

# OTTERTON PARISH NEIGHBOURHOOD PLAN



A plan to support the future development of Otterton as a thriving community.



**2019 -2031**

This page left deliberately blank

# OTTERTON NEIGHBOURHOOD PLAN

---

## CONTENTS

<b>1</b>	<b>A VISION FOR OTTERTON .....</b>	<b>1</b>
<b>2</b>	<b>INTRODUCTION .....</b>	<b>3</b>
2.1	History of Otterton Neighbourhood Plan Registration .....	3
2.2	Neighbourhood Plan Steering Group .....	3
2.3	Major events during the project .....	3
2.4	Village Consultation – Questionnaires .....	4
2.5	Village Consultation – Feedback Sessions .....	5
2.6	Process .....	6
2.7	Otterton and the EDDC Local Plan .....	6
<b>3</b>	<b>MAP AND STATISTICS .....</b>	<b>8</b>
3.1	Otterton as a Place and Community .....	8
3.2	Statistics .....	11
3.3	Age Demographics .....	11
3.4	Existing Housing .....	12
3.5	Employment .....	13
<b>4</b>	<b>PLANNING AND DEVELOPMENT ISSUES .....</b>	<b>15</b>
4.1	Sustainability .....	15
4.2	Housing .....	16
4.3	The Built Environment .....	19
4.4	The Natural Environment .....	24
4.5	Economy, Business and Employment .....	40
4.6	Ladram Bay Holiday Park .....	41
4.7	Transport and Traffic .....	43
<b>5</b>	<b>PLANNING OBJECTIVES .....</b>	<b>48</b>
<b>6</b>	<b>DEVELOPMENT MANAGEMENT POLICIES .....</b>	<b>50</b>
6.1	Sustainable Development – Policy ONP1 .....	50
6.2	Protecting and Enhancing the Conservation Area and other Heritage Assets – Policy ONP2 .....	51
6.3	Protecting and Enhancing the Built Environment – Policy ONP3 .....	52
6.4	Protecting and Enhancing the Natural Landscape – Policy ONP4 .....	54
6.5	Protecting and Enhancing Wildlife in the Natural Environment – Policy ONP5 .....	54
6.6	Encouraging Small-scale Economic Development – Policy ONP6 .....	56

# OTTERTON NEIGHBOURHOOD PLAN

---

6.7	Ladram Bay Holiday Park Development – Policy ONP7 .....	57
6.8	Traffic and Travel Around the Parish – Policy ONP8.....	59
6.9	Local Green Spaces – Policy ONP9.....	60
<b>7</b>	<b>MONITORING AND REVIEW .....</b>	<b>63</b>
7.1	Changes to Legislation or Political Will .....	63
7.2	Plan Effectiveness .....	63
7.3	Planning Decisions – Adherence to Plan.....	63

## 1 A VISION FOR OTTERTON

Our beautiful village of Otterton, set in an Area of Outstanding Natural Beauty and with a Conservation Area and with a coastal stretch designated as World Heritage Site, is cherished by those that live here. Our vision for the Parish of Otterton is to retain the integral character of our village through the thoughtful, sustainable, creative development of the social, emotional, physical, economic and environmental needs as valued by the community. We wish to preserve and protect what is best and distinctive about the Parish, whilst recognising the need for evolution, measured growth and careful development that will allow our friendly community to thrive.

### **Our Overall Aims**

- Ensure that Otterton continues to be an outstanding place to live, work and visit.
- Promote a healthy, thriving and harmonious community and a sustainable future, for generations to enjoy.
- Preserve and enhance Otterton's historical significance and built environment.
- Cherish, protect and enhance the natural environment with careful consideration to its AONB and World Heritage Site status.
- Ensure that any future development (should it ever be required) is of the highest quality and design, in accordance with the Otterton Design Statement 2004.
- Insist that any new development should meet the needs of the local inhabitants first.
- Reduce the volume and speed of traffic through the village and reduce heavy goods vehicles.
- Support and encourage the reduction of pollution, global warming and our carbon footprint within the Parish of Otterton.

In this document:

- A list of acronyms used is at Appendix A.
- A number of appendices are provided as a separate document since they provide background to the main body of the report.

# OTTERTON NEIGHBOURHOOD PLAN

---

- The pictures in this document were taken by the people listed in Appendix M, identified by the number at the bottom left of each picture.

## 2 INTRODUCTION

### 2.1 History of Otterton Neighbourhood Plan Registration

Neighbourhood planning gives a community the power to develop a shared vision for their area. The plans can shape, direct and help deliver sustainable development, by influencing local planning decisions as part of the statutory development plan.

Neighbourhood plans should not promote less development than set out in the strategic policies for the area or undermine those strategy policies (Ref: National Planning Policy Framework (NPPF) para 29 quote). This Neighbourhood Plan is fully evidenced and is the result of close collaboration within the community. It reflects local aspirations and priorities.

In accordance with the Localism Act 2011, Neighbourhood Planning Regulations came into force in April 2012. This enables local communities to have more influence over the future development of their area. Otterton Parish Council (OPC) decided to register the Parish of Otterton as a Neighbourhood Area in June 2014, and this was approved by East Devon District Council (EDDC) in December 2014 (Docs on the EDDC website under NP → Otterton).

### 2.2 Neighbourhood Plan Steering Group

A Neighbourhood Plan Steering Group was set up in late 2016, involving members of OPC and the community, and meetings held to progress the project.

This Neighbourhood Plan is the result of their work.

The plan is in the form of this main document and a separate document containing a number of appendices including the material forming our evidence base. Appendix L contains a list of the component documents provided as part of the overall submission in November 2019 *[no longer relevant to this Referendum version v2.0, but left in for completeness. These documents can still be found on the [Otterton Village website](#) and the [EDDC website neighbourhood plan page for Otterton](#)]*.

### 2.3 Major events during the project

	Event	Date
1	Launch meeting	Nov 2016
2	Neighbourhood Plan Questionnaire	Jun 2017
3	Questionnaire Feedback Events	Feb 2018

# OTTERTON NEIGHBOURHOOD PLAN

---

	Event	Date
4	Production of first Draft Plan, initial review by EDDC NP Team and for consultation within Otterton	Mar 2019
5	Six week Consultation on draft ONP (Regulation 14)	Jun – Jul 2019
6	Consideration of comments and revision of draft ONP	Aug – Nov 2019
7	Approval by Parish Council and submission to EDDC	Nov 2019
8	Circulation of draft Plan by EDDC	Dec 2019
9	Regulation 16 Consultation	Dec 2019 – Jan 2020
10	Formal Plan inspection and revision	Mar - Apr 2020
11	Plan referendum version published by EDDC	Apr 2020
12	Referendum (may be revised in line with HM Government Covid-19 guidance)	May 2021
13	Ratification of Neighbourhood Plan by EDDC Cabinet and adoption (may be revised in line with HM Government Covid-19 guidance)	Jun 2021

## 2.4 Village Consultation – Questionnaires

We circulated questionnaires to every household in the village. A total of 209 adult’s questionnaires were received and analysed.

As well as giving the adults in the Parish a Questionnaire for their views, we felt that it was very important to ask the children and young people for their views. They are one of the keys to the continued vibrancy of the village and we valued their opinions.


There were two children’s questionnaires; one for children up to the age of 11 and one for young people aged 12 to 17. (Appendix G)

There were 17 returns from the Under 11s and 16 returns from the 12-17 age group (making nearly 14% of the total returns).

# OTTERTON NEIGHBOURHOOD PLAN

**Ottertton Parish  
Neighbourhood Plan Questionnaire**

**The future of Ottertton in your hands!**



**Please complete this very important Questionnaire to  
shape the future of your Parish**

The Parish Council has formed a Steering Group of volunteer Ottertton residents to invite your opinions on living in the Parish, now and in the future. This questionnaire is the first step in this community-led process. The results will clearly show how Ottertton people feel about living here and how much and in what ways they would like to see the Parish develop over the coming years.

This is **your** opportunity to offer your views on important subjects including development, transport, employment, infrastructure, communication and facilities within the village. What you say will influence the future of the Parish of Ottertton.

We will analyse all responses and present the results for discussion at a series of public meetings. We will then present the final plan to our local District Council for approval. Once the plan has been approved, a referendum of Ottertton Parish residents will be held and if more than fifty percent vote in favour **the plan will become a legally binding document, covering the period up to 2031.**

**Please use one questionnaire for each adult**  
There is a separate questionnaire enclosed for under-18s.  
Please return your completed questionnaire to the village shop, or post using the enclosed SAE.

**Questionnaires need to be returned by \_\_\_\_\_ Thank you**

If you need extra copies of either questionnaire, please visit the Village Shop, or the Ottertton website [www.ottertton.info](http://www.ottertton.info). If you would like help filling in this Questionnaire or would like a copy in large print, then please email the Steering Group at [otterttonpsg@gmail.com](mailto:otterttonpsg@gmail.com) or contact the village shop. The Ottertton Neighbourhood Plan status is also on Facebook at [www.facebook.com/Ottertton](http://www.facebook.com/Ottertton)

**If you would like to be entered in the Free Prize Draw for one of two £25 meal vouchers at The Kings Arms, Ottertton, then please leave contact details below.**


I wish to be entered in the **Free Prize Draw - £25 Meal Voucher** at The Kings Arms

Name (in capitals please): \_\_\_\_\_ Signature: \_\_\_\_\_

Telephone/email: \_\_\_\_\_

1

**Young people and children, have your  
say too!**



You are part of our village so we would like to hear your views as well.

For children aged up to 11 we would like to hear your views on the following:

How important is it to keep places in and around Ottertton where you can enjoy: <small>(Circle 1 very important through to 5 not important at all)</small>	
Walks along the footpaths by the river, hills and cliffs.	1 2 3 4 5
Seeing our wildlife such as birds, insects, animals and river life.	1 2 3 4 5
Looking at our plants, trees and woods.	1 2 3 4 5
If you could have an extra play area, what would you like to see on it?	
Are there any activities or Clubs you would like to see in the village for your age group?	
If you have a mobile phone, how important is it that it works in the village?	Please circle your choice: Very important / important / quite important / not important
What do you LOVE about living in Ottertton?	
What do you NOT like about living in Ottertton?	
Is there anything else you would like to say about Ottertton?	

Thank you for sharing your thoughts with us.

For young people aged 12-17 Please turn over for your questions ➡

## 2.5 Village Consultation – Feedback Sessions

Two feedback sessions were held in the Village Hall in February 2018. Preparatory work summarised the results of the questionnaires and posed additional questions, and the sessions provided further feedback which is incorporated in this plan.

# OTTERTON NEIGHBOURHOOD PLAN

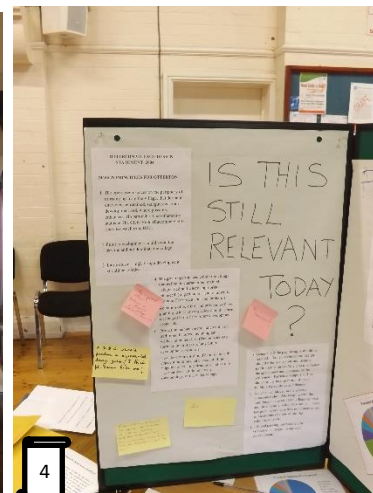
 **Ottertton**   
**Neighbourhood Plan**  
**feedback meeting.**

At the Village Hall  
Tuesday 13<sup>th</sup> February 7.00-9.00pm  
Saturday 17<sup>th</sup> February 2.00-4.00pm

Come and join us to see and hear what you said in your Questionnaires.

This is an informal display and chat about your responses and an opportunity to have a further say about your community. Please come and join us at one of the above sessions.  
(They are the same presentation. Children welcome.)

*Your village, your say, your views matter!*



## 2.6 Process

Neighbourhood plans must meet certain 'basic conditions' and other legal requirements before they can come into force. These are tested through an independent examination before the neighbourhood plan may proceed to a referendum. For the Plan to be adopted, a simple majority of those voting in the referendum must approve it.

## 2.7 Ottertton and the EDDC Local Plan

Ottertton is identified as not being a sustainable settlement under Strategy 27 of [EDDC's Local Plan 2013-2031](#). This means that it is not an area to be allocated development, and therefore, the village does not have a Built-up Area Boundary

# OTTERTON NEIGHBOURHOOD PLAN

---

defined (Reference : [East Devon Villages Plan - Proposed Built-up Area Boundary Criteria – Revised February 2016](#)).

Following this work, Otterton is not mentioned in the [EDDC Villages Plan 2017](#) (adopted July 2018). This Neighbourhood Plan fully supports the Local Plan view.

If additional development sites (including infill) are required *in the future* then no development would be allowed to have a detrimental impact on the landscape and character of Otterton village and the Parish as a whole by virtue of its location, scale, density and design.

