

Milton Abbot, Chillaton, Kelly (MACK)
Neighbourhood Plan
Appendix 2-5
Site Assessment

The **MACK** Neighbourhood Plan – Shaping Our Community, Our Future

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1. Introduction

The Joint Local Plan (JLP) states that provision in the order of 550 homes will be sought from the sustainable villages as part of the overall housing supply for the Thriving Towns and Villages (TTV) Policy Area. It subsequently identifies Milton Abbot as a village able to accommodate around 20 dwellings¹ and that this indicative housing figure should be used to inform neighbourhood plans or development plan-led development throughout the TTV policy area. Commitments and completions within sustainable villages prior to the end of March 2017 are not considered to make a contribution to the indicative figures, as these have already been counted within the JLP housing supply figures. The proposed figures should be interpreted locally, applying constraints and opportunities and it is therefore understood that some neighbourhood plans may deliver more or less than indicated where justified by the appropriate level of evidence.

However, the JLP states² that “*it should be down to individual Neighbourhood Plan Groups to consider local site availability (with the Strategic Housing and Economic Land Availability Assessment (SHELAA) as a starting point) and put in place appropriate allocations and policies*”.

1-1. Assessment Goals

Given the JLPs consideration of Milton Abbot as a sustainable village and from the evidence collated below, the Neighbourhood Plan Team conclude that the emphasis should be on meeting these needs within and around Milton Abbot given the nature of the settlements in the combined wards.

In addition, the need to provide affordable homes for local residents has been identified through the formal HNS and HNA, whilst also being highlighted as an ongoing need through analysis of Devon Homes Choice data and from feedback from across our community. As JLP Policy DEV8 states that developments of eleven or more dwellings must provide at least 30% Affordable Housing, emphasis has been placed in identifying potential sites that maximise the opportunity for delivering affordable homes (ie deliver greater than 11 homes).

It is recognised that this appears at odds with the aspirations of the local community where residents in both villages favour the development of small plots of one or two homes or over several smaller sized projects. However, such small scale developments would be classed as windfall

¹ JLP Paragraph 5.164 & Table 5.8

² Plymouth and South West Devon JLP July 2016 – Thriving Towns and Villages

and would be in addition to the 20 dwellings identified in the JLP. In addition, these would have no mandated requirement to deliver on much needed affordable homes

Finally, with so little in terms of community facilities currently available, our residents made it clear through our community engagement that any development would only be supported if it delivered some tangible return to the community. This may be in terms of formal green space, playgrounds, allotments or support for a community building and should consider exploiting Section 106 funding.

1-2. Assessment Strategy

On the 19th March 2020 a Call for Sites was published in the Tavistock Times and simultaneously publicised via Village News Letters and Facebook Pages. Ten sites were submitted and have been considered through the following site assessment process.

- Each site has been subject to formal, independent assessment through the application of a Site Options and Assessment conducted by AECOM. The purpose of the site assessment is to produce a clear assessment of the suitability of each of the sites available for potential residential development within the MACK Plan area.
- Each site was also subsequently evaluated through a Strategic Environmental Assessment (SEA). The contents of the MACK Plan are directly influenced by policies and objectives presented within other plans and programmes. A full list of relevant plans and programmes was compiled and considered through the SEA process for the MACK Plan. The SEA was conducted separately to the site assessment process but was informed and influenced by the evidence presented within the Site Assessment.
- In addition, each sites assessment considered the SHELAA assessments provided from through JLP (where applicable) and also the comments raised by the Milton Abbot Grouped Parish Council (MAG PC) against the SHELAA assessment.
- Finally, feedback was considered from the local community, through the Residents Survey, communication events, community engagement and distribution of The Plan to every household during Regulation 14.

The individual site assessments have been collated and presented as a number of sections:

- Section 2 – Milton Abbot Site Assessments – description and assessment of the 6 sites offered in Milton Abbot
- Section 3 - Chillaton Site Assessments – description and assessment of the 4 sites offered in Chillaton.
- Section 4 – Proposed Development Plan.

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2. Milton Abbot Site Assessment

The Joint Local Plan (JLP) identifies Milton Abbot as a Sustainable Village for which the indicative level of housing proposed is 20 dwellings. The Neighbourhood Plan Group (NPG) agree, given the nature of the settlements in the combined wards, that the emphasis should be on meeting these needs within and around Milton Abbot.

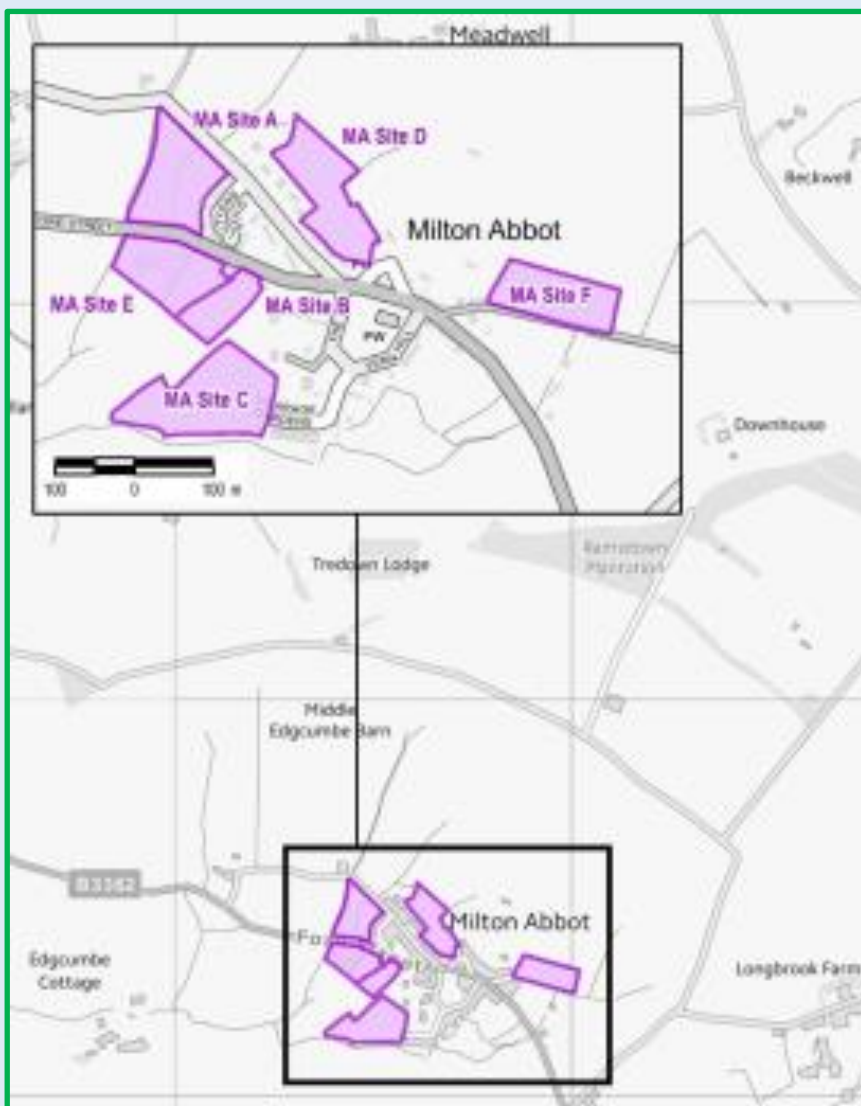
The JLP describes Milton Abbot as a small village located in the south west of the Borough. It has a good range of local facilities within the village, including a pub, a shop (now closed) and primary school. There is limited capacity at the primary school and the school is not capable of expansion. The designated secondary school is Tavistock College which has some capacity but contributions to facilities and transport may be required from new development. The Primary School is slightly detached from the rest of the village but is connected via a footpath and is within easy walking distance.

