the details of a scheme to implement one of the leading options is progressed in future years, and so for this BMP update, it was agreed with Natural England that the HRA Stage 2 can be paused at this time (and not finalised), in the knowledge that development of a future scheme Outline Business Case (OBC) will need to include surveys and studies to provide the evidence to complete a HRA at the OBC stage. As such the BMP includes an explicit commitment that the National Economic Leading Option and Local Aspirational Option cannot be taken forward until the required studies are completed, an approach that has been discussed and agreed with Natural England.

1.27 The forward plan and action plan set out in the updated BMP therefore includes the need to both develop a funding strategy and undertake a range of surveys and studies to inform scheme development over the coming years. This is summarised in the following table.

Next Steps and Forward Programme	Approximate timeframe
<ul style="list-style-type: none"> <li>- Develop business case and outline design for National or Local Options.</li> <li>- Develop funding strategy to identify funding sources and establish a plan for acquiring the funding, to gain confidence in ability to secure funding required.</li> <li>- If the Local Aspirational Option is to be taken forward, undertake numerical modelling to confirm feasibility / inform the design / consider impacts elsewhere in the sediment cell.</li> <li>- Undertake early contractor involvement to provide buildability and cost recommendations.</li> <li>- Undertake environmental surveys and analysis to address concerns identified in the HRA drafted as part of the 2025 BMP update.</li> </ul>	2028/29-2032
<ul style="list-style-type: none"> <li>- Develop detailed design for National or Local Options.</li> <li>- Secure necessary consents such as planning permission and marine licence.</li> <li>- Agree any mitigation requirements with stakeholders such as Natural England.</li> <li>- Undertake further early contractor involvement to provide more accurate cost recommendations with completed design.</li> </ul>	2033-2034
Construction period	Estimated 2035

- 1.28 In conclusion, the decision that we must make for Exmouth and the surrounding area will affect the very nature of what we recognise as Exmouth and its jewel amenity asset, its beach. Without the beach Exmouth will lose its single main asset. Without it there is no point investing along the seafront as the main draw will be gone. The stark choice if we do not do anything the whole beach may be lost with a cost to Exmouth and the wider area of around £800m (at present value).
- 1.29 The adaptive pathway and leading options set out in the updated Exmouth BMP provide a direction of travel and opportunity to secure the Exmouth BMP frontage long-term for future generations to enjoy in the way that many people do so today. However, they also recognise that there is a significant funding challenge under the current funding rules, and that if required funding contributions are not achieved, then the approach will be to provide a minimum amount of intervention by maintaining existing defences using Council revenue budgets (as occurs currently) for a period of time. This will mean development and regeneration in at risk areas along the Exmouth BMP frontage will likely not be able to occur due to the increased level of flood and/or coastal change risk this will present.
- 1.30 That said, it is also important to note that the provision of coastal defences by EDDC is undertaken under permissive powers granted to EDDC under the Coast Protection Act 1949 and Land Drainage Act 1991; there is no statutory legal duty on EDDC to undertake these schemes. Therefore, whilst adopting the three draft proposed leading options would set out an aspiration to deliver improved coastal defences along the Exmouth BMP frontage, it would not bind EDDC to any additional financial commitments at this time. However, it will require EDDC to develop a funding strategy. When a scheme to implement one of the leading options is developed in future years, any request for financial contribution from EDDC will be brought to cabinet as required.
- 1.31 The challenge cannot be underestimated, as demonstrated by both the Sidmouth and Seaton BMPs that have taken many years to progress, but thankfully now there is sufficient funding for both those schemes. The key learning from both is that we need to start now to plan the scheme for Exmouth, to investigate other sources of finance, and to investigate every avenue of funding, in order to provide confidence that it is worthwhile investing in the surveys, studies and scheme development needed to progress the national or local options.

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### **Financial implications:**

There is a request to utilise an existing budget allocation in order to progress preparatory studies.

### **Legal implications:**

There are no substantive legal issues to be added to this report.



Report to: Cabinet

Date of Meeting 3 December 2025

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/A

## Leisure Strategy - Addendum

### Report summary:

The Council's Leisure Strategy (2021 - 2031) was approved in October 2022 and also contains within it, a recommendation for the facility mix for the leisure centre in Cranbrook. Given the scale of the project at Cranbrook, this has now been updated with an addendum to reflect the latest population and leisure industry guidelines.

The Leisure Delivery Forum on 16<sup>th</sup> September 2025 received this Leisure Addendum and asks Cabinet to approve this document for onward submission to Full Council with a recommendation to endorse it as an update to the Leisure Strategy (2021 - 2031).

### Is the proposed decision in accordance with:

Budget Yes  No

Policy Framework Yes  No

### Recommendation:

That Cabinet recommends to Council that they endorse the Addendum to the Leisure Strategy.

### Reason for recommendation:

The Leisure Strategy's purpose is to help the Council make informed strategic decisions on its leisure facilities. This addendum ensures that the Leisure Strategy reflects the latest population and leisure industry guidelines and inform the Cranbrook and Malcombe projects.

Officer: Mike O'Mahony, Leisure Manager [mike.o'mahony@eastdevon.gov.uk](mailto:mike.o'mahony@eastdevon.gov.uk) ; Tim Child

### Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate
- Environment - Operational
- Finance
- Place, Infrastructure and Strategic Planning
- Sustainable Homes and Communities

### Equalities impact Low Impact

Any new Leisure Centre needs to be designed to be accessible for all people and groups. Careful consideration of accessibility and the scope and range of services and facilities provided will need

to be made. A full equalities impact assessment will be completed as part of the Leisure Centre project initiation

### **Climate change** Medium Impact

**Risk:** Low Risk;

At this stage the overall risk is considered to be low as there is currently no commitment to capital expenditure for the build, however, on receipt of tender returns there will be a requirement to award contracts and commit to costs associated therewith.

### **Links to background information**

- [Endorsement by Cabinet - Printed minutes 13th-Jul-2022 18.00 Cabinet.pdf](#)
- [Endorsement by Full Council - Printed minutes 19th-Oct-2022 18.00 Council.pdf](#)
- [Endorsement by Cabinet - Printed minutes 13th-Jul-2022 18.00 Cabinet.pdf](#)
- [Endorsement by Leisure Delivery Forum - 070622 Leisure Strategy report\\_LED Forum.pdf](#)
- [Update to the Forum – 16 September 2025](#)
- [Leisure Strategy Addendum 2025](#)
- [Cranbrook Demographics April 2025](#)
- [Cranbrook Sports Facility Calculator](#)
- [Second Community Sports Facility Calculator](#)

### **Link to [Council Plan](#)**

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Priorities (check which apply)

- A supported and engaged community
- Carbon neutrality and ecological recovery
- Resilient economy that supports local business
- Financially secure and improving quality of services

## **1.0 Background**

- 1.1 The East Devon Leisure Strategy, produced in June 2022, is supported by a Supply and Demand Audit which identifies the current and future facility needs to support an increase in population in the District through to 2040. This coincides with the end date of the Council's new Local Plan.
- 1.2 The Leisure Strategy highlights significant population growth to the western side of East Devon with the development of the new town of Cranbrook. Construction of the new town started in 2011 and will eventually deliver approximately 8,000 new homes for approximately 22,000 people. The East Devon District Council (EDDC) Local Plan, Cranbrook Plan and Cranbrook Town Centre Masterplan all refer to the infrastructure requirements to support the growing population. This includes a new leisure centre and health hub in the town centre.
- 1.3 At the time of writing the Leisure Strategy in 2021/22, EDDC had identified an indicative facility mix for a new leisure centre in Cranbrook, however no progress had been made in negotiating with developers and securing a preferred site for the facility in the town centre.

## **2.0 Current Status**

- 2.1 Since then, EDDC has negotiated a total public sector holding of 4.1 hectares in Cranbrook to facilitate the delivery of essential infrastructure, business and employment opportunities within the town centre.

- 2.2 The new EDDC Local Plan has also allocated land to the east of Exeter, within the 'West End' of the District for second new community of up to 10,000 homes. This new town will be approximately 4 miles from Cranbrook.
- 2.3 In response to the above existing and proposed housing development, this Addendum seeks to re-assess the facilities mix for the proposed Cranbrook Leisure Centre to ensure that current and future facility needs are met to support the increase in population .
- 2.4 The Addendum covers strategic context, future facility needs and makes recommendations for the next steps to be taken taking into consideration the town's key demographics and the potential development of a second housing development (Marlcombe) of 10,000 dwellings in close proximity to Cranbrook.
- 2.5 The information contained in this Addendum will support the work currently being undertaken by a Project Team established to
- identify and explore all options for a new leisure centre in Cranbrook;
  - develop a business plan, operating model and funding strategy;
  - provide a clear approach for delivery of the scheme for each stage of the project;
  - Funding strategy and
  - consider management arrangements to operate and maintain the facility.
- 2.6 The Leisure Delivery Forum considered and endorsed this Addendum on 16<sup>th</sup> September 2025. The only clarification sought related to the latest amounts of S106 contributions currently allocated to the Cranbrook Leisure Centre project and when the inflationary increases apply.
- 2.7 The expansion of Cranbrook is expected to provide a capital contribution toward the delivery of a leisure centre, currently at a total of around £4.5m in today's money. The Addendum originally referred to around £5 million by the time construction commences as this figure is subject to inflationary increases. This has been adjusted to £4.5m for consistency. A more informed funding strategy will form part of the Project team's brief.
- 2.8 There was a lot of consultation during the development of the Leisure Strategy and the Cranbrook Masterplan. Since then, there has been regular updates to the Leisure Delivery Forum. The Addendum itself applies a technical supply and demand analysis to address latest changes to Cranbrook and Marlcombe since the Strategy was developed.
- 2.9 The most pressing need was to consolidate the core facility mix for the new Cranbrook Leisure Centre. The Addendum has essentially re-enforced the recommendations set out in the original Leisure Strategy and clarified how the proposals for Marlcombe complement what is being recommended for Cranbrook.
- 3.0 Next Steps**
- 3.1 Cabinet is asked to approve and forward the Leisure Addendum to Full Council with a recommendation to endorse the Leisure Addendum as an update to the Leisure Strategy 2021 - 2031.
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### **Financial implications:**

The recommendations in the report at this stage have no direct financial implications that have not already been considered by Cabinet, although the report highlights a future funding gap that needs to be addressed if a leisure centre is to be provided in Cranbrook.

**Legal implications:**

As this is an update report only, there are no substantive legal issues directly arising

Report to: Cabinet



Date of Meeting 3 December 2025

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/A

## East Devon Public Spaces Protection Orders

### Report summary:

A Public Space Protection Order (PSPO) is a tool under the Anti-Social Behaviour, Crime and Policing Act 2014 which is intended to deal with a particular nuisance or problem affecting a specified area that is detrimental to the local community's way of life. PSPOs remain in place for maximum of three years after which they expire unless they are extended to prevent occurrence or recurrence of the activities covered.

The Council currently has three PSPOs in place covering dog control, seashores and promenades and anti-social behaviour dating back to 2023. The Council has carried out a review of these PSPOs to ensure that the three-year review period is met and to assess if the controls are still required and if so whether they need to be amended. This included public consultation. It is recommended that the evidence supports the ongoing use of PSPOs but changes to existing controls require three new orders.

A report was presented to Overview committee who have agreed with officers' recommendations with the exception of recommending the retention of the current controls for Exmouth beach rather than the officer recommendation to move to a time restricted approach.

At Cabinet on 29 October 2025, members of the public spoke in opposition to the Overview Committee recommendation to retain existing dog on lead controls at Kilmington Playing Fields and Cabinet deferred the decision to a later date when officer advice could be obtained.

### Is the proposed decision in accordance with:

Budget Yes  No

Policy Framework Yes  No

### Recommendation:

1. **Cabinet confirms that the evidence supports the ongoing need for public space protection orders in relation to the control of dogs, seashores and promenades and anti-social behaviour and consumption of intoxicating substances.**
2. **That Cabinet discharge the three Public Spaces Protection Orders from 2023.**
3. **That Cabinet approves three new East Devon Public Spaces Protection Orders for 2026.**

### Reason for recommendation:

To ensure that suitable Public Space Protection Orders are in place,

Officer: Sally Webster, Principal EHO 01395519973 [swebster@eastdevon.gov.uk](mailto:swebster@eastdevon.gov.uk)

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Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate
- Environment - Operational
- Finance
- Place, Infrastructure and Strategic Planning
- Sustainable Homes and Communities

### **Equalities impact** Medium Impact

The consultation is a requirement of the Act and is necessary in order to create the required orders. Failure to complete this process will mean that previously held powers will be removed when the current PSPOs reach three years. There is a risk that any decisions made can be formally challenged so the decision-making process must be robust and based on sound evidence. Dog control PSPOs can impact on service dogs but these have been exempted from the relevant controls.

[Equality Impact Assessment – Seashores and Promenades](#)

[Equality Impact Assessment – ASB PSPO](#)

[Equality Impact Assessment – Dog Control Public Spaces](#)

### **Climate change** Low Impact

**Risk:** Medium Risk; The consultation is a requirement of the Act and is necessary in order to create the required orders. Failure to complete this process and agree new PSPOs will mean that previously held powers will be removed when the current PSPOs reach three years in May 2026. There is a risk that any decisions made can be formally challenged.

**Links to background information** Anti-Social Behaviour Crime and Policing Act 2014

<http://www.legislation.gov.uk/ukpga/2014/12/contents/enacted/data.htm> Home Office Statutory Guidance on the Act July 2014

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/352562/ASB\\_Guidance\\_v8\\_July2014\\_final\\_2\\_.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/352562/ASB_Guidance_v8_July2014_final_2_.pdf)

### **Link to [Council Plan](#)**

Priorities (check which apply)

- A supported and engaged community
- Carbon neutrality and ecological recovery
- Resilient economy that supports local business
- Financially secure and improving quality of services

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### **Report in full**

1. A Public Space Protection Order (PSPO) is a tool under the Anti-Social Behaviour, Crime and Policing Act 2014 which is intended to deal with a particular nuisance or problem affecting a specified area that is detrimental to the local community's way of life. They could be used for a wide range of problems. The area may be as small as a play park or as large as the district of the local authority.

2. A PSPO can be made by the council if it is satisfied on reasonable grounds that the activities carried out, or likely to be carried out, in a public space:
  - Have had, or are likely to have, a detrimental effect on the quality of life of those in the locality;

And that the effect or likely effect of the activities:

- Is or is likely to be persistent or continuing in nature;
  - Is or is likely to be unreasonable and
  - Justifies the restrictions imposed.
3. A Public Space Protection Order is in place for maximum of three years. After the three-year period, the Order expires, or it can be extended to prevent occurrence or recurrence of the activities. The Order can also be varied by increasing or reducing the restricted area, or by altering or removing prohibitions or requirements, or adding a new requirement.
  4. East Devon District Council currently has three PSPOs. The [current PSPOs](#) cover:
    - Control of Dogs Varied Order 2024 – a requirement to clear up dog faeces, requirement for dogs to be kept on a lead less than 1 metre in length when on a public road or pavement adjacent to roads, requirement for dogs to be kept on a lead when asked by an authorised officer, requirement to walk no more than six dogs at any one time and a requirement for dogs on leads or dog exclusion in specified places.
    - Control on Seashores and Promenades Order 2023 – seasonal dog exclusions on East Devon town beaches, requirement for dog on leads in specified places including promenades and prohibition of feeding of seagulls on town beaches and promenades.
    - The Control of Anti-Social Behaviour and the Consumption of Intoxicating Substances (Exmouth) Order 2023 – a requirement to surrender alcohol when requested by an authorised officer, urination or defecation in a public place, aggressive requests for money, and intimidation, harassment or distress.
  5. PSPOs are time limited to three years. The Control of Dogs Varied Order 2024 is due to expire in December 2027 and the Control on Seashores and Promenades Order and the Control of Anti-Social Behaviour and the Consumption of Intoxicating Substances Order is due to expire in March 2026.
  6. A person observed not to be complying with the PSPO is liable to receive a fixed penalty notice of £100. This can be issued by an authorised Council officer or police officer.
  7. Any proposed changes to each Order require a full public consultation. Existing requirements also went through the public consultation process. The full public consultation was as follows:
    - In July 2024, Town and Parish Councils were contacted and invited to put forward requests to change the current PSPOs. Requests were received as a result of particular area issues, or as a result of newly built recreational areas in new residential developments e.g. Tithebar.
    - In July, August and September 2024, as part of the public consultation exercise, members of the public could also put forward requests to change the current PSPOs via the Council website.
    - In August 2024 there was internal consultation with Officers from different departments across the Council including StreetScene, Dog Enforcement Officer and Julie Owen from Devon Loves Dogs.
    - The public consultation took place over an eight-week period from 3 March to 28 April 2025. The consultation took place on the Council's online community engagement

hub, 'Commonplace' and paper copies were provided to members of the public upon request.

- Respondents could provide their views on the existing controls stated in all three Orders and on proposed changes to the Orders.
- The public consultation was advertised on the Council's social media forums and resident's newsletters, and there was also a press release. Statutory consultees were notified in writing to make them aware of the consultation. Statutory consultees included Town and Parish Councils, Devon County Council, Chief Officer of Police, Local Policing body, Police and Crime Commissioner, and affected landowners and community representatives.
- A total of 1646 responses were received during the consultation period.

