

Northam Neighbourhood Development Plan 2020 – 2031

Foreword

Thank you for taking the time to read and consider this important document, which contains the draft policies, your contributions have helped to create. The Neighbourhood Development Plan represents a significant step for the Town Council in drawing together your views and aspirations for our beautiful area, within which possible future development will take place. Neighbourhood Plans are a new and exciting way for communities such as ours to shape the future of the area we live in. I am very proud that our Neighbourhood Plan Steering Group and Neighbourhood Plan sub-committee has developed your plan to this pre-submission stage.

The process of writing your Neighbourhood Development Plan is being led by members of your community and Town Councillors and is part of the Government's recently revised approach to planning, which aims to give local people more say about what happens in the area in which we live. Communities like ours have been granted this important new power through the Localism Act of 2011. Ultimately you will all be able to decide whether or not to adopt this Neighbourhood Development Plan through a referendum.

The work undertaken by the focus group volunteers and steering group merits a special mention. They have explored a wide range of current and possible future bio-diversity, community, economic, environmental, housing, infrastructure, landscape, transport, and traffic options. It has only been possible to incorporate some of these as possible policies within our plan, because some are covered by national legislation or are the responsibility of authorities other than Northam Town Council.

Thank you all for your continued support.

Cllr. Chris Leather, Chairman, Northam Neighbourhood Development Plan.



1.0 Neighbourhood Development Plan Introduction

1.1. Neighbourhood planning for communities was introduced through the Localism Act 2011. Communities can shape development in their areas through the production of a Neighbourhood Development Plan as part of a statutory process. The Northam Neighbourhood Development Plan (NNDP) is part of the Government's approach to planning, which aims to give local communities more say about what development goes on in their areas. The policies contained within them are then used in the determination of planning applications

1.2 The policies in a Neighbourhood Development Plan cannot block development that is already part of the Local Plan. What they can do is to shape where and what future development may be appropriate, what type of development, protect Green Spaces, Environment & Heritage assets and the design and layout of development proposals.

1.3 Neighbourhood Development Plans are based on community consultation and evidence to complement, enhance and add value to what is in the Local Plan, which was adopted by Torridge District Council in 2018, and the July 2018 revised NPPF.

1.4 Through the Northam Neighbourhood Plan we are supporting the delivery of positive places for people to live and work through aiming to achieve development which is appropriate and meets the needs of the people of the Northam Area.

1.5 Public meetings held in 2016/17 and local residents associations, along with Northam Town Council, established the desire for a Neighbourhood Development Plan, and results of a neighbourhood survey indicated the main issues about which residents were concerned.. Aware that this was an opportunity to create a robust and evidenced community voice Northam Town Council voted on 31/05/2017 to undertake a Neighbourhood Plan.

1.6 Torridge District Council (TDC) approved the designation (of what?) on 7th August 2017. This Neighbourhood Area covers the full Northam Town Council area, which comprises the settlements of Northam, Appledore, Westward Ho! and Orchard Hill. Northam Town Council is the statutory lead authority for this process. The Plan once made will cover the period from 2019 to 2031. Once a framework for the Plan was established and draft policies drawn up these went out to further public consultation and the responses were considered and incorporated in to the draft.. After submitting the final draft to Torridge District Council for comment and further revision the Plan will be submitted to a Government Inspector, revised again and then voted on by Northam residents in a referendum.???

2.0 The Neighbourhood Area

2.1 The Neighbourhood Plan Area is comprised of four areas which are very distinct in character but which are all influenced through history by their location near to the Torridge estuary and the sea.. Orchard Hill developed as a residential area of large 18th/19th century houses straddling what is now the A39, followed by further housing built in the 20th century. The area is somewhat detached from the three main settlement areas' but is no longer a separate ward of Torridge District Council, having been included within Northam Ward in 2019.

Northam has the largest population (5427-2011 census ????) with most of the facilities one would expect in a small town. The original settlement still exists with narrow roads and terrace houses radiating from The Square and dominated by St Margaret's Church which stands on Bone Hill high above the surrounding countryside.

2.2 Lying below Northam alongside a glorious Blue Flag beach and Pebble Ridge is Westward Ho! The settlement was originally developed in the nineteenth century as a retirement area and holiday resort. Although considerably expanded by modern development with a population now of ??? some of the original large Victorian houses and buildings still exist, including what was previously the United Services College where Rudyard Kipling was a pupil.

2.3 Following the coast road away from Westward Ho! towards Appledore one passes the famous Royal North Devon Golf Club, which is the oldest golf club in England The golf course occupies some of Northam Burrows, which is an extensive common and designated a Site of Special Scientific Interest and part of the UNESCO North Devon Biosphere.

2.4 .Set by the Torridge estuary Appledore (population 2765) is a typical Devon fishing village which also has an important trading and shipbuilding heritage, the latter carried on today by skilled workers at the largest indoor shipyard in the world ?) .. The village is geographically separated from both Northam and Westward Ho! by some beautiful open countryside and its narrow streets and 'drangs' and characterful houses and cottages are a major attraction for tourists.

3.0 Key Issues

3.1 From the consultations' undertaken (see appendix) the overwhelming concern has been the protection of the open countryside, coastal area and heritage assets, and a strong desire to avoid any coalescence between settlements. With 1780 new homes projected to 2031 in the North Devon & Torridge Local Plan (ND&TLP) for the Neighbourhood Plan Area on designated sites, the need for these, and any future housing developments, to cater for the locally identified requirements (see appendix) is of paramount importance. Infrastructure improvements regarding highways, health facilities, paths, parking and education provision were all important issues which have arisen from the public consultations and which it was felt should be provided in tandem with any development.

3.2 Over the Plan period and recognising probable pressure for more housing the overarching concern will be how to protect green spaces, coast, countryside and heritage assets from development. However, provision of genuine affordable and local needs housing and the creation of local employment opportunities within the Plan area will also require careful consideration, especially given the adverse environmental effects of traffic congestion, carbon emissions and pollution caused by having to travel out of the area for employment. It would therefore benefit the area if we could provide for more small scale businesses to be established here and generally promote a locally sustainable 'circular' economy..

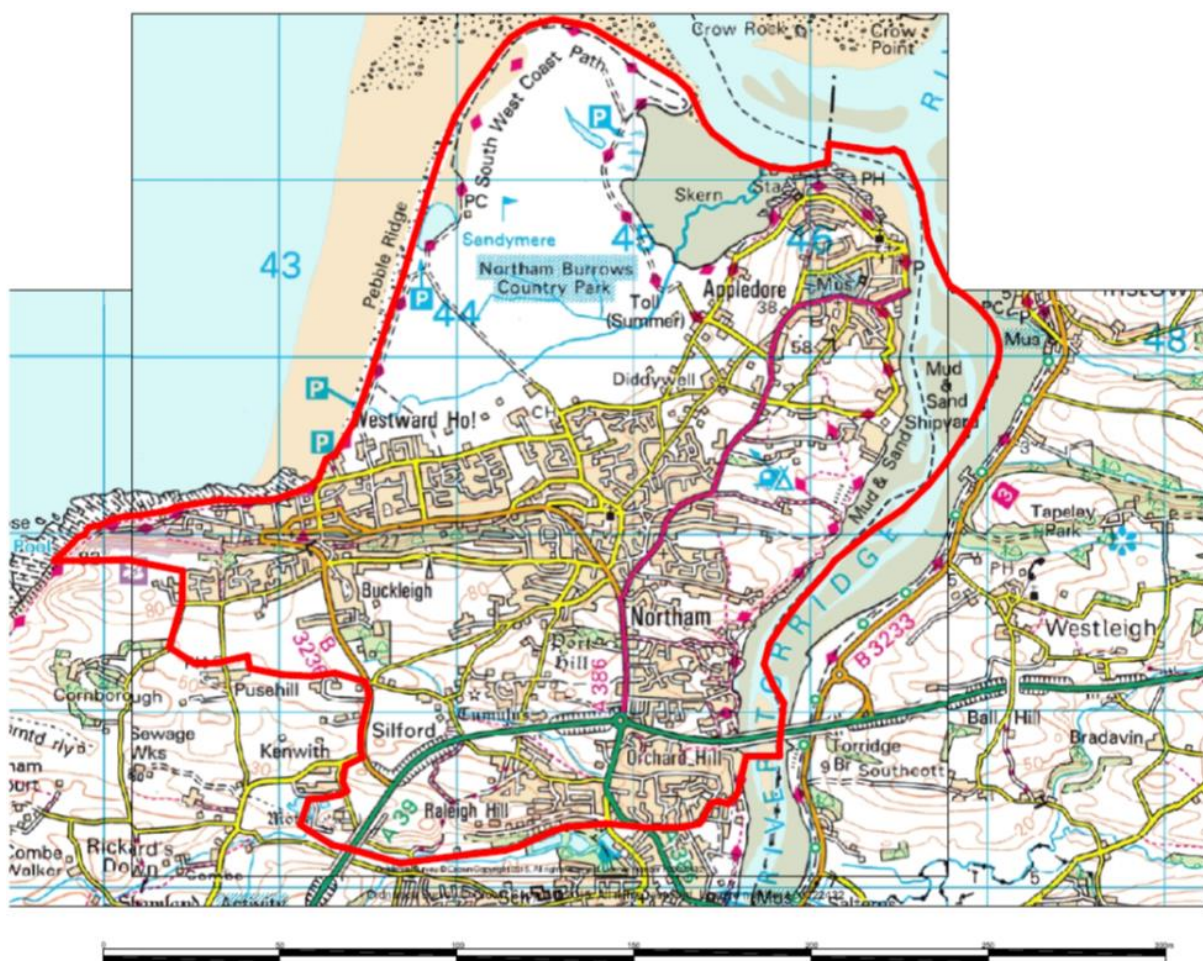
4.0 Vision & Objectives

4.1 The vision for the Neighbourhood Plan is, to maintain and enhance the Individual characteristics of Northam and to build a more sustainable, self-reliant community of collaboration, connection and strong sense of collective purpose.

