

# Teignbridge Local Plan Review

## Local Plan (Part 2) 2020-2040

### Need to Know Guide

JUNE 2021



**PlanTeignbridge**  
LOCAL PLAN REVIEW 2020-2040



Dear Teignbridge Residents ...

As the Executive Member for Planning here at Teignbridge, I'd like to invite you as members of the public to play an important part in helping shape the location of new sites for the development of homes and business. Your views will help us to deliver better and more environmentally sustainable development in your district over the next 20 years.

As the 'Local Planning Authority' for the area, Teignbridge District Council has a duty to not only make decisions on the hundreds of planning applications that come forward to us every year, but also to provide an appropriate future development planning framework through the preparation and regular review of the Teignbridge Local Plan.

With over 5 years having passed since the current Teignbridge Local Plan 2013-2033 was adopted, the public, having had an opportunity to help shape the 'rules' around how new development is managed in the future, can now comment on its proposed location. You can share your views and opinions on these, which are now being consulted on in our Draft Local Plan (Part 2) 2020-2040.

The current review of the Local Plan is being prepared in 2 parts:

Part 1 of the Plan contains policies ('rules') to guide the decisions taken on proposed new development. This part was available for consultation between March-July 2020 and is still available to view on the Council's Local Plan Review webpages.

Part 2 of the Plan, which is the subject of this consultation, contains proposed sites for the future development of new homes and employment land.

Sites for Gypsy and Travellers and for renewable energy schemes are not part of this consultation. These sites will be considered during the next phase of consultation.

We do hope that the public will engage in the important task of scrutiny, which is why we have written this 'Need to Know' Guide to summarise the Local Plan (Part 2) without using too much planning jargon. The guide also shows where further details on the Local Plan can be found.

Once you have read this guide and the further information available, we would really like to know what you think. You can do this in a variety of ways that are explained further in this guide.

Unfortunately, due to the Coronavirus pandemic, we will not be holding any public meetings or events. However, we will provide other ways for you to ask questions and view all the information you need to be able to share your views on the plan.

The consultation begins at noon on 14th June and runs until noon on the 9th August 2021. We very much look forward to hearing from you!

Finally, I just want to say a big thank you for taking the time to get involved. Your views really do matter and can make a real difference to how Teignbridge develops in the future.

Introduction by:  
**Councillor Gary Taylor**  
Portfolio Holder for  
Planning, Teignbridge  
District Council



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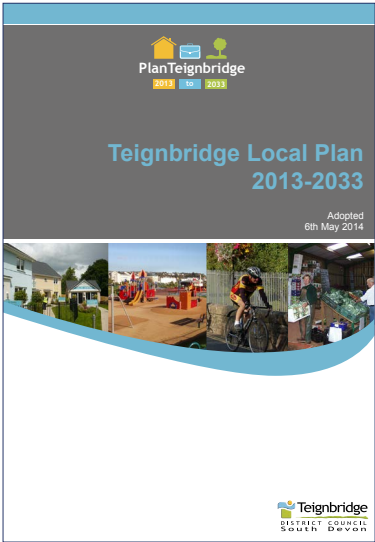
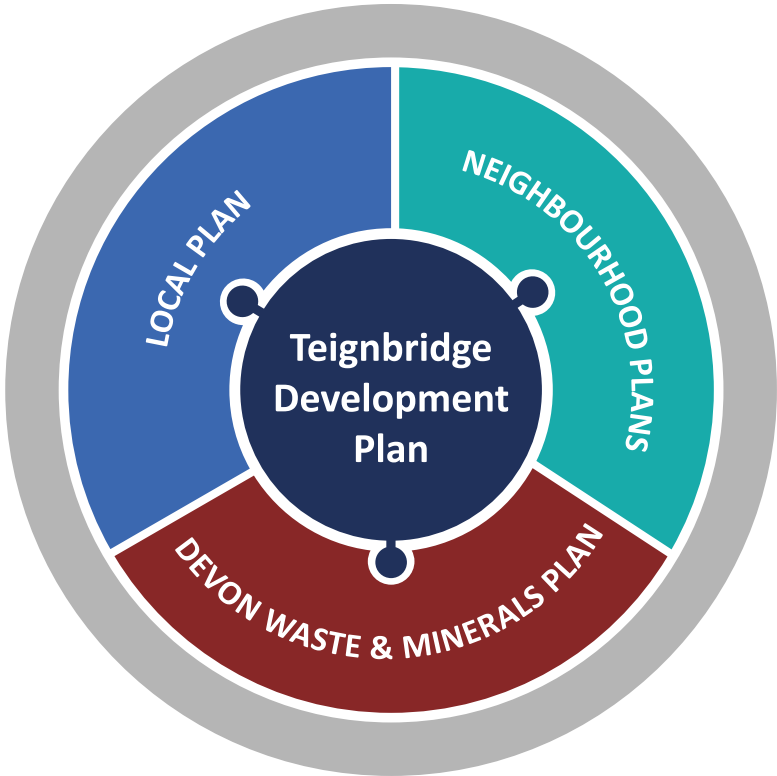


