Plymouth and South West Devon Joint Local Plan

Statement of Common Ground

Between

Dartington Hall Trust, Historic England
and
The Joint Local Plan Authorities

Land at Dartington Hall Estate, Policies TTV29(4), TTV29(5) and TTV29 (10)

February 2018
Plymouth and South West Devon Joint Local Plan
Statement of Common Ground

As agreed between the JLP Councils, Historic England and the Dartington Hall Trust

23 February 2018
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1.0 Introduction and Context

1.1 This Statement of Common Ground (SCG) has been prepared jointly between the Parties of the Joint Local Plan Councils (“the Councils”), Historic England and the Dartington Hall Trust (“the Trust”). It sets out the confirmed points of agreement between the Parties with regard to the following allocations in the submitted Plymouth and South West Devon Joint Local Plan (“the Plan”) to assist the Inspector in the Examination:

1 Policy TTV28 ‘Other Site Allocations in Totnes’ in respect of:
   a (a) Dartington Lane.

2 Policy TTV29 ‘Site Allocations in the Smaller Towns and Key Villages’ in respect of:
   a (4) Dartington Hall (Higher Barton)
   b (5) Foxhole, Dartington
   c (7) Broom Park, Dartington
   d (10) Woodland’s Yard, Dartington

1.2 Land at Sawmills Field, Dartington is also allocated for housing development under Policy TTV29 in the Plan. Historic England has not commented on this allocation because it does not raise heritage issues. There is agreement between the Trust and the Council that the provisions of the Sawmills Field allocation are sound and that the site is deliverable.

1.3 The Inspectors should also be aware that the Trust has proposed the following policy references but that relevant provisions have not made their way in to the Plan:

1 A Dartington Campus Area Policy (comment ID 1726); and
2 The allocation of land at Old Postern Campus from 12 homes (comment ID 1745).

Background

1.4 The Dartington Hall Estate extends to circa 485 ha (1,200 acres) and is managed by the Dartington Hall Trust, which is a charitable organisation trading as a social enterprise.

1.5 The work undertaken by the Trust, traditionally experimental and innovative, is diverse and includes the management of a broad range of buildings and land uses (including agriculture, woodland, housing, employment and learning) and the implementation of an array of projects and programmes covering arts, culture, learning, social justice, social enterprise and development/place making.

1.6 The contribution that the Trust and the Estate makes to the local and regional economy is significant in terms of gross value added and the jobs that it supports. In the region of 400 people are employed by the Trust, as well as a large number of volunteers (200-300 reflecting seasonal needs). The estate provides office and studio space for just under 170 local businesses and 121 residents live on the estate. It is also a major visitor destination with around 300,000 people from across the UK and further afield coming to the Estate every year to participate in events, courses and festivals as well as to visit its retail and leisure venues and to enjoy its multi-layered heritage that includes historic buildings and landscape.

1.7 Against this backdrop, the Estate is recognised as an internationally important heritage ensemble, incorporating 42 listed buildings (including the Grade I listed Dartington Hall), 4 scheduled monuments and a Grade II* historic park and garden. The interwar community of buildings at Dartington Hall has a particular significance and, within that ensemble, lies a special subgroup: the unrivalled corpus of International Style buildings by William Lescaze,
who, although never a household name in the United Kingdom, was regarded as one of the three golden talents of modernist architecture in the United States by his contemporaries.

1.8

The Trust has a vitally important role to play in the conservation and stewardship of its historic buildings, gardens and landscape. This is a significant and demanding task. A number of the Estate’s larger heritage assets, especially its former educational and allied properties (for instance, Foxhole, High Cross House, the Old Postern and Aller Park) have been without a sustainable beneficial use for many years. Although put to interim uses whenever possible or otherwise ‘mothballed’, these major assets are deteriorating badly, placing an ever greater financial burden on the Trust. The same is true for most of the Estate’s medieval buildings and structures, including the Old Postern, which urgently needs substantial investment in repairs in order to secure their long term future. The Deer Park wall project - completed on the basis of multi-partner funding package incorporating in the region of £600,000 from the Heritage Lottery Fund - is a very recent example of the Trust’s commitment to the repair, conservation and preservation of its heritage assets.

1.9

The management/operation of the Estate, and the upkeep of it historic fabric, costs a significant amount of money. Unfortunately, the Trust is currently showing a year on year operating deficit, which means that without change its activities and conservation/stewardship role will soon be significantly compromised. Various sources of social investment are potentially available but not for the sums that are required. It is believed that the Estate can be financially sustainable and that it should be capable of generating operating surpluses and positive cash flows for re-investment, including in the maintenance and conservation of its heritage/landscape assets in accordance with their significance. To reach this position, the Trust must implement a strategy for transformation.

