

AUGUST 2016

Annual Monitoring Report



DARTMOOR

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1 Introduction

1.1 The role of the AMR

1.1.1 The requirements of the Authority's Monitoring Report (AMR) are set out in the Local Planning Regulations (2012)¹. This is the eleventh AMR and covers the period 1 April 2015 to 31 March 2016

1.2 A Local Partnership Approach: The Duty to Co-operate

1.2.1 The Localism Act brought into effect a 'duty to cooperate' as a method of ensuring engagement and cooperation in the absence of a regional planning tier. The Duty requires that a Local Planning Authority engages constructively, actively and on an on-going basis with relevant or prescribed bodies in order to maximise the effectiveness of development plan preparation and strategic matters. The following key principles illustrate how engagement and cross authority working is embedded in DNPA's approach to both plan-making and decision-taking:

- The National Park Authority comprises members of each of the key Local Authorities which cover the National Park area,
- The National Park Management Plan, whilst led by DNPA is a shared plan for a range of stakeholders including; prescribed bodies such as Natural England, Environment Agency, English Heritage, as well as local authorities and a range of other partners.
- Section 62 of the Environment Act 1995 makes it a duty for all relevant authorities to have regard to national park purposes when coming to decisions or carrying out their duties. This duty means the DNPA has long established relationships with government departments and agencies and a range of other local and public bodies in delivering national park purposes.
- The Authority's remit differs from a Local Authority, DNPA is a Local Planning Authority but does not have statutory responsibilities in, for example; housing, economic development, environmental health, education, and highways, beyond its planning role. This means we work closely with these local authority departments in both plan-making and decision-taking. This enables strong connection with other authorities at an officer level.

1.2.2 Officers continue to engage with other Local Authorities and agencies on the duty to cooperate around strategic issues for the area; this includes:

- Specific work on a duty to cooperate protocol led by Devon County Council to which DNPA is a signatory;

¹ Town and Country Planning (Local Planning) (England) Regulations 2012

- Close involvement with the Plymouth, West Devon and South Hams Joint Local Plan;
- Close involvement in the Greater Exeter Joint Local Plan (Teignbridge District Council, Mid Devon District Council, East Devon District Council and Exeter City Council);
- Continued liaison with statutory bodies, for example with the Environment Agency and Historic England;
- Work with Devon County Council on economic development and infrastructure planning, and Minerals evidence base; and
- Engagement with the Local Enterprise Partnership (LEP)

