

DARTMOOR NATIONAL PARK AUTHORITY  
DEVELOPMENT MANAGEMENT COMMITTEE

6 November 2020

APPLICATIONS FOR DETERMINATION BY THE COMMITTEE

Report of the Head of Development Management

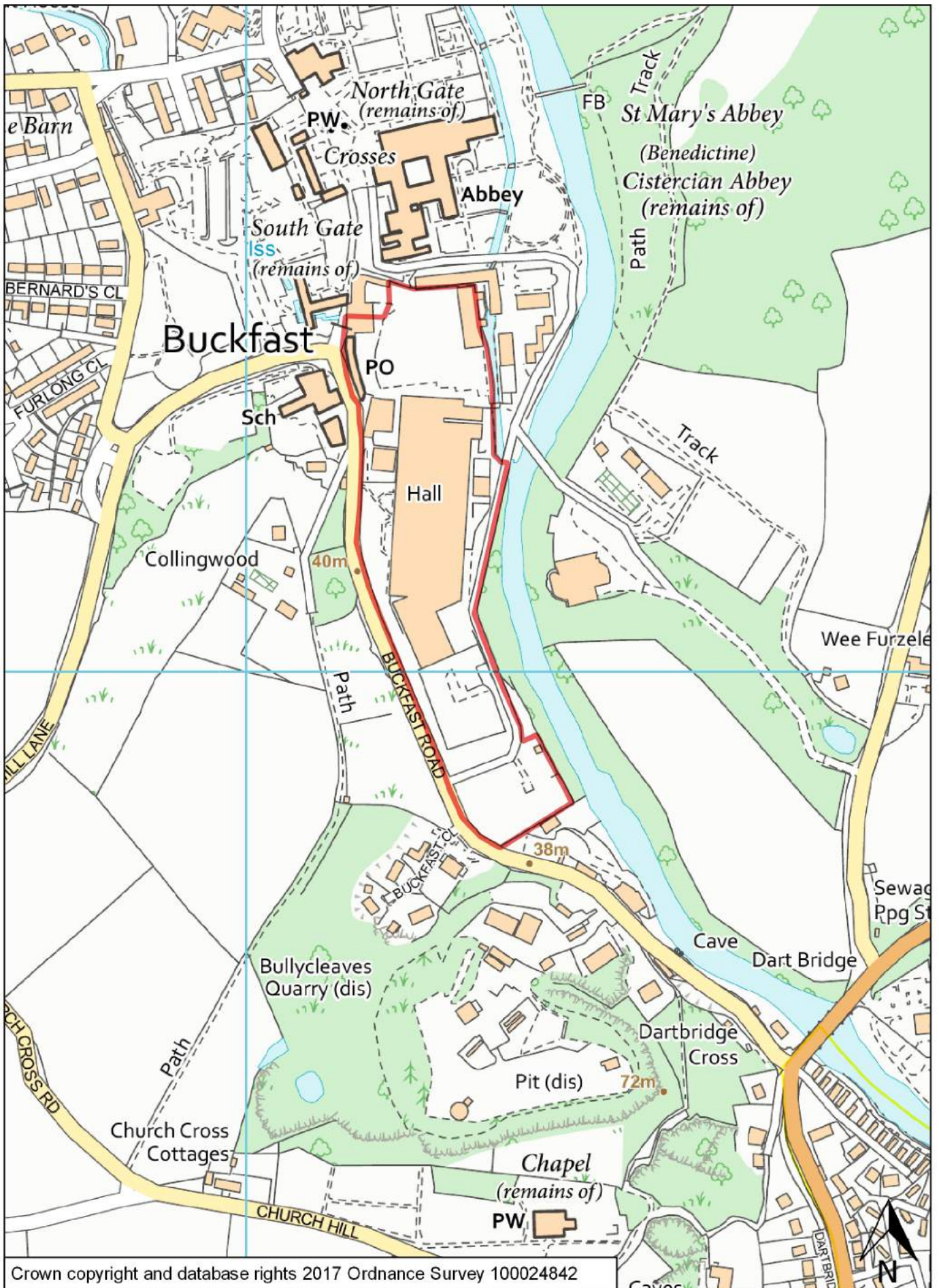
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# 0300/19 - Lower Mills, Buckfastleigh



Scale 1:4,000



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**1. Application No:** 0330/19 **District/Borough:** Teignbridge  
**Application Type:** Full Planning Permission **Parish:** Buckfastleigh  
**Grid ref:** SX 7416 6708 **Officer:** Christopher Hart  
**Proposal:** Mixed use development involving: demolition of community hall, part demolition of existing factory buildings and retail floorspace; construction (through the conversion of existing buildings and new build) of a care village (use class C2) comprising 124 extra care units, a 60 bed care home, a 32 bed dementia care home and a communal facilities hub; change of use of former factory building for the re-provision of a 230 sq.m (GIA) community hall (use class F2(b)) and extended retail provision providing 120 sq.m (GIA) of additional floorspace; and associated open space, landscaping, car parking and access works.  
**Location:** Lower Mills, Buckfast Road, Buckfast  
**Applicant:** Buckfast Abbey Trustees  
**Recommendation:** That subject to:

- (i) the detailed planning conditions as set out in appendix 2; and
- (ii) the completion of a s106 legal agreement following the heads of terms set out in appendix 3;

permission be **GRANTED**.

## **1. Introduction**

- 1.1 The site is located in Buckfast, 1km (0.6 mile) north east of the centre of Buckfastleigh on the western bank of the River Dart.
- 1.2 Immediately to the north of the site is Buckfast Abbey, a Benedictine Abbey which contains the Abbey Church of St Mary and a range of monastic buildings, plus a conference centre, catering facilities, offices and workshops, gift shops and gardens. A number of the nearby buildings within the Abbey complex are listed Grade II and II\*, with some of these also having designations as scheduled ancient monuments.
- 1.3 The site is bounded to the east by the River Dart, beyond which lies open agricultural land. To the east, on the opposite side of the river, lies the Buckfast Tonic Wine manufacturing plant and the Abbey's garden department.
- 1.4 To the west is Buckfast Road, which provides access to the site, the A38 and the town of Buckfastleigh. Beyond Buckfast Road lies St Mary's Catholic Primary School.
- 1.5 The site covers an area of 3.89ha of previously developed land, formerly occupied by the Axminster Carpets Spinning Mill, now part of the wider Buckfast Abbey estate. It contains a range of industrial/commercial buildings of varying sizes and ages, the largest of which is the former spinning mill building in the centre of the site, dating from the late 1980s.

- 1.6 This building has a footprint of over 10,000 sq m, which is currently let on a short-term lease to a distribution company, with three employees. A large factory building, with a footprint of approximately 4000 sq m, has recently been demolished.
- 1.7 The site also contains a vacant mill building, a block of retail units, (occupied by a barbers and a farm shop), and a building which incorporates a post office, carpet store and the former mill canteen. Some of these buildings are undesignated heritage assets.
- 1.8 The existing Southpark Community Centre is included within the application site.
- 1.9 The site also includes two storage tank compounds, three vehicular access points off Buckfast Road, one of which also provides access to the adjacent Buckfast Abbey, and various areas of car parking.
- 1.10 A number of houses are situated to the south west of the site, on Buckfast Close, and to the south east is the Abbey Inn public house.
- 1.11 Members of the Development Management Committee undertook a site inspection at Buckfast Abbey on 18 September 2020 to consider the details of the application. Notes of that meeting are contained in appendix 4 to this report.
- 1.12 The application is presented to the Development Management Committee as it is EIA Development and a major planning application.

## **2. Relevant Planning History**

<b>0662/15</b>	Demolition of former spinning mill - Prior Approval Granted 12/01/2016
<b>0205/10</b>	Construction of four works department buildings with a link to St Anthony's building; replacement hydro power installation and new power house station; associated parking, storage enclosures and landscaping - Grant Conditionally 02/08/2010
<b>0410/08</b>	Construction of tonic wine production facility - Grant Conditionally 29/04/2009
<b>0336/04</b>	Construction of new service access road and Abbey visitor parking and associated works - Grant Conditionally 02/07/2004
<b>0337/04</b>	Re-development of Peninsula area to locate all existing light industrial (B1) uses within existing and proposed new buildings, and construct new service access - Grant Outline Conditionally 02/07/2004
<b>5/32/003/97/03</b>	Workshop 1; Remove existing side and roof cladding and replace with profiled metal cladding. Workshop 2: Remove existing lean-to roof and extend upwards. Convert workshops to form new dye house - Grant Conditionally 24/02/1997
<b>5/32/102/93/03</b>	Extension to form laboratory office and store - Grant Unconditionally 28/05/1993
<b>5/32/161/92/03</b>	Temporary 3 year siting of receiving tanks for wine - Grant Conditionally 05/11/1992
<b>05/32/3112/88</b>	Overflow car park - Grant Conditionally 02/12/1988
<b>05/32/2337/87</b>	Extension of manufacturing area - Grant Conditionally 21/12/1987

- 05/32/1367/87** Partial demolition of existing public toilet block, extension and reconstruction to form community hall - Grant Conditionally 03/09/1987
- 05/32/2313/86** Proposed overflow car park for visitors to Buckfast Abbey - Grant Outline Conditionally 07/11/1986
- 05/32/2314/86** Tonic wine plant building and visitor centre - Grant Outline Conditionally 07/11/1986
- 05/32/2315/86** Proposed new entrance from Buckfast Road - Grant Unconditionally 07/11/1986
- 05/32/2317/86** Extensions of existing buildings for manufacturing - Grant Outline Conditionally 07/11/1986
- 05/32/0199/85** New entrance to existing shop - Grant Unconditionally 04/03/1985
- 05/32/0040/84** Erection of gates to car park - Grant Unconditionally 02/04/1984
- 05/32/2680/83** Erection of new buildings to form carpet retail sales/store area with staircase link and retail sales and storage area over - Grant Conditionally 03/02/1984
- 05/32/1238/83** Change of use from café to social club - Grant Conditionally 28/07/1983
- 05/32/1239/83** Temporary use of barn as ice cream, soft drinks, tea and coffee sales point - Grant Conditionally 01/07/1983
- 05/32/0425/83** Gift shop and tourist facilities, offices and storage - Grant Conditionally 08/04/1983
- 05/32/0034/83** Continuation of existing caravan park - Grant Conditionally 11/03/1983
- 05/32/0228/82** Extension of existing parking area for touring caravans in public car park - Grant Conditionally 15/02/1983
- 05/32/2547/82** Car and coach parking - Grant Conditionally 08/02/1983
- 05/32/2787/81** Car park, access road, pedestrian access ways, sales area for Abbey produce and tea garden, change of use of existing buildings to guesthouse, restaurant, tea rooms, wine bar, kitchens, information centre and public conveniences - Grant Conditionally 14/04/1982
- 05/32/2414/81** Replacement of existing factory building housing carpet yarn drying and cone winding - Grant Unconditionally 04/12/1981
- 05/32/2267/81** Proposed siting of portaloo units at rear of existing toilet block to provide additional facilities - Grant Conditionally 06/11/1981
- 05/32/2780/80** Proposed erection of extension to existing reception office - Grant Unconditionally 30/01/1981
- 5/32/1160/80** Modification to external elevation of shop - Grant Conditionally 06/06/1980
- 05/32/1531/79** Extension of existing car park - Grant Unconditionally 07/09/1979
- 05/32/2257/78** Extension of Buckfast Caravan Park to improve recreational and car parking facilities without increase in number of caravan sites - Grant Conditionally 18/01/1979
- 05/32/1702/78** Erection of new boiler house chimney - Grant Conditionally 03/11/1978
- 05/03/2307/32** Conversion from disused cottages to ground floor shop and first floor offices - Grant Conditionally 11/02/1977
- 5/2/1308/32/4D** Change of use of five disused cottages to a shop for the sale of carpets and offices for the factory - Grant Conditionally 14/11/1975
- 5/2/1141/32/3D** Office and camp shop - Grant Conditionally 11/07/1975

### 3. Relevant Development Plan Policies

#### **DNP Core Strategy Development Plan Document (2008)**

<b>COR1</b>	Sustainable Development Principles
<b>COR2</b>	Settlement Strategies
<b>COR3</b>	Protection of Dartmoor's special environmental qualities
<b>COR4</b>	Design and sustainable development principles
<b>COR5</b>	Protecting the historic built environment
<b>COR6</b>	Protecting Dartmoor's Archaeology
<b>COR7</b>	Providing for the conservation of Dartmoor's varied plant and animal life and geology
<b>COR8</b>	Meeting the challenge of climate change
<b>COR9</b>	Protection from and prevention of flooding
<b>COR10</b>	Small scale renewable energy
<b>COR11</b>	Retaining tranquillity
<b>COR12</b>	Meeting the need for local infrastructure, community facilities and public services
<b>COR13</b>	Providing for high standards of accessibility and design
<b>COR14</b>	Meeting the infrastructure requirements of new development
<b>COR15</b>	Providing for limited new housing to meet local needs
<b>COR16</b>	Meeting the needs of vulnerable groups and those with special needs
<b>COR17</b>	Promoting increased health and well-being
<b>COR18</b>	Providing for sustainable economic growth
<b>COR19</b>	Dealing with proposals for tourism development
<b>COR21</b>	Dealing with development and transport issues in a sustainable way
<b>COR24</b>	Protection of water resources

#### **DNP Development Management & Delivery Plan Document (2013)**

<b>DMD1a</b>	Presumption in favour of sustainable development
<b>DMD1b</b>	Delivering National Park purposes and protecting Dartmoor National Park's special qualities
<b>DMD2</b>	Major Development
<b>DMD3</b>	Sustaining the quality of places in Dartmoor National Park
<b>DMD4</b>	Protecting local amenity
<b>DMD5</b>	National Park Landscape
<b>DMD7</b>	Dartmoor's built environment
<b>DMD8</b>	Changes to Historic Buildings
<b>DMD9</b>	The re-use and adoption of historic buildings in the countryside
<b>DMD10</b>	Enabling development
<b>DMD11</b>	Demolition of a listed building or local heritage asset
<b>DMD13</b>	Archaeology
<b>DMD14</b>	Biodiversity and geological conservation
<b>DMD15</b>	Renewable energy
<b>DMD16</b>	Hazardous installations, substances
<b>DMD17</b>	Development on contaminated land
<b>DMD19</b>	Sustainable Communities
<b>DMD21</b>	Residential development in Local Centres
<b>DMD22</b>	Residential development in Rural Settlements

- DMD23** Residential development outside Local Centres & Rural Settlements
- DMD31** Provision of new recreational and leisure facilities
- DMD38** Access onto the highway
- DMD40** Parking provision - Residential
- DMD41** Parking provision - Non Residential

#### **4. Main Issues and Consultee Responses**

To aid comprehension the main issues and summary of consultees responses have been split into specific appendices at the end of this report as follows (click on each to open hyperlink):

- Appendix 1** Orientation plan
- Appendix 2** Planning Conditions
- Appendix 3** Draft s106 legal agreement Heads of Terms
- Appendix 4** DNPA Site Inspection Notes
- Appendix 5** Flood risk/Drainage (Environment Agency/Devon County Council (Lead Flood Authority))
- Appendix 6** Transport Assessment
- Appendix 7** Highway issues (Highways England/Devon County Council (Highways))
- Appendix 8** Ecology (Natural England/DNP Ecologist)
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#### **5. Representations Received**

- 5.1 Five letters of representation have been received following the public consultation exercise. A summary of the points raised is contained in Appendix 18.

#### **6. Town Council Comments**

- 6.1 The Buckfastleigh Town Council has been consulted on the application and subsequent revisions during its consideration. A detailed summary of its concerns is contained in Appendix 17.

## **7. Vision Statement**

- 7.1 The Buckfast Abbey Care Village would provide specific accommodation to meet a range of different care needs on a single site. The model of care envisaged is a mix of regulated care and extra care housing with communal facilities.
- 7.2 The proposed Buckfast Abbey Care Trust would provide care to residents of all dependency levels, including those who require nursing or dementia care. The extra care units would cater to people with lower dependency levels in a flexible and adaptable manner, with additional care and support available 24 hours a day, should it be needed.
- 7.3 The village will allow individuals to retain their independence for longer, arrange care and support if they need it and encourage people to access a positive range of onsite facilities. Whilst residents in the extra-care housing will have their own apartments, they can also get involved in the community through a wide range of clubs, activities and communal facilities.
- 7.4 The development and operation of Buckfast Abbey Care Village is a long-term commitment, to be delivered and managed by Buckfast Abbey, forming an integral part of the Buckfast Abbey Christian and charitable mission.
- 7.5 Partnerships arrangements with Devon County Council and the NHS are being explored. To compliment and aid any recovery plan and to enhance general fitness and mobility, the Buckfast Abbey Care Village will have a dedicated Allied Health team including Physiotherapists and a dedicated hydrotherapy pool.
- 7.6 The aim is to establish a domiciliary homecare team to support individuals living in the local community, in their own homes. This team will operate out of the village and will be fully registered with the Care Quality Commission. The care village will open its doors to local residents who wish to use the village's amenities, facilities and activities.
- 7.7 Twenty extra-care apartments will be provided at social housing rent or shared equity arrangements. A nomination process will be established with the local authority (Devon County Council).
- 7.8 The aim of the care village is to provide a range of living options to provide transitional care arrangements as needs change through the life cycle. It provides an adaptable environment where a range of care needs can be provided in one location. Interaction with the wider community is seen an important component – working two ways, with a domiciliary team providing outreach care and the specialist care village facilities available to the local community.

## **8. Scheme Details**

- 8.1 All units within the care village, including those proposed as extra care units, the care home and dementia unit and those within the community facilities hub, fall within Use Class C2 'Residential Institutions' – '*use for the provision of residential accommodation and care to people in need of care...*'. There is no element of Use Class C3 residential use within the scheme.



- 8.2 Extra care accommodation is defined as being '*purpose-built accommodation in which varying amounts of care and support can be offered and where some services are shared*'. There are a range of characteristics which extra care schemes typically display and which distinguish them from Use Class C3 dwellings. To qualify for Use Class C2 residents need to be in need of some form of care.
- 8.3 In this case the extra care units differ from Use Class C3 residential dwellings in the following ways:
- occupancy of apartments are subject to eligibility criteria; namely age and being in need of care
  - 24-hour on site professional care team provides support to people to live independently in their own homes.
  - self-contained accommodation, accessed via communal spaces
  - residents have access to range of communal areas and facilities (restaurant and bar, a wellness space containing a gymnasium and swimming pool, a hairdresser and a cinema)
  - residents of extra care apartments are provided with personal care, including assistance with bathing, dressing, eating (including nutritional advice and meal preparation) and medication. Domestic care such as assistance with housework, laundry and shopping can also be provided
  - communal activities can be provided to residents
  - apartments include specialised features, such as fully wheelchair accessible rooms, level threshold showers and a 24-hour alarm system
  - apartments are generally leasehold or rented with an overseeing management company
- 8.4 The care home and specialist dementia unit will provide a full care package for residents with individual en-suite bedrooms catering for specialist needs. Within each unit care will be provided around a homestead model, allowing residents to fully participate in their own care wherever possible with a variety of communal lounge, kitchen and breakout spaces to maximise interaction. Residents will be able to partake in all care village facilities and activities where appropriate.

## 9. **Breakdown Of Proposed Units** (see attached site plan at appendix 1)

- 9.1 The total floorspace of the proposed development is 31,562sqm (GIA), broken down as follows:

**124 extra care apartments** split into **five** blocks:

**Block A** - the existing Lower Mill building (an undesignated heritage asset) would be retained and converted to provide 18 extra care units plus a café, over three storeys. The unit breakdown is 8 x 1 bed apartments and 10 x 2 bed apartments.

**Block B** - a new build four storey block containing 54 extra care apartments (all with two bedrooms), one guest bedroom for visiting relatives and basement level car parking.

**Block C** - a new build three storey block containing 36 extra care apartments (all with two bedrooms) plus communal facilities, with basement level car parking.

**Block G** - two new build blocks of two storeys, each block containing eight extra care apartments (16 apartments in total).

- 9.2 The apartments will be a mix of one, two and three bedroom units on a range of tenures (purchase, shared equity, social housing and market rate rental). Nomination rights for 20 apartments are to be offered to Devon County Council for allocation to eligible local residents with care needs (subject to control in perpetuity by legal agreement).
- 9.3 **Block D** - a central entrance and communal facilities hub (including restaurant, bar, craft workshops, swimming pool, hydrotherapy pool, small convenience shop, chapel/multi-function room, fitness suite, cinema/theatre/music room, hair salon and meeting rooms). Block D would have a 24-hour reception/concierge and the facilities would also be available to the public.
- 9.4 **Blocks E & F** - a 92 bed care home - including a specialist dementia care unit (32 beds), within two linked two storey buildings. The care home would offer multifaceted care provision that would ensure the medical, physical, emotional, psychological and spiritual needs of each resident. All bedrooms would have full en-suite facilities.
- 9.5 The majority of the proposed buildings are linked (all except **Block G**) to allow residents and staff to easily move between buildings whilst being fully protected from the elements.
- 9.6 Large areas of gardens and open space are proposed including; a main square with an events lawn, water features and ornamental planting; gardens with sensory planting, interactive planters and a variety of accessible spaces and paths for residents of the care/dementia home and contemplation space. The landscaped spaces provide opportunities for interaction, activity and recreation and quiet contemplation and would be accessible to all.
- 9.7 The retail facilities on site would be retained and a small amount of additional retail floorspace (120sqm GIA) would be provided through extensions to the existing buildings.
- 9.8 The Southpark Community Centre will be demolished with the facilities re-located to the converted former mill canteen building (230sqm). This allows for better access to the site and a new facility incorporating all existing uses.

## 10. Major Development Test

- 10.1 Paragraph 172 of the National Planning Policy Framework (NPPF) states that planning permission should be refused for major developments in National Parks except in exceptional circumstances and where it can be demonstrated they are in the public interest. This is reiterated in policy DMD2 of the Development Plan.
- 10.2 The determination of whether a proposal amounts to 'major development' is a matter of planning judgement to be decided by the decision maker. The definition is not synonymous with the definition of a 'major planning application'. Whether a proposal is 'major development' is a matter for the decision maker, taking into account the development's nature, scale and setting, and whether it could have a significant adverse impact on the purposes for which the National Park has been designated.

- 10.3 Assessing the application's impacts on Dartmoor's Special Qualities is an appropriate way of determining whether the development has significant adverse impact on Dartmoor National Park. Dartmoor's Special Qualities are defined in the Development Plan and Management Plan and include Dartmoor's landscape, biodiversity, geology, tranquillity, recreation opportunities, water quality, archaeology, culture, heritage and other defined features of public value.
- 10.4 It is acknowledged that the site is previously developed land which has historically been used for an intensive and mechanised industrial process. The significant scale and relationship of remaining buildings which utilise the majority of the site have been taken into account when assessing potential impacts of the scheme on the wider National Park. Having regard to the character, nature and scale of the proposed development, its juxtaposition to the Buckfast Abbey estate and Buckfast village, it is not considered to be major development in the context of paragraph 172 of the NPPF 2019 such that it would lead to harmful impacts on the National Park.

## **11. Environmental Impact Assessment**

- 11.1 The Town & Country Planning (Environmental Impact Assessment) Regulations 2017 have been applied to this application. The Authority provided a formal response to the applicant on scoping matters which informed the detailed Environmental Statement which accompanied the application.
- 11.2 The development constitutes a 'Schedule 2 – EIA Development' – *'an urban development project where the development includes more than 1 hectare of urban development which is not dwellinghouse development'*. It has been advertised and consultations undertaken on this basis.
- 11.3 The Environmental Statement assessed the following impacts:
- Cultural Heritage
  - Biodiversity
  - Landscape & Visual impacts
  - Water resources
  - Socio economic impacts
  - Human Health (inc construction)
- 11.4 These matters are described in detail in the statement and their potential impacts (inc cumulative impact with other known developments in the locality) are analysed in depth. This analysis has informed the detailed planning application, discussions and the mitigation measures outlined in the report. It informs the proposed conditions to be applied to the development.
- 11.5 The Authority is obliged to inform the Secretary of State concerning its decision on the application as part of these regulations.

## **12. Planning Policy/Development Plan Policies**

### **12.1 National Planning Policy Framework (NPPF) 2019**

12.1.1 Paragraph 8 of the NPPF sets out three objectives of achieving sustainable development, namely:

- a) an economic objective – to help build a strong, responsive and competitive economy..... by identifying and coordinating the provision of infrastructure;*
- b) a social objective – to support strong, vibrant and healthy communities, .... by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and*
- c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy'.*

12.1.2 Paragraph 118 recognises that substantial weight should be given to *'the value of using suitable brownfield land within settlements for homes and other identified needs, and support appropriate opportunities to remediate despoiled, degraded, derelict, contaminated or unstable land'* and should *'promote and support the development of under-utilised land and buildings...'*

12.1.3 *'Local planning authorities should also take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs'* (paragraph 121).

12.1.4 It goes on to state that *'Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities'* (paragraph 124). Paragraph 127 encourages development that will *'function well and add to the overall quality of the area'*; is *'visually attractive as a result of good architecture, layout and appropriate and effective landscaping.....sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities)'* and establishes or maintains *'a strong sense of place'*.

12.1.5 *'In determining applications, great weight should be given to outstanding or innovative designs which promote high levels of sustainability, or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings'*. (paragraph 131)

12.1.6 With regard to mitigating flood risk it recommends *'development in areas at risk of flooding should be avoided by directing development away from areas at highest risk (whether existing or future). Where development is necessary in such areas, the development should be made safe for its lifetime without increasing flood risk elsewhere.* (paragraph 155).