8. Based on the consultation responses a number of changes to the existing PSPOs are proposed. Tables of proposed changes with their justification are included in Appendices 1, 2 & 3. A brief summary is given below.

### **9. The Control of Dogs Order.**

- a) The Council are proposing to make changes to the groups of people exempt from being guilty of an offence under the Order. This includes people who rely upon a dog trained by any prescribed charity such as Dogs for the Disabled, police or fire dogs, Law Enforcement, Search and Rescue, HM Armed Forces and agricultural activities.
- b) The Council received requests from Broadclyst Parish Council and Cranbrook Town Council for new dog controls on children's play areas and recreational spaces, such as allotments in newly built residential areas in Cranbrook, Westclyst and Tithebarn.
- c) The Council's Dog Enforcement Officer has received complaints about dog fouling at Donkey Field and the Maer in Exmouth. New dog on lead requirements within these areas were consulted on.
- d) The current Dog Control PSPO includes dog on lead requirements at twenty footpaths across Honiton. Other towns across East Devon do not have these types of restrictions. Removal of these dog on lead requirements were consulted on.
- e) The current Dog Control PSPO was formally varied in December 2024 following a public consultation for the inclusion of dog on lead requirements at Kilmington Recreation Ground. This was supported by Kilmington Parish Council, Kilmington Cricket Club, Kilmington Primary School, Playing Fields Committee of the Arthur Hitchcock Charity due to concerns about dog fouling and dogs approaching children. Some dog owners raised concern about lack of alternative dog walking facilities in the locality. Kilmington Dog Walkers Association proposed that the dog on lead requirement should be removed and a new dog exclusion requirement between 10am and 6pm from 1 May to 30 September is applied. This proposal was therefore consulted on.
- f) The Councils Dog Enforcement Officer has received complaints about nuisance dogs at the Byes in Sidmouth, for example, incidents where people have been knocked over by dogs. There have been concerns about dogs colliding with other path users including cyclists. The Council has also received complaints about dogs fouling and running over graves at Sidmouth Cemetery, Temple Street. New dog on lead requirements within these areas were consulted on.
- g) During the consultation period, Clyst Honiton Parish Clerk requested that dog exclusion requirement for Clyst Honiton play park is extended to whole field. The play park equipment is no longer enclosed within a barrier inside the field and the existing signage is on the entrance to the whole field.

### **10. The Control on Seashores and Promenades Order.**

- a) During the summer of 2024, the Council received several requests to change the seasonal dog exclusion area at Exmouth beach which would enable dog walkers to exercise their dogs across the whole beach during the early morning and later evening when the beaches are quieter.

Time limits apply on beaches within Cornwall. Feedback from Cornwall Council has indicated that they received fewer complaints concerning dog nuisance and fouling on the beaches and dogs being on the beach during the banned times. They also commented that they were able to target their limited resources in hot spot areas based on local intelligence and this enabled more successful enforcement. The timed exclusion is not considered likely to have a negative impact on the Blue Flag status as the time dogs will be accessing the beach has been reduced, enforcement will be more targeted and effective and we are aware of Cornwall Councils beaches with timed dog control not being adversely affected in their Blue Flag applications.

Applying the seasonal dog exclusion area between 10.00 and 18.00 at Exmouth beach was therefore consulted on.

- b) The Council has received a request [from Councillor John Heath] to include a new seasonal dog on lead requirement on the eastern section of the beach whilst maintaining the seasonal dog exclusion requirement on the western section of the beach.

**11. The Control of Anti-Social Behaviour and Consumption of Intoxicating Substances in Exmouth Order.**

- a) The Order covers a number of designated streets and public open spaces in Exmouth. The renewal of the Order will enable measures to control and restrict certain activities, in particular the consumption of psychoactive substances, consumption of alcohol in public (other than in licensed premises), anti-social behaviour of groups or by an individual, aggressive begging, and urination (other than in public toilets). The Council continues to receive reports of ASB within the town and this is supported with the Police data and the rationale for securing funding from the OPCC for the ASB Hotspot patrolling. By having the PSPO in place we are able to effectively tackle ASB which can have a detrimental impact on the community and improve the quality of those areas affected.
- b) We will consider the impact on rough sleepers and ensure a proportionate and graduated approach to enforcement.

**12. Timetable for decision:**

03/03/25 – 28/04/25	Public Consultation period
28/04/25 13/05/2025	– Review of Public Consultation responses
	Legal Services instructed to review drafts and amend as necessary
12/08/2025	Report to Democratic Services for inclusion into Cabinet meeting on 03/09/2025
30/09/2025	Overview Committee meeting to review and recommend approach to Cabinet.
3/12/25	Cabinet meeting to ratify and sign off final PSPO's Legal Services instructed to seal and sign PSPOs
03/2026	Discharge of 2023/24 PSPOs. Implementation of 2026 PSPOs

## Kilmington Playing Field

11. In the 2023 review of the PSPOs, Kilmington Playing Field were designated as a 'dogs on lead' area. Some local residents did not agree with this decision.
12. Due to a drafting error requiring amendment of the PSPO, it was decided to carry out a specific consultation with Kilmington residents at the same time to assess local support or otherwise for continuation with the requirement.
13. The public consultation asked whether members of the public agreed that dogs must be kept on a lead on Kilmington Playing Field. There were 257 responses of which 79 did not agree that dogs must be kept on a lead and 178 respondents who did agree.
14. Out of the 79 respondents who did not agree that dogs should be kept on a lead, 26 recommended that a compromise was put in place. Respondents recommended that, as a compromise, dogs should not be allowed on the field between 10.00 and 18.00 between 1 May and 30 September each year, when the field is in use by the Cricket Club and Primary School, and all other times dogs can be exercised off lead.
15. The suggested compromise did not form part of the consultation so could not be included in the final amended Order. Cabinet approved continuation with the original requirement of dogs on leads on Kilmington Playing Field.
16. The compromise proposal was included in the public consultation for the review of the 2026 Dog Control Public Spaces Protection Order. The response is shown in Appendix 1. There was a slight (51% to 49%) preference for the compromise, but it was not felt by officers sufficiently clear to justify change from the existing controls given the reported benefits. So, the recommendation was to retain the dogs on lead requirement.

## Overview Committee

17. Overview Committee considered the PSPO proposals at their meeting on 29 September 2025.
18. Members of the public in attendance spoke about two specific issues in the report:
  - Members of the Kilmington Community spoke both in support of and against the officer recommendation to retain the current dog on lead restrictions at Kilmington Playing Fields. Those against had proposed time limits for dogs to be allowed off lead (see above).
  - Two Exmouth residents spoke against the officer recommendation to change the Exmouth beach dog restrictions from geographical to time limited during the bathing water season.
19. In relation to these two specific issues and having considered the report and public representations, Overview Committee decided to support retention of the existing controls for Kilmington Playing Fields, but to recommend that Cabinet approve the retention of the current geographical restrictions at Exmouth beach.
20. Overview Committee's recommendations to Cabinet were as per the first two officer recommendations but gave an amended third recommendation:
  - *That Cabinet approves three new East Devon Public Spaces Protection Orders for 2026 as attached to the report, with the exception of the PSPO for Exmouth seafront which the Overview Committee recommends should remain as it currently stands and that further consultation should be undertaken, if necessary, with a view to extending and clearly defining the areas where dogs are either permitted or prohibited.*

## **Cabinet**

21. On 29 October 2025, Overview Committee's recommendations were considered by Cabinet. Members of the Kilmington community spoke against the recommendation that dog on lead restrictions on Kilmington Playing field be retained in the current format. Cabinet deferred the decision in the absence of officer attendance.
11. Cabinet therefore requested that a report be brought back to Cabinet on 3 December 2025 for consideration and decision.

## **Regulatory Impacts**

12. The proposed 2026 PSPOs do not add significant regulatory burdens compared to the 2023 PSPOs. If the proposed move to time limited access to Exmouth beach (rather than area based) is approved this should make enforcement easier. However, it should be considered that by continuing to deliver PSPOs there is an expectation that they are enforced appropriately. The recently approved Animal Enforcement Policy supports the enforcement of the dog and seashore PSPOs.

## **Conclusion**

13. The evidence collected supports the Council in continuing with the controls provided by Public Space Protection Orders covering:
  - Dog control
  - Seashores and Promenades
  - Anti-social behaviour and the Consumption of Intoxicating Substances in Exmouth.
14. Evidence has been provided to support changes to existing controls in the 2023 PSPOs which have been reflected in the recommendations for the new 2026 PSPOs.

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## **Financial implications:**

The are no financial implications within the report

## **Legal implications:**

The legal issues are dealt with in the body of the report.

**Appendix 1. Table of Proposed Changes, Consultation Responses and Recommendations for the Control of Dogs PSPO 2026**

Existing requirement	Consultation Response	Public Comments	Officer Comment	Recommendation
<p>A person who is in control of a dog and does not remove their faeces and properly dispose of it when within a public space unless they have reasonable excuse and if the owner, occupier or authority having control of the land has consented, shall be guilty of an offence.</p>	<p>98% of respondents agreed 2% of respondents did not agree</p>	<p>I am a dog owner and always clear up after my dog and expect other people to do the same.</p> <p>It is never acceptable to not pick up dogs mess. If the person is not capable of doing so, then they should not be in a public space with their dog (maybe with the exception of a blind person). The same applies to not having the dog in a lead and under control.</p>	<p>This is a continuation of the existing requirement of the Dog Control PSPO 2023.</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place.</p>
<p>A person who is in control of a dog and fails to keep their dog on a lead less than 1 metre in length whilst on a public road or on a pavement adjacent to the road unless they have reasonable excuse, shall be guilty of an offence.</p>	<p>79% of respondents agreed 21% of respondents disagreed</p>	<p>Only being allowed to use a lead less than 1m can be dangerous. I often run with my dog, and a short lead would make it dangerous. I need to be able to use a longer lead.</p> <p>Finally, many dogs behave worse when on leads. Evidence shows this. Owners should be trusted to decide if it's best for their dog to</p>	<p>This is a continuation of the existing requirement of the Dog Control PSPO 2023.</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place.</p>

		<p>be on/off lead in common exercise areas to reduce problems.</p> <p>Dogs should not have to be on lead if they are under CLOSE control of a responsible owner</p> <p>dog should be on lead on my opinion due to a lot of incident of out of control animals due to lack of training.</p> <p>For " A person who is in control of a dog and fails to keep their dog on a lead less than 1 metre in length whilst on a public road or on a pavement adjacent to the road unless they have reasonable excuse." 1m is too short. Most standard short leads are 100-120cm</p> <p>I strongly feel that owners shouldn't have to keep dogs on leads unless near roads. There is a lot of beautiful countryside in Devon and walking dogs through it is a wonderful way to see the countryside and exercise your dogs. Keeping them on leads restricts their exercise and opportunity to run and explore</p>		
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<p>A person who is in control of a dog and does not comply with a direction given by an authorised officer of the Council or a Police Officer to put and keep their dog on a lead unless they have a reasonable excuse and if the owner, occupier or authority having control of the land has consented shall be guilty of an offence.</p>	<p>87% of respondents agreed 13% of respondents disagreed</p>	<p>There should be more detail on why an authorised person would tell a dog owner to put it on a lead</p> <p>These proposals are not unreasonable</p>	<p>This is a continuation of the existing requirement of the Dog Control PSPO 2023.</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place.</p>
<p>A person who takes more than 6 dogs onto land unless they have a reasonable excuse and if the owner, occupier or authority having control of the land has consented shall be guilty of an offence.</p>	<p>87% of respondents agreed 13% of respondents disagreed</p>	<p>6 dogs is too many for one person to be in charge of.</p> <p>I agree there is a need to limit dogs under the control of a single person but 6 is too much. It needs to be 3 or 4</p>	<p>This is a continuation of the existing requirement of the Dog Control PSPO 2023.</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place.</p>

<p>A person who is in control of a dog to allow it to enter a dog exclusion area, for example, a children's playpark shall be guilty of an offence</p>	<p>93% of respondents agreed 7% of respondents disagreed</p>	<p>All the changes are reasonable given the significant increase in the number of dogs since 2020 and the increase in owners who are irresponsible. It is unfortunate but necessary to impose new rules better to manage the problems. However, nothing will change without better enforcement which is sadly lacking at the moment. I'm a dog owner.</p> <p>Dogs should be on leads in public playing fields and public open spaces.</p>	<p>This is a continuation of the existing requirement of the Dog Control PSPO 2023.</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place.</p>
<p>A person who is in control of a dog to not keep it on a lead within a dog on lead area shall be guilty of an offence</p>	<p>77% of respondents agreed 23% of respondents disagreed</p>	<p>Dogs should be on leads in public playing fields and public open spaces.</p> <p>Makes sense</p>	<p>This is a continuation of the existing requirement of the Dog Control PSPO 2023.</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place.</p>

Proposed change	Justification	Consultation Response	Public Comments	Officer Comment	Recommendation
<p>Amendments to the groups of people exempt from being guilty of an offence including people who are registered blind, people with disability affecting mobility etc, people with a dog trained by prescribed charity, people in charge of a police or fire dog, person in charge of a working dog.</p>	<p>Exemptions for all requirements of the Order have been proposed for particular groups of people.</p>	<p>85% of respondents agreed 15% of respondents disagreed</p>	<p><i>No person in control of an assistant or working dog should be exempt. If they are in control of a highly trained dog they should be able to clear up after it although they may be more likely to have a reasonable excuse.</i></p> <p>This exemption would make the legislation less clear cut and open to abuse. The exemption would open up a difficult debate for those who seek to enforce it. The requirement to look after your dog properly, including having proper control in a public area, should be non-negotiable</p> <p>I do not agree that hunting dogs should be exempt as named above. Hunting (as in similar to fox hunting) is damaging to property and the environment and s</p> <p>(ii) A person with a disability affecting their mobility, manual dexterity, physical coordination or ability to lift, carry or move objects</p> <p>I think consideration needs to be given to the above point. If people with disabilities can't look after a dog properly, which includes collecting faeces, then they should not have a dog in the first place. If they are not picking it up, who will?</p>	<p>A separate Equality Impact Assessment has been completed and forms part of this Cabinet Report.</p>	<p>It is recommended that the Cabinet agreed to the amendments.</p>
<p>New dog exclusion controls at Jubilee Field play park and</p>	<p>Dog exclusion requirements covering the Jubilee Field</p>	<p>55% of respondents agreed</p>	<p>As long as we dog owners can use the rest of the park Apply British Law not "martial law". PSPOs are blanket bans on the majority of responsible dog owners.</p>	<p>This will provide consistency across East</p>	<p>It is recommended that the Cabinet</p>

<p>play space in Axminster.</p>	<p>play park and play space will prevent dogs coming into contact with children.</p>	<p>45% of respondents disagreed</p>	<p>Not an area I'm likely to visit, but surely kids should have priority in a play park?</p> <p>I am not familiar with this area, but I do support dogs on leads in children's play parks</p> <p>Majority of users are dog owners and behave responsibly</p>	<p>Devon in respect of children's play parks/areas.</p>	<p>agree the new controls.</p>
<p>New dog exclusion requirements at Broadclyst</p> <ul style="list-style-type: none"> <li>• Tennis Court</li> <li>• BMX Track</li> </ul> <p>New dog on lead requirements at Broadclyst</p> <ul style="list-style-type: none"> <li>• Allotments</li> </ul>	<p>Dog exclusion requirements covering Broadclyst Tennis Court and BMX Track will prevent dogs coming into contact with people engaging in sport activities.</p> <p>Dog on lead requirements covering the allotments will help to keep</p>	<p>62.5% of respondents agreed</p> <p>37.5% of respondents disagreed</p>	<p>Outside trails and allotments shouldn't be dog on lead zones unless the owner is unable to recall them safely.</p> <p>In play areas yes but not allotments</p>		<p>It is recommended that the Cabinet agree the new controls.</p>

	dogs under control in areas used for food production.				
<p>Renamed dog exclusion areas at Cranbrook</p> <ul style="list-style-type: none"> <li>• Hayes Square Play Park → Hayes Square Play Space</li> <li>• Ingrams Sports Pitches → Ingrams Sports Centre</li> <li>• Phase 3 Country Park Play Area → Stone</li> </ul>	<p>Cranbrook Town Council have requested that these dog exclusion areas have been renamed.</p>	<p>60% of respondents agreed</p> <p>40% of respondents disagreed</p>	No public comments		<p>It is recommended that the Cabinet agree the new controls</p>

