



**Dartmoor National Park Authority
Local Development Framework
Core Strategy Development Plan Document
2006 - 2026**



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Adopted Version

June 2008

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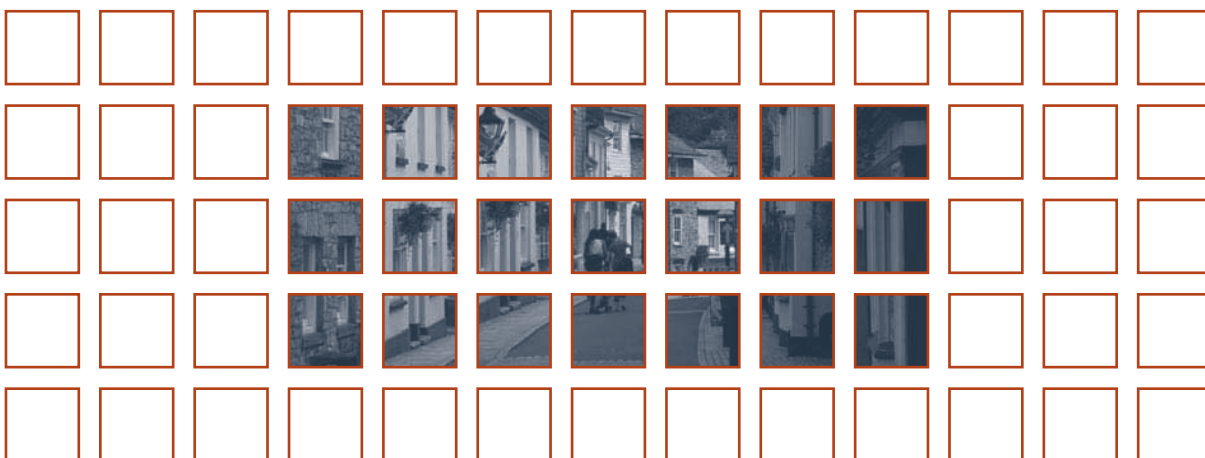
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Part 1 - Introduction

Part 1 - Introduction



Background

1.1

The *Planning and Compulsory Purchase Act 2004* introduced a new system for development plans in England and new procedures for their preparation. The old system, comprising regional planning guidance at regional level, structure plans at county level and local plans at local authority level, has been replaced. The new system comprises regional spatial strategies (RSSs), produced by regional planning bodies, and local development frameworks (LDFs) produced by local planning authorities.

1.2

Local development frameworks comprise a series of planning documents known as *Local Development Documents* (LDDs). Some will be *Development Plan Documents* (DPDs) and along with the *Regional Spatial Strategy for the South West* will form the statutory development plan for Dartmoor National Park. The development plan provides the essential framework for making decisions on proposals for development or change of use. It can also set out specific proposals for new development needed within the National Park. The Dartmoor National Park Authority intends to produce the following DPDs:

- ◆ *Core Strategy*
- ◆ *Generic Development Control and Site Specific Policies*
- ◆ *Minerals & Waste Development Policies*

1.3

A Proposals Map will show the extent of all those policies with specific geographic attributes. The Authority also intends to prepare a *Supplementary Planning Document* (SPD) covering Design Guidance. A *Local Development Scheme* sets out all the LDDs and the timetable for their preparation.

1.4

A *Statement of Community Involvement* (SCI) is part of the portfolio of documents forming the LDF. The SCI sets out how the National Park Authority will involve the public in plan making and in development control. The LDF also includes an *Annual Monitoring Report*, which charts progress on preparing the LDF and shows whether planning policies are effective in achieving their objectives.

1.5

In October 2004, the *Devon Structure Plan 2001-2016*¹ (DSP) was adopted by the four Structure Plan Authorities². It sets out strategic policies for development within the County. The 2004 Act provides for the Structure Plan's policies and proposals to be 'saved' for three years.

The Secretary of State has directed that the Structure Plan policies will be saved for an extended period, until the RSS is approved in summer 2008, although some policies may need to be saved even beyond that time.

1.6

The existing *Dartmoor National Park Local Plan First Review 1995-2011* was adopted in August 2004 and currently provides detailed local planning policies for the National Park. Similarly, this Plan is 'saved' under the 2004 Act. Some of the policies in the Local Plan have been replaced by policies in the adopted Core Strategy, with the remaining policies replaced by those in the other development plan documents that the Authority intends to produce (see Annex 1). As with DSP policies, the Secretary of State has directed that the policies and proposals of the Local Plan be saved for an extended period.

What is a Core Strategy?

1.7

A core strategy is a development plan document that establishes the broad aims for spatial development in a local authority area and defines the overarching policies needed to help achieve those aims. The spatial development aims cover the main land use sectors, such as housing, transport and tourism along with newer themes such as tranquillity and social exclusion and are integrated in support of the principal aim of planning – sustainable development.

1.8

The Dartmoor National Park Authority's Core Strategy is a document setting out the overall vision and spatial strategy for promoting sustainable development in Dartmoor National Park over the period 2006 to 2026. It:

- ◆ sets out a vision for a 'Sustainable Dartmoor National Park', consistent with the statutory purposes and duty set out in the *Environment Act 1995* and the core principles of

sustainability in national, regional and local guidance;

- ◆ defines Key Sustainability Objectives and Spatial Planning Aims;
- ◆ provides strategic policies to secure the environmental, economic and social well-being of the local communities in the National Park;
- ◆ gives spatial expression to the issues emerging from the Community Strategies that cover the National Park;
- ◆ includes a Key Diagram showing among other things, strategic settlement hierarchy and linkages and key transportation elements.

The document is designed and intended to be read as a whole.

1.9

The Core Strategy must conform to national planning policies and guidance, the *Regional Planning Guidance for the South West* (RPG10, Sep 2001) and the emerging *Regional Spatial Strategy for the South West*, and the saved policies of the *Devon Structure Plan 2001-2016*. It must have regard to the Devon, Mid Devon, South Hams, Teignbridge and West Devon Community Strategies.

1.10

The current *Dartmoor National Park Local Plan* was the principal starting point for the production of this document. Scoping work undertaken as part of the Sustainability Appraisal/Strategic Environmental Assessment³ (SA/SEA) of the Core Strategy looked at the existing Local Plan policies against a wide range of sustainability and environmental objectives. That process highlighted some policy areas that needed to be re-examined and also raised new issues that needed to be focused on.

- 1 DCC (October 2004) *Devon to 2016, Explanatory Memorandum and Written Statement*
- 2 The Structure Plan Authorities in Devon are Devon County Council, Dartmoor National Park Authority, Plymouth City Council and Torbay Council.
- 3 Paragraph 2.10 of this document gives more information on SA/SEA.

The characteristics of spatial planning

1.11

The new development plans system is designed to embrace a wider definition of land-use planning than in the past. The key characteristics of spatial planning and the new system are:

- ◆ it is concerned with places, how they function and how they relate together; and how good design in the widest sense can be achieved
- ◆ there is a focus on managing change to secure the best achievable quality of life for all in the community without squandering scarce resources or damaging the environment
- ◆ encouragement for the local planning authority and other agencies to work together and coordinate their activities to achieve agreed objectives.

1.12

The following definition is taken from an ODPM⁴ publication:

'Whilst there is no single definition of spatial planning, it is possible to identify six principles in relation to local development frameworks.

Spatial planning can instil an approach to planmaking that is:

- ◆ **visionary** - *setting out a clear, distinctive and realistic vision of how an area will develop and change;*
- ◆ **wide-ranging** - *going beyond a narrow land-use focus to provide a mechanism for delivering sustainable development objectives by addressing social, environmental and economic issues and relating them to the use of land;*
- ◆ **participative** - *based on strengthened mechanisms for community involvement to consider the needs, issues and aspirations of communities and stakeholders within an area, to provide a basis for making difficult choices and to build*

commitment to delivery;

- ◆ **integrating** - *an integrated approach which informs, takes account of and helps deliver other strategies and policy;*
- ◆ **responsive** - *a flexible approach, informed by monitoring, that can respond to developments in wider policy, degree of progress with implementation, development pressures and changes on the ground; and*
- ◆ **deliverable** - *focusing on implementation, setting out delivery mechanisms, including development control, and identifying how the plan will be delivered with and through other organisations with the powers and resources to make a difference.'*

The Core Strategy is one of the key elements in helping to promote these aspirations through the planning framework for sustainable development in the Dartmoor National Park in the period to 2026.

1.13

The Government has set out its objectives for the planning system. Planning Policy Statement (PPS)¹⁵ says: *'Planning should facilitate and promote sustainable and inclusive patterns of urban and rural development by:*

- ◆ *making suitable land available for development in line with economic, social and environmental objectives to improve people's quality of life;*
- ◆ *contributing to sustainable economic development;*
- ◆ *protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities;*
- ◆ *ensuring high quality development through good and inclusive design, and the efficient use of resources; and*

⁴ ODPM (2004) *Creating Local Development Frameworks - A Companion Guide to PPS12*. HMSO [Para 2.3]

⁵ ODPM (2005) *Planning Policy Statement (PPS) 1: Delivering Sustainable Development*.

- ◆ *ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.'*

How the Core Strategy was prepared

1.14

The Core Strategy *Issues and Options* report was published for public consultation in October 2005.

A wide-ranging consultation exercise was undertaken based on the approach set out in the *Statement of Community Involvement*. Fifty organisations and individuals responded to the consultation, and two hundred people attended village consultation days. A *Sustainability Appraisal/Strategic Environmental Assessment Report (SA/SEA)* was published at the same time.

1.15

The public feedback on the issues and options, the SA/SEA report and a range of other evidence were all considered in preparing the *Preferred Options* version of the Core Strategy. The Preferred Options document was published for public consultation in mid-September 2006. Over the course of the consultation period, local consultation events were held in 12 towns and villages around the National Park, which attracted in excess of 400 people. Eighty-eight organisations and individuals responded to the consultation round. A SEA/SA report on the preferred options document was also published.

1.16

After consideration of the consultation response and other evidence, including the recommendations of the SEA/SA report, the Authority endorsed the set of core policies and vision statement at its meeting held on 4 May 2007 as the basis for the *Submission Version* of the Core Strategy.

The *Submission Version* is the National Park Authority's formal version of the Core Strategy. It was submitted to the Secretary of State in June 2007. It was subsequently examined by an inspector appointed by the Planning Inspectorate. Following the public examination, the inspector produced his report in February 2008, the conclusions of which are binding on the Authority.

Part 2 - Sustainable development and National Park purposes

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Sustainable development

2.1

A fundamental aim of the Dartmoor National Park Core Strategy is to ensure that spatial development in the National Park is sustainable. The *Planning and Compulsory Purchase Act 2004* established sustainable development as a principal aim of planning. Section 39 of the Act states:

'any person or any body which exercises any function in relation to local development documents must exercise the function with the objective of contributing to the achievement of sustainable development.'

The Brundtland Report of 1987 focused international attention on the importance of sustainable development. In its response, the UK Government summarised sustainable development as:

'Ensuring everyone has a better quality of life without compromising the quality of life of future generations.'

2.2

In its 2005 strategy for sustainable development⁶, the UK Government defined five principles:

- ◆ living within environmental limits
- ◆ achieving a sustainable economy
- ◆ promoting good governance

- ◆ using sound science responsibly
- ◆ ensuring a strong, healthy and just society.

The strategy also identified four shared priority areas for immediate action:

- 1) sustainable consumption and production
- 2) climate change and energy
- 3) natural resource protection and environmental enhancement
- 4) sustainable communities.

2.3

Planning Policy Statement 1 (see paragraph 1.13) sets out overarching national planning policies for the delivery of sustainable development. In order to give more guidance on how local development documents should respond to climate change, a planning policy statement (consultation draft) on climate change was published in December 2006. Among other things, the statement indicates how policy can address climate change mitigation and adaptation priorities.

⁶ Defra (2005) *Securing the Future - UK Government Sustainable Development Strategy*

National Park purposes and sustainable development

2.4

Two statutory purposes of National Park designation were set out in the *National Parks and Access to the Countryside Act 1949*. The purposes were amended by the *Environment Act 1995* to the following:

to conserve and enhance the natural beauty, wildlife and cultural heritage (of the National Parks); and

to promote opportunities for the understanding and enjoyment of the special qualities (of the National Parks) by the public.

The 1995 Act also states that, in pursuing National Park purposes, National Park Authorities have a duty:

to seek to foster the economic and social well-being of local communities (within the National Park) by working closely with the agencies and local authorities responsible for these matters.

The integration of the two National Park purposes and the socio-economic duty ensures that sustainability principles must underpin the work of the National Park Authorities.

2.5

National Parks have been confirmed by the Government as having the highest status of protection in relation to landscape and scenic beauty and the statutory purposes help ensure their continued protection. Section 62 of the *Environment Act 1995* amended the 1949 legislation and placed a general statutory duty on all relevant authorities⁷ requiring them to have regard to National Park purposes. This ensures that relevant authorities take account of these purposes when coming to decisions or carrying out their activities relating to or affecting land within the National Parks. It acknowledges that the fulfilment of protected area purposes rests not only with the National Park authorities but also relies on effective collaborative working to deliver National Park purposes and achieve sustainable development.

2.6

Under the 1995 Act, the National Park Authority has to prepare a Management Plan, which is the single most important document for the National Park. The *Defra Review of the English National Park Authorities* (July 2002) stated in recommendation 19:

ii) *the National Park Management Plan should be given renewed importance in Government policy advice – providing the long term policy framework for action to further Park purposes.*

The Management Plan is the overarching strategic document for the National Park, co-ordinating and integrating other plans, strategies and actions. It indicates how National Park purposes and the associated duty will be delivered through sustainable development. The Management Plan is a plan for the National Park and not just the National Park Authority; it is for all those people and organisations that have influence over the future of the National Park. At the same time that this Core Strategy had been in preparation, work on a review of the 2001 Management Plan had also been in hand. Opportunities were taken to consider the Core Strategy within the emerging ambitions of the Management Plan. In particular, this Strategy has embodied the vision statement that has been developed for the Management Plan Review. It also attempts to reflect the land use implications of the themes set out in the Review, such as climate change, social inclusion and the need to encourage a living and working landscape.

The National Park's special qualities

2.7

The second National Park purpose, as amended by the *Environment Act 1995*, is:

'to promote opportunities for the understanding and enjoyment of the special qualities (of the National Parks) by the public'.

⁷ Any Minister of the Crown, any public body, any statutory undertaker, or any person holding public office

As part of the process of preparing the *Dartmoor National Park Management Plan 2007-2012*, a wide ranging public consultation was undertaken, which led to these **special qualities** being identified:

- ◆ Dartmoor's imposing bulk
- ◆ extensive and open moorland
- ◆ the granite bedrock of the high central plateaux
- ◆ granite as the dominant building material
- ◆ a metamorphic aureole around the edge of the granite mass
- ◆ weather - often harsh and unforgiving
- ◆ strong rural communities
- ◆ traditional farming practices
- ◆ the catchment area for most of the rivers of Devon
- ◆ a unique assemblage of wildlife
- ◆ one of the most important collections of archaeological landscapes in Western Europe
- ◆ an area where it is possible to find absolute peace
- ◆ a timeless and unspoilt place
- ◆ an inspirational landscape.

These special qualities command wide support and they set out clearly those tangible and intangible assets that the National Park Authority should help people understand and enjoy and which planning should aim to conserve and enhance.

2.8

Reflecting the purposes and duty, the *Devon Structure Plan* contains a core strategic policy against which the acceptability of development within the Dartmoor National Park will be judged:

Devon Structure Plan Policy CO2
In Dartmoor National Park, the conservation and enhancement of the natural beauty, wildlife and cultural heritage will be given priority over other considerations in the determination of development proposals. Development will only be provided for where it would:

1. **conserve and enhance the natural beauty, wildlife and cultural heritage of the Park; or**
2. **promote the understanding and enjoyment of the special qualities**

of the Park; or

3. **foster the social or economic well-being of the communities within the Park provided that such development is compatible with the pursuit of National Park purposes. Particular care will also be taken to ensure that no development is permitted outside Dartmoor or Exmoor National Parks which would damage their natural beauty, character and special qualities or otherwise prejudice the achievement of National Park purposes.**

2.9

Devon Structure Plan policy CO2 and predecessor policies in earlier Structure Plans have been crucial in establishing the overall principles for development within Dartmoor National Park. To ensure the continuity of these well-established and widely accepted principles, the South West Regional Assembly (SWRA) has included a policy (ENV3) in the draft *Regional Spatial Strategy*.

Sustainability Appraisal and Strategic Environmental Assessment

2.10

All development plan documents are now subject to Sustainability Appraisal (SA), which incorporates the requirements of Strategic Environmental Assessment (SEA) under EU Directive 2001/42/EC. This is to determine to what extent the aims, objectives, policies or proposals provide for sustainable development and whether they will have any adverse effects on environmental interests. A set of sustainability objectives has been defined to assist with the SA assessment. Those objectives, which are set out below, were formulated through joint working with partners and stakeholders at the scoping stage of the SA programme. They seek to formulate the principles for sustainable development within a Dartmoor National Park context and they will be used to set the scope of the policies in this Strategy.

Sustainability Objectives

1 Landscape and environment

To protect the special qualities and natural beauty of the Dartmoor National Park.

2 Sustainable management of flood risk

To manage flood risks sustainably, recognising the role of land use in reducing flood risks.

3 Biodiversity

To conserve, protect and enhance the habitats and aquatic and terrestrial biodiversity.

4 Built environment

To enhance the attractiveness and local distinctiveness of the built environment by raising the quality of design and sustainable construction.

5 Historic environment

To conserve, protect and enhance sites, areas and buildings and landmarks of archaeological, historic, cultural and/or architectural interest.

6 Land resources

To concentrate and diversify development by optimising the use of previously developed land, infrastructure, under-used land and vacant properties.

7 Sustainable resource use

To reduce the consumption of non-renewable sources of energy, water and minerals.

8 Water quality

To protect and improve water quality.

9 Waste

To reduce the amount of waste generated within the National Park and to minimise the environmental effects of waste disposal.

10 Sustainable transport

To reduce traffic congestion and noise, and improve safety, health and air quality by reducing the need to travel, especially by car.

11 Economy

To promote sustainable economic growth, particularly of key business sectors, and to utilise employment land and premises effectively and efficiently.

12 Education and employment

To enable all residents to share in growing prosperity by improving access to training, education and job opportunities.

13 Housing

To ensure that all of the National Park's residents have access to good quality, affordable housing.

14 Community health, safety and well-being

To safeguard and improve community health, safety and well-being.

15 Village centres

To strengthen the role of village centres to reduce the amount that people need to travel.

16 Inclusiveness and participation

To take account of the needs of all sectors of the community in the planning and design of new development.

Community Strategies

2.11

One of the aims of the new development plans system is to embody the land use components of the community strategies prepared by local strategic partnerships. Community strategies were established under the *Local Government Act 2000*, which required local authorities (but not National Park Authorities) to draw up a community strategy 'for promoting or improving the economic, social and environmental well-being of their area and contributing to the achievement of sustainable development in the United Kingdom'⁸. The Local Government White Paper *Strong and Prosperous Communities (DCLG, October 2006)* looks to reshaped 'Sustainable Community Strategies' as crucial in creating sustainable development at the local level. The following themes have come from the Devon County, South Hams, Teignbridge, West Devon and Mid Devon Community Strategies and are shared by them:

Community Strategy Themes

Access and transport:

- ◆ improving travel choices;
- ◆ providing for day-to-day living needs without the necessity for private transport;
- ◆ developing community transport;
- ◆ improving traffic management, car parking provision and road safety.

Business and employment:

- ◆ promoting business and employment opportunities;
- ◆ encouraging sustainable wealth creation;
- ◆ supporting existing businesses;
- ◆ retaining expanding local businesses.

Communications:

- ◆ providing better communication and information systems;
- ◆ improving access to internet resources.

Community development:

- ◆ building community identity;
- ◆ assisting social inclusion;
- ◆ providing good public and community buildings.

Healthy living:

- ◆ improving access to healthcare and social care;
- ◆ building caring communities;
- ◆ reducing isolation.

Learning and skills:

- ◆ delivering good quality educational resources;
- ◆ improving life chances, the scope for cultural activities and lifelong learning.

Leisure and recreation:

- ◆ providing good public open spaces, leisure and recreational opportunities.

Protecting and enhancing the environment:

- ◆ encouraging clean, green and safe homes and businesses.

Meeting people's needs:

- ◆ improving facilities for young people;
- ◆ investing in children and young people.

Safer places to live:

- ◆ improving community safety;
- ◆ reducing litter and vandalism.

Community support:

- ◆ supporting voluntary and community organisations;
- ◆ encouraging volunteering.

Homes for all:

- ◆ providing for the needs of young people and the elderly;
- ◆ improving the supply of affordable housing;
- ◆ building homes for the future.

⁸ Part 1, Section 4 Local Government Act 2000

2.12

The following sustainable development policy combines national, regional and local objectives and priorities in order to guide development in Dartmoor National Park. It will underpin the whole LDF, and sets out fundamental criteria that will be used to assess all development proposals that come forward.