Any future development should support only proven local needs for those with a strong connection to the area. In this case only small-scale housing developments which should include affordable housing and properties for downsizing would be allowed, and only then with all the necessary improvements to village infrastructure (e.g. safer pedestrian walkways, car parking provision, speed management). Any new developments must meet environmental standards of the highest level including insulation, and take account of solar, wind, and other renewable technologies. Developments should respect the desires as outlined in [The Otterton Village Design Statement 2004](#).

# OTTERTON NEIGHBOURHOOD PLAN

## 3 MAP AND STATISTICS

For the purpose of The Neighbourhood Plan, the area included is defined by the Parish boundary, as shown below.



### 3.1 Otterton as a Place and Community

Otterton is an attractive, vibrant, rural coastal Parish in East Devon, lying mostly on the East side of the River Otter, surrounded by open rolling hills and farmland. It is situated between Budleigh Salterton and Sidmouth. The resident population is about 740, mainly living within the village, but there are a number of outlying farms and hamlets scattered throughout the Parish. There are 327 dwellings (2011 Census).

The local distinctiveness of the Parish of Otterton has developed from its underlying, varied geology and diversity of geomorphology, giving rise to a landscape of outstanding scenic beauty. It comprises mostly unspoilt coastal plateau, and sheltered river valley. The setting of the village in a steep side valley, with former orchards and open spaces within the village, is essential to its rural character. Its historic environment has resulted in a wealth of quality vernacular buildings, in a mix of ages, styles and building materials, arising in part from being a planned estate

# OTTERTON NEIGHBOURHOOD PLAN

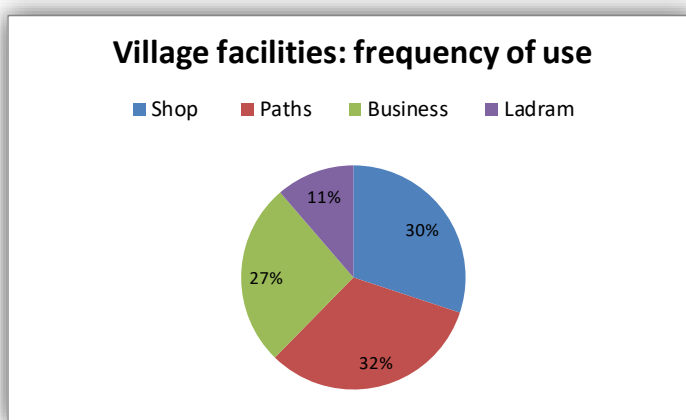
---

village. This has given rise to an identifiable and cohesive built form of exceptional quality with many listed buildings.

Ottertton has a beautiful, historic large church, a thriving primary school, an established busy pub, a hairdresser, a highly regarded community shop, a popular working mill and a well-used village hall.

The shop is used on a regular basis by 83% of questionnaire responders, with a further 10% using the shop a few times per year. In addition to supplying parishioners with a range of goods, the community shop provides a focal point in the village. Parishioners now walk to the community shop rather than driving to the nearest facility. This has brought life back to village and enhanced community spirit.

Ottertton is a very sociable place to live and a variety of activities are currently enjoyed by parishioners, the most popular being the general social activities, gardening club and fitness activities, all of which take place in the village hall. The church members form a particularly active group in the village: they organise a number of very popular events, often to raise money to maintain the church in a good state of repair.



The village hall is reliant on income generated from the regular hire of the hall, and without this income it would not be able to sustain itself. The lack of car parking has been an issue deterring people from hiring the hall or organising events that would attract people from outside of the village.

Ottertton also has a recreation field to the east of the village (known as Stantyway field), with a small pavilion and changing rooms, and there is also a small playground with play equipment for younger children within the village.

# OTTERTON NEIGHBOURHOOD PLAN

In the Children’s Questionnaire, nearly 65% of children wanted a skate park/ramps with other ideas to further improve facilities. Keeping the children involved and satisfied with their community adds to its vibrancy. So, any planning requirements

relating to play areas should be viewed favourably.

The adjacent responses are charted so that the larger font represents a greater number of responses.



Taking account of what the children have expressed should be factored into any planning developments. They love their environment, want to keep safe and have facilities to keep their families in the village.

The children (11 and under) when asked if there was anything else, they would like to say about Otterton, offered some thoughtful comments, as seen opposite.

I'm happy living here.  
We have lots of friends.  
It's a lovely place.  
It's quiet at night.  
It is joyful.  
It is the best place I could live.  
It is full of laughter.

I would like a road crossing.  
I would like more places to cycle/scoot safely.  
I would like better broadband.  
Do not build any more houses so roads aren't busier.

There is a much-visited historic working water mill, with an interesting shop, art gallery, very popular café/restaurant and an artisan bakery and deli.

The historic core of the village was designated as a Conservation Area in 1972 and enlarged in 1993. There are 58 listed structures, including 3 Grade II\* (see Appendix I).

At Ladram Bay, to the east of the village, is a large award winning 5-star holiday park, which increases the population in the summer by about 3000. The only access to this park is through Otterton village, along narrow country lanes, some with a 6 ft width restriction and the rest directly through the village centre.

# OTTERTON NEIGHBOURHOOD PLAN

---

In the responses to the Questionnaire it is noted that 57% never used the site at Ladram Bay, but 37% do use the facilities and out of those, 11% do so more than once a month. It also provides a place for local employment (within 10 miles).

## 3.2 Statistics

Name of Parish	Otterton
<a href="#">Size (land area)</a>	1080 Ha (~4.2 sq. miles)
Local Planning Authority	East Devon District Council
Ward	Budleigh and Raleigh
Population – permanent residents	743 (LGA Research document)
Population - seasonal	+ ~3000 (due to Ladram Bay occupancy)
Number of Households	327; 300 within the settlement
Main settlement	Otterton Village
Hamlets	South Farm (includes 10 small business units); Pinn, Burnthouse and Passaford

## 3.3 Age Demographics

(Source Patient and Practitioner Services Agency (PPSA0 2013 – Doctors records, supplied through EDDC; referenced in Appendix E).

- Otterton has a higher % of 11-15 year olds (7.1%) compared to E Devon (5.2%) and slightly more 16-17 year olds (3.00%) compared to E Devon at (2.3%). The number of children aged 0-10 years is comparably similar.
- There are 135 children aged 0-17 which represents around 20% of the total population of Otterton.
- We have quite a low percentage of 20-34 year olds (9.5%) compared to E Devon at 12.1%.
- Almost 48% of Otterton’s population is aged over 50, with 25.5% of the population being 65+.

# OTTERTON NEIGHBOURHOOD PLAN

---

As Otterton has a significant number of children and young people (20% of population) and almost half the population aged over 50 years of age, planning for housing needs should take this into account.

## 3.4 Existing Housing

(Source: Office for National Statistics 2011, published under Open Government Licence)

### 3.4.1 Housing Types

The types of housing occupied has been analysed as follows:

Detached house	Semi-detached house	Terraced house	Purpose built flat	Flats in converted or shared house	Flat in commercial building	Caravan
116	102	99	2	5	2	1

A Freedom of Information request (Information and Complaints Officer EDDC Feb 2017) also revealed that:

- 28 homes are listed as second homes for the purpose of council tax (class B dwellings).
- A further 5 properties are registered as self-catering 'hereditaments' for the purpose of Business Rates.

(Together, this is 33 homes – that is 10% of the total number of dwellings (327) that are second or holiday homes.)

- Clinton Estates have over 40 residential properties in the village, let under affordable housing for local people (Source: Clinton Devon Estates).

### 3.4.2 Duration in Village and Tenure

The questionnaire asked villagers how many months a year they lived in Otterton Parish, and the results are shown in the table below:

# OTTERTON NEIGHBOURHOOD PLAN

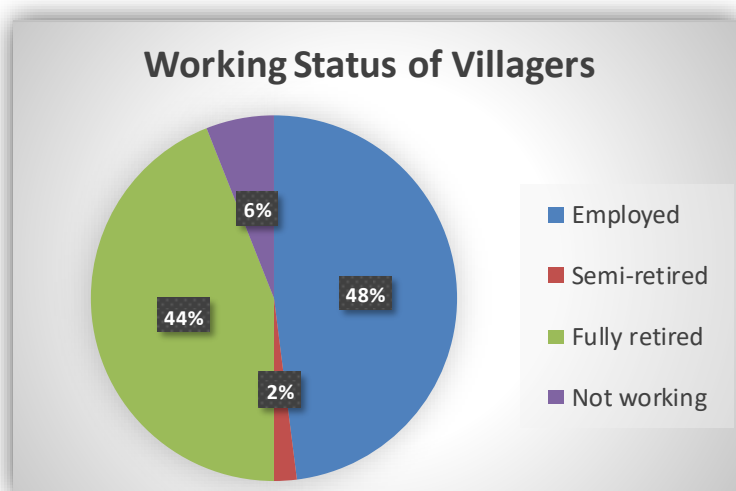
	12 months	Part year	No response
Number	196	7	6
Percentage	94%	3%	3%

Of those responding to the questionnaire, the following tenure status was derived (Source: Office for National Statistics 2011, published under Open Government Licence):

Owned outright	Owned with mortgage or loan	Shared ownership	Rented from Council	Other social rented	Private rented	Living rent free
108	77	0	20	4	61	9

## 3.5 Employment

The working status of those completing the questionnaire was as follows:



# OTTERTON NEIGHBOURHOOD PLAN

---

Out of those working and were willing to say, the majority said they were self-employed:



For those that responded to the questionnaire, a substantial proportion (44%) were retired. This may have implications for any housing that might be required in the future.

## 4 PLANNING AND DEVELOPMENT ISSUES

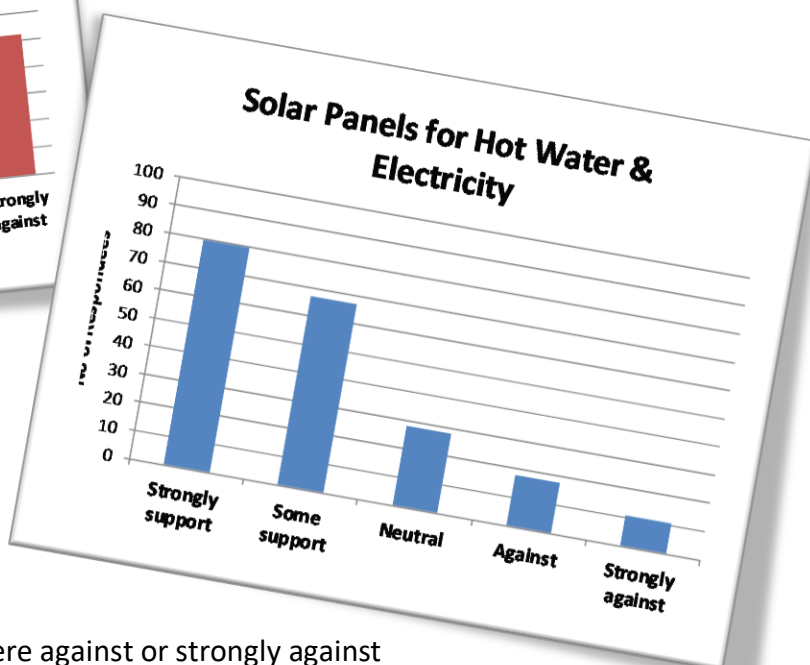
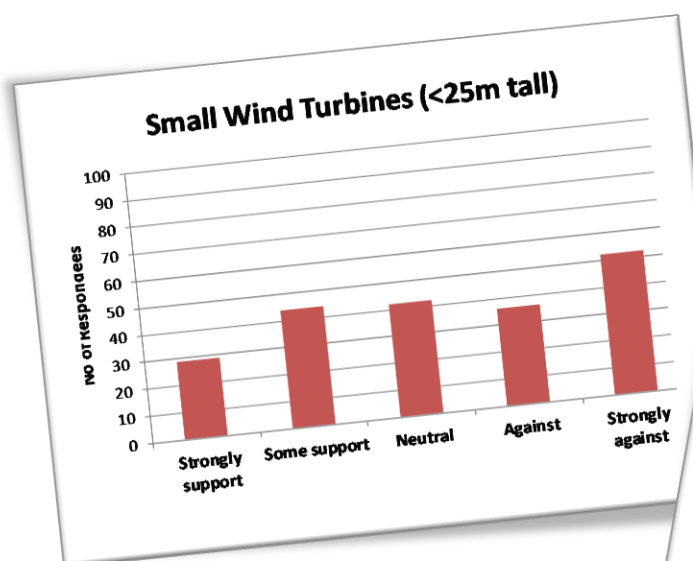
### 4.1 Sustainability

#### 4.1.1 Development Sustainability

In 2013 EDDC carried out a sustainability audit of the smaller settlements. (Reference: [Small Towns and Villages Sustainability Assessment 2013 Part 1 – Pages 1 – 99](#) and [Pages 100-204](#)). Even though it has some public transport, a primary school and a small community shop, Otterton did not meet sufficient criteria to be considered a sustainable settlement for the allocation of development. Most of the community have to travel to work and to access other facilities using private transport.

