

Silverton Parish Neighbourhood Plan

2013-2033

Made Version



Silverton Parish Council

February 2024

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Foreword

This is the Made Version of the Silverton Neighbourhood Plan which has been prepared by a working group of volunteers on behalf of Silverton Parish Council. It is the product of much research, consultation and debate over the past ten years. We trust it fairly represents a shared vision for the area. Its purpose is to help realise that vision by shaping development and growth of the local area. The Neighbourhood Plan is intended to ensure that we get the appropriate type of development in the right place.

We adhered to national planning policy and conformed to the strategic policies of the Mid Devon Local Plan. Beyond that, we were free to set the neighbourhood planning policies that we felt were necessary.

We were made aware, via the Housing Needs Survey Assessment 2016, that there was a need for genuinely affordable housing in the Parish.

Climate Emergency

The UK Parliament declared a Climate Emergency on 1st May 2019, and this, together with the outcome of COP26 and more recent reports by the UN International Panel on Climate Change have emphasised the need for urgent action. This Plan encourages the reduction of carbon emissions to net zero, where such endeavours are in keeping with the traditional nature of the Parish. It also proposes (Annex B) that Silverton Parish Council takes co-ordinating action, and creates a Green Action Group to help the Parish take this forward.

Community Involvement

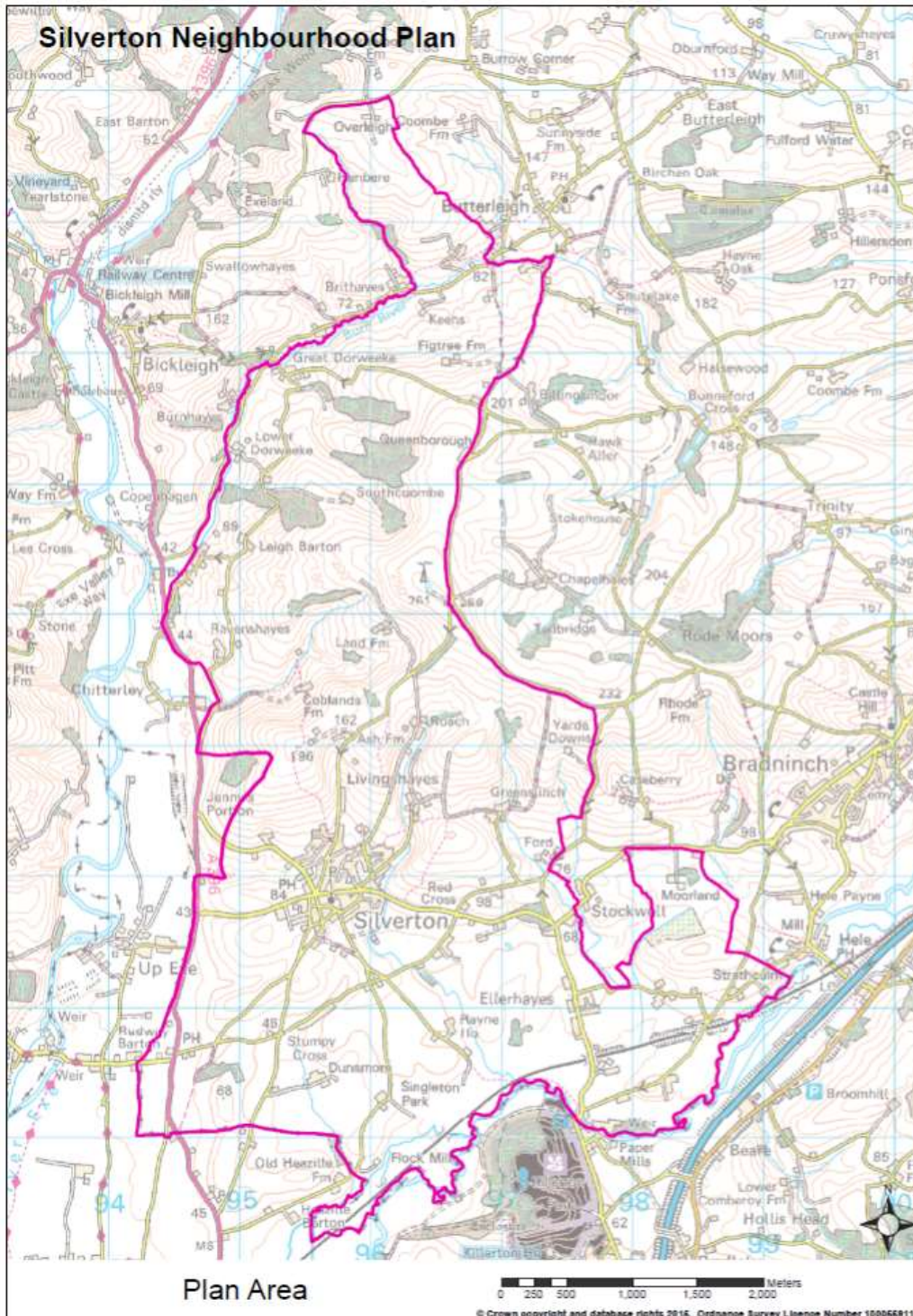
This Plan proposes many initiatives, some of which will be addressed by the Parish Council, District Council, and other planning authorities. Others, however, will require concerted action on the part of the Parish Community to be taken forward.

1. Introduction

The Plan Area

- 1.1 The Silverton Parish Neighbourhood Plan applies to the area that is under the jurisdiction of Silverton Parish Council. The Plan area, designated as a neighbourhood area by Mid Devon District Council on 3rd July 2014, is shown on Map 1 below (delineated by the red boundary).
- 1.2 In the interest of clarity, all references to 'Silverton' in this document apply to the whole of the Parish. The Village of Silverton, the main settlement area in the Parish, is referred to throughout the document as 'the Village'. Other settlement areas are referred to by their names.

Map 1 - Designated Neighbourhood Plan Area



2. Silverton in 2023

Our Parish

- 2.1 The Parish of Silverton lies on the east side of the Exe Valley, descending from hilly country in the north to flat land in the south, an extent of about 5 miles north to south, and 2 miles east to west, in all 1914 hectares (4730 acres). Most of the Parish is farmed as it always has been, with no spare land for leisure and community activities other than in and around Silverton Village and Ellerhayes
- 2.2 The fact that Silverton is within easy commuting distance of Cullompton, Tiverton and Exeter, combined with the beauty of its green landscape, means that it is subject to pressure for development, raising concerns in the community about sustainability. The network of narrow roads and lanes which cross the Parish is becoming ever more unequal to the ever-increasing size and weight of traffic. This presents hazards for cyclists, walkers and riders. In places the natural environment also suffers with ancient Devon banks becoming eroded and unstable.
- 2.3 The main settlements of the Parish are Silverton Village and Ellerhayes, which with other hamlets, provide homes for about 95% of the total population of 1,875 people¹. Outlying farms and houses account for the other 5%.

Silverton Village

- 2.4 Silverton is one of the larger historic villages of Mid Devon dating back to the Domesday Book and before. Its Conservation Area covers a large part of the Village and includes many Listed buildings setting the character and charm of the old streets and the central square. The Church of St. Mary the Virgin, built in the mid-15th century, stands above the ancient Berry looking out over countryside to the south. Together this provides a rich heritage deserving respect and care.
- 2.5 In the 20th century the old Village expanded with extensive new housing developments to the north and east - a total of 438+ houses and flats since 1926. More recently, sites in the village have been re-developed and in-filled raising questions about density and design. Houses in Silverton are expensive making it difficult for local people, especially the young, to stay in the Village.
- 2.6 More housing means more cars and one of the pressing concerns of the Village today is the shortage of parking space. With limited opportunities for employment within the Village, people who live here must depend on their own means of transport, or the bus service.
- 2.7 The Village is the hub of the Parish with a shop/post-office, a doctor's surgery, a health and wellbeing centre (Room4U), a primary school, three churches, a hairdresser, a barber, an estate agent, a gift shop, a free Community Larder, and two pubs, providing excellent services to the whole area.



¹ Office of National Statistics Census 2011

2.8 The Community Hall is one of several indoor meeting places where all kinds of clubs and activities take place. Outside space for recreation is more limited but the Rec has a children’s play park, adult exercise equipment, a skateboard park, tennis court, ping pong table and a football field. There is also the Little Rec in the Square (which is protected by virtue of being a Space of Merit within the Silverton Conservation Area, as marked on Map 6 on page 26), a play space for younger children and meeting place and includes the free Book Swap. There are also three allotment sites. The Village is an active and thriving place where the whole Parish community share events like the monthly Saturday Mini Market, the Street Market in August, and the Christmas Tree Festival in December.

Ellerhayes

2.9 Ellerhayes is the only other sizeable settlement in the Parish with some 51 households. It was built in 1900 to house workers for the local paper mill, and enlarged with an estate in the 1960s which was extended in the early 1990s as a private build scheme. It lacks sufficient off-road parking areas. The only community space for the residents is a small children’s play area, and allotments created recently by the community in a field rented from the National Trust whose Killerton estate adjoins the hamlet.



Our Community

2.10 Well over half of the Parish population (60%) falls within the age group 16 – 65 years. In 2011, children from 0 – 15 years made up 18%, and people of retirement age comprised 22%. The age distribution of our population follows the National Profile up to the age of 20, but falls below it in the age band 21 – 40, perhaps reflecting the price of houses here or lack of employment. However, we have more people over the age of 40 living in the Parish than nationally and a significant increase in those over 85².



2.11 Since the closure of the paper mill at Ellerhayes in 1999, there is now no major local employer in the Parish, so most of those of working age commute to Exeter or to other local towns and beyond. There is some employment in the Parish in agriculture, education, health, building, retail and hairdressing, with 22% of the working population being self-employed³. The arrival of High-Speed Broadband to the Village in 2015 will have helped some people working from home but, as yet, the network does not extend to the whole Village and beyond. Opportunities for working within the Parish would be increased by small workshop and light industry provision.

2.12 The sense of community and pride in our local neighbourhood remains strong. Like many communities, we have a Parish magazine, a Parish Council website and social media sites. All are important channels of information and communication, keeping us informed, linking us up and encouraging us to ‘live, work and play’ together. The first draft of the Neighbourhood Plan featured on the website for all to read and share their reactions, an important element in the picture of Silverton in 2016.



² Office of National Statistics Census 2011

³ Office of National Statistics Census 2011

3. The Strategic Context

- 3.1 In preparing our Neighbourhood Plan we are obliged, by law, to:
- have regard to national policies and advice contained in guidance issued by the Secretary of State
 - ensure the Plan is in general conformity with the strategic policies contained in the Local Plan

National Planning Policy Framework

- 3.2 In preparing the Neighbourhood Plan we have been aware of the current national planning framework. The National Planning Policy Framework (*NPPF)⁴ sets out the Government’s planning policy to which all plans and proposals for development should comply. The NPPF includes, at its heart, a “*presumption in favour of sustainable development*”. It states that neighbourhood plans should “*...support the strategic development needs set out in Local Plans, including policies for housing and economic development...*” and “*...plan positively to support local development, shaping and directing development in their area that is outside the strategic elements of the Local Plan*”. The NPPF goes on to say that “*The ambitions of the neighbourhood should be aligned with the strategic needs and priorities of the wider local area. Neighbourhood plans must be in general conformity with the strategic policies of the Local Plan.*” Outside of strategic policies however, we are encouraged to shape and direct sustainable development in our area through our Neighbourhood Plan.

Mid Devon Local Plan

- 3.3 The local strategic context is provided by the Mid Devon Local Plan which was adopted in July 2020. The Local Plan will guide development in the district over the next 20 years. “*It aims to make sure that new homes, jobs and services required by communities are located in the most sustainable places. It will also help deliver the infrastructure, facilities and other development needed to make this possible.*” The Silverton community has engaged with the review process. The local planning authority has staged a consultation event in the area and had a dialogue with Silverton Parish Council.

Local Plan Strategic Objectives and Policies

- 3.4 The strategic policies of the Local Plan number 13 in total. Three of these refer specifically to the main towns of the district, Tiverton, Cullompton and Crediton. The other 10 provide the strategic context with which our Neighbourhood Plan must conform. Policy S13 makes direct reference to the villages, including the Village:

“The following rural settlements will be designated as villages suitable for limited development:

*Bampton, Bow, Bradninch, Chawleigh, Cheriton Bishop, Cheriton Fitzpaine, Copplestone, Culmstock, Halberton, Hemyock, Holcombe Rogus, Kentisbeare, Lapford, Morchard Bishop, Newton St Cyres, Sampford Peverell, Sandford, **Silverton**, Thorverton, Uffculme, Willand and Yeoford.*

Development will be limited to proposals within their defined settlement limits and to allocations for:

a) small-scale housing, employment, tourism and leisure;

b) Services and facilities serving the locality; and

c) Other limited development which enhances community vitality or meets a local social or economic need.”

Silverton Parish Council - Position Statement

- 3.5 Silverton is a rural parish in the middle of rural Devon. We are proud of where we live. We are content with the quality of life it provides us. We want to ensure this situation continues.

⁴ *National Planning Policy Framework, Department for Communities and Local Government, July 2021

- 3.6 To protect what we have does not mean resisting change and development. On the contrary, we recognise that a certain amount of change and growth is necessary. We are content with that premise as long as the growth is relatively slow and the change is incremental. This is the way it has always been in Silverton and should remain so; we will ensure that Silverton remains an inclusive and thriving community.
- 3.7 The NPPF sets the agenda for sustainable development. These include the key principles:
- ensuring high quality design and a good standard of amenity for all
 - recognising the different roles and character of different areas
 - supporting the transition to a low carbon future in a changing climate, taking full account of flood risk
 - contributing to conserving and enhancing the natural environment and reducing pollution
 - reusing land that has been previously developed
 - promoting mixed use developments
 - conserving heritage assets in a manner appropriate to their significance
 - making the fullest possible use of public transport, walking and cycling
 - supporting local strategies to improve health, social and cultural wellbeing for all
 - delivering sufficient community and cultural facilities and services to meet local needs
- 3.8 Most significantly, the NPPF says that sustainable development should be the objective which can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.
- 3.9 In preparing a Neighbourhood Plan for Silverton we have adhered to the NPPF principles. In local land use terms this means development should normally:
- be relatively small in scale
 - incremental over the Plan period
 - meet local need
 - contribute to community life
 - enhance the quality of the environment
 - respect local character
 - bring economic benefits
 - ensure Silverton remains a sustainable community
 - encourage the Parish to reduce carbon emissions

4. Purpose of the Neighbourhood Plan

- 4.1 Neighbourhood planning gives communities direct power to develop a shared vision for their neighbourhood and shape the development and growth of the local area. The National Planning Policy Guidance says that, in accordance with the Localism Act 2011, the Parish Council, as a qualifying body can *“choose where it wants new homes, shops and offices to be built, have a say on what those new buildings should look like and what infrastructure should be provided”*.

