Totnes Neighbourhood Plan

Final Informal V7 Draft

April 2019
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Foreword

“Totnes is one of the most rewarding small towns in England appealing in the visual variety of the small buildings close packed within the framework of its mediaeval street plan” (The Buildings of England – Devon - Cherry and Pevsner). W.G.Hoskins’ “Devon” states that “Totnes is, next to Exeter and Plymouth the most interesting town in Devon”. We have therefore a lot to live up to both in producing this Plan and ensuring its future delivery.

The present appearance of the town is rooted in its history which needs to be respected in future growth; its present shape stems from the Saxon settlement with the name Totnes meaning “look out point”. It was the proximity of the mound, on which the castle is now built, to the lowest ford over the river, which caused the walled settlement of Totnes to be created. The ford meant traffic and trade, and the wall security. The ridge running between the mound and the ford was in effect a peninsula because until late mediaeval times the land to the north and south of it was a tidal marsh, which contributed to the security of the town.

The Normans increased the height of the mound and crowned it with stone-built Motte and Bailey castle and the town developed along the ridge and became surrounded by a wall with access to the country being through gates on the east, west and north. The town also developed outside the wall from the East Gate along what is now Fore Street.

The Elizabethan era heralded the town’s greatest time of prosperity and growth. It was well placed geographically to capture most of the trade in locally produced wool and cloth and with metal mined on the moors and ships being the most efficient means of transport for exporting these goods, Totnes became one of the richest towns in England, second only to Exeter in the South West.

This prosperity was to last only for one hundred years but during that time it had a dramatic impact on the town. The new rich merchants wanted space to work in and grand houses in which to live. Whilst the population increased substantially this was achieved mainly through replacing mediaeval buildings with taller Elizabethan ones using the dense courtyard type of plan which is peculiar to Totnes.

From the middle of the 17th century when it lost its great trading potential the town grew relatively slowly. Ironically, the scale of the survival of the merchants’ houses may in part be due to the decline of these merchants’ fortunes.

It was the arrival of the railway in 1847, which had considerable impact both in population growth and the way of life, opening the town to the rest of the country. It was from this time onward that light industry started with its products transported by the railway.

In terms of the built environment the 20th century added little of merit to the town. The ribbon development along the old Plymouth Road could be a suburb of any town in England and the post Second World War housing at Bridgetown was poorly planned and conceived. In the centre the Civic Hall and adjacent late fifties/early sixties buildings sit uncomfortably with their earlier more distinguished neighbours. Only on the Plains does the late eighties’ rejuvenation of the old and the well-designed new buildings abutting the Mill Tail give cause for celebration.

Perhaps the greatest 20th century influence on Totnes was entirely unrelated to its past importance and fine collection of buildings but to the chance of Leonard and Dorothy Elmhirst alighting on the ruined Dartington Hall and choosing it as the place to pursue their “Experiment” setting up wide ranging projects embracing farming, forestry and education, each of them pushing the boundaries with innovative new methods of working. The International Summer School brought renowned musicians here from all over the world giving amateur musicians a rare opportunity of working with them. The Arts College, sadly no longer with us, was the first arts school in the Country to have practising and performing artists. The ethos, created nearly a hundred years ago by the Elmhirsts, remains with us today and is the unique factor setting Totnes aside from other market towns. More recently Rob Hopkins, following on from his “Energy Descent Action Plan”, looked at creative adaptations in the realms of energy production, health, education, economy and agriculture to give a sustainable future. These concepts evolved into the transition model with Totnes becoming the first ever Transition Town - now replicated across the world.

Neighbourhood Plans emerged as a concept of the “Big Society” with the much-trumpeted intention of enabling local communities to play a much stronger role in shaping the areas in which they live and work. Consultation with local people overwhelmingly demonstrates a wish to secure a balanced community providing homes for younger people who cannot afford to buy them in an area of high house prices and low incomes but this is difficult to achieve where the provision of housing is broadly in the
hands of developers and governed by market forces. However we need to bear in mind that the Plan is for a period of 20 or so years and we have to be optimistic and hope that the policy pendulum will swing during that time enabling local communities real choice to make decisions, which reflect local needs.

There are however many areas of the Plan where we do have freedom to enhance the town, none more so than in those areas of public open space which can do so much to lift, not just our spirits, but those of our visitors too. The Plan is not an end in itself but a means whereby our aspirations can be met. Although a Neighbourhood Plan forms part of a statutory framework there is no single body charged with its implementation. Decisions therefore will need to be made as to how its objectives can be achieved; good intentions will not be enough.

Paul Bennett
Chair, Totnes NP Steering Group.[A1]
1. **Introduction**

1.1.1 A Neighbourhood Plan needs a Vision and Objectives in order to lay out what the Plan, as a whole, is trying to achieve. Before this can be done, it is also vital to capture the essence of Totnes as the foundation for the Plan.

1.1.2 Totnes needs a Neighbourhood Plan because it is an unusually strong and distinctive Market town. This is partly due to its history, and partly due to how it works as an internationally recognised centre for environmental awareness and action, an important cultural, historic and employment centre, and as a fantastic place to live. Future planning decisions need to respect this and make the best of it so that new development provides opportunities for Totnes to become stronger.

1.1.3 A Neighbourhood Plan means that planning decisions will be based on better informed and more detailed policies than if Totnes were only covered by the Local Plan for the whole of South Hams, West Devon and Plymouth.

1.2. **What is Special About Totnes?**

1.2.1 Totnes is a desirable place to live, popular place to work, has a well-deserved reputation as a special place, and attracts many visitors. Totnes is proud of its distinctiveness and success – the town is well known for its commitment to and implementation of sustainable development and all of the features and characteristics this fosters. There is a concern, though, that past planning decisions have not properly appreciated or supported this.

1.2.2 The historic core of the town is probably its most familiar feature to residents and visitors. The medieval street pattern, castle, numerous listed buildings and other heritage features play a big part in the town's sense of place. Totnes's location at the lowest crossing point on the River Dart, since the thirteenth century, has always been significant to how it functions as a market town. It brings people to and through the town, but also causes traffic congestion, which undermines the quality of the town's environment.

1.2.3 The River Dart is also a huge asset to the town, although it is currently undervalued and underused. The river greatly contributes to the environmental quality, social and water based leisure facilities of the town and there is a great opportunity to make much more of it as well as ensuring continuous riverside access in any future development of land, not least by creating a 'River Park' running through the middle of the town.

1.2.4 The landscape setting of the town is also a critical dimension of its character – the town is surrounded by hills, contributing to its intimate feel. If development overruns these hills a central aspect of the town's identity will be lost. This emphasises the point that there are obvious environmental limits to the expansion of Totnes, and so the limited development opportunities need to be used wisely, to the greatest benefit of the town.

1.2.5 Totnes occupies a focal point on both road and rail networks, a synergy which adds to the town’s many attractions as a place to live and work but poses a growing challenge and opportunity to the town’s environment, its economy and the wellbeing of its residents and other users. Developments beyond the town are putting increasing strain on the already constrained highway and transport facilities. A majority of drivers use the town’s main roads for through passage.

1.2.6 Totnes, unlike any of the other six ‘Area Centres’ designated in the South West Devon Joint Local Plan, is a true employment centre, attracting many more people in to work than the number of workers living there, despite also being highly attractive to commuters to larger centres such as Exeter and Plymouth. This is a key strength of the town that needs to be understood and planned for. The same is true for the retail offer of the town, particularly its centre, where the preponderance of independent shops, cafes and restaurants gives Totnes a unique retail and service edge, which is intimately linked to the physical form of the town.

1.2.7 Totnes has a well-deserved reputation as a cultural and environmental centre. It is a centre for the arts and 'alternative' lifestyle activities, greatly helped by its proximity to Dartington Hall, including many aspects of spiritual life, food culture, and ethical issues. It is home to the Transition movement, and well known for championing environmental sustainability, innovation

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1 Dartmouth, Ivybridge, Kingsbridge, Okehampton, Tavistock and Totnes
2 this is not the case for any of the other five area centres
and experimentation. It is also the base for many educational groups and events covering all of the above. These characteristics are partly only possible because the population of the town is unusually active and engaged in a wide spectrum of local activities and issues. All of this creates many opportunities for furthering these important aspects of local identity, but also puts down a marker that this is an ‘edge’ which Totnes must not lose.

1.2.8 This Plan captures what sustainable development means for Totnes – anchored in the need for environmental sustainability but sufficiently broad and deep that the needs of the whole community are met and the local economy strengthened.

1.2.9 Overall this means that Totnes is a different sort of place – unique not only in Devon but more widely, with a national and international reputation which residents, businesses and visitors cherish. The central task for the Neighbourhood Plan is to make sure that new development makes the best of this, understanding that if done wrongly it could diminish the compelling success of the town. Totnes needs to take control of its future and all it represents and the Neighbourhood Plan provides an opportunity to do this.

1.2.10 The numerous strengths of the town also raise challenges. House prices are high, and there is a shortage of affordable and social housing. Young people, families and older people can all struggle to meet their housing needs. Totnes suffers congestion which impairs it functioning efficiently at times and causes air pollution. There are problems accessing ‘everyday’ goods, services and facilities in some areas: the town’s educational facilities need improvement; and despite the strength of the local economy there are low wage and part time problems, which add to the housing issues already mentioned.

1.2.11 The Plan will also reflect that the town is made up of a number of distinctive areas - the Town Core, Bridgetown, Plymouth Road / Follaton and the Northern Quarter – and, where necessary, it seeks different outcomes for them to further their individual sustainability, and that of the town as a whole.

Vision, Objectives, Policies

The Vision for the Plan sets out what we are, and also what we want to become. The Objectives are the most important things we need to do in order to achieve the Vision. The detailed Policies of the Plan lay out how we will fulfil the Objectives.

This means that the Plan has to start with its Vision and Objectives, and that Policies are the mechanisms by which the Plan does its work. Policies will often support more than one Objective.

1.3. Vision - What Should the Totnes Neighbourhood Plan Achieve?

1.3.1 It is essential that the Totnes Neighbourhood Plan (TNP) fully captures the distinctive nature of the town, and ensures that all of its special qualities are maintained and enhanced through the policies in the plan. In short the TNP has to make sure that as it grows Totnes keeps its treasured identity, and becomes an even better place for its residents, businesses and visitors, both in terms of the nature of the new development permitted, and how the management of the town as a whole benefits from it.

1.3.2 Achieving sustainable development is a central objective for the planning system, and also for Totnes. There are three dimensions to sustainable development: economic, social and environmental. National Policy 3 is clear that these three dimensions have to be achieved together, and that the planning system should achieve economic, social and environmental gains jointly and simultaneously.

1.3.3 This approach is at the heart of the TNP. The town is already an exemplar for the pursuit of sustainable development and the Plan will expand and extend this. The Plan has three main pillars which reflect the three dimensions of sustainable development:

- Community

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3 The National Planning Policy Framework (2012)
The Plan also has three cross-cutting themes:

- Transport & Movement
- Health & Wellbeing
- Community Led & Owned

Transport & Movement is the way we join places up, affecting everything. Getting transport in Totnes to be more sustainable and reducing its harmful impacts is important to local people.

Health and wellbeing represents those factors which contribute to individual health and happiness and lead to a resilient and cohesive community.

The town is already leading the way in community led and owned projects such as Atmos and Transition Homes. These are both examples of how the community can get more out of new development by leading and owning it through vehicles such as community land trusts. The plan aims to build on and spread this success.

Taken together the three pillars and three cross-cutting themes make up the Vision for the Totnes Neighbourhood Plan. We have taken this fuller approach to setting our vision so that the vision can be instrumental in setting the direction the Plan intends Totnes to take, rather than being a statement of more generalised intent.

How the pillars and cross-cutting themes interrelate is shown in the Vision Diagram overleaf.
Vision & Objectives Diagram

**ENVIRONMENT**
- **Promote** walking & cycling
- **More** shared car use
- **Reduce** local air pollution

**COMMUNITY**
- **Better** access to local facilities
- **Better** public transport access
- **Planning** for people not cars

**ECONOMY**
- **Better** accessibility for retail/leisure, employment - sustainable neighbourhoods
- **Better** gateways (road, river, rail) and interchanges

**Transport & Movement**

**Health & Wellbeing**
- **Protect** local green/open space
- **More** local growing space
- **Dart River Park**
- **Meet** local housing needs
- **Improve** services & facilities
- **Improve** education provision
- **Better** sport & recreation provision

**Community Led & Owned**
- **Community** led environmental protection & projects
- **Community** renewable energy
- **Dart River Park**
- **Community** led housing - affordable, self-build, co-housing
- **Community** transport
- **Community** green space

**Re-localisation/circular economy**
- **Local** food & drink
- **Key** community projects - e.g. Market Square
1.4. **Key Objectives**

1.4.1 The Neighbourhood Plan must support the vitality and diversity of the Totnes community, by making sure that its needs are met and creating new opportunities to build on the strengths of the community. All the objectives and policies contained in this plan seek to maintain and enhance the wellbeing of all residents, employees and visitors, recognising that this is already a positive feature of Totnes.

1.4.2 The Plan will:

- protect the distinctive historic character of the town as a whole and its many significant buildings, streets, squares, open spaces and the wider public realm, not only for their own sake, but also for their vital importance to the identity and heritage of the town as a whole.
- protect and, where possible, enhance the landscape setting of the town, and its valuable formal and informal open spaces, including the River Dart.
- seek to ensure that new housing development gives priority to the needs of local people, with particular emphasis on affordable homes.
- support community-led development and community asset ownership as locally important ways of achieving sustainable development and better outcomes.
- support and enhance the town’s important and distinctive cultural and service roles, and the way in which they combine (with retail premises) to create a place which is much more than just the sum of its physical attributes.
- support and enhance the town’s economic capability; strongly independent retail sector; role as a visitor destination and the associated hospitality sector, extend the strength, variety and distinctiveness, which characterise the thriving local economy.
- specifically encourage and support ‘green’ and ‘ethical’ businesses as an existing strength of the town, and their local networks and clusters, support the improvement of existing business space and expansion of new space to meet the needs of the economy.
- Support and extend Totnes’ pioneering approach to sustainable development and local resilience, seeking to reduce the environmental impacts of the town, and mitigate and adapt for climate change.
- Seek to create a more sustainable transport network for the town and its hinterland via transport development which reduces the need for independent vehicular likelihood of travel, making the best use of more sustainable modes of travel, and reduces the impact of vehicular traffic on the environment and health.
- Enhance the opportunities for the Open Space and Recreation facilities to be developed and contribute to the community being able to actively participate in their Health and Wellbeing.