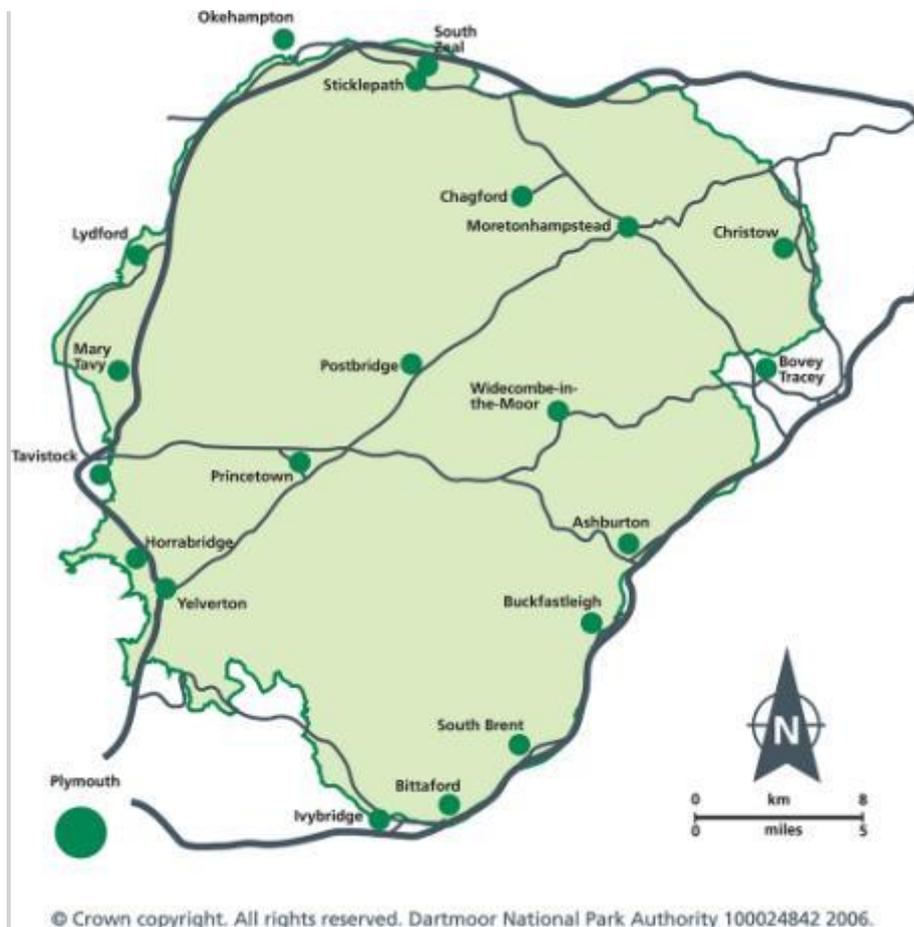


Figure 1: Map of Dartmoor National Park, showing main towns, villages and roads



Figure 2: Dartmoor National Park Local Plan structure

2 Implementation of the Local Development Scheme

2.1 The Local Development Scheme (LDS) sets out the timetable for the preparation of the documents that make up the local plan. This section reviews the progress the Authority has made against the targets and milestones set out in the LDS. Whilst this report focuses on the period from April 2015 to March 2016 information is as up to date as possible, in order to provide a more useful update on plan preparation.

2.2 The Authority adopted its LDS in September 2015 which is available [online](#).

2.3 The Core Strategy (adopted)

2.3.1 The Authority adopted its Core Strategy in 2008; it is the principal local plan document. The adoption of the DMD in 2013 provides the Authority with a robust set of policies framed by those in the Core Strategy. Given government's move back to a 'local plan' (as opposed to the LDF 'suite' of documents) the LDS sets out how a subsequent review of policies in the Core Strategy (in the context of the DMD) may be treated.

2.4 Development Management and Delivery DPD (The 'DMD') (adopted)

2.4.1 The DMD was published in February 2012. The Plan was submitted to the Secretary of State in May 2012 with examination proceeding through the summer and 5 days of hearings being held in December 2012. The Inspector's Report into the examination of the DMD was received by the Authority in May 2013 and the Authority adopted the Plan in July 2013.

2.5 Local Plan Review

2.5.1 The Authority has started to review its Local Plan as set out in the LDS. This has involved project planning and evidence scoping in 2015/16, with a view to initial public consultation in 2016/17.

2.6 Minerals Policies DPD

2.6.1 Dartmoor National Park Authority is the Minerals Planning Authority for the National Park and must include policies relating to minerals within the local plan. The local plan will include as necessary, minerals policies for the whole of Dartmoor National Park.

2.7 Design Guidance SPD (adopted)

2.7.1 This SPD provides detailed guidance to carry forward the more general design and sustainable development policies of the adopted Core Strategy and DMD. The adopted Design Guide was published in November 2011 and is considered to be up to date.

2.8 Affordable Housing SPD (adopted)

2.8.1 The Affordable Housing SPD responds to a need, identified during the preparation and examination of the DMD, to provide further detail and support the implementation of the housing policies set out in the local plan. It aims to make clear the National Park Authority's expectations and provide guidance to support the delivery of affordable housing in the National Park. It is a material consideration when dealing with planning applications and has weight in the event of a refusal and subsequent appeal. The SPD was adopted in April 2014.

