



**South Hams
District Council**

January 2006

South Hams Local Development Framework



Core Strategy

Submission Stage

CORE STRATEGY – SUBMISSION STAGE

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1. Foreword

- 1.1 The Planning and Compulsory Purchase Act 2004 has introduced major changes to the way the planning policy system operates. The old system of Structure Plans, Local Plans and Supplementary Planning Guidance is replaced with a new system of Local Development Frameworks (LDFs).
- 1.2 South Hams District Council welcomes the new system and is aiming to produce, consult on, and adopt its new planning framework as soon as possible. The South Hams LDF will be shorter and more focused than the Local Plan. It will be a portfolio of documents, with more scope for community involvement and a positive approach to sustainable development.
- 1.3 The Core Strategy will be one of the key LDF documents. It will set out the key elements of the planning framework for the South Hams and will establish a development strategy for the area and for settlement specific documents which will follow later in the process.
- 1.4 This document is the Submission stage of the Core Strategy. It is available from the Council or on the Council's website: **www.southhams.gov.uk**. This Submission stage was preceded by consultation on the Preferred Options stage during Summer 2005 and on the Issues and Options stage during Autumn 2004.
- 1.5 The Council has set a challenging timetable and aims to be amongst the first authorities to progress LDF documents under the new system. A project plan setting out the timetable for producing the Core Strategy and other LDF documents is included in the approved Local Development Scheme.
- 1.6 The Council is determined to vigorously address local priorities, particularly the delivery of affordable housing. It has adopted the aim of; "improving the well-being of the people of the South Hams" and has set itself the following priorities:
 - Secure a supply of housing for local people at affordable levels.
 - Create the conditions for the growth and maintenance of quality economic activity.
 - Maintain the district's distinctive environment whilst enabling access and sensitive development.
 - Maintain a clean environment.
 - Work with others to improve access to key services.
 - Improve core service performance in a cost-effective way.

- 1.7 The South Hams LDF will reflect these priorities, particularly those with a spatial dimension.
- 1.8 We want to involve our communities and other interested parties to help shape the contents of the new development policy framework. The LDF includes a Statement of Community Involvement which establishes the minimum standard the Council will deliver in engaging people in the process. If you would like to make any comments about the Core Strategy document please feel free to do so. Your views are important and the Council needs to receive them by 14th March 2006.
- 1.9 To help you structure your views, a response form has been produced. Copies are available at the Council offices, in local libraries or via the Council's website. Completed forms should be sent to the forward planners by post, fax or e-mail.
- **Post:** to the Forward Planning Unit, South Hams District Council, Follaton House, Plymouth Road, Totnes, TQ9 5NE.
 - **Fax:** marked Forward Planning, Core Strategy Submission Stage to 01803 861404.
 - **E-mail to:** forward.planning@southhams.co.uk

All comments must be received by 4.00pm on Tuesday 14th March 2006.

2. The New Planning System

- 2.1 The Planning and Compulsory Purchase Act 2004 requires local planning authorities to produce a Local Development Framework (LDF) for their area. LDFs must contain clear up to date spatial planning frameworks to enable efficient delivery of new development, especially housing. They are a major plank of the Government's reform programme and objectives for culture change in planning, particularly building around three themes:
- Sustainable Development (which is the underlying purpose of the planning system);
 - A Spatial Planning approach (which deals with not only the use of land, but also the activities on it); and
 - Community Involvement in planning (the Council has an adopted policy for working with our communities).
- 2.2 Planning shapes places where people live and work and has a critical role to play in achieving balanced housing markets and sustainable improvements in the economic performance of an area. It should make places better for people and positively manage rather than simply control development. The South Hams LDF will aim to deliver these objectives.
- 2.3 An LDF comprises a portfolio of documents that together set out the planning policies and proposals for the area. It will include a Core Strategy, Core Policies, site specific allocations, Area Action Plans (where needed), a Proposals Map and a Statement of Community Involvement (SCI). More detailed guidance will be contained in documents known as Supplementary Planning Documents (SPD).
- 2.4 Under the old system of Structure Plans and Local Plans, the whole plan had to be advanced together so that no part of it could move faster than the slowest piece. The South Hams Local Plan was significantly delayed by issues in the Plymouth sub-region, particularly the new community proposal at Sherford.
- 2.5 This meant that progress with community and Council priorities, particularly the provision of affordable housing in our market towns and villages, was hampered. An LDF portfolio means that each document can move at its own pace, so that priorities will be able to be progressed much more rapidly. The timetable for the production of documents is set out in the South Hams Local Development Scheme (LDS).
- 2.6 The wider context for planning in the South Hams is set by national, regional and county guidance. At national level, Planning Policy Statements (PPSs) are replacing Planning Policy Guidance Notes (PPGs). These are available on the Office of the Deputy Prime Minister's website www.odpm.gov.uk. At regional level, guidance to 2016 (RPG10) was approved in September 2001 and will be replaced by

a new statutory regional plan called a Regional Spatial Strategy (RSS). The RSS is being prepared by the South West Regional Assembly (as the Regional Planning Body) and will have a horizon to 2026. The Submission version of the RSS is due to be published in spring 2006 and will be available at www.southwest-ra.gov.uk. The Core Strategy review process will need to interpret the final version of the RSS when it is approved (anticipated during 2007). At county level, the Devon Structure Plan sets the strategy for Devon to 2016. Structure Plans have been abolished under the new Act, but the Devon Structure Plan will be saved for three years from adoption (October 2004) or until replaced by the new Regional Spatial Strategy.

- 2.7 The Development Plan for the South Hams will ultimately consist of the RSS and the South Hams LDF.
- 2.8 The South Hams Local Plan (1989-2001) was adopted in April 1996. Although it had a 2001 horizon, its policies are still relevant to planning in the South Hams today and are “saved” under the provision of the new Planning Act for a period of three years from September 2004 (with the scope to extend this period further) unless they are replaced before then by parts of the LDF.
- 2.9 The South Hams Local Plan Review (1995-2011) was published in January 2002. The representations received in response to the plan, comments made at subsequent meetings, and background research carried out, will all be used to help inform the preparation of the LDF.
- 2.10 The South Hams planning documents can be found on the Council website: www.southhams.gov.uk or can be obtained from the Council offices at Follaton House, Plymouth Road, Totnes, Devon, TQ9 5NE.

3. The Role of the Core Strategy

3.1 The South Hams LDF aims to:

- set a vision for the South Hams with clear economic, social and environmental objectives;
- consider the needs and aspirations of South Hams communities; and
- achieve an integrated approach to regeneration and delivery of needed local development.

3.2 The Core Strategy is central to achieving these aims and will set out the key elements of the planning framework for the district (apart from the area that lies within the Dartmoor National Park, which will be included in the Dartmoor LDF). It sets out the long-term spatial vision for the South Hams and the strategic policies to deliver that vision. The Core Strategy consists of the following key elements:-

- Spatial Vision and Strategic Objectives
- Spatial Strategy
- Strategic Policies
- Monitoring and Implementation Framework

3.3 Importantly, all other Development Plan Documents (DPDs) produced as part of the LDF must be in conformity with the Core Strategy. Many of the policy topics included in the Core Strategy will be developed further and covered in greater detail in the Core Policies document.

3.4 The Core Strategy should draw on other strategies that have implications for the development and use of land. At the strategic planning level, these include the Regional Spatial Strategy and (in the short term) the Devon Structure Plan. At the local level, it includes the Community, Housing and Prosperity Strategies, Local Transport Plans and the South Devon Area of Outstanding Natural Beauty (AONB) Management Plan. It should also take account of other relevant strategies such as those of the education, health and water authorities. The Core Strategy should provide an integrated approach to implementing the land-use implications of such strategies. The development of a joined-up set of strategies and policies for local action is a key objective of the new planning system.

3.5 **Strategic objectives** are set out as part of the Core Strategy. The performance of policies will be measured against these objectives to provide a framework for monitoring and evaluation, and the relevant strategic objectives are clearly linked to each policy throughout the document.

4. Spatial Vision and Strategic Objectives

Spatial Vision

4.1 The Council's overarching aim is to improve the well-being of the people of the South Hams and it has identified key priorities to secure this, particularly including the provision of affordable homes and good job opportunities. It is also committed to the principles of sustainable development, which lies at the heart of good planning, helping to ensure a better quality of life for everyone.

4.2 The LDF aims to achieve an integrated approach between the four elements of sustainable development:

- The maintenance of high and stable levels of economic growth and employment;
- Social progress which recognises the needs of everyone;
- Effective protection of the environment; and
- Prudent use of natural resources.

It will be subject to Sustainability Appraisal as an integral part of the process.

4.3 The vision for the LDF applies all the above objectives in a spatial context.

The Vision for the South Hams LDF:

- *Meeting communities' needs locally*
- *Securing sustainable development*
- *Promoting the regeneration of market towns and villages and rural diversification*
- *Prioritising developments for affordable homes and new jobs*
- *Protecting and enhancing the area's precious environmental heritage*
- *Delivering the sustainable development of the Sherford new community*

Strategic Objectives

4.4 The strategic objectives for the LDF are set out under four key themes:

- Housing
- Economy
- Accessible services
- Environment

Housing

4.5 The South Hams experiences a wide range of housing pressures. Strategic housing requirements vie with market forces and the local

needs of existing residents. The Council's top priority is to secure a supply of housing for local people at affordable levels and it has adopted challenging targets to try to address the problem. Affordable housing is also identified as one of the Community Strategy's three priorities and the Housing Strategy update 2005 will set out the Council's housing objectives and priorities for the next five years.

4.6 It is acknowledged widely that there is a severe and deepening housing crisis in the district, as the following points illustrate:

- In June 2004 the average house price was £261,600 and the average annual wage of South Hams workplace based employees was £13,800. In substantial parts of the district, principally the coastal belt, the situation is even worse. This substantial discrepancy between house prices and income results in entry level housing being beyond the financial means of most local people;
- At October 2005 there were 1,852 households on the Council's Housing Register seeking housing in the district. Of these, 108 were in temporary accommodation;
- The district has about 4,700 second homes, approximately 12% of the total housing stock. In some coastal parishes, the percentage of second homes is as high as 40-50% and in one parish is 55%. This not only reduces the available housing stock for local people but also drives house prices further up;
- The private rental sector is small and expensive; and
- The social housing sector is also small, amounting to less than 10% of the housing stock. A third of this social housing is for older people.

4.7 To support its stance in trying to tackle the problems of affordable housing, the Council has gathered data to further inform the issue. The South Hams Housing Needs Survey, originally undertaken in 1998 and updated in 2002, has shown a local need for 330 affordable homes each year to meet the district's needs. It also shows that in most of the district (outside the Plymouth Travel to Work Area) 87% of the total housing need is for affordable housing. The Council is determined to address this issue and has received national recognition for its work on affordable housing by being awarded "Beacon" status in 2005-06.

4.8 The Devon Structure Plan proposes at least 4,000 new homes at Sherford in the form of a new community to help meet the needs of the Plymouth sub-region. Apart from Sherford and the need to accommodate about 450 houses in the South Hams part of the Principal Urban Area (PUA), the Structure Plan does not require any other housing developments on new sites in the South Hams. However, in order to help meet the substantial need for affordable housing within the district, the Council proposes housing developments at the market towns and some villages.

4.9 The LDF **strategic objectives** in relation to housing are to:-

- SO1: Provide affordable housing to meet the needs of local communities;*
- SO2: Through the provision of housing to help ensure that all residents of the district have the opportunity of a decent home;*
- SO3: Secure high quality, locally distinctive, sustainable housing developments;*
- SO4: Promote mixed use, mixed type, mixed tenure schemes; and*
- SO5: Provide for housing at the highest densities suitable for the site.*

Economy

4.10 The South Hams has a mixed economy in which service and manufacturing industries and tourism all play a significant part, but agriculture is in decline. There is over-dependence, especially in the rural areas, on low income employment sectors. The Council is actively seeking to tackle this problem and a prime aim is to help raise income levels. Employment and skills is one of the Community Strategy's three priorities and the Prosperity Strategy sets out the Council's objectives and priorities for the local economy.

