



# **PAYHEMBURY** NEIGHBOURHOOD DEVELOPMENT PLAN

2017 - 2031

This is the pre-submission draft, 2018.

Consultation from 29 April to 9 June, 2018

Please send your feedback, including your full name or organisation to:

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## DOCUMENT VERSION

Draft version 1	09/03/2018
Draft version 2	29/03/2018
Pre-submission consultation version	18/04/2018
Submission version	

## Welcome to YOUR Neighbourhood Plan.

The concept of Neighbourhood Plans was introduced by the Localism act 2011. Payhembury Parish Council was initially wary to embark on such a time consuming exercise as we had put considerable effort into the process for identifying potential development sites for East Devon District Council's Local Plan and this work was made redundant after the plan had been through government review. However, faced with large fluctuations in the way local planning policy affects Payhembury and, in our view, more changes likely in the future, in March 2016 we decided to create a Neighbourhood Plan for Payhembury. Our thoughts are that this could give more stability to future planning in the parish and for this to be aligned with the wishes of those who live and work here.

A comment made a number of times through the consultation process was "we've done all this before". This is true in that there was the Payhembury Parish Appraisal 1990, Payhembury Parish Plan 2004 and the Payhembury site identification as part of the Strategic Land and Housing Availability Assessment in 2012. The Neighbourhood Plan is different in that, once adopted it becomes a legal document which must be given weight in the planning process. Hence, there is a strict process for its creation including approval by external inspectors and support required in a referendum from those in the parish. Reassuringly though, the key points which have emerged in the Neighbourhood Plan are generally similar to these earlier documents.

The Neighbourhood Plan is evidence based and this has been achieved through several consultation events with residents and businesses, together with a detailed questionnaire delivered across the parish in December 2016. From this evidence, we worked with our independent consultants, Devon Communities Together, to form policies for the Neighbourhood Plan. The Neighbourhood Plan is concerned with land use; however a couple of issues around connectivity came out very strongly in the survey as key issues for residents and businesses. These are outside the scope of the formal Neighbourhood Plan to be adopted for planning purposes, but we have used the evidence to form policies for the Parish Council in much the same way as the main part of the plan and these are listed in Appendix A.

Having started reluctantly, I am pleased with the plan which has emerged. I am confident that the evidence-led process has resulted in a plan consistent with the wishes of the community and I believe it will form a sound basis upon which the parish will continue to flourish. I would particularly like to thank the rest of the Neighbourhood Plan team – Tim Cox, Iestyn John and Kevin Wooff. They have volunteered many hours of their time without which this plan would simply not exist.

Keith Williams  
(Chair, Payhembury Parish Council)

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## INTRODUCTION

### A NEIGHBOURHOOD PLAN FOR PAYHEMBURY

- 1.1 Payhembury's Neighbourhood Plan sets out a vision and priorities for the local area. It is based on extensive community consultation, evidence gathering and reflection on how the parish might develop and adapt to contemporary challenges and opportunities. This document sets out the planning policies that will be taken into account when any future proposals for development within the parish come forward and how these have been produced.
- 1.2 Through community consultation there is much that is important to the community that goes beyond the scope of a Neighbourhood Plan, and where this is the case, this has been fed back to the Parish Council for their consideration and action.

### PAYHEMBURY; THE PLAN AREA

- 1.3 Payhembury is the name of a village and parish located in east Devon. The parish is made up of the main settlement of Payhembury and a number of other smaller hamlets and farms. Figure 1 illustrates the parish border, and is the area covered by the Payhembury Neighbourhood Plan. East Devon District Council designated the Neighbourhood Plan area on 31 March 2016 following the required consultation.

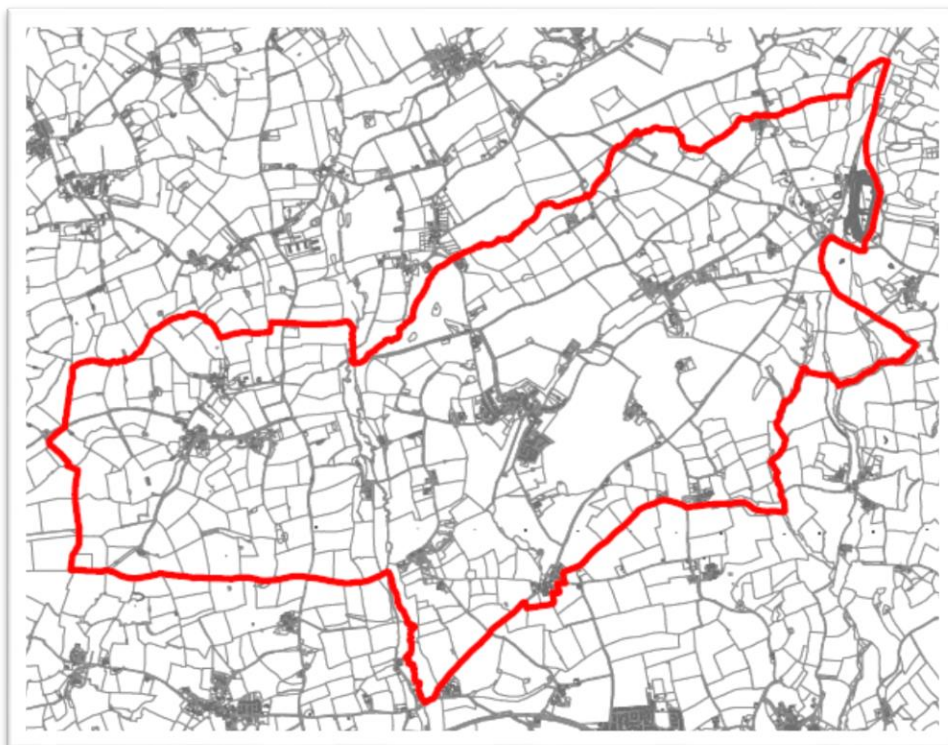


Figure 1<sup>1</sup>

<sup>1</sup> Source East Devon District Council

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- 1.4 The parish of Payhembury lies on the western fringe of the Blackdown Hills and the north east of the parish lies within the Blackdown Hills Area of Outstanding Natural Beauty.



- 1.5 Agricultural activity has played a significant part in shaping the community and much of the land within the parish is still used for agricultural purposes. Agriculture remains a key employer of local people, being the third highest employment sector of local residents.<sup>2</sup>
- 1.6 Features of historical interest include the parish church (St Mary the Virgin) and its yew tree (considered to be amongst the oldest in the UK at over 1,200 years old), Leyhill (15th century manor house), Lower House (late 16th century farmhouse) and Hembury Fort (a Neolithic and Roman hill fort with some of the most impressive earth ramparts in the south west).<sup>3</sup>
- 1.7 Payhembury parish has a range of community facilities and services, mostly centred on the village of Payhembury itself. The village has a school, shop, pub and relatively new Parish Hall. There are a range of community clubs and groups and a regular parish newsletter (The Parish Paper). There is a frequently updated website to keep residents informed with what is happening within the parish.<sup>4</sup>