<p>Meadow Play Space</p> <ul style="list-style-type: none"> <li>Crannaford Allotments Play Area → Crannaford Allotments Play Space</li> </ul> <p>New dog exclusion requirements at Cranbrook</p> <ul style="list-style-type: none"> <li>Platinum Park Play Area</li> <li>Wheeled Sports facility (Skatepark) off Tillhouse Road</li> </ul> <p>New dog on lead requirements at Cranbrook</p>	<p>There is a newly built Play Area and Sports facility at Cranbrook as part of residential expansion.</p> <p>Dog exclusion requirements covering these areas will prevent dogs coming into contact with children and young people.</p>		<p>Dogs should be on leads in public playing fields and public open spaces.</p> <p>In play areas yes but not nature reserve if owner has good control over dog</p> <p>Playparks, skate parks,, etc. should clearly be free from dogs. As for allotments, that decision should rest with the allotment holders rather than the general public, who will normally have no access to them.</p>		
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<ul style="list-style-type: none"><li>• Access path leading to Wheeled Sports Facility (Skatepark) off Tillhouse Road</li><li>• Cranbrook Nature Reserve, Great Meadow area south west of river</li></ul>	<p>Cranbrook Town Council has requested that Cranbrook Nature Reserve is renamed 'Cranbrook Nature Reserve, Great Meadow area south west of river' and is changed from a dog exclusion area</p>		<p><i>Cranbrook Nature Reserve is huge and to say you have to keep dogs on leads there is too much of an ask. Its a wonderful space for dogs if the owners are disciplined and considerate and responsible.</i></p>		
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	<p>to a dog on lead area.</p> <p>This will allow the area to be accessed by people with dogs.</p>				
<p>New dog-on-lead requirements in Exmouth</p> <ul style="list-style-type: none"> <li>• The Maer</li> <li>• Donkey Field in Exmouth</li> </ul>	<p>Dog on lead requirements at The Maer and Donkey Field will help to keep dogs under closer control and prevent dog fouling.</p>	<p>34% of respondents agreed</p> <p>66% of respondents disagreed</p>	<p><i>In eight years we have never seen a problem on the Maer and would strongly object to this being a lead-only area as it would affect many local residents. No harm is being done but is a wonderful facility for dog owners who pay their council taxes; occasional problems with dog waste occur during the summer but this could be addressed by more signage in the parking areas frequented by motorhomes and surfer camper vans.</i></p> <p>So many elderly people use the Maer, on lead in that area will never be adhered to. Although the pollution may put people off!</p> <p>I believe dogs should not have to be on a lead on the Maer recreation ground.</p> <p>The maer or the donkey field at foxholes should not be made into on lead only areas.</p>	<p>The public response is not in favour of requiring dogs on leads and existing anti-social behaviour legislation can be used to manage dog related issues as</p>	<p>It is recommended that the Cabinet does not agree this new requirement for either location.</p>

				reported to the Council.	
Removal of dog-on-lead controls on designated footpaths in Honiton	Removal of dog on lead requirements at designated footpaths will enable consistency with all other towns in East Devon.	50% of respondents agreed  50% of respondents disagreed	<p>All public areas should be dogs on lead only to protect vulnerable people - the old, young, disabled and animal phobic. There should be designated dog exercise areas - where they can be off lead - otherwise on lead.</p> <p>The proposed regulations are too strict, if a dog has been trained well it doesn't need to be on a lead all the time. My dog will heel perfectly and behave as if she of on a lead..</p>	There is no evidence to suggest there is an issue with dogs off lead on designated footpaths in Honiton and this restriction should be removed to ensure a consistent approach across the district. Existing anti-social behaviour legislation can be used to manage dog related issues as reported to the Council	It is recommended that the Cabinet remove the dog-on-lead controls

<p>New dog exclusion rule at Kilmington Recreation Ground between 10am and 6pm from 1 May to 30 September.</p>	<p>Current dog on lead requirements were put in place in December 2024 following a public consultation.</p> <p>Since December 2024, Kilmington Dog Walkers Association have requested that the dog on lead requirement is changed to a dog exclusion requirement between 10am and 6pm from 1 May to 30 September. This will allow dogs to be exercised on</p>	<p>51% of respondents agreed</p> <p>49% of respondents disagreed</p>	<p>Specifically, referring to the Kilmington playing fields it's time to finally put the issue of dogs on the field to rest. During recent years there have been consultations managed by the council which confirmed that dogs must be on leads when on the field - primarily to protect children's health, prevent aggression and reduce mess. There is evidence that this widely consulted and communicated condition is being compromised by a few dog owners. Is it not now time for a simpler, more effective solution and stop all dogs from using the playing field. We live in the countryside, where there is ample space for dog walking without encroaching on a shared recreational area. Maintaining a clear, consistent rule would be in the best interests of all residents. Proposals to open the fields during specific times invalidates all the efforts of past consultations, ignores the health of children, the aggression experienced by some and the mess created.</p> <p><i>I have serious concerns for the children of the village and the pupils of our local Primary school being adversely affected by any change.</i></p> <p><i>When the Dogs on Leads was eventually passed by Council, in 2024, after the omission earlier, the main concern was for the children being afraid of dogs running loose if they came into the field to play. For children to use the actual Play Area they have to go across the field from both of the entrance gate to the Playing Field.</i></p> <p><i>The importance of outdoor play and exercise for young children is paramount in their developments; the children are priority over the dogs running freely at Kilmington Playing Field. Thank you</i></p> <p>Villagers need this space to exercise their dogs safely off lead . The cricket club have taken over this park and people are intimidated by them to not use it . The park belongs to all residents. Previous votes have included non residents. Consultation meetings in the village hall have been unfair and people intimidated and scared to speak out against the dogs on lead issue. A compromise must be allowed</p>	<p>Residents living within the vicinity of Kilmington Recreation Ground were sent a letter to make them aware of the public consultation.</p> <p>Kilmington Primary School do not agree with the proposed change.</p> <p>Kilmington Parish Council do not agree with the proposed change.</p> <p>Kilmington Cricket Club do not agree with the</p>	<p>It is recommended that the Cabinet agree to keep the current controls in place.</p>
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	<p>the field outside of these times.</p>		<p>A compromise is the way forward to promote the well being of all ages of residents in Kilmingon to enjoy the playing field. There are no alternative areas in Kilmingon that the elderly, people with reduced mobility and disabled residents can access safely and exercise their dogs off lead and meet like minded people. This helps with the wellbeing of the elderly residents who enjoy the company of their pet dog and live on their own. It is a lovely green space that should be used by all residents of Kilmingon, which was the intention of the Arthur Hitchcock Charity Object.</p> <p>Kind regards *** Personal details have been removed ***</p> <p>Good compromise</p> <p>My concerns are the same as ever, that the use of our village amenities by our school and youngsters will be adversely affected if the Dogs on Leads restrictions are removed. The strong feelings in the last application were that dogs running loose were frightening children and parents, carers and older villagers using the field. This was because due to the circumstances of Covid etc. far more dogs were on the field. In order to get to the Play Area, with its No Dogs restrictions, the children have to cross the Playing Field from the two entrance gates. There is great concern about the health and development of our youngsters being in a very poor state.....restricting their freedom to run, grow and develop easily and enjoy using Kilmingon Playing Field will be taken away if the new proposal is implemented. Are the needs of our youngsters being suppressed and overlooked by the attention given to dogs running freely?</p>	<p>proposed change.</p>	
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Yvette Turner

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Mobile: 07894327861

Dear Alice Gill

My name is Yvette Turner and I represent the Kilmington residents dog walking group and 156 signatures from residents of Kilmington.

Evidence to support the compromise.

1. 156 signatures from the residents of Kilmington. The residents were unhappy when the original PSPO with restrictions for dogs on leads was put on Kilmington playing field, May 2023. They were only aware the PSPO had been applied for and approved in April 2023 when it was too late to object. The object of the Arthur Hitchcock Charity Trust is for residents of all ages to enjoy the space and help promote wellbeing and mental health, the compromise is the way forward.
2. Home Office Antisocial Behaviour, Crime and Policing Act 2014, Antisocial behaviour powers, Statutory guidance for frontline professionals, revised in March 2023, page 69. The guidelines have not been taken into account when considering PSPO restrictions on Kilmington Playing field since 2022 when it was first applied for. There are no alternative areas for the elderly, people with reduced mobility and disabled residents to access and safely exercise their dogs off lead.
3. The object of the Arthur Hitchcock Charity Trust states: Facilities for recreation and other leisure times pursuits, with the object of improving the quality of life of inhabitants.
4. The Alfred Hitchcock Charity Trust Trustees emailed EDDC Environmental in October 20222 to request the PSPO. No evidence was presented to support this.
5. Pictures show that playing field use has been dominated by the cricket club. The cricket pitch is fenced off to prevent damage by children and dogs.
6. A log of dog/wild animal faeces has been recorded twice daily April 2023 – March 2025. This clearly shows there has never been a problem with dog fouling as stated by the Trustees of the Arthur Hitchcock Charity Trust when the PSPO was applied for in 2022.

The compromise is the way forward to suit all ages of Kilmington residents. The school and cricket club only use the playing field during the Summer.

Not all outdoor activities that keep people healthy in body and mind are organised sport. Dog walking is carried out 365 days a year in all weathers. There are NO alternative areas in Kilmington to exercise dogs safely off lead that can be ACCESSED SAFELY for elderly, disabled and people with reduced mobility.

Kind Regards



Yvette Turner

On behalf of the Kilmington Dog Walking Group and 156 signatures from the residents of Kilmington

<p>New dog-on-lead requirements in Sidmouth</p> <ul style="list-style-type: none"> <li>• The Byes</li> <li>• Sidmouth Cemetery, Temple Street</li> </ul>	<p>Dog on lead requirements at The Byes and Sidmouth Cemetery will help to keep dogs under closer control, particularly at The Byes which is frequently used by cyclists, and to prevent dog fouling.</p>	<p><b>The Byes</b> 23% of respondents agreed 77% of respondents disagreed</p> <p><b>Sidmouth Cemetery</b> 90% of respondents agreed 10% of respondents disagreed</p>	<p>Sidmouth TC responses:</p> <p>1)The PSPO as proposed for Sidmouth Cemetery be fully supported with additional clear and suitable signage erected to support.</p> <p>2) The PSPO for the Byes be not supported. Members felt that clearer and more appropriate signage should be introduced by EDDC and DCC along the footpaths and shared path/cycleway.</p> <p><i>The Byes- the dogs should be allowed off the leads in The Byes. Most people over the 22 years we have had dogs who have enjoyed their walk on The Byes, have enjoyed their company as some people cannot afford a dog or a bike.</i></p> <p>there are a massive number of dog owners whose dogs do not cause any problems yet you will penalise these people.</p> <p>The rest of the byes is an open area where dogs can safely run off lead and it should be left that way. Its a really valuable asset for people with pushchairs and dogs to walk, and those dog owners with mobility issues, who struggle to walk dogs freely on the coast path and hills</p> <p>Socialising dogs OFF THE LEAD is an important part of training and welfare experience for humans in charge. No extra restrictions are necessary in the "Byes Area".</p> <p>In total agreement especially The Byes which is a very busy area with dogs often not under control and causing a hazard. However my concern is how will this be policed. Area of The Byes which this covers needs to be defined, e.g. does it exclude Gilchrist and Margaret's Meadow.</p> <p>In the cemetery they should be on a lead - respect is required! In the Byes they should be under control.</p>	<p>Existing anti-social behaviour legislation can be used to manage dog related issues as reported to the Council</p>	<p>It is recommended that the Cabinet agree to the new dog on lead requirement for Sidmouth Cemetery only.</p>
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			<p>Vision for Sidmouth responded requesting that dogs be on leads within the cemetery.</p> <p>The Byes is a very long-standing general public and dog-walkers free space, bequeathed for the enjoyment of all, where responsible dog owners can allow their dogs to run off lead without annoying or endangering anyone. The freedom to use this space accordingly by the majority of responsible dog owners should not be restricted just because of a minority of irresponsible dog owners who do not know how to control their own dogs. Such poor behaviour can be dealt with already under existing bylaws.</p>		
<p>Further requests during consultation:</p> <p>Clyst Honiton Parish Clerk has requested that dog exclusion requirement for Clyst Honiton play park is extended to whole field.</p>	<p>Play equipment no longer enclosed in field.</p> <p>Signage already in place suggesting dog exclusion requirements relate to whole field.</p>		<p>The Clyst Honiton PSPO Area is described in the Order as being the play area in the field, which was because it had an enclosed set of play equipment. The new play facilities are now not enclosed within the field, so perhaps the description should relate to the whole field rather than to a non-existent 'play area'. It has always been understood that the Order referred to the field and the EDDC signage is on the gate</p> <p>indicating it relates to the field so it is proposed to bring the PSPO wording in line with practice.</p>	<p>This play area was originally enclosed and excluded dogs. Now there is no enclosure and we would recommend further public consultation for a proposal to exclude dogs from the playing field</p>	<p>Recommend the Cabinet do not agree this change until a further public consultation has taken place.</p>

				or dogs on leads.	
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**2. Table of Proposed Changes, Consultation Responses and Recommendations Control of Seashores and Promenades Order**

Existing requirement	Consultation Response	Public Comments	Officer Comment	Recommendation
<p>A person who is in control of a dog and allows it to remain off the lead within a dog on lead area unless they have a reasonable excuse and if the owner, occupier or authority having control of the land has consented shall be guilty of an offence</p>	<p>81% of respondents agreed 19% of respondents do not agree</p>	<p>All dogs that are well-trained, safe, and under control should be allowed off-lead, not just those falling into narrowly defined categories. Responsible dog ownership should be the guiding principle, rather than limiting privileges to a select few. Allowing dogs the freedom to exercise and explore off-lead when it's safe to do so contributes significantly to their physical and mental well-being. A happy, well-exercised dog is a calmer, safer dog, which benefits both the animal and the wider community</p> <p>No person should be guilty of an offence just for having their dog off-line, the way we're going we will have a community full of restrictions and unhappy angry dogs...</p>	<p>This is a continuation of the existing requirement of the Dog Control PSPO 2023.</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place</p>

		<p>Fully support these measures but they need an enforcement officer and large visible signage.</p> <p>All dogs should be on leads at all times no exceptions . as a regular beach user in the summer we have come across irresponsible dog owners that let their dog run all over our stuff and urinate on our beach towel and this is not a one off . over the last few years the dog mess has been increased on the beach and people not picking up after their dogs.</p>		
<p>A person who is in control of a dog and if, between 1st May and 30th September, takes the dog onto the seashores within the administrative district of East Devon unless they have a reasonable excuse and if the owner, occupier or authority having control of the land has consented shall be guilty of an offence</p>	<p>69% of respondents agreed 31% of respondents disagreed</p>	<p>This regulation is far too strict. Cornwall have much more sensible times for dogs on beach. July and August dogs acceptable on beach after 6 or 7pm.</p> <p>Fully support these measures but they need an enforcement officer and large visible signage.</p>	<p>This is a continuation of the existing requirement of the Dog Control PSPO 2023.</p>	<p>It is recommended that the Cabinet agree this requirement in respect of all districts beaches other than Exmouth beach.</p>

<p>A person who provides or deposits food for the consumption by seagulls onto the promenades, beaches and/or foreshore within the administrative area of East Devon District Council unless he has reasonable excuse shall be guilty of an offence</p>	<p>92% of respondents agreed  8% of respondents disagreed</p>	<p>Seagulls are a know hazard and feeding them must be discouraged</p>	<p>This is a continuation of the existing requirement of the Dog Control PSPO 2023.</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place</p>
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<b>Proposed change</b>	<b>Consultation Response</b>	<b>Public Comments</b>	<b>Officer Comment</b>	<b>Recommendation</b>
<p>Amendments to the groups of people exempt from being guilty of an offence including people who are registered blind, people with disability affecting mobility etc, people with a dog trained by prescribed charity, people in charge of a police or fire dog, person in charge of a working dog.</p>	<p>83% of respondents agreed 17% of respondents disagreed</p>	<p>I can see no logical reason why the blind or otherwise physically disabled should be exempt from keeping dogs on leads in the relevant areas; whilst dogs for the blind and other assistance dogs are almost guaranteed to be on leads or harness anyway whilst accompanying their charge, ANY free-roaming unwatched dog still deposits dog mess which pedestrians then step in, regardless of it's working status. Having all dogs on</p>	<p>A separate Equality Impact Assessment has been completed and forms part of this Cabinet Report.</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place</p>

		<p>leads offers some level of responsibility of their behaviour/mess by their owner, whether able-bodied or not.</p> <p>A disabled person should not be exempt in dog exclusion areas.</p> <p>A working dog could be misinterpreted as a livestock working dog i.e. collies retrievers springers etc.</p> <p>Generally agree but disagree with the exception for hunting dogs.</p> <p>Under term 2. many people may misuse the term "disability" then use discrimination against those whom are policing the areas</p>		
Exmouth	1.	I totally oppose the idea of allowing dogs on the	The introduction of a timed exclusion for Exmouth beach	