4.11 The A38 corridor and Totnes are a focus of demand for employment sites and premises, but there is currently a lack of suitable opportunities across the whole district. The local economy is also hampered by poor infrastructure, including access to support facilities and technology, particularly in remoter rural areas. Poor public transport and distribution networks add to the difficulties.

4.12 One of the Council's top priorities is to create the conditions for the growth and maintenance of quality economic activity. The LDF can play a key role in this by including policies and proposals to aid regeneration of the district's market and coastal towns, support the growth and development of the business sector including the tourism industry, and assist the restructuring of the rural economy.

4.13 The LDF **strategic objectives** in relation to the economy are to:

- SO6: Regenerate the district's towns, villages and their hinterlands, and re-use existing buildings where appropriate;*
- SO7: Provide for business growth and development, supporting indigenous growth, growth sectors, and providing year round sustainable, well-paid employment;*
- SO8: Secure high quality, locally distinctive, sustainable economic development including tourism;*
- SO9: Improve the district's economic infrastructure; and*
- SO10: Maintain and develop a prosperous countryside, encouraging sustainable development including rural regeneration and diversification.*

Accessible Services

- 4.14 The South Hams is characterised by market towns and their rural hinterlands. About a third of the population lives in the district's four main towns. Elsewhere there is a fragmented settlement pattern comprising many villages of varying sizes, hamlets and more isolated farmsteads and dwellings. Outside the main towns, most settlements have a very limited range of community facilities, many have lost important services such as shops and post offices over recent years, and remaining services are often under threat, only marginally viable or requiring subsidy.
- 4.15 The market towns and the larger, nearby urban areas of Plymouth, Exeter and Torbay are important in providing for many of the needs of the residents of the South Hams. However, access to these centres is largely dependent on the private car as many parts of the district are served poorly by public transport – for example, about a third of parishes have no bus services.
- 4.16 Rural isolation and access to services are issues that the Council is keen to address. Improving access to key services is a priority of the Council and the Community Strategy also seeks to achieve: “Equity of access to services where no-one feels disadvantaged by virtue of where they live or their own personal circumstances.” The Devon Community Strategy and the Local Transport Plan are also important in relation to such matters.
- 4.17 The Council supports sustainable travel through an integrated transport strategy aimed at reducing unnecessary car use, improving public transport, and encouraging walking and cycling. For a place to be safe and convenient to live and work in, good communications and an efficient public transport system are essential. The LDF will aim to promote development on sites that conform with those objectives.
- 4.18 The LDF **strategic objectives** in relation to accessible services are to:
- SO11:** *Reduce rural isolation;*
 - SO12:** *Support the role of market towns, especially the town centres, and other local centres;*
 - SO13:** *Retain existing and promote new local services, facilities and amenities;*
 - SO14:** *Development that generates a high number of trips must be located where it is accessible to sustainable transport*

Environment

- 4.19 The South Hams is renowned for its beautiful, varied and distinctive environment, which is one of its principal assets. The landscapes, ecological and cultural / historical resources of the district are a superb heritage which is extremely important and whose local distinctiveness should be safeguarded. One of the Council's priorities is to maintain the district's distinctive environment.
- 4.20 About a third of the district is nationally designated as an Area of Outstanding Natural Beauty and the northern part of the district lies within the Dartmoor National Park (where the Park Authority is responsible for planning matters). There are also extensive local landscape designations. The district also possesses a rich geological heritage. Some sites are internationally protected for their nature conservation value, including parts of the Tamar/Tavy and Yealm estuaries and a variety of small sites. Others are designated for their national importance and there is an extensive network of locally important sites vitally important to maintaining the district's biodiversity. The area also has a rich built environment which adds to local character. There are 52 designated Conservation Areas, approximately 3,500 Listed Buildings and numerous Scheduled Ancient Monuments and Registered Historic Parks and Gardens. The district also has a rich heritage of regionally and locally important historic features.
- 4.21 The Council considers that it is vitally important to maintain and enhance the high quality of the district's landscape and townscapes. New development must be of a high quality and locally distinctive. In appropriate locations, high quality contemporary design will be welcome. Site layouts and buildings should promote sustainable development and aim to reduce the impact on the environment.
- 4.22 The LDF **strategic objectives** in relation to the environment are to:
- SO15: Conserve and enhance the quality of the district's countryside and coastal landscapes;*
 - SO16: Conserve and enhance the district's geological resource and the diversity and abundance of wildlife habitats and species;*
 - SO17: Conserve and enhance the historic and archaeological character and features of the district;*
 - SO18: Provide for recreational use and enjoyment of the district's towns, villages, countryside and coast; and*
 - SO19: Achieve development which is of a high quality, respects its location and is compatible with the sustainable management of land, soil, air and water.*
 - SO20: Promote development which will help to reduce the consumption of fossil fuels and the emission of greenhouse gases.*

5. Spatial Strategy

Strategic Approach

Strategic Objectives

The following section including Policy CS1 addresses these strategic objectives;

- SO6: Regenerate the districts towns, villages and their hinterlands, and re-use existing buildings where appropriate;
- SO12: Support the role of market towns, especially the town centres, and other local centres
- SO13: Retain existing and promote new local services, facilities and amenities
- SO14: Conserve & enhance the quality of the district's countryside and coastal landscapes
- SO20: Promote development which will help to reduce the consumption of fossil fuels and the emission of greenhouse gases

- 5.1 The Core Strategy will set out long term strategic policies and proposals to deliver the LDF vision in accordance with the LDF objectives. It will identify a district-wide pattern to deliver strategic requirements and local needs for housing and employment development. It is not appropriate for the Core Strategy to identify individual sites; this will be done by site specific allocations in later documents (the programme for which is set out in the Local Development Scheme).
- 5.2 Determining the distribution of development will involve considering how the district functions, including the role played by settlements both within the South Hams and nearby. In areas adjoining the South Hams, regional strategy defines Plymouth and Torbay as Principal Urban Areas (PUAs). Exeter is also identified as a PUA and is significant, as is the role played by Newton Abbot. The LDF may identify market towns and larger villages in the South Hams as Area Centres and Local Centres to reflect their roles.
- 5.3 Ivybridge is the district's largest town with a population of about 12,500. It has experienced major expansion since the 1960's but much still needs to be done to build its role and self-sufficiency. It is increasingly seen as a focus for a large surrounding hinterland, but the strong community view in Ivybridge is that there should be no significant development until community infrastructure deficiencies are addressed.

- 5.4 Totnes is the second largest town in the district with a population of just over 8,000. It is a long-established country market town and serves a large area of surrounding parishes.
- 5.5 Dartmouth, with a population of about 5,800, has a rich historic and maritime tradition and is a popular location for tourists. Although it has a relatively small rural hinterland, it does provide an important range of services and facilities.
- 5.6 Kingsbridge, also with a population of about 5,800, is located at the head of a large estuary and has an extensive hinterland of surrounding rural parishes for which it provides many of their needs.
- 5.7 Dartmouth, Kingsbridge and Totnes are the district's three most historic and long-established market towns. They all have centres, with a wealth of historic buildings and an important archaeological resource, that have served as important locations for commercial and other activities for centuries.
- 5.8 Woolwell adjoins the northern edge of Plymouth and comprises about 1,300 houses in a development which started in the early 1980's. Although it relates closely to the city it has developed a growing community identity of its own.
- 5.9 Salcombe is a coastal resort with a population of about 2,000 located about four miles south of Kingsbridge near the mouth of the estuary. It is a popular holiday destination, but increasingly struggles to provide a range of year-round services and facilities as the number of second and holiday homes steadily rise.
- 5.10 Modbury is an attractive and historic small market town with a population of about 1,700. It is located on the A379 mid-way between Plymouth and Kingsbridge and is a traditional focus for the provision of local services and facilities.
- 5.11 Yealmpton is a large village on the A379 about four miles to the south east of Plymouth. It provides local services and facilities for the surrounding area.
- 5.12 Chillington and Stokenham are neighbouring villages about five miles to the east of Kingsbridge. Together they provide a range of services and facilities and act as a focal point for the extensive rural area on the eastern side of the Kingsbridge Estuary.
- 5.13 Area Centres are settlements that function as focal points for the sustainable provision of local housing and employment opportunities, education facilities and other local services. They should be accessible to the communities they serve and well related to public transport and the strategic road network. When allocating land for new development, Area Centres should provide a sustainable focus. In the South Hams, the Council considers that the four largest towns – Dartmouth, Ivybridge,

Kingsbridge and Totnes – function at this level. They are therefore designated as Area Centres.

- 5.14 The Council intends that the range and quality of facilities and services at the Sherford New Community will match those of the other Area Centres within the district. Sherford must function effectively as an Area Centre from early in its development, serving its own residents and a limited catchment beyond. The provision of employment, education facilities and the whole range of community infrastructure to meet local needs will be required in phase with the housing development. Although it is the Council's intention that Sherford must function as an Area Centre from early in its life, it is acknowledged that its catchment area will be more limited than the other Area Centres in the district due to its proximity to Plympton, Plymstock and Ivybridge. Sherford must complement the roles of these other centres, not compete with them. Importantly, Sherford is intended to be a community providing for its residents daily needs without dependence on the motor car.
- 5.15 Local Centres are settlements that provide a lesser range and level of facilities and services than the Area Centres yet can complement their role. Nevertheless, they will have an important function in providing some services and facilities for their rural hinterlands and should be focal points for a modest scale of development. The Council considers that Chillington / Stokenham, Modbury, Salcombe, Woolwell and Yealmpton function at this level and proposes them as Local Centres. (South Brent functions at a similar level but lies within the Dartmoor National Park, the LDF for which will be responsible for the designation of settlements).
- 5.16 Apart from providing a focus for housing and employment development, the Area Centres and Local Centres should also develop their important role of supporting the diverse needs of their own communities and surrounding hinterlands that they serve. This will include providing opportunities for a wide range of services and activities to encourage the enhanced sustainability of the settlements. Retail, leisure, entertainment, the arts, culture, tourism, office, commercial and housing (as part of mixed-use development) schemes will be appropriate. In order to focus such activities on a central hub within the larger settlements, "town centre" zones will be identified in the appropriate settlement-specific DPD's in association with more detailed policies. Retail issues are dealt with in the Core Strategy background paper entitled "South Hams Retail Study" which is available on the Council's website: www.southhams.gov.uk

Policy CS1: Settlement Designation and Town/Village Centres

1. The following settlements are designated as Area Centres:

- Dartmouth
- Ivybridge
- Kingsbridge
- Totnes
- Sherford (New Community)

2. The following settlements are designated as Local Centres:

- Chillington / Stokenham
- Modbury
- Salcombe
- Woolwell
- Yealmpton

3. Town Centre Zones within the larger settlements will provide a focus for: retail activity; leisure and entertainment facilities; the arts, culture and tourism; commercial and office development; and housing (as part of mixed-used schemes).

Location of Development

Strategic Objectives

The following sections including Policy CS2 address these strategic objectives;

SO2: Through the provision of housing to help ensure that all residents of the district have the opportunity of a decent home;

SO3: Secure high quality, locally distinctive, sustainable housing developments

SO6: Regenerate the districts towns, villages and hinterlands, and re-use existing buildings where appropriate;

SO8: Secure high quality, locally distinctive, sustainable economic development including tourism.