- 12.1.7 *'Development should only be allowed in areas at risk of flooding where, in the light of this assessment.....it can be demonstrated that: a) within the site, the most vulnerable development is located in areas of lowest flood risk, ..... b) the development is appropriately flood resistant and resilient; c) it incorporates sustainable drainage systems, ..... d) any residual risk can be safely managed; and e) safe access and escape routes are included where appropriate, as part of an agreed emergency plan'* (paragraph 193)
- 12.1.8 Paragraph 172 states that *'Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the highest status of protection in relation to these issues. The conservation and enhancement of wildlife and cultural heritage are also important considerations in these areas, and should be given great weight in National Parks.....Planning permission should be refused for major development other than in exceptional circumstances, and where it can be demonstrated that the development is in the public interest'*.
- 12.1.9 *'In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness'*. (paragraph 192)
- 12.1.10 Further, the Planning Practice Guidance ('PPG') provides that: *'Local planning authorities should ensure that health and wellbeing, and health infrastructure are considered ..... in planning decision making. Public health organisations, health service organisations, commissioners and providers, and local communities should use this guidance to help them work effectively with local planning authorities in order to promote healthy communities and support appropriate health infrastructure'*. (Paragraph 001)
- 12.1.11 The PPG goes on to suggest that information about *'the impact of a development on the demand for healthcare services ... should assist local planning authorities to consider whether the identified impact(s) should be addressed through a Section 106 obligation or a planning condition'* (Paragraph 004)

## **12.2 Dartmoor National Park Development Plan Policies**

12.2.1 The Development Plan is comprised of two elements;

- Core Strategy Development Plan Document (June 2008)
- Development Management & Delivery Plan Document (July 2013)

12.2.2 The documents should be read in conjunction with each other, where policy and supporting text are equally important. A list of the relevant policies is referred to above. Given that the development site is not specifically allocated for redevelopment, the application was advertised as having the potential to depart from the Development Plan. Having considered the application as a whole, including a review of the revised plans and documentation received as a result of necessary consultations, it is now considered to conform with the wider objectives

of the Development Plan. The following provides some further commentary on those that are specifically relevant to the consideration of this application;

- 12.2.3 Policies COR 1, DMD1a & DMD1b present a presumption in favour of sustainable development where this improves economic, social and environmental conditions, recognising the wide variety of elements that come together to achieve that goal. The policies are underpinned by National Park Purposes and are aimed at protecting the special qualities of Dartmoor. The application has addressed the objectives in the detailed Environmental Statement and through its design stages, recognising an opportunity to redevelop and enhance a previously developed site while mitigating the impact on National Park interests.
- 12.2.4 Policy DMD2 gives the Authority's position on major development proposals. The development is not considered to be contrary to the objectives of this policy.
- 12.2.5 It is recognised that, within the settlement strategy outlined in policy COR2, the site lies on the edge of the Rural Settlement of Buckfast, where development opportunities would normally be limited to small scale growth. However, it states that *'the re-use of previously developed land will be a priority where this is compatible with other planning considerations'*. The proposed development conforms to this principle.
- 12.2.6 Policies COR3, COR4 and DMD4 are concerned with protecting and enhancing the quality of place through the preservation of existing features and the encouragement of design quality that respects all aspects of amenity and provides an attractive living environment. The design pays attention to these objectives, mitigating impacts on existing residents and improving life quality for potential residents. The quality of build, recognition of the historic environment and distinctive qualities of layout, form and space are pre-requisites of policies COR5, COR6, DMD7 and DMD8 and are adequately addressed in the proposals. The requirement to undertake further archaeological investigation shows adherence to policy DMD13.
- 12.2.7 Health and well-being of communities requires a partnership approach to delivery to maintain healthy lifestyles and inclusion for residents and the community (policy COR17). Core Strategy Paragraph 5.11.5 states;

*'Providing for the health and well-being of communities covers a wide range of initiatives; ...These services play an important role in improving the health and quality of life of individuals and communities and, along with NHS primary care trusts, in reducing health inequalities. In a sustainable community, people should feel safe and secure'*.

The development is predicated on providing improved quality of life, opportunities and social inclusion in line with these objectives.

- 12.2.8 Maintaining and enhancing biodiversity is an important aspect. Studies have informed the design approach. Where identified, mitigation measures to safeguard protected species will be incorporated into the scheme meeting the requirements of policies COR7 and DMD14.

- 12.2.9 Future sustainability and energy consumption is recognised as an important element of the build. The incorporation of high levels of insulation through a ‘fabric first’ approach, micro-renewable technology and the harnessing of hydro power to off-set carbon emissions addresses the expectations of policies COR8, COR10 and DMD15.
- 12.2.10 Transport impacts have been assessed. The proposal also includes alterations to access arrangements and addresses the parking needs of the development and those that may wish to access facilities. The development is designed to be highly accessible. These are all considered to be in accordance with policies COR13, COR21, DMD38 and DMD41.
- 12.2.11 Policy COR12 seeks to ‘*sustain and improve the range and quality of community services and facilities essential to the vitality of Dartmoor’s local communities*’. The wide-ranging benefits to the community at large are addressed in the report.
- 12.2.12 Addressing flood risk and drainage issues is fundamental to ensuring developments are located in areas of lowest risk and that they do not contribute to future problems. Policy COR24 seeks to avoid development that ‘*would risk harm to quality and yield of water resources*’, compromise contaminated land or hazardous installations (policies COR9, COR17, DMD16). Sustainable drainage solutions should be incorporated. The development has sought to mitigate these impacts.
- 12.2.13 Policy COR18 seeks to maintain and enhance employment opportunities through the retention and ‘*controlled expansion and development of existing businesses*’. In Rural Settlements and adjoining countryside these would normally be small scale. While the proposal is not small scale, it delivers on the requirement to enhance employment opportunities through the re-use of an existing employment site in a sustainable manner.

### **12.3 Allocation in emerging Dartmoor Local Plan (2018-2036)**

- 12.3.1 It is important to acknowledge that the site forms a proposed allocation in the emerging Dartmoor Local Plan 2018 – 2036. This Local Plan is emerging and not yet adopted. The draft allocation has limited weight in the planning application decision-making process, but it is nevertheless useful to understand the form of development considered acceptable.
- 12.3.2 The proposed allocation was developed through the Plan making process following its identification as available and suitable for development in the Strategic Land Availability Assessment. That process has been ongoing alongside the consideration of the specifics of this particular application. The allocation states:

*“An area of land at the former Axminster Carpets works is identified for mixed use redevelopment to meet identified local needs. Development of this area may include:*

*a) A mix of around 40 homes, including an element of affordable housing and local needs custom and self build housing*

*b) Commercial uses comprising principally business and industrial uses (B1, B2 and B8), financial and professional services (A2), and assembly and leisure uses (D2)*

*c) A mix of residential care (C2) and appropriate uses, including an element of affordable housing”*

- 12.3.3 The application is in general accordance with the emerging policy, with exception of a housing (including affordable housing) Use Class C3 element. While the predominant use is Class C2 it contains a variety of ancillary uses (not in their own right), which have reference to employment (now Use Class E) and communal facilities (Use Class D2). The indicative density of development is also markedly different to that anticipated under this emerging policy. That would have been applicable to a C3 residential use development and is not strictly relevant to a C2 residential institution which would be expected to have a higher density.
- 12.3.4 The above is provided for information only. Members should have regard to the emerging policy however, it should not be the determining factor in considering this proposal. The draft policy received objections at the Regulation 19 consultation stage and, as such, should be given limited weight in determining this application.

### **13. Historic Environment**

- 13.1 The application site is situated to the south of Buckfast Abbey. Buckfast Abbey is a long-standing monastic complex, occupied as a religious site since 1018. Following the dissolution, the site returned to religious use in the late 19th century. An exiled Benedictine order set about rebuilding the monastery based on evidence of the earlier monastic complex. The Abbey, grade II\*, was built to a design by FW Walters on the foundations of the earlier Cistercian Abbey. It was consecrated and completed in the 1930s.
- 13.2 The proposed development is adjacent to the grounds of Buckfast Abbey and is most probably the site of the previous 11th Century monastic complex. The site therefore has specific heritage value. The continuous use of the site both for monastic and secular purposes over a thousand years affords the site evidential and historical values. The Abbey itself, with its distinctive use of Ham stone dressings, copper roof and grey limestone walling has aesthetic value and this is echoed throughout the abbey grounds. The use of stone as an architectural feature is a key design point and the contrasting brick colouring seen on Lower Mill to some extent echoes the colour of the Ham stone. Due to the continued monastic use and open public access the site also has communal value. The Abbey tower is a focal point being visible from a number of vantage points.
- 13.3 The River Dart runs adjacent to the development; and the weirs and leats reflect the historically industrial use of the site, as well as the possible medieval use of water on the earlier abbey site. Water was used as part of the industrial woollen processing and later to power the mills, while today an Archimedes screw to the rear of Lower Mills generates electricity.
- 13.4 The historic (unlisted) buildings on the site are as follows:



**Building A** – (Lower Mills) will be retained and refurbished as part of the development.

**Building H** was part of Higher Mill and will be refurbished as part of the development.

**Building J** was originally workers cottages, however little original material remains following rebuilding/conversion into a canteen in the 1960's.

- 13.5 Extensive archaeological research has been undertaken given the proximity to the monastic centre of the site. A further programme of detailed investigation is recommended if and when building works commence on the site. A watching brief would be appropriate to record any items of interest when modern structures are removed from the site.
- 13.6 The detailed design of the scheme seeks to mitigate impacts on the historic setting of the Abbey, ancient monuments and its listed structures. The important unlisted heritage assets are to be retained and adapted for suitable alternative uses. The proposed development is sufficiently distant from any of the designated assets so as not to have any direct and unacceptable impact. The setting of the Abbey from the southern aspect will be enhanced by the quality of the proposed development in strict contrast to the rather brutal and utilitarian appearance of the existing spinning mill complex.

#### **14. Flood Risk/Drainage/HSE/Contamination**

- 14.1 The majority of the site lies within Flood Zone 1. Areas of the site (the north eastern limits and the roads alongside the River Dart) are shown to be within Flood Zones 2 and 3. Site specific hydrological/hydraulic modelling has been undertaken to confirm flood levels/risk associated with fluvial flooding. The modelling confirmed that the majority of the site is outside of the 1 in 1000 year predicted flood level but that sections of the site adjacent to the leat and the River Dart are at high risk of fluvial flooding. During extreme flood events, the inundation of the site would be minimal.
- 14.2 In accordance with the sequential test, more vulnerable uses and new buildings have been located to areas that are at low risk of flooding. In Block A (the Lower Mill building), the basement would only be used for training, storage – no apartments would be located at basement level.
- 14.3 In terms of the lower ground floor car park, one access would be from the existing access road that runs along the eastern boundary adjacent to the River Dart. This access is below the design flood level and it is therefore proposed to include a demountable flood barrier that can be installed if needed. An alternative access/egress to the west of the site is proposed, which would remain flood free during an extreme flood event, ensuring safe access at all times. Other flood defences include a perimeter flood wall around the proposed service yard to the rear of the development.
- 14.4 The Flood Risk Assessment concludes that the site is at low risk from all other sources of flooding i.e. surface water, sewer, artificial sources and groundwater.
- 14.5 A detailed Sustainable Urban Drainage System (SUDS) has been designed to deal with surface water drainage across the site. This deals with expected storm

water flows together with roof and hard/soft landscaping run off. The system includes a variety of attenuated storage areas, permeable paving and uses planted areas to control discharged water to acceptable flow rates. These are modelled to show an overall decrease in run off to the River Dart where it is anticipated that potential flood risk issues will be reduced. Matters raised by DCC (Lead Flood Authority) have now been resolved. The maintenance of the drainage system is a key component to ensure it is futureproof. This will be controlled by reference to the maintenance schedule referred in the planning conditions.

- 14.6 South West Water has agreed that there is capacity within the main combined sewer to cope with foul drainage demand. The combined sewer, which runs across the site, will be diverted during the construction phase.
- 14.7 The applicant has been working closely with the Environment Agency (EA) to resolve issues raised in the initial consultation responses regarding the analysis of flood risk data and mitigation proposals. The indication is that the EA is now satisfied with the proposed measures (which are subject to planning conditions). Confirmation that its objection is now withdrawn is expected to be tabled at the meeting.
- 14.8 The Environmental Health Officer has noted the studies relating to existing and possible contamination of the site caused by previous uses. He has suggested planning conditions to ensure that any known and unanticipated contamination sources are adequately addressed.
- 14.9 The Health & Safety Executive has noted that a small portion of the extreme southern end of the site falls within the consultation zone of the protected site at Bullycleaves Quarry (propane store). The applicant has indicated that the emergency management plan will address any residual risk (along with flood risk management) to meet this concern.

## **15. Care Provision**

- 15.1 The applicant has commissioned research from Carterwood, a specialist firm of advisors on care provision, to carry out a detailed review of care needs and provision, firstly at a national level and then focusing in on Dartmoor, Teignbridge and the surrounding areas.
- 15.2 The review indicates that there is a strong need for care provision in the local area.
- 15.3 It states that the population of the UK is set to grow and age dramatically over the coming years. Government population projections for the over 85 age band, from which the bulk of care home referrals are drawn, are set to increase by 40% between 2011 and 2021, a trend that is set to continue. The rapid increase in numbers of 65-84 year olds is also likely to continue to drive demand for both non-residential care (such as extra care units), together with care home beds.
- 15.4 Changing demographics, which are leading to a much older and more dependent population, mean that the national requirement for the development of new elderly care home beds is growing, including existing care homes being closed where they can no longer meet stringent modern day requirements.

- 15.5 There is also a growing need for dementia care. With more people living longer, the number of people with dementia is also increasing rapidly, as dementia prevalence increases rapidly with age.
- 15.6 Carterwood reports that the number of care home bedspaces available in the United Kingdom declined from a 1995 peak until around 2007 (since then capacity has remained broadly static). In addition to this, around 30% of existing care home provision is not to the standard to meet the needs and expectations of today's elderly care home residents.
- 15.7 The assessment reports that the supply of extra care provision is limited, with need for a significant amount of extra care units in the coming years. Extra care accommodation has evolved in recent years to respond to a growing need for greater choice, quality and independence. There is a strong wish amongst the elderly to remain independent for as long as possible and extra care schemes are a middle ground between living in their own homes and full 24-hour residential care.
- 15.8 The All Party Parliamentary Group on Housing and Care for Older People's report on Rural Housing for an Ageing Population: Preserving Independence (Spring 2018). warns that increasing numbers of older people in rural areas will face a huge challenge to their independence and wellbeing as their homes become unsuitable for their needs. The report calls for development of 'extra care' housing 'hubs' in rural areas, bringing services for an ageing population together in a single location.
- 15.9 Carterwood's Assessment includes a review of Devon County Council's Adult Social Care Market Position Statement (2015), which shows that Devon has more people aged over 50 than the national average. The Statement recognises that there is a need for high-quality care home beds that provide care to people with nursing needs and those with dementia. The Statement also states that the supply of extra care housing should be increased.
- 15.10 Carterwood has undertaken a need assessment based on a market catchment area for the proposed care village and within the Teignbridge District Council authority area. Due to the location of the application site within Dartmoor National Park and on the edge of the authority areas for South Hams and West Devon, the Assessment goes on to assess the need for extra care units in these other areas.
- 15.11 This indicates that there are shortfalls of 656 private extra care units within the market catchment area and 563 units within the Teignbridge District area. These figures take planned units into account which are not currently under construction and might not ever be developed. With this in mind, a more realistic assessment indicates even larger shortfalls of 796 and 641 units, respectively. There is a critical undersupply of extra care accommodation.
- 15.12 Within the Dartmoor National Park catchment area, there is a significant lack of provision and an increasing shortfall of extra care units - 208 in 2021, increasing to 280 by 2031.
- 15.13 For the West Devon District area, there will be a shortfall of 274 extra care units in 2021, which increases to 378 by 2031.

- 15.14 For the South Hams District area, a serious undersupply of extra care provision is highlighted - 427 beds in 2021, increasing to 583 by 2031
- 15.15 Carterwood's assessment provides a detailed local demand and supply analysis of care home beds. It concludes that, given that the majority of planned bedspaces that have been identified show no signs of being constructed, the assessment of the balance of provision indicates large shortfalls of 110 and 298 market standard bedspaces for the local area and Teignbridge District area respectively.
- 15.16 Within the Dartmoor National Park catchment area, Carterwood's analysis identifies a large and increasing unmet need for market standard care home beds. The shortfall at 2021 is estimated to be 125, increasing to 265 by 2031. Looking at the West Devon District area, given the projected increase in population, a 170 bed shortfall is estimated for 2021, which more than doubles to 403 by 2031. In the South Hams District area, there is a particularly high shortfall of care beds (430 by 2021). This increases substantially to 744 beds by 2031.
- 15.17 In terms of dementia care bedspaces, best practice states that people living with dementia should be cared for within a specialist, dedicated dementia environment.
- 15.18 Carterwood's demand and supply analysis shows undersupplies of 110 and 406 market standard dedicated dementia beds within the local market and Teignbridge District Council catchment areas respectively (assuming all care homes with planning permission are developed), which provides a clear indication of the potential minimum shortfall of specialist dementia beds locally.
- 15.19 The report concludes that there is more than sufficient demand to support the 60 bed care home and the proposed 32 bed specialist dementia unit would help to address the strong need for additional dedicated dementia bed spaces.
- 15.20 The proposed care home would be capable of providing care to residents of all dependency needs, including those with higher dependency levels who require nursing or dementia care, within a specialist and secure environment specifically designed to cater for changing needs. The proposed extra care units would cater for people with lower dependency levels, with flexible and adaptable care provision available. Additional and emergency support would be available if required. The proposed care village would provide an environment that enables people with care needs to maintain their independence for as long as possible.
- 15.21 In its initial response the NHS (Torbay & South Devon NHS Foundation Trust) raised concerns about the long term impact the new development would have on the Trust's ability to provide services to those who live in the development and the community at large. Based on its projections of new residents, it had estimated that a development of 124 extra care units equates 248 new residents (based on an assumption of 2.4 persons per unit) and that the development will therefore generate 676 acute interventions over a period of 12 months. It requested consideration of a contribution of circa £91 000 towards provision of services to cover this shortfall.
- 15.22 In its response, the applicant has argued that the request for a payment by the local NHS Trust is based on a lack of understanding and awareness of what can

be achieved by the development of an extra care housing service at the Buckfast Abbey site. The reality is that a well managed extra care village is a source of value and support to the local community, that will ultimately reduce costs to the NHS Trust. The NHS Trust has subsequently reviewed its position and no longer wishes the Authority to pursue the requested contribution on its behalf.

- 15.23 Detailed discussions have also taken place with representatives from Devon County Council with regard to how the proposal fits in the overall strategy for care provision in the local and wider community. DCC are broadly in agreement with the aims of the development which will meet a variety of specified shortfalls in care provision at the local and district level. It will be directly involved in allocating residents to the 20 nominated extra care units and will work closely with the Abbey Trust to manage referrals to the care home/dementia unit. A detailed response to the elements of care provision is expected to be tabled at the meeting.
- 15.24 The Care Quality Commission has been consulted but does not wish to comment on the proposals until a provider applies for formal registration for the development.

## **16. Design Characteristics**

- 16.1 The site is relatively flat and measures approximately 450m in length, and is 110m wide at its widest point, which reduces to 70m at its narrowest. The linear nature of the site produces a 'chain development' where buildings are linked with a distinct 'mobility hierarchy' from north to south across the site. The majority of large industrial buildings in the central area of the site are to be removed. Those with heritage value (Lower Mill) and existing uses (retail elements) are to be retained.
- 16.2 The development is focused around key spaces including the proposed 'village green' or 'main square' and a central 'hub' containing communal facilities.
- 16.3 The 'main square' is bordered by St. Anthony's (Abbey Offices) to the north and 'Lower Mill' to the east. Block B encloses the southern side of this space. An access driveway links to the retail units and underground car parking. A hydro-electric turbine will be visible providing a source of power for the development. This space will be publicly accessible maintaining views to the Abbey tower and monks living quarters.
- 16.4 Block C, providing extra care apartments over three floors, runs in a north-south orientation. A series of garden spaces including stepped terraces reflect the change in level between the site, the service road and leat below. Activity spaces including a trim trail and outdoor bowls green are proposed in this location.
- 16.5 Progressing southwards - Block D has been designed to be the 'village hub' with communal facilities that serve both the Care Village and the wider community. A dedicated access and drop off point leads to the main reception area.
- 16.6 This is then linked to the care home (Block E) and specialist dementia facility (Block F) An enclosed walkway creates private garden spaces to these two buildings with an enclosed 'winter garden' enjoying an easterly aspect over the River Dart.

- 16.7 Block G is comprised of two blocks of extra care flats on the southern boundary of the site.
- 16.8 Those buildings to be retained as retail units, the community hall and post office will receive alterations and remodelling to improve their aesthetics to compliment the overall scheme.
- 16.9 Design features include;
- external balcony and roof terrace spaces
  - upgrading the public footpath alongside Buckfast Road to a shared surface cycle and pedestrian path.
  - secure cycle storage
  - a new footpath link through the site to the Abbey precinct
  - extensive landscaping and sensory gardens
- 16.10 The Lower Mill (Block A) is of brick and limestone structure under a slate roof, dating from 1769. It was historically powered from two leats – Lower Leat running directly from the River Dart and the Higher Leat originating from Holy Brook. There is evidence in the southern gable of the original water wheel. The building comprises four floors including a basement level.
- 16.11 Due to the risk of flooding, the basement level will be internally tanked and new sealed windows inserted facing onto the leat. This level will be used to house M&E plant, sprinkler tanks and for storage and staff training rooms. The ground floor will house a small café opening out onto the village green. A fully glazed atrium is to be placed on the western façade. Materials and finishes include white washing the existing elevation, new sash windows and new feature dormers allowing views over the leat towards the river. It shares design features successfully used in the Upper Mill on the northern part of the Abbey estate.
- 16.12 A new link enables direct access to Block B, clad in copper faced aluminium reflecting materials used on the workshop buildings on the opposite side of the leat. Block B is the tallest part of the development giving enclosure to the village green space. Accommodation is over four floors (plus basement level) and it contains 54 apartments arranged either side of a central atrium with balcony access. The atrium includes an indoor garden area and activities space. The elevations have a contemporary feel with projecting bays and balconies creating depth and solar shading. Dark window frames against render form part of the materials palette. A flat roof concealed behind a parapet allows for a green roof system and solar pv installation.
- 16.13 Block C incorporates 36 apartments over three floors. It is linked to block B and encloses spaces within the atrium for games such as snooker and table tennis and a child's play area for visiting friends and family. It features pitched, natural slate roofs with projecting elements of contrasting stone and cedar cladding. All apartments have private garden spaces (ground level) or balconies/winter gardens.
- 16.14 Block D is at a lower two storey height and contains the communal hub. The main entrance draws on an historic dove-cote theme with a large stone circular 'drum'

with vertical punched window openings and a conical copper clad roof. This building includes a reception area, office space for the care staff, a foyer lounge & library, the main restaurant with terrace overlooking the river. It includes a swimming pool, hydro-therapy pool, spa, sauna and steam room along with changing facilities. A series of craft workshops open onto a shared 'exhibition space'. On the first floor is a further bar, chapel/multi-purpose function room with a sanctuary, prayer room and sacristy. Additionally, there is a gym/fitness studio, physiotherapy/dance studio, physio and treatment rooms, a cinema along with hairdressers, barbers, a nail bar and toilet facilities.

- 16.15 The basement of block E contains the centralised laundry, plant and sprinkler tank rooms as well as the CHP plant room that serves the entire development. The service yard will house the refuse store and back-up generators for emergency use. The main kitchen will serve both the main restaurant as well as the two care homes. A feature in this position is the 'dove-cote' inspired double height, circular lounge and dining room on the north-western corner of the building.
- 16.16 The Care Home has 60 bedrooms split into 4 'homes' of 15 bedrooms each. It is accessed from a dedicated entrance between blocks E and F which provides direct access to the different care suites.
- 16.17 Block F is a specialist dementia care home and can be operated as either two suites of 16 bedrooms or split into dedicated 8-bedroom households. The building has been designed to allow for continual circulation with no dead-ends and features an open-plan lounge, dining area and household kitchen which opens onto a covered winter garden. The design of this winter garden draws upon the Abbey cloister style courtyard.
- 16.18 Blocks E & F have a distinctive 'saw tooth' roof profile, incorporate a mixed palette of stone feature walls with cedar shingles to the ground floor and copper faced aluminium cladding (vertical standing seam detail) to the first-floor bays.
- 16.19 Block G comprises of two individual smaller apartment blocks on the area of land to the south of the existing access road. The blocks are arranged to form an 'open-courtyard' style. The position of the southern-most block was amended during the design stages in order to maximise tree planting to the southern boundary – an important bat flight path between the road and river. The external finish these blocks continue the material palette used elsewhere.
- 16.20 Block H retains the existing retail units including a small Barbers shop, and a 'farmers market' accessed from parking facilities on the eastern aspect. A new extension is proposed to the eastern side of the existing building, allowing for the creation of up to three individual retail units, each with their own 'shopfront'.
- 16.21 Block J currently houses the village Post Office and a carpet retail showroom. There are no plans to alter this building. To the rear is the former factory canteen building. This will be refurbished to provide a replacement community hall to allow for the continuation of a wide range of community activities including short mat bowls, indoor garden shows, stained glass and craft making classes, bingo, dog training, table tennis as well as for hire for children's parties and music lessons and as a local polling station. Alterations include a new glazed entrance foyer, a main hall able to accommodate two 15m long roll-out mats for bowling. New toilet

facilities including an accessible W.C, large storage room, a new kitchen with serving access and a second meeting room to the rear. French doors on the eastern side will open onto a patio deck area.