Core Strategy sustainable development policy

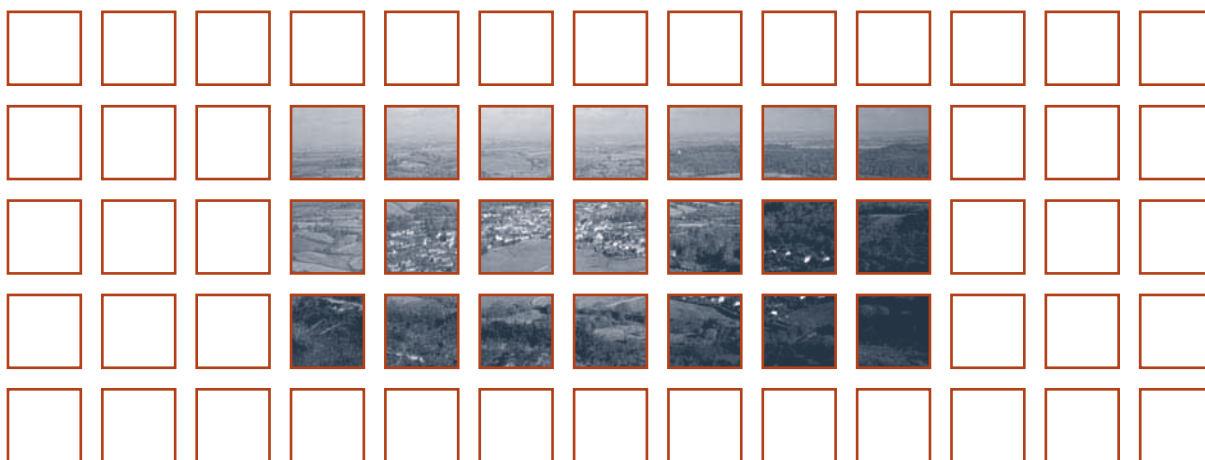
Policy COR1

In order to ensure that development within the Dartmoor National Park is undertaken in a sustainable manner, the following considerations should be taken into account:

- a) the need to make efficient use of land and infrastructure;
- b) the conservation of scarce resources and the reduction of waste;
- c) the promotion of the health, safety, economic and social well-being and access to services opportunities of the local population;
- d) support for the socio-economic vitality of the National Park;
- e) the conservation of the quality and quantity of natural resources including water, air, soils, geodiversity and biodiversity;
- f) allowance for the natural drainage of surface water;
- g) the provision of high quality design and construction;
- h) respect for and enhancement of the character, quality and tranquillity of local landscapes and the wider countryside;
- i) the need to sustain the local distinctiveness, character, townscape, and the setting of settlements;
- j) the need to conserve or enhance important historic and cultural features;
- k) the provision of essential services to the public;
- l) the accessibility by the public via public transport, cycle or foot to destinations in daily life;
- m) the avoidance of new development and a reduction in vulnerability of redevelopment carried out within medium to high risk flood zones.

Part 3 - A spatial vision for Dartmoor National Park and core strategic aims

Part 3 - A spatial vision for Dartmoor National Park and core strategic aims



Introduction

3.1

This chapter sets out key characteristics of Dartmoor National Park. It highlights those issues that the Core Strategy should seek to address and puts forward a vision of Dartmoor to give motivation to the strategic approach.

River valleys with oak woodland are a dominant feature. Half of the National Park is land over 300m elevation, and levels of rainfall are much higher than in the surrounding countryside. Large areas of blanket bogs on the moor feed the principal Dartmoor rivers - the East and West Okement, Taw, Teign, Dart, Avon, Yealm, Erme, and Plym. Bogs are important as water and carbon stores. Dartmoor has historically provided water for drinking and industrial uses and still supplies local service networks via a number of reservoirs.

A spatial portrait of the Dartmoor National Park

3.2

Covering an area of 368 square miles (953 square km), Dartmoor National Park is the largest semi-natural upland area in the south of England and is a dominant feature in the Devon landscape. It is a unique and special landscape offering experiences and qualities that are valued by local people and visitors alike.

Quarrying takes place to the north of the National Park, at Meldon, providing rail ballast mainly, and to the south-east near Ashburton to supply limestone aggregate. Smaller quarries provide building and decorative stone. The area of land with permission for minerals working currently extends to 174ha.

The dominant character of Dartmoor derives from the semi-natural open area of grass, heath and gorse moorland lying on its granite core and covering around half of the entire area of the National Park. Conifer plantations also cover large areas and along with other woodland means that around 10% of the total National Park area is under tree cover. Inbye farmland forms a mantle of small fields set around the high moor.

Sheep and cattle rearing forms the core of Dartmoor's farming industry; arable production is very limited. The small scale and upland type of farming on Dartmoor means that agricultural incomes are constrained. Diversification, into such areas as farm tourism and local food initiatives, has played a part in raising farm incomes. The ESA scheme and now environmental stewardship schemes are helping to focus investment on the biodiversity and cultural heritage components of the farmed landscape.

Dartmoor is important for its unique and rich wildlife. Its location, geomorphology and a lack of intensive farming practices have combined to provide a wide range of habitats of international, national, regional and local importance, with an exceptional diversity of species. Special Areas of Conservation cover 25,400ha of the National Park. There are also 42 Sites of Special Scientific Interest, extending to 26,188ha, and four National Nature Reserves.

Dartmoor also has a rich archaeological and historic heritage; with a timeline of human activity extending back 10,000 years. There are above ground remains dating back to the late Neolithic and early Bronze Age; the National Park contains the largest concentration of Bronze Age remains in the United Kingdom. While there are over 17,500 items on the Historic Environment Record, only 1,206 are afforded protection as Scheduled Ancient Monuments. Industrial activity of the medieval and later periods (tin working, stone cutting and peat cutting) and medieval farming remains are also well represented. Most towns and villages were established in medieval times and many still display evidence from that period in their buildings and layout. Twenty-two towns and villages in Dartmoor have Conservation Areas. There are 2,734 listed buildings, 58 being at Grade I and 192 buildings at Grade II*.

Dartmoor provides a wealth of opportunities for outdoor recreation and it was in part because of those opportunities that that Dartmoor was designated as a National Park in 1951. There are 723km of public rights of way and 50,000ha of land open to the public. Military training on Dartmoor means that public access must be denied to up to 9,487 ha of moor at times when live firing is programmed. Many millions of visitors come to the National Park every year, some as day visitors and others staying overnight and spending by visitors is an important part of the local economy.

The 2001 Census showed a total population of 33,552 in 13,750 households. Most people live in the towns and villages, but there are only two towns more than 3,000 in population - Ashburton and Buckfastleigh. Other places such as Chagford, Horrabridge, Moretonhampstead, Princetown, Yelverton and South Brent have between 1,000 and 2,500 residents. There are however many other villages with active communities even with population levels below 1,000. Compared with Devon County as a whole, there are fewer people in the younger age groups (0-44) with proportionately more in the higher age ranges (45+). Although farming is still a vital part of the economy, culture and environment of Dartmoor it contributes only around 3% to the gross added value generated within the National Park. However, it is vital in helping to sustain the landscape qualities of the National Park. The biggest sectors in the economy are real estate and professional services, retail and wholesale distribution, and hotels and catering. The rate of self employment is high compared with Devon and the south west region, reflecting numbers in employment in agriculture and the professional and service businesses. Unemployment rates are consistently lower than UK and Devon rates. Although unemployment is low, Dartmoor does suffer from other problems - seven (three-quarters) of the wards falling within the National Park are in the most deprived 25% in the ability to access housing and services. Relatively low levels of public transport and a correspondingly high dependence on private transport exacerbate the problems associated with access to services. High house prices combined with relatively low household incomes mean that access to accommodation is difficult for many people.

Issues, problems and challenges for the Core Strategy

3.3

The SA/SEA scoping report raised a number of issues that the Core Strategy should seek to address. Those issues were confirmed in the consultation work undertaken in preparing this document and they are set out below:

Environment issues

◆ **Climate change**

The Strategy will need to address ways in which vehicle journeys can be reduced and energy used more efficiently. Policy should promote the most appropriate ways of mitigating and adapting to climate change while conserving the National Park's special qualities. Renewable energy generation will have an important part to play, but not if the effect is to damage Dartmoor's special qualities.

◆ **Tranquillity**

There are many activities that impinge on the tranquillity of the National Park - increasing air traffic, higher levels of traffic on the trunk roads, military training and there are other factors, such as light pollution, that can also detract from the National Park's special qualities.

◆ **Land management**

The Core Strategy will need to enable the land based economy to grow and develop in ways that will conserve and enhance the environment and special qualities of the National Park. Farming is still a major force in helping to sustain the character of moorland and the inbye land.

◆ **Nature conservation and cultural heritage**

The challenge will be to conserve and enhance the cultural heritage, biodiversity and geodiversity of the National Park in the face of increasing demand for new development and in other places a lack of investment.

Social issues

◆ **Sustainable communities**

A key objective will be maintaining balanced, rural communities in remote rural locations. A principal concern will be sustaining and improving the level and range of social and community services, affordable housing for local needs and employment opportunities to enable the towns and villages to thrive.

◆ **Affordable housing for local needs**

The gap between house prices and what people can afford has widened considerably over recent years. Accessibility of housing has decreased and this has been exacerbated by a slow growth in the provision of social rented and other affordable housing. Particular groups such as young people, single parent families and those on average local wages are hit harder than others.

◆ **Social exclusion**

Poor access to transport either through low car ownership or poor access to public transport mean that the remoteness of much of Dartmoor remains a real problem for many people. Some communities are disadvantaged due to a lack of community services and facilities which intensifies isolation.

◆ **Health and well being**

Like other rural areas, Dartmoor has an ageing population and trends indicate that life expectancy will rise. The demand for health and care facilities will increase along with that

for housing that can accommodate or be adapted to meet the needs of the elderly. A healthy and safe living environment is essential, through good building design, public safety considerations, prevention of flood risk and pollution, noise reduction measures, and the provision of good public recreational and open space.

Economic issues

◆ Sustainable economic growth

One of the key issues is the encouragement of a sustainable and diverse economic base for Dartmoor, which is sensitive to environmental needs, and the aspirations of local communities. The scale of economic demands and capacity of settlements to absorb further development are important considerations.

◆ Transport

Low population density, the rural nature of most of the National Park and scattered settlements make it difficult to achieve a sustainable transport system. Increasing reliance on private transport is making its presence felt in intensifying congestion and traffic circulation problems, air pollution, road safety concerns and the quality of community life. Innovative techniques will be needed to reduce vehicular movements and deliver alternatives, such as cycle paths, better footpath networks, traffic management and community transport schemes.

◆ Tourism

Key areas of sensitivity are associated with tourism and recreational pressures relating to traffic congestion, animal welfare, and the lack of alternatives to private transport. However, tourism is an important component of the local economy. Ways must be sought to reduce adverse impacts and to devise ways in which tourism can be harnessed to boost the special qualities of Dartmoor.

Prudent use of resources issues

◆ Resource use

Lifestyle and consumption trends have generally resulted in increased demands on energy and material resources. Many of these factors are outside the influence of the Authority; others can be realigned in the direction of sustainability. There is generally a heightening of public awareness of these issues and a readiness to moderate lifestyles in response. Planning however can have a direct role in waste minimisation and recycling, energy efficiency and conservation through the use of locally produced renewable energy, reducing new mineral consumption and the promotion of the re-use of materials.

A spatial vision for the Dartmoor National Park

3.4

The vision for the Core Strategy is based on the vision for the *Dartmoor National Park Management Plan 2007-2012*, reflecting the strong linkages that exist between management of the National Park's resources and the way in which those resources are conserved and developed. It embodies the essential qualities of Dartmoor - a high quality and distinctive landscape, much visited, with a thriving local and working community. Aspirations for the National Park's Local Centres are also defined to aid the more detailed planning of those communities and their rural hinterlands.

The ancient Dartmoor landscape of deep valleys and rock-crested hills, long-established hill farms and the buried remains of Bronze Age settlements form a major component of the National Park's special qualities. From the blanket bogs and valley mires to the high moors, woodland and enclosed fields: Dartmoor National Park remains a unique and varied landscape, with habitats of international importance, an extraordinary range of wildlife and wide expanses of wildness.

At the same time it is a place where people live, work and play, with consequent competing demands on resources. Farming and tourism need to be encouraged and balanced, both to manage the landscape and to enable it to be enjoyed. The conservation of the ancient fabric of the towns, villages and farmsteads remains a high priority, as does the protection of the moor from creeping urbanisation, such as light pollution and highway infrastructure. A modest degree of expansion is desirable in the larger settlements, to accommodate new employment and to provide housing for a thriving local population. A responsible use of natural resources and a commitment to generating energy in sustainable ways must be fostered in order to minimise damage not only to Dartmoor but to the wider environment.

Crucial to the future is the relationship between the local communities and the National Park itself. Both the working economy and the National Park's cultural identity are vested in the local people. They provide the continuity, support and living heritage that make each place much more than a mere location on a map. This vision for Dartmoor National Park is therefore one of balance, in which both stability and change are beneficial to local people and visitors alike, and the special qualities of Dartmoor are preserved for future generations as well as for those who visit and live in the National Park today.

The vision for the National Park's larger settlements

3.5

The following sections set out vision statements for the National Park's Local Centres.

Ashburton

3.5.1

An ancient stannary town since 1285, historically its prosperity was based on tin mining and the woollen industry.

It has retained its medieval street layout and has a fine range of historic buildings. Today Ashburton is a thriving small town and District Centre offering a good range of services and a vibrant town centre with a selection of shops, cafes and pubs.

Ashburton's **vision** looks to:

- ◆ *sustain the vibrant local service economy*
- ◆ *enhance opportunities for business and commercial development*
- ◆ *improve parking and traffic management in the town centre*
- ◆ *provide a wider range of accommodation opportunities to meet the needs of local people*
- ◆ *conserve the town's distinctive character and heritage as a Stannary town.*

Buckfastleigh

3.5.2

The settlement is a historic woollen mill town on the southern boundary of the National Park. More recently, investment has been made in improving traffic management, highway enhancement and improving the condition of the existing building stock resulting in an attractive and accessible District Centre.

Buckfastleigh's **vision** looks to:

- ◆ *sustain and improve the range of local shops and services for the community and the tourist economy*
- ◆ *provide opportunities for high quality housing development*
- ◆ *conserve the town's distinctive heritage as a mill town.*

Chagford

3.5.3

A traditional moorland centre and, like Ashburton, an ancient stannary town. There is an abundance of fine granite buildings, with examples from the medieval period to the 19th century. It boasts a wide and interesting range of shops.

Chagford's vision looks to:

- ◆ *sustain the vibrant local service economy and enhance the tourist economy*
- ◆ *provide a wider range of accommodation opportunities to meet the needs of local people*
- ◆ *improve access, parking provision and traffic circulation*
- ◆ *conserve the town's distinctive character and heritage as a Stannary town.*

Horrabridge

3.5.4

A small town on the west of Dartmoor with its historic core centred on a Grade I listed bridge across the River Walkham. Its original industry was associated with cloth mills and copper and tin mining. The town's modern housing lies in sharp contrast to the modest buildings that form the historic core.

Horrabridge's vision looks to:

- ◆ *sustain and improve the range of local shops and services*
- ◆ *resolve problems arising from historic mining activity*
- ◆ *improve the character and quality of the built environment.*

Moretonhampstead

3.5.5

The town's history dates back some thirteen centuries. There are many fine and interesting buildings, including granite almshouses. The town has grown in recent years and offers a wide range of local services and facilities, including recreational opportunities.

Moretonhampstead's vision looks to:

- ◆ *provide a wider range of accommodation opportunities to meet the needs of local people*
- ◆ *sustain and improve the range of local shops and services*
- ◆ *improve access, parking provision and traffic circulation*
- ◆ *enhance opportunities for business and commercial development including the tourist economy.*

Princetown

3.5.6

One of the highest settlements on Dartmoor, in the late 18th/early 19th century it was transformed into a model farming community and prison town by Thomas Tyrwhitt. The economy and community is now less focused on the prison; tourism and visitor services play a much larger role.

Princetown's vision looks to:

- ◆ *provide opportunities for high quality housing development*
- ◆ *sustain and improve the range of local shops and services*
- ◆ *enhance opportunities for business and commercial development including the tourist economy*
- ◆ *improve the character and quality of the built environment*
- ◆ *improve community facilities*
- ◆ *conserve the historic fabric of the settlement.*

South Brent

3.5.7

South Brent developed in medieval times, hosting a market and fair. While some industrial activity, linked to cloth mills, supported its economy, its main work was linked with its role as a staging post on the Exeter-Plymouth turnpike road. The village offers a wide range of community services and facilities.

South Brent's vision looks to:

- ◆ *sustain and improve the range of local shops and services*
- ◆ *enhance opportunities for business and commercial development*
- ◆ *conserve the quality of the built environment*
- ◆ *improve traffic management.*

Yelverton

3.5.8

Yelverton became popular with visitors and as a healthy location for new housing from the 1890s onwards. Its position on the south west edge of the National Park offers easy access

from Plymouth and Tavistock and makes it a good touring base.

Yelverton's **vision** looks to:

- ◆ *sustain the vibrant local service economy*
- ◆ *provide a wider range of accommodation opportunities to meet the needs of local people*
- ◆ *manage recreational demand to benefit the settlement and visitors.*

Core Strategic Aims

3.6

Clearly expressed spatial planning aims help translate the spatial vision into a set of development ambitions for the National Park. As part of the process of undertaking the Strategic Environmental Assessment of the Core Strategy, the planning aims of the adopted Local Plan were reappraised. Those aims were also considered during the first consultation stage on the Core Strategy. The public response indicated that the original planning aims adopted a positive approach and showed a clear link with National Park purposes and duty in relation to development in each sector. The aims opposite are restated for the Core Strategy as Core Strategic Aims.

Landscape Evolution

To conserve and enhance Dartmoor as a living, working, evolving landscape that continues to offer special qualities of peace and quiet, remoteness, solitude, unspoilt natural beauty, wide open spaces, wildness and wildlife habitats, the freedom to roam, and archaeological qualities/sense of history.

Nature Conservation

To base all policies and proposals upon maintaining or enhancing the characteristic biodiversity and geodiversity of the National Park and its contribution to national, European and global diversity.

Historic Landscapes

To protect the integrity of Dartmoor as a historic landscape by conserving, protecting and enhancing sites, areas, buildings and features of archaeological, historic, cultural or architectural interest.

Built Environment

To ensure that development and land and water management conserves or enhances the character of Dartmoor's built environment and is provided to the highest practical quality standards.

Recreation Use

To assist everyone to enjoy the special qualities of Dartmoor in ways that do not harm the National Park environment, local communities, and the enjoyment and rights of others.

Tourism

To ensure that tourism development in the National Park is based upon the special qualities of Dartmoor and benefits its environment and economy.

Farming

To assist in sustaining viable farming and forestry systems as a vital element in the local economy particularly in ways that further the purposes of National Park designation.

Employment

To assist in the provision of local employment and business opportunities, particularly in the Local Centres, and in the diversification of the rural economy in ways that are beneficial to the National Park and its community.

Housing

Actively to encourage and promote affordable housing to meet the needs of local communities, in the Local Centres and Rural Settlements, whilst resisting residential development where it would be damaging to National Park purposes.

Local Services and Facilities

To assist in the provision of local services and facilities in such a way as to promote community welfare without harm to the local environment and to retain existing services and facilities wherever feasible.

Traffic and Transport

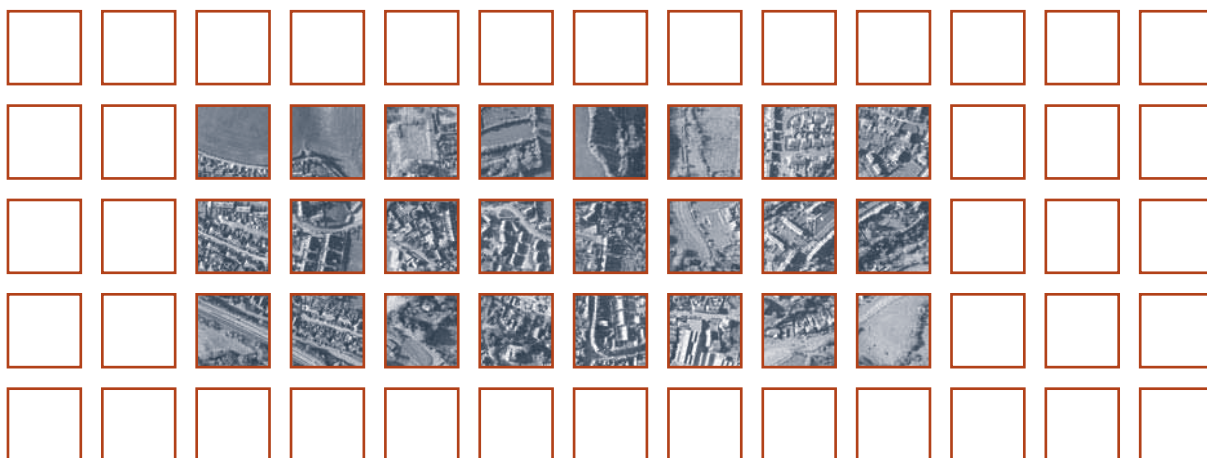
To facilitate better access to local facilities, to reduce the need to travel, especially by car, and provide for visitor access in ways which are least damaging to the environment and local interests.

Major Development

To resist major development proposals, unless there is a proven overriding national need and no reasonable alternative ways of meeting that need outside the National Park.

Part 4 - Settlement pattern in Dartmoor National Park

Part 4 - Settlement pattern in Dartmoor National Park



Aerial photograph of Buckfastleigh © Getmapping

Settlement strategy - background

4.1

The principles of sustainable development require a wide-ranging view to be taken of proposed development. The environmental qualities, characteristics and distinctiveness of localities are considered along with an assessment of the beneficial and adverse effects that the proposed development would have on promoting a self-sufficient community. The aim is to improve the welfare of people that live or work in the National Park and improve the visitor experience without damaging Dartmoor's special qualities.

