

MALBOROUGH'S NEIGHBOURHOOD PLAN 2014-2034

14th December
2018

Welcome to Malborough's Neighbourhood Plan and thank you to everyone who has contributed to make this happen. It has taken a while but we hope that what we have put together will give us a roadmap as to what, and where, the Parish would like to be in the future. We now have to monitor our progress and make sure this is a dynamic reflection of village life over the next 20 years.



COUNTDOWN TO REFERENDUM



**YOUR FUTURE
YOUR VOICE
YOUR PLAN...**

...AND NOW
**YOUR
VOTE**



Here is the Plan for the future of Malborough. It has been an interesting journey from an opportunity offered in the government's Localism proposals in early 2011 to this full-scale consultation. The aim was to prepare a Plan that would deliver the long term goal of a balanced and vibrant Parish.

Since May 2013 public meetings have been held to ask for the views of you, the residents, and other stakeholders. Groups and businesses with an interest in Malborough have been involved. We (the Forum) have tried to keep in contact with everyone through the Messenger, the website, press articles, notices and, more recently, on Facebook and at our public meetings and drop in sessions.

The Plan has been achieved thanks to the enthusiasm of the members of Forum and to you, Malborough's Parishioners, who gave us the information on which to base proposals. We've also had excellent support and advice from officers at South Hams District Council and our District Councillors.

We've been determined to do as much of the work as possible ourselves, to be able to say that this Neighbourhood Plan has been prepared by and for the people who live and work in Malborough. We have succeeded in this. Those involved are not planning professionals; however we do claim to have good local knowledge about our Parish and its people. Furthermore the process of collecting evidence for this Neighbourhood Plan has led to us becoming better aware of

our community, its residents - you - and your aspirations.

This Neighbourhood Plan began, and remains, as a bottom-up perspective of the way that we want to see Malborough develop and prosper. We agreed a Vision with you all and our policies now aim to deliver that Vision. If adopted this Plan feeds into, and is integral to, the Local Plan of South Hams District Council. It is our chance to direct and secure our Parish's potential. Whilst we have not been able to deliver all that we hoped to (remember we have to comply with both National and Local Planning Policies) we have, through the inclusion local planning policies in this Plan, tried to ensure that all that is good about Malborough is both protected and retained.

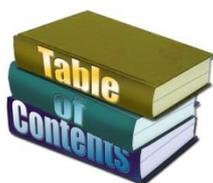
Now it is your opportunity to decide the future. This referendum is for all voters in the Parish to decide if they want this Neighbourhood Plan to be adopted. It's your Neighbourhood Plan. You can say yes or no.

Malborough's Neighbourhood Plan Forum

**YOUR FUTURE
YOUR VOICE
YOUR PLAN**



CONTENTS



	Page No.
EXECUTIVE SUMMARY	5
CONTEXT	
• About the Plan	6
• How did we get here?	7
• Delivery	7
• About Malborough	9
• Is Malborough growing?	12
• So what is this Plan going to do?	15
HOUSING	
• What are our Housing needs?	17
• Land Availability Assessment	19
○ Call for Sites	
○ Site Assessments	
○ Engagement	
○ The Results (summary)	
• Our Housing & Development Objectives & Enabling Policies	23
GREEN ISSUES/SUSTAINABILITY	36
OPEN SPACES, THE ENVIRONMENT, HERITAGE & COMMUNITY FACILITIES	43
EMPLOYMENT	53
COMMUNICATIONS, INFRASTRUCTURE & TRANSPORT/GETTING AROUND	57
IN CONCLUSION	61
APPENDICES	Online at malboroughvillage.org.uk

EXECUTIVE SUMMARY



Malborough is growing. How, when and where it grows is down to you. This Neighbourhood Plan sets out a blueprint for the future. You can vote for it, a YES vote or against, a No vote. If it is not adopted by the Parish then normal National Planning Policies apply. It does not and cannot seek to circumvent National Policy but it can, and does, add to it. **We want any development to be of the right type in the right place at the right time and for the right reason.**

This Plan quantifies the number and the types of housing Malborough needs now to meet **LOCAL** need. Originally it allocated land for development – PORTLEMORE DOWNS - and identified a future reserve site, WITHYMORE FARM BEHIND THE CHURCH, that had the potential to be developed should there be further **proven** need. It also suggested that part of the GREAT PARK field is identified as an exception site allowing custom and self-build homes to be built, restricted for local need in perpetuity. However **TIME MOVES ON**; development is already underway at Portlemore Downs and Independent Examination has counselled against other allocations. This Plan incorporates detailed Planning policies but, for now, only those concerned with land use and not how land is owned or managed are included. Despite revisions forced upon us, all come together in a report that, should you give it a YES vote, becomes a statutory Planning document; one that Planning Authorities have to take into account when future Planning decisions are made.

Malborough has always embraced change yet retained its sense of community: it is the management of that change that is of utmost importance to the Villagers. This Plan is **EVIDENCE BASED**. You were asked, you were consulted and you were listened to. Inevitably there were differences of opinion, and in an ideal world, perhaps most of us would like Malborough to stay as it is. However the status quo is not an option and this Plan tries to ensure that Malborough is fit for the future, that we – the Parishioners - have a real say in how it develops as a village, a community and a Parish. Currently Malborough is a balanced community with c. 70% of our houses in permanent occupation (in stark contrast to surrounding settlements). A supply of cheaper housing has enabled young families to live in the village. This is a balance we wish to ensure for the future with local Planning policies. This Plan is also underpinned by projects and aspirations that you have identified, set out in our appended **EVIDENCE BASE** and adopted **PARISH PLAN**.

In summary this Plan delivers our Vision: **“IN 2034 MALBOROUGH WILL CONTINUE TO BE A VIBRANT, GROWING AND PROSPEROUS COMMUNITY. IT WILL HAVE A BALANCED DEMOGRAPHIC OF YOUNG PEOPLE, WORKING FAMILIES AND THE ELDERLY AND RETIRED.**

THERE IS AN ASPIRATION THAT MORE THAN 90% OF THE HOUSING STOCK WILL REMAIN AS PERMANENT HOMES AND THESE WILL BE AFFORDABLE, AND ACCESSIBLE, TO THE LOCAL COMMUNITY (WITH REFERENCE TO THE AVERAGE LOCAL WAGE). LOCAL EMPLOYMENT OPPORTUNITIES AND SERVICES WILL BE ENCOURAGED WHILST THE



RURAL CHARACTER OF THE VILLAGE AND ITS SURROUNDINGS WILL BE PROTECTED. MALBOROUGH WILL CONTINUE TO PROVIDE AND DEVELOP DIVERSE LEISURE AND RECREATIONAL ACTIVITIES TO ENSURE A HAPPY, HEALTHY AND DIVERSE COMMUNITY."

ABOUT THE PLAN

Malborough is attempting, through this Neighbourhood Plan, to bring into practical operation a key principle of the Localism Act (2011) when the right for communities to prepare Neighbourhood Plans was established. Neighbourhood Planning Regulations, subsequently published in 2012, set out rules as to how such Plans should be prepared. **These rules give communities a say in how their local areas are planned and how planning rules should be addressed.** In particular Neighbourhood Plans must:

- have appropriate regard to National Planning Policy
- be in compliance with all strategic policies prepared by the local Planning authority (SHDC)
- be compatible with EU obligations and human rights requirements (at least until Brexit becomes a reality)
- explain how the Plan seeks to achieve sustainable development
- explain how the community and organisations have helped to prepare the Neighbourhood Plan.

Neighbourhood Plans are mainly intended to be used in making Planning decisions. In future if our Plan is adopted after a YES vote by you, the Parishioners, when a development or change is proposed in Malborough South Hams District Council will be required to refer to the Neighbourhood Plan. They will need to check whether proposals are in keeping with policies the community has developed. Devon County Council, developers and statutory consultees will also be obliged to treat the Plan as a statutory Planning document.

Malborough CANNOT stop development but Malborough's Parishioners – you - can try to ensure that it happens when and where the Parish wants it and that it provides what the Parish needs. Developers must also compensate the Parish for any loss of amenity/green space/impact that the additional housing may have on Malborough. In Planning terms the policies set out in this document are therefore the most important part of the Plan.

***Any development needs to be of the right type
in the right place at the right time and for the
right reason.....***



However there are many other things that could be done, suggested collectively by you, that will help Malborough to continue to be a great place to live, work in and visit. Many projects to improve the Parish were proposed during the period that the Plan was being prepared. We identified these in what is now our **PARISH PLAN** and part of the **EVIDENCE BASE** for this Neighbourhood Plan, attached at Appendix A. These priority projects do not have Planning weight but are included in the Plan as a focus for community action and we will bring them forward and progress them over the coming years. Indeed some have already happened! Furthermore, IF South Hams District Council decide to levy a Community Infrastructure Levy (CIL) on developers (at the time of writing they have not adopted CIL), having an adopted Plan means that a proportion of those monies raised comes directly to us, the community where the development takes place, so that we see some benefit from the build (as well as providing local homes). Thus we can use these funds to expedite the projects you want!

DELIVERY

Malborough's Neighbourhood Plan will run concurrently with the SHDC's Local Plan and apply for twenty years, 2014 to 2034. The Plan is, however, a response to the needs and aspirations of the local community as understood today and it is recognised that new challenges and concerns are likely to occur during the Plan period. Malborough Parish Council will be responsible for maintaining and, periodically, revisiting the Plan to ensure it remains fit for purpose and delivers as promised.

This Plan has identified an indicative level of growth and has identified a minimum housing target to be delivered over the life of the Plan. Actual growth & performance against build/new homes target will be reviewed (by Malborough Parish Council) at least every five years throughout the life of the Plan to re-assess local housing need. If there was demonstrable, unmet need or where our preferred site has not delivered what we need it to, this would trigger the release of a reserve site. Which site was finally allocated after a review would depend on updated site assessments and an options' appraisal at the time.

HOW DID WE GET HERE?

A debate about whether, or not, to develop a Neighbourhood Plan took place at an open Parish Council meeting in July 2013 when there was a unanimous vote to go ahead. Malborough Neighbourhood Planning Forum then came into existence in the summer of 2013 as regulations required a forum to be set up to prepare, publicise and manage the process for creating a Neighbourhood Plan. In September 2013 a formal application was submitted to SHDC to designate the whole Parish as a Neighbourhood Plan area and Malborough Parish Council was confirmed as the 'qualifying body' entitled to prepare a Neighbourhood Plan.

Our designated area was confirmed, by SHDC Executive, in December 2013 after the statutory consultation period expired.



The Forum itself comprised no more than 15 members, at any one time, drawn from the whole community. As well as volunteers from the village, key organisations were invited to send a representative. There was a core team of the Project Manager, Council Chairman and a.n. other Councillor. The community 'dipped in and out', according to the topics under discussion and the stage reached in the Plan, to fill any remaining places. This model worked well and allowed the Parish to maximise the expertise, skills, resources and enthusiasm available to the group. With the support of Locality, through successful bids, we (the Forum) received funding from the Government towards the costs of the whole process.



We then gathered the evidence on which the draft Plan is based. In informing, drafting and developing this Plan many (hundreds!) of you, our residents, have been directly involved, as have other stakeholders, including those working and running businesses in Malborough, local landowners, those who care about Malborough's environment, its AONB and wildlife and those providing village services. Appendix B sets out our engagement diary and how we have worked with you.

A Parish of our size will rarely have an entirely unanimous view, especially when decisions between alternative potential development sites are at issue, but the discussions, and on occasion disagreements, have been handled well to reach as close to a consensus view as can reasonably be expected.

In accordance with legislation, this Neighbourhood Plan is supported by a Consultation Statement and a Basic Conditions Statement. A Sustainability Appraisal is also available. These documents and other supporting information can be found on the Parish website <http://www.malboroughvillage.org.uk>

This Plan (THIS DOCUMENT) is with you for consultation. It is your Neighbourhood Plan. You can say yes or no.

ABOUT MALBOROUGH

Malborough is a picturesque village set in the rolling hills of the South Hams in Devon, lying midway between Kingsbridge and Salcombe. As such it has both a thriving local community and one which is also popular with tourists. The Parish covers an area of 3,724 acres and is classified as rural in Planning terms, all of our acreage lying within an AONB. It also sits on a 400 ft. plateau and within its boundary is, perhaps, the grandest and most unspoiled cliff scenery on the South Devon coast, a stretch from Bolt Head to Bolt Tail thus gaining national recognition as designated Heritage Coast.





The AONB characterise the majority of our acreage as open coastal plateau. From their AONB management plan¹ they describe our landscape characteristics as:

High, open, gently undulating or rolling plateaux, dissected by deep combes and with notable coastal influence on windblown vegetation (especially dominance of blackthorn). The field pattern is of medium to large regular planned fields, delineated by stone walls or dense low hedges (often elm) with occasional hedgerow oaks. Land use is mixed farmland, with arable dominant, and some localised recreational use. There is a little small-scale deciduous woodland. The road network is sparse but this type is well provided with rights of way, with the SWCP prominent along the coastal edge. The settlement pattern is sparse, with isolated farms or large houses and several villages, often distinguished by their uniform appearance, and a few scattered small coastal resorts. The local geology influences soil colour: schists and Dartmouth slates give a dark colour to the South Hams. From rights of way along the coastal edge of this type there are extensive views of the adjoining dramatic cliff landscapes.

Our history, although not strictly relevant to this Plan, is nonetheless fascinating and demonstrates that, although the decades have seen many changes, we have always managed to retain our sense of community. Historically Malborough Parish was larger covering both Salcombe and Hope Cove. Fishing and shipbuilding were important as well as farming, perhaps subsidised by a little

¹ <http://www.southdevonaonb.org.uk/about-the-aonb/looking-after-the-aonb/aonb-management-plan/>

smuggling! This piece of country was settled early, possibly by coastal immigrants. Alston, Ilton, Collaton, and Sewer (now Soar) were all Domesday manors.

Malborough village itself was a small farming village clustered around the large Parish Church. The economy was based wholly on farming and the village accommodated the trades and facilities that supported it. These included blacksmiths, thatchers, rabbit trappers, builders, shops, pubs, chapels, post office and the men that worked the land and the girls that were in service in the farmhouses.

The coming of the railway to Kingsbridge in the 1880s and the steamers to Salcombe was the start of tourism. Although mainly in Salcombe, there were paying guests in Malborough and attractions such as the turn of the century golf course on Bolberry Down and the building of Seaview Guest House in the 1920's (now Soar Mill Cove Hotel). During the depression of the 1930's many farms diversified with paying guests and camping, later with caravans.



Then came the Second World War and the area was opened up, brutally, to the rest of the world with the influx of the Services. After this there was demand for more and better houses and the Council houses in Jubilee Road were built. The village expanded further with the RAF camp at Collaton Cross to serve the Bolt Head radar station. This was redeveloped as Cumber Close and Malborough Park in the 1960's. Since then there has been a steady increase in the population with a broader spectrum of professions as the numbers working on the land have decreased.

To satisfy the demand more houses have been built right up to the recent developments including the Great Park development of affordable rented houses for local people.

Over the years the blacksmiths were replaced with garages which in turn have been changed to a filling station. The shops have reduced to a Supermarket and a Post Office. Change too has happened to the population of the village which has grown and spread out from the heart of the old village. Although many of the old families are still here, gone now are the farmworkers and other trades working in the Parish and replaced by a variety of skilled people working across the South Hams and beyond. Change also in the growing number of people working from home as shown in the Parish questionnaire, whose life will be improved by the better broadband. This is complemented by retirees from the Parish and all over the country who are actively involved in the life of the village to give a balanced community. Change has always happened and it is the management of that change that is of utmost importance to the Villagers.