2.8.2 Officers are currently examining the need to review the Affordable Housing SPD in light of government policy change. A focussed review may provide clarity around applications for residential development in the interim, whilst the Local Plan is reviewed.

2.9 Future revisions of the LDS

2.9.1 [The Local Development Scheme](#) (LDS) is a public statement of the Dartmoor National Park Authority's local plan preparation programme, and guides the establishment of the documents which form part of the local plan for Dartmoor National Park. The current LDS was adopted in September 2015, it was anticipated that this may need to be updated again as the programme for local plan review is refined. A revised LDS is therefore expected to be adopted in 2016.

Table 1: Dartmoor National Park Authority Local Development Scheme – Programme 2015-2019

Local Development Document	Public participation on the scope and content of the document*	Publication	Submission	Adoption
Local Plan Review (DPD)	2016/17	2017	2018	2019

* This includes consultation with the statutory bodies on the scope of the sustainability appraisal.

3 Plan Monitoring

The Local Plan review will begin in 2016. It was originally proposed initial consultation was more topic based, with focused consultation by topic area with statutory and other consultees, leading to more constructive discussion with the most interested and relevant parties. However as additional staff resources with the Forward Planning team are time-limited, it is now proposed to move to a single issues paper at an early stage in the project. This will form a framework for early engagement and inform options. A key part of this phase is preparing evidence. This evidence has been split into five topic areas these are; housing, economy, sustainable communities, resources and environment. Set out below are some headline figures and information regarding our progress in each of these areas. The likely scope of each area is described as an introduction to each section.

3.1 Housing

- 3.1.1 Key issues for housing are expected to be around understanding housing need, development viability (at a strategic and site level), affordable housing, self-build/custom build housing, conversions and agricultural dwellings. There may also be issues to consider around defining housing for local people, and issues of second home ownership and house prices.
- 3.1.2 The Housing evidence will feed into the consideration of site allocations for the Local Plan.

Completions	2015/16
Net additional dwellings completed for reporting year	36
Affordable housing completions	4 (11%)
Target number of dwellings approved	50

- 3.1.3 Completions have decreased from 2014/15 (48) to 2015/16 (36) and the percentage of these completions being affordable has decreased from 44% (21 dwellings) in 2014/15 to 11% in 2015/16 (4 dwellings).
- 3.1.4 Our Affordable Housing SPD sets out an affordable housing target for development at 50%, which takes account of the feasibility of this figure and that there is often need for a viability appraisal. However following a period of government policy change which has resulted in uncertainty we have seen four affordable houses completed in 2015/16. Whilst the pipeline indicates there will be a larger number of affordable houses coming forward in 2016/17, this will continue to be closely monitored, and will need to be considered as part of the local plan review.
- 3.1.5 In November 2014 the Government introduced changes to the thresholds of affordable housing, with the removal of the need for affordable houses on sites of 5 or less dwellings. This policy was rescinded following legal challenge between July 2015 and May 2016 but has now been reintroduced. We will monitor the impact of this policy change with the loss of affordable houses.
- 3.1.6 The number of new residential uses coming forward through Certificates of Lawfulness is an increasingly significant issue; 48 Certificates of Lawfulness for new residential uses have been issued in the last 5 years. The number increased slightly from last year (43 issued from 2010/11-2014/15). The most common routes for these Certificates are through the unauthorised use of a building as a dwelling (45%), non-compliance with occupancy conditions (26%), unauthorised division of property (15%) and unauthorised siting of caravan/mobile home/cabin (13%) (percentages are for the last 5 years of certificates issued). To combat this an occupancy monitoring framework has been introduced in 2015. This will be examined as part of the Local Plan review.