The Neighbourhood Planning Process

- 4.2 We approached the task with an open mind as to what the Silverton Parish Neighbourhood Plan would cover and what its themes and purposes would be. We understood from the outset that it would have to meet the basic conditions:
- have regard to national policies and advice contained in guidance issued by the Secretary of State
 - contribute to the achievement of sustainable development
 - be in general conformity with the strategic policies contained in the development plan for the area – the Mid Devon Local Plan

- 4.3 With these constraints in mind, we have consulted widely and engaged with our local community to understand what is needed and what it is possible to influence and effect through a set of neighbourhood planning policies. We have considered carefully the policies of the Local Plan Review and assessed, based on our agreed objectives, whether a more localised or detailed neighbourhood plan policy is necessary. In several instances, we have concluded that the Local Plan policy is sufficient. We have only introduced a Neighbourhood Plan policy where it will help ensure the area develops in the way we wish it to.
- 4.4 The resultant Silverton Parish Neighbourhood Plan sets out how we would like to see the area developed over the next 9 years and, through its policies, shape and direct sustainable development that will benefit those that live, work or visit in our area.
- 4.5 The development and preparation of the Silverton Parish Neighbourhood Plan has been undertaken by a Steering Group comprised of local people and parish councillors, under the auspices of the Parish Council.
- 4.6 It was understood from the outset that for the Plan to be truly representative of the planning issues of relevance in the area and to be *the community's plan*, we needed to carry out a thorough and on-going consultation process with those who live and work in the area and those that visit here on a regular basis. We also recognised that the Plan could not be properly developed without the input of organisations and agencies with a district, county, sub-regional or national remit and an interest in the area.
- 4.7 The process and the types of consultation exercise and discussion that we have gone through are documented in detail in our **Consultation Statement** which accompanies the Made version of the Neighbourhood Plan. The key methods we have used have included:
- Public exhibitions, meetings and events
 - Regular articles in the parish newsletter 'Silverleigh Parishes Magazine'
 - Pages on parish website
 - Noticeboards and poster sites (electricity poles)
 - Workshops
 - Correspondence with local businesses and community groups
 - Every Steering Group meeting has been open to the Public
 - Correspondence with wider than local organisations and agencies (strategic stakeholders) which have an interest in our planning issues
 - Three consultations during which comments were invited on draft documents
 - Surveys
- 4.8 The development of the Silverton Parish Neighbourhood Plan was based on a desire to be open and to welcome comments and contributions from all quarters. Our intent has been to encourage and foster discussion and debate within the community about the issues and opportunities that face us and strive to achieve a community consensus. This Plan represents the consensus of this process.
- 4.9 Having developed the Plan through this iterative and inclusive approach, the fourth draft of the Plan was shared with the community and other stakeholders in expectation that it would need further refinement or revision to reflect comments before progressing through the regulatory framework.
- 4.10 The regulations required us to carry out a formal consultation on the pre-submission version of the Plan, followed by a formal submission to the local planning authority and examination of the Neighbourhood

Plan by an Independent Examiner. The Plan passed through the examination successfully, and a public referendum of all residents on the electoral register were asked if they would support the final Plan. The majority of voters who turned out for the Referendum on the Thursday 29th February 2024, voted to accept the Plan, which was therefore “made” (i.e. adopted) by the local planning authority, Mid Devon District Council.

The Plan’s Status

- 4.11 This Neighbourhood Plan will be a Statutory Development Plan. That means that its policies will have significant influence when it comes to being used by the local planning authority to help determine proposals for development submitted through planning applications. It will form the local tier of planning policy in our Parish. It sits with the district-wide Local Plan, produced by Mid Devon District Council (also a Statutory Development Plan) and underneath the umbrella of national planning policy in the Government’s National Planning Policy Framework (NPPF), as the main planning policy documents relevant to the Silverton area. Other important planning documents which govern specific issues are the Minerals and Waste Plans produced at the county-wide level.
- 4.12 The Neighbourhood Plan’s policies cannot guarantee that a development proposal will be refused or be granted permission, but the policies will carry significant weight, alongside policies of the NPPF and Mid Devon Local Plan when weighing up the appropriateness of the development proposal in question.

5. The Structure of Our Plan

- 5.1 The Neighbourhood Plan sets out the community’s aims and objectives for the neighbourhood area, which have been developed following a dialogue with the community, and shaped by existing planning policies, plans and contributions of key organisations and agencies.
- 5.2 Having explained our rationale for these, the Plan sets out our neighbourhood planning policies for the Parish on a topic by topic basis. The brief introduction to each topic is based on the findings of the research, surveys and consultations that have taken place as part of the neighbourhood planning process. More detail can be found in our Local Evidence Report 2022.
- 5.3 Under each topic heading we summarise the characteristics of that topic and the key issues which have been identified, and set out the agreed objectives the neighbourhood planning policies are seeking to achieve. Then, for each Neighbourhood Plan policy that follows we set out:
- the policy statement;
 - our explanation of and justification for the policy; and,
 - reference to the other planning policies in national and district planning documents which relate to that policy.
- 5.4 It is important to note that, while we have set out policies under topic headings, when development proposals are being assessed, the whole Plan (i.e. all policies) should be considered since policies in one topic may apply to proposals which naturally fit under another.
- 5.5 Our Plan finishes with an explanation of how we will monitor and review the Plan, a glossary which seeks to demystify some of the planning terminology used in our Plan and a bibliography which includes the details of the main documents used in the preparation of the Plan.

Companion Documents

- 5.6 Five other documents have been prepared to accompany the Neighbourhood Plan. They are as follows:
- Consultation Statement
 - Basic Conditions Statement

- Design Statement
- Strategic Environmental Assessment - dated 22 Sep 2022
- Local Evidence Report

5.7 The Neighbourhood Plan was subject to testing as it developed to help determine its positive or negative impact on the social, environmental and economic character of the neighbourhood area. A screening opinion was obtained from MDDC in November 2018. With the allocation of development sites, the Plan was assessed as having “significant environmental effects”. This has been done through a Strategic Environmental Assessment (SEA), which accompanies the Plan. As a consequence, an environmental report was prepared in accordance with paragraphs (2) and (3) of regulation 12 of the Environmental Assessment of Plans and Programmes Regulations 2004.

6. Vision, Aims and Objectives

Establishing a Neighbourhood Plan Framework

6.1 The framework for the Silverton Parish Neighbourhood Plan comprises:

- **a vision** – for the long-term future of Silverton;
- **the aims** – that it is hoped that the Plan can help achieve; and
- **the objectives** – that we expect the Plan to attain by the application of appropriate neighbourhood planning policies and community action

Our Vision

Silverton is a rural Parish in the Exe Valley, yet within easy reach of Exeter and other local towns. We seek to protect the special character of both its country setting and ancient heritage, while encouraging the change and development needed to make our Parish a more thriving, more sustainable and safer place for the present community and for those who will live here in the future.

6.2 A Neighbourhood Plan should set out a vision for the future of its neighbourhood. The vision should reflect a desired end state that is consistent with the values and overall priorities of the community.

6.3 Our vision is represented by the following set of topics based themes. The topics and themes have been derived from the consultation process and our analysis of what we have been told. We believe they capture the direction the community wants the Neighbourhood Plan to take to bring benefits for local people.

Topics	Themes
Natural Environment (EN)	<i>enjoying and respecting the countryside and rural setting</i>
Built Environment (BE)	<i>being careful when making changes and additions to the built environment</i>
Housing (HS)	<i>being willing and able to accommodate changing needs</i>
Business and Jobs (BJ)	<i>maintaining a living and working parish</i>
Traffic and Travel (TR)	<i>reducing the impact of motor vehicles</i>
Community Spaces and Activities (CS)	<i>creating a healthier and more active community and becoming more resilient and self-supporting</i>

The Aims and Objectives of the Neighbourhood Plan



- 6.4 The process of arriving at an agreed set of aims and objectives started with a ‘workshop’ event at which members of the Neighbourhood Plan Steering Group examined the evidence and the response we had received to surveys and other consultation activities. Much of the community based evidence came from the results of a community consultation undertaken during the Spring of 2014. The workshop process and outcomes can be found described fully in a Workshop Report, November 2014⁵.
- 6.5 A draft set of aims and objectives was the focus of a further community consultation in the Parish during December 2014. The response we received was positive and encouraging. As a result of the reaction and comments, a number of revisions were made to the draft aims and objectives. The final set (see table below) was approved by Silverton Parish Council in March 2015. We believe it fairly reflects the community’s neighbourhood planning and development agenda. It is this agenda that underpins the Neighbourhood Plan’s policies.
- 6.6 We recognise that not all the objectives that were derived from this consultative process would lead to a neighbourhood planning policy. A number have been categorised as ‘Community Objectives’⁶. These have been referred to the Parish Council for further consideration and action.

⁵ Workshop Report, 21 November 2014, Silverton Neighbourhood Plan – see report at <https://parish.middevon.gov.uk/media/123258/local-evidence-report-draft-291114.pdf>

⁶ The List of Community Objectives can be viewed at <https://parish.middevon.gov.uk/media/194720/community-objectives.pdf>

Silverton Parish Neighbourhood Plan

Aims	Objectives
Natural Environment	
Protect our rural environment	1. <i>Protect the Devon banks and hedgerows from destruction by future development</i>
Ensure any new development that takes place outside the built-up area is appropriate and un-intrusive	2. <i>Accept farm diversification where it is proven to be in the interests of viability</i>
Move towards net zero	3. <i>Encourage development of community led electricity generation initiatives where disturbance and visual impact are limited</i>
Enhance access to the countryside around us for enjoyment and wellbeing	4. <i>Maintain and improve existing routes</i> 5. <i>Support development of new footpaths and bridleways and cycle paths</i>
Promote the wellbeing benefits of the countryside	6. <i>Protect existing green spaces in and around Silverton Parish</i> 7. <i>Ensure future development does not compromise the landscape, rural and built heritage, wildlife habitats, geological assets and archaeological sites, or cause flooding</i>
Built Environment	
Ensure all new development in the Parish contributes positively to character, visual appearance and community safety	1. <i>Establish appropriate design standards where they are required</i>
Respect and value the history and heritage of the Parish	2. <i>Raise awareness of the need to protect and enhance our history and heritage</i> 3. <i>Any new development should be only as an extension of Silverton Village or Ellerhayes, other than the conversion of existing farm buildings.</i>
Reduce carbon emissions	4. <i>Ensure new buildings are net zero as regards carbon emissions</i> 5. <i>Encourage moves towards net zero carbon emissions for new and existing buildings</i>

Housing	
Encourage small-scale development that meets local needs	<ol style="list-style-type: none"> 1. <i>Restrict the provision of new housing to small-scale development</i> 2. <i>Identify preferred housing development sites</i> 3. <i>Establish development criteria for new housing development</i>
Explore and promote alternative ways of building and providing new homes	<ol style="list-style-type: none"> 4. <i>Encourage alternative house building initiatives that help provide more genuinely affordable homes for local people and introduce more flexibility into the local housing stock</i>
Ensure new housing meets adequate standards of design, energy efficiency and off-road parking	<ol style="list-style-type: none"> 5. <i>Ensure housing is built in keeping with the local character and distinctiveness of the area</i> 6. <i>Set space standards around new dwelling houses to provide adequately for cars, storage and garden</i> 7. <i>Encourage new houses to be built to carbon net zero standard with vehicle charging points using vehicle-to-grid connectivity</i> 8. <i>Encourage terraced housing which offers increased insulation, land economy and harmony with local properties</i>
Encourage reduction of carbon emissions for existing housing	<ol style="list-style-type: none"> 9. <i>Encourage energy efficiency for existing housing</i>
Business and Jobs	
Seek opportunities to provide additional employment opportunities for local people	<ol style="list-style-type: none"> 1. <i>Identify and allocate appropriate sites for business development</i> 2. <i>Establish development criteria and limits for new business development</i>
Remove major barriers to home working	<ol style="list-style-type: none"> 3. <i>Facilitate high speed broadband by fibre or wireless</i>
Encourage the provision for small work units and other business opportunities	<ol style="list-style-type: none"> 4. <i>Protect existing employment space</i> 5. <i>Support development of micro business spaces such as artisan workshops, small offices, live-work units</i> 6. <i>Resist large-scale industrial units</i>
Reduce carbon emissions	<ol style="list-style-type: none"> 7. <i>Encourage new developments to be as close to net zero as possible and parking to provide the ability to charge electric vehicles using vehicle-to-grid connectivity when available.</i>
Traffic and Travel	
Make it easier and safer for people to walk and cycle within the Parish	<ol style="list-style-type: none"> 1. <i>Explore proposals to provide new facilities for cyclists should they come forward</i> 2. <i>Explore possibility of foot and cycle link between the Village and A396</i> 3. <i>Encourage a reduction in car usage</i>
Manage traffic in the interests of safety	<ol style="list-style-type: none"> 4. <i>Explore appropriate traffic management measures to reduce the speed of traffic thus lowering pedestrian risks from traffic</i>
Address parking issues	<ol style="list-style-type: none"> 5. <i>Encourage the creation of off-road parking space</i> 6. <i>All new housing should have adequate off-road parking for their residents and visitors</i>
Reduce carbon emissions	<ol style="list-style-type: none"> 7. <i>Encourage the adoption of electric vehicles</i>

Community Spaces and Activities

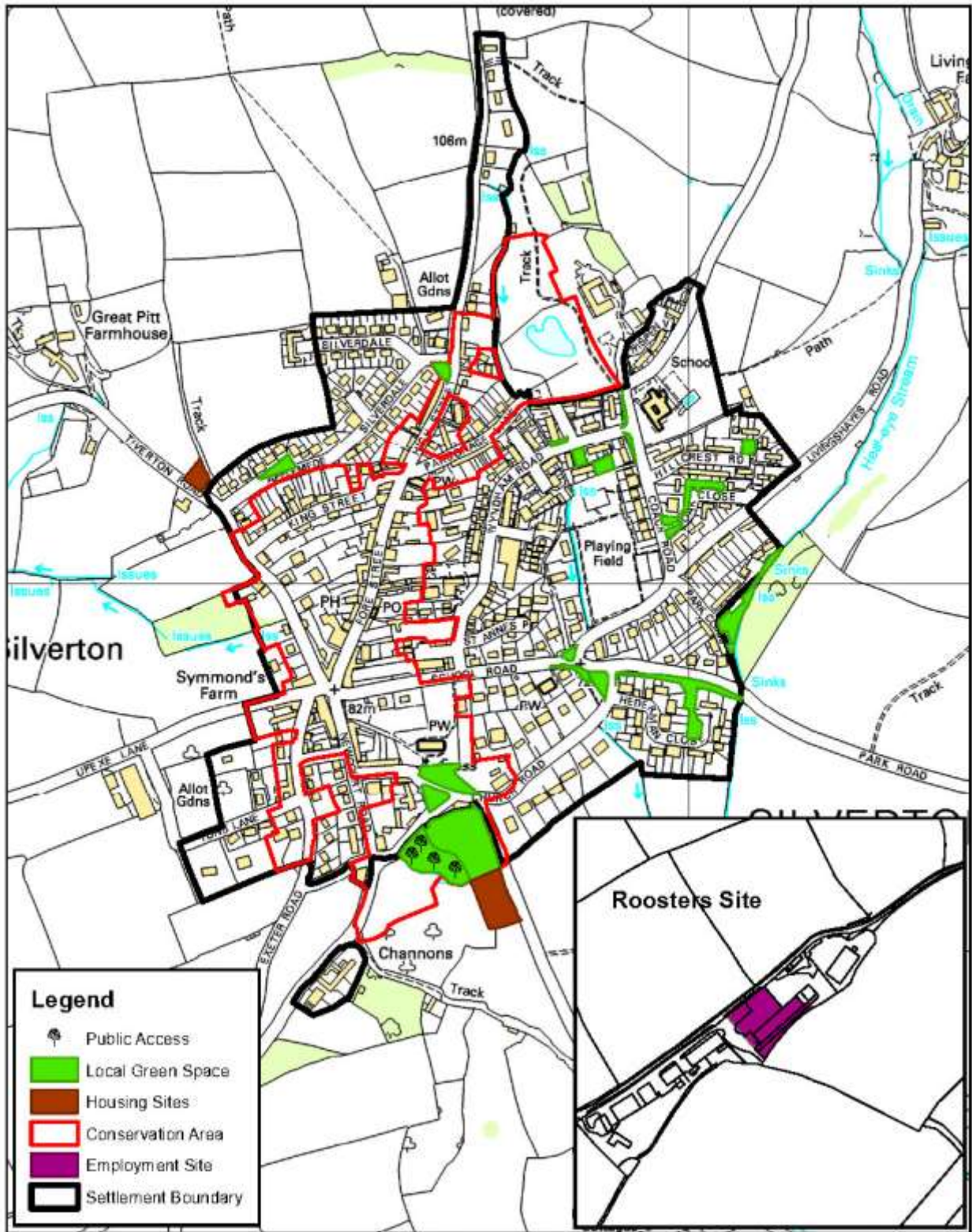
Recognise their value and further strengthen our sense of community	1. <i>Support community-based facilities</i>
Safeguard existing facilities and services	
Recognise and respond to the needs of all members of the community	2. <i>Provide more public open space for community use</i>
Ensure there are recreational facilities and opportunities for all	
Make people aware of community land and involve them in its care	3. <i>Keep community spaces well maintained and fit for purpose</i>
Encourage participation of all ages in sport and recreation	

7. Key Map

- 7.1 The Silverton Parish Neighbourhood Plan sets out policies relating to the planning and land use in the area. Some of these policies apply to specific types of development and some relate to specific parts of the area. The Key Map, Map 2 below, provides a composite policy map, which shows those policies which apply spatially to parts of the Neighbourhood Plan area such as areas of land which are designated for specific uses.