National strategy

4.2

The Government's objectives for rural areas set out in Planning Policy Statement (PPS) 7⁹ are to raise the quality of life and the environment, to promote more sustainable patterns of development, to improve the economic performance of the rural areas, and to promote a sustainable, diverse and adaptable agricultural industry. PPS7 also sets the national policy framework for development within the National Parks; it recognises that these areas (along with Areas of

Outstanding Natural Beauty) have the highest status of landscape protection in relation to landscape and scenic beauty. The policy statement makes it clear that the National Park purposes should be given great weight in planning policies and development control decisions. Those objectives are reflected in the strategic National Parks and nationally protected landscape policies of the *County Structure Plan (policy CO2)* and the draft *Regional Spatial Strategy (policy ENV3)*.

4.3

Major development in National Parks - development that raises issues of national significance - is also addressed by PPS7. Government advice is that major development in National Parks should only be permitted in exceptional circumstances and should be subject to the most rigorous examination. Proposals must be demonstrated to be in the public interest before being allowed to proceed. In assessing the merits of proposals, the following factors are to be considered:

- 1 the need for the development, including in terms of any national considerations, and the impact of permitting or refusing it on the local economy;
- 9 ODPM (now DCLG) (2004) *Planning Policy Statement (PPS) 7 Sustainable Development in Rural Areas*

- 2 the cost of, and scope for, developing elsewhere outside the designated area, or meeting the need for it in some other way; and
- 3 any detrimental effect on the environment, the landscape and recreational opportunities, and the extent to which that could be moderated.

Regional strategy

4.4

The interim regional spatial strategy is the *Regional Planning Guidance for the South West*, published in September 2001. The development strategy set out in that document sees development in the South West region primarily taking place in the principal urban areas, with a range of smaller designated settlements offering potential for sustainable balanced growth at a sub-regional level. In the wider rural areas, the strategy sees the designation of local service centres, with other towns and villages only providing for local needs.

4.5

The draft RSS formulates the approach to be adopted in considering development in the smaller towns and villages of the region. It accepts that in order for the rural communities to thrive, small amounts of development may be appropriate, especially economic development. It recognises, however, that the scale and nature of development needs to be managed more carefully than has been the case over the last 20 years to ensure that the most sustainable approach is adopted. It stresses that housing should only be permitted where it relates to clearly identified local needs or where it is necessary to support local employment provision.

The strategy for Dartmoor

4.6

The settlement pattern proposed for Dartmoor is based on a planned approach to development and constraint that works towards the objective of sustainable development.

It reflects current government guidance, conforms to the saved policies of the *Devon Structure Plan*, the policies of the emerging RSS, and has regard to the community strategies and other relevant strategies that apply to Dartmoor.

4.7

The main emphasis for development within the Dartmoor National Park is to provide for the social and economic well-being of Dartmoor's communities where this conforms with National Park purposes. To help protect the special qualities of the National Park, the countryside outside settlements should be safeguarded from development that is not essential.

4.8

Within the National Park, there are a number of larger settlements which offer a range of services and a choice of shops and can act as service centres for their immediate localities and a wider rural hinterland. The settlements concerned are: Ashburton, Buckfastleigh, Chagford, Horrbridge, Moretonhampstead, Princetown, South Brent and Yelverton. It is felt that these settlements effectively perform the role of Local Centres as set out in the *Devon Structure Plan*, that is, acting as a focus for essential facilities for rural communities, including affordable housing for local needs, small scale employment and other local services, being well related to public transport and highway networks, and other designated centres.

4.9

Smaller settlements, such as Christow, Cornwood and Mary Tavy, have much of the social and economic infrastructure that is needed to make communities sustainable. Recent Government advice on housing¹⁰ stresses that growth in small rural settlements should be distributed in ways that support informal social support networks, assists people to live near their work and benefit from key services and encourage environmental benefits.

¹⁰ DCLG (November 2006) *Planning Policy Statement (PPS) 3 Housing*

4.10

The cohesion and self-containment of smaller communities can be improved by well planned development. Other advice on development in rural areas¹¹ notes that local planning authorities should make provision for some limited development in, or next to, rural settlements that are not designated as local service centres, in order to meet local business and community needs and to maintain community vitality.

4.11

The draft RSS recognises that strengthening the self containment of the smaller towns and villages depends on small-scale economic activity and improvement of the range of services they offer, with housing provision based on identified local needs. The scope for this type of small scale development is most likely to be associated with the need to promote traditional agricultural livelihoods, to assist in the development of small home and farm based enterprises, to deliver local services and facilities, and provide small amounts of affordable housing for local needs.

4.12

The small and scattered nature of many of Dartmoor's settlements and the need for all development to be at a scale and quality to reflect National Park purposes means that the level of such development in the Rural Settlements is likely to be extremely limited and in some cases may consist of three dwellings or less to meet the affordable housing needs of the parish. Hence, this Strategy defines a second tier of smaller Rural Settlements where limited development would in principle be acceptable to support the needs of these individual settlements and their parishes. Nonetheless, it is recognised that some of the identified rural settlements are very small and there will also be levels of environmental, infrastructure, resources and community constraint that varies from settlement to settlement. In some cases, the level and nature of these constraints may be such that any specific

local housing or employment needs of the parish will be more appropriately met in less constrained rural settlements, either within the same parish or in an adjacent parish. The capacity and ability of each recognised settlement to accommodate local needs development and the aspirations of individual communities will be assessed in more detail through the *Generic Development Control and Site Specific Policies DPD*, which will be prepared in line with the *Local Development Scheme*.

4.13

There are strong social, functional, cultural and economic linkages that exist between communities in the National Park and those outside. The National Park is sandwiched between three principal urban areas - Exeter, Plymouth and Torbay - which provide a wide range of services, facilities and employment opportunities enjoyed by National Park residents. Newton Abbot (Teignbridge District) is a well-serviced Sub Regional Centre, lying to the south-east of the National Park. It still functions as an active market town for the farming community of south-east Dartmoor.

4.14

There are three Area Centres - Ivybridge (South Hams District), Tavistock (West Devon Borough) and Okehampton (West Devon Borough) - lying on the boundary of the National Park on the south, west and north sides respectively. The Area Centres offer a wide range of services and facilities not available in the National Park's Local Centres. Bovey Tracey (Teignbridge District) is a Local Centre just outside the eastern boundary of the National Park, serving those Dartmoor communities lying in its hinterland.

4.15

The linkages referred to above are vital and there is a high degree of cohesion and connection between communities inside Dartmoor and outside Dartmoor.

¹¹ ODPM (2004) *PPS7 Sustainable Development in Rural Areas*.

Much of the comparison shopping opportunities, higher educational provision, health and medical facilities and jobs needed by Dartmoor residents are available in the higher order settlements. Conversely, recreational and leisure opportunities and primary industry and service industry employment are provided within Dartmoor. Some of Dartmoor's Local Centres, particularly Ashburton, Buckfastleigh, South Brent and Yelverton, act as important service centres for local areas extending outside the National Park. These linkages mean that there must be a readiness on the part of local planning and housing authorities, stakeholders and Government and public agencies to consider how housing, infrastructure and services provision could best serve the interests of these interdependent areas, always bearing in mind the statutory and environmental constraints that apply to the National Park.

Policy COR2

Spatial development within the Dartmoor National Park is based on the following principles:

(i) a range of larger settlements defined as Local Centres where appropriate development intended to serve the needs of the settlement and its rural hinterland will be acceptable in principle:

- ◆ Ashburton
- ◆ Buckfastleigh
- ◆ Chagford
- ◆ Horrabridge
- ◆ Moretonhampstead
- ◆ Princetown
- ◆ South Brent
- ◆ Yelverton

In these settlements the priorities for spatial development will be to:

- ◆ provide scope for meeting local housing needs, with at least 60% of the projected new housing guideline provision, shown in the *Regional Spatial Strategy* of 50 dwellings per year being located in these settlements;

- ◆ provide scope for maintaining and improving employment opportunities and commercial activity consistent with local business needs and environmental capacity;
- ◆ ensure that a range of local services are maintained and where possible enhanced;

(ii) a range of smaller settlements defined as Rural Settlements where small scale development essentially serving identified needs arising from within a settlement and its parish will be acceptable in principle:

- ◆ Belstone
- ◆ Bittaford
- ◆ Bridford
- ◆ Buckfast
- ◆ Cheriton Bishop (Cheriton Cross)
- ◆ Christow
- ◆ Cornwood
- ◆ Dean/Dean Prior
- ◆ Dousland
- ◆ Drewsteignton
- ◆ Dunsford
- ◆ Hennock
- ◆ Holne
- ◆ Ilsington
- ◆ Liverton
- ◆ Lustleigh
- ◆ Lydford
- ◆ Manaton
- ◆ Mary Tavy
- ◆ Meavy
- ◆ North Bovey
- ◆ North Brentor
- ◆ Peter Tavy
- ◆ Postbridge
- ◆ Scorriton
- ◆ Shaugh Prior
- ◆ Sourton
- ◆ South Tawton
- ◆ South Zeal
- ◆ Sticklepath
- ◆ Throwleigh
- ◆ Walkhampton
- ◆ Whiddon Down
- ◆ Widcombe-in-the-Moor

In these settlements the priorities for spatial development will be to:

- ◆ provide for small scale housing development to meet identified local needs for affordable housing;
- ◆ provide for small scale development to sustain local enterprises and facilitate business growth;
- ◆ provide for small scale development to provide new local services or safeguard existing local services.

With all development within the National Park, the re-use of previously developed land will be a priority where this is compatible with other planning considerations.

Where settlements are located near the boundary of the Dartmoor National Park, the Authority will work closely with adjoining planning and housing authorities to ensure an integrated approach to development needs.

(iii) Outside the Local Centres and Rural Settlements of the National Park, development will be acceptable in principle if it:

- a) is necessary to meet the proven needs of farming, including farm diversification and forestry, and other enterprises with an essential requirement to locate in the open countryside; or
- b) is for the provision of utility or service infrastructure; or
- c) would sustain buildings or structures that contribute to the distinctive landscape or special qualities of the Dartmoor National Park, where those assets would otherwise be at risk and where development can be accomplished without adversely affecting the qualities of those buildings or structures; or
- d) is small scale development for the growth of existing businesses; or
- e) is householder and domestic related development; or
- f) is development needed to promote National Park purposes.

Part 5 - Key spatial development themes in Dartmoor National Park

Part 5 - Key spatial development themes in Dartmoor National Park



Introduction

5.1.1

Spatial development themes were identified through SA/SEA scoping exercises and in workshops with key partners and stakeholders. The themes also reflect those topics that are assuming a higher profile in planning for sustainable communities, such as social cohesion, climate change and sustainable resource use. They also support the ambitions that underpin the *Dartmoor National Park Management Plan 2007-2012*. The SA/SEA baseline study provided much of the underlying evidence base. In the following sections, the key spatial development themes for Dartmoor National Park are set out and spatial development aims and strategic policies are proposed to help further the aims of sustainable development.

Environment and heritage themes

- ◆ National Park landscape
- ◆ Dartmoor's built environment (including design and sustainable development and the historic built environment)
- ◆ Archaeology
- ◆ Biodiversity and geological conservation
- ◆ Climate change
- ◆ Tranquillity

Social well-being themes

- ◆ Infrastructure, community facilities and public services
- ◆ Housing for local needs
- ◆ Social inclusion
- ◆ Health and well-being

Economic and transport themes

- ◆ Sustainable economic growth
- ◆ Tourism
- ◆ Agricultural diversification
- ◆ Transport

Prudent use of resources themes

- ◆ Minerals development
- ◆ Waste
- ◆ Water resources.

Environment and Heritage

Sustainability objectives

Landscape and environment

To protect the special qualities and natural beauty of the Dartmoor National Park.

Biodiversity

To conserve, protect and enhance the habitats and aquatic and terrestrial biodiversity.

Historic environment

To conserve, protect and enhance sites, areas and buildings and landmarks of archaeological, historic, cultural and/or architectural interest.

Built environment

To enhance the attractiveness and local distinctiveness of the built environment by raising the quality of design and sustainable construction.

Core Strategic Aim - Landscape Evolution

To conserve and enhance Dartmoor as a living, working, evolving landscape that continues to offer special qualities of peace and quiet, remoteness, solitude, unspoilt natural beauty, wide open spaces, wildness and wildlife habitats, the freedom to roam, and archaeological qualities/sense of history.

Core Strategic Aim - Nature Conservation

To base all policies and proposals upon maintaining or enhancing the characteristic biodiversity and geodiversity of the National Park and its contribution to national, European and global diversity.

Core Strategic Aim - Historic Landscapes

To protect the integrity of Dartmoor as a historic landscape by conserving, protecting and enhancing sites, areas, buildings and features of archaeological, historic, cultural or architectural interest.

Core Strategic Aim - Built Environment

To ensure that development and land and water management conserves or enhances the character of Dartmoor's built environment and is provided to the highest practical quality standards.

5.2 National Park landscape

5.2.1

Dartmoor's exceptional landscape and its special qualities were the principal reasons for designating Dartmoor as a National Park in 1951. Dartmoor is a living and working landscape as well as being a much visited one. Its character is the result of action and interaction of natural and human factors over thousands of years. Continuing to manage and enhance the National Park while at the same time fulfilling wider agendas - rural regeneration, healthy living agendas, biodiversity action planning, etc. - is a challenge for all those with a stake in Dartmoor. It is the role of this strategy to positively assist in the process.

5.2.2

In 1996 the former Countryside Commission and English Nature, with support from English Heritage, produced 'The Character of England' map. England was divided into a number of Joint Character Areas (JCAs), providing a picture of the differences in landscape character at the national scale and enabling landscape change to be monitored. An updated map was produced in January 2006. Dartmoor comprises one JCA and a summary is attached to the map that reads: *Dartmoor is a large, wild, high moorland landscape that rises dramatically out off the lowlands of south-west Devon, where it overlooks the rolling ridges of the Culm to the north and the sheltered, settled lands of South Devon to the south. Only a tiny fraction (less than 1%) of the Character Area is urban and 11% is woodland. Almost all of the Character Area is Less Favoured Area (96%) and National Park (97%) and 46% is Environmentally Sensitive Area (ESA). A large proportion of the area (39%) is common land, which has implications for its management.*

Dartmoor is underlain by a large granite batholith with an aureole of metamorphic rocks including tin, copper and china clay bearing deposits. Two sub-units: high moor; enclosed landscapes around the eastern, southern and western edges of Dartmoor.

5.2.3

English Heritage's Historic Land Characterisation (HLC) programme goes beyond individual buildings, planned landscapes and archaeological sites to establish an over-arching view of the whole historic landscape. The programme enables a better appreciation of separate places and elements. It also offers an overall understanding of the whole landscape, increasing the appreciation that what is commonly regarded as 'natural' landscape is the product of centuries of human action.

5.2.4

In 2002, a study was published¹², which took a more in-depth look at Devon's landscape. The study was intended to assist in developing landscape strategies and to act as a reference point in monitoring landscape change. Dartmoor was divided into two zones - (a) Dartmoor - enclosed, and (b) Dartmoor - high moor. This zonation, whilst being simplistic, highlights the overall character of Dartmoor, with the elevated, open moorland core being surrounded by a patchwork of small fields and valleys. Development over the enclosed zone is fairly scattered, typically of individual farmsteads, often constructed of granite. Villages are often located in valleys, with some such as Shaugh Prior and Holne in more prominent locations on hillsides. New development will take place predominantly in the enclosed zone and care will be needed to preserve the qualities of this distinctive landscape.

5.2.5

The high moor forms the heart of the National Park covering around a half of the entire area - 46,000ha out of a total area of 953 sq km.

The large mass of granite rock, forming the moorland core is the largest in England. Moorland forms a unique wildlife habitat recognised for its ecological value by the designation of most of the open moorland as Sites of Special Scientific Interest. The open moorland contains a wealth of archaeological sites and landscapes, dating from around 5,000 years ago to the present day; the national importance of many is reflected in their designation as scheduled monuments. As part of the *Vision for Moorland Dartmoor* (see below), areas of exceptional archaeological landscape importance have been designated as *Premier Archaeological Landscapes* and these areas will be managed principally for their archaeological value rather than their ecological value.

5.2.6

The NPA has prepared the Section 3 Conservation Map required by the *Wildlife and Countryside (Amendment) Act 1985*. The map shows areas of moor, heath and woodland '... whose natural beauty it is, in the opinion of the Authority, particularly important to conserve'. Most of the moor and heath within the National Park lies within the Section 3 Conservation Map boundary. Much of it is protected under the EC Habitats Directive as Special Areas of Conservation (SAC) (See section 5.5.1). The upland oakwoods of the National Park are also of international importance and some form part of the South Dartmoor Woods SAC. They are important for wildlife and five are statutorily protected as National Nature Reserves. Ancient woodland sites are irreplaceable - the interactions between plants, animals, soils, climate and people are unique and have developed over hundreds of years. There is an extensive network of ancient woodland in Dartmoor and as these ecosystems cannot be re-created it is essential that this habitat be protected from inappropriate development.

¹² Devon County Council (2002) *The Devon Landscape - an Appraisal of Devon's Landscape at the Beginning of the 21st Century*. Devon Books.

It is important that these environmental resources are fully protected from damaging development - to support National Park purposes and fulfill their roles as part of the coherent network of Europe-wide protected sites ('Natura 2000').

5.2.7

The statutory agencies with direct responsibility for Dartmoor's environment have combined to prepare *A Vision for Moorland Dartmoor in 2030*:

The Vision is for Dartmoor's moorland to remain the largest open space in southern England; for its rich archaeological remains to be protected and its wonderful wildlife to be conserved and enhanced. The landscape and associated ecological and cultural resources will be managed by farming systems that not only provide environmental benefits but also maintain the farming communities so essential for Dartmoor's future.

Working towards this vision will require land management and planning skills. Preventing development which is isolated or sporadic, or that reduces the feeling of openness will be essential. Strong policies to protect and conserve wildlife and cultural heritage will be needed along with the support and encouragement of a farming industry that is sympathetic to, and supportive of, the vision.

Policy COR3

Development will conserve and enhance the characteristic landscapes and features that contribute to Dartmoor's special environmental qualities and in making an assessment of development particular regard will be had to:

- ◆ underlying geology and watercourses, river corridors and wetlands;
- ◆ moor and heath;
- ◆ woodlands, trees and orchards;
- ◆ wildlife habitats;
- ◆ field boundaries;
- ◆ settlements, roads and lanes;
- ◆ historic and archaeological landscapes, features and artefacts; and
- ◆ vernacular and other historic buildings and traditional man-made features.

5.3 Dartmoor's built environment

5.3.1

Dartmoor's built environment has a number of well-defined vernacular traditions reflecting historical building methods, local availability of materials and economic, social and climatic influences. These traditional buildings add texture to the historic built environment of the National Park and contribute greatly to its special qualities. The character and distinctiveness of the built heritage of the National Park depends greatly on these influences. Other inputs such as the variety of architectural styles that are present, settlement patterns, and street detailing also play a role. New construction should have regard to these traditions and influences whilst contributing to the conservation and enhancement of the National Park's built environment.

Design and sustainable development

5.3.2

Good, well informed design is a vital element in achieving sustainable development. Government guidance in PPS1 stresses that good design should contribute positively to making places better for people and that design which is inappropriate in its context, or which fails to take the opportunities available for improving the character and quality of an area and the way it functions, should not be accepted. The Core Strategy sets out the overall approach to spatial design to ensure that design policy addresses social and sustainability as well as visual and functional aspirations. Good quality places that reinforce local character and distinctiveness should work well, look good and help support a viable local economy. They can also enable people to adopt healthier lifestyles, for example, by providing more opportunities for walking or cycling. Good design can help promote inclusive access, which is a vital part of achieving social equality.

More detailed design considerations such as building orientation, building form and materials influence resource sustainability. Functional aspects such as density of development, land-use mixes and movement patterns fall within the ambit of design policy as does the safety of the public realm. Design plays a vital role in guiding the form and setting of new development to assist in reducing crime and disorder.

5.3.3

Buildings and spaces must be designed to a high standard to ensure that they contribute positively to the local distinctiveness of the National Park's settlements, its special qualities and the quality of life of local residents. They must be of the appropriate scale, design, detailing and materials for their location and have regard to the design principles set out in the *Supplementary Planning Document (SPD)* on design, to be produced by the Authority. CABE¹³ has set out the following aspects of development that design policy should address:

- ◆ layout and the relationship to the structure and grain of the local environment
- ◆ density and mix of the development
- ◆ its scale in terms of height and mass
- ◆ the details of its appearance and the materials that are used
- ◆ the character of the landscape.

The use of good quality materials for construction will help ensure that new buildings or conversions or alterations of existing buildings make a positive contribution to the local built environment and will remain fit for their roles in the long term. Buildings should also make efficient use of energy and embody measures that can reduce the demand for water.

¹³ Commission for Architecture and the Built Environment (CABE) (June 2005) *Making design policy work: how to deliver good design through your local development framework.*

The Department for Environment, Food and Rural Affairs (Defra) has published a Climate Change Strategic Framework which highlights the importance of the move to zero carbon development, underpinned by 'a planning framework that will support the move to zero carbon through the way development is located, designed and planned, including the greater use of renewable energy'. Special consideration will need to be given to how adapted or refurbished historic buildings can be made energy efficient without damaging their character.