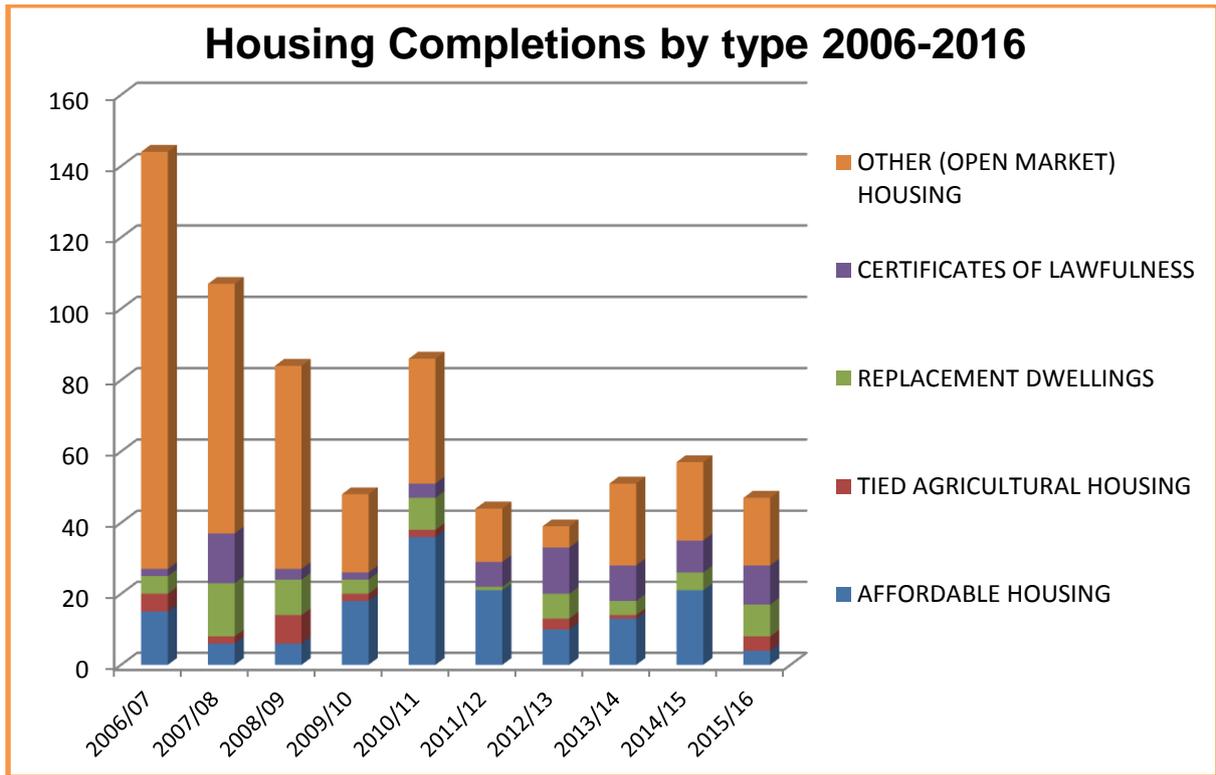


Figure 3: Housing completions by type 2006/07-2015/16 (gross)

Table 2: 5 year land supply

	No.
Current units with permission (assuming 3% non-implementation rate) ²	74
Current units under construction ³	100
5 year plan target total +5% ⁴	265
5 year housing land supply (total) ⁵	407