Hence, to continue to protect our unique identity and to ensure that what we value about Malborough is protected, whilst allowing for some development, we have come together to write this Plan to drive and manage that change. It is our blueprint for our future, it represents the wishes and aspirations of our Parish; you. We have – collectively – drafted this Vision for the future of Malborough:

“IN 2034 MALBOROUGH WILL CONTINUE TO BE A VIBRANT, GROWING AND PROSPEROUS COMMUNITY. IT WILL HAVE A BALANCED DEMOGRAPHIC OF YOUNG PEOPLE, WORKING FAMILIES AND THE ELDERLY AND RETIRED. THERE IS AN ASPIRATION THAT MORE THAN 90% OF THE HOUSING STOCK WILL REMAIN AS PERMANENT HOMES AND THESE WILL BE AFFORDABLE, AND ACCESSIBLE, TO THE LOCAL COMMUNITY (WITH REFERENCE TO THE AVERAGE LOCAL WAGE). LOCAL EMPLOYMENT OPPORTUNITIES AND SERVICES WILL BE ENCOURAGED WHILST THE RURAL CHARACTER OF THE VILLAGE AND ITS SURROUNDINGS WILL BE PROTECTED. MALBOROUGH WILL CONTINUE TO PROVIDE AND DEVELOP DIVERSE LEISURE AND RECREATIONAL ACTIVITIES TO ENSURE A HAPPY, HEALTHY AND DIVERSE COMMUNITY.”

The challenge is how do we make it happen? Our vision identified what we thought were the key issues and objectives for the community for the next twenty years. Thus we believed the Neighbourhood Plan needed to determine:

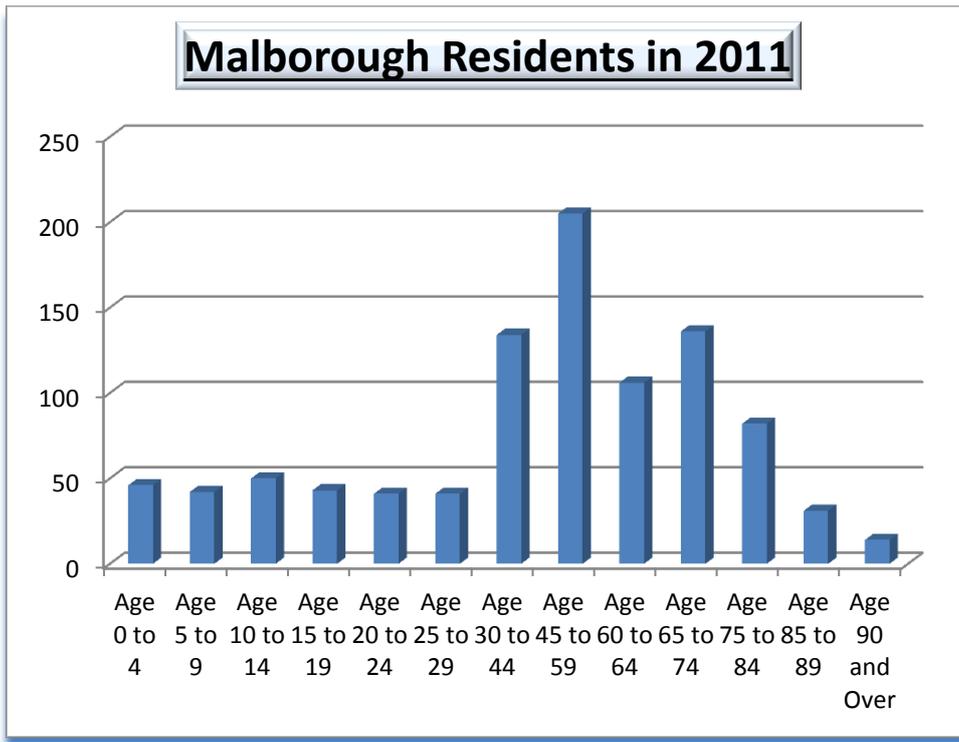
- What new housing might Malborough require to meet local need?
- Where might new housing be located?
- What is important to residents when considering new sites for housing?
- What design requirements are there for new developments and homes?
- What other aspects of living in the village should be considered?
- How do we ensure that we meet the sustainability requirements?

But we needed evidence to see if we were on the right track. The most important part was for you, the residents of Malborough, to put forward your views, ideas, and priorities for the future of the Parish. This you did in the summer of 2014 when you filled in the questionnaires delivered to all households within the Parish. You gave us a plethora of information and ideas, aspirations and wish lists and, because of what you have told us, Malborough now has a Plan. Appendix A summarises those responses in that we considered each and every one of your comments and collated and analysed all the returns. Appendix A is thus the **EVIDENCE BASE** for this, the final Plan. This **EVIDENCE BASE** has also become our **PARISH PLAN**.

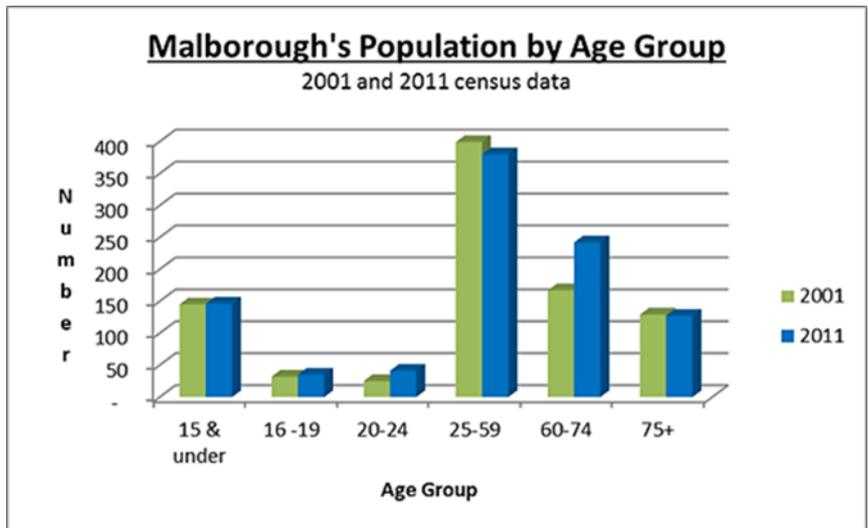
Once agreed our Plan will form a roadmap as to where the village would like to be in the future. Progress must be able to be monitored by the community during the 20 year lifetime of the Plan and feedback and revision will ensure we have a dynamic blueprint for the future.

IS MALBOROUGH GROWING? IF IT IS, BY HOW MUCH?

So what do we need in Malborough and for whom? The most up to date demographic data available to us at Ward level is from the 2011 census. From this ONS data we know that 971 people lived in Malborough 5 years ago. We also know the age breakdown and the number of households.



Comparison with the 2001 census gives us actual demographic change over that 10 year period for our Parish. The population of Malborough increased by more than 8% over the decade, from 898 to 971.

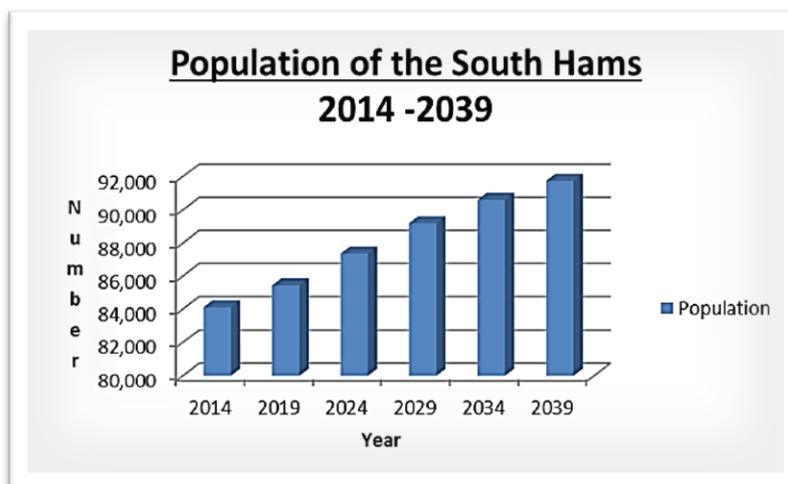


Looking forward however is more complex as different indices are applied by different organisations when estimating population growth. Modelling of population

changes is obviously not an exact science and it is also done using different base years and time frames. In compiling our village profile, therefore we have to make some informed extrapolations of the data to give us approximate Planning totals.

Headline figures

- Using the Subnational Population Projections for Local Authorities in England dataset (SNPP 2014, published in May 2016 and used by SHDC in their latest population models) the population of the South Hams is predicted to grow by 8% between 2014 and 2034.



- Using this 2014 SNPP modelling, by 2034, Malborough's population could be 1,058 (from a base of 971 in 2011) up by 9% since the 2011 census.

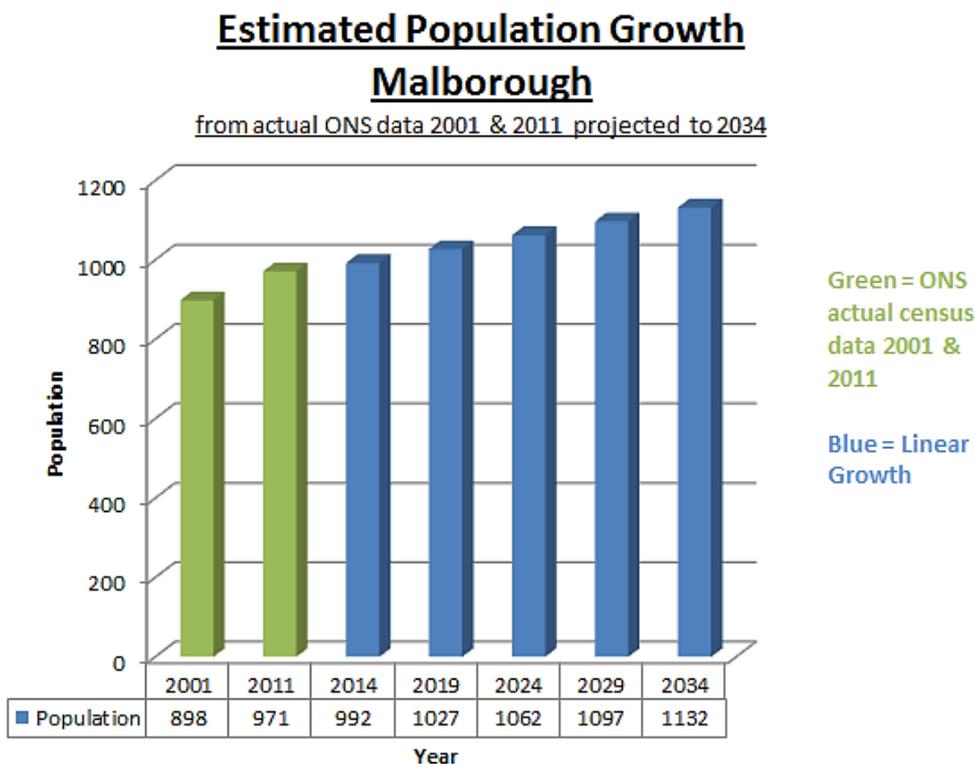
But:

- The population in the South Hams increased by 1.58% between 2001 and 2011 (81,849 to 83,140) as per the 2001 and 2011 National Censuses.
- During the same period the population of Malborough increased by 8.13% (898 to 971)

In the ten years between the last Censuses the population of Malborough grew five times that of the South Hams total (8.13% v. 1.58%). In the future, there is no reason to suspect that Malborough will retrench to the South Hams historical (or projected) average. As above Malborough is an attractive place to live and the popularity of the Parish is growing. If our population model assumes straight line growth over the 2001- 2034 period this means that our population will be 1,132 an increase of 26% over the three decades. For planning purposes we believe this to be a more realistic target given that:

- Subnational population projections are estimates of the future resident population based on the continuation of recent demographic trends.
- As projections are carried forward, **they become less accurate, particularly for smaller geographical areas and detailed age and sex breakdowns.**
- Projections are not able to accurately reflect exactly what future population levels are going to be. This is because they do **not** take account of local development, policies on growth, the capacity of an area or other economic and international factors.
- **They can act as a basis for researchers and other organisations that also produce their own projections**

- More information can be found at : <http://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationprojections/qmis/subnationalpopulationprojectionsqmi>



SO WHAT IS THIS PLAN GOING TO DO?

We have an agreed clear VISION for Malborough which sets out the broad picture of our aspirations. To now achieve this vision the Neighbourhood Plan has to set objectives that will, when realised, deliver the Plan.



Malborough wants all new development to make a positive contribution to the local community and economy. It should support and add to the assets of the community and enhance and protect the quality of the local environment. All development should recognise, protect and promote what makes Malborough special.

Our supporting objectives can be split over discrete subject areas and relate to:

- Housing & Development including Design
- ‘Green’ Issues / Sustainability
- Open Spaces, the Environment, Heritage and Community Facilities
- Employment & the Economy



“In 2034 Malborough will CONTINUE TO be a vibrant, growing and prosperous community. It will have a balanced demographic of young people, working families and the elderly and retired. THERE IS AN ASPIRATION THAT More than 90% of the housing stock will remain as permanent homes and these will be affordable, and accessible, to the local community (with reference to the average local wage). Local employment opportunities and services will be encouraged whilst the rural character of the village and its surroundings will be protected. Malborough will continue to provide and develop diverse leisure and recreational activities to ensure a happy, healthy and diverse community.”

- Employment and the Economy
- Communications, Infrastructure and Transport/Getting Around.

It is these areas that will now form the topic headings for the rest of the Plan. Those **PROJECTS** which fall outside of planning control are encapsulated in our **EVIDENCE BASE** and adopted **PARISH PLAN**. They will be prioritised and delivered over the next twenty years. As above some have already been implemented and fund raising is underway for others.

However, where we wish to influence development that requires a planning application, we need to write planning policies. Planning decisions are guided by policies which are referred to when planning applications are made. The Localism Act allows communities to develop their own policies, provided that they are based on sound evidence, community input and are in line with National Planning policy.



We have therefore developed policies which seek to influence planning and development outcomes in order that they help to achieve the vision for Malborough. We believe these policies to be compliant with UK Government Policies set out in the National Planning Policy Framework (NPPF) and the emerging strategic policies of SHDC’s Local Plan. Planning policies express intent and guide decisions - they exist to:

- set out requirements in advance for new development in an area
- inform and guide decisions on Planning applications
- ensure that the multitude of individual decisions add up to something coherent for the area as a whole.

PLANNING POLICIES

Our policies set out in the following chapters of the Plan support and deliver the Vision. They all show a clear link to an objective and are supported by text that explains how and why the policy requirements must be met.

HOUSING



WHAT ARE OUR HOUSING NEEDS, NOW AND INTO THE FUTURE?

We know we need more housing. Given the population growth modelled earlier, whichever way we look at it some development is going to be required. We cannot stand still, our community is growing.

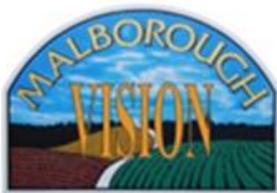
Above we modelled growth to try and give us some planning totals to fulfil LOCAL need. It is important to note that, for this Plan – Malborough's Neighbourhood Plan - housing need IS local. We will be providing housing for those where Malborough is, or will be, the primary place of residence). This includes affordable housing. To provide further evidence for this Plan we also commissioned a Housing Needs Survey (HNS) to add to our understanding of what sort of properties we need to build – market v. affordable housing, size, type etc. The HNS allows us to understand the amount of affordable housing we need now. In November 2015 this HNS was distributed to 652 households within the Parish. Housing Officers at SHDC subsequently collated the results, matching and referencing existing housing stock within the village, vacant properties and turnover and looking at those on the register with Devon Home Choice. They then compiled a report identifying headline figures for unmet need. These come with a caution that housing is constantly changing and therefore the responses collated should be treated as a snap shot in time. This report is appended (Appendix C) together with an explanation of how housing need is assessed in Devon. In summary it demonstrates that we have current unmet need across all need bands (A to E inclusive²) for 23 affordable properties.