It should be noted that the JLP states that all of the villages within the AONB which are considered to be sustainable villages have been identified as potentially having capacity for small scale development of 10 homes³. The western edge of Milton Abbot sits within the Tamar Valley AONB. In addition, the MAG PC raised a number of issues with reference to the JLP assessment⁴ of some individual sites in August 2016 which have been included below where appropriate

³ Plymouth and South West Devon Joint Local Plan | Integrated Assessment incorporating SA/SEA | Main Report | July 2017, Para 5.43

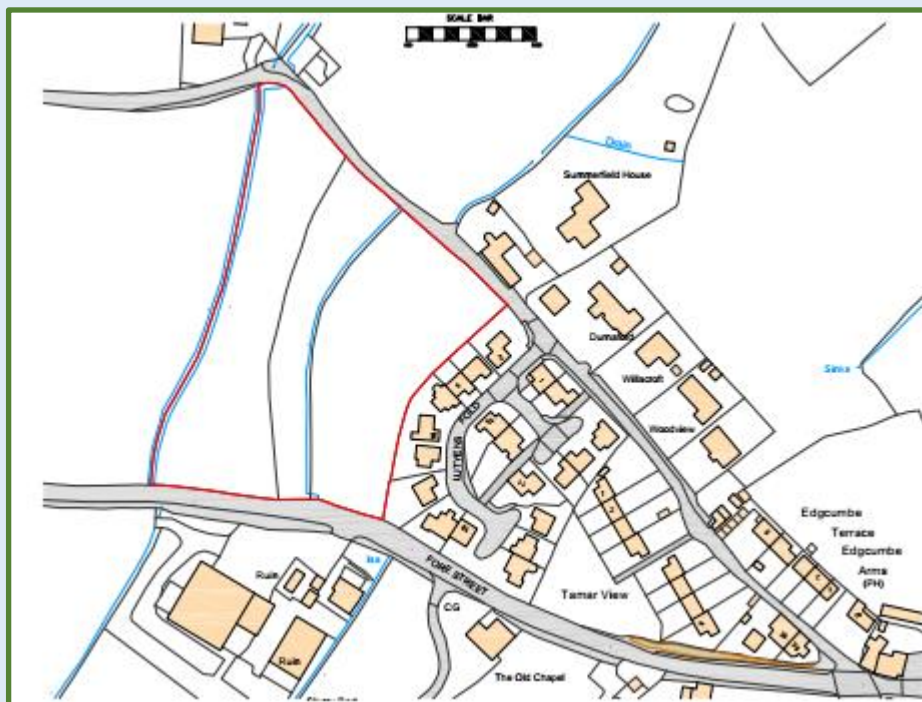
⁴ (SHWD) Thriving Towns and Villages, Comment ID 465 dated 10/08/16

2-1. Milton Abbot (MA) Site Locations



- **MA Site A: West of Lutyens Fold.** This site was also considered in the JLP under SHELAA ref WD_42_01_08/13.
- **MA Site B: Allotment Gardens.** This site was also considered in the JLP under SHELAA ref WD_42_05_08/13.
- **MA Site C: Vicarage Gardens.** This site was also considered in the JLP under SHELAA ref WD_42_06_08/13.
- **MA Site D: Land to the North of Edgcombe Terrace and Higher Edgcombe Lane.** Whilst this site was not considered by the JLP its eastern half has since been subject to planning application (0016/20/OPA) which was refused.
- **MA Site E: West of Village.**
- **MA Site F: Land to the North of the Telephone Exchange.**

2-2. MA Site A: West of Lutyens Fold.



This site covers approximately 1.2ha of agricultural land and is located adjacent to the western boundary of Milton Abbot, which is identified as a 'sustainable village' within the JLP. The site benefits from pedestrian access to services and facilities in the village centre, located approximately 250m to the south east along Higher Edgcombe Lane.

The proposal suggests that given the type and form of development immediately surrounding the site, which comprises predominantly detached and semi-detached dwellings, it is considered the site would likely have capacity to deliver approximately 20 dwellings in generous plots.

AECOM Summary

Major constraints to development at this location include access issues, landscape and visual sensitivities, the stream passing through the site, and the archaeological evidence of strip field agricultural systems dating to the Middle Ages (which includes curved field boundaries and earth banks). In this respect, the site is not suitable to take forward for the purposes of the MACK Plan.

Extract from the JLP SHELAA Site Assessment

This site was considered by the SHELAA under reference WD_42_01_08/13

JLP Assessment	JLP Summary
<p>Access</p> <ul style="list-style-type: none">• Vehicle access to the eastern field acceptable in principle but the setting of the conservation area may be affected by achieving this.• Site is well related to the rest of the village. <p>Landscape and Ecology</p> <ul style="list-style-type: none">• The site covers quite a large area and development on the whole site would represent a significant growth of the village with the potential to impact on the character of the village and its conservation area. <p>Heritage and Archaeology</p> <ul style="list-style-type: none">• Indication of ancient field boundaries which should be retained. <p>Flood Risk, Water Quality and Drainage</p> <ul style="list-style-type: none">• There is a watercourse running through the centre of the site which will reduce yield. <p>Contamination and Environmental Health</p> <ul style="list-style-type: none">• No constraints have been identified at this stage but further assessment may be required as part of any pre-application process. <p>Other</p> <ul style="list-style-type: none">• No other constraints have been identified at this stage but further assessment may be required as part of any pre-application process.	<p>The whole of the site is not suitable for development due to issues relating to presence of watercourse, the need to retain ancient field boundaries and impact on landscape character. In addition, the limited local primary school capacity means that only small scale development is likely to be suitable.</p>

Comments on the above assessment from the MAG PC

Any development on this site should be subject to careful consideration, having regard to its potential impact on the character of the village and Conservation Area and to the fact that the existing access, along Edgcumbe Lane, is already over-used. Ten new homes should be regarded as the absolute maximum.

Community Feedback from Community Questionnaire

There were more residents in favour of the Borough Council's assessment that this site could be developed with up to ten homes than were opposed to the idea, although a significant number of respondents did not express a view.

Regulation 14 comment

Devon County Council Historic Environment Team - Proposed allocation sites A, B, C and F are in areas of archaeological potential relating to the medieval settlement of Milton Abbot. Development in these locations would require archaeological evaluation prior to determination.

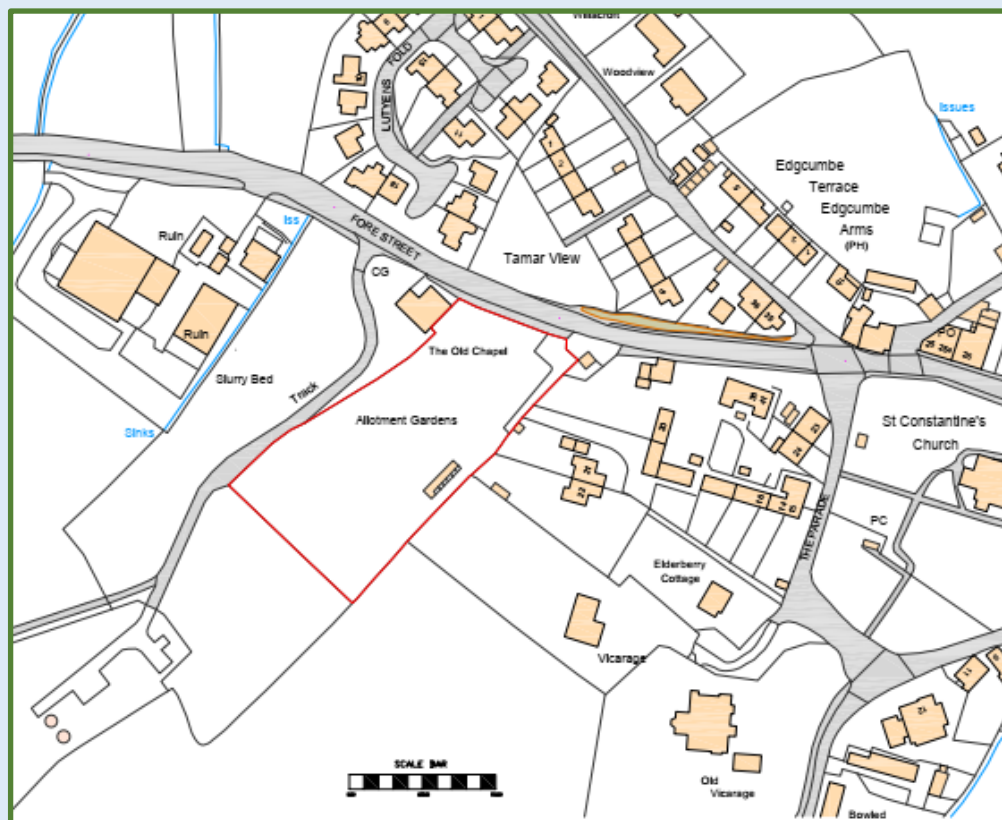
The Historic Environment Team also agree with the conclusions on Site A that the allocation would be detrimental to the setting of designated heritage assets. The area contains an intact enclosed medieval strip field/hay meadow system. It could be considered for designation as Public Open Space and inclusion within the Conservation Area.

The Land Owners agent made representation through Regulation 14 which is included with the Consultation Statement.

MACK Plan Conclusion

This site is not currently considered suitable for development.

2-3. MA Site B: Allotment gardens, Fore Street



This site covers approximately 0.5ha of amenity grassland and is located adjacent to the south western boundary of Milton Abbot. The site benefits from pedestrian access to services and facilities in the village centre, located approximately 150m to the east along the B3362 (Fore Street). Suitable vehicle access into the northern section of the site is also possible from Fore Street.

The Duke of Bedford wished to provide gardens and vegetable plots for his tenants in his “new scheme”. These gardens were graded according to the status of each new house. More important estate workers were allotted bigger houses and bigger plots. Pig sties were a featured part of the designs. The numbered plots were subdivided amongst the Lutyens houses and this is the layout you see today. A long strip to the west was assigned to allotments, still in use today.