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<sup>2</sup> 2011 Census

<sup>3</sup> Payhembury – Key Characteristics, 2009

<sup>4</sup> <http://www.payhembury.org.uk/>

## GATHERING THE EVIDENCE

- 1.8 A volunteer steering group of local residents and parish councillors has driven the creation of the Payhembury Neighbourhood Plan. From the outset, the group has operated in a transparent manner, ensuring updates were published on the parish website and regular reports were made at Parish Council meetings.
- 1.9 A comprehensive overview of the community engagement undertaken to support the Neighbourhood Plan will be documented in a separate Consultation Statement, which will accompany this Plan. However a summary of the key community engagement methods includes:
- Contacting local community groups;
  - Contacting local businesses;
  - Community meetings about specific topics identified;
  - A community questionnaire, delivered to all households;
  - Meeting and walk around the village with East Devon District Council planners to consider implications of the Neighbourhood Plan's policies.
- 1.10 In addition to direct community engagement, a strong evidence base was developed from existing data including previous community consultations and information from local and national bodies such as East Devon District Council, Devon County Council, Natural England, Historic England, The Environment Agency and the Office for National Statistics.
- 1.11 The section of this document titled 'Supporting Evidence' lists many of the documents referred to in the evidence base as well as reports from the community consultation.
- 1.12 Having undertaken some community consultation and reviewed the evidence base, a series of aims and objectives for the Neighbourhood Plan were developed and a vision for the Plan articulated. These were further consulted on to ensure they represented the community.
- 1.13 The steering group then developed outline planning policies that would deliver the vision, aims and objectives identified. These outline policies were submitted to East Devon District Council for screening to ascertain whether a Strategic Environmental Assessment or Habitats Regulation Assessment would be necessary. Following screening by East Devon District Council and consultation with Natural England, The Environment Agency and Historic England it was agreed that neither would be.
- 1.14 The policies were then further refined to ensure that they were supported by robust evidence, conformed to national and local planning policies and collected together in to this document to form the pre-submission draft of the Payhembury Neighbourhood Plan.

## STATUS AND STRUCTURE OF THIS DOCUMENT

- 1.15 Neighbourhood planning is part of the Government's agenda to help local communities play a stronger role in shaping the future of their area. For the first time, local people can create a plan that allows them to develop planning policies that reflect the priorities of their area and have legal weight. The whole community then decides at a referendum whether the local authority should bring the plan into force. Neighbourhood Plans must focus on guiding development rather than stopping it and need to be in general conformity with national and local planning policies.
- 1.16 This document is the pre-submission draft of the Neighbourhood Plan for Payhembury. It will be made available for local residents and statutory bodies to comment on as part of the statutory consultation required by regulation 14 of The Neighbourhood Planning (General) Regulations 2012.
- 1.17 As a draft, it is therefore open to comment and criticism and this is encouraged to ensure the document is fit for purpose. Following feedback, the document will be revised and updated to form a submission version which will be submitted to East Devon District Council.
- 1.18 Following this process the local authority in the light of their own consultation and independent examination may revise the document further. It will then be put to a referendum of local residents, and if a majority 'yes' vote is recorded it will be adopted and referred to on any future planning applications within the parish.
- 1.19 This document sets out the vision, aims and objectives of the Payhembury Neighbourhood Plan. These were categorised, and the 'Vision, Aims and Objectives' section sets out how these were arrived at.
- 1.20 The next section sets out the planning policies. This section is categorised in the same manner as the aims and objectives. Before each policy, the context and intent of the policy is explained.
- 1.21 Following the policies, the Monitoring and Review section sets out how the Parish Council intends to ensure the Neighbourhood Plan remains relevant and is considered as part of the planning process.

## VISION, AIMS AND OBJECTIVES

- 2.1 The Payhembury Neighbourhood Plan Vision sets an overview of how the parish will be viewed in 2031. It incorporates the aims and objectives of the plan and has been derived from community consultation, and has itself been consulted upon.

### **Payhembury Neighbourhood Plan Vision**

Payhembury will be a friendly and welcoming community which retains its peaceful rural character whilst continuing to be well served by a range of facilities to meet the needs of residents and local businesses and with good and safe connections to the surrounding area.

- 2.2 Following community consultation and having reviewed the available evidence the following aims for the Neighbourhood Plan could be identified and grouped together into categories.
- 2.3 Objectives, i.e. how the aims would be met, were then identified. These did not always relate to planning matters, and were therefore not matters that the Neighbourhood Plan could necessarily address. However, as these had come out of community consultation it was felt important to record them. Those non-planning matters have been fed back to the Parish Council for their consideration.
- 2.4 The following table sets out the key messages from the collated evidence, the key messages from community consultation and the identified aims and objectives. The objectives that then led to the formation of planning policies are colour coded **Blue**. These are carried through to the following policy section of the Neighbourhood Plan. Those that were not planning matters were referred to the Parish Council and are coloured **Yellow**. These are further discussed in Appendix A.

## HOUSING

Key messages from the existing evidence	What we have been told from the Dec 2016 survey and additional consultation	Aims	Objectives
<p><i>Strategic Housing Land Availability Assessment survey in 2012 expressed a preference (66%) for the housing to be sited within the village envelope with reasons given being 'brown field' and 'infill'.</i></p> <p><i>Strategic Housing Land Availability Assessment survey indicated a desire for affordable and family housing.</i></p> <p><i>Views provided at consultation meetings and Strategic Housing Land Availability Assessment survey indicated that there should not be significant growth beyond the existing village envelope.</i></p> <p><i>Consultation and comments on previous planning applications have pointed to a need to include adequate off-street parking.</i></p> <p><i>Widespread concern that the narrow lanes to the village cannot support the additional traffic which a significant</i></p>	<p><i>62% thought that some provision of additional housing was important or very important.</i></p> <p><i>70% of those commenting on the type of housing indicated it should be 'affordable' with further descriptors being first time, family sized and locals focussed.</i></p> <p><i>Dangerous parking highlighted as a safety concern with improvements to parking being a recommendation to enhance the character of the parish.</i></p>	<p><i>Support some small-scale housing close to the village centre and near existing services and facilities.</i></p>	<p><i>Permit 'in fill' housing within the former village boundary and brown field sites near the centre of the village.</i></p>
		<p><i>Ensure new development meets local community needs and aspiration by being affordable.</i></p>	<p><i>Ensure that new development is focused on promoting smaller and more affordable properties.</i></p>
		<p><i>Ensure new development is sympathetic to the surrounding area.</i></p>	<p><i>Ensure that the size, scale and materials used for any new development minimises impact on the character of the village and surrounding properties.</i></p> <p><i>Ensure that any future plans for new development have adequate provision for off-street parking.</i></p>

Key messages from the existing evidence	What we have been told from the Dec 2016 survey and additional consultation	Aims	Objectives
<i>housing development would bring.</i>			

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## SUPPORTING LOCAL BUSINESSES

Key messages from the existing evidence	What we have been told from the Dec 2016 survey and additional consultation	Aims	Objectives
<i>Census information showing high fraction of homeworkers/self employed.</i>	<p><i>Survey asked for contact details of those who work from home or have businesses in the parish.</i></p> <p><i>Focus group meeting held which identified a desire for greater networking with other homeworkers/small businesses and a need for additional office space for ad hoc use.</i></p>	<i>Improve access to office space for small local businesses and encourage networking.</i>	<i>Support change of use of some existing buildings to communal office space or uses which help support business.</i>

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COMMUNITY RENEWABLES AND SUSTAINABILITY

Key messages from the existing evidence	What we have been told from the Dec 2016 survey and additional consultation	Aims	Objectives
<i>Discussions at consultation events have revealed widespread support for existing renewables schemes such as solar PV on the parish hall, school and barns.</i>	<p><i>A significant number of people (61) indicated that they would like to be kept informed on community renewables and 15 expressed an interest in being part of a working group.</i></p> <p><i>A 'Renewable Energy and Sustainability working group' has been formed and made recommendations.</i></p> <p><i>'Environment' and 'Green' appeared in the word cloud of phrases given to articulate people's vision for the parish.</i></p>	<i>To support a sustainable parish by encouraging the use of renewables and other environmentally friendly technologies.</i>	<p><i>The Neighbourhood Plan should ensure these values are at the heart of what it seeks to do.</i></p> <p><i>New builds should aim to be carbon neutral.</i></p> <p><i>Support installation of small-scale renewable and other environmentally friendly technologies on and around existing public and private buildings.</i></p> <p><i>Support proposals for small scale food production e.g. allotments.</i></p>