Policy COR4

Development proposals will be expected to conform to the following design principles:

- a) demonstrating a scale and layout appropriate to the site and its surroundings, conserving or enhancing the quality and distinctiveness of the built environment and local landscape character;**
- b) using external materials appropriate to the local environment;**
- c) making the best sustainable use of the site, including the re-use and refurbishment of existing buildings;**
- d) providing an attractive, functional, accessible, and energy and water efficient development;**
- e) creating places that deter crime.**

The historic built environment

5.3.4

The character of Dartmoor owes much to its historic built heritage and this heritage is a finite resource. The characteristic settlement pattern of Dartmoor, comprising scattered farmsteads and settlements, is ancient with its roots dating back to the second millennium BC. The main towns are generally strategically sited on the moorland fringe. The larger settlements - such as Ashburton, Chagford and South Brent - were developed in medieval times and still show features (e.g. burgage plots) dating back to that period. These towns supported markets and fairs and they served the role of service centres for the surrounding rural areas.

Towns such as Ashburton, Chagford and Moretonhampstead continue in this role today.

5.3.5

The historic buildings of Dartmoor are for the most part in the vernacular tradition, constructed from locally derived materials (granite, cob, slate, thatch) and in locally distinctive styles. The earliest surviving examples are probably from the 14th century. There are 2,734 listed buildings and structures within Dartmoor. These buildings are protected by law by virtue of their historic or architectural merit. However, there are still some buildings of similar quality, which have not yet received this protection. It is important that their individual qualities and contribution to local distinctiveness are protected. A rolling quinquennial Buildings at Risk Survey keeps under review all those listed buildings at risk; currently there are 105 on the register. There are also good unspoilt examples of more recent structures not constructed of local materials but which are locally distinctive. Functional buildings such as concrete bus and motor garages, corrugated iron stores and inter-war bungalows contribute to the overall mix and variety of the built environment. Such structures could be considered for inclusion in a register of locally important buildings should such a register be established.

5.3.6

There are 22 Conservation Areas within Dartmoor, designated because of their special architectural or historic interest. Under the *Planning (Listed Buildings and Conservation Areas) Act 1990*, they are defined as 'areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'.

The Conservation Areas are in:

- ◆ Ashburton
- ◆ Buckfastleigh
- ◆ Chagford
- ◆ Crockernwell
- ◆ Drewsteignton
- ◆ Dunsford
- ◆ Horrabridge
- ◆ Lustleigh
- ◆ Lydford
- ◆ Manaton
- ◆ Meavy
- ◆ Moretonhampstead
- ◆ Murchington
- ◆ North Bovey
- ◆ North Brentor
- ◆ Princetown
- ◆ South Brent
- ◆ South Tawton
- ◆ South Zeal
- ◆ Sticklepath
- ◆ Throwleigh
- ◆ Widecombe-in-the-Moor

The Authority has undertaken a round of Conservation Area Appraisals to assess the particular qualities and needs of each one. These appraisals will act as tools in defining the character of the areas and as an aid in considering development proposals. Management plans are being prepared for each conservation area to inform and encourage good practices to conserve their character and appearance.

5.3.7

A register of parks and gardens of special historic interest is maintained by English Heritage and a local register is kept by the Devon Gardens Trust. Although there are no specific additional statutory controls resulting from inclusion on the register, Government guidance (PPG15, *Planning and the Historic Environment 1994*) indicates that local authorities must have regard to the protection of these sites in preparing plans and determining planning applications. Currently, only one garden, at Castle Drogo, is on the statutory register but others are under consideration.

5.3.8

A Government White Paper has been published setting out proposals for a unified approach to heritage protection. A new single system for national designation is proposed, incorporating historic buildings, archaeological sites, parks and gardens and battlefield sites. The register will be called 'The Register of Historic Buildings and Sites of England', and all the entries will be known as 'historic assets', each with an individual 'historic asset record'. The current separate systems of Listed Building Consent and Scheduled Monument Consent will be replaced by a single 'heritage asset consent' (HAC). Local planning authorities will be responsible for determining HACs. Conservation Area consent will be abolished and merged with planning permission.

Policy COR5

The character, appearance, historic plan forms, settlement patterns, integrity, local distinctiveness and cultural associations that contribute to the special qualities and settings of the historic built environment and historic parks and gardens should be conserved and enhanced.

5.4 Archaeology

5.4.1

Archaeological remains are finite and easily damaged or destroyed. The resource is irreplaceable and non-renewable and sites above and below ground remain susceptible to loss and damage. Only a small number of archaeological sites are protected as Scheduled Ancient Monuments; the majority of sites have no statutory protection. There are 17,500 items on the National Park Historic Environment Record with only 1,206 afforded protection as Scheduled Ancient Monuments. Archaeological sites and remains that are of local significance are an integral part of the total story and are often linked to the protected sites and remains. The Authority will consult English Heritage on proposals likely to affect statutory sites and monuments; and it will seek to protect non-statutory sites.

5.4.2

The desirability of protecting an archaeological site and its setting will be a material consideration in determining a planning application. If there is sufficient evidence that archaeological remains may exist on a site, the Authority will request applicants to commission an evaluation and submit a report prior to determination of a planning application. If it is not possible to preserve non-statutory remains in situ, archaeological investigation and recording may be an acceptable alternative. In that event, the Authority will use a planning condition or legal agreement to ensure that satisfactory action takes place prior to development.

5.4.3

Dartmoor is remarkable not only for the number of sites and features that survive, it also contains extensive, complex and integrated archaeological landscapes that illustrate the ways in which people have lived and worked over time. During the development of the *Vision for Moorland Dartmoor* (see paragraphs 5.2.5 & 5.2.7), fourteen *Premier Archaeological Landscapes* were identified.

These landscapes are considered to be of international importance, ranking among the finest archaeological landscapes in Europe. PPG15 (*Planning and the Historic Environment*, paragraph 2.26) states that local planning authorities should take account of the historical dimension of the landscape as a whole rather than concentrate on selected areas. Plans should protect the most important components and encourage development that is consistent with maintaining overall historic character.

Policy COR6

Development will not have an adverse impact on the integrity or setting of a Scheduled Ancient Monument or other sites or remains considered to be of national archaeological importance. Locally important archaeological sites will also be protected.

5.5 Biodiversity and geological conservation

5.5.1

The conservation and enhancement of wildlife is a specific requirement of the first National Park purpose of designation. Dartmoor is internationally recognised for its unique and rich wildlife heritage. Almost 27% of the National Park is defined as a Special Area of Conservation (SAC) under the Habitats Directive (92/43/EEC) covering many habitats and species that are rare or threatened in Europe. The protection and management of SACs are achieved by a combination of the Habitats Regulations¹⁴ and s28 of the *Wildlife and Countryside Act 1981*, as amended by the *Countryside and Rights of Way Act 2000*. There are also 42 Sites of Special Scientific Interest (SSSIs) covering 28,774 ha, four of those sites are National Nature Reserves. These represent a selection of the best examples of wildlife habitats, geological features and landforms in England and form part of a strategic national network. The National Nature Reserves are valuable for research and education and also offer recreational opportunities. Most of the open moorland of the National Park is defined as SSSI, and the majority of it is also a SAC. The geological and geomorphological importance of the National Park is very high with many natural rocky outcrops and artificial exposures in mines and quarries. Sites have been identified under the Geological Conservation Review, which are accepted as being of national interest and they should be treated as of SSSI status.

5.5.2

The UK Biodiversity Action Plan¹⁵ was produced in 1994. Its goal is to 'conserve and enhance biological diversity within the UK and to contribute to the conservation of global diversity through all appropriate mechanisms'.

The international importance of the National Park for biodiversity is reflected in *Action for Wildlife: Dartmoor Biodiversity Action Plan* (BAP), published in February 2001. The BAP covers species and habitats of international, national and local importance. The Plan will contribute directly to European diversity targets as well as local targets by implementing a series of species and habitat action plans. Seven habitat action plans and 13 individual species action plans are set out in the BAP covering key habitats and species. The potential effects of development on habitats or species listed as priorities in the UK Action Plan the Dartmoor BAP are material planning considerations. LDF policies should provide protection against adverse effects of development. The BAP action plans are monitored and a five year review of the Plan has just been completed.

5.5.3

Some species have special protection under UK law and the *Habitats Regulations 1994*. This is usually because of their vulnerable conservation status. All wild birds are protected along with a wide range of other plants and animals and there is specific legislation for the protection of badgers. The presence of a protected species and the extent to which it may be affected by development is an important planning consideration. Where there is a reasonable likelihood that a protected species may be present and affected by a proposal, a survey will need to be undertaken to provide the evidence needed to allow a determination to be made.

5.5.4

Ancient woodland is a valuable biodiversity resource and contributes greatly to the character of the National Park.

¹⁴ *The Conservation (Natural Habitats &c.) Regulations 1994*. S.I. 1994/2716

¹⁵ *Biodiversity The UK Action Plan, 1994*, Cm 2428

Covering 2,750ha, these woods make up 27% of all Dartmoor woodlands. Once ancient woodland has been lost it cannot be recreated. Likewise, very old ('veteran') trees in hedgerows and isolated locations are also valuable for biodiversity and as components of the landscape. Sites of regional and local importance for biodiversity and geological interest can play a valuable role in helping to meet national targets. They can also provide other benefits such as landscape interest and opportunities for education.

5.5.5

In order to maintain or enhance the characteristic biodiversity of the National Park additional evidence in the form of ecological surveys may be needed to enable planning proposals to be determined. This will be particularly important where there is a reasonable likelihood that a development proposal could affect priority or key habitats or species in the *UK Biodiversity Action Plan* and the *Action for Wildlife: Dartmoor Biodiversity Action Plan*, or a SSSI or County Wildlife Site, regionally important geological site, or ancient woodland and veteran trees. Planning conditions or obligations can be used to introduce beneficial biodiversity or geodiversity features or mitigate adverse effects.

5.5.6

The *South West Nature Map* identifies the best areas in the south west region to conserve, create and connect wildlife habitats at landscape scale. The Nature Map can be viewed and downloaded at: http://www.swenvo.org.uk/nature_map/nature_map.asp

In Dartmoor National Park, the following Strategic Nature Areas have been selected:

- ◆ principal river network
- ◆ upland heath
- ◆ neutral grassland
- ◆ purple moor grass and rush pasture
- ◆ woodland.

Policy COR7

Development proposals will protect, maintain or enhance the biodiversity and geodiversity interests of the Dartmoor National Park. Opportunities will be sought to restore or re-create habitats or enhance the linkages between them.

5.6 Climate change

Sustainability objectives

Sustainable resource use

To reduce the consumption of non-renewable sources of energy, water and minerals.

Sustainable management of flood risk

To manage flood risks sustainably, recognising the role of land use in reducing flood risks.

Energy efficiency and sustainable buildings

5.6.1

Buildings emit a third of the UK's greenhouse gases. Industry and transport emissions make up the bulk of the remainder. The Government has set a target that envisages a cut of 60% in carbon emissions by 2050 with real progress by 2020. Planning has a major role to play in ensuring that necessary development is undertaken in ways that are environmentally friendly and play their part in helping to achieve national goals. Development must be undertaken in ways that reduce to a minimum the production of greenhouse gases during construction and when buildings are in use. Part L of the Building Regulations has been amended to require improved levels of energy efficiency and in December 2006 the Code for Sustainable Homes (CSH) was published, which assesses and scores new development against a range of sustainability measures. A consultation document¹⁶ published at the same time as the CSH proposed a framework for making the Code's energy and carbon aspects mandatory by April 2008. The Government's commitment¹⁷ is that all new homes built from 2016 will be carbon neutral in ongoing energy consumption.

5.6.2

The Authority will promote energy efficiency in all new development. A proposal for major development¹⁸ will be expected to be accompanied

by details of the measures to be taken to promote energy efficiency, including provision for onsite renewable energy generation to off-set the total carbon emissions of the development. Any external equipment must be integrated with the design of the building and not cause unacceptable harm to the amenity of the surroundings. Care will be needed to ensure that renewable energy installations or energy efficiency measures applied to historic buildings have regard to the quality of the buildings and their local significance. With rapidly increasing prices for energy, there is a much greater focus on energy conservation and sustainable energy generation.

5.6.3

Climate change has introduced a degree of urgency into the consideration of the issues of water use, drainage and flood risk. Development techniques that reduce the risk of flooding, maximise infiltration and do not impede natural drainage patterns should be the norm.

5.6.4

Climate change will continue to have an impact on Dartmoor. The aim must be to sustain biodiversity, facilitating adaptation to climate change through the extension of natural networks and improved management of existing areas of high biodiversity value. Some of these habitats and species play an important role in mitigating the effects of climate change. Trees capture and store atmospheric carbon.

¹⁶ DCLG (December 2006) *Building a Greener Future: Towards Zero Carbon Development*

¹⁷ HMG (December 2006) Chancellor's Pre-Budget Statement

¹⁸ For dwellings: 10 or more houses to be constructed (or if the number is not given, the area is more than 0.5ha). For all other uses: where the floor space will be 1,000sq.m or more (or site is 1ha or more). The area of a site is that directly involved in some aspect of the development. Floorspace is defined as the sum of the floor area within the building. (Source: ODPM Housing and Planning Statistic Unit)

Peat deposits also have an important part to play in storing large amounts of greenhouse gases. The extent and continuity of these areas on Dartmoor will be maintained and protected from damage.

Policy COR8

Development should ensure that natural resources are used in efficient and sustainable ways. This will include the following aims:

- (i) achieving the highest practicable energy efficiency by addressing such factors as location, orientation, layout, design and high standards of insulation;**
- (ii) realising the potential for the generation of on-site renewable energy, unless impracticable because of technical or environmental reasons. Major development will be expected to provide on-site renewable energy generation equipment to off-set at least 20% of the predicted carbon emissions of the development;**
- (iii) incorporating sustainable drainage and water conservation systems;**
- (iv) having no adverse effects on drainage patterns or flood storage capacity;**
- (v) minimising waste and facilitating recycling;**
- (vi) providing opportunities for the beneficial management of strategic nature areas and other habitats and species to promote adaptation to climate change and to sustain their contribution to the mitigation of climate change.**

Flooding - protection and prevention 5.6.5

The Authority will act to prevent development, including the redevelopment of existing sites, in locations that would be at risk of flooding or where it would increase the level of flooding elsewhere by reducing the storage capacity of floodplains or would impede the flow of flood water.

This includes the cumulative effect of incremental run-off from a number of developments. A detailed independent flood risk assessment will be needed prior to the determination of any application where it is considered that further information is needed to adequately assess on or off-site flood risk or its mitigation.

5.6.6

Planning Policy Statement (PPS) 25¹⁹ notes that 'positive planning has an important role in helping deliver sustainable development and applying the Government's policy on flood risk management'. Local planning authorities are expected to prepare strategies to help deliver sustainable development by:

- ◆ **appraising risk** - principally through the preparation of Strategic Flood Risk Assessments
- ◆ **managing risk** - by framing and applying policies to avoid flood risk to people and property
- ◆ **reducing risk** - safeguarding land required for flood management purposes and by reducing flood risk to and from new development through location, layout and design
- ◆ **adopting a partnership approach** - working effectively with the Environment Agency and other relevant authorities and stakeholders.

Strategic Flood Risk Assessment (SFRA) has been carried out in the National Park. The SFRA will define the 'strategic drivers' that indicate when it is desirable to apply the exceptions test in PPS25. Evidence from the SFRA will assist in the preparation of the *Generic Development Control and Site Specific Policies DPD*. The Environment Agency is preparing *Catchment Flood Management Plans (CFMPs)* and these will provide more information on the sustainable management of flood risk at a catchment level. CFMPs for South Devon and Tamar catchments have been completed.

¹⁹ DCLG (December 2006) *Planning Policy Statement 25 Development and Flood Risk (PPS25)* HMSO. Section 14.

Policy COR9

Through application of the sequential test, development will not be located where it would be at risk of flooding or where it would lead to increased flood risk in other places. In exceptional circumstances, development which does not satisfy the sequential test will be permitted in flood risk areas when:

- (i) there is sufficient benefit, and there are no suitable locations of lower flood risk; and
- (ii) it can be shown that appropriate flood protection and resistance measures can be incorporated; and
- (iii) a sustainable drainage system, designed to a high standard, can be secured through conditions.

Renewable energy

5.6.7

One significant way of reducing the amount of carbon dioxide gas released to the atmosphere is to promote the generation and use of renewable energy. This cuts down the amount of greenhouse gases being produced. As an area of high ground in the region, the Dartmoor National Park is well placed to assist in the achievement of the regional target for renewable energy generation. The target for the South West region to 2010 from all sources is 563-673Mw representing the energy needs of 623,250 homes²⁰. The figure for Devon is 151Mw (155,750 homes). However, the extent to which the potential of the National Park for renewable energy generation can be exploited is limited by the special landscape characteristics of the area. Protection of the special qualities of the National Park means that wind farms, large scale hydro-generation plant or biomass energy systems would generally not be appropriate.

5.6.8

Small scale generation (micro-generation) of renewable energy to supply the needs of individual properties or a small community should normally be acceptable, subject to environmental impacts. Small scale wind turbines and other types of wind generator are now very efficient and environmentally

acceptable and are able to be employed in a wide range of locations. Water power has played a big part in providing energy for a wide variety of uses on Dartmoor, such as tin ore crushing, corn grinding, sawing timber and electricity generation. The Authority encourages investigation of ways in which this sustainable energy resource can be sympathetically exploited. Small scale hydro-generators are also available, and there are many opportunities in the National Park for such plant to be brought into use. Photovoltaic panels provide another way in which natural energy can be converted to forms suitable for domestic uses. The increasing power and efficiency of modern energy generation plant means that there is often 'spare' energy which can be sold to local supply networks. These contributions, whilst small, will help in some way to achieve the regional target for renewable energy production. The woodland of the National Park is another resource that is becoming more important in terms of energy supply. The added bonus is that higher demand for wood fuel leads to greater input to woodland management. Whilst wood burning releases carbon dioxide, it is carbon neutral and modern wood chip boilers are very efficient. With all energy generation proposals, development should not result in adverse effects on the natural beauty, wildlife or cultural heritage of the National Park or its special qualities.

Policy COR10

Small-scale renewable energy schemes will be considered favourably, subject to there being no over-riding environmental and amenity considerations. Large scale renewable energy schemes which would compromise the objectives of National Park designation will not be supported. Where there are other renewable energy schemes in operation in the area, the cumulative effect of additional development will be an important factor to be taken into consideration.

²⁰ Revision 2010 Establishing County/Sub-Regional Targets for Renewable Electricity Development to 2010 (June 2004) GOSW/SWRA

5.7 Tranquillity

Sustainability objectives

Landscape and environment

To protect the special qualities and natural beauty of the Dartmoor National Park.

Dartmoor National Park's special qualities

5.7.1

The appreciation of landscape is composed of a wide range of visual, ecological, and cultural elements. One of those components is the sense of tranquillity, which for many people is not just absence of noise but a mix of experiences of natural and semi-natural habitats, natural sounds and varied landscape elements. Dartmoor is experienced as a 'wild' landscape, one with national and internationally important qualities. It provides physical and spiritual relaxation for large numbers of people; residents and visitors still find peace, solitude and enjoyment in harmony with the landscape and with each other. The wildness and peace of the open moor with extensive dark night skies help give Dartmoor its unique qualities as a place of inspiration and refreshment. National mapping of tranquillity undertaken by CPRE²¹ in 2006 shows that Dartmoor National Park is the single largest unbroken area of tranquillity in southern England.

5.7.2

The special qualities of Dartmoor that are defined in the National Park Management Plan in great measure focus on different aspects of tranquillity. Those 'tranquillity' qualities are:

- ◆ *peace and quiet*
- ◆ *remoteness*
- ◆ *solitude*
- ◆ *unspoilt natural beauty*
- ◆ *wide open spaces.*

²¹ Campaign to Protect Rural England (CPRE) (October 2006) *Saving tranquil places. How to protect and promote a vital asset.*

In a world which is becoming increasingly noisy and complex, the sense of peace and tranquillity, sought after by so many, is becoming rarer. Wildness, tranquillity and dark night skies are fragile resources easily diminished.

5.7.3

The social benefits which flow from a beautiful and tranquil landscape are considerable, and so are the economic benefits. Tourism revenue forms a major component of the Dartmoor economy. These benefits must be balanced against any adverse effects on the National Park's special qualities. There are other factors that impinge on Dartmoor's tranquillity - road traffic noise, aircraft noise (domestic and military flights), military training, light pollution to name just a few. Thoughtful management, planning and investment in appropriate mitigation measures should be applied to help conserve and enhance the wildlife, natural beauty and cultural heritage of the National Park and to sustain its special qualities.

Policy COR11

The Authority will seek to sustain Dartmoor as a place that continues to offer a sense of tranquillity to residents, those who work in the National Park and those who visit it.

Social Well-Being

Sustainability objectives

Community health, safety and well-being

To safeguard and improve community health, safety and well-being.

Village Centres

To strengthen the role of the classified settlements to reduce the amount that people need to travel.

Inclusiveness and participation

To take account of the needs of all sectors of the community in the planning and design of new development.

Core Strategic Aim -

Local Services and Facilities

To assist in the provision of local services and facilities in such a way as to promote community welfare without harm to the local environment and to retain existing services and facilities wherever feasible.

Core Strategic Aim - Housing

Actively to encourage and promote affordable housing to meet the needs of local communities, in the Local Centres and Rural Settlements, whilst resisting residential development where it would be damaging to National Park purposes.

Core Strategic Aim - Employment

To assist in the provision of local employment and business opportunities, particularly in the Local Centres, and in the diversification of the rural economy in ways that are beneficial to the National Park and its community.

5.8 Sustainable communities

5.8.1

The Government has proposed a set of characteristic features of sustainable communities. These features are not definitive; communities are diverse and there can be no one template that suits all. However, the following characteristics command wide support:

- ◆ **active, inclusive and safe** - fair, tolerant and cohesive with a strong local culture and other shared community activities
- ◆ **well run** - with effective and inclusive participation, representation and leadership
- ◆ **environmentally sensitive** - providing places for people to live that are considerate of the environment
- ◆ **well designed and built** - featuring quality built and natural environment
- ◆ **well connected** - with good transport services and communication linking people to jobs, schools, health and other services
- ◆ **thriving** - with a flourishing and diverse local economy
- ◆ **well served** - with public, private, community and voluntary services that are appropriate to people's needs and accessible to all
- ◆ **fair for everyone** - including those in other communities, now and in the future.