The more detailed aspects of each of these ‘top-line’ objectives are expanded in the following pages, with policies identified to achieve them.

N.B. The Plan can only directly address new development, building projects and changes of use which require planning applications, which policies in this plan will then be used to determine. It can influence other things such as transport, schools or health decisions, but does not have direct control over these.
2. Totnes - the Four Quadrants of the Town and the River Dart

2.1. An overview of Totnes

2.1.1 The location and physical form of Totnes has been and continues to be significantly influenced by its geography. The town developed at the lowest crossing point of the River Dart, benefitting from access to the sea and a strong defensive position. Topography helped to shape the form of the walled medieval and Elizabethan town which was characterised by burgage plots which ran perpendicular to High Street and later Fore Street, producing the distinctive grain of the town centre and the east west pattern of growth across the river crossing into historic Bridgetown and along Plymouth Road.

2.1.2 The arrival of the railway in the mid-19th century as part of the growing industrialisation and urbanisation of the country provided a stimulus for growth after two centuries of relative stagnation. The land between the railway and the historic town became increasingly developed but a new barrier to movement from the north of the town was established. This remains today funnelling east-west through traffic across the railway bridge on A385/Station Road.

2.1.3 The increasing mobility associated with the growth of motor transport in the 20th Century is reflected in the expansion of the town, primarily to the east (Bridgetown) and west (Plymouth Road and Follaton). This has also been a reflection of physical constraints to development, in particular low lying land subject to flooding and the presence of steep hillsides surrounding the town. The approach of the landed estates surrounding the town (Dartington Hall, The Duke of Somerset and Sharpham) has also been a factor in where growth has taken place.

2.1.4 Historically movement to the south of Totnes passed through town centre via High Street and Kingsbridge Hill. However the construction of the Western By Pass from initial work as part of WW2 troop and tank movements to further developments in the late 50’s and the Brutus Bridge in the 80’s provided an alternative route around the town, although it severed the western extension of the settlement from the historic core.

2.1.5 These natural and man-made barriers have contributed to the creation of distinctive neighbourhoods within the town. These are shown in Figure X and are recognised by local people as key elements in the make-up of present day Totnes. They include the town core, Plymouth Road and Follaton, being that part of the town which lies beyond the Western By Pass, the Northern Quadrant, lying along Ashburton Rd and to the north of Station Road and Brutus Bridge, and Bridgetown on the eastern side of the River Dart.

2.1.6 These ‘quadrants’ each make a distinctive contribution to the character of the town and reflect the varied qualities of place encountered. They therefore provide a useful basis for identifying key strengths and weaknesses in the way in which the town works and setting out a set of spatial visions and objectives for managing change at a local level through the Neighbourhood Plan.
2.2. **Town Core**

2.2.1 The area bounded by A385 / Brutus Bridge to the north, the Western By Pass and the River Dart and the parish boundary to the south can be considered as the town’s core. This includes the bulk of Totnes Conservation Area, although this extends for a short way along Plymouth Road and across the town bridge into Bridgetown. The majority of the town’s retail and service companies are located in this area, which includes the High Street/Fore Street, the Narrows, the Plains and the Morrison’s supermarket. It also includes the town’s main public spaces including the Market Square, The Rotherfold, the newly restored Shady Garden and Library Square.

2.2.2 Not surprisingly this is the main destination for residents of the town, nearby villages and visitors alike whether for shopping trips, trips to the community hospital, library or museum, or simply to meet people for a meal or a drink and take in the ambience of the historic town. The market town function is supported by the presence of both short term (Civic Hall, Victoria Street, Heath’s Nursery) and longer term (North Street, the Lamb, Heath Way and the Nursery) car parks and some limited on street car parking. Parking is also available at the former Co-op and Morrisons. Both facilities are well integrated with the traditional high street.

2.2.3 The demand for parking spaces is particularly high on market days (Friday and Saturdays), the monthly Good Food market, and other occasions such as the Christmas Markets and during holiday periods. High Street, Fore Street and the Narrows are the main focus of pedestrian movement enjoying good permeability via the streets, lanes and back alleys which run perpendicular to the main spine. The steepness of the street and narrowness of the pavement gives rise to potential pedestrian/vehicle conflict in the town centre. There has been a long running debate about the best way of managing the need for access for servicing shops and accommodating ‘pop and shop’ use of town centre shops whilst offering an attractive and safe environment for pedestrians.

2.2.4 There is growing consensus that the use of shared space would benefit the town. It could focus initially on key public spaces such as the Market Square and St Mary’s Church, combined with periodic closures for events is the best way of achieving the necessary
behaviour change by drivers who use the High Street as ‘rat run’ particularly at peak hours when congestion builds up on the main traffic routes whilst improving the quality of the public realm to match the historic fabric of the town.

2.2.5 The town core is home to a significant and growing residential community occupying a range of accommodation including historic properties, ‘living above the shop’, converted riverside warehouse apartments, as well as more traditional terraced and semi-detached property. The redevelopment of Baltic Wharf is adding substantially to the stock of homes in close proximity to the facilities and services found in and around the town centre. The Joint Local Plan (TTV27 – land at Baltic Wharf) sets out provision for around 190 new homes and 3300sq.m of employment space (use Class B1 and B2), whilst retaining the boatyard and associated facilities. This adds activity and vibrancy to both the day time and evening economy but can give rise to potential conflicts between uses, e.g. in relation to resident parking and disturbance from events and activities, which need careful management.

2.2.6 The dense nature of the medieval core results in limited open space serving the town centre residents and visitors. Vire Island is currently one of the few locations where access to the riverside can be enjoyed by members of the public on the town side. Elsewhere Leechwell Gardens, Heath’s Garden and Castle Meadow provide attractive green oases in a sea of car parking. Community led schemes for environmental enhancement at the Shady Garden and the Rotherfold demonstrate the potential for achieving a much more attractive public realm. Proposals are being developed for making more of St Mary’s Churchyard and environs and a number of projects to improve and enhancement the there is undoubtedly scope for enhancing the visual appearance and functioning of the Market Square have been agreed in recognition of its importance as a key town space. This provides an opportunity to create a progression of “town squares” along the historic spine of Totnes.

2.2.7 To the north and west, the Western Bypass and Coronation Road act as barriers to movement with only limited crossing points at Plymouth Road, Lower Collapark, Malt Mill, Castle Street and Station Road. There are also limited crossing points over the Dart, at Brutus Bridge which is heavily traffic dominated and the old Bridge. In contrast there are a number of footpaths and cycle routes and low key routes (Fishchowter’s Lane, the permissive Sharpham drive and public footpath adjacent to the river) into the South Hams AONB countryside to the south of the town.

2.2.8 Objectives for the town core:

- Protecting and enhancing the historic fabric and qualities of the Conservation Area.
- Maintaining an attractive mix of town centre uses for residents and visitors.
- Maintaining current levels of parking provision for residents of and visitors to the town centre.
- Achieving an appropriate balance between necessary vehicle access and the pedestrian environment in the town centre.
- Protecting the amenities of residential occupiers in and around the town centre whilst maintaining a vibrant mix of daytime and evening use.
- Maintaining and enhancing the quality of green space and the public realm in the town core.
- Reducing the severance of the town core from surrounding neighbourhoods/quadrants making pedestrian movement easier, less stressful and safer.
- Maintaining sustainable access to the protected landscape and countryside to the south of the town.
2.3. **Bridgetown**

2.3.1 Bridgetown covers that part of Totnes which lies on the eastern bank of the River Dart. From its historic core which is designated as part of the Totnes Conservation Area which includes a range of fine buildings and terraces, Bridgetown has spread up the hillside during the 20th and 21st century and has now spilled over into the neighbouring parish of Berry Pomeroy. The recent development of the Riverside site, now known as Quayside and Camomile Lawn, has resulted in building up to the parish boundary to the south and breaching skyline views from the town. To the north development has been prevented from going into the Bourton Valley which is the only area of open landscape which remains within this part of Totnes.

2.3.2 To the north of the Old Town Bridge Bridgetown’s riverside comprises low lying meadows which are heavily exposed to traffic using the A385 Brutus Bridge crossing and the A381 Newton Abbot Road. To the south, residential apartments front the river as far as the Caravan Park, public car park and facilities associated with the Dart pleasure boat terminus. This is a focus of significant visitor and recreational activity which extends along the river past employment units and boat club to Longmarsh car park and recreational area, some of which lies beyond the town boundaries. This area represents the most accessible part of the town’s waterfront affording fine views across the river and down the upper reaches of the estuary.

2.3.3 The A385 Bridgetown Hill forms part of the heavily trafficked through route between Torbay and Plymouth. Congestion at peak hours results in traffic using the Old Bridge, despite traffic calming, in an attempt to avoid queues at the main junctions. The volume of traffic gives rise to elevated levels of air pollution impacting on residential properties which is reflected in the designation of this area as AQMA.

2.3.4 Flanking the A385 Bridgetown Hill lie a number of substantial residential properties which provide a grand entrance to the town from the east. On the north side of the road lie Bourton and Jubilee Roads which include a number of large late 19th/early 20th century homes some of which have been redeveloped or subdivided.
2.3.5 The majority of homes in Bridgetown however were developed in the post WWII period in a number of phases. This includes former council housing and a number of areas of private development which were constructed on a somewhat piecemeal basis in term of layout and design. For example there are a large number of cul de sacs resulting in poor circulation and legibility and in places extensive on street parking which impedes movement.

2.3.6 This incremental approach to development, which has continued at Camomile Lawn has resulted in Bridgetown having only limited local facilities which are largely focused on the older part of the neighbourhood where a church, primary school, pub, butchers, hairdresser, dental surgery, South Hams Children’s centre, a convenience store with a Post Office and Chinese can be found. A convenience store and post office are adjacent to St John’s Primary School. The school and Church offer community facilities but many people depend on travelling across the River Dart for the majority of their needs. Whilst the area is served by the community bus (Bob the Bus), which is particularly important for elderly residents, 100 and Gold bus service the majority of residents of Bridgetown are dependent on car transport adding to the congestion and environmental problems which beset the area.

2.3.7 The ‘Chicken Run’ offers a potential green spine running through the area which is the subject of planned investment in children’s play space and make it a more sustainable route for movement (walking and cycling) and possibly designating it as an area of Green Space. However with only two crossing points available via the Old Bridge and Brutus Bridge, pedestrian links across the river are restricted and not particularly attractive.

2.3.8 Access to the open countryside it also limited by the absence of clear routes onto and across the surrounding land forming part of the Duke of Somerset’s Estate. The exceptions to this are Longmarsh which is an extensively used recreational area which has the potential to host more river related activities and Bourton Lane which provides a quiet route into the Bourton Valley.

2.3.9 Objectives for Bridgetown

- Protect and enhance the historic fabric and qualities of the Conservation Area.
- Limit the adverse impact of road traffic on residential amenity and qualities of the environment.
- Enhance the quality of the riverside by taking advantage of opportunities to improve the sense of arrival for visitors to the town.
- Improve public access to the River for recreation.
- Keep and extend the range of facilities available to local people within Bridgetown.
- Where possible and appropriate seek to increase the permeability i.e ability to walk/cycle across the area and clarity of residential areas in Bridgetown and integrate it into a coherent cycle and footpath plan for the town.
- Provide better links for sustainable movement through Bridgetown and, adjoining parishes and across the River Dart.
- Create greater recreational access to the adjacent open countryside of outstanding natural beauty.
2.4. **Plymouth Road/ Follaton**

2.4.1 Stretching west from the Western Bypass, a small part of the Totnes Conservation falls within the area incorporating a number of predominantly 19th century listed buildings. Other historic buildings include the former workhouse, now converted into residential accommodation, a medieval farmstead and most prominently Grade II* listed Follaton House, now the headquarters of South Hams District Council and other organisations. However the Plymouth Road/Follaton neighbourhood is primarily comprised of a mix of private and social housing which was predominantly constructed in the inter-war and post war period as the town grew westwards.

2.4.2 The form of development represents a long ribbon following and taking primary access from Plymouth Road and occupying the flatter land. As elsewhere in the residential areas of Totnes, development took place on a piecemeal basis with the majority of residential roads being cul de sacs. However, both Collapark and Follaton form distinct and identifiable neighbourhoods.

2.4.3 Follaton benefits from access to a local shop and community hall but generally residents are dependent on facilities and services elsewhere in the town. However the Western Bypass acts as a barrier to movement with only two pedestrian crossing points (at Plymouth Road junction and Lower Collapark). Indeed footpath provision along Plymouth Road is discontinuous and uninviting due to traffic and parked cars. As a result movement appears to be heavily car dependent, despite community bus services, particularly from the Follaton area. A green travel plan is to be implemented at the new Follaton Oaks housing development.

2.4.4 The northern edge of the area is clearly defined by the mainline railway and the Malt Mill Lake, the brook which marks the boundary with Dartington parish. This provides a potentially valuable wildlife corridor and possible green travel route, particularly if it could incorporate the valley floor. However this lies outside the scope of this plan and is
something which would need to be promoted in conjunction with Dartington parish and landowners.

2.4.5 To the south of Plymouth Road and Follaton lies the steep slopes occupied by Bromborough Farm. These form an important backdrop to the town in terms of its landscape setting and have been consistently considered inappropriate for development. The recent development at Follaton Oak demonstrates the challenges of building on such slopes in terms of the extensive site works and slope stabilisation required.