## What is a Local Plan?

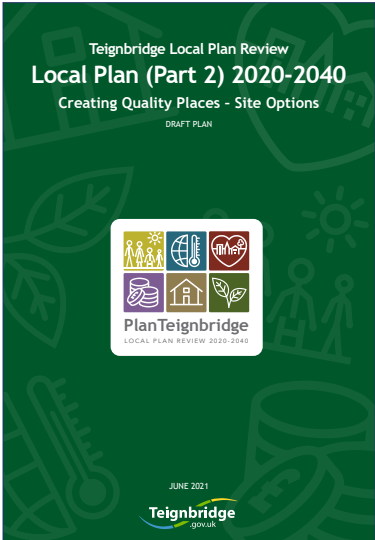
A Local Plan guides the way new development will happen. It explains what supporting infrastructure such as roads, schools and health centres will be needed, and it also guides the quality of development and helps the council take a proactive approach to tackling climate change. The Local Plan looks to the future and also helps to protect and enhance what is most valued in the district – our landscapes, heritage, wildlife, jobs, communities and homes.

Teignbridge already has a Local Plan in place: the current Plan was adopted in May 2014 and looks ahead to 2033. The Teignbridge Local Plan 2020-2040 reviews and updates these existing policies, proposals and actions to meet the environmental, social and economic challenges facing the area over the next 20 years.

Our Local Plan is only one part of the jigsaw that makes up the various plans which have a say on how development takes place in Teignbridge. Collectively, these plans are called our ‘Development Plan’. All of these plans do different things, from covering big issues that affect all of the district and beyond, to the local issues that affect individual communities, and none of these plans is more important than the other.



Existing Teignbridge Local Plan cover



Teignbridge Local Plan Review cover

### Local Plan

Contains policies to manage how development takes place in Teignbridge

Contains allocations for where development will take place. It will identify sites for housing, employment land, gypsy and traveller pitches and renewable energy schemes.

### Neighbourhood Plans

Neighbourhood Plans are prepared by a parish council or neighbourhood forum for their local area.

They include locally specific policies to manage development in their area and may include sites for new development.

### Devon Waste & Minerals Plans

These plans are prepared by Devon County Council and apply to the whole of Devon.

They provide policies to manage the supply of minerals and their operations and applications for waste related development.



## Working with other organisations

A key element in the development of the Local Plan is the ‘Duty to Co-operate’. This means that the Council is required to work with our neighbouring local authorities, and in collaboration with the NHS and Devon County Council as the Education, Transport, Minerals and Waste Authority to identify key issues and possible solutions arising from our emerging planning proposals. These include (but are not limited to):