	<p>Keep current seasonal dog exclusions as they are -  <b>48% of respondents agreed</b>  <b>52% of respondents disagreed</b></p> <p><b>2.</b>          Require dogs to be excluded from all areas of the beach between 1 May and 30 September  <b>33% of respondents agreed</b>  <b>67% of respondents disagreed</b></p>	<p>beach in the summer. If a dog relives itself at 9:30, the beach is still polluted at the 10 am. Dog owners will ignore the bylaw (as they do currently) and the council won't enforce them (as they don't currently).</p> <p><i>People who are scared of dogs should have the option of enjoying areas from which dogs are excluded for at least an equal amount of time as dog lovers have access. Eroding the exclusion first thing in the morning and at the end of the day is a slippery slope to allowing dogs on Exmouth beach for increasing amounts of time.</i></p> <p>There are plenty of places to walk dogs, the Maer, Estuary recreation ground and beach 365 days a year. Dog owners do not consider that not everyone wants a dog charging towards you and jumping up at you, this is especially frightening for young children who may not be any taller than the dog.</p>	<p>will limit the time that dogs are allowed on the beach as a whole and exclude them from the entire beach during the peak usage times and will enable more effective enforcement to be targeted during the exclusion times and will eliminate confusion as to where on the beach dogs are allowed. The timed exclusion are not considered to have a negative impact the Blue Flag status as the time dogs will be accessing the beach has been reduced, enforcement will be more targeted and effective and we are aware of Cornwall Councils beaches with timed dog control not being adversely affected in their Blue Flag applications</p> <p>The proposed restrictions on dog walking at Exmouth beach are intended to manage dogs more effectively during the tourist season and address anti-social behaviour. This could lead to displacement of dog walkers to the Pebblebed Heaths, potentially</p>	<p><i>Officer recommendation: Option 3 (timed access to whole beach in bathing season)</i></p> <p><i>Overview Committee Recommendation: That Cabinet approves three new East Devon Public Spaces Protection Orders for 2026 as attached to the report, with the exception of the PSPO for Exmouth seafront which the Overview Committee recommends should remain as it currently stands and that further consultation should be undertaken, if necessary, with a view to extending and clearly defining the areas where dogs are either permitted or prohibited.</i></p>
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	<p>3.          Allow dogs on all areas of Exmouth beach before 10.00 and after 18.00 between 1 May and 30 September  <b>60% of respondents agreed</b>  <b>40% of respondents disagreed</b></p>	<p>There is a risk of toxicaris to young children even if the dog owner clears up the mess.</p> <p>As the have the run of the beach in winter months, I would request no dogs on the beach in summer.</p> <p>My preference would be to allow dogs in all areas between 10 and 18:00 and in some areas all day.</p> <p>The Orcombe end can get very crowded at times of high tide and the proposal for before 10am and after 6pm would allow people to spread out walks and ease congestion for people with nervous dogs.</p> <p>The current dog exclusion areas allow dogs on some of the most popular and most pleasant areas of the</p>	<p>increasing pressure on protected habitats and species.</p> <p>Key factors that help mitigate this risk include:</p> <ul style="list-style-type: none"> <li>• <b>Timed beach access:</b> Dog walking will still be permitted before 10am and after 6pm. Monitoring by Environmental Health suggests these are the peak times for local dog walkers, with minimal use recorded between 10am–6pm (typically the hottest part of the day and when many people are at work).</li> <li>• <b>Devon Loves Dogs:</b> Our free responsible dog walking initiative has been running since 2017 and is very active on the heaths through guided walks, pop-ups, and outreach events.</li> <li>• <b>Wildlife Wardens:</b> Regular gazebo “pop-ups” and patrols, especially in summer, provide on-site engagement and education.</li> <li>• <b>Improved infrastructure on the Heaths:</b> Investment in signage, car</li> </ul>	
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	<p>4. Remove all restrictions relating to seasonal dog exclusion areas <b>28%of respondents agreed</b></p>	<p>beach. Many owners also ignore the restrictions or pretend not to be aware of them. A blanket ban would remove that excuse. The morning and evening permission has been suggested already but would simply lead to families finding dog mess on the beach in the mornings or cause harassment to those visiting the beach in the evenings.</p> <p>The current seasonal exclusions work well for the 75% of dog walkers who adhere to them. Every year, when I walk the beachfront at least twice daily, there are regular locals who disregard the notices, holiday makers/visitors who pay no attention. I saw nobody enforcing the exclusion areas at all last year.</p> <p>The council should consider removing the seasonal ban for the area</p>	<p>parcs, and waymarked routes helps guide visitors to less sensitive areas.</p> <ul style="list-style-type: none"> <li>• <b>Public awareness:</b> Promotion of the “Pebblebed Dog Code” and DLD’s “Four Paws Code” supports responsible behaviour.</li> <li>• <b>Ongoing outreach:</b> Social media and newsletters continue to raise awareness about wildlife and responsible dog ownership.</li> </ul> <p>In the longer term, we are working with partners to deliver Suitable Alternative Natural Greenspace (SANG) in and around Exmouth. These will be designed with dog walking in mind and should help reduce pressure on the heaths.</p> <p>The District Ecologist has confirmed that a Habitats Regulation Assessment is not required.</p> <p>No comment received from Exmouth Town Council. Minutes from Full Council meeting 7<sup>th</sup> April indicated that Councillors would</p>	
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	<p><b>72% of respondents disagreed</b></p>	<p>from the new lifeboat station to Orcombe Point. This is needed to provide space for the many residents and holiday makers who acquired dogs during Covid.</p> <p>I would like to see dogs allowed on all areas of Exmouth beach throughout the year. As a compromise a ban in the current area between 11am and 6pm would seem more practical. This would encourage tourists with dogs to areas with shops, cafes etc and potentially boost trade.</p> <p>All dogs should be banned all year</p> <p>Dogs should be banned from the main sections of the beach (&amp; it be enforced). Too many people allow their dogs to roam free without supervision and do not pick up their mess. It is not</p>	<p>comment individually through the consultation process.</p>	
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		<p>acceptable for people to sit on the beach amongst the mess and have children playing in the sand. Restricting them to the Orcombe Point end is not a hardship as it is a large area. Not everyone likes dogs and they are a danger when allowed to run free. A friend of mine was knocked off her feet by a large boisterous dog and the owner could not have cared less.</p>		
<p>Budleigh</p>	<p>1. Keep the current seasonal dog exclusion areas as they are <b>54% of respondents agreed</b> <b>46% of respondents disagreed</b></p> <p>2. Require dogs to be excluded from all areas of the beach between 1 May and 30 September <b>40% of respondents agreed</b></p>	<p>Dogs should be allowed on a lead under control but not off leads</p> <p>Just exclude dogs from the current excluded area between 10am and 6pm</p> <p>dogs should be banned all year</p> <p>Allow dogs on all areas of the beach before 10:00 am and after 6:00 pm between May and September.</p>	<p>The majority of respondents agreed that the current PSPO seasonal dog restrictions for Budleigh should remain in place.</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place</p>

	<p><b>60% of respondents disagreed</b></p> <p><b>3.</b> Remove all restrictions relating to seasonal dog exclusion areas</p> <p><b>36%of respondents agreed</b></p> <p><b>64% of respondents disagreed</b></p>	<p>Allow access between 10:00 and 6:00 pm May to September.</p> <p>Extend the exclusion to include April and October</p> <p>It works fine as it is.</p> <p>Allow dogs on beach all year round and in summer months until 10am</p>		
<p>Sidmouth</p>	<p><b>1.</b> Keep current seasonal dog exclusions as they are</p> <p><b>53% of respndents agreed</b></p> <p><b>47% of respondents disagreed</b></p> <p><b>2.</b> Require dogs to be excluded from all areas of the beach between 1 May and 30 September</p>	<p>Make any restriction between 10am and 6pm in the summer as they do in Cornwall. This is good for tourism too.</p> <p>dogs should be banned all year</p> <p>It seems unfair to restrict dogs from all Sidmouth beaches and a restricted access beach such as the one near the lifeboat</p>	<p>The majority of respondents agreed that the current PSPO seasonal dog restrictions for Sidmouth should remain in place</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place</p>

	<p><b>38% of respondents agreed</b>  <b>62% of respondents disagreed</b></p> <p>3.  Remove all restrictions relating to seasonal dog exclusion areas</p> <p><b>32% of respondents agreed</b>  <b>68% of respondents disagreed</b></p>	<p>station or Jacobs Ladder might be suitable.</p> <p>I would much prefer Sidmouth to be dog friendly, the tide comes in and out often and therefore there isn't much room. The dogs need some sand, and aren't given much, whereas people can move to the pebbles. Dogs should be allowed on the sandy far right part of the beach.</p> <p>No dogs at all at any time</p>		
<p>Beer</p>	<p>1.  Keep current seasonal dog exclusions as they are</p> <p><b>55% of respondents agreed</b>  <b>45% of respondents disagreed</b></p> <p>2.  Require dogs to be excluded from all areas of the beach</p>	<p><i>There is a real need for the proposed change to all dogs being on leads throughout the season and potentially the year on Beer beach.</i></p> <p><i>There are numerous people who believe that having their dog within their proximity is classed as having it under control however this is far from the case. Also since dogs were allowed off the lead following recent changes, there has been a significant amount more of dog faeces present across the beach presenting a risk to public health.</i></p>	<p>A higher proportion of respondents agreed that the current PSPO seasonal dog restrictions for Beer should remain in place, compared to the proportion of respondents who agreed that dogs should be kept on a lead from a point immediately below the access path at Sea Hill on the beach to the edge of the cliffs in the east between 1 May and 30</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place</p>

	<p>between 1 May and 30 September</p> <p><b>44% of respondents agreed</b></p> <p><b>56% of respondents disagreed</b></p> <p><b>3.</b></p> <p>Require dogs to be kept on a lead from a point immediately below the access path at Sea Hill on the beach to the edge of the cliffs in the east between 1 May and 30 September (in addition to the seasonal dog exclusion area)</p> <p><b>51.5% of respondents agreed</b></p> <p><b>48.5% of respondents disagreed</b></p> <p><b>4.</b></p> <p>Remove all restrictions relating to seasonal dog exclusion areas</p> <p><b>35% of respondents agreed</b></p> <p><b>65% of respondents disagreed</b></p>	<p>Make the restrictions between 10am and 6pm. Easy for everyone to understand.</p> <p>Exclude dogs in current exclusion areas between 8am and 8pm</p> <p>Dogs should not have to be kept on a lead especially if they aren't allowed on the full beach. Having a designated area of the beach where dogs have to be kept on leads to limit dog interaction with the non-dog people is a more appropriate answer.</p> <p>Dogs should be kept on lead at all the time</p>	<p>September (in addition to the seasonal dog exclusion area).</p> <p>No comments received from Beer Parish Council.</p>	
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Seaton	<p>1. Keep current seasonal dog exclusions as they are <b>56% of respondents agreed</b> <b>44% of respondents disagreed</b></p> <p>2. Require dogs to be excluded from all areas of the beach between 1 May and 30 September <b>42% of respondents agreed</b> <b>58% of respondents disagreed</b></p> <p>3. Remove all restrictions relating to seasonal dog exclusion areas <b>33% of respondents agreed</b> <b>67% of respondents disagreed</b></p>	<p>Dogs should be prohibited from the east walk beach seasonally. Dogs should be on leads on all promenades at all times year round</p> <p>Restrict dogs between 10am and 6pm in the summer. Good for tourism too.</p> <p>Too many people have dogs, and too many of those dog owners don't appear to be responsible. As a non dog owner, I'm tired of walking along the beach and/or sea front promenade dodging the faeces not collecting, or stains and smears left after people have collected after their dogs. Dogs should be on leads as a minimum, or banned from the area entirely.</p> <p>Allow dogs before 8am and after 8pm</p>	The majority of respondents agreed that the current PSPO seasonal dog restrictions for Seaton should remain in place	It is recommended that the Cabinet agree to keep the current control remains in place

		<p>Lots of visitors bring their dogs on holiday and they often cannot leave them in hotels/B&amp;Bs etc. They also cannot leave them in hot cars. Retaining the specific area of the beach where dogs can go means other people can use the other part of the beach. Hopefully that keeps everyone happy, especially our canine friends.</p>		
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### Appendix 3. Table of Proposed Changes, Consultation Responses and Recommendations

#### Control of Anti-Social Behaviour and the Consumption of Intoxicating Substances (Exmouth) Order

Existing requirement	Consultation Response	Public Comments	Officer Comment	Recommendation
<p>If a person does not surrender any intoxicating substance including alcohol in their possession when requested by an authorised officer if:</p> <ul style="list-style-type: none"> <li>• They are found to be ingesting, inhaling, injecting, smoking or otherwise using intoxicating substances</li> <li>• They are in possession of such intoxicating substances with the intent of using such intoxicating</li> </ul>	<p>89% agreed 11% disagreed</p>	<p><i>It should be possible to drink alcohol in moderation within the area.</i></p> <p>I do think that the responsible drinking say, beer or lager at an event such as a barbecue on the beach needs to be proportionately handled if there is no littering</p> <p>Alcohol should be allowed and only siezed if people are being irresponsible and abusive</p> <p>The suggestions are overly restrictive. People should be able to enjoy an alcoholic drink on the beach. Just because a minority cause a problem this should not be used as an excuse to penalise everyone. The solution is to deal</p>	<p>This is a continuation of the existing requirement of the Control of Anti-Social Behaviour and the Consumption of Intoxicating Substances (Exmouth) Order</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place</p>

<p>substances within this area, or</p> <ul style="list-style-type: none"> <li>The authorised person has reasonable grounds to believe that such person is using or intends to use the intoxicating substance within the said area.</li> </ul>		<p>with drunks and problem drinkers not to penalise people simply responsibly enjoying a trip to the beach.</p>		
<p>if a person at any times in a street or public space urinates or defecates they shall be guilty of an offence</p>	<p>94% agreed 6% disagreed</p>	<p>If a person found urinating discretely in a public space due to there being no toilets nearby then they should not be penalised. Many elderly folk have bladder problems and can be caught out unexpectedly.</p> <p>My concerns are closures of public toilets ??</p> <p>As you are in process of closing most of the public toilets, public urination is already a problem.</p>	<p>This is a continuation of the existing requirement of the Control of Anti-Social Behaviour and the Consumption of Intoxicating Substances (Exmouth) Order</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place</p>

<p>If a person at any times in a street or public open space makes unsolicited or unauthorised requests for money whether expressly requested or impliedly requested from persons not known to them they shall be guilty of an offence</p>	<p>91% agreed 9% disagreed</p>	<p>homeless should still be able to beg, they have no other choice.</p> <p>Some of these things are already criminal offences so why are they not dealt with in this way?</p>		
<p>If a person at any time in a street or public open space behaves individually or in a group in a manner which has resulted or likely to result in a member of the public being intimidated, harassed, alarmed or distressed they shall be guilty of an offence</p>	<p>97% agreed 3% disagreed</p>	<p>Who is going to police these? What about anti social behavior on the beach? As beach cleaner on a Sunday bags and bottles with urine and other waste are often found.</p> <p>You can't stop people drinking or having fun, this is not a theological or fascist country. Providing you aren't breaking any other law, there is no reason for to stop them. You want to stop littering and antisocial behaviour start by investing in youth activities and an active police presence.</p>	<p>This is a continuation of the existing requirement of the Control of Anti-Social Behaviour and the Consumption of Intoxicating Substances (Exmouth) Order</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place</p>

<p>If when asked by an authorised officer, a person shall be guilty of an offence if they do not disperse away from that group of people.</p>	<p>94% agreed 6% disagreed</p>	<p>No public comments</p>	<p>This is a continuation of the existing requirement of the Control of Anti-Social Behaviour and the Consumption of Intoxicating Substances (Exmouth) Order</p>	<p>It is recommended that the Cabinet agree to keep the current control remains in place</p>
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Proposed change	Justification	Consultation Response	Public Comments	Officer Comment	Recommendation
<p>The Order states that a person shall be guilty of an offence, if at any time in a street or public space, he does not surrender any intoxicating substance including alcohol in their possession when requested by an authorised officer.</p> <p>Exemptions apply in cases where the substances are used for a valid and demonstrable medicinal</p>	<p><b>To prevent discrimination against certain groups.</b></p>	<p><b>77% of respondents agreed</b> <b>23% of respondents disagreed</b></p>	<p><i>The law should be applied in the same way for anyone who offends regardless of reason.</i></p> <p>There should be no exemptions in public places</p> <p>I disagree with exemptions on cultural or religious grounds.</p>	<p>The change to the exemptions will ensure that the Council fulfils its equality and diversity responsibilities.</p>	<p>It is recommended that the Cabinet agree to this amendment.</p>

<p>use, given to an animal as a medicinal remedy, are cigarettes or vaporisers (tobacco products), or are food stuffs regulated by food safety legislation, or where the use of the intoxicating substances falls within the curtilage of a premises licenced for the sale and consumption of alcohol, and within the operating hours of such.</p> <p>We are proposing to make people who possess substances that are used for recognised cultural or religious practices exempt from offences under this Order.</p>					
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Report to: Cabinet



Date of Meeting 3 December 2025

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/A

## **Response to the Woodbury Parish Neighbourhood Plan Submission**

### **Report summary:**

Woodbury Parish Council (as 'Qualifying Body') has formally submitted their proposed Neighbourhood Plan for the parish of Woodbury to the District Council (as Local Planning Authority). The purpose of the report is to formally agree the response by this Council to the submission.

The Neighbourhood Planning (General) Regulations 2012 (Regulation 16) require the District Council to formally consult on the Plan for a minimum of 6 weeks. At this stage, the District Council can also comment on the Neighbourhood Plan.

Officer observations on the proposal are set out at the end of this report and members are asked to endorse these as the formal response of this Council. The comments of this Council together with all other comments received during the consultation will be submitted to an independent Examiner who will inspect the Plan against a series of conditions that must be met for it to proceed.

### **Is the proposed decision in accordance with:**

Budget Yes  No

Policy Framework Yes  No

### **Recommendation:**

(1) That Cabinet note the formal submission of this first neighbourhood plan for the parish of Woodbury and congratulate the producers of the plan on reaching this milestone.