## OPEN SPACE

Key messages from the existing evidence	What we have been told from the Dec 2016 survey and additional consultation	Aims	Objectives
<p><i>Discussions at the Community Fair showed some desire for allotment space.</i></p> <p><i>Strategic Housing Land Availability Assessment survey pointed to improved pedestrian safety, especially additional pavements a priority.</i></p>	<p>Play areas were the highest rated suggestion for where improvements to community facilities could be made.</p> <p>Teenagers were the only generational group for whom facilities in the parish were considered 'poor'.</p> <p>Walking on footpaths was the most popular sporting activity. The provision of more footpaths was clearly desired.</p> <p>Improved footpaths to Feniton station and hamlets identified as desirable to reduce car use.</p>	<p><i>Ensure play area is retained which meets the needs of local children/teenagers.</i></p>	<p><i>As the only outdoor public play area in the parish, the Church Lane playing field should be protected.</i></p> <p><i>Equipment should be updated to continue to meet the needs of local children and teenagers.</i></p> <p><i>Improving the layout of the playing field and/or levelling of the football pitch to make best use of space should be considered.</i></p>
		<p><i>Support some land being made available to parishioners for allotments.</i></p>	<p><i>Small plots of spare land should be considered for allotments. This could include unused parts of the playing field.</i></p>
		<p><i>Promote expansion of footpaths outside of the village and pavements within it.</i></p>	<p><i>Require the provision of pavements where they do not already exist along the main roads within the village as part of any development.</i></p> <p><i>Encourage a greater supply of footpaths across the parish, particularly linking hamlets (e.g. Colestocks). These could be permissive paths rather than rights of way and be along the edges of fields.</i></p>

## TRANSPORT

Key messages from the existing evidence	What we have been told from the Dec 2016 survey and additional consultation	Aims	Objectives
<p><i>Consultation has indicated a general desire for more off-road parking in the village centre.</i></p> <p><i>Parish council has been approached by many different people concerned about dangerous parking.</i></p> <p><i>Discussions at the community Fair and parish council meetings have indicated that people are concerned about the size of vehicles which have trouble navigating the lanes and cause damage to verges.</i></p> <p><i>Discussion at the community Fair and parish council meetings have shown people would welcome better transport links and public transport.</i></p>	<p><i>Dangerous parking highlighted as a key safety issue.</i></p> <p><i>Lack of suitable footpaths/pavements highlighted as a concern, particularly for accessing public transport.</i></p> <p><i>Increased frequency and availability of train services from Feniton and improved bus services from Payhembury cited as desired public transport improvements.</i></p>	<p><i>To promote road safety.</i></p> <p><i>To increase use of public transport/reduce car use.</i></p>	<p><i>Consideration to be given to parking restrictions to prevent dangerous parking.</i></p> <p><i>Lobby for improved bus services from village and increased train frequency from Feniton.</i></p> <p><i>Consider improving access to Feniton station (footpath/cycle route, mini bus service connecting with key trains or car share system).</i></p>

## BROADBAND PROVISION

Key messages from the existing evidence	What we have been told from the Dec 2016 survey and additional consultation	Aims	Objectives
<p><i>Over the last 18 months, the lack of fibre broadband has been the main subject of communication to the Parish Council.</i></p> <p><i>Discussions at the Community Fair have highlighted this as the number 1 concern for most residents.</i></p>	<p><i>70% of respondents said their broadband provision was poor or non-existent.</i></p> <p><i>The lack of fibre broadband was the primary concern highlighted in the small business focus group meeting.</i></p> <p><i>Throughout evidence gathering for the Neighbourhood Plan, this has been the main issue people have raised.</i></p>	<p><i>Improve broadband provision to superfast speeds throughout parish.</i></p>	<p><i>Lobby network providers to provide fibre broadband to the whole village.</i></p> <p><i>Work with outlying communities and service providers to identify the best long-term solution for the different hamlets.</i></p>

## PAYHEMBURY NEIGHBOURHOOD PLAN POLICIES

- 3.1 The following section outlines the Payhembury Neighbourhood Plan policies, which will be considered when future planning applications within the parish are made. Each section sets out the context for the policy and an overview of the evidence that supports it, the intention behind the policy and then the actual policy itself.

## HOUSING

Aims	Objectives
<i>Support some small-scale housing close to the village centre and near existing services and facilities.</i>	<i>Permit 'in fill' housing within the former village boundary and brown field sites near the centre of the village.</i>
<i>Ensure new development meets local community needs and aspiration by being affordable.</i>	<i>Ensure that new development is focused on promoting smaller and more affordable properties.</i>
<i>Ensure new development is sympathetic to the surrounding area.</i>	<i>Ensure that the size, scale, form and materials used for any new development minimises impact on the character of the village and surrounding properties. Ensure that any future plans for new development have adequate provision for off-street parking.</i>

## POLICY INTRODUCTION

- 3.2 The 2011 Census identified 270 households within the parish of Payhembury. Since then there has been no large scale development.
- 3.3 The average price paid for a house in Payhembury over the last five years is £308,582<sup>5</sup> compared to the UK average of £181,000 over the same period.<sup>6</sup> This is in part due to the high number of detached properties compared to the local and national average.

	Percentage of Detached Houses
Payhembury	59.5%
Devon	35.2%
England	22.3%

<sup>5</sup> Zoopla website, accessed 02/08/2017

<sup>6</sup> Office for National Statistics

- 3.4 Payhembury was not allocated a Built-up Area Boundary, and is therefore considered Countryside within the East Devon Local Plan. In particular, any new development within Payhembury needs to be mindful of Strategy 7, Development in the Countryside, which includes the following:

Development in the countryside will only be permitted where it is in accordance with a specific Local or Neighbourhood Plan policy that explicitly permits such development and where it would not harm the distinctive landscape, amenity and environmental qualities within which it is located, including:

- 1 Land form and patterns of settlement
- 2 Important natural and manmade features which contribute to the local landscape, character, including topography, traditional field boundaries, areas of importance for nature conservation and rural buildings.
- 3 The adverse disruption of a view from a public place which forms part of the distinctive character of the area or otherwise causes significant visual intrusions.

- 3.5 In this context Local Plan Strategy 27 is also pertinent: “If communities wish to promote development other than that which is supported through this strategy and other strategies in the Plan (at the settlements listed above or any other settlement) they will need to produce a Neighbourhood Plan or promote community led development (for example Community Land Trusts) justifying how and why, in a local context, the development will promote the objectives of sustainable development.”

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#### NEED

- 3.6 From previous consultations, relating to the East Devon District Council’s 2012 Strategic Housing Land Availability Assessment process a local survey was undertaken. The survey identified that local residents supported a small increase in housing within the parish. This survey revealed a clear preference for any new housing to be for families, affordable for local people and located within the village’s Built Up Area Boundary, which was then in place.
- 3.7 Payhembury is located approximately 1.6 miles from the nearest ‘A’ road, down narrow and windy lanes. These are often congested, particularly at peak times and within the 2012 survey there was widespread concern raised from residents about the impact significant additional housing development would have on the road network.