#### 4.1.2 Energy Options

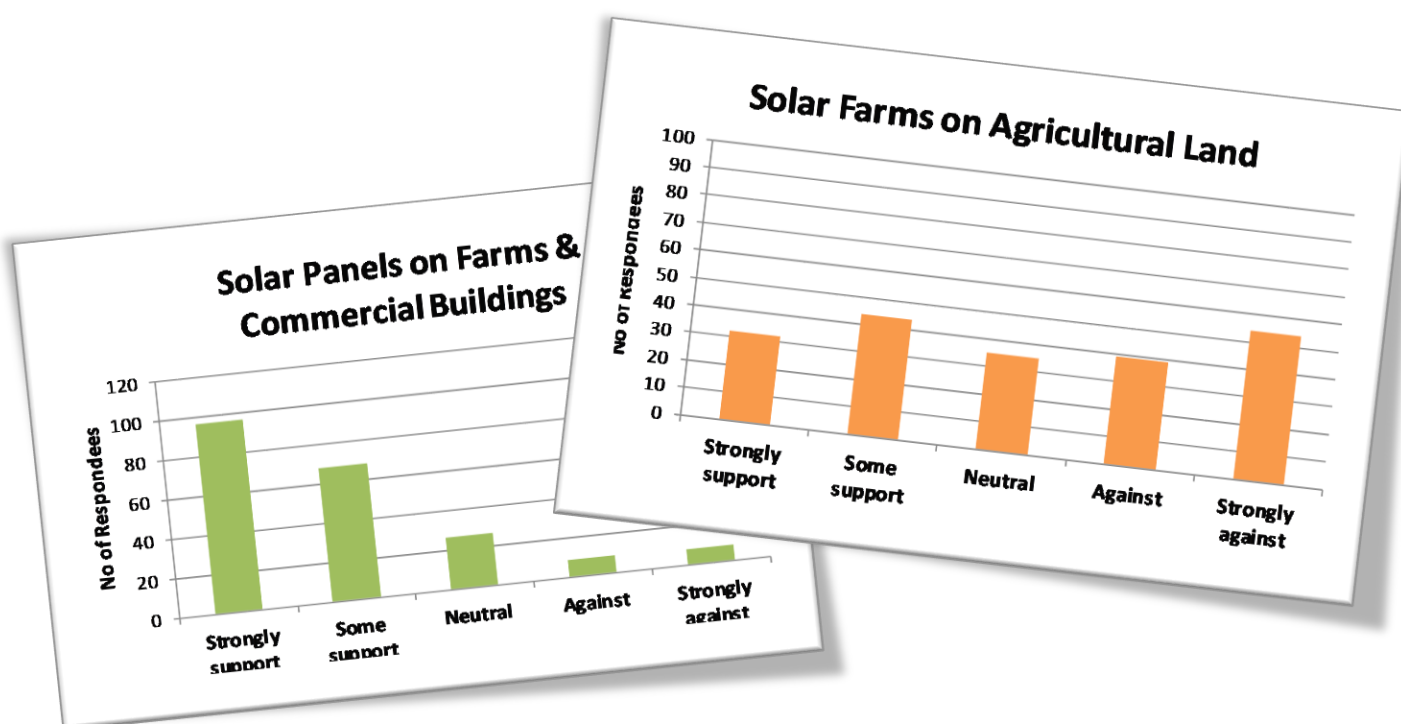
In general terms as to whether Otterton Parish Community were in favour of sustainable sources of heat and power, when asked how supportive of different technologies that might be used, the response was as follows:



Around 45% of parishioners were against or strongly against any small wind turbines with 37% giving some support or strong support for them.

# OTTERTON NEIGHBOURHOOD PLAN

On the other hand, 72% strongly supported or supported the idea of using solar panels on houses for hot water and electricity with only 12% being against such use.



By far the greatest support for solar panels was for use on farms or commercial buildings. 86% strongly agreed or gave some support for this use. But there is little support for larger solar arrays on agricultural land. These preferences should be considered if there are any planning applications for renewable energies, whether on homes, agricultural buildings or land.

## 4.2 Housing

### 4.2.1 Housing Needs

In July 2012 a Housing Needs Survey commissioned by Greendale Investments concluded that Otterton needed 10 affordable homes over the next 5 years. This was done as part of an approved planning application for 15 new homes at a site known colloquially as North Star, at the northern end of the village (ref: [Planning application 11/1597/MFUL](#)). At the time of writing, this development has not been built, although it is expected to start in November 2019.

That survey is now out of date, and there is no new information on housing needs in the Parish. However, Otterton is not allocated any future development in the Local Plan, so no other housing site has been identified.

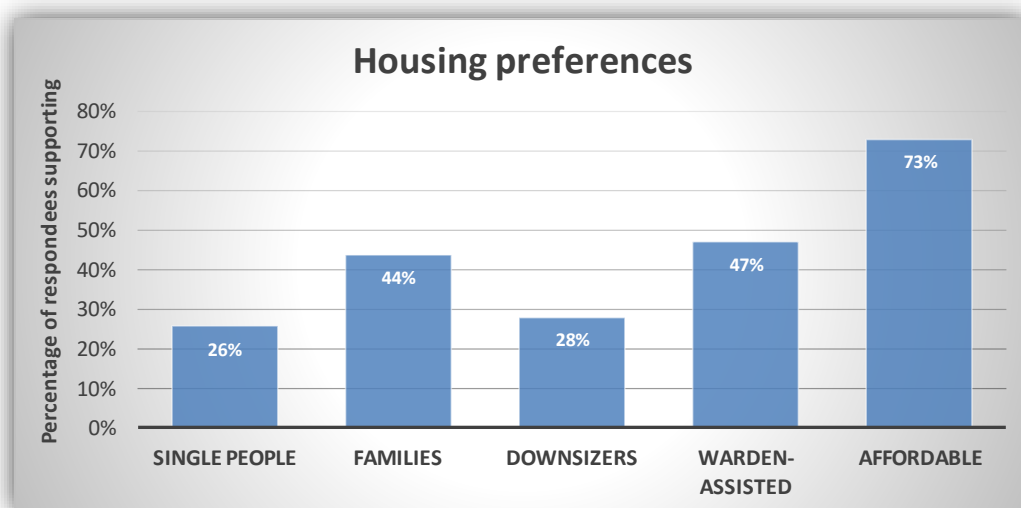
# OTTERTON NEIGHBOURHOOD PLAN

## 4.2.2 Future Development

Should any future housing be allocated or thought necessary, the questionnaire identified that there was a preference for affordable to those in the Parish<sup>1</sup> (over 70% of those answering), but other types of housing, such as warden assisted accommodation, were also identified (47%).

Respondents were asked to identify suitable sites for housing, but the majority either did not want further development, or suggested the North Star site, which already has planning permission for 15 homes (Ref Questionnaire results in Appendix E).

Those in the Parish were asked whether the Parish should support improved housing for single people, families with children, people wanting either to downsize or to live in warden assisted accommodation and people wanting affordable housing. The results of this are shown on the bar chart below:



Housing for people looking to downsize was mentioned by a number of responders to the consultation draft of this plan.

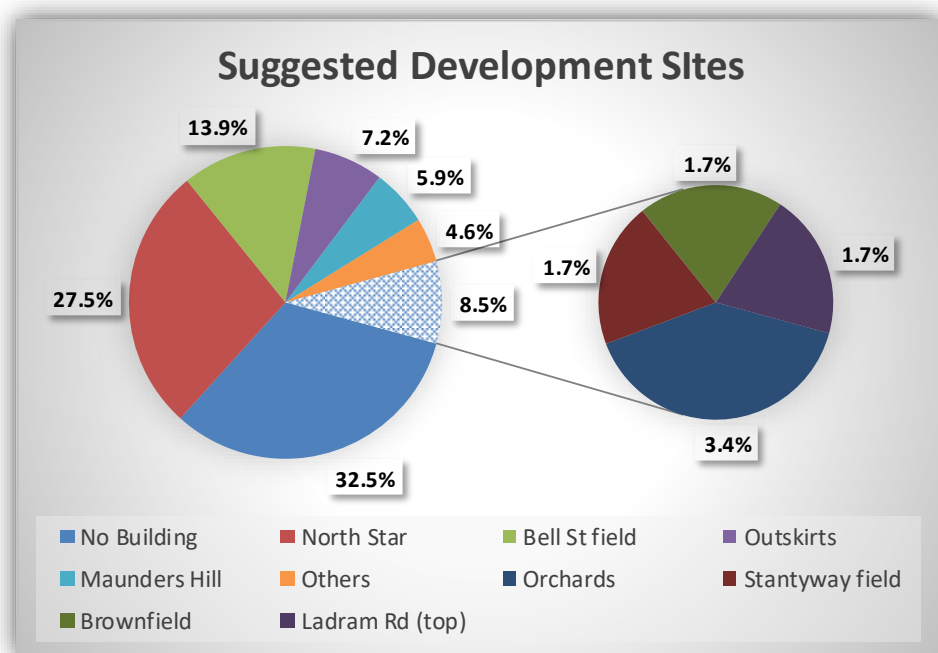
## 4.2.3 No More Development

A third of responses regarding locations for future development were from residents who specified strongly that they wanted no more building in the village. Some left the section blank or felt that they were not qualified to answer as they had not lived here long enough to comment. This may be related to the age profile of the questionnaire responders.

<sup>1</sup> We use this term here rather than 'affordable housing', which has specific connotations in planning terms – see e.g. <https://blog.shelter.org.uk/2015/08/what-is-affordable-housing>

# OTTERTON NEIGHBOURHOOD PLAN

The pie chart below shows the percentage of responders supporting each of the location options listed:



Considering any potential future building, a majority of suggestions from villagers mentioned the North Star site. Other sites were also suggested as shown in the pie-chart above.

This aligns fairly closely to the sites identified in the (now expired<sup>2</sup>) Strategic Housing Land Availability Assessment (SHLAA) exercise undertaken by EDDC in 2012.

<sup>2</sup> Note that EDDC will prepare a new version of the SHLAA aligned to the Greater Exeter Strategic Plan, with a 'call for sites' expected in Spring 2020.

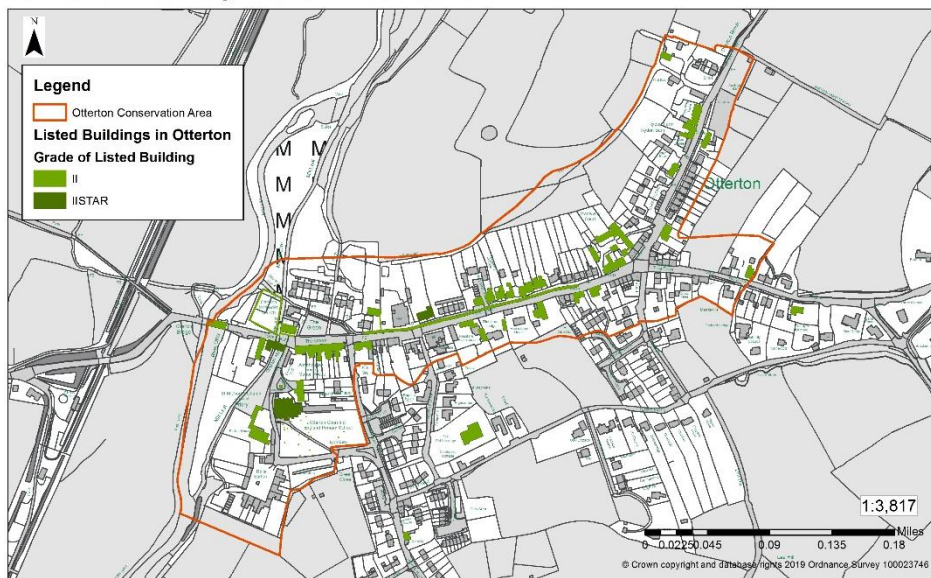
# OTTERTON NEIGHBOURHOOD PLAN

## 4.3 The Built Environment

Ottertton is a quintessential Devon village of many cob and thatched cottages, nestling in a side valley of the River Otter at a bridging point. The main part of the village is a Conservation Area, designated in 1972 and extended in 1993 (see map below). It has a substantial number of listed buildings, detailed in Appendix I.



View from St Michael's Church roof looking ENE towards Peak Hill



Ottertton Conservation Area and listed building locations within it.