Over the plan period, the overarching concern in our vision is to protect, and as much as possible, enhance the beautiful area which Northam covers, recognising this is the principal reason visitors are attracted here in the first place. With tourism providing a major economic driver for the area, it would be self-defeating to damage that which attracts them. It is these same characteristics which also attract retirees to the area and whilst this can increase pressure on infrastructure, there is also an undoubted economic benefit from the spending power they bring (???). The watchword must be 'carefully managed development'. but in the context of the challenges presented by climate change.

4.2 By the end of the Plan period 2031, all the designated sites in the Local Plan should have been built-out and as a result of the policies in the Plan we would hope to see much better designed houses in these developments, with a much higher percentage of affordable homes, greater provision of cycle-ways and footpaths and a more sustainable, local economy which generates jobs for local people.

Plan Area



Vision

To maintain and enhance individual characteristics of Northam,
Orchard Hill, Appledore and Westward Ho!

Objectives

RED- Comments from meeting

BLACK- Suggested objective

Housing-

- **Local people can rent or buy + right properties are built** Ensure that new developments include a mix of housing to meet the needs of local people; providing affordable properties to both buy and rent.
- **Affordable/ social specific design/ size. NDC carried out a housing survey- bungalows** Ensure that new housing developments are designed to be in keeping with the existing character of Northam, to create a strong sense of place.
- **Restriction of new build holiday homes (St Ives)** To safeguard the sustainability of the settlements in the Northam area by restricting the development of new build holiday homes.

Environment-

- **Trees and footpaths- specific to each area**
- **Green spaces and heritage. Designated green and heritage areas that aren't listed.** To protect and maintain existing green spaces of value to the community.
- To protect and enhance buildings and spaces of heritage value, ensuring that Northam remains a culturally rich place to live and visit.
- **Maintain green spaces between settlements-** To protect and maintain the green spaces between settlements in the area, for the benefit of people and wildlife.

Infrastructure-

- **Business development sites (currently there are none in Northam Ward)**
- **Protection to shipyard- redundant areas within the shipyard.** Ensure that the shipyard is protected and the redundant areas within are enhanced.
- **Protecting and utilisation of Richmond Dock.** To protect and utilise the Richmond Dock marina.

Tourism-

- **Encourage smaller shops in Appledore to open.** To encourage smaller retail businesses to the area.
- **Cycle routes from Bideford to Westward Ho! along the old Tarka Line.**

Policies - Contents

<u>Policy Area</u>	Policy Block	Policy	Page	Approval date & notes
<u>Environment & Heritage Policies</u>				Why not split?
	Local Green Spaces			
		NNP1 Local Green Spaces.	10	27.10.2020
	Prevention of Coalescence between Settlements			
		NNP2 Prevention of Coalescence between Settlements.	11	27.10.2020
		NNP3 Retaining the landscape character between settlements.	13	27.10.2020
		NNP4 Protecting the rural character between settlements.	14	27.10.2020
	Protection of Valued Views			
		NNP5 Protecting Valued Views.	15	23.11.2020
	Protection of Heritage Assets			
		NNP6 Protection of Heritage Assets	17	23.11.2020 Needs MAP
		NNP20 Richmond Dock	19	Was NNP19 UNAPPROVED Needs Map Moved to this point in policies for context
	Protection of Biodiversity			
		NNP7 Protection of Biodiversity	21	Needs Map 27.11.2020

<u>Policy Area</u>	Policy Block	Policy	Page	Approval date & notes
	Energy Conservation & Carbon Reduction			
		NNP8 Energy Conservation & Carbon Reduction	23	27.11.2020
	Cycle and Pedestrian Routes			
		NNP9 Cycle and Pedestrian Routes.	25	21.12.2020
	Tourism			
		NNP19 Tourism Attractions & Accommodation.	27	Was NNP18 UNAPPROVED Moved to this point in policies for context
<u>Residential Development Policies</u>				
		NNP10 Residential Care and Nursing Homes	29	21.12.2020
		NNP11 Quality of Design	31	21.12.2020
		NNP12 New, Redeveloped and Replacement Dwellings.	33	21.12.2020
		NNP13 Full-Time Principal Residence Housing (Appledore)	34	UNAPPROVED Why a policy for one village area only? Plan should aim to provide policies that are applicable to the Plan Area, as defined by NTC and agreed by TDC.

<u>Policy Area</u>	Policy Block	Policy	Page	Approval date & notes
		NNP14 New Affordable Housing	35	UNAPPROVED Additional Policy Conformity needs to be checked
		NNP15 Parking Provision.	36	Was NNP14 01.04.2021
		NNP16 (was 15) Size of Dwellings	37	Was NNP15 01.04.2021
		NNP17 (was 18) Broadband & Utilities	38	UNAPPROVED
	Business & Employment			Why not a wider <u>Policy Area</u> ?
		NNP18 (was 17) Business	39	UNAPPROVED
		NNP21 (was 20) Appledore Shipyard Site	41	UNAPPROVED Relevance to be reviewed in light of H&W's acquisition of the site.
	Provision for Young People			Why not a wider <u>Policy Area</u> ?
		NNP 22 (was 21) Provision for Young People	43	UNAPPROVED

Environment & Heritage Policies

Issues

The NNP area faces the following challenges:

Pressure for development, especially in the green gaps between the settlements of Northam, Appledore and Westward Ho!

The vulnerability to development of undesignated heritage assets and buildings, amenity space, wildlife and valued views.

The need to adopt more sustainable local energy use and the urgent need to reduce carbon emissions working towards zero emissions in an effort to combat climate change.

Objectives

To improve, protect and enhance attractive and accessible green spaces, walking and cycling networks for all residents and visitors to enjoy.

To ensure the three settlements of Northam/Orchard Hill, Appledore and Westward Ho! retain their physical and community identities by protecting their setting in the landscape and open countryside and the special character of the area provided by the coastal and estuarine location.

- To preserve specified views of community value in order to maintain a sense of place, well-being and community identity in the NNP area.
- To protect and enhance buildings and places of heritage and community value, ensuring that the NNP area retains its rich historic environment and sense of place.
- To protect and enhance areas of biodiversity to ensure that the NNP area continues to have a species-rich and diverse range of flora and fauna.
- Climate Emergency Declaration to take urgent action to reduce carbon emissions in the NNP area.

Justification

In the first round of consultation for the NNP respondents voted heritage and green spaces second in importance out of eleven options listed. In the second round of consultation, heritage and green spaces came first out of seven options listed. In total 42% of respondents listed environment as the aspect of the NNP they valued most.

Local Green Spaces

Issues

In 2012 the Government introduced a new designation of Local Green Space through the National Planning Policy Framework, which allows local communities to identify for protection local green areas of particular importance to them. Planning permission will only be granted for development of a Local Green Space in very exceptional circumstances. The neighbourhood survey showed general concern at the loss of green space in the NNP area. The NNP area includes various pieces of land that meet the requirements for designation for Local Green Spaces.

Policy - NNP1 Local Green Spaces.

The following locations (see Map B1) are designated as Local Green Spaces. Development that does not enhance the value of these areas as Local Green Spaces will not be supported unless exceptional circumstances apply, for example, it is essential to meet specific necessary infrastructure needs and no alternative site is available.

- a) Rectory Gardens, Fore Street, Northam.
- b) Allotments South of Marshford, Churchill Way, Northam.
- c) Land known as Blackies, Torridge Road, Appledore.
- d) The Cricket Ground, Golf Links Road, Westward Ho!.
- e) Humpty-Dumpty Field, Great Burrow Rise, Westward Ho!.
- f) Westward Ho! Park, Golf Links Road, Westward Ho!.
- g) Escarpment Woodland between Bay View Road and Atlantic Way.
- h) Anchor Park, Appledore.
- i) Village Green, The Backfield, Appledore.
- j) Hillcliff Gardens, Irsha Street, Appledore.
- k) Tors View, off Cornborough Drive, Westward Ho!
- l) Westward Ho! Village Green/Old Putting Green.
- m) Appledore Football Club Ground, Churchill Way.
- n) Bideford Blues Junior FC Sports Complex

Objective

This policy designates certain pieces of land in the NNP area as Local Green Spaces. The intention of the policy is that proposals for development in these areas will only be supported where there will be no adverse impact on a Local Green Space.

Conformity

NPPF 99-101 DM09 Safeguarding Green Infrastructure.

Justification

This policy designates important and valued open spaces in the NNP area as Local Green Spaces in accordance with the criteria in the NPPF 99-101 in that they are in reasonably close proximity to the community served, hold a particular local significance, and are local in character and not extensive tracts of land. The land is also capable of enduring beyond the period of the NNP and appendix (1) gives a full description of the designated Local Green Spaces.

Prevention of Coalescence between Settlements

Issues

The setting, identity and distinctiveness of Northam, Appledore and Westward Ho! are framed and protected by the area of countryside between the settlements and their locations on the coast and Taw/Torridge estuary. The character of the area includes its tranquillity and dark skies. The phrase 'dark skies' refers to low levels of artificial lighting making possible clear views of the night sky. This relatively small area is of particular amenity value to residents and visitors alike, as the only area of traditional Devon countryside easily accessible on foot or by bicycle in the NNP area. Despite this, it has been seriously reduced by development, and its rural character eroded. Any further new development risks uniting the settlements and removing their separate identities. In the NDAT Local Plan 2011-31 there is no specific green wedge policy covering the land between Northam, Appledore and Westward Ho!. Instead Policy NOR (h) resists development that would contribute to coalescence between Northam and Appledore, but the area mentioned is not defined on any map. In addition there is no policy to protect the setting of Northam Burrows or the South West Coastal Footpath. NDAT Local Plan policies ST09 and NOR (h) go some way to address this, but continuing pressure for further development necessitates a more robust and coherent set of area specific policies.

Policy - NNP2 Prevention of Coalescence between Settlements.

Development that could lead to or contribute to coalescence between the development boundaries of Northam, Appledore and Westward Ho! as defined on Map B2, will be strongly resisted to ensure the distinct identities of the respective settlements are maintained.

Objective

Policy NNP2 seeks to retain the separate identities of Northam, Appledore and Westward Ho! by resisting development that contributes to coalescence between those settlements. Where development is permitted, NNP4 aims to mitigate any harm done to the rural character of the area by restoring and enhancing traditional boundaries.