Silverton Neighbourhood Plan

Map Title: Key Plan



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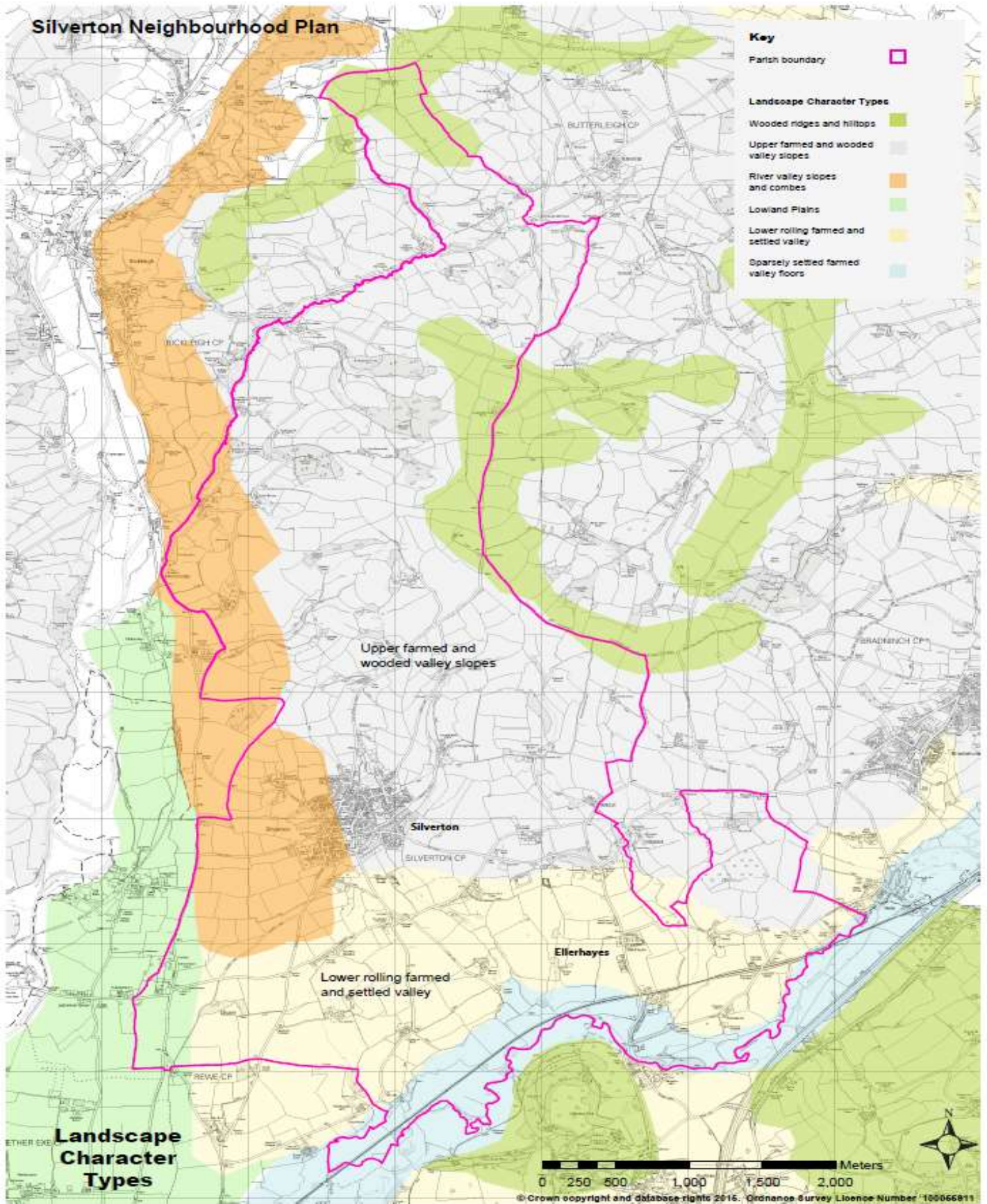
8. Natural Environment (EN)

Overview

- 8.1 The parish of Silverton is rural and largely agricultural, with a landscape of rolling hills and valleys. The small valleys are mostly wooded and there are plenty of natural broadleaved copses scattered throughout the Parish. The Parish stretches north to south above the Exe Valley and includes the village of Silverton and the hamlet of Ellerhayes. Some of the land is owned by the National Trust and belongs to Killerton Estate.
- 8.2 The Parish comprises three main landscape character areas (see Map 3), for which management guidelines⁷ have been set out by Mid Devon District Council.
- 8.3 However, no part of the Parish is included in any national landscape designations, which leaves it vulnerable to development pressures. It is hoped that the Exe Valley will be designated as an AONB (Area of Outstanding Natural Beauty) which may afford the Parish some protection from over-development. The need for farmers and landowners especially, but also all parishioners, to remain responsible, aware and vigilant is crucial in maintaining the rural nature of the Parish that we cherish.

⁷ Mid Devon Landscape Character Assessment, Mid Devon District Council, October 2011
<https://new.middevon.gov.uk/media/103735/introduction.pdf>

Map 3 - Silverton Landscape character areas



Natural Environment - Objectives

1. *Protect the Devon banks and hedgerows from destruction by future development*
2. *Accept farm diversification where it is proven to be in the interests of viability*
3. *Encourage development of community led electricity generation initiatives where disturbance and visual impact are limited*
4. *Control the scale and type of development in the countryside to limit disturbance and visual impact.*
5. *Maintain and improve existing routes*
6. *Support development of new footpaths and bridleways*
7. *Protect existing green spaces in and around Silverton Parish*
8. *Ensure future development does not compromise the landscape, rural and built heritage, increase flooding, wildlife habitats, geological assets and archaeological sites*

Our Neighbourhood Plan Policies and their Explanation/Justification

Policy No. EN01 Retaining and Enhancing the Natural Beauty of our Parish

Policy

1. **Development proposals will not be supported where they have a greater than minimal adverse impact on the natural environment (landscape and biodiversity), unless they satisfactorily mitigate these adverse impacts. Development will be expected to enhance the natural environment where there is the opportunity to do so.**
2. **Where mitigating measures are unavoidably required for development to be acceptable within its landscape setting, appropriate landscaping should be employed to mitigate the impact of the development, and such measures should include the use of native species of trees and hedges where planting is required.**
3. **Where change to existing traditional Devon banks is unavoidable, proposals for development which affect traditional Devon hedges will only be supported where they have demonstrated that options have been assessed and, as a result, have proposed the least damaging option (to the hedgerow / bank, setting in the landscape, biodiversity and habitats).**

Explanation/Justification

a. The character of Silverton is defined largely by its rural setting. The Parish comprises mainly three identifiable character types according to the Mid Devon Landscape Character Assessment (LCA) 2011:

- Upper Farmed and Wooded Valley Slopes (3A)
- Lower Rolling Farmed and Settled Valley Slopes (3B)
- River Valley Slopes and Coombes (3G)

b. The ancient woodlands and copses, mature trees, hedgerows and Devon banks are all noted in the LCA as being major contributory factors to the distinct special quality of the area and worthy of protection and/or enhancement. This is emphasised in Mid Devon District Council's strategic guidelines within the LCA, which are intended to influence local landscape policies. The lanes of the Parish are important parts of the ecological network and what is now called our 'green infrastructure'. Trees and gardens are important green elements in the existing built-up area of the Village. They help provide diversity and richness to the landscape, as well as forming wildlife havens and corridors and providing a rich source of food for insects, birds and wild animals.

c. The community has made it plain during consultation that it wishes to protect the rural status and feel of the Parish. It has also expressed concern at the loss of hedgerows. Hedges and trees associated with potential development sites would divide the landscape into recognisable units and give them natural boundaries. These should be retained whenever possible. Our policy EN01 will protect our landscape from the impact of development and ensure, should the loss of particular landscape features be unavoidable (to create an access for instance), that there is no net loss in bio-diversity and habitats as a result of future development.

d. Where mitigation or enhancement planting takes place, we would expect trees and hedges that are considered native to the Parish to be provided.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 170 *Contribute to and enhance the natural and local environment*

NPPG para. 007 Promote local character

NPPG para. 017 Protect and enhance biodiversity

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S1 – Sustainable development priorities

Policy S9 – Environment

Policy S14 - Countryside

Policy DM1 – High quality design

Policy DM9 – Conversion of rural buildings

Policy DM28 – Other protected sites

Policy No. EN02 Rights of way (Public Footpaths, Bridleways and Cycleways)

Policy

Proposals for development affecting public rights of way will be supported where:

- I. They promote, protect, maintain and enhance the existing local footpath and bridleway network for use on foot, bicycle or horseback and**
- II. they improve and enhance the existing network through the provision of new or extended routes (where it is feasible to do so) and**
- III. they prevent motorised vehicles (except those specifically designed for the disabled) using designated footpaths, bridleways and cycleways and**
- IV. they protect and/or enhance the value of the rights of way as a biodiversity corridor.**

Explanation/Justification

a. The rights of way and permissive paths in the Parish (see Map 4) are well used and popular. Most of them are used very regularly by locals, especially dog walkers, and hikers. They are an important asset for people who like to get away from the roads and lanes and into the open countryside, as well as creating a green link between lanes and roads. The Parish is fortunate to have a few landowners who allow permissive footpaths across their land.

b. The current network has many inadequacies at present. The Silverton Health Walks Group, 'Walk & Talk', reports that the *"limited number of safe public footpaths in the parish severely restricts the choice and variety of the walks. Many of the paths do not link with each other"*⁸. Our policy EN02 encourages further enhancements to existing routes and to the network. In doing so we would expect any development work that does take place to ensure that habitats are protected and whenever possible enhance their value as biodiversity corridors. The Devon Biodiversity Records Centre emphasised in its November 2014 report⁹ for the Silverton Parish Neighbourhood Plan that linear green features provide important habitats and feeding routes for wildlife.



National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 98 *Protect and enhance public rights of way and access*

NPPG para. 004 *Protect and enhance public rights of way*

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

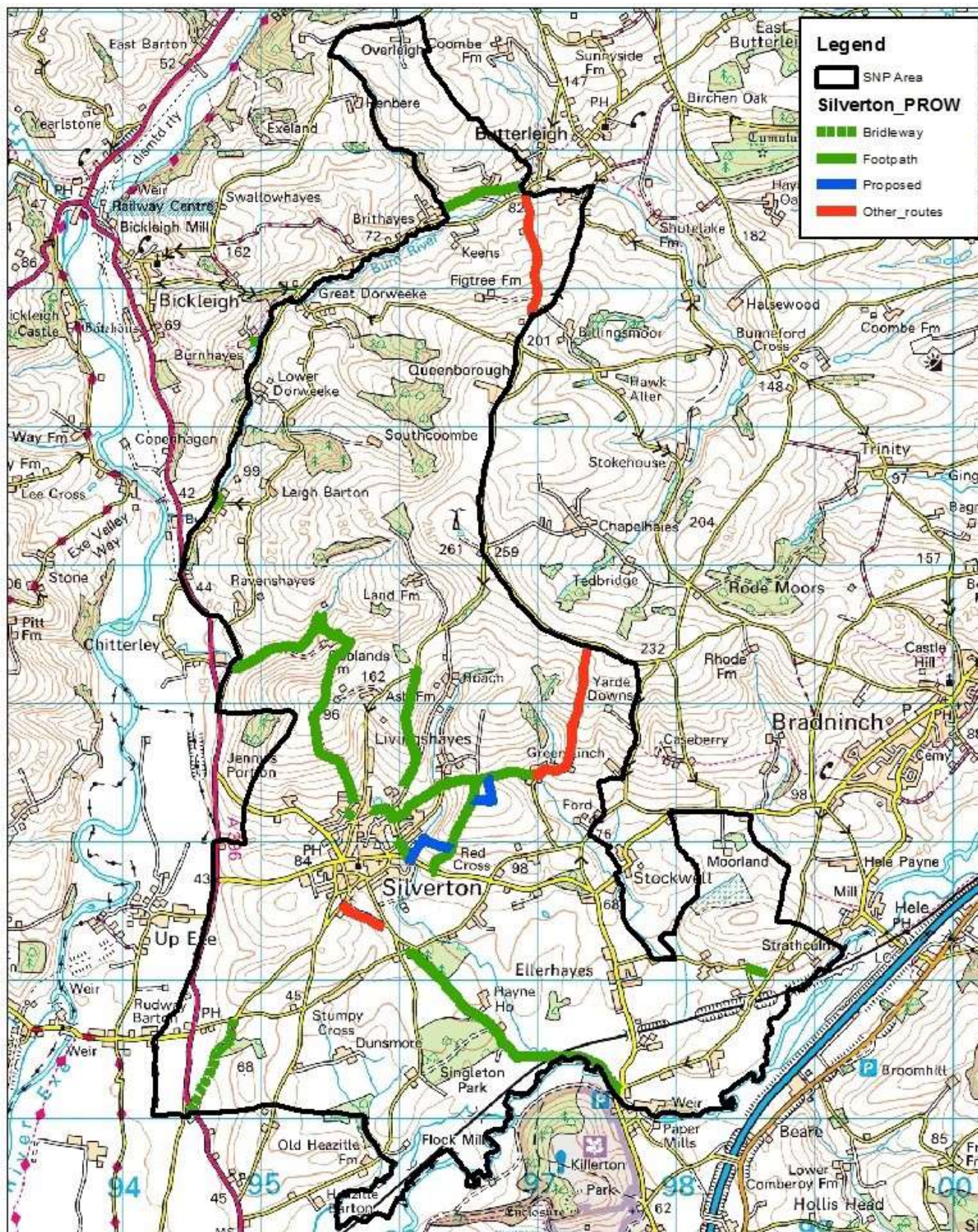
Policy S1 – Sustainable Development Priorities

Policy DM26 – Green Infrastructure in Major Development

⁸ P. Kidds on behalf of Walk & Talk Silverton, March 2016

⁹ Wildlife Site Resource Map and Species Information for Neighbourhood Planning – Silverton Parish, Devon Biodiversity Records Centre, Nov 2014

Map 4 - Silverton Parish Footpath Network



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Policy

The areas listed below and identified on the key diagram (and inset Map 5) are designated as Local Green Spaces where new development is ruled out other than in very special circumstances:

- A. Land at Church Road (The Berry)
- B. Park Close
- C. Oak Close
- D. Open Space at Hillcrest
- E. Wyndham Road
- F. Land in front of bungalows in Applemede
- G. Land at junction of Silverdale and High Street (Old Pond site)
- H. Hederman Close
- I. Land at Junction of School Road and Church Road

Explanation/Justification

a. Designating areas of Local Green Space in policy EN03 is a way of ensuring that those important areas of amenity and recreation space in Silverton are not at risk from development. The community said, during the Community Consultation 2014, that it likes the Village the way it is and wishes to see the character of the Village and those traditions we hold precious to be protected. The NPPF enables us to designate certain areas in and around the settlement areas of Silverton as Local Green Space. To qualify for designation, the sites must be:

- *“in reasonably close proximity to the community it serves;*
- *demonstrably special to a local community and hold a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and*
- *local in character and not an extensive tract of land.”¹⁰*



b. The following areas all meet the required criteria and are important contributors to the character and traditions (activities and events) of Silverton:

A. Land at Church Road – the Berry is an historic and important area of green space at the front entrance of the Church. It contains a group of mature trees and, as a sloping site, affords views across the countryside to the south of the Village.

