

# Bigbury Neighbourhood Plan 2019-2038



Prepared by the Bigbury Parish Neighbourhood Plan Steering Group,  
on behalf of the Bigbury Parish Council, and following consultations  
with the community throughout the process.

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## FOREWORD

The Bigbury Neighbourhood Plan has been written to reflect how the local community would like the area to be both now and in the future. Once adopted, the policies and proposals of the Plan will have statutory force and will need to be taken into account by our local planning authority, South Hams District Council, when considering any future planning applications in the area. It will also need to be taken into account by Planning Inspectors when considering any appeals. It will give Bigbury Parish a more significant voice in such decisions.

Bigbury Parish Council has overseen the development of the Plan and delegated work to a Steering Group of eight people including representatives from all parts of the area. The Steering Group also includes three Parish Councillors, including myself, our Chairman and our former Ward District Councillor.

The policies and proposals of the draft Plan have been subject to consultation with the local community at various stages including an initial public meeting agreeing to the preparation of this Plan, responses to a Neighbourhood Plan Questionnaire and a Housing Needs Survey and consultation on the allocation of a site for new housing in St Ann's Chapel to provide for the local housing needs of the parish.

The Plan has also been the subject of a Strategic Environmental Impact Assessment and independent Site Assessment carried out by AECOM Ltd., Environmental Consultants, which fully support the Plan and the proposed site allocation.

The Parish Vision *'to conserve and enhance the unique and special character of our rural and coastal community retaining its heritage significance and its outstanding natural beauty, whilst considering sensitive enhancements for the benefit of residents and visitors'* drives the Plan. The Plan also includes a number of objectives, set out on page 9 and at the start of each policy chapter, and 30 policies relating to various different environmental matters which are shown in orange.

The policies set out in the Plan are designed to protect and enhance the best aspects of the parish in its wider environmental context. The Plan proposes a small housing development of 13 dwellings in St Ann's

Chapel which includes eight affordable dwellings for rent or discount purchase. This primarily affordable housing scheme has been designed to provide for the local needs of the parish and to remain affordable to local people in the future.

This Plan has been the subject of consultation under Regulation 14 of the Neighbourhood Planning (General) Regulations 2012 and amendments have been made to the Plan, to address the comments which were received. The Plan is now being formally submitted to South Hams District Council (SHDC) under Regulation 15 for assessment for compliance with regulations and legislation.

SHDC will organise the appointment of an Independent Examiner to review the entire Plan. SHDC will also publish the Plan under Regulation 16 to give anyone interested in the Plan the opportunity to make representations before the examination, these will then be considered by the Examiner.

If the Inspector approves the Plan, with or without modifications, it will then go through to a Referendum when the community will be given a chance to decide whether or not the Plan should be adopted.

I would like to thank the Parish Council, all members of the Steering Group and all of the other parishioners who have helped to put this plan together and hope that the community will be able to support the Plan, which will enable us to progress to the submission stage. It is not too late to put forward your views if you would like any changes to be made.

I hope that you will enjoy reading the Plan and that you will feel that it reflects your hopes and aspirations for the future of our beautiful parish.

Cllr Valerie Scott

Chairman of Bigbury Parish Neighbourhood Plan Steering Group

May 2019

*'to conserve and enhance the unique and special character of our rural and coastal community retaining its heritage significance and its outstanding natural beauty, whilst considering sensitive enhancements for the benefit of residents and visitors'*



## INTRODUCTION

1.1 Welcome to the plan for the future of the Parish of Bigbury. This is a plan which has been prepared by the Bigbury Neighbourhood Plan Steering Group, led by the Parish Council, and following consultations with the local community at various stages of its preparation.

### *What is a neighbourhood plan and why do we need one?*

1.2 In April 2012 the Localism Act of 2011 amended the Town and Country Planning Act 1990 introducing new rights and powers to allow local communities to shape future development, regeneration and conservation in their area by preparing a Neighbourhood Development Plan. The Neighbourhood Plan (NP) allows communities to develop a shared vision for their area and to deliver the sustainable development they need.

1.3 Once adopted this Plan will have full legal force and will be used when considering applications for future development proposals in the parish. It will stand alongside the Plymouth and South West Devon Joint Local Plan (JLP), which was adopted in March 2019. Once adopted the NP will have considerably more weight than the current Bigbury Parish Plan which was produced in 2008.

1.4 The Plan does need to accord with the policies and proposals of the adopted JLP and has been prepared, working in consultation with South Hams District Council (SHDC), to ensure that it does accord with this, Neighbourhood Plans.

1.5 Prior to the MMs the Draft JLP did provide guidance on the type and amount of development which would be appropriate in the sustainable rural villages and suggested that approximately 10 dwellings should be provided in St Ann's Chapel. The JLP does not specifically allocate sites in the sustainable villages. It does however encourage communities, through their Neighbourhood Plans, to identify sites to meet their local needs. In the modifications to the JLP there is no longer reference to the actual number of dwellings which should be provided in any of the villages which are within the Area of Outstanding Natural Beauty but it allows for development to be brought forward to meet local housing needs.

1.6 St Ann's Chapel is regarded as the only 'sustainable settlement' in the parish and this was identified as such in the submission Joint Local Plan; prior to the main modification made in October 2018. As part of this Neighbourhood Plan we are therefore putting forward a specific available and deliverable site which would be suitable for a development of circa 13 dwellings to meet local needs.

1.7 In the MMs there are no longer any town or village settlement boundaries but the plan does allow village settlement boundaries to be provided as part of neighbourhood plans.

1.8 During the preparation of the Bigbury Neighbourhood Plan there were considerable discussions with SHDC policy officers regarding the appropriateness and advantages of having village settlement boundaries and it was agreed that there should be village settlement boundaries around the villages of St Ann's Chapel, Bigbury Village and Bigbury on Sea. The Neighbourhood Plan Steering Group and the Parish Council consider that the settlement boundaries around these three villages, as discussed with SHDC, should remain as part of the neighbourhood plan and these are shown on **Figures 6-8 (page 16)**.

1.9 The MMs have also introduced a new policy relating to Green Open Space. The MMs state that whilst the JLP does not designate any Local Green Spaces, they may be designated in neighbourhood plans and other future development plans. The Neighbourhood Plan does include the proposed designation of some areas of 'Local Green Space'.

### *How has the Plan been made and what is its effect?*

1.10 A meeting with parishioners and the District Ward Councillor was held on 5 December 2015. At this meeting there was unanimous support for preparing a Neighbourhood Plan. Following this meeting the Parish Council applied to SHDC for permission to prepare a Neighbourhood Plan for the parish, as shown in Figure 1, and permission for this was granted in January 2016. A Steering Group, which included two Parish Council members, was also set up in order to guide the plan on behalf of the community, to ensure that the correct procedures were followed, and to engage at all stages with the community in order to develop a shared vision and objectives for the plan and to ensure that policies and proposals in the plan met with these objectives and fully reflected the wishes and needs of the community both now and in the future.

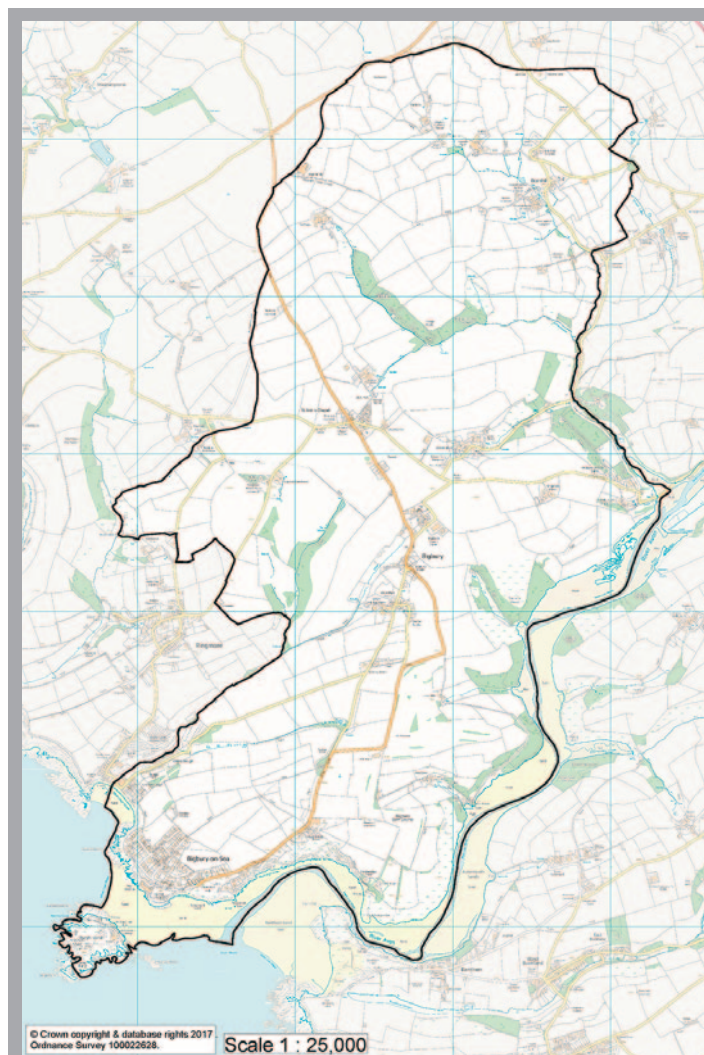


Figure 1: Bigbury Parish Neighbourhood Plan Area

### • QUEEN'S JUBILEE EVENT HELD AT MOUNT FOLLY FARM





• DISPLAY BOARDS AT MEMORIAL HALL EVENT

1.11 The progress of the plan is reported at the monthly Parish Council meetings, in the Bigbury News and on the Bigbury Community website, <http://www.bigburycommunity.co.uk>.

1.12 During the course of the preparation of the plan there have been a number of public events, including a two day event held during, and as part of, the celebrations of the Queen's Jubilee on 11 & 12 July 2016. This event, using display boards and post-it notes available for comments, was in order to obtain the parishioners' views and comments in relation to various planning and environmental issues.

1.13 Using the results of these consultations, and other comments received during the plan process, the Steering Group then prepared a questionnaire (**Appendix 1**). At the same time the SHDC prepared a Housing Needs Survey (**Appendix 2**). The Neighbourhood Plan Questionnaire and the Housing Need Survey were posted, with the Bigbury News, through the letterboxes of 390 properties in the parish on 28 November 2016. This was followed by a further community event on 10 December 2016 to discuss the Neighbourhood Plan Questionnaire and Housing Needs Survey and to provide assistance for completing forms if required.

1.14 A deadline of 8 January 2017 was given for completion of the Questionnaire and Housing Needs Survey. The results of the Questionnaire were analysed by the Steering Group and those of the Housing Needs Survey were analysed by SHDC. 190 households completed the Neighbourhood Plan Questionnaires (41%) and 135 households (35%) completed the Housing Needs Survey.

1.15 The Results of the Questionnaire (**Appendix 3**) were reported to the meeting of the Parish Council on 8 March 2017 and a copy of these results was also posted to all parishioners, with the Bigbury News, on 28 April 2017. These results were also published in the Community Website and hard copies were available at the Holywell Stores, the local village shop.

1.16 The results of the Housing Needs Survey (**Appendix 4**) were reported to the parishioners at a Neighbourhood Plan event held in the Memorial Hall on 17 June 2017. The purposes of the event were to advise parishioners of the results of the Housing Needs Survey and how this could be addressed. It was reported that there was a need to provide a primarily affordable housing development of circa 10 dwellings. It was considered by the community, through the responses to the Questionnaire, and also by South Hams Council through their analysis of the 'Call for Sites' that any development of this size should be located in, or close to, St Ann's Chapel, which is the only 'sustainable village' in the Parish. Six sites around the village were discussed and the site selected, almost unanimously, was a site which lies to the rear of the Holywell Stores on the north west side of the village. A report setting out details of this selection process is enclosed at **Appendix 5**.

1.17 A further event to discuss the draft layout and design concept for this development was held at the Memorial Hall on 10th November 2018. A copy of the notes of this meeting is enclosed at **Appendix 6**.

1.18 As part of the preparation of policies for the Neighbourhood Plan detailed studies were carried out for the four villages within the parish which are St Ann's Chapel, Bigbury Village, Bigbury on Sea and the part of Challaborough which is within the parish (**Appendices 7-10**). The studies were reported to the Parish Council on 12 July 2017 and copies of these were made available at the Parish Council meeting and at the Holywell Stores. They were also published on the community website. Comments were invited to be received by 31 October 2017, with a post box for comments placed in the Holywell Stores.

1.19 The Parish Tree Warden also carried out a study of all of the woods, trees, hedgerows and Devon hedgebanks in the parish and provided an assessment on each of these. Her report also includes recommendations to place tree preservation orders (TPOs) on 4 trees at

Bigbury on Sea and 7 trees at Bigbury Village. Discussions on these possible TPOs are now taking place with the Tree Officer at SHDC and TPOs have been placed on two Monterey Pine trees on Burgh Island and two Oaks in the garden of Craigevar, Parker Road. A copy of her report is enclosed at **Appendix 11**.

1.20 The Draft Plan was prepared by the Steering Group using the evidence collected from these surveys and studies, together with evidence provided by SHDC and data from the Office for National Statistics Census data (2001 and 2011).

### **Strategic Environmental Assessment**

1.21 On 22 November 2017 an application was made to SHDC for a Strategic Environmental Assessment (SEA) and Habitats Regulations Appropriate Assessment (HRA) Screening Opinion. SHDC determined that an SEA was required but not an HRA. A new HRA Screening and Appropriate Assessment was carried out by SHDC in January 2019 to also assess mitigation measures as required in the 'Sweetman' Judgement and also to consult Natural England. The HRA Screening Opinion, Screening Report, Appropriate Assessment and Natural England's response are attached as an Appendix to the Basic Conditions and also published on the Bigbury Community Website.

1.22 The SEA was subsequently carried out by AECOM and the Parish Council were advised that the plan had been assessed as performing very well indeed in terms of environmental and sustainability considerations with no major issues raised.

### **Regulation 14 Consultation on Draft Plan**

1.23 A six week consultation period was carried out between the 19th January 2019 and 8th March 2019, to enable the community the opportunity to comment on the draft plan. We consulted with the District Council, the County Council, the Environment Agency, the AONB Unit, Historic England, Natural England and others to make sure that it meets their requirements and can be supported. Some amendments have been made to the Plan to address the comments made.

### **Regulation 15**

1.24 The Draft Neighbourhood Plan is now being formally submitted to South Hams District Council for their further assessment and SHDC will arrange for the further publication of the Plan, under Regulation 16, before it is submitted to an Independent Examiner who will decide whether it complies with the regulations and has been properly prepared. If the Inspector finds the Plan to be sound the District Council will then hold a Referendum in the Parish so that the whole community can say whether or not they agree with the Final Plan. If there is agreement to the Final Plan it will then be adopted.

1.25 Once adopted the Neighbourhood Plan will have full legal force and will form part of the statutory development plan for the area. The current legislation set out in the Planning and Compulsory Purchase Act 2004 requires a planning application or appeal to be determined in accordance with the development plan, unless material considerations indicate otherwise. The Bigbury Parish Neighbourhood Plan will be part of the development plan and be given equal weight to the policies of the Local Plan.

### **The Structure of the Plan**

1.26 The Neighbourhood Plan follows a simple structure as follows:

- It first sets out the community's Vision for the Parish, provides a set of Objectives and how these could be achieved.
- The policies and proposals of the Plan are then set out under the following headings: housing, employment, agriculture, tourism, community and recreation facilities, open space, natural environment, heritage, transport and infrastructure and resources.
- More detailed and localised policies for the individual villages of St Ann's Chapel, Bigbury Village, Bigbury on Sea and Challaborough.
- It then sets out how the proposals and policies will be delivered and how it will be monitored and reviewed.
- Two Proposals Maps are included in the Plan. The first shows the area designated as an Area of Outstanding Natural Beauty (AONB), Heritage Coast and Underdeveloped Coast. The second shows the other designations.



### ABOUT THE PARISH OF BIGBURY

2.1 Bigbury Parish, which has an area of 1,167 hectares, lies within the District of South Hams in the south western part of Devon. It is a beautiful area and apart from Burgh Island, the parish is wholly within the South Devon Area of Outstanding Natural Beauty. The southern part of the parish, including Burgh Island is also within the South Devon Heritage Coastal Area. The parish gives its name to the magnificent bay lying between Bolt Tail and Stoke Point. In the southern part of the parish there are wonderful views across this bay and across to Burgh Island, which is also within the parish.

2.3 To the north, east and west there are magnificent views of Dartmoor and other areas of open countryside. It is a rural area, used primarily for livestock farming, but benefits from having a wonderful coastline and beautiful sandy beaches, making it also a popular tourist destination. It also benefits from being adjacent to the Avon Estuary which runs along its eastern border.

2.4 The parish contains a few small villages but no towns. There are also no major roads, just local, mainly single track roads, with passing places, and most featuring mature high Devon banks which have rich wildlife value.

2.4 The parish also benefits from having important heritage assets both designated and non-designated, including three scheduled ancient monuments; the three barrows to the south-east of Chapelcombe, the holy well at St Ann's Chapel and the dovecote at Bigbury Court.

2.5 Important listed buildings include the Church of St Lawrence, the old manor house at Bigbury Court, The Pickwick Inn at St Ann's Chapel, Holwell Farmhouse, Hingston Farmhouse, Challons Combe Farmhouse and many Medieval and Georgian cottages. Of particular note is the famous Art Deco hotel on Burgh Island which features in many Agatha Christie novels and which has been visited by many celebrities past and present including royalty.

2.6 Non-listed heritage assets include The Pilchard Inn on Burgh Island, Warren Cottage at Bigbury on Sea, Mount Folly Farm residential barns, many Georgian and Victorian houses, cottages in the historic villages and hamlets and some more isolated properties, particularly in the northern part of the parish and along the Avon Estuary.

2.7 In addition there are two historic villages, Bigbury Village and St Ann's Chapel and two historic hamlets, Easton and Coombe.

#### *History of the parish*

2.8 The name Bigbury is first documented in the Domesday Book in 1086 and St Ann's Well may be a spring referred to in a boundary charter of 846AD. However, the barrows south-east of Chapelcombe and enclosures near Higher Cumery and at Mount Folly Farm indicate much earlier activity in the parish, in the pre-historic and Roman periods.

2.9 Up until the 1870s the land in Bigbury was used primarily for arable farming. The Anglican parish church of St Lawrence dates back to the 14th century but by the 19th century it had become a ruin and was rebuilt in 1872. Bigbury Manor, now called Bigbury Court, dates back to the 17th century. The manor was held for nine generations by a family of its own name, and afterwards passed to the Champernownes, Willoughbys and Powletts. By the 19th century it belonged to the Duke of Cleveland and Dowager Duchess of Cleveland. In 1878 the parish had 465 inhabitants.

2.10 Bigbury Village lying to the south of the manor and the church was by this stage the largest village in the parish and included a school house, blacksmiths and wheelwright carpenters, local store and post office and a public house. There was also a meeting hall, called The Village Institute.

2.11 The village of St Ann's Chapel was at this time much smaller, but included a small chapel, a bakery and The Pickwick Inn. The Pickwick Inn was an inn and resting place on the road from Kingsbridge and Aveton Gifford to the east and Kingston and Modbury to the west. There was also a holy well at Holwell Farm, close to St Ann's Chapel,



• VIEW TOWARDS DARTMOOR FROM STAKES HILL ROAD



• AVON ESTUARY TOWARDS BANTHAM



• AVON ESTUARY



• VIEW OF BIGBURY ON SEA FROM FOLLY HILL





- DWELLINGS AT ST ANN'S CHAPEL
- DWELLINGS ON BIGBURY GREEN



- GLEN COTTAGE, BIGBURY VILLAGE
- TRISTAN AND WAYSIDE, BIGBURY VILLAGE



which was used for obtaining fresh water. At Milburn at the northern end of the Avon Estuary and on the tidal road, there was an oratory near to a spring. The rectory was at Glebe House in the hamlet of Easton.

2.12 Bigbury on Sea and Challaborough were just small fishing villages at this time. There was a fisherman's chapel on the island of St Michael de la Burgh, now known as Burgh Island, and The Pilchard Inn on the island was an inn, used mainly by the fishermen.

2.13 The character of the parish went through a considerable change in the late 19th century and early 20th century following the change from the labour intensive arable farming to livestock farming in the 1870s. This resulted in the construction of many barns within the parish, including Bigbury Court, Willings Farm, Easton and Hexdown. The population was considerably reduced with many of the former agricultural cottages in the village of Bigbury becoming derelict and eventually lost. In addition, much of the land, formerly owned by Wilhelmina Powlett, Dowager Duchess of Cleveland, was sold following her death in 1901.

2.114 The importance of Bigbury Village was further reduced in the early 20th century following the development of the seaside resort of Bigbury on Sea and, in more recent years the growth of St Ann's Chapel.

2.15 Bigbury Village has now lost its school house, local shop and post office and The Royal Oak public house is closed. A petrol filling station and car repair garage, which replaced the blacksmiths and carpenters, has also been closed. The only community facilities now remaining, apart from the church, is a beauticians and hairdressers using the premises of the former local shop and post office.

2.16 St Ann's Chapel has however increased in size. In the 1950s a new mainly affordable housing development, known as Hilltop, was built to the east of the village. At the same time a new village hall, the Memorial Hall, children's playground and playing fields were also provided. The Holywell Stores was originally built in 1912, although

has since been greatly altered and extended. Sadly now it is the only local store left in the parish. The Pickwick Inn, now a public house and restaurant, still remains.

2.17 Bigbury on Sea is a relatively recent development on what had been farming land in the 19th century. There were only a few buildings at that time. These included Folly Farm, Warren Cottage and some fishing canneries. In 1906, the enterprising Bigbury Bay Land Company bought the land from the Cleveland Estate and their planned holiday village was quickly constructed. By the Great War small hotels and holiday bungalows with rooms to let were already in place, and in addition day trippers came from Plymouth by steamers. The advent of motorised transport subsequently placed Bigbury on Sea firmly on the tourist map and The Pilchard Inn and Barden's Tea-Rooms provided food and drink for the many tourists. The golf course and club house, which lies between Bigbury on Sea and Bigbury Village, were developed in the 1920s, as was the famous Art Deco Burgh Island Hotel, iconic views of which can be seen from many coastal vantage points including a splendid view from Folly Hill, the only road to access the village.