1.10

The Trust has therefore undertaken a comprehensive review of the Estate and its asset management to determine how it can shape its future and so that its buildings and landscape can be used and enjoyed in the best way possible in order to enable it to continue to thrive as a social enterprise. The review has established a detailed baseline on a range of issues including heritage assets and their management, biodiversity, access/transport and economic profile. This work has informed feasibility studies to establish development potential and led to the Trust promoting sites through the Plan for housing, employment and/or mixed use. Those listed below are identified as proposed allocations for housing, employment or mixed use in the Plan:

1 Policy TTV28 ‘Other Site Allocations in Totnes’ - Dartington Lane, Totnes
2 Policy TTV29 ‘Site Allocations in the Smaller Towns and Key Villages’ in respect of the following sites:
   a (4) Dartington Hall (Higher Barton)
   b (5) Foxhole, Dartington
   c (7) Broom Park, Dartington
   d (10) Woodland’s Yard, Dartington

1.11

The Dartington Hall (Higher Barton) site, Woodland’s Yard and part of Foxhole are outside the proposed Dartington settlement boundary.

1.12

The Trust envisages that appropriate development at these sites will help to realise funds for operational and capital investment and the generation of a sustainable income stream for re-investment, including in its historic buildings and landscape. However, as noted at section 2 further work is needed to address how these sites, and any other development, might come forward in the context of a more holistic approach which covers details about the management of and investment in historic assets.
All Parties agree that appropriate development and wider Estate planning is needed to secure the long term financial sustainability and the future of the Estate, including the safeguarding and enhancement of its heritage assets. They also agree that any development should pay special attention to, and be informed by, the Estate’s heritage assets and that consideration is given to opportunities for the enhancement of their setting. However, the proposed allocations do leave Historic England and The Trust with a number of concerns, which are detailed in their representations.

The Parties have discussed the representations submitted by Historic England and the Trust in respect of these proposed allocations and have agreed suggested modifications which the JLP Councils would be happy to see made. It should be noted that these modifications, if agreed by the Inspectors as appropriate, would replace modifications previously put forward by the JLP Councils in document EXC10A (modifications M194 and M195) and document EXC10Ai (modifications M341 and M342). This SCG sets out the points of agreement.

For the purposes of developing an agreed planning policy framework, the potential modified allocations are grouped as follows:

1. “On campus”: Dartington Hall (Higher Barton), Foxhole, and Woodlands Yard which are within the core of the Estate (Plan at Appendix 1).

2. “Off campus”: Broom Park, Sawmills Field, and Dartington Lane, which are within the Trust’s ownership but outside the core of the Estate.
2.0 On Campus Allocations

Dartington Hall (Higher Barton), Foxhole and Woodland’s Yard

2.1 Historic England’s response to the Plan raises concerns about the potential scale and extent of development proposed by the emerging allocations at Dartington Hall (Higher Barton) and Foxhole relative to the heritage context. There is also a need for clarity on the potential heritage impacts with regards to future development at Woodland’s Yard.

2.2 Preliminary work undertaken by the Trust has confirmed that these allocations could feasibly accommodate some development without causing significant harm to heritage assets and other interests of acknowledged importance. However, further work will be required to assess in detail what would be acceptable with regards to scale, layout and design principles. The proposed modifications to the policies establish a framework for this additional work to take place.

2.3 Historic England is concerned that the allocation of individual sites does not facilitate a holistic approach to the Estate, particularly in terms of how development proposals sit alongside management and investment aspirations. The DHT also acknowledge that over time, other development proposals will come forward beyond those identified by the proposed allocations.

2.4 The policy modifications seek to set in place a mechanism that enables a whole-Estate approach, including a means for establishing a clear understanding of how income generated from one development will be used to secure the long-term future of agreed heritage assets. This is significant in terms of justifying development outside settlement boundaries which might otherwise be unacceptable in planning policy terms.

2.5 As such, the Parties agree that the best approach is to omit the allocations at Dartington Hall (Higher Barton), Foxhole and Woodland’s Yard and put in place a supportive policy framework that:

1. Acknowledges the important role that the Estate plays in the conservation of historic buildings and landscape as well as the development of a sustainable rural economy and in delivering social benefits; and

2. Recognises that the preparation of an Estate Framework may be able to demonstrate particular material considerations that justify development outside settlement boundaries, including the need for development to generate sufficient funds for operational/capital investment and a sustainable income stream for re-investment, including on heritage assets to provide for their long term use, and for repairs/maintenance that will sustain them in the long term and/or allow them to come back in to use.