AECOM Summary

Heritage considerations, landscape and visual sensitivities, and the existing allotments within the site boundary provide constraints to development at this location. Recognising these constraints, sensitive development may be appropriate for taking forward on parts of the site with appropriate design and layout and the incorporation of high quality green infrastructure provision. In this respect, part of the site may be

suitable for allocation within the MACK Plan to contribute to local housing needs subject to the incorporation of appropriate design and mitigation measures. In light of the constraints associated with the site, the delivery of up to five homes may be appropriate.

Extract from the JLP SHELAA Site Assessment

This site was considered by the SHELAA under reference WD_42_05_08/13

<p>Access</p> <ul style="list-style-type: none">• Vehicle access acceptable in principle.• Site is well related to the rest of the village <p>Landscape and Ecology</p> <ul style="list-style-type: none">• The site is near to the boundary of the Tamar Valley Area of Outstanding Natural Beauty (AONB) but is not visible in wider views. <p>Heritage and Archaeology</p> <ul style="list-style-type: none">• There are numerous listed buildings in the area and the site is next to the conservation area. Given the proximity of this site to the Church of St Constantine (Grade I Listed Building) and the conservation area, development has the potential to harm the wider setting of and views to and from this heritage asset, and therefore the significance of the asset. There could also be potential cumulative impact with development on other sites in the village. However, the site is very well screened, below the level of the Church and therefore not visible in such views. There may therefore be potential for development lower down the site with an access running through the allotments. <p>Flood Risk, Water Quality and Drainage</p> <ul style="list-style-type: none">• No constraints have been identified at this stage but further assessment may be required as part of any pre-application process. <p>Contamination and Environmental Health</p> <ul style="list-style-type: none">• No constraints have been identified at this stage but further assessment may be required as part of any pre-application process.	<p>The whole of the site is not suitable for development due to the need to retain some allotments. In addition, the limited local primary school capacity means that only small scale development is likely to be suitable</p>
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Other	
<ul style="list-style-type: none">The existing allotments are visually part of the setting of the estate cottages and they also have social interest and should ideally be retained as part of the historic character within any wider development of the site. If they are currently redundant as allotments they could be a wildlife reserve or retained as another use of public benefit.	

Comments on the above assessment from the MAG PC

Milton Abbot Grouped Parish Council consider that this site is the most suitable of those put forward and has the potential to accommodate five dwellings.

Community Feedback from Community Questionnaire

Overall, there were more residents in favour of the Borough Council's assessment that this site could be developed with up to five homes than were opposed to the idea.

Regulation 14 Comment

A number of residents identified that all the allotments are currently rented and in regular use being rented by 3 villagers and are kept in good order. They are currently used for growing vegetables and soft fruit and support 6 mature apple trees. In addition, this area provides an important habitat for a number of species, including birds (owls, woodpeckers) hedgehogs, bats foraging bees and insects which has an impact on the biodiversity of the whole of Milton Abbot. It also supports several mature trees providing cover and roosting benefits.

Devon County Council Historic Environment Team - Proposed allocation sites A, B, C and F are in areas of archaeological potential relating to the medieval settlement of Milton Abbot. Development in these locations would require archaeological evaluation prior to determination. With reference to MA Site B in particular they identify that the site has a level of significance based on the social context of the location in relation to the estate housing and also in terms of setting to the listed buildings and Conservation Area (CA). Housing development would certainly change both settings and result in some level of harm so they would welcome the omission of allocation on this site.

MACK Plan Conclusion

Originally it was considered that part of this site may be suitable for allocation within the MACK Plan to contribute to local housing needs.

However, given that the whole allocation can be met on one site, supported by the community, and in light of its significance as a heritage asset the team concludes that it would be inappropriate to develop the Allotment Gardens.

2-4. MA Site C: Land adjacent to Vicarage Gardens



This site covers approximately 1.7ha of agricultural land and is located adjacent to the southern boundary of Milton Abbot and is used by agricultural tenant farmer under a farm business tenancy agreement.

The proposal suggests that there is ample room on this site for the full allocation of 20 houses identified in the local needs survey, including 2 parking spaces per property and 60m²+ garden size.

However, with regard to Milton Abbot Parish Council comments when considering this site for development in 2016, it is thought that 10 dwellings would be more appropriate.

AECOM Summary

Major constraints to development at this location include significant landscape and visual sensitivities, the potential for adverse impacts to the setting of heritage assets, flood risk concerns and possible odour issues from the sewage treatment works. In this respect, the site is not suitable to take forward for the purposes of the MACK Plan.

Extract from the JLP Site Assessment

This site was considered by the SHELAA under reference WD_42_06_08/13

<p>Access</p> <ul style="list-style-type: none"> Vehicle access acceptable in principle either via Vicarage Gardens or WD_42_05_08/13. <p>Landscape and Ecology</p> <ul style="list-style-type: none"> The site is located next to the Tamar Valley Area of Outstanding Natural Beauty (AONB) northern boundary. The development of this site would result in a loss of the rural setting that acts as a buffer to the AONB and its setting. The impact on the AONB setting means that development would be significantly constrained by the need to provide a strong green buffer to the west and south of the site. The site covers quite a large area and development on the whole site would represent a significant growth of the village with the potential to impact on the character of the village, heritage assets and the AONB. However, there is an opportunity for small scale development within the northern part of the site but this would require access being achieved via WD_42_05_08/13. <p>Heritage and Archaeology</p> <ul style="list-style-type: none"> Given the proximity of this site to the Church of St Constantine (Grade I Listed Building), development has the potential to harm the wider setting of and views to and from this heritage asset, and therefore the significance of the asset. There could also be potential cumulative impact with development on other sites in the village. Potential archaeological remains - requires pre-application assessment and evaluation. <p>Flood Risk, Water Quality and Drainage</p> <ul style="list-style-type: none"> There is a watercourse on the southern boundary which will affect yield. <p>Contamination and Environmental Health</p> <ul style="list-style-type: none"> Site is next to a sewage treatment works which may give rise to odour issues and reduce the yield. Relevant assessments will be required. <p>Other</p> <ul style="list-style-type: none"> No other constraints have been identified at this stage but further assessment may be required as part of any pre-application process. 	<p>The whole of the site is not suitable for development due to the impact on the AONB and heritage assets. In addition, the limited local primary school capacity means that only small scale development is likely to be suitable. As such, it is considered there could be potential for approximately 5 dwellings in the northern part of the site. Site should be considered alongside WD_42_05_08/13 (Allotment gardens)</p>
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Comments on the above assessment from the MAG PC

Milton Abbot Grouped Parish Council note the constraints and consider that any development should be small scale.

Community Feedback from Community Questionnaire

There were slightly more residents opposed to the Borough Council's assessment that this site could be developed with up to five homes than were in favour of the idea, but only just.

Regulation 14 comment

Devon County Council Historic Environment Team - Proposed allocation sites A, B, C and F are in areas of archaeological potential relating to the medieval settlement of Milton Abbot. Development in these locations would require archaeological evaluation prior to determination.

MACK Plan Conclusion

Given that the whole allocation can be met on one site, supported by the community, this site is not currently considered suitable to take forward for the purposes of the MACK Plan.

2-5. MA Site D: Land at the rear of the Edgumbe Arms



Assessment of the proposal against the defined housing needs and design intent is difficult as the proposer has stated that “At this stage it is not clear how the site would be developed”. However, the submission suggests that the site could provide for 30 dwellings.

Compliance to any of the community’s aspirations or legislative requirements is simply addressed by the statement “The site would assist in delivering the required number of homes in the plan area and as required by the Joint Local Plan. The delivery of this site will in meeting the required mix of housing required in relation to the relevant ONS data and Housing needs survey relating to the plan area” which is unclear at best.

AECOM Summary

Major constraints to development at this location include landscape and visual sensitivities, flood risk concerns, impacts to residential amenity, the potential for adverse impacts to the setting of heritage assets, access concerns, and potential impacts to the spring-fed water supply and existing utilities infrastructure. In this respect, the site is not suitable to take forward for the purposes of the MACK Plan.

JLP SHELAA Site Assessment

This site is a new offering and was not considered by the JLP SHELAA process. The assessment below is therefore predicated on the documents submitted by the applicant, assessment of the submission and the local knowledge and experience of the MACK Plan team.