2.18 Although some of the original chalet style buildings built during the 1910s remain, the village has continued to evolve. In the 1960s and 1970s the desire to live, or to retire, by the sea encouraged many more bungalows to be built in Bigbury on Sea and at Challaborough, which overlooks the adjoining Challaborough Bay. For holidaymakers who wished to enjoy this exquisite coastline within an Area of Outstanding Natural Beauty there were still plenty of places to stay including the exclusive Burgh Island Hotel, Folly Farm, the Henley Hotel, the Korniloff (prior to its conversion to a residential home for the elderly) and a Youth Hostel. The Bay View Café and Tom Crocker Inn as well as The Pilchard Inn provided sustenance and there was a local shop and post office.

2.19 The desire for second home ownership or for holiday lets has resulted in further building developments of various architectural styles



from the 1990s onwards. However, all the new dwellings have been restricted, through planning control, to sites which are within the confines of the village boundary. The Burgh Island Causeway apartments and leisure club replacing the Tom Crocker Inn were built in 1998 and the Venus Café and Discovery Surf School were set up in the lower car park close to the beach.

2.20 The existing amenities at Bigbury on Sea and Challaborough are mainly tourist based offering some opportunities for employment although many of the employees, including those working at the Burgh Island Hotel, come from outside the area. Sadly some of the facilities such as the youth hostel, shop and post office have been lost. At the time of writing this report the Bay View Café was closed, although it is expected to re-opened as a cafe in the near future, under new ownership.

2.21 Challaborough has also continued to grow with the development of the Parkdean Resorts Caravan Park, which includes a shop, waterside restaurant, swimming pool and other leisure facilities, although these are only open from March to November. There is also a fish and chip shop and surf hire shop, which are within the Parish of Bigbury but again only open March to November.

### Bigbury Parish today

2.22 The parish today occupies an area of 1,167 hectares. The 2011 Census showed that there were 223 households and 483 usual residents in the parish. These figures do not include those households whose properties are second homes.

2.23 As stated above, the whole of the parish is within the South Devon Area of Outstanding Natural Beauty and also benefits from having a superb coastline, which includes Burgh Island, lovely sandy beaches at Bigbury on Sea and Challaborough, and the western side of the Avon Estuary. The parish also includes many important historic buildings, villages and small settlements. It is important that as part of the Neighbourhood Plan the special qualities of our natural and historic environment are preserved and enhanced.

2.24 As a result of the outstanding natural beauty of the area it is not surprising that the parish has become a popular place to live, particularly in retirement or working from home. It is also a popular place in which to have a second home or holiday let. Over the last 20 years house prices in the South Hams have risen well above those in the rest of Devon and dwellings in Bigbury on Sea are now reaching particularly high prices. In many cases housing sites in Bigbury on Sea are bought with a view to redevelopment, including subdivision of plots, or with a view to extending the smaller bungalows and in many cases converting these to two storey properties. This often results in unneighbourly types of development causing loss of sea views to adjoining properties or development which is out of keeping by reason of size, height or design.

2.25 In May 2018 the following properties were for sale:

St Milburga's Oratory, Stakes Hill Road Modern 7 bedroom detached house on site with 12.68 acre garden	£2,950,000
Sunnynook, Clematon Hill, Bigbury on Sea Modern 4 bedroom detached house	£2,000,000
Clanna, Ringmore Drive, Bigbury on Sea 1920s 4 bedroom detached dormer bungalow	£1,050,000
Cumery 17th century, 6 bedroom, detached, former farmhouse with 2.4 acres of land	£825,000
Lincombe Barn, Lincombe Lane, Bigbury 5 bedroom, detached, barn conversion	£795,000
3 Folly Hill, Bigbury on Sea, mid 1960s, 3 bedroom detached bungalow	£750,000
Tamarisk, Parker Road, Bigbury on Sea 3 bedroom, detached bungalow	£750,000

Lewin, Marine Drive, Bigbury on Sea 1980s 3 bedroom detached dormer bungalow	£650,000
29 Burgh Island Causeway, Bigbury on Sea Modern 2 bedroom apartment	£615,000
26 Burgh Island Causeway, Bigbury on Sea Modern 2 bedroom apartment	£595,000
Turtlefields, Lower Bigbury 17th century, 3 bedroom detached cottage	£595,000
Beachdown, Challaborough Modern 4 bedroom detached house	£550,000
Milford, B3392, Bigbury 3 bedroom, built originally as a police house in 1930s, good sized garden	£525,000
The Firs, Back Lane, St Ann's Chapel Modern 3 bedroom bungalow	£470,000
The Hollies, St Ann's Chapel Modern 3 bedroom detached house	£395,000
Rose Cottage, Bigbury Green 17th century, 3 bedroom terraced cottage	£299,950
4 Pickwick Cottages Modern 3 bedroom end of terrace house	£279,950

2.26 It will be seen from the above that there were very few properties which are within an affordable range with only two properties below £350,000. There are also very few properties with less than 3 bedrooms. Most of these are in Bigbury on Sea with the cheapest selling for £595,000.

2.27 The increase in house prices throughout the parish has also made it difficult for younger people to be able to afford to buy properties in the parish and the age range of people now living in the parish is changing with a disproportionate number of people aged over 60.

2.28 The ONS Census data for 2011 showed that 40.6% of all usual residents living in the parish were over the age of 60. In the village of Bigbury on Sea 54% of the usual residents living in the parish were over the age of 60. This is significantly higher than the average for South Hams, which is 33% and for England 22%. The age profile for the parish, shown as percentages for each age group is set out below.

2011 Census	0-9	10-19	20-29	30-44	45-59	60-74	75-84	85+
Bigbury	4.8	8.2	6.6	12.8	27.0	24.4	11.8	4.4
South Hams	9.2	10.6	8.5	15.4	23.0	21.6	7.8	3.6
England	25.9	12.1	13.7	20.6	19.4	14.6	5.5	2.3

2.29 There has been a significant increase in the number of dwellings used as second homes or holiday lets, with the percentage of second homes/holiday lets being particularly high in Bigbury on Sea and Challaborough. The November 2007 survey for the Bigbury Parish Plan showed that 79% of respondents had Bigbury Parish as their principal residence. This had dropped to 65% in the November 2016 survey for the Neighbourhood Plan. In Bigbury on Sea only 48% of respondents to the latest survey stated that the parish was their principal residence.

2.30 In view of the difficulty in obtaining information on the number of second homes or holiday lets through either the ONS census data or Council tax records the Neighbourhood Plan Steering Group have carried out their own survey of property tenancies.

2.31 This survey was carried out between May to October 2018. It was found that of the 369 properties surveyed, 54% were used as a principal residence, 24% were used as a second home, 19% as a holiday let and 3% were vacant. In Bigbury on Sea and Challaborough the percentage of second homes and holiday lets was particularly high with







• BIGBURY ON SEA FROM BURGH ISLAND



• BIGBURY ON SEA



• CHALLABOROUGH



• BEACH SHOP, BIGBURY ON SEA

32% of properties being for principal residence, 35% as a second home, 28% as a holiday let and 5% vacant.

2.32 The significant increase in the number of properties used as second homes / holiday lets within the parish during the last few years is causing concern to many of the parishioners. 81% of those people who completed the November 2016 questionnaire considered that there should be a restriction on the sale of some or all new dwellings (other than replacement dwellings) for principal residence only.

2.33 Tourism is recognised as a major factor in the prosperity of the parish. It helps to provide some local employment and to sustain many local businesses including the cafés, beach shops and leisure facilities at Bigbury on Sea and Challaborough. The local store at St Ann’s Chapel whilst busy all year does particularly well during the holiday periods. The hotels, holiday lets and bed and breakfast facilities available throughout the parish are dependent on the tourist trade and the public houses at Burgh Island and St Ann’s Chapel also depend on tourism for much of their trade.

2.34 62% of respondents to the Bigbury Neighbourhood Plan questionnaire considered that there was inadequate provision for the needs of tourists with the lack of indoor eating facilities on the mainland at Bigbury on Sea. The closure of the Bay View Café was very much regretted with 48% commenting that this should be reinstated and that there was a need for a café, restaurant, pub or other drinking facility that opens all year during the day and in the evenings.

2.35 There was also strong support for the reopening of The Royal Oak public house at Bigbury Village with a lot of interest in having a community run pub, shop or café. Sadly, an application has now been made for the change of use and extension of the Royal Oak Public House at Bigbury Village to provide three new dwellings.

2.36 The popularity of Bigbury on Sea and Challaborough for tourism does however result in the narrow local roads often becoming congested with long queues of vehicles, particularly at weekends. The transportation of caravans to the Parkdean Resorts Holiday Park can also result in long delays with damage to the road surface and sometimes damage to properties. The car park at Bigbury on Sea quickly becomes full on a sunny day. The owner of Folly Farm has provided a parking facility on one of his fields at the edge of the village, which has helped to alleviate this problem.

2.37 Apart from agriculture and tourism there are few other opportunities for employment in the parish. The car maintenance business at Bigbury Village closed a few years ago and the building is now used as a store and workshop for a local builder. There are also opportunities for work relating to building construction and maintenance, building services, landscaping and gardening or social services. Working in the local shops and public houses also provides some work for local people. The Bigbury Golf Club and the management and maintenance of the Bantham Estate also provide a number of job opportunities for local people.

2.38 A few people in the parish have started up businesses working from home but with poor, and for some completely lacking, mobile signals, together with the lack of high speed Broadband for most properties in the parish, it is difficult and sometimes impossible to run a business from home efficiently. Improvements to the mobile and Broadband connections are therefore regarded as a having a high priority by many parishioners and this has resulted in the recent provision of a new Broadband fibre system which is soon to be extended to cover most of the parish.

2.39 There has been a recent loss of some community facilities in the area. This includes the loss of local shops and post offices at Bigbury on Sea and Bigbury Village, closure of the Bay View Café at Bigbury on Sea and closure of the Royal Oak public house at Bigbury Village. The community want to ensure that there is no further loss of community facilities. In response to the concern about the possible loss of the Bay View Café this facility has now been listed as an ‘asset of community value’ and the new owners have indicated that they would like to provide a new larger café/ restaurant on this site.



2.40 In addition to the Bay View Café other community facilities which are considered to be of particular value to the community are St Lawrence Church and the Unwind beauty and hair salon in Bigbury Village; the Memorial Hall, Pickwick Inn and Holywell Stores in St Ann's Chapel; The Oyster Shack; the leisure and café facilities at Challaborough (seasonal use only); the Pilchard Inn, Burgh Island and the Burgh Island Causeway Leisure Club (open to members and their guests only) at Bigbury on Sea. The Bigbury Golf Club is also an important community asset as well as used by some visitors to the area. This is also a membership club with playing and social members. Other facilities used mainly by tourists include the Beach Shop, Venus Café and Surf School, the Henley Hotel and the Burgh Island Hotel. Discovery Surf School is an important tourist, recreational and community facility that provides a service all year around. They run a local Surf Club for children, which annually has up to 70 members. The club provides surf lessons, an annual surf competition, beach cleans and a sociable group for children to be part of. Discovery also many schools throughout the South Hams and Plymouth providing lessons, activity weeks and after school clubs for hundreds of school children every year. They are nationally renowned as a centre of excellence for Special Needs surf lessons, providing specialist surf lessons for children and adults with special needs including autism, downs syndrome, and various mental and physical disabilities. They also work with The Wave Project and Lifeworks charities for special needs surfing.

2.41 Discovery Surf School is also regarded as a destination facility for Bigbury on-Sea, being a well-regarded and long established surf school. Many of the bookings that they take are from people who are specifically coming to Bigbury to surf and the people booking surf lessons often ask the Discovery Surf School for recommendations for accommodation and eating out facilities. This in turn provides customers for the local accommodation and catering services in the area.

2.42 Discovery Surf School has a centre close to the beach and the Venus Café at Bigbury on Sea, a licence to operate from the beach, and a surf shop at Challaborough.

2.43 They have an average of about 11,000 customers (lessons and hire) a year, which is a significant number of locals and tourists coming to Bigbury on-Sea to surf with the surf school.

2.44 The almost complete lack of a bus service is also a problem in terms of the future sustainability of the area. There is just one public bus service a week. It leaves at 9.30am on Friday morning from Bigbury on Sea, picks up passengers at Bigbury Village, St Ann's Chapel, Ringmore, Challaborough and Kingston and then goes on to Modbury and Plymouth taking one and a quarter hours for a journey which by car would take 40 minutes. The return journey starts from Plymouth at 1.30pm and takes the same time coming back. Whilst this facility is for some people the only opportunity they get to be able to shop at Plymouth, for many it is regarded as mainly a social outing.

2.45 The poor public transport is a major problem in terms of attracting families with children to want to live in the parish and a reason why many older people, unable to drive, decide to move to a location where there is a regular bus service and better facilities for shopping and health care. Most households who live in the parish own or have access to a private vehicle (98.7%) and those who do not wish to use private transport rely on taxis. The opportunities now available for on-line shopping, including supermarket home deliveries, have helped but some people especially those living on their own do feel rather vulnerable and isolated.

2.46 The most important issues raised in relation to the environment are the need to protect the natural beauty and openness of the countryside and to protect our coastline, beaches and the Avon estuary. Most of the land in the parish is owned by farmers but in addition a large area of land to the west of the Avon Estuary forms part of the Bantham Estate. This includes the land used by the golf club. This estate was for many years owned by the Evans Estates but was purchased in 2014 by Mr Nicholas Johnston who also owns the Tew Estate in Oxford. Apart from the golf club most of the estate land is in woodland or agricultural use although a large part of the estate is also

used for pheasant shooting area during the winter months. This brings a few visitors into the parish but most of the clients are based at Bantham so this has little effect on the Bigbury Parish economy.

2.47 Another important issue is the need to ensure better protection of our trees and hedgerows and our historic buildings and structures which may not be protected by statutory listing. Warren Cottage, the oldest building in Bigbury on Sea and the Pilchard Inn on Burgh Island are two unprotected buildings which are regarded as having significant local heritage value but are not included on the statutory list. Other buildings and structures have also been identified in our village studies and a wider survey of the parish as being worthy of preservation. A Tree and Woodland Survey has also been carried out by our Tree Warden to provide an evidence base for the Neighbourhood Plan. This includes advice on the trees and woodland areas, which require better protection. A copy of her report is enclosed in **Appendix 11**.

2.48 The design, height and scale of new properties in the parish are also issues that need to be addressed, particularly in relation to new development at Bigbury on Sea and Challaborough. In some cases the scale, height and quality of design has been exemplary but in other cases sadly lacking. Future development in the parish needs to be approached in a more neighbourly and responsible way. New buildings should be more in keeping with the appearance and character of existing buildings and sympathetic to the surrounding area. The Neighbourhood Plan therefore includes design guidance which has been prepared for each of the four villages.

2.49 The community are keen to encourage sustainable forms of construction and to encourage buildings which will be energy efficient, including renewable energy systems where appropriate. There would, however, be a strong resistance to the development of commercial renewable energy farms within the parish.



• MODERN EXTENSIONS TO HOUSE AT BIGBURY ON SEA



• NEW DEVELOPMENT, BIGBURY ON SEA



## VISION AND OBJECTIVES

3.1 The community wishes to ensure that the special and outstanding beauty of this rural parish remains unharmed and that any new development which takes place is restricted to that which is essential to serving the local needs of the community or that which supports tourism, providing that tourism activities do not become overly commercialised or harm the natural beauty of the coastline, beaches and the Avon Estuary.

### *Vision for the future*

3.2 The community's vision for the future of the parish is:

**'To conserve and enhance the unique and special character of our rural and coastal community retaining its heritage significance and its outstanding natural beauty, whilst considering sensitive enhancements for the benefit of residents and visitors'.**

3.3 In order to help to achieve this vision through the Neighbourhood Plan we set out below the following objectives:

- To conserve and enhance the outstanding natural beauty of the countryside, coastline, beaches and the Avon estuary.
- To conserve and enhance the designated and non-designated heritage assets within the parish.
- To conserve and enhance existing woodlands, trees, hedgerows, Devon banks, green spaces and other important features of our natural landscape which are important to the overall environment and have important biodiversity value.
- To support the agricultural economy of the parish and to encourage environment friendly farming methods which support biodiversity and which retain existing field boundaries and hedgerows.
- To conserve and enhance the biodiversity value of the area and to protect and enhance the Green Infrastructure of the parish.
- To restrict new housing development to that which is essential to meeting local needs and only on sites within the existing village settlement boundaries or on the allocated site at St Ann's Chapel.
- To maintain the vitality and viability of existing villages within the parish by retaining existing and encouraging new community facilities.
- To promote a healthy and socially inclusive community by maintaining and enhancing our open space, recreation, leisure and sporting facilities.
- To retain existing and provide new tourist facilities, if appropriate, ensuring that any new facilities are provided in a manner which preserves the beauty and unspoilt nature of the countryside, the coastline and the beaches.
- To retain existing employment uses and to provide new facilities for local employment, providing this does not cause harm to the AONB and is in a sustainable location.
- Any development should be of high quality and sympathetic to the character of the local area.
- To retain the existing network of local roads and footpaths and encourage the provision of new footpaths, bridleways and cycle ways to provide better access to the countryside and increased safety for pedestrians, cyclists and horse riders.
- To seek opportunities for improving infrastructure to make the parish more sustainable.



## POLICIES AND PROPOSALS

### HOUSING

#### OBJECTIVES

To restrict new housing development to that which is essential to meeting local needs and only on sites within the existing village development boundaries or on the allocated site at St Ann's Chapel.

Any development should be of high quality and sympathetic to the character of the local area.

#### Background

4.1 There were 389 dwellings in the parish of Bigbury in November 2016 when the Bigbury Neighbourhood Plan survey was carried out. This is an increase of just 25 dwellings since November 2007 when the Bigbury Parish Plan survey was carried out. The SHDC have advised that they are aware of 122 properties which are classed as second or unfurnished homes. This represents 31% of the total dwellings, which is slightly less than that indicated by the results of Bigbury Neighbourhood Plan Questionnaire. The questionnaire was completed by 41% of households. 35% of the respondents were owners of second homes or holiday lets. The Parish Plan survey carried out in November 2007 and completed by 48% of households showed that 32% of respondents were owners of second home homes or holiday lets, suggesting that there has been a fairly significant increase in this 9 year period.

4.2 Bigbury Neighbourhood Plan Survey also showed that the number of properties used as second homes or holiday lets is considerably higher in Bigbury on Sea and Challaborough with the ratio of principal residence to second homes/holiday lets being about 50:50.

4.3 The popularity of the parish for people wanting to purchase second homes or buy homes for letting purposes only has also had a significant effect on local house prices.

4.4 The results of this Neighbourhood Plan survey were not surprising considering the fact that Bigbury on Sea and Challaborough are popular tourist destinations. However, the amount of second homes and holiday lets is causing some concern to those people who have their principal residence in these villages. It is considered that the decline in the number of dwellings used as principal residences, and the loss of all year trade, is the main reason for the consequent loss of the Bigbury on Sea village shop and post office. More recently the Bay View Café has closed although this was only due to the tenants being asked to vacate the premises prior to and following the sale of the land. The premises have now been bought by the owners of the Burgh Island Hotel and we understand that it is proposed to replace the café with a new café/restaurant of larger size on the same site.

4.5 The village of Bigbury also saw the closure of the village shop due to a fall in local trade. This local shop is sadly missed but its new use as a beauty salon and hairdressers has been welcomed and does provide some local employment.

4.6 The Royal Oak in Bigbury Village was until 10 years ago, a thriving public house and restaurant, well used throughout the year by the local community and people from neighbouring parishes. The local trade, however, dropped following two changes in ownership and the public house closed in 2013. On 23 July 2015 planning permission was granted for the development of four houses on the rear part of the site. The plans showed that the public house would remain in use for this purpose and this was also confirmed in the planning statement. Residents generally accepted the new housing development on the understanding that this would result in the public house being reopened, but the site has recently been sold to a residential developer, who has completely cleared the inside of the public house, taking out the bar and kitchen and making it seemingly more difficult to reinstate the public house use. SHDC did not make the reopening of the public house a condition of the application to develop at the rear and a planning application has now been made to convert and extend the



• OLD POST / GLEAVE COTTAGE, BIGBURY VILLAGE



• COURT COTTAGES, BIGBURY VILLAGE



• GREYSTONES, LOWER BIGBURY



• HOUSING AT BIGBURY ON SEA





public house to provide one 3-bedroom and two 2-bedroom cottages. The responses to the Neighbourhood Plan Questionnaire showed that the community would like the public house to be reopened and there was also some interest in it being run as a community pub. However, the chances of this happening have now been diminished.

4.7 Fortunately, the community facilities at St Ann’s Chapel have continued to flourish. These include The Memorial Hall, the Holywell Stores, The Pickwick Inn, a children’s playground, skateboard area and playing fields. The Memorial Hall is used for a variety of private and community events including Parish Council and Neighbourhood Plan meetings, fitness clubs, youth groups, and many social events including music and film evenings, wine tasting, local talks, children’s parties and a summer fete.

4.8 St Ann’s Chapel is now considered by SHDC and by the local community to be the only ‘sustainable village’ within the parish although its sustainability cannot be regarded as high as it does not have any educational or health facilities and does not have a regular bus service.

4.9 St Ann’s Chapel has seen some limited growth during the last few years with 7 new private dwellings built close to The Pickwick Inn and Holywell Stores. It is also the location of most of the affordable housing provision in the parish.

**HOUSING NEED**

*Introduction*

4.10 The Housing Needs Survey carried out by SHDC was distributed by hand to 389 households including those who own second homes. There were 135 responses (35%). The objectives of the survey were as follows:

- To find out the level of affordable and open market housing required to meet the needs of those living in the parish;
- To establish what tenure and size of property is required in the parish to meet the above needs;
- For South Hams Council to identify a number of recommendations relating to the existing housing stock and the potential need for new housing stock.

4.11 Of the responses received 80% were from those who lived, worked or had family connections in the parish. Only one respondent lived outside the parish but did have immediate family living in the parish.

4.12 12 of the responses were from people who worked in the parish. The remainder (123) were either retired, did not work or worked outside the parish. 27 of the households (approx. 20%) had a member of the household who was over 65.