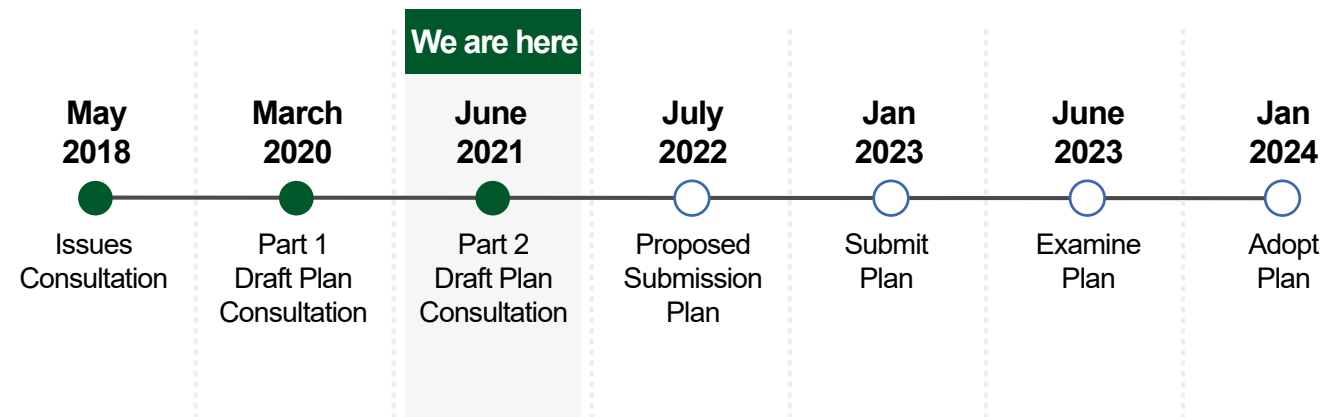
- Capacity within primary healthcare facilities (including GP facilities, community hospitals and dentists), Torbay Hospital and the Royal Devon and Exeter Hospital;
- Capacity within primary and secondary education facilities within the district;
- Impact on transport network (including sustainable and active travel networks), its capacity to cope with the projected growth and the impact on air quality;
- The potential for development near to the boundary of the Dartmoor National Park and subsequent implications on both landscape sensitivity and recreational impact on the Dartmoor Special Area of Conservation
- Working to support the preparation of the Devon Carbon Plan and reflect its recommendations where appropriate; and
- Engaging with the Shoreline Management Plans to identify and plan appropriately for Coastal Change.

Following consultation on the Draft Local Plan (Part 2) a ‘Statement of Common Ground’ to be agreed with our Duty to Cooperate Partners. This will be kept up to date as the Plan progresses through to its submission for independent examination.



## About the Draft Local Plan (Part 2)

The Draft Local Plan (Part 2) for Teignbridge is the third step in our update to the existing Local Plan which was adopted in May 2014. Within the next few years this plan – alongside the Local Plan Part 1 which set out the policies (rules) on how development takes place (which was consulted on from March to July 2020), will replace the existing Local Plan in full.



## What's in the Local Plan (Part 2)?

This plan sets out options for where different types of development might be located in Teignbridge between 2020 and 2040. The information included within the plan:

- Shows you all of the development options which are available for public comment;
- Provides information about each of the different options;

All of the options included within this plan have been informed by a robust assessment process. In getting to this stage, we have looked at:

- Physical constraints at both settlement and site level (e.g. access, flood risk, topography, minerals, protected wildlife sites, health and safety issues, contamination, presence of trees, heritage, landscape etc.);
- Opportunities to maximise development on brownfield (previously developed) sites;
- The availability of land for development;
- The impact of new development on climate change.
- The capacity of schools to accommodate new development and potential for new infrastructure to be delivered;
- The presence of legal covenants or multiple ownership arrangements which would make development so complex as to become unachievable.

## How much housing development is required?

The amount of housing we need to plan for is determined by the nationally set 'standard method' formula. This is a formula based on:

- How many new households will be formed in the next 10 years; and
- The affordability of homes in the district in relation to local wages.

The bigger the gap between local wages and average house prices, the fewer affordable homes there are, the more homes we are required to build. This is to help provide more opportunities for people struggling to access housing, as well as attempt to reduce the gap between house prices and local wages by creating a better balance between the demand and supply of new homes.