The provision of landscaping may not necessarily overcome the presumption against development for the following reasons; even if landscaping mitigates some of the harm done by development, the development might still be unduly harmful to the rural character of the area, and the addition of landscaping could still harm the open character of the rural landscape.

Conformity

NDAT Local Plan ST09 DM08(a) NOR(h) NPPF 170, 180

Justification

Paragraph 10.348 of the NDAT Local Plan notes that the current form Appledore, Northam and Westward HO! reflects the 'maintained desire to avoid coalescence between settlements'.

Numerous representations to the Area Design Statements for Appledore, Westward Ho! and Northam support the rural gap between settlements (source: Area Design Statements for Appledore, Westward Ho! and Northam Statement of Representations November 2008)
Public consultation in Spring 2019 gave strong support for policies NNP1 and NNP2

Policy - NNP3 Retaining the landscape character between settlements.

Within the area defined on Map B2 new development will be supported provided that;

- a) The development does not detract from the unspoilt character, rural atmosphere and appearance, dark skies and tranquillity of the area.**
- b) Development does not harm the setting of Northam Burrows or the South West Coastal Footpath.**
- c) There is safe convenient access to the development by foot, bicycle, vehicle and public transport.**
- d) That development is required because it cannot reasonably be located outside the area defined on Map B2.**

Objective

Policy NNP3 seeks to retain the valued rural landscape character of the area to protect the setting of Northam Burrows and the South West Coastal Footpath and to ensure new development is easily and safely accessible.

Conformity

NDAT Local Plan ST09 ST14 DM08a DM18 NOR(h) NPPF 170 180

Justification

Paragraph 10.348 of the NDAT Local Plan notes that the current form Appledore, Northam and Westward HO! reflects the 'maintained desire to avoid coalescence between settlements'.

Policy NNP2 conforms to NDAT Policy NOR(h) and extends the policy to the land between Appledore and Westward Ho! it also provides the benefit of a clearly defined map B2.

Policy - NNP4 Protecting the rural character between settlements.

Within the area shown on Map B2 development should conserve, restore or add traditional earth banks or hedgerows as boundaries, with the use of native broadleaf tree and hedgerow species, to integrate the development with the rural character of the area.

Objective

Where development is permitted, NNP4 aims to mitigate any harm done to the rural character of the area by restoring and enhancing traditional boundaries.

Conformity

NDAT Local Plan ST09 ST14 NPPF 170, 180

Justification

Paragraph 10.348 of the NDAT Local Plan notes that the current form Appledore, Northam and Westward HO! reflects the 'maintained desire to avoid coalescence between settlements'.

Policy NNP3 conforms to ST09 DM17 and DM18 of the NDAT Local Plan. The open and rural landscape character of the area is defined in the Joint Landscape Character Assessment report. It should be noted that the most sustainable location for new tourism developments is within the development boundaries of settlements as stated in the NDAT Local Plan para 453. The form of traditional boundaries is discussed in the Landscape Character Assessment report.

Protection of Valued Views

Issues

The predominantly open and undulating landscape of the NNP area, both seaward and landward, is framed by a green setting of woodland, fields and marshes and this gives the area beyond the development boundaries of each settlement a distinctively rural sense of place. The attractiveness of this landscape depends on its uninhibited views towards the countryside, across open spaces and to the sea, and should be retained in order to protect the tourism offer, and residents' sense of local pride and identity.

Policy - NNP5 Protecting Valued Views.

Development will be supported where it sits well in the environment, does not harm the identified on Map B3 and detailed in Appendix 2 with the photo-vistas attached.

Development proposals that have a significant visual impact on the open landscape in terms of height, massing and scale of buildings, must provide a landscape impact appraisal, undertaken by the applicant.

These viewpoints are:

- a) Pimpley Bridge, Northam Burrows looking North East to Staddon Hill, Appledore and East towards Northam/Westward Ho!.**
- b) Bone Hill, Northam looking North and North West towards Appledore.**
- c) Bidna Hill looking East and South East along the South West Coastal Footpath.**
- d) Lookout Field, Staddon Hill, Appledore looking South West towards Westward Ho!.**
- e) Windmill Lane, Northam, from the field access looking North and North East in the direction of the ridge extending from Bidna to Diddywell.**
- f) Village Green, Backfield, Appledore, looking North towards Blackies Wood.**
- g) Staddon Road, Appledore, looking South West towards Long Lane and Northam Burrows.**

Objective

Policy NNP5 aims to protect certain views within the NNP area that are valued by residents and visitors and thereby maintain the open character of the landscape as defined by the Joint Landscape Character Assessment. This includes the characteristic dark skies and tranquillity. Retaining the open aspect is crucial for the maintenance of the visual separation in the green and open spaces between settlements and ensures that each settlement holds on to its distinct identity, character and sense of place.

Conformity

NDAT Local Plan ST09 ST14 ST15 NOR(1) NPPF 127 170

Justification

NPPF 170 a) states that planning policy and decisions should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes. The NDAT Local Plan also emphasises the importance of preserving views in numerous instances.

All the views listed in Policy NNP5 are accessible to the public.

The detailed justification for retaining and protecting these views are set out in Appendix 2: Detailed Justification for Valued Views.

Protection of Heritage Assets

Issues

Heritage assets are buildings, monuments, sites, landscapes and townscapes, which have architectural and historic significance. Protection of such assets is important not only to safeguard the significance of the asset itself, but also to protect the wider historic environment. The NNP area includes many heritage assets that are listed in the Devon and Dartmoor Historic Environment Record (HER). Although the HER describes their significance, many of these heritage assets are not scheduled or protected by any other designation such as Conservation Areas. They are therefore vulnerable to development that would harm their significance and the historic environment of the NNP Area.

The Localism Act 2011 requires Local Authorities to maintain a list of assets of community value, nominated by the local community. This list can include heritage assets. Currently in 2019 there is no Local List of Heritage Assets for the NDAT Local Plan area, however NDAT ST15 seeks to identify and protect locally important buildings that contribute to local character and identity.

Policy - NNP6 Protection of Heritage Assets

MAP

- a) Great weight will be given to conservation and enhancement of heritage assets listed in the Northam Parish List of Local Heritage Assets (NPLLHA)
- b) Development proposals will be supported only where they conserve and enhance the archaeology and/or fabric, setting and significance of a heritage asset listed in the NPLLHA.
- c) Development proposals which impact upon a heritage asset listed in the NPLLHA will be supported providing they propose increased opportunities for access, education and public appreciation of the historic environment, or propose other viable uses for the asset consistent with its conservation.
- d) Where a heritage asset listed in the NPLLHA shows signs of neglect or deliberate damage, the harm done to the asset will be accorded no weight in any decision on its future.
- e) Development of any designated or non-designated heritage assets in the NNP area will be supported where proposals use vernacular design and materials, thereby reinforcing local character and distinctiveness and a strong sense of place.

Objective

Policy NNP6 aims to protect and enhance the significance and setting of otherwise undesignated historic buildings and sites considered to be of local importance within the NNP area in order to contribute to local identity, local distinctiveness, well-being and economic vitality.

To achieve this aim the policy establishes the Northam Parish List of locally important Heritage Assets. It is intended that the list will be reviewed and if necessary amended on a regular basis. Assets identified by historical research and/or archaeology as meeting the

criteria for inclusion may be added to the list at this review. At the same time heritage assets that have since received other protective designations may be removed from the list. It is the intention that the Northam Parish List will eventually form part of a Local Heritage List produced by Torridge District Council.

Conformity

NDAT Local Plan ST15 DM07 NPPF 184-202

Justification

In the first round of consultation for the NNP respondents voted heritage and green spaces second in importance out of eleven options listed. In the second round of consultation heritage and green spaces came first out of seven options listed. Public consultation in Spring 2019 showed strong support for this policy.

Selection for the Northam Local List of Heritage Assets is based on the following criteria;

- The heritage asset must be listed in the HER or National Trust HBSMR.
- The heritage asset must be otherwise undesignated.
- The heritage asset must be of demonstrable local historical importance.
- The heritage asset must meet one or more of the following criteria: over 50 years old; demonstrable rarity; aesthetic interest; group value; archaeological interest; archival interest; historic landscape interest; landmark value; social & communal value; (source: Historic England paper on local heritage listing)

The Northam Parish List of Locally Important Heritage Assets is in Appendix 3 and includes detailed justification for each of the heritage assets listed based on the criteria detailed above.

Policy - NNP20 (was 19) Richmond Dock

The NDTLP Spatial Vision for Northam states that Appledore will develop further as '*a centre for maritime activities*'. This objective is supported and the Richmond Dock site (Map B5) is allocated for redevelopment as a visitor attraction, with a dry dock capable of admitting ships and with small business units. Proposals for the site will be supported where:

- a) They enable public access to the historic site and enhance the tourism offer of Appledore
- b) The design, massing and materials used in any new buildings, enhances the setting and integrity of the dry dock and the adjacent conservation area.
- c) Any new buildings do not exceed two storeys in height or occupy more than 30% of the site.
- d) The dry dock remains capable of its original use, with sufficient vehicular access and clear working space.
- e) There is no adverse impact on the amenity of residents in the area, or on the existing flood defences on the site.
- f) The construction methods do not adversely impact on the historic structure and setting.
- g) The future maintenance of the dry dock, dock gate mechanism and curtilage walls to be secured through the provision of a legal agreement.

Objective

The following policy seeks to achieve three objectives:

- 1) To establish a sustainable heritage attraction in Richmond Dock which will draw visitors to Appledore and enable continued maintenance and preservation of the historic structure and its setting, enhancing the nearby conservation area.
- 2) To maintain Richmond Dock as a site for employment, ensuring that it remains capable of being used as a working dry dock.
- 3) To protect the amenity of Appledore residents from the threat of flooding, excessive noise, foul odours, vibration and the loss of privacy or light.

Conformity

ECD3 ECD4 NOR ST09 ST15 NPPF185-189

Justification

Opposition to housing on the site was demonstrated in responses to repeated development proposals over recent years, including objections raised by C.A.S.H. (Celebrating Appledore's Maritime Heritage) and the Appledore Residents Association.