- 5.18 The Council has assessed every town and village in the South Hams in terms of its potential for additional development. The opportunities for infill, re-development and conversion will vary considerably across the settlements. The Council considers that in settlements with an appropriate level of infrastructure and service provision, a small or modest amount of development can be beneficial and acceptable. This can apply to settlements within the South Devon Area of Outstanding Natural Beauty where development that helps to foster social or economic well-being could be acceptable. In considering whether such development is necessary or acceptable, various factors need to have been taken into account such as the needs, capacity, location, setting and character of the settlement. The Council considers that some additional development is acceptable in principle at the settlements identified in Policy CS2 (subject to detailed planning considerations such as access to the site, the scale, bulk and design of the proposal, and the effect on neighbouring properties). For these settlements a Development Boundary will be defined in the relevant settlement specific DPD. Elsewhere in the district development will be more tightly controlled and only permitted where it can be delivered sustainably and in response to a demonstrable local need.

CS2: Location of Development**1. Development is acceptable in principle at the following settlements:**

Area Centres:	Dartmouth Ivybridge Kingsbridge Sherford New Community Totnes	
Local Centres:	Chillington / Stokenham Modbury Salcombe Woolwell Yealmpton	
Villages:	Ashprington Aveton Gifford Avonwick Bigbury-on-Sea Blackawton Brixton Churchstow Cornworthy Dartington Diptford Dittisham Down Thomas East Allington East Prawle Ermington Frogmore Halwell Harberton Harbertonford Heybrook Bay Hillhead Holbeton Hope Cove Kingston Kingswear Lee Mill	Lee Moor Loddiswell Lutton Malborough Marldon Moreleigh Newton Ferrers Noss Mayo Rattery Ringmore Roborough St. Ann's Chapel Slapton South Milton Sparkwell Staverton Stoke Fleming Stoke Gabriel Strete Thurlestone Ugborough Wembury West Alvington West Charleton Woolston Green Wotter

2. Employment Development is acceptable in principle at the following estates:

Langage	Roborough	
Lee Mill	Torr Quarry	Wrangaton

3. Elsewhere, development will be strictly controlled and only permitted where it can be delivered sustainably and in response to a demonstrable local need.

Housing

Strategic Objectives

The following section including Policy CS3 addresses these strategic objectives;

- SO1: Provide affordable housing to meet the needs of local communities
- SO2: Through the provision of housing to help ensure that all residents of the district have the opportunity of a decent home;
- SO6: Regenerate the district's towns, villages and hinterlands, and re-use existing buildings where appropriate;
- SO12: Support the role of market towns, especially the town centres, and other local centres
- SO14: Development that generates a high number of trips must be located where it is accessible to sustainable transport.
- SO15: Conserve and enhance the quality of the district's countryside and coastal landscapes;
- SO19: Achieve development which is of high quality, respects its location and is compatible with the sustainable management of land, soil, air and water.
- SO20: Promote development which will help to reduce the consumption of fossil fuels and emission of greenhouse gases

- 5.20 The housing context is set by the Devon Structure Plan which establishes the number of houses to be provided in each district in the county during the period 2001 – 2016. For the South Hams, the Structure Plan provides for the development of 8,350 new homes of which 4,500 must be in the South Hams part of the Plymouth PUA (immediately adjoining Plymouth).
- 5.21 The Structure Plan proposes a new community of at least 4,000 homes at Sherford which is within the Plymouth PUA. This leaves a balance of 500 homes to be provided for within the South Hams part of the PUA or adjoining the new community. For the remainder of the district, this therefore leaves a figure of 3,850 homes to be provided for. The Structure Plan requirements are set out in the table below:

Table 1: Devon Structure Plan Housing Requirements to 2016

	Devon Structure Plan Housing Provision 2001-2016	Houses Developed 2001-2005	Housing Commitments April 2005 (minus 10% non take-up) ⁽ⁱⁱ⁾	Previously Developed Land Capacity ⁽ⁱⁱⁱ⁾ (estimated) 2005- 2016	Remaining Housing Requirement 2005-2016
South Hams (Outside the Plymouth PUA) ⁽ⁱ⁾	3,850	1,015	995	1,089	751
Sherford New Community	At least 4,000	0	0	0	At least 4,000
Elsewhere in Plymouth PUA	Up to 500	0	0	50	Up to 450
Total	8,350	1,015	995	1,139	5,201

Notes:

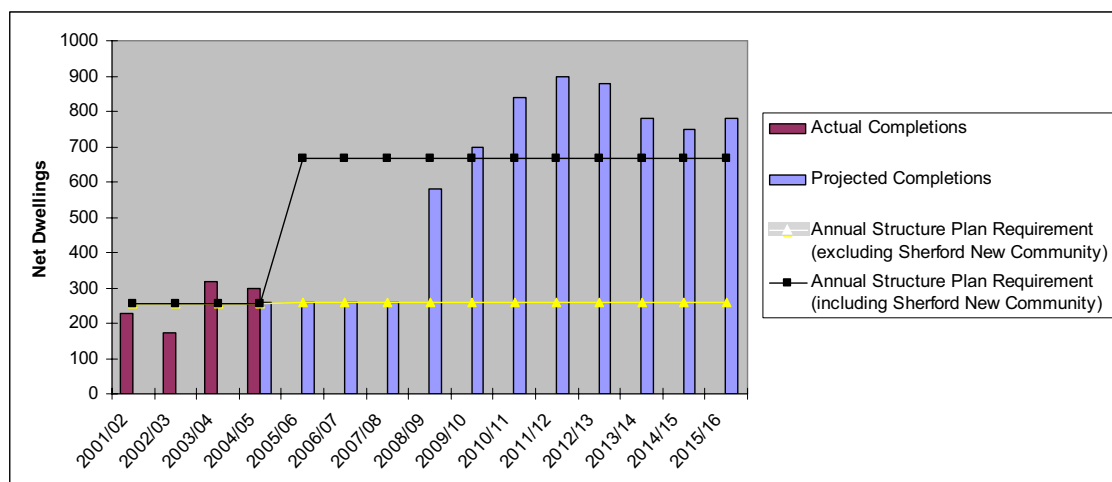
- i. *The South Hams part of the Plymouth PUA includes the built up (or proposed) western extremities of the South Hams that immediately border the city.*
- ii. *It is generally assumed that approximately 10% of planning permissions are not taken-up.*
- iii. *Urban Capacity is the amount of potential additional housing that is estimated as likely to be accommodated within urban areas.*

5.22 The table shows how many houses have already been developed since the start of the plan period (2001 - 2005), how many have been granted planning permission but have not yet been built (commitments at April 2005), and how many other homes are predicted to arise on previously developed land in the future (2005-2016). The final column shows the remaining number of homes to be provided once these three categories have been subtracted from the Structure Plan allocation.

5.23 The table shows that, for the remainder of the plan period to 2016, at least 4,000 homes are to be provided at the Sherford new community, up to another 450 within the PUA, and a balance of up to 751 to accommodate in the remainder of the district. The new community at Sherford is a strategic requirement and a regional priority and the Council is actively working with partners to ensure its delivery. This issue is dealt with more fully later in this chapter (paras. 5.44-5.52), and the Council is producing a separate Sherford Area Action Plan as part of the LDF.

5.24 The delivery of the outstanding housing requirement up to 2016 of 7,335 dwellings (the Structure Plan allocation minus the number of houses developed 2001-2005), will require an annual completion rate of 667 dwellings per year. The housing trajectory which illustrates this requirement is shown in Table 2. This shows past housing completions from 2001 and anticipated future completions from 2006 to 2016. It illustrates that build rates will be at their highest from 2010 to 2016 when development at Sherford is likely to deliver the greatest number of houses.

Table 2: South Hams Housing Trajectory to 2016



- 5.25 The Council is extremely concerned that the number of new homes proposed for South Hams in the Structure Plan falls well below the level of need, particularly for affordable housing. The district-wide housing needs survey up-date (2002) concluded that there is a net shortfall in provision of 330 affordable dwellings per annum. The remaining Structure Plan housing requirement for the district outside of the PUA is just 751 homes up to 2016. This would go only a little way to meeting the current and anticipated level of need during that period. The Council has made strong representations to the structure plan authorities and others about this issue and has been granted some flexibility to propose additional housing.
- 5.26 Accordingly, the Council, through the LDF, intends to propose about 1,430 new homes across the district outside of the PUA (about 680 more than required by the Structure Plan) primarily to provide affordable housing in market towns and key villages. The LDF will require that a high percentage of housing on new sites should be affordable. District-wide the Council has set the target of providing 3,765 affordable homes during the plan period to 2016. Approximately 3,165 will be on sites proposed in the LDF (including 2,000 at Sherford) and approximately 600 on “windfall” sites (not proposed in the LDF). The affordable dwellings target of 3,765 over the plan period equates to 251 per annum, compared with the identified need for 330 per annum. This is a challenging target but the Council believes that it is justifiable and deliverable. This will still fall short of meeting the actual overall level of need, but the Structure Plan and emerging Regional Spatial Strategy do not grant scope for the Council to press any further.
- 5.27 The Core Strategy needs to consider the geographic distribution of the dwellings to be proposed through the LDF process. Factors to be taken into account include the distribution of need, the sustainability of potential locations (including the availability of services), and the availability of acceptable sites.

- 5.28 The settlements experiencing the greatest levels of need for affordable housing are Totnes, Ivybridge, Kingsbridge and Dartmouth. These are the district's main towns and are the most sustainable locations for additional housing. The LDF will accordingly propose new housing in these market towns. However, the Council considers that Ivybridge is not a sustainable location for significant new development. The town has experienced high levels of development over the last 40 years and the community has expressed a strong desire for the opportunity to build its self-sufficiency without further major growth. Major development at Ivybridge is therefore not proposed. However, as a contingency to enable the provision of some affordable housing to help meet the needs of the town, a maximum of 75 additional dwellings are proposed in Ivybridge to 2016.
- 5.29 The district's four main towns, all designated as Area Centres, have in certain directions grown out to or nearly reached their administrative boundaries. In a few instances development has already gone beyond such boundaries; for example, substantial parts of Bridgetown, Totnes are in Berry Pomeroy parish. Although such local administrative boundaries are not, strictly speaking, a planning matter, it is acknowledged that housing and employment development proposed at the Area Centres may need to be located in adjoining parishes. Where this does arise the DPD making the site-specific proposals will cover the main town and the adjoining settlement(s)/parish(es) as appropriate.
- 5.30 The Council considers that the local centres of Chillington / Stokenham, Modbury, Salcombe and Yealmpton can also accommodate additional housing to meet local needs. They are the most sustainable locations for growth after the major towns. Some of the district's larger villages are also considered to be sustainable locations for more modest growth. However, given the limit on the overall number of new houses that can be proposed, the scale of new development in any given settlement will be relatively modest and the distribution of new housing is determined with an eye to the distribution of need and opportunities to bring development forward.
- 5.31 There is a requirement to accommodate about 450 homes on a site or sites within the South Hams part of the Plymouth PUA (immediately adjoining the city). The work recently carried out in relation to the Sherford Enquiry by Design (EbD) process¹ is significant in coming to decisions as to its distribution. The Council has concluded that, in order to bring forward an achievable build rate, it is not feasible to accommodate these 450 dwellings at Sherford during the plan period in addition to the 4,000 already allocated there.
- 5.32 The choice of location for the additional 450 dwellings is finely balanced and may involve one or more locations. The level of detail in relation to site choices which is now required is at odds with the spirit of the Core Strategy – which is primarily a strategic document.