MACK Plan Site Assessment

<p>Access</p> <ul style="list-style-type: none">• Safe access for cars to this site is a major concern and would represent hazards to those wishing to access basic services.• It is difficult to see how safe access can be provided to this site and so any development would increase the dangers to road users. <p>Landscape and Ecology</p> <ul style="list-style-type: none">• The site is raised above the village and the AONB. Any development would have a negative impact on views from the AONB towards the village and its setting. <p>Heritage and Archaeology</p> <ul style="list-style-type: none">• With the position of the site being above the village any development will have negative impact on the historic buildings within the village conservation area. <p>Flood Risk, Water Quality and Drainage</p> <ul style="list-style-type: none">• As pointed out in the MAGPC response to planning application 0016/20/OPA, there has been flooding of buildings adjacent to this land from water running off this site. There is potential risk that this could be exacerbated by development of this site. <p>Contamination and Environmental Health</p> <ul style="list-style-type: none">• This land includes or is adjacent to spring water supplies to the village and so there is a significant risk to the health of those residents' dependent on these supplies.	<p><i>Summary</i></p>
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Comments from the MAG PC

Whilst this site was not considered by the JLP SHELAA it was recently subject to planning application. Part of the proposed site was the subject of a rejected application (0016/20/OPA) for 5 houses against which the MAGPC had raised objections including;

- There appears to be a question about the legal right to the access shown on the plans – this needs to be fully resolved. This issue has also been raised by the County Council Highway Management assessment (Consultation response - External - Highways - 24/01/2020).
- Edgcumbe Lane is a busy road with no pavements – a further increase in traffic both during construction and after is a danger.
- The site is currently one of 10 submitted for the draft Neighbourhood Plan. These are currently being independently assessed to identify which sites best meet the local need. This application should at least be postponed until residents have had a chance to vote on the Neighbourhood plan and its recommended sites.
- The plans show the plots well within the mandated four meter clearance from current spring water that flows on the land, where there needs to be an absolute minimum of four meters of clearance.
- There has been recent flooding of the pub and housing along Edgcumbe Terrance/Lane due to a recent altered water course and drainage issues of the field considered for building.
- The plans, plots and size of housing does not meet the needs of the village, as highlighted within phase 1 of the MACK Plan survey.

The main points to note are

- that the housing is not in keeping with the current architecture of the village and
- there is no mention of affordable housing which a key objective on the council core aims of new development.

Formal comment has also been received from the Inspector of Historic Buildings and Areas “Historic England has concerns regarding the application on heritage grounds. These concerns relate to the outline nature of the planning application and the consequential lack of ability of your authority to make a proper assessment of impact on nearby heritage assets”.

Comments from West Devon Borough Council

Whilst this site was not considered by the JLP SHELAA it was recently subject to planning application. Part of the proposed site was the subject of a rejected application (0016/20/OPA) for 5 houses. The West Devon Borough Council refusal was based on the following reasons:

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1. The proposal is not considered to constitute sustainable development in that it is tandem backland development which fails to have proper regard to local character and the development context of the village, contrary to the good design aims of the NPPF, JLP Policies SPT1, TTV2, TTV25, DEV10 and DEV20 of the Plymouth and South West Devon Joint Local Plan and the JLP Supplementary Planning Document.
2. The proposal is considered to be an unneighbourly form of development, likely to result in a loss of privacy and overlooking to the existing dwellings in Edgcumbe Terrace, contrary to the aims of the NPPF in relation to good design, particularly (but not limited to) section 12, DEV1, DEV10 and DEV20 of the Plymouth and South West Devon Joint Local Plan and Appendix 1 of the SPD.
3. The proposal fails to demonstrate that adequate methods of surface water drainage can be provided and maintained through the lifetime of the development, contrary to section 14 of the National Planning Policy Framework, Plymouth and South West Devon Joint Local Plan Policy DEV35, and DEV35.4 of the JLP Supplementary Planning Document.
4. The development fails to demonstrate that there would not be harm to the setting of heritage assets including the Grade 1 listed church and the conservation area, or that a very low level of harm would be outweighed by demonstrable public benefit, contrary to the National Planning Policy Framework, particularly paragraphs 193, 194, 195 and 196 and DEV21 of the Plymouth and South West Devon Joint Local Plan.
5. Planning Policy Framework, particularly paragraphs 193, 194, 195 and 196 and DEV21 of the Plymouth and South West Devon Joint Local Plan.

Formal comment had also been received from the Inspector of Historic Buildings and Areas “Historic England has concerns regarding the application on heritage grounds. These concerns relate to the outline nature of the planning application and the consequential lack of ability of your authority to make a proper assessment of impact on nearby heritage assets”.

Community Feedback

Whilst this site was not considered by the JLP SHELAA part of the proposed site was the subject of an application for Outline Planning (0016/20/OPA). In excess of 150 objections have been raised on the OPA by the community. Issues raised by the community include (but are not limited to);

- Access
- Affordable homes
- Topography

- Over dominance
- Private water supply
- Flood risk
- Established rights of way
- Historical environmental and assets
- Meeting the defined housing need for 1, 2 and 3 bedroom houses.

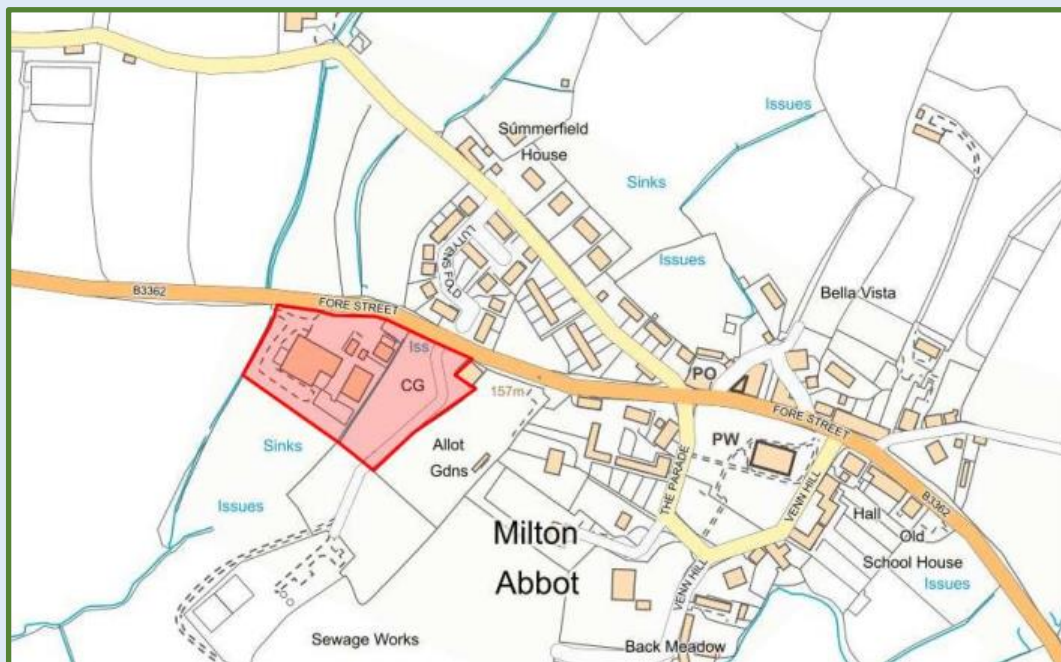
Further objections to the proposal for development on this site were received through the Regulation 14 consultation process.

The Land Owners agent made representation through Regulation 14 which is included with the Consultation Statement.

MACK Plan Conclusion

Given that this is a community led endeavour, WDBC's refusal of a small development on this site, the significant objections against development of this site by local residents supported by the independent views of AECOM, this site is not suitable to take forward for the development.

2-6. MA Site E: Land West of Village



This proposal suggests that with a combined site area of 1ha available and net developable area of 75%, a development of up to 22 dwellings is achievable. A more realistic level of development is then stated as the potential for 20 dwelling houses.

The site is currently occupied by a range of modern farm buildings, which vary in scale, means of construction and general appearance.

The proposals discuss the opportunity to deliver open market and affordable housing with a range of scales to meet the identified local housing need. A mix of 1, 2, 3 and 4 bedroom homes would successfully achieve this.

The proposed development would look to upgrade the existing vehicular access towards the northeast corner of the site where it fronts onto Fore Street. Planned pedestrian access is also directly available to the northeast corner of the site, where connectivity to the existing pedestrian footway would be made.

There is a commitment to ensure that the visually built form will relate well to residential properties on higher ground to the north, as well as existing properties to the east. This is in addition to the proposed retention and reinforcement of existing planting to the field boundaries, together with open space and play area within the site. There is also reference to contributions towards education but no detail of how this would be achieved.

It is intended that foul drainage will be connected to mains, with the South West Water sewage treatment works for the settlement being located immediately south of, and accessed via, the site.

AECOM Summary

This site is occupied by areas of hardstanding, farm buildings and storage buildings which vary in scale, means of construction and general appearance. An application for an agricultural workers' dwelling and access (ref: 4170/18/OPA) was conditionally approved in March 2019.

Suitable vehicle access into the northern section of the site is possible from two locations along Fore Street. There is also potential to establish pedestrian connectivity to the site via the verge which passes alongside the northern boundary. Whilst the site has an agricultural character, the overall appearance of the site in its existing form detracts from the public realm and rural setting of the village. Redevelopment of the site would support the efficient use of land.

