

## COMMENT FORM

### Final Draft Local Plan Consultation: 16 September – 1 November 2019

Your comments will help us and the Inspector to identify any issues with the Plan relating to soundness, legal compliance and compliance with the Duty to Cooperate, and any changes to the Plan which may therefore be needed prior to adoption. Please carefully read the [accompanying guidance](#) before answering the following questions.

Responses must be received by 5pm on Friday 1<sup>st</sup> November 2019 for your comments to be taken into account. View the Dartmoor Local Plan (2018-2036) Final Draft at [www.dartmoor.gov.uk/localplanreview](http://www.dartmoor.gov.uk/localplanreview),

### PART A - About You

Personal details

First name *	Richard									
Surname *	Bailey									
Address	[REDACTED]									
Post code	[REDACTED]									
Email address *	[REDACTED]									
I am completing this form as (choose one)	A resident		An agent	X	A Town / Parish Council		An organisation			
	A business		A visitor		A statutory agency		Other (specify below)			
Other										
Job title (where relevant)	Principal Planner									
Organisation (where relevant)	Bell Cornwell									
On behalf of (where relevant)	Buckfast Abbey									
Did you submit comments on the Regulation 18 (First Draft) Local Plan?							Yes	X	No	

\* Required field

### Data Protection Act 2018

Your personal data will be securely held by Dartmoor National Park Authority for the purpose of assisting with the Local Plan Review process. To ensure an effective and fair examination, it is important that the Inspector and all other participants in the examination process are able to know who has commented on the plan. For the purposes of the examination, we will share your personal details and representation with the Inspector appointed, and publish your name and representations as part of a report on our website. For more information please refer to our [Forward Planning Privacy Notice](#).

Tick the box below if you would like to be added to our Local Plan consultee database and kept up to date with the Local Plan Review process and other planning policy matters.

☐ I would like to be added to the Local Plan consultee list

## PART B - Your Comment

Please carefully read the [accompanying guidance](#) before answering the following questions.

Your comments should relate to specific areas of the plan, so please tell us the policy or paragraph number that your comment relates to. If there are areas which you believe not to be sound or legally compliant, please tell us why, and what changes you deem necessary, sharing any evidence you have to support your proposed changes.

If this is a report or any other document which cannot be shared via this form then you can email it to us at [forwardplanning@dartmoor.gov.uk](mailto:forwardplanning@dartmoor.gov.uk).

1. Please tell us which paragraph or policy your comment relates to

Paragraph (enter number, e.g. 4.5.1)	
Policy (enter number, e.g. 4.5)	Strategic policy 1.5 (2)
Policies Map	

2. Please carefully read the accompanying guidance and tell us if you consider the Local Plan to be:

	Yes	No
i) Legally compliant		
ii) Sound		X
iii) Compliant with the Duty to co-operate		

3. Please tell us why you have answered **yes** and / or **no** to the question above.

Fully explain your reasoning and try to be as precise as possible.

As set out in our previous representation to the draft local plan (December 2018), we felt that the policy needed amending to provide clarity on the circumstances in which major development within the national park could be acceptable. In that regard, the Abbey support the changes to policy that have been made, specifically the inclusion of the criteria a) to d).

We do though still have a concern with the policy as drafted and therefore do not consider it to be sound. The policy is drafted in a way that means it would apply to any development that is brought forward, including the local plan allocations. There is though no justifiable reason why this policy should relate to major development on allocated sites. After all, these sites are justified through the plan making process (including a site selection process) and have been identified to ensure that specific needs and objectives (e.g. housing, well-being, employment) are met. It is therefore not necessary or indeed appropriate for a major development proposal at an allocated site to have to satisfy policy 1.5.

As a result, we propose that the policy wording should be amended to specifically make it clear that this policy is not applicable to developments proposed in relation to allocated sites within the local plan.

4. If you do not consider the Local Plan to be legally compliant or sound, please tell us what change(s) (or 'modifications') you consider necessary to make the Local Plan legally compliant and/or sound, and **why** these changes will make the Local Plan legally compliant and / or sound.

Suggest wording should be added to the policy, at the end, as follows:

"This policy does not apply to major development proposals brought forward in connection with the allocated sites of this plan."

**Please note:** where changes to the Local Plan are proposed, your comments should provide concisely all the evidence and supporting information necessary to support your suggested changes. You may not have a further opportunity to submit this evidence.

5. If your representation seeks a change to the plan, do you consider it necessary to participate in examination hearing session(s)?

No, I do not wish to participate in hearing session(s)	X	Yes, I wish to participate in hearing session(s)
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6. If you answered **yes** to the hearing session(s), please tell us why you consider this to be necessary.

To be able to elaborate on the comments made as required/ necessary.

**Thank you for sharing your comments on the final draft Local Plan for Dartmoor. If you have more comments to share, please complete parts C-F below.**

Following this consultation, the final draft Plan along with all comments made will be submitted for examination by a Planning Inspector. The Inspector will consider whether the plan complies with the relevant legal requirements and whether it is sound (see guidance). Keep up to date on our progress by [signing up to our Local Plan consultee list](#), and following us on Twitter [@DartmoorPlan](#) and Facebook [/DartmoorPlan](#)

## **PART C - Additional Comment (1)**

1. Please tell us which paragraph or policy your comment relates to

Paragraph (enter number, e.g. 4.5.1)	
Policy (enter number, e.g. 4.5)	Proposal 7.21 (2)
Policies Map	Map 7.9

2. Please carefully read the accompanying guidance and tell us if you consider the Local Plan to be:

	Yes	No
i) Legally compliant		
ii) Sound		<b>X</b>
iii) Compliant with the Duty to co-operate		

3. Please tell us why you have answered **yes** and / or **no** to the question above.  
Fully explain your reasoning and try to be as precise as possible.

Our client (Buckfast Abbey [the "Abbey"]) remains fully supportive of the former Axminster Carpets site being allocated for redevelopment in the emerging Local Plan. They are supportive of the direction of travel the policy has taken and the changes made from the previous version of the plan following their comments. In particular, the inclusion of a reference to "a mix of residential care (C2) and appropriate uses" within the first part of the policy is welcomed and supported.

That said they object to the current version of the allocation policy, which is not considered to be sound in its current form. This is because of changes in circumstances that have happened since the previous consultation which in our view show what the most appropriate strategy/approach to the redevelopment of this site should be. It is therefore considered that an amended version of the allocation policy would be more justified and appropriate than the current version.

The change in circumstances is essentially the fact that there is now a fully evidenced proposal for the care village redevelopment of the site that is the subject of a full planning application (NPA reference: 0300/19). This application specifically proposes:

"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 D1) and extended retail provision providing 120 sq.m (GIA) of additional floorspace; and associated open space, landscaping, car parking and access works."

A site layout is provided as part of this response for information (see Appendix A). As set out in our comments to the draft version of the plan in January 2019, since the Abbey acquired the site in 2013 they have been exploring the possible redevelopment opportunities for the site and it has been established during this time that this care village proposal is the most appropriate way forward for the site when all is considered.



The application is supported by a range of technical and specialist material. The need for the proposed development has been evidenced clearly and this is set out in the Care Provision Need Assessment report prepared by Carterwood (specialists in health and social care market analysis). In summary, this concludes:

- A large unmet need for market standard care home beds within both the market (110 beds) and Teignbridge District Council (298 beds) catchments, when planned units under construction are included. The dedicated dementia analysis also indicates there is a strong need for additional dedicated dementia care beds;
- Analysis of private extra care units shows one of the largest shortfalls we have surveyed, despite the inclusion of the planned units under construction, within both the market catchment (796 units) and the Teignbridge District Council area (641 units);
- Analysis of the adjacent local authority areas (West Devon [170 beds] and South Hams [430 beds]) and Dartmoor National Park also indicates significant and increasing shortfalls of care beds and extra care units. For Dartmoor National Park the indicative need for 2021 is 125 care home beds and 208 extra care units. This unmet need in each catchment is projected to increase substantially between 2021 and 2031, reflecting the sustained and escalating nature of future care need;
- Devon County Council's strategic documentation recognises the need for new and innovative forms of elderly care accommodation, particularly extra care housing; and
- There is both a compelling quantitative and qualitative need for the proposed development, which seeks to cater for the full range of dependency levels within a self-contained village setting.

Gerald Lee, a specialist advisor in care provision, prepared the Vision Statement submitted as part of the application and which explains how the intention is to deliver a care village that offers high quality housing with person centred care and support that improves health, quality of life and general wellbeing within a unique, tranquil and picturesque setting. As set out, the proposed care village is tailored to provide a range of different care operations and to meet local care needs, both now and in the future. High quality accommodation would be provided to people, regardless of age, and cover every eventuality from basic care needs all the way through to those requiring specialist dementia or end of life care. The aim is also to ensure that the care village is available to all. Residents of the care homes would be a combination of self-funders and local authority funded residents, whilst the extra-care apartments are proposed to be available in a range of tenures (e.g. private sale, shared equity purchase, market rate rentals and for social housing rental). Specifically, it is intended that 20 units would be affordable of either shared ownership or social rented tenures. A nomination process is also to be established with the DNPA on a range of agreed principles. Whilst the redevelopment proposal does not involve the provision of dwelling houses (C3) it does provide a place of residence for a specific section of the local community, which will benefit the local housing supply position by freeing up existing stock.

The care village would deliver not only security and well-being to older people in the area, but also permanent and high-quality employment to a considerable number of local people. It is the expectation (based on experience from the operation of similar facilities and the specific of this proposal) that the care village would employ 170 people directly (which is above the 100 people employed at the site when Axminster Carpets were there). There would also be additional employment created indirectly (e.g. supply chain linkages; increase in expenditure locally), which is estimated to be in the region of 17 (full time equivalent) jobs.

The planning application submission has comprehensively assessed the impacts related to the care village proposal and it has shown that in terms of landscape, heritage and ecological considerations that this use of the site has the potential to deliver benefits, which are unlikely to be realised to the same extent if the site was principally developed for an employment use. It demonstrates a redevelopment of the site that is appropriate for its sensitive National Park location.

Furthermore, the proposal has been consulted on with the local community in advance of the application submission, which showed wide spread support for the care village because of its clear social and economic benefits.

It is our view that the care village proposal currently with the NPA for determination will deliver numerous benefits and is the right development for this site that will contribute substantially to the NPA meeting its key objective of protecting the National Park's special qualities whilst meeting the needs of its communities. As well as its duty to foster economic and social wellbeing for the local community. We therefore believe that changes should be made to policy to reflect this justified proposal for the site that is the most appropriate when the evidence and reasonable alternatives are considered.



Our client also has some specific comments on the current criteria set out in the second part of the policy, which are considered necessary to make the allocation policy sound. These are as follows:

- With respect to criterion a) it is our view that the wording is ambiguous by mixing the terms “jobs” and “space”. It is therefore proposed that wording is amended so it is clear that the focus is on ensuring a similar level of employment creation (i.e. jobs) rather than space, which is not itself an indication of economic activity.
- With regard to criterion d) it is suggested that this could be more specific and make reference to this being along the Buckfast Road frontage.
- In respect of criterion e), we believe that wording needs to be added to this to make it clear that it is an adverse impact on the “integrity” of the designation that is the key consideration.

Finally, we think that the allocation boundary should be extended to include the Southpark Community Centre. Including this in the allocation will enable its retention or re-provision to be appropriately considered moving forward. Within the current application the removal and replacement of this facility is proposed and agreed with the operators. As such we suggest that an additional criterion is added to the second part of the policy to cover this.

4. If you do not consider the Local Plan to be legally compliant or sound, please tell us what change(s) (or ‘modifications’) you consider necessary to make the Local Plan legally compliant and/or sound, and **why** these changes will make the Local Plan legally compliant and / or sound.

Proposed the following amended policy wording to reflect the above position that a care village proposal for the site is the most appropriate/favourable way forward for the site. New text is in blue.

1. 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 **should primarily be for a care village involving residential care (C2) provision to meet local needs and related ancillary/support uses. Other acceptable uses may include:**
  - Around 40 homes (C3), including an element of affordable housing and local needs custom and self build housing; or
  - Commercial uses comprising principally business and industrial uses (B1, B2 and B8), financial and professional services (A2), and assembly and leisure uses (D2)
2. Development of this site must:
  - a) provide a level of employment which offsets the loss of employment **associated with the former use;**
  - b) conserve and enhance the setting of heritage assets;
  - c) be informed by a flood risk assessment which includes consideration of climate change and demonstrates that any development will be safe, not increase flood risk elsewhere, and where possible reduces flood risk overall, taking a sequential approach to land uses;
  - d) identify and deliver opportunities to improve pedestrian and cycle access through the area, **in particular along the Buckfast Road site frontage;**
  - e) be supported by evidence to inform an appropriate assessment (Habitat Regulations) in order to establish that development of this site will have no adverse impact on **the integrity of** the South Hams Special Area of Conservation **designation;**
  - f) be informed by an understanding of the hazards relating to the Health and Safety Executive consultation zone and take a sequential approach to land uses; and
  - g) **Either retain the Southpark Community Centre in its current form and ensure its continued usage or involve its suitable re-provision / replacement as part of a comprehensive redevelopment of the site.**

The proposed changes provide a clear direction for the allocation that is plainly evidenced by the current planning application submission before the NPA for determination. The amended allocation policy is the most appropriate taking account the of the reasonable alternatives. Importantly, the proposed changes retain the flexibility for the site to be developed for a range of uses.

**Please note:** where changes to the Local Plan are proposed, your comments should provide concisely all the evidence and supporting information necessary to support your suggested changes. You may not have a further opportunity to submit this evidence.

5. If your representation seeks a change to the plan, do you consider it necessary to participate in examination hearing session(s)?

	<b>No</b> , I do not wish to participate in hearing session(s)	X	<b>Yes</b> , I wish to participate in hearing session(s)
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6. If you answered **yes** to the hearing session(s), please tell us why you consider this to be necessary.

To be able to elaborate on the above for the Inspector as required.

**If you require help, or would like to receive this form in an alternative format, please contact the Forward Planning team:**

Forward Planning, Dartmoor National Park Authority Tel: 01626 832093  
Parke, Bovey Tracey, Devon, TQ13 9JQ

Email: [forwardplanning@dartmoor.gov.uk](mailto:forwardplanning@dartmoor.gov.uk)

Website: [dartmoor.gov.uk/localplanreview](http://dartmoor.gov.uk/localplanreview)