This Plan aims to take the village through the next twenty years. There will be a need to revisit the survey within the life of this Plan especially given the level of growth we are predicting within the Parish and the challenging market conditions of the South Hams. **We expect to commission another HNS in about 5 years.**

Many residents have lived most of their lives in the Parish, send their children to the local school and play an active part in the community. Malborough is a safe place to live and the advantages of

² A banded system to illustrate housing need ranging from Band A – emergency need through High, Medium and Low to band E where Devon Home Choice deems there is no need as you are said to currently live in a home that is adequate to meet your housing need, or you have income/ capital that would enable you to resolve your own housing needs. This Plan for MALBOROUGH however is about providing local housing for local people. Our Housing Needs Survey shows 13 such families in Band E.



our Parish also make it vulnerable to change. Our existing housing stock has also proved ideal for second home owners and we know that neighbouring settlements, Salcombe and Hope Cove for example, now have more holiday homes than permanent residences. Our community also provides an attractive retirement option for those wishing to move into the area. This, together with the rises we have seen in property prices, means that the area is increasingly unaffordable for young families and those on a local wage. As a result the age profile of our Parish is changing and becoming skewed. According to the 2011 census 38% of our residents are now over 60 years of age (the South Hams average is 33% and the Country as a whole 22%).

Our vision states that **WE WILL HAVE A BALANCED DEMOGRAPHIC OF YOUNG PEOPLE, WORKING FAMILIES AND THE ELDERLY AND RETIRED. THERE IS AN ASPIRATION THAT MORE THAN 90% OF THE HOUSING STOCK WILL REMAIN AS PERMANENT HOMES AND THESE WILL BE AFFORDABLE, AND ACCESSIBLE, TO THE LOCAL COMMUNITY (WITH REFERENCE TO THE AVERAGE LOCAL WAGE).**

Thus one of the biggest challenges we face is to secure the future of the village and its environs as a happy, healthy and diverse community by providing enough housing for our local people (and those wishing to move into the area with Malborough as their primary residence), across the ages, both young and old. Yet we are in an Area of Outstanding Natural Beauty which we wish to protect; we have seen that the AONB, the countryside and the scenery are extremely important to you. In our **EVIDENCE BASE** you gave us a very clear message about protecting our environment. This message is reinforced by the AONB Management Plan³ and the South Devon AONB & SHDC 2007 Landscape Character Assessment which sets out the key characteristics of our Parish and thus the elements we want to protect:

- High, open plateaux, dissected by combes and river valleys
- Windblown vegetation
- Regular medium to large field pattern
- Stone boundary walls and dense low hedges with occasional hedgerow oaks
- Mixed land use, with frequent arable
- Limited deciduous woodland
- Few roads but many rights of way
- Low settlement density
- Influence of geology on soil colour
- Extensive views along coast

³ <http://www.southdevonaonb.org.uk/about-the-aonb/looking-after-the-aonb/aonb-management-plan/>

Our AONB designation does, or should, protect us against the presumption in favour of sustainable development embedded within the National Planning Framework in that *“the primary purpose of designation is to conserve and enhance the natural beauty of areas designated as AONB.”* Yet there have been some rulings (policy exceptions) that have permitted large-scale housing in AONBs as Councils, both Parish and District, are charged, by Government to build sufficient homes to meet identified need. It is these tensions and conflicts that this Neighbourhood Plan seeks to address; we have tried to build in protection for the over-arching beauty and character of the Parish whilst accepting that there has to be some development.

LAND AVAILABILITY ASSESSMENT / CALL FOR SITES

IN 2015 MALBOROUGH CALLED FOR POTENTIAL DEVELOPMENT SITES.....

In 2015 local land owners (small and large) and developers were invited to suggest sites in the Parish of Malborough that might be suitable for development. This call for sites did not, in itself, determine whether a site should be allocated for development. It was however an essential part of the evidence base.

In calling for potential development sites we wanted land owners, developers and local community groups to have this opportunity to identify the most suitable sites. Land is a precious resource and the local knowledge of people who live and work in Malborough was crucial in helping to ensure that all potential and sustainable opportunities for development were considered. There was an emphasis on providing for affordable housing but we looked for sites suitable not only for 12-15 houses but also for smaller pockets of development for 1+ dwellings. There was no minimum threshold for development in this local call for sites within Malborough.

This exercise complemented and added to the recent South Hams led initiative (the Strategic Housing Land Availability Assessment, the SHLAA).

SITE ASSESSMENTS

In August 2015 a Stakeholder Panel was formed and the submitted sites were researched, visited and assessed. The process was led by our link officer at SHDC, and included input from DCC highways, South Devon AONB and SHDC environmental health and landscape officers. The Village was represented on the panel by three members of the Neighbourhood Planning Forum. All sites were visited. Sites with scope to deliver over 5 dwellings were considered using the same methodology applied by SHDC as part of their Land Availability Assessment. Where sites had been submitted to both SHDC and MPC for consideration, notes from the SHDC assessment were referred to, but did not directly inform the vote. As above this exercise was not, in itself, a process to allocate sites but to identify options. Aspects that were considered included:

- Highway Access

- How the site could integrate with the village & access to services
- Drainage
- Potential impact on the natural environment and the landscape
- And the ability of the site to meet our housing objectives

The appended matrix shows the findings, and votes, of the panel (Appendix D).

Within this Neighbourhood Plan we are looking to allocate sites that can accommodate a minimum of 5 dwellings. However, for the smaller sites, the panel made some broad observations in regard to their potential for development and these are now included within our Plan as we remain keen to encourage small pockets of development that meet local need subject to Planning permission.

Comments were deliberated and discussed following visits to each of the sites submitted. The sites with scope to deliver 5 or more dwellings that were considered to be the most suitable for development and had the potential to be allocated within this Neighbourhood Plan were:

- 1. Portlemore Downs (land below Malborough Park)**
- 2. Field behind the Church, Withymore Farm**
- 3. Great Park/field by allotments, Withymore Farm**

As you can see from the assessment (Appendix D), Wallfield and Eastacombes (South Huish) were considered to have significant restraints and were not deemed suitable for further consideration within the lifetime of this Plan being finalised.

In summary:

Site: PORTLEMORE DOWNS (LAND BELOW MALBOROUGH PARK)

- Site relates well to the existing settlement. The site is below the houses of Malborough Park and with a good Planting scheme would reduce the visual aspect from the south.
- The site is below the skyline and has the least detrimental effect on the AONB.
- Good safe pedestrian links through adjoining housing estates to existing services and facilities.
- Closest site to the centre of the village
- The site itself has a good road network leading to it with access from Collaton Road. It will involve the widening of Portlemore Lane. This can be achieved because the land to the east side of the lane is in the same ownership.
- No flooding problems.
- The size of the development must be aligned to identified housing need.
- Early discussion with the developers could create an imaginative solution.
- The site slopes which gives the opportunity for imaginative architecture.

- Right side of the village for simple sewage connection and phasing will (should!) give time for SWW to make the sewage works fit for the extra demand

Site: FIELD BEHIND THE CHURCH, WITHYMORE FARM

- Close to the centre of the village.
- Access is poor which could restrict the amount of development.
- The panel were concerned about the effect on the setting of the church as viewed from the north, but as the field falls away this could be mitigated by building further down the field and the sloping site and a small scale development would mitigate this.
- No flooding problems.
- The site was also offered for leisure-dog walking area.
- There is the need for car parking for the church.
- Could this site be considered for sheltered housing/assisted living?
- Could it be a site for a Village Housing initiative, where the landowner gets say two houses in return for the land for a few affordable houses? The Neighbourhood Plan would set the scene for negotiations with the landowner/developer to achieve what the village wants.

Later research has ascertained that, using existing covenants on adjoining gardens and land, there is provision to widen access from the Green down.

Site: GREAT PARK/FIELD BY ALLOTMENTS, WITHYMORE FARM

- The eastern end of the field would be suitable for development; the western end is too far from village facilities.
- Below the skyline, but visible from the south and west, this could be mitigated by good Planting.
- Distant from services but pedestrian access could be achieved through existing site.
- A larger development here could be phased so that it came in line with the defined needs of the village as set out in the current housing survey and subsequent ones.
- Access below the allotments would join the road in a narrow spot but this could be overcome by pulling the hedge back. If the allotments were moved again it could give a safer access, but that brings different problems.
- Access is through the village adding to traffic problems
- Need to create a boundary (hedge or Planting between the field and the houses) to mitigate the visual impact.
- Again a sloping site to offer architectural solutions.
- Early discussions and the Neighbourhood Plan could help provide and agree development that could provide more than housing.
- Access proposals from the landowner/developer to be discussed.

ENGAGING YOU IN THE DEVELOPMENT OF THE PLAN

All 5 'major' sites are shown, again, on the maps below. The Forum believed that, in running Malborough's own Call for Sites and through the Site Assessment itself, a transparent and robust process was delivered that ensures all potential allocation sites have been considered and the optimum sites have been chosen for allocation. The Neighbourhood Planning Forum discussed and deliberated, at length, about possible options and which sites, and why, were the most suitable for development.

The Forum then asked you:

- Have we identified the right options?
- Are there any options that we should have thought of that are missing?
- Which option(s) do you prefer and why?

Our options have to be those that best deliver our Vision and Objectives. These options also have to be realistic and achievable.

THE RESULTS

Our recent Housing Needs Survey evidences a CURRENT and LOCAL need for 23 affordable rented or shared ownership properties within Malborough as shown in Appendix C. However we have to deduct seven homes from this total of 23 as they are already planned for in Phase II of Alston Gate. A further 16 affordable homes are therefore needed now. Hence, in generating options and priorities, we needed to consider timescales and how soon some sites might be brought to the Planning stage. Subsequently developers need to ensure that their development proposals within this AONB demonstrate that they are meeting an identified housing need.

On Monday 7th March 2016 Malborough held a Public Consultation in the Parish. This considered these potential site options to allocate for housing. There was a viable choice of 3 suitable sites for development to meet our immediate needs. Over 100 people came through the doors to discuss these site options; thank you for giving up your time and sharing both your concerns and ideas. It was very gratifying to see that interest was growing and, whilst there were many who had very real issues with some or all of the sites, a clear mandate did result from the exercise. **The consultation gave Malborough's Neighbourhood Planning Forum a mandate to recommend Portlemore Downs as its preferred option in the Neighbourhood Plan.**

The table overleaf gives the detailed results from the Site Options for Housing Consultation. All comments received are shown in Appendix E.

SITE	QUESTION	YES (although some wanted only part of the sites developed)	NO	TOTAL VOTES CAST
PORTLEMORE DOWNS	DO YOU AGREE WITH THIS BEING THE PREFERRED SITE?	60	31	91
GREAT PARK/FIELD BY ALLOTMENTS, WITHYMORE FARM	DO YOU AGREE WITH THIS BEING A RESERVE HOUSING SITE?	41	45	86
FIELD BEHIND THE CHURCH, WITHYMORE FARM	DO YOU AGREE WITH THIS BEING A RESERVE HOUSING SITE?	48	35	83

Thus we now have evidenced need of a growing community and a demand for housing. We also have a mandate from our public consultation as to where major pockets of development might take place.

BUT TIME MOVES ON AND, IN THE MONTHS LEADING UP TO THE

INDEPENDENT EXAMINATION OF OUR DRAFT NEIGHBOURHOOD PLAN, THE PORTLEMORE DOWN SITE HAS ALREADY RECEIVED OUTLINE PLANNING PERMISSION FOR DEVELOPMENT. MALBOROUGH'S PARISH COUNCIL AND OTHER STAKEHOLDERS LIAISED EXTENSIVELY WITH SHDC'S PLANNING DEPARTMENT AND THE SITES' OWNERS, AGENTS AND DEVELOPERS TO TRY AND ENSURE THAT THE POLICIES IN THIS EMERGING PLAN WERE BOTH ACKNOWLEDGED AND COMPLIED WITH. HOWEVER, UNTIL ADOPTED, THIS PLAN HAS NO LEGAL STATUS. WHILST DIALOGUE WAS CONSTRUCTIVE AND MANY IMPROVEMENTS IN LINE WITH THE PLAN WERE AGREED THE FINAL REALISATION OF THE SITE FALLS SHORT OF OUR ASPIRATIONS.

Nevertheless the following Objectives and Policies formulated by the Village for the Village will inform all future planning and development within the Parish and will help us to realise our Vision.

OUR HOUSING & DEVELOPMENT OBJECTIVES & THEIR ENABLING PLANNING POLICIES ARE:

Objective HD1 To encourage, facilitate and integrate a steady stream and mix of new 'principal residence' housing (affordable, social and market) to meet evidenced needs of local people over the next twenty years. This new housing should be of a type and size that meets the changing local needs of residents over their lifetimes. This plan targets a minimum of 63 new homes being built in the Parish between 2014 and 2034.

Context: This Plan supports proposals that address current and future housing need within the Plan period, providing housing in line with Malborough's evidenced Housing Needs Survey, projected local growth and the SHDC Local Plan. We want to retain our healthy and balanced population so the accommodation needs of the whole community, from single young people, to families, to the retired and the elderly must be provided for.

Our population modelling indicates that, between 2011 and 2034, Malborough's population might be expected to increase from 971 to 1,132 ie: 161 more residents. If one assumes an average of 2 people per household the Parish will require 80 new homes over this period. However we know that 17 new (and affordable) homes were built in Malborough – Great Park – in 2011. Therefore a further 63 new homes are required during the life of this Plan.

Stock check: In 2014 Phase 1 of Alston Gate saw a further 17 new builds coming on stream. This new housing stock goes toward the 63 target. As at October 2016 a minimum of 46 new houses are therefore still required. Alston Gate phase II plans for 16.



1

POLICY 1: PLANNING FOR GROWTH

- **Subject to demonstrable local housing need the development of small scale purpose built affordable housing will be supported and,**
- **Larger sites for development will be supported provided that the proposals are in conformity with policies protecting the AONB, and would not prejudice the objective of creating a balanced community and there is a demonstrable need for this housing for Malborough residents.**



2

POLICY 2: COMMUNITY BALANCE

All new residential development should maintain, provide or contribute to a mix of housing tenures, types and sizes to help support the creation of mixed, balanced and inclusive communities in Malborough's Neighbourhood Plan area. Additionally, Planning applications for 5 or more homes should:

- **Address affordable housing need and housing demand in line with evidenced need, noting that this Plan is targeting (aspiring to) 50% affordable housing (unless the viability of the site – as validated in an open book process – can be proven otherwise)**
- **Contribute to the diversity (size, type & tenure) of housing in the local area and help to redress any housing imbalance that exists**
- **Demonstrate how chosen design solutions promote strong communities and,**
- **Enable future flexibility and adaptability by meeting appropriate**

space standards (The Local Plan defines this).

Context: The Parish recognises that SHDC's Local Allocation Policy⁴ will be used to help inform and assess need when allocating affordable housing within the Parish of Malborough. However when allocating affordable homes developed within the Malborough and seeking to retain Community Balance, this Plan strongly requests that, and the Parish Council will actively seek to reinforce this, South Hams District Council prioritise Band E Malborough residents above those with higher identified needs from outside of the Parish. This to apply to new lettings and re-lettings of affordable homes within Malborough.

Explicitly, those with a local connection to Malborough, irrespective of the need band, are requested to be homed before the houses are offered up to a wider catchment ie: LOCAL applicants falling within Band E will be prioritised above those with a higher identified need from outside the local area

And, If properties remain vacant after ALL local need is met (i.e. Band E inclusive) the catchment can then be rolled/cascaded out from Malborough i.e. prioritising those that live in villages/hamlets closest to the Parish of Malborough before opening up the new stock to a wider catchment.

This has been included in the 106 agreement for the new houses at Portlemore Down and this Plan urges this proviso be included in any subsequent Section 106 agreement.