Table 3: Sites allocated in the development plan which include housing

Settlement	Site	Policy Ref	Use	Size (Ha)	Status (at June 2016)
Ashburton	Longstone Cross	ASH1	Affordable housing	1.1	Development Brief approved (35 units)
Ashburton	Chuley Road	ASH2	Mixed use commercial/housing/car park/open space	3.54	Masterplan rescinded. Awaiting applications from individual landowners.
Buckfastleigh	Barn Park	BCK1	50% affordable housing	0.76	Allocated site. Development brief in progress.
Buckfastleigh	Holne Road	BCK2	50% affordable housing, open space	1.73	Allocated site. Development brief in progress.
Buckfastleigh	Devonia Mill	BCK3	Mixed use commercial/housing	2.67	Allocated site.
Chagford	Bretteville	CHG1	Housing (inc affordable & elderly)/car park/open space	3.65	Masterplan approved. Both applications for the site have been approved; Blue Cedar section is almost complete.
Chagford	Lamb Park	CHG2	Affordable housing, open space	1.29	Allocated site
Horrabridge	Walkham Meadows	HOR1	50% affordable housing	0.27	Allocated site
Horrabridge	New Park	HOR2	50% Affordable housing, open space	1.46	Allocated site
Mary Tavy	Warren Road	MTV2	Site for new primary school	1.35	Allocated site
Mary Tavy	Garage sites	MTV1	Housing, parking, open space	1.04	PP granted for part of site subject to S106.
M'hampstead	Thompson's Depot	MTN1	50% affordable housing	0.94	Allocated site

² Total number of residential units with current planning permission (not commenced), minus historic non-implementation rate

³ Total number of residential units under construction (permissions commenced)

⁴ Plan target total years 2016/17-2020-21 with additional 5%. Average annual oversupply of 10 units against plan target in preceding 5 years demonstrates no record of persistent under delivery

⁵ Total supply of specific deliverable sites in years 2016/17-2020/21. Includes, in part, units with current permission and units currently under construction.

Settlement	Site	Policy Ref	Use	Size (Ha)	Status (at June 2016)
M'hampstead	Forder Farm	MTN2	50% affordable housing	0.78	Allocated site
South Brent	Fairfield	SBR1	50% affordable housing	2.42	Development Brief approved. Application 1 of 2 submitted. (Permission granted for 40 dwellings of which 14 will be affordable, developer has started on site)
Yelverton	Briar Tor	YEL1	50% affordable housing	0.95	Development Brief approved. Planning permission approved for 32 units of which 11 are affordable (site has recently been sold).

3.1.7 Details regarding the historic environment and the average house prices in Dartmoor National Park can be found in the [State of the Park](#) report.

Table 4: Built figures for housing trajectory (numbers include affordable housing)

	Blt 04/05	Blt 05/06	Blt 06/07 ⁶	Blt 07/08	Blt 08/09	Blt 09/10	Blt 10/11	Blt 11/12	Blt 12/13	Blt 13/14	Blt 14/15	Blt 15/16
Strategic estimated cumulative total ⁷	240	300	360	420	470	520	570	620	670	720	770	820
Built per year	99	110	136	89	90	48	82	44	41	49	69	36
Cumulative total	314	424	560	649	739	787	869	913	954	1003	1072	1108

Table 5: Estimated figures for housing trajectory (numbers include affordable housing)

	Est 16/17	Est 17/18	Est 18/19	Est 19/20	Est 20/21	Est 21/22	Est 22/23	Est 23/24	Est 25/26	Est 26/27
Strategic estimated cumulative total	870	920	970	1020	1070	1120	1170	1220	1270	1320
Built per year	55	50	50	50	50	50	50	50	50	50
Cumulative total	1163	1213	1263	1313	1363	1413	1463	1513	1563	1613

⁶ In 2006/07 the opportunity has been taken to take stock of the housing completion data. The peak in 2006/07 is therefore due to the clearance of outstanding developments logged as “under construction,” in reality these dwellings were completed over the period 2001-2007.

⁷ This figure reflects that identified in the subsequently revoked Devon Structure Plan and Regional Spatial Strategy for the South West.