(2) That Cabinet agree that the proposed representation set out at paragraph 1.22 and Annex 1 in this report is made in response to the consultation.

### **Reason for recommendation:**

To ensure that the view of the District Council is formally recorded and informs the consideration of the Neighbourhood Plan by the independent Examiner.

Officer: Angela King Neighbourhood Planning Officer. Email: [Angela.King@eastdevon.gov.uk](mailto:Angela.King@eastdevon.gov.uk), Phone: 01395 571740

Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate

- Environment - Operational
- Finance
- Place, Infrastructure and Strategic Planning
- Sustainable Homes and Communities

### **Equalities impact** Low Impact

Neighbourhood Planning is designed to be inclusive and extensive consultation is a fundamental requirement. The Neighbourhood Plan has gone through a number of consultations with the community over the period of its preparation and has been advertised in a variety of formats to increase accessibility. All electors are invited to vote on a neighbourhood plan in a local referendum before it can come into force.

### **Climate change** Low Impact

**Risk:** Low Risk; There is a risk that the Neighbourhood Plan could fail the examination if it is considered to conflict with the Basic Conditions to which all plans must comply.

**Links to background information** [The Localism Act](#); [Plain English Guide to the Localism Act](#); [National Planning Policy Framework \(2024\)](#); [Neighbourhood Planning Regulations](#); [Neighbourhood Planning Roadmap Guide](#); [East Devon Neighbourhood Planning webpages](#); [Woodbury Parish Neighbourhood Plan webpage](#); [Bishops Clyst Neighbourhood Plan \(Made, 2017\)](#); [Proposed Woodbury Parish Neighbourhood Plan](#); [Consultation Statement](#); [Basic Conditions Statement](#); [Environmental Screening Opinion](#), [Legal Compliance Assessment](#)

### **Link to [Council Plan](#)**

Priorities (check which apply)

- A supported and engaged community
- Carbon neutrality and ecological recovery
- Resilient economy that supports local business
- Financially secure and improving quality of services

## **Report in full**

### **1.0 Background to the Woodbury Parish Neighbourhood Plan Proposal**

- 1.1 Woodbury Parish Council first started work on their Neighbourhood Plan in 2013, following approval of the whole of their parish as a Neighbourhood Area.
- 1.2 The neighbourhood plan has been prepared by a Steering Group of the Parish Council, which received initial support from a professional facilitator. The membership of the Steering Group has changed over time but has been led throughout by parish councillors with involvement of volunteers from the local community. The Parish Council have taken regular reports to their meetings to help ensure local people have been kept informed of progress and sought input and feedback to the plan at various points in its preparation. Latterly, this included consultation linked to the emerging new Local Plan proposals (in 2022) and conducting the formal pre-submission (Regulation 14 stage) consultation in 2024. As demonstrated in the submitted Consultation Statement the Parish Council has used a range of on- and off-line methods to facilitate engagement from different groups in the community.
- 1.3 The Consultation Statement comments on difficulties faced in relation to the momentum, resourcing and scope of the neighbourhood plan work over time. This refers to the changes in Steering Group members as well as the strategic planning context, which has seen

resources diverted at times into engaging with evolving strategic policies and proposals as well as with developers on speculative applications.

- 1.4 The village of Woodbury is assessed as a sustainable location for some growth under both the adopted and emerging Local Plans and there is an on-going level of development pressure here and elsewhere in the parish. Advancement of the emerging new Local Plan has reinvigorated the neighbourhood plan process in recent times to have more say locally on development decisions and associated infrastructure requirements/provision. Once the neighbourhood plan is made, the Parish Council will be eligible to receive an increased neighbourhood CIL proportion of 25% (rather than the standard 15%).
- 1.5 The Woodbury Parish Neighbourhood Plan aims to ensure 'the parish develops in a way that is sustainable economically, socially and environmentally', and that 'all parishioners enjoy living there and can share a strong sense of community'. The Plan includes 15 policies relating to housing, infrastructure, landscape and biodiversity, heritage, business uses and community spaces. In view of the allocations proposed under the emerging Local Plan, it does not propose any sites for development.
- 1.6 Prior to submitting their plan, under Neighbourhood Planning (General) Regulations 2012 (Regulation 14), Woodbury Parish Council held their own formal public consultation on a draft version of the plan. This ran for the required 6 week minimum, from 10 June 2024 to 22 July 2024. The comments made during this consultation, including informal comments by District Council officers, were reviewed by the Steering Group and, where they have considered necessary, changes made and agreed by the Parish Council to create the final version for submission. The submitted Consultation Statement provides more detail.
- 1.7 It should be noted that the plan proposal was initially submitted in March this year, but Officers assessed that the key supporting statements required more work to meet the minimum requirements set out in regulations. With officer advice and guidance, the submission was re-agreed by the Parish Council in September 2025.

### **Submission of the Woodbury Parish Neighbourhood Plan**

- 1.8 The formal submission of the Neighbourhood Plan from Woodbury Parish Council was accepted as legally compliant on 1<sup>st</sup> October 2025. The submitted Plan and its supporting documents are available to view on the [neighbourhood planning pages](#) of our website.
- 1.9 This is the twenty-ninth town/parish council in East Devon to formally submit a neighbourhood proposal, out of 42 which currently have a designated neighbourhood area. The Parish Council has received support from both the District Council, under our legal duty to support neighbourhood planning, and grant aid from the (now discontinued) Ministry for Housing, Communities and Local Government neighbourhood planning support programme.
- 1.10 The statutory regulations require that the District Council organise and undertake a minimum 6-week consultation on a plan when a compliant Submission is received. The consultation period is running for 6 weeks from 15 October 2025 to 27 November 2025. Due to the November meeting of Cabinet being an extraordinary meeting, draft comments from EDDC have been published in the Committee papers within this consultation period,

but the final formal response to be agreed and supplied to the examiner is subject to Cabinet approval.

- 1.11 The Plan proposal has been publicised via a [press release](#); EDDC e-news bulletins and social media; notice on the District Council website; emails sent to all Members and statutory consultees, including Devon County Council, Natural England, Historic England, the Environment Agency, and adjoining authorities. In liaison with the Parish Council, it has also been advertised in the local area, including on the Parish Council website and on noticeboards. Comments have been invited through our [online consultation portal, Commonplace](#), as well as provision made for responses to be submitted by email and post. Hard copies of the Plan have also been available on request and to view at our offices at Honiton and Exmouth and the Parish Council office at Woodbury.
- 1.12 One of the statutory roles of the District Council is to consider whether the Plan meets the legislative requirements, in production process terms. Cabinet has previously endorsed a protocol for District Council involvement into neighbourhood plans and in accordance with this protocol an officer review has been completed. Officer assessment is that the minimum legislative requirements are met, and a Legal Compliance statement published accordingly.

## **Neighbourhood Plan Examination and Referendum**

- 1.13 The next step following acceptance of a legally compliant submission and consulting on it, is independent examination of the proposal. In preparation for this, the District Council is in the process of appointing an 'appropriately qualified and independent examiner, in consultation with Woodbury Parish Council.
- 1.14 All responses from the Regulation 16 consultation (including any made by this Council) are forwarded to the Examiner who will consider them, by either written representations or at an hearing (if the Examiner decides one is necessary). The District Council is responsible for paying the costs of the examination but can recoup these expenses by claiming funding from Central Government of £20,000 once a date has been set for referendum, should the plan successfully pass examination. It should be noted that in this case the plan is only just considered to meet the minimum requirements as evidence is more limited and dated compared to some other plans and so there is a greater risk than usual that the plan may not pass examination, and the costs may not be recovered.
- 1.15 The Neighbourhood Plan examination is different to a Local Plan examination. The Examiner is only testing whether the plan meets the Basic Conditions and other relevant legal requirements – they are not testing the soundness of the plan or looking at other material considerations. The Examiner will be considering whether the plan :
- has appropriate regard to national policy and advice contained in guidance issued by the Secretary of State;
  - contributes to the achievement of sustainable development;
  - is in general conformity with the strategic policies in the development plan for the local area (*in terms of the Local Plan, this remains the adopted East Devon Local*

*Plan 2013-2031, although some consideration may also be given to the relationship with the emerging new Local Plan (2020-2042));*

- is compatible with human rights requirements;
- is compatible with any retained EU obligations.

- 1.16 As part of the Development Plan used in future planning decisions, it is in the interests of the District, Town and Parish Councils to produce high quality neighbourhood development plans, and the examination process helps to ensure this is achieved.
- 1.17 Following the examination, the Examiner's Final Report will set out the extent to which the draft plan proposal meets the Basic Conditions and what modifications (if any) are needed to ensure it does so. The Examiner has 3 options for recommendation:
- A. That the Plan meets the Basic Conditions and proceeds to referendum as submitted
  - B. The Plan is modified by the District Council to meet the Basic Conditions and then the modified version proceeds to referendum
  - C. That the Plan does not meet the Basic Conditions and therefore cannot proceed.
- 1.18 If the Examiner chooses A or B above, they must also consider whether the referendum area should be extended beyond the boundaries of the Plan area (this could be applicable if plan proposals could impact on a larger area). The Examiner's report must give reasons for each recommendation and contain a summary of its findings. It is the responsibility of the District Council, in liaison with the Parish Council, to decide what action to take in response to the recommendations of the Examiner.
- 1.19 Subject to successful examination and incorporation of any agreed modifications, the Plan will be subject to a referendum where everyone on the electoral roll (for the defined neighbourhood area) will have a right to vote for or against it. If at least half of votes cast support the Plan, then the District Council must 'make' (adopt) the plan to bring it into legal force.

### **Response to the Woodbury Parish Neighbourhood Plan Proposal**

- 1.20 It is important that the District Council comments on neighbourhood plans because eventually (if adopted) they form part of the statutory Development Plan for East Devon and must generally conform to the strategic policies of the Local Plan. Plans also gather weight as a material consideration in planning decisions as they advance through the stages of plan preparation. This report provides the recommended representation on the Plan for formal submission to the independent examination.
- 1.21 It should be noted that comments we make at this stage are primarily restricted to land use planning policy matters rather than other content on the Plan including supporting text or community actions and are made on the basis of:
- Do the draft neighbourhood plan policies comply with strategic policies in our adopted Local Plan and have appropriate regard to National Planning Policy?
  - Do we have concerns about policy given consideration of the relationship with our emerging new Local Plan (currently at Regulation 19 stage), or wider objectives of the Council?

- Are the policies workable and enforceable - could they be reasonably applied through the Development Management process? and
- Are they otherwise appropriate or desirable?

1.22 East Devon District Council comments on the Regulation 16 Submission Version of the Woodbury Parish Neighbourhood Plan are proposed as:

### **General Observations:**

Overall, our general observations on the plan are similar to informal officer feedback supplied at the previous Regulation 14 stage, noting that there have been relatively limited changes to the Plan between then and submission:

- the Plan is clearly presented and succinct which is welcomed, and we broadly support its objectives.
- policies would generally benefit from greater explanation, justification, and local specificity, including greater use of supporting maps. However, in many cases they are also not going beyond what national/local plan policies require.
- There are also objectives and requirements for development in the plan that are not translated into policy, but in some cases read as policy. If the intent is that they are policy, then they should be set out as such, if justified, otherwise, in combination with the above, this is likely to limit the effectiveness / influence of the plan in some contradiction to the expectation set out in plan paragraph 1.4 and 1.11.

We understand and support the renewed momentum by the Parish Council in getting their first neighbourhood plan to Submission stage in the context of on-going development pressures and likely future growth linked to national policy changes and the emerging Local Plan proposals. Naturally we will work hard to implement the plan and further its objectives however we support the Parish Council intention set out in the plan to considering an early review of the plan in 2029, which is set to be after adoption of the new Local Plan (expected 2027).

An early review and update could explore areas where fresh evidence could be gathered by the community to build on the current policy base of the neighbourhood plan and new Local Plan, for example, to identify important /valued views, spaces suitable for formal Local Green Space designation, identify non-designated heritage assets for protection, consider addition of a design code, refresh the housing needs evidence to support Policy 1 and potentially reconsider the possibility for inclusion of sites for development to meet local needs etc. Links could also potentially be made with the current work being undertaken with our Green Infrastructure team on identifying green spaces/SANGs and facilitating access to them, and our planned review of Conservation Areas.

In terms of longevity of the Plan, we note the Plan period for the neighbourhood plan is proposed to be aligned to the adopted Local Plan (to 2031), giving the plan a particularly short timeframe for a development plan from adoption. However, in this instance it is not considered inappropriate given the intention to undertake an early review and the likely need for a greater degree / more up to date evidence that a plan for the longer timeframe would require. It would however be advisable to refer to the emerging new Local Plan in the introductory section of the plan, including to acknowledge the key strategy/proposals as they relate to this neighbourhood area, particularly the proposed inclusion of Exton in the

settlement hierarchy and the changed status in the hierarchy of Woodbury and the corresponding housing allocations.

### **Policy-specific Comments:**

Specific policy by policy comments, with some commentary on plan objectives, are set out in Annex 1. We welcome the endeavours of the Steering Group to address informal officer comments made at Regulation 14. Where no amendments have been made in response to those observations, we have sought to focus our comments appropriate to this more advanced stage in the plan-making process.

### **Non-policy comments:**

In addition to policy specific comments, we would make the following observations on plan content that we would wish to see addressed in the final document for accuracy and clarity:

- a) Some corrections are required for typing errors including to the listing and numbering of policies in the contents page, and paragraph numbering.
- b) Paragraph 2.7 – to caveat the statement that “Any revision of the Plan will take place as deemed necessary by the Parish Council.”, to make it clear that the decision to and timing of any review is at the discretion of the Parish Council but that once adopted (made), the plan cannot be revised without using the formal modification process.
- c) Given its status in the district settlement hierarchy as a main town in the adopted Local Plan and Principal Centre in the emerging Local Plan, in recognition of its size and the number and range of services and facilities, whilst there is a relationship with Exeter as the nearest city, it is inaccurate to refer to Exmouth as a dormitory town to Exeter”.
- d) Paragraph 6.2 – reference to the designated Area of Great Landscape Value needs to be removed as this was a designation in the previous Local Plan and no longer exists. However, this could be visited through a review of neighbourhood plan for possible designation under emerging Local Plan Policy PL04 Areas of Strategic Visual Importance.
- e) Paragraph 6.12 – the commitment to identify heritage assets could be clarified as relating to ‘non-designated heritage assets’ and extended to say the identified assets would be put forward for local listing.

## **2.0 Next Steps and Conclusion**

- 2.1 In conclusion, Members are asked to approve the comments set out in this report for submission to the examination, which will form the next formal step in the consideration of this neighbourhood plan proposal.

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### **Financial implications:**

There are no direct financial implications identified within the report. (AB/31/10/2025)

### **Legal implications:**

The legal implications are fully set out within the report. It is important that EDDC formally agrees a response to the submission of the Woodbury Parish Neighbourhood Plan (given that it will form part of the Development Plan and therefore help guide decision making on planning applications) so that

it may be submitted to an independent Examiner within the prescribed timeframes.  
(ALW/002545/DEC)

**Annex 1 – Summary Policy Schedule with EDDC Comments – see separate PDF.**

## Woodbury Neighbourhood Plan – Submission Version

(Dated September 2025)

Plan vision:

“ensure our Parish develops in a way that is sustainable economically, socially and environmentally, and that all our parishioners enjoy living here and can share a strong sense of community.”