D. Land at Hillcrest – is a small piece of open space that provides amenity and activity space for residents of the estate that surrounds it.

E. Wyndham Road – is a small piece of open space that provides amenity and activity space for local residents that surround it.

F. Land at Applemede – One green amenity site that contributes significantly to the visual appearance of this area of bungalows.



¹⁰ Paragraph 101 National Planning Policy Framework, DCLG, 2019

The following sites are all important amenity sites with mature trees at road junctions, which add to the essential character of the Village and ease the transition between the rural and urban area:

B. *Park Close*

C. *Oak Close*

G. *Land at junction of Silverdale and High Street*

H. *Hederman Close*

I. *Land at Junction of School Road and Church Road*



National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para.100 *Identify for special protection green areas of particular importance*

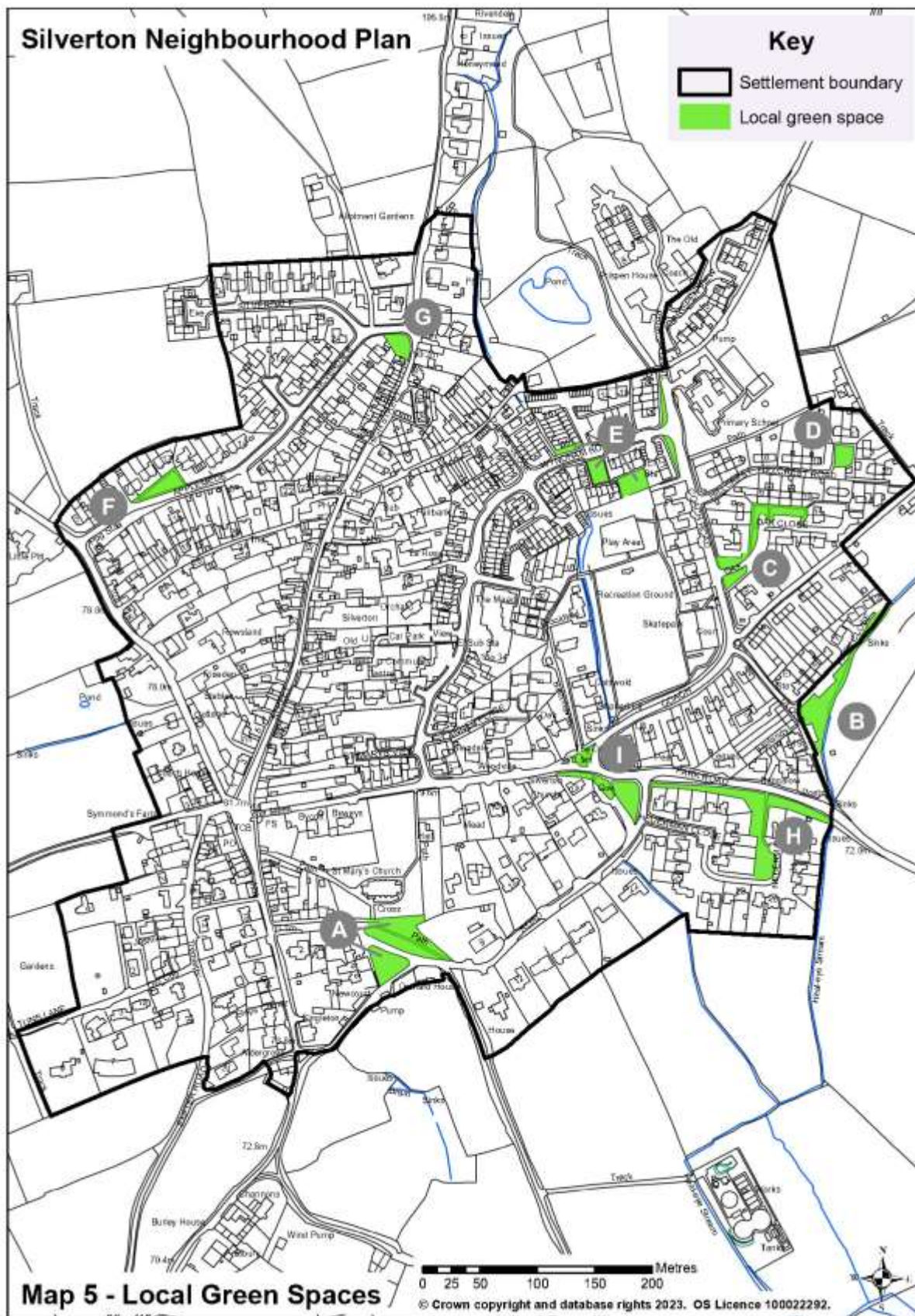
NPPG para. 006-007 Designating local green space

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S1 – Sustainable Development Priorities

Policy DM24 – Protection of Local Green Space and Recreational Land/Buildings



Policy

Proposals for new buildings/extensions/engineering operations should show how they will incorporate Sustainable Drainage System (SUDS) principles and provision for their ongoing maintenance in order to buffer rainwater runoff and to ensure there is no adverse impact on local flood risk through development.

Explanation/Justification

a. Flooding is an issue in parts of the Parish and fears are widespread that it will get worse because of Climate Change. This needs planning for and must not be exacerbated by new development.



b. In the Village, the Leat which runs the length of High Street and Fore Street drains spring water and helps dispose of rain water. During protracted periods of rain the Leat is unable to cope, which causes the road to flood and water to enter houses on either side of the street near Baker's Cottage, particularly those houses below the level of the road and pavement. A lot of this flood water comes via run-off from the steep sided fields on either side of Butterleigh Hill, which then cascades down the road and through the Village. Mid Devon District Council's Landscape Character Assessment acknowledges the increased risk of flooding due to Climate Change and reduced water quality from increased public use and farming techniques.

c. Our policy EN04 seeks to ensure that future development will not make matters worse and should, where possible, help to alleviate existing problems. We expect all new development to incorporate appropriate methods to ensure that water discharge from the development is minimised and controlled so as not to risk adding to the local flood problem.



National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 155 *ensure areas at risk of flooding should be avoided by directing development away from areas of highest risk..*

NPPG para. 079-080 Sustainable drainage systems

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S1 – Sustainable Development Priorities

Policy S9 – Environment

Policy DM1 – High Quality Design

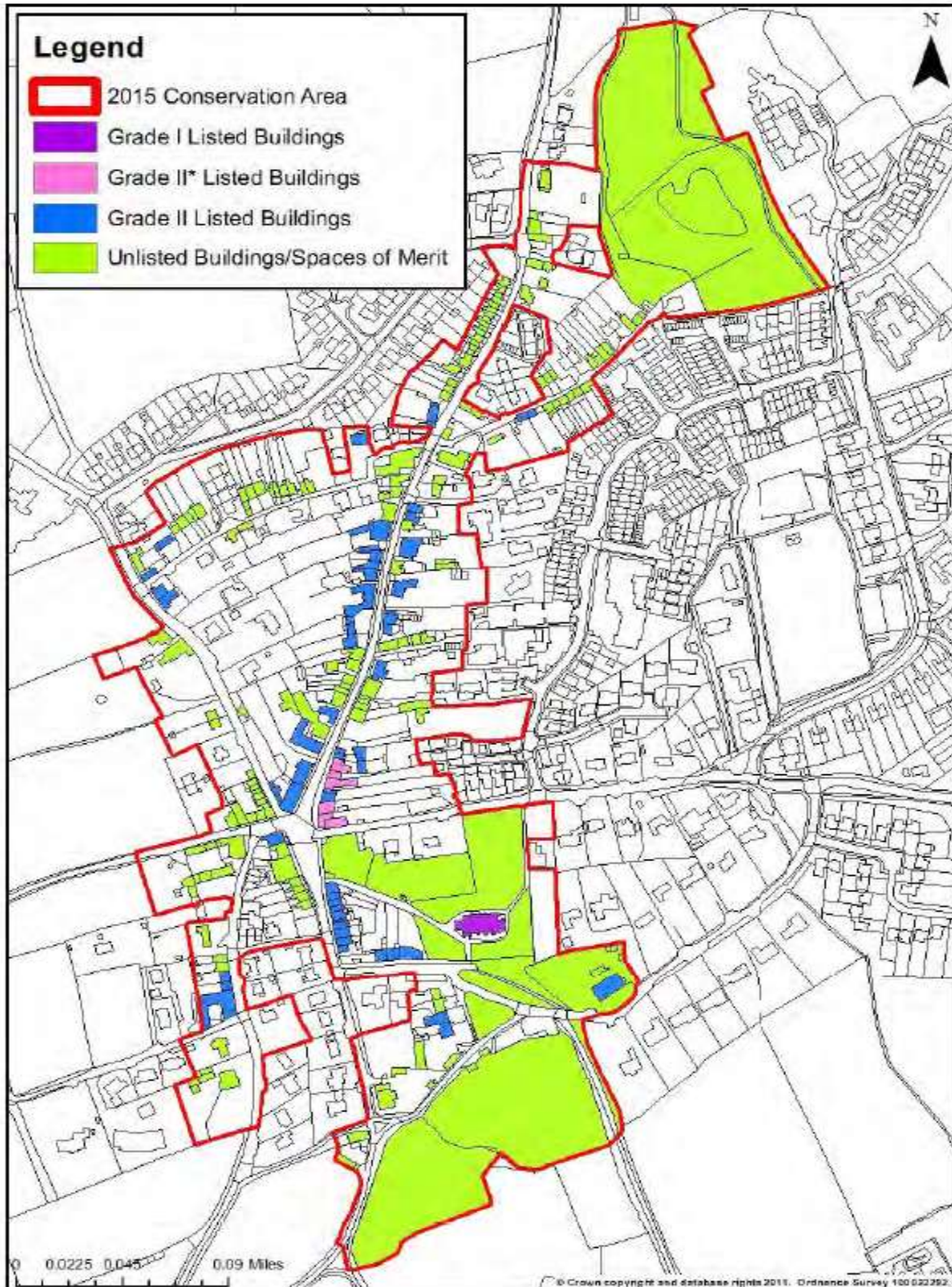
Policy DM26 – Green Infrastructure in Major Development

9. Built Environment (BE)

Overview

9.1 Silverton is one of the oldest villages in Devon. The layout of the historic core of the Village is medieval in character. The properties along Fore Street, with dwellings on the street frontage and long narrow plots of land to the rear, are characteristic of medieval burgage plots.

Map 6 - Silverton Conservation Area and Buildings/Sites of Merit



The historic part of the Village was designated a Conservation Area in 1973 and has been the subject of intermittent reviews since that time. Many structures and buildings within the Conservation Area and nearby are subject to statutory protection as ‘Listed buildings’, several others are recognised by the latest Conservation Area Appraisal¹¹ as being of ‘merit’ and contributing to the overall character of the Village

(See Map 6 on page 26).

9.2 Many of the remaining older properties are constructed with cob walls and thatched roofs, which add particularly to the visual attraction of the Village. Later buildings were built with solid stone or brick walls and slate roofs. Since the beginning of the 20th century, building material has consisted of brick or rendered brick/block with mainly tiled roofs. More recently, timber frame construction has proved popular.

9.3 The Conservation Area Appraisal identifies several distinct ‘character areas’ within the Conservation Area. The Parish Council has commissioned a Design Statement for the Parish which extends the identification and appraisal of the character of the built environment across the whole Parish and underpins the Neighbourhood Plan policies we are putting in place to ensure that new development achieves our chosen objectives.

Built Environment - Objectives
<ol style="list-style-type: none"> 1. <i>Establish appropriate design standards where they are required</i> 2. <i>Raise awareness of the need to protect and enhance our history and heritage</i> 3. <i>Further development should only be as an extension of Silverton Village and Ellerhayes</i> 4. <i>Encourage moves towards net carbon emissions for existing buildings</i>

Our Neighbourhood Plan Policies and their Explanation/Justification

Policy No. BE01	Local Character and Design Standards
Policy	

- 1. Development proposals should be of a design which:**
 - I. complements and enhances where appropriate the prevailing size, height, scale and mass, materials, layout, density and access of the existing surrounding development;**
 - II. demonstrates that the development is in keeping with the existing character of the locality;**
 - III. demonstrates that the amenities of neighbouring residential occupiers will not be unacceptably adversely affected through overlooking, loss of light or outlook, over dominance or disturbance; and minimises visual impact through sensitive design and an appropriate level of landscaping and screening which complements and enhances the character of the local area.**
- 2. Development proposals should demonstrate how the proposed development fits in with the character of the site and its wider context; and how the Silverton Design Statement has been taken into account.**

¹¹ Silverton Conservation Area Appraisal and Management Plan, Mid Devon District Council, 2015
www.middevon.gov.uk/residents/planning/conservation/conservation-areas/conservation-area-appraisals/silverton-conservation-area-appraisal-and-management-plan/

Explanation/Justification

a. The NPPF emphasises the importance of good design. We are in no doubt that the communities of Silverton feel it is important that development should be sensitively done, respect the historic character and, wherever possible, enhance it. This message came through clearly in the Community Consultation 2014. We have been told by the community that the design aspect of new development is important. This does not mean that all design needs to mimic the past that there isn't a role for good modern design.



b. The Mid Devon District Council's Conservation Area Appraisal recognises that new developments and changes within the Conservation Area are by no means prohibited, but should be to a high standard of design.

c. To facilitate high quality and appropriate design, the Parish Council has produced a Design Statement for the settlement areas of the Parish. It focuses on the visual character of the Parish and how it might be protected or enhanced. Once completed and approved, it will set out the guidelines and parameters which developers are expected to acknowledge when preparing their proposals. The Silverton Design Statement takes account of the several different character areas we have. The Mid Devon District Council's Conservation Area Appraisal identified five areas within the Conservation Area alone with distinct and separate character to them.



d. Given that most of the built-up area of the Village is in a Conservation Area and the rural character of the rest of the Parish is widely recognised as being special¹², our policy BE01 requires developers to demonstrate how their proposed development has taken the Silverton Design Statement into account.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF paras. 127-128 *identifying the special qualities of each area and explaining how this should be reflected in development*

NPPG para. 001-002 Good design

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S1 – Sustainable development priorities

Policy S9 – Environment

Policy S14 – Countryside

Policy DM1 – High quality design

Policy DM9 – Conversion of rural buildings

Policy DM11 – Residential extensions and ancillary development

¹² "Silverton is a large and very pleasant village, containing much domestic building in cob and thatch ranging in date from the 16th century to the 19th. The whole parish is very beautiful, diversified and undulating, and one could walk its roads and lanes and fields for days on end to enjoy its richness" - from Devon by W G Hoskins (1954),

Policy

- 1. Development proposals within, or which affect, the setting of the Silverton Conservation Area will be expected to demonstrate how they will positively conserve and enhance the unique characteristics of its location as identified in the Silverton Conservation Area Appraisal and Management Plan.**
- 2. Where a Heritage Statement is required to accompany a planning application it will be required to identify the heritage assets, provide a clear assessment of the significance and impact of the proposal on those assets and their setting and to justify the design approach taken.**

Explanation/Justification

a. Whilst we are planning for controlled growth in and around the Village and the wider Parish, we have been told, during the Community Consultation 2014, we must ensure that which is most special and distinctive about the Village in terms of its heritage, natural environment and sense of community, is retained and enhanced. This means that any development in or around the Village should empathise with the heritage and unique character of its locality.



b. Of the utmost importance to parishioners is making sure that future development helps Silverton Village, and Parish, to grow sustainably, without destroying its heritage and traditions.



c. Our policy BE02 supports the policies and approach established in the Silverton Conservation Appraisal and Management Plan and ensures that any development proposal for a location in any part of, or close enough to have an effect on, the Conservation Area addresses the impact it will have on this historic settlement. It also makes certain that the same standards apply to development proposals in the wider Parish.