*Property tenure*

4.13 The tenure split was as follows:

- 85% were owner occupiers
- 10% were renting in the private sector
- 4% were renting from a housing association
- 1% lived in shared ownership accommodation

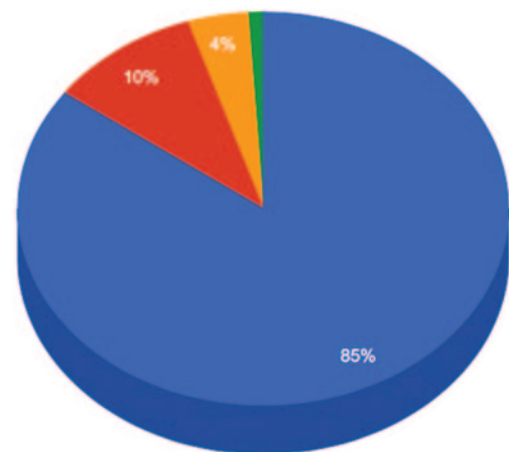


Figure 2: Property Tenure

*Size of dwellings*

4.14 Of the respondents 34% lived in properties of 4 or more bedrooms, which is similar to other areas of the South Hams. In comparison 25% lived in smaller 1 or 2 bedroom properties.

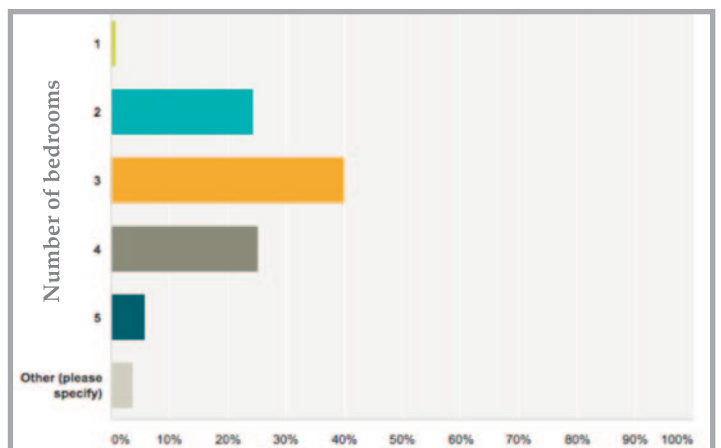


Figure 3: Size of dwellings



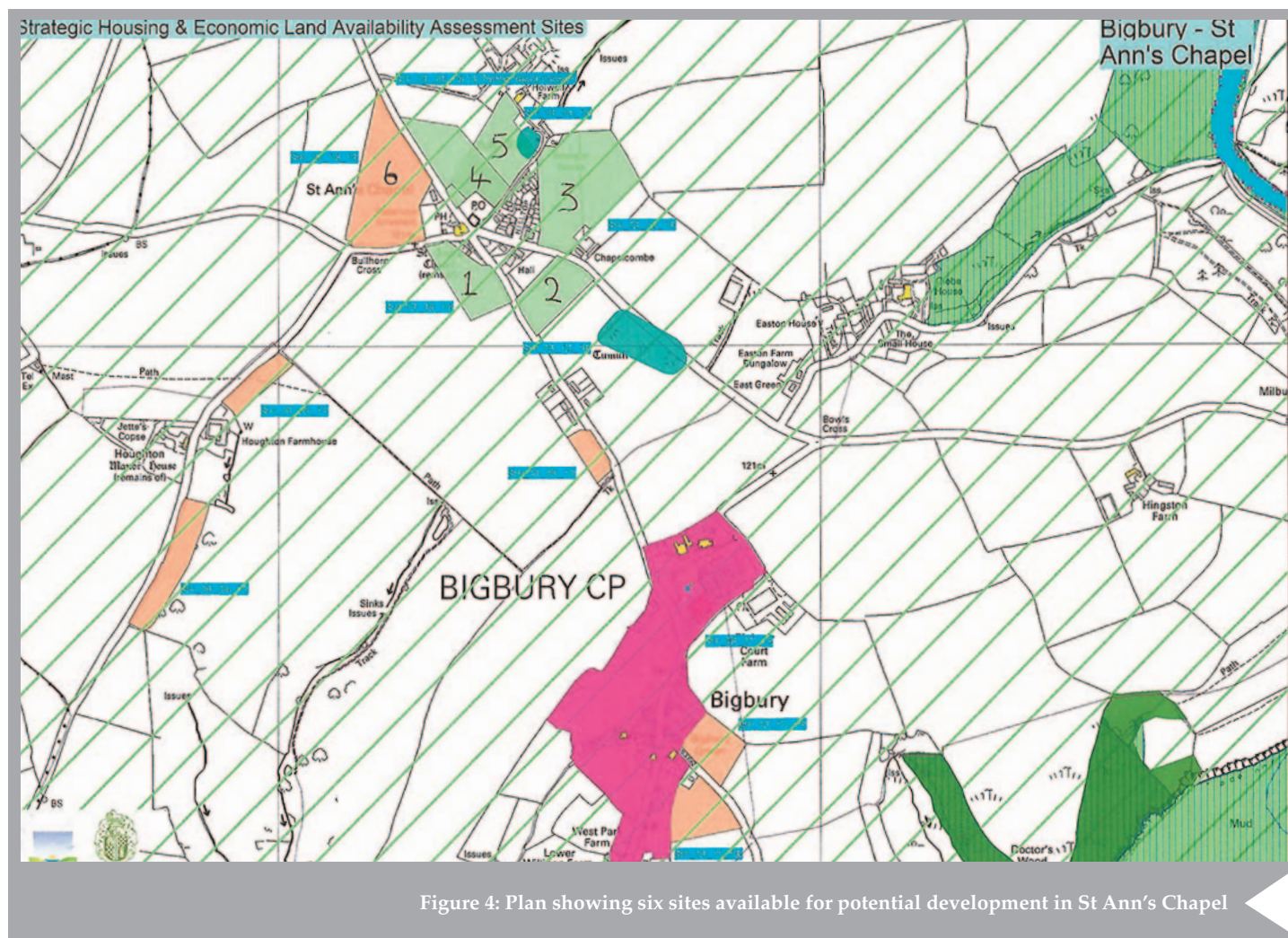


Figure 4: Plan showing six sites available for potential development in St Ann's Chapel

### Housing needs within the next 5 and 10 years

4.15 Of the respondents who answered these questions 9% considered they, or someone in their household, would or may need to move within the next 5 years, of whom 50% gave age/health related reasons, including the need to downsize or move to a location that was on a bus route.

4.16 When asked who would need to move in the next 10 years, 28% of respondents considered they would or may need to move. Of the 16 respondents who gave a reason, 9 stated that they would want to move to a 1 or 2 bed property. The remainder gave health reasons for a move.

4.17 The majority of the responses were from people in the over 65 age group. However, most importantly, of those who considered a move in the next 5-10 years might be required, 49% would want to stay in the parish.

### Future property type and tenure

4.18 The responses were as follows:

- 72% were from people who wished to move into a privately owned property.
- 11% wanted some type of affordable rented property.
- 5% would like some form of accommodation which was specifically aimed at the elderly, whether this be extra care or sheltered accommodation.
- 4% had a desire for self-build or self-finish.
- The majority of respondents were in the over 65 age group and wished to move to a 2 or 3 bedroom bungalow (44%) or flat (13%). 16% would like designated property for the elderly.

- In terms of affordability, 85% considered that they could afford the type of accommodation that they would like. However 18% stated that they would not have sufficient funds to buy an alternative home.
- In terms of rental accommodation, there were 11 respondents who wished to privately rent and 9 respondents who wished to move to housing association rental property.
- For those wishing to move to housing association properties it was also necessary to consult the Devon Home Choice and Help to Buy housing registers.

4.19 It was recommended that the Neighbourhood Plan Steering Group look to enable a scheme of no more than 10-12 units, potentially using the Village Housing Initiative if a 100% affordable housing scheme is not achievable. However, it was pointed out that there may be a need to reduce the affordable housing element by 3 or 4 properties in order to deliver the affordable housing. The Steering Group took these recommendations on board and considered the opportunities available to deliver an affordable housing scheme of this type. These were then discussed with the community and a site was selected in St Ann's Chapel which could achieve this purpose.

### Potential Sites

4.20 The Steering Group initially looked at all the sites which had come forward following South Hams Council's 'Call for Sites'. These included 6 around St Ann's Chapel, 2 either side of Houghton Farmhouse, 2 on the outskirts of Bigbury Village, 2 on the outskirts of Bigbury on Sea and 1 at Challaborough.

4.21 The SHDC considered all of these sites, looking particularly at:

- whether they were in sustainable locations ie close to local shops and services,
- any issues in relation to vehicular access,
- whether there were safe routes for pedestrians, and
- whether there were any other site constraints eg landscape, ecology, heritage and archaeology, flooding or drainage, contamination or other issues.

4.22 All of the sites are within the AONB, which is itself a restraint to any new major development. All of the sites to the south of the Ringmore to St Ann's Chapel road (C252) are also within the Heritage Coastal Area and Undeveloped Coast, which is normally considered unsuitable for development.

4.23 St Ann's Chapel is the only village regarded as being sustainable and all sites, other than those around St Ann's Chapel, were considered unsuitable due to this and other issues. These sites coloured orange on Figure 4 were there which South Hams District Council considered were unsuitable for development.

4.24 SHDC asked the Steering Group as part of their neighbourhood plan to look for a site suitable for circa 10 dwellings. The Steering Group looked more closely at all of the sites around St Ann's Chapel, including site 6 shown orange on the plan, to see which site would be best in terms of:

- access by vehicles and impact in particular on the dangerous junction at St Ann's Chapel,
- safe routes for pedestrians (particularly children) to the facilities we have at St Ann's Chapel,
- impact on the landscape and ecology including loss of important Devon hedgerows, and impact on outlook, important views or other types of residential amenity.

4.25 The analysis of each site was as follows:

#### Site 1 (SH\_05\_08\_14) Land to SE of St Ann's Chapel

4.26 This site was subject to an outline planning application for circa 8 dwellings (LPA Ref: 4097/16/OPA). A previous application for the development of this site has been refused and was dismissed on appeal primarily on highway and pedestrian safety grounds. The revised application showed a new two lane by-pass road around St Ann's Chapel bringing vehicles out at a point south of the existing dwellings on the B3392 road to Bigbury Village.

4.27 There had been considerable objections to this scheme from local residents and the Parish Council had also objected to this application. The application was subsequently refused by SHDC. The reasons for refusal given on the decision notice dated 11 July 2017 related to pedestrian safety due to lack of adequate footways and lack of adequate visibility at the junction of the C252 and the B3392. The second reason for refusal related to the failure of the proposal to conserve the landscape and scenic beauty of this part of the AONB due to the new relocated and wider highway and the resulting loss of Devon hedges.

4.28 The local community had however raised other concerns about the application which can be summarised as follows:

- Highway safety with vehicles travelling from Ringmore and from this site, and then going north, having to go through the junction at St Ann's Chapel. It would put extra traffic on the B3392 when travelling from Bigbury Village to St Ann's Chapel. Vehicles might also be travelling at higher speeds due to the western arm of the junction being pedestrianised. This would add to the danger for drivers entering the junction from Stakes Hill or from the car park to the rear of the Holywell Stores.
- The junction at St Ann's Chapel is further complicated by the considerable volume of traffic coming from Kingsbridge and Aveton

Gifford via either the tidal road or Easton and heading for Ringmore, Bigbury Village or Bigbury on Sea.

- Safety for pedestrians not resolved. They would still need to cross road in front of the Pickwick Inn.
- New road will give the scheme an urbanised appearance and will result in loss of substantial sections of Devon hedges along both roads particularly in order to provide access and visibility splays.
- The proposed scheme was for 4 x 3-bed affordable units and 4 private open market (3 x 4-bed and 1 x 5 bed units). This did not meet the housing needs identified from the Results of the Neighbourhood Plan Questionnaire or from the SHDC Housing Needs Survey. The local housing need is for smaller dwellings and for primarily affordable housing.
- The site will be very prominent when travelling from Bigbury Village or from Ringmore and is within the Heritage Coastal Area and the Undeveloped Coast, as well as the AONB.

4.29 Unfortunately this application was allowed on appeal but at the time of writing this plan no details of the scheme had been submitted.

#### Site 2 (SH\_05\_12\_16) Part field behind Memorial Hall

4.30 This site has similar problems in terms of access on to the B3392 causing the removal of substantial sections of Devon hedge and traffic travelling north still having to go through the dangerous junction at St Ann's Chapel. There are also problems in being able to provide a safe access for pedestrians and for children needing to go to the Holywell Stores or to catch the school bus. There was also a concern that visitors to a development on this site may park their cars in the Memorial Hall car park, which is also used by members of the local coastguard/rescue services.

4.31 The site is also within the Heritage Coastal Area and Undeveloped Coast, as well as AONB, and would extend the village into the open countryside to the south of St Ann's Chapel.

#### Site 3 (SH\_05\_13\_16) Land at Chapel Farm, to the east of Hilltop

4.32 This site does have the advantage of being less exposed in terms of the impact on landscape. Development would be located to the east of the Hilltop estate. The new housing would be close to the facilities at the Holywell Stores and the Memorial Hall but pedestrians would need to walk along the Stakes Hill Road, which has very limited footpaths.

4.33 The biggest disadvantages are as follows:

- Access would be via the Stakes Hill Road putting more vehicles on to this road, which has a very dangerous exit on to B3392 at The Holywell Stores. Drivers and passengers in vehicles exiting The Holywell Stores car park are also put at risk when joining the Stakes Hill Road close to this junction.
- Development on this land could impact on views from some of the dwellings in Hilltop.
- Access to this site via the Hilltop development would result in similar problems. This would only be possible if the same housing association (Live West) was being used. It would also result in more vehicles passing through this estate which would cause danger to children living here.

#### Sites 4 and 5 (SH\_05\_09\_14/16) Land at Holwell Farm

4.34 These sites are both part of Holwell Farm with Site 4 being that closest to the rear of the Holywell Stores. The Steering Group considered that part of this site was the preferred site for development for several reasons. The main advantage is that it can be accessed from the B3392 to the north of St Ann's Chapel therefore avoiding the St Ann's junction for vehicles travelling north. The Steering Group considered that the vehicular access should be positioned a short distance to the north of the two new houses built on the east side of the road. The Devon bank is lower, less well formed and not rich in species



	1	2	3	4	5	6	Comments
<b>Designated Site (Scheduled Ancient Monument)</b>	Green	Green	Green	Green	Green	Green	Holy Well in SE corner of Holwell Farm land and Long and Bowl Barrows south east of Chapelcombe
<b>Flood Risk</b>	Green	Green	Green	Green	Green	Green	No sites at risk of flooding
<b>Landscape (AONB)</b>	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Affects all sites. Site 6 in most prominent location within AONB being on brow of hill and visible from long distances when approaching St Ann's Chapel from north.
<b>Landscape (Historic Coast/Undeveloped Coast)</b>	Yellow	Yellow	Green	Green	Green	Green	Affects all sites to south of C252 and to south of Stakes Hill Road
<b>Nature Conservation</b>	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	All sites need to be assessed for bats, dormice and Cirl Buntings but most sites apart from Sites 4 and 5 result in significant loss of mature hedgerows where Cirl Buntings could be nesting.
<b>Agricultural Land Classification</b>	Green	Green	Green	Green	Green	Green	All sites are Category 3.
<b>Site size</b>	Green	Green	Green	Green	Green	Green	No sites too small.
<b>Location in relation to development boundary</b>	Green	Green	Green	Green	Green	Green	All sites are adjacent to development boundary.
<b>Proximity to local services</b>	Green	Green	Green	Green	Green	Green	All sites are close to local services but not all sites can provide safe pedestrian access to these.
<b>Walking routes to local services</b>	Red	Red	Yellow	Yellow	Yellow	Red	Sites to west of B3392 score red. Those to east but with no safe pavements along roads used score orange. Only Sites 4 and 5 have safe access to all local services, excluding public house.
<b>Vehicular Access</b>	Red	Yellow	Yellow	Yellow	Yellow	Yellow	Current proposals for Site 1 show diversion of C252 which would result in considerable problems in relation to highway safety. Sites
	Red	Yellow	Yellow	Yellow	Yellow	Yellow	with significant loss of mature hedgerows to achieve access shown orange.
<b>Public right of way</b>	Yellow	Yellow	Green	Green	Green	Green	Only Site 1 has PRoW through site which would be stopped off.
<b>Historic environment</b>	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	All sites are close to listed buildings. Sites 2, 3, 4 and 5 also close to Scheduled Ancient Monuments. Site 5 could significantly impact on setting of Holy Well and listed Holwell Farm. Loss of mature Devon hedgerows relating to Sites 1, 2, 3 and 6 also result in loss of a non-designated heritage asset.
<b>Pollution, contamination and hazards</b>	Green	Green	Green	Green	Green	Green	No sites affected by pollution, contamination or hazards.
<b>Ground conditions</b>	Green	Green	Green	Green	Green	Green	Ground conditions for all sites are good.
<b>Availability of main drainage</b>	Green	Yellow	Yellow	Yellow	Yellow	Yellow	All sites would be able to access sewage works although this might be more difficult for Site 2. South West Water raised objection to Site 2 but not to Site 1. This might have been due to size of developments being proposed.
<b>Residential Amenity</b>	Red	Yellow	Yellow	Yellow	Yellow	Yellow	All sites apart from Site 2 affect views from adjoining residential properties but Site 1 has greatest effect on views including views.
<b>Planning History</b>	Yellow	Yellow	Yellow	Yellow	Yellow	Yellow	Awaiting PINS decision re appeal following refusal of development on Site 1 at time of appraisal. Officers concerns raised in respect of pedestrian safety issues for development on Site 2.
<b>Scoring</b>							
Red	3	1	0	0	1	1	
Orange	6	9	7	5	4	5	
Green	9	8	11	13	13	12	

Figure 5: Summary of matrices

in this location. It is also set slightly further back from the road.

4.35 The Steering Group considered that any new dwellings should not be positioned too close to the new houses on the B3392 and the access road should also be kept a reasonable distance away. It would also be important to protect the views from other properties including the residential first floor of The Holywell Stores. Fortunately the land does drop away to the rear of The Holywell Stores car park.

4.36 It was considered that a development in this location would not unduly harm the views from existing properties along the B3392 and there is good screening between this site and Hilltop which is located on the other side of the track leading to the Holwell Farm.

4.37 Pedestrian access from this development could be along the track leading to Holwell Farm with easy and safe access to The Holywell Stores, to the Memorial Hall and to the school bus stops.

4.38 Development on this site would fit in well with the landscape seen against the backdrop of the Hilltop development and as it would be set at a lower level it would not be too prominent on the skyline.

4.39 A plan showing the part of Site 4 which the Steering Group considered could be developed is enclosed at **Appendix 10**.

4.40 The Steering Group considered Site 5 to be too far from the centre of the village although it could be accessed from the existing track to the farm which lies about 100m to the north of St Ann's Chapel.

**Site 6 (SH\_05\_14\_16) Land north of Pickwick Inn**

4.41 Although Site 6 is shown in orange on the SHDC map the Steering Group also looked at this site. South Hams Council considered that the vehicle access to this site would remove hedge banks and exacerbate pressure on the Ringmore turn at the Pickwick Inn junction. It is assumed that the Council were expecting the access to be from the C252 Ringmore Road but the Steering Group considered that the access could be from the B3392 which would avoid this problem. The Devon hedgerows are however much higher and of more importance than on the western side of the B3392 where the access to Site 4 was envisaged.

4.42 SHDC also considered that it would be difficult to secure safe pedestrian access from a development on this site to the existing services. A similar concern related to pedestrian access from Site 1. The Steering Group considered that any development to the west of the B3392 would result in problems of being able to provide safe pedestrian access.

4.43 SHDC also considered that Site 6 was in an elevated and prominent location within the AONB. The Steering Group also considered that development of this site would be more prominent when viewed from the north and as such consider that Site 4 which is set on lower ground against the backdrop of existing development would be preferable.

4.44 A summary of the matrices produced for each of these sites is shown in **Figure 5**.

**Conclusion**

4.45 The Steering Group having looked carefully at the six sites available around St Ann's Chapel considered that part of Site 4, ie that part to the rear of The Holywell Stores, would be the best site. A Neighbourhood Plan community event was held on 17 June 2017 to discuss the options for new housing to meet local needs. This was attended by over 50 people. All of the sites referred to above were discussed and the people entitled to vote (those living or working in the parish), which was most of those in the hall, were then given voting slips to put in a ballot box before they left.

4.46 The community voted overwhelmingly in favour of Site 4 with the voting as follows:

- Site 1 (Site to the south west of the village - subject to refused outline application for 8 dwellings) = no votes
- Site 2 (Site to the south east of the village, to the rear of the Memorial Hall) = 4 votes





- Site 3 (Site adjacent to the Hilltop development off Stakes Hill road) = 2 votes
- Site 4 (Site to the north west of the village, to the rear of Holywell Stores = 41 votes
- Site 5 (Site to the north west of the village extending to Holwell Farm) = no votes
- Site 6 (Site to the north east of the village, to the rear of the Pickwick Inn) = no votes.

4.47 Following this consultation, a draft layout plan was prepared to assess the amount of land that would be required to accommodate circa 10 dwellings. This also showed access from the B3392 to the north of the village and pedestrian access along Holwell Lane, which is now used only by occasional vehicles accessing Holwell Farm. The draft scheme was sent to Mr David Parkes, Senior Specialist for Community Projects in the Housing Department, South West Devon Council, and a meeting was held on site on 20 July 2017. Mr Parkes provided advice on how the scheme could be taken forward with the need to carry out some more detailed assessments regarding highways, trees and ecology, landscape and AONB impact and a needs assessment. He also gave advice on how this could become a Community Land Trust project and suggested ways of being able to fund this. Finally, he recommended having meetings with both SHDC planning officers and Devon CC Highways officers.

4.48 It was also necessary to ensure that the owners and farmers of the land, were satisfied with the draft scheme. The principle of the proposed development had been discussed with them prior to the community event but it was necessary to establish the extent of land that would be required. A meeting took place with the landowners, the Chairman of the Parish Council and Chairman of the Steering Group on 15 August 2017. The landowners were keen to ensure that the proposed development would be acceptable to those living close to the site and suggested some amendments to the draft scheme in order to protect the views of adjoining residents. The landowners also emphasised the need to keep the boundaries of the development site square to the remaining field in order to assist in ploughing and harvesting the field for its arable use. Subsequent amendments were made to the layout in order to address these matters. The proposals at the time of writing this Draft Neighbourhood Plan showed a scheme for 13 new dwellings. The increase in the number of units was considered necessary in order to make the scheme financially viable.

4.49 In order to provide for the local housing needs of the parish the Neighbourhood Plan makes provision for maximum of 13 dwellings, of which at least 60% would be affordable on one new housing site at St Ann’s Chapel, subject to Policy BP1 as set out below.