That the overriding principles guiding development, were that the dry dock remains in working order and that the historic structure and its setting are protected, is shown by the Appledore Area Design Statement (Adoption Draft) November 2006. Those same principles informed the planning inspector's report in the Richmond Dock Appeal in 2011 (APP/W1145/E/11/2144897)

This is a prominent site in the centre of the village of local and national importance, and this is recognised with a Grade II* listing. It makes a great contribution to the character and identity of Appledore, but this historic dock has been neglected and is in a state of disrepair. The site probably contains archaeological remains of dock buildings, historic shipbuilding and other maritime activities. It adjoins the Appledore and New Quay Street conservation areas, as well as the South West Coastal Footpath. Any unauthorised entry to the deep dock area poses a possible health and safety issue.

Protection of Biodiversity

Issues

The NNP area is home to a rich and diverse range of habitats, with wild plant and animal species to be found in Local Nature Reserves or Sites of Special Scientific Interest alongside other undesignated areas of biodiversity. It is considered from consultation responses received, that the undesignated areas require urgent protection, with particular emphasis on the network of wildlife corridors in the plan area, which provide the connectivity enabling wildlife to flourish. (see Appendix E)

Problems of particular note include the loss of Saltmarsh in the river Torridge Estuary, fragmentation of habitats which reduces the resilience of ecosystems, and pressure for development along the coastline.

Policy - NNP7 Protection of Biodiversity

MAP

Proposals which are likely to have an adverse impact on local biodiversity, will only be supported where it can be demonstrated that there is no alternative which would cause a less harmful impact, or mitigation measures which can be introduced resulting in a net enhancement to the sites biodiversity. As a last resort, acceptable local alternative habitat must be provided which increases biodiversity compared to the development site.

Development proposals will be supported where:

- a) They retain and/or enhance the biodiversity of the site, including mature trees, hedgerows, hedge banks and areas of woodland. Also improving the connectivity of wildlife areas through green corridors, and/or improve the wildlife value of the landscape, including domestic garden habitats.**
- b) If adjacent to or within primary green corridors as defined in Map (**) they maintain and enhance the corridors function and demonstrate measures to secure connectivity of the corridor, thus supporting continued free movement of species through the site.**
- c) They conserve, protect and enhance non-statutory and undesignated wildlife areas as listed in Appendix E and also listed in the Devon Biodiversity Records for Northam.**

Objective

The policy seeks to protect, maintain and increase a diversity of native plant and animal species in their varied habitats and green corridors that exist in the plan area.

Conformity

DM08 ST14 NOR10 NPPF 170-175

Justification

Various surveys show that the maintenance and encouragement of biodiversity plays a very important role in people's quality of life. Wildlife is also an important factor in the attraction

of the plan area to tourists. The Government is committed to halting the decline in biodiversity in the UK (Biodiversity 2020: a strategy for England's wildlife & ecosystem services) and there is a duty for public authorities under legislation such as (Town & Country Planning (Trees) regulation 1999 and the Countryside & Rights of Way Act 2000). The NPPF requires the planning system to contribute to minimise impacts on biodiversity and where possible to provide a net gain (NPPF8c)

Energy Conservation & Carbon Reduction

Issues

The UK is committed under the Climate Change Act 2008 to significantly reduce UK greenhouse gas emissions by at least 80% of 1990 levels by 2050, and this commitment is reinforced in the NPPF and in the NDAT Local Plan 2011-2031. However, the IPCC report on global warming published in 2018 concluded that global warming is occurring at a faster rate than was previously thought and that the World has arguably eleven years to take measures to avoid a catastrophic rise in the average global temperature of two degrees. Northam Town Council has declared a Climate Emergency and aims to achieve carbon neutral emissions in the area by 2030. The following policies NNP8 and NNP9 are designed to help achieve the aims of the Northam Town Council carbon reduction plan (see appendix....)

Policy - NNP8 Energy Conservation & Carbon Reduction

- 1. New residential development or improvement to existing dwellings will be supported where:**
 - a) It incorporates increased energy efficiency measures with the aim of increasing the number of zero carbon dwellings;**
 - b) It incorporates alternative energy systems, such as solar panels, micro-wind generation, heat pumps, and the introduction of grey water storage or such new technologies that become available; and**
 - c) in the case of new dwellings, in order to promote energy efficiency, consideration is given to the orientation of dwellings in order that living rooms can benefit from passive solar gain.**
- 2. Development of new dwellings and other buildings will be supported where:**
 - a) Electric car charging points are incorporated where appropriate; and**
 - b) Rainwater harvesting and grey water recycling systems are incorporated where appropriate.**
- 3. Proposals for community scale alternative energy systems will be supported where there is no adverse impact on residential amenity, landscape setting or biodiversity. Proposals should be accompanied by an independent assessment of their siting, scale and setting in the landscape and impact on biodiversity.**

Objective

To support improved energy efficiency systems in new dwellings in order to increase the number of zero carbon homes. The introduction of alternative energy systems for new and existing homes, and support for community scale alternative energy generation. It is also the intention to support the aims of Northam Town Council's climate emergency action plan.

Conformity

ST02 ST05 St16 NPPF 151-154

Justification

Energy conservation measures and alternative energy generation make a significant contribution to the reduction of carbon emissions. Energy conservation will help contribute to a reduction in the cost of living. The Torridge District Council area has the second lowest weekly gross pay in the UK (357.50). Overall gross disposable income in the Torridge District Area is the second lowest in Devon with a total of £1,066,000 in 2015 (source: TDC Torridge Profile 2017).

Cycle and Pedestrian Routes

Issues

Increasing emphasis in Government policy is placed on promoting walking and cycling, rather than reliance on the car, with the aim of walking and cycling becoming the norm for short journeys by 2040. The NPPF and the NDAT Local Plan 2011-2031 require developers to provide good linking pedestrian and cycle routes to and from proposed developments.

Policy - NNP9 Cycle and Pedestrian Routes.

1 Development proposals will be supported where;

- a) **They deliver safe and attractive pedestrian and cycle routes, including within and from the site, to main settlements, local facilities, bus stops, existing footpaths, bridleways and cycle ways in the area;**
- b) **Footpaths and cycle ways are provided where this would create safer and more convenient routes than pavements and roads;**
- c) **New pedestrian and cycle-ways to and from the development should use the easiest practicable gradients and include planting schemes to create attractive routes; and**
- d) **incorporate cycle parking facilities.**

2 Proposals to upgrade or extend existing footpaths, cycle-ways and bridleways will be supported, providing such proposals, including their materials and any lighting, do not harm the rural character of the area.

3 BID08 of the NDAT Local Plan 2011-2031 regarding Kenwith Valley from Westward Ho! To Bideford will be supported for the development of a pedestrian and cycle way where the proposed route lies within the Northam Neighbourhood Plan area.

4 The creation of a cycle and pedestrian link from Heywood Road to the Torridge Bridge and across to the Tarka Trail will be supported.

Objective

To help reduce the use of cars and carbon emissions, to encourage walking and cycling for exercise and to provide links to public transport and main settlements the routes provided for pedestrians and cyclists should be laid out and designed to be as direct as practicable in relation to local facilities, and bus stops. They should accommodate conveniently and safely the numbers of pedestrians and cyclists likely to use the routes, minimising the hazards associated with vehicular traffic. Within a housing development, to help enhance its visual attractiveness, space for planting should be provided along the routes, which should use the easiest practicable gradients (taking into account the special needs of people whose mobility is impaired)

Conformity

ST02 ST10 NORj NPPF 84,91,102,104,110

Justification

The Government want walking and cycling to become the norm for short journeys by 2040 (Cycling & Walking Investment Strategy 2017) to this end numerous policies in the NPPF and the NDAT Local Plan 2011-31 require developers to provide good linking pedestrian and cycle routes to and from developments. In 2020 the Government also introduced an Active Travel strategy and offered financial incentives and other forms of support. Survey results show that the impact of cars in the NNP area is of great concern, leading to traffic congestion and pollution, including carbon emissions impacting on global warming, and it is accepted that walking and cycling would help to reduce those impacts.

Tourism

Issues

The Tourism Industry in the area is a major employer and economic driver of the local economy. An enhanced tourism provision, particularly in Westward Ho! and Appledore, would provide further local job opportunities. Whilst offering that upgraded provision, it is essential that the very reason visitors are attracted to the area is not compromised. With the Golden Sand Blue Flag beach at Westward Ho!, the National Coastal Footpath, Northam Burrows and the oldest links Golf Course in England, added to the beautiful countryside and the fishing village atmosphere of Appledore, there is much to be conserved and wherever possible enhanced within the area.

Objectives

The intention is to protect, enhance and support the existing tourism facilities, as well as attracting new ones, and also provide easier, safer and increased access to Westward Ho! beach for all users. There is also a need to raise the profile of Appledore as a tourism destination in its own right. Ensure provision of modern holiday accommodation and facilities in the area whilst improving tourism attractions by the addition/enhancement of tourism infrastructure. Tourism developments need to respect the beautiful landscape and unique setting of Northam, Appledore and Westward Ho! which contribute in a major way to the attractiveness of the area as a place to visit, with a large area being defined as Undeveloped Coast in the Coast & Estuary Strategy of the ND&T Local Plan 2011-31.

Policy - NNP19 (was 18) Tourism Attractions & Accommodation.

- a) Within settlement development boundaries, proposals for sustainable tourism attractions, leisure developments, mix and range/styles of new tourist accommodation (excluding Appledore) associated tourism facilities and services will be supported, where they enhance the quality and/or diversity of the local tourism offer, and do not detract from the character of the area, residential amenity, protected landscapes, environment or heritage assets.**
- b) Outside settlement development boundaries in the areas covered by Policies NNP2 & NNP3 or the countryside, proposals for new or extensions to existing tourism accommodation and attractions will be supported provided that, they cannot reasonably be located outside the areas covered by NNP2 and NNP3 or the countryside, and that proposals comply with those policies. Where available, existing buildings are utilised for new tourism accommodation and attractions.**
- c) Improved pedestrian access to Westward Ho! beach will be supported.**
- d) Proposals for all-weather tourism facilities providing year round use in Westward Ho! will be supported.**

Conformity

ST09 ST13 ST14 NOR NOR05 NOR06 DM08A DM17 DM18 NPPF 166-169

Justification

Tourism is a major economic driver in the area, and sustainable tourism offering high-quality year-round provision of attractions and accommodation is crucial. The wealth generated

and jobs created in our coastal community if lost would be very difficult to replace. In order to provide a sustainable tourism offer, it is essential that developments are delivered without detrimental impact to valued environmental and historic assets, which are what make the area attractive to visitors. That is why a distinction is drawn between development proposals within settlement boundaries and the areas covered by Policies NNP2 & NNP3 and the Open Countryside. In the two questionnaires issued, the combined responses showed Green Spaces & Heritage at 42% and Infrastructure at 21% were the two most important issues for residents.