Dartmoor National Park Housing Trajectory at 2016

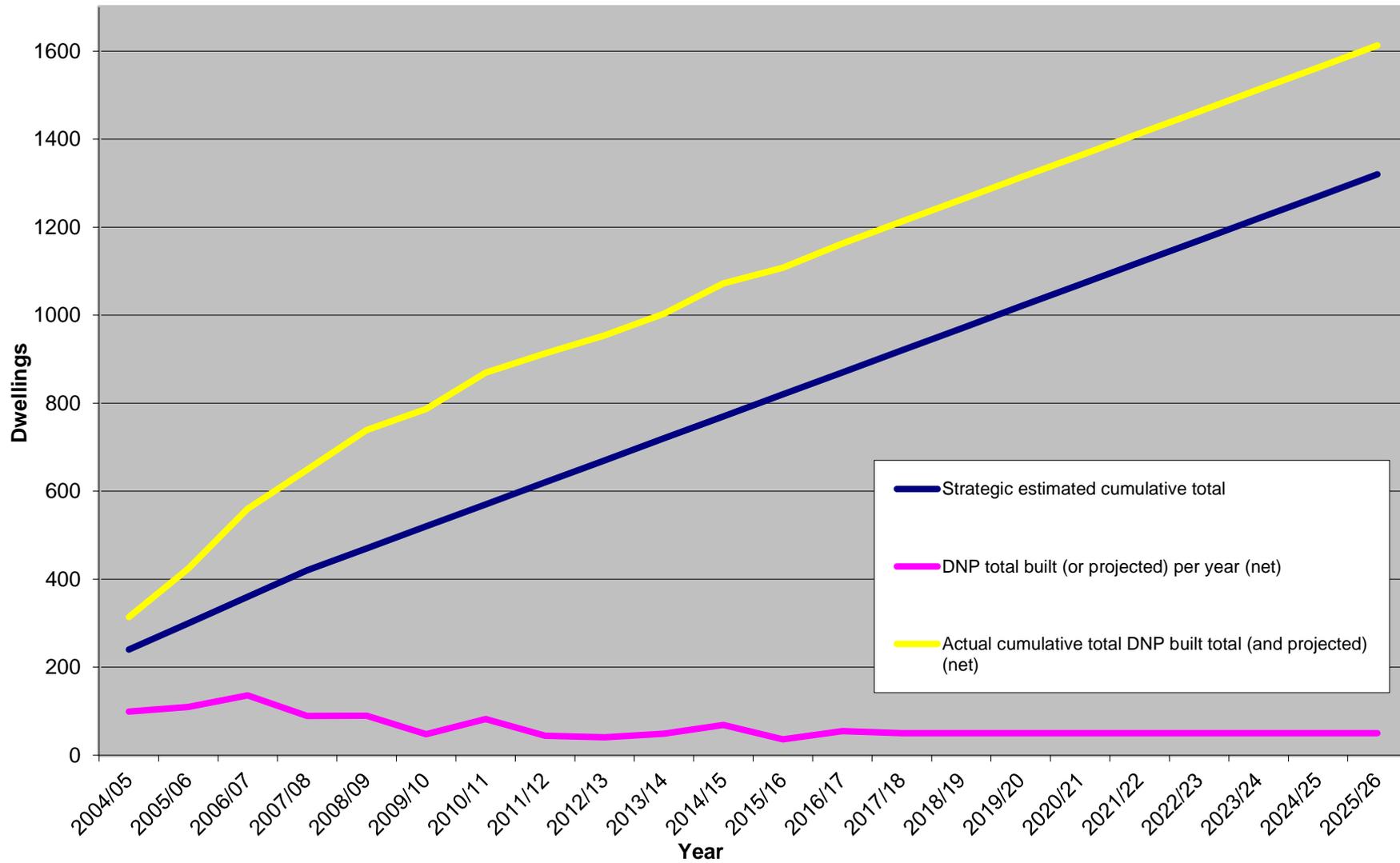


Figure 4: Dartmoor National Park Trajectory 2015/16

3.1.8 Dartmoor National Park Authority jointly with Exmoor National Park Authority was awarded funding to establish a right to build register as part of the right to build vanguard project. The register, which local planning authorities now have to maintain, has a low but constant number of new applications from people covering a wide area. Demand for self-build sites on Dartmoor is high however there are limited opportunities for development. Two pilot projects are currently going through the pre application stages of development management which are likely to provide eight plots for self-build. We will continue to explore our delivery mechanisms for self-build and how we can support those interested.