3

POLICY 3: PRINCIPAL RESIDENCE RESTRICTION

New open market housing, excluding replacement dwellings, will only be supported where there is a restriction to ensure its occupancy as a Principal Residence. Principal Residences are defined as those occupied as the residents' sole or main residence, where the residents spend the majority of their time when not working away from home.

- **The condition or obligation on new open market homes will require that they are occupied only as the primary (principal) residence of those persons entitled to occupy them**
- **New unrestricted second homes will not be supported at any time and,**
- **Occupiers of homes with a Principal Residence condition will be required to keep proof that they are meeting the obligation or condition.**

Context: In 2011 a development of 17 new houses within Malborough came on stream. All of which were affordable and all of which were, and will be in perpetuity, occupied by local families. In 2014 a further 17 houses were built in the Parish. Seven of these were affordable and there is 100%

⁴ The Local Allocations Policy sets out how SHDC deals with specific local issues outside of the Devon wide Choice based lettings system called Devon Home Choice. More information can be found at: <http://www.southhams.gov.uk>

occupancy by local families. However c. 50% of the remaining new build houses are now holiday homes.

Malborough is bordered by Salcombe and the Parish of South Huish. In 2013, the Financial Times showed how second-home buyers from London had made Salcombe one of the UK's most expensive real estate areas. In that year analysis showed that 42 per cent of Salcombe's homes were classed as holiday properties. Local buyers were, and still are, unable to get a foot on the property market and are, then, unable to trade up. Furthermore Salcombe has changed to reflect the tastes of the holiday home owners rather than those found in much of southwest England. The town's main street, for example, has become dominated by high-end clothing shops, delicatessens and chandleries. The character and the community itself has changed; now Salcombe's once thriving community becomes a ghost town in winter when some shops remain closed and the holiday homes are unoccupied. Yet, in the summer months, the permanent population of two thousand people balloons to over 22,000. The Times writes "Nippers still go crabbing on the pontoon and the beaches, but money runs through the streets — the resort is a hit with everyone from bankers to Notting Hill politicians, who now have a lot more time to spend with their families, and it's eerily quiet in winter..."

This trend continues. In 2014 Salcombe was named as Britain's priciest seaside and the price of coastal homes was shown to have risen by >40% over the last decade. Salcombe was ranked as the most expensive place to live by the sea in Britain outranking other coastal towns, such as Sandbanks in Poole and Padstow in Cornwall. It was dubbed "Chelsea-on-Sea". In 2016 the Mail again revealed 'exclusive' Salcombe as one of the best places to live by the sea. It is classified as the top coastal property hotspot and defined, by the estate agents Savills, as an ultra-prime location where the average, detached, sale price, (in the 12 months to Feb-16) was £620,000 and the premium above county average 128%.

There continues to be a huge demand for holiday homes in the area and this continued uncontrolled growth of dwellings used for holiday accommodation (as second or holiday homes) impacts on the local housing market. The resident community is suffering; average prices match that of London and are not affordable on the average local wage. Locals live in the less prestigious areas, those which are not, yet, particularly favoured by second home owners and are thus cheaper – the outlying Parish of Malborough for example.

The latest figures drawn from housing needs surveys puts the percentage of holiday homes in Salcombe at 52% (albeit the Council Tax and Electoral Role data sources put the figure slightly lower at 40% as some homes are registered as primary to reduce individual tax burdens). In Hope Cove, on our other boundary, the figure is even higher at 75% within the village itself and 40% for the Parish of South Huish as a whole! Thurlestone, the next Parish to the west comes in at 39%. To Malborough this is unacceptable – our community could not remain viable if such a high proportion of our housing stock was to become second homes. Not only would market forces drive house prices up but there would be a shortage of homes themselves available to local people who wish to live and work in their own community.

Second homes were originally calculated at c. 12% Malborough's housing stock. However further research, published as part of this Plan in the **Principle Residence Addendum of June 2018**, shows that, in 2011, 28% of homes in the Parish had no permanent residents. Since that time the evidence

points to the figure currently exceeding 30%. Our community is strong and vibrant and we welcome these existing holiday home owners - when they visit - and hope they enjoy the facilities that Malborough has to offer and encourage them to input into village life.

In its vision Malborough aspires to continue to be a vibrant, growing and prosperous community. For this it needs the majority of its housing stock to be permanent homes and it wants these to be affordable, and accessible, to the local community (with reference to the average local wage).

Malborough does not believe this can be done without the use of a Principal Residence Restriction whereby Principal Residences are defined as those occupied as the residents' sole or main residence, where the residents spend the majority of their time when not working away from home.

This Planning Policy aims to safeguard the sustainability of Malborough's community. We see, on our borders, communities being eroded through the amount of properties that are not occupied on a permanent basis. We have to act now to prevent this happening. This policy is not merely to make more housing available to local people but rather to ensure the percentage of second homes in the Parish does not increase. As above, c. 50% of the latest market houses built in Malborough are now holiday homes. Another large (168 houses) estate within the village provides the most affordable market housing in the vicinity. Yet its percentage of 2nd homes is already at 22% and rising. Furthermore it is a dynamic market with 40 properties on this estate changing hands in the last 5 years and, in the last year, the Management Committee advise that most of the sales are now rental properties. **Our contention is that ongoing unrestricted open market housing development will have a negative effect upon the community and the affordability of dwellings for full time occupation and therefore its long term sustainability.**

As a means of implementation sufficient guarantee must be provided of such occupancy restriction through the imposition of a planning condition or legal agreement. Occupiers of homes with a Principal Residence condition will be required to keep proof that they are meeting the obligation or condition, and be obliged to provide this proof if/when South Hams District Council requests this information. Proof of Principal Residence is via verifiable evidence which could include, for example (but not limited to) residents being registered on the local electoral register and being registered for and attending local services (such as healthcare, schools etc).



4

POLICY 4: CHANGE OF USE/LEVEL OF OCCUPANCY

The sub-division of dwellings into smaller, self-contained units or the change of use of residential premises to houses in multiple occupation will be supported provided that:

- **the proposal does not have an adverse impact on the character of the building or its surroundings and there is no unacceptable impact on residential amenity**
- **the proposal would not cause unacceptable highway problems and,**
- **the proposal would not result in an over concentration of**

dwelling in any one area of the Parish ie: we want a development density that would not change the character of the area or undermine the maintenance of a balanced and mixed local community.

Objective HD2 BUILDING BY DESIGN. New build schemes will insist on high quality design that sit comfortably with, and respond to, local surroundings, the landscape and existing buildings. Development must protect and enhance the quality of the local environment. To ensure new development, especially that intended for family occupation, includes ample garden areas, to serve the future residents and to reflect the current character of the area. To ensure that new builds form safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion.

Context: This Neighbourhood Plan supports the NPPF's objective to achieve excellence in design, especially design that will help establish a "strong sense of place" and "create attractive and comfortable places to live, work and visit" (NPPF para 58).

We already have a rich variety of architectural styles in the area. The character of the existing village has been formed organically and, due to many independent changes over time, the result is a village composition that is distinct and attractive. We would like to see new development contribute to this variety, while at the same time being sympathetic to the existing character of the area. There are features of the village that can be re-interpreted in a modern way to ensure that any new development does have an inherent local distinctiveness:

- Narrow lanes – the centre of the village has a number of narrow streets onto which the buildings of the village front and are accessed in different ways
- Burgage⁵ plots – many properties in the core are set within historic burgage plots that are characterised by being long and narrow and are often perpendicular to the main streets
- Houses with front gardens – whilst houses front the streets in a variety of ways some are set back from the principal building line in front gardens. This can provide a green break in the form of the street
- Courtyards – there are a number of courtyard developments formed by a grouping of former agricultural buildings but now occupied as homes
- Glimpse views – there are several places in the villages where glimpse views can be enjoyed of other parts of the village or the wider countryside
- Housing types – the village has different housing types including detached, semi-detached and terraced homes of very different shapes and sizes

⁵ Burgage: an ancient form of tenure that applied to property within the boundaries of boroughs, or burghs. In England land or tenements within a borough were held by payment of rent to the king or some other lord; the terms varied in different boroughs.

- Terraces – there are some small groups of terraces houses but generally these do not tend to be long terraces of the same house type as might be found more commonly in towns
- Gardens – Gardens vary in shape and size but are mostly at the rear. Some gardens in the centre of the village are relatively large and provide a significant green break and landscape feature
- Hedgerows – are a common boundary treatment in the core of the village and further reinforcing the mature greening of Malborough
- Trees and vegetation – the built fabric of the village combines with mature trees and vegetation to contribute towards the overall townscape composition
- Whilst there are some significant trees and tree groups in the core of the village, vegetation increases towards the edges ensuring the built form visually feathers into the surrounding Devon countryside.

Consultations with the Village resulted in **aspirations** which go beyond policies:

- Achieving high quality design that respects the scale and character of existing and surrounding buildings. Design should integrate with, and respond to, local surroundings, the landscape and existing buildings. All development should recognise, protect and promote what makes Malborough special.
- Given all development is within an AONB new proposals should retain and maximise all neighbours' views and the views of existing houses. Where a site is sloping this will help. There is an absolute limit on all new dwellings having a maximum of 2 floors. (Note: due to years of independent development within the Parish some existing housing stock may be higher than 2 floors. This is not a typical or accepted 'built form' within the village and only new build proposals of 2 floors or less will be supported in this Plan)
- Parking should not block the streets. The parking spaces (and garages) need to remain, in perpetuity, with the property and should not be allowed to be sold off.
- Well-designed streetscapes are required; ones that encourage connection, understanding and community spirit among residents. Shared outdoor space is key to foster community spirit. The emphasis should be put firmly on pedestrian movement and not the car, making the street a place for people rather than just a transport corridor **and**,
- We believe an effective streetscape should convey a sense of openness and sharing while offering a degree of privacy.
- Developers should note there is a real shortage of parking in the village and thought should be given as to how to alleviate the general situation as well as providing for any new build. The affordable homes are for local people, employed in trades throughout the South Hams. There needs to be parking available for over-sized (compared to the normal car) trade vans etc.
- New builds are encouraged to meet the requirements of 'Secure by Design' as in Policy 5. In addition and after consultation the Police wished to stress the importance and the attributes of Crime Prevention through Environmental Design (CPTED), as follows, to minimise the likelihood and fear of crime, antisocial behaviour and conflict:
 - Access and movement: new designs should include clearly defined and accessible routes through with spaces and entrances that provide for convenient movement without compromising security
 - Structure: developments are structured so that different uses do not cause conflict
 - Surveillance: all publicly accessible spaces in new developments should be overlooked
 - Ownership: designs should promote a sense of ownership, respect, territorial responsibility

and community

- Physical protection: new builds should include necessary, well-designed security features
- Activity: designs should ensure that the level of human activity is appropriate to the location and create a reduced risk of crime and a sense of safety at all times
- Management and maintenance: developments are designed with management and maintenance in mind, to discourage crime in the present and the future.
- Creating safe and sustainable communities where residents, visitors, businesses and legitimate business users are able to go about their daily routine without undue fear of crime or insecurity is a key element of Secured by Design in conjunction with the above attributes of CPtED.

This Plan does not seek a direct replication of elements but asks developers to look to any part of the village layout that could help in forging an attractive new character for any proposed housing. Nor do our policies restrict development; instead they challenge developers to deliver innovative development of high quality design that responds to its surroundings and is appropriate for our area.



5

POLICY 5: HIGH QUALITY DESIGN

All new development within Malborough must demonstrate high quality design. This means responding to and integrating with local surroundings and landscape context as well as the existing built environment. development proposals should:

- **Reflect the scale and character of existing and surrounding buildings**
- **Recognise, protect and promote what makes Malborough special**
- **Where necessary be supported by a landscape and visual appraisal of the site to determine impact on local views and the appearance of the village itself**
- **Only in exceptional circumstances exceed two storeys**
- **Be diverse in design (mixed design) but remaining locally distinctive**
- **Use good quality materials, locally sourced where possible (Tavistock stone for example), that reflect the existing palette of materials and colours**
- **In larger developments (5+ houses) housing clusters or pockets around shared courtyards should be considered, breaking up the lines of development (multiple rows of terrace houses are not acceptable) and sitting well within any plot and/or adding to an established rhythm to the architecture in any road/lane if appropriate**
- **For developments which include affordable housing be designed so that the open market houses and affordable units are indistinguishable**

- Seek to achieve high standards of sustainable design and construction
- Include the principles of sustainable drainage wherever possible
- Reflect the tones, colours and textures that form the built and landscape palette that is distinctive to Malborough
- Provide sufficient external amenity space, refuse and recycling storage and car and bicycle parking to ensure a high quality and well managed streetscape
- Dwellings should have sufficient allocated parking spaces to meet adopted parking standards. These should be near to /within easy access of the property. On street parking should be avoided
- Proposals which provide for additional and landscaped provision for visitor, works vehicles and community parking will be encouraged
- Have, where appropriate and viable, a dedicated outdoor space/garden. Wherever possible gardens should be accessible from the access road/front of the house and not just through the house
- Make provision for the storage of recycling bins for those properties without garages
- Provide well designed streetscapes that are not car dominated and make provision for community space where possible and,
- Meet the requirements of 'Secure by Design'.



6

POLICY 6: RETAIL AND COMMERCIAL FRONTAGES INCLUDING NEW EMPLOYMENT UNITS

- New or renovated shop frontages should be of a high quality design (cross-ref Policy 7) and, where possible, improve the character of their local environment
- the design of frontages should complement the architectural design of the rest of the building where that building has historic or architectural merit and,
- signs for shop fronts should be well-designed at a suitable scale and if illuminated should be lit appropriately and discreetly.

Objective HD3 Supporting community housing: To encourage co-housing⁶ and community development providing long term affordability is secured.

Context:

The reasons for encouraging cohousing and community housing are many. Such houses are likely to be more affordable and energy efficient than those produced by the volume housebuilders. They are built to the needs and wishes of the resident, often incorporating new design ideas and therefore create interesting variety of form. Collective or community-led development that enables future residents to participate in the design, planning, construction and future management of their homes offers additional social and environmental benefits.

Our **EVIDENCE BASE** showed 68 of you had an interest in or supported Self Build schemes. However it is recognised that generally levels of knowledge and understanding are currently low and support and facilitation is needed to help community builders and cohousing groups secure sites, obtain finance and professional support and also gain information and confidence.



Aspirations:

- The Plan would expect prospective residents to demonstrate, through a development management plan, professional and financial capacity and competency in undertaking and completing the development
- the development provides collective land ownership and shared management responsibility
- the land is held in trust as a community asset in perpetuity and,
- housing costs are made affordable by reference to capital costs, or rent, being no more than 80% (or as subsequently determined in the Joint Local Plan) of open market value and such discount is protected through succession.