The village has a variety of building styles, as illustrated below:

# OTTERTON NEIGHBOURHOOD PLAN



Terraced thatched cottages, The Green



1904 cottages



Houster Farm



Modern terraced houses – Vieux Close

# OTTERTON NEIGHBOURHOOD PLAN

---



Terraced maisonettes – Cross Trees



Houses on The Green



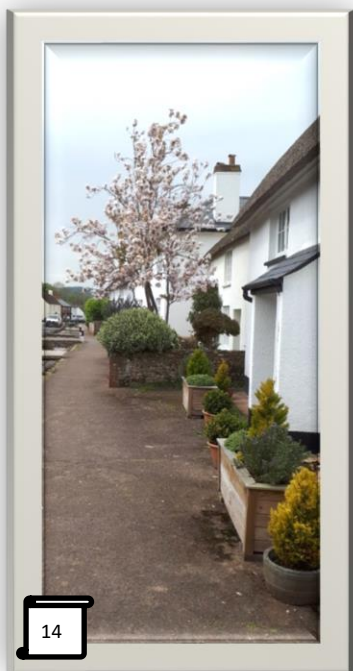
Houses on Ottery Street



Houses on Fore Street

# OTTERTON NEIGHBOURHOOD PLAN

## 4.3.1 Built Environment – Background



Houses on Fore Street,  
Otterton

There are 58 listed structures in the Parish (Ref: Historic England and Appendix I), plus other listed features (22 tombs and headstones, land). The oldest farmhouse dates back to 1580. The church tower may have Saxon origins. There is also a wealth of local heritage assets from the Victorian and later periods which are not yet locally listed (ref EDDC policy EN9 and policy EN10; also listed in Appendix I).

The protection and enhancement of the unique character of the village was identified in the questionnaire responses (Ref Appendix E).



Mid-C19 barn conversion, Ottery Street



St Michael's Church,  
Otterton

In 2004 a Village Design Statement for Otterton (OVDS) was adopted as supplementary planning guidance. This has been reviewed as part of the neighbourhood planning project: the ten design principles stated in it (see Policy ONP3) are still considered relevant and hence are adopted by this Plan. It stated that the village should retain a rural feel:

## OTTERTON NEIGHBOURHOOD PLAN

---

*“The effect of fields and former orchards reaching down into the village is to divide the built environment and give glimpses of the surrounding countryside. Otterton is defined by green spaces, traditional narrow lanes, trees and hedgerows. The retention of such features and avoidance of further development in large clusters are considered important or very important by 90% of residents. Walls of flint, brick and cob enhance the character of the village. Future development should take this into account. Integral to the village is that there are few tall buildings. The use of local stone, cob, clay, slate and thatch predominate and should be emulated.”*

The majority of villagers are still in agreement with this.



View looking NNE to Anchoing Hill from St Michael's Church roof

# OTTERTON NEIGHBOURHOOD PLAN

---

## 4.4 The Natural Environment



18

View from Budleigh Salterton shoreline to Otterton Point (mouth of the River Otter)

The Parish is within the designated [East Devon Area of Outstanding Natural Beauty](#), and its coastline forms part of the [Jurassic Coast World Heritage Site](#) (WHS). The Otter Estuary and the coastline east from Ladram Bay are designated as [Sites of Special Scientific Interest](#) (SSSI), and the River Otter estuary has been designated (May 2019) as a [Marine Conservation Zone](#).



19

View towards Budleigh Salterton from the Coast path near Danger Point

The landscape is of exceptional, unspoilt quality, and rises from the riverside valley eastwards towards High Peak and the hills adjoining Mutters Moor.

# OTTERTON NEIGHBOURHOOD PLAN

---

Our Neighbourhood Plan takes the issue of climate change very seriously and wants to mitigate its impact through careful management of planning issues relating to the natural environment.

## 4.4.1 Landscape Character Assessment

This analysis is based on the East Devon and Blackdown Hills Landscape Character Assessment and Management Guidelines adopted in March 2019. It has been used to understand the distinctive character of the Parish, and what makes it special. In turn this forms the basis of a positive planning approach whilst highlighting what needs to be protected.



Banks and trees alongside back lane to Sidmouth

The description below is summarised from the Guidelines, which are referenced in full in Appendix J:

Otterton is within the National Character Type Area 148, the Devon Redlands, which lies to the West of Sidmouth. It is almost entirely within the Sidmouth and Lyme Bay Coastal Plateau Devon Character Area. Otterton Parish has been assessed to have the following Landscape Character Types (LCT): Open Coastal Plateau (1B); Steep Wooded Scarp Slopes (2A); Upper Farmed and Wooded Valley Slopes (3A); Lower Rolling farms and Settled Valley Slopes (3B); Sparsely Settled Farmed Valley Floor (3C); Estuaries (4A); Marine Levels and Coastal Plains (4B); Coastal Slopes and Combes (4D); Cliffs (4H); Estate Wooded Farmland (5D).

# OTTERTON NEIGHBOURHOOD PLAN

---

The chief planning guidelines suggested by this assessment, and the landscape types they apply to are as below. These actions are referenced in this Plan's policies and are hereby adopted.

- 1) Keep undeveloped character and avoid incursions of development onto the high ground, skylines and ridges. (1B, 2A, 4H, 5D)
- 2) Stop expansion of coastal caravan sites and encourage greater landscaping. (1B, 4D, 4H)
- 3) Protect the river valley from development and allow it to regain its natural flood plain function. (3C, 4A, 4B)
- 4) Improve recreational access without harming biodiversity. (3C, 4B)
- 5) Keep nature in control, but encourage education with appropriate access. (4H)
- 6) Resist future coastal development (such as caravan site expansion), and enable existing inappropriate development to relocate. (4D, 4H)
- 7) Protect the very distinctive character of Otterton as an 'estate village'. (5D)
- 8) New buildings should be sympathetic to existing buildings (for example in terms of scale and materials) but not necessarily a pastiche. (5D)
- 9) Require any new farm buildings to be very carefully sited and designed to minimise their visual impact on the wider landscape. For example, they should not be sited on ridgelines or prominent slopes, and should use visually recessive and non-reflective materials. (3B, 5D)
- 10) Identify opportunities to inform local people and visitors of the history and importance of the estate landscapes. (5D)
- 11) Ensure that visitor infrastructure remains subordinate to the wider landscape. (5D)
- 12) Protect the Outstanding Universal Value of the Jurassic Coast World Heritage Site and its setting. (4D, 4H)

# OTTERTON NEIGHBOURHOOD PLAN

---

## 4.4.2 Land Use and Survey responses

The predominant land use is agriculture; the land is mostly Grade 2 and down to arable, with the best land lying in the river valley (Ref: Agricultural Land Classification ALC006).



View N towards Lower Pinn Farm from coast path



Arable cultivation near Black Head

The natural environment is highly valued by residents and visitors alike, and attracts many people, including walkers, nature lovers and cyclists, to the area because of its special character.

The Parish has a wealth of footpaths (20 miles) which are very well used, as evidenced by responses to the questionnaire. The table below shows that when asked to order a number of features of the Parish in importance (1 being most

# OTTERTON NEIGHBOURHOOD PLAN

important and 14 the least important) then riverside footpaths is clearly the outstanding category (reference Appendix E).



Cliffs at Danger Point, part of the World Heritage Coast



River Otter looking N from Otterton bridge

March 2018

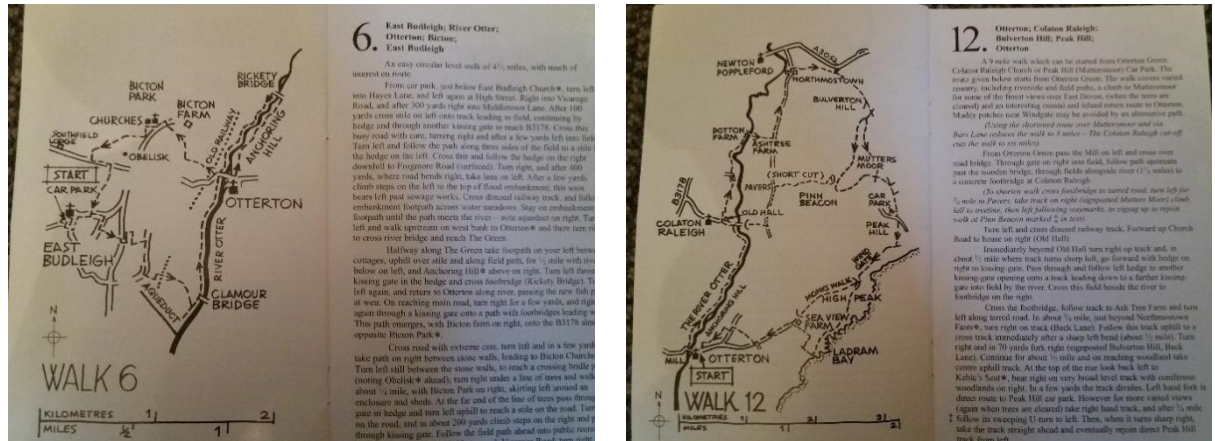
Ranking	Heading
1	Riverside Footpaths
2-4	Village Footpaths Wildlife in General Cliff Footpaths
5-7	Woodland /Trees Village Green Other Inland Footpaths
8-9	Open Farmland Park Lane
10-14	Traditional Building Materials Playing Fields Narrow Green Lanes Wildlife – Beavers Playground

In the natural environment section of the questionnaire, the riverside footpaths were ranked most highly overall, followed by village and cliff footpaths and then wildlife in general. These Public Rights of Way (PROWs) are the community facility

# OTTERTON NEIGHBOURHOOD PLAN

most used and enjoyed by parishioners, 95% of whom regularly use them and 69% do so more than once per week.

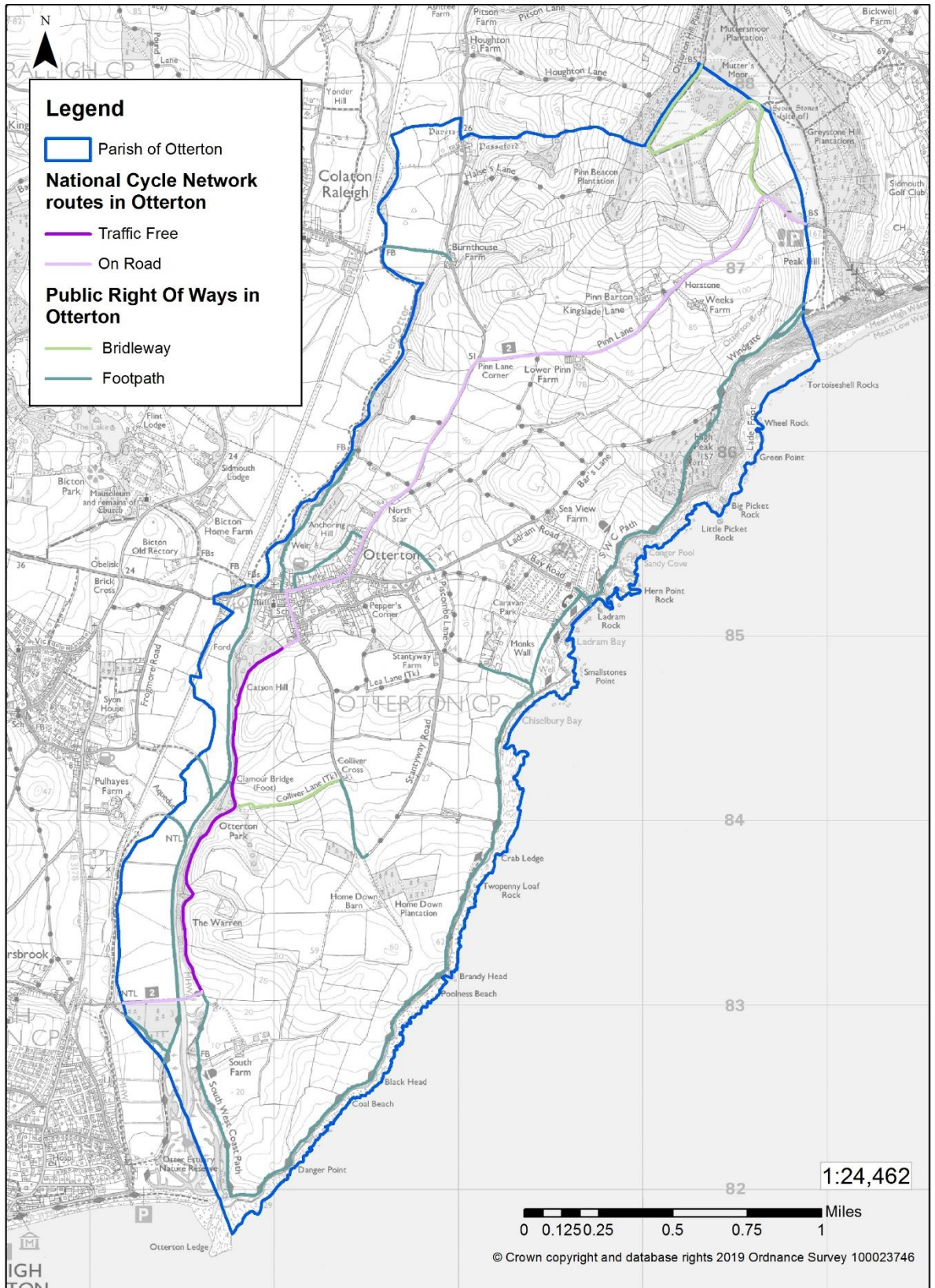
PROWs in the Parish include The South West Coast path. All paths are used regularly by The Otter Valley Association and East Devon Ramblers Group, and feature in several guidebooks and on walking route websites.