- 5.33 The Core Strategy therefore allocates these 450 dwellings to elsewhere within the South Hams part of the PUA but is not specific about location. The precise location(s) for these dwellings will be identified in the Plymouth Urban Fringe AAP. This document will address the detailed and technical work required to make this site choice, and is the appropriate document to allow the necessary Sustainability Appraisal work to be undertaken. The guidance offered in the Core Strategy in relation to these 450 dwellings within the PUA, is that they should not be accommodated as part of the Sherford New Community up to 2016.
- 5.34 The Council's preferred option for distributing new housing is given in Policy CS3 below. The Policy also includes targets for the provision of affordable housing. Once this distribution has been decided in principle, site-specific proposals will be produced for each settlement in the form of area action plans or site specific Development Plan Documents (DPD's). The first tranche of DPD's will include those covering Totnes, Kingsbridge and the Plymouth Urban Fringe, and are due to be published in Preferred Options form in 2006.
- 5.35 Housing issues are dealt with in the Core Strategy background paper "South Hams Housing Review" which is available on the Council's website: **www.southhams.gov.uk**

Footnote

1. *Sherford EbD Report, 4 -6 October 2004 – Summary Report, Prince's Foundation (published April 2005).*

Policy CS3: Housing Provision and Affordable Housing Targets.		
1. To provide, on sites to be proposed in the LDF, for the development of about 5,880 dwellings including a significant number of affordable homes, during the period 2001 – 2016, distributed as follows:		
Settlement / Area	Approximate number of Dwellings	Target number of Affordable Homes
<u>South Hams part of the PUA</u>		
Sherford New Community	4,000	2,000
Elsewhere in the PUA	Up to 450	225
Sub-total for PUA	4,450	2,225
<u>Outside the PUA</u>		
<u>Area Centres</u>		
Dartmouth	220	145
Ivybridge	75	50
Kingsbridge	200	130
Totnes	400	265
Sub-Total	895	590
<u>Local Centres</u>		
Chillington	40	120
Modbury	50	
Salcombe	45	
Yealmpton	50	
Sub-total	185	
<u>Villages</u>		
Aveton Gifford	20	230
Brixton	20	
Diptford	10	
Ermington	30	
Harbertonford	20	
Kingswear	20	
Lee Mill	50	
Loddiswell	20	
Malborough	20	
Newton Ferrers	45	
Slapton	10	
Stoke Gabriel	30	
Strete	30	
Woolston Green	15	
Sub-total	350	
Sub-total for outside the PUA	1,430	940
District Total	5,880	3,165
Affordable dwellings estimate for "windfall" sites ¹		600
Total affordable dwellings target		3,765

- 2. At the Sherford New Community and on other sites to be proposed in the PUA, approximately 50% of the dwellings should be affordable homes.**
- 3. On all sites proposed in the LDF for residential development outside of the PUA, approximately two-thirds of the dwellings should be affordable homes.**

¹ *Past completion rates show that if the Council's Affordable Housing SPG (which requires 50% affordable housing provision on qualifying windfall sites) had been applied over the last 5 years, an average of approximately 60 affordable units could have been achieved per annum. However, the affordable housing allowance for windfall sites has been set at 40 units per annum over the fifteen year period 2001 to 2016 (40 x 15 = 600) in recognition of the fact that, for a range of reasons, a minority of sites will not be suitable for provision on-site and that an off-site financial contribution will be required.*

Note: In accordance with Government guidance, development should be advanced at the highest density compatible with the site, which will generally be within the ranges of 30-40 dwellings per hectare in rural areas and up to 75 dwellings per hectare in built-up areas.

Employment

Strategic Objectives

The following section including Policy CS4 addresses these strategic objectives;

- SO4: Promote mixed use, mixed type, mixed tenure schemes
- SO6: Regenerate the district's towns, villages and hinterlands, and re-use existing buildings where appropriate
- SO7: Provide for business growth and development, supporting indigenous growth, growth sectors, and providing year-round sustainable, well-paid employment
- SO8: Secure high quality, locally distinctive, sustainable economic development including tourism
- SO9: Improve the district's economic infrastructure
- SO10: Maintain and develop a prosperous countryside, encouraging sustainable development including rural regeneration and diversification.
- SO12: Support the role of market towns, especially the town centres, and other local centres
- SO14: Development that generates a high number of trips must be located where it is accessible to sustainable transport
- SO20: Promote development which will help to reduce the consumption of fossil fuels and the emission of greenhouse gases

5.37 The local employment context and strategic objectives for the district were set out in the previous chapter. The strategic context is set by the Devon Structure Plan which establishes the amount of employment land for each district in the county during the period 2001-2016. For the South Hams, this is 105 hectares of new employment land. Of this total, 80 hectares must be in the South Hams part of the Plymouth PUA (immediately adjoining Plymouth), leaving 25 hectares to be distributed in the rest of the district outside of the PUA. These requirements are set out in the table below:

Table 2: Devon Structure Plan Employment Land Requirements to 2016

	Devon Structure Plan Employment Land Provision 2001-2016	Employment Land Developed 2001-2005	Employment Land Commitments April 2005	Remaining Employment Land Requirement 2005-2016
South Hams (Outside the PUA (i))	25	2.73	9.61	12.66
South Hams part of the Plymouth PUA	80	0.5	40.49	39.01
Total	105	3.23	50.1	51.67

Note:

(i). The South Hams part of the Plymouth PUA includes the built up (and proposed) western extremities of the South Hams that immediately border the city.

- 5.38 The table also shows for these two parts of the district how much employment land has been developed since the start of the plan period (2001) and how much land has been granted planning permission but has not yet been developed (commitments at April 2005). The final column shows the remaining amount of land to be provided, once these two categories have been subtracted from the Structure Plan requirement.
- 5.39 The table above shows that for the rest of the plan period to 2016, 39.01 hectares of new employment land remain to be provided for within the South Hams part of the Plymouth PUA, and 12.66 hectares in the remainder of the district.
- 5.40 Of the 80 hectares to be provided in the South Hams part of the Plymouth PUA, approximately half has already been committed - mainly at Langage. This lies to the north of the A38 on the eastern edge of Plympton and is designated in the Devon Structure Plan as a Strategic Development Site. The Council considers that much of the outstanding balance of employment land could be accommodated around the A38 Deep Lane junction, at Langage and Sherford. This would effectively group the Langage and Sherford employment proposals resulting in a significant strategic employment site proposal. To facilitate this provision, it is anticipated that strategic highway infrastructure will need to be provided at Deep Lane Junction on the A38. The current junction will be inadequate and will need to be replaced. These matters will be dealt with in greater detail in the Plymouth Urban Fringe and Sherford Area Action Plans respectively.
- 5.41 For the rest of the district outside the PUA, the Structure Plan only provides for 12.66 hectares of new employment land for the remainder of the plan period up to 2016. The Council is very concerned that this will not adequately meet the district's employment development needs

during that period and has therefore sought a degree of flexibility on this provision from the structure plan authorities. This has been granted and the Council proposes 20.2 hectares of employment land for that part of the district outside of the PUA. The reason for this is purely to help provide for the present and future employment needs of the local community.

- 5.42 The LDF needs to consider where this land should be located. Factors to be taken into account include local demand and land availability surveys, existing availability of employment opportunities, the sustainability of potential locations (including the availability of infrastructure) and relevant planning considerations. The locations experiencing the greatest levels of demand for additional employment land are the A38 corridor - the district's only trunk road - and the Totnes area, followed by Kingsbridge and Dartmouth.
- 5.43 Based on the above, the Council considers it appropriate to allocate most additional employment land at the Area Centres of Dartmouth, Ivybridge, Kingsbridge and Totnes, with some additional employment land at the Local Centres of Chillington/Stokenham, Salcombe and Yealmpton and small-scale employment development at the villages of Malborough and Moreleigh. Given the limit on the amount of employment land that the LDF can propose the scale of new development in any given settlement will be relatively modest. However, it needs to be noted that the employment land provided for in Policy CS4 will be additional to land already in employment use and/or identified as employment policy areas. Due to the difficulties of identifying adequate land suitable for new employment development at Ivybridge and Kingsbridge, sites are proposed at Wrangaton and Torr Quarry to help meet the employment needs of the Ivybridge and Kingsbridge areas respectively.
- 5.44 As was noted in the housing section, the district's four main towns have in certain directions grown out to or nearly reached their administrative boundaries. Given the difficulty of finding suitable sites for development at these settlements, it is possible that additional land for employment development may need to be located in adjoining parishes. The most sustainable locations in the area of the towns and their immediate hinterlands will be sought, with the site specific proposals being made in the appropriate settlement DPDs.
- 5.45 The Council's preferred option for distributing new employment land is given in Policy CS4 below. Once this distribution has been decided in principle, site specific proposals will be produced for each location in the form of settlement specific DPDs. Employment land issues are dealt with in the Core Strategy background paper "South Hams Employment Land Review" which is available on the Council's website :
www.southhams.gov.uk

Policy CS4: Employment Land Provision

To provide for the development of about 62 hectares of employment land during the period 2001-2016, to be distributed as follows:

<u>Settlement / Location</u>	<u>Approximate Employment Land (ha)</u>
<u>South Hams part of the PUA</u>	
Sherford New Community	18.0
Langage Employment Estate	20.0
Roborough	4.0
Sub-total for PUA	42.0
<u>Outside of the PUA</u>	
<u>Area Centres</u>	
Dartmouth	2.0
Ivybridge	2.5
Kingsbridge	2.0
Totnes	4.5
<u>Local Centres</u>	
Chillington	0.1
Salcombe	0.5
Yealmpton	0.5
<u>Other Locations</u>	
Malborough	0.4
Moreleigh	0.2
Torr Quarry	4.5
Wrangaton	3.0
Sub-total for outside the PUA	20.2
District total	62.2

Sherford New Community

Strategic Objectives

The following section including Policy CS5 addresses these strategic objectives;

- SO1: Provide affordable housing to meet the needs of local communities;
- SO2: Through the provision of housing to help ensure that all residents of the district have the opportunity of a decent home;
- SO3: Secure high quality, locally distinctive, sustainable housing developments;
- SO4: Promote mixed use, mixed type, mixed tenure schemes; and
- SO5: Provide for housing at the highest densities suitable for the site;
- SO7: Provide for business growth and development, supporting indigenous growth, growth sectors, and providing year round sustainable, well-paid employment;
- SO8: Secure high quality, locally distinctive, sustainable economic development including tourism;
- SO9: Improve the district's economic infrastructure;
- SO13: Retain existing and promote new local services, facilities and amenities;
- SO14: Development that generates a high number of trips must be located where it is accessible to sustainable transport;
- SO18: Provide for recreational use and enjoyment of the district's towns, villages countryside and coast;
- SO19: Achieve development which is of a high quality, respects its location and is compatible with the sustainable management of land, soil, air and water:
- SO20: Promote development which will help to reduce the consumption of fossil fuels and the emission of greenhouse gases.

- 5.47 There is insufficient capacity within the existing urban area of Plymouth – on previously developed land or urban green field sites – to meet the full development needs of the Plymouth urban area and its sub region. The Devon Structure Plan Authorities, in conjunction with Cornwall County Council, therefore undertook extensive studies in order to assess potential development opportunities in the Plymouth area outside of the existing urban area. In accordance with government policy and advice in PPG3, this work has considered options on a sequential basis, with the overall objective of identifying the most sustainable pattern of future development.
- 5.48 On the basis of these studies and the Plymouth Urban Capacity Study (UCS), the Structure Plan concluded that there was a need for strategic development outside the urban area. It was also concluded that the most sustainable approach to accommodating the additional development was through the development of a new community at Sherford, within the South Hams.
- 5.49 Proposal ST8 of the Devon Structure Plan proposes a new community at Sherford, comprising provision for at least 4,000 dwellings in the period to 2016, together with associated employment land and a range of community and other associated facilities.
- 5.50 The new community at Sherford is, therefore, a strategic requirement and the Council is actively working with partners to ensure its delivery. It must be delivered as a high quality, locally distinctive, sustainable development and the Council has involved the Prince's Foundation for the Built Environment in running design workshops to secure those objectives. The Foundation has applied a process it calls "Enquiry by Design" (EbD), which has drawn together a wide range of stakeholders, including local communities, to progress the development. Building on the success to date, the aim is to continue to develop the masterplan for Sherford using the EbD process and principles.
- 5.51 The Council is producing a separate Sherford Area Action Plan (AAP) as part of the LDF. The Preferred Options version of this document was published in June 2005 and its Submission version is due during 2006. The boundary between South Hams and Plymouth cuts across the site of the new community. Joint working with Plymouth City Council has been essential in order to progress this proposal. One outcome of this is that the City Council has produced a North Plymstock AAP which is being progressed on a similar timescale to the Sherford AAP. Production of the two AAP's ensures that cross border issues are dealt with in a comprehensive and coordinated manner.
- 5.52 Although the Council considers that it will be possible to deliver 4,000 dwellings at Sherford during the period up to 2016, it is probably not realistic to expect it to deliver much more than 4,000 dwellings within that time period. However, the Structure Plan indicates that the new community should be planned in such a way as to allow for further development beyond 2016. The EbD masterplan fixes an eastern limit to

the new development and establishes the principle that any future growth will extend westwards back into the city. This principle is supported by the Council, Plymouth City Council and Devon County Council. Additional scope for growth at Sherford within the South Hams should therefore only result from increased densities.