Topic / Policy	Plan/Policy Wording	EDDC Comments
<b>HOUSING DEVELOPMENT</b>	<p><i>Objectives:</i></p> <ul style="list-style-type: none"> <li>• to meet local housing needs by providing houses of appropriate size, location and cost;</li> <li>• to achieve a balance between sustainable development called for by planning policy and local need;</li> <li>• to protect and enhance the character and features of the Parish.</li> </ul>	<p>We would welcome reference in the objectives to good design and local distinctiveness.</p> <p>Suggest the 2<sup>nd</sup> bullet would more appropriately read, “...between housing development called for by district housing requirement and meeting local needs;”</p>
<b>Policy 1 New Housing Developments</b>	<p>P1.1 Housing development proposals for multiple dwellings must provide a mix of sizes and types including opportunities for self-build and affordable housing as indicated by the latest Housing Needs Survey (currently LiveWest Housing Association 2022).</p> <p>P1.2 High design quality should conform to the local character as set out in the Woodbury Design Guidance document (Appendix C) (to be reviewed when the current NP is updated) and the principle stated in objective 2.8.</p> <p>P1.3 Development must be in sustainable and accessible locations and will have access to regular and reliable public transport, existing footpaths and cycleways enabling reduced dependency or car use whilst also recognising the importance of disabled access.</p> <p>P1.4 Future developments should avoid adverse direct environmental impacts and where not possible must demonstrate that they will mitigate against any adverse environmental effect on the Parish and protect local open spaces which are currently actively enjoyed or used by residents.</p> <p>[Objective 2.8 of the Plan states - The following general principles will apply to developments, that they:</p> <ul style="list-style-type: none"> <li>• will be in keeping with the local surrounding area by being of an appropriate scale, mass, height, size, layout and density, also through</li> </ul>	<p>For the avoidance of doubt that the plan does not seek to support housing development beyond that which would be permitted under strategic policy, suggest introductory wording added to state, ‘Where allowed for under East Devon local plan policy, proposals for housing will be supported where.’ and adjusting the syntax of subsequent clauses to flow from this.</p> <p>P1.1 - As a scheme for multiple dwellings could be for as few as 2 or 3 homes, this is below the threshold in higher tier policy where affordable or self-build can be required, with no evidence to support a lower threshold in this neighbourhood area. Self-build as part of an affordable element is also often unachievable. For these reasons, we cannot support ‘must’ and suggest instead the policy needs to be one of encouragement. Perhaps, “<b>In accordance with thresholds set by Local Plan policy, housing development proposals for multiple dwellings must provide a mix of sizes and types that reflects identified local needs as indicated by the latest Housing Needs Survey, with opportunities for self-build and affordable housing for social rent particularly encouraged.</b>”</p> <p>At Regulation 14 stage, we asked for evidence and so the citing of the current HNS is a useful and valid reference. EDDC has confirmed with DCT that this study is now in the public domain and available for use by the NP group to support the NP. For longevity we suggest however that the reference to it be moved to supporting text and note the date should be corrected to 2023 and retitled “<a href="#">Parish of Woodbury Housing Needs Report, DCT on behalf of Live West Homes</a>”.</p> <p>P1.2 - Noted and support the intention to review the design guidance, but this intention to review is not appropriate to be stated within the policy itself and should be removed. Notwithstanding the design guidance already carries weight as it is adopted by EDDC as SPG, due to the age of the guidance (2002) and</p>

Topic / Policy	Plan/Policy Wording	EDDC Comments
	<ul style="list-style-type: none"> <li>the use of appropriate materials and recognising the importance that windows, roofs, detailing, the colour palette and use of traditional materials and techniques make to local distinctiveness</li> <li>will not adversely impact on the amenity of neighbouring properties;</li> <li>include landscaping which compliments and enhances the character and ecology of the area</li> <li>avoid any negative impact on views into and out of settlements, heathland and the coast</li> <li>encourage the re-instatement of architectural detail</li> <li>provide a balance of properties appropriate for the age profile and housing need of the Parish population</li> <li>be designed to facilitate integration into the existing community and provide safe pedestrian access to village amenities</li> <li>provide for the storage of recycling and waste containers</li> <li>should include green initiatives, such as solar panels, heat pumps, rainwater harvesting, etc.</li> <li>include electric car charging points in accessible positions for all new dwellings</li> <li>state, in the case of significant development, how the provision for and development of social, education and health facilities will be achieved in anticipation of changes to the local population resulting from the development]</li> </ul>	<p>concerns raised by our Development Management planners that some aspects are considered dated/overly prescriptive, we would suggest 'have regard to' rather than 'conform' would be more appropriate to allow greater flexibility. Also suggest Appendix C should include a link to where the full document can be viewed: <a href="#">woodbury-village-design-statement.pdf</a>. We suggest better and clearer wording for the clause would be, "New developments shall be designed to be high quality, having regard to the local character as set out....". Also, correct 'principle' to 'principles'.</p> <p>P1.3 - Replace 'and will' with 'with'; suggest <b>footways</b>, footpaths and cycleways <b>connecting to local services</b>, and make correction to read 'dependency <b>on</b> car use'.</p> <p>P1.4 - As noted at Regulation 14, this clause is very general and lacks clarity especially in relation to which open spaces it may apply to, which is likely to affect its effectiveness in implementation without great definition:</p> <ul style="list-style-type: none"> <li>Suggest EDDC supplies a map based on our GIS layer from the 2014 Open Space Study records for 'recreation areas, allotments and accessible open space' in the absence of local site identification that could be included to support this policy and also Policy 11.</li> <li>Suggest 'enjoyed or used' is replaced with more precise wording, such as 'in current formal or informal recreational, amenity or other community use'</li> <li>Also, delete 'future' as superfluous given all development proposals to which policies in the plan relate will be 'future development'.</li> </ul> <p>Objective 2.3 – suggest amending bullets 4-7 as follows to read:</p> <ul style="list-style-type: none"> <li>include <b>appropriate planting</b> which compliments and enhances the <b>landscape</b> character and ecology of the area</li> <li>avoid any negative impact on <b>important</b> views into and out of settlements, heathland and the coast</li> <li>encourage the re-instatement of <b>locally distinctive</b> architectural detail</li> <li>provide a <b>range</b> of properties appropriate for the age profile and housing need of the Parish population.</li> <li>Also, clarify the definition of 'significant development' for the final bullet to be consistently applied.</li> </ul>
<b>Policy 2</b> <b>Retention of Affordable Homes</b>	P2.1 New dwellings originally built and intended to be used as affordable housing must be made available in way that they can be retained as affordable housing.	Notwithstanding as observed at Regulation 14 that some types are specifically designed as a route to home ownership, this is considered acceptable.
<b>TRANSPORT INFRASTRUCTURE</b>	<b>Objectives:</b> <ul style="list-style-type: none"> <li>to make improvements to the infrastructure of Woodbury and roads throughout the Parish to mitigate pressures arising from residential development both within and adjacent to the Parish. This should include</li> </ul>	As noted at Regulation 14 in reference to the last bullet, advance delivery of infrastructure is clearly desirable but not necessarily achievable due to the economics. Suggest ' <b>wherever possible</b> ' is inserted for clarity.

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<p><b>Policy 3</b> <b>Accessibility of New Development</b></p>	<p>consideration of highway capacity, train services, bus services and other modes of transport.</p> <ul style="list-style-type: none"> <li>• to establish safe pedestrian and cycle routes between and within the three settlements in the Parish</li> <li>• to improve how the villages are connected through active transport infrastructure (shared cycleways that are inclusively designed to allow for all users (e.g. e-bikes, trikes, mobility scooters etc) and connect to the Exe Estuary National Cycle Routes</li> <li>• to establish safe links between public transport routes for commuters, leisure activities and tourists.</li> <li>• to ensure that the infrastructure within the Parish is safe for all users and that any upgrading and improvement is carried out in a timely manner in advance of any future development.</li> </ul>	<p>Links well with adopted Local Plan non-strategic Policy TC2 Accessibility of New Development.</p> <p>P3.1 - As previously advised, a TA will not always be required although accessibility is a wider consideration, therefore suggest this be amended to say, <b>“Proposals for new housing development must demonstrate how safe access to sustainable transport, including dedicated cycleways, walkways and public transport, have been included in the scheme. In the case of major developments this should be through a Transport Assessment”</b> .</p> <p>P3.2 - In view of the proposal under the new Local Plan to introduce a settlement boundary for Exton which does not have a school, but has a train station, suggest this could be more generally worded to state that <b>“the public can walk safely to access local services and facilities and public transport, including where necessary, providing safety measures to enable the safe crossing of roads.”</b></p>
<p><b>Policy 4</b> <b>Assessment of Cumulative Impact</b></p>	<p>P4.1 Any development of more than ten dwellings within the Parish must have an assessment of the cumulative impact on the environment which takes account of any other development that has been granted or is known to be strategically planned within the Parish or adjacent to the Parish boundary. Developments that are assessed as having a net negative impact will not normally be supported, unless suitable mitigation or overriding public benefit can be demonstrated.</p>	<p>We understand the motivation to include this policy within the plan. However, as advised at Regulation 14 stage, we have concerns about enforceability, as well as scope. We do not consider we can require this as worded for proposals unless development is captured by the EIA regulations where an assessment of cumulative impacts is required. A cumulative assessment for some factors, such as landscape impact, is also often difficult to quantify and assess, as well as to determine which development tips the balance. However, given the explanatory text and the inclusion of the policy in the transport chapter, if this policy is specifically aimed at consideration of cumulative impacts on <b>transport and drainage</b>, and this was made explicit in the policy wording, we could support.</p>
<p><b>UTILITY INFRASTRUCTURE / CLIMATE CHANGE MITIGATION</b></p>	<p><i>Objectives:</i></p> <ul style="list-style-type: none"> <li>• to encourage new and replacement cables to be buried wherever possible.</li> </ul>	<p>Whilst not policy, we would suggest caveat the support in bullet 3 to read, <b>“...incorporate appropriate renewable energy generation...”</b> and bullet 4, <b>“to</b></p>

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<p><b>Policy 5</b> <b>Green Energy Initiatives</b></p>	<p>P5.1 New power generation will be supported when generated from renewable sources. Support will also be given to associated energy storage. These facilities must be designed and sited to avoid adverse landscape, visual and environmental impact.</p> <p>P5.2 Green initiatives will be encouraged in all new developments.</p> <p>P5.3 Any new development must be accessible to sustainable transport.</p>	<p>decarbonise the local energy supply <b>sensitively sited and designed</b> renewable energy generation will be supported..."</p> <p>P5.1 - Note the revision/extension to this policy which previously stated, 'new power generation will only be supported where renewable energy will be used', in response to various comments received at Reg 14 consultation. With reference to the plan text and phrasing in the Local Plan, suggest the first part is amended to read 'from renewable <b>and low carbon</b> sources.', and that that the second part could be strengthened by clarifying that "Support will also be given to energy storage <b>where this is part of a renewable energy scheme</b>". In the last part, given the assets in this neighbourhood area, suggest that '<b>heritage</b>' be added to the list of impacts to be addressed.</p> <p>P5.2 - As advised at Regulation 14 stage, whilst the intent is understood and the supporting text provides examples, 'green initiatives' is a very general term, and the policy is therefore open to interpretation. Suggest with reference to the plan text extending the clause to say, "<b>including but not limited to those referred to in paragraph 4.9.</b>"</p> <p>P5.3 – Notwithstanding officers did not comment on this part of the policy at Regulation 14 stage, given the rural nature of the parish, this may not be reasonable as an absolute requirement. Exceptions may be appropriate, for example, for barn conversions, agricultural development. Therefore, suggest this may be appropriate to reflect in the policy, perhaps to say, "<b>Unless there are clear operational or wider sustainability reasons why this is not possible or practicable, development should be sited to maximise opportunities for access by sustainable modes of transport</b>".</p>

Topic / Policy	Plan/Policy Wording	EDDC Comments
<b>VEHICLE PARKING WITHIN THE PARISH</b>	<p><i>Objectives:</i></p> <ul style="list-style-type: none"> <li>to employ local measures as necessary to manage the parking problem within villages.</li> <li>to ensure that future developments have adequate parking provision.</li> </ul>	
<b>Policy 6 Vehicle Parking Requirements</b>	<p>P6.1 All planning applications resulting in a new or enlarged dwelling must meet the following criteria:</p> <ol style="list-style-type: none"> <li>Off-street parking must be provided at least in the ratio of one parking space for a one-bedroom home, two car parking spaces for two and three bedroom homes and three parking spaces for four and more bedroom homes.</li> <li>In the case of Houses with Multiple Occupation, the ratio must be one off-street parking space per bedroom.</li> <li>Proposals must not result in the loss of off-street car parking spaces for existing dwellings unless it can be demonstrated that there is a surplus of existing off-street spaces serving said dwellings.</li> <li>Access for all utility and emergency vehicles must be ensured.</li> <li>Cycle storage must be provided.</li> </ol>	<p>This is a common policy area in NPs in East Devon. It can be applied alongside adopted Local Plan policy TC9, however it should be noted that the parking ratio does not align to the emerging new Local Plan policy (Policy TR04, Regulation 19) which proposes use of 1.7 car parking spaces per dwelling (rounded). Whilst not a strategic policy it may supersede the NP policy and be one trigger for an early review.</p> <p>Noted improvements in the policy since Regulation 14 stage further to informal officer advice, however, we would reiterate concerns that the parking requirement in clause 2 is considered excessive for larger houses and unlikely to be achieved if the application is for a change of use.</p> <p>In addition, we would request that clause 3 be reframed as we would only have grounds to object if it was going to lead to on-street parking that was dangerous; it is not about capacity. Suggest, "Proposals must not result in the loss of off-street car parking spaces for existing dwellings <b>where it would lead to on-street parking that would be detrimental to highways safety</b>".</p>
<b>ENVIRONMENT</b>	<p><i>Objectives:</i></p> <p><i>Landscape and Biodiversity:</i></p> <ul style="list-style-type: none"> <li>to retain and enhance the distinctive environment and character of the Parish by ensuring that environmental and historical features of local importance are retained, are sensitively managed and where possible enhanced, especially in the context of any development proposals.</li> <li>to protect, manage sensitively and enhance aspects of the local environment that are either significant in themselves or are valued by the local community or by visitors and in particular woodland, grassland, Devon Banks, sunken lanes, hedgerows and water bodies rich in fauna and flora.</li> <li>to minimise development impact on the natural environment and show net gains for biodiversity.</li> <li>to minimise development impact upon valued views and areas of landscape that may be defined in terms of their visual significance.</li> <li>proposals for new development should seek to conserve and enhance local landscape character</li> </ul> <p><i>Historic Built Environment:</i></p> <ul style="list-style-type: none"> <li>To preserve and enhance locally recognised key features including; <ul style="list-style-type: none"> <li>historic or noteworthy buildings not on the National Heritage List for England</li> <li>unscheduled but important buried remains / sites of local significance</li> </ul> </li> </ul>	

Topic / Policy	Plan/Policy Wording	EDDC Comments
	<ul style="list-style-type: none"> <li>○ amenity areas, structures</li> <li>○ the Woodbury Conservation Area and areas worthy of conservation such as the centre of Woodbury Salterton.</li> </ul> <p><i>Open and Community Spaces:</i></p> <ul style="list-style-type: none"> <li>• To renew wherever agreement is possible, lease arrangements for open and community spaces with a long term aim to acquire these for the community via agreement between the Parish Council and landowners</li> <li>• To ensure that new development respects, retains and where possible enhances public and communally used open and green spaces, including village greens, recreation and sports grounds, allotments, and common land.</li> </ul> <p><i>Flooding</i></p> <ul style="list-style-type: none"> <li>• to address consistent flooding concerns and their associated problems.</li> <li>• to encourage landowners to address land management issues contributing to flooding incidents.</li> <li>• to ensure all new hard standing and parking areas have permeable surfaces.</li> <li>• to encourage the County highway authority to maintain and improve kerbside drainage.</li> <li>• to secure agreement and action by the relevant County and national agencies to alleviate the risk of, and actual flooding of Exton.</li> </ul>	<p>Note there is no corresponding policy related to the flooding objectives. Notwithstanding this is an area where it is difficult for policy to add to the legislative and strategic planning approach, which is highly prescriptive, as suggested at Regulation 14 stage, the aspiration for parking areas to have permeable surfaces could be the subject of policy in the plan.</p>
<p><b>Policy 7</b> <b>Landscape Character and Enhancement</b></p>	<p>P7.1 Proposals for development must detail how existing trees, Devon banks and hedges within or adjacent to the development site will be protected or enhanced. New planting of trees, Devon banks and hedges are encouraged to increase tree cover and hedgerows within the Parish. Where new landscaping is proposed native species of local provenance are favoured and the siting of trees must take account of their canopy and root development.</p> <p>P7.2 Local views from viewing points such as the top of Globe Hill and entries to the settlements as well as views of the Churches need to be safeguarded. Views out of the Plan Area must also be protected.</p>	<p>P7.1 - No comments, other than to note that the policy does not extend to replacement planting, but Local Plan policy (adopted and emerging) does cover this aspect so will apply.</p> <p>P7.2 – Noted that the option to identify key views has not been taken which will limit the effectiveness of this policy and could be addressed through an early review, aligned to emerging Local Plan Policy OL04 (Reg 19 stage) which specifically refers to conserving and enhancing views identified in neighbourhood plans.</p> <p>Noted the addition of the 2<sup>nd</sup> part of clause 7.2 since Reg 14 stage, in response to EDDC officer suggestion to consider impact on long distance views. For clarity, as the NP policies will not apply to development proposals outside the plan area and not all views can necessarily be protected, suggest this be replaced with wording to the effect, <b>“The potential impact of development on long distance views (as well as local views and village settings) should also be considered.”</b></p>
<p><b>Policy 8</b> <b>Biodiversity Enhancement</b></p>	<p>P8.1 For any new development, wherever possible, existing habitats and ecosystems must be protected. All significant developments requiring planning application must demonstrate the delivery of biodiversity net gain with the use of a recognised biodiversity metric.</p>	<p>P8.1 – biodiversity net gain requirements are now enshrined in law and therefore the second part of this policy is now considered superfluous and should be deleted or if retained, revised for clarity that this (presumably) is not intending to override exemptions and to better define a ‘recognised biodiversity metric’ and</p>