The standard method for Teignbridge generates a housing requirement of **751 homes per year**.

This figure could change upwards or downwards over the next couple of years while we prepare our plan because it is updated every year when new data relating to household projections and the local affordability of homes are published.

Our housing requirement will not be 'locked in' until we submit the plan for examination which we hope to do in January 2023. Until then, we will work on the basis that we need to ensure there is sufficient land to provide 751 homes per year for the next 20 years. **Our total housing requirement for the plan period 2020-2040 is therefore 15,020 homes.**

## What about all the homes planned for in the current Local Plan (2013-2033)?

We already have 8,000 homes which are planned for (allocated) through the existing Teignbridge Local Plan (2013-33).

We can also take windfall development (i.e. unplanned development) into consideration. We regularly achieve a level of windfall development of around 130 homes a year and our evidence suggests that this is likely to continue in the future. As such, we propose to include a windfall allowance of 2,600 homes over the plan period.

## What if we don't deliver the required 751 homes per year?

The National Planning Policy Framework (NPPF) places a requirement on Local Authorities to not only identify sufficient sites to meet our housing needs, but to also ensure that they are delivered.



## Why do we need more homes?

### Rapidly increasing elderly population:

As our population grows older, we need homes that people can live in independently for longer. By 2039:

- 1 in 3 Teignbridge residents will be 65 years or older
- 1 in 8 will be aged over 80

### Growing population:

Our population is growing - between 2011 and 2018, Teignbridge's population rose by around 8,500 people....and is projected to keep on rising.

### Pent up demand:

For years we have not been building enough homes to meet housing demand.

### High house prices putting homes out of reach for many local people:

House prices are more than 10 times the average household salary. Over 1,000 people in the district are in need of an affordable home to rent or buy.

### Smaller households:

More people are living alone – meaning we have to build more houses for the same amount of people.



The Government has recently introduced penalties for authorities which are failing to do this. At its most extreme, failure to deliver sufficient homes can lead to an authority not being able to use their Local Plan for making decisions on applications, leaving it to the market and national policy to determine where new development will be located.

To help ‘buffer’ against this, Local Authorities are asked to plan for between 5% and 20% additional homes. The lower 5% buffer can be applied where authorities have a good track record in delivery and the 20% will be applied where authorities have consistently struggled to meet targets.

At this early stage of plan preparation, we are proposing to factor in a 20% buffer so that we ensure there is sufficient headroom for site options to be explored, and to ensure that we have the necessary sites in place should we require the 20% buffer at the time of an examination. If we only require a 5% buffer then our overall housing number will be revised downwards when we submit the plan.

Our housing requirement is therefore as follows:

A. Housing requirement (annual) .....	751
B. Housing requirement 2020-2040 .....	15,020
C. +5% buffer (B+5%) .....	15,771
D. +20% buffer (B+20%) .....	18,024
E. Existing commitments .....	8,152
F. Projected windfall 2020-2040 .....	2,600
G. Shortfall with 5% buffer (C-(E+F)) .....	5,019
H. Shortfall with 20% buffer (D-(E+F)) .....	7,272

*In summary ...*  
**We need to find land for 7,272 additional homes in the new Local Plan.**

Applying the 20% buffer means that our housing requirement for the next 20 years is 18,240 homes.

Where will the homes be located?

A number of approaches (scenarios) for the distribution of new development around the district were considered. These were:

1. Business as usual (i.e. continue the current Local Plan strategy which focuses development in towns but not in villages)
2. Town centre intensification
3. Mainly rural distribution
4. Proportionate growth of all settlements
5. Areas with greatest public transport infrastructure
6. Areas with access to greatest employment opportunities
7. Development away from international wildlife sites
8. Market led

After careful assessment and consideration, a hybrid approach is proposed, which combines the following:

- Maximising the use of brownfield land (as per Scenario 2 - Town centre intensification) to ensure that development of greenfield sites is minimised thus helping to protect land resources, and co-locate people, jobs, services and sustainable travel links as much as possible;
- Focusing the majority of development in the largest settlements of the district (as per scenario 1 – the current Local Plan Strategy) where new residents benefit from the greatest access to healthcare, education, shops, sustainable transport links and other essential services. This will enable better social and economic wellbeing, as well as have the biggest impact on mitigating for climate change impacts;
- Enabling proportional growth of the defined rural villages (i.e. those with at least a basic level of service provision) as per scenario 4 (Proportionate growth of all settlements). This will provide important local opportunities for housing and support the provision of neighbourhood facilities without overburdening them. It also opens up more sites and locations for consideration, meaning that the pressure to find land on sensitive sites around the larger settlements is reduced, thus helping to minimise potential negative effects on very sensitive environments.

This hybrid approach results in the proposed distribution of development across the district as follows:

- **Heart of Teignbridge:** 40% (about 2,920 homes)
- **Edge of Exeter:** 24% (about 1,800 homes)
- **Dawlish:** 14% (about 1000 homes)
- **Teignmouth:** 1% (about 100 homes)
- **Bovey Tracey:** 3.5% (about 250 homes)
- **Ashburton:** 3.5% (about 250 homes)
- **Villages:** 14% (about 960 homes)



This distribution is based on the following criteria:

- The overarching principles for where development should take place (development strategy);
- The level of services, employment opportunities, main road networks and public transport opportunities available within individual settlements;
- Education capacity;
- Settlement-wide constraints (e.g. topography, access, landscape, ecology); and
- Theoretical site capacity (i.e. how much land is available, suitable and achievable for development);
- The need to support our rural communities as much as our urban communities, and ensure that the significant amount of residents who live outside our main towns have as much sustainable access as possible to everyday services and facilities;
- The need to meet localised housing needs and issues elsewhere in the district other than the main towns; and
- The need to secure a larger number of smaller development sites to help diversify the housing market (including for custom builders) and to satisfy the national policy requirement of having at least 10% of our housing supply on sites of 1hectare or less.

Various options for development sites within each of these locations are proposed in Chapters 3–8 of the Local Plan (Part 2) 2020-2040 consultation document.

**Please note that this is a Draft Plan consultation and therefore the broad distribution of development which is proposed above is likely to change as a result of feedback from the public, further detailed work on specific site options, and any issues raised by statutory consultees or other key stakeholders.**

**It should also be noted that there are more sites proposed in this consultation than we need to allocate. This is so that there is more choice available to enable us to pick the most suitable sites for allocation.**

### How much employment development is required?

We want to build a strong, sustainable and resilient local economy for Teignbridge. The Teignbridge Jobs Plan to confirm has 4 missions:

1. Transforming town centres
2. Help businesses to start and grow
3. Improve connectivity and access to markets
4. Modernising the visitor economy.

The Local Plan will support these missions in 2 ways:

- Firstly, it will include a suite of policies to support the economy. Draft policies were previously consulted on in Part 1 of the Draft Plan in March 2020 and included: supporting new business development, resisting the loss of existing employment land, requiring investment in the local workforce and securing high speed digital networks.
- Secondly, it will allocate sites for new employment development, to ensure that there is sufficient land available for new businesses to start up, and for existing businesses to relocate to if they wish to expand or develop more fit for purpose premises.

### What else is driving demand for employment land?

- There is a need to replace employment space as it becomes outdated and no longer fit-for-purpose. This is an important factor in the manufacturing sector, where employment is declining, but there is still a healthy demand for new workspace;
- Some replacement of employment developments will take place on existing sites which are re-used, but other development will need to take place on new employment sites;
- An allowance for choice and flexibility must be made, ensuring that businesses have a choice of possible properties to meet their needs, and that there is sufficient flexibility in the employment property stock to allow businesses to upgrade or downgrade their requirement dependent on their particular circumstances;
- The delivery of existing employment allocations has not been straightforward, with some sites as yet not being commercially viable to deliver (e.g. due to high associated infrastructure costs). This requires Teignbridge to review the feasibility of existing allocations.
- A number of existing employment areas within Newton Abbot and Kingsteignton are being considered for repurposing to bring about new residential or mixed use neighbourhoods. Some of those existing businesses may not be suitable to be retained in the same location as urban residences and may need to be relocated.