- 5.53 The issue of affordable housing provision has been considered very carefully in relation to the Sherford New Community. In determining the levels of affordable housing to be provided, the Council and its partners have paid particular attention to the overall viability of the development and the need to achieve a healthy and balanced community. The Sherford development will be unique in the South Hams. The aspiration is to create a truly balanced, mixed community with a full range of support infrastructure in phase with development. All of the service utilities and the complete range of community infrastructure and facilities will have to be provided. This will be very expensive and is a key aspect affecting viability. In order to strike the right social balance and secure satisfactory infrastructure provision, the Council proposes that of the 4,000 dwellings to be built at Sherford during the plan period, approximately half should be affordable homes in a range of tenure types. A similar approach will be applied to other sites in the South Hams part of the PUA.
- 5.54 The Sherford New Community proposal will require the provision of significant elements of key strategic infrastructure including a wide range of community facilities, sustainable transport systems and the full spectrum of physical infrastructure (including the provision of an improved junction on the A38 at Deep Lane). More detailed infrastructure and service components will be identified in the AAP and/or at later stages in the planning and design process.
- 5.55 The provision of services and facilities will need to be carefully considered due to cross boundary issues. In particular, transport and education provision will require a co-ordinated approach. It will be essential for the new community to be linked to Plymouth by an effective, high quality, high capacity public transport system so as to minimise dependence on the private car while establishing a high level of accessibility to facilities and services within Plymouth. Other developments within Plymouth, particularly along the A379, will also need to contribute to achieve a satisfactory and equitable overall solution. These matters will be more fully addressed in the Sherford and North Plymstock Area Action Plans.

Policy CS5: Sherford New Community

- 1. A major mixed-use, sustainable new community is proposed at Sherford, to the south-west of the A38 Deep Lane junction.**
- 2. The design of the new community will be of a high standard, locally distinctive and environmentally sustainable. It will be developed in such a way so as to avoid pollution, minimise the use of resources, minimise waste and conserve energy and water resources, both on and off site. It will include sustainable drainage and a proportion of the new community's energy needs will be expected to be met through on-site generation of renewable energy.**
- 3. The Sherford New Community will be developed in a fully comprehensive and phased manner, to include provision for:**
 - a) 4,000 dwellings to 2016, in a range of housing types and tenures, approximately 50% of which should be affordable homes;**
 - b) 18 ha. of employment land to provide a range of local employment opportunities; and**
 - c) the following key infrastructure:**
 - i) education (one secondary and three primary schools), health (including GP and dentist surgeries and health centre provision), sport, recreation, leisure and shopping facilities, together with local community, cultural and religious facilities;**
 - ii) sustainable access networks and transport systems including, in particular, a strategic high quality, high capacity, high frequency public transport link with Plymouth from the commencement of development; a Public Transport Interchange and Park and Ride provision accessible to the A38 and A379, and a network of safe routes for pedestrians and cyclists throughout the community;**
 - iii) public and private open space, accessible links with the countryside, retention and positive incorporation of valued on-site landscape, wildlife and historic features where possible, structural landscaping and habitat creation; and**
 - iv) all necessary physical infrastructure.**
- 4. The Sherford New Community should be capable of accommodating further development beyond 2016 within the area defined in the Sherford Area Action Plan and through growth westwards into Plymouth.**

6. Strategic Policies

- 6.1 A key part of the Core Strategy is to set out the core strategic policies that will help to deliver the long-term spatial vision for the district. These policies should be clear and concise and relate to the whole of the area covered by the South Hams LDF. They should establish the strategic spatial framework both for the LDF and associated strategies.

Previously Developed Land

Strategic Objectives

The following section including Policy CS6 addresses these strategic objectives;

- SO3: Secure high quality, locally distinctive, sustainable housing developments
- SO5: Provide for housing at the highest densities suitable for each site
- SO6: Regenerate the district's towns, villages and hinterlands, and re-use existing buildings where appropriate
- SO12: Support the role of market towns, especially the town centres, and other local centres
- SO14: Development that generates a high number of trips must be located where it is accessible to sustainable transport.
- SO15: Conserve and enhance the quality of the district's countryside and coastal landscape

- 6.2 One of the Government's fundamental planning principles is to make the best use of previously developed land (PDL) and buildings. It has set the national target that 60% of new houses should be built on PDL. This is to help minimise the amount of greenfield land required for new development. The Council will pursue this objective as part of a sustainable approach to development across the district. In comparison to most large urban areas, the predominantly rural South Hams has a relatively small resource of PDL with the potential to accommodate new development. The Council has undertaken an Urban Capacity Study of its main settlements and, in terms of future housing development, the potential for use of PDL is included in Table 1 of chapter five. Many sites which could be redeveloped for housing from a practical point of view are not acceptable in sustainability terms - for example, they may be separate from any settlement and isolated from any support services and facilities. When considering a site's suitability for redevelopment, whether it is PDL is only one consideration - the whole range of national and local planning policies also needs to be taken into account.

- 6.3 The regional target in the South West is that at least 50% of additional housing should be provided on PDL and through the conversion of existing buildings. However, it is recognised that given the diversity of the region, this regional target cannot be met uniformly throughout the south-west. In some of Devon's larger urban areas such as Plymouth and Torbay, very high percentages of new houses have been accommodated on PDL, with over 80% being achieved in some years. In largely rural areas such as the South Hams, the potential to accommodate new development on PDL is relatively low. Over the last five year period, an average of 55% of new houses in the South Hams have been on PDL. However, this is in the context of a relatively small amount of development taking place. There are few opportunities to bring forward new development sites on PDL and most new homes to be proposed in the LDF, including all those at the Sherford New Community, will be on greenfield land. Inevitably, this will significantly reduce the district's overall percentage of development on PDL during the plan period.
- 6.4 The very large number of houses required in the South Hams part of the Plymouth PUA will almost all be on greenfield land, predominantly at Sherford. However, the Council considers that a realistic target for the part of the district outside the Plymouth PUA is that 50% of new houses should be developed on PDL and through the conversion of existing buildings.

6.5 **Policy CS6: Previously Developed Land**

In the South Hams outside the Plymouth PUA between 2001 and 2016 at least 50% of new housing should be on previously developed land.

Note: This includes the conversion of existing buildings.

Provision of Affordable Housing

Strategic Objectives

The following section including Policy CS7 addresses these strategic objectives;

SO1: Provide affordable housing to meet the needs of local communities

SO2: Through the provision of housing to help ensure that all residents of the district have the opportunity of a decent home;

SO3: Secure high quality, locally distinctive, sustainable housing developments

SO4: Promote mixed use, mixed type, mixed tenure schemes

SO6: Regenerate the district's towns, villages and hinterlands, and re-use existing buildings where appropriate;

SO9: Retain and develop a prosperous working countryside including rural diversification;

SO11: Reduce rural isolation

SO12: Support the role of market towns, especially town centres, and other local centres

6.6 The provision of affordable housing to help meet the needs of the district's local communities is the Council's top corporate priority. In line with the strategic objectives set out in chapter four and the affordable housing targets identified in Policy CS3, the Council will require that a high percentage of houses provided on development sites will be affordable.

6.7 The housing section in chapter five explains that across most of the district, outside the Plymouth PUA, the only justification for exceeding the strategic housing allocation is to provide affordable housing. Therefore the Council will require that a high percentage (in the region of two-thirds) of housing on newly proposed sites (outside the PUA) is affordable. In the light of doubts raised regarding the feasibility of this approach, the Council commissioned Baker Associates to undertake a viability study of the sites proposed in the First Deposit Local Plan Review (2002). This is available on the Council's website: www.southhams.gov.uk. This study demonstrated that for the sites proposed in the plan a target of 66% affordable housing was achievable, the proposals economically viable and the sites deliverable. Of the 1,430 dwellings proposed in the LDF on new sites outside the PUA, the Council's target is that 940 of these should be affordable homes. This equates to a target of approximately two-thirds affordable housing.

- 6.8 The Council's approach to the affordable housing issue has been informed by the Housing Needs Survey and the housing waiting list data. The Council is also aware of the need to take into account the nature of the settlement / location where the housing is to be provided and the characteristics of the specific site.
- 6.9 The issue of affordable housing provision has been considered very carefully in relation to the Sherford New Community. In determining the levels of affordable housing to be provided, the Council and its partners have paid particular attention to the overall viability of the development and the social issues. The Sherford development will be unique in the South Hams. The aspiration is to create a balanced, mixed community with a full range of support infrastructure in phase with development. All of the service utilities and the complete range of community infrastructure and facilities will have to be provided from scratch. This will be very expensive and is a key aspect affecting viability. Consequently, in order to strike the right social balance and secure satisfactory infrastructure provision, the Council proposes that of the 4,000 dwellings to be built at the Sherford New Community during the plan period that approximately half should be affordable homes. A similar approach will be applied to other sites in the South Hams part of the PUA.
- 6.10 The Council is also aware of the important role that "windfall" sites (ie sites not proposed in the LDF) can play in providing affordable housing. A significant percentage of houses provided on such sites should also be affordable.
- 6.11 The other principal form of development which can potentially deliver affordable housing is on what are known as 'Exception Sites'. The Council anticipates that such sites would be adjoining the settlements identified in Policy CS2 on land where new-build housing would not normally be permitted. Such development is therefore an 'exception' to policy. In line with Government guidance, 100% of the houses on exception sites must be affordable homes. The detailed policy on this issue will be included in the Core Policies document.
- 6.12 Housing issues are dealt with in the Core Strategy background paper "South Hams Housing Review" which is available on the Council's website: www.southhams.gov.uk
- 6.13

Policy CS7: Affordable Housing

Residential development is required to provide affordable housing at a level consistent with the targets set out in Policy CS3 and having appropriate regard to the:-

- **identified local need;**
- **nature and scale of the location and the development proposed; and**
- **characteristics of the site.**

Design of New Development

Strategic Objectives

The following section including Policy CS8 addresses these strategic objectives;

SO3: Secure high quality, locally distinctive, sustainable housing developments

SO4: Promote mixed use, mixed type, mixed tenure schemes

SO5: Provide for housing at the highest densities suitable for each site

SO8: Secure high quality, locally distinctive, sustainable economic development including tourism

SO15: Conserve and enhance the quality of the district's countryside and coastal landscapes

SO17: Conserve and enhance the historic and archaeological character and features of the district

SO19: Require that new development is of a high quality, respects its location and is compatible with the sustainable management of land, soil, air and water

SO20: Promote development which will help to reduce the consumption of fossil fuels and emission of greenhouse gases

6.14 The quality of the South Hams environment – natural and built forms – is extremely high and is a resource for which the district is renowned. Safeguarding the high quality of our towns, villages and countryside depends significantly upon securing equally high quality new development in the right location. The layout and detailed design of new development is critical to achieving quality of life, a sense of place, and a healthy and safe environment.

6.15 Through the policies contained in the LDF, high quality design for the layout of new development and for individual buildings will be ensured. This should relate to the development in terms of function and impact. Design should take the opportunities available for improving the character and quality of an area. The achievement of this will largely depend upon identifying and understanding the local characteristics which are distinctive to an area. This local character approach was fundamental to the pioneering project undertaken by the Council in partnership with the Countryside Agency which resulted in the production of a Concept Statement for each development site proposed in the First Deposit Local Plan Review in 2002.