Topic / Policy	Plan/Policy Wording	EDDC Comments
	<p>P8.2 The minimum biodiversity net gain will be in line with East Devon District Council policies and is required to be on the application site or within the Parish.</p>	<p>makes provision for subsequent revisions. With reference to emerging Local Plan Policy PB05 (Biodiversity Net Gain) (Reg 19 stage), suggest, "Unless exempt, development requiring a planning application must demonstrate the delivery of biodiversity new gain with the use of the most up-to-date statutory metric".</p> <p>P8.2 – Note this allows for emerging new Local Plan Policy PB05 which is seeking to require a 20% net gain. However, to be reasonable, the policy can only go so far as to express a <b>preference</b> for on-site/in parish as this may not always be achievable.</p> <p>Also to note that the Parish may be able to assist in identifying potential opportunities for biodiversity net gain delivery in the parish/plan area to maximise the potential for within parish mitigation.</p>
<p><b>Policy 9</b> <b>Support for Wildlife within New Developments</b></p>	<p>P9.1 Development will be expected to make provision for wildlife to:</p> <ol style="list-style-type: none"> <li>1. Include an average rate of one integral swift brick per unit/residential dwelling, more for larger buildings</li> <li>2. Include bat boxes and barn owl boxes, especially where existing buildings are to be demolished as part of a scheme</li> <li>3. Protect or establish permeable and ideally planted boundaries, e.g. hedges, or fences with small gaps at the base in each garden, that permit movement of hedgehogs;</li> <li>4. Include solitary bee boxes, bee bricks and insect houses;</li> <li>5. Retain existing and plant new native trees, shrubs and hedges to create green corridors for wildlife to move through the development to adjacent habitats.</li> <li>6. All new provisions to be appropriately located on or adjacent to the site.</li> </ol>	<p>Welcome this policy and the amendments made to the policy in response to our comments at Reg 14 stage. Consider it adds to current local plan policy.</p>
<p><b>Policy 10</b> <b>Conservation of Heritage</b></p>	<p>P10.1 Any designated or non-designated heritage assets in the Parish, and their settings, must be conserved and where possible enhanced for their historic significance and importance with particular regard to their local distinctiveness, character and sense of place.</p>	<p>As advised at Regulation 14 stage, 'without identifying specific non-designated heritage assets this is a general policy with largely duplicates national policy requirements. Whilst similar policies appear in other NPs, there would appear to be conflict with the NPPF which allows for the public benefit of the proposals to be weighed in the balance when there is harm.' We would suggest separating out the requirements for non-designated assets from the designated ones as they are different with an amendment to read, "<b>Development proposals affecting any designated heritage assets in the Parish, and their settings, must conserve and where possible enhance their historic significance and importance. In the case of non-designated heritage assets significant regard should be had to conserving their local distinctiveness, character and sense of place</b>".</p> <p>We would also flag that our planned Woodbury Conservation Area review and the identification in the neighbourhood plan of the centre of Woodbury Salterton as containing a cluster of listed buildings, could present opportunities for the Parish</p>

Topic / Policy	Plan/Policy Wording	EDDC Comments
<p><b>Policy 11</b> <b>Green Spaces</b></p>	<p>P11.1 Proposals for development on green and community spaces will not be supported unless it is demonstrated that such development will result in a net increase in the community value of that space or assets, and features on it, or there is new provision of equal or enhanced community value.</p> <p>P11.2 Where existing community spaces are no longer utilised for their earlier purpose, alternative community uses will be looked upon favourably.</p>	<p>Council to work with EDDC in identifying non-designated heritage assets in the parish for local listing.</p> <p>P11.1 – Noted that the option to identify and designate areas as formal Local Green Space has not been pursued. This is optional, and we would encourage it through Plan review, but we would still maintain our previous comments that the spaces to which this policy is intended to apply would need to be identified or a clear definition of ‘green and community spaces’ included. At this stage, suggest the wording from the objective in the supporting text is borrowed, to refer to ‘public and communally used open and green spaces including village greens, recreation and sports grounds, and allotments’ (omitting common land) and we can offer to prepare a map for insertion into the plan. It should be noted that it will not be possible without evidence to protect open space on the fringes of development as indicated in plan paragraph 6.13, however outside built up area /settlement boundary(s) and allocations to be meet district housing requirement set by the Local Plan, the open space around and between settlements will be classed as open countryside where development is restricted.</p> <p>P11.2 - Unclear if the second clause applies to green spaces solely or may overlap with Policy 15.</p>
<p><b>BUSINESS</b></p>	<p><i>Objectives:</i></p> <ul style="list-style-type: none"> <li>• To encourage employment opportunities for residents within the Parish and thereby also reduce traffic flow into the Parish.</li> <li>• To encourage the provision of employment generating space for small businesses.</li> <li>• To avoid significant commercial developments in the open countryside and limit existing business parks to within the published Employment Areas.</li> </ul>	
<p><b>Policy 12</b> <b>Small Business Development</b></p>	<p>P12.1 Other than where allocated for development in the East Devon Local Plan, or otherwise clearly allowed for under local plan policy, the expansion of established business premises will not be supported beyond existing business premises operational boundaries.</p> <p>P12.2 Small extensions to the buildings of existing businesses or the sympathetic conversion of existing buildings will be supported where all the following are all met:</p> <ol style="list-style-type: none"> <li>1. the proposal does not compromise any other policies in this Plan and the Local Plan; and</li> <li>2. the premises is within an accessible location with no significant increase in vehicle movement; and</li> </ol>	<p>As observed at Reg 14 stage, this policy is broadly in line with our adopted non-strategic Local Plan policy (E7). We currently allow some expansion where sites are at capacity, but this would comply with the NP policy, as it’s ‘allowed for’ by LP policy. Similar can be said in relation to the more prescriptive draft policy in the emerging Local Plan (Reg 19 stage) (Policy SE02 Employment Development in the Countryside) due to the references to the Local Plan.</p>

Topic / Policy	Plan/Policy Wording	EDDC Comments
<p><b>Policy 13</b> <b>Rural Diversification</b></p>	<p>3. it would not adversely harm the amenities of adjoining or nearby occupiers.</p> <p>P13.1 The re-use of farm and other rural buildings will be supported for business or tourism purposes provided that the proposed use is small scale and where on an operational farm it is subservient to the farm and its operations and where any development:</p> <ol style="list-style-type: none"> <li>1. would not have a significant adverse impact on the surrounding landscape or environment.</li> <li>2. would not adversely harm the amenities of adjoining or nearby residential occupiers.</li> <li>3. where the building in question can be converted to a standard that meets the design guidelines set out in Appendix C.</li> </ol> <p>[Appendix C: Design guidelines from the Village Design Statement which supports National Design Guide and the National Model Design Code. – <a href="#">see plan page 28-29</a>]</p>	<p>This policy is not dissimilar to policy in the adopted Local Plan (E4 Rural diversification and D8 Re-use of Rural Buildings), and a proposed more prescriptive policy framework in the emerging new Local Plan (Farm Diversification (Policy 53) and Employment Development in the Countryside (Policy 52)), but these are not strategic policies, and referring to the types of uses that would be supported locally and local design guidelines adds a degree of local specificity (notwithstanding comments against Policy 1 re. the appropriateness of the design guide).</p> <p>Whilst the NPPF acknowledges some development to sustain the rural economy may be appropriate in locations not well served by public transport and the plan will be read as whole and strongly encourages development in sustainable and accessible locations, suggest it would be appropriate to add a clause that any development <b>‘does not have an unacceptable impact on local roads and exploits any opportunities to make its location more sustainable’</b>.</p> <p>Given the wishes of the community set out in paragraph 7.7 in the supporting text, suggest the policy should include a similar clause to that in Policy 12 P12.2 to say where any development would not lead to a significant increase in vehicle movements or extend bullet 1 of Policy 13 to say ‘...landscape, environment and the local highway network.’</p>
<p><b>Policy 14</b> <b>Equine Activities</b></p>	<p>P14.1 Equestrian development will be supported if it:</p> <ol style="list-style-type: none"> <li>1. is of a scale and/or an intensity of equestrianism use which will be compatible with the landscape and its special qualities. As a guide, 0.5 ha of grazing per animal should be provided; demonstrates sensitive design which responds to local character and distinctiveness including location and siting.</li> <li>2. has a location which relates to existing infrastructure, where necessary, which includes vehicular and field access. In isolated locations field shelters may be erected but should be established adjacent to existing vegetation. Where this is insufficient to screen the building, native planting should be provided.</li> <li>3. re-uses existing buildings where ever practicable and viable. Covered ménages or arenas should utilise existing agricultural buildings.</li> <li>4. locates new buildings, stables, yard areas and facilities adjacent to existing buildings provided they respect the amenities of surrounding properties and uses. They should be established as a block, near to existing dwelling or farm building from which they will be managed, to improve security, reduced visual impact and minimise the footprint.</li> </ol>	<p>We would reiterate several points that were made at Reg 14 stage that would aid clarity and control:</p> <ul style="list-style-type: none"> <li>• Clause 2 - removal of reference to isolated locations, to simply clarify the requirement as <b>“Field shelters should be erected adjacent to existing vegetation”</b>.</li> <li>• Clause 3 – clarify in the wording that this refers only to buildings <b>‘on a farm or holding’</b>.</li> <li>• Clause 5 - suggest remove ‘hard landscape features off from point 5 to read, <b>‘provides new or supplementary native planting, and boundary treatments consistent with local character, where appropriate’</b>.</li> </ul>

Topic / Policy	Plan/Policy Wording	EDDC Comments
<b>COMMUNITY, LEISURE AND WELL-BEING</b>	<p>5. provides new or supplementary native planting, hard landscape features of boundary treatments consistent with local character, where appropriate.</p> <p><i>Objectives</i></p> <ul style="list-style-type: none"> <li>The design for the new amenity should seek to accommodate Pre-School, indoor school sports, a growing number of village groups and societies, and continue to serve more easily as a performance and exhibition venue, with additional space for smaller meetings, improved catering and public toilets, necessary car parking space and access and facilities for the disabled.</li> </ul>	<p>As previously noted, this objective appears to need revision/Updating or explanation, as the plan no longer includes policy regarding a new facility, and as it stands Policy 15 does not extend to support for new facilities - only against loss of existing ones.</p>
<b>Policy 15 Protection of Community Facilities</b>	<p>P15.1 Planning permission which will result in the loss of a facility will only be supported where one of the following criteria is met:</p> <ol style="list-style-type: none"> <li>the facility is relocated to, or a better facility is provided in, an equally or more accessible and more appropriate building or location; or</li> <li>the community or Parish Council is satisfied after consultation that the facility is no longer needed and there is no reasonable prospect of use in the future; or</li> <li>a satisfactory assessment has taken place which proves there is an excess of such provision and the site or building is not needed for any other community facility or use.</li> </ol>	<p>Similar, but adds some further considerations, to policy in the adopted Local Plan (Policy RC6) and the emerging Local Plan (Reg.19) (Policy CS02). Suggest the following amends to aid clarity and implementation:</p> <ul style="list-style-type: none"> <li>Criteria 1 - Delete the 2<sup>nd</sup> 'more' as not reasonable to insist the relocation can only be to somewhere MORE appropriate than the current arrangement.</li> <li>Criteria 2 – for effective implementation it should be clearer how it would be envisaged to be demonstrated that the community is satisfied? Perhaps reframe as, 'the Parish Council is satisfied after consultation with the local community that the facility is no longer.....'</li> <li>Criteria 3 – 'demonstrates' rather than 'proves' may be more accurate/ reasonable.</li> </ul>

Report to: Cabinet



Date of Meeting 3 December 2025

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/A

## Mutters Moor – Sidmouth – New Managed Car Park

### Report summary:

A report proposing that EDDC support the Pebblebed Heaths Conservation Trust in introducing car parking charges at a currently free site on the outskirts of Sidmouth. If agreed, this will be the 2<sup>nd</sup> site that EDDC manage on behalf of this landowner.

### Is the proposed decision in accordance with:

Budget Yes  No

Policy Framework Yes  No

### Recommendation:

- (1) That Cabinet approves the addition of Mutters Moor Car Park to the EDDC Off- Street Civil Enforcement Parking Order 2008 which will allow for car parking charges to be introduced and for EDDC to manage the site on behalf of the landowner.
- (2) That an identical model of commercial terms to those already in effect at Otter Estuary Nature Reserve is agreed for EDDC's ongoing management of the new car park. This will see EDDC receive a 20% share of all income for the site, with the landowner covering all administrative and setup costs associated with the creation and management of the site.

### Reason for recommendation:

EDDC already manage Otter Estuary Nature Reserve Car Park in Budleigh Salterton on behalf of the Pebblebed Heaths Conservation Trust, and the landowner have asked if we can support them in introducing a similar charging scheme at Mutters Moor, Sidmouth. The basis for introducing charging at the site is to support the Trust in achieving its charitable aims and ensure the long-term viability of the site. By supporting the landowner, we further improve our working relationship and can manage and enforce the site as we do our other sites, ensuring a fair and transparent enforcement regime for motorists, which would not have any control over if the landowner opted for a private enforcement company to manage the site. EDDC will receive a 20% share of all income from the site, this is calculated once the agreed administrative fees have been paid by the landowner.

Officer: Richard Easthope – Parking Services Manager – [Richard.easthope@eastdevon.gov.uk](mailto:Richard.easthope@eastdevon.gov.uk)

Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate
- Environment - Operational

- Finance
- Place, Infrastructure and Strategic Planning
- Sustainable Homes and Communities

**Equalities impact** Low Impact

**Climate change** Low Impact

**Risk:** Low Risk; By agreeing to manage the site EDDC are relying on the site generating income to cover the cost of enforcement visits as EDDC's fee for managing the site will be directly dependent upon the number of paid parking sessions.

**Links to background information** ([Public Pack](#))[Agenda Document for Cabinet, 30/11/2022 18:00](#)

– Page 41 – Details of parking proposal for Otter Estuary Nature Reserve – Budleigh Salterton

**Link to [Council Plan](#)**

Priorities (check which apply)

- A supported and engaged community
- Carbon neutrality and ecological recovery
- Resilient economy that supports local business
- Financially secure and improving quality of services

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## Report in full

Mutter's Moor car park is a popular car park which serves both Mutter's Moor (part of the Pebblebed Heaths NNR) and the coast path near to Sidmouth. The car park and neighbouring nature reserve is managed by the Pebblebed Heaths Conservation Trust. While this car park is currently free, the charity must find ways to generate sustainable repeatable income to support its charitable objectives. By charging a small parking fee to those who wish to park, the charity aim to raise funds to maintain the car park infrastructure such as surfacing, signage, and the provision of dog waste bins and litter clearance, ensuring the long-term ability to keep this facility open to the public. The funds would also act as a contribution toward their conservation management costs for caring for the nature reserve and providing public engagement and educational opportunities for the local community.

The car park has 50-60 unmarked spaces and the charity proposes to charge from 8am - 8pm every day, with no overnight parking permitted.

The tariff is planned to be £1 per hour throughout the year.

The charity seek to work in partnership with EDDC in a identical way to the arrangement already in place for the management of Otter Estuary Nature Reserve car park in Budleigh Salterton.

### Income for EDDC:

Since Otter Estuary Nature Reserve was opened in October 2023, EDDC have collected 20% of all revenue from the site.

Similar terms would be sought for this site, with EDDC effectively having a shared interest in the site being commercially successful, whilst also playing an important part in ensuring that the site generates revenue to meet the wider charitable aims which will help with ongoing maintenance and preservation of the facilities used by residents and visitors.

Operationally EDDC will commit to providing one enforcement visit per day and will collect cash from the pay and display machine once it meets our standard threshold. Administratively we will provide monthly records of all payments and PCN's and calculate the fees and charges due as part of the agreement.

We already have a working HoT (Heads of Terms) and Management Agreement which can be used as a template for a new agreement with the same landowner.

### Map of location



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### Financial implications:

The financial details are outlined in the report with the expected additional income being achieved within existing resources

### Legal implications:

Changes to the Councils Car Park Charging Order will be required to enable these changes to take effect.

Report to: **Cabinet**

Date of Meeting 3 December 2025

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/A



## Wellbeing Cranbrook programme

### Report summary:

The Cranbrook Placemaking Group has considered two reports on how best to reinvigorate the Wellbeing Cranbrook programme. This report follows up on the recommendations from the Group to Cabinet regarding the funding and hosting of key roles. The potential to develop a civic collaboration agreement is also put forward as a means to develop a framework to support the social development of Cranbrook over the longer term.

### Is the proposed decision in accordance with:

Budget Yes  No

Policy Framework Yes  No

### Recommendation:

That Cabinet;

- Supports re-establishing the Wellbeing Cranbrook programme
- Supports the creation of the Community Wellbeing & Activity Organiser and Community Connector roles and for these to be hosted by Cranbrook Town Council and funded through a combination of utilising the earmarked reserve and the balance of the Move More Cranbrook budget
- Supports exploring the development of a civic agreement with key partners to provide a framework to support ongoing community development

### Reason for recommendation:

To help to reactivate the Wellbeing Cranbrook programme to ensure that the benefits of being within the Sport England Place Partnership programme are realised including the promotion of physical activity.

To ensure that strong social foundations are established for the Cranbrook new community alongside its ongoing physical development.

Officer: Andy Wood, Director of Place, email [andy.wood@eastdevon.gov.uk](mailto:andy.wood@eastdevon.gov.uk)

Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate
- Environment - Operational
- Finance

- Place, Infrastructure and Strategic Planning
- Sustainable Homes and Communities

**Equalities impact** Medium Impact

Medium Impact. The essence of community development is to support the establishment of strong and resilient communities. This necessarily needs to consider how best to meet the needs of diverse groups with key characteristics.

[Equalities Impact Assessment](#)

**Climate change** Low Impact

**Risk:** Medium Risk; The recommendations in this report will enable two key roles to be hosted locally in Cranbrook through to April 2028. It is essential that there is a collective commitment to the wider social development of Cranbrook and the development of a civic agreement will help to establish a framework for this over the longer term.