The site is considered suitable to allocate within the MACK Plan to contribute to local housing needs. Whilst all 20 homes could potentially be delivered on the site, there will be a need to provide space to deliver high quality green infrastructure provision alongside development areas to reflect local environmental sensitivities. In addition, there is a desire within the community to deliver new community facilities alongside new development areas. As such, given the proximity of the site to MA Site B 'Old Allotments', and the development potential of parts of that site, an allocation at MA Site E could be facilitated in combination with an allocation at MA Site B 'Old Allotments'.

JLP SHELAA Site Assessment

This site is a new offering and was not considered by the JLP SHELAA process. The assessment below is therefore predicated on the documents submitted by the applicant, assessment of the submission and the local knowledge and experience of the MACK Plan team.

MACK Plan Site Assessment

Access <ul style="list-style-type: none">• Access into the northern section of the site via two locations along Fore Street (the B3362).• Pedestrian access to the site could be established on the verge which runs alongside the northern boundary of the site.• There is potential to introduce a gateway feature at the western extremity of the site on the B3362, which would further slow traffic entering the village and enhance pedestrian safety. Landscape and Ecology	<i>Summary</i>
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- Trees and hedgerows located along the site boundaries contributing to local ecological networks.
- Whilst the site has an agricultural character, its overall appearance in its existing form detracts from the rural setting of the village.
- Development of the site presents the opportunity to enhance the visual appearance of both the site and the landscape setting of the village on approach from the west.

Heritage and Archaeology

- Views into the site from adjacent heritage sites can only be enhance by this development.
- High quality, sympathetic design and the use of local materials should reduce to an absolute minimum, any impact on heritage assets.

Flood Risk, Water Quality and Drainage

- It is believed the site is considered as Flood Zone 1 with a low risk of flooding.

Comments on the above assessment from the MAG PC

Milton Abbot Grouped Parish Council has considered the evidence provided and agree with the development potential of this site under the Neighbourhood Plan.

Community Feedback

Development on this site was supported by 86% of the community through the Regulation 14 consultation process.

The Land Owners agent made representation through Regulation 14 which is included with the Consultation Statement.

MACK Plan Conclusion

The site is considered suitable to allocate within the MACK Plan to contribute to local housing needs. Any development would be limited to 20 homes and would also enable the delivery of appropriate green infrastructure and other community provision (including new community facilities) to support new housing at this location. An associated site allocation policy is included with the Regulation 15 MACK Plan.

2-7. MA Site F: Land to the east Hillside



This site covers approximately 0.6ha of agricultural land and is located adjacent to the eastern boundary of Milton Abbot. The site is well related to the centre of the village and is within easy walking distance of the heart of the village and the school to the east of the site.

The proposal suggests development here would assist in delivering the required number of homes in the plan area and as required by the JLP and meeting the required mix of housing required in relation to the relevant ONS data and Housing needs survey relating to the plan area.

Whilst the proposal states that it is not clear how the site would be developed at this stage it also suggests that the site could provide 18 dwellings.

AECOM Summary

Major constraints to development at this location include landscape and visual sensitivities, the potential for adverse impacts to the setting of heritage assets, and access concerns. In this respect, the site is not suitable to take forward for the purposes of the MACK Plan.

JLP SHELAA Site Assessment

This site is a new offering and was not considered by the JLP SHELAA process. The assessment below is therefore predicated on the documents submitted by the applicant, assessment of the submission and the local knowledge and experience of the MACK Plan team.

Site Assessment

<p>Access</p> <ul style="list-style-type: none">• A single narrow lane leads to the south western corner of the site from Fore Street and is not suited for more frequent use.• Whilst the lane is used for pedestrian access for existing residents and the public bridleway, establishing a formal pedestrian path would be difficult. <p>Landscape and Ecology</p> <ul style="list-style-type: none">• Established hedgerows and trees located along the eastern, southern and western site boundaries. <p>Heritage and Archaeology</p> <ul style="list-style-type: none">• Potential for detrimental impact to the setting of heritage assets, in particular St Constantine's Church. <p>Flood Risk, Water Quality and Drainage</p> <ul style="list-style-type: none">• It is believed the site is considered as Flood Zone 1 with a low risk of flooding. <p>Other</p> <ul style="list-style-type: none">• Given its elevated position and sloping position within the village, the site is visible on approach into the the village via the Tamar Valley Discovery Trail and potentially from the Tamar Valley AONB.	<p><i>Summary</i></p>
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Comments on the above assessment from the MAG PC

Milton Abbot Grouped Parish Council has considered the evidence provided and agree that there is currently no development potential of this site under the Neighbourhood Plan.

Regulation 14 comment

Devon County Council Historic Environment Team - Proposed allocation sites A, B, C and F are in areas of archaeological potential relating to the medieval settlement of Milton Abbot. Development in these locations would require archaeological evaluation prior to determination.

MACK Plan Conclusion

This site is not suitable to take forward for the purposes of the MACK Plan.

3. Chillaton Site Assessment

The JLP describes Chillaton as a small village in the south of the Borough. The village has little in the way of local services, and the pub has been closed for some years. The designated primary school is Milton Abbot which is over 3 miles away where there is limited capacity and with no potential for expansion. The designated secondary school is Tavistock College which has some capacity but contributions to facilities and transport may be required if development occurs in Chillaton.

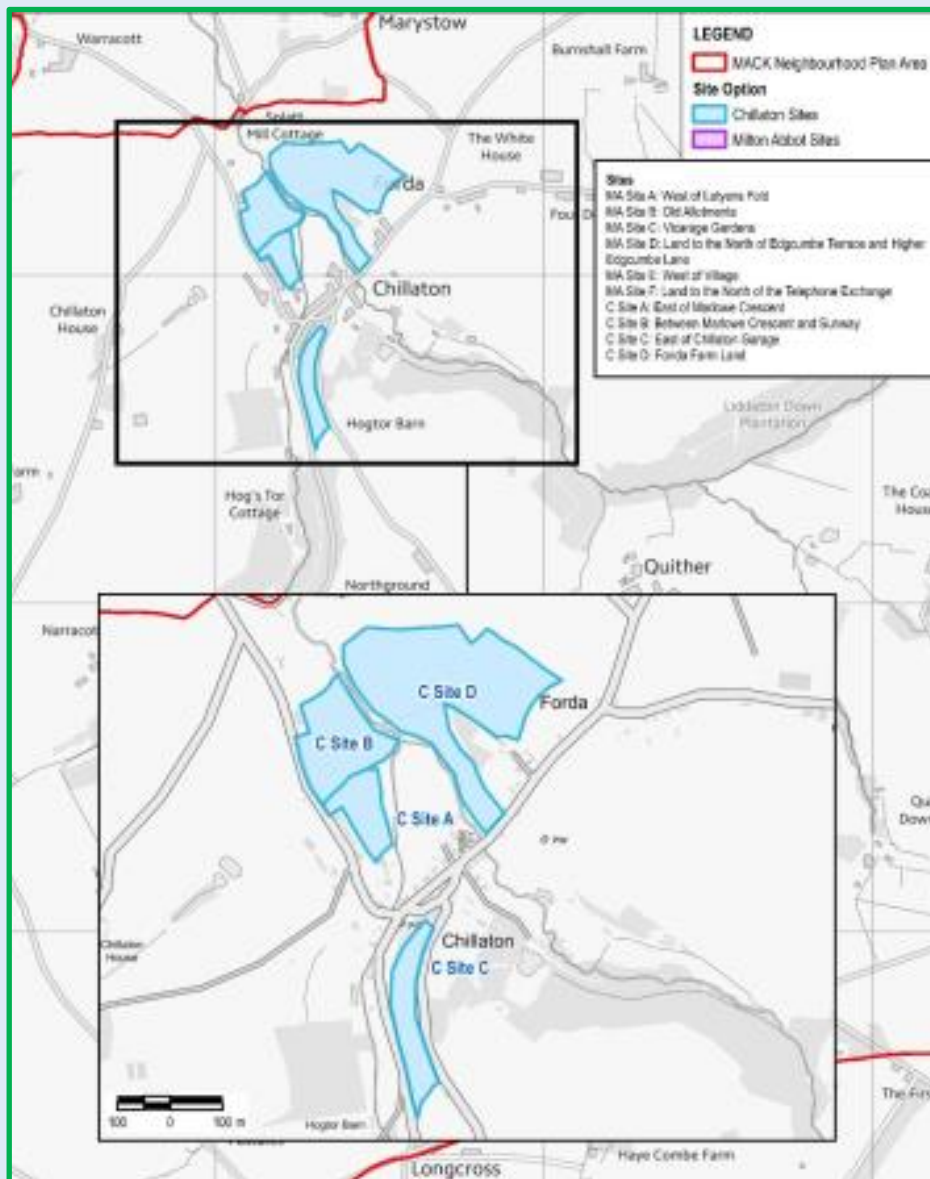
The JLP assessment of potential sites⁵ refers to “Milton Abbot Parish (including Milton Abbot and Chillaton)”. Indeed, when asked in the residents’ survey if they agreed with there being no allocation of housing in Chillaton the village, as many people supported some form of development as were opposed. However, all were in agreement that for any development it would be essential that it improves the sustainability of the village by introducing some new local amenity and provides for affordable homes. The Neighbourhood Plan team would therefore not wish to preclude potential that may exist in Chillaton if it meets the identified needs of our broader community.