Walks including river and coast around Otterton

A map of the public rights of way and the route of the National Cycle Network through the Parish is shown below. Note that this does not include permissive paths (a route or area on private land that the landowner has given permission for people to use).

# OTTERTON NEIGHBOURHOOD PLAN



Public rights of way and the National Cycle Network in the Parish

# OTTERTON NEIGHBOURHOOD PLAN

---



Coastal view on SW Coast Path  
looking towards High Peak and Sidmouth

There is a notable increase in the use of the footpaths at weekends and in the peak holiday season, suggesting they are enjoyed by a significant number of visitors to the area. This enhances the opportunity to increase trade for local businesses, such as Ladram Bay, Otterton Mill, the village pub and community shop.

In the Children's Questionnaire, it is evident that the young people aged up to 11 years old greatly appreciate their natural environment with over 88% saying that it is either 'very important' or 'important' to them to be able to walk along the footpaths by the river, hills and cliffs around Otterton. Indeed, 82% felt that seeing wildlife around Otterton was 'very important' to them.

They love their natural surroundings and enjoy it being part of their lives.  
(Appendix G)

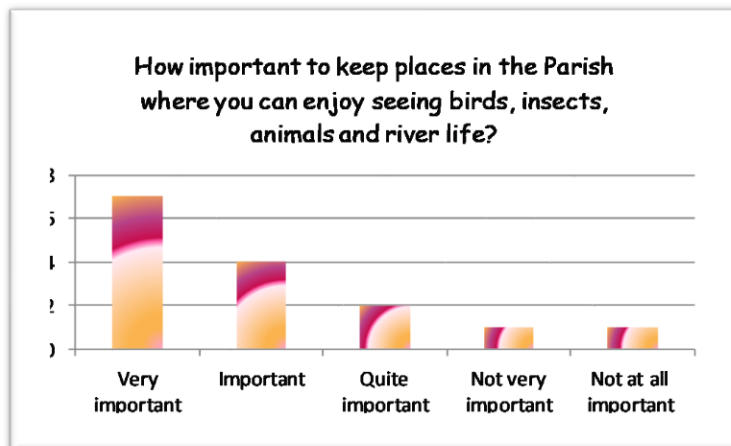
# OTTERTON NEIGHBOURHOOD PLAN



26

Local children planting new young pine trees near The Warren

Again, young people (12-17 years) really seem to appreciate their natural surroundings. 81% said they like to be able to walk along the footpaths to enjoy the wildlife and its surroundings. On average 73% of young responders felt that their natural environment around Otterton is 'very important' or 'important' to them.



Graph showing responses for up to 11 years of age

Our Neighbourhood Plan stresses the great importance that children and young people put on their natural environment and preserving it for this and future generations. Any planning applications that would enhance our natural environment and help protect it would be viewed favourably.

There are many aspects of Otterton that the children love as indicated below.

To help us achieve what the children love, our planning considerations will incorporate their valuable views and opinions.

What do you LOVE about Otterton?



Full analysis of the Children's responses is in Appendix G.

### 4.4.3 Local Green Spaces

Otterton has five areas of green space that are valued by the community. They are shown on the maps below, and are:

- the village green (1)
- the church yard and cemetery (2)
- the allotment gardens (3)
- the Jubilee playground (4)
- the Stantyway recreation field (5).

These areas are well used and loved by the community, but especially the children and young people. The School uses the allotment gardens for teaching purposes. We propose to designate these as 'Local Green Spaces' as they fulfil the criteria set out in NPPF (paragraphs 99, 100), being local in character and of special value to the community.

# OTTERTON NEIGHBOURHOOD PLAN

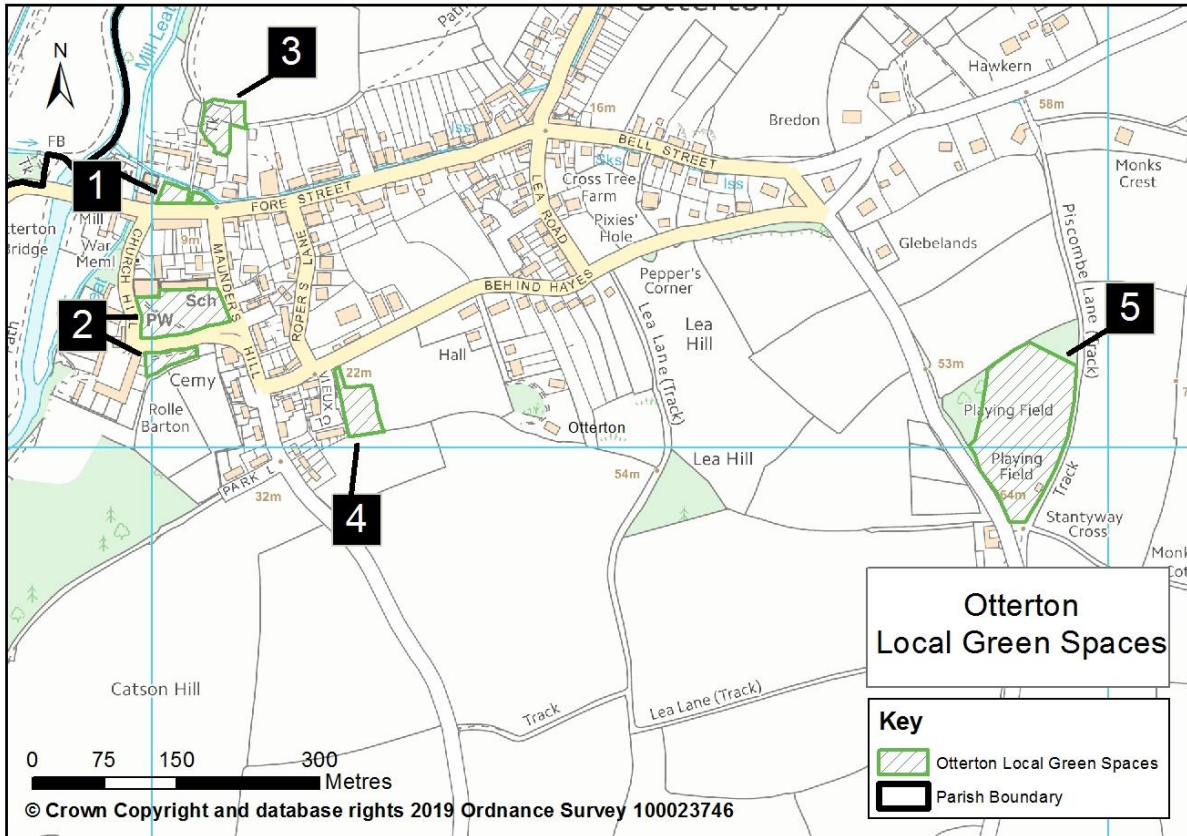
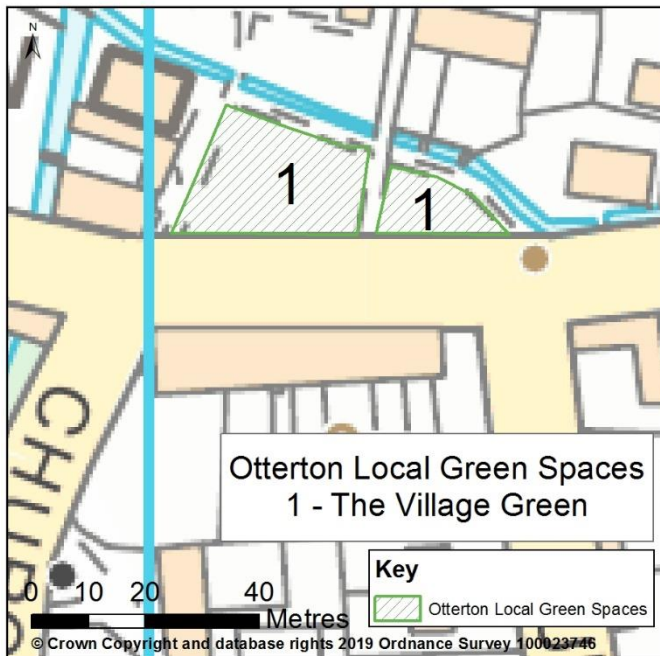
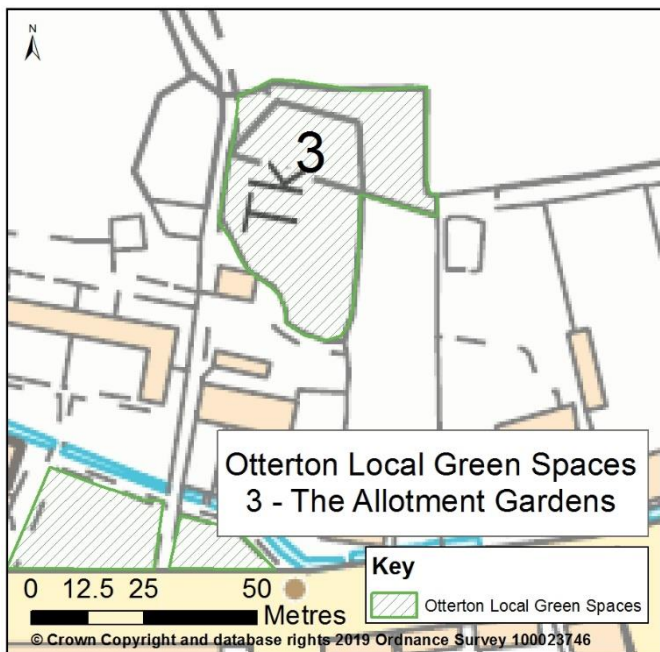
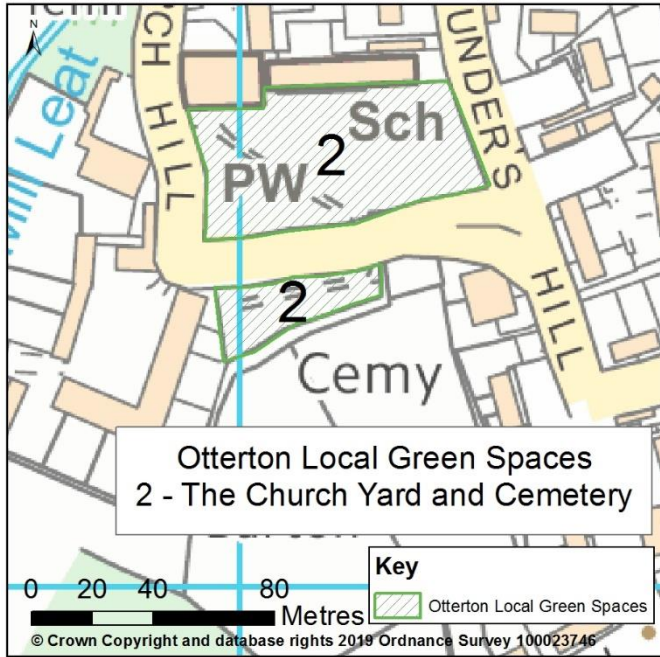