Residential Development Policies

Issues

There is an identified need for housing evidenced in the Northam Town Council housing needs survey 2017. This highlights the need for affordable dwellings to either purchase or rent, and an identified need for more Bungalows. Many recent developments have not sufficiently addressed the needs of the local population, but have certainly attracted new residents to the area. Some have also been purchased as second homes or holiday lets, which can be to the detriment of the local populous who require housing. With a higher than national average of retired over sixties residents, increased provision of nursing and care-homes is envisaged during the plan period. The NNDP policies put forward here are in line with the vision and objectives of enhancing the NNDP area, and ensuring new housing developments include a mix of housing to meet the needs of local people, and that those developments are designed to be in keeping with the existing character of Northam, and to create a strong sense of place.

Policy - NNP10 Residential Care and Nursing Homes

Proposals for Residential Care and Nursing Homes will be supported where

- a) The site lies within the development boundary and is well related to the public transport service and within reasonable walking distance of services.**
- b) The accommodation includes a dedicated outdoor amenity space for the exclusive use of residents.**
- c) Adequate on-site parking provision is provided for staff and visitors.**

Objective

It is envisaged that during the plan period there will be an increased need for the provision of more residential care and nursing homes. It is imperative that such proposals adequately provide the type of facility which takes into account the varied needs of potential residents.

Conformity

NDAT Local Plan ST01 ST02 ST04 ST05 ST06 ST17 DM01 NPPF8

Justification

In all four Wards of the Northam Town Council area the age profile of the over 65's is well above the Torridge average of 26.5% rising to a high of 39.7% in Westward Ho! Likewise the retired persons profile is also above the Torridge average of 20.5% with a high of 27.1% in Northam itself. As may be expected those with Bad or Very Bad health and Limited Long Term Illness or Disability are also above the Torridge average (Torridge DC Ward Profiles 2017) With the increase of retirees moving into the Northam area it can be expected these statistics will in all likelihood rise, and we must be prepared for the increased need we can expect. The ONS 2016-based sub national population projections project that the population aged 75 and over in Devon will rise from 124,900 in 2016 to 205,400 in 2036 an increase of

80,500. This would require between 14,500 and 20,100 additional units of specialist accommodation.

Policy - NNP11 Quality of Design

All development within the NDP area must be of a high standard, reflect local character and context, and create a strong sense of place.

- a) Proposals must include supporting information which clearly demonstrates how existing key features and assets of the site such as biodiversity, natural views, built structures, landmarks including mature trees, water courses and hedges are impacted by the proposal. Any negative impact on these features must be accompanied by appropriate mitigation measures.**
- b) The use and re-use of traditional materials, with the use of low ecological impact materials and techniques will be sought.**
- c) Proposals will be expected to be visually attractive as the result of good architecture, layout and appropriate effective landscaping, and function well adding to the overall quality of the area, not just for the short term, but also over the lifetime of the development.**
- d) Suitable provision for general storage space should be provided in all dwellings. Externally accessible space should be provided for storing garden equipment and tools, as well as play equipment and bicycles.**
- e) Refuse storage space should be externally accessible from the front of the house. The refuse storage space should be accessible from the kitchen without having to go through a living room.**

Objective

One of the most important features of any new development should be the quality of design. Particular attention should be focussed on housing development, enhancing the area where people live. All new development must reflect local character and context and create a strong sense of place. New Development applications should include proposals for greening the area under consideration, to include new tree lined roads and avenues and stone/brick boundary walls where appropriate with more open grassed, shrub and flower planted areas. Of crucial importance will be the density, massing, height, landscape, materials, arrangement of streets and spaces with appropriate landscaping. The defining characteristics of the area should be evaluated taking into consideration the surrounding built environment and landscape setting. It is not the intention to discourage innovative change where appropriate, and is accepted that new modern architecture can sit alongside the historic when sensitively designed. All applications, at the appropriate level, need to set out a clear design vision with as much clarity as possible, so that local people can consider what is likely to be acceptable.

Conformity

ST04 ST14 DM04 NPPF124 NPPF125 NPPF127 NPPF130 ST05

Justification

Comments received in the two consultation leaflets mention issues such as “builders not providing quality builds” “soon the area will be similar to London if we build on every little bit of green” “stop cramming so many match-box houses on tiny scraps of land” “too much inappropriate development going on in Westward Ho!” It is clear from these and other comments that effective Design & Access statements should accompany new development

proposals and that the layout of roads and streets should be more than just transport routes. Design policies should be developed with the local community these would provide a framework for creating a high quality of design.

Policy - NNP12 New, Redeveloped and Replacement Dwellings.

- a) Adequate amenity space should be provided to meet the needs of intending occupiers and allow for movement space.
- b) Where development abuts the private garden areas of existing properties, a separation distance greater than 20m will be required to minimise overlooking, with a minimum of 10m between the rear of new houses and the common boundary unless the design of the proposal affords equivalent protection. Enhanced separation distances may be necessary for development on sloping sites.
- c) Development layout should ensure that sufficient space is provided between dwellings and existing trees to be retained to prevent possible overshadowing. New tree planting close to buildings should be deciduous to allow access for sunlight and daylight during the winter.
- d) If a dwelling is being designed to be adaptable overtime to meet changing needs, then the impact of such future extension should be taken into account in its orientation, plot size and relationship to other properties.
- e) An increase in height over any replaced building will only be acceptable where this is compatible with the appearance of adjacent buildings and the amenity of their occupiers.

Objective

In order to allow for a garden and adequate parking, we want to encourage a sustainable population by providing housing that would be suitable for families. Gardens are needed to give children room to play and exercise, space to grow vegetables etc. as well as encouraging wildlife and providing a quality environment for our area. The mix of dwellings, whether new, redeveloped or replacement will need to consider density, form, materials and colour which will strongly influence the quality of the residential environment. The design and layout of dwellings will also affect residents' quality of life, and matters to be addressed include the provision made for amenity space, privacy, daylight, freedom from nuisance and space for household activities and possible expansion.

Conformity

ST01 ST04 ST15 NOR DM01 DM04 DM07 NPPF61 NPPF124 NPPF127 NPPF128 NPPF130

Justification

On many developments over recent years available amenity space surrounding dwellings has been reduced. There is concern that over-development can result in large dwellings with small gardens which are less suitable for permanent occupation, less affordable, and encourage second and holiday homes. Allowance in the size of external amenity space also needs to be made, for the possible future extension or adaptation of the dwelling. This policy is also intended to meet concerns regarding adequate off-road parking, (see policy NNDP15) and the retention of adequate garden space for occupiers, which encourages biodiversity and protects the characteristics of an area. Northam Town Council housing needs survey 2017.

Policy - NNP13 Full-Time Principal Residence Housing (Appledore)

Due to the impact upon the local housing market of the continued uncontrolled growth of dwellings used for holiday accommodation (as second or holiday homes) new open market housing, excluding replacement dwellings, will only be supported where there is a restriction to ensure its occupancy as a Principal Residence.

Sufficient guarantee must be provided of such occupancy restriction through the imposition of a planning condition or legal agreement. New unrestricted second homes will not be supported at any time.

Principal Residences are defined as those occupied as the residents sole or main residence, where residents spend the majority of their time when not working away from home.

The condition or obligation on new open market homes will require that they are occupied only as the primary (principal) residence of those persons entitled to occupy them. Occupiers of homes with a Principal Residence condition will be required to keep proof that they are meeting the obligation or condition and be obliged to provide this proof if/when Torridge District Council requests this information. Proof of Principal Residence is via verifiable evidence which could include, (but not limited to) residents being on the local electoral register and being registered at such local services as Doctors surgeries, schools etc.

Objective

To safeguard the sustainability of the settlement of Appledore whose communities are being eroded through the amount of properties which are not occupied on a permanent basis, and to address the lack of affordable housing for local people, the following policy will be applied.

Conformity

ST01 ST04 ST09 ST17 ST18 ST23 NOR DM01 NPPF59 NPPF61

Justification

In order to meet the housing needs of local people, bring greater balance and mixture to the local housing market and create new opportunities for people to live and work here, and to strengthen our community and the local economy.

In answers given to the question on housing in the two consultation leaflets issued, the comment given over and over again was that there was too much new open market housing being purchased as second homes and holiday homes. Priority should be given to providing housing for full time residency. In 2012 3.28% of housing in the Torridge District were registered as second homes. In the Northam Parish area the percentage is 5.8% some 390 homes. (Strategic Housing Market Assessment up-date Dec.2012) (TDC Ward Profile 2017)

Policy - NNP14 New Affordable Housing

The need for more affordable housing is a high priority for the Northam NDP area, it is recognised that strategic Policy ST18: Affordable Housing on Development Sites in the North Devon & Torridge Local Plan 2011-31 addresses this priority. The NNDP recognises the need for affordable housing, but acknowledge Rural Assessment Sites Guidance, published to encourage community led housing.

Objective

*Members went on to discuss NNP14 – Affordable Housing. It was resolved to amend objective 3 to read “to encourage affordable housing in the NNP area through the establishment of Community Land Trusts, Community led housing initiatives and other means of provision”. **From Minute***

1. To ensure that viability assessments, including Section 106 commitments, are carried out to high standards of transparency, open to public scrutiny and including the developer’s justification on the expected level of return.
2. To ensure that affordable housing quotas are not unfairly reduced because of ill-founded or outdated viability assessments.
3. To encourage and support the provision by Torridge District Council of social housing for rent and also to actively investigate its provision by Northam Town Council.
4. To include a project to establish a Community Land Trust (CLT) to assist in the provision of affordable housing in the NNP area.