- 6.16 New development should be sustainable not only in terms of its location but also in the techniques and materials used for its construction, its energy efficiency, water and waste arrangements, biodiversity implications and other sustainability credentials. Policy CS12 on climate change provides the over-arching policy on this issue, and greater detail will be included in the Core Policies document. The potential for innovative design and proactive environmental management measures will be greater in larger scale developments.
- 6.17 The policies of the LDF should also promote communities which are inclusive, healthy, safe and crime free. The diverse needs of the district's entire community and the special needs of particular sectors need to be respected. People's diverse needs should be considered so that unnecessary barriers and exclusions are broken down in a way that benefits the whole community. Therefore, comprehensive, inclusive, safe access, in terms of both location and external physical access, should be a key consideration.

6.18

Policy CS8: Design

1. Development proposals must promote good design which respects local distinctiveness, respects the character of the site and its surroundings in order to protect and enhance the built and natural environments, creates safer places and prevents crime.

2. Development proposals should create places:-

- **With their own identity;**
- **Where public and private spaces are clearly distinguished;**
- **With attractive and successful outdoors areas;**
- **That are easy to get to and move through;**
- **That have a clear image and are easy to understand;**
- **That can change easily; and**
- **Have variety and choice.**

Infrastructure Provision

Strategic Objectives

The following section including Policy CS9 addresses these strategic objectives;

- SO3: Secure high quality, locally distinctive, sustainable housing developments
- SO6: Regenerate the district's towns, villages and hinterlands, and re-use existing buildings where appropriate
- SO9: Improve the district's economic infrastructure
- SO10: Maintain and develop a prosperous countryside, encouraging sustainable development including rural regeneration and diversification.
- SO11: Reduce rural isolation
- SO13: Retain existing and promote new local services, facilities and amenities
- SO14: Development that generates a high number of trips must be located

6.19 'Infrastructure' covers a range of services and facilities provided by public and private bodies, and in the case of 'green' infrastructure¹, sites and features, either naturally or artificially formed. It includes physical infrastructure such as: roads, footpaths, cycleways, water provision and treatment, sewerage, flood prevention and drainage, waste disposal, electricity, gas, ICT, telecommunications, etc; community infrastructure such as: schools, healthcare, public transport, community buildings, places of worship and associated facilities, community recycling facilities, sport and recreation facilities, open spaces, etc; and 'green' infrastructure¹ such as: sites designated for their ecological importance, green spaces and corridors and landscape features of importance as wildlife corridors.

6.20 The Council wishes to achieve a consistent and co-ordinated approach to providing new or improved infrastructure through partnership working. Where existing infrastructure is inadequate to meet the needs of new development, developers will be required to fund the new or improved infrastructure directly related to those needs. This is especially important when considering the proposed new community at Sherford, but equally applies to smaller-scale development proposals across the district.

¹ *Green Infrastructure has been defined by the Town and Country Planning Association as: 'the sub-regional network of protected sites, nature reserves, greenspaces, and greenway linkages. The linkages include river corridors and flood plains, migration routes and features of the landscape, which are of importance as wildlife corridors. Green infrastructure should provide for multi-functional uses i.e., wildlife, recreational and cultural experience, as well as delivering ecological services, such as flood protection and microclimate control. It should also operate at all spatial scales from urban centres through to open countryside.*

Policy CS9: Infrastructure Provision

The infrastructure needed to service and deliver sustainable development must be in place or provided in phase with the development. Where existing infrastructure is inadequate, new or improved infrastructure and facilities to remedy deficiencies must be provided. Where provision on-site is not appropriate, off-site provision, or a financial contribution towards it, will be sought.

Landscape and the Historic Environment

Strategic Objectives

The following section including Policy CS10 addresses these strategic objectives;

- SO15: Conserve and enhance the quality of the district's countryside and coastal landscapes.
- SO16: Conserve and enhance the district's geological resource and the diversity and abundance of wildlife habitats and species.
- SO17: Conserve and enhance the historic and archaeological character and features of the district.
- SO18: Provide for recreational use and enjoyment of the district's towns, villages, countryside and coast;
- SO19: Achieve development which is of a high quality, respects its location and is compatible with the sustainable management of land, soil, air and water.
- SO20: Promote development which will help to reduce the consumption of fossil fuels and the emission of greenhouse gases.

- 6.22 The South Hams is renowned for its high quality, scenically attractive landscape and coastline. Much of the district is covered by national and local landscape designations. Approximately one-third of the district is designated as Area of Outstanding Natural Beauty and northern-most part of the district lies within the Dartmoor National Park. The South Hams coastline extends to 88km between the district's boundaries with Plymouth in the west and Torbay in the east. Its high quality is recognised by the fact that in its entirety it is covered by some form of statutory national or local designation. More detailed policies relating to the district's landscape and coast will be included in the Core Policies document.
- 6.23 The historic heritage of the South Hams is also one of the richest and most varied in England. Features of architectural, archaeological and historic interest abound, and contribute much towards the distinctive character and cherished identity of the district's towns, villages and countryside. More detailed policies relating to the district's historic environment will be included in the Core Policies document.

Policy CS10: Landscape and Historic Environment

- 1. Nationally important landscape areas will be protected and opportunities for their enhancement will be sought. In designated Areas of Outstanding Natural Beauty, the conservation and enhancement of their natural beauty will be given priority over other considerations;**
- 2. The character of the un-developed parts of the coast will be protected. Within the Coastal Preservation Area development not requiring a coastal location will not be provided for;**
- 3. The distinctive qualities and environmental features contributing to local landscape character – including locally designated landscapes and features and qualities in the wider countryside - will be conserved, maintained and enhanced; and**
- 4. The quality of the historic environment, including archaeological features will be conserved and enhanced.**

Nature Conservation

Strategic Objectives

The following section including Policy CS11 addresses these strategic objectives;

- SO15: Conserve and enhance the quality of the district's countryside and coastal landscapes.
- SO16: Conserve and enhance the district's geological resource and the diversity and abundance of wildlife habitats and species.
- SO19: Achieve development which is of a high quality, respects its location and is compatible with the sustainable management of land, soil, air and water.
- SO20: Promote development which will help to reduce the consumption of fossil fuels and the emission of greenhouse gases.

- 6.25 The South Hams supports a varied and rich natural environment comprising wildlife and earth science resources. The wildlife resource consists of all ecosystems, habitats, communities and species associated with the terrestrial, aquatic and marine environments. These collectively constitute the biodiversity of the district. The earth science resource consists of all geological and geomorphological features of the district.
- 6.26 The Council considers that the maintenance of the district's wildlife and earth science resources is essential. These resources are fundamental components of the area's natural beauty, quality and character, as well as having significant scientific, educational and economic value. Nature conservation is therefore considered to be vital to environmental sustainability.
- 6.27 The South Hams is rich in sites of importance for wildlife, geology and geomorphology. Internationally, nationally and locally important nature conservation sites support a wide variety of wildlife species including a number of rarities and protected species of flora and fauna. The protection of these sites is essential for the district's biodiversity, which is inextricably linked to the area's attraction, economy and general environmental health.

Policy CS11: Nature Conservation

- 1. Sites of national and international importance for nature conservation are protected and will be enhanced. The conservation objectives for, and the integrity of, such sites normally takes priority over other considerations.**
- 2. Habitats and features of regional and local importance for nature conservation including wildlife corridors, links or stepping stones between habitats are protected and will be enhanced through beneficial management;**
- 3. Appropriate consideration is given to nationally protected species with special consideration given to European Protected Species; and**
- 4. The biodiversity and earth science resource of the district are maintained and where appropriate will be enhanced and restored, with particular regard to Biodiversity Action Plan objectives and targets.**

Climate Change

Strategic Objectives

The following section including Policy CS12 addresses these strategic objectives;

- SO10: Maintain and develop a prosperous countryside, encouraging sustainable development including rural regeneration and diversification.
- SO14: Development that generates a high number of trips must be located where it is accessible to sustainable transport
- SO15: Conserve and enhance the quality of the district's countryside and coastal landscapes
- SO16: Conserve and enhance the district's geological resource and the diversity of wildlife habitats and species
- SO19: Achieve development which is of a high quality, respects its location and is compatible with the sustainable management of land, soil, air and water.
- SO20: Promote development which will help to reduce the consumption of fossil fuels and the emission of greenhouse gases

- 6.29 It appears likely that there will be significant long term changes to the global climate, due largely to the emission of greenhouse gases. Climate change is one of the biggest challenges facing the district. The potential for negative impacts for both humans and biodiversity are considerable. Therefore it is important that the wider community is fully informed of the impacts and fully involved in adapting to the changes already in the system and in limiting future greenhouse gas emissions.
- 6.30 Climate change will potentially have a significant impact on all aspects of society. Apart from the physical impacts, wider economic, environmental and social consequences will need to be taken into account. The potential impacts are likely to be wide ranging and may include positive as well as negative aspects. These could include:
- More extreme weather events;
 - More severe and frequent river and coastal floods;
 - More frequent disruption to transport and other infrastructure;
 - Significant public health issues resulting principally from changes to climate;
 - Changes to the ecological profile of the district including flora and fauna;
 - Changes to the growing and tourist seasons;
 - Commercial and environmental opportunities resulting from the consequences of climate change with implications for the economy;

6.31 Major changes in attitude and practise are needed in order to prepare for future changes. Within this context the South Hams LDF has a role, and can help to achieve the following:

- Maximising energy efficiency in new development, and reducing the inefficiencies of old building stock;
- Creating opportunities for the development of Renewable Energy (RE) in new development, increasing the proportion of RE from on-site micro generation and promoting site self-sufficiency where possible;
- Reduce the need to travel by private car and maximise the use of public transport, walking and cycling through changes in the pattern of land use; and
- Mitigate the impacts of climate change by careful strategic and local land use planning, and by promoting sustainable development, which promotes low or zero carbon emissions, future proofing of development plans and the efficient management of water resources;

6.32

Policy CS12: Climate Change

Development must reflect the need to plan for climate change, through addressing its causes and potential impacts.

Development must progress the:-

- **reduction of energy usage to a minimum;**
- **reduction of private car usage and encouragement of alternative forms of sustainable transport;**
- **development of renewable energy resources; and**
- **management of the impacts of climate change through the design and location of development, including sustainable drainage, water efficiency measures and ensuring no net loss of flood storage capacity.**

6.33 Greater detail on the Council's approach to climate change will be contained in the Core Policies document which will cover issues such as energy efficiency, renewable energy, and flood defences. A climate sensitive development checklist will follow in the Sustainable Development SPD. Each development plan document will be accompanied by a SA/SEA, part of which links to its climate change objectives – aiming to make all the plan documents more sustainable. The issue of flood risk and flood risk assessment is dealt with in the Core Strategy background paper "Strategic Flood Risk Assessment" which is available on the Council's website: www.southhams.gov.uk

Tourism

Strategic Objectives

The following section including Policy CS13 addresses these strategic objectives;

- SO6: Regenerate the district's towns, villages and their hinterlands, and re-use existing buildings where appropriate;
- SO7: Provide for business growth and development, supporting indigenous growth, growth sectors, and providing year round sustainable, well-paid employment;
- SO8: Secure high quality, locally distinctive, sustainable economic development including tourism;
- SO10: Maintain and develop a prosperous countryside, encouraging sustainable development including rural regeneration and diversification.
- SO12: Support the role of market towns, especially the town centres, and other local centres;
- SO13: Retain existing and promote new local services, facilities and amenities;
- SO14: Development that generates a high number of trips must be located where it is accessible to sustainable transport;
- SO18: Provide for recreational use and enjoyment of the district's towns, villages countryside and coast;
- SO19: Achieve development which is of high quality, respects its location and is compatible with the sustainable management of land, soil, air and water.