2.6 The Estate Framework will combine both spatial and business elements building on in-house review and strategic development during 2016-17 with the aim of providing a comprehensive plan for how the Trust will organise its current and future buildings and outline the infrastructure and services that will be provided. It will also outline how income generated from development will be used to secure the long term future of heritage assets including plans for their long term use and provisions for repairs that will sustain them in the long term and/or allow them to come back in to use.

2.7 Importantly, the Estate Framework will provide the Trust with the confidence that once strategic decisions have been taken they can be delivered over time as part of an agreed comprehensive vision. The Trust will engage with Historic England and South Hams District Council, as the relevant LPA of the JLP Councils, to prepare the Estate Framework with a view
to it being endorsed by these Parties. The Trust operates in a transparent way and the Estate Framework will also be the subject of consultation with its Partners, other statutory consultees and the local community.

**Agreed Matters**

2.8 The potential further modifications arising from this SCG to the JLP are set out below. The JLP Councils acknowledge that these would be main modifications, and therefore it will be a matter for the Inspectors rather than the JLP Councils to require these modifications, should they consider that they are necessary for the soundness of the plan.

2.9 The parties agree that reference to Dartington Hall (Higher Barton), Foxhole and Woodland’s yard be deleted from the table at Policy TTV29 ’Site Allocations in the Smaller Towns and Key Villages’ as follows (deleted text shown as struck-through):

<table>
<thead>
<tr>
<th>Site</th>
<th>Proposal</th>
<th>Est. of housing provision/employment floorpsace</th>
<th>Things to be provided for by the development</th>
</tr>
</thead>
<tbody>
<tr>
<td>4</td>
<td>Dartington Hall (Higher Barton), Dartington</td>
<td>Mixed use – including homes, employment (Use Class B1) and commercial uses</td>
<td>20 homes (no net increase in employment)</td>
</tr>
<tr>
<td>5</td>
<td>Foxhole, Dartington</td>
<td>Mixed use – including homes, with retention of retail, commercial and employment (Use Class B1).</td>
<td>130 homes (no net increase in employment)</td>
</tr>
<tr>
<td>10</td>
<td>Woodland’s Yard, Dartington</td>
<td>Employment (Use Class B1b,c, B2, B8)</td>
<td>5,500 sq.m. employment floorpsace</td>
</tr>
</tbody>
</table>
2.10 The parties agree that the wording of the new policy is as detailed below. There is, however, disagreement between the Councils and HE about whether the new policy references an approximate number or range of houses which could potentially be accommodated across the Estate. The preference of the Councils is for the policy to reference capacity for circa 120 dwellings. Whilst HE accepts that there is potential for housing on the Estate, it considers that the policy should not include a reference to housing numbers because there is no evidence base to support this level of development and capacity should be determined through the Estate Framework process. We would like to briefly discuss this matter with the Inspectors at the appropriate Hearing Session.

The preferred wording of the Councils is:

**Policy [xx] The Dartington Hall Estate**

Developed at the Dartington Hall Estate (within the boundaries defined on the Policies Map), including in the order of 120 dwellings at Foxhole and Higher Barton, will be supported as a means of securing its long term future and to ensure the conservation of its historic buildings and landscape, where it is brought forward in line with an endorsed Estate Framework and other policies in this Plan. The Estate Framework, which will be periodically reviewed, will identify:

a The need for the development and how it will help to achieve the long-term sustainability of the Estate including the future of its historic buildings and landscape without causing harmful fragmentation of the historic entity.

b The physical, economic and environmental context.

c The significance of heritage assets within the Estate together with an overarching assessment of their condition and vulnerability now and in the future and setting out solutions for how they will be sustained, re-used, conserved and enhanced with identified priorities for investment.

d Development principles to underpin future development proposals, the broad areas for development, the type of uses proposed, and how these developments will assist in the conservation of the heritage assets identified in the framework as vulnerable or will deliver other justifiable public benefits.

e An estate-wide transport, movement and parking strategy.