Conformity

To be confirmed

Justification

In the 2017 Northam Town Council housing needs survey the issue of affordable housing, 86% agreed that affordable housing should be made available to anyone living in, or homeless (but formally resident) in the Northam Parish, who cannot afford to rent or buy on the open market. Past projections for the provision of affordable homes in the Parish have never been fulfilled. The affordability ratio (the ratio of house prices to gross annual earnings) in Devon is high at around 8.5 this makes it very difficult for first time buyers to get on the housing ladder. (CPRE Devon Housing Needs Evidence Sept. 2018)

Policy - NNP15 (was 14) Parking Provision.

- a) ~~New dwellings with 1-2 bedrooms must provide one off-street parking space, whilst 3 or more bedrooms a minimum of two off-street spaces as follows:~~
 - 1 bedroom dwellings – 1 space per dwelling
 - 2 bedroom dwellings – 2 spaces per dwelling
 - 3 bedroom dwellings – 2 spaces per dwelling
 - 4 bedroom dwellings – 3 spaces per dwelling
- Houses in multiple occupation – 1 space per 2 bed spaces.
- A suitable number of spaces for the purpose of drop-offs should be provided.
- The need for more spaces will be based on the views of the Highway Authority.
- b) Proposals for apartments providing communal provision will be assessed separately in consultation with the Highway Authority.
- c) Housing developments of four or more dwelling units will be required to provide one further off-street parking space per four dwelling units.
- d) Provision of electric vehicle charging points will be supported wherever suitable.
- e) all housing developments should incorporate secure and accessible cycle parking, preferably covered from the weather, and providing one space per bedroom for each dwelling and one space per five dwellings for visitor bicycles.

Objective

The main objectives in making provision for parking are to enhance the visual character of the development, by ensuring that cars and bicycles are an unobtrusive part of the scene through the appropriate location, layout and detailed design of the parking spaces. To reduce the use of cars and conserve land by providing no more than the minimum number of vehicle parking spaces required to meet future demands, and to encourage cycling, by providing sufficient numbers of bicycle parking spaces to meet future demands. To help make parking provision visually unobtrusive the layout of the development as a whole should be designed to make building plots wide enough and deep enough to plant trees and shrubs to soften the visual impact of in-curtilage parking provision located in front of the building line. The use of trees and shrubs to soften the visual impact of on-street parking and cars parked in grouped parking areas would add greatly to the visual amenity of an area.

Conformity

DM06 NPPF105 NPPF106

Justification

In the two consultation leaflets issued, parking and road congestion featured prominently in responses received, and the level of car parking provision on developments was an issue. Whilst every effort is made to reduce the dependence on the car for many it is essential, with two cars per household being the norm in the Northam area. (TDC Ward Profiles 2017) National planning restrictions in respect of parking provision were abolished in 2011 and the NPPF allows local parking standards for developments. The Secretary of State called for new developments to be built with sufficient parking to reflect local market demand. (Technical Consultation on Planning 31/7/2014 sections 2.77 & 2.78)

Policy - NNP16 (was 15) Size of Dwellings

- a) The provision of smaller dwellings (those with one, two or three bedrooms) will be supported, with particular emphasis on the provision of more bungalows. (Rooms otherwise designated on plans, but clearly capable of use as bedrooms, will be counted as bedrooms for the purposes of this policy)
- b) Dwellings of 5 bedrooms or more will, exceptionally, be allowed where evidence is provided that this is needed to provide the main residence of a household with a minimum fifteen-year residency in the area.
- c) New dwellings should be designed to be flexible, adaptable and accessible in order to cater for the changing needs of a typical household.
- d) All new homes will be required to meet the Lifetime Homes standard.

Objective

One of the main issues regarding the provision of dwellings for families and retired people is the size of the property. It is the aim of the plan to provide housing that is less expensive to buy/rent and maintain. There is a proven need for more bungalows this would provide suitable homes for those who wish to downsize possibly freeing-up family sized homes. People with some physical disabilities also require ground floor living provision. There is also a need to cater for more single person households. Family dwellings of one, two and three bedrooms, terraced, single or semi-detached are also required and will be encouraged.

Conformity

ST01 ST02 ST18 DM22 NPPF5 NPPF12

Justification

In the Northam Town Council 2017 housing needs survey to the question how many bedrooms do you require, 54% answered two, 28% three and 15% one. Only 3% answered 4 or more. Projected household types 2011-2031 show a large increase in one person households, lone parent + dependent child(ren), couple no dependent children and a couple and one or more adults. (SHMA Torridge & N Devon update) The study identifies the demand and increasing need for more one and two bed bungalows and houses.

Policy - NNP17 (was 18) Broadband & Utilities

- a) **New developments for retail, residential or commercial premises must provide a high quality digital infrastructure, providing access to a range of providers, and should prioritise full fibre connections which should be installed prior to occupation.**
- b) **Proposals to provide access to a super-fast broadband network, and to improve the speed of existing services, will be supported, provided that the location and design of any above-ground network installations do not detract from the character of the local area.**

Objective

The NNP recognises the importance of high quality communications infrastructure as a crucial aspect of new developments. There is a preponderance of local businesses and self-employed persons who work from home. It is essential for those businesses, and for households in general, that improved reliable communication systems are in place.

Conformity

DM11A NPPF112

Justification

Our area comes within the coastal and estuarine zone granted Assisted Area Status. To enable a vibrant economy, it is essential that our proportion of the 8,400 self-employed and 2,500 businesses in the Torridge District are properly serviced with a modern high speed telecommunications infrastructure.

Business & Employment

Issues

The NNDP recognises that the provision of local employment opportunities crucial to support a thriving community, and to minimise the number of people who have to undertake long journeys to work. The plan will encourage business and employment development to secure a prosperous economic future by providing adequate sites for current and future employment needs, and by supporting and encouraging more business start-up development to broaden the economic base. Well paid quality employment in the local area would help to alleviate the daily out-of-area commute and ease traffic congestion. The beautiful Northam area is an ideal location for the establishment of high-tech employment opportunities. There is a shortage in the area of modern employment sites, with good connection to high-speed broadband, which are essential in supporting local job opportunities.

Policy - NNP18 (was 17) Business

- a) **Within settlement boundaries, proposals will be supported for new business premises and the expansion of existing ones, or new start-up/incubator units, with preference given to brown-field sites, provided that proposals demonstrate they will benefit the local economy.**
- b) **Within settlement boundaries, proposals for live/work home units will be supported provided they are not detrimental to the amenity of neighbours.**
- c) **Within the development boundary of Appledore, development proposals for the fishing industry will be supported providing they conform to the appropriate character policies for the location.**
- d) **Outside settlement development boundaries, small scale proposals for farm diversification schemes and other rural business enterprises which require a rural location will be supported providing an economic need is demonstrated which benefits the local economy, and which cannot reasonably be met within development boundaries, provided that proposals comply with Policies NNP2, NNP3.**
- e) **Loss of existing employment uses will only be supported where it can be demonstrated the existing use is no longer required or viable, and the premises/site/business has been actively marketed for at least twelve months at an appropriate market price.**

Objective

The following policy is focused on supporting existing businesses and encouraging the establishment of new ones in appropriate locations. One aim is to enable residents to work in the area obviating the need to travel. A re-invigorated local fishing industry is also to be encouraged. It is also the intention of this policy to ensure that any future business development respects the sensitive landscape setting of Northam, Appledore and Westward Ho!, and its heritage assets, community spirit and distinct sense of place between those settlements.

Conformity

ST06 St09 ST11 DM09 DM11a DM12 DM14 DM15 NPPF80-84

Justification

In the Spatial Development Strategy of the ND&T Local Plan 2011-31 Northam is designated as a Main Centre. ST06 states, The Main Centres will support appropriate levels of growth that will increase the towns' capacities to increase self-containment, to meet their own needs and those of the surrounding communities where such is sought through the local vision. There is a need to increase employment opportunities across all sectors in the NNDP area, and to reduce the need to travel for work outside the area thus helping to reduce pollution and traffic congestion.

Appledore Shipyard Site

Policy - NNP21 (was 20) Appledore Shipyard Site

- 1) As a former employment site, proposals for the redevelopment of the Shipyard site (MapB6) for non-employment uses will not be supported, unless such proposals meet all the requirements of policy DM13 of the NDAT Local Plan.**
- 2) Proposals for the redevelopment of the Shipyard site for employment purposes will be supported, subject to the following being met:**
 - I. That there is no detrimental impact on the amenity of occupants of neighbouring properties.**
 - II. The design, massing and materials used on any building does not harm the setting of Tapeley Park House, or the character of the Undeveloped Coast.**
 - III. Any Development proposal must include traffic and transport assessments, detailing measures to mitigate the impact of the development on the highway network.**

Conformity

DM13 NOR ST09 ST11 ST14 DM07 NPPF80-82 NPPF104

Objective

The policy seeks to sustain the local economy by restoring the employment potential and economic importance of the shipyard site.

Justification

There is no other employment land identified, in the NDAT Local Plan, for the Northam Area, except the Shipyard site. Local support in 2018 for the continued use of the site for shipbuilding and commercial use was very high.

NDAT Local Plan Policy NOR Northam Spatial Vision and Development Strategy section (d) states: employment will be supported by safeguarding and developing upon important economic resources, significantly in relation to Appledore Shipyard, port facilities and tourism assets.

Despite the closure of the shipyard the site remains employment land. Policy NNP20 conforms to NDAT Local Plan DM13 which seeks to retain designated employment land. It is also in conformity with NDAT Local Plan ST11 (3) regarding a working partnership between Councils, Businesses and local communities.

NDAT Local Plan policies ST09, ST14 and DM04 refer to protecting the Undeveloped Coast, UNESCO Biosphere sites and heritage assets such as Tapeley Park House and grounds. The NPPF in policies quoted seek to promote economic growth, encouraging planners to identify strategic economic sites, whilst supporting a mix of uses across an area including employment uses in order to minimise journeys to work.