National Planning Context

Our policy aligns with current national planning policies and guidance:
NPPF paras. 174-178 *conserving and enhancing the historic environment*
NPPG para. 007 Addressing heritage issues

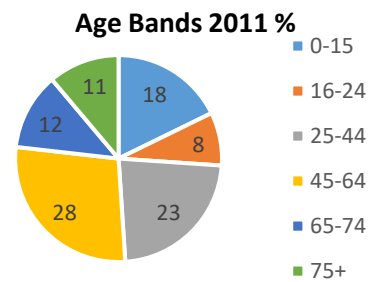
Mid Devon Local Plan

Our policy relates to the following Local Plan policies:
Policy S1 - Sustainable development priorities
Policy S9 - Environment
Policy DM1 - High quality design
Policy DM25 - Development affecting heritage assets

10. Housing (HS)

Overview

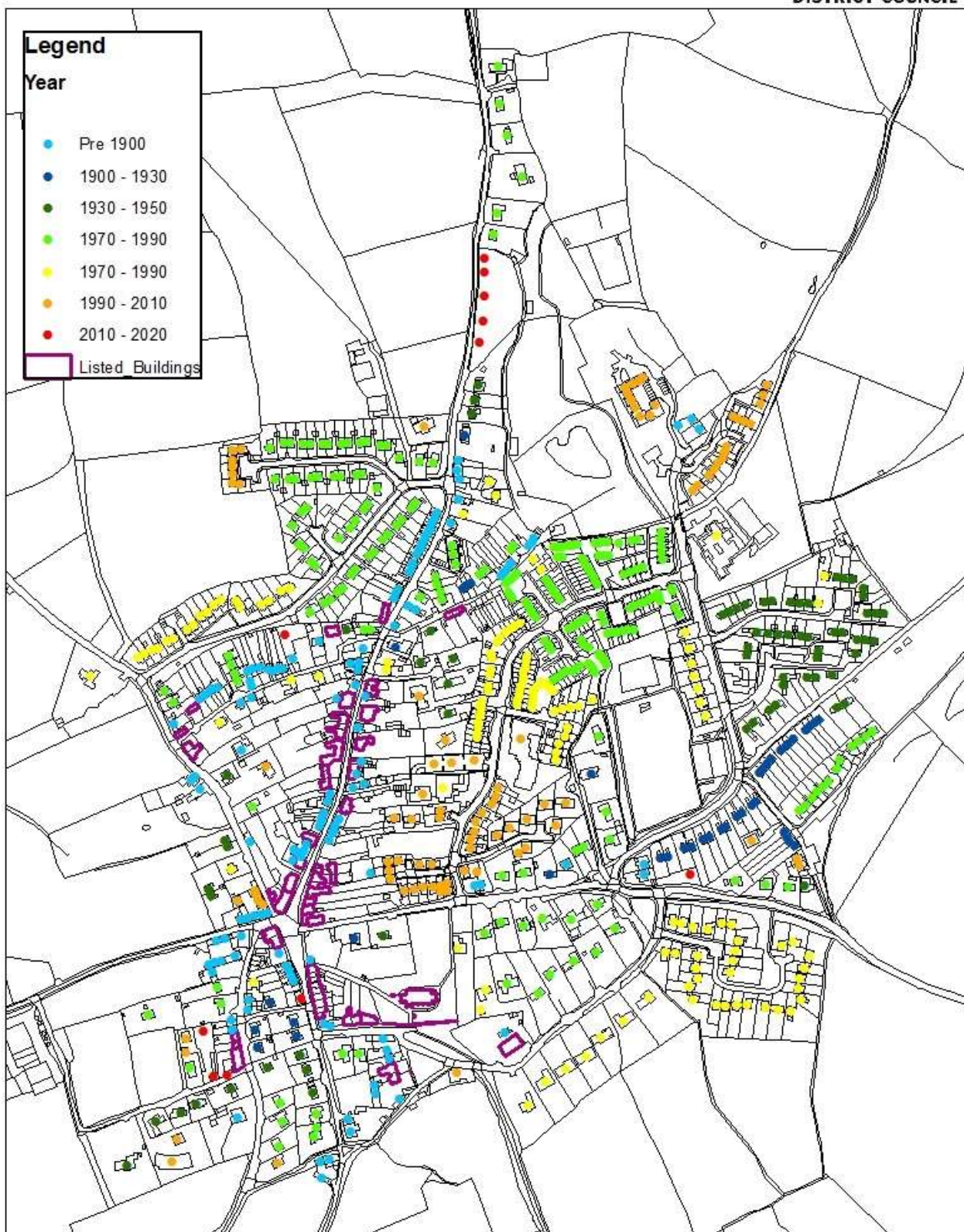
- 10.1 In 2011 the Parish had 864 dwellings that provided homes for 1,875 persons in 839 households (an average household size of 2.2 persons). One person households comprised over 30% of all local households. Over 75% of all houses in the Parish are owner-occupied. Less than 10% can be categorised as ‘social rented’ homes.
- 10.2 Most parishioners live in the Village of Silverton. Surrounding an historic core, the Village grew regularly and in phases throughout the 20th century, mainly as a result of successive housing estate developments (see Map 7).
- 10.3 South east of the Village is the hamlet of Ellerhayes. It was established in the early 20th century to provide housing for workers at the nearby Silverton Mill. Ellerhayes experienced further housing post-1945, with an additional small estate of detached houses developed in the 1970s. More houses were built in the early 1990s when 4 houses were built.
- 10.4 Since the Millennium there have been two small developments in the Village featuring mainly detached properties. There has also been significant infilling over recent years. There has also been a recent re-development of a prominent shop into mews style housing with an attempt to retain a shop front on one house conversion. Many dwellings have also been extended to provide more space.
- 10.5 A small number of affordable homes have been provided over the past 18 years. Three affordable homes for rent were built at Prispfen View as a result of a formal Housing Needs Survey that took place in Silverton in 2005. A further six new affordable homes, Exe View, have been built adjacent to Silverdale since the survey.
- 10.6 Community consultations in 2014, 2016 and 2021 have demonstrated a preference for a continuation of the recent trend for small incremental additions to the housing stock that help to increase diversity in the interests of meeting identifiable local needs. Our policies are intended to ensure that this approach to growth is acknowledged and adhered to. We are supportive of small-scale housing development that contributes to meeting local needs.
- 10.7 To ensure that development takes place on the most appropriate sites, the Neighbourhood Plan identifies some of the future housing areas. The Parish Council indicated in 2015 that it wished to be pro-active in the identification and allocation of future housing sites. The Neighbourhood Plan Steering Group made a local ‘call for land’ in February 2016. The purpose was to identify land that was ‘available’ and consider its potential for development. The call resulted in six sites being appraised. On the basis of that appraisal and the response to the community consultation held in September 2016, two specific sites have been included in the Neighbourhood Plan, with policies aimed at ensuring the development is appropriate to the area and its locality. The site assessment process is described in detail in the Site Appraisal Report May 2017 that has been made available on-line¹³. In order to ensure that the environmental aspects of proposed new developments are fully considered and an independent report,



¹³ <https://parish.middevon.gov.uk/media/123264/site-appraisal-report-may-2017.pdf>

the “Strategic Environmental Assessment for Silverton Parish Council” was produced and has been taken in to account.

- 10.8 During the period 2014-2021, while the Neighbourhood Plan was being developed (and so had no influence on planning in the Parish) planning permission was given by Mid Devon District Council for houses on Butterleigh Road, and outline planning permission for development of the land above Silverdale, although refused by Mid Devon District Council, but was overruled by a government planning inspector.



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Housing - Objectives

1. Restrict the provision of new housing to small-scale development
2. Identify preferred housing development sites
3. Establish development criteria for new housing development
4. Encourage alternative house building initiatives that help provide more genuinely affordable homes for local people and introduce more flexibility into the local housing stock
5. Ensure housing is built in keeping with the local character and distinctiveness of the area
6. Set space standards around new dwelling houses to provide adequately for cars, storage and garden
7. Ensure all new houses are built to carbon net zero standards, and have solar panels.
8. Ensure all new houses are provided with electric vehicle charging points, using vehicle-to-grid connectivity.
9. Encourage terraced housing which offers increased insulation, land economy and harmony with local properties
10. Encourage energy efficiency for existing housing

Our Neighbourhood Plan Policies and their Explanation/Justification

Policy No. HS01	Scale of Housing Development
Policy	

Proposals for housing development of five and fewer dwellings within Village Settlement Boundary as shown on the Policies Map and on sites allocated in the Neighbourhood Plan will be supported provided they conform to the other policies of this Plan.

Explanation/Justification

a. Historically housing development in Silverton has been incremental, reflecting the needs of different times. Community Consultation in 2014 indicated that large-scale growth or development, particularly in the Village, is not welcome nor tolerable. Concerns were raised about narrow access roads, parking, the capacity of the Primary School and of the GP surgery, and the additional space and facilities needed for exercise and recreation. Infrastructure, for example, drainage and sewage, might not cope with a large number of new houses. It is clear from the results of our 2016 Housing Needs Survey that the majority preference, if development is to take place, is for small-scale developments of up to five houses¹⁴.

b. We recognise that there is a need to provide land for new housing. The local evidence report¹⁵ confirms that Silverton is a popular housing market. House prices are relatively high compared with the more urban parts of the district. Average house prices reflect the limited supply, of houses for sale, and the fact that Silverton is regarded as a good place to live and functions as part of the wider housing market of neighbouring towns. In accordance with the strategic context of the Local Plan a total of **13** dwellings is the obligation that the Silverton Neighbourhood Plan has to comply with in contributing to meeting future housing demand. We do not wish to over constrain the local market and therefore push housing prices even further out of reach of local people.

¹⁴ Silverton Housing Needs Survey 2016

<https://parish.middevon.gov.uk/media/194721/housing-needs-report-by-dct-apr-16.pdf>

¹⁵ Local Evidence Report, Silverton Neighbourhood Plan, 2014

<https://parish.middevon.gov.uk/media/123258/local-evidence-report-draft-291114.pdf>

c. Our policy HS01 therefore is supportive of incremental growth via small-scale housing development throughout the Plan period. It also reflects the community's desire to ensure that future housing development is appropriately small in scale so as not to have an adverse affect on the visual amenity and essential infrastructure of the area.

d. It is essential to make sure our waterways are protected by ensuring that each new build is only permitted if it will not overload our sewage plant and stop it functioning efficiently. Overloading the plant, especially after heavy rain or surges, stops efficient separation and allows sewage (including phosphorous contamination) to enter the rivers. Phosphorous contamination kills fish, plants, and wildlife, and makes rivers dangerous for bathing and recreational activities.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF paras. 78-79, 130 *plan housing development to reflect local needs; respond to local character and history*

NPPG para. 026 Consider scale

The Environment Act 2021, DEFRA Guidelines.

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S13 - Villages

Policy No. HS02 Meeting Local Housing Need

Policy

Housing development proposals should demonstrate how they:

- I. help maintain a relevant and balanced mix of housing types and sizes; and**
- II. contribute towards meeting the identified local housing needs in the Silverton Parish Neighbourhood Plan Area by reference to the most recent Housing Needs Assessment for Silverton.**

Explanation/Justification

a. In connection with the Neighbourhood Plan a Housing Needs Survey was commissioned by the Silverton Parish Council and undertaken in February 2016. We wished to investigate the affordable housing need, tenure and house size for local people in the Parish of Silverton, those wishing to return and those who work in the Parish.

b. The Housing Needs Survey 2016 identified a significant local need for affordable housing. In accordance with the guidance offered by the Planning Advisory Service (PAS) about meeting housing needs¹⁶, the Steering Group sought the opinion of the local planning authority. The PAS advises that a housing needs assessment indicating a high level of demand does not necessarily need to result in significant new housing development, if the supply side constraints indicate that there is insufficient land to do so. Mid Devon District Council has confirmed that there is no obligation on the Parish Council to use the Neighbourhood Plan to meet the local need for affordable housing either in full or part within the Silverton neighbourhood area. Silverton Parish should not be treated as an isolated housing market. Housing opportunities in nearby areas and the overall policies for affordable housing provision being pursued by the District Council in different parts of the district can be taken into account. The main responsibility for ensuring housing needs is met rests with the local planning authority i.e. the District Council. The Silverton Housing Need Report of 2016 has provided Mid Devon District Council with an up-

¹⁶ Housing Needs Assessment for Neighbourhood Plans, Planning Advisory Service and AECOM, 2015
<http://www.pas.gov.uk/documents/332612/0/PASNP/5cd2a9da-dc5e-4c5c-a982-e2f4a23d3fcc>

dated statement on the scale and nature of local housing need. The local planning authority will be able to take this into account when applying Local Plan Policy S3 to help maximise the number of affordable dwellings on appropriate developments in the local housing market area.

c. Our call for land and site assessment¹⁷ during 2016 indicated that there were relatively few suitable and available development sites. Moreover, with our preference for smaller incremental development in accordance with policy HS01, we realise that we cannot insist on a proportion of the dwellings being 'affordable'¹⁸.

d. However, we do want new housing development to relate to local needs. In the 2016 Housing Needs Survey, parishioners were asked if they are in favour of a small number of homes being built for local people. 86% of respondents said they were in favour. Our policy HS02 requires developers to be cognisant of the local housing market, through reference to the latest needs assessment and local market intelligence, and provide dwellings that contribute to meeting need and widening choice. For instance, the 2016 Housing Needs Survey clearly indicated a local need for smaller dwellings for singles and couples. The community consultations and the Housing Needs Survey 2016 have highlighted a demand from older residents who are looking to downsize to single storey dwellings, that are easy to maintain and well connected to shops, amenities and health/support services.

e. We have included a policy in the Neighbourhood Plan, HS05, that seeks to address the local affordable housing issue by encouraging and facilitating a community housing initiative.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF paras. 78-79 *plan housing development to reflect local needs and seek rural exception sites to provide affordable housing*

NPPG para. 006 Using guidance to identify needs

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S1 - Sustainable development priorities

Policy S3 - Meeting housing needs

Policy No. HS03	The Glebe Housing Development Site
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Policy

Land at The Glebe is allocated for a mixed use development to provide up to 5 dwellings on the area shaded brown and an area of public open space on the area shaded green as indicated on Map 8. A comprehensive development proposal will be supported provided:

- I. The housing scheme is sensitive to its setting, adjacent to the conservation area and its close proximity to the countryside;**
- II. the visual impact of the housing development from the Churchyard and the Berry is minimised. A Heritage Assessment would be taken into account.**
- III. the housing development minimises the loss of existing trees and hedges and includes additional planting and other measures to protect Priority Habitat on the**

¹⁷ <http://www.middevonparish.co.uk/media/123264/site-appraisal-report-may-2017.pdf>

¹⁸ The small sites affordable housing contributions policy was introduced by the Government in November 2014 to help boost housing delivery and incentivise brownfield development. It introduced a national threshold of ten units or fewer (and a maximum combined gross floor space of no more than 1,000 square metres) beneath which affordable housing contributions should not be sought.

western boundary and improve ecological connections in the area, including the provision of green infrastructure enhancements to ensure a net gain in biodiversity;

- IV. vehicular access to the housing development is provided from a single point with visibility splays appropriate to the speed of traffic, and the public open space incorporates a footpath link from the housing development to the village;
- V. sufficient parking spaces for residents of the new housing and their visitors are provided within the housing site;
- VI. adequate recycling and storage areas are included on the housing site as an integrated part of the design and layout of the scheme so as not to harm visual amenity.

Any planning application for the housing development on the land shaded brown shall be accompanied by a planning obligation that provides for the transfer of the land shaded green (excluding the small building shaded brown) to the Parish Council before the housing development is commenced.