Figure 1- Local Green Spaces in Otterton

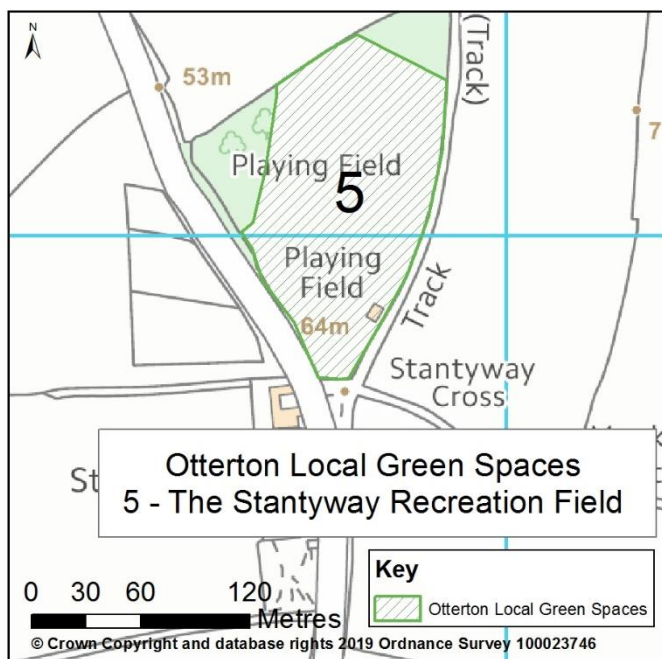
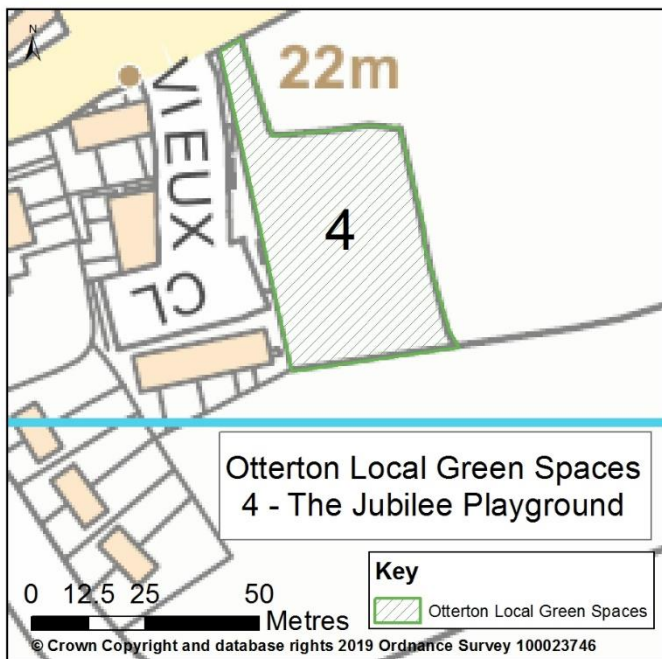
The maps below show each of these areas in more detail:



# OTTERTON NEIGHBOURHOOD PLAN



# OTTERTON NEIGHBOURHOOD PLAN



# OTTERTON NEIGHBOURHOOD PLAN

## 4.4.4 River Flooding

River flooding is occasionally a serious issue for the village: when the River Otter bursts its banks, the village gets cut off from the west, and The Mill and houses close to the river have been flooded in the past (2008, 2012; 2013; 2014 - Environment



River Otter and Otterton Brook flooding in 2012 and 2016

Agency). The Otterton Brook can also flood after prolonged heavy rain, affecting some properties on Fore Street, although this is very infrequent. The village is on rare occasions cut off from the east – part of the coast road can flood in exceptional conditions.

As such no development will be supported that might exacerbate flooding issues. Strategy 5 of the Local Plan aims to protect areas that are vulnerable to surface water runoff and flooding from development. Local Plan Policy EN22 has specific requirements for new development that creates surface water runoff implications, and this Plan endorses these requirements. Policy EN21 addresses river and coastal flooding with a sequential approach. Wherever possible developments should be sited in Flood Zone 1 (low probability), as defined in the East Devon District Council [Strategic Flood Risk Assessment](#).

Otterton has recently experienced significant surface water runoff during the wet winter months. This has particularly been the case following autumn maize

harvesting, following which land has been left bare; the resulting unrestrained runoff has given rise to a serious loss of valuable topsoil from the land. This practice should be discouraged as it represents poor land management, and has resulted in several overtopping incidents along Otterton Brook through the village.

### 4.4.5 Biodiversity Assessment

ONPSG commissioned a Biodiversity report for Otterton from the Devon Biodiversity Records Centre (DBRC). In summary, the report states the following in relation to specific features of the Otterton area:

1. The Parish has 2 SSSIs, the Otter Estuary and the Ladram Bay to Sidmouth cliffs (statutory sites).
2. It has five County Wildlife Sites (CWS) and two Regionally Important Geological and Geomorphological Sites (RIGS), listed in Appendix K (non-statutory sites).
3. It has two Other Sites of Wildlife Interest (OSWI) identified, and two Unconfirmed Wildlife Sites (UWS), also listed in Appendix K.
4. Otterton is not within a Greater Horseshoe Bat Strategic Flyway or Sustainment Zone (i.e. a Consultation Zone).
5. There are Cirl Buntings breeding within the Parish<sup>3</sup>.
6. There are barn owl records within the Parish (seen breeding in 2018).
7. Otterton is in a Great Crested Newt consultation zone.
8. There are 23 Development Control Species present in the Parish (List in Appendix K).
9. There are 169 other species – flora and fauna – falling into the category of “Other legally protected and notable species”.

The report proposes a number of key principles to protect wildlife and geology for incorporation in Neighbourhood Plans, and these align well with the views on the natural environment expressed in the village questionnaire responses. Therefore we will adopt the following principles in any future planning development:

- Avoid both **statutory** and **non-statutory designated** sites.
- Avoid non-designated areas which contain large or linked areas of **semi-natural habitat**.

---

<sup>3</sup> As stated by Clinton Devon Estates' volunteer bird warden in the parish

## OTTERTON NEIGHBOURHOOD PLAN

---

- Consider the potential **protected species implications** of sites before finalising plans - it is far better to scope these at the outset to prevent costly delays later.
- Where sites contain patches of **semi-natural habitat** make sure these can be **retained and ideally linked** together as part of the intended end land use.
- Ensure there is potential to retain, restore and re-create **habitat linkages such as hedges** as part of developments.
- Look for **enhancement** opportunities to **create, expand, buffer and link semi-natural habitats** on-site.
- Consider the potential for **creating new semi-natural habitat off-site** if opportunities on-site are limited, this is known as 'biodiversity offsetting'. It may be possible to pool contributions from several developments.

### 4.4.6 The Lower Otter Restoration Project (LORP)

This project is at a formative stage, but seeks to anticipate the effects of climate change in the estuary by breaching the riverside embankments and allowing the river to return to a more natural course within its floodplain. It also seeks to provide additional biodiversity gains, to compensate for that which will be lost when flood alleviation measures are introduced on the River Exe in coming years.

If this project goes ahead, it is likely to attract many more visitors to the area because of the anticipated increase in wildlife habitats. Some of these visitors are likely to also visit Otterton. Increased visitor numbers may have further implications for planning for a car park to help alleviate the parking problems in the village.

There will also be an impact on businesses and residents on the South Farm site as the road from Budleigh Salterton is re-engineered as part of the project.

### 4.4.7 Beavers

A project has been underway since 2015 to monitor the effect of a beaver re-introduction programme, led by Devon Wildlife Trust. There are now eight family groups of beavers thriving on the River Otter and its tributaries. This has stirred interest nationwide, including TV coverage on *Countryfile* and *SpringWatch*. Increased visitor numbers could bring additional trade to the Mill, pub and Community Shop; however, it may impact on parking and further supports the need for a car park.

# OTTERTON NEIGHBOURHOOD PLAN

## 4.5 Economy, Business and Employment

In order to keep the community thriving, it is important to support suitable small business development through encouraging greater use of IT and improving current facilities. Farming is the economic mainstay of the area so careful consideration would have to be made for any development that would have an effect on the natural environment.



Supporting the needs of our shop, school, pub, mill and the hall through any careful planning considerations, will also all help retain our thriving community.

The business questionnaire responses suggest that good quality mobile signals and fast broadband is important to local businesses. Even the children's questionnaire revealed that they too particularly wanted a good mobile signal. Nearly 94% of 12-17 year olds said that a good mobile phone signal from their home was very important or important to them.

## 4.6 Ladram Bay Holiday Park



Looking across to Ladram Bay Holiday Park from High Peak

This 5-star rated award winning site is located on the coast, a mile to the East of the village of Otterton. Over the last 75 years the site has grown from a small camping ground into a large and popular holiday park with a current (August 2019) site licence for 752 permanent chalets, mobile homes, touring caravans, camper vans and tents in the season. It is open from March to the end of October, and in the height of the summer season the site's population swells to about 3000 (over 4x the normal village population) with resultant large increases in traffic. Some private lodge owners also have access throughout much of the year.

In approaching the wider community, Ladram Bay offer reduced membership fees to Otterton parishioners during the 'Off Peak' season and this facility is used by 11% of those that responded in the questionnaires, particularly the swimming pool. They also provide employment for people in the area. Ladram Bay owners have also been supportive of various projects undertaken in the Parish such as funding the village playground facilities, rebuilding a church path and supporting brook maintenance activity.

However, it is the traffic that is generated from this popular site, including the visitors, the trades and the movement of the lodges and mobile homes, that causes huge concern to Otterton residents. So, planning implications for future developments from Ladram are an issue.



Ladram Bay Holiday Park viewed from the sea.

In a traffic survey undertaken in 2017, two days were chosen in August (being the height of the season for Ladram) and two days in November, being the quiet season.

For the road that leads *directly* to Ladram Bay (Bell St/Ladram Rd), the results showed that comparing a **Saturday in November** to a **Saturday in August**, and a **Tuesday in November** to a **Tuesday in August** yielded the following outcomes:

Month and Day 2017	Vehicles IN to Ladram	% Increase in vehicles travelling through Otterton in August
<b>NOVEMBER</b> Saturday	<b>352</b>	<b>146% increase</b>
<b>AUGUST</b> Saturday	<b>867</b>	
<b>NOVEMBER</b> Tuesday	<b>246</b>	<b>341% increase</b>
<b>AUGUST</b> Tuesday	<b>720</b>	

All traffic to Ladram Bay (including movement of the lodges) has to pass through the village, as it is located at the end of a narrow road, which turns into a farm track and footpath. This is seen as a very major problem for the village, causing a significant increase in traffic and congestion at times, with many questionnaire respondents highlighting this issue.

By far the biggest issue raised in the traffic part of the questionnaire concerned Ladram Bay.

# OTTERTON NEIGHBOURHOOD PLAN

---

There was a feeling that it had grown too big, that development had been unrestricted and that it needed to be prevented from growing any larger. Comments like “Greatly reduce congestion created by Ladram Bay traffic”, “Stop expansion of Ladram Bay”, “Restrict traffic from Ladram Bay”, and “Build an alternative route to Ladram Bay” were very evident in the questionnaire responses.

Therefore, any planning applications that might increase traffic volumes, noise or create further pollution, would not be acceptable.

## 4.7 Transport and Traffic

The plan’s aim is to enhance the enjoyment, safety and quality of life for residents and visitors by supporting deliverable improvements for motorists, pedestrians, cyclists and public transport users without compromising the village character, environment or way of life.

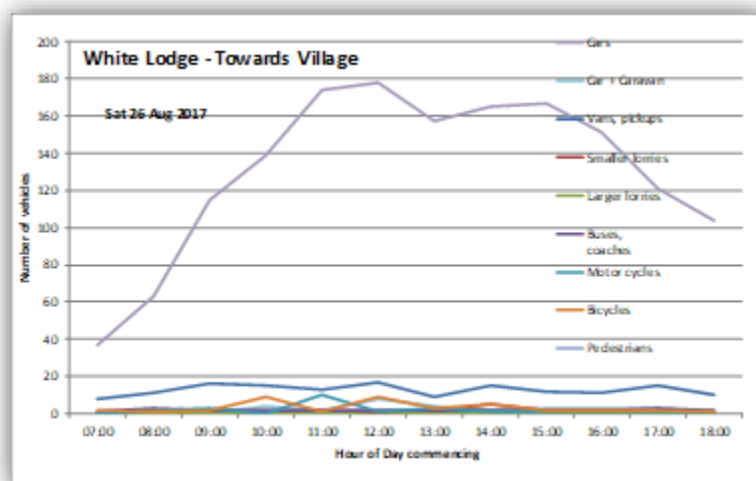
**Rail:** The village has no rail connection. Although the railway came to Otterton in the late 19<sup>th</sup> century, linking the village to the main London-Exeter Line in one direction and to Budleigh Salterton and Exmouth in the other, the line closed in 1967.

**Buses:** Otterton is serviced by an hourly bus service (Route 157) in both directions between Sidmouth and Exmouth. Passengers can make an onward journey to Exeter by changing buses in Exmouth or Newton Poppleford, although this is often inconvenient and not feasible after early evening. Sunday services only run during high summer.

**Cycling:** Sustrans [National Cycle Network Route 2](#) (also designated as part of the [Tour de Manche cycleway](#)) comes through the village and is well used as a result by recreational cyclists, either individually or in organised groups.

Cars are by far the most significant method of transport to and from Otterton. For example, the graph below shows inbound traffic past White Lodge at the west end of the village on a summer Saturday, and similar effects can be seen at the Ladram Road (by Otterhayes) and Ottery Street (by Anchoring Barn) counting points:

# OTTERTON NEIGHBOURHOOD PLAN



## 4.7.1 Traffic Surveys

We conducted two surveys in 2017 of **all** the traffic coming into the village. One was on a Saturday and a Tuesday in the holiday season during August, the other on a Saturday and a Tuesday in November.

Month and day 2017	Number of vehicles coming <b>IN/THROUGH</b> the village.	No. of extra vehicles.
<b>NOVEMBER</b> Tuesday	<b>1620</b>	<b>809</b> which is a <b>50%</b> increase
<b>AUGUST</b> Tuesday	<b>2429</b>	
<b>NOVEMBER</b> Saturday	<b>1546</b>	<b>867</b> which is a <b>56%</b> increase
<b>AUGUST</b> Saturday	<b>2413</b>	

Clearly there is a large increase in traffic during the height of the summer holiday season. This increase has implications for the village of Otterton.

Three recurring themes were apparent through the responses in the questionnaire:

- reduce the amount of traffic passing through the village
- reduce the speed of traffic passing through the village
- solve the parking problem.

The roads in the Parish are mostly single track with limited passing places, and totally inadequate to carry the volume and size of traffic using them.

## OTTERTON NEIGHBOURHOOD PLAN

---



Congested traffic at Cross Trees.

In many places there are no footways for pedestrians to walk safely along the main street. On-street parking in the village is a problem, giving rise to traffic jams at busy periods. This was identified as a problem by 78% of respondents to the questionnaire (Ref Appendix E).

Heavy volumes of traffic are a major concern for many parishioners which is exacerbated by the lack of off-street parking along the main street. 69% of responders strongly agreed and 14% agreed that traffic volume was the greatest priority.

This is a particular problem in the summer months when Ladram Bay Holiday Park activity is at its peak, combined with visitors parking their cars in the village whilst going off for long walks along the river Otter or on the many local footpaths.

Also, movements of large chalets to and from Ladram Bay frequently cause issues in the village.



Chalet delivery negotiating Bell Street.

Otterton is also used as a 'rat run' between Budleigh/Exmouth and Sidmouth via Ottery Street. This has a 6-foot width restriction on leaving the village, although a

number of vehicles ignore this and cause significant congestion on the route as a result.

The number of visitors to the village is likely to increase with the effects of LORP (see 4.4.6 above).

### 4.7.2 Car Parking

76% of respondents to our Questionnaire said that the village should be provided with a car park for visitors with the majority (41%) preferring the location to be near the river with the most suitable location being “the triangle” on the west side of the river. Other suggestions were also given (Appendix E).

Shortage of parking in the village centre also affects businesses: customers and deliveries to the Community Shop, and one user of the Village Hall is withdrawing because of this issue.

### 4.7.3 Speed control

The speed of traffic alarms Otterton’s community who want to keep the rural village safe, quiet and free from extra traffic.

Our survey also showed that speeding traffic was a major concern with 73% of respondents either strongly agreeing, or agreeing, that there should be a mandatory 20 mph restriction through the village. Our local DCC Councillor has campaigned for some time for the introduction of a 20 mph restriction, and In September 2018 DCC Highways gave initial approval for the new restriction, although this has since been contradicted by DCC’s traffic policy committee (SCARF).

When the residents were asked what they would like in the village, the responses were very concentrated on traffic issues (the larger the text, the greater number of responses). This is evident on the word cloud below.

What We Would Like

**Fewer HGV's**

**Less Traffic to Ladram Bay**

More available parking    Under 15 facilities

**Control Ladram Bay**                      Child friendly

More affordable housing    **Mobile phone mast**

**Less traffic main street**

Less parking in the main street

**Slower traffic**                      Gas                      Better bus service

Reduce second homes                      A post office

An integrated community

We were interested to see how young people get around the Parish. Around 56% of responders use a bus for school from Otterton. 56% also have a lift in a car in/out of the village either every day or a few times a week. 19% cycle around the Parish at least once a day with 50% saying they cycle monthly. 50% also say they walk around the Parish at least once a day or a few times a week. Safe cycle routes and safe traffic around cyclists is important. Clearly, any development should encourage reductions in traffic through the village and enhance pedestrian safety.

## 5 PLANNING OBJECTIVES

This section enumerates the planning objectives that this Neighbourhood Plan looks to follow.

### **PO.1 - Housing and Development**

No development should be allowed to have a detrimental impact on the landscape and character of Otterton village and the Parish as a whole by virtue of its location, scale, density and design. Any necessary future development should support proven local needs first, for those with a local connection to the Parish. These should be small scale housing developments to include affordable housing and properties for downsizing, accompanied by all the necessary improvements to village infrastructure. Any new developments would need to meet environmental standards of the highest level including insulation and take account of appropriate sustainable technologies. Developments should respect the guidelines as outlined in the Otterton Village Design Statement 2004.

Support *small scale* environmentally sound and unobtrusive renewable energy schemes such as solar, ground/air-source heat pumps and rainwater harvesting. Larger-scale schemes such as wind turbines and solar arrays will not be supported.

### **PO.2 - The Built Environment**

Protect and enhance the historic fabric which is intrinsic to the beauty of the Parish. Ensure any development is sustainable and does not cause increased traffic, flooding, noise, odour or light pollution. Ensure that any development respects the guidelines as stated in the Otterton Village Design Statement 2004 with particular reference to the "Ten Design Principles for Otterton" (see Policy ONP1).

### **PO.3 - The Natural Environment**

Conserve and enhance all our exceptional natural environments, landscapes and habitats with sensitivity and care, as assets for the present and future. Development should be sustainable and not cause increased traffic, flooding, noise, odour or light pollution. Protect designated Local Green Spaces from development.

### **PO.4 - Economy/Business/Employment**

Support small businesses including home working, small scale tourism and farming as the main economic activities in the parish. Farm and rural diversification with re-use

of existing buildings will be supported, as will new and start-up small businesses, especially those engaging skilled and higher paid workers. Development to provide new or expanded businesses should have no significant detrimental effect on the natural or the built environment.

### **PO.5 - Ladram Bay Holiday Park**

Resist further expansion of the Ladram Bay Holiday Park site outside the park boundary as at August 2019 (see 4.6 above). Instead, encourage development within the site to reduce density and improve landscaping and colour blending of lodges, and only if such development would not increase the number of private or commercial vehicles through the village and would have no further impact on the AONB, World Heritage Site and Coastal Protection Zone in which the holiday park is sited.

Require traffic management plans to be implemented to reduce the traffic impact of the site on the local roads. Improve connecting footpaths and provide cycle routes to the site.

### **PO.6 – Transport and Traffic**

Reduce the stress on Otterton's roads through promoting more sustainable transport and better public transport, reduce traffic congestion and pollution, as well as resolve parking, safety and footway problems. Encourage walking and cycling to help reduce the parish's carbon footprint.

### **PO.7 – Community Facilities and Leisure**

Support the retention and enhancement of all community assets and facilities which are valued by residents. Encourage an increase in activities for residents to join. Maintain all the natural assets (e.g. PROWs, landscape views, trees/hedgerows, river, Local Green Spaces) within our beautiful surroundings for all to enjoy their leisure time and pursuits.

## 6 DEVELOPMENT MANAGEMENT POLICIES

The Neighbourhood Plan is part of the statutory Development Plan, which includes in addition the National Planning Policy Framework (NPPF) and the EDDC Local Plan.

This Plan does not put forward any new development sites (although the North Star site has already been granted permission for 15 homes, and development is under way), as Otterton is not identified as a growth area. Therefore, development is only likely to be small scale, involving alterations and extensions to existing buildings.

In order to distinguish new policies suggested in this Neighbourhood Plan from other policies, they have been given the unique reference ONP, for the Otterton Neighbourhood Plan.

Of the 15 houses planned at North Star, 10 are allocated as affordable homes. The principle of a housing development on this site has been established, although the site has issues from sustainability and access perspectives. As of October 2019, development is expected to start in November 2019, subject to approval of a further planning application related to site access.

### 6.1 Sustainable Development – Policy ONP1

***Development proposals to meet a local need, as supported by East Devon’s Local Plan, will be supported where it can be demonstrated that they:***

- a. contribute to the sustainability of Otterton and its community;***
- b. are located so as to avoid areas at risk of river and coastal flooding, and incorporate sustainable drainage so as not to increase flood risk;***
- c. are of a size and scale to minimise the impact on the infrastructure, environment, the rural character and special landscape of Otterton;***
- d. provide:***
  - affordable housing (as defined in the National Planning Policy Framework February 2019 – Glossary of Terms)***
  - housing suitable for the elderly (over-55) with a proven local connection***  
***These must be physically very well related to the historic built form of the village of Otterton;***
- e. do not substantively add to the need to travel by car;***

# OTTERTON NEIGHBOURHOOD PLAN

- f. have safe and suitable access arrangements;*
- g. follow the principles of good quality design and conform to the requirements set out in the Otterton Design Statement 2004 in Policy ONP3 below;*
- h. make the best use of available technologies to limit the carbon footprint, and use renewable and low carbon energy.*

Justification	Sustainability is at the core of national and local planning policy and is embraced by this Neighbourhood Plan. It concerns the social, economic and environmental well-being of the community. This is in line with the government’s targets for reducing carbon, and other environmental measures.
Relevant policies:	NPPF sections 2, 3, 5, 6, 8, 9, 12, 14 and 15; EDLP Strategies 3, 5, 7, 27, 35, 38; EDLP Policies D1, D6, D7, D8, E5, EN21, EN22, TC2, TC3, TC4.
Meets the following planning objectives:	PO.1; PO.2; PO.3, PO.4
ONP content cross-references:	4.1 - Sustainability 4.2 - Housing 4.3 - The Built Environment Appendix H – Traffic statistics

## 6.2 Protecting and Enhancing the Conservation Area and other Heritage Assets – Policy ONP2

***Development within or adjacent to the Conservation Area must preserve the local distinctiveness of Otterton as described in 3.1 and 4.3 above, and, where possible, enhance the historic or architectural character and appearance of the site and Conservation Area, and must not detract from its setting.***

***Development across the Parish should not cause harm to the designated listed buildings or structures, or to local heritage assets, having regard to their significance.***

Justification	Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites which are internationally
---------------	---

# OTTERTON NEIGHBOURHOOD PLAN

---

recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Appendix I of this Plan provides information as to the significance of individual heritage assets. It names the designated listed buildings and proposed local heritage assets.

Relevant policies:	NPPF Section 16; EDLP Strategy 49 EDLP Policies EN8, EN9 and EN10
Meets the following planning objectives:	PO.1, PO.2
ONP content cross-references:	4.3 - The Built Environment 4.4 - The Natural Environment
Other reference	Ottertton Village Design Statement 2004

## 6.3 Protecting and Enhancing the Built Environment – Policy ONP3

***Development must not detract from the existing street scene, open spaces and rural character of the Parish, and must not cause harm to, or adversely impact upon, the AONB. Development must adhere to sustainable development and construction principles and the following Ottertton Design Statement principles:***

- 1) The open green spaces on the periphery of or rising up from the village, that define its character, should be retained, safeguarded from development and, where possible, enhanced.***
- 2) Future development should avoid the skyline and not dominate the village.***
- 3) Large cluster single design development should be avoided.***
- 4) The green open spaces within the village that define its character should be retained, safeguarded and where appropriate enhanced.***
- 5) Retention of existing, and provision of new planting using native species should form an integral part of any future development proposals.***

## OTTERTON NEIGHBOURHOOD PLAN

- 6) ***Protection, enhancement and creation of traditional features, including lanes, walls and boundaries, (Devon banks) should form an integral part of any future development proposals.***
- 7) ***New development should be in scale with adjacent buildings, take account of the ridgeline of existing structures and be of a size that does not dominate the surroundings, or the wider village.***
- 8) ***Generic 'off the peg' designs should be resisted. Rather, architectural design should refer to the style and detailed traditional features of the area to enhance the appearance and character of the settlement. Particular support will be shown to the incorporation of local building types, styles and details.***
- 9) ***Materials employed in the external appearance should be keeping with the traditional character of the village e.g. brick and tile of similar colour/texture to what has gone before, clay tiles not concrete, use of local stone or stone of similar colour/texture etc.***
- 10) ***Off road parking, set back and/or concealed should be integral to any new development.***

***Extensions and infill development must not result in site overdevelopment, loss of distinctive character of Otterton, or loss of residential amenity of neighbouring properties.***

Justification	Development needs to respect the distinctive historic and rural character of the built environment and be designed to complement it.
Relevant policies:	NPPF Sections 2, 5, 12 and 15 EDLP Strategies 44, 46, 48, 49 EDLP Policies D1, EN8, EN9, EN10
Meets the following planning objectives:	PO.1, PO.2
ONP content cross-references:	4.1 - Sustainability 4.2 - Housing 4.3 - The Built Environment 4.5 - Economy, Business and Employment 4.6 - Ladram Bay Holiday Park