This is a very prominent riverside site with a covered dry dock and shipbuilding yard. It is designated as employment land in the NDAT Local Plan and lies outside the development boundaries of Northam and Appledore. Currently unused for shipbuilding, the site is within

an area that qualifies for Assisted Area Status, which affords the opportunity of attracting state support to deliver economic growth.

There is strong local support for the continued use of the site for shipbuilding/marine or other employment opportunities.

The prominent riverside position of the site makes it highly visible from the East side of the river Torridge and impacts on the setting of listed Tapeley House and grounds. Adjoining as this site does the South West Coastal Footpath, UNESCO Biosphere Buffer and Transition Zone and a Torridge SSSI.

Any redevelopment of the site would need to address possible effects on the amenity of residents who may be affected by noise or environmental pollution. The impact of any increased traffic flows onto Wooda Road, Churchill Way and the Heywood Road and roundabout would also need careful consideration.

Provision for Young People

Issues

Provision for indoor and outdoor activities and creative pursuits accessible to young people is fragmented across the Northam Neighbourhood Plan (NNP) area. Young people's needs and concerns may be marginalised in the NNP area with local demographics identifying a higher proportion of older people in the population than the Torridge District average, as referenced in para 10.343 of the North Devon & Torridge Local Plan 2011-2031. The Green Infrastructure Strategy (GIS) identified a shortage of open space facilities for teenagers. Any housing developments on open green spaces impact on the freedom of young people to, come together, interact and connect with the natural environment.

Young people locally have limited access to adventure and activity centres in the area. Without opportunities to participate in challenging activities, they may not develop the coping strategies which can build resilience and self-reliance.

Many young people have to seek jobs, apprenticeships and traineeships outside the NNP area. There is limited scope for young entrepreneurs to gain business experience and no dedicated office space, hot-desking etc. available for rent in the plan area to encourage business start-ups, according to local property consultants.

Policy - NNP 22 (was 21) Provision for Young People

- a) **Development proposals that increase young people's access to open space and sport and recreation facilities will be supported.**
- b) **Development proposals will be supported which add new, or enhance current provision of facilities, which enable young people to develop all forms of creative expression, performance arts, sport and recreational activities, personal and team building challenges.**
- c) **Proposals for developments which prioritise employment opportunities for young people, either new build or re-use of existing buildings, will be supported providing compliance with NNP17.**
- d) **Proposals for commercial, retail, industrial business and work training schemes, with a particular emphasis on the employment of young people, will be supported, providing compliance with NNP17**

Objective

To provide young people with access to a range of challenging activities which help foster growth mindsets.

It is intended that provision of sport and recreation facilities, and opportunities for creative expression across the NNP area will be monitored on a regular basis, assessing how open spaces and future developments might better serve the needs and aspirations of young people.

It is the intention to support proposals for business development and start-ups that directly benefit young people.

Conformity

ST11 ST22 NOR NOR6 NOR7 NPPF83 NPPF91 NPPF96-97

Justification

Reports highlight the adverse effect on young people's wellbeing of excessive screen time and addiction to social media, (Children's Commissioner's 2017 report: *Growing Up Digital Taskforce* and Barnardo's 2017 paper: *Childhoods in a Digital World* while outdoor activities and creative pursuits help promote their physical, mental and emotional health (National Trust 2013 report by Stephen Moss: *Natural Childhood*).

The NPPF February 2019 Section 8: Open Space and Recreation, para 96 states precisely the need for quality open space and opportunities for sport and physical activity, and the importance this has on the health and wellbeing of communities.

In a representative sample of young people's priorities, the top three most valued existing amenities, Green Spaces & Parks, Sport & Recreation facilities, The Beach & Sea.

As to what facilities were most needed, the top two options were, Sport & Recreational facilities and Adventurous Activities.

Appendix 1: NNP1 - Details of Local Green Spaces

- a) Rectory Gardens is a historic open space in the heart of Northam and is used for the Northam May Fair.
- b) Allotments south of Marshford provide a valued facility for local gardeners and help to maintain the rural character of the countryside between Northam and Appledore. It is also believed to be part of the battlefield of Northam 1069, probably the second most important battlefield after the 1066 Hastings site.
- c) Blackies is a locally valued prominent piece of land adjoining the north side of Appledore churchyard with extensive views across the estuary.
- d) Westward Ho! cricket ground is a valued recreation and sports facility for residents and visitors in the centre of the settlement.
- e) Humpty-Dumpty Field is the de-facto village green for the northern side of Westward Ho! and is much-cherished **as informal amenity space, and for its tranquillity and sea views.**
- f) Westward Ho! Park, the only park in the area, is a greatly valued recreation and sports facility, both for residents and visitors.
- g) Westward Ho! Escarpment and woodland are a valued and prominent feature on the long continuous ridge between Northam and Westward Ho! and have a significant wildlife value.
- h) Anchor Park, Appledore provides a large important recreational space in the heart of the village, and has been much enhanced in recent years.
- i) The Village Green, east Appledore, is the only public open space in that part of the village. It has great value as a children's play area and venue for community events.
- j) **Hillcliff Gardens, Appledore is valued by residents and visitors for its tranquillity and views of the estuary. It is also valued as the location of the stone memorial to the raids on North Devon in 878, 893 and 1069.**
- k) **Tors View, Westward Ho! is valued by residents for its tranquillity, its sea views and as the only publicly accessible green space in this area of Northam/Westward Ho!**
- l) **Westward Ho! Village Green/Old Putting Green is valued by residents and visitors as a venue for community events and a much-needed open green space for relaxing in the heart of the village.**
- m) **Appledore Football Club Ground is valued as the only full-sized football pitch in the village. As a venue for games, the pitch provides a valuable social and recreational opportunity.**

- n) Bideford Blues Junior FC Sports Complex is valued by residents as a recreational site of particular value to local young people and their families.

Appendix 2 - Detailed Justification for Valued Views

INTRODUCTION

The Joint Landscape Character Assessment for North Devon and Torridge Districts divides the rural area of Northam Parish into two landscape types: 4F Dunes and 5B Coastal Undulating Farmland. The Assessment identifies Northam Burrows as Landscape 4F and the remaining area of the parish outside the settlements as Landscape 5B.

Although the Assessment recommended a strategy to protect the role of Landscape 5B as a working agricultural landscape with open sea views providing a distinctive sense of place, prior to the NNP no work had been undertaken on the proposed delivery mechanism: identifying valued views and viewpoints and identifying why people find them important. Nor does the NDAT Local Plan have a policy for protecting specific valued views in Northam Parish.

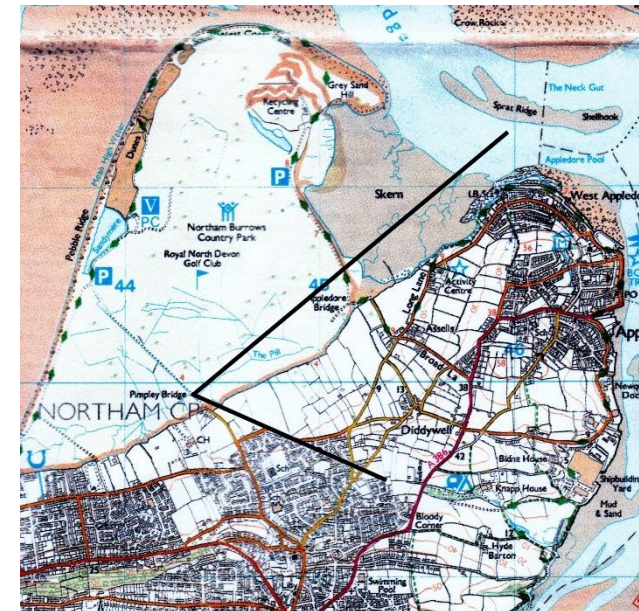
IDENTIFICATION AND ASSESSMENT OF VALUED VIEWS

Policy NNP 5 covers seven locally valued views. Each view covers a clearly definable area and is considered to make a distinct contribution to the locally valued character of Northam Parish. The seven views were selected using the following criteria.

- 1 Public accessibility of viewpoint
- 2 Specific reasons for designation i.e. quality of landscapes; far-reaching view; view to or from place of historical or public interest. etc.
- 3 Value placed on view by local community

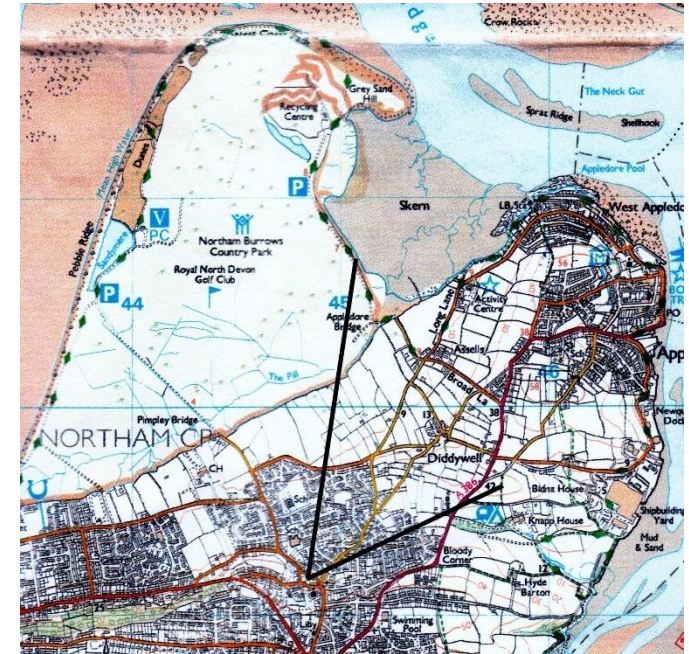
VIEW REFERENCE: NNP5 a)

VIEW DESCRIPTION	Pimpley Bridge, Northam Burrows (Viewpoint O/S grid reference: SS 44353 29940) looking north-east to Staddon Hill, Appledore and east towards Diddywell
	ASSESSMENT
1 Public accessibility of viewpoint	View from a small bridge that forms part of the public road to the beach. Slight elevation of the bridge enhances the view and adjacent grass verges provide a safe informal resting point. Viewpoint is accessible to people with limited mobility.
2 Specific reasons for designation	Best position for far-reaching view of area between Appledore and Northam/Westward Ho! with largely undeveloped rural hillsides and fields fringing Northam Burrows. View shows historic separation of settlements. Contrasting high quality landscapes of salt marsh and undeveloped green slopes.
3 Value placed on view by local community	View appreciated at all times of year by local residents and visitors using bridge when visiting Northam Burrows or the beach. View supported by consultation.