There have been two significant events which have affected the economy: Brexit and the Covid-19 pandemic. The timescales for preparing this Draft Plan have not allowed sufficient time to consider the impact of these events. As such, we will review the evidence over the next year to ensure that forecasts for new employment land are properly reflected in the Local Plan, and that we have the right policies in place to support the needs of our local economy.

In the meantime, we know from local commercial agents and from our own enquiries to the Economic Development team that a high level of demand for new employment space remains, despite the recent knocks to the economy.

We are unlikely to need all of the sites that are proposed and will only progress the options that are the most commercially viable, accessible and sustainable. Chapter 9 of the Local Plan (Part 2) 2020-2040 consultation document sets out the options for potential future employment sites in Teignbridge.

### How have housing and employment sites been chosen?

In 2017 and 2018, two 'call for sites' took place. Each of these invited land owners or site promoters to submit their land to us to be considered as future development sites. In response to these calls, we received over 300 sites.

Each of these have been rigorously assessed to determine whether they are physically capable of accommodating new development. By physically capable, we mean that there are no issues on the site - such as flooding, steep slopes, ancient woodland, or ecology constraints - that cannot be overcome by either design or mitigation.

All of the sites assessed are included within the Housing and Economic Land Availability Assessment. This assessment involved detailed officer assessments followed by the independent scrutiny of a stakeholder panel including planning specialists (such as drainage officers and highways officers), representatives from the development industry, and Elected Members.

The HELAA process discounted a significant number of sites on the basis of issues identified, leaving around 100 sites to be put forward as site options in this Draft Plan. The site options presented are only those which have successfully been through the HELAA process and are considered to be feasible options for future development.

However, each site will still have some constraints that would need to be overcome to make development acceptable. These details are set out under each site option heading in the Chapters 3-9 of the Local Plan (Part 2) 2020-2040 consultation document.





## How much Gypsy and Traveller provision is required?

The existing Local Plan allocated a total of individual 70 pitches for gypsies and travellers for the period of 2013-2033. Of these, 48 pitches have been provided. There is therefore a balance of 22 pitches to be provided for which will largely be met either on or off site as part of the delivery of the NA1 allocated site on the western edge of Newton Abbot.

The continued need for new Gypsy and Traveller pitches to be provided in Teignbridge means that the new Local Plan (2020-2040) will not only need to plan for an additional 7 years of supply, but will also need to take account of up-to-date evidence that may indicate that additional pitches are required.

Work will be begin shortly to identify the current and future needs of travellers and gypsies, and those of travelling showpeople. This will include an assessment of the number of additional pitches required up to 2040, and will assess whether these are for permanent, transit or stopping sites. It will also identify whether affordable pitches are needed as well as private pitches. This work is not yet complete, but will inform the number and type of pitches that will be allocated in the Proposed Submission version of the Teignbridge Local Plan 2020-2040, which is due to be published for consultation and public comment in Summer 2022.



## Chapter Summary

The Draft Local Plan (Part 2) Site Options document is divided into 12 chapters as follows:

### Chapter 1: Introduction

### Chapter 2: Development Strategy

This chapter will look at how new development might be spread across the district over the next 20 years. It sets out how many homes are needed overall and how they are likely to be delivered.

### Chapter 3: Housing Site Options - Urban Renewal Sites

This chapter presents potential site options for urban regeneration sites in Newton Abbot and Kingsteignton.

### Chapter 4: Housing Site Options - Heart of Teignbridge

This chapter presents all of the potential site options for new housing development in the Newton Abbot, Kingsteignton and Kingskerswell areas.

### Chapter 5: Housing Site Options for Coastal Towns

This chapter presents all of the potential site options for new housing development in the coastal towns of Dawlish and Teignmouth.

### Chapter 6: New Homes - Site Options for Rural Towns

This chapter presents all of the potential site options for new housing development in the rural towns of Bovey Tracey, Chudleigh and Ashburton.