Explanation/Justification

a. The site known as the Glebe in the Village (see Map 8) was 'nominated' for consideration when the Neighbourhood Plan Steering Group made its 'call for land' in 2016. The site was appraised alongside the other sites that came forward. The appraisal and conclusions on its suitability for mixed development was shared with the community at a consultation event in September 2016. Given the limited alternatives, we are supportive of a small-scale



residential development, of up to five dwellings on a part of the site, if there is a significant permanent community gain in terms of play and recreation space and a community woodland/orchard on the rest of the site that will be held in trust as a community asset by Silverton Parish Council to serve the recreation needs of the community in perpetuity. The site lies within the Conservation Area and is highly visible from the churchyard. It is designated in the Conservation Area Appraisal as a "space of merit" (see Map 6). Design and layout will be critical. There is significant community concern about the visual impact of any development on the character of this historic part of the Village. There is concern about the environmental impact too, as the site is currently part of the countryside that surrounds the Village. These concerns are reflected in the criteria of policy HS03.

b. These criteria require the development to avoid the loss of existing trees and hedges and for the development to be suitably screened with native planting appropriate to the area. They also require the provision of sufficient parking spaces, private gardens and outdoor storage areas that are sensitively located within the development site to minimise their visual impact. Ensuring that site access by motor vehicle and foot is safe is also important, particularly as we require a public footpath link from the Village to the new public open space to be an integral part of the development.

c. Development on the southern part of the site will require an imaginative and high quality design, taking our Design Statement into account, with careful planting to screen it from the historic Berry and the Grade I listed church to the north.

d. Development of the northern part for community recreational space and woodland/orchard would compliment the avenue of trees on the Berry and protect the views outward into the countryside and enhance the green biodiversity adjacent to the Village.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF paras. 78-79, 130-131 *respond to local character and history while not preventing or discouraging appropriate innovation. Respond to local needs for housing while providing green space for recreation*

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S3 - Meeting housing needs

Policy S13 - Villages

Map 8 - The Glebe Site



Key

- Green – potential recreation space and a community woodland/orchard
- Brown – potential small-scale residential development

Policy

Development proposals to provide at least two dwellings on the site indicated on Map 9 will be supported provided:

- I. use of the existing topography to ensure that there will be no unacceptably detrimental impact on the skyline;**
- II. existing boundary hedgerow and trees are retained, except where some loss is unavoidable to create safe vehicular access to the site. If this loss occurs, it must be mitigated by restoration and re-creation to provide net-gain in biodiversity;**
- III. sufficient parking spaces for residents and their visitors are provided within the site;**
- IV. private garden space for each dwelling commensurate with the size of the dwelling is provided; and**
- V. adequate recycling and storage areas are included on site as an integrated part of the design and layout of the scheme so as not to harm visual amenity.**

Explanation/Justification

a. The site on Tiverton Road at the edge of the current settlement area (see Map 9) was ‘nominated’ for consideration when the Neighbourhood Plan Steering Group made its ‘call for land’ in 2016. The site was appraised alongside the few other sites that came forward. The appraisal and conclusions on its suitability for development was shared with the community at a consultation event in September 2016.



b. We are supportive of a small development on this site that would provide at least two dwellings. Because the site is on the edge of the countryside it requires sensitive design and layout to ensure that its visual appearance and impact on the local environment is minimised. This includes ensuring that all aspects of the development are contained within the site.

c. The site is separated from the Conservation Area to the south east by a pair of detached two and three storey houses built in the late 1980s, and the modern housing development in Applemede. The impact on the Conservation Area is considered negligible.

National Planning Context

Our policy aligns with current national planning policies and guidance:
NPPF paras 78-79 *Plan housing development to reflect local needs.*

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:
Policy S3 - Meeting housing needs
Policy S13 - Villages



Key

- Brown – potential small-scale residential development

Policy

Community Housing schemes, such as a Community Land Trust, of more than five dwellings will be supported on a site, or sites adjacent to the settlement boundary, where development would not otherwise be permitted providing:

- I. **the development meets the requirements set out in Policy DM6 of the Mid Devon Local Plan 2013 - 2033 including providing an appropriate mix of dwelling types and sizes reflecting identified local need and meets demand based on a current Local Housing Needs Assessment; and**
- II. **the development will not have a significant adverse impact on the character of the area and local landscape setting and;**
- III. **the scheme demonstrates it has taken the Silverton Design Statement into account; and the affordable or low-cost housing will remain affordable in perpetuity to meet local needs.**

Explanation/Justification

a. We are encouraged by the NPPF to ensure that our policies for housing reflect local needs. The Housing Needs Survey 2016¹⁹ identified a significant local need for affordable housing. Meeting affordable housing requirements is the responsibility of the local planning authority and this matter is addressed by the Local Plan.

b. Land availability and suitability, makes it difficult to secure affordable housing as part of a 'market housing' development. The Neighbourhood Plan does however, provide an opportunity to encourage the provision of affordable housing in the Parish through a 'rural exception site' development. Rural exception sites are locations, outside the settlement area, but as close as possible to the Village to keep safe walking routes to Village amenities. The NPPF defines them as "*small sites used for affordable housing in perpetuity where sites would not normally be used for housing... [they] seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection*"²⁰. They can be used to deliver starter homes, retirement homes or to encourage self-build housing, if a need is proven.

c. Silverton Parish Council is keen to explore the potential for realising 'rural exception site' development on the edge of the settlement area, through a Community Land Trust initiative. Community housing is defined as residential development by a group who build on land that is held in common ownership or trust for the benefit of the residents. Our policy HS05 sets criteria by which an exception site development proposal, aimed at meeting an identifiable housing need during the Plan period, can be judged. We also require the land on which such development takes place to be held in trust for the long-term benefit of the community and any affordable housing to remain affordable in perpetuity.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF paras. 78-79 *plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate*

Mid Devon Local Plan

¹⁹ Silverton Housing Needs Survey 2016

<https://www.parish.middevon.gov.uk/media/194721/housing-needs-report-by-dct-apr-16.pdf>

²⁰ Annex 2 Glossary, NPPF, July 2021

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

Our policy relates to the following Local Plan policies:

Policy S3 - Meeting housing needs

Policy S13 - Villages

Policy No. HS06 Parking Spaces on Housing Developments

Policy

New housing development will be required to provide a minimum of two off-road parking spaces for units with 1 or 2 bedrooms and a minimum of three off-road parking spaces for units with 3 or more bedrooms. Garages that count against this requirement must be of a size that allows for the parking of a family size car and a bicycle unless separate cycle storage is provided in accordance with Policy DM 5 of the Mid Devon Local Plan 2013 - 2033.

Explanation/Justification

In a rural area like ours, with a limited bus service in the Village only, car ownership is high. In 2011 it averaged over 1.5 cars per household. With insufficient public car parks, car parking is one of the Parish's major problems.

Residential roads are congested with parked cars on a daily basis, often making access for buses and large vehicles difficult, even hazardous. Ambulances and fire-engines have difficulty getting to where they are needed, as was the case in recent years when a fire in Mill Cottages could not be doused because the fire-engine was unable to reach it.



Large tractors and heavy farm machinery regularly use the lanes and go through the Village. The presence of parked cars forces them to the side of the road damaging verges and hedgerows. New houses with sufficient off-road parking space will not solve the problem, but it should help ensure it does not get any worse.



Our policy HS06 sets a standard for off-road parking (and bicycle storage) provision for new housing development that we feel is necessary given the prevailing levels of car ownership and the lack of capacity of the road network to accommodate parked cars.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. *Setting local parking standards*

NPPG para. 040 Housing design issues

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

DM1 – High quality design

Policy DM5 – Parking

11. Business and Jobs (BJ)

Overview

- 11.1 The Village's history goes back to pre-Roman times. It is one of the oldest villages in Devon. It was a village of some wealth and said to be one of the richest areas in Devon due to its nurture of sheep and trade in wool.
- 11.2 Throughout most of its early existence, the main source of employment was agriculture. This waned with the industrial revolution generating alternative forms of employment, although it is still of some significance locally today. With the advent of machinery, the Culm Valley spawned a concentration of paper mills, one of the largest was the Silverton Mill which at its peak had over 350 employees, a significant proportion of whom came from the Village. Even though the Silverton Mill is located just outside the Parish boundary, several houses in the Parish were owned by the Mill Company. However the Mill closed in 1999 and papermaking ceased. Most of the buildings have been demolished in anticipation of redevelopment for mixed residential and commercial purposes. Also, outside the Parish is the Chitterley Business Centre where sites and buildings are available to provide employment opportunities. The Ruffwell Inn, currently closed, may provide work on reopening.
- 11.3 There are no longer any large-scale employers within the Parish, meaning that most residents in employment have to commute daily to Exeter or other neighbouring towns and beyond for work. A small proportion of the local population is still employed in the Parish in agriculture, education or the retail trade i.e. mainly in the public houses and the shop. The Landmark Trust have made extensive renovations to Silverton Park Stables, which is helping to encourage tourism to the area.
- 11.4 There has been a distinct growth in home working, especially since the pandemic of 2021, despite the limitations of the local broadband service. "Super broadband" service should be available to the whole of the Parish (1 gigabit). To help ensure we remain sustainable, our policies support local business development and enterprise in the interest of ensuring that local services and local working opportunities remain available.
- 11.5 Local Primary Schools at Silverton, Bickleigh, Bradninch and Stoke Canon serve the Parish, with an average of 20 pupils a year from the Parish moving on to secondary education and to higher education thereafter. The community told us during the Community Consultation in 2014 that it would be good to create more local job opportunities, particularly so that school leavers feel that they do not have to leave the area to find suitable employment.

Business and Jobs - Objectives

- 1. Identify and allocate appropriate sites for business development*
- 2. Establish development criteria and limits for new business development*
- 3. Facilitate high speed broadband by fibre or wireless*
- 4. Protect existing employment space*
- 5. Support development of micro business spaces such as artisan workshops, small offices, live-work units*
- 6. Resist large-scale industrial units*
- 7. Require new developments to be as close to net zero as possible, with all parking to provide the ability to charge electric vehicles using vehicle-to-grid connectivity when available.*

Policy No. BJ01 Roosters, Babylon Lane Employment Site

Policy

Redevelopment proposals to protect existing or provide improved business/employment space at the site shown on Map 10 will be supported provided any redevelopment of the site does not result in a net increase in the total footprint of buildings on the site and they:

- I. minimise the loss of existing trees and hedges and include additional planting and other measures to ensure a net gain in biodiversity;**
- II. include adequate and appropriate screen-planting to minimise visual impact and ensure that adjoining uses are not adversely impacted by business activity on the site;**
- III. provide sufficient on-site parking together with an adequate service and turning area on site;**
- IV. satisfactorily address traffic and highway issues with any new access being designed to ensure that vehicles can only enter and leave the site from and towards the west;**
- V. conform to the other policies of this Plan.**

Explanation/Justification

a. The site known as Roosters (see Map 10) was ‘nominated’ for consideration when the Neighbourhood Plan Steering Group made its ‘call for land’ in 2016. It is a brownfield site that contains a vacant and redundant chicken shed. Its owner was content for it to be considered either for residential or light industrial use.

b. The site was appraised alongside the few other sites that came forward. The appraisal and conclusions on its suitability for development was shared with the community at a consultation event in September 2016. As a residential site, it did not ‘score’ highly or gain much community support, particularly because of its distance away from settlement areas and relatively difficult access.

c. However, it was recognised that as the buildings adjacent to the nominated site have been used for employment purposes it would be acceptable for the site to be redeveloped for light industrial use.

d. Our policy BJ01 seeks to facilitate its use as a business/employment facility as long as the development respects its rural location and seeks to minimise visual impact and any negative impact on the local environment.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF paras.84 – *support for continued use for light industrial or storage.*

NPPG para. 033 assessing economic development

Mid Devon Local Plan

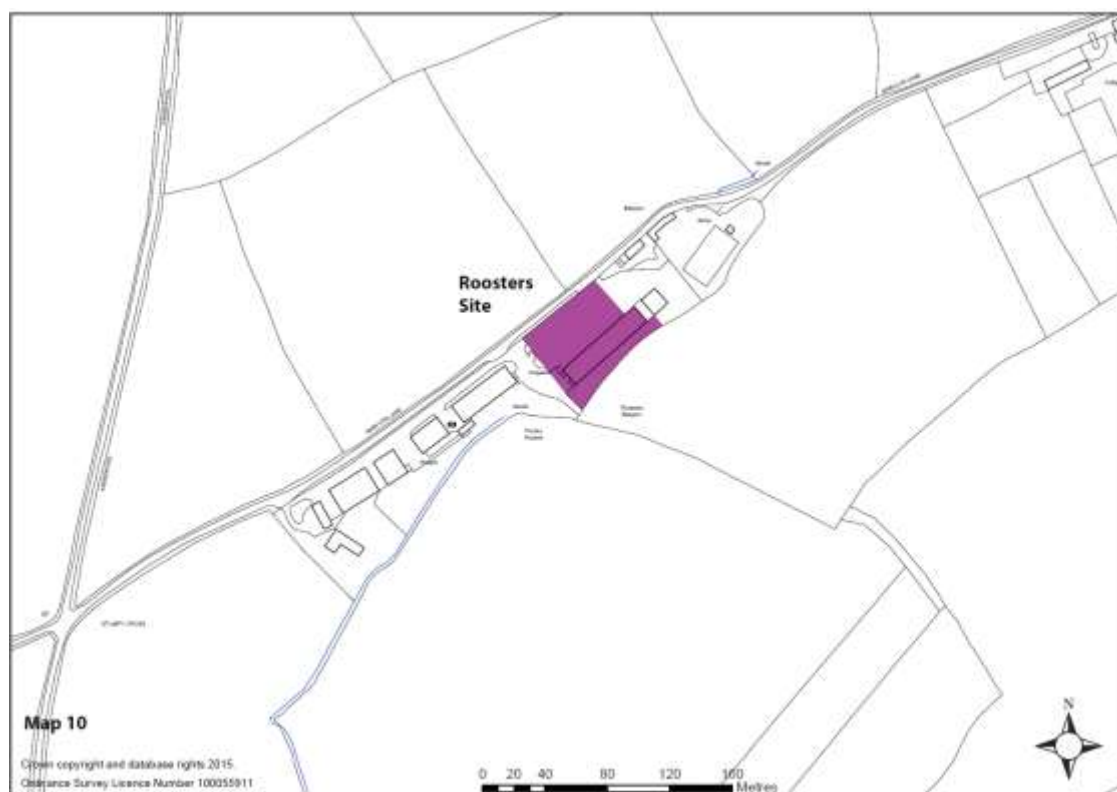
Our policy relates to the following Local Plan policies:

Policy S6 - Employment

Policy S13 - Villages

Policy DM18 - Rural employment development

Map 10 Roosters, Babylon Lane Site



Key

- Purple – Potential residential or light industrial use

Policy No. BJ02 Super-fast Connectivity

Policy

1. **The development of a super-fast broadband infrastructure to serve Silvertown Parish will be supported where it is sensitively sited and sympathetically designed.**
2. **All new residential, educational and business premises should incorporate the necessary infrastructure (ducting etc.) to enable the premises to be served by a superfast broadband (fibre-optic) connection.**

Explanation/Justification

a. The Village is now linked to its exchange by fibre-optic cabling, enabling those within range of the new distribution boxes to receive super-fast broadband, either by underground cable or overhead wire. The rural areas of the Parish still suffer poor connectivity though some can connect wirelessly to mobile phone data services.

b. The availability of a super-fast broadband service is becoming an essential tool for communication²¹ and access to on-line services for business as well as domestic purposes. With the increase in working from home so the demand for super-fast connectivity grows. This need can currently be met for business and

²¹ "Access to the Internet shouldn't be a luxury; it should be a right – absolutely fundamental to life in 21st century Britain." Prime Minister David Cameron, 2 Nov 2015

individuals by Satellite Broadband, but at a price that is out of reach for many individuals. New developments should incorporate the necessary infrastructure to facilitate fibre optic connection.

c. Increasing use of the mobile phone network for internet access relies on the extension of coverage from appropriately sited aerial arrays, and ultimately satellites. Our policy BJ02 is there to facilitate the on-going provision of the best possible service for the people and businesses in the Parish whilst ensuring that the required infrastructure does not despoil the visual amenity and the character of the area.

d. Note that an “Open Access” provider, is a broadband provider that owns the infrastructure but will allow all other broadband providers to use it.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 114 *new premises to have a fibre optic connection on an open access basis. Infrastructure to be sensitively sited*

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S1 - Sustainable development priorities

Policy No. BJ03	Home Working
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Policy

1. Where planning permission is required, proposals for development that combines living and small-scale employment space for office and/or light industrial uses through:

- I. the use of part of a dwelling; or
- II. a small-scale free-standing building within its curtilage; or
- III. extensions to the dwelling; or
- IV. conversion of outbuildings outside of residential curtilages

will be supported provided there is no adverse impact on the character and amenity of nearby residential areas and they meet the criteria of Policy BE01.