- 3.8 Strategy 4 of East Devon District Council's Local Plan includes a specific statement about age-balance:

c) Getting more age-balanced communities: many East Devon communities have an overtly aged population profile. Where this is the case we will encourage residential development that will be suited to or provide for younger people and younger families.

- 3.9 The current age profile of Payhembury is older than the national average. The working age population is lower than both the Devon and National average.<sup>7</sup> Achieving a balanced community is important to ensure the viability and sustainability of important community assets such as the school, shops and pub.

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<sup>7</sup> 2011 Census

- 3.10 The high average price and the number of detached properties within the parish mean that there is little opportunity for young families to move in to the parish. Smaller semi-detached or terraced properties are therefore required. The East Devon Strategic Market Housing Assessment 2014/15 identified that 50% of those in need of housing require 1 bedroom, 40% require 2 bedroom, and 10% require 3 or 4 bedroom properties. Local residents, both through the 2012 Strategic Housing Land Availability Assessment survey and the 2016 Neighbourhood Plan survey identified affordable, smaller properties as a priority for any future housing in Payhembury.
- 3.11 There are 6 households on the Devon Home Choice register looking for affordable housing currently resident within the parish. Of those on the register, the requirement is for 1 one-bedroom, 2 two-bedroom, 2 three-bedroom and 1 four-bedroom property.<sup>8</sup>

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#### BUILT UP AREA BOUNDARY

- 3.12 Within East Devon District Council's Local Plan, the parish of Payhembury is designated as open countryside and the previous Built Up Area Boundary was removed. When considering the options available for delivering the small-scale development that might be supported within the parish a range of options were considered. Through the 2016 community questionnaire and the previous community surveys there was a strong preference for any development to be within the village of Payhembury. To help facilitate this, the reintroduction of a boundary to define the 'village' for development purposes was considered.
- 3.13 The Lymestone Neighbourhood Plan set a precedent for the reintroduction of Built Up Area Boundaries within East Devon. The East Devon Villages Plan acknowledges this, "Lymestone has made a neighbourhood plan that defines the Built Up Area Boundary and other neighbourhood plans may be produced which define Built Up Area Boundaries."<sup>9</sup>
- 3.14 However, a Built Up Area Boundary has a particular definition within East Devon's Local Plan and Villages Plan. So as not to be confused with these prescriptive definitions with the associated strategies and policies, and avoid being subject to any future updates to the Local Plan that may alter the policy direction of these designations, the steering group decided to define a Settlement Boundary. This would be defined and allocated within the Neighbourhood Plan, within which housing development would be supported, subject to the relevant policy provisions within the plan.
- 3.15 In the summer of 2015 East Devon County Council consulted on criteria for defining the Built Up Area Boundaries within their Villages Plan. The consultation resulted in the criteria, which were subsequently used to define the built up areas included in East Devon's Villages Plan. To help interpretation of these criteria a plain English guide was developed.<sup>10</sup> This document contained a summary of the criteria:

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<sup>8</sup> Devon Home Choice, accessed March 2018

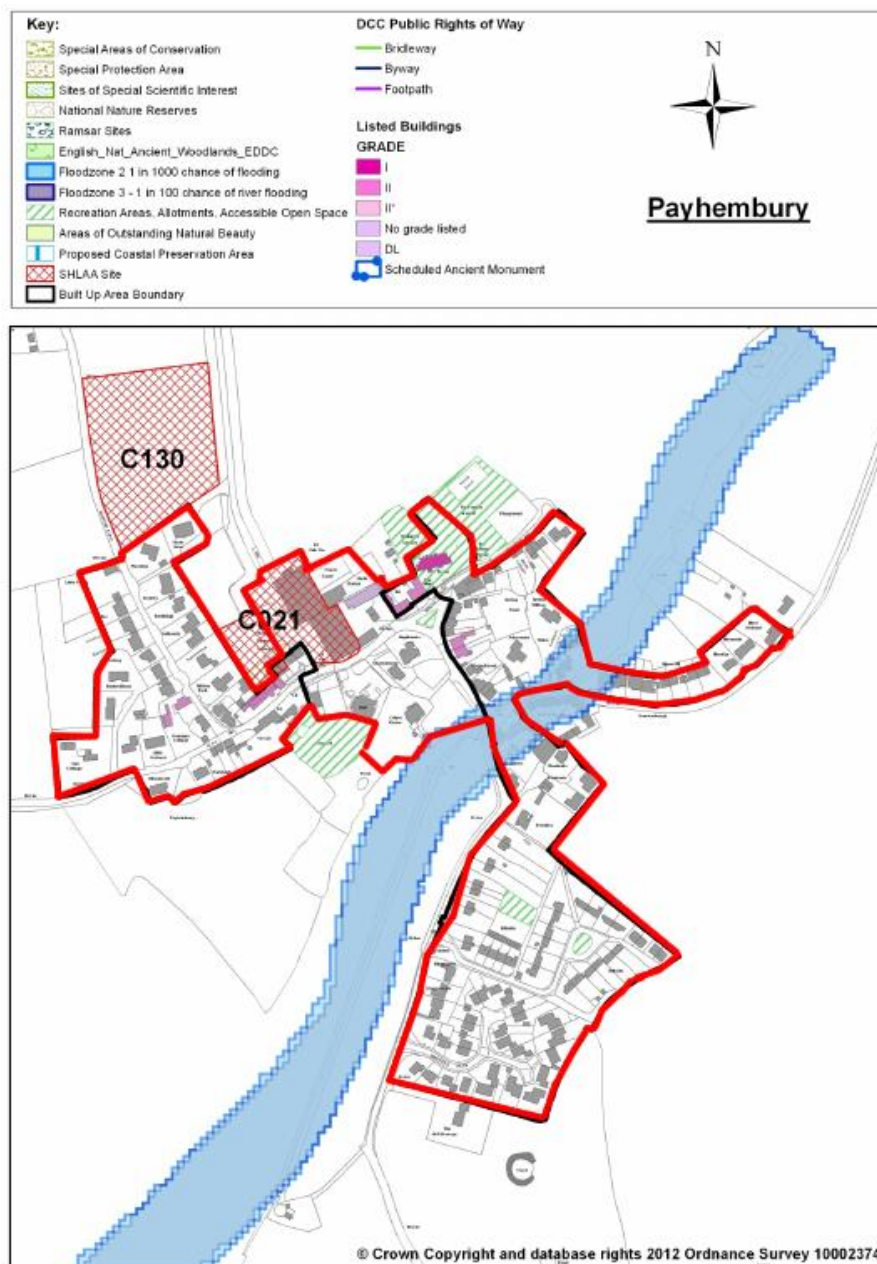
<sup>9</sup> East Devon Villages Plan, paragraph 1.4

<sup>10</sup> Relevant documents can be accessed here: <http://eastdevon.gov.uk/planning/planning-policy/villages-plan/proposed-criteria-for-revised-built-up-area-boundaries/>

- Criteria A1 – black lines will be drawn around the main groups of existing buildings and not around undeveloped areas. If communities want additional development this can be looked at through neighbourhood planning.
- Criteria A2 – black lines will generally follow recognisable features such as fences and hedges, although large gardens may be excluded to help control the building of extra houses in their grounds.
- Criteria B1 – sites with existing planning permissions will be included in the black lines if they are close to the village, unless there were particular circumstances that justified the permission such as outstanding design or low density development.
- Criteria B2 – community buildings will be included in the black lines if they are close to the village, unless they include large grounds on the edge of the village.
- Criteria B3 – where a site has been allocated for housing, employment or community development in the local plan or a neighbourhood plan it will be included in the black lines, unless it includes large areas of open space.
- Criteria C1 – large gardens or grounds associated with buildings will be excluded where they could extend the built up area if developed.
- Criteria C2 – large gardens will not be included in the black lines unless they are surrounded by buildings and any new buildings would look like part of the existing village.
- Criteria C3 – groups of buildings detached from the main village area will not be included in the black lines.
- Criteria C4 – If different parts of the village are separated from the part of the village that has the services and facilities they will not be in the black lines unless they have services and facilities of their own.