### Chapter 7: Housing Site Options for the Edge of Exeter

This chapter presents all of the potential site options for new housing development on the edge of Exeter.

### Chapter 8: Housing sites for villages

This chapter presents all of the potential site options for new housing development in the villages. It is split into two sections, with villages A - E in Chapter 8.1 and F - Z in Chapter 8.2.

### Chapter 9: New Employment Areas - Site Options

This chapter presents all of the potential site options for new employment development in the district.

### Chapter 10: Gypsy and Traveller Pitch Provision

This chapter explains the need to identify additional provision for Gypsy and Traveller pitches within the Local Plan. However, assessments so far have not been able to identify any sites which are suitable, developable and available. We are therefore asking for anyone with land that they wish to make available for Gypsy and Traveller pitches to submit their land to us for consideration.

### Chapter 11: Low Carbon Energy Generation - Resource Potential and Allocation Options

This chapter looks at how much low carbon energy we will need to produce to meet the districts future energy demand. It presents options for how much low carbon energy we might want to provide (targets), what type of technology we want to promote, and broad areas of search for where new low carbon energy generation facilities might be provided.

### Chapter 12: Secondary School options in Newton Abbot

This chapter considers options for a new secondary school in Newton Abbot which is likely to be required within the next 10 years.

## Have any decisions been made on where development will take place?

No decisions have been taken at this stage as to where development might take place. The purpose of this consultation is to seek views from the public on the preferred options for development. In doing so, you are asked to comment on:

- Particular preferences for sites within individual settlements;
- Whether any particular site(s) could help to resolve or improve existing issues within a settlement;
- Whether any particular site(s) could increase existing issues within a settlement;
- Any local knowledge which would improve our understanding of a site option;
- Any private or community interests which would be affected by development of a potential site option.

## Which other documents are included in this consultation?

- **Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA)**  
Under relevant legislation, Local Plans must be accompanied by a Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA). The SA and SEA documents have very similar requirements and have therefore been integrated into one document/process. SA/SEA considers the effects of the plan on the environment, people and the economy, considers reasonable alternatives, proposes measures to mitigate harmful effects, and sets out monitoring measures. In this way sustainability is considered in plan preparation.
- **Draft Habitats Regulation Assessment (HRA) – Initial Site Options Screening Report**  
The HRA is an assessment of site options carried out in order to assess the potential for likely significant effects on European Wildlife Sites or European Offshore Marine Sites.
- **Consultation Statement**  
This document shows how consultation conforms to the Council's Statement of Community Involvement and how issues raised in previous consultations relating to site options have been considered.

## How do we check if the Local Plan is effective?

The Authority will publish an Annual Monitoring Report (AMR) which will test the effectiveness of the Local Plan and measure performance against any specific targets set.

## How do you get involved and have your say?

We would like to hear your views on Part 2 of the Local Plan and its supporting documents.

We welcome comments from anyone and everyone who wants to get involved in how future development is managed in Teignbridge. We want to hear from residents, community groups, visitors and businesses, as well as developers, national organisations and other organisations.

You can submit your responses online using the response form available on our website [www.teignbridge.gov.uk/localplanreview](http://www.teignbridge.gov.uk/localplanreview). The consultation will run for an 8-week period from midday on Monday 14th June 2021 until midday on Monday 9th August 2021.

## What happens to your comments?

Every comment that we receive during a Local Plan consultation exercise is read, considered, and wherever appropriate, results in amendments to the next version of the Local Plan (Proposed Submission Version). The feedback and amendments related to every comment received are published as part of the Local Plan evidence base on the Local Plan webpage: [localplanreview@teignbridge.gov.uk](mailto:localplanreview@teignbridge.gov.uk)

## Keep up to date on the progress of the Local Plan Review:



**Teignbridge Local Plan Review webpage**  
[www.teignbridge.gov.uk/localplanreview](http://www.teignbridge.gov.uk/localplanreview)



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## Contact the Local Plan Team

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