7

POLICY 7: SUPPORTING HOUSING FOR THE COMMUNITY

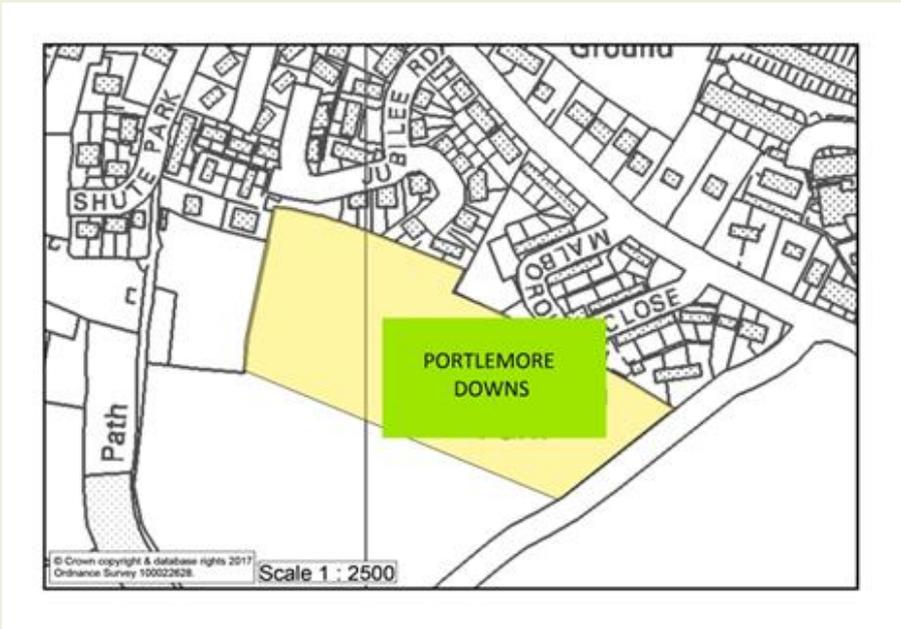
Housing MAY be permitted adjoining the existing development boundary of Malborough Village on sites where development would not otherwise be permitted providing the development meets, in full, the requirements of national and development plan policy in respect of exception sites.

⁶ Cohousing communities are intentional communities, created and run by their residents. Each household has a self-contained, personal and private home but residents come together to manage their community.

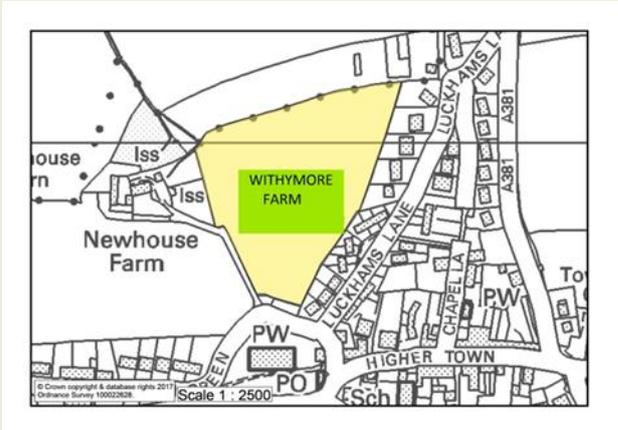
Objective **HD4** **To identify sites to promote this development and provide detail on type, appearance, number and scheduling of development.**

Context: **TIME MOVES ON.....**

Community consultation during the drafting of this Plan identified, as detailed previously, PORTLEMORE DOWNS (land below Malborough Park) as the preferred development option for this Parish and looked to allocate this land for development.



Our draft Plan, again through consultation, also sought to allocate the FIELD BEHIND CHURCH, WITHYMORE FARM, as a RESERVE site for LOCAL need.



HOWEVER, because of the delays inherent in the process of finalising this Plan (and outside of Malborough’s control) and/or as a requirement of the Independent Examiner’s report both of these intended allocations no longer form part of this Plan.

PORTLEMORE DOWNS has now achieved planning permission, 0549/17/OPA. Therefore the parts of the draft neighbourhood plan that were used in the negotiations with the developer are superseded and cannot be included as policies within this Plan.

Re, the proposed allocation of FIELD BEHIND CHURCH, WITHYMORE FARM as a RESERVE site, the Strategic Environmental Assessment (attached as an addendum to this Plan) stated that the development of this site has the potential to have significant negative impact on the AONB. Given this and that the National Planning Policy Framework (the NPPF) clearly sets out the high bar that development proposals must reach in order for development, the Independent Examiner of our Plan, in her report, consequently ruled that development in this most sensitive of landscapes was not acceptable at this time. The proposed allocation has therefore been withdrawn for this incarnation of the Plan.

Site allocations will be revisited on review of the Plan.



8

POLICY 8: GREAT PARK (part of, as shown on the map) WILL BE SUPPORTED AS A RURAL EXCEPTION SITE providing affordable housing to meet identified local housing need that will be secured in perpetuity subject to it meeting the requirements of the NPPF and other relevant policies of the development plan.

The development of the site by a Community Land Trust (CLT) is

GREEN ISSUES / SUSTAINABILITY IN DESIGN



Our vision for Malborough was to embrace the government's renewable energy targets through the pursuit of carbon neutral developments in energy generation, distribution and utilisation. The UK (and the world) has very challenging carbon reduction targets – the 2008 Climate Change Act commits the UK to reducing carbon dioxide emissions by 80% by 2050. In our 2014 questionnaire to you over 63% of respondents were supportive of energy conservation and renewable energy initiatives. Supporting sustainable energy through this Neighbourhood Plan can bring a range of benefits and we can take control of the, our, energy agenda. By proactively planning for energy Malborough can decide what our local energy priorities are, as well as what types of schemes and ownership we should support and where projects, if any, should be located.

At present 92% of spending on electricity in the south west immediately leaves the south west economy. Energy is essential to a more resilient local economy, tackling fuel poverty, job creation and energy security. Neighbourhood Plans can require energy projects in their area to be community led thus retaining energy spend locally. This may be beyond any aspirations for Malborough but we could favour local ownership models for energy generation. Locally supplied energy can be cheaper, meaning lower energy bills, making our area a more affordable and attractive place to live. Whilst we cannot tackle fuel poverty itself through Planning policy, a Neighbourhood Plan can include actions for the community to prioritise with the funding and resources available to them. In addition, any community benefit funds generated from locally owned projects supported by the Plan can be targeted at tackling fuel poverty.

There is more work to be done here on our Green Agenda and we have included a number of projects in this Plan which will help us understand what our key challenges are and what costs are associated with our energy needs, both now and in the future. We then have to ask how can renewable energy generation and efficiency measures help meet these challenges. Our Planning policies in this Neighbourhood Plan encourage energy efficiency and the projects look at what energy generation opportunities there might be in the Parish, small or large scale, both now and in the future. We want to encourage the development of renewable opportunities. As our area is both high and coastal is there community support for marine energy? We should also investigate the increasingly 'smart' measures, such as matching energy supply with demand and energy storage that will become available.

Looking at development itself, we understand and accept that, following a fundamental review of technical housing standards, the government has withdrawn the Code for Sustainable Homes (CSH). This 2015 Deregulation Act (Housing Standards Review) removed our ability to require higher

standards of sustainable design by scrapping the Code for Sustainable Homes and, legally “local / Neighbourhood Plans should not set in their emerging Plans any additional local technical standards or requirements relating to the construction, internal layout or performance of new dwellings.”

However we also know that a binding carbon reduction target set for 2050 has replaced the renewable energy target. This means that, if we are to achieve this target (by 2050 the emissions footprint of our buildings will need to be almost zero) any new homes built need to be carbon neutral.

So this Plan encourages, but cannot enforce, developers to deliver higher energy standards voluntarily. It also includes sustainable design policies and retrofit policies as well as renewable energy policies. These policies, taken together with those set out by SHDC (in their Local Plan) should help Malborough contribute to the achievement of sustainable development.

Malborough remains keen to deliver a greener future and a move towards carbon neutral development and this has to be seen as a key underlying principle of this Plan.

Specifically we aspire to achieve very high standards of energy efficiency in housing developments. As above we know the Code for Sustainable Homes no longer exists. We also understand that Devon Building Control Partnership considers the current regulations to be equivalent to the previous CSH code 4. However a precedent exists within Malborough for new developments to exceed minimum standards (delivering code 4 when only code 3 was mandatory for example) and this Parish encourages (but cannot enforce) would be developers to deliver sustainable homes that exceed current regulations.

Options that we would like to be considered in any proposed development and where we are keen to engage in discussions about and deliver innovative solutions to are:

- solar energy for electricity generation and solar heating, including solar gain and the orientations of the build
- heat pump technology
- district heating networks
- micro generation
- smart energy management techniques
- high performance glazing and high levels of insulation materials
- water and waste management
- surface water management (flooding and flood prevention) including the use of paving or permeable materials wherever possible in roads, pavements, driveways and other hard surfaces.

We have not prioritised these nor is the list exhaustive. We understand that some may be more appropriate / viable / affordable than others but look forward to constructive debate.

OUR GREEN OBJECTIVES AND THEIR ENABLING PLANNING POLICIES ARE:

Objective G1 All new development (including extension, refurbishment or change of use schemes of existing buildings that require Planning permission) should be energy efficient and sustainable.

Context: This Plan encourages the development of homes that exceed the minimum Code for Sustainable Homes. Where development takes place under permitted development rights (and thus not bound by the Code for Sustainable Homes) developers are also encouraged to deliver or exceed against the Code.

A **Fabric First approach** can help reduce capital and operational costs, improve energy efficiency and reduce carbon emissions. This method can also reduce the need for maintenance during the building’s life. Buildings designed and constructed using the fabric first approach aim to minimise the need for energy consumption through methods such as:

- Maximising air-tightness.
- Using Super-high insulation.
- Optimising solar gain through the provision of openings and shading.
- Optimising natural ventilation.
- Using the thermal mass of the building fabric.
- Using energy from occupants, electronic devices, cookers and so on.

Focussing on the building fabric first, is generally considered to be more sustainable than relying on energy saving technology, or renewable energy generation, which can be expensive, can have a high embodied energy and may or may not be used efficiently by the consumer. Having energy efficiency integrated into the building envelope can mean occupants are required to do less to operate their building and not have to adjust their habits or learn about new technologies. This can result in less reliance on the end user regarding the buildings energy efficiency.

Dark skies: The NPPF says: By encouraging good design, planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation.

Locally our dark night skies are under particular pressure. Only 8% of the South Devon AONB experiences truly dark skies at night; the lowest category of light pollution identified in recent satellite surveys. This compares with 36% for Devon and 24% for the SW region as a whole.

Bad lighting practice results in obtrusive lighting and wastes valuable resources. It also affects our ability to enjoy dark natural nightscapes and can impact on the quality of our sleep. Furthermore it is detrimental to our environment where ecosystems and biodiversity are vulnerable as natural patterns of behaviour are affected though the impacts of artificial light.



9

POLICY 9: ADAPTING TO CLIMATE CHANGE (RESIDENTIAL):

- **New residential development within Malborough should seek**

		<p>to achieve high standards of sustainability</p> <ul style="list-style-type: none"> • all renovation, development, change of use or other changes requiring Planning permission of existing dwellings should seek to improve energy efficiency and, • where appropriate developers are encouraged to demonstrate in proposals how design, construction and operation have sought to: <ul style="list-style-type: none"> ○ reduce the use of fossil fuels ○ promote the efficient use of natural resources, the re-use and recycling of resources, and the production and consumption of renewable energy ○ adopt and facilitate the flexible development of low and zero carbon energy through a range of technologies ○ link the provision of low and zero carbon energy infrastructure in new developments to existing buildings and, ○ adopt best practice in sustainable drainage.
	<p>10</p>	<p>POLICY 10: ADAPTING TO CLIMATE CHANGE (non-domestic)</p> <ul style="list-style-type: none"> • All new non-domestic buildings are encouraged to adopt a ‘fabric first’ approach to building design. This involves maximising the performance of the components and materials that make up the building fabric itself, before considering the use of mechanical or electrical building services systems • all new non-domestic buildings should consider a solar PV installation on their roofs and, • where the opportunity is not currently viable due to market conditions, the developer must ensure that the roof is built to a standard that could accommodate PV in the future.
	<p>11</p>	<p>POLICY 11: RETROFITTING HISTORIC/LISTED BUILDINGS</p> <p>Subject to meeting the requirements of the National Planning Policy Framework and the relevant development plan policies the sensitive retrofitting of energy efficiency measures and the appropriate use of micro-renewables in historic buildings will be encouraged. This includes the retrofitting of listed buildings, buildings of solid wall or traditional construction and buildings within conservation areas, whilst safeguarding the special characteristics of these heritage assets for the future. Historic</p>

		<p>buildings should be retrofitted in line with current guidance from Historic England.</p>
	<p>12</p>	<p>POLICY 12: DARK SKIES POLICY</p> <p>Malborough wishes to work towards a dark skies zone. As a rural parish it believes it is currently ‘intrinsically dark’ and therefore deserves protection.</p> <ul style="list-style-type: none"> • Where appropriate all new development and re-development should demonstrate how they plan to minimise light pollution. Information on such measures should be submitted with applications and, • Developments should be designed to minimise the advent of light pollution as well as being energy efficient.

Objective G2 That all proposals for new housing should consult with South West Water to appreciate and mitigate problems with the sewage system.

Context and Aspirations: Developers are asked to take particular note of the Parish’s concerns re the sewerage infrastructure as provided by South West Water (SWW) and its’/their ability to handle additional capacity.

At the time of writing South Hams District Council is also trying to get a definitive statement from SWW. The capacity of the sewerage system is demand led. The system is proven to be over-loaded necessitating the use of daily tankering of effluent out of the village. Without material investment and upgrades to the existing infrastructure Malborough believes further development, in the form of new builds and additional demand, is **NOT sustainable and will NOT be supported**. Whilst the Parish continues to have specific and targeted consultation with SWW recent case histories provide evidence that this approach has not been successful. We would encourage alternative sewage options/systems to be considered.

Whilst this Plan accepts that it should not be the job of the applicant to demonstrate that the sewerage network can accommodate the development and that it should be the job of SWW to respond to the application, there is a proven and evidenced capacity problem within Malborough.

We would ask/urge that South West Water, as a statutory consultee, ensures that the additional demands made by any new build on the existing SWW network can be accommodated (to include sewerage, water and drainage issues).

Objective G3 Become a greener, more self-reliant & sustainable Parish

To deliver this objective we will undertake a number of GREEN PROJECTS in addition to those detailed in **our EVIDENCE BASE/PARISH PLAN**, thus supplementing their scope or extending their remit.

Context: Malborough has a strong ambition to be at the fore front of the drive to reduce carbon emissions in order to fight against irreversible climate change. We must promote behavioural change and be willing to support the use of renewable energy as a tangible means of reducing our local carbon footprint.



13

POLICY 13: SUPPORT FOR SMALL SCALE RENEWABLES & LOW CARBON ENERGY SCHEMES

Planning applications will be supported for energy generating infrastructure using renewable or low carbon energy sources to serve individual properties or groups of properties in settlements and countryside locations provided that their impacts are (or can be made) acceptable or where adverse impacts are outweighed by the overall benefits of the proposal. Any proposal should be commensurate in size with the catchment it proposes to serve. Community led renewable energy schemes will be encouraged.

This policy specifically, and currently, excludes applications for wind turbines (this will be kept under review and may change if local attitudes change).

The following considerations will be taken into account in assessing proposals:

- **visual impact in the immediate locality and the wider area**
- **the amenity of nearby houses**
- **local landscape and countryside**
- **highway safety and traffic generation and,**
- **sites of local nature conservation and heritage assets.**

Proposals for installations will need to include specific assessments related to these criteria and to consider the cumulative impacts.



A

We recognise that new build housing is a small percentage of the total housing stock. To make a significant impact on energy usage we need to assess the current stock and encourage measures to upgrade inefficient properties. The use of local incentives to encourage such improvements will be investigated as the projected “Energy Gap”, i.e. the difference between supply and demand is a real problem for the future.