**Policy BP1 – Housing Allocation**

**Provision will be made for the development of a maximum of 13 dwellings on the site to the rear of Holywell Stores. At least 60% of the dwellings will be affordable and include a range of two and three bedroom properties including some bungalows. The highways access should be from the B3392 to the north of St Ann’s Chapel and a pedestrian/cycle link should be provided to link into Holwell Lane to provide safe and easy access to the Holywell Stores and the school bus stop in front of the store. A pedestrian link to the Hilltop development should also be provided to enable safe access to the Memorial Hall, children’s playground and playing fields and the other school bus stop. An area of public open space should be provided on site to serve the needs of the residents.**

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

- NPPF paras 7-11, 13-16, 29, 59-62, 66, 69, 77 and 78.
- JLP Policies SPT1, SPT2, SPT3, TTV1, TTV2, TTV25, TTV 27, DEV8, DEV9 and DEV28.
- AONB MP Policies Lan/P1, Lan/P6 and Lan/P7.



• NEIGHBOURHOOD PLAN EVENT 17.06.17

4.50 Apart from St Ann’s Chapel there are no other villages in the parish which are regarded as being sustainable. Policies TTV1 and TTV30 of the Joint Local Plan state that new housing development required to meet locally identified needs should be located in sustainable villages and that within the AONB this should not be of such a scale that it will result in significant landscape impact or pose a threat to the special qualities of the AONB. The JLP no longer provides a recommendation in terms of the appropriate number of dwellings which should be provided in sustainable villages which are within the AONB. However, the SHDC Housing Needs Survey stated that for a mainly affordable housing development a scheme of at least 10 dwellings would be required to make the development viable.

4.51 With regard to the limited size of St Ann’s Chapel it is not considered that any further housing development outside of the village settlement boundary would be appropriate in this village. Bigbury Village and Bigbury on Sea are not regarded as sustainable villages and as such are not regarded as suitable for any significant growth. Proposals for any new housing within these villages should be restricted to the already developed parts of these villages and be kept within the village settlement boundaries as shown on Figures 6, 7 and 8, page 16. Settlement boundaries are no longer shown in the JLP but the Parish Council consider that the use of settlement boundaries is useful in ensuring that new development is mainly kept within the existing built



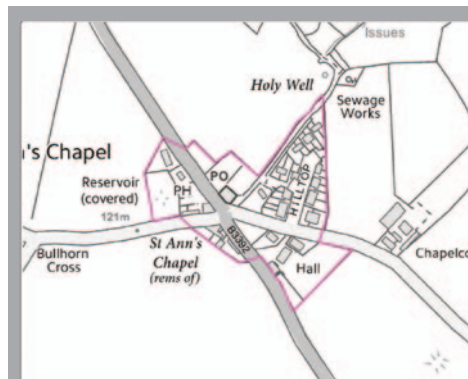


Figure 6: Settlement boundary for St. Ann's Chapel

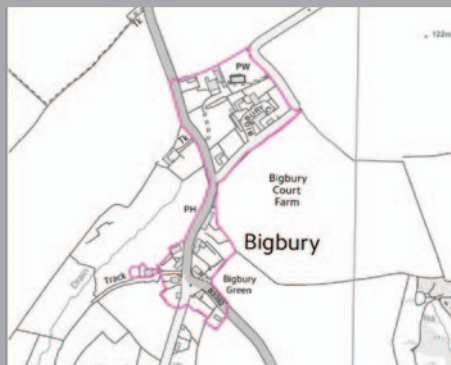


Figure 7: Settlement boundary for Bigbury Village

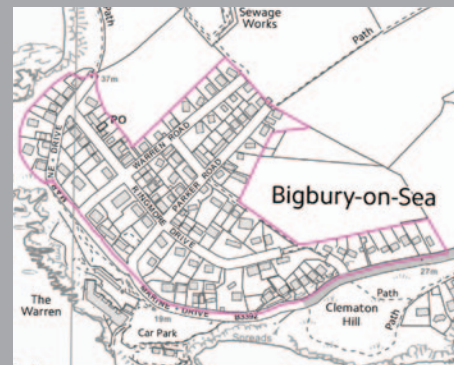


Figure 8: Settlement boundary for Bigbury on Sea

up area and does not result in an unacceptable sprawl of development into the open areas of the AONB. These village settlement boundaries were discussed and agreed by SHDC policy officers at an early stage in the neighbourhood plan process. However, any new development would also need to meet the other policies of the plan, including those relating to layout and design, and any new housing would need to ensure that the appearance and character of these villages were not harmed.

4.52 The whole of the parish, apart from Burgh Island, is within the AONB and all of the land to the south of the Ringmore Road C252 and Stakes Hill Road up to Bowls Green Cross, including Burgh Island, is within the Heritage Coast, subject to Policy DEV25 where development will not be permitted except under 'exceptional circumstances'. All of the land to the south of the C252, apart from land shown to be already developed is also designated as Undeveloped Coast. Maps showing these designations are included on page 17, (Figures 9-11) and on the Proposals Map.

4.53 Having regard to the above it is considered that there should be no other housing development within the parish other than extensions, where appropriate, replacement houses or small scale development (less than 5 dwellings) within existing villages.

### Policy BP2 – Other housing development

#### a) Replacement housing

Replacement of existing dwellings, providing these are not shown in the Plan as statutory or local heritage assets, will generally be supported providing the proposed development accords with the Policy BP7 – General design principles for new development and other relevant Policies of the Plan.

#### b) Extensions to existing dwellings

Extensions to existing dwellings will be supported providing these are sympathetic to the design of the host dwelling and meet the relevant criteria set out in Policy BP7 – General design principles for new development and other relevant Policies of the Plan.

#### c) Additional dwellings

Any additional dwellings should be contained within the existing settlement boundaries of St Ann's Chapel, Bigbury Village or Bigbury on Sea and should meet the criteria set out in Policy BP7 – General design principles for new development and other relevant Policies of the Plan.

### RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-11, 13-16, 29, 59-62, 66, 69, 77 and 78.

JLP Policies SPT1, SPT2, SPT3, TTV1, TTV2, TTV26, TTV29 and DEV 23.

AONB MP Policies Lan/P1, Lan/P6 and Lan/P7.

4.54 There have been many applications for new housing development in Bigbury on Sea which have involved the subdivision of existing plots. This has in some cases been carried out in a sensitive manner without harm to the appearance and character of the village and without harm to the amenities of adjoining residents. In other cases this has resulted in a cramped form of development, without sufficient amount of car parking or garden space and often designed for the purposes of providing second homes or holiday lets (in some cases this has caused harm to residential amenity).

4.55 We set out in Policy BP3 below a set of criteria which we consider should be followed if a subdivision of a plot is proposed.

### Policy BP3 – Subdivision of existing plots

The subdivision of existing plots will be permitted only where the following apply:

- a) There is no loss to the character or environmental quality of the surroundings;
- b) The site is serviced by a suitable existing highway on one or more boundaries;
- c) The proposed plot sizes and dwelling sizes are in keeping with other building plots and dwelling sizes in the surrounding area;
- d) Proper respect is given to the amenity of adjoining properties including outlook and views;
- e) Provision is made for useable private garden space for both the existing and proposed dwellings;
- f) The existing front building line, where appropriate, is maintained;
- g) There is adequate space for off street parking together with areas of soft landscaping;
- h) Verges in front of properties are maintained and the front boundary treatment is consistent with that of neighbouring properties;
- i) New and replacement front boundary walls, hedges and/or fences are kept low, generally not exceeding one metre in height

### RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-11, 13-16, 29, 70, 77 and 78.

JLP Policies SPT1, SPT2, SPT3, DEV1, DEV10 and DEV20.





Figure 9: South Devon Area of Outstanding Natural Beauty

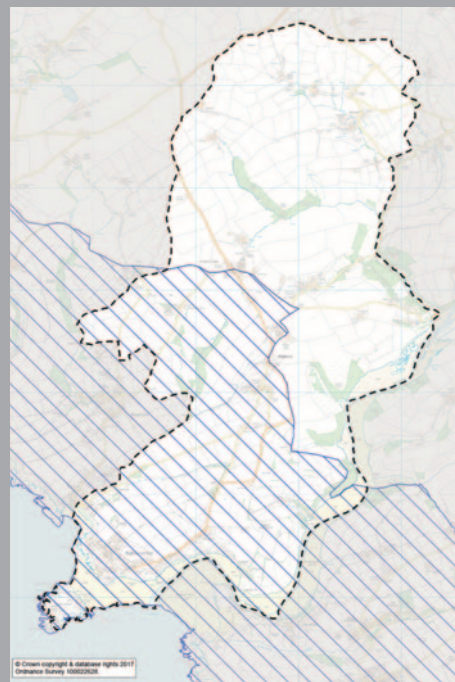


Figure 10: South Devon Heritage Coast

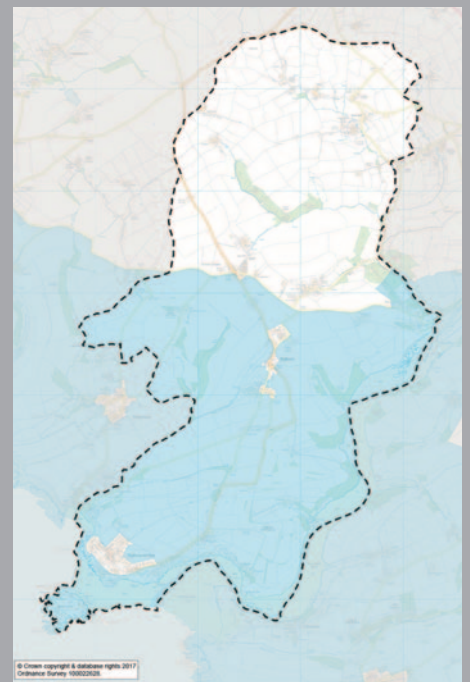


Figure 11: The Undeveloped Coast

4.56 The Neighbourhood Plan Questionnaire included a question asking whether some or all new private housing to be built within the parish should be restricted for main residence use only. In response 81% of respondents thought that some or all of the private housing should be restricted to main residence only.

4.57 As part of the evidence base for the Neighbourhood Plan we have surveyed most of the properties in the parish. This survey showed at the time of completion in October 2018, that 43% of dwellings in the parish are used as second homes or holiday lets. The ratio of second homes/holiday lets to principal residences in Bigbury on Sea is now approximately two thirds (second homes/holiday lets) to one third (principal residences).

4.58 Whilst we consider it would be unreasonable to place a principal residence restriction on one to one replacement dwellings it is considered that any additional dwellings should be subject to a restriction. This will ensure that any new dwellings are of a type and design, which are more likely to meet the needs of those wishing to use the dwelling as their principal home, rather than for second homes or holiday lets. This should also help to ensure that the price of any new dwellings is kept at a reasonable level.

4.59 The policy will not affect the sale of existing dwellings and as such will not result in a significant change to the current situation but will help to ensure that any new additional dwellings will be of a type suitable for more permanent residence including reasonable sized gardens, sufficient car parking, energy efficiency and affordability.

**Policy BP4 – Principal residence**

**Due to the impact on the local housing market and uncontrolled growth of dwellings used for holiday accommodation (second homes or holiday lets) new open market housing, other than one for one replacement dwellings, will only be supported where there is a Section 106 Agreement in place to ensure its occupancy as a principal residence. A principal residence is defined as a dwelling where the resident(s) spend the majority of their time when not working away from home. Proof of principal residence includes, but is not limited to being registered on the local electoral roll, at a local school or at**

**the local healthcare centre.**

**Where proposals for the replacement of existing dwellings by more than the number of dwellings to be demolished is approved the additional dwellings will be subject to a Section 106 Agreement to ensure occupancy as a principal residence.**

**Proposals for open market housing (excluding one for one replacement dwellings) without a Section 106 Agreement to ensure occupancy as a principal residence will not be supported.**

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

**NPPF paras 7-11, 13-16, 29, 56, 61, 77 and 78..**

**JLP Policies SPT1, SPT2, TTV2, DEV8 and DEV9.**

4.60 The Parish of Bigbury has an exceptionally high percentage of residents over the age of 60. Many of these residents stated in their responses to the Housing Needs Survey that they may wish to move in the next 5-10 years to a property which would be better suited to their needs as they grow older. Many of these older residents who are expecting to move also stated that they would like to remain in the parish if suitable accommodation was available. Some expressed a desire to live in a bungalow. Others stated that they might need some form of assisted living or sheltered housing.

4.61 The now closed Korniloff Care Home at Bigbury on Sea provided the only specialised accommodation for the elderly in the parish. The premises were being marketed at the time of writing the draft Neighbourhood Plan. Members of the Steering Group and the Parish Council would like this site to be retained as a residential home or used for some other purpose which serves the needs of the elderly.

4.62 The following policies seek to address the specific housing needs of the elderly.

**Policy BP5 – Housing for the elderly**

**Proposals for sheltered housing or assisted living accommodation will be encouraged providing these are on a previously developed site or sites within the village**



• THE KORNILOFF, BIGBURY ON SEA



settlement boundaries. They would also need to meet the other Policies of the Plan, including those relating to layout and design, and any new development would need to ensure that the appearance and character of the villages or surrounding countryside was not harmed.

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

NPPF paras 7-11,13-16, 29, 59-62, 66, 69, 77 and 78.

JLP Policies SPT1, SPT2, TTV2, DEV 8 and DEV9

**Policy BP6 – Residential care and nursing homes for the elderly**

**a) Loss of existing residential care and nursing homes for the elderly**

Loss of existing care homes or nursing homes will only be acceptable in exceptional circumstances where:

- i) New facilities of a similar type are provided in the local area to replace the facilities being lost; or
- ii) There is a proven absence of demand for the continuation of the use and the site has been marketed effectively for such use over a period of at least 12 months at an appropriate level.

In circumstances where the loss of an existing care home or nursing home is considered to be acceptable, the site should be used for some alternative provision for the elderly, such as the provision of dwellings, specifically designed for the elderly, and subject to an occupancy restriction to ensure that the dwellings are used for this purpose in perpetuity.

Any new development should also comply with Policy BP7 – General design principles for new development and other relevant policies of the Plan.

**b) Proposals for new care or nursing homes for the elderly**

Proposals for new care or nursing homes will be encouraged providing these are on previously developed sites or sites within the village settlement boundaries and would meet the other Policies of the Plan, including those relating to layout and design. Any new development would need to ensure that the appearance and character of the villages or surrounding countryside was not harmed.

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

NPPF paras 7-11,13-16, 29, 59-62, 66, 69, 77 and 78..

JLP Policies SPT1, SPT2, TTV2, DEV9, DEV14, DEV18 and DEV30.

4.63 The following policies provide more general guidance on the types of new housing development we consider would be appropriate in the parish and to address previous problems relating to some new developments in Bigbury on Sea which have resulted in buildings which are of excessive scale or where sites have been over developed leaving insufficient space for gardens, landscaping or car parking.

4.64 Responses to the Neighbourhood Plan Question in relation to whether there should be restrictions on the design and type of new development were as follows:

- 49% considered that new development should be ‘in keeping’ with existing buildings and sympathetic to the surrounding environment;
- 37% thought that neighbours’ views and privacy should be respected;
- 34% thought that height (ridge height) should be restricted, especially in coastal locations;
- 17% thought that planning regulations and AONB restrictions were not adequately applied;
- 13% of households were concerned at the size (footprint) and scale of new dwellings;
- 11% did not approve of single dwellings being replaced with 2 to 4 houses without adequate outside space or garden;
- 63% of households thought that developers should contribute to the provision of affordable housing and environmental improvements, with 45% stating that new or improved footpaths should be provided as part of new development.

4.65 As part of the evidence base for the Neighbourhood Plan working groups were set up to study the individual villages in the parish and from these to prepare a set of design guidelines to be used when considering new development within these villages. The results of these studies are enclosed in **Appendices 7-10**.

4.66 High quality design, high levels of sustainability and consideration to the residential amenity of the residents of existing properties will be expected for all new housing development. Communal and individual views are of paramount importance to this community. Almost every property has been purchased specifically, and often solely, because of its scenic outlook. Therefore focussed protection of these land and sea views are of unrivalled importance to the residents.

4.67 The need for a policy which, inter alia, seeks to protect existing views is particularly relevant to new development in Bigbury in Sea and Challaborough where development has been specifically designed to allow for excellent views of the beach and sea. In designing the layout of this planned development advantages were taken of the slope on which the existing dwellings sit. The development was designed in a grid form layout with careful attention being given to the location, height and spacing between properties to ensure that at each level the occupiers of all properties would have the advantage of good views of the beach, sea and coastline. The local community consider that the ethos behind this existing planned development should be protected and any new development should have full respect to this important concept.

4.68 There have been many examples of recent unsympathetic proposals for development in relation to new build housing or extensions to existing development at Bigbury on Sea and Challaborough. In some cases revisions have been made to the proposals following concerns raised by local residents and by the Parish Council and the resultant schemes have been considered acceptable. However, in many cases development has been allowed which has caused a loss of amenity to existing occupiers of properties by disrupting the design principles that lay behind the original concept of development which includes:



- Careful attention to levels to ensure the protection of general amenity and views;
- Adequate spacing of dwellings and space about development;
- Provision of green verges along street frontages to create attractive setting to dwellings and to avoid on-street parking.
- Maintenance of building lines or to the existing staggering of properties to enable views; and
- Need for careful attention in the location of development being given to the sight lines enjoyed by others.

4.69 The general design principles for new housing development are set out in the policy below but, in addition to this, reference should be made to the specific design policies which are set out in the village studies (Appendices 7-10). This policy is not intended to prevent new development, the replacement of outdated buildings or the extension of existing dwellings. The criteria have been designed to ensure that new development recognises and embraces the original design ethos that has served the community well over many years.

**Policy BP7 – General design principles for new development**

When considering new and replacement housing development, in locations which are considered to be acceptable in principle and which meet the other relevant policies of this plan, the following criteria should be taken fully into account:

- i) Proposals should be locally distinctive, reflecting the appearance and character of the area in which the development is to be located. In this respect regard should be had to the design guidance set out in the village studies set out in Appendices 7-10. Innovative contemporary design solutions may be acceptable in some locations providing these do not have a harmful effect on the overall appearance and character of the area and do not by reason of an excessive amount of glazing result in unreasonable levels of light pollution;
- ii) The height, scale and density of development should reflect the existing grain, height, density and pattern of development in the surrounding area. The materials used for the external elevations should preferably be natural materials and be consistent with those used for other buildings in the locality, providing these do not detract from the appearance and character of the surroundings;
- iii) The front building line should be maintained where appropriate;
- iv) Verges in front of properties should be maintained;
- v) Front boundary walls, hedges, and/or fences should be kept low, generally not exceeding one metre in height;
- vi) Proposals should protect residential amenity and should not have an unacceptable impact on the living conditions of occupiers of neighbouring properties by reason of loss of outlook, loss of important views, including views of the sea, estuary, river valleys and moorland, loss of privacy or overlooking, overbearing and dominant impact, noise or other disturbance;
- vii) Proposals should be designed to limit the impact of light pollution from artificial light resulting in harm to local amenity or areas of intrinsically dark landscape;
- viii) There should be a safe means of access to the site, which does not result in the unacceptable loss of natural features, or the need to provide excessive widening of local roads. Adequate off street car parking in accordance with Policy BP28 should also be provided on part of the site which would not cause nuisance to the occupiers of neighbouring properties;

ix) Proposals should ensure that the infrastructure needs of the development can be provided and put in place prior to the commencement of the development where appropriate or provided prior to the occupation of the development;

x) Proposals should retain important natural features including the retention of existing trees, hedgerows and grass verges and should include proposals to enhance the landscaping of the site and improve its biodiversity;

xi) Proposals should seek to ensure protection of statutory and non-statutory heritage assets both above and below ground;

xii) High levels of sustainability aiming for zero levels of carbon emissions should be used in the design and construction.

Including the retention of existing trees, hedgerows and grass verges and should include proposals to enhance the landscaping of the site and improve its biodiversity;

xiii) Proposals should seek to ensure protection of statutory and non-statutory heritage assets both above and below ground.

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

NPPF paras 7-11, 13-16, 124-131, 149-151, 170, 172, 174, 175, 184, 185 and 192-198

JLP Policies SPT1, SPT2, DEV1, DEV2, DEV8, DEV10, DEV20 and DEV30.



EXAMPLES OF GOOD DESIGN:  
 • TOP - ST ANN'S CHAPEL FROM C252  
 • BOTTOM - MODERN BUNGALOW, BIGBURY ON SEA



**EMPLOYMENT**

**OBJECTIVE**

**To retain existing employment uses and to provide new facilities for local employment, providing this does not cause harm to the AONB and is in a sustainable location.**

4.70 There are some opportunities for employment in the parish. These mainly relate to agriculture, tourism, building construction, maintenance and other building services, home services such as cleaning or gardening and various social or care services. The public house and local store at St Ann’s Chapel, the beauty salon and hairdressers at Bigbury Village, and the leisure, restaurant, shop and café facilities at Challaborough and Bigbury on Sea also provide employment although some of these facilities close in the winter. There are also employment opportunities at The Oyster Shack at Milburn Orchard, close to the Avon estuary, at The Discovery Surf School and at the Bigbury Golf Club. The hotel and public house on Burgh Island are mainly staffed by people who come from outside of the parish but there are employment opportunities for local people.

4.71 In order to encourage a more balanced demographic structure with a higher working population living in the parish it would be helpful to be able to offer more employment opportunities. As part of the Neighbourhood Plan the community would welcome additional employment opportunities providing these can be located within the existing built up areas or on previously developed sites.

4.72 There is a site in Bigbury Village which was until recently used for car repairs and maintenance. If this site were to be developed it should include facilities which offer employment opportunities as it has done in the past. It would also be beneficial if the beauty and hair salon could be retained on this site.

4.73 Any new industry or business uses proposed in the parish should not be ones which might attract a large number of commercial or heavy goods vehicles having regard to the width of the local roads. In addition they should not cause unacceptable levels of noise nuisance or other types of disturbance if located close to residential properties.

*Policy BP8 – Existing and proposed employment*

**a) Loss of existing employment facilities**

Loss of existing employment facilities will only be acceptable in exceptional circumstances where:

- i) Alternative employment facilities have been provided elsewhere in the Parish to replace the facilities being lost; and/or
- ii) There is no demand for the continuation of an employment use on the site and the property or site has been marketed effectively for a period of at least 12 months at an appropriate level.

**b) New employment facilities**

New business and industrial development will be supported providing the size and scale of any new buildings proposed for the use are sensitive to their surroundings, particularly if in close proximity to residential properties. Any new development should also be located on previously developed land or within the settlement boundaries of St Ann’s Chapel, Bigbury Village or Bigbury on Sea and should not cause harm to the AONB. In addition, the proposed use should not give rise to use of a large number of heavy goods vehicles, undue noise, disturbance or other type of nuisance.