Employment space permitted under clause (IV) of this policy must remain as its approved use unless it has been actively marketed for at least 18 months and it can be demonstrated that no demand exists for its continuation for employment purposes.

Explanation/Justification

a. Provision and support for existing and future business activity is essential for the sustainability of the Parish, and to reduce the already considerable daily commuting to nearby towns.

b. Facilitating the provision of small workshops close to, or in association with, local dwellings is felt to be a good way to encourage local enterprise and business development and increase the availability of local services. Our policy encourages development to facilitate home working but introduces safeguards to ensure that nuisance is minimised and the policy is not used as a ‘back door’ way to create an additional dwelling.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF paras. 82 *supports for ancillary office or workshop use of residential premises.*

Our policy relates to the following Local Plan policies:

Policy DM9 - Conversion of rural buildings

Policy DM18 - Rural employment development

12. Traffic and Travel (TR)

Overview

12.1 The Village is an ancient settlement and the road network reflects this. The main traffic route in and out of the Village is Upexe Hill, to the west, which joins the A396 Exe Valley Road running between Exeter and Tiverton. Upexe Hill is used by service buses and a substantial number of heavy agricultural and goods vehicles accessing or passing through the Village. The road, although just wide enough for passing cars, relies on a small number of passing places for larger vehicles. This road passes through the Village Square, bisecting the old part of the Village, and exits to the east into School Road, Park Road and out of the Parish towards Bradninch and Cullompton, Killerton and Exeter.

12.2 School Road is narrow in parts and, for much of its length, has no pavement. With so much heavy traffic using the road this causes safety concerns. At the lower end of School Road there is access into Coach Road which is part of the bus route around the Village. These roads are sufficiently wide to allow the free flow of traffic, but the on-road parking, traffic accessing the school and the movement of the buses regularly cause them to be congested.

12.3 A network of old roads emanates from the Village Square. These have changed little since medieval times. They are narrow and predominantly single track with tight bends. Fore Street leading into High Street, is part of the ancient Turnpike Road which carries a high volume of local traffic through the Village to the Square on mainly single width roads, parts of which have no pavements, also causing safety concerns.



12.4 The 1960s estate of Applemede and Silverdale situated to the west of the High Street, was built with off-road parking and access roads adequate for the normal flow of traffic of the time. These roads now have a substantial amount of on-road parking, much of it from houses in the surrounding streets. It is also regularly used by heavy goods vehicles and large tractors and other agricultural vehicles that are unable to negotiate the narrower roads of Fore Street and High Street.

12.5 The settlement of Ellerhayes too, experiences traffic problems due to a lack of off-road parking space, the size volume and speed of traffic that passes through.

12.6 Our policies seek to further the development of safe alternatives to the private motor vehicle for getting around the Parish, where the road network is mostly narrow lanes with passing places, and support measures that would reduce the impact of the motor vehicle on everyday life in the Parish.

Traffic and Travel - Objectives

1. *Explore proposals to provide new facilities for cyclists should they come forward*
2. *Explore possibility of foot and cycle link between the Village and A396 and the Village and Ellerhayes*
3. *Encourage a reduction in car usage*
4. *Explore appropriate traffic management measures to reduce the speed of traffic lowering pedestrian risks from traffic*
5. *Encourage the creation of off-road parking space*
6. *All new housing should have adequate off-road parking for their residents and visitors*
7. *Encourage the adoption of electric vehicles*

Our Neighbourhood Plan Policies and their Explanation/Justification

Policy No. TR01	Non-Car Travel
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Policy

Development proposals that further the development of an accessible network of safe footpaths, bridleways and cycle routes in and around the Silverton neighbourhood are supported.

Explanation/Justification

a. The community told us in numbers during the Community Consultations of 2014, 2017 and 2021 that they were concerned about pedestrian safety, particularly because of the lack of pavements.

b. On a daily basis, walkers and horse riders use the lanes around the Parish and the streets of the Village, where traffic can come upon them suddenly (especially silent electric cars becoming more common) with startling effect. Bridle paths are a much safer alternative and it is important to upgrade, and where possible, add to them for the safety and enjoyment of horses and riders.



c. The public rights of way and footpaths we do have around the Parish are well used by local people and provide spectacular views of the local countryside. Tourists and organised walking groups also take

advantage of walking through the traditional Devon lanes and accessing the footpaths to view the valleys, moors and the sea, visible from the higher points. The Village shops and pubs also benefit from many of these visitors, bringing much needed income to the Parish.

d. With the marked increase within the Parish of recreational and competitive cycling, safety has become a major issue due to the confines of the narrow lanes and the lack of any cycle-paths.

e. Our policy TR01 supports the development of more footpaths, bridleways and cycle paths in the Parish. We hope this will encourage more people to travel around locally without using a private motor car and many more people to take regular exercise and enjoy the Parish in which they live.

f. It is recognised that such routes can only be implemented with the agreement and support of landowners and occupiers, and we encourage them to engage positively with such proposals.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 104 b,c,d,e and 106 d *provide for high quality cycling and walking networks*
NPPG para. 008 Safe, connected and efficient streets

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S1 – Sustainable development

Policy S13 – Villages

Policy S14 - Countryside

Policy No. TR02 Pedestrian Link to Main Road

Policy

Proposals for the creation of a safe pedestrian and cycle link between the Village and the A396 will be supported.

Explanation/Justification

a. Although there is no footpath between the Village and the A396, because of the timing of bus services into the Village, it is necessary for some people to use Upexe Hill to take advantage of the bus stops on the A396 (Exeter-Tiverton-Exeter route). There is no dedicated footpath on any part of Upexe Hill.

b. The narrowness of this road, with the volume of traffic it carries, makes it a hazardous route and a safety issue. Silverton Walk and Talk Group have confirmed that *“there is also currently no safe pedestrian access to the main Tiverton to Exeter bus route and many villagers are forced to walk down the busy Upexe Hill (a narrow lane with no footpath) to gain access to the bus stops on the A396”*²³.



c. Our policy TR02 supports proposals to further the provision of a car free link between the Village and the A396 if such proposals are presented. This is especially the case after the reduction in evening and weekend services to Silverton village announced in October 2022. Such a link may also serve to encourage more people to use public transport rather than the private motor vehicle to travel to Exeter and Tiverton.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 105 *limiting the need to travel and offering a genuine choice of transport modes*

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S1 – Sustainable development

Policy S8 – Infrastructure

Policy No. TR03 Traffic Management

Policy

- 1. Major development proposals that require the preparation of a Transport Assessment should identify the realistic level of traffic they are likely to generate. They must assess the potential impact of this traffic on pedestrians, cyclists, road safety, parking and congestion within the Silverton neighbourhood area and include**

²³ P. Kidds on behalf of Walk & Talk Silverton, March 2016

measures to mitigate any impacts.

2. Development that would give rise to unacceptable highway dangers or where the residual cumulative impact on the highway network is severe will not be permitted.

Explanation/Justification

a. The geography of the Parish, with its narrow, winding lanes and ancient Devon hedgerows, reinforces the need for management of the speed and volume of traffic to create a safer environment for all road users and wildlife. With the increasing width and size of commercial and agricultural vehicles and machinery, it is now apparent that a width restriction should be a serious consideration. Such a restriction would contribute to reducing damage to the environment of the Parish, particularly the verges, ancient hedges and road surfaces.



b. The roads accessing the Village have partial or no footpaths, making them particularly hazardous for pedestrians. This was illustrated in November 2014 in School Road, at the point at which the footpath ceases and the road narrows, where a pedestrian was injured by a passing vehicle.

c. Our policy TR03 is intended to ensure that the negative traffic implications and impact of all new development are fully taken into account and development does not add significantly to the problems we already experience.

d. The Community Consultations of 2014, 2017 and 2021 confirmed that the Parish is open to additional traffic management proposals in the interest of safety, although opinions do differ on what measures are required. Our policy TR03 recognises this but also makes it clear that any development proposals in the interests of improved traffic management should be fully consulted upon and have the support of the majority of the local community.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 110a, 112a,b and 113 *give priority to pedestrian and cycle movements, and have access to high quality public transport facilities*

NPPG para. 013-015 Transport assessments and statements

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S1 - Sustainable development priorities

Policy S13 – Villages

Policy S14 - Countryside

Policy No. TR04 Off Road Parking

Policy

Development proposals to provide an additional public car park serving the Village of Silverton will be supported provided:

- suitable points for the charging of electric vehicles
- suitable access/egress arrangements can be provided
- the car park is suitably landscaped
- it will not cause significant nuisance to adjoining properties

- it is suitably located
- extension of the lay-by at Ellerhayes for additional parking is supported

Provision of electric chargers at existing car parks and community buildings with car parks is encouraged.

Explanation/Justification

a. A high proportion of residents in the Village do not have regular access to off-road parking, which leaves them no alternative but to park on the roads.

b. There is also a continual problem of commercial and private vehicles parking on double yellow lines, disrupting the flow of traffic. Some vehicles park on the grass verges. Other vehicles park on pavements, blocking footpaths and forcing pedestrians including pushchair users, small children, mobility chair users and the elderly, into the road.

Inconsiderate parking is also a hazard for other vehicles including the emergency services, in particular fire tenders, causing major problems. The community told us during the Community Consultation 2014 that new development must not result in an increase in on-street parking. There was also much support for an additional public car park.



c. There is currently (2022) a small car park for users of the Community Hall, adjacent to a public car park, which no longer has sufficient space to reduce on-road parking in any significant way. This illustrates the need for another public car park, if a suitable site became available.



d. The substantial parking problem we experience emphasises the necessity to ensure that all new developments include sufficient off-road parking, which takes into account modern lifestyles where many households make use of a multiple number of cars. Our policy TR04 emphasises the importance of this issue and encourages development proposals to provide sufficient off-road parking and servicing space commensurate with the type of use proposed. It supports the provision of off-road parking spaces in accordance with the prevailing standards. It also supports the provision of more public parking areas to serve the Village.

e. Extension of the lay-by at Ellerhayes would require consultation with both the National Trust and the local farmer.

National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 107-108 and 111-112 *ensure an adequate provision of spaces with charging points for electric and other ultra-low emission vehicles*

NPPG para. 042 Street design

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy S1 – Sustainable development

13. Community Spaces and Activities (CS)

Overview

13.1 We are fortunate to have several indoor venues for community activities including three church halls, the Lamb Inn ‘Shed’, Room 4 U and a very good quality Community Hall on Wyndham Road. Together

they serve a wide range of purposes and are extremely well used. It is our intention that they should remain at the centre of the community life of the Parish.

13.2 We are blessed to live so close to some very attractive and accessible countryside. However the Parish has only three formally designated recreation areas and is under-provided with public open space, according to Mid Devon District Council’s latest assessment²⁴.

Our three local recreation areas are:

- The Rec Coach Road
- Ellerhayes Play Park
- The Little Rec

All have deficiencies in terms of quality of facilities and require up-dating. Both however remain well used and popular.

13.3 Our aim is to increase the range of recreation opportunities available for people locally. One of the ways in which we can do this is to identify and designate a further site of public open space for the people of the Parish to enjoy.

Community Spaces and Activities - Objectives

1. Support community-based facilities
2. Provide more public open space for community use
3. Keep community spaces well maintained and fit for purpose

Our Neighbourhood Plan Policies and their Explanation/Justification

Policy No. CS01	Existing Community Facilities and Assets
Policy	

Development proposals that result in the loss of local retail uses or the following community facilities:

1. Silverton Community Hall
2. St Mary’s Church
3. St Mary’s Church Hall
4. Evangelical Church and Hall
5. Methodist Church and Hall
6. The Lamb Inn
7. The Lamb Inn Shed
8. The Silverton Inn
9. Room 4U
10. Wyndham House Surgery

will only be supported where:

²⁴ Open Space and Play Strategy, ‘Ethos’ for Mid Devon District Council, 2014
www.middevon.gov.uk/residents/planning/conservation/conservation-areas/conservation-area-appraisals/silverton-conservation-area-appraisal-and-management-plan/

- they are to be replaced with community space of an equal or higher quality on the same site or another site within the area;
- the proposed alternative use would, overall, provide equal or greater benefits to the local community; and
- it is demonstrated, through local consultation, that it is no longer required by the community for the current use it serves or it is shown that the continued use is no longer economically viable.

Explanation/Justification

The Localism Act 2011 provides for a scheme called ‘assets of community value’. This requires district and unitary councils to maintain a list of ‘community assets’.

Community assets can also be nominated by groups with a connection with the community. If the nomination is accepted for inclusion on the Register, local groups will be given time to come up with a bid for the asset if it is put up for sale.



National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF paras. 99 *existing open space, sports and recreational buildings and land, including playing fields, should not be built on with few exceptions (see NPPF 2021 for exceptions)*

NPPG para. 002, 005 Healthy communities and links with planning

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy DM23 – Community Facilities

Policy No. CS02	Existing Recreation Spaces
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Policy

The following public open space, sports and recreational land (identified on Map 11) are very important to the local community and should be protected in accordance with Local Plan policy DM24.

- L. Allotments, Butterleigh Road**
- M. Allotments, Ellerhayes**
- N. Allotments, Tuns Lane**
- O. The Rec, Coach Road**
- P. Ellerhayes Play Area**
- Q. Allotments, Hillcrest**

Explanation/Justification

a. As a community, we value the open spaces and recreation facilities we have. There are not enough and some are not as good as they should be. Our policy CS02 lists the facilities we do not want to lose, unless and until they are replaced with better facilities. The three allotment areas are well used and there is a waiting list for plots.

b. The Rec, Coach Road is the largest dedicated recreation area in the Parish. Aside from the football pitch this area provides for a range of other activities. It includes the tennis court, skate park, children’s play area (with modern equipment), adult outdoor gym, table tennis table, and gazebo. The playing fields also include the Silverton Oak a large specimen that is around 600 years old.

c. Ellerhayes Play Area is a well-equipped modern facility with safety surfaces located in the heart of the new estate and well away from the main road. Whilst bordered by trees, it is still overlooked by the nearby houses, making it a relatively safe area for younger children to play.

d. Just protecting them is not enough. Well maintained community recreational space attracts more use. Recent development of recreational facilities for the older and younger age groups, in the Village including the outdoor gym equipment, play area and skate park, have been a great success.

e. The Parish Council intends to act on the ‘community objective’ that came out of our consultation and encourage local groups to be more pro-active and involved in the management and maintenance of our outdoor spaces.

f. The Little Rec is not listed, as it is already protected as part of the Conservation Area and as a space of merit.