The Main Towns of the area are prioritised for growth, with some growth permissible at other smaller settlements. There is no dispute that Chillaton falls within the 4th tier of the hierarchy comprising Smaller Villages, Hamlets and the Countryside. In such locations development will be permitted only if it can be demonstrated to support the principles of sustainable development and sustainable communities. Those principles are set out in LP Policies SPT1 and SPT2, or as may be provided for in Policies LP TTV26 and TTV27.

Policy TTV27 relates to the provision of affordable housing in locations that would not otherwise be released for housing.

⁵ Site Information Packs West Devon M-Z

3-1. Chillaton Site Locations



C Site A: East of Marlow Crescent. This site was also considered in the JLP under SHELAA ref WD-42-08-13.

C Site B: Between Marlow Crescent and Sunway. This site was also considered in the JLP under SHELAA ref WD_42_05_08/13.

C Site C: East of Chillaton Garage.

C Site D: Forda Farm Land.

3-2. C Site A: Land East of Marlow Crescent



This site had been previously considered under the JLP call for sites, SHELAA ref WD-42-08-13. Whilst an option for the number of potential dwellings has been introduced since the original JLP offering, and hence the map opposite may change, it has been retained to show the potential road layout and access options.

While the original proposal offered 16 homes of which 12 (70%) would be affordable with a parcel of land made available for a community led project, the updated proposition that was submitted for the neighbourhood plan reduces the scope to 9 homes which includes 6 affordable housing units and 3 market houses. This would still provide an affordable housing rate of 66%.

AECOM Summary

Major constraints to development at this location include the relative distance to services and facilities, limited local primary school capacity, flood risk issues on site and the risks to properties within the village, impacts to residential amenity, and the potential for the site to contain archaeological remains.

An allocation at this location would also result in a pattern of development which is uncharacteristic of the existing built form of the village. In this respect, the site is not suitable to take forward for the purposes of the MACK Plan.

Extract from the JLP Site Assessment

This site was considered by the SHELAA under reference WD_42_06_08/13

<p>Access</p> <ul style="list-style-type: none">• Access involves crossing third party land but there is an agreement in place for this land to be used as access. If this is achievable then highways access is acceptable in principle.• Site is reasonably well related to the village centre. <p>Landscape and Ecology</p> <ul style="list-style-type: none">• The site is set back from the road and any development would therefore have to sit behind the row of houses in Marlow Crescent. This could impact on the amenity of properties and would result in a pattern on development which is uncharacteristic of the village. <p>Heritage and Archaeology</p> <ul style="list-style-type: none">• Potential archaeological remains - requires pre-application assessment and evaluation. <p>Flood Risk, Water Quality and Drainage</p> <ul style="list-style-type: none">• About a third of the site is covered by an area of Flood Zones 2 and 3 which will reduce the yield. <p>Contamination and Environmental Health</p> <ul style="list-style-type: none">• A disused mine is within 200m of the site with possible heavy metals/land stability issues. Relevant assessments will be required. <p>Other</p> <ul style="list-style-type: none">• No other constraints have been identified at this stage but further assessment may be required as part of any pre-application process	<p>Due to the significant constraints identified relating to impact on character of the village, the site is not considered to have potential for development at this time.</p>
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Comments on the above assessment from the MAG PC

The site was not considered by WDBC as suitable for development in 2014, 'due to significant constraints relating to the character of the village'. The statement that 'there will be further opportunity through the NP or an allocations process to explore the potential for development

on this site' has again been added and as the character of the village is not likely to change, that statement is inconsistent with WDBC's previous assessment of the site and should be removed from the current document.

Community Feedback from Community Questionnaire

There was overwhelming support for the Borough Council's view that this site is not suitable for development at this time.

Regulation 14 Comment

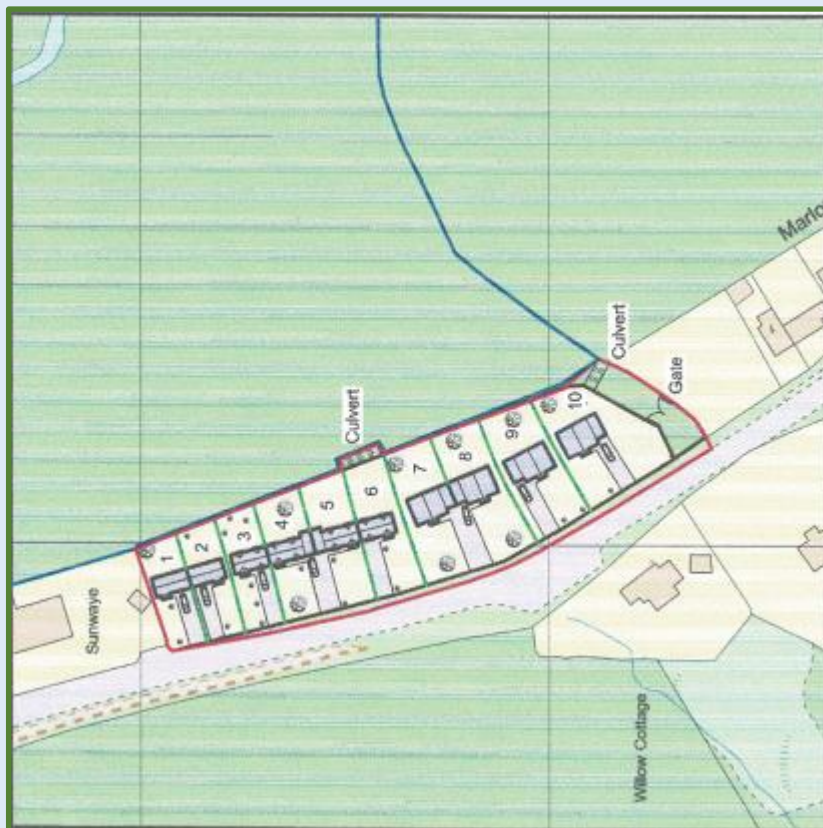
The Environmental Agency stated that *"We note that you have taken a strategic approach in your selection of housing sites with regard to flood risk and have decided not to take forward C – Site A, C – Site B and C – Site D, all of which are partly within Flood Zone's 2 and 3 (defined as having a medium and high probability of flooding respectively). We support this approach and confirm that new development should be steered away from areas at risk of flooding"*.

The Land Owners agent made representation through Regulation 14 which is included with the Consultation Statement.

MACK Plan Conclusion

This site is not currently suitable to take forward for the purposes of the MACK Plan.

3-3. C Site B: Land between Sunway and Marlow Crescent



This site had been previously considered under the JLP call for sites, SHELAA ref WD-42-09-13 having been put forward in 2013. The existing use of the land is for pasture.

A comprehensive set of supporting documents were provided with this proposal, in outline 10 houses run along the main road with a mix of bungalows, dormer bungalows and 2 story houses. Environmental consideration appears to be limited to insulation and there is no mention of meeting the need for affordable homes, off road parking nor safe access to the remainder of the village.

To maintain design features with adjacent buildings it proposes that Numbers 1 & 2 (nearest Sunway) are 2/3 bedroom bungalows, 3 & 4 are Dormer bungalows, 6, 7 & 8 are 3 bed link detached, with N° 9 & 10 being 4 bed detached. Traditional materials are proposed throughout with natural slate roofs, rendered and stone walls and dark brown fenestration.

The proposal meets the need for additional single story accommodation and being along the main road is sympathetic to the general layout of the village.

AECOM Summary

Constraints to development at this location include the relative distance to services and facilities, flood risk issues on site and the risks to properties within the village, and landscape and visual sensitivities. Development of the site in its entirety is not suitable due to issues relating to impact on the landscape character and flood risk issues. In addition, the limited local primary school capacity and range of local facilities within Chillaton village indicates that only small scale development is likely to be suitable. In this respect, there could be potential for approximately ten dwellings in the western section of the site as a continuation of the existing linear development along Lifton Road.

Extract from the JLP Site Assessment

This site was considered by the SHELAA under reference WD_42_09_13.