B

An action on the Parish and a supporting project to this Plan will be to commission a survey of all Malborough housing stock to identify what action

	<p>would be appropriate. This can be a simplified version of an Energy Performance Assessment which could be filled in by householders. More information will also be made available to homeowners detailing any help available for upgrading their property and the long term financial and comfort gains from doing so. Roof insulation and boiler upgrades for example are relatively easy, cheap and effective ways to improve the energy efficiency of a dwelling and some grant aid is available.</p>
<p>C</p>	<p>As a community we are being encouraged to look at the creation of renewable energy initiatives as a way to help us become self-sufficient and carbon neutral. Therefore, and as highlighted in our EVIDENCE BASE, there will be a further supporting project to consider the potential for community renewable energy initiatives. Solar arrays on community buildings as well as individual dwellings, both roof and ground mounted should be investigated, and where appropriate and not intrusive, encouraged. This obviously merits serious consideration especially as SHDC say: “Community projects will be supported where...The impacts are acceptable/can be made acceptable, They deliver social/community benefits, There is evidence of community consensus or the project is part of a Neighbourhood Plan, There are administrative and financial structures in place for the project”</p> <p>We also need to consider wind power as a source of renewable energy even if it is highly contentious and there was a general antipathy to such provision within our EVIDENCE BASE. It has been used by communities all over the country as a local energy source and objections can, sometimes, be overcome by including the local community in some form of ownership and a reduction in their fuel bills. There is no shortage of this resource in Malborough! Storage of energy is a rapidly improving technology and this makes wind power more relevant as an energy source. However, accepting that our EVIDENCE BASE shows a strong bias against wind generation schemes, this Plan cannot support or sanction any large scale development.</p>
<p>D</p>	<p>Taking a wider remit and looking outside Malborough to embrace other local communities we could investigate the possibility of a scheme to harness the sea with a tidal turbine situated at the head of the estuary to produce energy for those communities.</p>

OPEN SPACES, THE ENVIRONMENT, HERITAGE & COMMUNITY FACILITIES

The **landscape and environment** of the Parish is highly valued by us, its residents. There is a diverse and attractive countryside and coastal belt, including green lanes and ancient footpaths, agricultural land divided by many Devon banks and hedgerows, established woodland, cliffs, rock faces, estuary foreshore and mudflats.



Malborough lies in an Area of Outstanding Natural Beauty, one of 46 of Britain's best landscapes all designated by government and protected by law. The South Devon Area of Outstanding Natural Beauty covers 60 miles (130 square miles) of amazing coastline, estuaries and countryside between Plymouth and Torbay.

In our **EVIDENCE BASE** this section (the environment, energy, wildlife) seemed to attract the most comments (and passion!), with most of you extolling the beauty, the peace and tranquillity of where we live. This comment sums up the thoughts of the majority - "WE LIVE IN A MAGICAL AREA AND IT WOULD BE TRAGIC TO GO TOO FAR WITH DEVELOPMENT. IT NEEDS TO BE WELL PLANNED AND BEAUTIFULLY EXECUTED....."

We've seen that probably our biggest challenge is to secure the future of the village and its environs as a happy, healthy and diverse community by providing enough housing for our local people, across the ages, both young and old. Yet we wish to protect our Area of Outstanding Natural Beauty. In our **EVIDENCE BASE** you gave us a very clear message about this.

However Councils, both Parish and District, are also bound by other Government policies and the National Planning Framework, which prioritizes new builds, can and does overrule an AONB status. In this Neighbourhood Plan we are trying to build in protection for the over-arching beauty and character of the Parish whilst accepting that there has to be some development. It is also pertinent that SHDC are in the process of drawing up their new Plan for the area due to be completed by 2017. They say:

"The prime consideration and one of our biggest challenges is to provide much needed homes and jobs whilst, at the same time protecting the beautiful place that is South Hams. Finding a suitable and available piece of land for development in the South Hams is no mean feat. With the Dartmoor National Park on our door step, two areas of Outstanding Natural Beauty, many important heritage assets, coastal areas and beaches together with the rolling hills and many other sensitive environments within our district, there is a lot to consider. On a practical note there are infrastructure requirements to be considered. Nevertheless we have a duty and responsibility to make sure that these requirements are met and this responsibility is set out by

central government. We want to see development happen in the right places with minimal impact on our environment and where it provides opportunities to meet the needs of our communities and South Hams has to show how it is responding to national policies by preparing a Plan which will ultimately be submitted for a blessing by the Planning inspectorate....”

Our objectives are therefore very similar and this Plan aims to deliver the must do’s both for us as a Parish and for the wider community.

OUR OBJECTIVES FOR THIS SECTION AND THEIR ENABLING PLANNING POLICIES ARE:

Objective OE1 Secure and protect the rural nature of the Parish, protecting its environs and landscapes in perpetuity.

Context: Siting of Development: Malborough is, and should stay, a village. This ‘village feel’ and sense of community is prized by residents.

Heritage: Malborough has 53 assets registered with Historic England, ranging in type from ancient burial mounds and animal enclosures, traditional cottages and farmsteads, manor houses, a WW2 bunker to a red phone box! Such listing or scheduling allows us to highlight what is significant about a building or site, and helps to make sure that any future changes to it do not result in the loss of its significance. 20 properties – mainly cottages -are clustered around the village centre and give the area its distinctive character (as shown in the figures below). As a result the centre of the village has a local designation as a conservation area.

Biodiversity: This Plan recognises that all greenfield development will result in some loss. We wish to work with any developer to understand the value of what is lost, and if necessary allow for suitable mitigation. This Plan requires a net gain, but this policy recognises the need for pragmatism about what biodiversity it seeks to recognise.



14 POLICY 14: SITING OF DEVELOPMENT

Development in the open countryside of Malborough outside the existing settlement boundaries (such settlements to include our rural hamlets) will not be permitted unless specifically provided for by other policies in this Neighbourhood Plan and there is no significant detrimental effect on the character of the countryside by virtue of the proposed development’s siting, size and prominence in the landscape. These rural hamlets are named as: Soar, Bolberry, Combe, Rew, Collaton and Ilton.

- Subject to the NPPF and other policies in the development plan:**
- **larger pockets of development (defined as 5+ houses for the purpose of this Plan) should be associated with the village of Malborough itself and,**
 - **proposals to develop sites for individual dwellings, small infill and windfall sites for single affordable homes for local people or good quality private, individual & permanent residential**

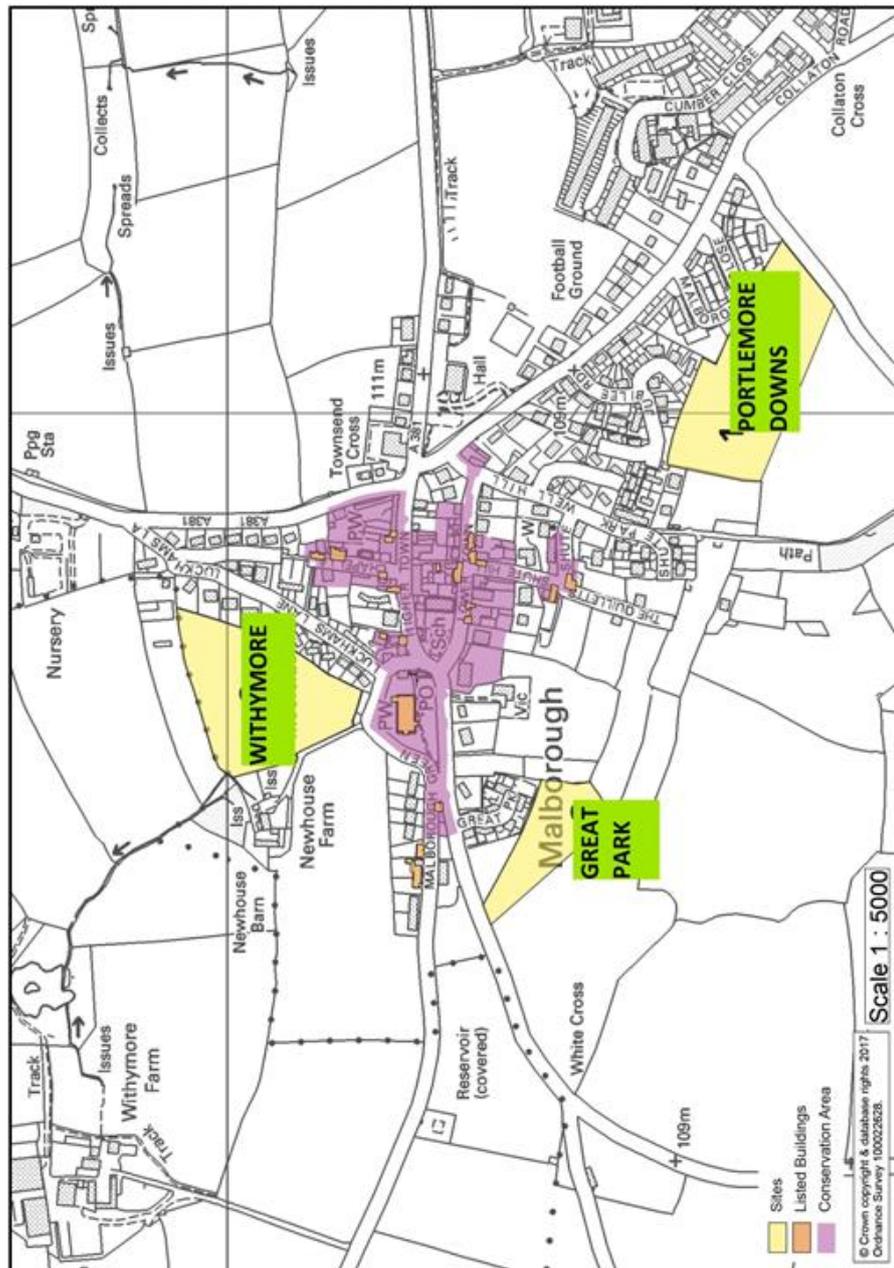
development connected to existing settlements will be supported.



15

POLICY 15: HERITAGE

Development proposals affecting heritage assets within the Parish of Malborough must comply with the requirements of national policy and relevant policies within the development plan. This includes an appropriate heritage assessment.



	
	<p>Heritage and Conservation Assessment & Management Plan: an assessment will be made of the condition and vulnerability of our local historic environment to help identify any future management action. A management plan will be written if required. Appendix F lists all the designated sites/properties and provides photographic evidence to inform heritage and landscape characteristics.</p>
	<p>16 POLICY 16: TREES, WOODLAND, HEDGEROWS AND DEVON BANKS</p> <p>Development must retain and incorporate trees, woodland, hedgerows and Devon banks which make a significant contribution to the character of the landscape, settlements, nature conservation, local amenity or environmental character of their surroundings.</p>
	<p>17 POLICY 17: BIODIVERSITY</p> <ul style="list-style-type: none"> Proposals which result in a loss of biodiversity will not normally be permitted. Development that is likely to have either a direct or indirect adverse impact upon areas of local biodiversity importance should demonstrate that appropriate mitigation and/or compensation could be provided and where possible achieve a net enhancement to the biodiversity within the Parish Proposals that would enhance the accessibility, understanding or enjoyment of the biodiversity assets of Malborough and its environs may be considered provided its distinctive character,

biodiversity and recreational value is retained and there would be no harm to its special qualities including its wildlife habitats, corridors and any other features of ecological interest including those related to protected species. Where appropriate, development should also restore, conserve or enhance the biodiversity value of the area, for example through the incorporation of biodiversity features into buildings and landscape.

Objective **OE2** **Identify land where development would be inappropriate and/or where it may be necessary to limit freedom to change the uses of land and/or buildings**

Context: The protection of Local Green Spaces is set out within National Planning Policy Framework and is not repeated here. However a Community has to designate those areas it wishes to protect. The NPPF (para 77) states that the Local Green Space designation should only be used:

- a) Where the green space is in reasonably close proximity to the community it serves
- b) Where the green area is demonstrably special to a local community and holds a particular local significance, e.g. for its beauty, historic significance, recreational value, tranquillity or richness of its wildlife and,
- c) Where the green area concerned is local in character and is not an extensive tract of land.



18

POLICY 18: LOCAL GREEN SPACE DESIGNATIONS

The Neighbourhood Plan designates the following locations as Local Green Spaces, as shown on the Proposals Map below and in accordance with paragraph 77 of the NPPF:

- the Green/The Pound
- the Graveyards/Burial Ground
- Malborough Park Playground
- Village Hall Playing Field (registered as a QEII Field in Trust in perpetuity)
- Village Hall - Children’s Play Area, Tennis Courts and Community Woods and,
- the Greens, Cumber Close

About these Green Spaces:

The Pound and Green: The Pound is over two hundred years old and was originally used to put lost animals in. This is now a pleasant area with benches and tubs of flowers to enable people to come to sit and reflect and is an important part of Malborough’s history. The Green is just beside the Pound and the path leading up to All Saints Church.

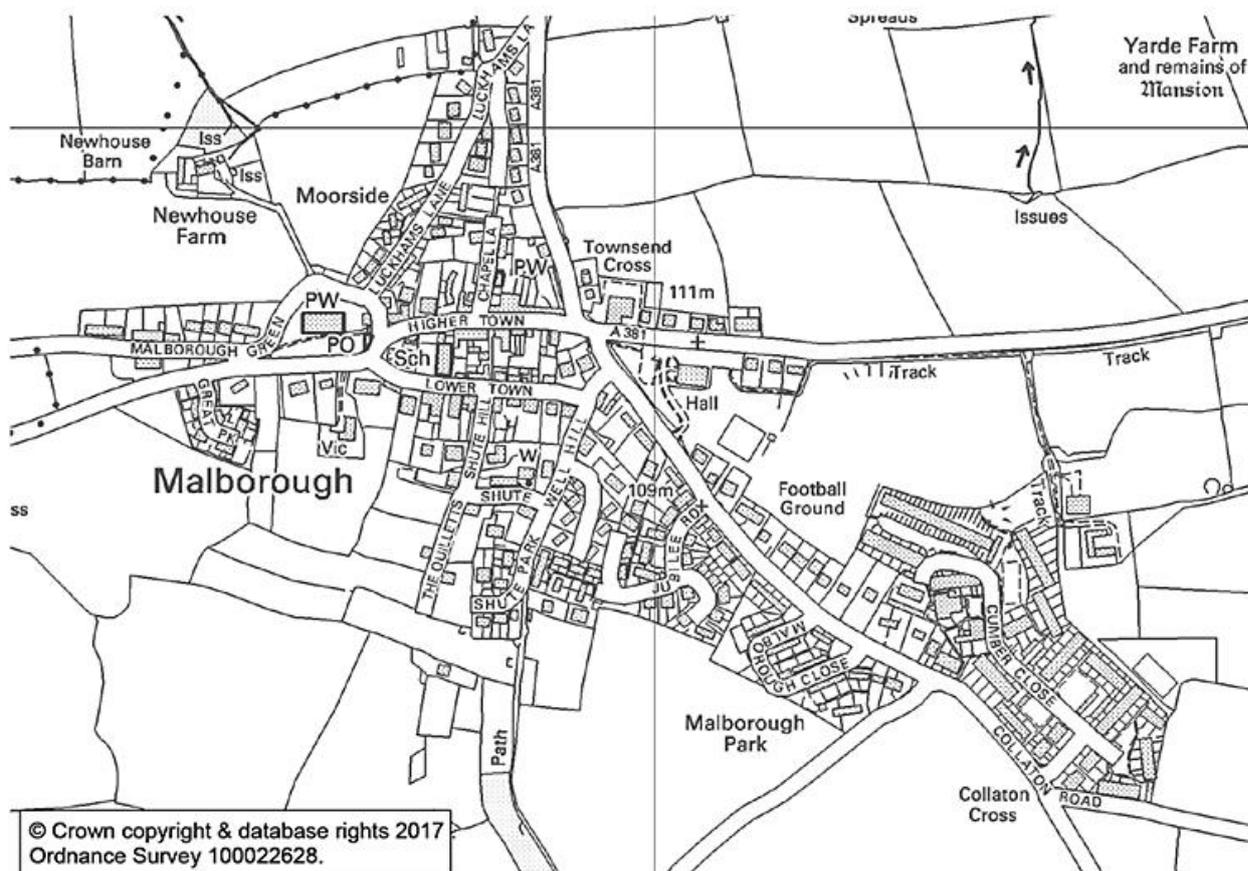
Burial Ground and Graveyard: The burial ground (the top half of the new graveyard) was taken out of

the Glebe field just after the turn of the last century. A wall around it was built by local resident, Mr Stidston of Bolberry - his grave being one of the first in this area. In 2008 Malborough Parish Council bought the land below the burial ground to increase the area. This has been terraced and fenced with the consecrated area marked with stones.