These characteristics are as applicable to the small towns and villages of Dartmoor as they are to larger urban centres. They also reflect the themes coming from the community strategies that cover the National Park. (See section 2.11)

Infrastructure, community facilities and public services

5.8.2

Within Dartmoor, the dispersed settlement pattern shows strong functional linkages between towns and villages and the communities living in their rural hinterlands. The settlements on the periphery of the National Park, such as Ashburton and Yelverton, located in close proximity to the major road network, look towards the cities and larger towns around the National Park. However, they still continue to function as important service centres for their local communities and the surrounding area. The gateway towns, such as Bovey Tracey, Ivybridge and Tavistock offer wide ranges of services and community facilities that help provide for the needs of Dartmoor's communities.

5.8.3

In order to sustain the well-being of the communities in Dartmoor's settlements and within the deeper rural areas, it is important to support and encourage the retention and improvement of community facilities and services with important local roles. While Dartmoor could not be expected to provide the entire range of social and community opportunities that people expect, the more that can be provided locally will add considerably to the sustainability of the National Park communities. Loss of local shops and other services will lower community sustainability and these effects are felt more keenly in the smaller villages. While it is difficult to continue to offer services where patronage levels are low and costs relatively high, every effort should be made to investigate how services could be sustained before decisions on changes of use are made. Even where services are lost there is scope to maintain provision through innovative or alternative means, such as mobile services, home deliveries or community shops. For example, the Authority supported the provision of a new village shop and café in Holne, to replace a former shop that was located in

unsuitable premises and had become unviable. A local landowner agreed to put forward a site and funding was secured for a new purpose built facility with disabled access, which also included a small café to help support turnover. At Hennock, a small village struggling to maintain its shop, P.O. and pub, the shop and P.O. were relocated into part of the public house, using a separate entrance, thereby allowing each service to support the other and providing a community IT facility as a bonus.

Policy COR12

The Authority will seek to sustain and improve the range and quality of community services and facilities that are essential to the vitality of Dartmoor's local communities.

Accessibility and design

5.8.4

People with disabilities or special needs should not be disadvantaged by reduced access to facilities and services such as shopping, transport, leisure, parking and employment. These needs should be borne in mind in the planning and design of all development, especially where it is to serve or will be used by the public.

5.8.5

Proposals to develop land or change the use of buildings provide an opportunity to create a more accessible environment. For example, wider pavements, dropped kerbs, textured surfacing, correcting adverse cambers, and disabled parking provision formed part of the work to enhance the centre of Ashburton; at Becky Falls a new footbridge over the River Bovey was designed to be easy to use by wheelchair bound people. Reasonable adjustments to the physical features of development can make it more amenable to wheelchair users, other people with disabilities or mobility problems, and those with young children. Amendments to the procedures for submitting planning applications mean that from June 2006, design and access statements must be submitted with all applications except householder applications.

The statements will address access and design matters, including the provision for disabled access and use.

Policy COR13

Development proposals should, by virtue of their location and physical features, meet the highest standards of accessibility and design.

Infrastructure for new development

5.8.6

New development intended to meet the needs of the communities within the National Park will itself put extra demands on existing infrastructure, such as schools, recreational facilities and highways. All new development should make an appropriate provision to offset the additional pressures it has created so that the quality of life of local people is maintained or enhanced.

Policy COR14

Development proposals will only be approved where adequate infrastructure, public transport, services and facilities are in place or available or where acceptable arrangements are in place to provide for any shortfall.

5.9 Affordable housing for local needs

Sustainability objectives

Housing

To ensure that all of the National Park's residents have access to good quality affordable housing.

Core Strategic Aim - Housing

Actively to encourage and promote affordable housing to meet the needs of local communities, in the Local Centres and Rural Settlements, whilst resisting residential development where it would be damaging to National Park purposes.

Population and age structure

5.9.1

The 2001 Census showed that there were 33,550 residents in the Dartmoor National Park, a 3.9% increase on the population in 1991. The population projections for the National Park are indicated in Table 1, below:

5.9.2

The age structure of the National Park population is similar to that of the County as a whole, but with slightly fewer young adults. (See Table 2) Future demographic trends in the National Park are expected to reflect those of the South West region and Devon County, with higher proportions of people in the higher age groups. Figures for the County show the percentage of those people over retirement age rising steadily from 21.0% in 2001 to 23.2% in 2011, to 27.2% in 2021. This change will have implications for the types of housing needed, for instance, more sheltered accommodation. A gradual reduction in household size is also likely to increase housing demand - in 1991 there were 2.33 persons per household; this had fallen to 2.29 persons per household in 2001. Assuming the population grows in accordance with the projections in Table 1 and there is a linear reduction in household size down to 2.23 in 2016, there would be a need to accommodate 753 new households in the National Park between 2001 and 2016.

Table 1: Population projections to 2021 - Dartmoor National Park

Year	2004	2005	2006	2011	2016	2021
Population	33,853	34,054	34,224	34,624	35,230	35,299
Increase on 2001 figure	+0.9%	+1.5%	+2.0%	+3.2%	+5.0%	+5.2%

Source: DCC CIS [Data based on parish populations adjusted to the Registrar General's mid-year estimates.]

Table 2: Age structure - Dartmoor National Park and Devon County - 2001

Age Range	Dartmoor National Park	Devon County
0-4	4.8	4.9
5-15	13.9	13.2
16-29	11.7	14.7
30-44	20.2	19.7
45-retirement	29.4	26.6
retirement-84	17.2	18.0
85+	2.8	3.0

Source: 2001 Census - Office for National Statistics (ONS)

Residential development

5.9.3

The Government's key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live²². The specific outcomes that the planning system is expected to deliver are:

- ◆ high quality housing that is well-designed and built to a high standard
- ◆ a mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural
- ◆ a sufficient quantity of housing taking into account need and demand and seeking to improve choice
- ◆ housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure
- ◆ a flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously-developed land, where appropriate.

5.9.4

The *Devon Structure Plan* anticipates that the application of Local Plan policies within the National Park will result in about 900 dwellings within the period 2001-2016. This is equivalent to an annual development rate of 60 units per year intended to meet local social and economic needs only and not to provide for general open market demand.

The draft *Regional Spatial Strategy* gives an estimated strictly local needs housing provision for the Dartmoor National Park of 50 units per year between 2006 and 2026. The housing trajectory (Figure 1, opposite) shows the actual and estimated rates of provision compared with the indicative *Devon Structure Plan* and draft *Regional Spatial Strategy* figures.

Figure 1 indicates a potential overshoot of around 80 units. However, the actual rates of housing provision will be influenced by levels of identified local housing need over the period, the responsiveness of housing delivery mechanisms in catering for it and environmentally acceptable sites coming forward.

5.9.5

Table 3 shows that of the 449 new dwellings build since April 2001, 28% were affordable dwellings to meet the needs of local people unable to afford open market housing. There are even lower levels of affordable dwellings among the houses under construction at March 2006 and unimplemented permissions for dwellings. RPG10 *Regional Planning Guidance for the South West* (now the interim RSS) looked to the provision of around 30-50% of all residential development being affordable housing for local needs. The draft RSS states that local planning authorities should routinely require more than 30% housing provided annually to be affordable but recognises that 60% or greater may be appropriate in areas of greatest need. It is clear that extra effort will be needed to reach that figure, including a shift in established policies.

5.9.6

The pattern of residential development in Dartmoor in the recent past shows a concentration of development in the larger settlements. (See Figure 2, opposite.) The residential development that has taken place outside the classified settlements has, for the most part, resulted from the provision of farm workers' dwellings or from the conversion of existing buildings (e.g. redundant hotels and barns) in the smaller hamlets or in the open countryside.

²² DCLG (November 2006) Planning Policy Statement (PPS) 3. Housing Paragraphs 8 & 9.

Figure 1: Dartmoor National Park Housing Trajectory 2001-2026

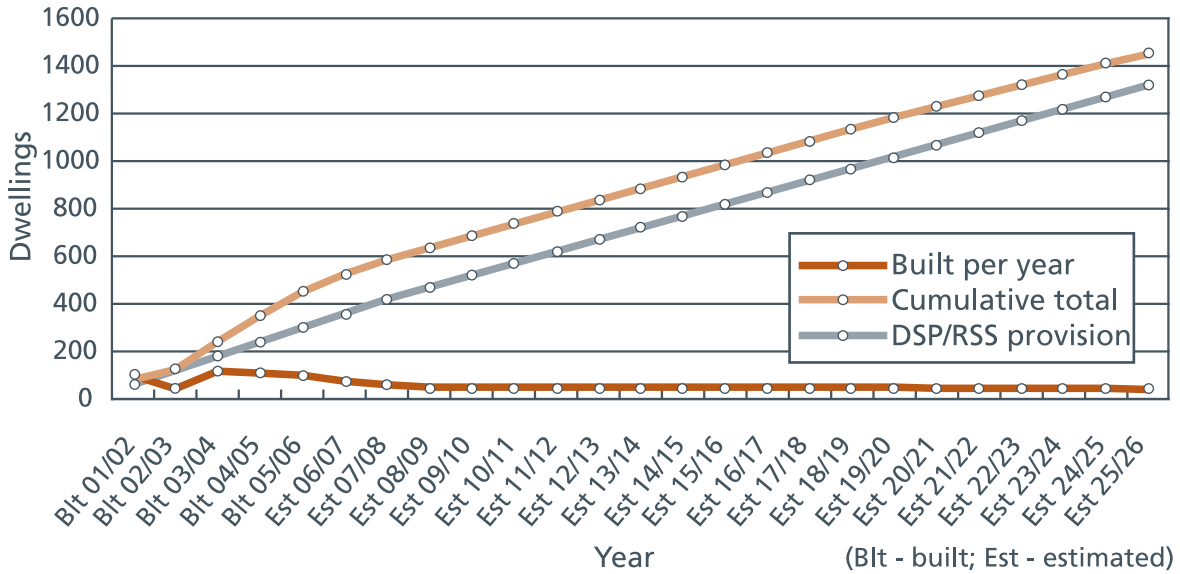
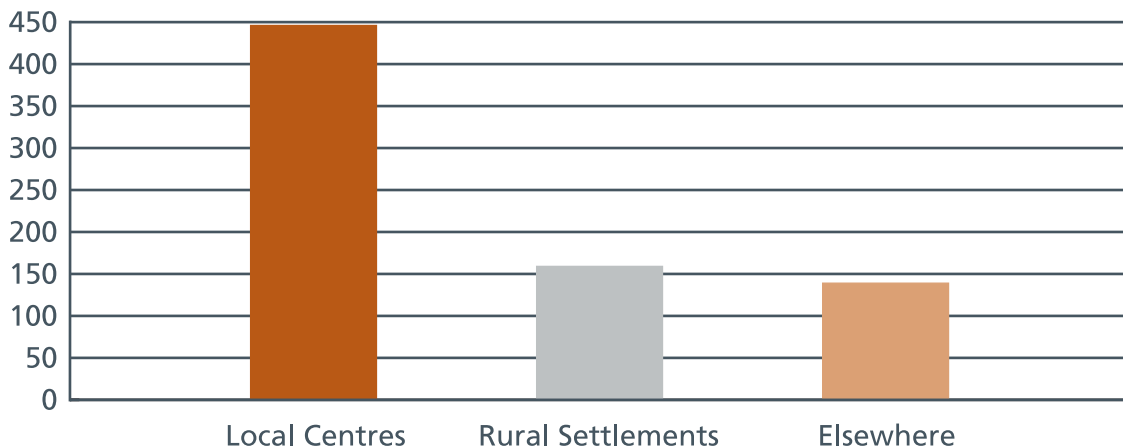


Table 3: Housing provision - Dartmoor National Park (March 2006)

Dwellings provision within the Dartmoor National Park	
Dwellings built in period April 2001 - March 2006	449 (126 of these being affordable dwellings for local needs)
Dwellings under construction at March 2006	229
Unimplemented extant planning permissions at March 2006	301 (31 of these being affordable dwellings for local needs)
Total provision at March 2006	979
<i>Devon Structure Plan</i> indicative provision from April 2001 to March 2016	900

Source: DNPA planning records

Figure 2: Approvals given for dwellings by location April 2001 - March 2006



Source: DNPA planning records

Meeting housing need

5.9.7

In view of the limited opportunities to cater for new housing development in ways that do not harm the National Park environment, it is essential that great care is applied to ensure that where new housing development is permitted in the future it will provide the right mix of housing types, sizes and tenures to meet the needs of the National Park's communities. Open market properties form the bulk of the property market on Dartmoor and there is strong market demand for properties in the National Park. This has fuelled the increases in the local property market. In particular, smaller properties have become increasingly unaffordable for local people even on average incomes. At the same time, access to social rented and intermediate housing is limited. Hence, this strategy proposes a strong priority for the provision of affordable housing for local needs in the National Park.

5.9.8

The National Park contains four separate housing authorities, which provide the National Park Authority with valuable advice on the nature and extent of local housing need. Data provided by the constituent housing authorities in the National Park in 2006 suggested an unmet need of 230 units. An assessment for the Plymouth Housing Market Area (HMA), which includes those parts of West Devon and South Hams inside the National Park, was published in November 2006. An assessment for the Exeter and Torbay Housing Market Area, which includes the rest of the National Park, was published in the summer of 2007. The assessments provide additional information on the level and nature of local housing need. The Plymouth HMA concluded that affordable housing need across the sub region is between 1.4 and 2.4 times the amount of average provision proposed in the draft RSS. The main conclusions of the Plymouth HMA in so far as they relate to the National Park are contained in paragraphs 5.9.12 and 5.9.13.

5.9.9

Annex B of PPS3 provides definitions of 'affordable housing', those definitions are set out in Annex 2: Glossary of Terms. *The Dartmoor National Park Local Plan: First Review* offers scope for the development of a specific model of intermediate affordable housing, in which a local occupancy tie is attached to size-restricted properties along with a requirement that rent or sale prices should be deflated by 25% in relation to the market price of the property with the occupancy condition attached. Registered social landlords provide shared ownership/equity type properties within Dartmoor National Park but the Authority seeks to restrict staircasing to ownership of 80% of the equity. It is essential that affordable housing remains affordable and available to people in perpetuity and that secure arrangements are in place to achieve this.

5.9.10

The housing needs of key or essential workers fall within the definition of local housing needs. The accommodation needs of gypsies and travellers are also recognised as local housing needs and a survey has been carried out in Devon to assess the level of need. There are other more specific accommodation needs relating to the more vulnerable members of society - such as the elderly, the homeless, young people and learning disabled.

Housing affordability and accessibility

5.9.11

As elsewhere in the country, house prices on Dartmoor continue to rise rapidly. Average house prices on Dartmoor have grown at around 12.8% per annum since 1995. The growth in England and Wales has been slightly lower at 11.3% per annum. This higher rate of increase has resulted in the Dartmoor average house price now being greater than the national average - £220,659 in the National Park compared to £190,760 in England and Wales (2004). Table 4 shows the comparative costs of a range of house types.

Table 4: Average prices of houses 2005 - Dartmoor, England & Wales

	Dartmoor	England & Wales
Detached	£315,719	£299,378
Semi-Detached	£201,973	£176,030
Terraced	£167,551	£152,977
Flat/Maisonette*	£122,402	£150,692

* Figures based on a small number of properties
Source: Land Registry

Work done for the Plymouth HMA shows that the stock of small units, flats, maisonettes and terraced houses in the West Devon/ South Hams part of Dartmoor is very low, at 24 % of all stock. This figure is only just over half the national level of 45%.

5.9.12

The Plymouth HMA looked at incomes and access to housing. For existing households living in the DNP part of the Plymouth HMA, 14.6% had incomes below £10,000. The total proportion earning below the average UK household income (£27,500) was 57.9%. In newly forming households, 47.4% had incomes below £10,000 meaning that social rented housing would be the only option. The cheapest entry level property across the study area requires an income of £25,300, and with 67.1% of newly forming households having incomes of less than £20,000, their ability to access the local market is very limited. Access to rental property was also examined and it was found that flats required an income of £16,200 (one bed) to £29,300 (two bed) in south Dartmoor. A two bed terraced property in Dartmoor north would require an income of at least £24,200, and income of up to £36,200 would be needed to rent a three bed terraced house.

5.9.13

The Plymouth HMA pointed to some strategic housing issues for the National Park which should be addressed:

- ◆ providing a mix of house types, but particularly small units, is needed in both market and social sectors, but for those seeking affordable housing the focus is on two or three bedroom accommodation
- ◆ 90% of newly forming households are unable to purchase the cheapest two bedroom terraced home
- ◆ the small private rented sector is impacted by holiday lettings
- ◆ affordable housing targets as high as those suggested in the draft RSS (60% or greater) for areas of greatest need could be justified
- ◆ low site thresholds are needed if there is to be any real contribution from the market sector to delivering affordable housing.

Location and type of housing provision 5.9.14

The conclusions of the Housing Market Assessments along with the views of the local housing authorities will advise on the nature of the housing that will best meet local needs. Parish based housing needs surveys carried out in conjunction with the appropriate local housing authority and/or rural housing enabler will continue to be important in providing further detailed information at the local level across the National Park. The Authority will regard up to date surveys of the Local Centres as priorities in advising the preparation of the *Generic Development Control and Site Specific Policies DPD*.

5.9.15

Because of the environmental constraints that apply across the National Park, it will not be possible to cater for all locally arising housing demand or indeed need. There is clear evidence through the Plymouth HMA that there is a large unmet need for affordable housing across the sub region. The housing policy in the LDF should be focused on providing for affordable housing to meet needs from within the National Park from those unable to access housing on the open market. As a result, new opportunities for open market housing development will be limited and will be restricted to the Local Centres, where it will help in the delivery of affordable housing for local needs.

5.9.16

In targeting provision toward meeting local needs for affordable housing, the Authority recognises that there will need to be a balance in provision between social rented and intermediate housing. Overall it is anticipated that a high proportion of affordable housing provided will be social rented. Such housing will be available to a greater proportion of people who have housing needs and who cannot access open market housing. It is expected that around 70% of affordable housing will be social rented provided by registered social landlords with the remainder being intermediate. However, the Authority recognises that the nature of the local need will differ between settlements and there should be flexibility to vary the relative proportions of social/intermediate housing on a site by site basis with the benefit of advice from the local housing authority.

5.9.17

New housing should be located on appropriate sites principally within and adjoining the Local Centres and to a lesser extent the Rural Settlements. The Local Centres are expected to accommodate at least 60% of all new housing development during the period of this Strategy.

National guidance²³ makes it clear that local planning authorities in rural areas may adopt a rural exception site policy solely for the provision of affordable housing for local needs. The Authority has used an exception policy for a number of years, which has provided a steady flow of affordable units and will continue to use such a policy.

5.9.18

The appropriate conversion or subdivision of suitable buildings will continue to provide a mechanism for the provision of new dwellings. The use of previously developed land where this is appropriate and available is favoured. However, the Authority will adopt a cautionary approach to ensure that local amenity is not adversely affected by the subdivision of gardens and that no harm is caused to the historic, archaeological, biodiversity or geological conservation qualities of brownfield sites. The Authority is conscious that brownfield sites in built-up areas have the potential to provide wildlife corridor links or can be turned into natural green areas and they may also provide an opportunity to grant access to open space within built up areas. They may also in the interests of an individual community be better used to meet a need for a community facility or business use rather than to provide housing.

²³ DCLG (November 2006) Planning Policy Statement (PPS) 3. Housing

Policy COR15

The Authority will work with the local housing authorities to provide for the housing needs of communities within the Dartmoor National Park, with a strong priority for the provision of affordable housing to meet identified local needs.

The rate, number, type and location of houses provided during the period of this Strategy will be dictated by the extent and nature of local need identified by the local housing authority, housing market assessments and parish housing needs surveys, and by the ability of each community to absorb development satisfactorily without harm to the local environment. It will have regard to the levels of development anticipated in the emerging Regional Spatial Strategy (50 per year between 2006 and 2026), which is an estimate of provision against local needs only.

Housing development will be targeted at providing affordable housing for local needs within and adjoining the Local Centres and Rural Settlements. Around 70% of this development should be social rented housing provided by registered social landlords with the balance being intermediate housing, though the precise split will be determined on a site by site basis. A rural exception site policy will be used where that is the best option. The provision of open market housing will be restricted to sites within Local Centres in circumstances where its provision will facilitate affordable housing on previously developed land or where it will be provided through building conversion/sub-division or where such development will facilitate significant environmental or community benefits. The proportion of affordable housing in such developments will be not less than 50%. However, in exceptional circumstances, the proportion of affordable housing required may be varied where this is necessary to enable development of significant environmental or community benefit to proceed.

Outside Local Centres and Rural Settlements, housing development will be restricted to that serving the proven needs of agriculture and forestry or other essential rural businesses, or through the appropriate conversion of rural buildings to meet identified local needs for affordable housing.

5.10 Social inclusion

Sustainability objectives

Inclusiveness and participation

To take account of the needs of all sectors of the community in the planning and design of new development.

Community health, safety and well-being

To safeguard and improve community health, safety and well-being.

5.10.1

People expect to be treated fairly and to be able to participate fully in society. Social exclusion occurs where individuals are prevented from participating in any of the key economic, social and political activities of the society in which they live. It occurs when people face a combination of linked problems such as unemployment, low incomes, poor skills, poor quality housing, poor health, high crime rates and family breakdown.

5.10.2

Although the Dartmoor National Park appears to be a relatively wealthy area with low levels of unemployment, there are certain external factors which operate on different groups of people within the National Park resulting in social exclusion. In the Government's Indices of Multiple Deprivation (2004), 78% of the 'super output areas' (a geographical division reflecting wards or combinations of wards) in the National Park were in the most deprived quartile in the 'barriers to housing and services' domain. Within the National Park, high house prices, a limited supply of social housing and a poor public transport network means that it is difficult for many people to afford appropriate housing and gain access to services and facilities. The extra costs this imposes on households has a more adverse effect on those on low incomes.

5.10.3

Social exclusion may come about because of small numbers in particular social or ethnic groups with lack of

provision for the specific needs of those groups. Within the Dartmoor National Park, only 3.25% of the resident population is composed of the black and minority ethnic groups or other non-British national groups. Those with long term health problems, refugees, gypsy and traveller groups, and young people leaving care are also likely to feel excluded from a range of social opportunities. There are other groups that whilst being higher in number still experience a lack of provision for needs, for example the physically disabled and those suffering long term illness, teenagers, the very old or those with no access to private transport. The needs of disabled people for access to social and community facilities and access to the countryside will need to be addressed in very specific ways.

5.10.4

The draft RSS expects local development documents to set clear objectives and determine priorities to address equality and diversity issues and to promote the diversity of communities as a key regional asset. For this strategy, the social exclusion objectives are:

- ◆ the development and refinement of an evidence base relating to social exclusion
- ◆ overcoming those deficiencies in provision that are capable of being addressed through the spatial planning process
- ◆ improving access to services, facilities and opportunities through a mix of conventional and innovative measures.

Priorities will focus on provision for needs associated with the elderly and younger (specifically, teenager) age groups, people suffering from mental or physical disability, and those needs originating with black and minority ethnic groups and traveller and gypsy communities. It is particularly important to obtain reliable data on such 'hard to reach' groups in order to know more clearly what is needed and how it might be supplied.

Research has been undertaken on the needs of gypsies and traveller groups in Devon. The survey indicated a need for 226 pitches across the county by 2011. The National Park was not specifically identified to provide any sites.

5.10.5

The socio-economic 'object of duty' of the National Park authorities is to 'seek to foster the economic and social wellbeing of local communities' within the National Park. This duty is to be undertaken through cooperation and partnership with the appropriate agencies. In seeking to reduce levels of social exclusion through spatial planning, the Authority will depend strongly on information and assistance from other bodies, in particular the local strategic partnerships, the Primary Care Trusts, the Community Council of Devon and the Councils for Voluntary Service. A wide range of voluntary community and social enterprise initiatives are active in the National Park. The Authority will work in partnership with those bodies to ensure the greatest benefits for Dartmoor's local communities. Through joint working with the local housing authority, extra accommodation for homeless young people has been facilitated at South Brent, and work with the Children and Young People's Service and local associations has enabled new facilities for young people to be provided at Buckfastleigh, Moretonhampstead and Princetown.

Policy COR16

In drafting spatial development and transport policies for the Dartmoor National Park, the Authority will seek to ensure that those policies take into account the needs of and effect on minority or vulnerable groups and those with special needs. The Authority will work with other partners and stakeholders to ensure that social inclusion is addressed effectively within the Dartmoor National Park including support for and promotion of appropriate development schemes and community and neighbourhood initiatives.

5.11 Health and well-being

Sustainability objectives

Community health, safety and well-being

To safeguard and improve community health, safety and well-being.

5.11.1

Spatial planning has an important role to play in helping to provide communities with the facilities needed for healthy, safe and satisfying life styles. The community strategies that cover the Dartmoor National Park set out the expectations that local people have in the areas of:

- ◆ healthy living and access to healthcare
- ◆ caring communities and the reduction of isolation
- ◆ leisure and recreation
- ◆ achieving even safer places to live, promoting community safety
- ◆ the reduction of litter and vandalism
- ◆ the reduction of waste and pollution.

5.11.2

The National Park is well placed to provide for a wide range of activities, including walking, riding and cycling, that can help in enabling people to achieve physical and mental well-being. Dartmoor has over 50,000 hectares of open countryside and 450 miles (730 km) of public rights of way, with many opportunities for cyclists on designated cycle tracks, byways and bridleways. Advice is available to help and encourage those persons who are disabled, less mobile or who have young children, to relax and enjoy the peace and quiet of the Dartmoor countryside. The woodland resources of the National Park offer many opportunities for the public to visit and enjoy quiet recreation. The establishment of new native woodland can feature within wider 'green infrastructure' frameworks that increase the amenity and recreational opportunity in local areas.

The Authority has a statutory duty to promote the public's understanding and enjoyment of the National Park's special qualities.

5.11.3

Households have varying needs at different stages in life. For families with young children, child care facilities, good access to schools and safe opportunities for play and recreation are needed. Other families will be looking for good opportunities for outdoor recreation activities or social and cultural pursuits. At the other end of peoples' lives, the services necessary to sustain own home living, good access arrangements for those with special needs, and opportunities for sheltered housing, residential and nursing homes will become increasingly important.

5.11.4

Helping local communities to improve their health and well being requires a good evidence base of what is needed, effective responses and good cooperation between the public, private, voluntary and community sectors. Partnership working can help deliver the wide range of local services and resources that communities need to maintain their sustainability. Voluntary bodies, such as recreational trusts, sports associations, and village hall committees, provide many of the services, facilities and amenities enjoyed by local communities. Many other public, private and statutory bodies are also important contributors to the promotion of healthy, safe and well-served communities. The Authority has worked with a number of communities to help provide new or redesigned village halls, offering a wider range of services and facilities than the traditional village hall. There is also a range of voluntary community development groups across Dartmoor, such as the Moretonhampstead Partnership Committee and the High Moorland Community Action Group at Princetown.

The Authority works in partnership with these and others to help new community facilities become established. There are various bodies, such as the Community Council of Devon and the Councils for Voluntary Service, which can advise and help strengthen the services that the voluntary and community sector can provide.

5.11.5

Providing for the health and well-being of communities covers a wide range of initiatives; for example, the provision of traffic calming schemes, support for community health facilities, and the development of neighbourhood play areas for children all fall within this theme. Local initiatives, such as parish plans and village appraisals, can help identify what is needed. The review of the community strategies by local strategic partnerships will also highlight the concerns of local communities.

The environmental health services of local councils are key partners, providing advice on food, housing standards, health and safety, air quality, noise and other environmental issues.

These services play an important role in improving the health and quality of life of individuals and communities and, along with NHS primary care trusts, in reducing health inequalities.

In a sustainable community, people should feel safe and secure.

The prevention of crime and the enhancement of community safety are now explicit planning objectives (see policy COR1(c) and section 5.3.2).

5.11.6

Local Area Agreements (LAAs) are a new element in the Government's policy for improving local services. At their heart, LAAs aim to:

- ◆ secure local solutions to local issues;
- ◆ join up public services;
- ◆ simplify government funding streams.

LAAs will allow local authorities and their partners, through the LSPs, to tackle local priorities and deliver local services through the pooling and aligning of funding from central government.

Central government will support this LAA process by relaxing some of its rules and regulations concerning funding and performance targets. The Government intends to introduce new area based LAA grants in 2008. These will no longer be focused on specific funding for specific targets but will provide area based LAA grant to address all the targets agreed with central government

Policy COR17

The Authority will work in partnership with local communities, local authorities, public agencies and private, voluntary and community bodies to sustain and enhance those local services, facilities and resources needed for safe, satisfying and healthy life styles.

Economy and transport

Sustainability objectives

Sustainable transport

To reduce traffic congestion and noise, and improve safety, health and air quality by reducing the need to travel, especially by car.

Economy

To promote sustainable economic growth, particularly of key business sectors, and to utilise employment land and premises effectively and efficiently.

5.12 Sustainable economic growth including tourism

Core Strategic Aim - Employment

To assist in the provision of local employment and business opportunities, particularly in the Local Centres, and in the diversification of the rural economy in ways that are beneficial to the National Park and its community.

Core Strategic Aim - Tourism

To ensure that tourism development in the National Park is based upon the special qualities of Dartmoor and benefits its environment and economy.

Core Strategic Aim - Farming

To assist in sustaining viable farming and forestry systems as a vital element in the local economy particularly in ways that further the purposes of National Park designation.

5.12.1

In order to maintain the economic health of communities within Dartmoor in the most sustainable way, employment development should generally take place within or adjoining the Local Centres or Rural Settlements. However, some employment development that has an essential need to be located in suitable places in the countryside will help support the local economy.

5.12.2

Although the National Park is a rural area, the largest contribution to the local economy flows from property development and management, professional and technical services and retail and wholesale distribution - 40% of Gross Value Added (GVA) in 2004. Hotels and catering provided around 9%, and agriculture and forestry around 3.2% of total GVA²⁴ (see Table 5, opposite). There is some evidence that the creative industries are becoming more of an economic force, with strong growth in the visual arts and audio-visual domains²⁵. Information and communications technology (ICT) is also becoming more important in business, helped by the increasingly ready access to broadband services in the National Park. Another report notes the economic potential of the renewable energy sector²⁶. Companies developing renewable energy schemes are generally small (1-5 employees) and provide highly skilled jobs. The industry could be contributing £325-440m to the South West's economy by 2020. There is a growing body of skills and expertise in this field within the National Park.

²⁴ Dartmoor National Park Authority. Economic Model of the Dartmoor National Park. Data for 2004.

²⁵ DCC, Torbay Council, Arts Council England South West (2006) Building Creative Success. The state of the creatives industry in Devon and Torbay 2005.

²⁶ Regen SW (Nov 2005) The Economic Contribution of the Renewable Energy Sector to the South West

Table 5: Sector outputs based on Gross Value Added - 2004 data

Sector	DNP share of output	Devon share of output	National share of output
Agriculture & forestry	3.2%	2.0%	0.9%
Construction	14.9%	9.8%	6.5%
Distribution	15.2%	15.6%	12.4%
Hotels & catering	8.9%	8.2%	3.3%
Real estate/other business	25.0%	20.9%	24.6%

Source: DNPA, Devon CC, ONS

5.12.3

Proposals for light industry, office and crafts development (Use Class B1) can generally be accommodated within the built up areas of the National Park. The residential aspect of live-work units will be considered in accordance with policy COR15. Proposals for new general industrial uses (Use Class B2) in residential areas will not be acceptable. Such uses can be very detrimental to the amenity of a residential area. Warehousing and storage (Use Class B8) is also regarded as a use that would need special justification to be accepted within Dartmoor. Such premises are likely to be large with high numbers of vehicle movements.

5.12.4

Proposals for the improvement or expansion of existing general industrial premises will be viewed favourably where they would improve employment opportunities and environmental conditions. Such improvements could include reduction of visual intrusion and pollution (e.g. noise, air and water quality), traffic management measures, improved access, servicing and parking provision.

Policy COR18

Local employment and business opportunities will be sustained by the provision of new employment sites within and adjoining the Local Centres where there is evidence that demand cannot be met by existing or permitted sites.

In Local Centres and the Rural Settlements, the following types of local employment and business development are appropriate:

- (i) provision for the controlled expansion and development of existing businesses;**
- (ii) support for small scale development needed to facilitate the establishment of office, light industrial, service and creative industries and home-based enterprises, including live-work units.**

Outside the classified settlements, local employment and business opportunities will be sustained by:

- (a) support for small scale development needed to facilitate the growth of small office and home-based enterprises;**
- (b) provision for the small scale expansion and development of existing businesses and sites;**
- (c) support for development to assist the agricultural and forestry sectors and other rural enterprises with strong links to the cultural heritage of Dartmoor;**
- (d) support for farm diversification initiatives;**
- (e) support for appropriate sustainable tourism and small scale recreation enterprises that are based on the intrinsic qualities of the Dartmoor National Park.**

In all cases, full consideration should be given to the use of existing buildings, particularly traditional buildings. The presumption will be that existing employment sites and premises will be retained for economic uses and proposals for the redevelopment of existing employment sites and premises for non-employment uses will be carefully assessed to ensure that the needs of business and industry in the National Park would not be harmed by such change of use.

Tourism

5.12.5

It is not easy to derive figures for the contribution of the tourism industry to the National Park economy; however, the economic model of the Dartmoor National Park shows that in 2004 hotels and catering generated around 9% of the total gross value added by economic activity in the National Park. The tourism industry is a major component of the economy of Dartmoor and vital to the socio-economic well being of the National Park. It also assists in the promotion of opportunities for the public to enjoy and understand the National Park's special qualities. 'Green tourism' is increasing in importance, introducing more sustainable approaches to the provision of basic services, public access and the type of tourism venture. *Sustainable tourism* in simple terms is about 'meeting the needs of visitors, the tourism industry and communities, whilst safeguarding, conserving and enhancing the special qualities of an area now and in the future' (*Dartmoor Charter for Sustainable Tourism*). However, tourism development must not be at the expense of the special qualities of the National Park - it is those very qualities that draw so many people to Dartmoor in the first place.

Policy COR19

Proposals for tourism development should be based on and respect the special qualities of the National Park –

its distinctive landscape and natural beauty, its cultural heritage and history, its biodiversity – making use of the opportunities that the National Park offers for quiet, informal, open air recreation.

Agricultural diversification

5.12.6

Farming is the principal land use in the Dartmoor National Park and is vital to sustain its special qualities. Forestry also plays a part in maintaining features that add variety, colour and texture to the landscape. The rural economy is undergoing change and with increasing pressure on agricultural incomes, farm diversification and environmental management schemes can help provide the resources that are needed to sustain farm enterprises. The main aim of diversification proposals should be to supplement the core farming enterprise and not to supplant it. Such enterprises can themselves help support National Park purposes. Within these parameters, planning policy should be generally supportive of well-conceived farm diversification projects that are consistent in scale with their rural location. In order to protect the quality and distinctiveness of the local landscape and to discourage uncoordinated development in rural areas, the piecemeal stripping of assets from farms without regard for the overall viability of farm holdings is discouraged.

Policy COR20

The principal aim of farm diversification proposals should maintain the core agricultural business whilst conserving or enhancing the wildlife, natural beauty or cultural heritage of the National Park or contributing to the public's enjoyment and understanding of its special qualities. Existing buildings should be re-used where possible.

5.13 Transport

Sustainability objectives

Sustainable transport

To reduce traffic congestion and noise, and improve safety, health and air quality by reducing the need to travel, especially by car.

Core Strategic Aim - Traffic and Transport

To facilitate better access to local facilities, to reduce the need to travel, especially by car, and provide for visitor access in ways which are least damaging to the environment and local interests.

Development and the highway network

5.13.1

Through its effect on development pattern, planning can help reduce the need to travel, reduce the length of journeys and make it safer and easier for people to make use of public transport, cycling and walking. Recognition of the wider role of transport in providing access to services should underpin a National Park-wide coordinated approach. The transport network in the Dartmoor National Park should meet the access needs of local communities and businesses in ways that are environmentally sustainable and safe for its users. Small changes to the network will take place, to remedy existing deficiencies and provide for future development and changing patterns of use.

Dartmoor National Park Traffic Management Strategy

5.13.2

The Dartmoor National Park Authority, Devon County Council and the Highways Agency produced a *Traffic Management Strategy* for the National Park in 1994. Its essential elements were:

- ◆ reinforcing the National Park identity as a special and different place
- ◆ promoting road safety

- ◆ managing the route network to ensure that traffic uses the most appropriate routes and unnecessary traffic is removed
- ◆ promoting public transport and encouraging cycling
- ◆ integrating the needs of the less mobile.

The Strategy made it clear that any traffic management works should be carried out in ways that maintained and where possible enhanced the National Park environment.

5.13.3

The *Traffic Management Strategy* has recently been updated by the Authority, Devon County Council as the local highway authority, and the Highways Agency. It concluded that the essential aims of the Strategy remain valid. The Strategy sought to identify priority areas for further action over the period of the *Devon Local Transport Plan 2006-2011* (DLTP). The main priorities incorporated into the DLTP are:

- ◆ minimising the impact of visitor traffic
- ◆ encouraging visitors to use alternatives to the private car
- ◆ improving public transport
- ◆ improving cycling opportunities
- ◆ reducing the impact of heavy goods vehicles
- ◆ further improving road safety and driver awareness
- ◆ improving access for the less mobile
- ◆ improving design standards for road schemes.

The National Park Authority, the County Council as highway authority, and the Highways Agency will work together closely to implement the priorities and specific actions identified in the updated *Traffic Management Strategy*.

The strategic road network

5.13.4

The Dartmoor National Park is encircled by important links in the county's strategic road network.

To the south of the National Park runs the A38 trunk road (Devon Expressway). This road forms part of the Trans-European Network (TENS). The A30 trunk road skirts the northern boundary of the National Park - this road has been advocated for inclusion in TENS. The A386 national route runs through the western part of the National Park, linking Plymouth to Tavistock, and beyond. It is important that development, including proposals for new access, should not adversely affect the traffic handling capacity or safety characteristics of these routes. Proposals for new or improved roadside service areas within the National Park will be assessed using the major development in National Parks test set out in PPS7 (see section 4.3). Proposals adjacent to but outside the National Park boundary will be subject to the appropriate policy in the *Regional Spatial Strategy*.

Local highway network

5.13.5

The local highway network is important for the day to day access requirements of people and communities in the National Park and for recreation and tourism. The *Traffic Management Strategy* sets out the Dartmoor route network along with a coach route network, to help manage local, cross moor and recreational traffic. In considering the route network and development proposals affecting it, the emphasis will be on safety improvements (including measures to reduce collisions involving livestock), the reduction of pollution and initiatives to reduce the adverse environmental effects of traffic.

Managing transport demand

5.13.6

A range of measures are available to encourage a reduction in demand for travel and the use of the car. One of the most effective is to promote the local services and facilities that would otherwise require a car journey. Another is to promote and coordinate measures to improve the range of

sustainable travel choices and to ensure that development takes place where travel choice exists. Attractive, safe and convenient pedestrian and cycle networks have an important role to play. Extension of public transport and increase in frequencies also has a role, but is not easy to achieve in rural areas. There are many other initiatives all of which can help reduce the dependency on private vehicle use. Car clubs and car share schemes are now operating; there are special services tailored to the needs of visitors; school and education travel planning is highly managed and there are better and more accessible public transport information systems. The management and control of off-street parking also has a role to play along with other traffic management initiatives such as residential and business travel plans. A transport assessment will be needed for major development to consider the most effective ways of achieving sustainable transport objectives.

5.13.7

However, for most people living or working in a remote rural area, there is a very limited travel choice and use of a private vehicle is generally a necessity. Good access and parking play important roles in maintaining vital and viable town centres. The Authority will seek to manage the demand for good access and off-street parking provision without causing unacceptable harm to the quality of the built or natural environment. Any new development should also be of an appropriate type and scale so that it can be safely serviced by the existing road network and does not cause additional hazards or lead to unsustainable increases in local traffic levels.

Alternatives to private transport

5.13.8

Walking and cycling are to be encouraged because they are an inexpensive, healthy, flexible and environmentally-friendly means of travel over short distances. Opportunities for using disused routes (e.g. old railway tracks) for these forms of travel provision

should be maximised. The Authority will encourage the provision of safe pedestrian and cycle routes and adequate cycle parking in towns and larger villages, at major public buildings and at education, tourism and leisure facilities. Opportunities should also be taken to provide the resources and infrastructure to support public transport services. Facilities such as bus shelters or parking bays may be necessary to help promote greater uptake of public transport. Green travel plans or support for car share schemes etc. may be appropriate for certain types of development.

Policy COR21

Development should be located so as to facilitate access to local services and reduce the need to travel, especially by car, providing for and promoting choice in transport modes.

Development proposals should:

- (i) not conflict with the standard, capacity and function of local roads as defined in the Dartmoor Route Network;**
- (ii) not have a detrimental impact on road safety or the existing capacity of the highway network such that congestion is created or increased, thereby placing responsibility on the highway authority to make improvements;**
- (iii) provide sufficient parking and turning space;**
- (iv) provide dedicated footways for pedestrians and, wherever possible, links to existing and proposed networks of footpaths and cycleways;**
- (v) assist in the provision of infrastructure, facilities and resources needed to support public transport services and other community transport initiatives.**

All major development proposals should be accompanied by a Transport Assessment.

Prudent Use of Resources

5.14 Minerals development

Sustainability objectives

Sustainable resource use

To reduce the consumption of non-renewable sources of energy, water and minerals.

Core Strategic Aim - Major Development

To resist major development proposals, unless there is a proven overriding national need and no reasonable alternative ways of meeting that need outside the National Park.

5.14.1

The *Devon Structure Plan* contains a policy to control minerals development in the National Parks and Areas of Outstanding Natural Beauty:

Policy MN3

Minerals Development in National Parks and Areas of Outstanding Natural Beauty

Proposals for minerals development within Dartmoor National Park and the Areas of Outstanding Natural Beauty will be subject to the most rigorous examination, and will only be approved where development can be demonstrated to be in the public interest and where there is an overriding national need for development which cannot reasonably be met in some other way.

5.14.2

The draft *Regional Spatial Strategy (Submission draft, April 2006)* recognises that mineral planning authorities, mineral operators and other agencies should avoid workings/extraction in or affecting National Parks except in exceptional circumstances where it can be demonstrated that the mineral cannot be sourced from another location outside the designated areas. There are, however, existing significant aggregate mineral operations within

the Dartmoor National Park (Meldon & Linhay) that have extensive long term reserves that will continue to contribute to sub-regional supply. These finite resources should be safeguarded from sterilisation by other forms of development and Mineral Safeguarding Areas (MSAs) will be defined in the *Minerals and Waste Development DPD* to ensure that the future supply of mineral resources is considered adequately and effectively in land use planning decisions. There is no presumption that any areas within MSAs will ultimately be acceptable for minerals extraction. The two large quarries in Dartmoor - Linhay and Meldon - are important components in the local economies of Ashburton and Okehampton and the surrounding areas. The smaller quarries also contribute to the range of employment opportunities in their own localities.

5.14.3

The Structure Plan policy is reflected in the principal minerals policy in the *Dartmoor National Park Minerals Local Plan*. The Minerals Local Plan provides scope for small scale quarrying of local building stone. This provision can make a valuable contribution to the maintenance of the character and quality of the National Park's built environment. With all minerals development, restoration and aftercare are important considerations and will form a vital part of any permission that is granted. The core strategic minerals policy, which reflects the emerging RSS approach, is as follows:

Policy COR22

Major mineral development will not be allowed unless, after rigorous examination, it can be demonstrated that there is a national need which cannot reasonably be met in any other way, and which is sufficient to override the potential damage to the natural beauty, wildlife, cultural heritage or quiet enjoyment of the National Park.

Other mineral development will be carefully assessed, with great weight being given in decisions to the conservation of the landscape and the countryside, the conservation of wildlife and cultural heritage and the need to avoid adverse impacts on recreational opportunities.

Small scale quarrying of traditional building stone will be granted in locations where this would not be damaging to the landscape, archaeological, ecological or geological interests, or to the amenity of local residents and where the local road network is adequate to cope with the traffic generated by or associated with the proposed development.

5.15 Waste

Sustainability objectives

Waste

To reduce the amount of waste generated within the National Park and to minimise the environmental effects of waste disposal.

5.15.1

All proposals for waste development will be assessed against the principles of sustainable development. In particular, development should not divert waste from more sustainable forms of management and, where practicable, development should incorporate the means to recover recyclable and compostable materials. Waste management facilities should make provision to deal with their end products, byproducts and waste at the highest level of the waste hierarchy:

- 1) reduction (most effective)
- 2) re-use
- 3) recycling and composting
- 4) energy recovery
- 5) disposal (least effective)

It is in the best interests of everyone to reduce the levels of waste that is produced, and especially to reduce waste that is environmentally damaging, hazardous or difficult to manage.

5.15.2

PPS10²⁷ sets national objectives for waste planning, which include:

- ◆ helping to deliver sustainable development by promoting waste management at the highest possible level of the waste hierarchy
- ◆ encouraging communities to take greater responsibility for waste management
- ◆ helping to secure waste management in ways that do not harm human health or the environment

- ◆ ensuring that the design and layout of new development supports sustainable waste management.

5.15.3

The draft RSS (paragraph 7.4.8) states: *The provision of waste facilities should generally avoid protected landscapes such as National Parks and Areas of Outstanding Natural Beauty. Some proposals to meet local needs may be appropriate, such as providing small scale recycling centres or on-farm composting facilities. Enhancement of environmental assets should be considered within proposals, including provision for appropriate restoration after-use with good design to mitigate visual and other environmental impacts of both built facilities and landfill sites.*

Within the Dartmoor National Park, such facilities could include places for making compost, on-farm and as small community operations, and sorting facilities for recyclable items.

Policy COR23

Proposals for the management of waste arising from within the Dartmoor National Park, including that generated by new development, will be considered in accordance with the waste hierarchy. Wherever possible, waste should be managed on the site where it arises. No waste disposal sites will be permitted unless there are significant environmental benefits for the Dartmoor National Park to be derived from their provision.

²⁷ Planning Policy Statement (PPS) 10 *Planning for Sustainable Waste Management* (July 2005) DCLG

5.16 Water resources

Protection from depletion and pollution

5.16.1

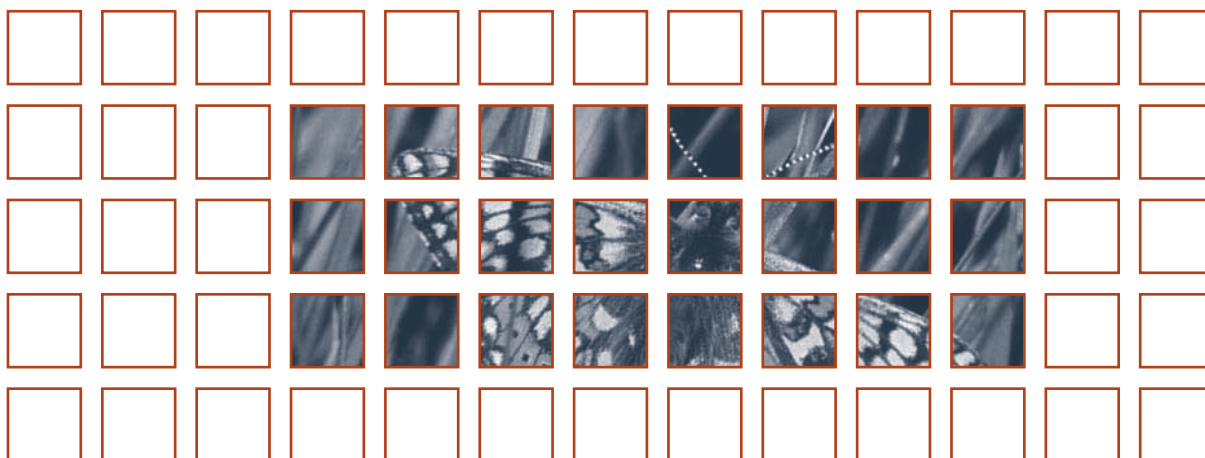
Dartmoor makes a great contribution to the supply of clean fresh water for public use. The reservoirs on the moor form a major part of the supply network for south Devon and the quality of groundwater and river waters are of vital importance. Careful management of water catchment areas is necessary to ensure that their abilities to capture and store rainfall and supply water are not compromised. The Environment Agency prepares *Catchment Abstraction Management Strategies* for these areas. New development should not add to the problems of water depletion by making unsustainable abstraction demands on sources of supply, such as rivers, streams and leats or cause pollution of these resources.

Policy COR24

Development will not be permitted if it would risk harm to the quality and yield of water resources, including abstraction sites, groundwater, rivers, streams and still waters.

Part 6 - Monitoring

Part 6 - Monitoring



Monitoring for sustainable development

6.1

The Authority will carry out regular monitoring of key sustainability indicators to ensure that the Core Strategy is successfully managing change in the National Park and that implementation of the strategy is leading to sustainable development. This will become a part of the LDF's *Annual Monitoring Report*. Other indicators - Government defined national core output indicators and locally defined contextual indicators - will be monitored and published in the *Annual Monitoring Report*.

6.2

Table 6 shows the resulting proposed framework for monitoring the Core Strategy DPD, based on sustainability objectives that originated with work done on the SA/SEA of the Strategy.

Sustainability objectives

The objectives are the outcomes that the LDF should be seeking to achieve in relation to the various aspects of sustainable development.

Indicators:

The indicators are the yardsticks used to measure success in meeting the sustainability objectives. In some cases the data for the indicator is readily available. In other cases the data may not be available for the current appraisal but it may be possible to put monitoring programmes in place for the duration of the LDF to assess progress against the indicator and feed into subsequent reviews of the LDF.

Table 6: Monitoring - objectives and indicators

SA Objective	Suggested Indicators
<p>1: Landscape and environment To protect the special qualities and natural beauty of the Dartmoor National Park</p> <p>Implementation bodies: DNPA, Natural England, Defra, MOD, Forestry Commission & Forest Enterprise, Woodland Trust, landowners, Dartmoor Commoners, English Heritage, Duchy of Cornwall, National Trust</p>	<ul style="list-style-type: none"> ◆ Change in Countryside Quality based on the Countryside Quality Counts data (JCA150) used to inform condition of Countryside Character Areas (Target: Change to be within band 'largely consistent with landscape character'.) ◆ Change in area classified as 'tranquil' (CPRE surveys) (Targets: (i) No further loss in the area identified as tranquil through CPRE (2006) mapping. (ii) No loss in the extent of dark night skies as identified through CPRE mapping of satellite imagery)
<p>2. To manage flood risk sustainably To manage flood risks sustainably, recognising the role of land use in reducing flood risks</p> <p>Implementation bodies: Environment Agency, DNPA, development industry, District & Borough Councils</p>	<ul style="list-style-type: none"> ◆ Percentage of properties at risk of flooding (from a 1% storm), and over a given period of time the percentage change of numbers at risk (Target: A significant reduction in the number of properties at risk of flooding over the plan period) ◆ Number of planning permissions granted contrary to Environment Agency advice on flood risk grounds (Target: No permissions granted contrary to EA advice on flood risk grounds) ◆ Number of new dwellings permitted on sites within flood risk zone 3 (Target: Reduction to zero over the plan period)
<p>3. Biodiversity To conserve, protect and enhance the habitats and aquatic and terrestrial biodiversity</p> <p>Implementation bodies: DNPA, Natural England, Dartmoor Biodiversity Partnership, Environment Agency, Devon Wildlife Trust, landowners</p>	<ul style="list-style-type: none"> ◆ Change in population of selected BAP species - southern damselfly, marsh fritillary, Vigur's eyebright ◆ Change in areas designated for their intrinsic environmental value, including sites of international, national, regional, sub-regional or local significance (Target: No net loss of areas of intrinsic environmental value) ◆ Percentage (by area) of SSSIs in favourable or unfavourable recovering condition (Target: 95% by 2010)
<p>4. Built environment To enhance the attractiveness and local distinctiveness of the built environment by raising the quality of design and sustainable construction</p> <p>Implementation bodies: DNPA, English Heritage, development industry</p>	<ul style="list-style-type: none"> ◆ Use of local building material in new developments ◆ Availability of specialist advice: (i) at pre-application stage (ii) at design stage (iii) on the historic built environment. (Target: To sustain provision of these services by the Authority)
<p>5. Historic environment To protect and enhance sites, areas and buildings and landmarks of archaeological, historic, cultural and/or architectural interest</p> <p>Implementation bodies: DNPA, English Heritage, Devon Gardens Trust, National Trust, landowners</p>	<ul style="list-style-type: none"> ◆ Number and percentage of Listed Buildings indicated as "At Risk" by English Heritage and number / percentage rescued (Target: 97% of Listed Buildings at non-risk status)

(cont.)

Table 6: Monitoring - objectives and indicators (cont.)

SA Objective	Suggested Indicators
<p>6. Land resources To concentrate and diversify development by optimising the use of previously developed land, infrastructure, under-used land and vacant properties</p> <p>Implementation bodies: DNPA, development industry, landowners</p>	<ul style="list-style-type: none"> ◆ Total area of housing development completed on previously developed land (PDL), and as a proportion of the total area developed (Target: To consistently exceed the RSS overall figure of 50% for housing development on PDL) ◆ Loss of high grade agricultural land to development (Target: No loss of this type of land over the plan period) ◆ Proportion of new dwellings completed at: less than 30, 30-50, and greater than 50 dwellings per ha
<p>7. Sustainable resource use To reduce the consumption of non-renewable sources of energy, water and minerals</p> <p>Implementation bodies: DNPA, development industry, Environment Agency, South West Water, quarry operators, District & Borough Councils, renewable energy providers</p>	<ul style="list-style-type: none"> ◆ Number of permissions granted for micro-renewable energy by type (Target: 60% of new build development incorporating micro-renewable energy generation) ◆ Number of minerals permissions and percentage with restoration proposals ◆ Area (ha) given planning consent with associated sustainable urban drainage schemes (SUDS) ◆ Percentage of dwellings built per year compliant with the Code for Sustainable Homes levels 3,4,5 & 6
<p>8. Water quality To protect and improve water quality</p> <p>Implementation bodies: DNPA, Environment Agency, South West Water, landowners, development industry</p>	<ul style="list-style-type: none"> ◆ Percentage of monitored DNP river length achieving 'good' or above water quality rating (chemical and biological General Quality Assessments GQA) (Targets: Relevant Environment Agency grades)
<p>9. Waste To reduce the amount of waste generated within the National Park and to minimise the environmental effects of waste disposal</p> <p>Implementation bodies: DNPA, development industry, Waste Management Authorities, materials recycling operators</p>	<ul style="list-style-type: none"> ◆ Percentage of waste arising within constituent districts and proportion recycled ◆ Number of community or local authority recycling points in DNP
<p>10. Sustainable transport To reduce traffic congestion and noise, and improve safety, health and air quality by reducing the need to travel, especially by car</p> <p>Implementation bodies: DNPA, Highway Authorities, Highways Agency, public transport providers, DCC Transport Co-ordination Centre</p>	<ul style="list-style-type: none"> ◆ Extent of the Rights of Way Network in an acceptable condition ◆ Number of Air Quality Management Areas within DNP, and number within 10km
<p>11. Economy To promote sustainable economic growth, particularly of key business sectors, and to utilise employment land and premises effectively and efficiently</p> <p>Implementation bodies: DNPA, business sector, local retailers, Enterprise South Devon, Business Link, SW Regional Development Agency, Dartmoor Partnership Ltd, West Devon Business Information Point</p>	<ul style="list-style-type: none"> ◆ Annual percentage change of Dartmoor's total Gross Value Added ◆ Loss of employment sites (ha) ◆ No. of planning approvals for new businesses, including farm diversification and net area (ha)/floorspace (sq m) developed

(cont.)

Table 6: Monitoring - objectives and indicators (cont.)

Suggested Indicators	
<p>12. Education and employment To enable all residents to share in growing prosperity by improving access to training, education and job opportunities</p> <p>Implementation bodies: Learning & Skills Council, universities & higher education colleges, Local Education Authority, Department for Work & Pensions, business sector</p>	<ul style="list-style-type: none"> ◆ Proportion of DNP Wards in lowest quartile of Index of Multiple Deprivation measures of education, skills and training ◆ Average household incomes/earnings ◆ Proportion of the population of working age that are economically active ◆ Unemployment rate in the DNP (Target: DNP unemployment rate consistently below Devon County and SW Region rates)
<p>13. Housing To ensure that all of the National Park's residents have access to a good quality, affordable housing</p> <p>Implementation bodies: DNPA, registered social landlords, development industry, Communities England, local housing authorities, Community Council of Devon (Rural Housing Enablers)</p>	<ul style="list-style-type: none"> ◆ Location of new housing development (Target: At least 60% of all new residential development to be in the Local Centres) ◆ The proportion and tenure of affordable dwellings approved and constructed (Targets: (i) Majority of all dwellings permitted to be affordable housing for local needs. (ii) 70% of affordable housing for local needs permitted to be social rented) ◆ Total number of completed dwellings of: (a) 1 bedroom (b) 2 bedrooms (c) 3 bedrooms (d) 4+ bedrooms ◆ Affordability - Ratio of average house prices to average households income/earnings
<p>14. Community health, safety and well-being To safeguard and improve community health, safety and well-being</p> <p>Implementation bodies: Devon County Council, town & parish councils, NHS, Devon Primary Care Trust & other health care providers, Devon & Cornwall Constabulary, Devon Fire & Rescue, recreation & leisure industry, Sports England</p>	<ul style="list-style-type: none"> ◆ Proportion of DNP wards in the lowest quartile of Index of Multiple Deprivation measures of health deprivation and disability
<p>15. Village Centres To strengthen the role of village centres to reduce the amount that people need to travel</p> <p>Implementation bodies: DNPA, local retailers & business sector, development industry, town & parish councils, District & Borough Councils</p>	<ul style="list-style-type: none"> ◆ Proportion of Dartmoor wards in lowest quartile of Index of Multiple Deprivation Access to Housing & Services domain ◆ Net annual change in (i) primary services/facilities, and (ii) secondary services/facilities in classified settlements (Target: No net loss of services/facilities in classified settlements)
<p>16. Inclusiveness and participation To take account of the needs of all sectors of the community in the planning and design of new development</p> <p>Implementation bodies: Development industry, DNPA, Devon County Council, District & Borough Councils, town & parish councils</p>	<ul style="list-style-type: none"> ◆ Response rate of <i>specific consultation bodies</i> to LDF pre-submission public participation rounds ◆ Percentage of classified settlements recently or currently engaged in preparing village appraisals, village design statements or parish plans

Annex 1: Regulation 13(5) Statement

Policies of the *Dartmoor National Park Local Plan: First Review 1995-2011* to be superseded by policies of the Core Strategy DPD

Local Plan policy	Policy title	Determination	Relevant CS policies (This list is indicative only)
GP1	Sustainable development principles	Replace by Core Strategy DPD (Note: policy COR1 is the underpinning sustainable development policy and will be applicable to most development proposals)	COR1
GP2	General development control criteria	Replace by Core Strategy DPD	COR1
GP3	Needs of disabled and less mobile people	Replace by Core Strategy DPD	COR13
GP4	Infrastructure for development	Replace by Core Strategy DPD	COR14
SET1	Strategic settlement hierarchy	Replace by Core Strategy DPD	COR2
HS1	Housing development within Local Centres & Selected Rural Settlements	Replace by Core Strategy DPD	COR15
HS2	Affordable housing for local needs - Exceptions policy	Replace by Core Strategy DPD	COR15
HS3	Density of residential development	Replace by Core Strategy DPD	COR4
HS4	Housing outside Local Centres & Selected Rural Settlements	Replace by Core Strategy DPD	COR15
HS5	Removal of agricultural occupancy & rural business occupancy conditions	Save until replaced by Generic Development Control & Site Specific Policies DPD	
HS6	Self-contained ancillary accommodation	Replace by Core Strategy DPD	COR4, COR15
HS7	Replacement dwellings outside Local Centres & Selected Rural Settlements	Save until replaced by Generic Development Control & Site Specific Policies DPD	
HS8	Siting of residential caravans	Save until replaced by Generic Development Control & Site Specific Policies DPD	
HS9	Extensions to dwellings	Replace by Core Strategy DPD	COR4
HS10	Change of use of holiday accommodation to full time use	Replace by Core Strategy DPD	COR2, COR15

Local Plan policy	Policy title	Determination	Relevant CS policies (This list is indicative only)
HS11	Development of residential and nursing homes	Replace by Core Strategy DPD	COR2, COR15
LE1	Employment development in Local Centre/Selected Rural Settlement	Replace by Core Strategy DPD	COR18
LE2	Employment development outside Local Centre/Selected Rural Settlement	Replace by Core Strategy DPD	COR18
LE3	Change of use of employment sites	Replace by Core Strategy DPD	COR18
FD1	Farm diversification	Replace by Core Strategy DPD	COR20
FD2	Agricultural, forestry or other rural enterprise related development: general	Save until replaced by Generic Development Control & Site Specific Policies DPD	
FD3	Horse related development	Save until replaced by Generic Development Control & Site Specific Policies DPD	
CS1	Community services and facilities: general principles	Replace by Core Strategy DPD	COR2, COR12
CS2	Loss of community facilities and services	Save until replaced by Generic Development Control & Site Specific Policies DPD	
CS3	Provision of offices for professional or financial services	Replace by Core Strategy DPD	COR2, COR4, COR18
CS4	Provision of local recreation and sports facilities	Replace by Core Strategy DPD	COR12, COR17
UT1	Quality of surface and groundwater	Replace by Core Strategy DPD	COR8, COR24
UT2	Guarding against flood risk	Replace by Core Strategy DPD	COR9
UT3	Sustainable management of surface waters	Replace by Core Strategy DPD	COR8, COR24
UT4	Waste water disposal in built up areas	Save until replaced by Generic Development Control & Site Specific Policies DPD	
UT5	Overhead electricity & telephone cables	Replace by Core Strategy DPD	COR3, COR4

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Local Plan policy	Policy title	Determination	Relevant CS policies (This list is indicative only)
UT6	Telecommunications development	Save until replaced by Generic Development Control & Site Specific Policies DPD	
UT7	Renewable energy schemes	Replace by Core Strategy DPD	COR8, COR10
UT8	Hazardous development	Save until replaced by Generic Development Control & Site Specific Policies DPD	
UT9	Development on contaminated land	Save until replaced by Generic Development Control & Site Specific Policies DPD	
TF1	Development and the functional route network, road safety and traffic generation	Replace by Core Strategy DPD	COR21
TF2	New accesses onto the public highway	Save until replaced by Generic Development Control & Site Specific Policies DPD	
TF3	Provision of car parks	Save until replaced by Generic Development Control & Site Specific Policies DPD	
TF4	Parking provision for new development: non-residential	Save until replaced by Generic Development Control & Site Specific Policies DPD	
TF5	Off-street parking provision for new development: residential	Save until replaced by Generic Development Control & Site Specific Policies DPD	
TF6	Development affecting a public right of way	Save until replaced by Generic Development Control & Site Specific Policies DPD	
TF7	Highway schemes - environmental & safety factors	Replace by Core Strategy DPD	COR21
TF8	Alternative modes of transport	Replace by Core Strategy DPD	COR21
AD1	Signs and advertisements – general considerations	Save until replaced by Generic Development Control & Site Specific Policies DPD	
AD2	On-site signing	Save until replaced by Generic Development Control & Site Specific Policies DPD	