**Links to background information** ([Public Pack](#))[Agenda Document for Cranbrook Placemaking Group, 09/06/2025 09:30](#) item 10

**Link to [Council Plan](#)**

Priorities (check which apply)

- A supported and engaged community
- Carbon neutrality and ecological recovery
- Resilient economy that supports local business
- Financially secure and improving quality of services

**1. Background and Context**

1.1 Cranbrook has been the subject of various initiatives to date designed to promote specific aspects of community development. This has included its status as a Healthy New Town, which focused on engraining improved health and wellbeing outcomes, and is currently part of the Sport England Place Partnership with Exeter which focuses on increasing physical activity.

1.2 This report follows reports to the Cranbrook Placemaking Group in June and October (attached at Appendix A) of this year that considered how to progress the Wellbeing Cranbrook programme. Specifically the report reflects and progresses recommendations from the Placemaking Group to Cabinet.

**2. Proposal**

2.1 The Placemaking Group has resolved to reinvigorate the Wellbeing Cranbrook programme through the creation of Community Wellbeing & Activity Organiser and Community Connector roles. The October report considered different options for how these roles could be both funded and hosted. The recommendations of this report respond to the outcome of these considerations and propose that the roles are hosted by the Town Council and that funding is provided through a combination of utilising the earmarked reserve and the balance of the Move More Cranbrook budget. This gives a combined total of £138,519 for the period through to the end of March 2028. This is calculated as follows;

Programme Management	£45,000
Connecting Communities	£60,000
Reserve	£76,974
Staffing underspend from 2024/25	£6,545
<b>Total</b>	<b>£188,519</b>

Outstanding invoice	-£50,000
<b>OVERALL TOTAL</b>	<b>£138,519</b>

2.2 The Placemaking Group also resolved to support the development of a civic agreement to create a framework for lasting community development activity. This model recognises that community development is not a task for a single entity but a collective endeavour that thrives on the active engagement and partnership of all community members. Again this forms the basis for a recommendation to Cabinet.

### **3. Conclusion**

3.1 The Wellbeing Cranbrook programme is a key strand of supporting the wider social development of Cranbrook. The recommendations of this report will enable two key roles to be hosted within the town and for the benefit of local residents. The development of a civic agreement will help to establish a framework for ongoing community development activity over the longer term.

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#### **Financial implications:**

There are no additional budget implications as a result of these recommendations.

#### **Legal implications:**

The civic agreement will be subject to review by the legal team.

## Appendix A

Report to: Cranbrook Placemaking Group

Date of Meeting 6th October 2025

Document classification: Part A Public Document

Exemption applied: None

Review date for release N/A



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### Cranbrook Social Development

#### Report summary:

This report considers how best to support the social development of Cranbrook as a strong and resilient community. This is at a point where there is a need to reinvigorate the Wellbeing Cranbrook programme. The report highlights the complex, multi-partner landscape in terms of community development and considers the role that the District Council could play moving forward in collaboration with our partners, including the funding and hosting of roles. Finally the potential to develop a civic collaboration agreement is highlighted as a means to foster consensus and to determine how best to proceed.

#### Is the proposed decision in accordance with:

Budget Yes  No

Policy Framework Yes  No

#### Recommendation:

That the Group;

- Supports re-establishing the Wellbeing Cranbrook programme
- Supports the creation of the Community Wellbeing & Activity Organiser and Community Connector roles
- Notes the current position in relation to potential funding for and hosting of these roles and identifies the preferred way forward
- Supports exploring the development of a civic agreement with key partners to provide a framework to support ongoing community development
- Makes recommendations to EDDC's Cabinet as to how best to support the social development of Cranbrook moving forward

#### Reason for recommendation:

To ensure that strong social foundations are established for the Cranbrook new community alongside its ongoing physical development.

Officer: Andy Wood, Director of Place, email [andy.wood@eastdevon.gov.uk](mailto:andy.wood@eastdevon.gov.uk)

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Portfolio(s) (check which apply):

- Assets and Economy
- Communications and Democracy
- Council, Corporate and External Engagement
- Culture, Leisure, Sport and Tourism
- Environment - Nature and Climate

- Environment - Operational
- Finance
- Place, Infrastructure and Strategic Planning
- Sustainable Homes and Communities

**Equalities impact** Medium Impact. The essence of community development is to support the establishment of strong and resilient communities. This necessarily needs to consider how best to meet the needs of diverse groups with key characteristics. An Equality Impact Assessment will need to accompany the further report to Cabinet.

If choosing High or Medium level outline the equality considerations here, which should include any particular adverse impact on people with protected characteristics and actions to mitigate these. Link to an equalities impact assessment form using the [equalities form template](#).

**Climate change** Low Impact

**Risk:** Medium Risk; It is essential that there is a collective commitment to the social development of Cranbrook but the landscape is complex and funding is tight. Subsequently there is a risk that there is no consensus amongst partners which would be to the wider detriment of the community.

**Links to background information** ([Public Pack](#))[Agenda Document for Cranbrook Placemaking Group, 09/06/2025 09:30](#) item 10

Link to [Council Plan](#)

Priorities (check which apply)

- A supported and engaged community
- Carbon neutrality and ecological recovery
- Resilient economy that supports local business
- Financially secure and improving quality of services

## 1. Background and Context

1.1 The vision for Cranbrook is for it to develop as a sustainable new community. Whilst the physical development of this new town continues apace, it is important to consider how this aligns with its social development. There is no set recipe for creating a sense of community but there are key themes around enabling, participation and capacity building. The core idea is that local people are best placed to understand their own needs and can take a leading role in creating positive, lasting change. A co-production approach to service delivery helps to ensure that the community continues to thrive long beyond the limits of the responsibilities of any single organisation.

1.2 The concept of community development extends well beyond the District Council's role as the local planning authority. This also cuts across many different areas, from health and wellbeing to community safety and cohesion, that fall within the scope of multiple different agencies and organisations. Within this complex environment no one organisation has exclusive responsibility for the social development of Cranbrook. It is essential therefore that the key partners, from local authorities and affordable housing and registered providers to education services, the Police and NHS, have a clear and collective understanding of how best to support the development of a strong and resilient community.

1.3 Cranbrook has been the subject of various initiatives to date designed to promote specific aspects of community development. This has included its status as a Healthy New Town, which focused on engraining improved health and wellbeing outcomes, and is currently part of the Sport England Place Partnership with Exeter which focuses on increasing physical activity. But there are challenges around funding and how best to support a town with a very young demographic profile.

1.4 This report takes stock of how best local partners including the District Council can support the ongoing social development of Cranbrook. It follows a report to the Cranbrook Placemaking Group in June of this year that considered how to progress the Wellbeing Cranbrook programme. Since this point confirmation has also been received that a bid for further lottery funding for the EX5 Alive hub at the Cranbrook Education Campus has been unsuccessful.

## **2. Cranbrook Place Partnership**

2.1 The report to the Cranbrook Placemaking Group, dated 9 June 2025 (see background links), considered the town's involvement in the Sport England Place Partnership programme, which runs until 2028. The first four years of this programme, known as the Sport England Local Delivery Pilot, ran from 2021 to 2025 and had a strand focused on community building and social prescribing, known as Wellbeing Cranbrook.

2.2 The Wellbeing Cranbrook programme was important for the town's residents, providing community development and support. Across its four years it was funded by the Local Delivery Pilot and Devon County Council and the programme ended in March 2025, leaving a void in community cohesion and support. Funding of £76,974 was agreed in March 2024 by EDDC's Cabinet to support the Community Connector, Community Builder and Project Manager posts. This funding has not been drawn down as the conditions attached to it regarding the management of the roles have not been complied with. Subsequently this is currently held as a reserve.

2.3 With the town continuing to grow and the importance of community and physical activity to wellbeing, the reinstatement of the programme, in an updated manner, is considered to be a necessary step for ongoing community support and development. Hence there is a desire to reinstate the programme with practical changes, but this depends on agreeing a funding package.

2.4 The report to the Placemaking Group in June recommended re-establishing the programme and creating two new roles: a Community Wellbeing and Activity Organiser and a Community Connector. Differing hosting options were considered including the District Council, the Town Council, the Ted Wragg Trust, and the EX5 Hub. The report outlines funding options and suggests that the programme should be hosted within the town itself.

2.5 The Group resolved to endorse the re-establishment of the Wellbeing Cranbrook programme for a period of 3 years and the creation of Community Wellbeing & Activity Organiser and Community Connector roles. The Group also endorsed the need for further exploration around the options for the hosting and day-to-day management of proposed Wellbeing Cranbrook roles together with associated funding implications. The intention was that this would then progress to a report to EDDC's Cabinet.

## **3. Current position**

3.1 Subsequent to the June meeting of the Cranbrook Placemaking Group there has been ongoing engagement with key partners and further clarity regarding the relative positions and preferences. This is summarised below;

- There has been ongoing engagement with the NHS. The particular focus of this engagement has been to understand whether there is scope to fund the Community Connector role which is most closely related to social prescribing. This is a requirement placed on Primary Care Networks (PCN) and a follow up meeting is now being planned with the County Council and Outer Exeter PCN to progress this further.
- The Head of Campus at the Cranbrook Education Campus has confirmed that the Ted Wragg Trust would be prepared to host the Community Wellbeing and Activity Organiser role.
- Cranbrook Town Council have considered a report detailing opportunities for enhanced services for young people. It was resolved to support the creation of a full-time youth worker/leader role to be hosted and line-managed by the Town Council, potentially with the

aid of the Place Partnership and/or East Devon District Council funding, instead of a continuation/reestablishment of the Community Builder and Community Connector posts. If funding was not forthcoming it was resolved to include a full-time youth worker/leader in the budget pending confirmation of the tax base dated 30 November 2025. It was also confirmed that Town Council would be prepared to host and line manage the potential Community Wellbeing and Activity Organiser post. In addition, there was support for the role of the Community Connector forming part of the NHS and a desire for the Town Council to be represented on the governance for the Wellbeing Cranbrook programme.

- Confirmation has been received from the City Council regarding the balance of available funding through to April 2028. This is as follows;

<b>Move More Cranbrook 2025 - 2028</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Total</b>
Programme Management	20000	15000	10000	<b>45000</b>
Move More Cranbrook priorities	20000	15000	10000	<b>45000</b>
Connecting Communities	30000	20000	10000	<b>60000</b>
Cranbrook Active Travel	15000	10000	5000	<b>30000</b>
<b>Total 25-28 (new)</b>	<b>85000</b>	<b>60000</b>	<b>35000</b>	<b>180000</b>
<b>2024/25 Underspend</b>				
Wellbeing Cranbrook Staffing				<b>6545</b>
Move More Cranbrook / Wellbeing Cranbrook Delivery				<b>11417</b>
<b>Total 24/25 (old)</b>				<b>17962</b>
<b>OVERALL TOTAL</b>				<b>197962</b>

This budget is to deliver against Sport England Place Partnership Outcomes by 31<sup>st</sup> March 2028. There is also an outstanding invoice for £50k from 2024/25 year which relates to the £76,974 figure referenced in para 2.2.

- It has also been confirmed that a bid for further funding from the National Lottery to support the operation of the EX5 Alive Community Hub was unsuccessful and currently there is no funding beyond November 2025 to support its operation.

3.2 These updates help to demonstrate the complex, multi partner environment in terms of community development. The challenges facing the District Council around setting a balanced budget in the context of the Fairer Funding Review should also not be underestimated which is part of the wider landscape in terms of constrained public finances. Coupled with this is the backdrop of the local government reorganisation with new unitary councils expected to be constituted in April 2028. It is expected that the District Council's financial decision making autonomy will be limited at least a year in advance of this.

#### **4. Assessment**

4.1 It is essential that strong social foundations are created alongside the physical development of Cranbrook in order to achieve the vision for a vibrant new community. There are several key strands of activity currently as follows;

- Health and wellbeing – focusing on prevention and the determinants of good health including social prescribing.
- Promoting physical activity – this is a particular focus of the Sport England Place Partnership programme and is closely related to achieving improved health outcomes.
- Community safety and cohesion – including meeting the needs of specific groups in the community alongside fostering a sense of collective identity

This activity is all within the context of the particularly young demographic of the town.

4.2 It is important to consider the District Council's role and responsibilities in relation to community development in Cranbrook. Our Public Health strategy is a key document that pulls together a number of different services in our wider community offer but the statutory responsibility for delivery lies primarily with the County Council. The Anti-Poverty Strategy is also directly relevant. This aims to address the various factors contributing to financial hardship within the district. The Council works to help residents on low incomes build financial resilience and reduce debt. This includes having a dedicated Financial Resilience Team that provides direct support, advice, and assistance to individuals. The strategy also recognises that poverty is a complex issue and that the Council must collaborate with other organisations including the County Council, the NHS, and local voluntary groups. This partnership approach ensures a coordinated response and helps to leverage resources effectively.

4.3 The District Council also has responsibilities in relation to safeguarding and community resilience. But, unlike the other main towns, the Council has does not have significant Council housing stock in Cranbrook (until recently there was no Council housing, with four properties now acquired under the Afghan resettlement scheme). In other places community development activity is usually channelled through our housing function including through dedicated community development workers. Given that the vast majority of the social housing stock at Cranbrook is controlled by two housing associations, the same rationale does not apply.

4.4 The District Council's role in relation to community development in Cranbrook is neither exclusive nor all-encompassing. Indeed, many of the statutory responsibilities for community services fall to the County Council and NHS family of organisations. Nevertheless, there is an imperative for all partners to work collaboratively to ensure the best outcomes for the community.

## 5. Options

5.1 The options for how to proceed revolve around two principal considerations – the provision of funding and the hosting of roles. These are considered in turn below;

Funding options;

1. Do nothing – this would essentially mean taking back the residual funding reserved for the roles as a budget saving.
2. Utilise the reserve and the balance of the Move More Cranbrook budget – this would combine the reserved funding (allowing for the outstanding invoice) and the balance of the Programme Management and Connecting Communities elements of the Move More Cranbrook budget. In conjunction with the underspend from 2024/25 this gives a combined total of £138,519 that is available through to the end of March 2028. This is calculated as follows;

Programme Management	£45,000
Connecting Communities	£60,000
Reserve	£76,974
Staffing underspend from 2024/25	£6,545
Total	£188,519
Outstanding invoice	-£50,000
<b>OVERALL TOTAL</b>	<b>£138,519</b>

3. Do more – this would require making additional funding available, ideally to match fund or lever contributions from other partners, in order to provide longer term security around the provision of the roles

5.2 At present the position of key partners, including the PCN and DCC, remains unclear. In the current constrained environment there is a risk that, if the District Council were to commit additional funding, this would simply fill the gap left by others and would be at the potential detriment to wider service delivery in the District. Equally if the first option were pursued this could lead to a saving but would be the detriment of the ability to provide these roles in the town. The second option therefore presents a potential middle way. This would require reprofiling the available funding.

5.3 The second consideration relates to the hosting of the roles with the following options being available;

1. District Council – the Council does employ community development workers already but only through the housing service with a subsequent focus on supporting our tenants.
2. Town Council – this would have the advantage of being rooted in the community and provides the potential for longer term security of employment.
3. Ted Wragg Trust – this would mean hosting the roles through the Cranbrook Education Campus, again providing a strong local connection.
4. EX5 Alive Hub – this is run as part of a community interest company which is based at the Education Campus but is not part of the Ted Wragg Trust. There is no currently no certainty of funding beyond November.

5.4 The ability for the roles to be hosted and managed within the community is a key advantage to the roles not being hosted by the District Council. Both the Town Council and Ted Wragg Trust have demonstrated a willingness to host the Community Wellbeing & Activity Organiser role. But there is currently no consensus amongst local partners as to a single preferred option.

5.5 The prospect of developing a civic collaboration model has been suggested by the EX5 Alive Hub manager as a means of providing ongoing support to the Hub beyond the end point of current funding (expected to be November). This is a framework that brings together diverse individuals, groups, and organisations within a community to collectively identify issues, brainstorm solutions, and implement actions that improve the overall well-being of that community. In essence, a civic collaboration model recognises that community development is not a task for a single entity but a collective endeavour that thrives on the active engagement and partnership of all community members. This provides a potential avenue to help foster consensus and agreement as to how best to proceed which is not necessarily limited to the Hub itself.

## **6. Conclusion**

6.1 This report takes stock of the current position in relation to community development activity in Cranbrook. Whilst the prompt for this has been the need to consider the progression of the Place Partnership and to reactivate the Wellbeing Cranbrook programme, there are wider considerations around the framework for community development in the town. A further report will need to be considered by EDDC's Cabinet with specific recommendations around the funding and hosting of roles, not least to ensure that conditions applied to previous funding are complied with. This will need to be informed by a more detailed options appraisal which can draw on the feedback and input from the Group.

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### **Financial implications:**

The report is not making a recommendation on a preferred option at this stage with a further report to be produced with further analysis undertaken and specific recommendations to be presented to cabinet at a later stage. On this basis there are no financial implications unless members decide a different course of action at the meeting.

**Legal implications:**

It is essential that any conditions attached to previous funding are complied with in any proposals moving forward. The legal implications moving forward will ultimately depend upon where the funds are hosted and further advice will be given at that stage.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted