



NORTHAM TOWN COUNCIL
TOWN HALL
WINDMILL LANE
NORTHAM
DEVON
EX39 1BY

To: All Members of the Neighbourhood Plan
Advisory Group
Cc: All Northam Town Councillors

Town Clerk: Mrs Jane Mills MILCM
Telephone and Fax: 01237 474976
E-mail townclerk@northamtowncouncil.gov.uk

You are hereby summoned to attend a Neighbourhood Plan Advisory Group Meeting on Tuesday 26th April 2022 at 6.30pm, to be held on Zoom.

Topic: Northam Neighbourhood Plan
Time: Apr 26, 2022 06:30 PM London

Join Zoom Meeting

<https://us02web.zoom.us/j/89806608440?pwd=NzZpSDZPNVI3dHdaUnlrRDZiWXFjQT09>

Meeting ID: 898 0660 8440
Passcode: 906634

The Agenda for the meeting is set out overleaf.

Members of the public will be admitted at the start of the meeting.

M J Mills

Mrs Jane Mills Fd Community Governance MILCM, PSLCC
Town Clerk

Date of issue: **13th April 2022**

The following are Members of the Neighbourhood Plan Advisory Group:

Councillors Hames (Chairman), Sargent (Vice Chairman), Chalmers, Mrs Hodson, Laws and Mrs Woodhouse (one vacancy for a Northam Ward elected member).

Non-Councillors, Mr G Allen, Ms Bartleman, Ms J Smart.

All elected Members of the Council are entitled to attend.



Lords of the Manor



The local Council for Appledore, Northam, Orchard Hill and Westward Ho!
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Office open: Monday to Friday mornings



Trustees of the Common Right

AGENDA

- 1 Apologies**
- 2 Chairman's announcements**
- 3 Declarations of interest:**
Members are reminded that all interests should be declared prior to the item being discussed.
- 4 To agree the agenda as published**
- 5 To confirm and sign the minutes of the meeting held 22nd February 2022 (herewith)**
- 6 Public Participation**
Members of the public are permitted to make representations, answer questions and give evidence in respect of any item of business included in the agenda. Each member of the public is entitled to speak once only in respect of business itemised on the agenda and shall not speak for more than 4 minutes. The period of time which is designated for public participation in accordance with standing orders shall not exceed 20 minutes.
- 7 To consider the action points (herewith)**
- 8 To consider the submissions from a member of the public regarding Biodiversity and Heritage (herewith)**
- 9 To consider the draft Community section (herewith)**
- 10 To consider publicising the Northam Neighbourhood Plan at the May Fair on 30th April 2022 (verbal)**
- 11 To consider the reviewed feedback as shared with members of the Group on Sharepoint (verbal)**
- 12 To consider the strategy for consulting on the revised Neighbourhood Plan (verbal)**

Northam Town Council – Minutes of the Northam Neighbourhood Plan Advisory Group Meeting held by Zoom on Tuesday 22nd February 2022

Present: Cllrs Hames (Chairman), Hodson, Woodhouse, Laws and Sargent.
Non-Councillor Members: Mrs E Bartleman, Mrs J Smart, Mr G Allen.

In attendance: Mr G Langton – Deputy Town Clerk.
Two members of the public.

2202/1141 Apologies

No apologies had been received.

2202/1142 Chairman's announcements

The Chairman made no announcements

2202/1143 Declarations of interest:

Members were reminded that all interests should be declared prior to the item being discussed.

2202/1144 To agree the agenda as published

It was **resolved** to agree the agenda as published.

Proposed: Cllr Sargent, Seconded Cllr Laws (all in favour)

2202/1145 To confirm and sign the minutes of the meeting held 31st January 2022

It was **resolved** to confirm the minutes of the meeting held 31st January 2022.

They would be signed at a later date.

Proposed: Cllr Laws, Seconded: Cllr Woodhouse (majority in favour, 1 abstention (not present)).

2202/1146 Public Participation

It was announced that members of the public were permitted to make representations, answer questions and give evidence in respect of any item of business included in the agenda. Each member of the public would be entitled to speak once only in respect of business itemised on the agenda and should not speak for more than 4 minutes. The period of time which is designated for public participation in accordance with standing orders shall not exceed 20 minutes.

No member of the public wished to address the Group.

2202/1147 To consider the action points.

The action points were noted.

2202/1148 To consider the updated Northam Neighbourhood Development Plan 'NNP v2.7' to include:

- i) **dates encompassed by the Plan**
- ii) **sections in red (amended) at pages 4, 5, 7, 8, 9, 10, 12, 18, 19, 22, 24, 25, 26, 27, 28, 29, 33, 34, 36, 39, 40, 47, 48, 54, 68, 72 & 73.**

Cllr Hames reported on the work of the subgroup, which had met twice since the last meeting of the Advisory Group. Typographic changes advised by Mr. Townsend had been incorporated and a revised Vision Statement had been drafted by the Mayor, Cllr Mrs. Hodson.

Revisions had also been drafted for the Community Facilities, Public Transport and Appledore Shipyard/Maritime policies.

The subgroup had considered the merit of amending the wording to policies EN2 and EN3 in the light of discussions at the previous meeting of the Group. No amendments had been made.

It was **resolved** to approve the wording for the Vision Statement, Community Facilities and Public Transport policies (with a minor amendment).

Proposed: Cllr Laws, Seconded: Cllr Sargent (all in favour).

Action point: Deputy Town Clerk to confirm the changes in v2.8 of the Neighbourhood Plan.

2202/1149 To consider the approach to revising and updating the sections in blue at pages 41 to 44 of 'NNP v2.7'

It was **resolved** to approve the wording as drafted for inclusion in the Neighbourhood Plan, changing the title to 'Appledore Employment Zone' and the wording at ED1(ii) & 7.13 from 'fishing, shipbuilding and maritime-related' to 'maritime, engineering and allied trades or associated industries'.

Proposed: Cllr Hames, Seconded: Cllr Sargent (all in favour)

2202/1150 To consider the steps as outlined in the 'NNP Timetable'

It was **resolved** to suspend standing orders to allow a member of the public to address the Group.

Proposed: Cllr Hames, Seconded Cllr Laws (all in favour).

Mr N Arnold offered to photograph and map the green corridors relevant to Policy EN5.

It was **resolved** to re-enter standing orders.

Proposed: Cllr Hames, Seconded: Cllr Sargent (all in favour).

It was **resolved** to accept Mr Arnolds offer to photograph and map the green corridors relevant to Policy EN5.

Proposed: Cllr Hames, Seconded: Cllr Hodson (all in favour).

It was **resolved** to send v2.8 of the Neighbourhood Plan, along with specific questions and points for clarification, to Officers at Torridge District Council for review and comment.

Proposed: Cllr Hodson, seconded: Cllr Hames (all in favour).

It was **resolved** to approve the work and actions as outlined on the NNP Timetable.

Proposed: Cllr Laws, Seconded Cllr Woodhouse (all in favour).

Action Points:

Deputy Town Clerk to draft a Community Profile for review.

Cllr Hames and Mr Arnold to photograph and map the green corridors relevant to Policy EN5.

Cllr Mrs. Hodson to draft the Statement of Community Engagement.

All members of the Group to review the feedback evidence posted to the SharePoint site.

Cllr Hames to draft the Basic Conditions statement.

Deputy Town Clerk to publicise v2.8 on the Council's dedicated webpage, sharing the link on social media.

Cllr Mrs. Hodson to seek the social media Officer at Torridge District Council's advice on setting up a stand-alone Facebook Page.

Subgroup to draft specific questions and points for clarification by Torridge District Council Officers.

Consideration of the Consultation Strategy to be included on the next agenda of this Advisory Group.

Consideration of plans for publicising the Neighbourhood Plan at the May Fair to be included on the next agenda of this Advisory Group.

There being no further business the meeting closed at 8:15pm

Signed

Dated.....

Northam Neighbourhood Plan Advisory Group - Action Points

Arising from 22 February 2022:

33. Deputy TC to amend the wording of the Vision Statement, Community Facilities and Public Transport policies as agreed.	Undertaken and incorporated in v2.8 of the Plan.	complete
34. Deputy TC to amend the wording of the 'Appledore Employment Zone' ED1(ii) & 7.13 from 'fishing, shipbuilding and maritime-related' to 'maritime, engineering and allied trades or associated industries'.	Undertaken and incorporated in v2.8 of the Plan.	complete
35. Deputy TC to draft a Community Profile for review.	On the agenda	complete
36. Cllr Hames, with Mr N Arnold, to map and photograph Green Corridors for review.	On the agenda	complete
37. Cllr Hodson to draft the Statement of Community Engagement.	In progress	ongoing
38. Cllr Hames to draft the Basic Conditions Statement	In progress	ongoing
39. All members to review the feedback evidence as posted on the SharePoint site.	On the agenda	ongoing
40. Deputy TC to publicise v2.8 on the Council's dedicated webpage, sharing the link on social media.	Uploaded and shared	complete
41. Cllr Hodson to seek the social media Officer at Torridge District Council's advice on setting up a stand-alone Facebook Page.	Complete and contact details passed to Deputy TC.	complete
	Deputy TC to contact social media Officer at TDC.	ongoing
42. Subgroup to draft specific questions and points for clarification by Torridge District Council Officers.	Questions passed to TDC Officers. Meeting arranged for 4 th May to receive feedback.	ongoing
	Request made for Officers to attend a future meeting of this Group to present feedback.	
43. Consideration of the Consultation Strategy to be included on the next agenda of this Advisory Group.	On the agenda	complete
44. Consideration of plans for publicising the Neighbourhood Plan at the May Fair to be included on the next agenda of this Advisory Group.	On the agenda	complete

Appendix 5: Lists of primary green corridors and non-statutory and undesignated wildlife sites in Northam Parish

a) List of primary green corridors

Selection for the list primary green corridors is based on the following criteria:

a. Potential for continuous or 'stepping-stone' connectivity between habitats, sufficient to enable movement of animal species (and plant species by animal transmission) in order to enhance biodiversity. (Habitats and wildlife sites defined by North Devon and Torridge Local Plan Ecological Network Key Components and Devon Nature Map.)

b. Open or undeveloped land rather than buildings including dwellings and private gardens.

c. Includes at least one form of connectivity such as open land, sylvan (consisting of trees/hedges); waterways.

d. Relative tranquillity sufficient to enable undisturbed movement of animal species.

(a/w App 5 green corridors map 1 and map 2)

i) Between Knapp Wood, Churchill Way and access road to Boat Hyde, extending to River Torridge bank between Boat Hyde and Appledore Shipyard.

Estuarine fringe and semi-improved dry grassland linking Torridge wildlife riparian corridor to well-hedged agricultural land west of A386. Open land connectivity. Woodland and watercourse connectivity via Knapp Wood.

ii) Below Cleveland Park and joining Heyward Road with South-West Coast Path.

Semi-improved dry limestone grassland linking Torridge riparian wildlife corridor with County wildlife site west of A386. Open land, watercourse and woodland connectivity.

iii) Between Wooda Lane and Bidna Lane

Elevated semi-improved dry limestone grassland linking Torridge riparian wildlife corridor with further elevated grassland west of A386 and beyond to coastal flood plain grazing marsh adjoining Northam Burrows. Also stepping-stone north-south connectivity between corridors i) and iv). Open land connectivity, watercourse connectivity. An important wildlife site containing a mix of habitat – thick scrub, old coppice in the valley and stream.

iv) Wooda Road valley down to Hubbastone Quarry.

South-facing elevated semi-improved dry limestone grassland. Stepping stone connectivity to corridor iii) and Wooda valley floor. Open land connectivity.

v) Kipling Tors Valley leading down from Cornborough Road

Narrow north-south wooded valley. West-east connectivity between wooded areas and access via Kipling Tors coastal heathland to undeveloped coastland west of Westward Ho! Woodland connectivity.

b) List of non-statutory and undesignated wildlife sites

- i) Godborough Castle and Turner's Wood
File Code SS42/083; O/S grid reference: SS438274
Mosaic of unimproved calcareous grassland and broad-leaved semi-natural woodland.
- ii) Burrough Farm
File Code SS42/095; O/S grid reference: SS460288
Semi-natural broad-leaved woodland, species-rich semi-improved grassland and saltmarsh.
- iii) Durrant Lane (N)
File Code SS42/066; O/S grid reference: SS454285
Dry grassland/rough grassland scrub.
- iv) Gresham Court / Westward Ho! Escarpment Woods
File Code SS42/071; O/S grid reference: SS445284
Dry grassland scrub and broad-leaved woodland.
- v) Lakenham Hill
File Code SS42/074; O/S grid reference: SS447292
Dry grassland/scrub.
- vi) Kenwith Valley
File Code SS42/077; O/S grid reference: SS444272
Open water/dry grassland/marshy grassland/scrub.
- vii) Knapp House Saltmarsh
File Code SS42/094; O/S grid reference: SS462293
Saltmarsh with some brackish ditches.
- viii) Knapp Wood
File Code SS42/116; O/S grid reference: SS456294
Secondary broadleaved woodland, wet in places.
- ix) Broad Lane
File Code SS43/086; O/S grid reference: SS459300
Dry Grassland.

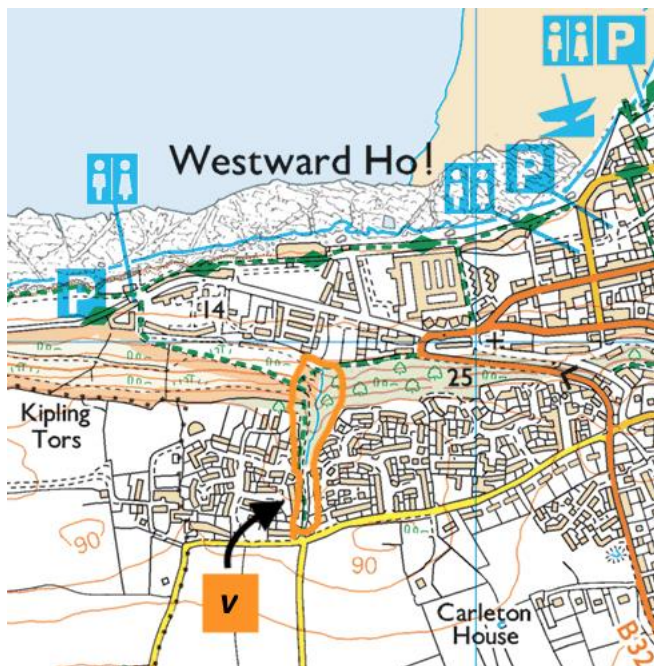




Figure 1: Green Corridor Site i



Figure 2: Green Corridor Site ii



Figure 3: Green Corridor Site iii



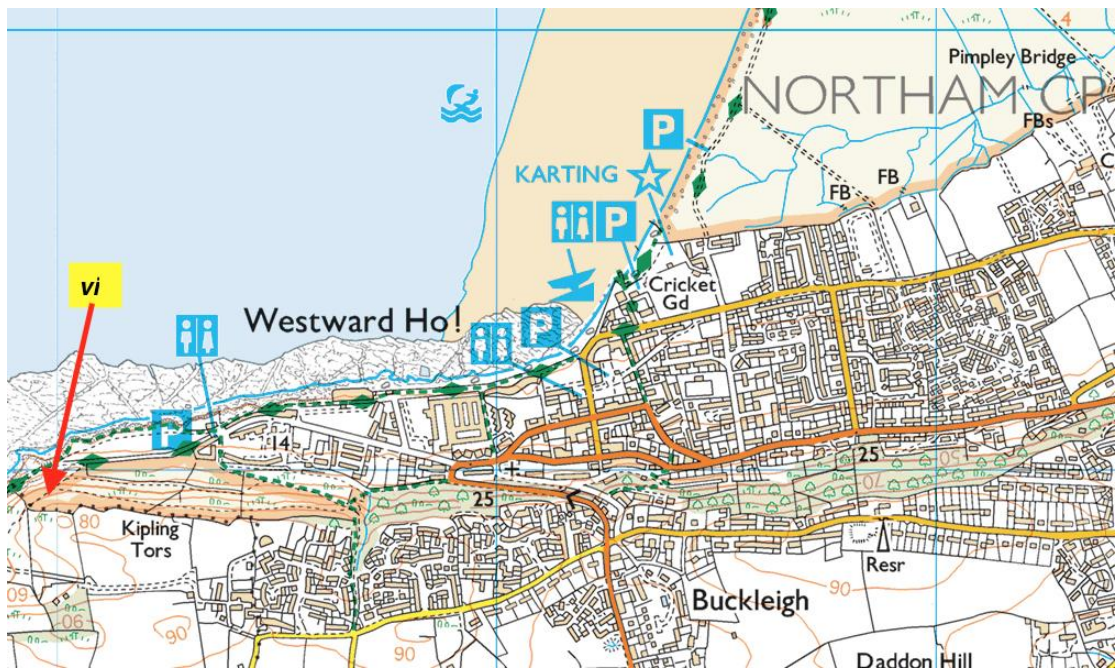
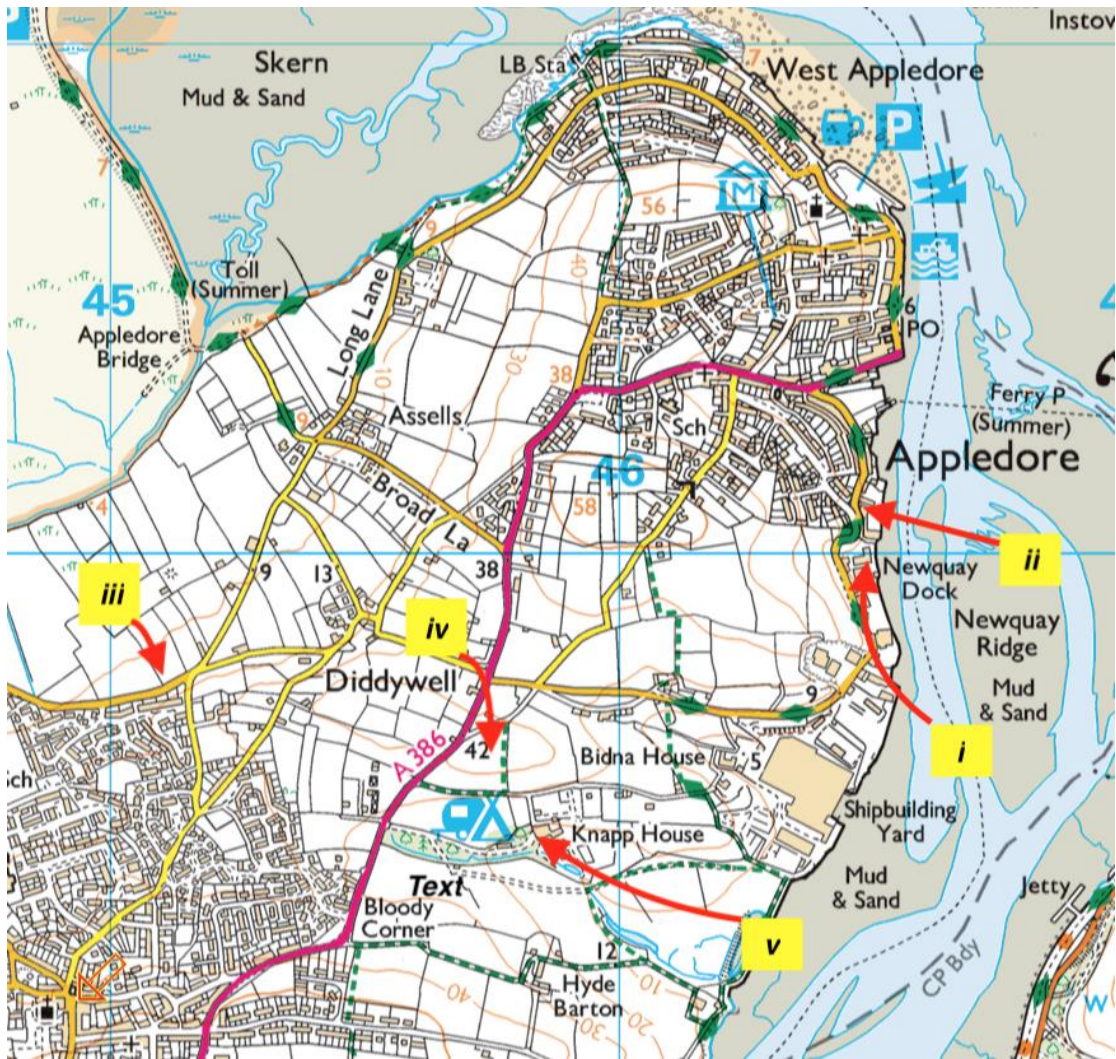
Figure 4: Green Corridor Site iv.



Figure 5: Green Corridor Site v.

Appendix 4**Northam Parish List of Locally Important Heritage Assets**

- i) Site of New Quay Dry Dock, Appledore
HER Reference: MDV57771 / MDV57772
Site of Victorian dry dock and drawbridge shown on 19th century map. Dry dock is believed to be intact. Likelihood of significant archaeology. Given the local importance of shipbuilding, sites of this nature have social and communal value.
- ii) Middle Dock, Appledore
HER Reference: 43301 / MDV78503
Victorian warehouse and boundary wall associated with Middle Dock. The structures are reasonably intact although there is evidence of considerable repairs. Given the local importance of shipbuilding, sites of this nature have social and communal value.
- iii) Second World War pillbox, Appledore Road, Northam
HER Reference: MDV106763
Second World War pillbox probably built to defend Northam Burrows before the construction of RAF Northam. Only known complete pillbox in the NNP area. Pillbox is of unusual construction.
- iv) Bidna Windmill, Churchill Way, between Appledore and Northam
HER Reference: MDV11737
Ruins of windmill c. 1809. Historic landscape interest. Prominent landmark sited on ridge overlooking Northam.
- v) Knapp House, Churchill Way, between Appledore and Northam
HER Reference: MDV120133
Historic house dating mainly from the 18th century with largely intact external walls and roofing. Site has proven medieval origins and some sections of the building may pre-date the 18th century. Home of Thomas Benson and site of the planning of the Nightingale Scandal of 1752.
- vi) Lookout station on Kipling Tors
National Trust Historic Buildings, Sites and Monuments Record 101243
Coastal watch station dating from period immediately after the First World War. Prominent landmark position and largely intact fabric.



W.G. Hoskins (1972), in 'Devon', describes Northam as *'filling the peninsular between the Torridge estuary and Bideford Bay. [Occupying] the top of a hill overlooking what was once a supremely beautiful scene, now ruined by powerlines, pylons, masts, ill-placed bungalows and much local white brick. It is an outstanding example of what unplanned "development" can do.'* (Hoskins 1972, p.444)

On the Taw and Torridge Estuary where the Bristol Channel joins the sea (Fig. 2)¹, the South West Coast Path², marked with an 'acorn' symbol (Fig. 3) runs through, following Northam's coastline (Fig. 4).

'Northam includes Appledore and Westward Ho!' (Hoskins, 1972 p.444), the three villages combine into Northam Town Council. The presence of significant landscape features and heritage sites, and the desire to remain distinct have combined to keep the communities separate, forming their current layouts.



Figure 3: UK National Trail 'Acorn' symbol (Image by author 2022).

A significant green gap separating Appledore and Northam joins Northam Burrows Country Park (Fig. 5), an SSSI and AONB within a UNESCO site³ (Biosphere Strategy (2014)). Evidence of a WWII radar station (North



Figure 1: Location of Northam, Devon, UK. (National Library of Scotland 2021).



Figure 2: Northam Town Council area, subdivided into electoral wards. (Devon County Council 2021).



Figure 4: Route of the South West Coast Path. (South West Coast Path 2022).

¹ The second largest County in England, Devon is the only one with two non-contiguous coast lines.

² A National Trail.

³ North Devon Biosphere

Devon Coast AONB, 2016), remains on the Burrows (Fig. 6).

Westward Ho!, a low-lying seaside resort to the north and growing residential settlement atop a steep, wooded escarpment to the south is contiguous with Northam. A long-time seaside resort with a Blue Flag beach (TDC News (2021)) (Fig. 7) fronting a pebble ridge 'a remarkable natural phenomenon nearly 2m. long, about 50ft. wide and 20ft. high' (Hoskins, 1972, p.445).



Figure 7: Westward Ho!'s Blue Flag Beach. (Image by author 2022).

Northam, population 12,425, is the second largest town in Torridge District. Northam is the biggest part, then Appledore and Westward Ho! (4,980, 3,793 and 3,652 respectively) (ONS, 2018) in (TDC Ward Profiles (2020)).

Appledore's and Northam's historic centres, worthy of conservation for their architectural and historical significance (e.g. Figs 8&9) comprise three conservation areas (TDC Conservation Areas (2022)) and 172 buildings or locations scheduled (Historic England (2022)), a Civil War fort overlooking Appledore was recently added.



Figure 5: Northam Burrows Country Park sign (Image by author 2022).



Figure 6: WWII bunker, Northam Burrows (Image by author 2022).



Figure 8: An old house of Fore Street, Northam,. (Image by author 2022).



Figure 9: Docton Court, reputedly Appledore's oldest building (2022).

The largest structures in the area are Torridge Bridge (Fig. 10), linking to the main road network and Appledore Shipyard (Fig. 11).



Figure 11: Appledore Shipyard, established 1855. (Image by author 2022).

Narrow roads and terraced houses radiate from Northam Square and St. Margaret's Church (Figs. 12&13). Housing grew through the 19th and 20th centuries, initially radiating along the main routes, recently modern housing estates developed.



Figure 13: St. Margaret's Church, from Bone Hill (Image by author 2022).

Bordering Bideford is a distinct area of large 18th and 19th century houses now straddling the A39, it had its own moorings (Fig. 14).

Westward Ho! developed as an affluent resort with large properties then expanded steadily. Recent high-density development on the seafront juxtaposes Victorian grandeur, including the former United Services College (Fig. 15), where Rudyard Kipling, a well-known Victorian writer studied (Nobel Foundation, 2022).

The coast road east from Westward Ho! passes the Royal North Devon Golf Club, its



Figure 10: Torridge Bridge, built 1987. (Image by author 2022).



Figure 12: North East Street, Northam. (Image by author 2022).



Figure 14: Lower Cleeve moorings. (Image by author 2022).



Figure 15: The Former United Services College (now apartments). (Image by author 2022).

course on the Burrows and founded in 1864 its website claims it's the oldest in England⁴.

A long-time commercial quayside (Figs. 16&17), Appledore is a maritime community with an important trading and shipbuilding heritage. Harland and Wolff operate Appledore Shipyard, one of Europe's largest indoor shipyards, based in Northam. The Royal National Lifeboat Institution maintains a lifeboat station in Appledore.

Appledore's narrow streets and alleyways (Figs. 18-21) containing independent businesses, and characterful dwellings are a major attraction for visitors. Many dwellings, anecdotally 40%, are holiday lets.



Figure 16: Appledore Quay. (Image by author 2022).



Figure 17: Appledore Quay c. 1966. (Bideford Community Archive 2022).

Figures 18 to 21: Images of old Appledore. (Images by author 2022).



Fig. 18.



Fig. 19.



Fig. 20.

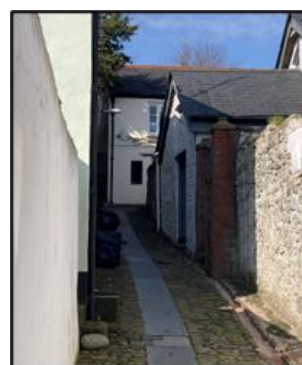


Fig. 21.

⁴ <https://www.royalnorthdevongolfclub.co.uk/>

Local services and facilities are available but people rely on Bideford for its range of retail and financial services, hospital and secondary education provision. Appledore and Westward Ho! have leisure services catering for holidaying visitors. Bus routes connect Westward Ho! or Appledore with Barnstaple via Bideford and Northam, but do not connect the two.

The Town Council provides for recreation. Animals are grazed on the Burrows by permit holders. An agreement provides for 1500 residents of the Ancient Manor⁵ to access the Burrows Country Park for 'air and exercise'⁶, both rights are administered by the Town Council. Locally there are livery and commercial riding stables.

Football teams in Appledore and Northam⁷, and a cricket club in Westward Ho! host team sports. Less formally, there are pétanque clubs, a local sports centre and free-to-use Council-provided outdoor gyms and tennis courts. For the more adventurous, outdoor swimmers join surfers in braving the sea year round. With parks for play and recreation in all villages, and allotments in Northam, residents have ample opportunity to be outside.

Established churches operate in each community (Fig. 22) as part of the Torridge Coastal Mission, complimented by two Methodist and two Baptist churches. Forming a broad congregation, they work together to support the community choir and campanologists.

Figure 22: Parish Churches in Northam.
(Images by author, 2022)



St Mary's, Appledore.



St. Margaret's, Northam.



Holy Trinity, Westward Ho!.

⁵ The Ancient Manor and current parish of Northam are not identical in the area they cover.

⁶ Agreement between Northam Town Council and Devon County Council 27th February 1984.

⁷ Appledore FC, Bideford Blues FC and Northam Lions FC.

There are two primary schools, with plans for a third to support the expansion in housing. Meeting government targets, Torridge District Council allocated 2110 new properties to the area (NDaT Local Plan 2031, policy NOR). At the same time, social, educational or cultural, sporting and tourist needs will be the key points of this expansion.

The social landscape is fluid. The responses to the Covid-19 pandemic led to the diminishing use of some social assets has caused some to close. In response, as the restrictions have eased, new assets have grown and others returned. NTC, aware of these changes, has revised its approach, e.g. the first Mayor's Cadet coming from a community rather than Service background, with stronger links to local secondary schools planned, forging new ways forward. NTC has also brought the village May Fair back in 2022 after a two-year break, which has been appreciated by residents (Fig. 23).

Long a social asset, developments at the Burrows raise its status as an economic asset. In addition to its interactive walking trails (TDC News 2021(i)) A facility opened in 2021, providing a resource for educating visitors and hosting short courses in arts, crafts, ecology and the environment (TDC News 2021(ii)) (Fig. 24).

"A significant feature of the population of Northam in general is its ageing nature. The age distribution within the parish presents a range of variances from the characteristics of the wider area. The proportion of younger residents (0-19 age band) is significantly lower, at 16% than elsewhere in Torridge, at 20%, but the greatest degree of difference is in the proportion of the resident population in the over 60 age bands. Nearly 40% of Northam's population is over 60, compared to a northern Devon average of 31%". (NDaT Local Plan 2031, para.10.343).

This age profile meant restrictions imposed in response to Covid-19 had a greater impact on this community than others, older people being more likely to have been required to shield or have chronic underlying conditions that could cause more severe disease or even death. Developments planned by the District Council may compound this but it is anticipated the style of homes being built will attract family buyers. This resulting



Figure 23: May Fair 2022 brochure cover page (Courtesy of Northam Town Council 2022).



Figure 24: Burrows Visitor Centre and Café on completion (TDC News 2021(ii)).

proportionate increase in the numbers of younger people will open new avenues for community action.

There are numerous community halls⁸, with a smaller community space planned by the Town Council in repurposing a pavilion building in Westward Ho!. Given the age profile, the halls have provided locations for clubs to meet, exercise classes and U3A amongst others.

Hoskins (1972, p.445) comments that Westward Ho! *'is a sad spectacle of what uncontrolled speculative building can do to a fine site.'* With residences across Northam being holiday or second homes, or bought by those retiring to the area, the community can lack cohesion. Devon is a popular retirement destination, in 2019 an article outlined its continued popularity, claiming 'Devon voted one of the best places to retire in the country' (Hards, in *Devon Live*, 2019).

The Council is preparing a Neighbourhood Plan in conjunction with representatives drawn from the wider community which will, alongside TDC's Local Plan will form a suite comprehensive development policies.

NTC will use this Plan as a foundation for and integral part of its continued development, which will positively affect employment, housing and services and so energise the area and its community assets to continue to attract an active population.

⁸ Community Halls:

- Northam Hall, Northam Community Centre, and Northam Sports Centre.
- Appledore Social Club, Appledore Community Centre, Blue Lights Hall and St Mary's Church Hall in Appledore.
- Kingsley Hall in Westward Ho!.