Local Plan policy	Policy title	Determination	Relevant CS policies (This list is indicative only)
AD3	Advance signing	Save until replaced by Generic Development Control & Site Specific Policies DPD	
AD4	Comprehensive signing scheme	Save until replaced by Generic Development Control & Site Specific Policies DPD	
ML1	Development affecting moor and heath	Replace by Core Strategy DPD	COR3, COR7
WL1	Development affecting woodland of conservation importance	Replace by Core Strategy DPD	COR3, COR7
WL2	Development affecting other woodland, tree groups and individual trees	Replace by Core Strategy DPD	COR3, COR7
FL1	Protection of the character/conservation interest of farmland landscapes	Replace by Core Strategy DPD	COR3
FL2	Protection of orchards of landscape importance	Replace by Core Strategy DPD	COR3
NC1	Habitats and sites of international ecological/geological importance	Replace by Core Strategy DPD	COR7
NC2	Habitats and sites of international ecological/geological importance	Replace by Core Strategy DPD	COR7
NC3	Habitats and sites of international ecological/geological importance	Replace by Core Strategy DPD	COR7
NC4	Habitat enhancement/mitigation of ecological losses	Replace by Core Strategy DPD	COR7
NC5	Protection of key BAP habitats and species	Replace by Core Strategy DPD	COR7
NC6	Protection of important plant and animal species	Replace by Core Strategy DPD	COR7
AH1	Protection of scheduled and nationally important archaeological remains	Replace by Core Strategy DPD	COR6
AH2	Protection of locally important archaeological remains	Replace by Core Strategy DPD	COR6
AH3	Mitigation of damage to archaeological features and recording	Replace by Core Strategy DPD	COR6

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Regulation 13(5) Statement

Local Plan policy	Policy title	Determination	Relevant CS policies (This list is indicative only)
AH4	Protection of artefacts of archaeological importance	Save until replaced by Generic Development Control & Site Specific Policies DPD	
AH5	Pre-development archaeological evaluation	Save until replaced by Generic Development Control & Site Specific Policies DPD	
BL1	Quality of the built environment – general considerations	Replace by Core Strategy DPD	COR3, COR4, COR5
BL2	Character and appearance of settlements	Replace by Core Strategy DPD	COR3, COR4, COR5
BL3	Quality of the street scene	Replace by Core Strategy DPD	COR4
BL4	Development in or affecting a conservation area	Save until replaced by Generic Development Control & Site Specific Policies DPD	
BL5	Demolition of listed buildings	Save until replaced by Generic Development Control & Site Specific Policies DPD	
BL6	Change of use, extension and alteration of listed buildings	Save until replaced by Generic Development Control & Site Specific Policies DPD	
BL7	Development affecting non-listed buildings of architectural or historical merit	Replace by Core Strategy DPD	COR3, COR4, COR5
BL8	Non-residential change of use of traditional buildings in the countryside	Replace by Core Strategy DPD	COR2, COR3, COR4
BL9	Residential change of use of traditional buildings in the countryside	Replace by Core Strategy DPD	COR2, COR3, COR4, COR15
BL11	Protection of historic parks and gardens	Replace by Core Strategy DPD	COR5
RC1	Recreational development	Save until replaced by Generic Development Control & Site Specific Policies DPD	
RC2	Protection of public rights of way	Replace by Core Strategy DPD	COR17, COR21
RC3	Development involving disused railway tracks	Save until replaced by Generic Development Control & Site Specific Policies DPD	

Local Plan policy	Policy title	Determination	Relevant CS policies (This list is indicative only)
TM1	Visitor attractions – general	Replace by Core Strategy DPD	COR3, COR4, COR19
TM2	Hotel and guesthouse development	Replace by Core Strategy DPD	COR2, COR4, COR19
TM3	Holiday accommodation - new and replacement units	Save until replaced by Generic Development Control & Site Specific Policies DPD	
TM4	Static holiday caravan sites	Save until replaced by Generic Development Control & Site Specific Policies DPD	
TM5	New touring caravan sites & improvement of existing sites	Save until replaced by Generic Development Control & Site Specific Policies DPD	
TM6	Tents and motor caravan sites	Save until replaced by Generic Development Control & Site Specific Policies DPD	
TM7	Protecting environmental quality and community interests of the National Park	Replace by Core Strategy DPD	COR19
MD1	Major development proposals	Save until replaced by Generic Development Control & Site Specific Policies DPD	
MD2	Development involving military uses	Save until replaced by Generic Development Control & Site Specific Policies DPD	
ASH1	Development involving drainage into the Balland Stream, Ashburton	Save until replaced by Generic Development Control & Site Specific Policies DPD	
BCK1	Extension of Mardle Way Car Park, Buckfastleigh	Save until replaced by Generic Development Control & Site Specific Policies DPD	
MTV1	Site for new primary school for Mary Tavy	Save until replaced by Generic Development Control & Site Specific Policies DPD	
MTV2	Sites for mixed use development in the centre of Mary Tavy	Save until replaced by Generic Development Control & Site Specific Policies DPD	
MOR1	Site for mixed use development, Court Street, Moretonhampstead	Policy deleted. Development has commenced	
MOR2	Site for new primary school, Moretonhampstead	Policy deleted. Development has commenced	

Annex 1
Regulation 13(5) Statement

Local Plan policy	Policy title	Determination	Relevant CS policies (This list is indicative only)
MOR3	Road link between Betton Way and Chagford Cross, Moretonhampstead	Save until replaced by Generic Development Control & Site Specific Policies DPD	
SBR1	Site for new station, South Brent	Save until replaced by Generic Development Control & Site Specific Policies DPD	
SBR2	Site for new car park, South Brent	Save until replaced by Generic Development Control & Site Specific Policies DPD	
SZL1	Protection of historic features in the South Zeal conservation area	Save until replaced by Generic Development Control & Site Specific Policies DPD	
YEL1	Protection of the character and appearance of the original core of Yelverton	Save until replaced by Generic Development Control & Site Specific Policies DPD	
M1	New mineral working, or extensions, or waste tipping - strategic policy	Replace by Core Strategy DPD	COR22
M2	Proposals to mitigate the adverse environmental effects of mineral working	Save until replaced by Minerals and Waste DPD	
M3	Small scale quarrying of traditional stone	Replace by Core Strategy DPD	COR22
M4	New mineral working, or extensions, or waste tipping - detailed criteria	Save until replaced by Minerals and Waste DPD	
M5	Recycling or reuse of mineral waste	Save until replaced by Minerals and Waste DPD	
M6	Development within mineral consultation areas	Save until replaced by Minerals and Waste DPD	
M7	Exploratory drilling	Save until replaced by Minerals and Waste DPD	
W1	Waste disposal	Replace by Core Strategy DPD	COR23
W2	Recycling facilities	Replace by Core Strategy DPD	COR23

Annex 2: Glossary of terms

The Act

The *Planning and Compulsory Purchase Act 2004*.

Adopted proposals map

The adopted proposals map expresses geographically the adopted development plan policies of the *local development framework*, including any saved policies. The map must be revised as each new *development plan document* is adopted. The map should identify areas of protection and indicate the areas to which detailed policies apply. The current proposals map is that prepared for the *Dartmoor National Park Local Plan: First Review 1995-2011*, with the addition of the recently designated Meavy Conservation Area.

Adoption

Final confirmation of a Development Plan Document or other local development document as having statutory status by a local planning authority.

Affordable housing

(The following definition is taken from Annex B of PPS3 'Housing')
'Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- ◆ Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.
- ◆ Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision.'

Social rented housing is:

'Rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant.'

Intermediate affordable housing is:

'Housing at prices and rents above those of social rent, but below market price or rents, and which meet the criteria set out above. These can include shared equity products (eg HomeBuy), other low cost homes for sale and intermediate rent.'

The definition does not exclude homes provided by private sector bodies or provided without grant funding. Where such homes meet the definition above, they may be considered, for planning purposes, as affordable housing. Whereas, those homes that do not meet the definition, for example, 'low cost market' housing, may not be considered, for planning purposes, as affordable housing.

Agricultural dwelling

A dwelling subject to a condition or legal agreement that it shall be occupied by someone who is employed, or was last employed, in agricultural, forestry or other appropriate rural employment.

Annual Monitoring Report (AMR)

The Annual Monitoring Report provides an assessment of the implementation of the local development scheme and the extent to which policies in local development documents are being successfully implemented. The report is part of the local development framework and is submitted to the Government at the end of each calendar year.

Brownfield land

See *Previously developed land*.

Catchment Flood Management Plan (CFMP)

This is a plan, prepared by the Environment Agency, that sets out the factors that contribute to flood risk, such as how land is used, and recommends the best ways of managing the risk of flooding within the catchment over the long term.

Community Strategy (CS) & Sustainable Community Strategy (SCS)

Under the *Local Government Act 2000*, local authorities must prepare community strategies, with the aim of improving the social, environmental and economic wellbeing of their areas. Community strategies aim to co-ordinate the actions of local public, private, voluntary and community sectors. Following the 2006 Local Government White Paper, community strategies have been reshaped into 'sustainable community strategies' (SCS), which set out ways to address difficult cross-cutting issues such as the economic future of an area, social exclusion and climate change. A SCS should establish long-term goals and set short-term priorities for action through the *Local Area Agreements*. For the purposes of the 2000 Act, the Dartmoor National Park is not a local authority, so does not prepare a community strategy for the National Park. However, the Authority is a member of the local strategic partnerships that produce the district and borough-wide community strategies for South Hams District, Teignbridge District and West Devon Borough. The Authority is also a member of the Devon Strategic Partnership that produces the Community Strategy for Devon. The Mid Devon Community Strategy applies to a small part of the National Park that lies in Cheriton Bishop Parish.

Conservation Areas

Areas of special architectural or historic interest, the character, appearance or setting of which it is desirable to preserve or enhance. There are 22 Conservation Areas within Dartmoor National Park, covering the settlements of Ashburton, Buckfastleigh, Chagford, Crockernwell, Drewsteignton, Dunsford, Horrabridge, Lustleigh, Lydford, Manaton, Meavy, Moretonhampstead, Murchington, North Bovey, North Brentor, Princetown, South Brent, South Tawton, South Zeal, Sticklepath, Throwleigh and Widecombe-in-the-Moor.

Core Strategy

A core strategy sets out the key elements of the planning framework for a local planning area.

It should be comprised of:

- ◆ a spatial vision and strategic objectives for the area;
- ◆ a spatial strategy;
- ◆ a monitoring and implementation framework with clear objectives for delivery.

A core strategy must be kept up to date and, once adopted, all other development plan documents must be in conformity with it.

Dartmoor National Park Management Plan

This is the strategic plan for the National Park, required under Section 66 of the *Environment Act 1995*. It formulates the policy and guides management and decision making over a five year period. It is a plan for the National Park as a whole and not just the National Park Authority. The current plan was adopted in December 2007 and covers the period 2007-2012.

Design and access statement (DAS)

A DAS is a report accompanying and supporting (but not part of) a planning application to illustrate the process that led to the development proposal, and to explain and justify the proposal in a structured way. Statements should explain the design principles and concepts that have informed the development and how access issues have been dealt with. A DAS must accompany planning applications for all outline and many full planning permissions and they are also required for applications for listed building consent.

Development

The legal definition of development is: 'the carrying out of building, mining, engineering or other operations in, on, under or over land, and the making of any material change in the use of buildings or other land' (Section 55 of the 1990 Act). This covers most construction activities and changes of use. See also: *General Permitted Development Order (GPDO)*.

Development plan document (DPD)

Development plan documents are spatial planning documents that are independently examined, and, together with the Regional Spatial Strategy (RSS), they form the statutory development plan for the local planning area. Individual development plan documents or parts of a document can be reviewed independently from other DPDs. The programme for preparing DPDs is set out in the *local development scheme*. DPDs must be in conformity with the Regional Spatial Strategy.

General Permitted Development Order (GPDO)

The Town and Country Planning (General Permitted Development) Order 1995 grants rights (known as permitted development rights) to carry out certain limited forms of development without the need to make an application for planning permission.

Greenhouse gases

Greenhouse gases are those that contribute to the 'greenhouse effect', trapping heat from the sun in the earth's atmosphere. Carbon dioxide is the main greenhouse gas, but there are a number of others including methane, nitrous oxide and water vapour.

Gross value added (GVA)

Gross value added is the difference between output and intermediate consumption for any given sector/industry. That is, the difference between the value of goods and services produced and the cost of raw materials and other inputs which are used up in production.

Historic land characterisation (HLC)

English Heritage's Historic Landscape Characterisation programme seeks to establish an over-arching view of the whole historic landscape. It focuses on aspects of the landscapes that have not always been regarded as archaeological and considers components of the landscape that are 'natural' but nevertheless the product of centuries of human action, such as hedgerows, woodland, ponds and modified watercourses.

Housing market areas (HMAs)

Geographical areas defined by household demand and preferences for housing. They reflect the key functional linkages between places where people live and work and define the areas for assessing housing needs at sub-regional levels. Dartmoor National Park falls into two HMAs - the Plymouth HMA and the Exeter & Torbay HMA.

Housing need

The quantity of housing required for households who are unable to access suitable housing without financial assistance.

Index of Multiple Deprivation (IMD)

An index reported at *super output area* level made up of the following indicators: housing, geographical access to services; health deprivation and disability; education; skills and training; income and employment. Reports have been published to cover the years 2000, 2004 and 2007.

Joint Character Areas (JCAs)

England has been divided into areas with similar landscape character, called Joint Character Areas. A map of 159 Joint Character Areas covers the whole of England. The map provides a picture of the differences in landscape character at the national scale and it is accompanied by character descriptions of each JCA showing the influences which determine the character of the landscape. The JCAs are a widely recognised national spatial framework, used for a range of applications such as the targeting of Defra's Environmental Stewardship schemes and the Countryside Quality Counts project.

Key Diagram

This is a diagrammatic representation of a local planning authority's spatial strategy as set out in a *core strategy*.

Listed building

A building included in the 'List of Buildings of Special Architectural or Historic Interest' compiled by the Department for Culture, Media and Sport. Listed buildings are classified as Grade 1, Grade 2*, and Grade 2. There are 2,734 listed buildings in Dartmoor National Park, including 58 Grade 1 buildings.

Local area agreements (LAAs)

LAAs are voluntary, three-year agreements between central government, local authorities and other partners, which seek to deliver national outcomes in a way that reflects local priorities.

Local development documents (LDDs)

This is the collective term in the Act for *development plan documents*, *supplementary planning documents*, *the statement of community involvement* and the *annual monitoring report*. Together, these documents deliver the spatial planning strategy for the local planning authority.

Local development framework (LDF)

This is the name for the portfolio of *local development documents* set out in the local development scheme. It includes *development plan documents*, *supplementary planning documents*, *statement of community involvement*, and *annual monitoring report*.

Local development scheme (LDS)

This is a public statement of the local planning authority's programme for producing *local development documents*. Progress against the milestones set out in the LDS is reported in the *Annual Monitoring Report*.

Local Strategic Partnership (LSP)

These are partnerships of stakeholders who develop ways of involving local people in shaping the future of their neighbourhood in how services are provided. They are multi-agency groups which aim to bring together locally the public, private, community and voluntary sectors, and they produce the community strategy for the local authority area.

Local Transport Plan (LTP)

A five year integrated transport strategy, prepared by county councils and unitary authorities in partnership with local communities. The plan includes the programme of local transport schemes and targets for the five year period.

Major development

The Department for Communities and Local Government uses the following definition for monitoring purposes:

- ◆ for dwellings: 10 or more houses to be constructed (or if the number is not given, the area is more than 0.5ha).
- ◆ for all other uses: where the floorspace will be 1000sq m or more (or site is 1ha or more). The area of a site is that directly involved in some aspect of the development. Floorspace is defined as the sum of the floor area within the building.

There is reference to 'major development' in PPS7 (*Sustainable Development in Rural Areas*) and tests to determine the exceptional circumstances within which this form of development will be permitted in National Parks are set out. This type of major development relates to large scale works for national needs, e.g. trunk road schemes, power stations, reservoirs.

Market housing

Private housing for rent or for sale, where the price is set in the open market.

Parish plan

A document (and a process) that enables a local community to consider and articulate its needs and raise issues of concern. An action plan is subsequently prepared that can be used to inform and endorse a range of tasks in the social, economic, environmental and resource fields. Similar documents, such as village appraisals and village design statements, also fall within this initiative.

Planning policy guidance (PPG)

These are notes issued by central Government setting out national land use policies for England on a range of planning topics. These documents are gradually being replaced by *Planning Policy Statements*.

Planning policy statement (PPS)

In England, documents produced and published by the Government setting out national policy objectives for the planning system. National policies must be reflected in the more detailed policies prepared at regional and local levels.

These documents are gradually replacing earlier documents known as *Planning Policy Guidance*.

Previously developed (brownfield) land (PDL)

Land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. The definition includes defence buildings, but excludes:

- ◆ land that is or has been occupied by agricultural or forestry buildings.
- ◆ land that has been developed for minerals extraction or waste disposal by landfill purposes where provision for restoration has been made through development control procedures.
- ◆ land in built-up areas such as parks, recreation grounds and allotments, which, although it may feature paths, pavilions and other buildings, has not been previously developed.
- ◆ land that was previously-developed but where the remains of the permanent structure or fixed surface structure have blended into the landscape in the process of time (to the extent that it can reasonably be considered as part of the natural surroundings).

There is no presumption that previously-developed land is suitable for housing development.

Regional Development Agency (RDA)

A non-departmental public body set up to promote economic development within a region. The South West of England Regional Development Agency is the local body and it has prepared the Regional Economic Strategy.

Regional Planning Body (RPB)

The body that prepares the *Regional Spatial Strategy* for a region. The South West Regional Assembly is the Regional Planning Body for the South West.

Regional Spatial Strategy (RSS)

This is a plan that provides the broad development strategy for a region for 15 to 20 years. It sets out a framework to address the spatial planning implications concerning social, economic, environmental and resource issues in the region.

The RSS, including a Regional Transport Strategy, provides a spatial framework to help prepare *local development documents, local transport plans* and

regional and sub-regional strategies and programmes.

Site of Special Scientific Interest (SSSI)

An area that has been notified as being of special interest under the *Wildlife and Countryside Act 1981*. These sites represent the country's very best wildlife and geological sites and form part of a strategic national network. Within Dartmoor, many of these sites are also internationally important for their wildlife, and are designated as Special Areas of Conservation (SACs). Four SSSIs in Dartmoor are also National Nature Reserves.

South West Nature Map

This is a broad-scale, strategic vision for change that offers a spatially based means of identifying where biodiversity enhancement should be delivered in the future, using existing areas of wildlife value as a starting point. The Map identifies landscape scale blocks of specific wildlife habitats, known as *Strategic Nature Areas*.

Special Area of Conservation (SAC)

Special Areas of Conservation (SACs) are strictly protected, high quality conservation sites designated under the EC Habitats Directive covering many habitats and species that are rare or threatened in Europe. There are three SACs within and bordering Dartmoor National Park, covering around 27% of the total National Park area.

Strategic Environmental Assessment (SEA)

An environmental assessment of certain plans and programmes, including those relating to spatial planning, required under European Directive 2001/42/EC. Article 1 of the Directive states that the objective of SEA is 'to provide for a high level of protection of the environment and to contribute to the integration of environmental considerations into the preparation and adoption of plans and programmes with a view to promoting sustainable development'.

Sustainability appraisal of local development documents is undertaken in such a way as to comply with the SEA Directive.

Strategic Flood Risk Assessment (SFRA)

This is an overview of flood risk from all sources within a local planning area. It provides general guidance to all those who have an interest in the use and development of land and can assist in the appraisal and determination of planning applications and other land use proposals. It assesses the risks of all forms of flooding to and from development, taking climate change into account, and informs the application of the sequential approach.

Strategic Nature Area (SNA)

Landscape scale blocks of land, identified on the *South West Nature Map*, which represent the best areas in the South West to maintain and expand wildlife habitats through their management, restoration and/or re-creation

Spatial planning

Spatial planning goes beyond traditional land use planning to bring together policies for developing and using land with other policies and programmes which influence the nature of places and how they can function. It covers policies that can affect land use but which are not capable of being delivered solely or mainly through granting planning permission and which may be put into practice in other ways. However, only those policies that can be put into practice by granting planning permission can form the basis for decisions taken under the Act.

Super output area (SOA)

A unit of geography, equivalent to a ward or group of wards (1,000-3,000 population), designed to improve the reporting of small area statistics in England and Wales.

Supplementary Planning Document (SPD)

These documents provide supplementary information for the policies in *development plan documents*. They do not form part of the Development Plan and are not independently examined.

Sustainability appraisal (SA)

A form of assessment that considers the social, economic and environmental effects of policies and proposals and which fully incorporates the requirements of the SEA Directive.

Sustainable development

Development that aims to ensure a better quality of life for everyone, now and for generations to come. A widely used definition (Brundtland Report, 1987) is: "development that meets the needs of the present without compromising the ability of future generations to meet their own needs." In 2005, the Government defined five principles for sustainable development:

- ◆ living within environmental limits
- ◆ achieving a sustainable economy
- ◆ promoting good governance
- ◆ using sound science responsibly
- ◆ ensuring a strong, healthy and just society.









Sustainable drainage systems (SUDS)

The term covers the whole range of sustainable approaches to surface water drainage management including:

- ◆ source control measures including rainwater recycling and drainage;
- ◆ infiltration devices to allow water to soak into the ground;
- ◆ filter strips and swales (vegetated features that hold and drain water downhill mimicking natural drainage patterns);
- ◆ filter drains and porous pavements to allow rainwater and run-off to infiltrate into permeable material below ground and provide storage if needed; and
- ◆ basins and ponds to hold excess water after rain and allow controlled discharge that avoids flooding.

Part 7 - Key Diagram



-  Local Centres
 -  Rural Settlements
 -  Key Service Centres outside the National Park
 -  Major travel movements
 -  Dartmoor National Park Boundary
 -  Section 3 Moor and Heath
 -  District Boundary
 -  Strategic Nature Areas (SNAs) - Purple Moor Grass & Rhôs Pasture, Neutral Grassland.
- Other SNAs in Dartmoor National Park, not shown on the Key Diagram, are:
- Principal river networks
 - Woodland

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