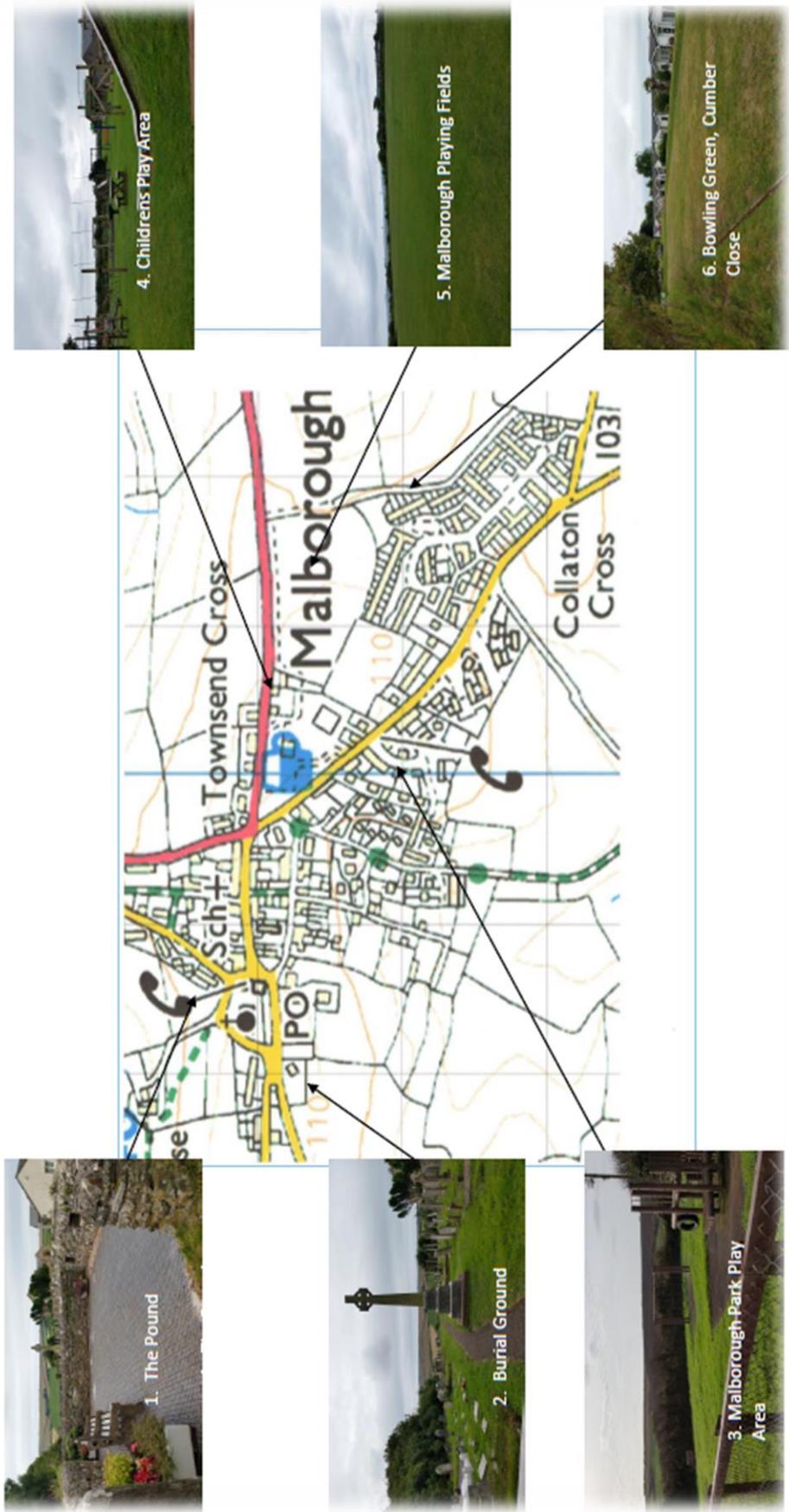
Malborough Park Play Area: An important play area for the children living on the West side of the Collaton Road and close to the houses in Malborough Park. It contains items of wooden play equipment and is maintained by South Hams District Council.

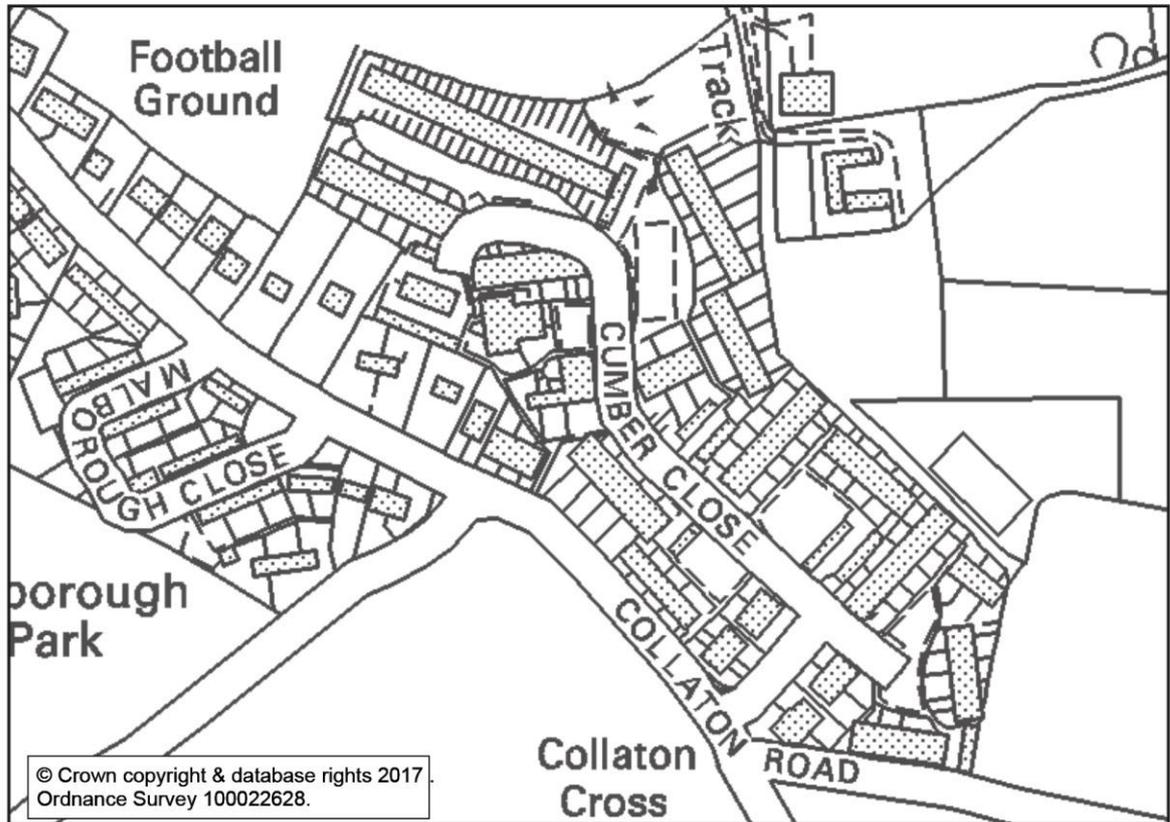
Malborough Playing Fields: The land owned by Malborough Village Hall and Playing Fields Association (Charity No 268019) became a Queen Elizabeth II Field in Trust in 2012 to ensure it remains as a green field area in perpetuity. The area encompasses a Children’s Play Area, Tennis Courts, Football and Cricket Pitches, Wheels Park and Community Wood.

Cumber Close: A number of ‘greens’ are within the estate known as Cumber Close. These have recently been given specific names such as ‘Spitfire Green’ to enable easier identification. The names are consistent with the history of this area having been developed from the RAF camp at Collaton Cross, as previously mentioned.



Local Green Spaces







19

POLICY 18: DEVELOPMENT WITHIN THE CURTILAGE OF DWELLING HOUSES

Where planning permission is required development within the curtilage of dwelling houses, including new dwellings, will only be supported where all of the following apply:

- the character, local amenity or environmental quality of the surroundings is protected
- proper respect is given to the relationship between the building size and plot size
- the proportions of the new buildings are in keeping with the character of the area and,
- significant features, trees, stone walls, etc. are retained where possible and reconstructed/replaced where unavoidably affected by development.

Please Note:

Coastal: Developers are reminded that Marine plans will inform and guide decision makers on development in marine and coastal areas. Activities taking place below the mean high water mark may require a [marine licence](#) in accordance with the [Marine and Coastal Access Act \(MCAA\) 2009](#). Such activities include the construction, alteration or improvement of any works, dredging, or a deposit or removal of a substance or object below the mean high water springs mark or in any tidal river to the extent of the tidal influence. At its landward extent, a marine plan will apply up to the mean high water springs mark, which includes the tidal extent of any rivers. As marine plan boundaries extend up to the level of the mean high water spring tides mark, there will be an overlap with terrestrial plans which generally extend to the mean low water springs mark.

Objectives	OE3	Continue to grow both choice and provision of diverse and recreational activities to promote health and well-being for all ages with particular emphasis on the young and the elderly &
	OE4	Any new development should reinforce the character and quality of Malborough

Context: We understand that Section 106 agreements are drawn up when it is considered that a development will have negative impacts on the local area that cannot be mitigated by means of conditions attached to the Planning permission. We believe that any new residential development in Malborough will now place additional pressure on our community infrastructure including our open spaces and recreational facilities.

Aspirations: The Parish strongly requests that in any new development:

- Section 106/Community Infrastructure levies due to the Parish (after allowing for statutory stakeholder requirements etc.) will be set against named projects identified and prioritized by the Neighbourhood Plan Group in line with Malborough Parish Council Policy and plan for s106

payments **and**,

- these projects should be at the discretion of the Parish and these monies may be spent on any named infrastructure project where there is evidenced and prioritized need. ie: the monies should NOT be ring fenced for outdoor spaces and sport facilities.



20

POLICY 20: COMMUNITY BENEFIT

- All proposals for new housing will be required to demonstrate provision of appropriate new facilities on site and provision of, or contributions to, off-site facilities to meet adopted standards and,
- In any new development, Section 106/Community Infrastructure proposals for new green space within developments should be designed to enhance the community enjoyment of the green space and contribute to an improvement to the character, accessibility, appearance and general quality or amenity value of the land through new planting, improvements to walls, paths and provision of features within the development and proportionate to the size of the development.



EMPLOYMENT



Malborough is a wonderful place to live and work – *if* you can afford a home, *if* you can find a reasonably paid job! To date we have been, and are still, a self-reliant, living and working community on the South Devon coast, fortunate to live in a stunning local environment. However, if we are to continue to secure a strong future for ourselves, the provision of local employment opportunities is crucial to support us as a thriving community and to minimise the number of people who have to undertake long journeys to work. We need to be a self-sufficient village with recognised skills and trades and not merely a commuter dormitory settlement. Similarly, whilst tourists are welcome we do not want more than a small percentage of our houses to become holiday homes. Thus access to employment (and training and education) needs to be one of the cornerstones of our community. This Neighbourhood Plan therefore looks to encourage business and employment opportunities.

There is a need to consider what land can be made available that would attract employers to help promote new jobs within the community. Potential employment sites need to be attractive to a developer. The **2015 Call for Sites exercise** led by the Parish also asked for sites suitable for employment and leisure to be put forward. None were forthcoming and/or allocated.

OUR EMPLOYMENT OBJECTIVES AND THEIR ENABLING POLICIES ARE TO:

Objective E1 Protect and support existing employment

Context: employment sites in Malborough are few and far between. The high demand for residential development is causing a continued loss of business, tourism and service premises by conversion across the South Hams. Employment development is comparatively much less profitable. Whilst accepting employment sites are the very definition of private enterprise and should not necessarily serve as an altruistic community-led function, this Plan is keen to retain their employment status and viability.

X-ref: AONB Management Plan; section 5.2.1 Access, Recreation & Tourism.

	21	<p>POLICY 21: EXISTING EMPLOYMENT SITES</p>
<p>Existing employment sites should remain in employment use unless it can be demonstrated that they are no longer viable. Proposals which lead to the improvement, modernisation or upgrading of current employment sites will be welcomed and supported, subject to the other policies in the development plan.</p>		

	22	POLICY 22: SHORT TERM PARKING FOR LOCAL BUSINESSES
<p>Proposals for the provision of well-located cycle and short term parking spaces to meet the needs of local business will be supported.</p>		

Objective	E2	Protect the existing economic uses of buildings used by the general public (eg; shop, pubs and post office), support and promote their use.
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	23	POLICY 23: CHANGE OF USE (AGRICULTURAL)
<p>Where planning permission is required proposals for the change of use from agricultural to storage (Class B8) will be resisted as these remove future potential employment land from the pool and have an adverse effect on the community caused by increased traffic volumes and access issues.</p>		

	24	POLICY 24: CHANGE OF USE
<p>Proposals for redevelopment and change of use requiring planning permission (i.e. outside of Permitted Development Rights) will be supported, subject to the following conditions:</p> <ul style="list-style-type: none"> • proposals for redevelopment or change of use of land or buildings in the Parish from retail as identified in use classes A1, A3, A4 and A5 of the Town and Country Planning (use classes) Order 1987 (as amended) to other business uses as identified in classes A2, B1, B2, B8 and C1 will only be permitted if the existing site is no longer economically viable and, • the site has been marketed for freehold or leasehold at a reasonable price for at least a year without restriction. 		

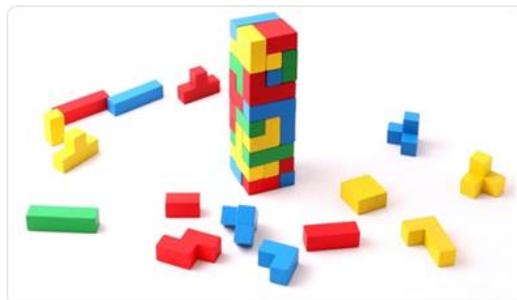
Objective	E3	Encourage low impact new employment opportunities
<p>Growing employment from new and existing employment sites is a key factor in the prosperity of a community. A shortage of employment premises in the countryside has created a pressure for a more flexible approach to accommodate diversification and construction.</p> <p>X-ref: AONB Management Plan; section 5.2.4 Rural Economy & Services and South Devon AONB Planning Guidance; section 8.5</p>		

	<p>25</p>	<p>POLICY 25: EMPLOYMENT AND ENTERPRISE</p> <p>Proposals that meet the needs of the community, bringing new jobs to the Parish and enhance the character, viability or vitality of the area will be permitted provided that they would:</p> <ul style="list-style-type: none"> • not involve the loss of dwellings • contribute to the character and vitality of the local area; responding well to its local context, reinforcing local distinctiveness and not detracting from the community • be well integrated into and complement existing clusters of activity • protect residential amenity • not adversely impact upon road safety and, • satisfy all noise abatement requirements
	<p>26</p>	<p>POLICY 26: TOURISM</p> <p>Proposals that bring forward land for use as high-quality small touring caravan and camping sites within the Parish will be encouraged as both these activities can help increase tourism revenue subject to these meeting the requirements of this Plan, as well as other relevant national and local Planning policies (where ‘small’ in this instance is defined as up to 20 pitches and ‘high quality’ is defined as family run, luxury sites).</p>
	<p>27</p>	<p>POLICY 27: TOURING SITES CONVERSION</p> <p>Conversely, the conversion of touring sites into more permanent sites – for lodges or additional static caravans, is not encouraged by the Plan and proposals for such are likely to be resisted as comprising “development creep”.</p>
	<p>28</p>	<p>POLICY 28: DESIGN OF EMPLOYMENT SITES</p> <p>Sustainable rural business and farm diversification initiatives will be supported where these maintain or enhance the special qualities or distinctive landscape character of the AONB and contribute to employment and prosperity. In addition:</p>

- development must not exacerbate flooding and must deal satisfactorily with waste, emissions and effluent
- development should have no undue adverse effect on residential amenity through noise, vibration, smell, smoke, dust, fumes, lighting, litter, traffic and other disturbance, including consideration of hours of operation and,
- buildings should not breach the ridge-line/sky-line and, where appropriate, should be cut into the land to minimise their visual impact.