VIEW REFERENCE: NNP5 b)

VIEW DESCRIPTION	Bone Hill, Northam (Viewpoint O/S grid reference: SS 44834 29178) looking north and north-west towards Appledore.
	ASSESSMENT
1 Public accessibility of viewpoint	Established public viewing point easily accessible from road with adjacent seating and interpretation board. Level all-weather access for people with limited mobility.
2 Specific reasons for designation	Whilst modern houses obscure foreground, viewpoint is best position in central Northam for far-reaching view of Torridge estuary, undeveloped fringes of Northam Burrows, west Appledore and undeveloped green ridge marking edge of built form of Northam. View described in Charles Kingsley's novel <i>Westward Ho!</i>
3 Value placed on view by local community	Bone Hill is historic viewing site dating from the 1860's. View supported by consultation.



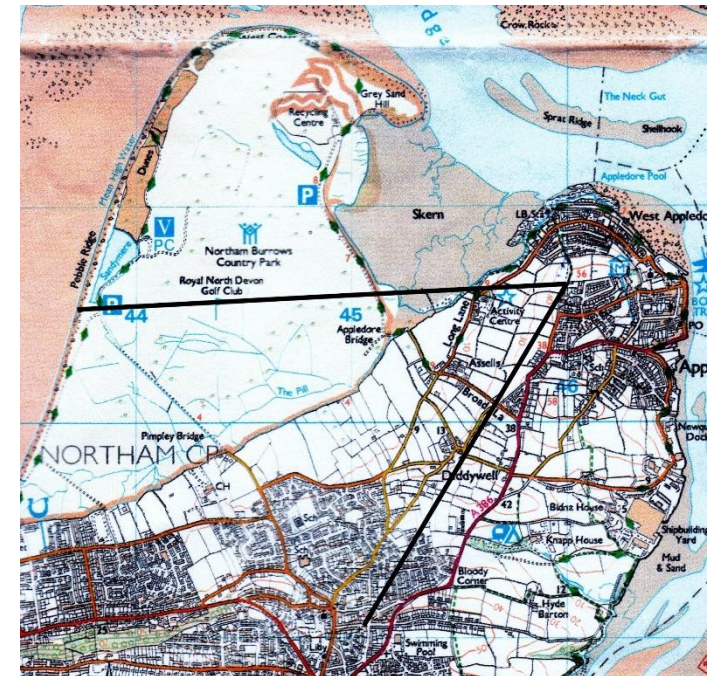
VIEW REFERENCE: NNP5 c)

VIEW DESCRIPTION	Bidna Hill (Viewpoint O/S grid reference: SS 45765 29613) looking east and south-east along the South-West Coastal Footpath.
	ASSESSMENT
1 Public accessibility of viewpoint	Viewpoint on public footpath adjacent to ruins of Bidna Windmill. Viewpoint not accessible to people with limited mobility. No seating but ruins provide convenient resting point. Viewpoint easily accessible from South-West Coast Path.
2 Specific reasons for designation	Only publicly accessible position to view contrasting high quality landscapes of Torridge estuary shores and undeveloped green valley with traditional Devon field boundaries. Landscape is historic setting of Bidna windmill and two buildings with medieval origins - Knapp House and Hyde Barton. View forms part of the setting of the identified battlefield of Northam 1069.
3 Value placed on view by local community	Path used by local walkers at all times of year. View supported by consultation.



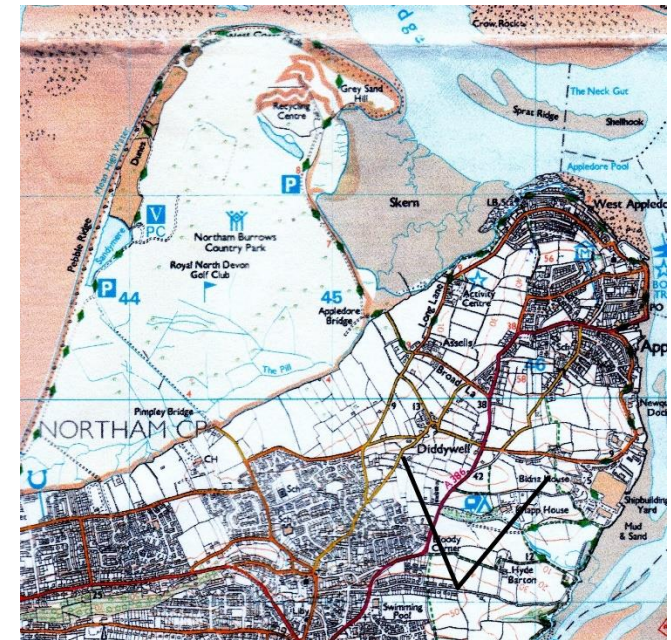
VIEW REFERENCE: NNP5 d)

VIEW DESCRIPTION	Lookout Field, Staddon Hill, Appledore (Viewpoint O/S grid reference: SS 46002 30653) looking south-west towards Westward Ho!
	ASSESSMENT
1 Public accessibility of viewpoint	View from public all-weather footpath with several seats. The specific viewpoint is in front of the seat immediately north of the pole supporting overhead electricity cables. Viewpoint not easily accessible to people with limited mobility.
2 Specific reasons for designation	Far-reaching view with high quality seascape, contrasting with landscape of Northam Burrows and undeveloped rural farmland with clear field boundaries providing historic setting of Northam Burrows, Westward Ho! and Appledore.
3 Value placed on view by local community	Field name implies historic viewing point. Path popular with local residents and visitors who come to enjoy view. View supported by consultation.



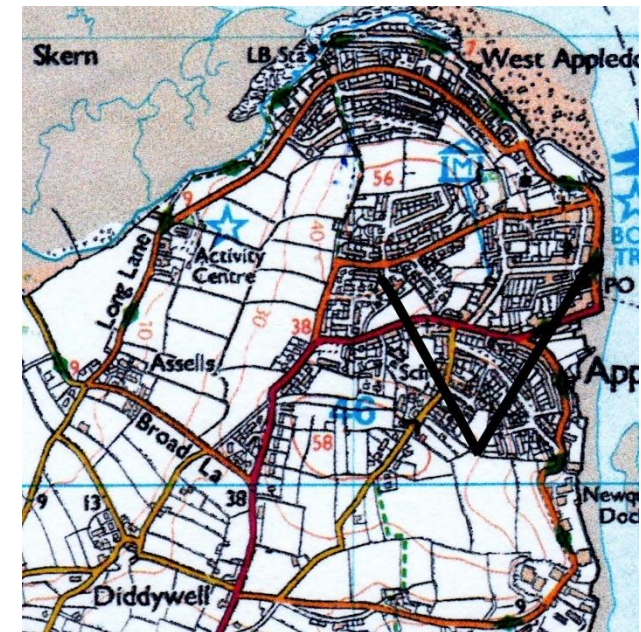
VIEW REFERENCE: NNP5 e)

VIEW DESCRIPTION	Windmill Lane from the field access (Viewpoint O/S grid reference: SS 45606 29068) looking north and north-east in the direction of the ridge extending from Bidna to Diddywell.
	ASSESSMENT
1 Public accessibility of viewpoint	View from field access adjacent to Windmill Lane. No seating but proximity to road allows easy access for people with limited mobility. Viewpoint within easy reach of South-West Coast Path.
2 Specific reasons for designation	Best position to view entrance to Torridge estuary with high quality landscape of largely undeveloped valley and ridge identified as site of battle of Northam 1069 together with the historically important landscape setting of the battlefield. Mid-ground view of historic park-land around Knapp House. The view incorporates much of the important rural gap between the settlements of Appledore and Northam.
3 Value placed on view by local community	Viewpoint used on guided tours of Northam battlefield. View supported by consultation.



VIEW REFERENCE: NNP5 f)

VIEW DESCRIPTION	Village Green, Backfield, Appledore (Viewpoint O/S grid reference: SS 46281 30069), looking north towards Blackies Wood.
	ASSESSMENT
1 Public accessibility of viewpoint	Viewpoint on village green immediately north of children's playground. There are seats and picnic tables adjacent to viewpoint
2 Specific reasons for designation	Best viewpoint to view Appledore from south. Viewpoint not easily accessible to people with limited mobility. Contrasting open greenfield in foreground and built-form of Appledore bounded by estuary. Whilst mid-ground view is developed it is of historical value. Rooftop view shows evolution of Appledore in a way not visible from street level including historic chimneys and lookout towers. View framed on left by the Holt, a landmark mansion of local historic importance dating from 1850's.
3 Value placed on view by local community	View incorporated after first round of consultation.



VIEW REFERENCE: NNP5 g)

VIEW DESCRIPTION	Staddon Road, Appledore (Viewpoint O/S grid reference: SS 45964 30485) looking south-west towards Long Lane and Northam Burrows.
	ASSESSMENT
1 Public accessibility of viewpoint	Viewpoint is field access adjacent to Staddon Road at its junction with lane to Lookout field. Adjacent seat for resting. Close to road and footway so viewpoint is accessible for people with limited mobility.
2 Specific reasons for designation	Most accessible viewpoint for far-reaching view of Westward Ho! from north for people with limited mobility. Whilst distant view partly overlaps with NNP5 d), mid-ground and left of view features high quality landscape of undeveloped green slopes with traditional Devon field boundaries and is the best position to view the rural setting of Northam and its relationship to Northam Burrows.
3 Value placed on view by local community	View incorporated after first round of consultation.



Appendix 3

Northam Parish List of Locally Important Heritage Assets**1 Staddon Hill fort, Riversmeet, Appledore**

HER Reference: MDV11870

Site of Civil War fort occupied from 1643-1646 on prominent landmark site. The fort withstood at least one siege and played an important part in the First Civil War in north Devon. It was probably visited by the future Charles 11 in July 1645. Likelihood of significant archaeology.

2 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.

3 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.

4 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.

5 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.

6 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.

7 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.