National Planning Context

Our policy aligns with current national planning policies and guidance:

NPPF para. 99 *existing open space, sports and recreational buildings and land, including playing fields, should not be built on with few exceptions (see NPPF 2021 for exceptions)*

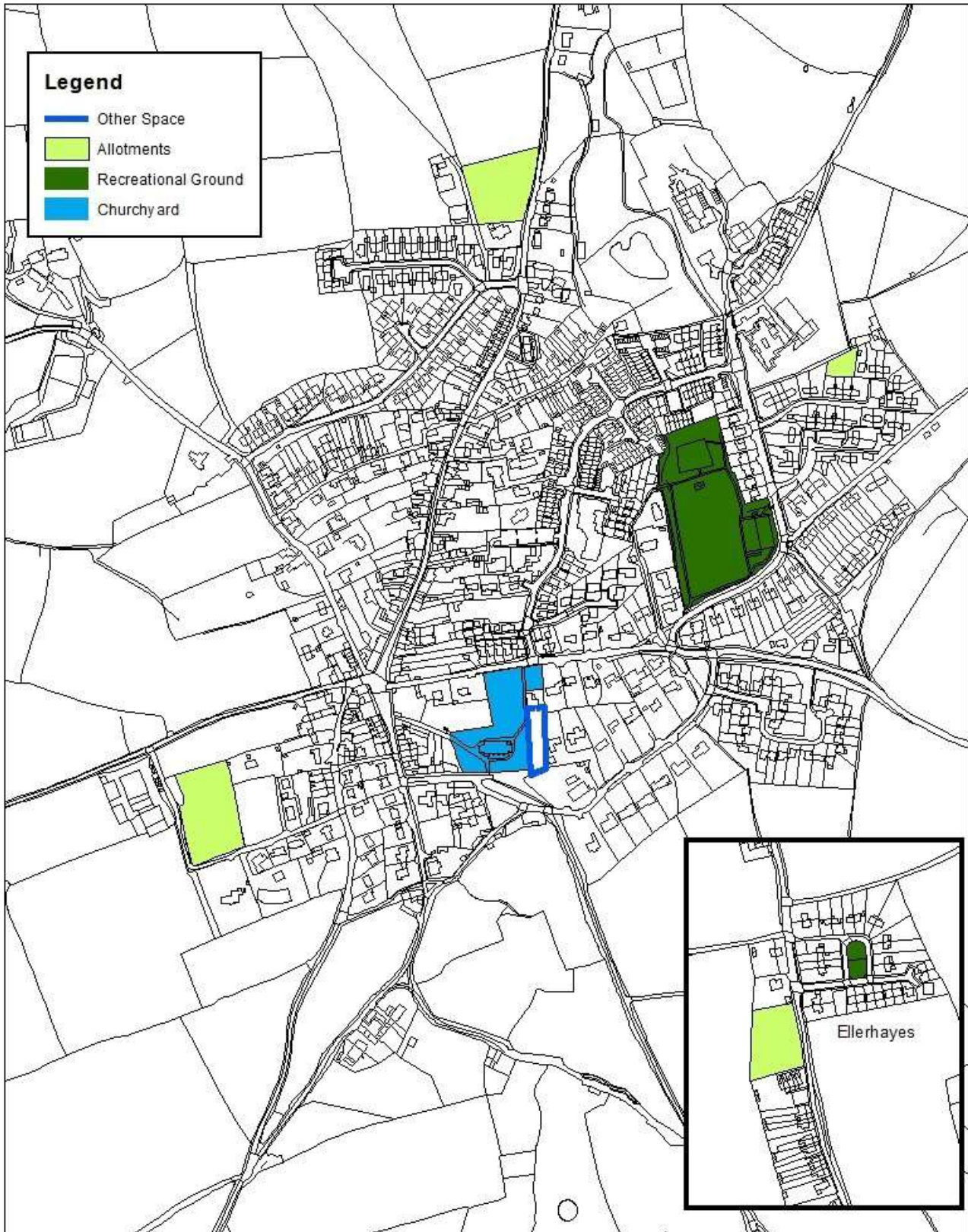
NPPG para. 001 Open space in planning

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:

Policy DM24 - Protection of local green space and recreational land/buildings

Map 11 Existing Recreation Areas (inset map is of Ellerhayes)



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Policy

- 1. The provision of new or improved recreational and sports facilities close to settlement areas will be supported provided:**
 - I. the scale of the facility is related to the needs of the area;**
 - II. there is safe and convenient access for potential users.**
- 2. The provision of new public open space on land at the Glebe that will provide for a range of informal recreation activity will be supported.**

Explanation/Justification

- a. Within or close to the Village there is a lack of level recreational areas for team sports. The football field has a significant slope. The nearest cricket ground is about 1.5 miles away in Thorverton. Recent additional skate park ramps and the improved play area at the Rec, Coach Road are in great demand and demonstrate the value of well thought out facilities tailored to need. It is noted that there are no youth teams in the Village (in 2022) and any youth that want to join a sports club must travel outside the Village.
- b. As well as the topographical limitations of the current recreational spaces, the actual area of planned and managed recreational facilities is well below the recommended area per head of population for all categories including amenity open space, children and young people’s space and outdoor sport and playing field education land (according to Mid Devon District Council’s latest Open Space and Play Area Strategy (2014-2033).
- c. A wider range of accessible sports and recreational facilities would support the public health agenda by providing exercise and fitness opportunities. From the public health profile in Mid Devon our communities are not achieving the recommended levels of daily exercise and fitness. Providing more varied facilities will help achieve these recommended levels of activity for all ages and ability/disability.
- d. The Community Consultation 2014 made it plain that local sporting facilities were inadequate. A range of suggestions were made. Our policy CS03 supports the provision of additional sports and recreation areas should the opportunity arise and the need be proven.
- e. Amongst the needs expressed by the community in the 2014 consultation was for an area, such as a field, that could be used for dog walking. A community orchard was also a well-supported suggestion.
- f. Having carried out site assessment surveys in 2016, we have concluded that land at the Glebe would be a good location to meet the identifiable need for informal recreation space and it also should be suitable for a community orchard. The owner of the site has indicated a willingness to dedicate part of the site for public open space, if permission is granted for a small residential development on the site. Our policy CS03 supports the provision of new public open space at the Glebe.

National Planning Context

Our policy aligns with current national planning policies and guidance:
NPPF para. 98 *access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities, and can deliver wider benefits for nature and efforts to address Climate Change*
NPPG para. 001 Open space, sport and recreation facilities

Mid Devon Local Plan

Our policy relates to the following Local Plan policies:
Policy S5 Public open space
Policy S13 Villages

14. Monitoring the Neighbourhood Plan

- 14.1 There is no statutory requirement for the impact of the Neighbourhood Plan and its policies to be monitored.
- 14.2 Silvertown Parish Council will monitor the impact of policies on change in the neighbourhood area by considering the effectiveness of the policies in the planning application decision making process. They will do this by referring to this Plan when reviewing planning applications. We will keep a record of the application, any applicable policies, and comment from the Parish Council together with the eventual outcome of the application.
- 14.3 A full or partial review of this Plan may be triggered by changes to legislation, changes to national or countywide planning policies or significant planning issues being raised by the local community which cannot be dealt with effectively by a combination of national, district and/or existing Neighbourhood Plan policies. Five years from the date the Plan is made, Silvertown Parish Council will consider the need and value in undertaking a Review.

15. Glossary

The following terms may be used in the Silverton Neighbourhood Plan:

Affordable Housing - Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. This is set out in the UK Government's National Planning Policy Framework (NPPF) Annex 2 and is broadly 20% off market value. If the market value in the area is high, then this housing may not be genuinely affordable to those in social need. (See also Genuinely Affordable Housing below)

Ancient Woodland - a woodland which has existed since the year 1600, or earlier.

Bridleways - are footpaths, but additionally users are permitted to ride or lead a horse, and ride bicycles. Horse drawn vehicles are not allowed. Cyclists must give way to pedestrians and horse riders. Motorcycling is not allowed.

Biodiversity - is the term used to describe the whole variety of life on Earth. It includes not only all species of plants and animals, but also the complex ecosystems they live within. It ranges from species and habitats which are considered commonplace to those considered critically endangered.

County Wildlife Site (CWS) - an area of significance for its wildlife in at least a county context i.e. it may be of county, regional or even national importance.

Curtilage - The area normally within the boundaries of a property surrounding the main building and used in connection with it.

Devon Bank - walling with soil giving added weight and stability, originating in Devon.

Design Statement is a practical tool to help influence decisions on design and development. If not prepared correctly, it will provide a clear statement of a village or town against which planning applications may be assessed.

Flood Risk Assessment - An assessment of the likelihood of flooding in a particular area so that development needs and mitigation measures can be carefully considered.

General Permitted Development Order (GPDO) - The Town and Country Planning GPDO 1995 provides permitted development rights for a specified range of development, meaning that those activities do not require an application for planning permission. However, agricultural buildings and certain telecommunications equipment covered by permitted development rights are also subject to a prior approval procedure.

Genuinely Affordable Housing – Housing that is genuinely affordable for those needing housing within the parish. This is not a nationally recognised term.

Landscape Character Area (LCA) - Single unique areas that are the discrete geographical area of a specific landscape type.

Listed Buildings - Buildings which have been recognised by Historic England (formerly English Heritage) as having special architectural or historic interest.

Local Green Space - Green areas of particular importance to local communities, which meet the criteria of the NPPF (para. 101), designated as 'local green space' to provide special protection against development.

Local Plan - A portfolio or folder of documents - Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs) - setting out the planning strategy for a local planning authority area.

Local Planning Authority - The public body whose duty it is to carry out specific planning functions for a specific area. All references to local planning authority apply in this Plan to Mid Devon District Council

Net Zero - this is an abbreviation of "Net Zero carbon emissions"

NPPF - The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied. It sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so. It provides a framework within which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of communities.

NPPG - The National Planning Practice Guidance is a web based resource which brings together planning guidance on various topics into one place. It was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars which had previously given guidance on many aspects of planning.

Neighbourhood Plan - A plan prepared by a town and/or parish councils or a neighbourhood forum for a specific neighbourhood area (made under the Planning and Compulsory Purchase Act 2004).

Permissive Paths - It is possible for landowners to allow access over their land without dedicating a right of way. These accesses are called permissive paths. To the user, they are often indistinguishable from normal highways, but there are some important differences:

- A permissive path must have some sign or similar indication that it is not intended to be a right of way
- The landowner can close off or divert the path if they wish to do so, without any legal process being involved
- The landowner can make restrictions which would not normally apply to highways, for example to allow horse riding but not cycling, or the other way around

Public Right of Way - is a highway over which the public have a right of access along the route.

Qualifying Body - Either a parish/town council or neighbourhood forum, which can initiate the process of neighbourhood planning.

Use Classes - The Town and Country Planning (Use Classes) Order 1987 puts uses of land and buildings into various categories. Planning permission is not needed for changes of use within the same use class.

Section 106 - The section of the Town and Country Planning Act 1990 that provided for the creation of planning obligations, now replaced by Section 46 of the 2016 Act. Section 106 agreements allow local authorities to ensure that developers provide the infrastructure needed to support new developments. Often referred to as “planning gain”.

Strategic Environmental Assessment (SEA) - A procedure (set out in the Environmental Assessment of Plans and Programmes (Amendment) Regulations 2020) which requires the formal environmental assessment of certain plans and programmes which are likely to have significant effects on the environment.

SUDS - A solution which manages surface and groundwater sustainably by mimicking natural drainage regimes and avoiding the direct channelling of surface water through networks of pipes and sewers to nearby watercourses. SUDS aim to reduce surface water flooding, improve water quality and enhance the amenity and biodiversity value of the environment.

Supplementary Planning Document (SPD) - Documents which add further detail to the policies in the Local Plan. They can be used to provide further guidance for development on specific sites, or on specific issues, such as design. Supplementary planning documents are capable of being a material consideration in planning decisions but are not part of the development plan.

Sustainability Appraisal (SA) - The consideration of policies and proposals to assess their impact on sustainable development objectives.

Sustainable Development - is development which meets the needs of the present without compromising the ability of future generations to meet their own needs.

Appendix A - Evidence Sources

Census Records, Office of National Statistics, 2011

Good Practice Advice on Neighbourhood Planning and the Historic Environment, English Heritage, 2022

Meeting Housing Needs, Supplementary Planning Document, Mid Devon District Council, adopted June 2017

Mid Devon Landscape Character Assessment, Strategic Guidelines, Mid Devon District Council, 2011

<https://www.middevon.gov.uk/residents/planning-policy/local-plan-history/previous-local-plan-evidence/landscape-character-assessment/>

Mid Devon Local Plan Review Option Consultation, Silverton Parish Council, Dec 2013

Mid Devon Local Plan adopted July 2020

https://www.middevon.gov.uk/media/350631/local-plan-review-final-adopted-version_accessible.pdf

National Planning Policy Framework, Department of Communities and Local Government, 2019

Design Statement is a practical tool to influence decisions on design and development. If not prepared correctly, it will provide a clear statement of a village or town against which planning applications may be assessed.

<https://www.gov.uk/government/publications/national-planning-policy-framework--2>

National Planning Practice Guidance, Department of Communities and Local Government, 2021

<https://www.gov.uk/government/collections/planning-practice-guidance>

[National Planning Policy Framework \(NPPF\) – Annex 2](#)

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1005759/NPPFJuly_2021.pdf

Neighbourhood Planning (General) Regulations, HM Government, 2012

<http://www.legislation.gov.uk/ukxi/2012/637/contents/made>

Planning Newsletter, Mid Devon District Council, Jan 2016

Silverton Community Consultation 2014 Report, Silverton Neighbourhood Planning Steering Group 2014

Silverton Community Consultation 2016

Silverton Community Consultation Reg 14 2021

Silverton Conservation Area Appraisal and Management Plan, Mid Devon District Council, 2015

<https://www.middevon.gov.uk/residents/planning/conservation/conservation-areas/conservation-area-appraisals/silverton-conservation-area-appraisal-and-management-plan/>

Silverton Housing Needs Assessment, Devon Communities Together for Silverton Parish Council, 2016

Silverton Neighbourhood Plan, Local Evidence Report, Silverton, 2022

Silverton Neighbourhood Plan, Strategic Framework Report, Silverton Neighbourhood Plan Steering Group, 2014

Site Assessment Report, Silverton Parish Neighbourhood Plan, 2016

Strategic Environmental Assessment for Silverton Parish Council, 2022

The Provision and Funding of Open Space through Development, Supplementary Planning Document, Mid Devon District Council, adopted May 2008

<https://www.middevon.gov.uk/residents/planning-policy/supplementary-planning-documents/>

Wildlife Site Resource Map – Silverton Parish, Devon Biodiversity Records Centre, 2014

Workshop Report, Silverton Parish Neighbourhood Plan, 2014

<https://www.middevon.gov.uk/residents/planning-policy/adopted-local-plan-and-policies-maps/adopted-local-plan-review-evidence-base/>

Appendix B - Community Action Groups

It is proposed that Silvertown Parish Council facilitate the creation of the following action groups, which would act under the governance of the Parish Council, with members of the parish community taking an active part.

Each group would

- have at least one Parish councillor as a member;
- report progress to the Parish Council monthly, and to the Parish Assembly annually.

Silvertown Parish Green Action Group

This group would encourage implementation of the policies to reduce carbon emissions, moving the parish towards Net Zero carbon emissions, by helping to implement the related policies in this plan. The Action Group would:

- Investigate solutions to issues
- Arrange parish meetings
- Liaise with non-profit organisations and other groups to help advise people on appropriate ways forward
- Assist and advise in obtaining grants where appropriate
- Liaise with landowners and property owners where relevant
- Bring people together for bulk purchase action where appropriate
- Obtain grants and raise money when required

Silvertown Parish Homes for Locals Action Group

This group would work on the setting up of a Community Land Trust (CLT) as a legal entity to provide genuinely affordable homes to be reserved in perpetuity for locally connected people of limited means.

The Group would report to the Parish Council. Any proposals for setting up the CLT would be approved by the Parish Council, and would include explicit need for any development to be approved by the Parish Council, in addition to standard planning processes.

The CLT would have at least one nominated Parish Councillor on the Board. Should the CLT fail, then activities and control would revert to the Parish Council.

In preparing for the CLT the group would:

- Investigate models of shared ownership for any CLT including:
 - Housing Association shared ownership models in which the CLT would retain 25% ownership
 - Self Build, in which the CLT would retain 25% ownership.
 - Rental
- Formalise the meaning of “Locally Connected People” (e.g. those growing up in the parish, or living in the parish, or caring for people in the parish).
- Ensure that any proposals are:
 - in line with the Neighbourhood Plan and design statement.
 - contiguous with existing development.
 - keeping with the needs of the parish
 - cognisant of the need to provide additional green space and amenities where possible
- Such a group would
 - seek land from local landowners to obtain a suitable plot, at less than market value, that would not otherwise be approved for development. Such a trust would liaise with housing associations and other organisations to further these aims.
 - Seek grants and other funding to support the trust
 - Keep the Parish informed of progress.