COMMUNICATIONS, INFRASTRUCTURE & TRANSPORT/GETTING AROUND



There is heavy reliance on the car in our Parish and you view improvements to public transport as important. Because of this dependence on cars parking issues are also highlighted with many of you identifying a number of Parish hot spots: Cumber Close of course “*Cumber close is a nightmare*”, Collaton Road “*resembles a formula one race track*” and around the school and Post Office. Inconsiderate parking around the Pound and the Church also feature. Speeding traffic and poor drivers come in for a huge amount of criticism together with the volume of traffic on the lanes (especially in peak season) and the volume, size, speed and frequency of the agricultural vehicles. You suggest our reliance on cars might be diminished if there was better (more convenient and/or improved) public transport, more local shops (financially viable?) and a community bus. Car share/clubs actually received little support (are they simply not practical in a rural area where people travel in different directions and times for work?). There was some call for improved cycle routes – and, in response and as a starter for ten, the existing route is now routinely cut by the Parish Council.

Any new housing within the village therefore needs to look at and include possible traffic calming measures (although this has to be cross referenced with what Devon County Council advise as over engineered roads are said to have detrimental impact on air quality), improvements to public transport, parking and the mitigation of the effects of additional residents and their cars. We believe that access roads through any development should be considered as part of the living space and a common area for the community, equal to the amenity spaces and footpaths. Through effective design we want streets that are genuinely pedestrian friendly and where worries about personal safety or that of small children are alleviated. New roads should not become racetracks! We understand that only standard speed limits can be applied in new developments, not least because there is little way of enforcing a 20mph limit. So any design needs to be such that speeds are limited naturally.

In our questionnaire we said “There will be development in Malborough” and we asked you where you think it should be. With any new development comes pressure on existing services and a need to fully integrate that development with the existing settlement(s) by means of easy access. 70 responders (out of 140) supported small developments around the edge of the village. Comments received included:

- I think it is important that development takes place within easy walking distance of the village centre to encourage business & community
- Use brownfield sites and encourage infill within the existing village curtilage
- Fill in and not ribbon development
- Great reluctance to change present village boundaries

We know there is a real wish to retain our 'village feel'. Any new development should be well integrated with the rest of the village and where such access already exists this should be upgraded and enhanced. With any new build it is important that access to other parts of the village is freely available and not restricted – pedestrian and vehicular.

We also know that we need to ensure that facilities are developed in tandem and match demand. Not only the access issues outlined above but also communications, shops etc. a throw-away line but one that needs careful encapsulation into Planning policies.

Our **EVIDENCE BASE** had you despairing of your mobile phone signals and 56% of 114 respondents who answered this question rated their broadband as poor, very poor, atrocious, non-existent or variable! More of you would work from home or locally if broadband was better. We know, and you have also all told us, that we need better broadband; our service at the time of the survey (and very often the lack of it) was inadequate. However, nationally there has been real progress in the last 18 months and Malborough village itself is now served by superfast broadband. The speeds in the outlying hamlets lag behind although upgrades are promised in the latter half of 2016. Given this, this Neighbourhood Plan does not seek to augment the national rollout of improvements to the communications network but will keep a watching brief and urge the community to be proactive in its demands for improvements. To keep you fully informed the most up to date report we have of this Broadband rollout throughout our Parish reads *"Parts of your postcode are soon to be fibre enabled by the Connecting Devon and Somerset programme (the related cabinets and their estimated activation dates shown below). Once your postcode becomes live you will need to check with an internet service provider (ISP) in order to determine which cabinet you are connected to. They will also be able to conduct a line check to see if a fibre service is available at your premise; as well as gain an estimate for the potential line speed. Note that activation dates may change. Cabinet Statuses SUTTON CROSS 7 – By Dec 2016. Unfortunately complications were encountered when upgrading the vital supporting infrastructure set to serve SUTTON CROSS 7, delaying the project. We apologise for the inconvenience caused. Please note: In addition to the cabinets listed above, further survey work is Planned for these postcodes between: Apr 2016 – Sep 2016...."* We also have to note that Not all premises within a postcode marked as live may be able to access a fibre service, rollout information is provided at postcode and not premise level. For further information please go to: <https://www.connectingdevonandsomerset.co.uk/>

Our Action Plan for Communications & Transport, embodied in our **EVIDENCE BASE** and **PARISH PLAN** is to:

- Make road crossings safer
- Investigate parking solutions for Cumber, West end of village and Collaton road and ensure all new developments have adequate parking.
- Encourage schemes to reduce heavy traffic through village
- Investigate ways to curb speeding, improve signage and crossing safety.

All of these are and will continue to be under discussion with Devon County Council (Highways) to determine what can and cannot be implemented, and what the best solutions to identified problems are.

We also need to:

- Communicate with bus companies re timetables, services to Cumber and connections with other services
- Ascertain whether mobile phone masts can be adjusted to give better local coverage

To this we now add the following objectives:

OUR OBJECTIVES HERE AND THEIR ENABLING POLICIES ARE:

Objective CIT1 To ensure that all new development enhances access to, and future proofs, local services

Context: Through effective design streets must be genuinely pedestrian friendly and where worries about personal safety or that of small children are alleviated. They should be twisted so the road itself is not a racetrack, the design being such that speeds are limited naturally.

Policies 29, 30 and 31 will require close liaison with Devon County Council Highways.



29

POLICY 29: RESIDENTIAL STREETS & ACCESS ROADS

Residential streets and access roads should be designed to be part of the living space. Where possible a common area for the community, equal to the amenity spaces and footpaths should be provided. Proposals to protect and mitigate against the impact of traffic within residential and community areas will be supported. Such proposals may include:

- traffic calming and gateway treatments to deter through traffic
- layout and arrangement of access and egress that minimise

		<p>the impact of additional traffic</p> <ul style="list-style-type: none"> • shared space treatments to create ‘home zones’⁷ • temporary use of streets as social space, for example play streets.
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Objective	CIT2	To ensure that any new housing has good pedestrian access into the village and good connections with existing facilities and housing stock
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	<p>30</p>	<p>POLICY 30: SUSTAINABLE TRANSPORT</p>
		<p>Development, as appropriate to its scale and location, should include proposals which enhance the attractiveness of walking, cycling and public transport within Malborough village.</p>

	<p>31</p>	<p>POLICY 31: ACCESSIBILITY FOR ALL</p>
		<p>Proposals that improve the accessibility of Malborough for all sectors of society including the elderly and disabled will be supported.</p>

Objective	CIT3	To ensure that car parking within the village is sufficient and supports the viability of the village centre
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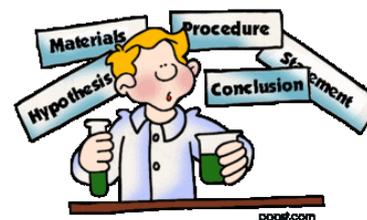
Context and Aspiration: : It is an aspiration of the Parish, brought forward from consultation with the Village, that each dwelling should have an allocated 2 parking spaces and these should be near to/within easy access of the property. X-ref: Policy 5 which requires that dwellings should have sufficient allocated parking spaces to meet adopted parking standards and that these should be near to /within easy access of the property.

This Plan strongly advocates that parking spaces, and garages, need to remain, in perpetuity, with a property and should not be allowed to be sold off.

This Plan goes on to encourage developers to put forward proposals which provide for additional and landscaped provision for visitor, works vehicles and community parking.

⁷ A **home zone** is a living street (or group of streets) which is designed primarily to meet the needs of pedestrians, cyclists, children and residents and where the speeds and dominance of the cars is reduced.

IN CONCLUSION



This is Malborough's Plan and one that now has to be voted on by you. Apologies but this Plan is not the most riveting of reads in that any Neighbourhood Plan, once made, forms part of the statutory Local Development Plan for the area and therefore needs to contain policies against which development proposals will be considered. These policies provide, we hope, a clear indication of how a decision maker (ie: SHDC as our Planning Authority) should react to a development proposal.

We, the Forum, have tried to include supporting text that explains the intention behind the policies but realise that many people will not have the time, or inclination, to read this detailed document in full (along with the previously published **EVIDENCE BASE & PARISH PLAN.**) Our **EXECUTIVE SUMMARY** is thus a concise version of the Plan that sets out the aims, main themes and general direction of policy and can be found at the beginning of this document on page 5.

This Plan has taken account of your feedback to Malborough's consultation draft and has been submitted to SHDC. South Hams District Council was then responsible for checking that the submitted Neighbourhood Plan (this Plan) had followed the proper legal process. SHDC subsequently publicised the Plan (with another six week consultation) and organised an Independent Examination. In turn, the Examiner suggested some modifications and concluded that, subject to the recommended modifications being made, the Plan could proceed to Referendum. SHDC have since assured themselves that we have incorporated these modifications in the Plan and have now arranged the Referendum (your chance to vote).

This Neighbourhood Plan, if adopted by you the Parishioners of Malborough, gives the Parish a greater say over its future. It cannot stop development but it can ensure it is of the right type, in the right place at the right time. The process to get here has been long and tortuous and consultation fatigue had to be a real concern as we headed towards the finishing line. However it is....

**YOUR FUTURE
YOUR VOICE
YOUR PLAN**

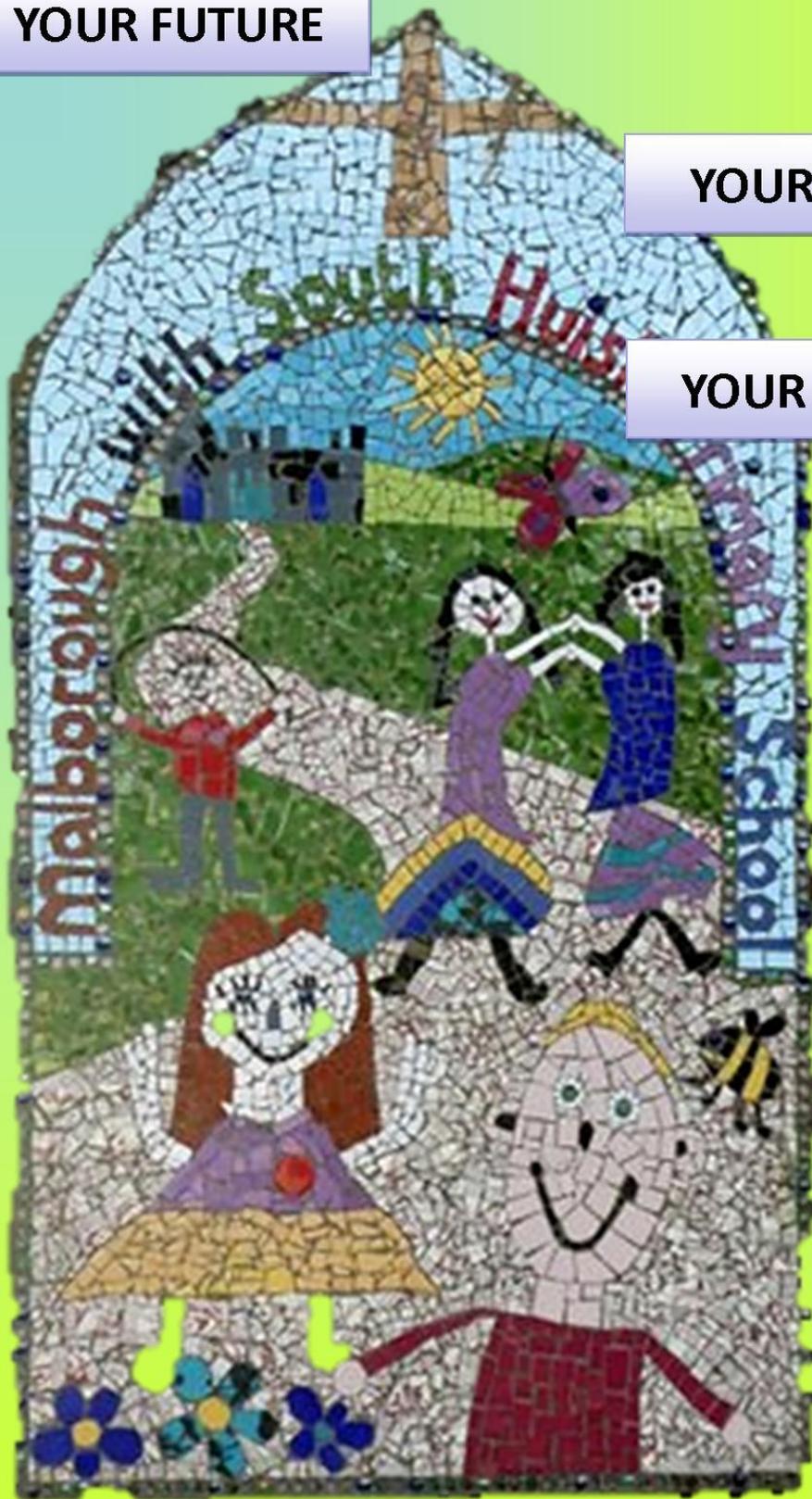
....please take the time to consider it now and VOTE to adopt it – a YES vote – or reject it – a NO vote.

Thank you! *Malborough's Neighbourhood Planning Forum*

YOUR FUTURE

YOUR VOICE

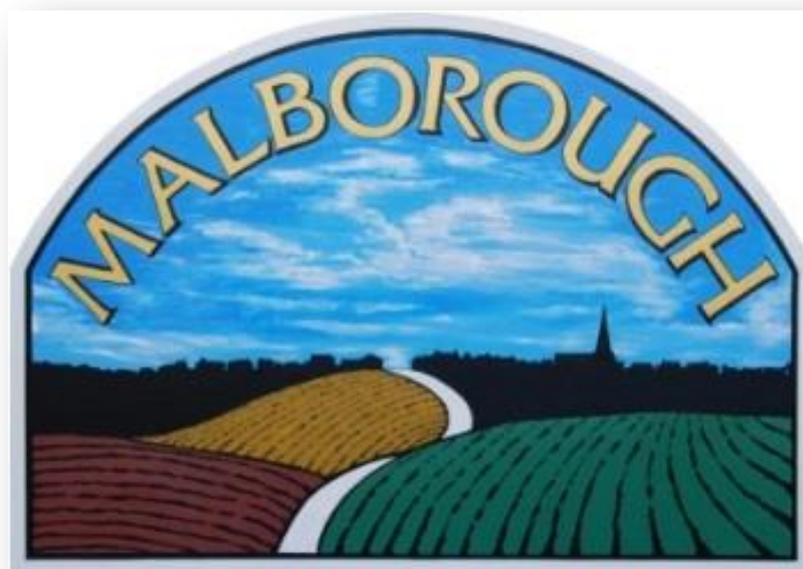
YOUR PLAN...



...YOUR VOTE

Key of Acronyms:

AH	Affordable Housing	MPC	Malborough Parish Council
AONB	Area of Outstanding Natural Beauty	NPPF	National Planning Policy Framework
C&SB	Custom and Self Build	ONS	Office for National Statistics
CIL	Community Infrastructure Levy	PD	Permitted Development
CSH	Code for Sustainable Housing	SHDC	South Hams District Council
DCC	Devon County Council	SHLAA	Strategic Housing Land Availability Assessment
HNS	Housing Needs Survey	SWW	South West Water
ISP	Internet Service Provider		





Malborough's Neighbourhood Planning Forum

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YOUR PLAN 2014 - 2034



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