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

NPPF paras 7-11 and 83-84.

JLP Policies SPT1, SPT4, TTV2, DEV14, DEV15 and DEV 19.

AONB MP Policy Econ/P3.



- HOLYWELL STORES STAFF
- LANDSCAPE GARDENERS



- BUILDERS AND CONTRACTORS



## AGRICULTURE

### OBJECTIVE

To support the agricultural economy of the parish and to encourage environment friendly farming methods which support biodiversity and which retain existing field boundaries and hedgerows.

4.74 The beauty and attractiveness of this rural parish are dependent on having a successful and viable farming sector. There are several active farms in the parish with all of these providing a mixture of mainly pasture for livestock (sheep and cattle) but including some arable farming (corn, barley, hay, potatoes, carrots, cauliflowers and cabbages). Agriculture also provides some local employment although with the use of more mechanised farming techniques there is less opportunity for unskilled temporary labour.

4.75 More emphasis is now being put on organic farming techniques with less use of pesticides and other harmful chemicals. Farmers in the parish are very aware of the need for good animal husbandry, and keeping the land in GAEC (Good Agricultural and Environmental Condition). Ref: EU Common Agricultural Policy/rural Development for England 2007-2012. This includes measures to increase the number of hedgerows and to ensure that field boundaries, trees and hedgerows are properly maintained. These measures have assisted in improving the biodiversity of the land and encouraging new wildlife.

4.76 The northern part of the Parish has an important historic landscape which includes areas of Barton fields: relatively large regular enclosures that were originally laid out in the 15th to 18th centuries and also post medieval enclosures, some of which are probably based on medieval fields. These field patterns are of particular value to the natural and historic environment and should be retained. An aerial photograph of the Barton Fields is shown left top right of the group of photographs opposite and the boundary of Barton Fields is shown on the map adjacent to this.

4.77 The Countryside and Rights of Way Act 2000 is intended to give greater freedom for people to explore open countryside. It also includes a power to extend the right to coastal land by order and allows landowners to voluntarily dedicate any land to public access in perpetuity. There is now an extensive network of footpaths and bridleways in the southern part of the Parish but very few footpaths in the northern part. Farmers keep the footpaths well maintained and repair gates, fences and stiles when required. Local parishioners act as the footpath and tree wardens to ensure that all footpaths and trees are properly maintained.

4.78 The community will through their Neighbourhood Plan and other means continue to support the needs of the farming community and support proposals for ensuring the future viability of this sector. Having regard to the need to protect the AONB and the Heritage Coast the community will however seek to ensure that any new buildings, such as new barns, be located close to existing farmsteads and seek to avoid these being sited in prominent locations such as on the skyline, on headlands, or in places which would have a harmful impact on long distance views.

4.79 Farm diversification projects will be supported where appropriate and providing these do not cause significant harm to the open countryside or result in nuisance such as excessive noise, light, pollution or disturbance, or a significant increase in traffic or use of heavy goods vehicles.

### Policy BP9 – Agricultural development

Proposals for agricultural development requiring planning permission (ie outside permitted development rights) or farm diversification projects will be supported provided that:

i) It is well related to an existing farmstead or agricultural complex or very special reasons are provided to demonstrate why these need to be located elsewhere.

ii) No harm should be caused to the landscape and scenic beauty of the AONB;

iii) It will not give rise to a significant increase in traffic or use of heavy goods vehicles;

iv) It will make a continuing contribution to the economic viability of an existing farm unit;

v) Any associated infrastructure respects the character and appearance of the area.

### RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-11, 83, 84 and 170-174.

JLP Policies SPT1, TTV2 and TTV26 and DEV15.

AONB MP Policies Lan/P1, LanMan/P1-P7 and Econ/P3.

### Policy BP10 – Conversion of Farm and Rural Buildings for Residential Purposes

Proposals for the conversion of farm or rural buildings for residential use will be supported. In cases where it can be demonstrated that the premises are no longer required for agricultural or any other economic use, that the building is structurally sound and is capable of conversion without significant rebuilding or extensions and that any conversion respects the original character of the building. Any new dwelling or dwellings created by the conversion will be subject to the principal residence policy as set out in Policy BP4.

### RELEVANT HIGHER LEVEL POLICIES

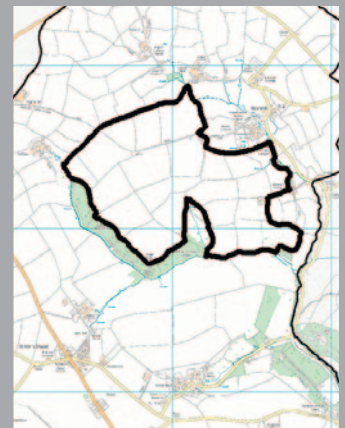
NPPF paras 7-11 and 77-79.

JLP Policies SPT1, TTV2, TTV26, DEV21 and DEV23.

AONB MP Policies Lan/P1, Hist/P1, Hist/P2 and Plan/F6.



• BARTON FIELDS



• BARTON FIELDS BOUNDARY



• FOLLY FARM BARNs



• SHEEP WITH ONE DAY OLD LAMBS



## TOURISM

### OBJECTIVE

To retain existing and provide new tourist facilities, if appropriate, ensuring that any new facilities are provided in a manner which preserves the beauty and unspoilt nature of the countryside, the coastline and the beaches.

#### Background

4.79 Tourism is a very important part of the local economy and does provide some local employment. Bigbury on Sea has been a popular tourist destination since the early 1920s, resulting in the provision of hotels, hostels and bed and breakfast establishments. Some of these hotels, as well as the Youth Hostel, have been lost and there is now a shortage of catered facilities. Encouragement will be given to the provision of new catered facilities providing any new buildings do not cause harm to the openness of the AONB, Heritage Coast or Undeveloped Coast.

4.80 Burgh Island is not within the AONB but is part of the Heritage Coast and Undeveloped Coast. It is important that the existing openness of the island is maintained and any new development be restricted to that which is essential and related directly to ensuring the future viability of the Burgh Island Hotel or The Pilchard Inn. Any new development should also be located within the curtilage of existing development and not on land which is currently open.

4.81 Proposals which support the tourism industry will generally be supported providing these do not result in a harmful impact on the AONB, Heritage Coast and Undeveloped Coast.

#### Policy BP11 – Tourism related development

Proposals which will support the existing tourism facilities such as new or extended beach shops, cafés, restaurants, leisure facilities, or enhanced facilities for the RNLI or Coastguards will be supported. These facilities should not however result in undue noise or disturbance or result in a significant increase in traffic, and they should not be located in locations outside of the existing villages, on the beach or any undeveloped part of the coastline or the Avon Estuary. Development on Burgh Island will be supported where it is related to the preservation, renovation or enhancement of the existing hotel, inn or other buildings and assists in the preservation and enhancement of the function of the island as a tourist attraction and important area of open green space.

#### RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-111, 83, 84, 165-168, 170-173.

JLP Policies SPT1, TTV2 and DEV15.

AONB MP Policy Acc/P1.

#### Policy BP12 – Catered holiday accommodation

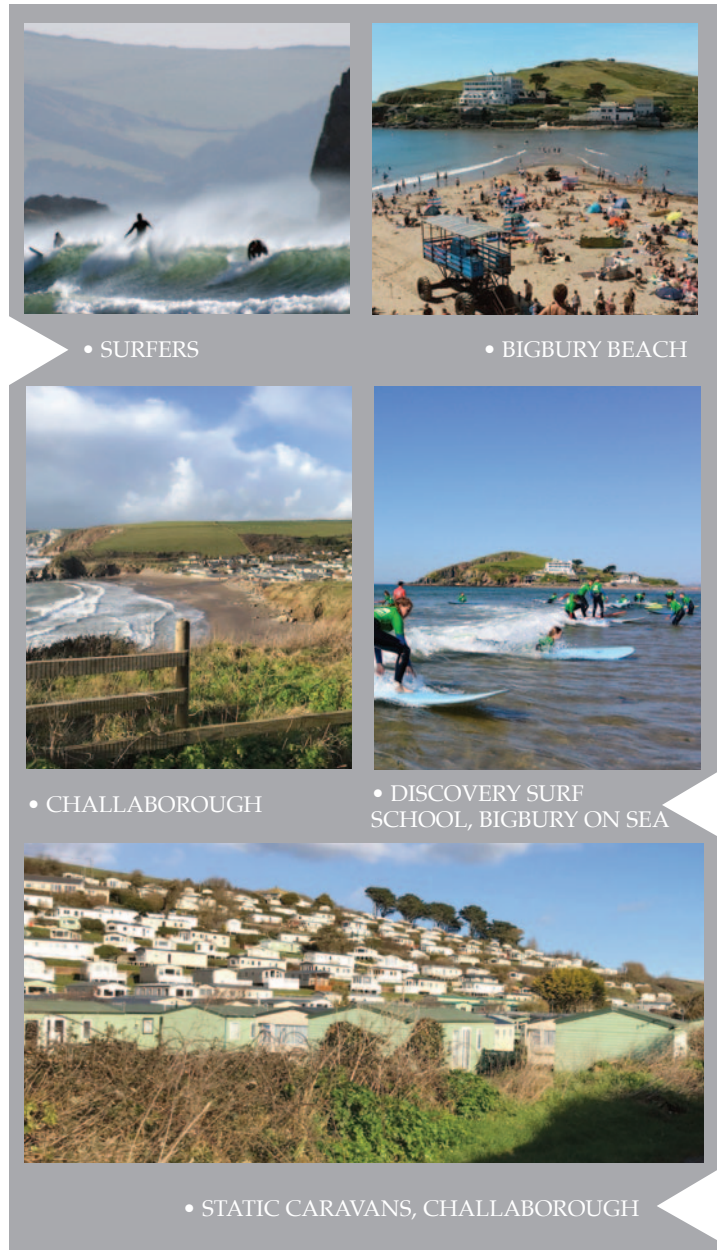
##### a) Loss of existing catered holiday accommodation

Existing hotels, hostels, and bed and breakfast establishments should be retained unless:

- i) The facilities are replaced with other catered holiday accommodation within the local area.
- ii) There is no demand for the continuation of the use and the property or site has been marketed effectively for a period of at least 12 months at an appropriate level.

##### b) New catered holiday accommodation

New proposals for hotels, hostels, bed and breakfast establishments and extensions will be supported on existing developed sites or within existing village settlement boundaries, subject to compliance with Policy BP7 – General design principles for new development and other relevant Policies of the Plan.



• SURFERS

• BIGBURY BEACH

• CHALLABOROUGH

• DISCOVERY SURF SCHOOL, BIGBURY ON SEA

• STATIC CARAVANS, CHALLABOROUGH

#### RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-11, 83, 84 and 170-173.

JLP Policies SPT1 and TTV2.

#### Policy BP13 – Camping and caravan sites

Having regard to the size and prominence of existing caravan and camping sites and the harm which has already been caused to the otherwise rural and open character of the parish within an area of outstanding natural beauty any proposals for new, or the extension or intensification of existing, camping and caravan sites, will not be supported unless it can be demonstrated that the proposal will not cause any harm to the character or appearance of the countryside and will be well screened by landform, trees or hedgerows.

#### RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-11 and 170-173.

JLP Policies SPT1 and DEV15.





## COMMUNITY FACILITIES

### OBJECTIVE

To maintain the vitality and viability of existing villages within the parish by retaining existing and encouraging new community facilities.

4.82 The Neighbourhood Plan Questionnaire included a question on the use of existing community and recreational facilities and whether it was considered that they should be protected. Parishioners were also asked if there were any additional community or recreational facilities which they would like to see provided. The results of the questionnaire were as follows:

	Used	Needs protection
St Lawrence Church	65%	58%
Memorial Hall	79%	57%
St Ann's Chapel Playground	42%	54%
St Ann's Chapel Sports Field	32%	53%
Bigbury Golf Club	60%	45%
Korniloff Residential Home	20%	37%
Stores/Shops	97%	62%
Post Office	95%	66%
Farm Shop	67%	30%
Pubs	92%	55%
Cafes	87%	51%
Restaurants	71%	40%
Hotels	30%	34%

4.83 It will be seen that all of the existing community facilities are well used particularly the Memorial Hall, St Lawrence Church, the Bigbury Golf Club, and all of the stores, shops, public houses, cafes and restaurants. There is also strong support for all of these facilities to remain.

4.84 The respondents also commented on the need for more community or recreation facilities in the parish. At the top of the list (65%) were more cafes with particular emphasis on the need for indoor facilities. Other significant support was given for tennis courts, a playground for Bigbury Village and an Outdoor Trim Trail. The respondents also expressed interest in having a community run shop, café or pub at Bigbury or Bigbury on Sea.

4.85 We set out below a policy seeking to retain and encourage new community and recreational facilities.

#### Policy BP14 – Community facilities

##### a) Loss of existing community facilities

Existing retail, leisure and other types of community facilities should be retained unless the facilities are replaced with community facilities of similar or better quality or value to the local community;

##### b) New community facilities

New community facilities will be supported providing that they would not cause harm to the amenities of nearby properties, there are adequate off street car parking facilities available and subject to compliance with Policy BP7 – General design principles for new development and other relevant Policies of the Plan.

#### RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-11, 83, 84, 91,92, 96 and 97.LDF Objective SO17 and Policy DP9

JLP Policies SPT1, SPT2, TTV2, DEV15, DEV18 and DEV30.

AONB MP Policy Econ/P5.



• BAY VIEW CAFE



• PLAY EQUIPMENT



• FARM SHOP



• UNWIND



• HOLYWELL STORES



• MEMORIAL HALL



• ST LAWRENCE CHURCH



• PICKWICK INN



## HEALTH AND WELLBEING

### OBJECTIVE

To promote a healthy and socially inclusive community by maintaining and enhancing our public and private open and green spaces and our recreation, leisure and sporting facilities.

To retain the existing network of local roads and footpaths and encourage the provision of new footpaths, bridleways and cycle ways to provide better access to the countryside and increased safety for pedestrians, cyclists, vulnerable road users and horse riders.

4.86 Almost the whole of Bigbury Parish is within an Area of Outstanding Natural Beauty with the southern part of the parish also being within the Heritage Coast. The natural beauty and openness of the landscape is much valued by the local community and it is important that the openness and natural beauty of the landscape is maintained.

4.87 As well as land used for agriculture, recreation and sporting facilities it is also important that local areas of green space, which are of particular importance to the community, are protected.

4.88 The Main Modifications (MMs) of the Joint Local Plan have introduced a new policy relating to Green Open Space. The MMs state that whilst the JLP does not designate any Local Green Spaces, they may be designated in neighbourhood plans and other future development plans. They allow communities to identify and protect from inappropriate development green areas of particular importance to them. In accordance with national planning policy, the management of development within any designated Local Green Space will be consistent with policy for Green Belts. The new policy states: 'Local Green Spaces, to be designated in neighbourhood plans or other development plans, will be protected from inappropriate development in accordance with local and national policy for Green Belts.'

4.89 In accordance with advice set out in paragraph 100 of the National Planning Policy Framework, July 2018 (NPPF) Local Green Spaces should only be used where the green space is:

- a) in reasonably close proximity to the community it serves;
- b) demonstrably special to the local community and holds a particular local significance by reason of their beauty, historical significance, recreational value, tranquillity or richness of their wildlife; and
- c) local in character and is not an extensive tract of land.

4.90 Having regard to the above criteria we consider that the green spaces listed below should be designated as 'Local Green Spaces'. An assessment of each of these Local Green Spaces is provided in Appendix 14 and these are also shown on the Proposals Map and in the appropriate Village Studies in **Appendices 7, 8 and 9**.

#### List of designated 'Local Green Spaces'

- Private open land which includes public footpaths at Burgh Island, outside of the existing built up part of the hotel complex;
- The Warren and Warren Point, Bigbury on Sea and land south east of coastal footpath, Challaborough;
- Clematon Hill;
- Cockleridge Ham;
- Public open space at Bigbury Village Green;
- Private open space around the listed Bigbury Court Dovecote, Bigbury Village;
- Private open space to the north of Bigbury Court Barns, Bigbury Village;
- Public playing fields and recreation ground, adjacent to Memorial Hall, St Ann's Chapel;
- Proposed area of public open space within proposed community-led, mainly affordable housing development at St Ann's Chapel;
- Area(s) to be used as allotments and/or open space as part of the proposed development on Site SX663 471, St Ann's Chapel.

### Policy BP15 – Local Green Spaces

The designated 'Local Green Spaces' as listed above should remain permanently open and will be protected from inappropriate development in accordance with local and national policy for Green Belts.

RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-11 and 99-101.

Emerging JLP Policies SPT1, SPT2, DEV1 and DEV27

4.91 In addition to the need to protect the Local Green Spaces, subject to Policy BP15 as set out above, there is considerable support for and use by the community for the recreation facilities provided at St Ann's Chapel and it is important that these should remain and be improved where necessary. Parishioners have also suggested having additional facilities at Bigbury Village but the scope for provision of this is limited. It is however considered that any new development in the parish of 8 dwellings or more should include an area of public open space and the proposed community-led housing scheme at St Ann's Chapel will include an area of public open space for use by the residents of the scheme as well as other parishioners.

4.92 The Bigbury Golf Club provides a multi award winning recreational facility whilst operating in a financially challenging external environment. The club is one of the larger providers of local employment and is a genuine tourist attraction for the parish and the wider area. Importantly, the club is well supported by the local community with many people in the parish being playing or social members. This facility should therefore remain. Support will be given to any necessary improvements, extensions and/or such other development which would ensure the long term viability of the club. Additional recreational facilities on site will also be supported subject to none of these developments resulting in works which might either intrude upon or be harmful to the Area of Outstanding Natural Beauty or the Heritage Coast. The golf clubhouse is sited in a prominent location on the brow of a hill and can be seen on the horizon from many important views and vistas. Any new development which would be prominent on the skyline should therefore be avoided.

4.93 Discovery Surf School is a watersports centre, which provides opportunities for the local community to have surf and paddle board lessons. They encourage people to use their facilities as part of their enjoyment of the area and for their health and fitness. They also work with the South Devon AONB to provide discounted lessons for local residents (PL, TQ and EX postcodes) and hire out surfboards, wetsuits, bodyboards, paddle boards and kayaks from Bigbury on-Sea and at Challaborough.

4.94 The swimming pools and fitness facilities provided at Parkdean and the Burgh Island Leisure Club (private members club) are important for the general health and wellbeing of the community. Unfortunately, these facilities are not open to the general public with the nearest public swimming pool facilities being in Kingsbridge, some nine miles away. Water sports facilities on the beach at Challaborough and lower car park at Bigbury on Sea are also well used by the local community as well as being important for the visitors to the area. These recreational facilities also provide much needed local employment. Support will be given for maintaining and enhancing all of these recreational facilities.

### Policy BP16 – Open spaces and recreation

Public and private open spaces, used for recreation, leisure or sport should remain open and in use for those purposes including the recreational ground and playing fields adjacent to The Memorial Hall at St Ann's Chapel, the open space to the north of Bigbury Court and the Bigbury Golf Club. A new area of public open space will be provided as part of any new housing development of 8 or more units. There will also be support for existing and any new or improved recreational facilities including the swimming pools, fitness centres and beach based



**water sports activities at Bigbury on Sea and Challaborough**

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

NPPF paras 7-11, 83, 84, 91, 92, 96 and 97.

JLP Policies SPT1, SPT2, DEV1, DEV3, DEV4, DEV10, DEV27 and DEV30.

AONB MP Policies Acc/P1 and P3.

4.95 The parish being almost wholly within the AONB and partly within the South Devon Heritage Coast also provides wonderful opportunities for walking as a recreational activity.

4.96 The parish includes part of the South West Coastal Path from Challaborough to Bigbury on Sea. At low tide it is possible to walk along the beach to Cockleridge where there is a ferry point crossing to Bantham. When the tide is in it is necessary to take Footpath 18 up Clematon Hill, cross the car park, cross the road and up the fields to Mount Folly Farm and then take Footpath 7 to the beach at Cockleridge in order to catch a ferry across to Bantham. The ferry only runs from May to September during the hours of 10 – 11am and 3 – 4pm. When this is not available the only way of crossing the Avon Estuary is via the Stakes Hill Road, a diversion of approximately 9 miles. This is made even more difficult due to the complex nature of the footpath network on the west side of the Avon Estuary between Bigbury on Sea and Doctors Wood. To reach the Stakes Hill Road when the tide is out it is possible to walk along the beach to Cockleridge, up Footpath 6 to the golf club and then along the B3392 to reach the permissive Footpath 3 which leads to the tidal road. To avoid going along the B3392 there is an even longer route which leads through the Golf Club, down to the estuary, and then up Lincombe Lane. The footpath is marked with blue signs with bird on estuary way.

4.97 There is no continuous footpath system along or close to the Avon Estuary from Bigbury on Sea to Doctor’s Wood. The footpath system along the west side of the Avon Estuary could be greatly improved and initial discussions with the owner of the Bantham Estate with regard to this possibility have taken place. Apart from this there is a relatively good network of public footpaths in the southern part of the parish with many footpaths across fields linking Bigbury on Sea and

Challaborough with Bigbury Village, St Ann’s Chapel, Easton and Ringmore, which is in the adjoining parish to the west of Bigbury.

4.98 These footpaths can however be quite muddy and are certainly not suitable for cyclists, for people with pushchairs or those with mobility difficulties. These problems are compounded by the fact that the local roads connecting the villages are narrow and winding, and apart from a short stretch at Bigbury on Sea and even shorter stretch in Bigbury Village, do not have pavements. The local roads cannot therefore be regarded as providing safe routes for cycling or walking, particularly at night.

4.99 There were a number of responses as part of the Neighbourhood Plan Questionnaire for consideration to be given to providing safe routes for pedestrians and cyclists to avoid using the local roads and opportunities to provide these will be sought wherever possible.

4.100 The northern part of the parish is not well served in terms of off road walking facilities and opportunities to provide some off road public rights of way would be beneficial particularly for the residents living in the northern part of the parish. A plan (Figure 12) showing the existing public rights of way is shown on page 26.

**Policy BP17 – Footpaths and cycle tracks**

**Existing footpaths within the parish will be protected and enhanced where possible and opportunities will be sought and supported to provide new footpaths (whether public rights of way or permissive paths), bridleways and cycle tracks to link villages and to provide more access to the Avon Estuary and the countryside.**

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

NPPF paras 7-11 and 96-98

JLP Policies SPT1, SPT2, SPT4, SPT10, SPT12, TTV26, DEV3 and DEV10.