# OTTERTON NEIGHBOURHOOD PLAN

## 6.4 Protecting and Enhancing the Natural Landscape – Policy ONP4

***Development must conserve and should seek to enhance the landscape and scenic beauty of the Parish, and the key characteristics of this part of the AONB as identified in the East Devon and Blackdown Hills Landscape Character Assessment March 2019 (See Appendix J). Development must also safeguard open countryside and avoid skylines and ridges, as set out in the East Devon and Blackdown Hills Landscape Character Assessment March 2019. Devon banks should also be protected and where possible, enhanced.***

Justification	Protecting and preserving the World Heritage Site (WHS), AONB and SSSIs is a top local priority. Design must respect and not intrude upon the landscape and follow the guidelines in the East Devon and Blackdown Hills Landscape Character Assessments -March 2019. The Parish also has some non-statutory sites: Regionally Important and Geomorphological Sites (RIGS) – see Appendix K. These are earth science sites that are of regional and local importance. Residents regard protecting existing local landscapes as very important.
Relevant policies:	NPPF Section 15 EDLP Strategies 3, 5, 7, 44, 46, 47 EDLP Policies EN4, EN13, EN14 LCA Appendix J
Meets the following planning objectives:	PO.1, PO.3, PO.4, PO.5, PO.6
ONP content cross-references:	4.1 - Sustainability 4.4 - The Natural Environment APPENDIX K – Devon Biodiversity Records Centre (DBRC) Report for Otterton

## 6.5 Protecting and Enhancing Wildlife in the Natural Environment – Policy ONP5

***Development must follow the following key principles to help protect and enhance the fauna and flora, and secure net gains in biodiversity:***

- ***Avoid both statutory and non-statutory designated sites***
- ***Avoid non – designated areas which contain large or linked areas of semi-natural habitat***

## OTTERTON NEIGHBOURHOOD PLAN

- ***Consider the potential protected species implications of sites before finalising plans***
- ***Where sites contain patches of semi-natural habit make sure these can be retained and ideally linked together as part of the intended land use***
- ***Ensure that there is potential to retain, restore and re-create habitat linkages such as hedges as part of developments***
- ***Look for enhancement opportunities to create, expand, buffer and link seminatural habitats on-site***
- ***Consider the potential for creating new semi-natural habitats off-site if opportunities on-site are limited, this is known as 'biodiversity offsetting'. It may be possible to pool contributions from several developments.***

### Justification

Otterton Parish has two significant SSSIs (Sites of Special Scientific Interest), one along part of the Otter Estuary and one along the coast of Ladram Bay and east towards Sidmouth. Consultation with Natural England has to take place before any operations likely to damage the special interest, are undertaken. SSSI is a statutory designation with legal implications. The Parish also has designated County Wildlife Sites (CWS) and other sites of significant wildlife interest (OSWI).

The National Planning Policy Framework (NPPF) requires local authorities to identify and map locally designated sites of biodiversity importance as part of the Local Plan process.

Otterton Parish has many protected birds and animals within its boundary so development should consider the potential protected species implications of sites before finalising plans.

Otterton residents give very high importance to protecting and enhancing the wildlife in the surrounding area.

Any harmful effects on designated and undesignated sites should be avoided by new development, or mitigated by appropriate measures.

### Relevant policies:

NPPF Section 15. (Revised Feb 2019) Conserving and enhancing the natural environment, paragraphs 170 to 177

EDLP Strategies 5, 7, 47

EDLP Policies EN4, EN5, EN21, EN22

# OTTERTON NEIGHBOURHOOD PLAN

---

Meets the following planning objectives:	PO.3, PO.5, PO.7
ONP content cross-references:	4.1 - Sustainability 4.4 - The Natural Environment APPENDIX K – Devon Biodiversity Records Centre (DBRC) Report for Otterton

## 6.6 Encouraging Small-scale Economic Development – Policy ONP6

***Small scale economic development (less than 50 employees), including home working and the expansion of existing businesses will be supported where it meets any one of the following three conditions:***

- 1. It involves the conversion of existing buildings;***
- 2. If new buildings are involved, it is on previously developed land;***
- 3. If for agriculture, it shall be well related in scale and form and have no detrimental environmental impact on the farm and surrounding areas.***

***Provided that the following criteria are all met:***

- i. A safe highway access and sufficient car parking are provided;***
- ii. the local highway network is capable of accommodating the forecast increase in traffic;***

***Both i and ii should be demonstrated through a Traffic Assessment.***

- iii. There will be no detrimental impact upon the amenities of neighbouring properties, the street scene and historic interests, flooding, wildlife, the AONB and the rural character of the landscape;***
- iv. Development must not result in unacceptable levels of noise, chemicals, odour, water or light pollution.***

***All new buildings shall be designed to blend into their location, follow the principles set out in the Otterton Village Design Statement (or OVDS), and shall meet sustainable construction and on-site renewable energy production.***

***The use of Greenfield sites will not be supported.***

# OTTERTON NEIGHBOURHOOD PLAN

---

Justification:	Most of the Parish has a rural environment, free of noise and light pollution. Contamination of ground water and water courses from chemicals, particularly those used in farming, is a concern, as the Parish relies on aquifers for its water supplies. Traffic density and flooding are seen as key issues for residents of the Parish.
Relevant policies:	NPPF Sections 6, 14, 15, paragraphs 83, 84, 172, 173 EDLP Strategies 3, 5, 5B, 7 EDLP Policies D1, D2, D3, D7, D8, E4, E5, EN13, EN18, EN21, EN22, TC7
Meets the following planning objectives:	PO.1, PO.2, PO.3, PO.4
ONP content cross-references:	4.1 - Sustainability 4.5 - Economy, Business and Employment 4.6 - Ladram Bay Holiday Park

## 6.7 Ladram Bay Holiday Park Development – Policy ONP7

***Development will only be permitted within the area outlined in red on the map below if it is for the replacement of an existing structure or pitch, is designed to be sustainable and does not harm the landscape or setting of the East Devon AONB, Jurassic Coast World Heritage Site and Coastal Preservation Area. Outside the existing red line boundary defined on the map below, new development must be limited and should not provide any additional holiday units or visitor accommodation. Support will be given for any proposal meeting the above criteria that:***

- improves the wider road infrastructure giving access to the site***
- reduces the number of holiday units on the site***
- improves the landscaping of the site, including use of natural green and brown colours for lodge buildings***
- reduces the need to travel by car***
- reduces the need for delivery lorries***
- improves the infrastructure for walking and cycling***

# OTTERTON NEIGHBOURHOOD PLAN

- *includes a Traffic Management and Travel Plan to reduce the traffic impact of the site on the local roads, which must be implemented and reviewed annually.*

Ottertton - Ladram Bay Holiday Park and associated infrastructure boundaries



Justification:	The Holiday Park has grown to its maximum size within its permitted boundary, and has a detrimental impact on the Jurassic Coast World Heritage Site and the East Devon AONB. It has an impact on the village in terms of excess traffic, congestion and the accompanying pollution that cars, delivery vans, lorries and caravans bring. The access road is totally inadequate to serve such a large site, and vehicles coming to and from the site must be properly controlled to prevent congestion.
Relevant policies:	NPPF Section 6, 9, 15, paragraphs 83, 84, 111 EDLP Strategies 3, 5, 7, 33, 44 EDLP Policies E19, TC3, TC4, TC7
Meets the following planning objectives:	PO.1; PO.3, PO.4, PO.5
ONP content cross-references:	4.6 - Ladram Bay Holiday Park 4.7 - Transport and Traffic

## 6.8 Traffic and Travel Around the Parish – Policy ONP8

***Measures to provide wider and safer footways and improved cycling and pedestrian routes within the Parish will be supported.***

***Proposals to improve accessibility and extend local footpaths and cycleways and help connect them to the wider networks will be supported.***

***The provision of a car park in Otterton will be supported provided that it has minimal impact on the AONB and surrounding landscape, and does not detract from the existing street scene, open green spaces and rural character of the Parish, or harm residential amenities of any nearby properties.***

***Development that generates a significant increase in traffic movements will be required to provide and implement a Traffic Management and Travel Plan, that must then be reviewed annually. This does not apply to small scale developments, such as extensions to houses.***

Justification:	The increase in traffic flows, and speeds through the Parish, were the primary concerns of most residents. Walking and cycling have many benefits and are to be encouraged. Therefore any proposals that make the roads and the footways safer for all (e.g. Otterton bridge) are to be supported.
Relevant policies:	NPPF Section 9, paras 98, 102, 104, 110, 111 EDLP Strategy 5B EDLP Policies TC3, TC4
Meets the following planning objectives:	PO.5, PO.6
ONP content cross-references:	4.7 - Transport and Traffic Appendix H – Traffic Statistics

# OTTERTON NEIGHBOURHOOD PLAN

## 6.9 Local Green Spaces – Policy ONP9

***The following local green spaces have been assessed as below and designated in accordance with paragraphs 99, 100 and 101 in the NPPF:***

- 1 Village green***
- 2 Church yard and cemetery***
- 3 Allotment gardens***
- 4 Jubilee playground***
- 5 Stantyway recreation field***

***They are shown on the Proposals Maps at Section 4.4.3 on page 37.***

***Proposals for development in a Local Green Space will be strongly resisted, unless all the following apply:***

- there are ‘very special circumstances’ applicable – these will not exist unless the potential harm to the Local Green Space by reason of inappropriateness, and any other harm resulting from the proposal, is clearly outweighed by other considerations<sup>4</sup>***
- they are ancillary to the use of the land***
- they can demonstrate that they have no harmful effects on the character of the space.***

Justification	These open areas are well used and of great significance and value to the community; they should be protected from development. The table below provides the detailed justification for each site.
Relevant policies:	NPPF Section 8, paras 99, 100, 101 EDLP Strategy 5 EDLP Policy RC1
Meets the following planning objectives:	PO.1; PO.3, PO.7
ONP content cross-references:	4.4.3 – Local Green Spaces

<sup>4</sup> Wording taken from NPPF section on Green Belt proposals

# OTTERTON NEIGHBOURHOOD PLAN

The table below lists the local green spaces given above, with a description of their qualities.

Name and number	Distance	Special Qualities	Extent
1. Village Green	Within village	Within Conservation Area and AONB. Important village amenity used for fetes and other community activities. Historic site.	small
2. Church yard and cemetery at St Michael's Church	Within village	Within Conservation Area and AONB. Tranquil area with trees used for contemplation and as a memorial area. Historic site.	small
3. Allotment gardens	Within village	Used by community and school for growing produce. Tranquil area.	small
4. Jubilee Playground	Within village	Well used and important play area for younger children and families.	small
5. Stantyway Recreation Field	Half a mile from village	Important recreation and amenity area, regularly used for playing football. Valued by the community.	Two acres

Relevant content from the NPPF states:

“99. The designation of land as Local Green Space through local and neighbourhood plans allows communities to identify and protect green areas of particular importance to them. Designating land as Local Green Space should be consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services. Local Green Spaces should only be designated when a plan is prepared or updated, and be capable of enduring beyond the end of the plan period.

100. The Local Green Space designation should only be used where the green space is:

- a) in reasonably close proximity to the community it serves;

## OTTERTON NEIGHBOURHOOD PLAN

---

b) demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including as a playing field), tranquillity or richness of its wildlife; and

c) local in character and is not an extensive tract of land.

101. Policies for managing development within a Local Green Space should be consistent with those for Green Belts.”

## 7 MONITORING AND REVIEW

There are three aspects to the monitoring of the plan:

### 7.1 Changes to Legislation or Political Will

If there are significant changes in legislation or circumstances, this plan will need to be reviewed and re-made to ensure continuing alignment with them. Examples might be:

- a redrafting of the EDDC Local Plan, such as that envisioned following publication of the Greater Exeter Strategic Plan in 2020;
- a new version of the NPPF;
- a change in central treatment of AONBs or wildlife sites (e.g. as outlined in [the Glover Report of September 2019](#) – this might encompass a change in planning responsibility to a National Park Authority).

This would be initiated by the Parish Council on an ad hoc basis.

### 7.2 Plan Effectiveness

The policies in the Plan have been designed to address specific issues, and their effectiveness needs to be monitored. Application of the policies in the ONP will be reviewed and monitored to ensure that they are achieving the aims and objectives of the Plan. This will enable the success of the policies and the Plan to be assessed. We suggest this should be undertaken by the Parish Council on at least an annual basis.

### 7.3 Planning Decisions – Adherence to Plan

In addition, the planning decisions made by EDDC and the Planning Inspectorate will be kept under review to ensure that they are in accordance with the ONP policies. This will be done by reviewing each planning decision made that affects the Parish and reporting the findings to the Parish Council on a monthly and annual basis. This should form an agenda item at each Parish Council meeting.

End of Document