6.34 The South Hams is well known as being a very popular tourist destination for both resident holidaymakers and day-trippers. It also provides for the leisure and recreation demands of its own residents and those of neighbouring areas. Both the level and range of activities involved have grown significantly over recent decades, and the tourism industry is now a very important part of the local economy. The council aims to strengthen the economic profile of the district by encouraging tourism activities in a way that benefits communities, businesses and visitors, and, most importantly, the unique quality of the South Hams environment.

- 6.35 Changes in the nature of tourism and recreation can create new opportunities as well as potential threats to the environment. Over recent years there has been a growth in the short-break and second holidays market. There is also a growing market for activity and special interest holidays.
- 6.36 The Council's overall vision in relation to tourism is that the South Hams should become "the premier UK "Green" tourism destination offering tangible benefits to visitors, local communities and the environment". The Council has already been rewarded for its efforts in this, receiving "Beacon" status for Green Tourism in 2004. Two of the specific objectives of the Council's Marketing and Tourism Service are to maximise the economic benefits of tourism to the district in support of a broader strategy of economic development, and to support the careful visitor management of the district and develop sustainable tourism. There are strategic spatial planning implications arising from these, including the location of tourism related development, provision of means of sustainable transport and recreational routes and the overall management of tourism and recreational activity.

6.37

Policy CS13: Tourism

Tourist and leisure facilities, including accommodation, should be provided in locations which accord with the following sequential approach:

- i) In "Town Centre" zones without undermining the primary function of the zones as a hub for local residents;**
- ii) Within the development boundaries of settlements;**
- iii) Outside settlement development boundaries, provided that no unacceptable harm to national and local interests is caused, in existing or replacement buildings wherever possible.**

Rural Diversification

Strategic Objectives

The following section including Policy CS14 addresses these strategic objectives;

- SO6: Regenerate the district's towns, villages and their hinterlands, and re-use existing buildings where appropriate;
- SO7: Provide for business growth and development, supporting indigenous growth, growth sectors, and providing year round sustainable, well-paid employment;
- SO8: Secure high quality, locally distinctive, sustainable economic development including tourism;
- SO10: Maintain and develop a prosperous countryside, encouraging sustainable development including rural regeneration and diversification.
- SO11: Reduce rural isolation:
- SO13: Retain existing and promote new local services, facilities and amenities;
- SO14: Development that generates a high number of trips must be located where it is accessible to sustainable transport;
- SO15: Conserve and enhance the quality of the district's countryside and coastal landscapes;
- SO18: Provide for recreational use and enjoyment of the district's towns, villages countryside and coast;

6.38 The Council recognises the importance of maintaining and enhancing the vitality of the district's rural communities. The policies and proposals contained in the LDF will seek to sustain, enhance and, where appropriate, help to revitalise the towns and villages. A key element of this will be the promotion of strong, diverse economic activity. The Council is aware of the important and delicate balance that exists between such aims and the need to promote sustainable development and maintain the local character and high quality of the South Ham's environment.

6.39 Agriculture has for centuries been the traditional bedrock of the local economy. However, in recent years it has been struggling due to a variety of factors. Recent trends have seen a relative decline in agriculture income, a decrease in the number of people employed in

agriculture and fewer people working full-time with more part-time employment. As a result, the agriculture sector and many of those related to it are having to adapt and change in response to these circumstances.

- 6.40 Government guidance advises that account should be taken of the need to maintain an efficient and flexible agricultural industry. Alongside this, national policy also supports rural and agricultural diversification where it is environmentally acceptable. The Council recognises that the diversification of economic activity on farms is an important element of the district's rural economy. Diversification is becoming increasingly important to the survival of many enterprises involved in the agricultural / rural economy. It can often be the case that such diversification should not be limited to activities which relate to traditional land uses, but may include a range of uses and activities. For example, diversification of activities beyond those ancillaries to agriculture, such as leisure and tourism, may be appropriate and may help to sustain local agricultural incomes and maintain or boost local employment opportunities. However, the Council considers that diversification relates primarily to business and employment development, rather than residential.
- 6.41 In order to achieve the delicate balance between diversification and the need to protect the district's environment, priority should be given to the re-use of buildings rather than the development of new ones. Development will need to be appropriate to its location and acceptable in terms of scale and character to the surrounding countryside.

6.42

Policy CS14: Rural Diversification

- 1. Development to enable diversification of the rural economy must be compatible and in scale with its location and setting.**
- 2. In the case of farm diversification, the development must be complementary to and not prejudice the agricultural operations on the holding.**

7. Monitoring and Implementation Framework

- 7.1 Review and monitoring is becoming an increasingly important aspect of evidence based policy making and it is a key factor of the Government's "plan, monitor and manage" approach to the new planning system. An important aspect of the new system is the flexibility to update components of the LDF to reflect changing circumstances. The ability to produce various local development documents will allow the Council to respond quickly to changing priorities in the district. Monitoring will play a critical part in identifying these. The findings of monitoring will feed directly into any review of policy that may be required. Part of the test of soundness of the Core Strategy will be whether it includes clear mechanisms for implementation and monitoring.
- 7.2 The Planning and Compulsory Purchase Act 2004 requires local planning authorities to produce an Annual Monitoring Report (AMR) every year which will form part of the LDF and will be the main mechanism for assessing the Core Strategy's performance and effects. It must be based on the period 1 April to 31 March and be submitted to the Secretary of State no later than the end of the following December. AMRs are required to assess the following:
- the implementation of the Local Development Scheme, and
 - the extent to which policies in local development documents are being successfully implemented.
- 7.3 The Council has developed a framework for monitoring the Core Strategy that can assess the extent to which the strategy, vision and strategic objectives are being achieved. This framework includes a series of indicators and targets which will be used to assess the extent to which policies in the Core Strategy are being implemented and, where this is failing, explain why and set out what steps are to be taken to ensure that policy is implemented or whether the policy is to be amended or replaced because it is not working as intended. The monitoring framework is set out in the Council's 2005 AMR and is available on its website. Monitoring should also be undertaken to identify any significant effects that implementation of the policies in the Core Strategy is having on the delivery of sustainable development, and to determine whether policies need to be amended or replaced. The outcome of this monitoring will be provided in the AMR.
- 7.4 To measure the performance of the Core Strategy, the Council has used the strategic objectives and related policies to guide the selection of meaningful indicators and targets as a means of ensuring effective policy implementation, monitoring and review. Targets and indicators have been set for each strategic objective to allow their direct effects to be monitored. The performance of policies will also be monitored in terms of their performance against the objectives and targets included in the sustainability appraisal to assess the strategy's contribution towards sustainable development.

7.5 In the short term, whilst the preparation of local development documents can be monitored, the assessment of Core Strategy implementation will be more complex. It may be some time before the Core Strategy begins to have tangible benefits within the district that can be measured.

8. Sustainability Appraisal

Sustainability Appraisal Report

- 8.1 Local authorities are required to undertake a Sustainability Appraisal (SA) during the preparation of local development documents. This is to ensure that sustainable development is at the heart of decisions at every stage of plan-making and is an integral part of the process. The Core Strategy has been subject to initial and detailed SA to appraise the social, environmental and economic effects of the strategy to ensure that it accords with sustainable development. The SA incorporates the requirements of Strategic Environmental Assessment (SEA) in accordance with European UK legislation. (EU directive 2001/42/EC on the assessment of the effects of certain plans and programmes and Environmental Assessment of Plans and Programmes Regulations 2004 (SI No 16330) respectively).
- 8.2 The SA is an iterative, ongoing process and is integral to the preparation of the strategy. It has considered the effects of the emerging strategy on the environment and other aspects for sustainability. The findings of the SA on the Core Strategy showed that the document was sound and provided a robust policy framework for development in the district. Many of the findings from the initial and detailed appraisals have been incorporated into the Core Strategy. Included amongst these are changes to several of the strategic objectives, the addition of SO8 and many amendments to the supporting text. Overall, these changes have significantly enhanced the sustainability credentials of the Core Strategy.
- 8.3 A Sustainability Report accompanies the Core Strategy. This report documents the SA and SEA process and findings, and explains in greater detail the difference the SA process has made.

SA Monitoring

- 8.4 The performance of policies and objectives in the strategy should also be monitored in terms of their performance against the objectives and targets included in the sustainability appraisal to assess the strategy's contribution towards sustainable development. This should be used to determine whether policies and objectives need to be amended or replaced if adverse effects are identified. The outcome of this monitoring will be provided in the AMR.

9. Consultation and Community Involvement

Statement of Consultation and Involvement on the Core Strategy

- 9.1 The Core Strategy has been prepared in accordance with the minimum requirements of the Planning and Compulsory Purchase Act 2004 and relevant national policies and guidance. The Core Strategy has met the Statement of Community Involvement (SCI) requirements relating to public consultation. It has been through two major stages of preparation, each subject to a six week consultation period: First, an Issues and Options stage in October-November 2004; and second, the Preferred Options stage in June-August 2005. The Core Strategy is subject to its final consultation, the Submission stage from January-March 2006. At each stage, copies of the document were sent to a broad spectrum of organisations including the Government Office for the South West, the South West Regional Assembly, adjoining local authorities and town and parish councils.
- 9.2 Statutory organisations and all community and interest groups detailed in the SCI were consulted and views sought throughout the process. A large number of organisations were also invited to participate in a series of events, including focused workshops, open days, and seminars in addition to submitting response forms. The strategy document and response forms were publicly advertised in local newspapers, and were made available on the Council's website, at the Council offices and to view at libraries across the district.
- 9.3 Summaries of the representations received at the Preferred Options stage were made available on the Council's website. A statement of consultation has also been prepared that provides an audit of each consultation period. It documents who has been consulted, how the consultation was undertaken, the main issues raised and how these issues have been addressed in subsequent stages of the document.

Précis Of Alternative Options

Settlement Designation

1. A key element of the Core Strategy is the identification of the district-wide pattern for housing and employment development. This development will help provide for the strategic requirements and local needs. The Core Strategy identifies settlements where proposals will be made for additional housing and employment land development. The Core Strategy will not identify the specific locations/sites for this development; this will be done later in the LDF process by the appropriate detailed documents.
2. Determining the distribution of development has involved consideration of how the district functions, including the role played by settlements both within the district and nearby. There is a long-established settlement hierarchy as defined in the Devon Structure Plan, an approach that will be continued in the LDF. The Core Strategy identifies five Area Centres and five Local Centres in the South Hams. Adjoining the district, Plymouth and Torbay are defined as Principal Urban Areas (PUA's).
3. The district's largest settlements are very modest in scale. The four largest towns range from Dartmouth and Kingsbridge (pop. about 5,800) to Ivybridge (pop, about 12,500). Totnes has a population of about 8,000. Apart from these four market towns there are no towns or villages with a population greater than 2,000. These four towns have long served as focal points for their surrounding rural areas in terms of providing key facilities and local services. They have long been designated as Area Centres and the Council considers it entirely appropriate that they continue to be designated as such. In terms of scale and function there are no feasible alternative or additional settlements which warrant the designation of Area Centre.
4. However, in addition to the above four market towns the Council considers that the Sherford New Community will come to function as an Area Centre during the plan period to 2016. Sherford must function effectively in terms of providing community facilities and infrastructure in phase with housing development. It is therefore proposed to become an Area Centre early in its life.
5. In terms of settlement hierarchy, the next tier below Area Centre is that of Local Centre. Local Centres provide a lesser range and level of facilities and services than Area Centres yet can complement their role. The Council proposes to designate Chillington/Stokenham, Modbury, Salcombe, Woolwell and Yealmpton as Local Centres. Modbury and Salcombe are small towns and Chillington/Stokenham and Yealmpton two of the district's largest villages. Woolwell, which adjoins Plymouth, has a population of about 3,000. Due largely to their size all of these

settlements have a modest range of facilities and services that serve their population and surrounding area.