Planning applications for development will be required to demonstrate the following where relevant and appropriate to the scale and nature of the proposal:

1. How the proposal complies with the Estate Framework.
2. How the proposal addresses sustainable development by achieving economic, social and environmental gains.
3. Planning applications for the development of sites within the Estate that are outside settlement boundaries should clearly demonstrate how they are contributing to securing key environmental or cultural objectives of the Trust, such as contributing financially to the reuse/repair of heritage assets.
4. Where the proposal could affect the significance of a designated heritage asset, whether as a result of works to the asset or within its setting, how the development will help to secure the long term viable use of the asset and enhance the positive contribution that the asset or its setting makes, or otherwise will deliver justifiable public benefits.
5. How the proposal will make a positive contribution to heritage settings and to the wider distinctiveness and character of the Estate and its landscape.

6. That an archaeological assessment has been undertaken to inform and guide the development proposal.

7. That a full assessment of the potential ecological impacts of the proposed development has been undertaken (including greater horseshoe bats), and, where appropriate, a mitigation plan has been prepared.

8. How design standards ensure that the special architectural, historic, archaeological and artistic qualities of the Estate are retained.

9. The implementation of an appropriate boundary treatment in order to retain the rural character of the wider Estate landscape.

The preferred wording proposed by HE and the Trust is:

**Policy [xx] The Dartington Hall Estate**

Development at the Dartington Hall Estate (within the boundaries defined on the Policies Map) will be supported as a means of securing its long term future and to ensure the conservation of its historic buildings and landscape, where it is brought forward in line with an endorsed Estate Framework and other policies in this Plan. The Estate Framework, which will be periodically reviewed, will identify:

a. The need for the development and how it will help to achieve the long-term sustainability of the Estate including the future of its historic buildings and landscape without causing harmful fragmentation of the historic entity.

b. The physical, economic and environmental context.

c. The significance of heritage assets within the Estate together with an overarching assessment of their condition and vulnerability now and in the future and setting out solutions for how they will be sustained, re-used, conserved and enhanced with identified priorities for investment.

d. Development principles to underpin future development proposals, the broad areas for development, the type of uses proposed, and how these developments will assist in the conservation of the heritage assets identified in the framework as vulnerable or will deliver other justifiable public benefits.

e. An estate-wide transport, movement and parking strategy.

Planning applications for development will be required to demonstrate the following where relevant and appropriate to the scale and nature of the proposal:

1. How the proposal complies with the Estate Framework.

2. How the proposal addresses sustainable development by achieving economic, social and environmental gains.

3. Planning applications for the development of sites within the Estate that are outside settlement boundaries should clearly demonstrate how they are contributing to securing key environmental or cultural objectives of the Trust, such as contributing financially to the reuse/repair of heritage assets.
4. Where the proposal could affect the significance of a designated heritage asset, whether as a result of works to the asset or within its setting, how the development will help to secure the long term viable use of the asset and enhance the positive contribution that the asset or its setting makes, or otherwise will deliver justifiable public benefits.

5. How the proposal will make a positive contribution to heritage settings and to the wider distinctiveness and character of the Estate and its landscape.

6. That an archaeological assessment has been undertaken to inform and guide the development proposal.

7. That a full assessment of the potential ecological impacts of the proposed development has been undertaken (including greater horseshoe bats), and, where appropriate, a mitigation plan has been prepared.

8. How design standards ensure that the special architectural, historic, archaeological and artistic qualities of the Estate are retained.

9. The implementation of an appropriate boundary treatment in order to retain the rural character of the wider Estate landscape.

Explanatory Text

The Dartington Hall Estate is a major local employer which provides significant social and economic benefits. It is also an internationally important heritage ensemble, incorporating 42 listed buildings (including the Grade I listed Hall), 4 scheduled monuments and a Grade II* historic park and garden.

The Dartington Hall Trust, as a charitable organisation responsible for the management of the Estate, has a strong innovation agenda and undertakes many educational and research projects of national interest. It also has an important role to play in the conservation of historic buildings and landscape.

The Councils acknowledge the special heritage and landscape qualities of the Estate and the unique role that it and the Trust play in the social and economic life of the parish, Totnes and the region. This Policy, therefore, seeks to support the role of the Dartington Hall Estate and recognises that an Estate Framework may be able to demonstrate material considerations that justify development outside the settlement boundary. This includes the need for housing and commercial development to generate long term funding streams for re-investment in vulnerable or deteriorating heritage assets.