These criteria were then used by the steering group to identify an appropriate Settlement Boundary for Payhembury.

- 3.16 The previous Built Up Area Boundary had some anomalies and would not meet these criteria as it excluded the village centre. The introduction of a Settlement Boundary presented an opportunity to create a more holistic boundary, including the whole of the village of Payhembury, see Figure 2.



Red Line = Settlement Boundary

Figure 2

- 3.17 The new Settlement Boundary not only includes the village centre, but also the brownfield element of a site, which was identified as the preferred site for any future development through the previous Strategic Housing Land Availability Assessment survey.
- 3.18 The Neighbourhood Plan steering group invited East Devon District Council planners to visit Payhembury to review the revised boundary and ensure that it would be appropriate for inclusion within the Neighbourhood Plan. Following this visit East Devon District Council planners confirmed their support for it.

## SINGLE PLOT EXCEPTION SITES

- 3.19 To further ensure that appropriate housing provision could be made across the parish, there was a recognition that there may be a requirement for individual properties outside the Settlement Boundary. East Devon District Council supports and encourages self-build plots to be provided on larger housing sites, but there is limited opportunity for individual plots to be brought forward in rural areas.
- 3.20 Within the rural context of Payhembury, the neighbourhood plan presents opportunity for single, self-build plots, close to a current hamlet, and where an identifiable affordable need from a local person is identified.
- 3.21 Any self-build need will always be small. However self-build was raised as a preferable method for future development by a small number of residents in the 2016 questionnaire.
- 3.22 The need for such development is likely to very low, but the Neighbourhood Plan supports the provision for innovative and sustainable new development, meeting an affordable need and has a policy to support such development.
- 3.23 Within the parish of Payhembury there are five recognisable hamlets where such development might be appropriate. These are: Cheriton, Colestocks, Higher Tale, Lower Tale and Upton. A boundary for each settlement has been identified, again using the criteria established by East Devon District Council for the definition of Built Up Area Boundaries. Each boundary has been drawn tightly around existing residential properties and their associated land so that any new development must be within, or adjacent to the boundaries drawn. This ensures that any development fitting the policy criteria is closely linked to a hamlet community and ensures the geographical spread of the hamlet does not become too broad.
- 3.24 The following figures show these boundaries, which are also referred to within the relevant policy:



Figure 3, Cheriton

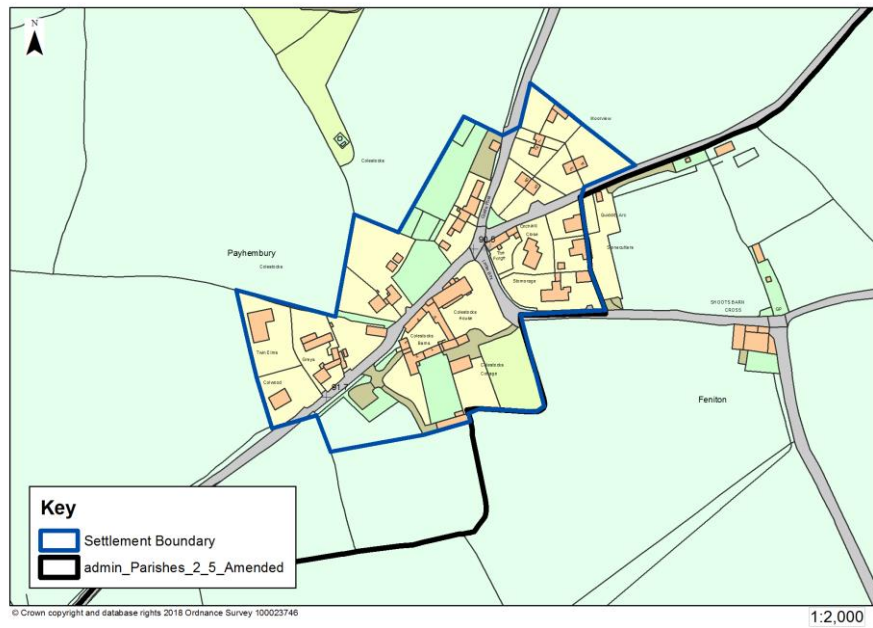


Figure 4, Colestocks

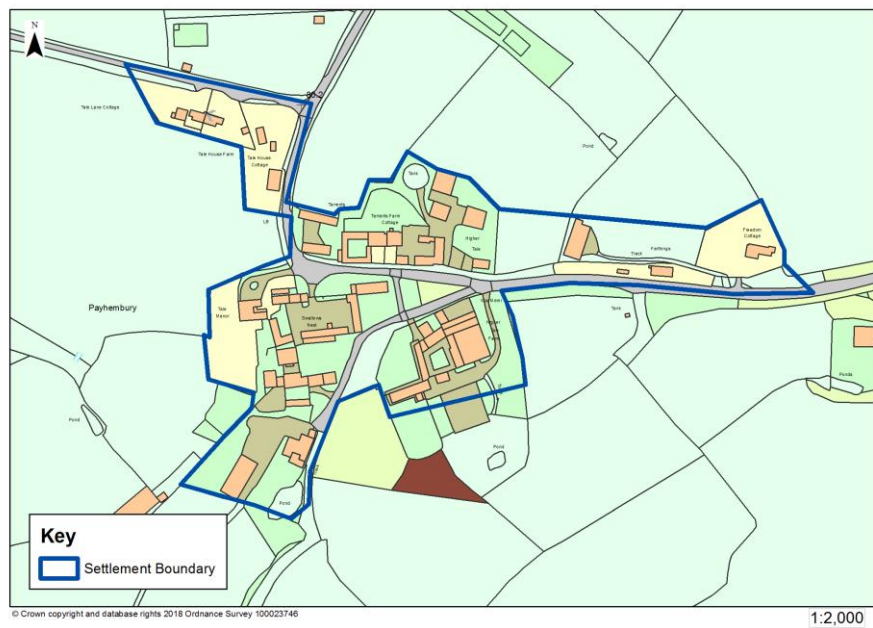


Figure 5, Higher Tale

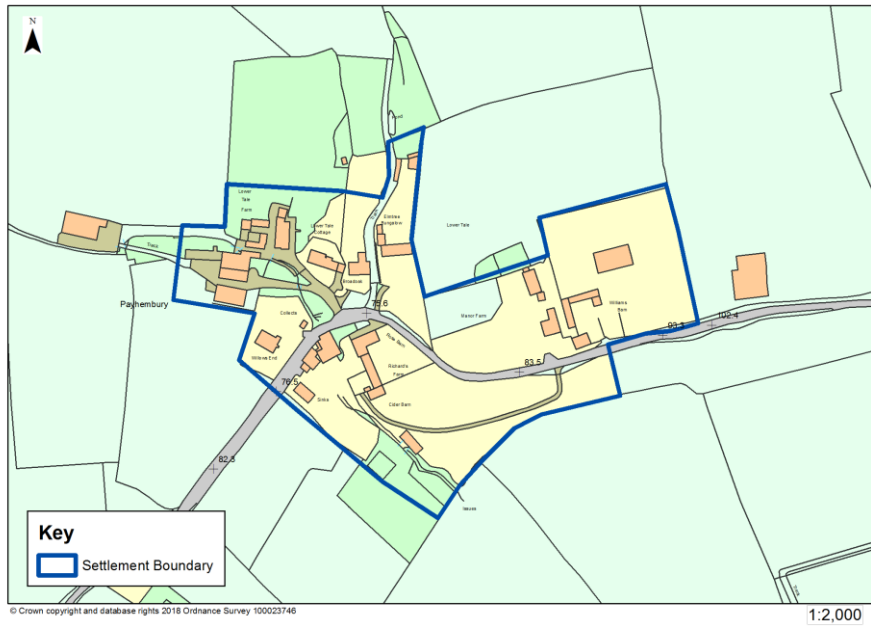


Figure 6, Lower Tale

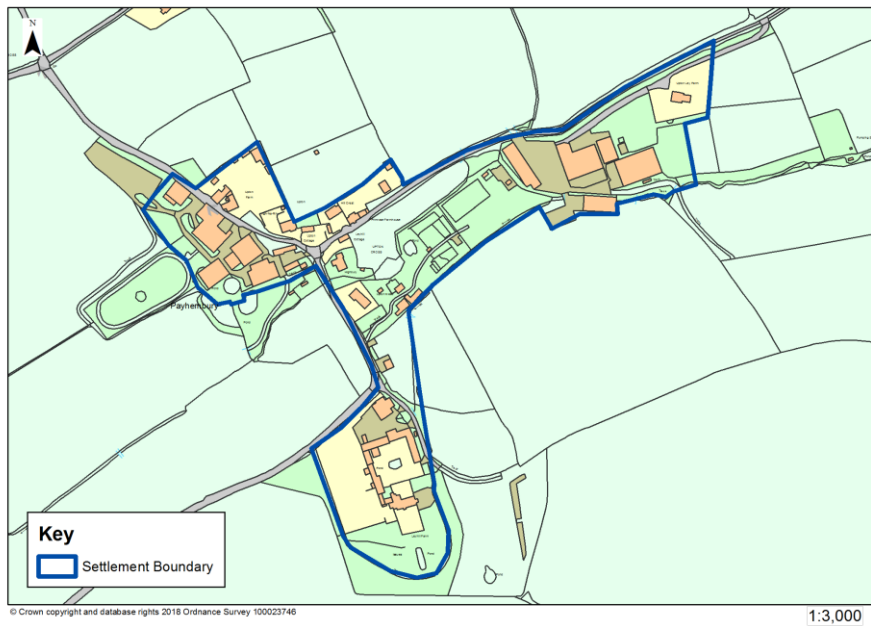


Figure 7, Upton

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## PARKING

- 3.25 Car ownership is high across the parish. Like many rural communities, residents are reliant upon the car due to a lack of immediate services and employment opportunities, and very limited public transport serving the parish. Households owning 2, 3 and 4+ cars were all higher than the Devon and National average.<sup>11</sup>



- 3.26 Due to this high car ownership, and a significant number of older properties without any off street parking, the number of cars parking on the roads is an increasing problem. Residents within the 2016 Neighbourhood Plan questionnaire also mentioned this regularly. The lack of parking and the increase of risk to other road users and pedestrians caused by on street parking in particular were highlighted. Therefore, any new housing development should be required to provide sufficient off-street parking.

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## SIZE

- 3.27 All the community consultations indicate, along with East Devon's Strategic Market Housing Assessment, that the need for any future housing is smaller properties. This would additionally make any new housing more affordable. The Department for Communities and Local Government's Technical housing standards nationally described space standard<sup>12</sup> sets out requirements for the minimum floor space required for different housing configurations. The minimum for a two-storey home to be in keeping with local housing, for four bed spaces, is 84m<sup>2</sup>.

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<sup>11</sup> 2011 Census

<sup>12</sup>[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/524531/160519\\_Nationally\\_Described\\_Space\\_Standard\\_Final\\_Web\\_version.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/524531/160519_Nationally_Described_Space_Standard_Final_Web_version.pdf)

- 3.28 Research by the Royal Institute of Architects suggests that many developers in the South West exceed this minimum; however they fail to reach their recommended size of 93m<sup>2</sup>.<sup>13</sup> Therefore, to ensure that new development within Payhembury delivers the smaller size housing required, this recommended size has been included within the policy as a limit to ensure new housing is of an appropriate scale.

#### POLICY INTENT

- 3.29 To ensure there is sufficient accommodation at a range of price levels within the parish, in particular, to support young families to live within the village and older people to downsize and remain within the parish, infill housing within the area outlined in Figure 2 will be supported. Any housing development should be small scale, 1,2 or 3 bedroom properties.
- 3.30 Any housing development within the designated area should provide sufficient off-street parking for likely occupancy levels.

#### POLICY PNP1

Housing development will be supported within the Settlement Boundary indicated on Figure 2 providing that:

- Properties are small, defined as a maximum 93m<sup>2</sup> internal space; one, two or three bedroom homes; and
- There is provision for sufficient off-street parking. A minimum of one car parking space for one bedroom properties and a minimum of two car parking spaces for two or three bedroom properties; and
- Development should be in keeping with surrounding properties and the character of the village.

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<sup>13</sup> Space Standard for Homes; <https://www.architecture.com/-/media/gathercontent/space-standards-for-homes/additional-documents/homewisereport2015pdf.pdf>

## POLICY INTENT

- 3.31 Developing a Neighbourhood Plan allows communities to tailor policies to local need. The need to protect the character of the village is high for local residents. Whilst recognising the need for any additional housing in the Parish is low, over the lifetime of the plan a small need, likely to be individual properties, may emerge. The community survey suggested there was support for some housing to be provided for local people. To enable this to be in a suitable location within the whole parish, the following policy allows affordable self-build single plots to be delivered or commissioned by local people with a proven housing need and where they can show a clear connection to the Parish.
- 3.32 Local connection criteria is in accordance with Strategy 35 of the East Devon District Council Local Plan.

## POLICY PNP2

Single plot exception schemes for locally-tied affordable self-build homes will be supported on sites within or immediately adjacent to the settlements of Payhembury (Fig 2), Cheriton (Fig 3), Colestocks (Fig 4), Higher Tale (Fig 5), Lower Tale (Fig 6) and Upton (Fig 7), where each of the supporting policy criteria are met, and there would be no unacceptable highways safety impact.

Supporting policy criteria:

- The applicant is the prospective occupier of the proposed dwelling;
- The applicant has a strong and evidenced local connection to the parish, defined as:
  - i) persons who have been permanently resident therein for a continuous period of three years out of the five years immediately prior to a planning application; or
  - ii) being formerly permanently resident therein for a continuous period of five years at some time in the past; or
  - iii) having his or her place of permanent work (normally regarded as 16 hours or more a week and not including seasonal employment) therein for a continuous period of at least twelve (12) months immediately prior to applying for planning permission; or
  - iv) persons who can demonstrate a close family connection to the parish in that the person's mother, father, son, daughter or sibling has been permanently resident therein for a continuous period of five years immediately prior to applying for planning permission
- The applicant has an identified housing need, which cannot be met on the open market;

Dwellings will have permitted development rights removed and future sale of the property will be controlled through a planning obligation to ensure that it remains as an affordable property for local people, as defined in the policy, in perpetuity.