- 16.22 The Design Review Panel were engaged to provide independent oversight of the initial plans for the development. These comments led to a review of the architectural styles of some units, in particular Blocks E & F and an assessment of some of the linkage routes for pedestrians around the development to emphasis sense of place, accessibility and reinforcement of important views into and out of the site.

## **17. Transport/Highways/Parking**

- 17.1 A detailed transport assessment has been carried out and forms part of the application documents. This has analysed the current and anticipated volumes and types of traffic which would result from the development. This reflects on the existing and permitted uses versus that which could be expected from the proposed use of the site. It concludes that the proposed level of development is unlikely to have an adverse impact on the safety of the highway network in the local area or generate impacts which might be deemed severe as defined by the NPPF. This includes an assessment of the impact on the trunk road network (A38).
- 17.2 Vehicular access to the proposed development would be from three points along Buckfast Road:
- at the southern end of the site, providing access to the main car park for residents and staff, for deliveries and servicing, maintaining access to the Abbey works/estate dept.
  - a central access point providing the main visitor access to be relocated slightly to the south of its current position, where the existing community hall is situated
  - using the existing access adjacent to the retail units to access the underground car park; widened and realigned by removing a section of the existing retail unit.
- 17.3 A total of 254 car parking spaces would be provided on-site (of which 139 would be underground and 115 would be surface spaces). 13 electric vehicle charging spaces will be located through the development.
- 17.4 The Highways Agency and Devon County Council (CEECD) concur that the traffic impacts are not considered to be unacceptable. Suitable conditions are proposed to ensure access and parking measures are adhered to.

## **18. Trees/Landscaping**

- 18.1 A Landscape and Visual Impact Assessment (LVIA) report has been carried out. This identifies landscape and visual receptors and the likely impact on character and visual appearance of the locality. It concludes that the site is part of the 'urban' Landscape Character Type (LCT7), where it is seen as part of the developed village of Buckfast. The site is considered capable of accommodating the proposed development without significant adverse effects to landscape character or visual amenity – an improvement on the current situation and where the proposed landscape strategy will mitigate against any perceived effects.



- 18.2 A tree survey has identified 18 trees with high landscape value. These include mature lime trees on the western (roadside) boundary. There are no TPO's covering the site. Trees which make a positive contribution to the layout have been retained wherever possible. Key trees along the boundaries will be retained. 10 trees in the centre of the site are to be removed – their loss would be compensated by planting new specimen trees.
- 18.3 A detailed Landscape Strategy provides a design code for hard and soft landscaping and lighting across the site. The scheme deals with a landscape strategy, circulation, lighting, external space layouts, public realm treatment, planting and ecological mitigation/enhancement measures. This compliments the layout of buildings on the site creating publicly accessible spaces, arrival points and intimate, sheltered private spaces for the range of residents. The planting schedule contains sensory planting to stimulate and provide appropriate habitat improvement. The establishment and maintenance of landscaped areas will be an important part of the integration of the scheme into the local environment. The Abbey already has a strong record in this respect and will utilise its existing estates team to ensure grounds are maintained to a high standard.

## **19 Ecology**

- 19.1 Eight species of bat have been recorded over the site, including greater horseshoe and lesser horseshoe, which are both Habitats Directive (1992) Annex II species. Given the diversity of bat species and the presence of rarer species, the site is considered to be of national/international value to bats.
- 19.2 The tree line beside the river to the east of the site, the dark area at the south of the site and the dark area beside the hedge/treeline along Buckfast Road are important commuting routes for greater horseshoe bats. The hedge and tree line beside the road to the west of the site is also used by foraging pipistrelle and noctule bats.
- 19.3 Swallows, house martins, pigeons and herring gulls nest in the buildings on the site and evidence of droppings and nests were found in most buildings.
- 19.4 No reptiles were found. The site is not considered to support reptiles.
- 19.5 No evidence of otters was found on the site, although it is known that they use the river. They are also likely to venture up the existing leat from the downstream end up to the hydropower apparatus.
- 19.6 No signs of badgers were found. They are not considered to be present on the site or affected by the proposed development.
- 19.7 Whilst there are records of great crested newt (GCN) from Higher Kiln Quarry in 2014. There is not considered to be any significantly suitable breeding or terrestrial habitat on the site and the proposal would not affect suitable GCN habitats outside of the site.
- 19.8 There are no records of dormice within 1 km of the site, however dormice are known to be in the wider area. The woodland and hedgerows bounding the site

provide suitable dormouse habitat. Trees within the site were isolated from any connecting habitat and were not considered to be suitable for dormice.

- 19.9 Detailed mitigation measures are included in the layout, design and lighting scheme to ensure there are no adverse effects on bat flyways. These include limiting external lighting to ensure dark corridors on the eastern river boundary and southern aspect of the site are maintained. The roadside tree boundary is also to be retained.
- 19.10 Natural England has been party to all discussions. The Authority is concluding its deliberations on the Appropriate Assessment required under the Habitat Regulations. It is anticipated that these will reach a positive conclusion which will be reported in detail at the meeting.

## **20 Representations**

- 20.1 The Buckfastleigh Town Council has presented detailed comments as set out in the appendix to this report. It is broadly supportive of the development proposal but raised a number of concerns in its initial and subsequent response to amended plans. These include; seeking to ensure employment opportunities are aimed at the local market (inc the encouragement of training/apprenticeships); ensuring facilities, including the community hall, are accessible and retained for the community; impact of retail on the existing town centre; links with Buckfastleigh and other development opportunities in the town; safeguarding Bats and whether there are opportunities to collect infrastructure contributions for other local projects.
- 20.2 Many of these issues have been debated and are aired in the commentary elsewhere in this report, specifically in relation to employment, the community hall and wider impacts. Specifically, given that the Authority does not operate a Community Infrastructure Levy (CIL) charging regime and that the development is not aimed at Use Class C3 (Residential) development, there is no opportunity to require monetary contributions unless there are specific identified shortfalls. No such issues have been identified. Given that the existing retail units are being retained (with a small scale extension in floor space) there is no requirement to undertake a Retail Impact Assessment. The limited retail/service facilities within the main buildings are aimed at the residents and not considered to have the potential to impact on the wider retail offer in the town.
- 20.3 The public consultation has resulted in five letters commenting on the application. The details are summarised in the appendix. Matters relating to historical/archaeological impacts, the future use of the community hall and impact on care provision are debated elsewhere in this report.

## **21 Summary**

- 21.1 The Axminster Spinning Mill and associated factory buildings formed an important link to Buckfastleigh's industrial heritage based on the wool trade. The demise of that business and its eventual consolidation elsewhere has resulted in an anomalous situation of a large vacant warehouse building and other purpose built specialist structures, some of which have already been removed from the site which, by their nature, have proved unattractive to new tenants. While it is a large

site its current operation does not replicate the scale and intensity of this former business. As a brownfield, previously developed area of land the principle of redevelopment is a sustainable option.

- 21.2 The site has a clear physical and historical association with other developments that form the core of the Buckfast Abbey estate on this riverside site. Its acquisition by the Abbey in 2013 offered the opportunity for a comprehensive and planned redevelopment following a masterplan approach rather than piecemeal development. The Abbey has worked with the Authority through extensive pre-application discussions to produce the application that now before us. While it has a clear central theme of care provision and, as a result, does not fully meet all of the aspirations of the future allocation in the draft Local Plan, it is a well-conceived scheme based on acknowledged local and regional needs at this time. It will have a positive impact on local and regional healthcare provision and a direct benefit to and integration with the local community in a variety of ways. Not least it will provide 20 nominated extra care units, but be a focal point for a domiciliary care team, provide access to other facilities for the positive management of health care conditions. Its facilities are intended to be available to the wider community – part of the Buckfast Abbey ethos but also giving the option for residents to engage with the Buckfast community. The retention of important local retail units and the refurbishment of buildings to form a modern and accessible community hall are added benefits.
- 21.3 While it is undoubtedly a large-scale development, its impact on wider National Park interests has been adequately addressed, both in terms of its impact on character and visual receptors, and found to be acceptable. Its impact must be measured against the existing site conditions. The high quality design approach has carefully considered the massing, scale and design to reflect the sensitivities of the site, providing a modern style and form which has sufficient references to Dartmoor vernacular materials and finishes so as to complement existing development in this location. It respects its historical context and, where necessary, suitable mitigation has been agreed to address impacts on flooding, ecology, transport, energy use, etc. It would provide substantial employment opportunities.

## **22. Conclusion/Recommendation**

- 22.1 As a well planned and comprehensive redevelopment proposal this scheme offers the opportunity to positively enhance this important site. Its high quality design compliments its sense of place. Members are recommended to grant planning permission subject to the completion of the legal agreement to define the development, the nomination rights to the 20 allocated extra care units and in accordance with the planning conditions as set out in appendix 2.

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Christopher Hart

- A. Lower Mill- Extra Care Apartments- 18 No.
- B. Extra Care Apartments (4-storey)- 54 No.
- C. Extra Care Apartments (3 storey)- 36 No.
- D. Communal Hub- Entrance / Restaurant / Leisure
- E. Care Home (2-storey)- 60 Bedrooms
- F. Specialist Dementia Unit (2 storey)- 32 Bedrooms
- G1/G2- Extra Care Apartments- 16 No.
- H- Existing Retail Units (Extended)
- J- Existing Post Office, Retail Unit & New Community Hall
- i. Main Square
- ii. Bowls Green & Activity Gardens
- iii. Visitor Parking & Drop-Off area to Main Entrance
- iv. Access to Resident's Basement Car Park
- v. Service & Delivery Bay
- vi. Entrance to Care Homes
- vii. Parking Area
- viii. SuDS drainage features
- ix. Enhanced Planting to Bat Corridor
- x. Proposed hydro-electric screw turbine



**Client:** BUCKFAST ABBEY

**Project:** PROPOSED BUCKFAST ABBEY CARE VILLAGE

**Drawing:** SITE LAYOUT PLAN (BUILDING FOOTPRINTS)

**Scale:** 1:500 @ A0

**Date:** 19.10.2019

**Drawn By:** DPH

**Checked By:** DPH

**Job No.:** 4766

**Rev. No.:** PL - S - 02

**Page No.:** 32

**Project No.:** 144 (0) 0323 81 71 71

**Website:** www.kwlarchitects.co.uk

**Revision:**

Rev	Date	Description
Rev A	20.10.19	Revised Site Plan, Turf, & Landscaping Details (Subject to Village Design Plan)
Rev B	19.10.19	2 No. Revised points of contact address & Block G1 / G2 references added to assist Planning Officer.
Rev C	08.02.2020	Final plan submitted to reflect blocks changes. Amendments following feedback from LPA. L. Design Review Panel to reflect changes to Rev. A.

**Drawn:** DPH, MW, MB

**Check:** DPH, MW, MB

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## **Buckfast Care Village - 0300/19 – Planning Conditions**

### **1. Period for enacting planning permission**

The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

### **2. Approved drawings**

The development hereby permitted shall be carried out strictly in accordance with the following approved drawings:

LP01F

PL-A-01, 02, 03A

PL-B-01A, 02A, 03A, 04A, 05A, 06B, 07B

PL-C-01A, 02A, 03A, 04A, 05B, 06C

PL-D-01B, 02B, 03B, 04B

PL-E-01B, 02B, 03B, 04A, 05A

PL-F-01B, 02B, 03A, 04B

PL-G-01A, 02, 02A, 03A, 04, 05, 06, 010, 011

PL-H-01C, 02B

PL-S-01E, 02C, 05A, 06A, 07, 08, 09, 10, 11

Landscape Strategy - 562/01 Rev A, 562/02 Rev B

Tree Protection Plan – 04232 TPP 2.4.19

Drainage – 15234-204-P3, 15234-205-P3, 15234-206-P2, 15234-207-P2, 15234-208-P2, 15234-209-P2

### **3. Use Classes**

The specific uses applied to the development shall be defined as follows:

Blocks A, B, C, D, E F, G1 & G2 – Use Class C2 (residential Institutions),

Blocks H & J – Use Class E,

Community Hall – Use Class F2(b),

as set out in the Town and Country Planning (Use Classes) Order 1987 (as amended).

### **4. Construction Environment Management Plan/ Landscape and Ecological Management Plan**

No development shall take place until a detailed Construction Environment Management Plan (CEMP) and a Landscape and Ecological Management Plan (LEMP) have been submitted to and approved in writing by the Local Planning Authority. These plans shall include details of all permits, contingency plans and mitigation measures that shall be put in place to control the risk of pollution to air, soil and controlled waters, protect biodiversity and avoid, minimise and manage the productions of wastes with particular attention being paid to the constraints and risks of the site together with the amenity of neighbouring residents. The plans shall also include details of the following:

- a) parking for vehicles of site personnel, operatives and visitors
- b) loading and unloading of plant and materials
- c) storage of plant and materials
- d) programme of works (including measures for traffic management)
- e) provision of boundary hoarding behind any visibility zones
- f) measures to control dust
- g) measures to prevent mud and other deleterious materials from entering the public highway.
- h) timings of working with machinery on site to avoid undue disturbance, vibration, dust, etc.
- i) arrangements for delivery/unloading of plant, materials, etc.

Only the approved details shall be implemented during the construction period.

#### **5. Hours of working**

No site clearance, preparation or construction work shall take place on site outside of the hours of Monday - Friday 0800 to 1800 and Saturdays 0900 to 1300, nor at any time on Sundays, Bank or Public Holidays. This includes vehicle movements on the site.

#### **6. Demolition**

No demolition works shall take place until a written scheme of demolition has been submitted to and approved in writing by the Local Planning Authority. The scheme shall include details of the phasing/timing of works (to avoid bird nesting seasons), methods of demolition, noise and dust suppression and details of how materials are to be disposed of in a safe manner. The works shall only proceed in accordance with the agreed details.

#### **7. Management of surface water during construction**

No part of the development hereby permitted shall be commenced until the detailed design of the proposed surface water drainage management system which will serve the development site for the full period of its construction has been submitted to, and approved in writing by, the Local Planning Authority, in consultation with Devon County Council as the Lead Local Flood Authority. Thereafter, the development shall be carried out in accordance with the approved temporary surface water drainage management system. This temporary surface water drainage management system must satisfactorily address both the rates and volumes, and quality, of the surface water runoff from the construction site.

## **8. Contamination**

### **(i) Submission of Remediation Scheme**

No development shall take place until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment has been submitted to and approved in writing by the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, an appraisal of remedial options, and proposal of the preferred option(s), and a timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.

### **(ii) Implementation of Approved Remediation Scheme**

The remediation scheme shall be implemented in accordance with the approved timetable of works. Within 2 months of the completion of measures identified in the approved remediation scheme, a validation report (that demonstrates the effectiveness of the remediation carried out) must be submitted to the Local Planning Authority.

### **(iii) Reporting of Unexpected Contamination**

If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained written approval from the Local Planning Authority for an investigation and risk assessment and, where necessary, a remediation strategy and verification plan detailing how this unsuspected contamination shall be dealt with. Following completion of measures identified in the approved remediation strategy and verification plan and prior to occupation of any part of the permitted development, a verification report demonstrating completion of the works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the Local Planning Authority.

## **9. Tree protection**

Prior to the commencement of any works, demolition or development on the land, all existing trees, shrubs and hedges to be retained shall be protected by fences or suitable barriers erected beyond their dripline. Such fences or barriers shall be maintained until the completion of the development on the land. Within these protected areas there shall be no storage, deposit, tipping or placing of any materials, soil, spoil or other matter, no parking or movement of vehicles or trailers, no erection or siting of buildings or structures, no excavation or raising of ground levels and no disposal of water or other liquid. Furthermore, no fire(s) shall be lit within 20m of any protected area without the prior written authorisation of the Local Planning Authority.

## **10. Archaeology**

No construction works, including excavations, shall commence until a written scheme providing for an appropriately qualified archaeologist to carry out a full archaeological watching brief during all stages of the development has been submitted to and approved in writing by the Local Planning Authority. The scheme, which shall be written and implemented at the applicant's expense, shall provide for the observation, recording and recovery of artefacts and post-excavation analysis. A full report detailing the findings shall be submitted to and approved in writing by the Local Planning Authority before the substantial completion of the development, unless otherwise agreed in writing by the Local Planning Authority.

## **11. Surface water drainage management**

No part of the development shall be occupied until the surface water management scheme serving that part of the development has been provided in accordance with the approved details and the drainage infrastructure shall be retained and maintained for the lifetime of the development in accordance with the schedule contained in the 'Surface Water Features, Operations and Maintenance Plan' (John Grimes Partnership – Drainage Strategy - Appendix C - 2019) unless otherwise agreed in writing with the Local Planning Authority.

## **12. Landscaping**

Prior to the laying out of all hard and soft landscaped areas, full details of the proposed hard landscaping and planting scheme shall be submitted to the Local Planning Authority for approval. The landscaping and planting shall be carried out in accordance with the approved scheme within twelve months of the substantial completion of the development, or such longer period as the Local Planning Authority shall specify in writing. The landscaping and planting shall be maintained for a period of five years from the date of the commencement of the development, such maintenance shall include the replacement of any trees or shrubs that die or are removed.

## **13. Material/finishes**

A detailed schedule of the materials and finishes to be used on the approved buildings shall be submitted to and approved in writing by the Local Planning Authority prior to their construction. This shall include samples, as necessary, of the roof materials, walling stone, details of render finishes, window/exterior door units, balcony details, verge/soffit details, positions of any meter boxes, exterior vents and flues, bin stores, driveway surface materials, kerbs, fencing and solar panel units. Unless otherwise agreed in writing, the approved materials shall be used throughout the development, and retained and maintained thereafter.

## **14. Lighting scheme to mitigate effects on protected species**

All exterior lighting shall be designed to accord with the recommendations of the Hoare Lea lighting report (revision 11) dated 27 August 2020. A detailed scheme shall be submitted to and approved in writing by the Local Planning Authority prior to its installation. The scheme shall include the erection of the screen fencing on the eastern river boundary, specific reference to the management plan to implement the recommendations of limiting light spill from the eastern elevations of those buildings



facing the identified Bat flyway and details of all external lighting columns, bollards and fittings. The development shall not be occupied until the lighting scheme, fencing and management plan are in position/are operational.

**15. Hydro screw**

Full details of the proposed hydro- electric installation shall be submitted to and approved in writing by the Local Planning Authority prior to its installation.

**16. Green travel plan**

The development shall be managed in accordance with a 'Green Travel Plan' which shall be submitted to and approved in writing by the Local Planning Authority prior to the occupation of any care units.

**17. Emergency plan**

No care units shall be occupied until a detailed emergency management plan to address any residual flood risk or health & safety issues has been submitted to and agreed in writing with the Local Planning Authority. The development shall at all times be managed in accordance with the agreed plan.

**18. Highways**

Full details of the proposed alterations to the access points 1 & 2 shall be submitted to and approved in writing to the Local Planning Authority, in consultation with the Highway Authority (Devon County Council), prior to the commencement of construction works on the site. The works shall be carried out in accordance with the approved details prior to occupation of the development.

**19. Parking**

No care units or associated facilities shall be occupied/brought into use until the parking arrangements, as approved, are laid out and available for use by residents/employees.

## Buckfast Care Village

### S106 Agreement – Draft Heads of Terms

- All care units (including extra care units, care home beds) to be occupied by those in need of care (proof of assessment required if requested by LPA)
- Care units to be managed by Buckfast Abbey Trustees
- Minimum age of any occupant to be 55 years of age
- Facilities of care village to be available for wider community use
- Management arrangements for maintenance of open space, community facilities, etc.
  
- **20 extra care units;**
- Devon County Council to be allocated nomination rights for units
- Minimum age requirement
- Eligibility cascade (parish of provision/adjoining parishes/DNP/District, etc)
- Social rented tenancy
- In perpetuity
- Full access to all community facilities with no maintenance premium

## DNPA DEVELOPMENT MANAGEMENT COMMITTEE SITE INSPECTION MEETING

18 September 2020

Lower Mills, Buckfast Road, Buckfast (Application No. 0330/19)

### ATTENDEES

**DNPA Members:** Mr P Sanders (Chair of DMC)(PS), Mr P Vogel (PV), Mr J Nutley (JN), Mrs N Oakley (NO), Mr P Smerdon (PSm), Mr S Barker (SB), Mr W Dracup (WD), Mrs G Hill (GH), Mr J McInnes (Vice Chair of DMC)(JM), Mrs C Pannell(CP)

**DNPA Officers:** Mr C Hart (Head of DM) (CH), Mr R Knott (Ecologist)(RK)

**Others:** Mr A Stokes (representing Buckfastleigh Town Council)(AS), Cllr Mr H Cox (representing Teignbridge District Council)(HC), Representatives of the applicant/agents – Buckfast Abbey, Bell Cornwell Partnership and Architects.

### NOTES

PS commenced the site visit by confirming the meeting was deemed as “being at work” in regards to Covid rules - groups of more than six allowed as long as Social Distancing adhered to. This had been checked and confirmed by Head of Organisational Development (Neil White).

PS advised the purpose of the meeting was to gather information, not to discuss and/or make a decision. Questions can be asked which should be addressed to the case officer and representatives will be asked if they have any questions but must only advise on Council opinions not personal opinions.

A presentation will take place controlled by CH.

CH then presented the details. CH advised the site covered the former Axminster Carpets site which the abbey acquired in 2013. The warehouse is still there but would be removed, Community Centre replaced, with other retail operations retained. The overall concept is of a Care Community and care package. Full details are on the website. Only the physical aspects would be looked at today with a full report going to Committee in November. CH then ran through the site plans, layout and proposed buildings.

PV – Where on site are the underground car parks? One access but new one by community centre. CH confirmed car parking located under buildings B & D.

PS – Confirmed again advised members are here to gain information only.

SB – Questions, can these be taken as the meeting progresses, confirmed as acceptable.

NO – How much taller are the buildings? CH advised drawings are available and note that this would be explained in detail at the committee meeting.

JM – Can existing buildings be taken into account? CH advised this is a redevelopment of a brownfield site for mixed uses and that buildings would replace current uses.

PS – Vacant building credit – PS questioned this aspect. It is important to be aware if relevant to discussions.

PSm – Asked for clarity on social aspects. What are the planning considerations and was it appropriate for a National Park? CH advised these were matters for the committee report and that it would address the built form, what is proposed, design, employment, residential use, allocated housing element, etc.

CP – Asked what the acreage was? Advised that it was 3.4 Ha equal to approx. 9 acres.

SB – SB advised plans need to meet need of an aged population.

PV – Have Covid/distancing density issues been addressed/will they be addressed in report? CH advised this was not a matter for the site inspection meeting but would take further advice.

PS – Advised need to avoid making comment that could be pre-determination.

RK – RK advised on the importance of the river corridor, mitigation of proposed light spill - particularly relevant at night. Agent confirmed reflection from glass taken into account.

AS – Spoke on behalf of Buckfastleigh Town Council. Biggest bat roost in Europe in Buckfast, proposal is positive but there are concerns and questions. Jobs should be local, details of commitment to retail space to be provided, impact on local traders and contrary to policy re off High St development, has this been considered? Mini bus proposal will be beneficial but more than 500 car journeys a day so concerns re increase in traffic. Cycle path, take into account TC plan for cycles.

Allocated housing only at 10%, so how will this benefit the community? This can offset green field sites though. How much renewable energy is to be produced and concerns re pressure on infrastructure? Major applications should be refused unless exceptional circumstances. PS advised TC should look at vacant building credit in this respect to ease concerns. Also TC will need to register to speak. CH advised issues will be addressed in full report.

HC – Advised that Teignbridge District Council have no comments to make.

The meeting then proceeded to visit the site of the proposal.

CH – Confirmed three retail units to be retained and showed vehicle access and orientation of the proposal.

Architect confirmed heights would be at tallest at block B then generally decrease.

PV- Asked if heights were in line with roof of adjacent Abbey building? Architect confirmed this was correct and that there was no access to land east of the riverbank.

PSm – Asked where glass front to building would be? CH confirmed this would be on western elevation of block A.

AS – Asked if the water screw produced 90kw? Architect confirmed this to be correct.

WD – Asked if there was to be more lighting than present? CH confirmed this to be correct but more lighting would be towards the public side of the site. Also that lighting scheme addressed safety requirements.

PS - Asked if height was any higher than current building? CH confirmed it was not.

CH pointed out position of car parks in relation to position on site and that there would be plenty of charging points.

CP – Warehouse heights, how did new buildings compare? CH confirmed equivalent to what was there now.

PS – Asked question regarding trees. Confirmed all river corridor trees and roadside trees to be kept with some smaller trees in centre of site to be removed.

CP – Asked question re position of L shaped building? CH confirmed position.

PS – Commented if the nomination of units was a gesture as no need to include units.

PS – Advised as nine Members not present there would be a further video conference briefing session for all Members. Confirmed the Abbey are currently the lead provider.

The meeting then adjourned for a Member only meeting as to whether or not there were any further questions.

SB – Advised the report should include need figures as would attract people from afar. He asked whether there would be a fees trust for local people and housing allocation would come from care industry not DCC.

PSM – Relating to other models in other locations PSM wondered if they were similar developments with religious input.

There being no further questions the Chairman closed the meeting.

## **Flood Risk/Drainage**

### **Flood Risk**

#### **Environment Agency position – October 2020**

*We maintain our objection to this application on the grounds of flood risk. We consider that insufficient information has been submitted to demonstrate that the proposed development will be safe from flooding over its lifetime without increasing flood risk elsewhere. We recommend that the application is not determined until a satisfactory Flood Risk Assessment (FRA), supported by detailed modelling, has been submitted.*

*Before determining the application your Authority will need to be content that the flood risk Sequential and Exception Tests have been satisfied in accordance with the NPPF.*

#### **Environment Agency position – August 2019**

*We object to this application on the grounds of flood risk as below;*

*The submitted Flood Risk Assessment (FRA) is only a preliminary report and subject to further work. Page 13 of the FRA states "Hydraulic modelling of the baseline and proposed layout is currently on going and subject to EA review and approval." (page 13 Conclusions and summary of recommendations - FRA P02 16 April 2019). We advise that no such review or approval has taken place by us, therefore the entire site's design is based on inaccurate data. Until such times as we have approved the design flood levels (via approved modelling), and then minimum safe finished floor and site levels, we are unable to provide further flood risk comments.*

*We have reviewed documentation submitted within this application relating to land quality and, if our concerns relating to flood risk can be overcome by the applicant, we advise that we would recommend a pre-commencement condition regarding contaminated land would to be included on any permission granted.*

#### **Environment Agency position- January 2019**

*We have reviewed the submitted EIA Scoping report for Buckfast Mill, Buckfast. We have further comments to make in respect of Flood Risk, Groundwater and Contaminated Land and Biodiversity to ensure that the environmental Statement will appropriately address the environmental issues we consider are of importance for this proposal.*

**Flood Risk** – *We consider that the scope needs to be expanded to include the following flood risk aspects to make it acceptable. There are three source of flood risk to the site, the River Dart, the Mill leat (parallel to the River Dart), and secondary minor mill leat (which enters the site in NW corner). The route of the minor leat is unknown, and will need to be found, protected and opened up as part of the project, if technically feasible. Construction works could affect any one of these flood risk corridors, particularly if the riverside access road is used. Temporary storage, fencing and working room needs to be considered. These could move flood flow routes and increase risks to other parts of the Buckfast Abbey site. The operation of the site will need to identify, avoid and manage all three sources of flood risk. This will, in part be managed by the site's design features including the landscaping. This will be agreed once the flood modelling has been approved for all three flood sources.*

**Groundwater and Contaminated Land** – *We note that a large amount of contamination present on site has already been addressed through some intrusive testing. We agree that a planning condition could be used to ensure a remediation strategy is in place to address*

*any unanticipated contamination which becomes apparent during the construction phase. However, the EIA should acknowledge potential pathways to the river Dart as a receptor and demonstrate where contamination has been tested and areas that may need to be included under the suggested condition.*

**Biodiversity** – *The scope looks suitable regarding this aspect, providing that an ecological assessment includes any impacts upon the riparian corridor. A suitable natural buffer zone containing bankside trees, should be retained between the river and the development. Where possible, this zone should be widened and enhanced for biodiversity benefit and net gain in line with the government's new 25 year environment plan.*

## **Drainage**

### **Devon County Council – Local Lead Flood Authority response – August 2019**

*'Although we have no in-principle objection to the above planning application at this stage, the applicant must submit additional information, as outlined below, in order to demonstrate that all aspects of the proposed surface water drainage management system have been considered.*

*The applicant has put forward a feasible surface water drainage system to serve the proposed redevelopment. The strategy utilises green roofs, filter drains, underground tanks and extensive areas of permeable paving.*

*The maintenance schedule should state who is responsible for maintaining the components of the drainage scheme and should make reference to the pumping station.'*

## **Flood Risk Assessment**

### **Report prepared by Hydrock Ltd - April 2019**

*'The site is now part of the Buckfast Abbey complex but was formally the Spinning Mill for Axminster Carpets. It is bounded to the east by the River Dart and to the north by the Gardens of Buckfast Abbey.*

#### *Land use*

*The site is currently occupied by large workshops and open hardstanding parking areas. Parts of the site have been cleared of former buildings and these are now levelled and include stockpiled hardcore. The site is considered almost entirely impermeable.*

*The area north of the site is developed and occupied by the Abbey buildings. To the northeast and north of the River Dart is dense woodland/open agricultural land....'*

#### **'Elevation and Topography**

*A site-specific topographical survey has been undertaken and confirms that whilst the site is generally flat, it has a slight fall towards the south east with levels varying from 34.5m AOD at the northwest of the site and 33.2m AOD within the south eastern corner of the site. Moving west, away from the River Dart, ground levels generally rise. The river channel is deeply incised and is smooth and formed predominantly of bare rock.'*

*'The generally accepted design life of development that includes residential use for the assessment of flood risk is 100 years. This assessment therefore considers flood risk over the period 2020 to 2120.'*

*'NPF(2019) considers the proposed development as "more vulnerable" in respect to flood risk. It should be noted that the existing site use is considered 'less vulnerable' in terms of flood risk and so the proposals are increasing the vulnerability.'*

*This assessment of flood risk draws primarily on assessment of the site and surrounding watercourses via data provided by the EA and the Local Authority SFRA and 1D HEC RAS modelling that has been undertaken for the River Dart for a previous application on the neighbouring site.*

*'This modelling is in the process of being augmented by more detailed hydrological and hydraulic modelling of the River Dart to provide a more detailed site-specific assessment of flood risk. Original modelling undertaken in 2013.....is in the process of being updated to..... better represent floodplain flow processes and potential interactions between the Holy Brook, Mill Leats and the Ashburn with the River Dart. The modelling is to allow confirmation of on-site flood zones, identification of recommended suitable safe development floor levels, and to inform the proposals so as to ensure a suitable site based sequential approach to use allocation is undertaken.'*

*'The EA's Flood Zone Mapping currently shows the majority of the site as being within Flood Zone 1, which is the low risk flood zone which is suitable for all forms of development. However, there are sections of the site to the northeast and along the eastern border with the River Dart that are within Flood Zones 2 (Zone 2 is land assessed as having a greater than 1 in 1000 annual probability of river or sea flooding in any year- a probability of >0.1%) and Flood Zone 3, the High risk flood zone (>1% probability of flooding in any one year).'*

*'The site sits to the immediate west of the River Dart which is the main watercourse in the area. A further watercourse, a Mill Leat, acts as a boundary to the north east section of the site and this is fed by a sluice 'takeoff' upstream of the site at where there is a large weir controlling river levels. This Leat, referred to in this report as the 'Lower Leat' forms the site boundary at its north-eastern limit before passing under the access road and re-joining the River Dart. To the north of the wider Buckfast Abbey site is a tributary of the Dart, the Holy Brook. This flows from west to east and joins the Dart just upstream of the weir. The site is also located upstream of the confluence of the River Dart and the River Ashburn (some 450m downstream of the site) and there is a further Leat (referred to as the Upper Leat) which has its take off from the Holy Brook some 1.5km northwest of the site. This feeds the water wheel within the Abbey site, before entering sections that are culverted under the Abbey Car Park and then flowing through the site within a culvert before discharging directly in to the Lower Leat at the northeastern site boundary.'*

#### ***'Flooding from the land (Surface Water)***

*The SFRA for the area describes surface water flooding as resulting from intense rainfall that is unable to soak into the ground or enter drainage systems which can quickly run overland and result in localised flooding. The risk posed by surface water is exacerbated by impermeable urban development or low permeability soils.*

*The published 'risk of flooding from surface water' mapping identifies a potential flow route in to the site in what is a small, but quite deeply incised, dry valley feature which trends southwest - north east to the immediate west of the site..... Given that the modelling to produce these maps doesn't take account of the positive drainage system serving the Mill site, the surface flow route is shown to result in a potential high surface water flood risk to the western limits of the site, caused by impounding of such flows by the existing factory buildings.*



*The existing surface water system on the site comprises of a piped system with a total of 5 known outfall points to the river Dart and Mill Leat and minor downpipe discharges. The existing surface water drainage picks up runoff from onsite road gullies and roof water, comprising of some 2.92Ha of impermeable area. The northern most outfall passes beneath the existing factory mill building. There are no known attenuation or discharge restrictions on the existing system.*

*A network of land drains is be present under the existing buildings and a 450mm diameter pipe that crosses the site which carries flows from the Upper Leat which has its take-off from Holy Brook. This also picks up surface water runoff from the school on the opposite side of Buckfast Road as well as the upstream part of the Buckfast Road highway drainage system.....*

*The site is therefore only considered to be at a residual risk of flooding from surface water.'*

#### ***'Flooding from Groundwater***

*The British Geological Survey shows that the site is underlain by the Tavy Formation, a lithology dominated by slatey, silty mudstones. Such rocks are considered relatively impermeable, and groundwater movement very limited.*

*Given the proximity of the site to the River Dart, whilst groundwater may be present near surface the site is not considered at risk from groundwater flooding.'*

#### ***'Flooding from Sewers***

*The site is currently served by an existing surface water and foul water network. A 450mm diameter pipe crosses site and this is understood to pick up a small watercourse and surface water runoff from the school on the opposite side of Buckfast Road as well as all of the surface water from the upstream part of Buckfast Road highway drainage system. There is also a culverted watercourse which connects the (now disused Higher Mill) Upper Leat across the site and discharges to the Lower Mill Leat by passing under the existing building in this location known as 'Block A'. There is no known history of flooding to the site from both the 450mm pipe nor the culverted watercourse passing under the site.*

*Given that there is no known history of flooding from this piped network, the site is therefore concluded at low risk from sewer flooding.'*

#### ***'Flooding from Artificial Sources***

*The site is not within the predicted maximum extent of flooding from reservoirs according to the EA's flooding from Reservoirs map.*

*It is understood that some flooding has historically occurred due to the overtopping of the Lower Leat at the north-eastern site limit and that this was partly due to back up of water from the confluence of the Lower Leat with the River Dart. This flooding is therefore considered to have been fluvial.....rather than an artificial source. The Upper Leat is fed by the Holy Brook and is a 'perched' water feature. However, the risk associated with a failure of this feature (being remote to the site) is not considered to impact on the location of the site. There are no known other sources of artificial flooding in the vicinity of the site.*

*The site is therefore concluded to be at low risk of this form of flooding.'*

*'The EA data for the area indicates that whilst the majority of the site is within Flood zone 1 (low risk) parts of the site are within flood zones 2 and 3 and the source of this risk is from the river Dart and the Lower Leat that passes along the north-eastern site boundary. There is therefore a need to confirm site specific flood levels/risk associated with fluvial flooding.*

*The site is concluded to be at low risk from all other sources of flooding – namely surface water, sewer flooding, artificial sources and groundwater.'*

### **Planning Policy Requirements**

*The current EA mapping identifies sections of the site adjacent to the Lower Leat and the River Dart as being at high risk of fluvial flooding and this has been confirmed by the site specific hydrological/hydraulic modelling. This includes the location of the existing Lower Mill Building which is proposed to be incorporated within the scheme to preserve this structure.*

*The majority of the site is however, confirmed to be flood zone 1.*

*Development that includes residential use is considered 'more vulnerable' in terms of flood risk and the NPPF Flood Risk Vulnerability and Flood Zone Compatibility matrix indicates that 'more vulnerable' development would be considered appropriate within Flood Zone 1.*

*All more vulnerable use and new build is therefore sequentially located to areas that are at levels such that they will be at low risk of flooding. In the case of the existing Lower Mill Building (which is to be incorporated within the scheme to preserve this heritage asset) the approach adopted is to restrict all more vulnerable uses to those floors that are above the design flood level along with provision of access above these levels. The lower floor is to be used only for training, storage and other less vulnerable uses.*

### **Resistance and Resilience of Proposed Buildings**

*All more vulnerable use is to be set at a minimum of 600mm above the modelled 1 in 100 year +40% climate change flood level. This will safeguard the development over its design life and also aims to take account of potential design exceedance events.*

*It is recognised that the existing lower floor to the Lower Mill Building is significantly below the design flood level at this location, being at a level of 32.52mAOD (predicted design flood level at this location is 35.5mAOD). However, given this is an existing building deserving of continued use, use allocation at this level is to be less vulnerable only, and measures are to be incorporated at this level to ensure the space is made as flood resilient as possible by the use of suitable materials and finishes as well as isolating the services to this floor from the remainder of the building floor levels.*

*The scheme also includes a lower ground floor carpark which is to be tanked and set at a floor level of 33.85mAOD. This has a threshold access level at 34mAOD which is the maximum that can be practically achieved from the rear access road. At this location, the predicted design flood event is 34.4mAOD (100 year +40% climate change) and as such it is proposed to include a demountable flood barrier that can be installed if needed. This is to have a height of 1.1m to ensure that protection is provided to a level of 35.1mAOD – which is 700mm above the predicted design 100 year +40%CC event level at this location.*

*There is also a proposed service yard to the rear of the development and this, whilst being at 34mAOD, is to be provided with a perimeter flood wall which protects the area to a level of 35.5mAOD.*

### **Safe Access and Egress**

*The scheme is designed to allow access to and from the development directly to Buckfast Road to the west. However, it also makes use of the existing access road that runs along the eastern site limit on the bank of the River Dart. Here there is a proposed access to the car park to the rear of the complex. This existing access road is at a level that is above the design event from its junction with Buckfast road but on reaching the near midpoint of the site on its western boundary does start to drop to levels that are significantly below the design flood level. Where the access to the lower ground floor carpark is made levels ramp*

down from the entrance threshold of 34mAOD to the road which is at 32.6mAOD. As such, the carpark is designed to include an alternative access/egress to the west of the site which will remain flood free during this event (for example, should flooding begin to occur on the western access road). The access to the proposed service yard is from a section of the existing access road that is at a level of 35mAOD, and remains flood free during the design event thus ensuring safe access at all times.'

### **'Conclusions and summary of recommendations**

*This report has considered the flood risk posed to the proposal site from a variety of sources, as required by NPPF, and has included detailed consideration of fluvial flooding from the River Dart.*

*'More Vulnerable' development, such as residential properties are considered appropriate in Flood Zone 1 in line with NPPF. The scheme therefore adopts a Sequential approach to site use and allocates more vulnerable uses to areas predicted to be outside the design flood event (this being the 100 year +40% allowance for climate change). Furthermore, it is proposed to set minimum finished floor levels for such use a minimum of 600mm above this design event to take account of the potential design exceedance events.*

*The scheme retains an existing mill building which is recognised as having a lower floor that is significantly below the design event. It is proposed to include measure that minimise any impact should flooding occur, and only low vulnerability uses have been allocated to this floor level.*

*Hydraulic modelling of the baseline and proposed layout is currently ongoing and subject to EA review and approval.*

*Access is to be possible to all parts for the development during the design flood event to Buckfast Road though it is recognised that there will be a need to manage the risk to the rear car park entrance.*

*It is recommended that a Flood Management and Emergency Plan be prepared for the site to be owned and operated by the site management company.*

*The scheme includes a surface water drainage system (designed to take into account the 1 in 100 year plus 40% allowance for climate change over the design life of the development) and the approach and design has been discussed and agreed in principle with the Lead Local Flood Authority.*

*It is considered that the proposed scheme adopts an appropriate sequential approach to site use, will be safe over its life time, does not detrimentally impact on flood risk to the wider area and as such, is compliant with NPPF requirements.'*

## Transport Assessment – John Grimes Partnership

*'The site has been shown to be reasonably well positioned for access by a range of sustainable modes of transport. The nature and mix of the uses proposed will also reduce travel off the site.'*

*The development provides appropriate levels of car parking, cycle parking, servicing and drop off facilities for visitors.*

*The assessment shows that the traffic from this type of development is generally of a low level, particularly in peak hours (about 36 trips in the network peak hours). This is because movements are typically dispersed throughout the day rather than concentrated at peaks. These levels of traffic are unlikely to have an impact on the operation of the highway network.*

*The assessment has shown that the potential traffic generation from the existing lawful industrial use of the site is significant and is greater than for the proposed use during a typical working day. Peak hour flows are also much greater for the Industrial use than for the proposed use. This means the traffic impact of the proposed use is less than for the previous use of the site.*

*The forecast daily traffic generation for the proposal is 35% lower than for the previous use, while peak hour levels of traffic generated by the proposal are approximately 80% less than the levels of traffic associated with the previous industrial use.*

*Some traffic increases will be observed compared to the previous use during off peak periods of the day however these increases are not significant and could not be defined as severe in terms of the NPPF. HGV flows will be significantly less.*

*Two of the three existing accesses will be reconfigured providing improved pedestrian access into the site from Buckfast Road while pedestrian links within the site will also be improved.*

*Construction vehicles - a construction management plan will be implemented to limit the impact of construction traffic and provide guidance on timings for deliveries and appropriate routes.*

*A Travel Plan will also be implemented on the site. This is likely to include provisions such as a minibus pickup for staff in the local area, electric vehicle charging points, car sharing initiatives and pool cars provided on site.*

*In view of the above it is concluded that the proposed level of development is unlikely to have an adverse impact on the safety of the highway network in the local area or generate impacts which might be deemed severe as defined by the NPPF.'*

## Highways

### Devon County Council (CEECD) – July 2019

*'The application is supported by a full Transport Assessment (TA) prepared by John Grimes Partnership in accordance with scoping which had been previously discussed and agreed with the relevant highway authorities (Devon County Council and Highways England). The content and conclusion of the Transport Assessment and the conclusions it reaches are accepted by the Devon County Council as entirely reasonable and there are no objections in principle from a highway safety point of view.*

*It would appear that the alterations proposed to the accesses from the highway are only shown on John Grimes' plan 15234/242/P2. It is not sure whether it is intended that these plans are to form part of the plans under consideration as part of the application. (If they are the sight line from 'Access 2' has not been drawn correctly in the leading traffic direction). If they are not, then they will need to be, so that suitable conditions can be applied to cover the improvements to the accesses. It is also not clear where the 'improvement to provide a 2.5 metre wide cycleway / footway (as referred to in paragraph 4.14 of the TA) is intended to be - more details of this facility are required to be provided'.*

### Highways Agency response – July 2019

Summary of response – initial views confirmed as still relevant – October 2020

*The site is located on the edge of the village of Buckfast and immediately to the west of the River Dart and lies within Dartmoor National Park. The village of Buckfastleigh lies within approximately 1 mile of the site. The site is accessed from three separate points along Buckfast Road which forms part of the Local Road Network and the A38 Trunk Road Dart Bridge Junction lies approximately 500m to the south east.*

*The site is currently subject to an extant planning permission for approximately 20,610sqm of industrial buildings which formerly housed the Axminster Carpets Spinning Mill factory which manufactured materials used in traditional carpet making. It has been largely vacant since 2013 although some limited manufacturing on site has remained. It is therefore noted that as part of this extant use there will be an accepted existing trip generation associated with the site.*

### Transport Scoping

*Highways England has previously been engaged in transport scoping of the proposals with the applicant's transport consultants, John Grimes Partnership Ltd, in January 2019. In our scoping response dated 25 January 2019 we confirmed our acceptance that the predicted trip generation and distribution arising from the proposed development is likely to be lower than those (potentially) generated from the current consent applicable to the site. This is outlined in more detail later in this response. It was also noted and accepted that outside of the demolition/construction phase the development is likely to generate less HGV movements against the*

*previous consented use. We requested that the applicant undertake consideration of HGV movements and routing during demolition/construction and suggested that this could be dealt with via a Construction Management Plan, which was agreed at scoping stage.*

*As the site has been largely vacant for some time, we reviewed both the current collision history (2013-November 2018) and the 5 year period prior to the site closing down (2008- 2012). Our road safety team have raised no safety concerns relating to the impact of this proposed development on the operation of the Dart Bridge junction. Based on this road safety review and the proposed reduction in peak vehicular movements from the existing consented use, Highways England agreed that it would not be necessary for the applicant to undertake traffic modelling on the A38 Dart Bridge Junction'*

#### **'Site Access**

*The site will be accessed from three separate points along Buckfast Road which forms part of the Local Road Network and therefore the acceptability of the proposed access is a matter for the Local Highway Authority.*

#### **Traffic Impact**

*'...the site is subject to existing consented use for approximately 20,610sqm of industrial buildings...the reinstatement of the consented industrial uses at the site could generate 201 vehicle*

#### **Development Traffic Generation**

*It is envisaged that the proposed development will generate a range of trips with varying purposes. Staff will be employed at the site on a 24-hour basis who will travel according to their shift pattern and the extra care apartments will generate trips in accordance with their occupant's travel patterns. The site will also attract visits by family and friends of residents'*

*'.....the peak traffic periods for the care home and extra care apartments are outside the network peaks, at 2-3pm and 1-2pm respectively.....the total vehicle trips associated with the Care Village would be 36 vehicle movements in the AM peak and 35 in the PM peak....'*

#### **'Trip Distribution**

*Notwithstanding the significant trip reduction estimated as a result of the change in site use, the applicant has undertaken a trip distribution exercise to demonstrate how the vehicle trips will distribute across the road network..... covering Ashburton, Buckfastleigh and surrounding area. Whilst it is noted that residents at the site are unlikely to be in full time employment, many trips, particularly during the peak hour will be predominantly staff working at the site....'*

*'.....the estimated number of development trips estimated to utilise the Strategic Road Network during the busiest network peak are 14 on the A38 East towards Exeter and 5 on the A38 West towards Plymouth. ....this network peak traffic impact presents a substantial reduction on that associated with the permitted uses at the site'.*

### **Highway Safety**

*'...our Road Safety Team have reviewed both the current collision history (2013- November 2018) and the 5 year period prior to the site closing down (2008- 2012) and do not consider that the proposed development will present an adverse impact on the safe operation of the A38 Dart Bridge junction'.*

### **'Management of Construction Traffic**

*During transport scoping with the applicant's consultants, Highways England requested that the applicant undertake consideration of HGV movements and routing owing to the significant level of demolition required as part of the proposed development. At this stage we suggested that this could be dealt with via the submission of a Construction Management Plan (CMP), and section 4.13 of the TA confirms that this will be provided ahead of commencement.*

*In order to enable Highways England to assess the potential impact of the construction works upon the Strategic Road Network this CMP should include, as a minimum, the anticipated duration of the construction phase, vehicles types, numbers and trip frequencies, together with proposed access routes for construction traffic. We will therefore be recommending a planning condition to this effect'.*

### **'Recommendation**

*Highways England has no objection in principle to the proposed development subject to planning conditions being attached to any consent the planning authority is minded to grant to the effect that:*

*Prior to the commencement of the development hereby permitted a Construction Management Plan shall be submitted to and approved in writing by the local planning authority (in consultation with Highways England)'.*

## Ecology

### Natural England response – October 2020

Summary of comments received.

*'We welcome the updated avoidance, and mitigation measures put forward, that address some of the concerns that we have raised in our previous consultation advice. However, further detail is required to understand the measures put forward and provide sufficient certainty.*

*We understand that further commentary will be put forward by the applicant to detail how the use of curtains/blinds will be utilised to prevent detrimental light spillage impacts upon greater horseshoe bat habitats. This further information will be required to demonstrate with sufficient detail and certainty that it is possible to implement and deliver a reliable management plan that will secure: the systematic and timely closure of blinds/curtains, use of suitable blackout materials that prevent light spillage, and ongoing maintenance. Please note that lighting control dependent upon curtains/blinds carries significant risk and is dependent upon proper maintenance and renewal post development.*

*As part of avoiding and reducing light impacts associated with the site, it will be important to minimise light spillage both onsite and offsite to minimise the impact upon invertebrate activity (and greater horseshoe bat food source). In addition to minimising the lighting requirements for the site and utilising directional lighting, cowls, timers, etc, the use of barriers and curtains/blinds will play an important role.*

*We understand that the applicant will review the lighting assessment and include wall/fence light barrier to predict light impacts upon greater horseshoe bats. In addition, the use of fencing as a barrier will need to come with a statement that the fencing will be routinely maintained and replaced when necessary for the duration of the development. We understand that the fencing mitigation falls outside the application red line, and that your authority do not consider that this represents a concern in planning terms.*

*In our previous advice, we advised that there should be an assessment of impact from lighting associated with balcony areas upon greater horseshoe bat habitats. We request that the applicant further clarifies this aspect.*

*To facilitate interpretation of the impacts and mitigation/avoidance measures, the plans showing the lux contours will need to be updated to include greater horseshoe bat habitats (including relevant key). In addition, the landscape plans will need to be updated to show the greater horseshoe bat corridor running along the southern edge of the site.*

*Where impacts are permanent, mitigation measures and management of those measures will need to be in place for the duration of the impacts. It will be important that the mitigation measures are secured for an adequate period of time, and not based upon an arbitrary timescale that bears no relation to the duration of impacts. Proposals to limit the effectiveness of mitigation measures and not address impacts in the long term would result in an insufficient level of certainty for the purpose of a supportive Habitats Regulations Assessment. Once the mitigation and enhancement measures have been agreed and*



*finalised, these will need to be implemented through an appropriate delivery management plan (e.g. LEMP) that reflects the duration of the development impacts i.e. in-perpetuity.*

#### **SUMMARY OF NATURAL ENGLAND'S ADVICE**

*Your authority will be required to carry out a Habitats Regulations Assessment (HRA) and this will need to be based upon a sufficient level of certainty and detail regarding potential impacts. Potential mitigation measures will need to be sufficiently detailed and underpinned by robust delivery mechanisms that reflect the duration of impacts. Based on the information provided, Natural England advises that further information is required to inform your HRA.*

*As submitted, the application could have potential significant effects on greater horseshoe bats associated with the South Hams Special Area of Conservation (SAC), and Buckfastleigh Caves Site of Special Scientific Interest (5551). Natural England requires further information in order to determine the significance of these impacts and the scope for mitigation:*

- . Clarification of mitigation and avoidance measures.*
- . Clarification of lighting assessment relating to greater horseshoe bat habitats.*
- . A Habitats Regulations Assessment.*

*Without this information, Natural England may need to object to the proposal'.*

#### **Natural England response – July 2019**

Summary of comments received.

*'As submitted, the application could have potential significant effects on SOUTH HAMS SPECIAL AREA OF CONSERVATION (SAC). Due to the close proximity to the roost site, the proposed development site falls within the greater horseshoe bat sustenance zone and strategic flyways associated with the maternity and hibernation roost at Buckfastleigh. The maternity roost is the largest known greater horseshoe bat roost found in NW Europe. This development could significantly disrupt the commuting routes in a strategic location for the greater horseshoe bat population.*

*Natural England requires further information in order to determine the significance of these impacts and the scope for mitigation.*

*The following information is required:*

- In order to provide a full survey season that captures seasonal variation, additional greater horseshoe bat surveys based upon the South Hams Bat SAC guidance, covering April, May and June. Previous surveys (2014 and 2018) began at the end of July.*
- We advise that static detectors should be placed in appropriate locations on the site, ideally commuting routes to the west and east of the development site to build on the data available from the 2014 survey. These locations were not repeated in 2018. This data would provide an understanding of the GHB activity associated with the SAC in this location.*
- Detailed GHB survey results, shown on maps for each month would be helpful. GHB data is currently shown on one summary map for the period surveyed.*
- Proposals to reduce and mitigate light spillage from the buildings must be permanent, sufficiently robust and enforceable.*
- Physical barriers to reduce light pollution from the building and from vehicles should be of a permanent nature to ensure effects are sufficiently robust and reliable.*

- *A Habitats Regulations Assessment will be required when you have sufficient information to enable a robust assessment. The Dart Estuary Marine Conservation Zone (MCZ) is within 10km of this development site but is not included in the 'statement to inform an Appropriate Assessment', May 2019, by Richard Green Ecology. An assessment of potential impacts on the MCZ will be required.*

*Without this information, Natural England may need to object to the proposal.*

### **Richard Green Ecology – summary of survey records**

*'Eight species of bat were recorded over the site, including greater horseshoe and lesser horseshoe, which are both Habitats Directive (1992) Annex II species. Given the diversity of bat species and the presence of rarer species, the site is considered to be of national/international value to bats.*

*Common pipistrelle and soprano pipistrelle bats account for the majority of bat activity recorded over the site. Myotis bats were recorded more frequently during the static activity surveys compared to the manual activity surveys but this was heavily skewed by the large number of Myotis calls recorded over the leat by the offices, probably Daubenton's bats feeding over the water.*

*Noctule, serotine and Leisler's (Nyctalus leisleri) bat calls overlap in terms of frequency and structure. It is possible that not all of these species were present. Conversely, as myotis bat calls cannot be identified to species level with confidence, it is likely that more than one species of myotis bat was recorded.*

*The tree line beside the river to the east of the site, the dark area at the south of the site and the dark area beside the hedge/treeline along the road are considered to be important commuting routes for greater horseshoe bats.*

*The hedge and tree line beside the road to the west of the site was used also by foraging pipistrelle and noctule bats. These were observed foraging around the street lights.*

*The trees and hedges around the site offer suitable habitat for nesting birds, as do many of the buildings. Swallows, house martins, pigeons and herring gulls were seen nesting in buildings on the site and evidence of droppings and nests were found in most buildings*

*No reptiles were found. The site is not considered to support reptiles.*

*No evidence of otters was found on the site, although it is known that they use the river. They are also likely to venture up the leat from the downstream end up to the hydropower apparatus. However, it is considered that they cannot pass beyond this point and are excluded from the upstream end of the leat by the sluice gate and vertical concrete walls.*

*No signs of badgers were found during the extended phase 1 surveys. Therefore, they are not considered to be present on the site or affected by the proposed development.*

*Whilst there are records of great crested newt (GCN) from Higher Kiln Quarry in 2014, this species was scoped out of survey and assessment, as there is not*

*considered to be any significantly suitable breeding or terrestrial habitat on the site and the proposal would not affect suitable GCN habitats outside of the site.*

*There are no records of dormice within 1 km of the site in the DBRC data, however dormice are known to be in the wider area. The woodland and hedgerows bounding the site provide suitable dormouse habitat. Trees within the site were isolated from any connecting habitat and were not considered to be suitable for dormice.*

*Japanese knotweed has been recorded within 1 km of the site. No Japanese knotweed was observed on site, however Japanese knotweed rhizomes can lay dormant in the ground for many years. The presence of knotweed cannot, therefore, be ruled out.'*

## Historic Environment

### Historic England Advice – July 2019

#### **‘Significance**

*The application site is situated to the south of Buckfast Abbey. Buckfast Abbey is a long standing monastic complex, occupied as a religious site since 1018. Following the dissolution, the site returned to religious use in the late 19th century. An exiled Benedictine order set about rebuilding the monastery based on evidence of the earlier monastic complex. The Abbey, grade 11\*, was built to a design by FW Walters on the foundations of the earlier Cistercian Abbey. It was consecrated and completed in the 1930s.*

*The abbey church forms the principal feature within the complex through its scale and massing, ornate architecture and prominent tower. The tower remains the dominant feature within the landscape articulating the skyline. Due to the low lying nature of the surrounding buildings within the complex, the views through to the tower from the surrounding environment are uninterrupted and visible from different vantage points within the locality.*

*Although the site was subject to significant demolished after the reformation, it retains a number of medieval features which contribute to our understanding of its former use. This includes the grade II listed south gate adjacent to the site, which although enlarged and adapted creates a constrained access into the site and helps to reinforce the sense of enclosure of the former monastic complex.*

*The application site is understood to have formed part of the outer court to the monastic site. Little evidence is known about the form or function of this section of the complex but there is evidence of a number of water courses and evidence of their management through the use of sluices and culverts, some with medieval origins. Therefore, there is a high potential for un-recorded archaeology, as identified in the Heritage Assessment.*

*Following the dissolution, the role of the site is not clear. However, in the early 19th century it was redeveloped as a mill, part of the mechanisation of the woollen industry during this period. Its location close to water would have had an important resource in terms of the power and processing of materials within the mill. The surviving historic buildings on site relate primarily to this former industrial use and this is reflected in their appearance.*

*This continued association with wool continued with the prestigious Axminster Carpets utilising the site for the spinning of the yarn used in the production of their carpets. This closed in 2013.*

#### **Historic England Advice**

*The proposal is for a mixed use development to provide a care home including specialist dementia unit. There is also a new community hall and extended retail*

*provision being provided on site. The proposal looks to remove the modern industrial buildings from site and replace them with modern blocks of a substantial size. The historic mill buildings are to be retained and converted into new uses.*

*Historic England appreciates that there is scope on this site for redevelopment. The modern structures hold no value and the retention of the historic structures allows for appreciation of its former use to be retained. However, in terms of the detailed proposals, there are a number of areas we wish to raise and should be addressed in order to ensure that the scheme responds positively to its heritage constraints.*

### **Massing**

*The existing factory complex, although occupied by buildings with significant footprints, has remained unassuming to the monastic complex. This has been through its positioning on site, the retention of historic/ contextual structures on the approach to the site and also the consistency in terms of height, with none except the church, exceeding three storeys. This has allowed the church to retain its sense of prominence as the focal point to the monastic settlement but also from the wider landscape.*

*The current proposal looks to raise Block B to 5 storeys including the basement. This will greatly increase the scale of the built form around the monastic complex and create a more conspicuous feature within the setting of the Abbey Church. This addition will erode the primacy retained by the abbey when viewed from the surrounding landscape.*

*In our view, the top floor of Block B should be omitted from the proposal. This would allow for its massing to be brought in line with the existing buildings on the site retaining that consistency in height which has been a positive feature within the setting of the abbey complex and the grade 11\* listed Abbey Church.*

*As set out in the NPPF, the council should consider ways in which to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal (Para 190). The NPPF also highlights that when considering proposals that impact on the setting of a heritage asset, the council should look for opportunities to preserve or better reveal the significance derived from the setting of the heritage asset.*

### **Design Approach**

*The mill forms a key feature on the southern approach to the complex. The industrial quality articulates the development of the site and forms part of the experience of place. The proposed architectural response in our view would benefit from some simplification to its overall approach. The existing buildings are often simple in form with a limited palette of materials. We would encourage a similar approach to be sought with the proposed new builds through simpler forms, greater use of proportions and a limited material palette. A contemporary approach would be acceptable but one that had a greater contextual response to its associated buildings.*

*Similarly, in terms of the approach to the historic buildings, the addition of large extensions will erode the positive contribution these buildings bring to the space. We*

would encourage the applicants to identify solution that allows for the adaption of these buildings without the need for numerous and substantial additions to the front. These steps will assist in allowing the buildings to make a positive contribution to the setting of the monastic site but also the distinctiveness of the locality, as required under Para 192, NPPF.

### **Archaeological Potential**

The Heritage Assessment identifies that there is a strong potential for archaeology, relating to the medieval, post-medieval and potential Palaeolithic. Some assessment has been provided as part of the heritage assessment. However, we would encourage a desk-based assessment of the potential for archaeological remains to be undertaken. This should not only include the HER information, but also information on local geology, water table, surface topography, and any previous ground works (such as boreholes, or previous excavations) that will provide information about the archaeology and ground conditions which may relate to its preservation. This might include, but is not limited to, aerial photographs and LiDAR, any previous archaeological field walking, and other types of survey. There is a possibility of the presence of palaeo-channels, which could be of the river Dart, small local stream channels draining into the Dart as well as artificial water channels, preserving environmental evidence, and the desk-based assessment should include a consideration of the evidence for these and how they might be impacted by the development.

Since there is apparently contamination on the site, the desktop should also consider whether previous remediation measures may have impacted the archaeological remains. If the contamination itself is possibly the result of past activities relating to the archaeology, then the desktop study should also take this into account and consider how the contamination should be recorded as part of the archaeology if further remediation measures need to be undertaken.

The scoping should also include archaeological evaluation, which might include geophysics and ground trenching, to more precisely locate the archaeological remains and assess their vertical and horizontal extent, preservation, and significance. This close to the river it seems possible that some of the archaeology might be waterlogged, so that any works which affect the local hydrology, such as flood control, drainage, and services, should be considered in assessing the impact of the works on the archaeology. If part or all of the site is to be piled, then the impact of piling, both directly on the archaeology and on any waterlogged preservation, should also be considered. The evaluation should be sufficient to enable informed decisions to be made about the significance and nature of the archaeology. This in turn should make it possible to decide if measures need to be taken to mitigate the impacts of the development and what those measures should be.

The need to integrate the archaeology with other measures, such as foundation design, geotechnical evaluation, contamination assessment, flood control and drainage, should be considered from the earliest stage.

Due to the potential for archaeology and the potential high significance associated with it, we would strongly encourage the council to seek the views of their

*archaeological advisors at the South West Heritage Trust and ensure that adequate early stage archaeological assessment is undertaken to establish the level of preservation on the site. As part of those preliminary works, we would strongly encourage any geotechnical works to be observed by a geoarchaeologist. This will assist in creating an archaeological deposit model, if the site is considered to be potentially very significant.*

*The council should ensure that appropriate assessment is provided in order to understand the archaeological potential on the site. This should be agreed through consultation with the council's archaeological advisors. Once the level of survival has been established, then this should inform an appropriate mitigation strategy.*

### **Recommendation**

*The site at Low Mill, Buckfast offers potential for redevelopment. However, due to the proximity to Buckfast Abbey including the grade 11\* listed abbey church and its associated tower, we are of the view that block B should be reduced to 4 storeys and that the overall design approach could be simplified to reflect the existing industrial character of the site. We also consider that further assessment in respect of the high-archaeological potential needs to be undertaken in discussion with the council's archaeological advisor.*

*In determining this application you should bear in mind the statutory duty of section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings or their setting or any features of special architectural or historic interest which they possess'.*

### **Comments received from DNPA Building Conservation Officer – July 2019**

*'It is proposed to develop the site of the 19th Century Buckfast Mills and the late spinning factory. The development will use several post medieval buildings that remain. Lower Mills and Higher Mills date from the late 18th or early 19th century.*

*Following fires in the late 19th Century the mills were rebuilt and by 1877 were the largest woollen mills in the parish. They continued in use until Axminster carpets closed its operations in 2013.*

*Immediately to the north of the proposed development is Buckfast Abbey, founded in the 11th Century and in use until its dissolution in 1539. The present Benedictine Abbey was founded in 1883.*

*Related historic buildings;*

*Buckfast Abbey, Church of St Mary Grade II\* 1907 -1932*

*South Gate Grade II 12th Century*

*Building's South of Abbots Tower Grade II c1800*

*North Gate and part of Abbey Precinct Scheduled Ancient Monument*

*Two Medieval Crosses Grade II 1066 -1539*

*Lower Mill HER 1800*

*St Anthony's HER 1909/10*

*Mill Buildings HER 1750-1850*

*Buckfast Infant School HER 1880-1906*

Leat HER c1780  
Turbine HER 1901  
Industrial Housing HER 1880 -1889

### **Significance/Setting**

*The proposed development is adjacent to the grounds of Buckfast Abbey and is most probably the site of the previous 11th Century monastic complex. The site therefore has specific heritage values. The continuous use of the site both for monastic and secular purposes over a thousand years affords the site evidential and historical values; The Abbey itself, with its distinctive use of Ham stone dressings, copper roof and grey limestone walling has aesthetic value and this is echoed throughout the abbey grounds: The use of stone as an architectural feature is a key design point and the contrasting brick colouring seen on Lower Mill to some extent echoes the colour of the Ham stone. Due to the continued monastic use and open public access the site also has communal value.*

*The Abbey tower is a focal point being visible from a number of vantage points. However as the development site is in a hollow, the proposed buildings will not appear higher than the current industrial buildings to be replaced. The relationship between existing historic buildings has already been improved following demolition of the large industrial metal buildings.*

*Through the use of appropriate scale, height, massing and attention to the proportions of spaces it should be possible to develop the site, while protecting the setting of nearby heritage assets. This should be achievable through the judicious use of complementary materials and design features.*

*The River Dart runs adjacent to the development; and the weirs and leats reflect the historically industrial use of the site, as well as the possible medieval use of water on the earlier abbey site. Water was used as part of the industrial woollen processing and later to power the mills, while today an Archimedes screw to the rear of Lower Mills generates electricity. A key feature of Buckfast Abbey is the open spaces and, the prominence of water will be a feature of the landscaping within the new development.*

*The setting of the Abbey would be affected slightly by change of use from a historic industrial operation with a limited number of employees, to a care complex with a large number of residents.*

*The historic buildings on the site are as follows:*

*Building A – (Lower Mills) will be retained and refurbished as part of the development.*

*Building H was part of Higher Mill and will be refurbished as part of the development. Building J was originally workers cottages, however little original material remains following rebuilding/conversion into a canteen in the 1960's.*

*Architectural inspiration for the proposed façade treatment of Building A was taken from Upper Mill, where glazed elements have been used to great effect and lime*



*wash has been used to harmonise the mix of walling materials, this will be replicated at Lower Mills*

### ***Impact of Proposal***

*The removal of the 20th Century buildings has had a positive impact on the site. The new buildings proposed are not much higher than existing and the site is low and well screened in any case.*

*The setting of the Abbey would be affected mainly by the limited views from within the new development and in conjunction with it (see LVIA). The new design will create new viewpoints of the Abbey tower. Subject to minor questions about design approach, the form of the development is not considered to have a harmful impact on the significance or setting of heritage assets. Again, due to separation, screening and low height, the impact is quite limited.*

### ***Consultee recommendation***

*No objection in principle, but would ask that the South West Design Review Panel is asked to comment on the design. This is a large and complex project that would benefit from peer review.'*

## Archaeology

### DNPA – Lee Bray – September 2019

*The site of the proposed development falls within the precincts of medieval Buckfast Abbey, an area which has also seen extensive post-medieval use for industrial purposes. Geotechnical work already undertaken on the site has indicated the widespread presence of 'made ground' which indicates extensive potential for the survival of archaeological deposits. In addition, the same work identified a relatively high water table in several places across the site enhancing the possibility of the survival of palaeo-environmental deposits and organic archaeological material. In particular, given the site's location adjacent to the Dart, there is potential for the presence of palaeochannels and their associated deposits. Accordingly, the site possesses considerable archaeological potential and it is highly likely that buried heritage assets with no current surface expression are present. It is thus considered to be an undesignated heritage asset.*

*Consultee recommendation: The current state of knowledge concerning the buried environment on the site is insufficient to make informed recommendations regarding detailed archaeological mitigation measures. Therefore, in accordance with paragraph 189 of the NPPF, policies COR1, COR3, COR6 and DMD13 and following consultation with Dr. Hayley McParland, the Historic England Science Advisor for the South West Region, the following programme of work is recommended at a pre-determination stage.*

*1: Geoarchaeological borehole survey. This work will be undertaken by a specialist geoarchaeological contractor with experience in the analysis of fluvial deposits and environments. The objectives of the work are: A: to establish a geoarchaeological deposit model, including an assessment of the underlying superficial and bedrock geology, which will analyse the archaeological potential across the site. B: to analyse the sub-surface hydrological environment of the site with particular reference to the potential impacts of piled building foundations and the construction of an underground car park in addition to the identification of area with a high potential for archaeological and palaeoenvironmental organic survival.*

*The resulting final deposit model should incorporate and be informed by the results, not only of previous and future geotechnical work on the site, but also by those of the evaluation excavation and ground-penetrating radar survey (below).*

*Before this survey can be undertaken a Written Scheme of Investigation will be produced and approved by the DNPA archaeologist.*

*2: Future geotechnical investigation. The necessity of further geotechnical survey as part of the construction design is unknown to the author but any such work should be monitored by qualified archaeological personnel and the geoarchaeological contractor commissioned to produce the deposit model of the site (see 1 above).*

*3: Ground-penetrating Radar Survey (GPR). A GPR survey of the site offers the opportunity to detect subsurface features such as ditches, leats and palaeochannels*

*in advance of excavation thereby aiding the development of any further mitigation work programme. Before this survey can be undertaken a Written Scheme of Investigation will be produced and approved by the DNPA archaeologist.*

*4. Evaluation excavation. A programme of evaluation trenches should be excavated across the whole site. This will 'ground-truth' assessments of archaeological potential, characterise sub-surface archaeology and sediment stratigraphy and refine the archaeological deposit model permitting the production of its final version. Again, a Written Scheme of Investigation should be produced before this work commences, in conjunction with the DNPA archaeologist.*

*5. Desk-based Assessment. The final product of this sequence of work should be a desk-based assessment which expands that provided in the Heritage Statement supplied as part of the planning application and includes a detailed assessment of the site's archaeological potential, including the final version of the archaeological deposit model.*

*6. Investigation of the 19th Century Gas Works. The contaminated ground noted in the planning application documentation left by the 19th century gas works around NGR SX74144 67189 will require treatment as part of the development. It is assumed that this will occur at any post-determination stage but it should be noted at this stage that it will require specialist archaeological investigation which must occur during or before de-contamination work.*

*This programme of pre-determination work will provide sufficient information on which to base future archaeological mitigation should planning permission be granted for the proposed development. It should be emphasised that it is also likely to reduce the costs of such a programme of work significantly by enabling it to be planned in a more targeted way and by reducing potential delays to construction. It should also be noted that its complexity demands that archaeological work is well-integrated within the overall project development scheme at all stages. In addition, I would like to emphasise that I will be available for consultation on any issues arising from these recommendations before during and after their detailed development and implementation in order to ensure the smooth running of the process.*

### **Response to archaeological comments received on the planning application – Cotswold Archaeology – January 2019**

*The proposed site has a complex and rich history which it was necessary to analyse and discuss in order to understand, address and mitigate the possible effects of the development upon the heritage resource (comprising both archaeological remains and the built environment). An Environmental Statement chapter on Archaeology and Heritage was prepared as part of the application submission (Chapter 6 of Environmental Statement Volume 1) and this was supported by a Heritage Desk-Based Assessment (Technical Appendix 6.1 of Environmental Statement Volume 2).*

*Consultation responses on the application from Dr Lee Bray, the Archaeological Officer for the Dartmoor National Park Authority (dated 12/9/19) and Historic England (dated 29/7/19) raised concerns regarding the archaeological potential of the site*

and the level of assessment undertaken. Specifically, Dr Lee Bray requested the following additional work to be undertaken:

1. Geoarchaeological borehole survey.
2. Monitoring of further geoarchaeological surveys.
3. Ground-penetrating Radar Survey (GPR).
4. Evaluation excavation.
5. Desk-Based Assessment.
6. Investigations to the 19th century gas works

Some of these have already been addressed and others may be executed as part of ongoing mitigation measures post-determination. Below is our response to the each of the requests:

1- Geoarchaeological borehole survey: There have been several borehole surveys executed within the site (Integrale 1991, 2003, 2009 and 2019). The boreholes were located where practicable considering that the site is mostly built-up and the borehole logs provided complete information on strata, depths and water strike. This data has been collated and analysed to produce an Archaeological Deposit Model..... This has interpreted the data collated during the surveys and interpreted said data from an archaeological standpoint allowing us to identify areas of potential for preserved environments and archaeological remains.

2- Monitoring of further geoarchaeological surveys by an archaeologist: This can be achievable as needed by the development as a condition and can be agreed with the Local Planning Authority. No further geotechnical works are proposed prior to the determination of the application.

3- Ground-penetrating Radar Survey (GPR): It is our understanding that this type of survey would not be ideally suitable for the site, considering the amount of built form and the amount of modern made-ground revealed by the borehole surveys. The amounts of clay within the alluvium strata, analyzed on the deposit model would also render the results inconclusive. Advice regarding this type of survey was sought with one of the main contractors for this type of service (Sumo Geophysics) who confirmed that clay prevents penetration of the GPR signal significantly and metal, ash, clinkers and reinforcement bars (typical from modern made-ground levels) create conductive surfaces for the GPR signal and prevent any signal penetration. Many features on-site can affect the maximum depth of GPR including modern services, clays, and made ground, As there is scatters of at least 2m of modern made-ground on top of the former ground level, coupled with several redevelopments over the years it is unlikely that the survey will be able to gather any reliable results. Even if the depths beyond the modern made-ground are achieved given the complexity of the site it will be virtually impossible to determine which responses are from modern redevelopments and which are historic.

4- Evaluation excavation: Several works of archaeological evaluation have already taken place within the site. At the moment the site conditions are not ideal for this

*type of work considering that most of its area is built-up. Considering this it is our advice that evaluation excavations take place post-determination after the demolition and ground clearing works whence the conditions will be more suitable for targeted trenching and test pits. It is also our advice that any demolition and ground clearing works be monitored by an archaeologist so that a record of any remains found can be made. A record of any buildings deemed significant should also be secured prior to any demolition works.*

*5- Desk-Based Assessment: This document has already been produced (Technical Appendix 6.1). The document has established the potential for archaeological remains within certain areas, and this has been corroborated by the deposit model. Updates to this document may be done to incorporate new evidence as it emerges and this can be done throughout the phases of the development as appropriate.*

*6- Investigations to the Gas Works: This request establishes that these works may be done post-determination but that any investigation done, pre and during decontamination should be monitored by an archaeologist to record any extant remains. This is achievable and can form part of a wider program of archaeological works that should be established prior to any development works\_ This program may include watching brief, archaeological evaluation and/or strip map and sample in line with the development specs and as appropriate. This should be included within a Written Scheme of Investigation to be approved by the Dartmoor National Park Authority to secure the preservation through record of any surviving archaeological remains*

*It is considered that the documents now submitted (Heritage Assessment and Archaeological Deposit Model) constitute an appropriate and proportionate level of information required at this stage to make informed decisions and recommendations regarding detailed archaeological mitigation measures in accordance with paragraph 189 of the NPPF and local policies COR1, COR3, COR6 and DMD13.*

## Health Care Provision

### Summary of consultation responses received.

#### Care Quality Commission (CQC) – October 2020

*'Care Quality Commission (CQC) would expect that all providers plan services with regard to our document [Guidance for providers on meeting the regulations](#).*

*We are unable to comment or provide advice on premises until a provider applies for registration and therefore we are unable to comment on planning applications'.*

#### NHS (TORBAY AND SOUTH DEVON NHS FOUNDATION TRUST) - January 2020

*'The Trust submitted a Section 106 request for the above planning application on the 22nd July 2019.*

*On this occasion we are withdrawing this Section 106 submission.*

*All other current s106 requests made by the Trust are unaffected by this request and all future planning applications will continue to be considered as to their impact on local health services'.*

#### Applicant response to NHS Trust Comments – January 2020 (Gerald Lee on behalf of applicant)

Response to request for contribution by NHS (Torbay & South Devon NHS Foundation Trust);

*'The request for a payment by the local NHS Trust is based on a lack of understanding and awareness of what can be achieved by the development of an extra care housing service at the Buckfast Abbey site. The reality is that a well-managed Extra-Care village is a source of value and support to the local community, that will reduce costs to the NHS Trust.*

*The basic premise of the NHS objection to the Buckfast Care Home is the following:*

- *The NHS is already operating at over capacity at the present time. The Buckfast development they consider, will create further demand on the system;*
- *The 124 "extra care" apartments will generate 248 older people. Thus impacting on the present bed provision in hospital and the A&E Service.*
- *Accordingly, they conclude that the scheme will generate a requirement for a £91 000 contribution towards NHS Services in the area.*

*At the Buckfast Abbey site, it is the aspiration to develop extra care housing that will offer positive outcomes for healthy aging. Older people will be afforded the opportunity to enjoy a healthy, active and independent lifestyle in their own homes. Extra Care Housing is also known as "Very Sheltered Housing"; "Assisted Living" or "Housing with Care". In addition*

*to the communal facilities found in ordinary sheltered housing, the Buckfast development will include a restaurant, health & fitness facilities, swimming pool, hobby and IT rooms, theatre/cinema/shop. Domestic support and personal care will be available. Facilities in the extra care hub will also be available to local people living in the area.'*

*Underpinning the ethos of care at Buckfast Care Village will be the commitment to do the utmost to offer wellbeing to the resident group, by providing security and peace of mind to individuals with the assurance that as their care needs evolve and change, so will the care/support provided to them. This will be achieved by a continuum of services from independent living support to a high level of assisted living for individuals living in their own apartments and skilled nursing care to those living in the care home. Each individual will be valued and tailored care to meet their needs will be delivered. Furthermore, each resident will be afforded kindness, dignity and respect. They will have control and choice within their life and they will live in a positive environment which promotes social contact, activity, comfort and health.*

*The premise of the request made by the NHS Trust, is underpinned by a misunderstanding of the positive contribution that an extra-care village can have on the health of the individual residents and other older people in the general community. Thus, totally negating the requirement for a contribution to the NHS. In response the following observations are made:*

- (i) The construction of 124 "Extra Care" apartments does not result in 248 older people living in such accommodation. The vast majority of Extra Care apartments are occupied by one individual. A very common trigger for moving into Extra Care accommodation is the death of a partner. In the majority of retirement villages, approximately 70% of apartments are occupied by a single resident.*

*The average age of individuals moving into Extra Care accommodation is approximately 80 years old'. Life expectancy in the UK for men is 79 years. with women, on average living to 83 years' Thus, single women form the basis of any retirement community residents group.*

*Another factor which results in single occupancy of a number of flats, being the availability of two separate Care Homes, on site.*

*Very often when one partner in a marriage/relationship is in need of nursing care the other partner, opts to live in an apartment to facilitate close daily contact with their partner.*

*The construction of 124 apartments is likely to result in approximately 165-170 residents at any one time and not 248*

- (ii) The local NHS Trust suggest that the older residents moving into the Extra Care apartments will place an extra burden on local NHS resources. Such a contention can only be based on a belief that the majority of the approximate 165 residents likely to move into the village apartments will originate from outside the area of the local NHS Trust. This is extremely unlikely.*

*Carterwood is a leading organisation of social care analysis. In a strategic review for the BEN charity in 2017, they stated', "Analysis by Carterwood found*

*that residents in rural areas tend to travel 5.7 miles when moving into Care Homes... However, only 7.6% of BEN referrals came from over 20 miles away. The rural site in Warwickshire, the focus of the report, indicated that the medial distance for referral is 5.9 miles. There is no reason to believe that the vast majority of individuals who move into the extra care housing at Buckfast will originate from outside of the boundary of the local NHS Trust. Indeed, it is the aspiration of the Buckfast community that the facilities will be utilised by the local people. Thus, there is little impact on need in the area.*

*A recent survey has found that the majority of the population in the UK rate the Coast over the Countryside as their aspirational retirement destination. Of course, Buckfast is not a coastal destination. Further, Devon does not feature in the top ten areas of choice for older people moving from London (for example)*

*Further, Buckfast Abbey is keen to build upon an already positive relationship with the local authority. To this end, twenty extra-care apartments within the care village will be offered at social housing rent. A nomination process will be established on a range of agreed principles.*

*The local authority will nominate potential older tenants and in partnership and agreement with the Care Village, a full tenancy will be offered.*

*Further, it has been noted that a common feature of choosing an area for older person relocation is close proximity of a close relative'. As Buckfast Abbey is situated in a rural location this is unlikely to be a common occurrence.*

The reality is that the vast majority of residents at Buckfast Care Village will be local people. It is difficult to construct an argument that supports the belief of the NHS Trust that the extra-care housing provision will attract a considerable influx of older people into the area.

- (iii) *Research has shown that the development of "Extra-Care" Housing will reduce costs of the local NHS Trust'. The ExtraCare Charitable Trust is an organisation that supports in excess of 5,000 older people across housing schemes and care villages across the UK. In 2012, the Charitable Trust undertook a significant research programme with Aston University which involved a three year longitudinal study. The research sought to compare changes over time in care needs and care costs of Extra-Care residents and with those of a control sample living in the community. It also sought to explain the effects of the integrated on perceived health and wellbeing, cognition, social functioning and independence over time.*

The Key Findings were:

- *The Extra-Care model can result in significant savings for the NHS budget over a twelve month period total NHS Costs (including GP visits, practice and district nurse visits and hospital appointments and admissions) reduce by 38% for Extra-Care residents who were in the sample across the period.*
- *NHS Costs for "Frail" residents had reduced by 51% after 12 months.*
- *Use of the Extra Care Wellbeing Service (which is to be provided at the Buckfast care Village) which provides accessible, relatively informed (drop-in) support for preventative health care and ongoing day to day chronic illness care increases over*



*the period. At the same time, there is a significant reduction in pressure on local GP Surgeries, with a 46% reduction in residents routine or regular GP*

- appointments in year one. Supporting the drop-in model, concept*
- The Extra-Care model is associated with a significant reduction in the duration of unplanned hospital stay, from 8-14 days to 1-2 days.*
- The cost of providing lower level social care using the Extra-Care model was 1:1,222 less per person than providing the same level of social care in the community (17.8 less) and the cost of higher level social care was 1:4,566 (26% less per person per year).*

*Other Findings were:*

- 14.8% reduction in depressive symptoms in 18 months.*
- 23% decrease in anxiety symptoms.*
- Significant improvements in the level of exercise done by residents (75%).*
- Increase in walking speed and a reduction of falls over the first two years.*
- The increase of frailty is delayed or reversed in residents.*
- 24% increase in autobiographical and 17% increase in memory recall tests.*
- 86.5% of residents were "never or hardly ever" lonely.*

*The above study was continued from 2015 -18 by Lancaster University and the earlier findings from the Aston University Research were verified'. Reporting in August 2019 "Research" undertaken by Southampton City Council, the Housing and Improvement Network and Southampton University was released. The research included an evidence review on the potential benefits to the health care system of housing with care service (Extra Care); the financial cost benefits and the financial impact for health care services of the current provision of Extra Care housing in the city.*

*The research suggested positive impacts on the local health care economy, which included:*

- Reduction in the number of GP visits (by housing with care residents).*
- Reduction in the number of Community Health Nurse visits.*
- Reductions in the number of non-elective admissions to hospital.*
- Reductions in length of stay and delayed discharges from hospital.*
- Reductions in ambulance callouts, typically linked to reduced incidence of falls.*

*When quantified, the research estimated that for each person living in the housing with care setting (Extra-Care), the financial benefit to the NHS was approximately £2000 per person, per annum (calculated as a cost benefit to the health care system). In addition, the body of research identified a number of other benefits of housing with care, which included improved individual outcomes for residents such as improved quality of life and reduced loneliness'.*

*'There is a growing interest in housing for older people, with planners, policy makers and customer's alike taking an active part in creating the demand for more options for housing for older people. The sector is becoming more defined between retirement housing (with less care on site) and housing with care (with increased provision of communal facilities and on-site care). To the credit of the determination and insight of the Buckfast Abbey Community, planning permission is being sought for an Extra-Care provision of Housing with Care and an extensive Extra-Care range of facilities for residents.....*

*Furthermore, in the spring of 2018, The All Party Parliamentary Group on Housing and Care for Older People, published the details of its inquiry findings into Rural Housing for an Ageing Population: Preserving Independence". The findings warn that the increasing numbers of older people in rural areas will face a 'huge challenge to their independence and wellbeing' as their homes become unsuitable for their needs. The report indicates that by 2039, nearly half of rural households will be aged over 65 years.*

*The report states that policy makers 'must recognise the growing housing needs of older people in the countryside'. There are a number of recommendations and the inquiry states calls for development of 'extra care' housing 'hubs' in rural areas, bringing services for an ageing population together in a single location. It further recommends that every local plan contains specific sites for the housing of older people, including much needed housing solutions developed by rural landowners, local councils, housing associations, community land trusts etc. It is such a hub that the Buckfast Abbey Monastic Community wishes to develop. The realisation of the difficulties of older people who live in rural settings, has motivated and inspired the monastic community to seek permission to build an innovative care village on land adjoining the Buckfast Abbey grounds. It is the aspiration of community of Buckfast Abbey, that the older people of Dartmoor National Park be afforded the opportunity of high quality housing, person centred care and support within the unique, tranquil and beautiful setting of the Buckfast Abbey Care Village. The development of an extra care housing hub at Buckfast Abbey will ensure that a range of services are available to older individuals living in the care village and the local community.*

*Such services will range from homecare to involvement in the day to day activities offered for those people living on site. In this manner, the local older people will have access to services which will support greater Independence for a longer period. Thus, delivering long term benefits to the local community and local NHS Trusts budgets.*

*It is our view that the request for a payment by the local NHS Trust is totally unreasonable and suggests a lack of appreciation of the benefits an extra care housing hub will afford the local community.*

*Such a payment is an unnecessary and unwarranted burden on Buckfast Community and the local NHS Trust is requested to reconsider its position and withdraw the request for payment It should be understood that as a point of principle, no such payment will be made.'*

## **NHS (Torbay & South Devon NHS Foundation Trust) - Initial Consultation Response July 2019**

### *'Definitions;*

- Accident and emergency care: An A&E department (also known as emergency department or casualty) deals with genuine life-threatening emergencies requiring urgent assessment and/or intervention.*
- Acute care: This is a branch of hospital healthcare where a patient receives active but short-term treatment for a severe injury or episode of illness, an urgent medical condition, or during recovery from surgery. In medical terms, care for acute health conditions is the opposite from chronic care, or longer term care.*
- Block Contract: An NHS term of art for an arrangement in which the health services provider (as used in the UK, providers refer to corporate entities such as hospitals and*

trusts, and not to individuals) is paid an annual fee in instalments by the Healthcare Commissioner in return for providing a defined range of services.

- *Clinical Commissioning Group: CCGs are clinically-led statutory NHS bodies responsible for the planning and commissioning of health care services for their local area.*
- *Commissioning for Quality and Innovation payment frame (CQUIN) is a framework that supports improvements in the quality of services and the creation of new, improved patterns of care. The system was introduced to make a proportion of healthcare providers' income conditional on demonstrating improvements in quality and innovation in specified areas of patient care.*
- *Dr Foster: Dr Foster allows the Trust to understand the patient flow throughout the regions around the hospital and has developed methodologies to support organisations to improve quality and efficiency through the use of data.*
- *Emergency care: Care which is unplanned and urgent.*
- *NHSI: NHS Improvement*
- *ONS: Office of National Statistics.*
- *OPEL: Operational Pressures Escalation Levels are way for Trusts to report levels of pressure consistently nationally.*
- *Planned care: Medical care that is provided by a specialist or facility upon referral by a primary care physician and that requires more specialised knowledge, skill, or equipment than the primary care physician can provide.*
- *Premium Costs: Premium costs incurred can include the supply of agency staff, Locum Medical Staff and payments to deliver services to meet operational pressures, which exceed the costs incurred when delivering with substantive staff. The Trust also sub-contracts the provision of certain services to third parties to meet demand.*
- *Secondary care: Medical care that is provided by a specialist or facility upon referral by a primary care physician and that requires more specialised knowledge, skill, or equipment than the primary care physician can provide*
- *Sustainability and Transformation Fund (STF): a fund that supplements the health provider's income*

## **Introduction**

*Planning applications must be determined in accordance with the development plan unless material considerations indicate otherwise. The creation and maintenance of healthy communities is an essential component of sustainability as articulated in the Government's National Planning Policy Framework which is a significant material consideration. Development plans have to be in conformity with the NPPF and less weight should be given to policies that are not consistent with the NPPF. Consequently, local planning policies along with development management decisions also have to be formulated with a view to securing sustainable healthy communities.*

*As our evidence will demonstrate, Torbay and South Devon NHS Foundation Trust (the Trust) is currently operating at full capacity in the provision of acute and planned 3 healthcare. The NHS funding is dependent on activity it delivers and whether the Trust meets the quality standards and timeframes. The Trust is already delivering services over the capacity. This development will have a detrimental impact on the Trust's ability to continue to deliver services with required quality standards and timeframes. The following year's contract does not pay previous year's increased activity and the deficit created by the impact of the development. The contribution is being sought not to support a government body but rather to enable that body to provide services needed by the occupants of the new development. The funding as outlined below, cannot be sourced from elsewhere. The lack of contribution will create a long-term impact on the Trust's ability to provide service required to those who live in the development and the community*

*at large. Without the contribution, the development is not sustainable and should be refused.'*

### **Evidence**

*1. Torbay and South Devon NHS Foundation Trust has an obligation to provide healthcare services. Although run independently, NHS Foundation Trusts remain fully part of the NHS. They have been set up in law under the Health and Social Care (Community Health and Standards) Act 2003 as legally independent organisations called Public Benefit Corporations, with the primary obligation to provide NHS services to NHS patients and users according to NHS principles and standards - free care, based on need and not ability to pay. NHS Foundation Trusts were established as an important part of the government's programme to create a "patient-led" NHS. Their stated purpose is to devolve decision-making from a centralised NHS to local communities in an effort to be more responsive to their needs and wishes. However, they cannot work in isolation; they are bound in law to work closely with partner organisations in their local area.*

*2. The Trust is a public sector NHS body and is directly accountable to Parliament for the effective use of public funds. The Trust is funded from the social security contributions and other State funding, providing services free of charge to affiliated persons of universal coverage. The Trust is commissioned to provide acute healthcare services to the population of (but not limited to) the Clinical Commissioning Group (CCG): South Devon and Torbay CCG*

*3. The Trust is a secondary care and community services provider delivering a range of planned, emergency hospital and community care with social care services to residents of the aforementioned areas. It provides urgent and emergency care services for residents for whom it is the nearest Accident and Emergency (A&E) provider and often for residents from further afield when their closest A&E is under particular pressure.*

*4. The Trust is an integrated organisation providing acute health care services from Torbay Hospital, community health services and adult social care.*

*5. The Trust was established as an NHS Foundation Trust in October 2015. NHS Foundation Trusts are part of the NHS and subject to NHS standards, performance ratings and systems of inspection. They have a duty to provide NHS services to NHS patients according to NHS quality standards and principles. They have stronger local ownership and greater involvement of their local communities through their links with their members. Local people, patients, carers, and staff are all able to become members of their local NHS Foundation Trust.*

*6. Every NHS Foundation Trust is authorised to operate by a licence issued by the Independent Regulator. The terms of each NHS Foundation Trust's licence set out the conditions under which they must operate including:*

- The health services that the Trust is authorised and required to provide to the NHS;*
- The standards to which they must operate and against which the Care Quality Commission (CQC) will inspect;*
- A list of assets such as buildings, land or equipment that are designated as 'protected' because they are needed to provide required NHS services;*
- The amount of money an NHS Foundation Trust is allowed to borrow.*

*7. Like all other NHS bodies, NHS Foundation Trusts are inspected against national standards by the Care Quality Commission (CQC). The Independent Regulator, NHS*

*Improvement, monitors each NHS Foundation Trust to ensure they do not breach the terms of their authorisation. If an NHS Foundation Trust significantly breaches the terms of its authorisation, or finds itself in difficulty, NHS Improvement has a range of intervention powers, including powers to:*

- *Issue warning notices;*
- *Require the Board of Governors or Board of Directors to take certain actions;*
- *Suspend or remove the Board of Governors or members of the Board of Directors.*
- *In the most serious cases, where NHS Improvement intervention cannot resolve the breach, an NHS Foundation Trust can be dissolved.*

### **Funding Arrangements for the NHS Foundation Trust**

*8. South Devon and Torbay CCG commission Torbay and South Devon NHS Foundation Trust to provide acute and community healthcare services to the population of those areas under the terms of the NHS Standard Contract. This involves identifying the health needs of the population and commissioning the appropriate high quality services necessary to meet these needs within the funding allocated. The CCG commission planned and emergency acute healthcare from the Trust and agree a service level agreement, including activity volumes and 6 values on an annual basis under Block Contract. The Trust directly provides the majority of healthcare services through employed staff but has some staff subcontracted and/or locum staff for services when under operational pressure.*

*9. The Trust is required to provide the commissioned health services to all people that present or who are referred to the Trust. "The Trust must accept any Referral of a Service User however it is made unless permitted to reject the Referral under this Service Condition" 1 . There is no option for the Trust to refuse to admit or treat a patient on the grounds of a lack of capacity to provide the service/s. This obligation extends to all services from emergency treatment at A&E to routine/non-urgent referrals. Whilst patients are able in some cases to exercise choice over where they access NHS services, in the case of an emergency, they are taken to their nearest appropriate A&E Department by the ambulance service. The Torbay and South Devon is one of the nearest A&E departments to this proposed development. Since 2008, patients have been able to choose which provider they use for their healthcare for particular services. The 2014/15 Choice Framework explains when patients have a legal right to choice about treatment and care in the NHS. The legal right to choice does not apply to all healthcare services, and for acute healthcare it only applies to first outpatient appointments, specialist tests, maternity services and changing hospitals if waiting time targets are not met.*

### **Performance Trajectory**

*10. The Trust is asked to submit monthly performance trajectories in relation to certain standards in order to receive money from the Sustainability and Transformation Fund. One of the standards which the trajectories impose upon all Trusts is the 4- hour A & E waiting time. Failure to deliver services in accordance with the performance trajectory agreed, results in withdrawal of STF.*

*11. Operational Pressures Escalation Levels are way for the Trust to report levels of pressure consistently. Under OPEL, there are 4 escalation levels, where Level 1 shows the Trust is maintaining patient flow and able to meet anticipated demand. In contrast, escalation to Level 4 shows the Trust is unable to deliver 1 NHS Standard Contract- Service Condition SC7 7 comprehensive care and there is a greater risk on patient care and safety being compromised.....'*

*'It can be clearly seen that the Trust is frequently experiencing major pressures and its inability to cope with the increasing patient demand. New development within the regions will inevitably add to the already over-burdened NHS and will put the Trust at a serious risk of losing the ST funding. In 2017/18 the Trust was unable to meet its trajectory and lost over £1million. This is something that the Trust is not able to recover. Further and most importantly, this will affect the Trust's ability to provide the service required. This development will have a direct impact on the Trust's performance.*

### **Improvement Goals**

*12. The Commissioning for Quality and Innovation (the "CQUIN") payment framework makes a proportion of NHS healthcare provider income conditional on achieving certain improvement goals. In 2016/2017 the Trust was conditional upon achieving improvement goals. The conditional income for 2015/2016 was £4,125,000 in 2016/17 was £4,634,000 and in 2017/2018 it was £4,686,000.2 An impact which interferes with the achievement of the CQUIN's improvement goals will jeopardise the additional income received through the CQUIN. This residential development will have a detrimental impact on the Trust's ability to provide those goals.*

### **Planning for the Future**

*13. It is evident that the existing, ageing population and future population growth will require additional healthcare infrastructure to enable it to continue to meet the acute and community healthcare needs of the local population.*

*14. It is **not** possible for the Trust to predict when planning applications are made and delivered. The Trust has considered strategies to address population growth across its area and looked at the overall impact of the known increased population to develop a service delivery strategy to serve the future healthcare needs of the growing population. This strategy takes into account the trend for the increased delivery of healthcare out of hospital and into the community. However, the commissioning operates based on previous year's performance and does not take into account potential increase in population created by a prospective development. It does not take into account housing land supply, housing need or housing projections.*

### **Current Position**

*15. Across England, the number of acute beds is one-third less than it was 25 years ago, but in contrast to this the number of emergency admissions has seen a 22% increase in the last 10 years. The number of emergency admissions is currently at an all-time high.*

*16. The Trust's hospitals are now at full capacity and there are limited opportunities for it to further improve hospital capacity utilisation. Whilst the Trust is currently managing to provide the services in a manner that complies with the Quality Requirements of the NHS, there are not sufficient resources or space within the existing services to accommodate sudden population growth created by the development, without the quality of the service as monitored under the standards set out in the Quality Requirements dropping, and ultimately the Trust facing sanctions for external factors which it is unable to control.*

*17. In order to maintain adequate standards of care as set out in the NHS Standard Contract quality requirements, it is well evidenced in the Dr Foster Hospital Guide that a*

key factor to deliver on-time care without delay is the availability of beds to ensure timely patient flow through the hospital. The key level of bed provision should support a maximum bed occupancy of 85%. The 85% occupancy rate is evidenced to result in better care for patients and better outcomes. This enables patients to be placed in the right bed, under the right team and to get the right clinical care for the duration of their hospital stay. Where the right capacity is not available in the right wards for the treatment of a particular ailment, the patient will be admitted and treated in the best possible alternative location and transferred as space becomes available. Multiple bed/ward moves increases the length of stay for the patient and is known to have a detrimental impact on the quality of care. Consequently, when hospitals run at occupancy rates higher than 85%, patients are at more risk of delays to their treatment, sub-optimal care and being put at significant risk.

18. Appendix 2 details that the Trust's utilisation of acute bed capacity exceeded the optimal 85% occupancy rate for the majority of 2017/18. This demonstrates that current occupancy levels are highly unsatisfactory, and the problem will be compounded by an increase in the population, which does not coincide, with an increase in the number of bed spaces available at the Hospital. This is the inevitable result where clinical facilities are forced to operate at over-capacity and is why there is now a very real need to expand the Trust facilities. Any new residential development will add a further strain on the current acute healthcare system.

19. During 2016/17, residents from South Devon and Torbay CCG attended the Trust's A&E Department 65,664 times and this number increased to 66,791 in 2017/2018. The first 8 months of 2018/2019 has seen 45,428 residents attended that when annualised will see a further annual increase to 68,142 A&E visits.

20. Residents from the area are currently generating significant interventions per head of population per year.....'

'21. The population increase associated with this proposed development will significantly impact on the service delivery and performance of the Trust until contracted activity volumes include the population increase. As a consequence of the development and its associated demand for acute and planned health care, there will be an adverse effect on the Trust's ability to provide "on time" care delivery without delay due to inadequate funding to meet demand because of the preceding year's outturn activity volume based contract which will result in financial penalties due to the Payment by Results regime.

22. The only way that the Trust can maintain the "on time" service delivery without delay and comply with NHS quality requirements is that the developer contributes towards the cost of providing the necessary capacity for the Trust to maintain service delivery during the first year of occupation of each dwelling. Without 10 securing such contributions, the Trust will have no funding to meet healthcare demand arising from each dwelling during the first year of occupation and the health care provided by the Trust would be significantly delayed and compromised, putting the local people at risk. The lack of funding will have a long term impact on the Trust's ability to provide services.

#### *Impact Assessment Formula*

23. The Trust has identified the following:-

24. A development of **124 extra care units** equates **248 new residents** (based on the current assumption of 2.4 persons per dwelling, using existing 2018 demographic data).