South Devon AONB MP Policies BioGeo/P5, Acc/P4 – P8 and Trans/P4.



• RECREATION GROUND



• TOP - PILATES CLASS  
• BOTTOM - AQUAFIT CLASS



• BIGBURY GOLF CLUB





Figure 12: Plan showing public rights of way



## NATURAL ENVIRONMENT

### OBJECTIVES

To conserve and enhance the outstanding natural beauty of the countryside, coastline, beaches and the Avon estuary.

To conserve and enhance existing woodlands, trees, hedgerows, Devon banks, green spaces and other important features of our natural landscape which are important to the overall environment and have important biodiversity value.

To conserve and enhance the biodiversity value of the area and to protect and enhance the Green Infrastructure of the Parish.

### Background

4.100 The whole of Bigbury Parish, apart from Burgh Island, is within the South Devon Area of Outstanding Natural Beauty (AONB). AONBs are protected landscapes which receive the highest degree of protection due to their national significance. Local authorities have a statutory duty under the Countryside and Rights of Way Act 2000 to conserve and enhance the natural beauty of the AONBs and protect them against development that would damage their special qualities. Natural beauty includes flora, fauna, geological and physiographic features. Natural England is the principal statutory consultee on planning applications affecting AONBs, although for the South Devon AONB the South Devon AONB Unit is also an important non-statutory consultee.

4.101 The South Devon AONB Management Plan and South Devon Estuaries Management Plan also serve as the Management Plan for the South Devon Heritage Coasts, which are the finest stretches of undeveloped coastline in England and Wales. The boundary of the Heritage Coast stretches approximately 3km inland and 2km out to sea. Most of the southern part of Bigbury Parish, including Burgh Island, is within the Heritage Coast. The northern boundary of the Heritage Coast is along the C252 (Road from St Ann’s Chapel to Ringmore), and the Stakes Hill Road as shown on **Figure 10**, page 17.

4.102 Most of the land designated as Heritage Coast also falls within the Undeveloped Coast, previously known as the Coastal Preservation Area, where development is restricted. The designation does not include the major parts of the existing built up areas within the Bigbury Village and Bigbury on Sea. **Figure 11**, page 17, shows the extent of the Undeveloped Coast.

### Shoreline Management Plan

4.103 The Durlston Head to Rame Head Shoreline Management Plan includes individual studies of sections of the coastline and sets out preferred plan recommendations. Bigbury Parish is covered by two studies; the Avon Estuary and Warren Point (Bigbury on Sea) to Challaborough (West).

### Avon Estuary

4.104 The long term plan for the Avon Estuary, which already has ‘good’ ecological status, is to allow it to evolve naturally, as far as possible, whilst continuing to minimise flood risk to key assets. Achievement of this will need to be through a range of measures which include No Active Intervention in some areas, mainly along its outer reaches and Managed Realignment in others, mainly in the upper parts of the estuary around the developed areas of Aveton Gifford. Measures to avoid tidal and fluvial within the estuary and along the coast will be necessary when considering new development.

4.105 On the western side of the mouth of the estuary there will be a small risk of erosion that could impact upon cliff top properties and infrastructure if cliff failures occur in these areas.

4.106 Defences currently protect a short length of highway providing the only access to Bigbury on Sea, a car park and tourism facilities from erosion. There is also a short length of defences on Burgh Island that protects the hotel. The erosion risk is slight and therefore future defence of these areas would be unlikely to attract public funding.



• VIEW FROM TIDAL ROAD LOOKING NORTH



• VIEWS TOWARDS ESTUARY FROM OPPOSITE THE OYSTER SHACK



• AVON ESTUARY



• VIEW FROM BURGH ISLAND



### Warren Point (Bigbury on Sea) to Challaborough (West)

4.107 This section encompasses the small pocket embayment at Challaborough, at the back of which is a short length of seawall and rock armour defence that protects low lying land, a range of tourism facilities, private properties and infrastructure from the risk of flooding.

4.108 The long term plan is to allow undefended areas to continue to evolve naturally whilst continuing to allow intervention as necessary to ensure visitor access is maintained and to minimise flood risk. However, continued intervention in those areas will not satisfy national criteria for economic justification and therefore be unlikely to attract public funding.

4.109 Consideration could be given to the relocation of a number of assets including the seaward positioned caravans within the holiday park. This would allow the beach to roll back landwards as sea levels rise. This would allow a small beach to remain here in the future. If continued defence occurs along the existing line then it is likely that no beach will exist in the long term due to coastal squeeze.

4.110 In the short to medium term (next 15 years) a **No Active Intervention** will result in negligible erosion to rock cliffs. Maintenance of existing defences at Challaborough Beach could continue if funds are available. However this will become increasingly unsustainable as sea levels rise.

4.111 In the longer term consideration should be given to moving the line of defence landwards rather than upgrading defences in their current position. This would allow the beach to migrate landwards and allow a more natural functioning beach to be retained in Challaborough. This will also benefit the amenity value of the area and support the viability of the holiday park.

4.112 The Neighbourhood Plan is a 20 year plan for the area which will be reviewed every 5 years. It is not at this stage proposed to take any significant changes to the current coastal and cliff defences other than to maintain current defences where possible. However these matters will be considered at each review of the plan to see whether any positive intervention or changes to the line of the defences at Challaborough would be beneficial.

### Trees and woodlands

4.113 In the Neighbourhood Plan Questionnaire the community was asked what they considered important with regard to the environment and countryside. Over 80% of respondents considered that the following were important: attractive scenery, wildlife and nature conservation, opportunities for walking, running and cycling and the importance of the beaches and estuary.

4.114 Households were asked if the local environment was being adequately protected or whether it needed further protection. 61% considered that there was adequate protection although some suggested having dedicated wildlife protection along the Tidal Road and at Cockleridge. It was also considered that the policies relating to the AONB were not being properly enforced with regard to new development.

4.115 The need for more tree protection within the parish was also strongly supported with 76% also saying that trees should be planted if removed due to development or disease, such as Ash Dieback.

4.116 Tree Preservation Orders affect five properties in the parish as follows:

- TPO 579 St Milburga's Oratory - Several Oak (*Quercus*), Cherry (*Prunus*), Ash (*Fraxinus Excelsior*) and mixed broadleaf are subject to TPOs on this site.
- TPO 450 Bigbury Court – Hedge and 2 trees Lime (*Tilia*) on the access road.
- TPO 277 Folly Hill, Bigbury On Sea - Monterey Cypress (*Cupressis Macrocarpa*).
- TPO 690 Chippings, Lower Bigbury. Sycamore (*Acer Pseudoplatanus*).
- TPO 402 Clanna Cottage, Ringmore Drive – 2 Sycamore (*Acer Pseudoplatnus*) and Turkey Oak (*Quercus Cerris*).
- TPO 967 Craigevar, Marine Drive, Bigbury on Sea - English Oak (*Quercus Robur*) x2.



• SEA DEFENCES SEDGEWELL BEACH



• TREES ON NEWQUAY LANE

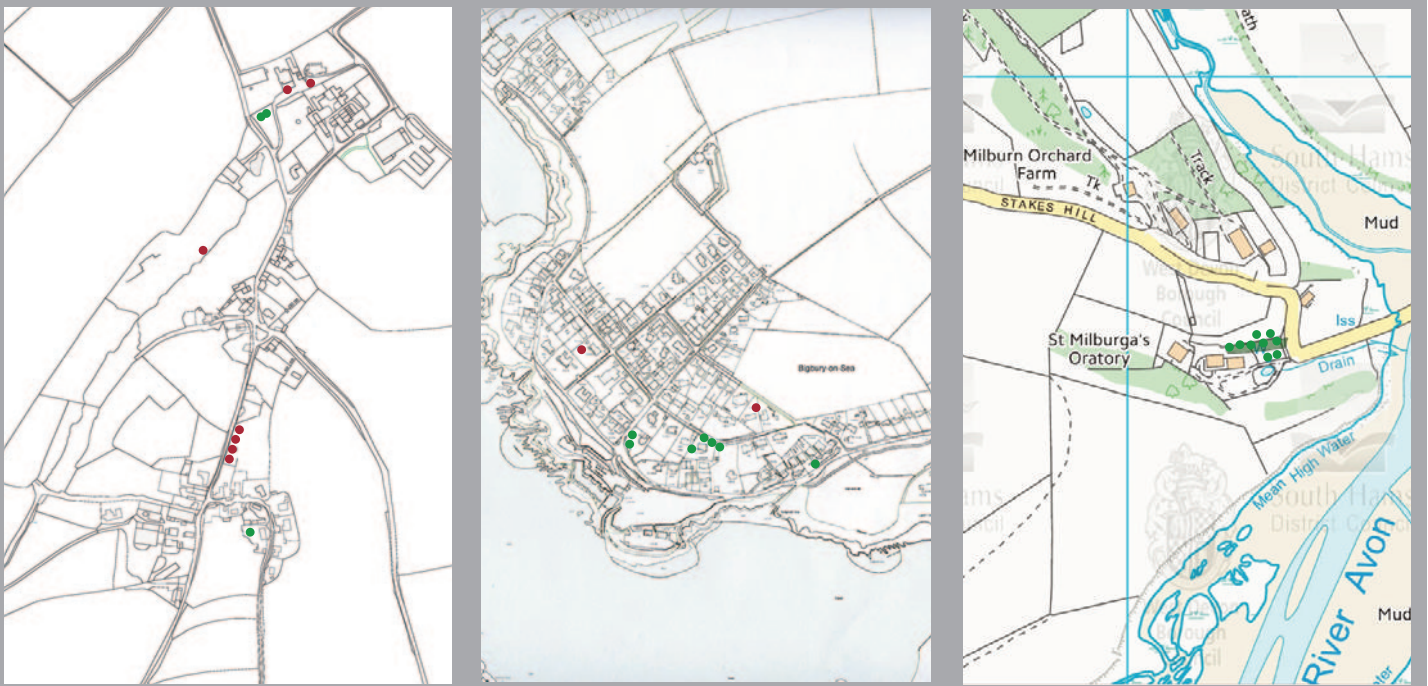


• TREES ON OPEN AREA WEST OF BIGBURY VILLAGE



• WOODLAND ON AVON ESTUARY

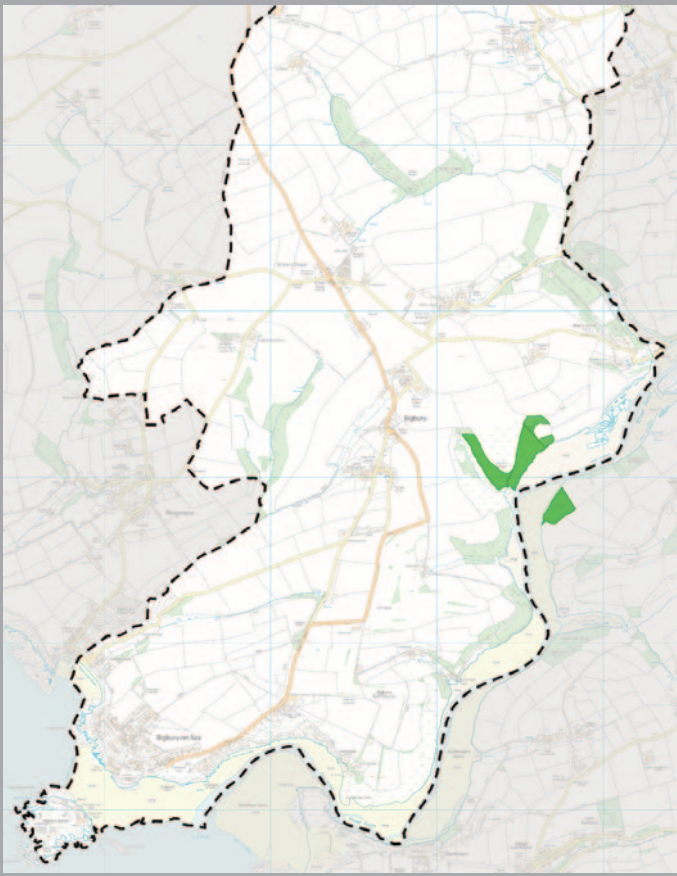




Figures 12A, 12B AND 12C: Plans showing areas and trees covered by the Tree Preservation Orders

**TREE PRESERVATION KEY:** ● Existing Tree Preservation Order ● Proposed Tree Conservation

Figures 13: Plan showing area of ancient woodland



4.117 A Tree Survey of the whole parish has been carried out by our tree warden (**Appendix 12**). The trees and woodland area already covered by Tree Preservation Orders are shown in **Figures 12A – 12C** above, in addition the two Conifers at the entrance to Burgh Island are also now subject to TPOs. **Figure 13** shows an Area of Ancient Woodland along the Avon Estuary. This is also shown on the Proposals Map.

4.118 Our tree warden has also recommended having protection orders placed on the following trees and woodlands:

- One oak to the rear of Sandilands, Ringmore Drive, Bigbury on Sea
- One cypress (Cypressus Macrocarpus) at Cleveland, Warren Road, Bigbury on Sea
- Four conifers on land at Turtlefields, Lower Bigbury.
- One sycamore on the field to the south of Butterwell Barn, Bigbury Village.
- One chestnut at Bigbury Court, Bigbury Village
- One chestnut in St Lawrence Churchyard, Bigbury Village
- Woodland on Avon Estuary to south of Villa Crusoe
- Woodlands along New Quay Lane
- Woodland on Avon Estuary to east of Lincombe
- Milburn orchard and woodland to west of stream leading up to Dukes Mill
- Challon's Combe Wood and Coombe Plantation

4.119 The location of these trees are shown on the above plans and are also attached to the Tree and Woodland Report, **Appendix 11**.

**Figures 12A, 12B, 12C and 12D** (above) shows areas and trees covered by Tree Preservation Orders.

**Figure 13** shows areas of ancient woodland.

4.120 Policy BP20 relates to the protection and enhancement of the important trees and woodlands in the parish.



## Wildlife and Biodiversity

4.121 The Parish has no statutory wildlife sites such as Sites of Special Scientific Interest, Special Areas of Conservation or listed RAMSAR, either listed or proposed. There are however a number of non-statutory County Wildlife Sites along the Avon Estuary and Unconfirmed Wildlife Sites. These are identified on **Figure 14** and on the Proposals Map. It is necessary to retain existing hedges and trees in order to protect wildlife and provide roosting and feeding opportunities for birds, bats and dormice, of particular importance for this part of South West Devon is the need to protect the Greater Horseshore Bats and Cirl Buntings.

4.122 Policy BP 21 below relates to the protection of wildlife sites and measures to improve biodiversity.

## Views and Vistas

4.123 The topography of the parish and its location within an AONB and Heritage Coast results in there being a number of stunning views and vistas from many public vantage points. These include the iconic views of Burgh Island and the Art Deco hotel, views of the tombolo, which is the sand spit connecting Burgh Island to the mainland and which is covered by the sea twice a day at high tide, views of the Avon Estuary, and views of important listed buildings, such as St Lawrence Church or The Pickwick Inn. The panoramic views shown in **Figure 15**, page 31, should be protected as well as any other views and vistas which are considered to be important. A plan showing the important views and vistas together with photographs of these views are enclosed in **Appendix 12**. A selection of these views are shown below right.

4.124 Policy BP 23 below relates to the protection of important views and vistas within the parish.

4.125 Parishioners were also invited to suggest other ways our environment should be protected. Many people complained about the poor litter collection service particularly during the peak holiday periods and the poor provision of litter bins at Bigbury on Sea.

4.126 Comments were also received regarding wildlife protection with more organic farming and encouragement for wildlife friendly areas.

4.127 The following policies relate specifically to the natural environment within the Parish of Bigbury.

### Policy BP18 – Area of Outstanding Natural Beauty

**Major development within the AONB will not be supported except in exceptional circumstances where it is specifically designed to meet the identified local needs of the parish and is designed to ensure that development will not cause undue harm to the landscape and scenic beauty of the AONB.**

**In considering any development within the AONB great weight will be given to:**

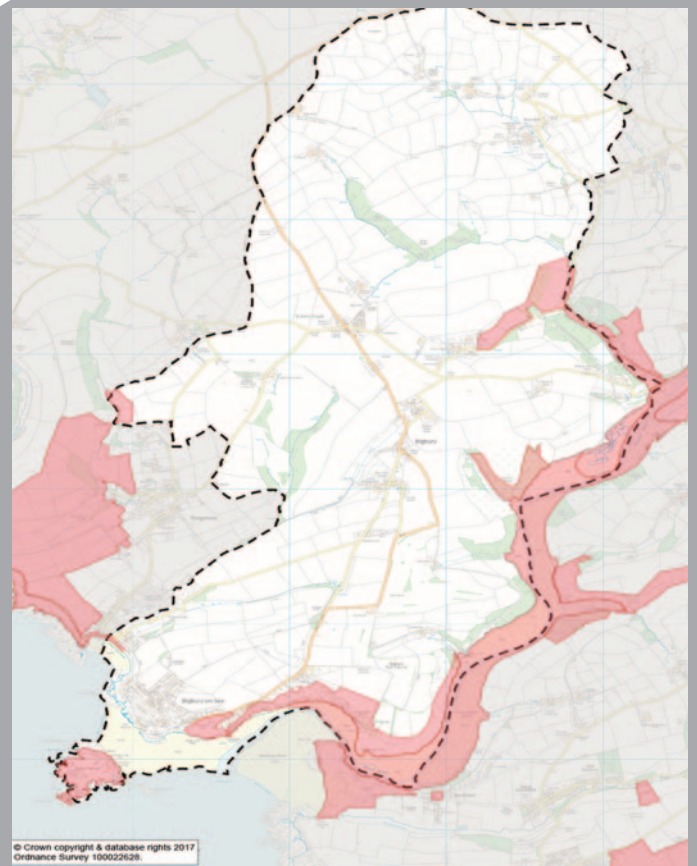
- Conserving and enhancing the natural landscape and scenic beauty of the area;
- Conserving and enhancing facilities for wildlife, the cultural heritage and the built heritage of the area;
- Avoiding light pollution due to excessive glazing or external lighting;
- Avoiding development that would cause undue noise and disturbance, resulting in loss of existing tranquillity;
- Avoiding loss of wide, unspoilt and iconic views of the coast and countryside;
- Retaining natural heritage features, including Devon hedgebanks;
- Retaining the ancient and intricate network of winding lanes, paths and recreational routes.

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

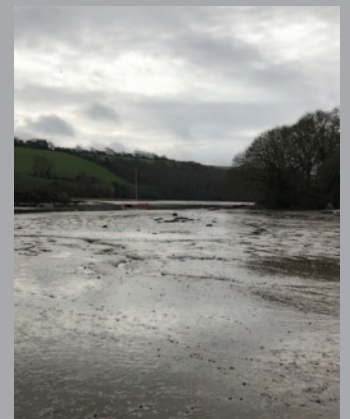
NPPF paras 7-11, 170 and 172.

JLP Policy SPT1, SPT2, SPT12 and DEV25.

Figure 14: Plan showing County and Unconfirmed Wildlife Sites



• BELOW - EXAMPLES OF IMPORTANT VIEWS & VISTAS





AONB MP Policies Lan/P1-P7.  
South Devon Estuaries Management Plan

**Policy BP19 – Heritage Coast and Undeveloped Coast**

Development which would have a detrimental effect on the undeveloped and unspoilt character, appearance and tranquillity of the Heritage Coast, Undeveloped Coast, its beaches and the Avon Estuary will not be permitted. Development will only be permitted in the Undeveloped Coast where the development:

- i) Can demonstrate that it requires a coastal location;
- ii) It cannot be located in an area which is not designated as Undeveloped Coast, such as within existing village settlement boundaries of Bigbury on Sea, St Ann’s Chapel or Bigbury Village;.
- iii) Protects, maintains and enhances the unique landscape and seascape character and special qualities of the area;
- iv) Is consistent with policy statements for the local policy unit as set out in the Shoreline Management Plan (SMP2) Durlston Head to Rame Head;
- v) Is consistent with the policies of the South Devon AONB Unit Management Plan.

Development for the purposes of agriculture, forestry, public access and enjoyment of the coast and estuaries or for community or recreational facilities that meet the objectively assessed needs of the parish will be supported if it meets the above tests.

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

- NPPF paras 7-11, 170 and 173.
- JLP Policies SPT1, SPT2, SPT12, DEV21, DEV23, DEV24, DEV25, and DEV36.
- AONB MP Policies Lan/P1-P7 and Mar/P1.
- South Devon Estuaries Management Plan

**Policy BP20 – Woodlands, trees, hedgerows and Devon banks**

Woodlands, trees, hedgerows and Devon banks which make a significant contribution to the landscape, local amenity, environmental character of the area or are of important nature conservation value should be retained. In particular, development resulting in the loss or deterioration of irreplaceable habitats, such as ancient woodland or veteran trees, will be refused, unless there are wholly exceptional reasons and provision of a suitable mitigation strategy. If it is essential to remove any hedgerows or Devon banks as part of new development this should be kept to a minimum and mitigation measures such as the planting of new trees and hedgerows and provision of Devon banks should be provided where possible.

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

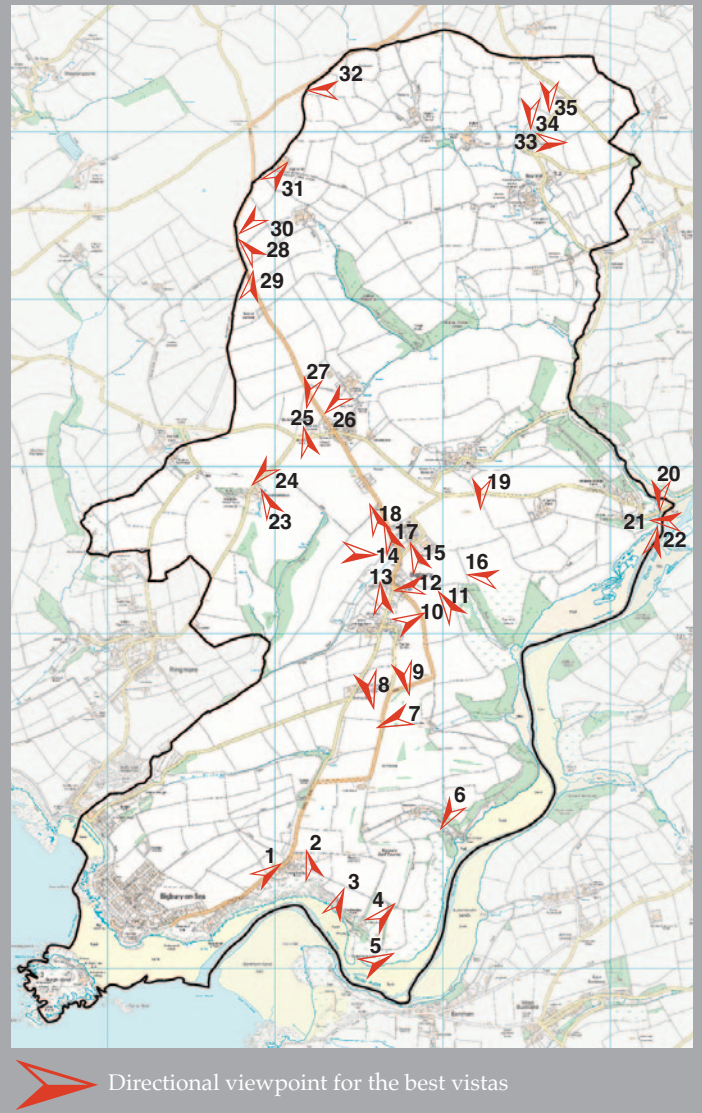
- NPPF paras 7-11, 28, 170 and 172.
- JLP Policies SPT1, SPT2, SPT11, DEV20, DEV23 and DEV25.
- AONB MP Policies Lan/P1, Lan/P3, BioGeo/P2, BioGeo/P3, LanMan/P3 and Trans/P2.