The Policy requires that individual projects requiring planning permission are brought forward within the context of an Estate Framework which would clearly assess the impacts of development and explain how such development can contribute to the long-term sustainability of the Estate, including the future of its historic buildings and landscape. Importantly, the Estate Framework will provide the Trust with the confidence that once strategic decisions have been taken they can be delivered over time as part of an agreed comprehensive vision. The Trust will engage with Historic England and South Hams District Council, as the relevant LPA of the JLP Councils, to prepare the Estate Framework with a view to it being endorsed by these Parties. It will also be the subject of consultation with its Partners, other statutory consultees and the local community.
It is anticipated that the Estate Framework will demonstrate how the core estate could support in the region of 150 new homes with a range of other uses as part of a sustainable growth strategy including employment, retail, learning and tourism/leisure opportunities. The main focus for enhancement and development will likely be at Foxhole, The Shops, Higher Barton, Woodlands Yard, Old Postern and Aller Park and adjacent land. The core estate’s capacity to accommodate future development will, however, need to be tested and justified through the preparation of the Estate Framework. This represents a positive strategy for the ongoing conservation, enhancement and enjoyment of this historic environment. The Estate Framework will be reviewed and revised at agreed intervals, with updated versions being subject to endorsement by the same Parties.

Should development proposals be promoted beyond those identified in the Estate Framework, these will be considered in light of points 1 to 9 in Policy [xx], where relevant and appropriate to the scale and nature of the development proposed and other policies within the Joint Local Plan.
### Off Campus Allocations

The parties agree that the policy wording for the Broom Park and Dartington Lane allocations are sound but have suggested minor modifications as per the text below in order to provide further clarity on heritage issues, which can be addressed at the planning application stage. There are no heritage issues arising from the allocation of Sawmills Field (deleted text shown as struck-through and revised text show in italic):

**Broom Park**

<table>
<thead>
<tr>
<th>Site</th>
<th>Proposal</th>
<th>Est. of housing provision/employment floorpsace</th>
<th>Things to be provided for by the development</th>
</tr>
</thead>
</table>
| 7    | Broom Park, Dartington | Housing | 80 homes | 1. Footpath and cycle access to the main road, connecting to the NCN and on towards the village centre.  
2. An overall site layout and design that respects the setting of the existing housing at Broom Park.  
3. Retention and future management of the hedgerow along the western boundary.  
4. Additional strategic landscaping on the western side of the site to soften the edges of the development onto the undeveloped countryside beyond.  
5. Appropriate flood risk mitigation measures.  
6. Acceptable impact on the setting of St Mary's Church to the east, which necessitates both strategic landscaping that is sensitive to this context as well as an appropriate extent, scale, layout, design and materials.  
6. Great weight will be given to conserving and enhancing the significance of St Mary’s Church to the east, including the contribution made to that significance by its setting. That will necessitate strategic landscaping that is sensitive to this context, as well as an appropriate extent, scale, layout, design and materials to mitigate any harm. |

**Sawmills Field**

<table>
<thead>
<tr>
<th>Site</th>
<th>Proposal</th>
<th>Est. of housing provision/employment floorpsace</th>
<th>Things to be provided for by the development</th>
</tr>
</thead>
<tbody>
<tr>
<td>9</td>
<td>Sawmills Field, Dartington</td>
<td>Housing</td>
<td>40 homes</td>
</tr>
</tbody>
</table>
village centre and National Cycle Network.
2. Retention and future management of the hedgerow along the western boundary and of the tree-belt on the northern part of the site.
3. Additional strategic landscaping to the western site boundary to soften the edges of the development onto the undeveloped countryside.
4. Provision of locally distinctive frontages onto movement routes, especially the main A385.

<table>
<thead>
<tr>
<th>Site</th>
<th>Proposal</th>
<th>Est. of housing provision/employment floorpsace</th>
<th>Things to be provided for by the development</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dartington Lane</td>
<td>Housing</td>
<td>45 homes</td>
<td>a. Sensitive and high quality design which conserves and enhances the heritage assets.</td>
</tr>
</tbody>
</table>
## Signatories

### Signed on behalf of the JLP Councils

<table>
<thead>
<tr>
<th>Name and position</th>
<th>Signature</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Richard Grant</td>
<td></td>
<td>23 February 2018</td>
</tr>
<tr>
<td>Local Planning Manager</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Signed on behalf of Historic England

<table>
<thead>
<tr>
<th>Name and position</th>
<th>Signature</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ross Simmonds</td>
<td></td>
<td>23 February 2018</td>
</tr>
<tr>
<td>Planning Directorate Lead, South West</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

### Signed by Lichfields on behalf of the Dartington Trust

<table>
<thead>
<tr>
<th>Name and position</th>
<th>Signature</th>
<th>Date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sophie White</td>
<td></td>
<td>23 February 2018</td>
</tr>
<tr>
<td>Planning Director</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Appendix 1
Figure 1: Policy [x]
The Dartington Hall Estate Development Framework