2.4.6 Both the Arboretum and gardens at Follaton House and the historic route up Harpers Hill, which provides a play area and community orchard, provide important opportunities for informal recreational activity and access to the countryside which needs to be protected. This includes ensuring that clusters of informal accommodation found in this area do not form the basis for inappropriate development in the countryside. Elsewhere public green space provision is limited to a Woodland Trust area at Harpers Hill, informal gardens at Bromborough, local play areas, a small cluster of allotments and the town cemetery.

2.4.7 Follaton House represents an important source of employment within Totnes which acts as the administrative centre for the South Hams. With a trend towards shared services and joint authorities there must be some uncertainty over future arrangements. This could impact on the future use and function of the buildings and surrounding land, much of which is occupied for parking both for staff and visitors.

![Fig 2.4 Showing map of Follaton/Plymouth Road](image)

2.4.8 Objectives for Plymouth Road/Follaton:

- Protecting and enhancing the historic fabric and qualities of the Conservation Area and the setting of individual listed buildings.
- Maintain Follaton House as a location for employment.
- Seek to limit the adverse impact of road traffic and parking on residential amenity land and the quality of the local environment.
• Maintain and, if possible, enhance the range of facilities available to local people within Plymouth Road/Follaton.
• Promote sustainable east-west movement (walking and cycling and community transport) and seek to reduce severance created by the Western Bypass.
• Maintain the landscape setting to the south and west of Totnes.
• Maintain and improve the quantity and quality of access to informal and formal recreational and local green space resources.

2.5. **Northern Quarter**

2.5.1 The Northern Quarter is occupied by a range of uses which have an important role to play in the functioning of Totnes as a successful market town. These include King Edward VI Community College (KEVICC) which occupies land on either side of Ashburton Road; the Police Hub close to Redworth junction; the mainline railway station which handles around 680,000 passengers a year and represents a key gateway to the town and wider South Hams; the Industrial Estate which accommodates a range of employers and services including Leatside surgery and the civic amenities site; Borough Park sports pitches and associated leisure facilities; several car parks; and access to the Dart Valley Steam Railway and Rare Breeds Farm tourist amenities.

2.5.2 In addition to these facilities the Northern Quarter contains pockets of housing most notably at Babbage Road/ Borough Park Road/ Coronation Road, Weirfields/Redworth Terrace and Swallowfields. Recent development has taken place beyond the parish boundary at Puddavine with additional proposals being planned at Dartington Lane and on the Transition Homes site. However there is a shared objective to maintain a green buffer between Totnes and Dartington which is reflected in the development boundary proposed by the SW Devon Joint Local Plan.

2.5.3 The Northern Quarter faces the prospect of significant change through development during the period of the Neighbourhood Plan reflecting the presence of sites with planning consent or allocated for development as set out in the Plymouth and South West Joint Local Plan 2014-2034. This includes:

• ATMOS on the former Dairy Crest site which is an ambitious community led regeneration scheme which will deliver the restoration and reuse of Brunel's listed atmospheric railway building. The mixed use scheme includes 62 community affordable homes, a hotel, a school for food entrepreneurs, start-up live /work units, a brewery, and older persons housing.

• Potential housing development at Sheepfield and other land owned by KEVICC for residential-led development for 130 new homes. (See JLP TTV26 – Land at KEVICC) allocated in 2011 but now subject to review by the School which is exploring plans to upgrade its facilities for the future.

• Changes in occupation and use on the Industrial Estate which continues to adapt to the evolving needs of businesses and service providers.

• Potential improvements to the swimming pool and leisure facilities at Borough Park.

• Potential for the rationalisation of emergency service facilities serving the town (Police, Fire and Ambulance Services).

2.5.4 Development in this part of Totnes faces a number of challenges, most notably connected with the traffic congestion and resulting poor environmental conditions associated with through traffic. This is most acute at the Coronation Road Roundabout which serves the
Industrial Estate and Borough Park sports and leisure facilities, and Redworth Junction which impacts on access to the railway station, KEVICC and nearby residential roads. However the Northern Quarter benefits from good access to public transport services (rail and bus) and is relatively close to the facilities and services which the town has to offer, being served by footpaths and cycleways. However despite the presence of signalled pedestrian crossings road traffic acts as a barrier to sustainable movement.

2.5.5 The low lying nature of much of the area also creates a risk of flooding. Creative solutions have been found to allow development to take place on the ATMOS site and work is underway to strengthen flood protection along the River Dart which represents the eastern boundary of the Northern Quadrant. This creates the opportunity to enhance the quality and accessibility of the riverside walk and cycleway as part of a wider ‘River Park’ concept.

2.5.6 Environmentally the Northern Quarter fails to provide an attractive sense of arrival to the town despite fine views of the historic town centre (Castle and St Mary’s). Ashburton Road lacks a clear character and is heavily impacted visually by the KEVICC overbridge and lines of queuing traffic. The railway station is also dominated by the presence of cars, and with the exception of the historic signal box and canopies, indifferent buildings and a plethora of signage. Little advantage is taken of the presence of the nearby Borough Park and links to the town centre are difficult to navigate. There is substantial scope for improvement which may be stimulated by the ATMOS regeneration.

2.5.7 Objectives for the Northern Quarter:

- Support KEVICC in updating facilities for the education of the town’s young people and developing sporting and community facilities for the town.
- Protect the role and function of the Industrial Estate as a key employment and service centre for the town and support its continued adaptation to the needs of modern business.
- Support the continued growth of the railway station as a transport gateway and sustainable transport interchange.
- Protect the residential amenity and environment of local residents from the negative impact of traffic.
- Improve the quality of northern road and rail gateways and enhance visual and pedestrian links to the town centre.
- Improve the functioning and quality of riverside links as part of the wider River Park concept.
- Maintain and enhance footpaths and routes for sustainable travel serving the Northern Quarter where possible seeking to address severance from the rest of the town.
- Enhance and provide additional access to and between the key facilities and services in the area between the railway, Station Road and the railway.
2.6. The River Dart

2.6.1 Totnes is a riverside town. The River Dart continues to play an important role in the life of Totnes which is where the rainfall which drains from the high ground of Dartmoor meets the tidal waters of the Dart Estuary. The ebb and flow of the tide which reaches the town weir creates an ever changing scene and emphasises Totnes' links to the sea which were the source of much of its prosperity. Today these links still exist in the clustering of converted historic warehouses, the presence of boatbuilding and the regular pleasure boat trips and sailors to and from Dartmouth.

2.6.2 Over the centuries man has sought to derive benefit from the resources which the river bestows. This has included draining marshy land for development, engineering structures (bridges, weirs, quay walls, and slipways), creating water abstraction and discharge points and constructing buildings to take advantage of access to the water and views. This exposes parts of the town to the risk of both fluvial (river) and tidal flooding, which is increasing as a result of climate change and sea level rise. The Environment Agency has implemented a scheme to provide enhanced flood protection along the banks of the Dart but flood risk is an ongoing consideration for planning in Totnes.

2.6.3 The primary use of the river in Totnes is recreational. The town weir is the focus for informal swimming from what is effectively the town 'beach'. In addition the weir is the site of an Archimedes screw installation which provides a source of renewable energy. The river also accommodates moorings, and is used for rowing and canoeing above and below the weir for which access points, parking and boat storage are important. Events such as the Longmarsh Canoe Festival, the Head of the Dart, Totnes Regatta, Duck Race and Dart 10k swim attract many visitors to Totnes. The management of water use below the town weir is the responsibility of the Dart Harbour Board. Their approach is set out in their 2015
Strategic Plan. Any works or structures below the mean high water level for spring tides requires licensing by the Marine Management Organisation (MMO).

2.6.4 The river divides Bridgetown from the rest of the town but can be crossed by the Old Bridge and Brutus Bridge, and a footbridge that crosses to South Devon Railway and the Rare Breeds Farm. There are limited river crossings, the mainline railway, Brutus Bridge and Town Bridge. Brutus Bridge is dominated by through traffic and is an unattractive route for pedestrians. Town Bridge offers a better alternative but the pavements are narrow resulting in potential conflict with vehicle movement. A footbridge above the railway bridge gives access to the Steam Railway and Rare Breeds farm. Opportunities should be explored for improving pedestrian connections to Steamer Quay and the riverside. Creating a new pedestrian bridge via Vire Island would reduce the impact of the river as a barrier to sustainable movement.

2.6.5 Movement along the river is facilitated by mixed sections of footpath and cycleway. To the north of the Old Bridge this runs on the west side of the Dart, while to the south public access is mainly limited to Vire Island and Steamer Quay and Longmarsh on the east side of the river. This reinforces the case for a new crossing point at Vire Island. Riverside routes are of variable quality both in terms of access for people with disabilities and the quality of the adjacent environment. There are significant opportunities for improvement, perhaps taking advantage of flood protection measures.

2.6.6 Significantly the River Dart provides an opportunity for better integrating three of the town quarters (The Town Core, Bridgetown and the Northern Quarter) and helping to shape the character and quality of potential sites and key parts of the town, including: Dartington Lane/Plantation (part of which falls within the town); KEVICC; ATMOS; the industrial estate; Steamer Quay; and Longmarsh. This is reflected in the idea of a ‘Totnes River Park’ being promoted as part of the Neighbourhood Plan.

2.6.7 Objectives of the The River Dart Totnes River Park:

- To secure an integrated approach of the development and management of the land and water use associated with the River Dart as it runs through Totnes.
- To protect the visual, ecological and natural qualities of the river whilst managing flood risks.
- To reduce the river as a barrier to sustainable movement from Bridgetown to the rest of the town.
- To maintain and enhance access for river users and promote sustainable movement alongside the river on both banks, through Totnes and beyond.
- To enhance the qualities of the riverside environment for residents, workers and visitors to the town.
- To enhance the water-based leisure and community facilities, as well as access to the river.
- To ensure the water-based community groups and activities are maintained for community and visitor use.
- To strengthen the social and economic contribution which the River Dart makes to the life of the town.
Fig 2.6 Showing map of River Park
3. **The Totnes Community**

3.1.1 Totnes is the home to a strong, diverse and vibrant community. It has a strong reputation as a cultural and environmental centre and also as the home of Transition. It is also well known as a centre for the arts and ‘alternative’ lifestyle activities and many aspects of spiritual life, for its’ food culture, and interest in ethical issues, and for many educational groups and events.

3.1.2 The population of the town was recorded as 8076 at the 2011 Census, with an estimate of 8435 shown in the JLP in 2017. The 2013 catchment area estimate for its market, service and education functions was 23,146. A significant number of homes in Bridgetown lie outside the parish boundary in Berry Pomeroy parish.

3.1.3 Totnes is unusually active and engaged in a wide spectrum of local activities and issues. This creates many opportunities for furthering these important aspects of local identity, but also puts down a marker that this is an ‘edge’ which Totnes must not lose, and which this Plan and the new development it supports need to understand and strengthen. It can do this by promoting mixed use in general, protecting the facilities and spaces which already support such activity, and providing more where opportunities arise.

3.1.4 The town has developing a local cultural strategy and its' principles are embedded into this Plan, council priorities, local services and community plans, capturing opportunities for cultural development in much the same way as those for sustainability.

3.1.5 The community also faces challenges. There is a lot of demand to live in Totnes. House prices are high, pressure for development is strong, and there is a large unmet need for affordable housing. This creates particular problems for younger people, families and older households, who can struggle to meet their housing needs, either for affordable or open market housing. This, in turn, means that there is difficulty attracting and retaining young people and families to and in the town.

3.1.6 It is vital therefore, that the limited opportunities for new housing development in Totnes make the greatest possible contribution to meeting local needs for new housing.

3.1.7 Many of the services and facilities the community needs are already good and will be protected by this Plan, as well as supporting access to ‘everyday’ goods, services and facilities across the parish. The town's educational facilities are in need of improvement, though, which this Plan seeks to facilitate.

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**C1 – The Totnes Community**

This Plan gives priority to

- meeting the needs of its residents.
- enhancing activities, services and the built environment.
- supporting and reflecting the qualities which make Totnes so distinctive, namely the town’s renown as a historic and cultural centre, and as a champion of environmental sustainability.

All new development must be supportive of and contribute to these aims.

JLP Policies SPT1, SPT2, **SPT11**, SPT12, **STP13**, TTV2

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3.2. **Health and Wellbeing**

3.2.1 The built and natural environment is a key environmental determinant of health and wellbeing. The linkage with health has been well established and is increasingly recognised and understood. The design and social cohesion of our neighbourhoods can influence physical activity levels, travel patterns, social connectivity, mental and physical health and wellbeing outcomes. Totnes, as a community has long recognised these factors
and continues to build strong community infrastructures, both physical and societal through examples such as the “Caring Town Totnes” initiative which itself builds on decades if not centuries of community activism, connectivity and support. Measures to address Health and Wellbeing can be found in all of the pillars and cross cutting themes throughout the plan and are supported by the many aspects of life set out in the diagram below. The Plan will:

- maintain and enhance the wellbeing of all residents, employees and visitors, recognising that this is already a distinctive positive feature of Totnes.
- ensure equality of access to all, removing or minimising disadvantages and promoting equality, diversity, fairness and inclusion for all in the community.
- encourage and support measures to increase walking and cycling and reduce the impact of vehicular traffic on the local environment, and on health, wellbeing and amenity.

![What makes us healthy?](image-url)

The healthy life expectancy gap between the most and least deprived areas in the UK is: 19 YEARS

References available at www.health.org.uk/healthy-lives-infographics
© 2017 The Health Foundation

Fig 3.1 Determinants of Health
This Plan gives priority to the health and wellbeing of the residents, workers and visitors to Totnes. Development proposals will be expected to safeguard and enhance the health and amenity of the community.

All new development will be expected to have positive impacts on the well-being of Totnes residents, workers and visitors. These include:

- greater opportunities to access open and green spaces of all types, including the River Dart
- greater opportunities to grow and consume local food
- meeting local needs for housing, services & facilities, education and sport and recreation
- increasing the security and quality of local jobs
- supporting key sectors of the local economy by making greater contributions to wellbeing
- reducing the harmful impact of traffic congestion
- ensuring that developments and public spaces are designed to be accessible to all people

JLP Policies DEV1,2,3,4,5,8,9,10,15,16,17,18,19,20,21,22

3.3. Heritage and design

Historic and built character

3.3.1 Totnes is justifiably well known for its historic character, which forms an essential part of the identity of the town. Much of the centre of the town is a designated Conservation Area and the town as a whole contains over 300 listed buildings and two Scheduled Ancient Monuments, Totnes Castle and Totnes Priory.

3.3.2 Listed Buildings and Conservation Areas are national designations, protected by national and local policy. This Plan reinforces this protection in the context of the town, and also addresses the finer detail of the distinctive historic character of the town as a whole and its many significant buildings, streets, squares and the wider public realm.

3.3.3 All new development is expected maintain or enhance the historic character and built character of the town. This does not mean that the Plan is not open to change. Change is a feature of its history and culture, the improvement and alteration of buildings can support wider heritage and cultural benefits, and new buildings and spaces can make positive contributions to the character and heritage of the town. New development should not, however, harm the character and heritage of the town and its landscape, as that would be to dilute the identity of the town as a whole.

C 3 - The historic character and built character of the town

New development is expected to be respectful of the historic and built character of the town as a whole, and sympathetic to the particular neighbourhood for which it is proposed. If it is of an innovative design offering a fresh interpretation of local distinctiveness it will be encouraged but not otherwise.

C 4 – Non-designated heritage assets

4 paragraphs 126. – 141.
Key consultation issue – what non-designated heritage assets do the community wish to include

JLP Policies SPT1, SPT2, DEV20, DEV21, DEV22

3.4. Public Realm

3.4.1 While efforts have been made to improve Totnes’ public realm, for example, though the creation of new spaces such as Leechwell and Heath’s Gardens, and enhancement to existing spaces such as the Rotherfold and Shady Garden, much more needs to be done to reflect the quality of the town’s heritage. Within the historic core, largely covered by Conservation Area, motor vehicles continue to have a dominating influence both in streets where there is an uncomfortable relationship between the continuing need for vehicle access and pedestrian movement along narrow and poorly surfaced pavements, and unattractive car parks with limited landscaping. The quality of the public realm is also adversely affected by a diverse mixture of street furniture, signage and poor standards of maintenance.

3.4.2 The opportunity exists to create a series of linked public spaces along the historic spine of the town running from the Town Bridge to Cistern Street including The Plains, the Mansion and Library, the Shady Garden, St Mary’s Churchyard, the Market Square and Butterwalk, and the Rotherfold. Progress has already been made in enhancing some of these spaces through hard and soft landscaping, and the provision of bespoke street furniture to create spaces where people can meet, linger and perform, creating social and cultural activity and making a more attractive town centre. This needs to be continued to help deliver a more civilised town centre which only essential traffic enters at low speeds.

3.4.3 Beyond the town core, the public realm largely consists of major roads, such as the A385 corridor and the Western Bypass for through traffic and access roads to residential and industrial areas. The major roads have been designed to meet the standards required by highways authorities resulting in places which prioritise car use over people. This is reflected in the use of signalised rather than pedestrian crossings along Station Road and Coronation Road which tend to be positioned to accommodate car users rather than walkers. While these roads act as barriers to movement between the parts of the town, they generally have good pavements although the quality of the pedestrian experience is reduced by exposure to traffic.

3.4.4 Within the residential and industrial areas of the town the quality of the public realm is significantly impacted by the street layout, density of development and the way in which parking operates. Planning has normally expected all new development to accommodate parking requirements on site. However with increasing levels of car ownership many parts of the town are now subject to on street parking producing a public realm dominated by the car. This need not be the case as the new Baltic Wharf development demonstrates. This improves the standard for public realm in new residential developments to which the town should aspire. This requires careful consideration of parking standards and how parking is provided.

3.4.5 Outside spaces in residential areas also function as potential social spaces and should be attractive, safe and offer amenity green and play space. The Design Guide provides further advice on the treatment of such areas.

C 5 – The public realm

New development is expected to make a positive contribution to the public realm, particularly within the historic conservation core of the town supporting Totnes’ reputation as an arts and cultural destination. It is expected that new development will make use of appropriate materials for elements contributing to the public realm and ensure the measures are taken to avoid visual clutter and obstruction to pedestrian movement which should be prioritised.
3.5. **Open spaces, Landscape and the River Dart**

### Open spaces

3.5.1 Totnes’s open spaces make important contributions to its overall character and environmental quality. This includes:

- formal and informal space for sport, recreation and play
- amenity green spaces, spaces for nature conservation, and greenways
- growing spaces
- civic spaces (including town squares), cemeteries and graveyards.

3.5.2 The Plan will maintain and enhance the provision, quality and diversity of public open spaces and recreational provision in and around the town. A full inventory of all current open spaces to which the following policies apply can be found in appendix $$.$$.

C 6 - Formal and informal space for sport, recreation and play

The formal and informal space for sport, recreation and play identified in appendix $$.$$ are protected from new development by this Plan. The only circumstances in which these spaces may be developed is where alternative provision for formal or informal space for sport, recreation and play of equal or greater value to the community and local environment can be made.

All new development creating additional need for formal and informal space for sport, recreation and play will be expected to meet that need on site or via suitable contribution to other opportunities to meet that need within the town supported by the other policies of this Plan. Arrangements for the long-term management of the new open space will need to be provided.

C 7a - Amenity green spaces, spaces for nature conservation, and greenways

The amenity green spaces, spaces for nature conservation, and greenways identified in appendix $$.$$ are protected from new development by this Plan. The only circumstances in which these spaces may be developed is where alternative provision for formal or informal space for sport, recreation and play of equal or greater value to the community and local environment can be made.

All new development with opportunities to provide additional amenity green spaces, spaces for nature conservation, and greenways of value to the community and local environment will be expected to bring them forward. Arrangements for the long-term management of the new open space will need to be provided.

C 7b – Growing spaces

The growing spaces identified in appendix $$.$$ are protected from new development by this Plan. The only circumstances in which these spaces may be developed is where alternative provision for growing spaces of equal or greater value to the community and local environment can be made.

New development should take full advantage of onsite potential to grow food for those living on or visiting the site as required by Policy En 10.

C 7c - Civic spaces, cemeteries and graveyards

The civic spaces including Town Squares, cemeteries and graveyards identified in Appendix $$.$$ are protected from new development by this Plan. The only circumstances in which civic spaces may be developed is where alternative provision of equal or greater value to the
community and local environment can be made. The Plan does not support the redevelopment of cemeteries and graveyards.

JLP Policies SPT2, DEV3, DEV4, DEV5

**Landscape setting of Totnes**

3.5.3 The high quality, undeveloped landscape around the town frames the town itself and forms an essential part of its overall character as it nestles in the surrounding hills. Similarly, from viewing the town from beyond its limits, the place of the town within the wider landscape and the views of important buildings in the town are both essential parts of local landscape character. This is particularly important at key ‘gateway’ sites to the town, for example: views descending Kingsbridge Hill and Bridgetown Hill; from boats approaching Totnes up the river; on the road approaches from Dartington and Newton Abbot; and from the railway and train lines. The Plan therefore seeks, as far as it is able given the tight boundaries of the parish, to protect both the landscape setting of the town and the town’s contribution to the wider local landscape.

3.5.4 There is shared commitment between Totnes and its adjacent parish of Dartington to prevent coalescence of the two settlements. Though open countryside exists through the JLP settlement boundaries, Totnes will seek to work with Dartington to promote an effective green wedge between the two settlements in which agriculture, landscape and nature conservation and public access is secured and the adverse impacts of traffic are minimised.

**L1 – Landscape setting of Totnes**

New development in the town should not have an adverse impact on the landscape setting of Totnes. New building should not be of a height or mass to obscure views and glimpses of the surrounding hills, nor of a height to break the skyline from key vantage points.

New development within the town should not have an adverse impact on the contribution the town makes to the landscape character of the wider area.

A Landscape Character Assessment for South Hams and West Devon, June 2018 - see landscape character types 3A, 3B, 3C, 3G, 4A and 5A.

It is anticipated that this policy will be updated following the final publication of the South Hams Landscape Character Assessment.

**The River Dart**

3.5.5 The River Dart is a key feature in the local landscape. Its valley is the determining landscape feature into which the town fits, and the river itself is a critical element of the local landscape and townscape. It links the different areas of the town together, and is an important resource for local people for leisure and recreation, and also for visitors.

3.5.6 Making more of the river is a priority for the Plan as there is great potential to significantly build on its existing roles and uses. There is scope to provide new links between important parts of the town, and also to create a ‘River Park’ – an area of enhanced environmental quality and connection for people and nature.

**L2 - The River Dart**

Only changes, enhancements or small scale All new development adjacent to or including the river which are leisure or river related will be permitted, and they will be expected to make a positive contribution to the visual qualities of the river and its contribution to the local landscape and townscape.
Natural habitats provided by the river, including connectivity with other natural habitats, must be protected.

Opportunities to enhance public access to and water based leisure and community facilities along the river should be taken.

- likewise for increased connectivity;
- Specific opportunities for creation of new green spaces;
- Enhancement of public open space through Totnes Flood Defence Scheme.

JLP Policies TTV3, TTV206, TTV21, TTV228, TTV2634

3.6. Community led and owned development

3.6.1 Totnes has already achieved remarkable success in pursuing community led and owned projects as the Atmos and Transition Homes proposals both now have planning permission and are proceeding to development[A3]. Both schemes have gained greater benefits for the community as alternatives to developer led projects. Past examples of community-led projects include Leechwell Gardens and the Lamb, the transfer of KEVICC, the Mansion, Library and nursery into community hands with further schemes under discussion. [There is an aspiration for this to extend to the Market and Civic Hall.][A4] The plan aims to build on and spread this success by giving specific support to community led and owned projects.

CL 1 - Community led and owned development

Community led and owned development is supported by this Plan as a means to gain greater benefits for the community through new development.

That proposals can be shown to be community led and that they will be community owned in perpetuity is regarded by this Plan as a strong material consideration in their favour, and such proposals may be supported in circumstances where proposals which were not community led and owned would not be.

Community led and community owned housing

3.6.2 Community led and owned approaches to housing have three strong advantages:

- They allow, after time, the returns from the housing development and provision of rented or shared ownership housing to be reinvested in the community.
- In housing or other priorities, they do not require a profit element and therefore can provide greater benefits.
- Specifically, that as they are not registered providers of affordable housing, so that the affordable housing that they provide is not subject to the Right to Buy scheme and so can remain affordable in perpetuity.

CL 2 - Community led and community owned housing

Community led and owned housing development is strongly supported. This includes housing to meet needs in the open market and affordable housing. It is the preferred means of delivering affordable housing because it is an effective means of ensuring that affordable housing remains as such in perpetuity.

[A3] Atmos through a Community Right to Build Order for the community voted for on 23rd November 2016, and Transition Homes though a normal planning consent
Where a privately promoted housing development site contains opportunities for part of the development being community led and owned, such as the required affordable housing, such opportunities should be taken.

Proposals for housing development which are completely community led and owned may be supported in circumstances where proposals which were not community led and owned would not be, due to the additional benefits they are able to provide.

In these circumstances, it will have to be shown that all community led and owned housing development is promoted and then owned by a suitably constituted and asset locked social enterprise.

For consultation useful to confirm this as a well supported issue.

3.7. Housing

Meeting housing need

3.7.1 The JLP sets the requirement that new housing development in Totnes\(^6\) should focus on:

- redressing imbalance within the existing housing stock
- housing for households with specific need
- housing suited to younger people, working families and independent older people.

3.7.2 A minimum JLP target of \(30\%[^5]\) on-site affordable housing will be sought for all schemes of 11 or more dwellings.

3.7.3 The JLP addresses the whole of the built-up area of Totnes and Dartington, not just the parish. Much of the housing has been built, is in construction or has gained planning consent. The JLP does not appear to be consistent in identifying which sites have been included in its calculations. The following table provides a full picture of housing since 2014 being the date from which the JLP starts. [A6] In addition, other housing sites may come forward and this section of the Plan is directed as such sites.

\(^6\) as one of the six Main Towns
3.7.4 A central concern of the Plan is meeting local housing needs rather than satisfying demand for housing, as the capacity for new housing in the parish is finite. This includes meeting known needs for housing in terms of size, tenure and affordability, and specifically increasing the number of smaller homes to meet the needs of local young and older people.

3.7.5 The Housing Evidence Base prepared for this Plan suggests that 15 affordable homes are needed per year. This means that the 30% rate in the JLP is insufficient to deliver the required amount of affordable housing unless the total amount of new housing is greatly in excess of what might be reasonably and acceptably accommodated in Totnes and is allowed for in the JLP. This means that in Totnes the proportion of affordable housing required needs to be greater.

3.7.6 Planning policy currently is delivering 34% over the 20 year plan period. This covers a period where a 50% affordable housing target was in place and therefore it is necessary that in addition to on site provision for schemes of 11 dwellings and more or all residential developments of six to 10 dwellings will provide an off-site commuted sum to deliver affordable housing.

3.7.7 Affordable housing is defined by the JLP as including ‘social and affordable rent, shared ownership, and innovative housing models that meet the local demand / need, such as rent-to-buy, starter homes and shared equity as appropriate’. In Totnes all forms of affordable housing are supported provided that where possible they provide affordable housing in perpetuity, as there has been a failure to provide sufficient affordable housing in the past and the loss of affordable homes to the open market is inevitable.

3.7.8 Analysis of affordable housing currently achieved requires at least a 40% target for future planned housing. This level could be reduced if further housing was achieved in the Town.

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7 Evidence Base on Housing, January 2017
3.7.9 The South Hams Strategic Housing Market Assessment and other work included in the Housing Evidence Base also suggest that the mix of dwelling sizes required is as follows:

<table>
<thead>
<tr>
<th></th>
<th>1 bed</th>
<th>2 bed</th>
<th>3 bed</th>
<th>4+bed</th>
</tr>
</thead>
<tbody>
<tr>
<td>mix</td>
<td>55%</td>
<td>20%</td>
<td>15%</td>
<td>5%</td>
</tr>
</tbody>
</table>

3.7.10 It is recognised that in Totnes most of the development not on identified sites will be on small sites. This will mean that specific site characteristics may affect both the desired mix of dwelling sizes and the ability to provide 40% affordable housing. To address this all applications for more than six dwellings will be required to include an open book viability assessment demonstrating how 40% affordable housing will be achieved, or the highest percentage that can be achieved if 40% cannot. Viability assessments will be expected to be based on a policy compliant valuation of the land. The assessment will also be expected to show how the scheme best addresses the dwelling size mix requirements, and where trade-offs between the two may be justified.

3.7.11 Applications for two to five dwellings will be expected to provide 1 bed, 2 bed and 3 bed dwellings in proportion to the dwelling size mix requirements, also taking into account specific site characteristics.

3.7.12 As an exception to regular policies for the provision on housing, smaller and individual alternative housing will be considered for sites within the Town boundary that would not otherwise be permitted subject to criteria set out in Appendix 6. These might include container homes, Tiny Homes, and houseboats.

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8 rounded to the nearest 5%
H 1 – Meeting housing need

The priority for new housing development in Totnes is housing which meets known local needs in terms of housing tenure and size mix.

At the time of adoption of the Plan this was established as 40% of all new housing being affordable housing and the overall mix of new housing being 75% 1-2 beds.

Development of 11 dwellings and more will be expected to address these requirements on-site. Development of six to 10 dwellings will be expected address these requirements via an off-site commuted sum. Development of two to five dwellings will be expected to address the dwelling size mix requirements.

For all housing developments, the way in which the affordable housing and dwelling size mix requirements can be addressed may vary according to the characteristics of the development site. For sites of over six dwellings an open book viability assessment will be required to justify how these requirements are best addressed. For sites of two to five dwellings 1 bed, 2 bed and 3 bed dwellings are expected to be provided and an assessment will be required justify the how the dwelling size mix requirements are best addressed.

The need for affordable housing and dwelling size mix may change over the lifetime of the Plan. If this is the case then the assessments required are expected to reflect such change.

All new development should make a significant contribution to delivering Affordable Housing in perpetuity to meet the needs of local people according to local connection criteria JLP Policies STP2, SPT3, SP6, TTV2, TTV206, TTV217, TTV228, DEV8, DEV9

This is a key issue for the consultation and one which might benefit from some contextualisation and specific questions seeking a response.

Exception policy to be discussed as part of consultation

Function and design of new housing

3.7.13 New housing development is likely to be the largest additional form of new development over the Plan period with the potential to have the greatest impacts on the town, both positive and negative. To ensure that as many impacts as possible are positive, a key focus must be on the function and design of new housing.

3.7.14 The function of new housing development concerns how it fits with and modifies the neighbourhood it is located in and the town as a whole. This will mainly be determined by layout and connectivity.

3.7.15 The Plan in general prioritises design for sustainability (Policy E19) for all development. This is particularly important for new housing. For this Plan it is a priority that new housing development achieves the greatest environmental sustainability outcomes.

H 2 – Function and design of new housing

New housing development will be expected to fit with and improve the immediate area in which it is located and the town as a whole through its layout and connectivity.

New housing must prioritise sustainability within its design, but where this conflicts with other factors such as maximising the number of housing units on site or meeting the principles laid out in the Design Guide, design for sustainability is prioritised unless the development would significantly negatively impact on the built character of the locality.

JLP Policies SPT1, SPT2, DEV10, DEV20

Make this also a key issue for consultation – should bare numbers or sus d, or both, be prioritised? Evidence on need suggested an additional 65 homes are required beyond
those already in place or with planning permissions. This could be through KEVICC and further sites which could include Steamer Quay and Parkers Barn (26 1-2 bed flats[AS]?)

3.8. Services and facilities

3.8.1 Totnes is generally well provided for in terms of services and facilities and this is a clear ingredient of its strong community. They are important for local residents, businesses and visitors, and key to the town’s important and distinctive cultural and service roles, and the way in which they combine (with retail premises) to create a place which is much more than just the sum of its physical attributes.

3.8.2 Educational facilities are mixed in quality. The post primary facilities in particular are currently in need of improvement having had very little investment for over 50 years. Some buildings are in a critical state of repair. This Plan supports the provision of high quality facilities fit for the purposes of 21st century learning and teaching.

3.8.3 This Plan will ensure that new development does not diminish the services and facilities of the town, and will encourage their enhancement and the provision of new services and facilities.

C 8 - Services and facilities

New development is expected to maintain or enhance community services and facilities as a whole within the town.

Proposals involving the loss of community services or facilities will be resisted unless:

- they are to be replaced with services or facilities of an equal or higher quality and value to the community on the same site or another site within the town.
- the services or facilities can be demonstrated to be no longer needed or viable, and that any proposed alternative use would overall provide equal or greater benefits to the local economy and community, including through contributions to development on other sites

C 9 - New services and facilities

The provision of new services and facilities which will improve the breadth, depth and distinctiveness of the overall provision of services and facilities in the town will be supported.

Where it is possible for new development to provide new ‘everyday’ services and facilities in areas of the town where these are lacking such opportunities should be taken.

JLP policies: SPT1, SPT2, DEV18, DEV21
4. **Economy**

4.1. **The local economy**

4.1.1 Totnes is not a typical market town, as it is economically much stronger than might otherwise be assumed.

4.1.2 According to the 2011 Census, 3,565 people living in Totnes were in employment, 1,772 of whom worked in Totnes (including working from home). Overall the town employed 5,093 people. This meant that 50% of the working people in the town were employed there and that there were approximately 1,531 more people working in Totnes in addition to the people in employment living there – a positive net employment balance of 43%.

<table>
<thead>
<tr>
<th></th>
<th>Totnes</th>
<th>Kingsbridge</th>
<th>Tavistock</th>
<th>Okehampton</th>
<th>Ivybridge</th>
<th>Dartmouth</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Employed</td>
<td>3,562</td>
<td>2,847</td>
<td>5,277</td>
<td>3,380</td>
<td>5,913</td>
<td>5,270</td>
</tr>
<tr>
<td>Employed in Town</td>
<td>1,772</td>
<td>1,502</td>
<td>2,654</td>
<td>1,647</td>
<td>1,672</td>
<td>1,746</td>
</tr>
<tr>
<td>%</td>
<td>49.8%</td>
<td>52.8%</td>
<td>50.3%</td>
<td>48.7%</td>
<td>28.3%</td>
<td>33.1%</td>
</tr>
<tr>
<td>Total In Employment</td>
<td>5,093</td>
<td>2,832</td>
<td>4,978</td>
<td>2,815</td>
<td>2,962</td>
<td>2,676</td>
</tr>
<tr>
<td>Net Employment</td>
<td>1,531</td>
<td>-15</td>
<td>-299</td>
<td>-565</td>
<td>-2951</td>
<td>-2,594</td>
</tr>
<tr>
<td>%</td>
<td>43.0%</td>
<td>-0.5%</td>
<td>-5.7%</td>
<td>-16.7%</td>
<td>-49.9%</td>
<td>-49.2%</td>
</tr>
</tbody>
</table>

4.1.3 None of the other five main centres has a positive net employment balance. Kingsbridge and Tavistock are nearly balanced, Okehampton also has a relatively strong employment role, but Ivybridge and Dartmouth contain only half as many jobs as working people, and only around a third of working people living there work in the town.

4.1.4 The town’s high quality environment and strong community also means that the self-employed and those working from home are attracted to live and work in the town, supported by the shared working spaces in Totnes and good rail links.

4.1.5 Totnes, then, still functions as a true employment centre, providing employment for people from a wide hinterland as well as a significant proportion of its own population despite also being highly attractive to commuters to larger centres such as Exeter and Plymouth. None of the other five towns do both of these things.

4.1.6 This is a key strength of the town that needs to be understood and planned for by maintaining and strengthening employment and the local economy in Totnes.

4.1.7 Totnes is also a strong attractor to visitors and tourists due to the town’s strong character, retail offer and cultural, green and alternative attributes. The town, and particularly the railway station, also act as a gateway for the surrounding countryside and settlements.

**E1 – The Totnes local economy**

New development is expected to reinforce and enhance the local economy of Totnes to the benefit of the local community, people living around Totnes, and visitors to the town.

Totnes already has a strong local economy which new development can build on. A key economic strength is the attractiveness of the town for employers and visitors. New development supporting the local economy will maintain or enhance the attractiveness of the town for employers and visitors and strengthen its key retail and service functions.

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9 Super Output Area South Hams 003
10 including self employment
4.1.8 After retail, health and social care, education, and then other public services make up the largest employment groups. The importance of this basket of public services is a common feature of many local economies.

4.1.9 Totnes also has relative strength in manufacturing, science and technical activities, hospitality, and the arts and entertainment. Such diversity and innovation are distinctive of the Totnes local economy, reflecting the cultural, environmental and alternative aspects of the town.

4.1.10 The Plan therefore gives specific support to economic innovation, company start-ups, and fostering local economic clusters, and the infrastructure necessary to support these and other aspects of the local economy such as superfast broadband and business meeting places and other facilities.

E2 – Economic innovation and diversification

New development enabling innovation and diversification in the local economy will be supported. This includes development which may encourage the formation of clusters and networks of local enterprises.

4.2. Retail and hospitality

4.2.1 Retail is the largest sector of employment in the town after the provision of health and personal care services, and the retail offer of the town, particularly its centre, is a vital component of its overall economic strength. The preponderance of independent shops, cafes and restaurants does much to give Totnes a strong retail and service edge, which is intimately linked to the physical form of the town.

4.2.2 Planning policy seeks to ensure that where new retail development takes place it supports the vitality and viability of town centres by directing investment to existing centres and where that is not possible prioritising edge of centre sites. This approach has helped to protect Totnes and must be maintained, for example by resisting a proliferation of retailing on the Industrial Estate.

4.2.3 JLP evidence on retail hierarchies points to a continuing demand for high street premises in the town with Totnes experiencing lower levels of vacancy than other centres in South Hams. However the recent closure of the Co-op/Budgens store has reduced shopper choice for convenience goods which is likely to reduce the attractiveness of the town as a place for everyday shopping. Redevelopment or reuse of the Coop store and car park for retailing should therefore be a priority with alternative uses being resisted.

4.2.4 Government measures to permit changes of use of high street retail property to address the growing problem of vacancy in many town centres limit the ability of local planning authorities to control the proliferation of non-retail uses e.g. financial services. To date there is little evidence that this poses a significant threat to the vitality and viability of Totnes’s retail offer which is underpinned by both local and visitor spending.

4.2.5 Markets and events contribute significantly to the town’s visitor economy. This is evident on market days, particularly during the regular Friday and Saturday markets but also during the summertime Elizabethan market, the monthly Sunday Good Food market and the Christmas late night shopping events. Protecting and enhancing the market activity whilst at the same time improving the functioning and quality of trading spaces (the Market Square and sections of the High Street) should be an important priority. This requires a

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11 2011 Census see App
careful balancing of interests which should be achieved through a community-led masterplanning process involving all the key stakeholders. Evidence collected during a study of the Market Square undertaken by Plymouth University in 2013 identified a range of potential enhancements which provide a good starting point and proposals now being developed to enhance public space in front of and around St Mary’s Church are to be welcomed.[A10]

4.2.6 A survey of shoppers using Totnes High Street/Fore Street in 2014 identified a range of factors acting as a deterrent to the use of the town centre. The top six factors in order of significance were: the cost of parking, the quality of the pedestrian environment, (the availability of) public toilets, the physical layout of the centre (long and steep), (the absence of) places to sit and the availability of parking. This supports the need to protect the existing provision of car parking serving the town centre and initiatives aimed at enhancing the quality of the public realm through the gradual implementation of more town squares[A11] including the Mansion and a shared space approach.

4.2.7 Totnes is a significant destination for visitors which brings significant benefits to the town in terms of additional footfall and spending. However visitor activity can also add to the congestion which the town suffers from particularly during the main holiday season and increases pressure on local facilities and services such as car parking. This points to the need for effective management of day visitors in terms of parking provision, including for coach parties, signage and trails, and public realm improvements. However there is also the potential to capture more tourism spending by building on the town’s existing accommodation base which includes local hotels and guest houses, bed and breakfast establishments, including AirBnB and home stays (associated with the town’s language schools). The ATMOS scheme includes a proposal for a 60 bed low cost hotel which will provide a valuable addition to serviced accommodation in the town. Where appropriate opportunities should be taken to widen the range of visitor accommodation although this should not be prioritised over the provision of permanent homes.

E3 Policy – retail (including visitor accommodation)
Proposals for retail and food and drink uses which support the unique character of Totnes as an independent market town focused on the historic town centre will be supported.

E4 Policy – Hospitality including visitor accommodation
Proposals which increase and widen the range of visitor accommodation in Totnes will be supported provided they do not result in the loss of or prevent the provision of permanent residential units.

E5 Policy – Markets and events
Development proposals which maintain and enhance the range or functioning of existing and new markets and events will be supported

4.3. Training and education sector

4.3.1 Totnes has a broad range of educational and lifestyle offers, from its language schools to the many courses and residential workshops focussing on Health, Wellbeing, Transition Town, Arts and Culture. These provide both employment and additional income streams for local residents and self-employed professionals.

4.3.2 These businesses create a demand for accommodation in the town and has resulted in a rapid expansion in a wider range of accommodation. This includes quality AirBnb experiences which are an addition to the more traditional language home stay offer.

4.3.3 In order to maintain and enhance the strength of the local economy the training and education sector should be acknowledged and supported. This Plan places particular importance on training and education as an integral part of the local economy, and for knowledge- and skills-based enterprises.
4.3.4 The Plan cannot make training and education happen, but it can make sure that where new development intended to meet these needs comes forward it is supported. The redevelopment of the ATOMOS site, Mansion developments and enhancement of the Industrial estate is a critical component in achieving this.

4.3.5 The town will seek out and support opportunities to provide vocational training for young people and local employees to provide them with future careers and employment.

E6 – Adult Training and education sector

New development which would support the provision of the local training and education economy and which enhances the distinct offer of the Totnes culture will be supported.

Where new development would support the provision of vocational training to meet the needs of local employees, young people and those seeking work it will be supported.

JLP Policies: SPT2

4.4. The industrial estate

4.4.1 The industrial estate is an important element of the local economy. It was studied for the Neighbourhood Plan\(^{12}\) and is estimated to provide between a quarter and a third of all of the jobs in the town. Local and family businesses make up almost 70% of all businesses there and many are relatively long established. The estate is important for the employment of young people and for the provision of apprenticeships.

4.4.2 The industrial estate contains both traditional and high tech enterprises, with the green economy making up 15% of 82 enterprises in 2016 and 17% in 2017. The estate has an expanding role in the local food economy which is likely to be enhanced by the planned School for Food Entrepreneurs on the adjacent ATOMOS site.

4.4.3 It is therefore important that the contributions the estate makes to the local economy are reinforced and extended. The Plan can do this by supporting the provision of further floor space and improvement of existing premises. It can also help make the estate better for everyone by seeking to improve the overall quality of the estate, specifically its parking arrangements, riverside access and its accessibility for pedestrians and cyclists.

4.4.4 The change of use of industrial units to retail units requiring planning permission\(^{13}\) can disperse and weaken the retail cohesion of the town and increase the need for parking, which is already in short supply. It is acknowledged that the Industrial Estate provides a wide range of services and half of the businesses have a shop front.

4.4.5 The diverse range of services include a growing Not for Profit sector with Refurnish, the Recycling centre, Street Ministry, Food bank and homeless shelter and new food enterprises. Such changes of use will therefore only be allowed\(^{[A12]}\) where impacts on the retail cohesion of the town and parking on the industrial estate can be demonstrated to be acceptable.

E7 – The industrial estate

New development adding to and / or increasing the quality of business floor space on the industrial estate will be supported. The change of industrial or storage space to retail use will only be permitted where impacts on the retail cohesion of the town and parking on the industrial estate can be demonstrated to be acceptable.

\(^{12}\) Industrial Estate Survey 2016

\(^{13}\) temporary changes of use from B1 units of up to two years and of up to 150m² are permitted development, not requiring planning consent
Where such development includes opportunities to improve the overall quality of the industrial estate these must form part of such development.

Where new development includes opportunities to provide an additional access to the station avoiding the junction at Redworth bridge this will be supported.

Where new development includes opportunities to improve the overall functionality and quality of the industrial estate these should be taken, including pedestrian and cyclist accessibility; parking needs must be met through that development.

JLP Policies: SPT1, SPT2, SPT4, SP6TTV25, DEV14

Important issue for consultation

4.5. The green economy

4.5.1 The United Nations Environment Programme have defined the green economy as follows\textsuperscript{14}:

\textit{to be green, an economy must not only be efficient, but also fair. Fairness implies recognising global and country level equity dimensions, particularly in assuring a just transition to an economy that is low-carbon, resource efficient, and socially inclusive.}

4.5.2 A green economy is one which therefore better serves the need of sustainable development, and in particular environmental sustainability. It is very relevant to the leading objectives of this Plan, and the Plan therefore specifically supports alternative economic models and their combined synergy, which together are likely to produce more sustainable outcomes. These are the circular economy, re-localisation, the local food economy, and social and community-supported enterprise.

4.5.3 A circular economy is one which aims to keep products, components and materials in circulation and use at their highest value at all times, so that the need for new products, components and materials is reduced. Reuse, repair and recycling are at its heart.

4.5.4 Re-localisation is a simple concept – that a greater proportion of goods and services are sourced locally, to the benefit of local businesses, the local economy, and also reducing the environmental impacts and increasing the environmental benefits of local economic activity.

4.5.5 The local food economy is a specific example of re-localisation – encouraging the local production of food and local purchasing of that food. In addition to local economic and environmental benefits local health may also benefit via eating healthier food.

4.5.6 Social and community-supported enterprises are both alternative forms of company. A social enterprise is a ‘a business with primarily social objectives whose surpluses are principally reinvested for that purpose.’\textsuperscript{15}. A community-supported enterprise is usually a specific type of social enterprise where members of the community invest in the enterprise and receive either a financial return or products and services in exchange. The most common type is community-supported agriculture where in exchange for a subscription to the business investors receive food from the farm.

4.5.7 Social and community-supported enterprises are also able to offer goods and services at sub-market costs. Frequently this is achieved through not seeking a commercial return or using volunteer labour.

4.5.8 The planning system can support and facilitate the green economy by allowing the development it needs, but it cannot create enterprises or the markets for them. Its role, therefore, is an enabling one.

\textsuperscript{14} UNEP, 2011, Towards a Green Economy: Pathways to Sustainable Development and Poverty Eradication

\textsuperscript{15} Social Enterprise: a strategy for success – 2002
E8 – The green economy

New development enabling the green economy in Totnes will be encouraged. This includes development which enables circular economy, re-localisation, the local food economy, and social and community-supported enterprise.

New development enabling the green economy may be supported in circumstances where other forms of economic development would not, provided that the development’s ongoing connection to the green economy can be ensured.[A13]

JLP Policies: SPT1

Important issue for consultation
5. Environment

5.1. Environmental sustainability

5.1.1 Totnes is an environmentally aware town and this is reflected in its Neighbourhood Plan. This means that new development in Totnes should seek to minimise impacts on the global environment and also bring greatest benefits to the local environment.

5.1.2 Sustainable development is the 'golden thread' of national planning policy\(^{16}\), and for Totnes is fundamentally defined in the vision that the Plan will:

- Support and extend Totnes’ pioneering approach to sustainable development and local resilience, reducing the environmental impacts of the town and adapt for climate change.
- To achieve these aims, the Plan needs to address issues including energy generation and use, resource consumption, waste production, air and water pollution. It will take every opportunity to mitigate and adapt for climate change, and enhance local environmental capacity. Overall, the town is seeking transition to true environmental sustainability, in which new development has a prominent role.

For Totnes, then, sustainability primarily means environmental sustainability, as without a strong environment a strong community and economy are impossible.

5.1.3 This does not mean, though, that sustainability means less development. Maintaining a strong environment will constrain development of some sort and in some places, but it also creates opportunities for development which maintains or enhances the environment. The Plan, therefore, is actively looking for development which is good for the environment, community and economy at the same time.

Reducing environmental impacts and increasing environmental benefits

5.1.4 The Plan seeks to reduce the environmental impacts and increase the environment benefits from new development. This is not a restrictive approach but one that requires that new development provides the greatest environmental benefits which can reasonably be achieved.

5.1.5 Applicants are required to accompany planning applications with a simple summary of relevant environmental impacts and benefits, including those addressed by specific policies in this plan:

- mitigation of (by reducing greenhouse gas emissions) and adaption to climate change
- enhancing local environmental capacity
- renewable energy generation
- waste management
- enhancing air quality
- enhancing water quality.

En1 - Reducing environmental impacts and increasing environmental benefits

New development in Totnes must take all reasonable measures to reduce its adverse impacts and increase its environmental benefits.

A primary purpose of new development is to increase environmental sustainability.

\(^{16}\) NPPF para 14.
Applications for new development must be accompanied by a simple summary of relevant environmental impacts and benefits.

JLP Policies STP1, DEV324

5.2. The most sustainable use of land for new development

5.2.1 Opportunities for development in Totnes are limited, and so it is important to make the best use of all land available for development. There are two dimensions to this: making sure that only land which can be sustainable to develop is developed, and making sure that development takes place in ways which bring greatest sustainability.

5.2.2 The Plan does not set specific requirements for density. In general, the community supports densification as a means of limiting green field development. Clever design can deliver successful low-rise, relatively high density building, just as the town centre achieves. It can also provide land capacity for open amenity and food-growing spaces as part of the development (which of course will dilute the overall density of the site) which this plan encourages. Equally, the plan allows for reduction in car parking spaces in certain circumstances which could increase the density of the development. It is therefore expected that the proposed density of each site should be justified in terms of how such factors are best balanced in the final design.

En2 - The most sustainable use of land for new development

Land for new development is a finite resource in Totnes, and so it is important that the most sustainable use is made of it.

All proposals for the development or redevelopment of land, and the reuse of buildings, should demonstrate that they are making the most sustainable use of the site in terms of the vision and objectives of this Plan. This includes:

- that the density of development makes the best use of the site whilst being in keeping with all the other objectives of the Plan
- that the mix of development makes the best use of a site, including in terms of:
  - the character and features of the site itself
  - the character and features of neighbouring development
  - location in the town.

JLP Policies SPT1, DEV324

This is a pivotal policy – highlight it in consultation?

5.3. Mitigation of and adaption to climate change

5.3.1 Mitigation of climate change means tackling what is causing it, whereas adaption means tackling the consequences of climate change.

5.3.2 Climate change is a critical consideration. All new development will have a requirement for minimising embodied energy and be carbon positive in use.

5.3.3 To achieve the zero carbon in construction requirement the embodied energy of construction materials should receive careful attention.

5.3.4 For zero carbon in use passive solar design and super-insulation are likely to be the most effective ways of achieving this. Off-site measures to achieve this will be acceptable where they would provide greater all round benefit than on-site measures.

5.3.5 The effects of climate change are likely to include rising and less stable temperatures, rising sea and tidal levels, and more extreme weather. New development is an opportunity
to build in greater adaptation to such changes, both in the location and design of buildings and the space around them.

**En3 – Mitigating climate change**

All new development will have a requirement for minimising embodied energy and a target figure for energy in use of 60kWh per m². This will need to be demonstrated by suitable proposal-specific analysis.

**En4 – Adaption to climate change**

All new development in Totnes is expected to take whatever opportunities are available within the proposal to make adaption to climate change. This will need to be demonstrated by suitable proposal-specific analysis.

JLP Policies SPT1, DEV324

### 5.4. Enhancing local environmental capacity

#### 5.4.1

Environmental capacity is the capacity of the natural environment to support human activity. In the UK resource consumption is three times greater than the level that the global environment can sustainably support\(^{17}\).

#### 5.4.2

Reducing resource consumption is one way to try and address this. Another is to increase local environmental capacity. This means that when new development is proposed it should aim to enhance local environmental capacity at the same time. Examples include increasing biodiversity and bio capacity, carbon sequestration, improving management of air and water pollution, and safeguarding soil quality.

#### 5.4.3

The opportunities for increasing biodiversity and bio capacity which might reasonably be expected will vary. For a larger development of new houses and other uses opportunities will be sizeable, including through the form of new landscaping. For smaller proposals such as domestic extensions they will be more modest, such as the provision of bird, bat or insect boxes, or planting.

**En5 - Enhancing local environmental capacity**

All proposals for the development or redevelopment of land should provide an overall enhancement in local environmental capacity. This should be demonstrated in terms of the current environmental capacity of the site and what the environmental capacity of the completed proposals will be.

Net biodiversity gains will be expected from all proposals for the development or redevelopment of land, commensurate with the scale of the development.

JLP Policies SPT1, DEV268

### 5.5. Renewable energy generation

#### On-site renewable energy generation

#### 5.5.1

The generation of renewable energy on site is a direct way in which new development can support local and therefore global environmental sustainability. The effectiveness of renewable energy generation technologies\(^{18}\) has increased rapidly and is likely to

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\(^{17}\) [http://footprint.wwf.org.uk/static/faq](http://footprint.wwf.org.uk/static/faq)

\(^{18}\) principally solar and wind
Solar photovoltaics are likely to be the most common technology in use, but there may also be opportunities for micro wind and hydro generation.

5.5.2 In Totnes, we aim to be at the forefront of behavioural change and be willing to support the use of renewable energy, including roof solar, community scale wind-turbines [A14] and hydro schemes, as a tangible means of reducing carbon footprint.

5.5.3 Appendix $$ provides further guidance on on-site renewable energy generation.

**En6a – On-site renewable energy generation**

New development is expected to maximize opportunities for on-site renewable energy generation provided that to do so would not significantly negatively impact on local built character or amenity.

**En6b – Stand-alone renewable energy generation**

Wind turbine renewable energy applications will only be supported where the proposed development site is in an area identified as potentially suitable for that technology and following consultation it can demonstrated that the planning impacts identified by local communities have been fully addressed.

App 9 showing Area Map

JLP Policies DEV234, DEV246, DEV26

Commercial and stand-alone renewable energy generation will be an important consultation issue.

5.6. **Waste management**

5.6.1 It is now common that new development should provide integrated facilities for the storage of recyclable and non-recyclable waste. New development can also reduce the amount of waste entering the waste stream by processing waste, where it is suitable to do so on site. The Neighbourhood Plan supports the expansion of community recycling activity and the creation of a community composting facility for the town as the best way of composting waste locally. It also supports on site composting of putrescible waste where it can be undertaken without risk to residents or occupiers.

**En7 – Waste management**

The provision of a community composting facility for the town is supported by the Plan. Where it is feasible for waste to be effectively processed on site, new development should make provision for this to happen. On site processing of putrescible waste for workspace and community facilities is a priority.

JLP Policies DEV313

5.7. **Enhancing air and water quality**

5.7.1 It is imperative that new development does not make local air quality worse. This is particularly important in the A385 Air Quality Management Area (AQMA), and if possible makes it better. The main impact on local air quality is from traffic, which the location of new development can influence. Changes in vehicle technology through the Plan period
may also help to reduce pollution from vehicles. In Totnes, though, all larger new
development sites are already identified\(^\text{19}\).

5.7.2 Nonetheless new development can help improve local air quality through suitable design to
courage dispersal of pollution and through landscaping to help manage local air quality,
which may also support adaption to climate change and enhance local environmental
capacity. Development in sites in Totnes where is it possible to assist in the
management of local air quality should take such opportunities.

**En8 - Enhancing air quality**

Opportunities for new development to assist in the management of local air quality should be
taken. Suitable design to encourage dispersal of pollution and landscaping intended to help
manage local air quality will be required.

5.7.3 New development can help enhance local water quality through the way in which surface
water is retained on site and through landscaping. This may also support adaption to
climate change and enhancing local environmental capacity. It is already a requirement of
most new development that it effectively manages its surface water drainage. In addition
opportunities to simultaneously improve water quality should be taken.

**En9 - Enhancing water quality**

Opportunities for new development to enhance local water quality should be taken. This is most
likely to be through suitable surface water management and landscaping intended to help
manage local water quality.

JLP Policies SPT1, DEV2, SPETTV25, DEV357

5.8. **Local food growing**

5.8.1 Buying food makes up around a quarter of the total ecological footprint of each person in
the South West\(^\text{20}\), primarily because of how food is packaged and transported to its end
consumer. Food, which can be grown and consumed locally will directly benefit
environmental sustainability. Growing food also better connects people to the natural
environment and supports healthier lifestyles. New development therefore needs to
maximise its contribution to space available to grow food locally.

**En10 - Local food growing**

New development should take full advantage of onsite potential to grow food for those living on
or visiting the site. This includes on all land not built on and within and on the outside of buildings.

JLP Policies DEV5

5.9. **Designing for sustainability**

5.9.1 In addition to respecting historic character national policy also encourages innovation in
the design of new development\(^\text{21}\) which is important to this Plan too, as Totnes already has
a number of high quality, innovative modern buildings. A strong driver or innovative
modern design is design for sustainability.

\(^{19}\) in the JLP and thus also in this Plan

\(^{20}\) SEI REAP Ecological Footprint data

\(^{21}\) NPPF paragraph 63.
5.9.2 This Plan encourages design, which is best able to deliver greater global and local sustainability. A major part of this is that buildings should be low carbon in construction and use\textsuperscript{22}. Other aspects include designing to manage water and local pollution, and designing buildings as integral elements of wider site design using approaches such as Permaculture.

5.9.3 Such buildings offer an opportunity for a new generation of buildings of high quality design in the town. Modern buildings not embodying this approach offer little to the town.

5.9.4 The Neighbourhood Plan Design Guide for Totnes provides a guidance framework for any development to address.

**En19 - Designing for sustainability**

High quality innovative design which best supports greater environmental sustainability, will be supported. It is recognised that such design may not be in keeping with the traditional vernacular, but can be sympathetic to it. Development which demonstrates environmental sustainability benefits will be supported provided that it does not significantly negatively impact on the built character of the locality.

JLP Policies SPT1, SPT2, DEV20, DEV2\textsuperscript{34}

*Important issue for consultation*

\textsuperscript{22} ‘in construction’ refers to the embodied energy resulting from the way a building is built, ‘in use’ refers to how much energy and from what sources the building uses once occupied
6. **Transport**

6.1 **Background.**

6.1.1 Traffic congestion resulting from Totnes lying at the lowest fixed crossing of the Dart and the confluence of key routes as well as functioning as a service centre for a large rural hinterland has a significant adverse impact on the quality of life and environment in the town. Around 70% of traffic on Station Road at peak periods is passing through, a proportion which may increase with growth in surrounding areas (for example, 500 plus new houses built on the Brixham Road). Devon County Council recognise Totnes as the 3rd most congested town in the county but physical, environmental and resource constraints limit the scope for large scale road building measures. While a northern bypass was suggested in the 1970’s the prospects for such a ‘solution’ is remote, although public consultation has shown some support for the idea. The safety of pedestrians and road users in the town, and improving the air quality is of paramount importance.

6.1.2 As a result the Devon and Torbay Local Transport Plan 3, 2011-2026 and the Draft Joint Local Plan focus on managing traffic flows in and around the town and seeking to promote behavioural change to reduce the adverse impact of traffic on the environment. These adverse impacts may be seen in elevated levels of air pollution which has resulted in the designation of part of the A385 corridor as an Air Quality Management Area (AQMA), and a deteriorating pedestrian environment. Despite this however a significant proportion of journeys to work in Totnes take place on foot or cycle.

6.1.3 The importance of the railway to Totnes cannot be underestimated. It is the railhead for the whole of the South Hams, a transport hub (which could be expanded to much better effect) and a gateway to the town. Rail travel and passenger use of Totnes station is growing year on year for commuters, residents and visitors to the area, with passenger numbers estimated at 0.628M in 2013/14 which increased to 0.7M in 2017/18.

6.1.4 Where new development has taken place, such as at Camomile Lawn, Baltic Wharf [A15] and Follaton Oak, planning conditions include a requirement for developers to have contributed towards the cost of implementing traffic and transport improvements in the vicinity. Funding has also been provided for green travel advice and support. However public consultation for the TNP has confirmed that for many the impact of traffic congestion is their main concern.

6.1.5 Work undertaken for “Totnes on the Move” (a Community Led Transport Movement) included an initial study on a “Shared Space Scheme” for much of the town centre. This predated the County Council’s Traffic Management Scheme which reduced traffic levels through the town centre by changing the direction of traffic on Fore Street which was subsequently withdrawn. The present relationship between traffic and people in the town centre needs to be resolved to create a scheme, which meets the Town’s need for a more agreeable shopping and leisure environment whilst supporting commercial activity, access for those with disabilities, and the existing “except for access” restriction.

6.1.6 Elsewhere in the town outline schemes have been put forward for Plymouth Road and old Bridgetown to ameliorate the relationship between, traffic, pedestrians and cyclists. These should be taken forward when resources become available.

6.1.7 Opportunities also exist to extend sustainable transport routes serving the town. In some cases these already exist, for example the National Cycle Route which links Totnes to Ashprington and Dartington. Work is underway to promote new links to surrounding parishes such as Littlehempston and between the various parts of the town, including the development of a full riverside route. Where possible such opportunities should be enabled when development proposals come forward. This is reflected in the policies contained in this Plan and in the Transport Strategy being produced for the Town Council.

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23 Annual estimated passenger usage based on sales of tickets in stated financial year(s) which end or originate at Totnes from Office of Rail and Road statistics.
While traffic management lies outside the scope of development plans, there is growing interest in exploring alternative approaches to managing the flow of traffic through and into the town, and protecting the development of land which could provide future traffic relief routes. These might include the replacement of traffic signal controlled junctions with a more free flowing approach operating at lower speeds (20mph). Experience from elsewhere e.g. Poynton suggest that this could help resolve some of the negative impacts which traffic has on the life of the town.

6.2. **Environmentally sustainable transport**

6.2.1 Planning decisions can help to reduce environmental impacts of transport usage and increase environmental sustainability. It has long been a planning objective to reduce the need to travel, but this has not often actually reduced an individual’s travel. This Plan is direct and seeks to reduce the likelihood of travel to and from new development by car and promotes the use of more sustainable modes of transport.

6.2.2 There are three main sustainability impacts of transport in Totnes:

- motorised transport powered by fossil fuels contributes to carbon emissions
- such transport also directly contributes to poor local air quality and congestion
- high levels of mobility can erode community cohesion and identity, as people’s lives are increasingly spread out rather than more localised.

6.2.3 70% of peak hour traffic on Station Road is through traffic, which the Plan cannot tackle directly. Such traffic does, however, give rise to significant problems such as lowering local environmental quality, dividing neighbourhoods, ‘rat running’ through the town core area and deterring visits to the town which risk undermining its retail and service roles.

6.2.4 All new development in Totnes will therefore be located and designed to reduce the likelihood of motorised travel, make best use of more sustainable modes, and contribute to a more sustainable and effective local transport network for the town as a whole.

6.2.5 Totnes is the railhead for the whole of the South Hams, a transport hub and a gateway to the town. Rail is a growing and relatively sustainable form of transport, benefitting the local economy and reducing the likelihood of some journeys being made entirely by road, and local planning decisions need to prioritise this role. Conversely this generates motorised traffic which contributes both to congestion and parking difficulties. There is the potential for development of the railway station’s role as a transport hub, which could improve the provision for sustainable transport links through adequate and safe space for bus operation on both sides of the station, as well as better provisions for taxis and car parking. This would require an innovative look at the use of existing space and the potential linking to existing roads [see appendix].

6.2.6 New development should seek to improve the local transport network. It can do this mainly by:

- reducing the likelihood of car travel arising from new development through both the mix of the development itself and its relationship to surrounding development
- facilitating and promoting the use of more sustainable transport modes
- ensuring that new development does not make congestion and air quality in the town worse.

Applicants are required to accompany planning applications with a simple summary of their approach to supporting environmentally sustainable transport through the above actions.

6.2.7 Although this plan cannot directly influence transport planning decisions it can try to ensure that they are well coordinated with land use planning to achieve transport use in the Town...
which support greater environmental sustainability, and do not prevent potential road improvements to alleviate traffic pollution, or to improve safety and congestion issues.

6.2.8 Although electric vehicles reduce emissions they do not reduce congestion, though driverless electric vehicles may do so. It is too early for this Plan to predict the impacts from these technologies. A significant impact on vehicle congestion and pollution may result requiring an early review of this section of the Plan.

T1 - Reducing the likelihood of travel by car
All new development is expected to reduce the likelihood of travel by car, within the Town and beyond it.
New development, which would significantly increase the likelihood of travel by car, within the Town and beyond it, will not be permitted.
JLP Policies STP1, STP9

T2 - A more sustainable local transport network
All new development in the town is expected to contribute to or support a more sustainable local transport network. This means that it should:
- prioritise walking and cycling as the most favoured modes of transport accessing the development contributing to the cycle and footpath plan for the town
- prioritise public and community transport as the next most favoured modes of transport accessing the development
- take all available and reasonable steps to reduce use of cars, local road congestion and air pollution, including provision of charging points for electric vehicles.

6.3. Walking and cycling
6.3.1 Walking and cycling are the most sustainable forms of transport, zero carbon, ideally suited to a town as small as Totnes though difficult on hilly outskirts. To maximise use, there needs to be a good walking and cycling network which is also safe and pleasant to use. In the past patterns of development in the town have sometimes not allowed selective permeability for pedestrians and cyclists – development should enhance this permeability.

6.3.2 Opportunities exist and will be pursued for new and improved connections and facilities for walkers and cyclists, both for recreation use and work, within the town and adjoining parishes. Also over longer distances including as part of the national cycle network.

T3 – Walking and cycling
All new development must maintain and seek to improve the functionality and quality of the walking and cycling network in and beyond the town.
Opportunities to improve the functionality and quality of the walking and cycling network must be taken.
Good connections to the walking and cycling network must be a design priority.
Opportunities to improve freedom of use and road safety for pedestrians and cyclists must be taken.
Good provision for safe cycle storage, parking and changing facilities for cyclists and motorcyclists should be designed into development proposals.
6.4. Public and community transport

6.4.1 Most forms of public and community transport have a carbon impact, but this is greatly reduced in comparison with the use of private vehicles, as is their impact on congestion and local air quality. Community Transport is particularly important in Totnes connecting up outlying parts of the town and surrounding communities, especially for those who would otherwise find it difficult to access vital services. Public and community transport are therefore supported alongside walking and cycling as part of a more sustainable transport mix for Totnes.

6.4.2 Increasing car sharing is a complement to public and community transport, and is encouraged alongside them.

T4 – Public and community transport

All new development must seek to maintain the functionality and quality of the public and community transport network in the town. Opportunities to improve this should be taken.

Good connections to the public and community transport network must be a design priority.

Opportunities to promote community transport and shared car use must be taken.

6.5. Car parking

6.5.1 Car parking is currently an important contributor to the overall functional sustainability of the town, despite the inherently less sustainable nature of travel by private car. The Plan supports the provision of car parking sufficient to ensure the overall functional sustainability of the town.

6.5.2 It will therefore ensure that the use of existing car parking and provision of new car parking best supports both the local economy and the needs of the local community, and the use of more sustainable modes and use of transport in terms of its pricing, use and location.

6.5.3 This situation, however, may well change across the plan period as electric and driverless vehicles increasingly change the way we are able and choose to travel, and consequently the need for parking in the town. Whilst the Plan cannot make any assumptions about how and how fast this might happen, it can set policies in place to support and enable such change.

T5 - Existing car parking

All existing public car parking in the Town is expected to be used and managed to best support the overall functional sustainability of the town.

Where new development has impacts on public car parking these will be expected to be neutral or positive in terms of the overall functional sustainability of the town.

The loss of public car parking will not be permitted unless it is guaranteed that the lost parking is provided elsewhere of equal benefit to the overall functional sustainability of the town or that the parking is no longer needed due to changes in vehicle use.
6.5.4 New development should meet the need for parking it generates on site, as not to do so means that that need for parking may be displaced to other areas where it will compete detrimentally with existing needs for parking.

6.5.5 The Plan supports forms of development which can give rise to reduced need for parking, either through the form and use of the development itself or specific measures to restrict vehicle use and numbers. Where the need for parking can be shown to be reduced, reduced provision on site can be made.

6.5.6 Exceptionally it will be acceptable to provide necessary parking off site where this can be shown to provide greater overall functional sustainability for the town and the development in question, and the off-site provision can be guaranteed as permanently available to the development.

6.5.7 When new parking is provided preference will be given to parking for electric vehicles, car club / pool and autonomous vehicles, as these have significant sustainability benefits in comparison with the use of normal private cars. Provision for car club / pool and autonomous vehicles should also reduce the need for parking for normal private cars, freeing up space for other elements of development. For example, in new housing development this is an acceptable way in which to increase the number of dwellings.

T6 - New car parking and charging

All new development will be expected to meet its assessed needs for parking on site unless the provision of this parking off site would be of greater overall functional sustainability for the town and the development in question, and the off site provision can be guaranteed as permanently available to the development.

Parking and charging facilities for electric vehicles, car club / pool vehicles and autonomous vehicles will be provided in preference to parking for normal private cars. A new housing development can demonstrate a reduced need for parking due to the utilisation of car club / pool vehicles and autonomous vehicles this will be supported provided that there are measures in place to support their use.

Provision for cycle and motorcycle storage, parking and charging will be provided where appropriate.

JLP Policies DEV2931

This section as a whole is highly important for the consultation as it is both ambitious and contentious.

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24 with charging points
7. Area Policies

7.1. KEVICC

7.1.1 KEVICC has a vital role to play not only as the prime source of secondary education for young people in the town and surrounding villages but also as a focus for community uses, particularly linked to arts and cultural activities. The school occupies a range of facilities on a site bisected by the A385 linked by a pedestrian overbridge. This creates operational challenges for the school which would undoubtedly benefit from significant investment in its physical estate. By comparison with many secondary schools in the South Hams, KEVICC has relatively dated and poorly configured buildings, although it occupies attractive grounds, which enables students to enjoy extensive open space.

7.1.2 KEVICC’s Lower Field was allocated as a site for residential development in the Totnes Site Allocation Plan in 2011 and has access to the riverside pedestrian and cycle route. The site currently includes unoccupied school buildings, a new all-weather playing pitch and a large playing field. Lower Field is bordered on two sides by the residential areas of Swallowfields and Weirfields and with pedestrian access to the railway station and beyond. Vehicle access is available from the A385 Ashburton Road which runs along the western boundary of this part of the school.

7.1.3 On the opposite side of Ashburton Road lies the main part of the school campus. This includes an extensive area of parking and a range of school buildings including reception, administrative offices, classrooms, School Hall and refectory. The Ariel Centre provides an arts and performance space for both school and community use. Somewhat removed from the main cluster of buildings and occupying the higher part of the site in a wooded setting, lies Kennicott House which is the Sixth form centre. This historic property, to which additional structures have been added, has pedestrian access from Barracks Hill although the main entrance to the site is from the A385.

7.1.4 To the south of the main KEVICC site, but in the ownership of the school lies Sheepfields which was allocated for housing in 2011. This site is currently unused and increasingly overgrown creating a local wildlife haven. The former Magistrates Court building has recently been sold and planning consent has been granted for a small-scale residential development on the site of the former private nursery. The Police Hub and former police houses occupy the remainder of the land at the junction of the A385 and Western by-pass.

7.1.5 The Consultation Draft Joint Local Plan (policy TTV20) carries forward the allocation of parts of the KEVICC site, including Sheepfields for residential development with an indicative number of 130 homes. This includes: a requirement for the provision of a replacement of the all-weather sports pitch; community facilities including public space alongside the River Dart with continuous river access; mitigation to deal with the potential for negative impact on greater horseshoe bats and their flyways; high quality form of development which integrates with existing housing; safe and attractive pedestrian and cycle connections for residents to access local facilities and services; and an appropriate strategy measures to mitigate for any impact on any potential contribution to air pollution in the A385 AQMA.

7.1.6 Initial feasibility work undertaken for the Neighbourhood Plan by Aecom has explored options for the development of the KEVICC site which has established the following principles:

- Any proposals must be driven by the educational requirements of the school and in particular by the need to provide an attractive, inspiring and safe environment which supports pupils in fulfilling their potential.
- As far as possible proposals should maximise opportunities for community use of facilities outside school hours.
- The environmental and cultural assets of the site (river, trees and heritage features) need to be reflected in any proposals which require a
comprehensive master planning approach incorporating adjoining sites as far as possible.

- Sustainable transport to and from the site should be promoted to minimise the impact of traffic associated with the school.
- The number of homes which could be accommodated on the current KEVICC site could be increased provided that it can be demonstrated that this will facilitate the upgrading of the school and contribute to the wider objectives of the Neighbourhood Plan.

N.B. Further work required. While every effort should be made to achieve the levels of affordable housing, mix and dwellings, and sustainable building methods sought by the plan, it is recognised that some compromise may be necessary to achieve the school facilities the town’s young people deserve and to which this plan gives priority.

Policy KEV1

The Totnes Neighbourhood Plan will support proposals for the rationalisation and upgrading of secondary educational facilities on land currently occupied by KEVICC. Any proposals will need to demonstrate that they:

- Make appropriate provision for maintaining and where possible enhancing community use of sports, leisure and arts/cultural facilities.
- Adopt measures to minimise the impact of traffic through provision for sustainable transport by staff, pupils and visitors.

Policy KEV2[A17]

Residential development, on land which is no longer required for educational purposes at KEVICC will be supported as set out in beyond that allocated in the Joint Local Plan (130 dwellings). Any additional residential development over and above that expressed in the JLP would need to provided that proposals:

- Be the result of a community-led consultation masterplan which encompasses the totality of the KEVICC land ownership, including Sheepfield, the former Magistrates Court site, the Police Station and adjoining houses.
- Demonstrate how the proposals will facilitate the upgrading of the school facilities and can be integrated satisfactorily.
- Contribute to the broader objectives of the Neighbourhood Plan, particularly the continuous riverside access Totnes River Park, the Northern Quadrant and associated community facilities.

7.2. Steamer Quay

7.2.1 Steamer Quay lies on the east bank of the River Dart and comprises land in the freehold ownership of South Hams District Council. The site is occupied by a variety of uses including the seasonal caravan site, club facilities and storage associated with the Totnes Boating Association, the scout hut, the Rowing Club, a long stay car park, a coach park café, public toilets, vets, river boat business and a number of industrial units. A new riverside development of 60 flats for older people has been completed adjacent to the site.

7.2.2 The site occupies a strategic location providing a gateway to the town for river boat users and is an important focus for water based recreation and tourism, particularly given the access it provides to Longmarsh. With the agreement of the landowner and in consultation with a number of occupiers, Steamer Quay was the subject of an initial feasibility study.
undertaken by AECOM for the Neighbourhood Plan Steering Group to assess its potential for development.

7.2.3 The work undertaken by AECOM established a number of constraints that would need to be addressed before any changes which require planning permission could be progressed. This includes relocating or re-provisioning any existing users affected and protecting the direct river access for those requiring it must be retained. Assuming that this could be achieved, the low lying nature of the site means that it is at risk of flooding although this may be alleviated by the protection works being undertaken by the Environment Agency. The site lies outside the Totnes Conservation Area but within its visual sphere of influence. Any proposals would therefore need to be evaluated with particular sensitivity for the visual content of the site. The site is an integral part of the vision for the Dart River Park concept and would be expected to enhance this objective. It would be essential to maintain and improve cycle and pedestrian rights of way alongside the river and improve connections between the residential areas of Bridgetown and the town and neighbouring parishes.

7.2.4 If these constraints could be overcome, a mixed use development on Steamer Quay has the potential to deliver a much enhanced public realm, improved circulation and parking arrangements, a new pedestrian link into Bridgetown (and potentially across the river to Vire Island) and enhanced boating, water based and leisure facilities and access to the water. This would be enabled by the development of riverside homes helping to create a much improved river gateway to the town and enhanced facilities, particularly for Bridgetown residents and the town community as a whole.

7.2.5 Figure X shows a possible development concept for Steamer Quay which identifies the potential location of new development, if the relocation of existing uses could be achieved and planning and environmental constraints overcome. Development along these lines, while challenging and likely to take a number of years to achieve, would make a significant contribution to the objectives of this Plan. It is therefore appropriate for the Neighbourhood Plan to set out a policy framework within which any proposals should be developed.

Figure X
Possible development concept for Steamer Quay
Policy STQ 1:

In the area known as Steamer Quay only changes or enhancements which are leisure or river related will be permitted provided that: Mixed use residential-led development at Steamer Quay will be supported subject to:

- It has received the support of the residents of Totnes and the Totnes Town Council.
- Does not harm the character, amenity, historic, environmental, nature conversation or archaeological values of the area and its surrounds.
- Be limited to the enhancement or improvement of existing services, uses and facilities being the caravan and motorhome park, club facilities and storage associated with the Totnes Boating Association, the scout hut, the Rowing Club, the long stay car parks, coach park, cafe, toilets, pleasure boat ticket office and employment units together with all the public areas and rights of way.
- Clearly demonstrates that the proposals respect the setting of the adjacent Conservation Area and adopt a high standard of design reflecting the prominence of the location and contribute to enhancing the riverside facilities for the community.
- Be designed to respect scenic quality and maintain the area’s distinctive sense of place and reinforce local distinctiveness.
- Conserve and enhance the characteristics and views of the area.

See also the objectives for The River Dart 2.6.6

- The preparation of a community led masterplan to deliver a balanced package of economic, social and environmental benefits, including: enhanced access to the riverside; maintaining and enhancing access for water users; visitor management and public realm improvements.
- The existence of firm proposals for the reprovisioning, as necessary, of some existing occupiers of the site maintaining river access for those requiring it.
- Clear demonstration that proposals respect the setting of the Conservation Area and adopt a high standard of design reflecting the prominence of the location and contribute to the River Park concept enhancing the riverside facilities for the community.

7.3. The River Park

7.3.1 The Neighbourhood Plan seeks to strengthen the role which the River Dart plays in the life of the town. It will do this by ensuring that all development which takes place in close proximity to the river bank contributes to the objectives which are set out at para 2.6.7. These are:

- To secure an integrated approach to development and management of land and water use associated with the River Dart as it runs through Totnes.
- To protect the visual, ecological and natural qualities of the river whilst managing flood risk.
- To reduce the river as a barrier to sustainable movement from Bridgetown to the rest of the town.
• To maintain and enhance access for river users and promote sustainable movement alongside the river on both banks through Totnes and beyond.
• To enhance the quality of the riverside environment for residents, workers and visitors to the town.
• To ensure the water based communities and leisure facilities are developed and maintained for community and visitor use.
• To strengthen the social and economic contribution which the River Dart makes to the life of the town.

Policy RVP 1

Development proposals for sites which lie within 30 (?) metres of the River Dart must demonstrate how they will contribute to the objectives of the Totnes River Park. Where physically possible proposals will be expected to incorporate provision for improved public access along or across the river and to enhance the quality of the riverside environment.

7.4.7.3. Market Square and Car Parks

7.4.7.3.1 The Market Square including the Civic Hall and Civic Hall car park is a key element in the functioning of Totnes as a historic market town. The use of this area for regular markets and events contributes significantly to the vitality and viability of the town centre drawing in residents of the town and nearby villages, and visitors alike. Evidence points to the market being a seedbed for the independent traders who give Totnes such a distinctive character. The Market Square and Civic Hall also fulfil an important social function as a meeting place, contributing significantly to the town’s strong sense of place and community.

7.4.7.3.2 The functioning of Totnes is also critically dependent upon the availability of adequate car parking. With some two thirds of Totnes’ catchment lying outside the town, in the surrounding villages and rural areas where public transport provision is limited, the car provides the principal means of accessing the shops and services offered. On market days, the monthly Good Food Market, other occasions such as the Christmas Markets and during the main holiday season, the demand for parking is high. There is also demand from employees and town centre residents. Protecting the supply of town centre parking is therefore an essential priority for Totnes.

7.4.7.3.3 Research has established that there is scope for improving the operation and appearance of the market square and Civic Hall, which has been the subject of investment by the Town Council in recent years. Areas for investigation include: improving the layout and circulation of the market which is constrained by the stairway to the Civic Hall and positioning of the planters/seating; provision for waste disposal and storage; improvements to the hard surfaces; the potential for weather protection; upgrading of street furniture; visual decluttering and greater use of the space for events and informal activities on non-market days. There is also the opportunity of extending the Market Square across the High Street to the Butterwalk as part of a strategy for the creation of a civilised town centre pedestrian environment to which vehicles will still require access.

7.4.7.3.4 It is clear from consultation that the community recognise the vital role which the Market Square and associated town centre car parks which act as gateways, play in the life of the town. These are assets of longstanding genuine community value which need to be nurtured. Any change is likely to be difficult and complex to achieve given the wide range of stakeholders involved, the need to ensure continuity of operation and the likely costs involved. However the Neighbourhood Plan needs to provide for positive change to occur and to provide a policy framework within which this can be planned as set out below.
Policy MSQ 1 Market Square and Civic Hall
Proposals for positive change to the Market Square and Civic Hall will be pursued by the development of a community consultation-led masterplan which will be subject to the widest possible consultation. Any proposals will need to ensure
- Continuity of market operations
- No net reduction in the number of trading pitches available
- The maintenance of current levels of supply of town centre parking
Proposals will need to reflect the sensitive nature of the location in terms of the historic environment and demonstrate that they support the economic and social functioning of Totnes Town Centre, including appropriate arrangements for long term management of these assets of community value.

Policy MSQ2 Town Centre Car parks
Proposals for redevelopment of any land currently used for town centre car parking (Victoria Street, Heath's Nursery, North Street, the Lamb, Heath Way and the Nursery) will be supported subject to the following requirements which will be reviewed on a five year cycle to accommodate changes in transport patterns:
- Maintains the current levels of parking as a minimum, sufficient surface resident and visitor car parking within easy walking distance of the town centre.
- It makes provision for the introduction of electric cars and car sharing technologies.
- It enhances the visual appearance of town centre parking through the introduction of hard and soft landscaping; such as permeable surfaces, tree planting and flower beds.
- It respects the amenity of adjacent landowners/uses
- It contributes to the vitality and viability and functioning of the town centre.

Policy for consultation which is challenging but the plan will be in place for 20 years and future car parking needs are not known

7.5.7.4. Leechwell, Heath and Lamb Gardens and Vire Island

7.5.7.4.1 The medieval form of historic Totnes and the adaptations which have been made to accommodate 21st century living, in particular the use of the car, has resulted in there being limited green space for residents, workers and visitors to the town centre. Leechwell, Heath and the Lamb Gardens, which have been established through community initiative, and the ‘Chicken Run’ in Bridgetown and Vire Island also therefore offer important green oases. They will be incorporated into the Neighbourhood Plan for designation as areas as Local Green Space to give them added protection from inappropriate change.

LGS 1 Local Green Space designation for Leechwell, Heath and Lamb Gardens, the Chicken Run and Vire Island.

Land at Leechwell, Heath and Lamb Gardens, the Chicken Run in Bridgetown and Vire Island designated as Local Green Space to protect them from inappropriate development. Proposals for a new sustainable river crossing from Vire Island to Bridgetown will be supported provided that it maintains the essential character of the designated area.
8. **List of Appendices**

Suggested Appendices and Evidence base

1. Evidence Base spreadsheet and links
2. OSSR Map
3. Designated open Spaces
4. Listed Buildings schedule
5. Nomis Census data on employment sectors and people in work
6. Housing Evidence Base
7. Options for affordable and social homes on exception sites
8. Industrial Estate report
9. High Street report
10. Regen map of wind
11. Theme reports