**Policy BP21 – Wildlife sites and biodiversity**

Proposals that might affect wildlife sites and habitats should be avoided. If these sites are affected appropriate mitigation measures should be put in place and form part of any planning application proposals.

Measures to enhance the biodiversity should form part of

Figures 15: Plan showing important viewpoints  
(For full list, see Appendix 12, pages 80-81)



all new development and will be encouraged on all other sites in the Parish.

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

NPPF paras 7-11, 28, 170, 172 and 174.

Government's 25 year Environmental Plan.

JLP Policies SPT1, SPT2, SPT12 and DEV 26.

AONB MP Policies Lan/P1, Lan/P3, BioGeo/P2, BioGeo/P3 and Est/P2.

South Devon Estuaries Management Plan

**Policy BP22 – Coastline, beaches and the Avon estuary**

The coastline, beaches and the Avon estuary shall be protected and conserved and no new development which might cause harm to the stability and/or beauty of the coastal cliffs, coastal pathways, beaches or the Avon estuary will be allowed. Ways to reduce pollution of the Avon Estuary, litter on the beaches and harm to the marine life will be promoted.

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

NPPF paras 7-11, 28, 166, 168 and 170.

JLP Policies SPT1, SPT2, SPT12, DEV24, DEV25 and DEV 36.

AONB MP Policies NatRes/P2, NatRes/P3, NatRes P7, Hist/P7, Mar/P1-P4, Est/P1 and Est/P2.

South Devon Estuaries Management Plan

Shoreline Management Plan (Policy Unit references 6c13 to 6c15 and 6c16)

**Policy BP23 – Views and vistas**

Important views and vistas should be protected and any new development which adversely affects these views will not be supported. This includes development that might introduce incongruous features, cause harm to the openness of the area, be visible on the skyline, or intrudes into or otherwise adversely affects important views of the sea, the Avon Estuary or views of heritage assets.

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

NPPF paras 7-11, 28, 170, 172 and 173.

JLP Policies SPT1, DEV20 and DEV23.

AONB MP Policies Lan/P1, Lan P3, Lan/P5, Lan/P6 and Lan/P7.

South Devon Estuaries Management Plan



• VIEW FROM PONDS GREEN CROSS



• VIEW FROM PUBLIC FOOTPATH AT FOLLY FARM TO BANTHAM



## HERITAGE

### OBJECTIVE

To conserve and enhance the designated and non-designated heritage assets within the parish.

#### Background

##### Mesolithic (8000 – 4000BC)

4.128 The earliest evidence of human activity in Bigbury is a piece of flint found field walking and which is judged to be Mesolithic in date.

4.129 The possible remains of a submerged forest have been found at Challaborough, but there is no dating evidence. Radiocarbon dating for a submerged forest at North Hallsands, some 8 miles to the east of Bigbury, indicated that it was between 3000 and 12000 years old.

##### Neolithic - Bronze Age (4000BC – 700BC)

4.130 There is evidence of Neolithic and Bronze Age settlements in the parish as evidenced in the existence of a long barrow and two bowl barrows located south east of Chapelcombe, in St Ann's Chapel as shown on **Figure 16**, below. These barrows are Scheduled Ancient

Monuments and are of considerable national importance.

4.131 Long barrows were constructed as earthen or drystone mounds with flanking ditches and acted as funerary monuments during the Early and Middle Neolithic periods (3400-2400BC). They represent the burial places of Britain's early farming communities and, as such, are among the oldest field monuments surviving that are visible in the present landscape. As one of the few types of Neolithic structure to survive as earthworks, and due to their comparative rarity, their considerable age and their longevity as a monument type, all long barrows are considered to be nationally important.

4.132 The long barrow south east of Chapelcombe is one of only seven known in Devon, the majority being on the fringes of Dartmoor. Like the other known examples in the country, there may be a simple stone chamber at the wider southern end. The mound's relatively short length gives it a squat appearance which may be misleading, as some of the tail may have been cut away by the construction of the lane to the east. As is common with long barrows, this example is aligned north east to south west. The cropmark at the proximal end with no evidence of robbing suggests an intact or partly preserved chamber. The field names also indicate that the barrows may have extended

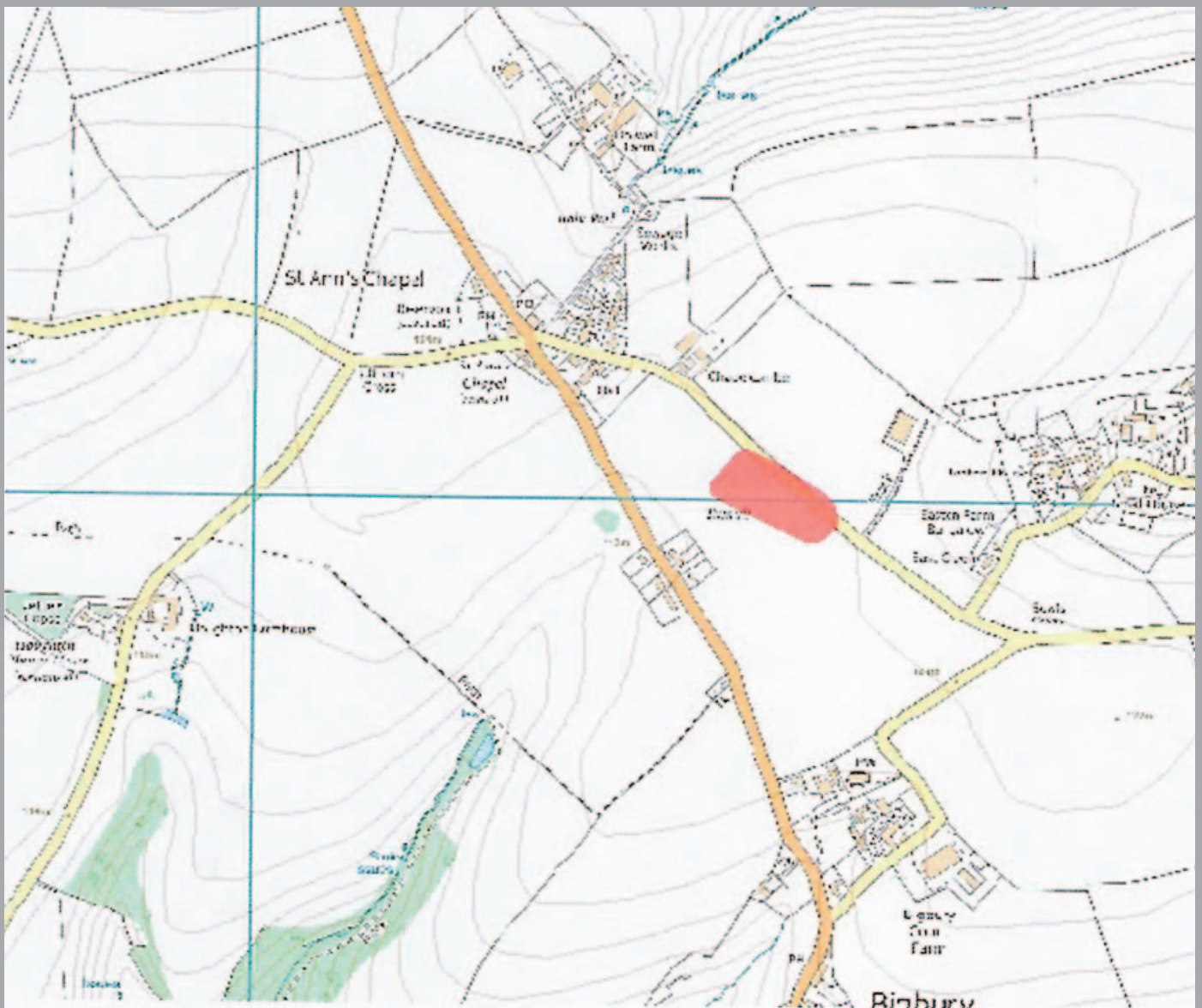


Figure 16: Plan showing area of Long and Bowl Barrows





• MARWELL CROSS



• DOVECOTE



• ROSE COTTAGE

beyond Bows Cross.

4.133 Bowl barrows, the most numerous forms of round barrows, are funerary monuments dating from the Late Neolithic period to the Late Bronze Age, with most examples belonging to the period 2400 to 1500BC. They were constructed as earthen or rubble mounds, sometimes ditched, which covered single or multiple burials. The alignment of two bowl barrows at right angles to the Neolithic long barrow is rare in England and unique in Devon, where no such associations are known. The level of survival is to a good height with no evidence of robbing.

4.134 Two sub-rectangular enclosures identified as cropmarks have also been seen in aerial photographs, one to the south west of St Ann's Chapel and one to the east of Bigbury Village. These have been judged as being of similar date. Pottery, possibly Bronze Age date, has also been found at Mount Folly Farm.

### Iron Age - Roman (700BC - AD410)

4.135 Remains of a possible Iron Age settlement have been found following discovery of the remains of an earthwork enclosure in the northern part of the parish and to the east of the B3392 and the part of the road from Seven Stones Cross to Harraton Cross. This site is shown on Figure 17.

4.136 Pottery from excavations within two enclosures near Mount Folly Farm indicates occupation in the Iron Age and Roman periods, from the 3rd century BC to the 3rd century AD. Roman coins spanning the period AD161 to AD305 have also been found in other parts of the parish.

4.137 These sites are not designated as Scheduled Ancient Monument but are included on the list of local heritage assets.

4.138 Roman activity in this area is also evidenced by the discovery of a possible Roman enclosure site at Bantham, which lies on the east side of the Avon Estuary in the Parish of Thurlestone.

4.139 It has also been suggested that Burgh Island may be 'Ictis', an island described as a tin trading centre in Diodorus Siculus in the first century BC.

### Saxon (AD410 – 1066)

4.140 A spring treated as a boundary marker at Heotts Ditch close to Holwell Farm is referred to in a Royal charter of AD846. This may be an antecedent of St Ann's Holy Well which lies to the south of the farm on Holwell Lane and is identified as an area of wet ground. There is also evidence for Saxon occupation of the area documented in the Domesday Book which was compiled in 1086. Ordwulf held Bicheberia (Bigbury) prior to the Norman Conquest of 1086. It was thought to have included the site of Houghton Farm.

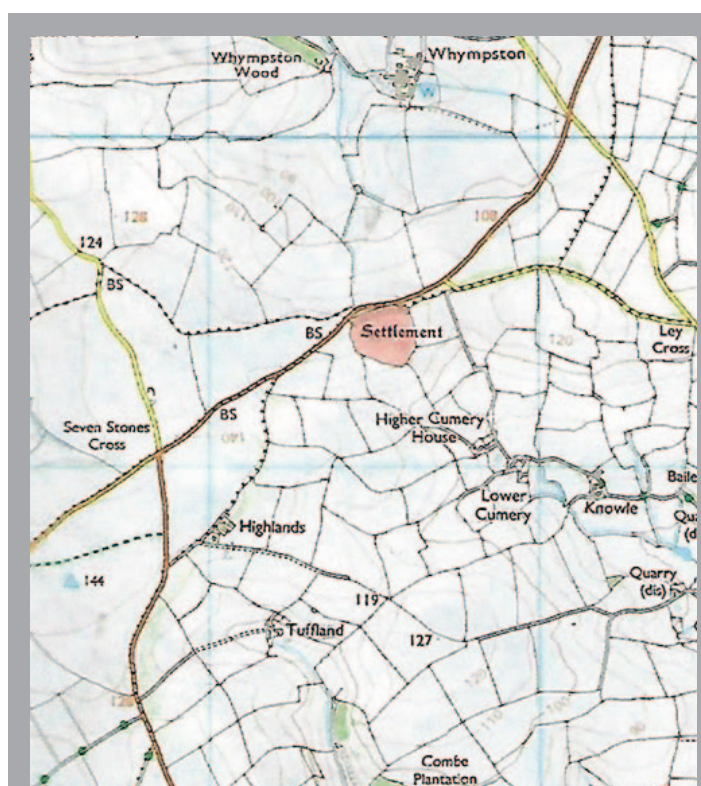


Figure 17: Iron Age earth enclosure

• IRON AGE SETTLEMENT





Figure 18: St. Ann's Holy Well

**Medieval (1066 - 1540)**

4.141 In 1086 the manor of Bigbury was held by Reginald of Vautortes from the Court of Mortain. There were 12 villagers and 12 smallholdings and, of particular interest, the manor had a salt-house. Houghton, Cumery, Tuffland and Easton are first documented in the 13th century. There is reference to there being a manor at Houghton although whether there was actually a manor house at Houghton is in some doubt.

4.142 The Holy Well close to Holwell Farm in St Ann's, as shown in

**Post Medieval (1540 – 1749)**

4.144 The Manor House at Bigbury Court was first constructed in the 17th century. This was on the site of the now listed Bigbury Court Farmhouse where there are still traces of the post medieval manor at the back of the house. The manor house used to face north but the front was remodelled to face south in 1794. The listed post medieval dovecote in front of Bigbury Court is a rare example where dry-stone construction techniques have been used.

4.145 The Anglican Parish Church of St Lawrencebut was mainly rebuilt in 1872. The church does however, still retain some medieval features including an early 14th century piscine (stone basin) and sedilia (group of stone steps) in the chancel.

4.146 Many of the cottages in Bigbury Village date back to the 17th and 18th century. These dwellings were originally built to house the agricultural labourers and other workers. Most of these earlier cottages are listed but others of slightly later build make a positive contribution to the Bigbury Village Conservation Area and are included on the list of local heritage assets. All of these designated and non-designated heritage assets should be preserved.

4.147 Other known activity within the parish during this period included the construction of a priest house at Glebe House, Easton (this was later extended in the 1870s), Hingston Farmhouse originally built in the 17th century, the establishment of the Medieval Chapel of St Michael de la Burge and a coast light on Burgh Island, a Medieval beacon on Folly Hill, and a Medieval rabbit warren on 2.5 hectare coastal strip of land called 'Warren Field'. Most of this warren is now covered by modern housing.

**Early Modern ((1750 - 1901)**

4.148 In 1765 the activity in the parish was spread between St Ann's Chapel, Easton and Bigbury, as shown on Donn's Map of 1765 (Figure 19, page 36).

4.149 Bigbury Manor was held for nine generations by a family of its own name and afterwards passed to the Champerones, Willoughbys and Pawletts. In the 19th century the manor was held by the Duke of Cleveland and the Dowager Duchess of Cleveland, who were also part of the Pawlett family.

4.150 By the early 19th century the village of Bigbury had expanded considerably with development radiating on both sides of the valley. (See Ordnance Survey map of 1809, Figure 20, page 36). Bigbury Village had become the largest village in the parish and by the end of the 19th century included a school house, a Smithy, Wheelwright Carpenter, local store, post office and a public house.



• BIGBURY COURT FARMHOUSE

Figure 18, above, was referred to as Haelwille in a document of 1242. This is now listed Grade II and registered as a Scheduled Ancient Monument. The St Milburga's Oratory, close to the Avon Estuary, was licensed in 1395 and demolished in 1888. This site also included St Milburga's Well. Closely associated with these two wells was the establishment of St Ann's Chapel, now incorporated into the later constructed but now Grade II listed, Pickwick Inn.

4.143 The listed parish church, St Lawrence also dates back to the 14th century. The name Boarshill is also recorded in the 14th century.





Figure 19: Donn's Map of 1765

4.151 The Pickwick Inn is early 19th century in date, but incorporates the remains of the 15th century St Ann's Chapel and a 17th or 18th century house. The farmhouse at Holwell Farm is thought to have been built in the late 18th or early 19th centuries. There are also a number of houses in the northern part of the parish that were built in the late 18th century or 19th century. These include East Knowle and Challons Combe. Greenwood's County Map of 1886 is shown in Figure 21.

4.152 Glebe House shown on the OS 1905 map (Figure 22) became the rectory for St Lawrence Church and Long Easton, opposite Glebe House, became the local school. The same map shows a well and pond close to Glebe House.

4.153 The character of the parish went through a considerable change in the late 19th century and early 20th century following the change from the labour intensive arable farming to livestock farming in the 1870s. This resulted in the construction of many barns within the parish, including Bigbury Court, Willings Farm, Easton and Hexdown. The population was considerably reduced with many of the former agricultural cottages in the village of Bigbury becoming derelict and eventually lost. In addition, much of the land, formerly owned by Wilhelmina Powlett, Dowager Duchess of Cleveland, was sold following her death on 1901.

4.154 St Ann's Chapel was a much smaller village than Bigbury Village during the 18th and 19th century but included a few houses, a bakery, a local constabulary, a small Baptist Chapel and a public house.

4.155 Apart from the many listed buildings of this period there are many other buildings and structures worthy of conservation including the late 19th century barns.

**Modern (AD 1901 - present)**

4.156 The biggest change to the parish occurred in the early 20th century with the development of Bigbury on Sea as a holiday resort on what had previously been just farming land with a few buildings including Folly Farm, Warren Cottage and some fish cellars close to the beach. On Burgh Island there was the Pilchard Inn and a small chapel.



Figure 20: OS Map of 1809



Figure 21: Greenwood's County Map of 1886

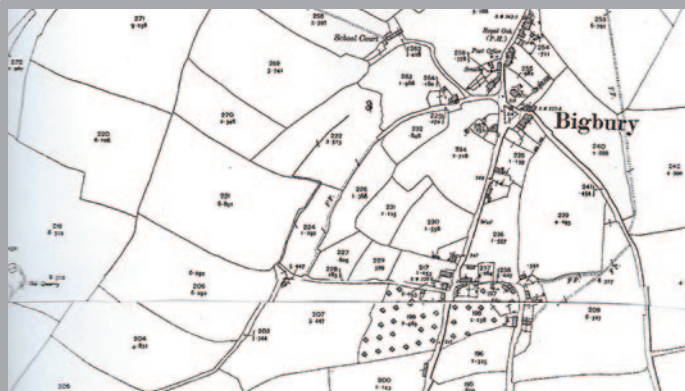
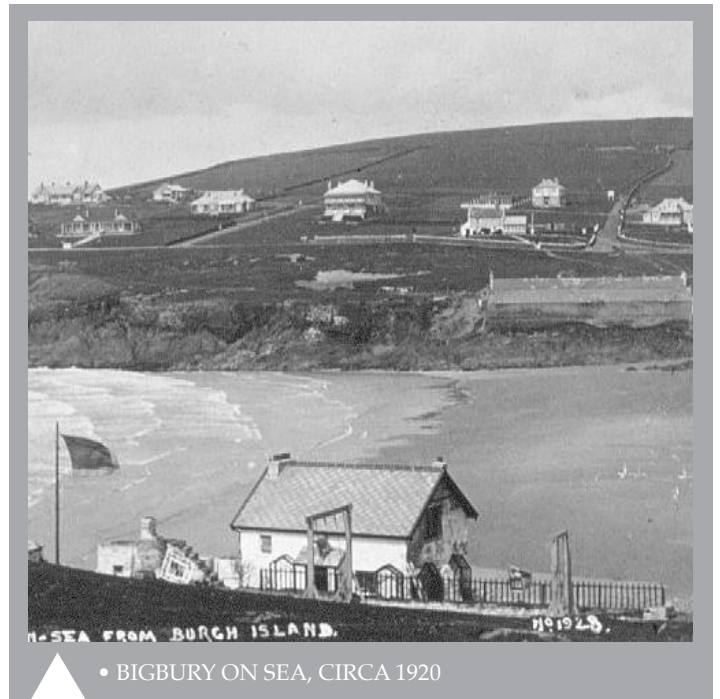


Figure 22: OS Map of 1905



4.157 In 1906 the Bigbury Bay Land Company bought land from the Cleveland Estate to develop their planned holiday village constructed on a rectangular grid system of roads. By the Great War small hotels, a few houses and some holiday bungalows were already in place and day trippers came from Plymouth by steamers, embarking on Burgh Island.

4.158 The advent of motorised transport saw considerable growth of the village with particular growth during the 1930s. A small hotel



was erected on Burgh Island in 1914 but this was replaced by the much larger Art Deco Burgh Island Hotel in 1929, shown in the photograph above.

4.159 The Burgh Island Hotel was occupied by the army during the Second World War and several pillboxes were set up close to beaches, many of which still survive including one used by the RNLI as a look out tower. Three of these pillboxes, one on Sedgewell Beach and two on the island are included in the list of local heritage assets. The bell of HMS Bigbury is now a memorial in St Lawrence Church.

4.160 Further expansion to the village took place following the Second World War. Bigbury on Sea is now much more than just a holiday resort. It is the chosen place to live by many of the parishioners, although many dwellings are now being bought as second homes or homes to let.

4.161 A further change which took place during this period has been the expansion of St Ann’s Chapel. At the beginning of the 20th century there were just a few houses, a public house, the bakery and a local constabulary. The Holywell Stores was established just before the Great War of 1914 -18 and in the 1950s the Hilltop development to provide affordable housing was constructed. The Memorial Hall was also built in the 1950s. The only designated heritage asset relating to building during this period is the Art Deco Burgh Island Hotel listed in January 1990. There are however a number of non-designated assets which are worthy of conservation including some of the earlier dwellings built during the Edwardian period.

**Heritage Assets**

4.162 A heritage asset includes designated and non-designated assets and is defined in the NPPF as being ‘A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions because of its heritage interest’. Designated heritage assets include Scheduled Monuments, Listed Buildings and Conservation Areas and are regarded as being of national importance. Non-designated assets, whilst not meeting the same strict criteria as designated assets, are of importance at a local level and do have significance in planning decisions.