6. In terms of alternative settlements for Local Centre designation a few other larger villages were considered. Dartington is very close to Totnes and looks to the town for many of its services and facilities. Kingswear is located on the opposite bank of the River Dart to Dartmouth and Marldon and Stoke Gabriel are close to Torbay which meets many of their needs. Due principally to these locational factors, it was concluded that these settlements are not appropriate for Local Centre designation.
7. The Council considers the identification of key settlements within the district as Area Centres and Local Centres, within an overall strategic hierarchy for the county, to be an important approach to the planning of the district. The identification of such settlements reflects their existing function, but also importantly identifies where the focus should be for additional development. As such, these settlements will accommodate the majority of new development being proposed in the district to meet the strategic requirements and local needs. The Council considers that this is the most sustainable approach to development distribution. For this reason an un-structured, less focused approach is felt to be unsustainable and unsupportable.

Housing Land Provision

8. In terms of new housing, the LDF provides for the development of about 5,880 dwellings. The Devon Structure Plan requires the provision of a significant amount of new housing in the South Hams part of the Plymouth PUA, including a new community at Sherford of at least 4,000 dwellings. Elsewhere in the Plymouth PUA the Council has to provide for up to 500 dwellings. These are strategic requirements which have to be delivered through the LDF.
9. In the rest of the South Hams (outside the Plymouth PUA) the Structure Plan requires the provision of 3,850 dwellings during the plan period, only about 400 of which would require the allocation of new housing land. The options open to the Council on this issue are to meet closely the allocation, to under-provide or to over-provide. Given the severe shortage of affordable housing to meet the high and increasing level of local needs, the Council considers that under-provision would be hugely detrimental to the district. Meeting the Structure Plan allocation would go some way towards meeting the need for affordable housing but would seriously under-address the scale of the problem. If 400 dwellings were provided for, even if the Council managed to secure affordable houses at a level of 66%, this would deliver only about 265 affordable homes. There are currently over 1,850 households on the Council's Housing Register. Having identified the provision of affordable housing as its top priority, the Council considers that the provision of about only 265 affordable homes would not address the shortage to a satisfactory level. Following careful assessment, including discussion with the structure plan authorities, the Council proposes to exceed the structure plan

requirement and to allocate about 700 more homes than required (i.e. a total allocation of about 1,400 dwellings). On a two-thirds basis, this should deliver about 920 affordable dwellings.

10. Having decided to exceed the structure plan housing allocation in that part of the district outside of the Plymouth PUA and to propose about 1,400 dwellings, there are alternative options available in terms of how to distribute this housing provision. In broad terms, the options would be to concentrate provision in one or a small number of locations, to distribute it to a contained number of settlements, or to scatter it widely to a large number of settlements across the district.
11. The need for affordable housing is not limited to a particular part of the district or just to the larger towns. There is a high level of need right across the whole district. Therefore, the Council considers that providing for the need in just one or a very small number of locations would not be equitable and would not address needs where they occur. The opposite approach of scattering the provision to a large number of settlements across the district would potentially conflict with national and strategic policy and advice which seeks to restrain development in rural areas. This concern is based on sustainability issues. Included amongst these are the pertinent issues of adequate services and facilities to support affordable housing and access/public transport.
12. The Council has decided to take what it considers to be the 'middle ground' in terms of distribution of housing development. The basis of this has been the scale and location of the affordable housing need and capacity of settlements to accommodate additional development based on sustainability factors. This has resulted in proposals at the Area Centres, four Local Centres and fifteen villages.

Sherford New Community - Summary of Alternative Sites Considered

13. The Sherford location has been tested at Structure Plan level by the Examination in Public in 2003 and clearly emerged as the favoured location for strategic growth in the sub region up to 2016. A full site audit was produced as part of the Structure Plan EIP in 2003 in a document entitled 'Participants Document – PD1, The Sherford Valley – A Sustainable New Community for the South Hams' [*available on South Hams District Council's website www.southhams.gov.uk*]
14. As part of the preparatory work for the Devon Structure Plan Examination in Public (Summer 2003) the Joint Structure Plan Authorities (JSPA) produced an assessment of alternative options for the development of urban extensions to the Plymouth PUA within Devon. This focussed on a number of key strategic criteria and represented a detailed comparison of specific development alternatives including Sherford. The analysis built on detailed work undertaken in preparing the Structure Plan Background Papers published in July 2002.

15. The results of this work showed that Sherford was the most appropriate location for achieving sustainable strategic development at Plymouth, outside of the existing PUA in the period to 2016. These findings were endorsed by the EIP Panel in their Report (October 2003). The JSPA Background Paper assessing alternative locations and the EIP Panel Report are available on the Devon County website www.devon.gov.uk.
16. The study looked at a number of sites on the edge of Plymouth. To the north of the City the Tamerton and Woolwell areas were considered. To the north east of Plympton, Boringdon and Newnham were considered. To the east of the city, Lee Mill and the Plympton/Plymstock (Sherford) area were considered.
17. In summary the findings of this work were that the Tamerton, Boringdon and Newnham areas do not offer scope for achieving sustainable development and should not be identified as potential locations for strategic development. Given their characteristics (their peripheral nature, the scale of development possible and their detachment from the existing urban area) a smaller scale of development in these locations would not be appropriate or viable.
18. At Woolwell, the scope for major development is severely constrained by its poor accessibility by car and public transport. A limited amount of development could be accommodated in this location but not on a strategic scale unless these access constraints can be effectively overcome.
19. At the Lee Mill and Sherford areas there is physical scope for major development which would be able to support its own facilities and offer significant local employment opportunity. While there could be some scope for rail access at Lee Mill, the Sherford area was seen to have major advantages in terms of its lack of impact on Dartmoor National Park, its closer proximity to the existing PUA and generally better relationship to existing settlements, its ability to take advantage of two separate strategic road network links to Plymouth and its lack of physical constraints – enabling it to accommodate a more sustainable form of development. The EIP Panel concluded that Lee Mill was a ‘non-starter from the strategic viewpoint’ and considered that the proposal was fatally flawed.
20. The conclusion of this strategic assessment was that the Sherford area offered the most appropriate location for achieving sustainable strategic development at Plymouth in the period to 2016. The EIP Panel rigorously examined this assessment and endorsed this conclusion.

Strategic Objectives

The aim of the South Hams LDF is to achieve the following twenty strategic objectives. Each policy within the Core Strategy is clearly linked to the relevant strategic objectives throughout the document:-

Housing

- SO1: Provide affordable housing to meet the needs of local communities;*
- SO2: Through the provision of housing to help ensure that all residents of the district have the opportunity of a decent home;*
- SO3: Secure high quality, locally distinctive, sustainable housing developments;*
- SO4: Promote mixed use, mixed type, mixed tenure schemes; and*
- SO5: Provide for housing at the highest densities suitable for the site.*

Economy

- SO6: Regenerate the district's towns, villages and their hinterlands, and re-use existing buildings where appropriate;*
- SO7: Provide for business growth and development, supporting indigenous growth, growth sectors, and providing year round sustainable, well-paid employment;*
- SO8: Secure high quality, locally distinctive, sustainable economic development including tourism;*
- SO9: Improve the district's economic infrastructure; and*
- SO10: Maintain and develop a prosperous countryside, encouraging sustainable development including rural regeneration and diversification.*

Accessible Services

- SO11: Reduce rural isolation;*
- SO12: Support the role of market towns, especially the town centres, and other local centres;*
- SO13: Retain existing and promote new local services, facilities and amenities;*
- SO14: Development that generates a high number of trips must be located where it is accessible to sustainable transport.*

Environment

- SO15: Conserve and enhance the quality of the district's countryside and coastal landscapes;*
- SO16: Conserve and enhance the district's geological resource and the diversity and abundance of wildlife habitats and species;*
- SO17: Conserve and enhance the historic and archaeological character and features of the district;*
- SO18: Provide for recreational use and enjoyment of the district's towns, villages, countryside and coast; and*
- SO19: Achieve development which is of a high quality, respects its location and is compatible with the sustainable management of land, soil, air and water.*
- SO20: Promote development which will help to reduce the consumption of fossil fuels and the emission of greenhouse gases.*

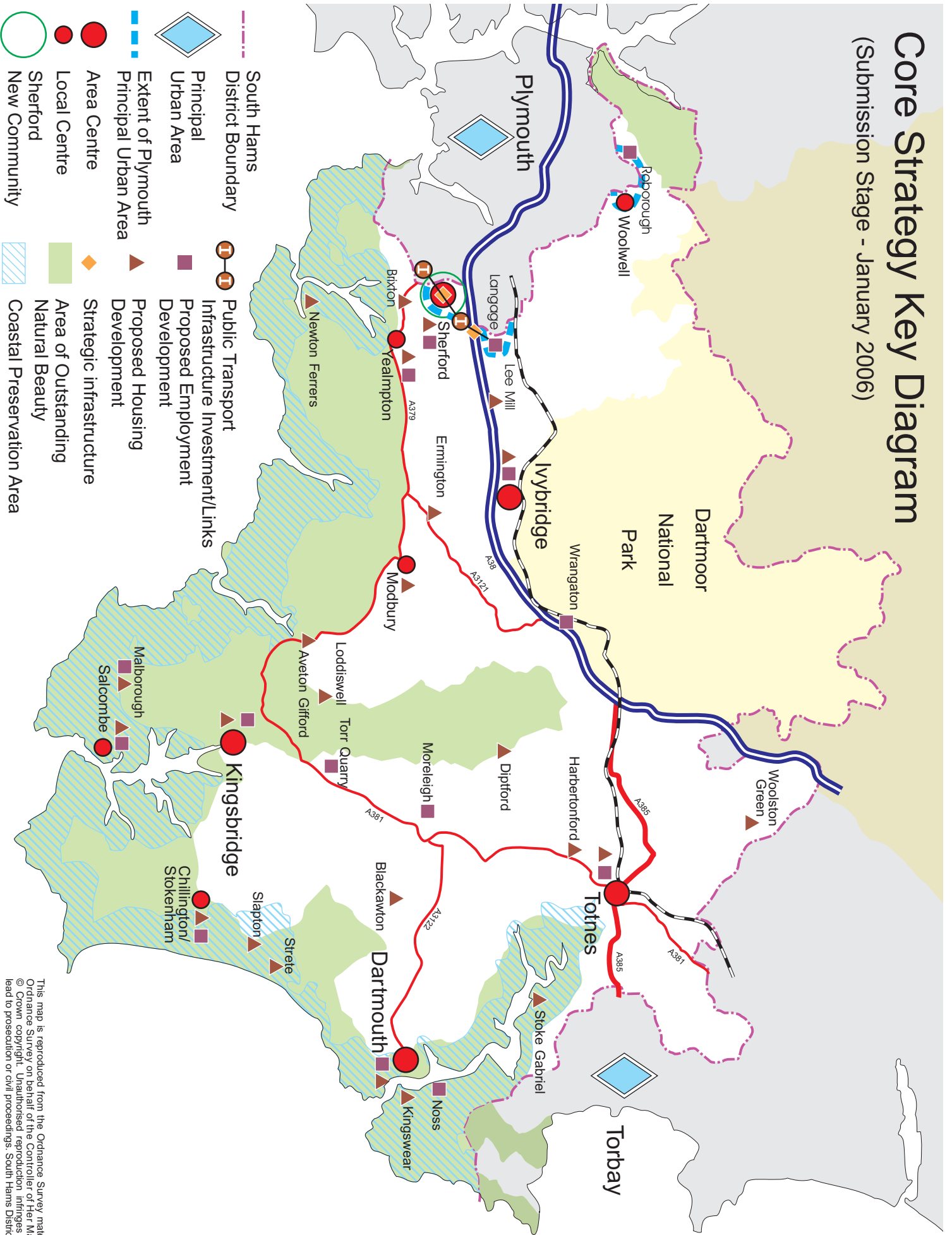
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Key Diagram on reverse

Core Strategy Key Diagram

(Submission Stage - January 2006)



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