## SUPPORTING THE LOCAL ECONOMY

Aims	Objectives
<i>Improve access to office space for small local businesses and encourage networking.</i>	<i>Support change of use of some existing buildings to communal office space or uses which help support businesses.</i>

### POLICY INTRODUCTION

- 3.33 Payhembury has a higher than average number of people working from home, 10% of those aged 16-75.<sup>14</sup> There are also a higher number of self-employed residents, 20% of those 16-75.<sup>15</sup> Together these contribute significantly to the immediate local economy. Those working within the parish are more likely to use the local shops and pub, therefore contributing to their future sustainability. More people working within the parish also helps to reduce congestion on the rural road network in and out of the village centre, particularly in the morning.
- 3.34 Following the community questionnaire there was an open meeting for those who currently work within the parish. Key messages for the Neighbourhood Plan coming from that meeting were about the need to protect existing employment space within the parish and provide support for more if it is required.
- 3.35 Payhembury Parish Council have also been looking at ways to support the local economy, and the introduction of policies to create new, and protect current employment spaces are welcomed.
- 3.36 The Neighbourhood Plan questionnaire also identified environmental concerns relating to climate change as important to the community. Therefore by facilitating more people to work within the parish, and reduce reliance upon private transport to get to work was seen as a positive step by residents.

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<sup>14</sup> England average is 3.5%, 2011 Census

<sup>15</sup> England average is 9.8%, 2011 Census

#### POLICY INTENT

- 3.37 To support and strengthen the local economy, the change of use of existing buildings to business space will be supported. The change of use away from employment and service uses will not be supported.

#### POLICY PNP3

The change of use of existing residential buildings, or part there-of, to business use: B1a (offices), b (light industrial) and c (R&D), will be supported, provided proposals ensure that they do not have a significant adverse impact on the character and appearance of the area and the amenity of neighbouring residents.

In addition, consideration should be given to additional parking requirements due to the change of use. Anticipated parking requirements and sufficient off-street parking space should be identified within any change of use application.

#### POLICY PNP4

Applications for a change of use from an employment use to residential, leading to a reduction of employment opportunity within the parish, will only be supported if the existing site is no longer economically viable and the site has been marketed at a realistic price for a minimum of one year.

## COMMUNITY RENEWABLES AND SUSTAINABILITY

Aims	Objectives
<i>To support a sustainable parish by encouraging the use of renewables and other environmentally friendly technologies.</i>	<i>The Neighbourhood Plan should ensure these values are at the heart of what it seeks to do.</i>  <i>New builds should aim to be carbon neutral.</i>  <i>Support installation of small-scale renewable and other environmentally friendly technologies on and around existing public and private buildings.</i>

### POLICY INTRODUCTION

- 3.38 Sustainability is an important aspect of planning. Opportunities to take local decisions that could have a positive global impact are supported and encouraged throughout National and Local planning legislation.
- 3.39 Payhembury residents recognise this opportunity, with a significant number of residents expressing interest in both community and individual property renewable energy initiatives. The Neighbourhood Plan steering group coordinated a meeting following the 2016 community questionnaire of those with interest in these matters, where ideas that could be taken forward across a range of matters were developed. Within the constraints of a Neighbourhood Plan, with its focus on spatial planning matters pertinent to the parish of Payhembury, different policy areas were explored.
- 3.40 Whilst no specific projects have as yet have been developed as a result of these discussions, the Neighbourhood Plan can support future property adaptations or community owned energy projects should they come forward in the lifetime of the neighbourhood plan.

### POLICY INTENT

- 3.41 The Payhembury Neighbourhood Plan supports the adaptation of existing buildings or within their vicinity to include small-scale renewable energy and other forms of green technology to contribute to the environmental sustainability of the community. In addition, any small-scale community owned renewable energy projects will be supported, provided suitable mitigations are in place to reduce any negative visual impact.

## POLICY PNP 5

Further development of existing buildings or within their curtilage to include renewable energy and other forms of green technology will be supported where the development does not have a significant adverse impact on the character and appearance of the area and the amenity of neighbouring residents.

Community owned renewable energy projects will be supported provided they put in place suitable mitigations to reduce any adverse impact on the character and appearance of the area and the amenity of neighbouring residents.

## OPEN SPACE

Aims	Objectives
<i>Ensure play area is retained which meets the needs of local children/teenagers.</i>	<i>As the only outdoor public play area in the parish, the Church Lane playing field should be protected.</i>
<i>Support some land being made available to parishioners for allotments.</i>	<i>Small plots of spare land should be considered for allotments. This could include unused parts of the playing field.</i>

There is also an associated aim and objective from the Community Renewables and Sustainability topic area:

<i>To support a sustainable parish by encouraging the use of renewables and other environmentally friendly technologies.</i>	<i>Support proposals for small scale food production e.g. allotments.</i>
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## POLICY INTRODUCTION

- 3.42 The East Devon Open Space Study Review 2014 updates a previous study from 2012 and considers the availability of publicly accessible open space across East Devon relative to open space standards. These studies found Payhembury lacking in allotments, amenity open space, outdoor sport pitches and play space for young people.
- 3.43 The 2016 community questionnaire also identified the high value residents place on existing open space, and identified that facilities for young people were most needed.



- 3.44 The parish currently has one community open space, the Church Lane Playing field, see Figure 8. The Parish Council recognise its value to the community and have listed it as an Asset of Community Value.

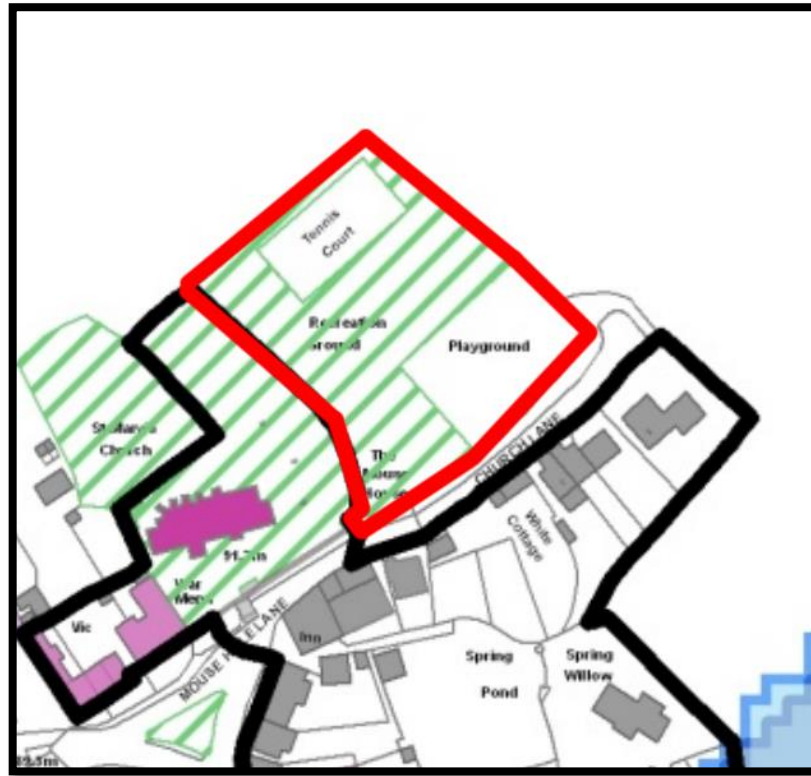


Figure 8



Aerial Photo by Kevin Wooff of Splashdog Media

3.45 The National Planning Policy Framework allows for the designation of Local Green Space<sup>16</sup> subject to the following requirements:

- where the green space is in reasonably close proximity to the community it serves;
- where the green area is demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife;
- where the green area concerned is local in character and is not an extensive tract of land.