*This residential development will therefore generate **676 acute interventions** over the period of 12 months. This comprises additional interventions by point of delivery for:*

- 97 A&E based on % of the population requiring an attendance*
- 25 Non elective admissions based on % of the population requiring an admission*
- 9 Elective admissions based on % of the population requiring an admission*
- 27 Day-case admissions based on % of the population requiring an admission*
- 335 Outpatient admissions based on % of the population requiring an admission*
- 183 Diagnostic Imaging based on % of the population requiring diagnostic imaging*

*Formula: Increase in Service Demand: Development Population x % Development Activity Rate per head of Population x Cost per Activity = Developer Contribution*

*25. As a consequence of the above and due to the payment mechanisms and constitutional and regulatory requirements the Trust is subject to, it is necessary that the developer contributes towards the cost of providing capacity for the Trust to maintain service delivery during the first year of occupation of each unit of the accommodation on/in the development. The Trust will not receive the full funding required to meet the healthcare demand due to the baseline rules on emergency funding and there is no mechanism for the Trust to recover these costs retrospectively in subsequent years as explained. Without securing such contributions, the Trust would be unable to support the proposals and would object to the application because of the direct and adverse impact of it on the delivery of health care in the Trust's area. Therefore, the contribution required for this proposed development of **124 extra care units is £91,413.00**. This contribution will be used directly to provide additional health care services to meet patient demand.*

*26. The contribution requested is based on these formulae/calculations, and by that means ensures that the request for the relevant landowner or developer to contribute towards the cost of health care provision is directly related to the development proposals and is fairly and reasonably related in scale and kind. Without the contribution being paid the development would not be acceptable in planning terms because the consequence would be inadequate healthcare services available to support it, also it would adversely cause short and long term impact on the delivery of healthcare not only for the development but for others in the Trust's area.*

*27. Having considered the cost projections, and phasing of capacity delivery we require for this development it is necessary that the Trust receives 100% of the above figure prior to implementation of the planning permission for the development. This will help us to ensure that the required level of service provision is delivered in a timely manner. Failure to access this additional funding will put significant additional pressure on the current service capacity leading to patient risk and dissatisfaction with NHS services resulting in both detrimental clinical outcomes and patient safety. Summary*

*28. As our evidence demonstrates, the Trust is currently operating at full capacity in the provision of acute and planned healthcare. It is further demonstrated that although the Trust has plans to cater for the ageing population and growth, it will not be able to plan for the growth in a piecemeal manner. The contribution is being sought not to support a government body but rather to enable that body to provide services needed by the occupants of the new homes. The development directly affects the ability to provide the health service required to those who live in the development and the community at large. Without contributions to maintain the delivery of health care services at the required quality standard and to secure adequate health care for the locality the proposed development will*



*put too much strain on the said service infrastructure, putting people at significant risk. This development imposes an additional demand on existing over-burdened healthcare services, and failure to make the requested level of healthcare provision will detrimentally affect safety and care quality for both new and existing local population. This will mean that patients will receive substandard care, resulting in poorer health outcomes and prolonged health problems. Such an outcome is not sustainable.*

*29. One of the three overarching objectives to be pursued in order to achieve sustainable development is to include b) a social objective – to support strong, vibrant and healthy communities ... by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.” NPPF paragraph 8. There will be a dramatic reduction in safety and quality as the Trust will be forced to operate over available capacity as the Trust is unable to refuse care to emergency patients. There will also be increased waiting times for planned operations and patients will be at risk of multiple cancellations. This will be an unacceptable scenario for both the existing and new population. The contribution is necessary to maintain sustainable development. Further the contribution is carefully calculated based on specific evidence and fairly and reasonably related in scale and kind to the development. It would also be in the accordance with Council's Adopted Local Plan: Dartmoor National Park Authority Local Development Framework Core Strategy Development Plan Document 2006 - 2026*

*Policy COR17 - The Authority will work in partnership with local communities, local authorities, public agencies and private, voluntary and community bodies to sustain and 13 enhance those local services, facilities and resources needed for safe, satisfying and healthy lifestyles.*

*Part 5.11 Health and Wellbeing Sustainability objectives Community health, safety and well-being - To safeguard and improve community health, safety and well-being.*

*5.11.1 Spatial planning has an important role to play in helping to provide communities with the facilities needed for healthy, safe and satisfying lifestyles. The community strategies that cover the Dartmoor National Park set out the expectations that local people have in the areas of:*

- healthy living and access to healthcare*
- caring communities and the reduction of isolation*
- leisure and recreation*
- achieving even safer places to live, promoting community safety*
- the reduction of litter and vandalism*
- the reduction of waste and pollution.*

*5.11.5 Providing for the health and well-being of communities covers a wide range of initiatives; ...These services play an important role in improving the health and quality of life of individuals and communities and, along with NHS primary care trusts, in reducing health inequalities. In a sustainable community, people should feel safe and secure. The prevention of crime and the enhancement of community safety are now explicit planning objectives (see policy COR1(c) and section 5.3.2).*

## *6. Community, education and **health infrastructure.***

*Chapter 8 of the NPPF elaborates paragraph 8 in paragraph 92, which directs that: To provide the social, recreational and cultural facilities and services the community needs,*

*planning policies and decisions should: a) ... ; b) ... ; c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community's ability to meet its day-to-day needs; d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and 14 e) ... .*

*Further, the Planning Practice Guidance ('PPG') provides that: Local planning authorities should ensure that health and wellbeing, and health infrastructure are considered in local and neighbourhood plans and in planning decision making. Public health organisations, health service organisations, commissioners and providers, and local communities should use this guidance to help them work effectively with local planning authorities in order to promote healthy communities and support appropriate health infrastructure. Paragraph: 001 Reference ID: 53-001-20140306*

*The PPG goes on to suggest that information about the impact of a development on the demand for healthcare services ... should assist local planning authorities consider whether the identified impact(s) should be addressed through a Section 106 obligation or a planning condition. ...Paragraph: 004 Reference ID: 53-004-20140306 30.*

*In the circumstances, without the requested contributions to support the services infrastructure the planning permission should not be granted'.*

**Teignbridge District Council Environmental Health Officer (Contaminated Land) – July 2019**

*'Clearly there are extensive land contamination issues highlighted in the Contaminated Land Assessment (report No 9290 May 2019) and a lot more work to do. In particular I fully support the recommendations in section 6.7 and section 7 which sets out the scope of Supplementary Targeted Investigation. It may be appropriate to make any planning consent subject to the following planning conditions:*

**1. Submission of Remediation Scheme**

*No development shall take place until a detailed remediation scheme to bring the site to a condition suitable for the intended use by removing unacceptable risks to human health, buildings and other property and the natural and historical environment has been submitted to and approved in writing by the Local Planning Authority. The scheme must include all works to be undertaken, proposed remediation objectives and remediation criteria, an appraisal of remedial options, and proposal of the preferred option(s), and a timetable of works and site management procedures. The scheme must ensure that the site will not qualify as contaminated land under Part 2A of the Environmental Protection Act 1990 in relation to the intended use of the land after remediation.*

**2. Implementation of Approved Remediation Scheme**

*The remediation scheme shall be implemented in accordance with the approved timetable of works. Within 2 months of the completion of measures identified in the approved remediation scheme, a validation report (that demonstrates the effectiveness of the remediation carried out) must be submitted to the Local Planning Authority.*

**3. Reporting of Unexpected Contamination**

*If, during development, contamination not previously identified is found to be present at the site then no further development (unless otherwise agreed in writing with the Local Planning Authority) shall be carried out until the developer has submitted, and obtained written approval from the Local Planning Authority for an investigation and risk assessment and, where necessary, a remediation strategy and verification plan detailing how this unsuspected contamination shall be dealt with. Following completion of measures identified in the approved remediation strategy and verification plan and prior to occupation of any part of the permitted development, a verification report demonstrating completion of the works set out in the approved remediation strategy and the effectiveness of the remediation shall be submitted to and approved, in writing, by the local planning authority'*

**Teignbridge District Council – Environmental Health Officer Comments – August 2019**

*'Due to the close proximity of residential dwellings to this proposal complaints of noise nuisance may be received.*

*Therefore, I would be grateful if you would add a condition which restricts the times during which works likely to give rise to significant levels of noise to the following hours*

*Mon- Friday 0800-1800 Sat 0900- 1300*

*There should be no works carried out external to these times, on Sundays or on Bank Holidays*

*No deliveries or collections of materials should be made to the site outside of these times*

*Applicant should submit a management plan for the control of dust, mud and other emissions travelling beyond the boundary of the site from either construction and any demolition arising at the site, which should include damping down of internal lorry routes and external haul routes.*

*Any cutting of stone should use water as a dust suppressant, together with any demolition which takes place.*

*Please provide technical details of any mechanical power generation to be used on the site, its intended location and any noise mitigation measures to be employed to prevent fugitive noise traveling beyond the boundary of the site.*

*Disposal of waste arising from construction and demolition activities should be disposed of by alternative means other than by burning.*

*Works carried out on the old mill should utilise covered shutes for the removal of waste from this area to prevent airborne contamination resulting.'*

#### **Health & Safety Executive response – August 2019**

*'The HSE is a statutory consultee for certain developments within consultation distance of Major Hazard Sites (in this case Bullycleaves Quarry propane store). The assessment indicates that the risk of harm to people at the proposed development site is such that the HSE's advice is that there are sufficient reasons on safety grounds, for advising against the granting of planning permission in this case'*

## Landscape Strategy - Redbay Design – May 2019

### Summary of findings

*The site is contained within the settlement boundary of Buckfast towards the southern end of the village. The site is located on the valley floor on the western side of the River Dart immediately to the south of Buckfast Abbey grounds. It has an area of approx. 8.5 hectares and is occupied by a number of structures associated with the previous use of the site as the Axminster Carpets Spinning Mill, as well as a number of other businesses, some of which are still active and reside on the site.*

*Some of the former Spinning Mill buildings/structures at the northern end of the site had already been demolished at the time of the site visit leaving a large open space and some three storey stone buildings along the eastern boundary of that part of the site. The remaining structures across the rest of the site are large scale and industrial in nature where the overriding material is corrugated metal sheeting. There are also associated areas open areas associated with these uses being car parking, yards and a small garden area on the western edge. The southern most portion of the site does not appear to have been previously developed. The current entrance point in the western boundary towards the southern end of the site leads to an access road that runs along the eastern boundary, between the site and the river, serving the administrative buildings for Buckfast Abbey and the workshop buildings adjacent the northern and north eastern boundaries of the site. This access road needs to remain and will not form part of the proposals.*

*Due to the previous use of the site there are very few landscape features of value contained within it. The river bank on the eastern side of the access road (outside of the application's red line) falls steeply down to the river and is occupied by a mix of native species trees and shrubs in varying condition and quality, species include Lime (*Tilia cordata*), Oak (*Quercus robur*), Ash (*Fraxinus excelsior*) and Hawthorn (*Crataegus monogyna*). The western boundary between Buckfast Road and the site is defined by a steep embankment with a drop of around 2.5m. On and around this embankment at the southern end of the site is a belt of large established Lime trees (*Tilia cordata*) that screen the existing structures on the site quite successfully.*

*Further north towards the middle of this western boundary the belt of trees turns to a mix of native species including Field Maple (*Acer campestre*), Rowan (*Sorbus acuparia*), Silver Birch (*Betula pendula*) and Wild Cherry (*Prunus avium*). These trees along the western boundary contribute to the well-treed appearance of the valley landscape within the study area when travelling along Buckfast Road. Around the entrance and car park within the southern end of the site some individual trees have been planted such as Field Maple and Rowan. There are more trees contained within the southern end of the site of similar species as well as some evergreen species although there is very little in the way of boundary vegetation beyond some hawthorn and similar species that has been left unmanaged.*

*The overriding character of the site is industrial, dominated by the existing structure that do not reflect the local character or vernacular. There is a visual relationship from certain points with the tower of Buckfast Abbey that is a prominent feature throughout the area,*

*and to some extent with the surrounding landscape to the east on the opposite side of the river. Unfortunately, the site is somewhat separated from the river by the difference in level, the vegetation on the bank and the access road.*

*The site is bound to the north and north west by the grounds and buildings associated with Buckfast Abbey and the residential development of Buckfast beyond. To the west by existing buildings and Buckfast Road with the school on the opposite side and the sloping agricultural landscape beyond. To the south by the Abbey Inn and an industrial yard within woodland with Buckfastleigh and the A38 beyond. And to the east by the River Dart and the agricultural/wooded valley slope that also has the new tonic wine factory and the A38 beyond. The boundary of Dartmoor National park roughly follows the A38 so the western half of the study area including Buckfast and the site is contained within the National Park while the eastern half provides the agricultural landscape setting’/*

*‘The site is contained within the settlement boundary of Buckfast. This is a small village on the edge of Dartmoor National Park which focuses around Buckfast Abbey and grounds on the floor of the valley created by the River Dart which is occupied by an active monastery of Benedictine monks. The most prominent feature here is the Church of St Mary (Buckfast Abbey) constructed from a distinctive combination of ‘snecked’ local grey limestone and honey coloured Hamstone dressings with a copper roof. The current Abbey building was built in the early 20th century but was constructed on the remains of a previous Abbey that dates back to the medieval period. There are a number of other historic buildings within the Abbey grounds that also make use of similar materials but tend to have slate roofs. New buildings are of a more contemporary style and while referencing the historic buildings make use of other materials such as timber cladding and shingles that in many cases have taken on the grey colour of the local stone as the timber has aged. While this site is clearly an important heritage asset steeped in history it also has a certain sense of modernity due to the more recent construction of the main Abbey building, the more contemporary outer buildings and to some extent the style of the public realm.*

*The village is accessed via Buckfast Road which runs adjacent the sites western boundary where the site and the proposals are accessed from. There are a number of buildings along this road that also form part of the western boundary of the site that contain many of the villages facilities/services finished in stone, render and slate roofs.*

*Some of these buildings appear to be historic but are not listed. These buildings together with the white rendered school building on the opposite side of the road are the main experience of Buckfast when travelling through the village, with glimpses of the Abbey through gaps and above the roadside buildings. Beyond this and on the outer edge of the village occupying the western valley slope is more recent residential development of typical construction finished in predominantly render with a variety of roof materials and detailing.’*

## Energy Statement

### Keyplan Consultants – Summary of energy report - May 2019

*'Renewable and Low Carbon Technologies in the context of Building Regulations Part L compliance are usually considered to include:*

- *Biomass (hot water generation)*
- *Solar energy (electricity - PV and Thermal- hot water generation)*
- *Air Source Heat Pumps (hot water generation)*
- *Ground Source Heat Pumps (hot water generation)*
- *Water Source Heat Pumps (hot water generation)*
- *Wind Power (electricity generation)*
- *Hydroelectric (electricity generation)*
- *Combined Heat and Power (electricity and hot water generation)*

*The merits of these technologies have been evaluated and modelled where appropriate to determine their suitability for the Buckfast Mills project.*

*The following Renewable and Low Carbon Technologies are not considered appropriate for this project for the reasons stated:*

#### **Solar energy** (Thermal - hot water generation)

*The efficient integration of a solar thermal system across this mixed use site introduces a number of unnecessary engineering complications and it is therefore considered that any available "solar collection" space is best utilised for electricity generation rather than hot water generation..*

#### **Ground Source Heat Pumps** (hot water generation)

*The surface area of land available for the installation of the ground heat collection pipework even utilising vertical boreholes is not considered to be sufficient to provide a viable system.*

#### **Wind Power** (electricity generation)

*The use of wind turbines is not considered appropriate for this site from an aesthetic, technical and space perspective.*

#### **Biomass**

*Over recent years the use of biomass has been "promoted" via Building Regulations in the way the SBEM calculations were structured ie. It was relatively easy to meet CO2 emission targets by simply electing to use biomass for heating and hot water generation. This plus the government's Renewable Heat Incentive (RHI) lead to a large increase in the number of biomass installations.*

*Experience of these installations has highlighted a number of operational issues which have resulted, in some cases, in the plant being subsequently removed and replaced with gas boiler plant.*

*Additionally, experience suggests that the green credentials of the fuel supply chain is somewhat questionable with fuel sometimes being transported over long distances by ships powered by heavy fuel oil and diesel road vehicles.*

*For the above reasons we do not recommend biomass boiler plant as suitable for this site.*

*The following Renewable and Low Carbon Technologies are considered suitable for use on this project:*

**Solar Energy - Electricity Generation**

*The use of photovoltaic systems to generate electricity is simple, has low maintenance and offers an opportunity to reduce the carbon footprint of the development. It is therefore proposed that their use is maximised wherever possible.*

**Air Source Heat Pumps - hot water generation**

*Air source heat pumps correctly applied and integrated with other heat generating plant can offer a good technical solution to reducing CO<sub>2</sub> emissions. It is therefore proposed that ASHPs are used where appropriate.*

**Air Source Heat Pumps (warm air heating)**

*There are a number of areas on the project where comfort cooling via mechanical refrigeration plant is both desirable and necessary. Where practical, areas requiring comfort cooling will be connected to a common heat pump system with heat recovery.*

*This type of system allows heat to be transferred from areas where it is not required to those where it is.*

**Water Source Heat Pumps (hot water generation)**

*The availability of river water within the leat and existing extraction licences provides a potential heat source for a heat pump.*

*Further investigations are necessary to confirm the viability of such a scheme but its integration with other plant to generate hot water provides scope for reducing the site CO<sub>2</sub> emissions.*

**Hydroelectric (electricity generation)**

*The existing hydroelectric system is understood to be operating well with power outputs meeting expectations. It is proposed therefore that a further system will be installed on the Higher Mill leat running west to east on the site.*

**Combined Heat and Power (electricity and hot water generation)**

*The heating and electricity demands of the leisure and care facilities on the site make it ideally suited for Combined Heat and Power plant. It is therefore proposed that CHP is incorporated into the design of the heating plant.*

**Building Fabric**

*The heating of buildings constructed to current Building Regulation standards accounts for approximately 40% of the building's annual CO<sub>2</sub> emissions.*

*A practical "fabric first" approach is proposed for project providing increased insulation standards without major impact on the appearance and character of the proposed buildings.*



*It is proposed that a centralised heating plant be provided to serve the various buildings on the site (Blocks A, B, C, D, E and F) rather than local plants within each building. A centralised solution provides economy of scale in terms of "low carbon plant/equipment" efficiencies.*

*Block G will be serviced via local gas fired combination boilers with roof mounted PV panels.*

*Hot water will be generated in a central "energy centre" from where it will be distributed to the various buildings generally as a district heating scheme. The hot water will be used for space heating and domestic hot water generation.*

*A combination of underfloor heating and radiators would be employed across the site to suit the specific requirements of the areas served.*

*Hot water will be generated within the energy centre via a combination of plant sized and selected to optimise the benefits of the respective technologies. Heat pumps would be used to operate at optimum efficiency on the low temperature water return from the buildings (after releasing its heat). Additional heat would be added via gas Combined Heat and Power (CHP) plant and "top up" heat would be provided, when necessary, via conventional gas fired condensing boilers.*

*The gas fired boiler plant would be sized to provide adequate heating to the site in the event of Heat Pump or CHP unavailability or plant failure or off line maintenance.*

*Preliminary SAP and SBEM calculations indicate the "district heating" scheme described above would provide a 23% reduction (below that required by building regulations) in annual CO<sub>2</sub> emissions i.e. it will exceed Policy COR8 requirements.*

*A further reduction in the order of 27% is achievable if Photo Voltaic panels are provided on the roof areas shown on KWL planning drawings.*

*Further reductions are possible if the proposed hydroelectric installation is provided.*

*It is proposed to use harvested rainwater for WC flushing and Laundry use to reduce mains water usage. Additionally, low water usage sanitaryware and fittings will be provided across the site to further reduce mains water usage'.*

## **Internal & External Lighting Assessment**

### **Report prepared by Hoare Lea Lighting Specialists – August 2020**

The following paragraphs are extracted from the full report available on-line.

#### **‘Executive summary**

*This report has been produced to provide an assessment of the proposed external lighting impacts related to the proposed Buckfast Care Village. The proposed development of the Buckfast Mills site involves the demolition of the majority of the existing industrial units, the retention and refurbishment of three, and the construction of seven new communal/residential buildings, alongside the provision of external gardens/landscaping, roadways and carparks. Following guidance from the project’s Ecologist and Lighting Guidance Notes, the lighting scheme has been designed to consider and mitigate the impact on bats in the local vicinity, and to ensure light pollution to the surrounding area is minimised. The initial concept of the external lighting design will be developed during this stage of the project, with furthermore detailed design development as the project progresses. The lighting design has been proposed in-line with the ecological mitigation strategy, in order to support the planning application for the proposed Buckfast Care Village. The external lighting proposal for the project will comply with all relevant British Standards, Chartered Institute of Building Services Engineers (CIBSE) guidance documents, Institute of Light and Lighting (ILL) documentation, and Bat Conservation Trust (BCT) guidance. The illumination levels will be based on guidance and in accordance with the Client and Architect’s requirements to ensure that safety and security is maintained to an appropriate standard and adhering to the environmental needs.....’*

#### **‘Introduction**

*This external lighting assessment report has been produced to support the planning application for the development of the proposed Buckfast Care Village at Buckfast Mills, adjacent to the Buckfast Abbey grounds. The project involves the demolition of some of the existing warehouse units and workshops on the site. The new site will consist of new and refurbished building zones, all of which provide different levels and types of care for the residents. The buildings are designed to be architecturally aesthetic and to suit the sensitive surroundings. Hoare Lea were instructed, as part of the commission, to conduct a survey of the existing lighting scheme on the site. An evening survey was conducted on the 14th March 2019, which involved; taking existing lighting level measurements on and around the accessible parts of the site using a calibrated lux level meter. These results are included within Appendix 6 of this report. The following report provides light level calculation assessments of the Buckfast Mills site to assess the impact of the new development on the existing bat flyways. The report includes summary findings of the existing lighting arrangement within the area; and additionally, provides a proposed concept lighting scheme for the new external lighting. Pedestrian walkways, private roadways, carparks and various other measuring reference planes have been provided within the lighting calculation model, in respect to the locations as shown on the Architect’s and Landscape Designers layout drawings. The proposed lighting scheme has been designed and developed in-line with the ecological mitigation strategy, Architect’s and the Landscape Architect’s design aspirations. The lighting scheme has been designed to*

*prevent obtrusive spill light to the surrounding environment, provide illumination levels to meet the requirements of the British Standards and CIBSE guides, and to mitigate the effects of the artificial lighting scheme on bats and other wildlife. The lighting scheme has also been designed to ensure energy consumption is low, to satisfy requirements for BREEAM and Part L and as general good practice. As the site is within a very sensitive environmental area, lighting levels have also been calculated from the proposed building elevations and windows, as per the Architectural layouts..... ‘*

## **‘2.2 Site Survey**

*Hoare Lea carried out a site survey between 6:30pm and 8:30pm on the 14th March 2019; during night-time light levels. The survey included a review of the existing lighting on the site. The existing luminaires on the site consisted of a range of fittings types, ranging from pole-mounted floodlights to street columns.*

## **2.3 Existing lighting Review**

*The evening lighting survey conducted by Hoare Lea revealed the following:*

- The existing lighting scheme contains luminaires with an output lighting level that is below the current recommended CIBSE and British standards lighting levels required for practical and safe usage of the pathways and roadways.*
- The existing carpark is currently lit by three sodium-pressure pole-mounted luminaires which are providing a very low level of illuminance on the ground, due to poor maintenance of the fittings and lack of use of the existing carpark.*
- The survey results reveal that the existing Buckfast road lighting measured illuminance levels at ground level, range between 0.75 lux and 30 lux along the tree line (Bat Flyway). This light trespass into the bat flyways is higher than the recommended levels of 0.5 lux and increases as the ground level increases up to road level. The road lighting illuminance levels are likely to remain at the same lux levels until replaced by DCC Highways.*
- ..... shows high level 4000 kelvin wall mounted flood lighting, facing the River Dart at the entrance of the warehouse. The high lighting levels and the colour temperature of luminaires are not ideal for the sensitive part of the site. The light output from these luminaires were measured at 85 lux in some areas. The high lighting levels may locally deprive bats invertebrate prey as the type of luminaire has high ultraviolet (UV) content and attracts insects to a single area. Several existing discharge and LED floodlights have been switched off, however the industrial unit LED flood lighting was switched on during the lighting survey.....*
- The river Dart corridor receives light spill from the existing luminaire located on the eastern perimeter of the site. This light trespass into river Dart corridor in some locations higher than the recommended level of 0.5 lux. In addition, there is also redundant wall mounted luminaires which if functional would contribute further to the light spill in this sensitive area.*
- The Old mill building and some of the industrial units have existing lighting under existing permissions to be used 24 hours a day.....*

## **2.4 Bat corridors**

*There are four bat corridors around the site .....*

1) *The River Dart - is an important flyway for bats, including greater horseshoe bats which are a qualifying feature of the South Hams Special Area of Conservation.*

2) *Existing Old Mill Building (Proposed Block A) – Bats (but not greater horseshoe bats) use the leat as a flyway, which runs adjacent to the Old Mill Building (Proposed Block A) and through to the Abbey grounds.*

3) *South boundary. The south boundary is an important greater horseshoe bat flyway between Buckfast Road and the River Dart.*

4) *Buckfast Road. The trees along the west boundary along Buckfast Road is a greater horseshoe bat flyway.*

*Due to the sensitivity of these areas, a lighting model to simulate the proposed lighting will be made. This will ensure that the light trespass from the proposed lighting in the tree line does not exceed the recommended 0.5 lux. The design needs to include various site parameters and considerations to ensure safety for residents and buildings, and to allow the site to be used for its normal operational means during night-time hours. Additionally, there are particular areas of the site, predominately building entrances, carparks, combined roadway and pavement, ambulance and delivery zones, and roadway junctions, which will require higher illumination levels. Safety lighting is also an important factor associated with the proposed external lighting scheme, particularly at building entrances and balconies, carparks, fire exits and emergency lighting to safe muster points.....’*

#### **‘Light Pollution Prevention**

*The ILP – Guidance Notes for the Reduction of Obtrusive Light 2011 has been used as a design guide to prevent any obtrusive light into adjacent areas around the site boundary. The proposed design ensures light trespass is prevented by providing LED luminaires with downward light emission only, ie. with zero upward light output. The light emitted is more directional and is controlled by lenses and reflectors. LED lighting has a very small ultraviolet (UV) component. The lack of UV and warmer colour lighting temperatures (~3000K) causes less impact on bats (Stone, 2012, 2015a, 2015b). Within the ILP guidance, it identifies that light sources shall be controlled so that no lamps are visible from the site boundary, and that the luminous intensity (Candela) does not exceed the figures within Table 1 of the guide. All external luminaires specified will be provided with zero upward light and careful light emission control measures, and light sources protected by an internal shroud to prevent lamp visibility, and to eliminate glare outside of the site boundary.....’*

#### **‘5.1 Internal Lighting (for external simulation)**

*To allow us to carry out a full assessment of the external light spill, we have simulated the internal lighting within all rooms with external windows overlooking the sensitive areas of the site. Hoare Lea have received an outline lighting proposal document for the proposed luminaire types and performance, for the internal and external lighting for the project from David Fear Electrical, dated 5th April 2019. This document has provided us with details on the internal luminaires to use within the lighting model.....*

## **5.2 External Lighting**

### **5.2.1 General information**

*Luminaires with Light-Emitting-Diode (LED) technology will be provided to all external areas of the site. It is proposed that a mixture of one-metre high bollards, lower level*

300mm-400mm bollards and wall-mounted LED luminaires, all exhibiting a downward component and controlled directional outputs, will be provided. Luminaires with LED technology are considered more desirable for environments with bats as only a very small amount of UV light is emitted, as compared to other alternatives. Bat Conservation Trust interim guidance requires the use of light colour temperatures to be 4000K (Neutral White) or less, with 3000K (Warm White) or 2700K being the preference. Additionally, the lamp colour with peak wavelengths greater than 550nm should be used, to prevent any unnecessary blue colouring within the wavelength. Blue light has been shown to have a negative effect on bats.

### **5.2.2 Lighting Control**

The external lighting for the site will be controlled using dedicated lighting controls to automatically turn-off the external luminaires when no illuminance is required during daylight hours. The external lighting controls will consist of photocell daylight sensors, time-clock, and presence infrared detection (PIR) with a manual maintenance override switch. These controls will ensure all luminaires are turned on and off automatically during a predetermined time as well as the flexibility of applying dimming.....'