4.163 Heritage assets may be architectural, historic, artistic and/or archaeological. They can be below ground as well as above ground, such as the enclosures at Mount Folly farm, and include features and structures such as pumps, cobbled surfaces, post boxes etc as well as buildings.

**Conservation Areas**

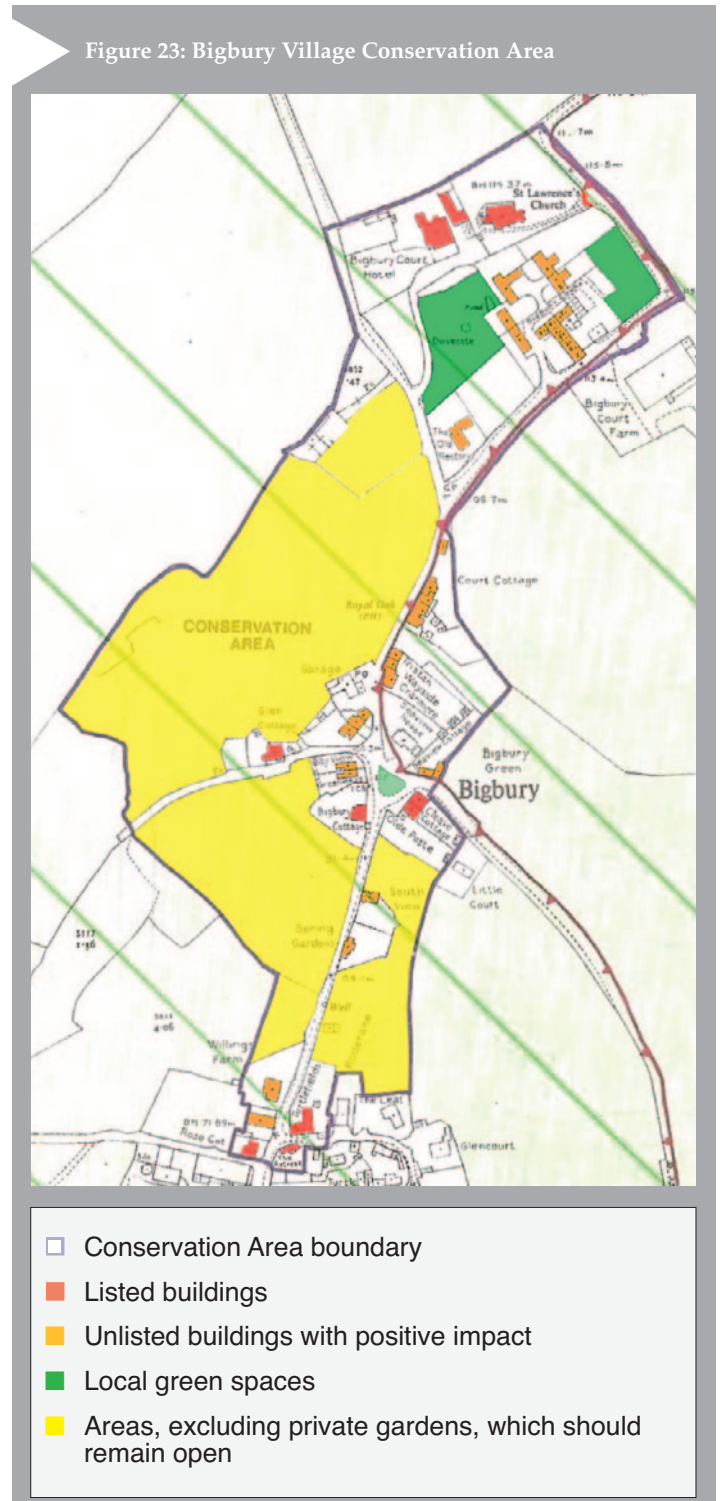
4.164 There is only one conservation area in the parish. This covers most of Bigbury Village. This area includes 10 listed buildings including St Lawrence Church, Bigbury Court and the Dovecote and several cottages, many thatched which were built in the 17th or 18th century or earlier. The Dovecote is also a Scheduled Ancient Monument.

4.165 The conservation area also includes many buildings of local heritage value that have been identified in the Study of Bigbury Village (Appendix 8).

4.166 A plan showing the extent of the conservation area and showing the location of the listed buildings and buildings considered to provide a positive contribution to the conservation area is shown below, **Figure 24**. Reference should however be made to the Bigbury Village Study to see the full list of listed buildings and local heritage assets.

**Designated Heritage Assets**

4.167 There are 3 Scheduled Ancient Monuments and 25 Listed Buildings within the Parish of Bigbury. These include 2 designated assets which are on the Heritage at Risk Register – Church of St Lawrence and St Ann’s Well. A list of the designated assets is set out below:



**St Ann's Well**, circa 70 metres south of Holwell Farmhouse. List entry: 1309152 and 1019315. Listed Grade II and a Scheduled Ancient Monument.

**Long barrow and two bowl barrows**, 200m south east of Chapelcombe, St Ann's Chapel. List entry 1019239. Scheduled Ancient Monument.

**The Old Chapel Inn, now The Pickwick Inn**, St Ann's Chapel. List entry 1108104. Listed Grade II.

**Holwell Farmhouse**, St Ann's Chapel. List entry 1108103. Listed Grade II.

**Holdings Houghton Cottage**, St Ann's Chapel. List entry 1165886. Listed Grade II.

**Boundary Stone** near Marwell Cross, St Ann's Chapel. List entry 1108102.

**East Glebe/Glebe House**, Easton. List entry 1108095. Listed Grade II.

**Hingston Farmhouse** and attached outbuilding, Stakes Hill Road. List entry 1108105. Listed Grade II.

**Challons Coombe Farmhouse**, Coombe. List entry 1108133. Listed Grade II.

**Barn Range**, to south of Coombe Farmhouse (now called Combe Farm Barns). List entry 1165870. Listed Grade II.

**East Knowle**, Knowle. List entry 1108134. Listed Grade II.

**Church of St Lawrence**, Bigbury. List entry 1325078. Listed Grade II\*.

**Gate piers**, gate and walls at east entrance to St Lawrence, Bigbury. List entry 1108132. Listed Grade II.

**Bigbury War Memorial Cross**, St Lawrence Churchyard, Bigbury. List entry 1448221. Listed Grade II.

**Bigbury Court**, Bigbury. List entry 1325103. Listed Grade II.

**Barn and Malthouse**, to north east of Bigbury Court. List entry 1108098. Listed Grade II.

**Dovecote at Bigbury Court**. List entry 10109948 and 1325104. Listed Grade II and Scheduled Ancient Monument.

**1 and 2 Coombe Cottages**, Bigbury (now called Boars Hill Cottage). List entry 1325079.

**Bigbury Cottage**, Bigbury. List entry 1108100. Listed Grade II.

**Cleave Cottage and The Olde Post**, Bigbury. List entry 1108099. Listed Grade II.

**Glen Cottage**, Bigbury. List entry 1165835. Listed Grade II.

**The Retreat**, Bigbury. List entry 1108096. Listed Grade II.

**Turtlefields**, Bigbury. List entry 1108097. Listed Grade II.

**Rose Cottage**, Bigbury. List entry 1325102. Listed Grade II.

**Shoal of Furze**, Bigbury. List entry 1325101. Listed Grade II.

**Burgh Island Hotel**, Burgh Island. List entry 1108101. Listed Grade II.

### Non-Designated Heritage Assets

4.168 All of the above designated heritage assets have statutory protection but there are many other non-designated assets in the parish that are considered by the community to be important to our historic environment and should be conserved and enhanced.

4.169 In the responses to the Neighbourhood Plan Questionnaire 37% of respondents considered that there should be more protection of some of the unlisted older buildings and structures within the parish. At the top of the list was Warren Cottage (11.5%) with The Pilchard Inn also being specifically mentioned (4.4%).

4.170 The village studies also include reference to those buildings and structures which the working groups considered were of particular local architectural or historic importance and should therefore be retained.

4.171 Whilst local listing provides no additional planning controls, the fact that a building or site is on the local list means that its conservation as a heritage asset is an objective of the NPPF and a

material consideration when determining the outcome of a planning application. Locally listed heritage assets within conservation areas also benefit from the general control over demolition afforded by the Planning (Listed Buildings and Conservation Areas) Act 1990.

4.172 In December 2017 the Parish Council agreed that a List of Local Heritage Assets should be prepared and that the whole of the community, should become actively involved in the nomination process.

4.173 The community as a whole were invited to nominate buildings, structure and other features that they considered should be included on the list of local heritage assets and were encouraged to provide where possible reasons for their nominations and to include photographs.

4.174 The nominations were then considered by a working group of people who have a particular interest or expertise in relation to heritage matters and a draft list was subject to a five week consultation with the community from 6 August 2018 until 10 September 2018. The list was approved by the Parish Council at their meeting on 12 September 2018.

- Bigbury Court Barns, Bigbury Village
- 1 and 2 Court Cottages, Bigbury Village
- Former Royal Oak Public House, and Horse Mount, Bigbury Village
- Tristan, Weyside and Cranmere, Bigbury Village
- Lavender Cottage, Rose Cottage and Mariner's Cottage, Bigbury Village Green
- Bay View and Greenways, Bigbury Village Green
- Sea View Cottage and adjoining building, Bigbury Village Green
- South View, Lower Bigbury Village
- Spring Gardens Cottage, Lower Bigbury Village
- Willings Barn, Lower Bigbury Village
- Turtle Farm Barn, Lower Bigbury Village
- Underground reservoir, Bigbury Village
- Greystones, Lower Bigbury Village
- Ice Tunnel, Bigbury Village
- Well, Lower Bigbury Village
- Water pump, Lower Bigbury Village
- Milk churn stand, Bigbury Village
- Telephone box, Bigbury Village Green
- Stone wall, adjacent to Upper Willings Farm, Lower Bigbury Village
- Little Combe, St Ann's Chapel
- The White House, St Ann's Chapel
- The Old Chapel, St Ann's Chapel
- The Old Bakery / Le Petit Pain, St Ann's Chapel
- Telephone box, St Ann's Chapel
- Warren Cottage, Bigbury on Sea
- Bay View Cafe, Bigbury on Sea
- Pilchard Inn, Burgh Island
- Huer's Hut, Burgh Island
- Pill box, north east side of Burgh Island
- Pill box, north west side of Burgh Island
- Pill box / Lifeguard station, Bigbury on Sea
- Cliff Side, Bigbury on Sea
- Sea Haven, Bigbury on Sea
- Mount Folly Farm residential barns, Bigbury on Sea
- The Warren, Bigbury on Sea
- Telephone box, Marine Drive, Bigbury on Sea
- Telephone box, Ringmore Drive, Bigbury on Sea
- King George V post box in wall in front of Beach Front, Bigbury on Sea
- Beacon, Bigbury on Sea
- Archaeology site, Folly Farm, Bigbury on Sea
- Easton House, Easton
- Easton Cottage, The Byre, The Granaries and Shippon Cottage, Easton
- Easton Farmhouse, Easton
- Long Easton, Easton
- King George V post box in wall in front of Glebe House, Easton
- Foxhole Cottage, Foxhole





- Foxhole House, Foxhole
- Basket Maker’s Hut, Dukes Mill
- Bridge and millpond, Dukes Mill
- Frogland, Combe
- Spring Bank, Combe
- Abbot’s Ash, Combe Farm, Combe
- Combe Barton, Combe
- Combe Barton Cottage, Combe
- Combe Farm Barns, Combe
- Clanturkan Cottage, Combe
- Knowle Farmhouse, Knowle
- Higher Cumery, Higher Cumery Cottage, Courtlage and Courtlage Annex, Cumery
- Remains of chapel and well, St Milburga’s Oratory
- Lime Kiln, adjacent to Milburn Orchard, Avon Estuary
- Villa Crusoe, including boat house and quay, Lincombe Lane
- Greenwell, Lincombe Lane
- Lincombe Barn, Lincombe Lane
- Hexdown Farmhouse and barns, Hexdown
- Tuffland Farmhouse, Tuffland Farm
- Cockleridge House including old boathouse, Cockleridge
- Earth enclosure, Cumery
- Milk churn stand, entrance to Bigbury Golf Club
- Houghton Farmhouse and barns, Houghton
- Nodden House, Marwell
- Nodden Mill, Marwell
- Tidal Road, Avon Estuary

4.175 Further details of the location and reason for the inclusion of these local heritage assets is provided in **Appendix 13**.

**Policy BP24 – Built heritage**

**Great weight shall be given to the conservation of both designated and non-designated heritage assets as identified within the Neighbourhood Plan and special regard shall be given to the desirability of preserving the asset or its setting and any features of special architectural or historic interest which it possesses.**

**RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS**

NPPF paras 7-11, 28 and 184-188.

JLP Policies SPT1 and DEV21.

AONB MP Policy Hist/P1.



EXAMPLES OF LISTED BUILDINGS

- TOP - OLD POST AND GLEAVE COTTAGE
- BOTTOM - THE PICKWICK INN



EXAMPLES OF LOCAL HERITAGE ASSETS

- WARREN COTTAGE, BIGBURY ON SEA



EXAMPLES OF LOCAL HERITAGE ASSETS

- TOP - BIGBURY COURT COTTAGES
- BOTTOM - CRANMERE



## TRANSPORT

### OBJECTIVE

To retain the existing network of local roads and footpaths and encourage the provision of new footpaths and cycle ways to provide better access to the countryside and increased safety for pedestrians, cyclists and horseriders.

4.175 It is recognised that the narrowness of some of our local roads does cause some congestion and some inconvenience to road users particularly during the peak holiday season. There are however several passing places and, whilst some delays might occur, the narrowness of the roads and the high Devon banks are important to the appearance and character of this rural area. It is not therefore proposed to widen the local roads or to support proposals which introduce changes to the local road network in order to facilitate new development which is not considered to be essential to the needs of the local community.

#### *Policy BP25 – Transport and highways*

The existing network of mainly single track roads with passing places should be retained, together with the high Devon banks which are important to the character of the area. Any new development should have regard to the need to retain as much Devon bank as possible whilst ensuring adequate visibility. Opportunities for more passing places should be considered providing these do not result in the removal of mature Devon hedgebanks. Existing footpaths should be maintained, and new or improved footpaths and cycle ways provided, where possible, to provide better access to the countryside and greater safety for pedestrians and cyclists.

#### RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-11, 28 and 102-104.

JLP Policies SPT1, SPT2, SPT4, SPT10, TTV2 and DEV29.

AONB MP Policy Trans/P2.

4.176 There is concern about the adequacy of our existing car parks at Bigbury on Sea. The main public car park is not sufficient to accommodate all vehicles during the peak holiday season, particularly during sunny weekends. The overflow car park on The Warren has limited capacity and is also not sufficient to take the overflow traffic. The owner of Folly Farm has made one of his fields available for car parking, which has temporarily relieved this problem but a more permanent solution which is not harmful to the landscape might be supported. In the meantime, it is understood that the owner of Folly Farm is willing to continue to provide this facility.

#### *Policy BP26 – Car parks*

Proposals to develop a car park which is considered essential to support the tourist industry at Bigbury on Sea or to serve the needs of the local community will be supported providing this does not have a harmful effect on the landscape and beauty of the natural environment and is compliant with other Policies of the Plan. Any such proposals should also consider the possibility of including facilities for coach parking.

#### RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

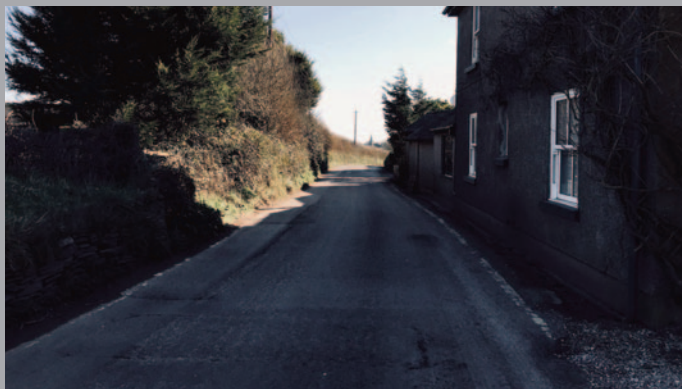
NPPF paras 7-11, 28, 83, 84, 102, 170, 172 and 173..

JLP Policies SPT 1 and DEV29.

AONB MP Policy Trans/P3.



• ROADS AROUND BIGBURY GREEN



• B3392 FROM ST ANN'S CHAPEL



• REFUSE CART



• BUS SHELTER



4.177 In the event of an emergency, particularly one involving beach or water sports activities, or serious medical problems, the parish benefit greatly from the Devon Air Ambulance Trust who are currently able to land helicopters at various places throughout the parish. Our main hospital is Derriford Hospital in Plymouth. There is also a hyperbaric chamber at the Diving Diseases Research Centre (DDRC), which is on a site adjacent to the hospital. Accessing these facilities takes about 45 minutes by road, depending on traffic. However, there is a shortage of land ambulances in the area. There is one stationed at Kingsbridge Hospital, which would take about 20-25 mins to get to Bigbury on Sea but if this is not available the only other ambulances are those stationed at Plymouth or Dartmouth. By air ambulance the time to Derriford hospital or the DDRC is just 5-6 mins.

4.178 The Trust has been working with local communities throughout Devon to develop a network of night landing sites as permanent fixtures and new night landing sites have now been provided at Bigbury Golf Club and on a site to the north of Ringmore Village in the adjoining parish. A night landing site requires a flat area of at least 50m x 50m and may be on grass or any hard surface. The site could be the site of a playing field, car park or recreational ground but does need to be floodlit. It would be funded and managed by the local community who are in support of this project.

**Policy BP27 - Air Ambulance Night Landing**

Proposals to develop further air ambulance night landing sites to serve the parish will be supported providing this does not result in harm to the special qualities of the AONB and Heritage Coast and is controlled so that it does not result in unacceptable levels of light pollution and is in compliance with other Policies of the Plan.

RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-11, 28, 172 and 173.

JLP Policies SPT1, SPT2 and DEV1.

4.179 Having regard to the lack of public transport and dependency on the car, it is necessary to provide sufficient off-street car parking for existing and new developments.

**Policy BP28 – Parking provision**

Proposals for housing development will be required to provide a minimum of one off-street parking space for units with 1 bedroom, a minimum of two off-street parking spaces for units of 2 bedrooms, and three parking spaces for units of 3 or more bedrooms.

Proposals for housing developments of three or more dwelling units should also, if possible, provide additional spaces for visitors.

Grass verges should be provided in front of properties where appropriate to discourage parking taking place on the roads in front of residential properties.

Off-street car parking for other types of development will be assessed on an individual assessment basis depending on the type of use and location of the site.

RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

NPPF paras 7-11, 28 and 10.

JLP Policy DEV10.



## INFRASTRUCTURE AND RESOURCES

### OBJECTIVE

To seek opportunities for improving infrastructure to make the parish more sustainable.

4.180 Throughout the parish the connectivity to mobile services and broadband speeds and connections are extremely poor. This has a particularly harmful effect on existing businesses including the ability to work from home.

#### *Policy BP29 - Connectivity*

Proposals to improve mobile services or Broadband speeds will be supported subject to the following criteria:

- (i) transmitters, receivers (or other structures) are located close to an existing road or access tracks;
- (ii) the equipment is sympathetically designed and/or camouflaged where appropriate; and
- (iii) there is no harmful visual impact on skylines or important views or vistas.

RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

- NPPF paras 7-11, 28 and 112-115.
- JLP Policies, SPT1, SPT2, SPT4, DEV15 and DEV30.

4.181 The Neighbourhood Plan supports means of reducing energy consumption and as such supports the provision of small scale renewable energy schemes providing that these do not have a harmful impact on the AONB and the natural landscape or Heritage Assets.

#### *Policy BP30 – Renewable energy*

Proposals for small scale renewable energy schemes, close to or attached to individual properties will generally be supported providing these have no harmful impact on the appearance or character of a designated or undesignated heritage asset or on the South Devon AONB, including cumulative landscape and visual impact.

Proposals for solar arrays or wind turbines on open farmland will not be supported.

RELEVANT HIGHER LEVEL POLICIES AND MATERIAL CONSIDERATIONS

- NPPF paras 7-11, 28, 150 and 151.
- JLP Policies SPT1, SPT2, DEV32 and DEV33.
- AONB MP Policy NatRes/P6.



• MAST AT MARWELL



• SOLAR PANELS



## **IMPLEMENTATION AND MONITORING**

### ***Implementation***

4.182 Implementation of the plan will be on-going. The responsibility for determining planning applications will still rest with the South Hams District Council who will be responsible for applying the policies of the Neighbourhood Plan which will, once adopted, form part of the development plan for the area, with the same legal status of the District Council's adopted development plan.

4.183 The current adopted development plan of the District Council is now the Plymouth and South West Devon Joint Local Plan.

4.184 The Bigbury Parish Council is consulted in respect of all applications for planning permission and will ensure that their representations accord with the proposals and policies of the Neighbourhood Plan. The Parish Council will also work closely with South Hams District Council to ensure conformity with the Neighbourhood Plan together with local and national policies.

### ***Monitoring***

4.185 It is proposed to monitor the plan in the following ways.

#### ***Twelve month review***

4.186 The Neighbourhood Plan will be reviewed one year after its adoption at the community referendum by the Parish Council and the reconvened Neighbourhood Plan Steering Group.

4.187 The purpose of the review will be primarily to assess the extent to which the neighbourhood plan objectives have been implemented in practice and whether the proposals and policies of the neighbourhood plan are having a positive effect in relation to the determination of applications and achievement of the objectives of the plan.

4.188 The Steering Group will prepare a report to the Parish Council which will be published in the Bigbury News and on the community website.

#### ***Five Year Review***

4.189 The neighbourhood plan will be reviewed every five years. This review will be led by the Parish Council with the assistance of a reconvened Steering Group. The local community will be invited to make representations.

4.190 The purpose of the review will be primarily to assess the extent to which the objectives are being achieved in practice and the contribution that the proposals and policies are making in terms of meeting these objectives.

#### ***End of Period Review***

4.191 At least two years prior to the expiry of the Neighbourhood Plan (2038), a full scale review will be undertaken to gauge the success of the plan in meeting its objectives and to put in place a succession plan which will also take into account any changes which have been or are being made to local plan and national policies.



**QUALITY MANAGEMENT**

Prepared by: Valerie Scott

Authorised by: NPSG

Date: June 2019

Project Number/Document Reference: VSP1005

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