3.46 The Church Lane Playing Field meets these requirements:

- Figure 8 indicates it is of close proximity to the community it serves;
- Evidence of its significance and recreational value is provided by responses to the 2016 community questionnaire and steps taken by the Parish Council to protect the area;
- It is of local character, and the map indicates it is not an extensive tract of land.



#### POLICY INTENT

Designate the village park, Church Lane Play Area as Local Green Space.

#### POLICY PNP6

The Church Lane Play Area, indicated in Figure 3 is allocated as Local Green Space, being an area of local value, character and in close proximity to the community.

<sup>16</sup> National Planning Policy Framework, Paragraph 77.

## FOOTPATHS AND PAVEMENTS

Aims	Objectives
<i>Promote expansion of footpaths outside of the village and pavements within it.</i>	<i>Require the provision of pavements where they do not already exist along the main roads within the village as part of any development.</i>

## POLICY INTRODUCTION

- 3.47 The Neighbourhood Plan questionnaire responses show that walking is a popular activity among residents of the parish. Improvements to the existing footpath network and new footpaths for new and varied routes were encouraged.



Aerial Photo by Kevin Wooff of Splashdog Media

- 3.48 In addition to the rural footpath network, the pavements within the village centre were considered inadequate and in need of improvement.
- 3.49 The Parish Council supplied evidence of when improvements to the village pavements could have been made through recent housing development, but were not done so. For example on an unpaved section close to a bend and the village school.
- 3.50 Whilst it is beyond the scope of the Neighbourhood Plan to ensure that all roads are retrospectively required to include paved areas for pedestrians, there is the potential that new development might provide opportunities to improve the pavement network. The Neighbourhood Plan therefore seeks to ensure that this happens.

## POLICY INTENT

- 3.51 Whilst the provision of pavements is largely beyond the scope of the Neighbourhood Plan, opportunities to improve safety within Payhembury village centre by the provision of additional pavement has been missed when new development has taken place in the past. To avoid any future missed opportunities presented by occasional development within the village centre this policy seeks to ensure consideration is given to safety improvements for pedestrians within the village centre by the provision of additional pavements.

## POLICY PNP7

New development within the Payhembury village centre should provide for the improvement of, or addition to, safe pedestrianised zones within the development proposal, possibly including pavement, installation of street furniture or appropriate planting to provide a defined walkway.

The provision of improved or increased safe pedestrian area within the village centre will be supported.

## MONITORING AND REVIEW

- 4.4 The Payhembury Neighbourhood Development Plan sets out a vision for the future of the Parish and how this might be achieved, in part, through planning. Whilst there is no requirement for the Parish Council to undertake a formal monitoring and review process, the Parish Council consider that ensuring the Neighbourhood Plan is fit for purpose to be of importance.
- 4.5 The Parish Council will therefore consider any planning applications within the Parish with reference to the Neighbourhood Plan before making any comment to East Devon District Council.
- 4.6 The Parish Council will consider the non-planning matters identified through the process of creating the Neighbourhood Plan. Where the Parish Council have capacity they will pursue these with the relevant authorities or local community organisations.
- 4.7 Whilst the Neighbourhood Plan is unlikely to need reviewing within its lifetime, external legislation leading to significant changes in local or national planning guidance or policies may make this necessary. If so, the Neighbourhood Plan will be reviewed in the light of any such changes and the Parish Council will make a decision on any review process.

## SUPPORTIVE EVIDENCE

### COMMUNITY EVIDENCE

- [] **Payhembury – Key Characteristics**, 2009.
- [] **Payhembury Strategic Housing Land Assessment Questionnaire**. Summary Report.
- [] **Payhembury Neighbourhood Plan Consultation, Community Fair**, April 2016. Summary Report
- [] **Payhembury Neighbourhood Plan Questionnaire**, March 2017. Key Findings and Report
- [] **Payhembury Neighbourhood Plan Employment Consultation Event**, May 2017. Meeting Notes
- [] **Summary of Renewable Energy and Sustainability Group Meeting**, May 2017. Meeting Notes

### EAST DEVON DISTRICT COUNCIL EVIDENCE

- [] East Devon Landscape Character Assessment
- [] East Devon Open Space Study 2011 and Review 2014
- [] East Devon Strategic Market Housing Assessment
- [] East Devon Strategic Housing Land Availability Assessment
- [] East Devon Villages Development Plan 2014
- [] East Devon Local Plan
- [] East Devon Villages Plan
- [] Payhembury Neighbourhood Development Plan Strategic Environmental Assessment and Habitat Regulations Assessment, Screening Report

### OTHER

- [] Nationally Described Space Standards, March 2015.

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/524531/160519\\_Nationally\\_Described\\_Space\\_Standard\\_\\_\\_\\_Final\\_Web\\_version.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/524531/160519_Nationally_Described_Space_Standard____Final_Web_version.pdf)

- [] Space Standards for Homes, 2015.

<https://www.architecture.com/-/media/gathercontent/space-standards-for-homes/additional-documents/homewisereport2015pdf.pdf>

## APPENDICES

### APPENDIX A; PAYHEMBURY NEIGHBOURHOOD PLAN, PARISH COUNCIL ACTIONS

This section does not form part of the legal document to be considered as part of planning decisions, but instead sets out policies which Payhembury Parish Council has pledged to take forward in response to other issues which came through strongly in the Neighbourhood Plan survey.

#### TRANSPORT

Aims	Objectives
<i>Promote road safety.</i>	<i>Lobby DCC for consideration to be given to parking restrictions to prevent dangerous parking.</i>
<i>To increase use of public transport/reduce car use.</i>	<i>Lobby for improved bus services from village and increased train frequency from Feniton. Consider improving access to Feniton station (footpath/cycle route, mini bus service connecting with key trains or car share system).</i>

There is also an associated aim and objective from the Footpaths and Pavements topic area:

Aims	Objectives
<i>Promote expansion of footpaths outside of the village and pavements within it.</i>	<i>Encourage a greater supply of footpaths across the parish, particularly linking hamlets (e.g. Colestocks) to the village. These could be permissive paths along the edges of fields rather than rights of way.</i>

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#### PARISH COUNCIL INTENT

Almost all journeys outside of the village are made by car despite hamlets within the parish, and the train station at Feniton, being within 2 miles of the village and hence could be walked or cycled. Traffic congestion on the main lanes through the parish is becoming an increasing issue as more people commute to work outside of the parish and there are more large vehicles making deliveries. The survey showed a clear desire by those living in the parish to reduce their car usage, but cite the lack of safe walking/cycling routes and infrequent public transport as the main barriers.

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#### ACTION POINT PPC1

The parish council will seek to reduce car use by working with DCC and land owners to address safety concerns with regard to walking/cycling and lobby for increased frequency of bus and train services. The parish council will consider how to make Feniton station more accessible from Payhembury village.

#### BROADBAND PROVISION

Aims	Objectives
<i>Improve broadband provision to superfast speeds throughout parish.</i>	<i>Lobby network providers to provide fibre broadband to the whole village. Work with outlying communities and service providers to identify the best long-term solution for each hamlet.</i>

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#### PARISH COUNCIL INTENT

The lack of superfast broadband is cited as by far the largest barrier to the development of small businesses and homeworking within the parish, directly resulting in more car journeys. By providing access to superfast broadband throughout the parish the intent is to reduce the number of car journeys, particularly at peak times, through promoting homeworking and allowing small businesses to develop.

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#### ACTION POINT PPC2

Payhembury parish council will try to engage service providers to offer access to superfast broadband across as much of the parish as possible.