'For the leat next to the old mill building (block A) and block B the lighting model simulates the area between 0.2 metres and 1.5 metres above the water's surface of the leat, along and close to the side retaining walls (likely to be the darkest zone), as this is where bats are most likely to fly along the leat. Despite there being no external building-mounted lighting, the modelling assesses the spill light from the internal rooms of the building onto the flyway. With regard to the south zone (southern boundary) the mitigation measures include the provision of a new hedge and standard trees in-between two 2.1m high close-boarded fences, along the site boundary and atop a retaining wall at the rear of the gardens to the Block G extra-care apartments.

The top of the fence will be above that of the south side as it is located on a bank. The purpose of the hedge and fences is to provide a dark vegetated corridor for bats, in particular; the greater horseshoe bats, to fly along unimpeded by light spill. A 1.8 metre fence/wall is also proposed in the southeast corner along the river boundary to avoid light trespass along the river from the block G apartments which back on to this boundary. The south zone has no external lighting and will only be assessed for internal lighting trespass from the residential apartments; which include the garden balconies which will assist in reducing the light level into the boundary zone.....'

'Following the initial assessment, it was established that there was no adverse impact within the north zone on the leat (blocks A and B), meaning that no mitigation measures were necessary. Mitigation measures were however necessary in the central and south zones. These were agreed within the design team for the central and south zones only (blocks C to G). These included:

- Putting a management plan in place to ensure that the curtains/blinds in managed areas of blocks E and F are closed between sunset and sunrise
- Applying a tint film to windows in blocks C and D to reduce light spill from internal lighting
- Putting a fence/wall and additional planting along the eastern/River Dart boundary
- Creating a landscaped buffer along the southern boundary.

A second assessment including mitigation measures was carried out.

*This included the following;*

- *All external lighting on*
- *All internal lighting on, except for in blocks E and F as managed care home rooms to have curtains/blinds fitted and closed, limiting transparency to 0%.*
- *Apartments/rooms in blocks C and D had film applied to the windows to limit transparency to 60%.*
- *East boundary along River Dart within central zone - 1.8m fence/wall and planting*
- *East boundary along River Dart within south zone – 1.8 m fence/wall*
- *South boundary area - 2.1m fence at rear of gardens and a 2.1m fence along the southern boundary of the site with new hedge/tree planting in between.....'*

*'It should be noted that the existing highway council street lighting along Buckfast road has been simulated and modelled within the calculations. The results within this report include for the lighting emission from this existing highway street lighting.'*

#### **7.2.1 Northern Section**

*The northern part of the site has no external lighting; therefore, the light spill measured is from the internal lighting. There is no need to use mitigation measures in the North as the light spill from the buildings does not cause the level to be above 0.5 lux. A simulation with the curtains was unnecessary as it would produce a 0-lux output.*

#### **7.2.2 Central Section**

*The central part of the site has both internal and external lighting.....On the west the unwanted light trespass is mainly due to the existing road lighting along Buckfast Road, measured during the night survey.... The lighting levels on both the east and west side of the site from the proposed lighting scheme show light trespass that is below the recommended 0.5 lux. This improves/ reduces the lighting level for the bat flyways, particularly in the east along the river.*

#### **7.2.3 Southern Section**

*The southern part of the site which includes Blocks F and G shows a level of lighting above the recommended 0.5lux without any mitigation measures along the southern and River Dart boundaries. The Buckfast Road boundary is fine without mitigation. The results also show that the proposed new flyway achieves the recommended lux levels. The closure of curtains/blinds within block F controlled through a management plan and a landscape buffer along southern and southeast boundary of the site that protects/retains dark corridor along the bat flyway, reduces the light trespass to below 0.5 lux on both the vertical and horizontal measuring planes.....'*

#### **'Conclusion**

*The initial assessment revealed that most of the lighting trespass emitted from the proposed internal lighting scheme is via glazed walls/ windows. Also, specifically it was established that;*

- *The proposed lighting scheme along Buckfast road does not contribute to the existing council street lighting which presently breaches the recommended 0.5 lux so there is no change to the current situation; and*

- *The light trespass from building blocks A and B windows on to the leat did not exceed the 0.5lux, particularly as no external lighting was proposed in the north section along the leat as a result.*
- *Assessment of the central section; revealed that higher than recommended lighting levels were recorded along the tree line in the east side of the site, besides the River Dart. The internal lighting for building C, D and E was turned off and another simulation was run to establish whether the unwanted light spill was due to the internal lighting or the external lighting bollards used to illuminate the roads and pathways. The light trespass was confirmed to be from the internal lighting.*
- *The omission of external lighting in the southern boundary and the addition of balconies was not adequate to eliminate any light spill from the windows.*

*Following a review of the initial assessments; mitigation measures to remove light trespass on the bat flyways were agreed and acted upon. The following mitigations were used to achieve the recommended lighting levels;*

### **Central Building Blocks (C, D, E)**

- *Building E is a managed building; therefore, it is assumed that the managed buildings will have curtains/blinds drawn between sunset and sunrise reducing light output through the glazing to 0%. Simulation of these areas involved turning the internal lighting off to simulate 0% output.*
- *A permanent tinted film was used for building C and D, allowing 60% light output.*
- *A 1.8 metre wall/fence and planting in the east along the river Dart to block any light trespass to the bat flyway.*

### **South Building Blocks (F and G)**

- *Landscape buffer along south and southeast boundary to block light trespass from the internal lighting*
- *Building F is a managed building; therefore, the curtains/blinds will be shut between sunset and sunrise. Simulation of these areas involved turning the internal lighting off to simulate 0% output. A second lighting assessment was then conducted, this included the mitigation measures agreed upon with the ecologist, architect and client to eliminate light trespass to the bat flyways. The proposed lighting scheme results produced for all bat corridors on site following the inclusion of mitigation measures are below the recommended 0.5 lux. This presents a lighting scheme that is improved from the existing and will not have an unacceptable adverse impact on bats. This assessment shows (and provides the certainty) that an acceptable lighting solution can be achieved'.*

## **Police - Designing Out Crime Officer – August 2019**

*'It is pleasing to note that designing out crime principles have been considered in the proposed design of the development and that 'the overall scheme is likely to be subject to Secured by Design accreditation'. I appreciate that should the development progress and SBD accreditation is sought, I will work closely with the applicant/architect in order to ensure such accreditation is attained. Meanwhile I have no objection in relation to the application however, I make the following comments and recommendations for consideration and respectfully request that if planning permission is granted, that the planning officer considers the following condition:*

- *CCTV to be installed throughout the site. Purpose: for the prevention and detection of crime & disorder and to support the safety and wellbeing of residents and the public.*

### **Access and Movement**

*On the whole routes are clearly defined and well overlooked. The main consideration is to ensure that access to private areas are restricted in order to prevent casual intrusion and ensure the safety of residents, whilst allowing parts of the site to be publicly accessible for public use.*

*Private and public space must be clearly defined with appropriate access control measures in place. Guidance set out in the Older People's Housing Design Guidance - The Royal Borough of Kensington and Chelsea 2015 refers to 'progressive privacy' as a term to describe the policy of zoning such a scheme in accordance to the degree of access permitted by those other than residents:*

- The private zone is the dwelling itself, to which only the resident and invited guests have access.*
- The semi-private zone comprises those circulation areas and communal spaces (assisted bathroom, residents-only lounge, etc.) that only residents and their invited guests may use.*
- The semi-public zone comprises any circulation areas and communal spaces (restaurant, activity space, IT suite, and hairdresser, for example) to which the public have access at certain times.*
- In some circumstances a fourth category - a public zone - may exist; for example if the scheme incorporates a drop-in centre which the general public could access without restriction.*

*Access to zone (iii) will typically be controlled by a door-entry system, allowing staff or residents to permit access. Give careful consideration to the method of door-entry between zones (iii) and (ii). Residents should not be required to come down in person to allow access to their guests.*

*These principles should be implemented in the scheme.*

*Externally, the Police's main concern is the close proximity to the leat and river and the risk that poses to the more vulnerable residents, particularly dementia sufferers. Easy access to such areas should be prevented in case of residents leaving the site and becoming disorientated. The physical barriers in place as well as the policies and*



*management of the site must be robust enough to minimise this risk and ensure the safety of residents.*

### **Ownership**

*Suitable boundaries should clearly define public and private space with private areas being defined by an enclosed wall, railings, fencing or planting. Secure landscaped garden areas and courtyards should not be accessible from the public realm. Clear rule setting, signage and wayfinding measures should be evident throughout the site.*

*Defensive planting should be utilised wherever possible to provide additional protection around the ground floor windows of the scheme. Planting should be dense ground covering plants and maintained at a maximum height of 1m with a depth of at least 1m.*

### **Surveillance**

*On the whole, natural and passive surveillance on the development will be significant, particularly with the installation of an effective lighting scheme as risk of crime and anti-social behaviour is greater during the hours of darkness. Surveillance should be promoted by the maintenance of a 2.5m surveillance gap from the highest form of planting to the lowest tree canopy throughout the site. Trees should have reduced canopy width and height varieties to reduce conflict with lighting.*

*CCTV should be distributed throughout the development with a clear Passport for Compliance document, including an Operational Requirement, in place. Access controlled areas, entry/exit points, under-croft walkway areas, car park areas, cycle/mobility storage areas etc. are of particular importance. The system should be monitored and the following advice is given in respect of any CCTV installed:*

- *Accredited NSI or SSAIB installers must be used.*
- *Cameras, wiring and recording or monitoring equipment should be secured. CCTV should be designed in co-ordination with external lighting and landscaping.*
- *The CCTV must have a recording format that is acceptable to the Police. Recorded images must be of evidential quality if intended for prosecution.*
- *Any CCTV is advised to be installed to BS EN 50132-7: CCTV surveillance systems for use in security applications.*
- *CCTV systems may have to be registered with the Information Commissioners Office (IOC) and be compliant with guidelines in respect to Data Protection and Human Rights legislation. Further information is available via [www.ico.gov.uk](http://www.ico.gov.uk)*
- *For guidance on the use of CCTV images as legal evidence see also BS 7958:2005 CCTV Management and Operation Code of Practice.*

### **Lighting**

*Research shows that older residents have a greater fear of crime and an effective lighting scheme affects 6 out of the 7 Crime Prevention Through Environmental Design principles. For crime prevention measures, lighting should be provided by on building solutions or preferably pole mounted luminaires if possible, with good levels of uniformity. Bollard lighting should be used for demarcation of routes only or supplementary as part of a general design.*

*From the plans it appears that an appropriate lighting strategy will be in place with footpaths, entrances/exits, walkways etc. covered. Presumably the underground car park will also be afforded appropriate lighting as described below?*

### **Physical Protection**

*All external doors and accessible windows shall comply with the requirements of Approved Document Q (ADQ) of the Building Regulations and Secured by Design (SBD) standards as set out in Secured by Design Homes 2016.*

### **Underground Carpark**

*With regards to underground car parking it essential to ensure that criminal opportunity is minimised and the safety of legitimate users maximised. To assist please find the following Secured by Design guidance for underground car parks:*

- An access control system must be applied to all vehicular and pedestrian entrances to prevent unauthorised access into the carpark.*
- Inward opening automatic gates or roller grilles must be located at the building line or at the top of ramps to avoid the creation of a recess. They must be capable of being operated remotely by the driver whilst sitting in the vehicle, the operation speed of the gates or shutters shall be as quick as possible to avoid tail gating by other vehicles. This will allow easy access by a disabled driver and should satisfy the requirements of the Highways Department who under normal circumstances do not permit vehicles to obstruct the pedestrian footway whilst the driver is unlocking a gate. Automatic roller shutters should be certificated to a minimum of LPS1175 SR1 or STS 202 BR 1.*
- Lighting must be at the levels recommended by BS 5489:2013.*
- Walls and ceilings must have light colour finishes to maximise the effectiveness of the lighting as this will reduce the luminaires required to achieve an acceptable light level. Reflective paint can reduce the number of luminaires needed to achieve the desired lighting level and reduce long term running costs.*
- Internal doors that provide access to residential floors must have an access control system.*

*Integral communal bin, mobility vehicles and bicycle stores should be easily accessible, with floor to ceiling dividing walls, no windows and be fitted with a secure doorset that meets one of the following physical specifications or equivalent: PAS 24:2016 • STS 201 • LPS 1175 SR2+ • STS 202 BR2 • LPS 2081 SRB.*

*The locking system must be easily operable from the inner face by use of a thumb turn to ensure that residents are not accidentally locked in by another person.*

*A bicycle store must also be provided with stands with secure anchor points or secure cycle stands.*

*All other equipment must meet guidance as set out in Regulation 15: Premises and Equipment - Health and Social Care Act 2008 (Regulated Activities) Regulations 2014.*

## **Management and Maintenance**

*At developments such as these that house some of the most vulnerable members of society, onsite security should be one of the priorities. Effective management with a clear security strategy and policies/procedures in place are essential. Appropriate staff should have clear responsibilities in relation to security, monitoring CCTV, managing access control, responding to incidents, carrying out regular security checks etc.*

*The site also needs to be well maintained as a pleasant facility that appears welcoming and safe. The landscaping should be well maintained so as not to encroach or obscure CCTV cameras and/or lighting and a 'surveillance window' of planting no higher than 1 metre from the ground and 2.5 metres from a canopy above should be maintained.*

*Regular checks of CCTV equipment should be carried out to ensure that the system continues to meet the Operation Requirement section of the Passport to Compliance Document once it has been developed.'*

### **Buckfastleigh Town Council Comments – October 2020**

*'Buckfastleigh Town Council are broadly supportive of the proposed development and upheld our original response dated 28 August 2019. We are, however, disappointed that the original proposal to include 20% 'affordable' accommodation has now been reduced to 10% and that there is no long-term commitment to retain this in perpetuity.*

*Town Councillors have asked that we receive written assurance that the planning authority will ensure that the demolition of Buckfast Village Hall will not take place until an alternative and adequate community space is available for use by local residents, groups and organisations.*

*Whilst we are aware that a s106 agreement is not applicable to this application we would ask that the applicant considers making a monetary contribution that benefits the parish and which in part would mitigate the impact of this development'.*

### **Buckfastleigh Town Council Comments – August 2019**

*'This proposal is a relatively environmentally sensitive one for development on a brownfield site that has the potential to bring some economic benefit to the parish. Buckfastleigh Town Council is broadly supportive of the proposed development subject to further clarification and assurances.*

#### **Employment**

*The closure of the Axminster site which was the last major employer left in the town, led to a major economic downturn and increase in poverty amongst local people. We desperately need local employment to help the community back towards being a thriving one again and this development could support this.*

*We note that the proposal will bring a welcome 120 full-time equivalent care-related jobs and a number of ancillary support roles. We are also told that some training for nursing staff will be incorporated on-site.*

*This proposal could be a major provider of employment that would benefit the people of the parish but only if efforts are made, both now and in the long-term, to recruit staff from the immediate local community. We would therefore welcome the following:*

- *Any initiative to encourage, support and train local people who live within Buckfastleigh or the adjoining parishes to take up these positions. This would not only benefit our community economically but also reduce the impact of transport emissions and road traffic congestion.*
- *Work with the Town Council to develop a corporate social responsibility programme which invests in the local community for eg. promote an apprenticeship scheme for 16 to 24-year olds.*

#### **Facilities**

*We are pleased to see that a suitable replacement for the village hall has been agreed and that resources such as office space, gym and craft workshops will be made to the wider community, but would seek the following assurances:*

- *A new village/community hall is an important facility for the residents of Buckfast and the wider community. We hope that guarantees are in place that this resource will be made available long into the future.*
- *We would like to receive details of how the facilities and activities will be made accessible and affordable to local residents in the long term.*

### **Economics**

*We recognise that an addition of 300+ new residents in Buckfast may provide economic benefit to local retailers and service providers. The proposed development includes retail and service outlets which due to the nature of the residents and their possibly limited mobility, especially given that the town struggles with limited parking and accessibility, it is entirely possible that the benefit to the existing town traders (who are already struggling at the edge of viability) will be more than offset by the loss of existing custom due to the opening of an out-of-town facility with liberal parking and easy access to the A38.*

*This is a major concern of local high street traders and has been the subject of emergency meetings with the Town Council in recent months. It is also contrary to the Dartmoor National Park Authority's policy regarding off-High Street development according to the Local Plan. We believe this is a serious issue that needs to be considered very carefully as the loss of one or two more outlets in the High Street could lead to an accelerated cycle of business failure leaving Buckfastleigh as a ghost-town.*

- *As specified in the DNPA Local Plan there is a requirement to carry out an Impact Assessment. We would expect this to include the effects of the proposed out-of-town retail and service outlets together with parking and traffic movement within the town.*

### **Transport/Traffic**

*The Town Council welcomes suggestions that a minibus service might be introduced to join the proposed development to the Town Centre.*

- *We would like to work together with the Abbey to ensure that this is a resource that benefits the wider population of the town.*

*We are aware however, that at the very least staff movement alone will generate more than 500+ car journeys each day and there will be additional van and lorry movements on and off the site. These will very likely peak at staff changeover times and will be mainly straight onto the A38 via the Dart Bridge Road junction. The Highways England estimate is at 615 trips per day which it points out is 335 less than was permitted for prior industrial use, so it has no grounds for objection. Our concern here is that traffic has been on the increase in the interim period which has been exacerbated by the withdrawal of funding for the local bus service and the impact may therefore be greater than anticipated. In the midst of a climate crisis we need to be discouraging wider car use.*

*We note that 44 cycle parking spaces are proposed plus a cycle path.*

- *We would ask that any development take into account the proposed Buckfastleigh to Ashburton mixed-use path outlined in the SUSTRANS proposal.....*

*This proposal also includes a crossing of the Dart Bridge Road and goes over Dart Bridge which could therefore be impacted by the increased traffic flow generated.*

### **Homes and Affordable Housing**

*We welcome the fact that this is a development that will make use of a brownfield site rather than destroying more of the natural environment of the parish.*

*We also note that the current proposal contains 20% of 'affordable' accommodation which we presume would mean purchase or rent at 70-80% of market rates for such a residence.*

*We recognise that since this is a commercial rather than a housing development, it may be able to avoid the DNPA requirement for 50% affordable housing in new residential developments but we are concerned that it will therefore not provide housing that is affordable or appropriate to the needs of the local community. It seems very likely that the accommodation will be out of reach for the vast majority of elderly Buckfastleigh residents and will be pitched at those who will sell their more valuable homes in the South East and other more affluent parts of the country. We therefore do not see that the development as it now stands provides homes needed for local people so does not benefit the local community.*

*At the same time, two greenfield sites are currently allocated within the parish for housing development despite it being DNPA policy to develop brownfield sites in preference to new, greenfield development.*

- We would like to suggest that, since this is the only brownfield site within the parish of Buckfastleigh (and because the housing allocation for the village of Buckfast is so small), that any major development of dwellings on this site be considered as part of Buckfastleigh's allocation, takes precedence over development of current greenfield allocations within the parish and that a considerable portion of any development be truly within reach of current Buckfastleigh and Buckfast residents reflecting local housing need.*

### **Environment and Sustainability**

*The site is important for Buckfastleigh's highly protected population of Greater Horseshoe Bats. There are records of 800+ bats moving through this site from their roosts in the adjacent Church Hill.*

- We would like to seek assurances that any development will seek to follow the very highest levels of mitigation and work with the County Council ecologist and the Devon Wildlife Trust Greater Horseshoe Bat Project to make positive environmental improvements for the bats.*

*Special attention needs to focus on eliminating external lighting at the site during construction as well as once the site is occupied. Increased night-time traffic movements also pose a serious threat to the bats as they move to and from their roost.*

- We would like to see measures to remove this threat developed with The Devon Greater Horseshoe Bat Project.*

*The Town Council is aware that part of the site lies within the restricted safeguarding zone around Bullycleave Quarry.*

- What mitigation will be put in place to address the impact of an industrial accident on this site?*

*The application states that the development will enable offset of 50% of carbon emissions, by using PV solar cells, air source heat pumps, Combined Heat & Power (and possibly*

water source heat pumps) + 20KW Archimedes screw. In context, however, carbon emissions of such a development would be high with high levels of laundering and heating required compared to a purely residential development.

*The Sustainability and Renewable Energy Statement is extremely vague, and, in our view, proper detailed analysis should be required before any development is permitted.*

*Estimated electricity use from the grid is 1.3MW (from the Utilities Statement) – there are no figures for gas.*

- *We would expect that before planning permission is given a thorough breakdown should be required, showing energy needs and how renewable sources will impact these, otherwise they may be the first things to go as costs become a concern.*

*We see no indication that materials utilised in construction are from sustainable resources or are of low-carbon manufacture. The carbon embodied in the initial building construction should surely be a consideration in assessing the environmental impact and therefore be assessed and taken into account.*

*We recognise that this development is taking on board environmental concerns but considering that historical government targets are for an 80% reduction in emissions by 2050, and in respect of the new target set in June of net zero by that date, these measures clearly do not go far enough to address climate emergency.*

### **Sewage and Waste**

*We note that there is an existing sewer overflow on the site that discharges direct into the River Dart and that the Kilbury treatment works also discharge untreated sewage into the river at times of high rainfall. A development of this size and nature inevitably leads to large amounts of wastewater (with high levels of laundry requirement) and sewage which may put pressure on existing infrastructure. We understand that South West Water has extra capacity, but this would surely increase the number of direct raw sewage discharge events into the River Dart, both below the proposed development and downstream at the water treatment works.*

- *Has the impact of other proposed developments which includes an application for a 80 bedroom hotel at Ashburton been included in this assessment?*

*We could not see that the disposal of waste is addressed in the application. We would anticipate large amounts of contaminated waste and single use plastic from a facility of this nature with a medical element.*

- *Do current waste disposal services have capacity for this and what recycling measures will be in place to reduce landfill?*

*We would also highlight that any ‘major development’ within the National Park should, as stated in the National Planning Policy Framework and the Local Plan: "...be refused unless exceptional circumstances can be proved". There is no question in our minds, that by whatever definition the DNPA decide to use, this proposal constitutes a ‘major development’. It is therefore incumbent on the developers to prove that there are exceptional circumstances and that any development would provide significant affordable housing for local people and/or benefits in terms of infrastructure and services. We see no sign of this in the current proposal and therefore it should be refused unless such justification is forthcoming.’*

**Comments received from general public – 5 observations received**

*'My general observation or question is regarding the health infrastructure relating to this application. If it is Residential (rather than Nursing) then there will obviously be carers staffing the Care Village, but that will put pressure on already stretched District Nursing Services. The DN team is based at Ashburton Health and Well-being centre and covers both Ashburton and Buckfastleigh surgeries. The team has recently been told that it will be losing staff. The DN team already provides Nursing Care to residents in St Andrews in Ashburton, as well as in Redmount and The Rock in Buckfastleigh.....an added Care Village (with presumably many housebound residents) would greatly add to the caseload. If the Care Village provides Nursing care with trained nurses employed then obviously there is less of an issue. It will also put a great deal more pressure on the local GPs.'*

*'The Dartmoor Society supports this application and commend the Trustees on the high quality design scheme as well as the philosophy behind the application, which is very much in keeping with the ethos of the Foundation and will cater for a genuine need. We welcome the opportunity for a full archaeological evaluation of this highly significant site and also commend the thoroughness of the Heritage Assessment, produced by Cotswold Archaeology. We would draw attention to the potential for evidence of Medieval (and possibly Prehistoric) tin stream working and even gold, significant quantities of both having been found in the alluvium between Dart Bridge and Austin's Bridge by the late John Walbeoffe-Wilson (courtesy Dr. Tom Greeves). We regret the loss six years ago of the last vestiges of an extant, working 19th century industrial woollen mill, of which Dartmoor had only a few. We recognise the need to safeguard and find suitable alternative uses for the surviving fabric of Lower Mills. However, it would be good if a small part of the old mill could be retained for interpretive purposes, perhaps in conjunction with Buckfastleigh Museum.'*

*'An excellent scheme which will greatly enhance the village and guarantee its future prosperity.'*

*'It has come to my attention that a planning application has been submitted for a development that would include the demolition and building of a replacement premises for Southpark Community Centre, in Buckfast. Amongst the many activities taking place at the community centre, for the past 3 years I have used the community centre twice-weekly as a member of an informal badminton club. Several members meet twice weekly to enjoy this wonderful sport, all year round. Some members have been attending for much longer. The community centre main hall was built to the correct specifications for league level badminton. There has been a badminton club for youth in the past and training of young people is currently taking place. There is interest to re-start a formal club again for both young people and adults from current members of our group. Currently and into the future the badminton facility within the community centre, is an investment in the physical and mental well-being and health of the local community. While I do not object to the application per se, I request that in giving the project the go-ahead the following stipulations are legally contractually required:*

*1) Any replacement provides at least as good facilities, and variety of spaces, as are presently in place.*



*2) A guarantee that the main hall is built to the dimensions and standards for league-level badminton.*

*3) That it is guaranteed that the provision will continue to be run by the same or similar charity organisation for the benefit of the local community, with easy access to booking and use of the facilities.*

*4) That during the building work, an alternative space is made available for community purposes.*

*For example, for the purposes of sports activities, there are several empty warehouse spaces adjacent to the hall that could be prepared and made available for community usage whilst the demolition and rebuilding of the community centre is taking place.'*

*'....we are not raising any objection to the proposal but wished to let it be known that this coincides with an endeavour to establish a transport museum somewhere in the locality. Part of the south end of the site, currently occupied by large warehouse type buildings would be very suitable for this purpose so we are..... writing to the owners to see if they would be willing to consider selling a portion of the site to a new body, which is now coming together to provide such a facility and an additional visitor attraction.'*