<p>Access</p> <ul style="list-style-type: none">• Vehicle access acceptable in principle.• Site is reasonably well related to the village centre. <p>Landscape and Ecology</p> <ul style="list-style-type: none">• The frontage of the site is flat but slopes slightly downwards beyond that towards the watercourse at the rear of the site. Site is visible in surrounding views but there is an opportunity for frontage development between Marlow Crescent and Sunway and development could blend in with this existing form of development. <p>Heritage and Archaeology</p> <ul style="list-style-type: none">• No constraints have been identified at this stage but further assessment may be required as part of any pre-application process. <p>Flood Risk, Water Quality and Drainage</p> <ul style="list-style-type: none">• A small part of the site is covered by an area of Flood Zones 2 and 3 which will reduce the yield. <p>Contamination and Environmental Health</p> <ul style="list-style-type: none">• Site is close to sewage treatment works with possible odour issues. Relevant assessments will be required. <p>Other</p>	<p>The whole of the site is not suitable for development due to issues relating to impact on the landscape character. In addition, the limited local primary school capacity and range of local facilities means that only small scale development is likely to be suitable. As such, it is considered that there could be</p>
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- No other constraints have been identified at this stage but further assessment may be required as part of any pre-application process

potential for approximately 10 dwellings along the western boundary of the site as frontage development.

Comments on the above assessment from the MAG PC

This site was considered by WDBC to have some potential for development. The Parish Council previously stated that a development of 10 houses along the road frontage was excessive, represented a significant extension of the village boundary and that the topography and drainage of the site created substantial practical constraints.

Other than a sales and service garage, Chillaton has no local facilities and it is therefore difficult to reconcile the idea of development on this scale with the statement in 'Thriving Towns and Villages' that development in smaller villages 'would only be allowed in sustainable locations which have reasonable access to services and...avoid reliance on the private car.'

Community Feedback from Community Questionnaire

From the Residents Survey, opinion was fairly evenly divided on the merits of the development of this site with up to ten homes, with a small majority (42% of respondents) opposed to the idea. Photographic evidence was provided during the Chillaton drop in event of flooding to this site which supports the view that the site has limited suitability. Flooding also occurs on the main road opposite Willow Cottage where a culvert runs under the road and drainage cannot cope with heavy rainfall.

Regulation 14 Comment

The Environmental Agency stated that *"We note that you have taken a strategic approach in your selection of housing sites with regard to flood risk and have decided not to take forward C – Site A, C – Site B and C – Site D, all of which are partly within Flood Zone's 2 and 3 (defined as*

having a medium and high probability of flooding respectively). We support this approach and confirm that new development should be steered away from areas at risk of flooding”.

MACK Plan Conclusion

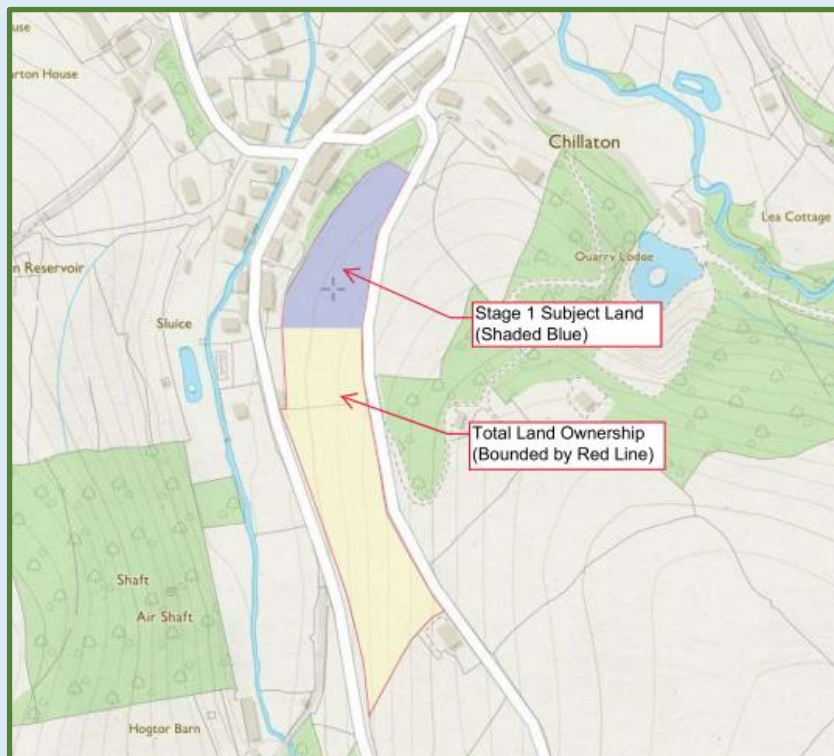
Development of the site in its entirety is not suitable due to issues relating to impact on the landscape character and flood risk issues. In addition, the limited range of local facilities within Chillaton village indicates that only small scale development is likely to be suitable. In this respect, there could be potential for approximately seven dwellings in the western section of the site as a continuation of the existing linear development along the Lifton road.

Whilst the proposed site did curry some support from the local community the submission does not currently support the need for affordable homes, the provision of formal local green space nor additional community resources.

There can be no dispute that the site falls within the 4th tier of the hierarchy – Smaller Villages, Hamlets and the Countryside. In such locations, JLP Policy TTV1 states that development will be permitted only if it can be demonstrated to support the principles of sustainable development and sustainable communities. Indeed, Chillaton is considered as countryside and development should be avoided and only permitted in exceptional circumstances. Recent applications for development in the village (APP/Q1153/W/19/3241853) have been rejected accordingly.

With suitable capacity for appropriate development being available in Milton Abbot this site is not currently considered suitable under the Neighbourhood Plan.

3-4. C Site C: Site East of Chillaton Garage



This proposal is for a potential stage 1 development off an existing narrow country lane rising behind the now closed village pub. This stage 1 development would offer 3 or 4 dwellings with of 2 and 3 bedroom design.

The site slopes steeply from east to west towards the main road with any new build being above and behind existing households. There are currently no domestic services provided along the lane to the proposed point of entry.

Whilst there is reference to meeting local needs, hence we assume limited to 2/3 bedrooms, there is no direct reference to the provision of affordable homes.

The included Stage 2 development is offered for a further 6-8 dwellings of unspecified size and design. It is suggested that access to the Stage 2 site would be via a direct connection to the main Tavistock road.

AECOM Summary

Major constraints to development at this location include the relative distance of the site to services and facilities, limited local primary school capacity, access concerns, landscape and visual sensitivities, the potential loss of suitable habitats for protected species, possible flood risk concerns for neighbouring properties, and the potential impacts to the setting of locally important heritage features. The site is significantly constrained in this respect and is not suitable to take forward for the purposes of the MACK Plan.

JLP SHELAA Site Assessment

This site is a new offering and was not considered by the JLP SHELAA process. The assessment below is therefore predicated on the documents submitted by the applicant, assessment of the submission and the local knowledge and experience of the MACK Plan team.

Site Assessment

<p>Additional commentary:</p> <p>The proposed site sits to the east and above existing dwellings on the Tavistock road. There is no indication of how the need for affordable homes will be met. There is potential for the provision of community green space but only if the Stage 2 land is given over for this purpose.</p> <p>Access</p> <ul style="list-style-type: none">• Initial access for phase 1 development is off a very small lane considered unsuitable for any additional traffic without significant improvement.• Whilst Access to the stage 2 development is suggested directly onto the Tavistock road, this is actually the site of 4 abandoned quarries, suggesting how steep the gradient is to the west of the site <p>Landscape and Ecology</p> <ul style="list-style-type: none">• The site slopes downwards towards the rear of existing houses to the west of the site. The site is set back from the main road and any development would therefore have to sit behind and above existing houses. This could also impact on the amenity of properties to the west of the site and would result in a pattern of development which is uncharacteristic of the village. <p>Heritage and Archaeology</p> <ul style="list-style-type: none">• The condition and status of the abandoned quarries to the west of the site is unknown. No other potential constraints have been identified at this stage but further assessment may be required as part of any pre-application process. <p>Flood Risk, Water Quality and Drainage</p> <ul style="list-style-type: none">• The lane acts as a run off from fields above and to the east of the site with water running down the lane and into the proposed site.	<p>Summary</p>
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- Water runs off the site to the west, often in to the natural walls behind existing properties.

Contamination and Environmental Health

- There would be concern if any system of sewage run off system were proposed with existing housing laying immediately below and adjacent to the western boundary.