Number of people on the Right to Build Register	127
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3.2 Economy

One of the key aims of the local plan review is to encourage a sustainable and diverse economic base for Dartmoor, which is both sensitive to the environment, and the needs of local communities. Discussion in the Economy section of the local plan review is likely to focus upon support for existing businesses to thrive and expand within the National Park, opportunities for new businesses appropriate for Dartmoor, tourism development and support for the agricultural sector, and home working.

3.3 Sustainable Communities

Dartmoor is a challenging environment to support robust and vibrant communities. Isolated rural villages can rely heavily on the private car, young people can struggle to stay in their local communities with difficulties to access housing, education and employment, services and facilities face challenges to remain viable. The Sustainable Communities section of the local plan review will explore these issues, considering an appropriate strategy for growth and change in the National Park, how best to enable communities to thrive and continue to be viable and sustainable places to live and work.

3.3.1 Neighbourhood Planning

Number of parishes engaged in preparing a community led plan	8 (15%)
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3.4 Resources

- 3.4.1 Dartmoor National Park Authority is the Mineral and Waste Planning Authority for the area. Minerals and Waste operations within the National Park are limited however, and the Authority does not have a specialist minerals team like many authorities. The Authority does however work closely with the adjoining mineral and waste planning authority, Devon County Council, in particular with regard to evidence and reporting.
- 3.4.2 The Resources section of the local plan review will also include discussion around energy, and in particular renewable energy development in the National Park. It may also consider other matters such as water resources.

3.5 Environment

- 3.5.1 Dartmoor National Park contains extensive habitats of international, national, regional and local importance, for more detailed information regarding the extent and condition of these sites please see the [State of the Park](#) report. The Environment section of the local plan review will consider the Natural and Historic environment, considering the most appropriate policy approaches to protecting Dartmoor's nationally and internationally important environment.

Annex 1 – Application and Appeal Monitoring

The table below shows that the number of applications for planning permission determined by the authority has reduced from 670 in 2014/15 to 620 in 2015/16. The proportion of planning applications granted has fallen slightly from 2014/15.

Planning Applications	2015/16	2014/15	2013/14	2012/13
Granted conditionally	425 (69%)	453 (68%)	353 (64%)	387 (71%)
Granted unconditionally	41 (7%)	57 (9%)	61(11%)	50 (9%)
Refused	64 (10%)	80 (12%)	58(10%)	66 (12%)
Withdrawn	90 (15%)	80 (12%)	69(12%)	43 (8%)
Total	620	670	541	546

Note: excludes applications for Listed Building Consent, Certificates of Lawfulness, and Prior Notifications

The number of appeals lodged in 2015/16 was 32 (compared with 52 in 2014/15, 38 in 2013/14 and 28 in 2012/13). The number allowed was 30.7% (compared with 30.5% in 2014/15, 26% in 2013/14 and 25% in 2012/13). This is below the Authority's target of 33% of appeals allowed. Along with timeliness of decision making, the number of appeals allowed is an informal indicator of Local Planning Authority performance monitored by government.

Annex 2 – Saved Policies

The following policies in the Minerals Local Plan remain saved.

M2	Proposals to mitigate the adverse environmental effects of mineral working	Extend saving: Replace by Minerals Plan
M4	New mineral working, or extensions, or waste tipping - detailed criteria	Extend saving: Replace by Minerals Plan
M5	Recycling or reuse of mineral waste	Extend saving: Replace by Minerals Plan
M6	Development within mineral consultation areas	Extend saving: Replace by Minerals Plan
M7	Exploratory drilling	Extend saving: Replace by Minerals Plan