Comments by WDBC⁶

Whilst this site was not presented under the JLP Call for Sites, a planning application (1055/18/OPA) had previously been submitted for a single dwelling on the Stage 1 Subject Land. Comments from the LPA are shown below:

1. The proposal for an open market dwelling outside the established settlement boundary would result in a new dwelling in the countryside, not providing for the essential need for a rural worker to live permanently at or near their place of work in the countryside, fail to make best use of land and result in increased trips by car, constituting an unsustainable form of development contrary to policies SP1, SP5, SP6 and SP14, policies NE10, H31 and T5, policy TTV31 of the emerging Plymouth and South West Devon Joint Local Plan and advice in the Framework (notably but not limited to paragraphs 8 and 78 and 117).
2. A dwelling, including the required safe access and visibility splays on this elevated, prominent and highly visible site, located outside the established settlement boundary and visually separated from the established built development within the village, would result in a highly visually prominent, incongruous and obtrusive form of development which would detract from the setting of the village and erode the rural character and landscape qualities of the locality contrary to policies NE10 and SP17, policy TTV31 of the emerging Plymouth and South West Devon Joint Local Plan and advice in the Framework (notably but not limited to paragraphs 8, 122, 123, 127 and 170).
3. Residential development involving the use of the existing access, unaltered as proposed on a narrow rural lane with few passing places would, individually and cumulatively, result in increased vehicular activity without adequate visibility and be prejudicial to the safety and convenience of road users including pedestrians and cyclists contrary to policies SP14 and T2 and advice in the Framework (notably but not limited to paragraphs 108 and 110).

Comments on the above assessment from the MAG PC

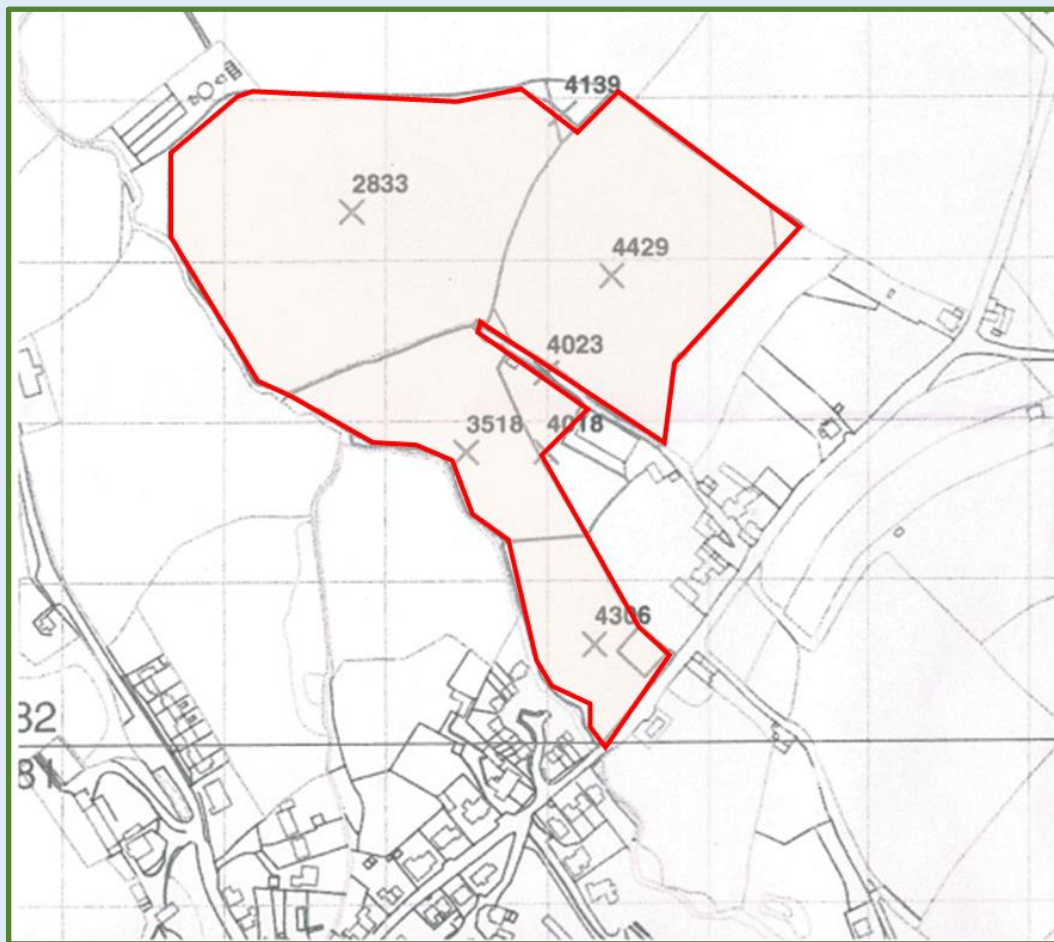
Milton Abbot Grouped Parish Council has considered the evidence provided and agree that there is currently no development potential for this site under the Neighbourhood Plan.

⁶ Application No.: 1055/18/OPA - Outline Planning Application Refused 26 March 2018

MACK Plan Conclusion

This site is not considered suitable to take forward for the purposes of the MACK Plan.

3-5. C Site D: Forda Farm



The proposed site consists of 4 parcels covering 7.34 hectares of farmland currently set to animal grazing. A brook runs along the length of the eastern border.

No specific plan has been submitted but the site is extensive and could provide for all the homes identified with significant opportunity for the provision of community green space.

Access has been identified as directly onto the Lewdown road, which is assumed to be via parcel 4366.

AECOM Summary

Major constraints to development at this location include the relative distance of the site to services and facilities, limited local primary school capacity, access concerns, flood risk issues on site and the risks to neighbouring properties, potential impacts on the setting of nationally

designated heritage assets, and landscape and visual sensitivities. In this respect, the site is not suitable to take forward for the purposes of the MACK Plan.

JLP SHELAA Site Assessment

This site is a new offering and was not considered by the JLP SHELAA process. The assessment below is therefore predicated on the documents submitted by the applicant, assessment of the submission and the local knowledge and experience of the MACK Plan team.

Site Assessment

<p>Additional commentary:</p> <p>Whilst the site is extensive and hence has significant development potential, such development would be “in depth” and not running along the existing roads as preferred by the local community and the JLP. Given the size of the plot there would be significant concerns that continued development would occur once the initial phase had been completed. However, this could only be reconciled once outline plans had been developed.</p> <p>Access</p> <ul style="list-style-type: none">• If vehicle access is via field 4366 it runs beside the brook and this may have inherent issues with flooding or becoming waterlogged.• Access would be immediately to the north of the bridge over the brook and on a blind bend to the right. <p>Landscape and Ecology</p> <ul style="list-style-type: none">• The site slopes slightly downwards towards the watercourse at the west of the site. The site is set well back from the road and any development would therefore have to sit behind existing houses on the Lewdown road. This could also impact on the amenity of properties to the west of the site and would result in a pattern on development which is uncharacteristic of the village. <p>Heritage and Archaeology</p> <ul style="list-style-type: none">• No constraints have been identified at this stage but further assessment may be required as part of any pre-application process. <p>Flood Risk, Water Quality and Drainage</p> <ul style="list-style-type: none">• There is the potential for flooding all along the western border with the brook.	<p>Summary</p>
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Contamination and Environmental Health

- Site is close to sewage treatment works adjacent to its NW corner with possible odour issues. Relevant assessments will be required.

Comments on the above assessment from the MAG PC

Milton Abbot Grouped Parish Council has considered the evidence provided and agree with there is currently no development potential of this site under the Neighbourhood Plan.

Regulation 14 Comment

The Environmental Agency stated that “*We note that you have taken a strategic approach in your selection of housing sites with regard to flood risk and have decided not to take forward C – Site A, C – Site B and C – Site D, all of which are partly within Flood Zone’s 2 and 3 (defined as having a medium and high probability of flooding respectively). We support this approach and confirm that new development should be steered away from areas at risk of flooding*”.

Devon County Council Historic Environment Team agree with the conclusions on Site D that the allocation would be detrimental to the setting of designated heritage assets at Forda. The Devon County Historic Environment Record (HER) records an intact medieval strip field system within the allocation area.

MACK Plan Conclusion

This site is not currently suitable to take forward for the purposes of the MACK Plan.

4. Proposed Development Plan

Having carefully analysed the considerable evidence base that has been accrued over the 6 years that this plan has been in development; including the actual local housing need, the stated priorities of the MACK Plan area residents, our environment (current and future), the preservation of our local heritage, and the continuing challenges of speeding through traffic, narrow lanes and insufficient parking, the following development plan is proposed.

- That Milton Abbot Site E be approved for housing development for 20 homes a minimum of 6 are to be affordable homes.
- The remaining homes should be predominantly 2 or 3 bedroomed houses with larger properties included only if their inclusion can be demonstrated as essential in terms of subsidising the affordable homes.
- The development, which will form the western entrance to the village should conspicuously relate to the style and diversity of the core of the village (ie south of Fore Street). A development of identical 'white boxes' will not be supported.
- Houses should be constructed to a standard of energy efficiency to meet the legislated requirements at a very minimum. Proposals should also demonstrate how they intend to meet the future needs of our environment to achieve carbon neutrality. The use of green technology (heat pumps, solar panels, electric car charging points etc) should be incorporated as standard for all properties.
- The main access to this development should be from Fore Street with appropriate signage to result in both a safe entrance and serve to slow traffic entering the village from the west.
- That every effort be made to include green space within the heart of the development and land should be identified and set aside to deliver an asset for the community.